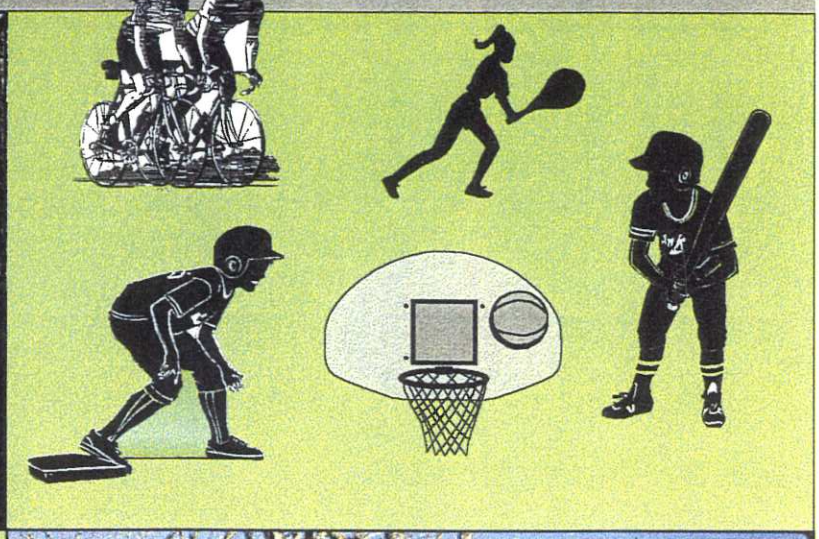
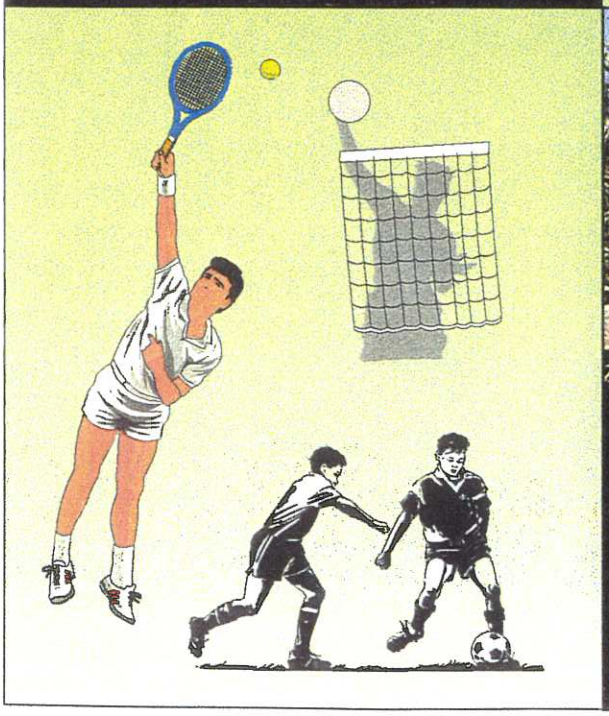
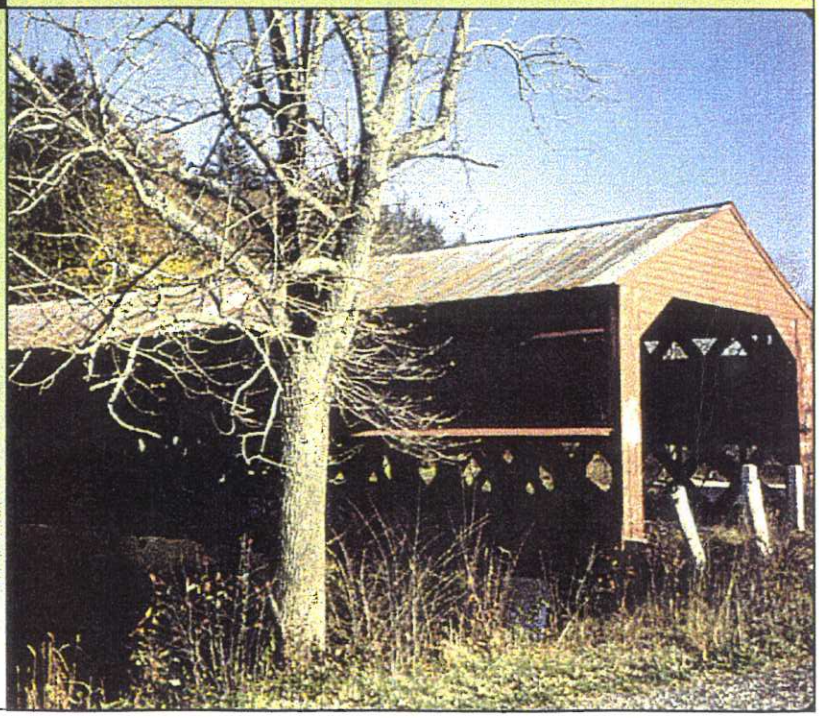
ADAMS COUNTY VISION FOR

PARKS, RECREATION AND OPEN SPACE







Adams County Vision for Parks, Recreation, and Open Space

A Plan for Enhancing the Quality of Life Through Parks, Recreation, and the Preservation of Open Space

December 1997

Park and Recreation Advisors

Urban Research and Development Corporation (Bethlehem, PA)
in association with
Natural Lands Trust (Media, PA)
Toole Recreation Planning (Doylestown, PA)

This project was financed in part by a grant from the Recreational Improvement and Rehabilitation Act, under the administration of the Pennsylvania Department of Conservation and Natural Resources, Bureau of Recreation and Conservation.

Acknowledgements

The *Adams County Vision for Parks, Recreation, and Open Space* resulted primarily from the efforts of the following people, whose contributions are gratefully acknowledged.

Adams County Commissioners

Harry Stokes
Thomas Weaver
Thomas Collins

Adams County Advisory Committee for Parks, Recreation, and Open Space

Robert Bankert	Candy Gallher	Jack Locher	Susan Powell	Roger Steele
Dr. Neil Beach	Vickie Greenlee	John Lott	Kib Roulette	Gary Sterner
William Bucher	Robert Holmes	Mary Lower	William Rudisill	Sue Strevig
Karen Carbaugh	James Houseman	Loren Lustig	August Schwab	Bill Sullivan
Andrea Christopher	Jack Inskip	Judi Marti	Dean Shultz	Ken Swartz
Liz Daniels	Arthur Kennell	Sharon Marvin	Terry Sites	Robert Tate
Debbie Darden	Elenor Kennell	Donald Miller	Glenn Snyder	Donald Trostle
Carroll Davenport	John Kiehl	Barry Newton	Bob Spertzel	Peg Weaver
Joanne Eisenhart	James Kunkel	Robert Nordvall	Beverly Stanton	George Weikert
Ray Fitz	Rosa Livingston	James Paddock	Mary Stasiak	Stephanie Younkin

Adams County also thanks all the public and private organizations whose efforts highlight the need and importance of parks, recreation services, and preserved open space, some of which are:

Adams County Agricultural Extension Service
Adams County Agricultural Preservation Board
Adams County Arts Council
Adams County Conservation District
Adams County Economic Development Corp.
Adams County Fish and Game Association
Adams County Fruit Growers Association
Adams County Historical Society
Adams County Office for Aging
Adams County Women's Softball League
Adams Youth Sports Organization
Audubon Society
Gettysburg/Adams County Chamber of Commerce
Conewago Creek Watershed Coalition
East Berlin Area Community Center
Friends of the National Parks at Gettysburg, Inc.
Gettysburg Area Little League
Gettysburg Recreation Department
Gettysburg Riding Club
Gettysburg YWCA
Historic Gettysburg/Adams County
Land Conservancy of Adams County
League of American Bicyclists
Littlestown Park and Recreation Board
Littlestown YMCA
Michaux State Forest
Gettysburg National Military Park Advisory Commission
National Park Service
Pennsylvania Game Commission
South Central Community Action Programs, Inc.
Southeast Adams municipal officials
Strawberry Hill board and staff
Trout Unlimited (Adams County chapter)
Upper Adams Jaycees

Office of Planning & Development
Richard Schmoyer, AICP — Director
Robert Thaeler — Senior Planner

Pennsylvania Department of Conservation & Natural Resources
Diane Kripas, CLP — Project Manager

CONTENTS

PAGE

CONTENTS i

PREFACE v

Preparing the Vision v

EXECUTIVE SUMMARY vii

Everyone's Enjoyment — Everyone's Responsibility viii
Background Summary x
Parks, Recreation, and Open Space xi
Needs and Issues xi
Parkland Needs xi
Recreation Facility Needs xii
Tourism and Recreation xii
Recreation Programs xiii
Open Space Needs xiii
Key Issues xiv
Vision of the Future xiv
Goals and Roles xv
Recommendations/Action Program xvi
Recommendations, Responsibilities, Priorities xvi
Costs xvi
Methods of Preserving Open Space xviii
Financial Resources xix
Other Cost Conscious Resources in Parks, Recreation, and Open Space xix

ADAMS COUNTY TODAY 1-1

Background Summary 1-2
History and Regional Location 1-2
County Growth Perspective 1-3
Planning Areas 1-3
Social and Economic Characteristics 1-4
Natural Features 1-5
Selected Man-Made Features 1-5

Parks, Recreation, and Open Space 1-7
Parkland 1-7
Recreation Facilities 1-7
Recreation Programs 1-10
Open Space System 1-10

PAGE

PARKS, RECREATION, AND OPEN SPACE FOR TOMORROW 2-1

Needs and Issues 2-1
Parkland Needs 2-1
Current and Future Needs 2-4
Recreation Facility Needs 2-6
Current Needs 2-6
Future Needs 2-7
Impact of Tourism on Recreation 2-10
Recreation Program Needs 2-11
Open Space Needs 2-12
Key Issues 2-12
Vision of the Future 2-26
Goals and Roles 2-27
Recommendations 2-29
Environmental and Open Space Preservation 2-29
Public Awareness 2-30
Greenways 2-33
Stream Corridor Protection 2-38
Recreation Programs 2-41
Recreation Lands and Facilities 2-43
Administration/Organization 2-48
Municipal Perspective 2-52
Actions for All Local Governments 2-53
Actions for the Fairfield Planning Area 2-53
Actions for the Littlestown Planning Area 2-54
Actions for the Gettysburg/Central Adams Planning Area 2-54
Actions for the Conewago Valley/Eastern Adams Planning Area 2-54
Actions for the Upper Adams Planning Area 2-54
Actions for the Bermudian Planning Area 2-55
Action Program 2-55
Responsibilities, Priorities 2-55
Costs 2-55
Land 2-61
Subregional Parks 2-62
Community and Neighborhood Parks 2-63
Bond Issue 2-63
Administrative Costs 2-65
Methods of Preserving Open Space 2-65
Modifications to Local Ordinances 2-68
Tax Considerations 2-73
Other Considerations and Measures 2-73
Financial Resources 2-76
Local Funding Sources 2-76
State and Federal Funding Sources 2-76
Other Cost Conscious Techniques 2-78

Appendices

A Background A-1
B Public Recreation Areas and Facilities, Adams County, 1995 . . . . . B-1
C Recreation Program Categories C-1
D Public Survey Results D-1
E Model Ordinance Provisions for the Dedication of Land for Parks, Open Space, and/or Greenways or Cash in Lieu of Land E-1

PAGE

MAPS, FIGURES, AND TABLES

Map	1	Parks, Recreation, and Open Space Plan Concept	vi
Map	2	Adams County Regional Location	1-2
Map	3	Recreation Planning Areas	following 1-4
Map	4	Parks and Recreation Areas	following 1-8
Map	5	Open Space System	following 1-12
Map	6	Parks, Recreation, and Open Space Plan	following 2-32
Map	7	Cultural, Heritage, and Scenic Resources	following 2-34
Map	8	Potential Adams County Greenway System	following 2-34
Map	A1	Generalized Development Patterns; 1995	following A-2
Map	A2	Floodplains and Wetlands	following A-8
Map	A3	Major Woodlands and Steep Slopes	following A-8
Map	A4	Prime Agricultural Lands	following A-10
Map	A5	Rare, Threatened, and Endangered Species	following A-10
Map	A6	Selected Man-Made Features	following A-10
Figure	1	Open Spaces	1-12
Figure	2	Greenway Planning Principles	2-19
Figure	3	Greenway Design Principles	2-21
Figure	4	An Approach for Designing Residential Subdivisions	following 2-72
Figure	A1	Total Population, Adams County and Pennsylvania, 1980-1990	A-3
Table	i	Existing and Needed Parkland; 1995, 2000, 2010	xii
Table	ii	Existing and Needed Recreation Facilities; 1995, 2000, 2010	xiii
Table	iii	Selected Major Recommendations	xvii
Table	1	Adams County Population, 1980-1995	1-4
Table	2	Adams County Population 1995-2010	1-4
Table	3	Recreation Areas, Adams County—1995	1-8
Table	4	Existing Parklands by Ownership, Adams County, 1995	1-9
Table	5	Active Recreation Facilities on Public Recreation Sites, Adams County, 1995	1-9
Table	6	Existing Public Parklands by Type, Adams County, 1995	2-5
Table	7	Subregional, Community, and Neighborhood Parkland Needs, Adams County—1995, 2000, 2010	2-5
Table	8	Community and Neighborhood Parkland Needs by Planning Area	2-7
Table	9	Active Recreation Facility Guidelines, Adams County, 1995	2-8
Table	10	Active Recreation Facility Needs by Planning Areas	2-9
Table	11	Action Program—Recommendations, Responsibilities, and Timing	2-56
Table	12	Community and Neighborhood Park Cost Guidelines	2-66
Table	13	Agricultural Land Protection; Adams County, 1991-1995	2-67
Table	A1	Total Population, Adams County Planning Areas, 1980-1995	A-5
Table	A2	Population Projections, Adams County Planning Areas, 2000-2010	A-5
Table	A3	Median Age, Adams County Planning Areas, 1980-1990	A-6
Table	A4	Age Groups, Adams County, 1980-1990	A-6
Table	A4	Age Groups, Fairfield Planning Area, 1980-1990	A-6
Table	A4	Age Groups, Littlestown Planning Area, 1980-1990	A-6
Table	A4	Age Groups, Gettysburg/Central Adams Planning Area, 1980-1990	A-6
Table	A4	Age Groups, Conewago Valley/Eastern Adams Planning Area, 1980-1990	A-6
Table	A9	Age Groups, Upper Adams Planning Area, 1980-1990	A-7
Table	A10	Age Groups, Bermudian Planning Area, 1980-1990	A-7
Table	A11	Household Size, Adams County Planning Areas, 1980-1990	A-7
Table	A12	Annual Household Income, Adams County Planning Areas, 1980-1990	A-7
Table	A13	Value of Owner-Occupied Housing Units, Adams County Planning Areas, 1980-1990	A-8
Table	B1	Public Recreation Areas and Facilities, Adams County, 1995	B-1
Table	C1	Adams County Public Recreation Programs, 1995	C-3

PAGE

Table D1 Age of Respondent D-2
Table D2 Age of Household Members D-2
Table D3 Size of Respondent Households D-3
Table D4 Gender of Respondent D-3
Table D5 Respondent's School District D-3
Table D6 Recreation Facilities Needed D-5
Table D7 Recreation Facilities Needed by Planning Area D-6
Table D8 Recreation Facilities Needed Within Five Years by Planning Area D-7
Table D9 Most Important Category of Recreation Facilities for Expansion or Development D-8
Table D10 Most Important Category of Recreation Facilities for Expansion or Development by Planning Area D-8
Table D11 Recreation Programs Needed D-10
Table D12 Recreation Programs Needed by Planning Area D-11
Table D13 Recreation Programs Needed Within Five Years by Planning Area D-12
Table D14 Importance of Pursuing Greenway Conservation Efforts D-13
Table D15 Importance of Greenway Functions D-14
Table D16 Potential Focus of an Adams County Conservancy D-15
Table D17 Potential Financial Support for an Adams County Conservancy D-15

PREFACE

Parks, recreation, and open space are more important to Adams County residents than ever before. The county's current and anticipated growth clearly underscore the value of planning ahead for parks, recreation programs, and the preservation of open space as residential development continues to push into Adams from the south (Baltimore), east (York), and north (Harrisburg). The county's 1990 population of more than 78,000 is expected to reach almost 91,000 by the year 2000 and 104,000 by 2010.

Emerging demographic trends, such as a growing number of senior citizens and families with young children, illustrate the increasing demand for recreation facilities and programs to meet specialized needs. The growing awareness of the need for physical and mental health and fitness for all ages places increasing responsibilities on agencies and organizations which provide recreation and leisure time activities in Adams County.

The Adams County Commissioners also recognize the importance of planning for the future of parks, recreation, and open space. The *Adams County Vision for Parks, Recreation, and Open Space* is a blueprint for public involvement in planning future parks, recreation opportunities, and open space preservation.

PREPARING THE VISION

At the direction of the county commissioners, the Adams County Office of Planning and Development (ACOPD) prepared the *Adams County Vision for Parks, Recreation, and Open Space* with the assistance of an advisory committee of interested citizens and a professional consulting team. Key tasks in preparing the vision included:

- Collecting and analyzing data on the population, natural features, and existing recreation sites and facilities in Adams County.
- Interviewing key recreation providers in the county, including representatives of the county and nonprofit service providers.
- Preparing, distributing, collecting, and analyzing a survey of county households regarding residents' needs and desires for parks, recreation, and open space in Adams County.
- Fostering a public dialogue about the importance of open space, land preservation, and environmental education.
- Incorporating the results of the Adams County Natural Areas Inventory, which identified locations with significant plant and animal life as of mid-1996.

Members of the Adams County Parks and Recreation Advisory Committee met throughout the process to carefully review and discuss plan recommendations and county policy, and to make changes to the plan based on the needs of county residents and the resources of county government. The advisory committee provided a forum to discuss significant events and concepts throughout the planning process. As a result, the plan is a practical document which helps define the roles of county government, local government, and other service organizations.

CONCEPT FOR THE VISION

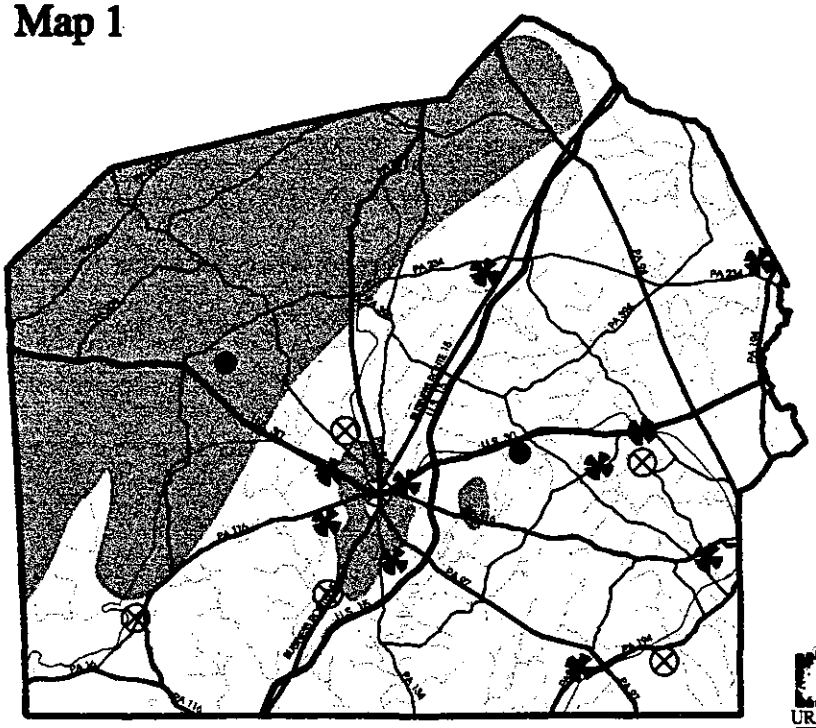
The concept for the *Adams County Vision for Parks, Recreation, and Open Space* has several major components, some of which are shown on Map 1:

Major Unique Areas—Michaux State Forest, the Fruit Belt, Gettysburg National Military Park, and Eisenhower National Historic Site are sites unique to our state and nation and, therefore, will be preserved.

- **Subregional Parks**—Two subregional parks will be developed, one in eastern Adams County with large active recreation areas (e.g., field complexes) and specialized facilities (e.g., amphitheaters) and one in western Adams County which includes trails, nature education centers, historic interpretation sites, and other passive recreation facilities.

Community Parks / **Neighborhood Parks** } A system of "close to home" community and neighborhood parks will meet local recreation demand.

Map 1



Parks, Recreation and Open Space Plan Concept

- Major Unique Areas
- Subregional Park
- Community Park (See Note)
- Neighborhood Park (See Note)

The plan also recommends an Adams County greenway system, discussed in the text and shown on Map 8, and strongly encourages public and private effort to conserve Adams County's agricultural resources.

URDC Urban Research & Development Corporation
Bethlehem, Pennsylvania
IN ASSOCIATION WITH
Natural Lands Trust and Toole Recreation Planning

April 1997

Note on Community and Neighborhood Parks: The *Adams County Vision for Parks, Recreation, and Open Space* recommends that community and neighborhood parks be provided by boroughs, townships, or groups of municipalities, rather than by the county. The notations on Map 1 are intended only to illustrate the concept of community and neighborhood parks working together to meet local recreation needs. The *Adams County Vision for Parks, Recreation, and Open Space* does not recommend a specific number or location of community or neighborhood parks.

Note: Map 1 illustrates the concepts of the detailed *Adams County Vision for Parks, Recreation, and Open Space* plan map (Map 6).

EXECUTIVE SUMMARY

Adams County was first settled more than a century before the Battle of Gettysburg occurred. Numerous cultural and historic resources from the 18th century remain. Some date back to the county's first settlement in 1747. Internationally renowned historic lands and resources associated with the American Civil War, the Battle of Gettysburg, and the Presidency of General Dwight D. Eisenhower have been preserved, although development pressures present constant challenges to ensure that the visual, environmental, and cultural integrity of these sites remain intact.

Today, its rich history, rolling countryside, stunning rural scenery, and prime location between the Baltimore (MD) and Harrisburg (PA) metropolitan areas help make Adams County an increasingly desirable place to live. This setting presents both threats and opportunities for future conservation efforts. Misplaced and/or poorly designed development can easily destroy landscape characteristics that contribute to a high quality of life. At the same new residents and businesses also bring additional human and financial resources to Adams County that are essential to ensure the success of conservation and preservation programs and to support cultural and recreational facilities and programs that will be needed to maintain a high quality of life.

The *Adams County Vision for Parks, Recreation, and Open Space* identifies and explores the need for parkland, leisure services, and open space conservation in the county over the next 20 years. The plan (1) examines characteristics of the county, including current parklands, recreation facilities, recreation programs, and open spaces, (2) defines goals for leisure services, and (3) recommends specific actions to achieve these goals.

The *Adams County Vision for Parks, Recreation, and Open Space* took two years to complete. This included time spent to complete a Natural Areas Inventory, which contains information on rare, threatened, and endangered species, and it also identifies the highest quality natural areas in the county. Many community interests participated in the planning process, which was managed by the Adams County Office of Planning and Development, with guidance from the Adams County Parks, Recreation, and Open Space Advisory Committee. Early in the planning process a random survey was conducted to determine the views and needs of the general public. Interviews were conducted with key recreation providers. Also, a complete inventory of all parks and recreation sites in the county was prepared, in addition to the valuable information procured through the Natural Areas Inventory. The Vision for Parks, Recreation, and Open Space and the Natural Areas Inventory were prepared using grant funds received from the Commonwealth of Pennsylvania's Department of Conservation and Natural Resources (DCNR) and the Department Community and Economic Development (DCED).

The open space conservation elements of the Vision focus on many components of a future countywide open space network, including stream corridors, water supply resource areas, and the potential to preserve and/or create interconnected "greenways" within Boroughs and suburbanizing areas. At the same time, the Vision acknowledges, builds upon, and strengthens the policy guidelines already set forth in the agricultural conservation and land use components of the *Adams County Comprehensive Plan*. While much of the text contained within the Vision focuses on recreation issues and water and stream related open space

concerns, the implementation section of the Vision recommends several important new actions and initiatives that, in addition to those policies and recommendations already set forth in the Comprehensive Plan, are essential components of a comprehensive strategy to conserve and preserve agriculture and rural landscapes in Adams County.

The following summary contains key points organized into seven distinct sections:

- Background Summary
- Parks, Recreation, and Open Space
- Needs and Issues
- Vision of the Future
- Goals and Roles
- Recommendations
- Action Program

The reader is strongly encouraged to explore the full plan text for a more detailed explanation of recreation and conservation issues confronting the county and to review and consider proposed solutions that are set forth in the plan.

The plan subdivides the county into six "planning areas," the boundaries of which coincide with school districts. The characteristics and needs of each planning area are individually discussed. A portion of the plan's "recommendations" section specifies actions that are appropriate for municipalities to take within each planning area.

EVERYONE'S ENJOYMENT EVERYONE'S RESPONSIBILITY

Parks, recreation programs, and open space conservation are an important part of the quality of life in Adams County. Rural landscapes, outstanding scenery, historic sites, and opportunities for nature education help to make the county a very desirable place to live. However, as the county continues to grow, the resources which support a high quality of life for county residents can become overused, and more land, parks, facilities, time, and money will be needed just to maintain the quality of life for a larger population.

As population continues to increase, everyone in the Adams County community must help to ensure that sufficient resources—both financial and human—remain devoted to maintaining the quality of life in the county through parks, recreation, and open space conservation. Every community organization, every level of government, every parent, every citizen should carefully examine their role in maintaining and enhancing value, facilities, and programs that ensure a high quality of life:

- State and federal government agencies should increase funding levels and staff support to maintain and enhance their respective sites and programs within the county—the Gettysburg National Military Park, Eisenhower National Historic Site, State Game Lands and Michaux State Forest. The Gettysburg National Military Park should work with local agencies to find and help create appropriate locations for informal recreation activities which do not interfere with the strict conservation of the park's core assets.

- Adams County, which currently has no formal role in managing park facilities or recreation programming, but which already plays several important roles with respect to agricultural land conservation, should provide funding through a countywide bond issue, similar to the successful initiatives in Chester and Montgomery Counties. Bond proceeds should not be used for a single purpose program, but rather funds should address a variety of needs, including agricultural preservation, natural areas and historic resource protection, stream conservation, park acquisition and develop-

ment, water resource protection, and municipal recreation needs. Working with partner organizations, the county should also plan, develop and maintain two subregional parks to help fulfill rapidly emerging needs for large scale, specialized recreation activities.

- Municipal governments (boroughs and townships) and school districts should recognize the importance and benefits of providing recreation opportunities close to the homes of residents. Municipalities, in particular, should use subdivision and land development regulations and zoning ordinances to establish community development standards that preserve open space, create recreation areas, and establish linkages that interconnect open space resources. Neighboring jurisdictions should cooperate in the development of local parks, recreation, and open space plans; local greenway systems; community and neighborhood parks; and recreation programs which will benefit residents throughout each multi-municipal area within the county. Within 10 years, every municipal government in Adams County should have an adopted parks, recreation and open space plan. Municipalities subject to significant growth pressure should also consider adopting appropriate ordinances which require developers to provide land for parks or a fee in lieu of land to help meet the recreation needs of new residents.

- Private, nonprofit agencies should expand their offerings as much as possible. Youth sports organizations, YMCA, YWCA, and others should offer more active recreation programs which augment public sector services. Strawberry Hill should expand its professionally-staffed nature education programs. The Upper Adams Jaycees should continue to expand and improve Oakside Park. The Land Conservancy of Adams County, the Conewago Creek Watershed Association, and similar organizations should expand land conservation efforts. Homeowners' associations in defined residential communities, such as Lake Meade and Lake Heritage, should be responsible for developing and maintaining recreation facilities which serve residents of the development. Parks, recreation, and open space should become a priority for many other private nonprofits, including service clubs and agricultural preservation organizations.

- The private sector must also play important roles. Business organizations, individual employers, and those involved in the development and the sale of real estate should recognize the effects that parks, recreation, and open space have on the quality of life that is needed to nurture a productive work force and sustain the value of communities into the long range future. Business concerns should encourage employee involvement in local park and recreation activities, and, whenever possible, should provide support to local recreation facilities and providers, conservation organizations, and arts and cultural events. Landowners should cooperate with local governments and conservancies to preserve appropriate segments of land holdings in order to create a countywide greenway system. Farmers should adopt stringent land conservation measures, such as Best Management Practices, to help preserve county land and waterways, and they should give serious consideration to taking even more significant steps to permanently conserve their land and to support the establishment of agricultural reserve areas that are zoned for agricultural, not development, purposes. Also, very importantly, both residential and commercial developers should recognize the importance of including recreation facilities and open space within the confines of each new development, and they should become leaders in an effort to establish integrated open space conservation and recreation systems that link together new and existing communities.

- Individuals should find ways to volunteer their time and talents to enhance local leisure activities. Athletic, community service, and special interest organizations need coaches, instructors, tour guides, artists, fund-raisers, organizers, and others to help provide quality leisure services.

In the future, all residents, businesses, and visitors will benefit from a thriving, active parks, recreation, and open space system. On the other hand, a deteriorating system will diminish the quality of life that is enjoyed by most county residents. The unique, historic nature of Adams County offers many opportunities for leisure, contemplative, and educational activities unlike any other in the country. If the county is to maintain its high quality of life, parks, recreation, and open space must also become everyone's responsibility.

BACKGROUND SUMMARY

Important factors that influence the demand for parks, recreation, leisure time services, and open space conservation include:

- Adams County lies on the southern border of Pennsylvania, on the fringes of the Baltimore, Washington, Harrisburg, and York Metropolitan Areas, all of which continue to expand outward from historic urban core cities.

- Adams County has a strong sense of history with agricultural districts and early village settlement patterns dating from the 18th century and as the site of the Battle of Gettysburg, the turning point of the American Civil War.

- The 1991 *Adams County Comprehensive Plan* identifies development pressure from the north (Harrisburg), southeast and southwest (Maryland, particularly the Baltimore area), east (York, Hanover), and west (Chambersburg).

- The generalized development patterns in Adams County includes boroughs, small villages along with large farming and rural areas. In recent years most new residential development has occurred in close proximity to existing borough's and villages. Some new development continues to scatter about the countryside.

- The population of Adams County grew substantially from 68,292 in the 1980 Census to an estimated 88,000 in 1997. Projected population in 2010 is expected to reach 104,000.

- Relatively young families with children tend to locate in the eastern part of the county, while "empty nesters" and retirees more frequently settle in the western part of the county.

- As "baby boomers" in Adams County begin to retire and as the county attracts retirees from elsewhere, recreation demand will increasingly shift from active play and organized sporting facilities to more passive facilities and activities geared toward individual participation, such as trails for walking and biking, golf, gatherings for friends and families, and nature study. Emphasis on health and exercise is likely to intensify and, as a result, there will be growing demands for recreational opportunities for mature adults.

- Natural features (floodplains, wetlands, woodlands, steep slopes, prime and unique farmlands) and selected man-made features (electric transmission lines, major pipelines, abandoned rail rights-of-way, and roads) have a significant effect on the character of Adams County and also offer significant opportunities to create trails and walkways.

PARKS, RECREATION AND OPEN SPACE

The parks, recreation and open space system serving Adams County and its communities includes land (e.g., parks, privately preserved open space), recreation facilities (e.g., fields, courts), and recreation programs. Adams County relies heavily upon local municipalities and private organizations to provide parks, recreation and open space. Currently, the county government itself owns no parks, operates no programs, and has no personnel devoted to parks, recreation and open space services.

- Adams County includes 120 recreation sites owned by various entities, including the federal government, state government, municipalities, school districts, semipublic and private organizations. 44 of these are accessible to the general public—a total of 28,381 acres. The remainder are under private ownership and provide limited or no public access.

- Almost 98% of the public parkland acreage in the county—Michaux State Forest, the Gettysburg National Military Park, Eisenhower National Military Site and the State Game Lands—is restricted in terms of the types of recreational or leisure activities that are available to the general public.

- The public school system includes land, buildings and facilities which are valuable assets in helping to meet various community needs, including recreation.

- Recreation programs in Adams County are provided by some municipalities, private nonprofit organizations, and private entities. Several cooperative efforts have produced outstanding community resources, such as the East Berlin Area Community Center, Oakside Park, the Gettysburg Area Recreation Park, and the Littlestown Park and Community Center.

- The *Adams County Vision for Parks, Recreation and Open Space* recognizes the critical value of undeveloped areas in maintaining the county's rural character. The large land holdings of the state and federal governments, the international significance of the Gettysburg area, the importance of the Fruit Belt and other agricultural areas, and the desire to retain rural ambiance and character, a strong sense of community, and a tradition of volunteerism provide a strong basis for enhanced land conservation activities.

NEEDS AND ISSUES

The *Adams County Vision for Parks, Recreation and Open Space* identifies needs and key issues for future leisure service delivery in Adams County.

PARKLAND NEEDS

Today Adams County does not have enough parkland to meet existing needs in any of the three categories for which guidelines are provided (Table i). As population increases, these existing "deficits" of needed parkland will increase dramatically if additional park and recreation resources are not created. Parkland needs by planning area are defined in the body of the plan text. The plan recommends that subregional parks, which are most urgently needed because none are currently provided, be primarily the responsibility of Adams County and that community and neighborhood parkland needs be met by local municipalities and school districts.

Table i

EXISTING AND NEEDED PARKLAND; 1995, 2000, 2010

TYPE OF PARKLAND	SAMPLE	GUIDELINE a	ACRES OF PARKLAND						
			EXISTING			BY 2000		BY 2010	
			EXISTING	TOTAL NEEDED	SURPLUS (DEFICIT)	TOTAL NEEDED	SURPLUS (DEFICIT)	TOTAL NEEDED	SURPLUS (DEFICIT)
Regional Reserve	Michaux State Forest	none	21,806	—	—	—	—	—	—
Special Use Area	National Military Park	none	5,867	—	—	—	—	—	—
Regional Park	Caledonia State Park	none	150	served by nearby sites					
Subregional Park	none	5 ac./1,000 pop.	0	470	(470)	546	(546)	624	(624)
Community Park	Oakside Park	9 ac./1,000 pop.	483	704	(221)	819	(336)	936	(453)
Neighborhood Park	McSherrystown Park	1 ac./1,000 pop.	75	78	(3)	91	(16)	104	(29)

- Parkland guidelines are determined by adjusting the recommendations of the National Recreation and Park Association to reflect the specific needs in Adams County according to information gathered during the planning process.

Source: URDC

RECREATION FACILITY NEEDS

Adams County also has a current shortage of three types of fields—baseball, softball/Little League, and soccer/football—as well as a shortage of tennis courts, and swimming pools (Table ii). As with parkland, the needs will increase as population increases. Facility needs by planning area are defined in the body of the plan text. The plan recommends that the facility needs identified be considered in the design and development of new subregional, community, and neighborhood parks.[1]

TOURISM AND RECREATION

The national historical importance of Adams County and Gettysburg ensures that tourism will continue to be a major component of the Adams County economy. Recently there have been indications that the Adams County tourist market may be evolving from primarily a day trip or single overnight destination to include weekend "getaways", extended opportunities for life long learning experiences, and vacations. Furthermore, Pennsylvania is strongly promoting the concept of "heritage tourism," which should also help to increase tourism in the historic areas of Adams County.

Longer stays will entice visitors to look beyond the traditional "tourist sites" to local recreation facilities, such as biking and hiking trail networks, scenic tour routes, performing arts facilities, museums, nature observation areas and others. As Adams County increase the number of activity choices for tourists, the county should consider the potential recreation demand from tourists above and beyond the demand from residents for proposed recreation facilities.

[1] The facilities for which a needs analysis is provided are not the only facilities which park owners should provide. Playgrounds, picnic tables and facilities, pavilions, trails, and other facilities should be considered when designing parks.

Table ii

EXISTING AND NEEDED RECREATION FACILITIES; 1995, 2000, 2010

TYPE OF FACILITY	GUIDELINE [a]	NUMBER OF FACILITIES						
		1995			2000		2010	
		EXISTING	TOTAL NEEDED	SURPLUS (DEFICIT)	TOTAL NEEDED	SURPLUS (DEFICIT)	TOTAL NEEDED	SURPLUS (DEFICIT)
Baseball Field	1/3,000 people	20	26	(6)	30	(10)	35	(15)
Softball/Little League Field	1/1,500	50	52	(2)	61	(11)	69	(19)
Soccer/Football Field	1/2,000	34	36	(2)	41	(7)	47	(13)
Basketball Court	1/3,000	48.5	26	22.5	30	18.5	35	13.5
Volleyball Court	1/5,000	21	16	5	18	3	21	0
Swimming Pool	1/20,000	1	4	(3)	5	(4)	5	(4)
Tennis Court	1/2,000	33	39	(6)	46	(13)	52	(19)

[a] Facility guidelines are determined by adjusting the recommendations of the National Recreation and Park Association to reflect the specific needs in Adams County according to information gathered during the planning process.

Source: URDC

RECREATION PROGRAMS

Public recreation programs in Adams County are oriented to arts/crafts, special events or sports. In addition, the Gettysburg National Military Park and Eisenhower National Historic Site offer unique opportunities for programs dealing with historic interpretation. Respondents to the public survey identified a need for walking and hiking programs, swimming, educational programs and youth baseball.

The *Adams County Vision for Parks, Recreation, and Open Space* recommends that programs remain the responsibility of local government and the private sector. Federal and state governments should continue and expand program offerings at their respective sites.

OPEN SPACE NEEDS

The need for open space in Adams County is not determined by a specific acreage guideline but rather by a strong desire to preserve and protect natural resources that is shared by residents across the county. Key determinants of open space needs are landscape features worthy of protection and public sentiment supporting land preservation efforts. The *Adams County Vision for Parks, Recreation, and Open Space* calls for a strong, cooperative effort to preserve many elements of the county's open space system, including floodplains, wetlands, steep slopes, woodlands, unique farmland (such as orchards), selected man-made corridors (such as utility easements), and scenic vistas and roadway corridors.

KEY ISSUES

The planning process utilized many tools to identify and clarify key issues:

- Meetings of the advisory committee
- Interviews with elected officials and leisure service providers
- Meetings of county staff and consultants
- Discussions with other agencies, organizations and landowners
- Results of the public survey

Some issues involve defining a situation. In other words, "What is the situation?" Others are more specific: "We know the situation. Now, what do we do about it?" The issues identified are broad, complex and often conflicting. The plan does not provide a definitive answer for every concern. However, the issues illustrate the broad range of topics which are of concern when developing a plan for parks, recreation and open space. The full plan text provides a more detailed discussion of the following issues identified in the planning process:

- Open space issues
  - Public awareness of open space value
  - Loss of farmland to development
  - Protection of water resources
  - Landscape/vista protection
  - Funding for open space preservation
  - Local government support
- Facility needs (Many specific facilities were discussed, including swimming pools and various sports fields.)
- Legal liability
- Roles of Adams County government, municipalities and school districts
- Gettysburg Battlefield and its availability as an active recreation site
- Future population growth
- Strong individual community identities and the need for intermunicipal cooperation
- Location of parks and facilities
- *Hunting management*
- Cooperative relationships
- Greenways
- Scenic and ecological values of The Narrows
- Public use of school district facilities
- Role of Strawberry Hill as the county's primary environmental education center
- Economic effects of untaxable land
- Land and water resource conservation
- Water supply
- Support for the Land Conservancy of Adams County
- "Preservation" vs. "Conservation"
- Mandatory land dedication/fee in lieu of land
- Changing development patterns in Adams County
- Viewshed protection along scenic roadway corridors

VISION FOR THE FUTURE

The Vision for Parks, Recreation and Open Space parallels a community visioning effort in 1996 called the Future Search Conference. The conference was sponsored by the Gettysburg-Adams County Chamber of Commerce and included broad community participation. Implementing the *Adams County Vision for Parks, Recreation and Open Space* will foster the development of nine common themes identified in the Future Search Conference:

- *Improved Communications*—Leisure activities—such as meeting neighbors at a concert in the Eastern Adams County Park amphitheater—illustrate a strong sense of "community". Long-time residents welcome new families. Municipalities, nonprofit agencies and other recreation program providers eliminate duplication of services and communicate with one another to make the greatest use of recreation resources.

- *Coordination/Regionalization*—Local municipalities and school districts combine resources to offer recreation facilities and programs which individual boroughs and townships could not afford. Multimunicipal community centers will be developed to reuse old buildings, as was done at the East Berlin Area Community Center.

- *Improved Infrastructure*—Watershed areas, groundwater recharge zones and other valuable land resources will be preserved in an Adams County Greenway System and a focused county effort to conserve land.

- *Economic Development*—Partnerships between the public and private sector will result in enhanced tourist and recreation facilities.

- *Agriculture*—Agriculture will be recognized and preserved as a critical element of Adams County's cultural landscape in the face of increasing development pressure. The Fruit Belt, the horse farms, and other agricultural centers will be recognized as unique ecotourist attractions.

- *Preservation*—Developments will be designed using "open space subdivision" guidelines. The Adams County Land Conservancy will spearhead a movement to preserve open spaces and viewsheds as a part of the county's rich cultural heritage.

- *Tourism*—Adams County will be elevated from a "day trip" destination to a "vacation" destination. In addition to attractions already known nationally and internationally, the county will offer a variety of trail and greenway systems and other high quality outdoor recreation opportunities.

- *Education*—Unique "nature laboratories" such as Strawberry Hill will offer outdoor and environmental education opportunities which will draw students from throughout Pennsylvania and Maryland.

- *Quality of Life*—Parks, recreation facilities, greenways and other open spaces will be recognized as a strong component of the county's quality of life which can be the deciding locational factor for some future residents and businesses.

GOALS AND ROLES

To address the Vision for the Future, the *Adams County Vision for Parks, Recreation and Open Space* establishes goals in four subject areas:

- Environmental and Open Space Preservation

Preserve the unique natural and historic character of Adams County for future generations.

- Recreation Programs

Assist recreation providers in offering a wide range of programs which enhance the quality of life for residents of all ages and skill levels.

- Recreation Lands and Facilities

Provide a system of parks which offer different types of recreation opportunities throughout the county.

- Administration and Organization

Use public resources efficiently to facilitate and enhance the county's recreation delivery system.

RECOMMENDATIONS/ACTION PROGRAM

The *Adams County Vision for Parks, Recreation and Open Space* includes specific recommendations in each of the four subject areas. The plan also includes an Action Program, which:

- Identifies the responsible party(ies) and time frame for each recommendation
- Outlines possible funding sources
- Discusses techniques for preserving open space

RECOMMENDATIONS, RESPONSIBILITIES, PRIORITIES

Recommendations are identified by a letter and number. The letter identifies the subject area of the recommendation:

- A Environmental and Open Space Preservation
- B Recreation Programs
- C Recreation Lands and Facilities
- D Administration and Organization

The number is used for reference only and is not intended to imply priority. Priorities are designated by the suggested time frame for implementing each recommendation. "Immediate" priority is given to those items which are procedural in nature and can be implemented within twenty-four months of plan adoption. "High" priority items should be implemented within 2-5 years of plan adoption. Selected major recommendations (Table iii) include only some of the immediate and high priority recommendations. The *Adams County Vision for Parks, Recreation, and Open Space* includes additional immediate and high priority recommendations as well as "medium" priorities (to be implemented within 5-10 years of plan adoption) and "lower" priorities (to be implemented within 10-20 years of plan adoption). The reader is encouraged to review the full plan Action Program (Table 11) to understand the breadth of the plan's recommendations.

COSTS

Three types of costs are associated with implementing the *Adams County Vision for Parks, Recreation and Open Space*: capital costs, a potential bond issue and administrative costs.

Capital Costs

The major capital costs the county should incur will be related to the acquisition of land and development of the two county parks. Other parks and recreation facilities are the responsibility of local municipalities, private nonprofit organizations or commercial recreation providers.

- Land may cost $2,000-$4,000 per acre. However, county residents are very concerned with land preservation, and the fact that the land is to be used for a park may prompt a landowner to provide the site at minimal or no cost.

- Using the examples of Weaversville Park (Northampton County, PA) and Naylor Mill Park (Salisbury, MD), the cost of acquiring and developing a subregional park is likely to be measured in millions of dollars. The county should develop a master plan for each subregional park after a site has been secured. The master plan will determine the facilities desired and, therefore, the cost of the park.

- The plan envisions the costs of community and neighborhood parks to be borne by local municipalities. The plan provides some general cost guidelines. One component of the potential bond issue (recommendation A1) involves the county providing matching grants to municipalities for developing parks and recreation facilities to help meet local recreation needs.

Table iii

SELECTED MAJOR RECOMMENDATIONS

RECOMMENDATION [a]
IMMEDIATE PRIORITY—Policies and procedures which should be implemented within 24 months of plan adoption.
A1 Appoint a "green ribbon" commission to evaluate financing mechanisms that will advance parks, recreation, agricultural preservation, and open space conservation efforts in Adams County.
A2 Initiate cooperative conservation efforts between county and municipal governments, the Land Conservancy of Adams County, and other organizations.
B1 Maximize support for other public and private providers to meed critical needs for recreation programs, thereby minimizing the need for the county government to meet future needs directly.
C1 Develop a partnership approach to fund the land acquisition and development of two subregional parks—one in eastern Adams County and one in western Adams County.
C3 Work with federal, state, and local organizations—including the National Park Service, the Upper Adams Jaycees, the Littlestown YMCA, the New Oxford and East Berlin Community Centers, and others—to encourage the maximum use of existing recreation resources.
C4 Encourage and assist municipalities—individually or jointly—in evaluating the need for parks and recreation at the local level and developing and implementing municipal or multimunicipal parks, recreation, and open space plans.
C12 Assist in evaluating special opportunities for land acquisition and/or park development, such as land donations, easement purchases, and similar projects.
C13 Maximize support for other public and private providers to meed critical needs for recreation facilities, thereby minimizing the need for the county government to meet future needs directly.
D1 Establish an Adams County Parks, Recreation, and Open Space Commission.
D2 Establish ACOPD as the primary county support agency for performing parks, recreation, and open space preservation and conservation planning and implementation activities.
D11 Work closely with the county's six school districts to facilitate the use of schools as community activity centers—shown on the plan map as "school parks"—and to permit the greatest community use of schools.
HIGH PRIORITY—Projects and tasks which should be completed within 2-5 years of plan adoption.
A6 Provide technical and other appropriate assistance to help municipalities use local regulations to support open space conservation.
A10 Promote the development of an Adams County greenway system.
B4 Evaluate abandoned school buildings and facilities for community recreation potential before selling the assets for private reuse.

[a] Recommendations are numbered for reference only. Numbers do not imply priority.

[b] The entity with primary responsibility for implementing a recommendation in listed first. Others listed have a supporting role.

Source: URDC

Bond Issue

The *Adams County Vision for Parks, Recreation and Open Space* recommends that the Adams County Commissioners appoint a "green ribbon" commission to evaluate means to fund parks, recreation and open space programs and development. The commission should evaluate the potential for Adams County to pass a bond issue to assist with necessary funding. The commission should also provide a recommended bond issue amount.

Should Adams County pursue a bond issue, a wide range of parks, recreation and open space projects could be funded, including:

- *Preservation of Agricultural Lands/Agricultural Communities*—Adams County currently administers an active Agricultural Land Preservation Program, in which interest has consistently exceeded available funding. The bond issue is not a substitute for nor an extension of the Agricultural Land Preservation Program. However, bond proceeds could be used to preserve land which may not otherwise be addressed by the program.

- *Preservation of Significant Historic Sites*—Adams County has a wealth of historic sites which contribute to the understanding of the county's past. The bond issue could be used to preserve significant historic sites and link them to components of the proposed open space network.

- *Preservation of Scenic Vistas/Scenic Road Corridors*—Bond proceeds could be used to help preserve the vistas and scenic drives which contribute significantly to the Adams County landscape.

- *Preservation/Conservation of Stream-Oriented Greenways (Streamways)/Natural Areas*—The bond issue could provide a means to help preserve lands as part of the extensive network of streamways, other greenways, and high priority natural areas identified in the *1996 Adams County Natural Areas Inventory*.

Administrative Costs

Many of the recommendations in the plan are designed to establish county policy regarding the provision of parks, recreation and open space opportunities. Many of the plan recommendations will require additional administrative efforts from the county, local municipalities and other organizations.

METHODS OF PRESERVING OPEN SPACE

Adams County has long recognized the importance of farmlands and has developed many strategies for preserving agriculture. Other types of land—"unbuildable" land, forests, stream corridors, wetlands, floodplains and public viewsheds—should be preserved for a variety of reasons.

Many of the techniques for preserving open space involve zoning or subdivision regulations adopted and enforced at the local government (township or borough) level. Local land use regulations are the most effective vehicle for conserving open space in the long-term. In Adams County, 22 of the 34 boroughs and townships have municipal zoning ordinances while all 34 municipalities have subdivision regulations. The county administers a county zoning ordinance in selected boroughs and townships without a local ordinance. Currently, the county ordinance is in effect in two municipalities.

Techniques that involve zoning or subdivision ordinance provisions are based on approaches adopted by other Pennsylvania municipalities and are consistent with both the Pennsylvania Municipalities Planning Code and relevant case law in the commonwealth. Commonly used mechanisms which are detailed in the full plan text include:

- Modifications to Local Ordinances
  - Density Exchange Option
  - Cluster Zoning
  - Transfer of Development Rights
  - Compact Village Model
  - Mandatory Land Dedication
  - Fee-in-Lieu of Land
  - Revised Plan Submission Process:
    - Existing Features/Site Analysis Plan
    - Site Visit and Conference
    - Conceptual Preliminary Plan
    - Detailed Preliminary Plan
  - Four-Step Process for Designing "Open Space Subdivisions"
- Tax Considerations
  - Tax Exemptions
  - Preferential Assessment
  - Tax Foreclosures
- Other Considerations and Measures
  - Donations
  - Conservancies
  - Fee Simple Acquisition
  - Installment Purchase
  - Conservation Easements (Purchase of Development Rights)
  - Official Map
  - Land Exchange
  - Landowner Compacts
  - Reserved Life Estate
  - Purchase and Leaseback/Resale
  - Bargain Sale
  - Donation of Undivided Interest
  - Bequest
  - Land Banking
  - Escrow
  - Land Trust
  - Land Cooperative

FINANCIAL RESOURCES

Financial resources for parks and recreation can come from many sources. The following financial resources are recommended and discussed further in the full plan text.

- Local Funding Sources
  - User Fees
  - Bond Issues
  - Fund-raisers
- State and Federal Funding Sources
  - Keystone Program
  - Land and Water Conservation Fund
  - Transportation Enhancement Projects (ISTEA)
  - Recreation Trails Program (Symms Act)
  - PA National Guard and U.S. Army Reserve

OTHER COST CONSCIOUS RESOURCES IN PARKS, RECREATION AND OPEN SPACE

- Environmental Group Assistance
- Adopt-A-Park Sponsorships
- Gift Catalogs
- Park Endowment Fund
- Scrounging
- Employee Recreation
- Commercial Recreation
- Volunteers

ADAMS COUNTY TODAY

Since 1990, Adams County has been one of Pennsylvania's fastest growing counties. Between 1990 and 1996 the county's population increased from 78,274 to approximately 87,000. While the rate of population increase was similar to that which occurred during the 1970's and the 1980's, the forms, patterns, and locations of the development that occurred in the 1990's, as well as the demographic characteristics associated with that development, exhibit significant differences when compared with those associated with other recent past decades. These trends, which have important implications for future demands for park, recreation, and leisure services, as well as for the need for specific kinds of open space conservation initiatives, include the following:

- The percentage of new residential homes that are located in large scale, moderate density, suburban settings in close proximity to existing Borough centers has increased.

- The percentage of new residential homes located on relatively large parcels in remote rural settings had decreased.

- There has been a shift in the location of much of the counties new residential development into designated growth areas adjoining boroughs located in Eastern Adams County.

- Residential development continues within Carroll Valley Borough, Lake Meade, and Lake Heritage.

- The average value of newly built residences in many parts of southern Adams County has increased substantially.

- The Gettysburg Area and other nearby locations in Southern and Western Adams County continues to attract retirees; some retirees locate in new suburban style housing developments, while others locate in retirement communities or rural settings.

- Many households with children are attracted to into moderately priced, large scale housing developments in Eastern Adams County.

- New large scale mobile home parks in relatively remote settings in Northern and Eastern Adams County are attracting a broad mix of working class residents and some retirees.

In addition to these recent demographic trends and growth patterns, other factors are also likely to affect demands for recreational opportunities and the conservation of open space in the future. These include: 1) the relatively small amount of recreational land that is set aside in many of Adams County's new residential developments for recreation, 2) the loss of rural landscape characteristics in some areas, 3) a growing public awareness of the need to protect environmentally important areas, 4) a shift in visitation toward Agricultural heritage tourism where visitors are encouraged to stay for more than one day in a selected destination setting. These extended visits can place additional demands on certain local recreation facilities.

It is important to recognize that continuing shifts in population, development patterns and tourism will affect public demand for recreation services and open space conservation initiatives in the future. It is also important to identify other features and characteristics of Adams County that will influence

the outcomes of existing and future recreation and open space planning processes. These features include an inventory of existing recreational, cultural, and open space resources. Consequently, this chapter and the associated Appendices includes:

1) A summary of pertinent information on the following topics:

   - History and regional setting
   - County development patterns
   - Planning areas
   - Social/economic characteristics—recent trends
   - Natural features
   - Selected man-made features

   Appendix A contains an extensive discussion of each to these topics.

2) Information on existing parks, recreation areas and facilities, and open spaces.

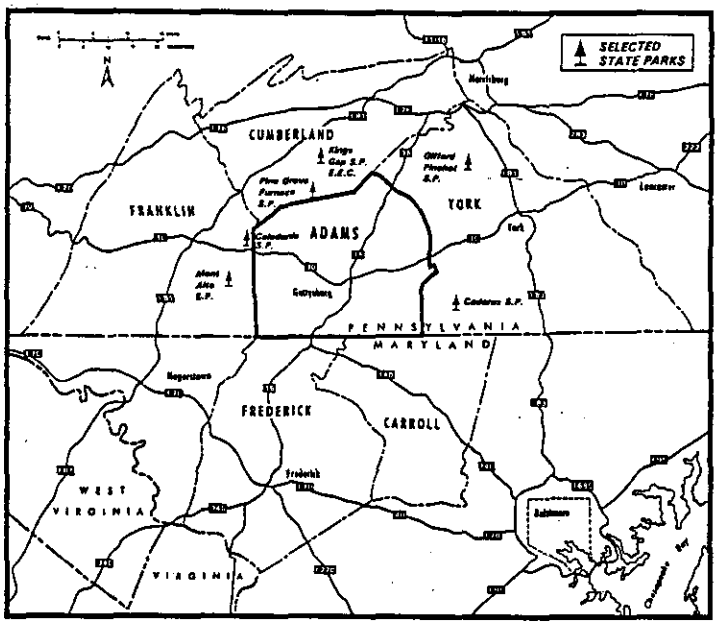
BACKGROUND SUMMARY

The *Adams County Vision for Parks, Recreation, and Open Space* began by taking a close look at the people and the land of Adams County. Appendix A provides a complete background discussion, key findings from which are summarized below.

HISTORY AND REGIONAL LOCATION

- Adams County lies on the southern border of Pennsylvania (Map 2). It is surrounded by three counties in Pennsylvania (Cumberland, Franklin, and York) and two counties in Maryland (Carroll and Frederick). The county's location is close to the outwardly expanding edges of the Baltimore, Washington, and Harrisburg metropolitan areas. The county's location and quiet atmosphere is attractive to people seeking lower cost housing and alternatives to fast paced urban lifestyles.

ADAMS COUNTY REGIONAL LOCATION - MAP 2



- Adams County is world famous as the site of the Battle of Gettysburg, one of the American Civil War's most ferocious and eventful battles. The Gettysburg National Military Park, the National Cemetery, Gettysburg sites associated with President Lincoln's Gettysburg Address, and President Dwight D. Eisenhower's retirement home combine to create an extraordinary set of cultural and historic resources at the heart of Adams County.

- The 1991 *Adams County Comprehensive Plan* identifies development pressure from several directions:

  - Southeast and southwest, due to higher land costs and stricter development regulations in Maryland.

  - East and west, due to expansion of nearby urban centers: York, Hanover, and Chambersburg.

  - North, due to emerging employment centers outside Harrisburg.

COUNTY GROWTH PERSPECTIVE

Adams County contains a variety of development patterns, including:

- Concentrations of single-family detached homes in small, moderate, and large scale suburban developments.
- Boroughs and older villages with a mix of housing types and centrally located commercial and nonresidential uses.
- Scattered large mobile home parks.
- Several large retirement complexes.
- Isolated pockets of rural residential development.
- Scattered individual rural residences.
- Large nonresidential areas, such as quarries and public institutional (Gettysburg National Military Park).
- Smaller nonresidential uses, typically located at highway crossroads or on arterial roads.

PLANNING AREAS

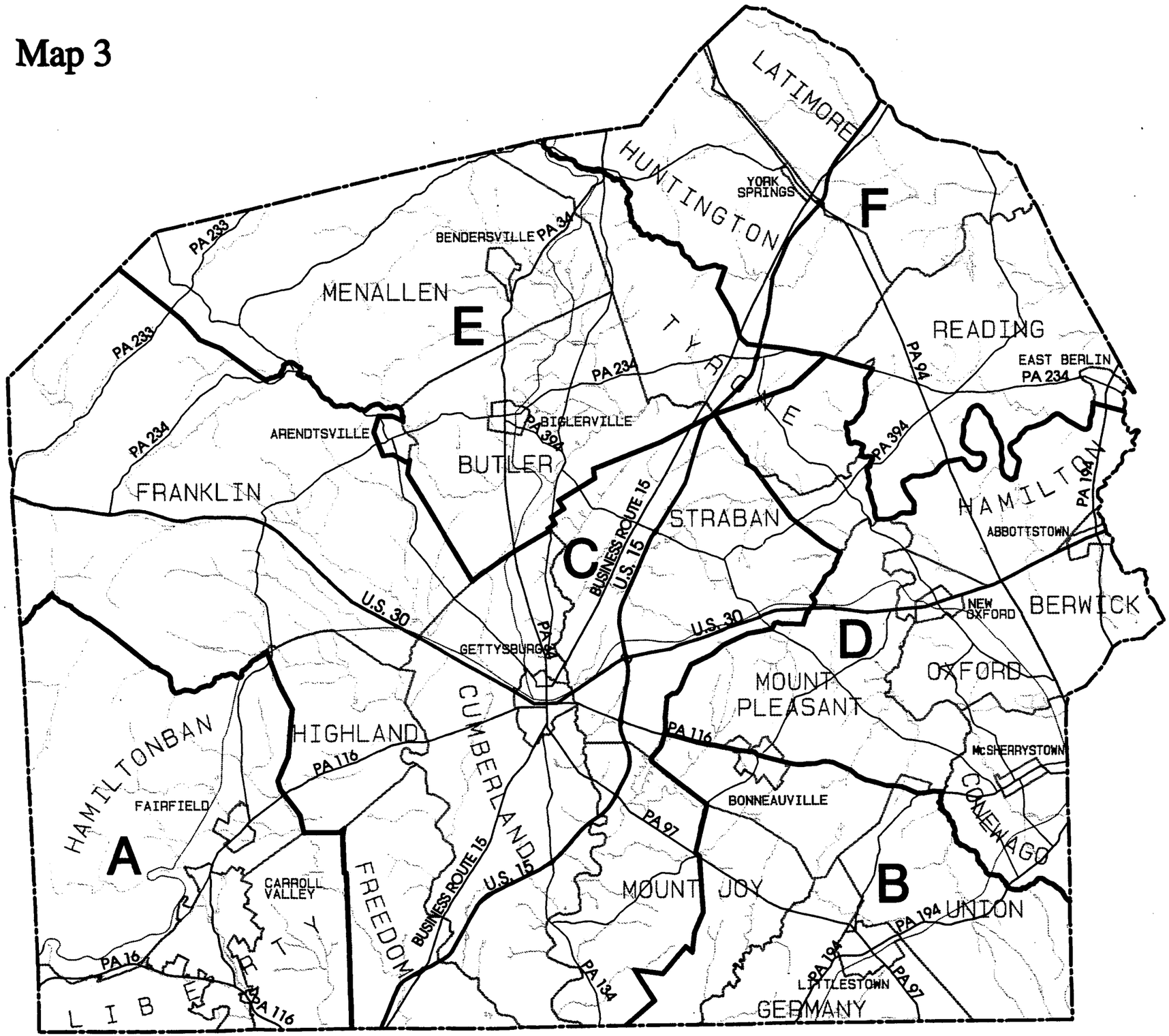
The *Adams County Vision for Parks, Recreation, and Open Space* recognizes that recreation needs and demand will vary among various sections of the county As a result for the purpose of recreation and open space planning, the county was divided into six specific planning areas (Map 3). Generally, these planning areas correspond to the six school districts in the county:

- Fairfield Area
- Littlestown Area
- Gettysburg/Central Adams Area
- Eastern Adams/Conewago Valley Area
- Upper Adams Area
- Bermudian Area

School districts were used as a basis for designating recreation planning areas because of their established histories and municipal identities. Also, Districts have some capabilities to enhance or provide recreational opportunities.

Map 3

RECREATION PLANNING AREAS



A Fairfield Area
B Littlestown Area
C Gettysburg / Central Adams Area
D Eastern Adams / Conewago Valley Area
E Upper Adams Area
F Bermudian Area

N
W E
S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation

Bethlehem, Pennsylvania

IN ASSOCIATION WITH

Natural Lands Trust and Toole Recreation Planning

April 1997

Table 1
ADAMS COUNTY POPULATION, 1980–1995

AREA [1]	1980	1990	1995	CHANGE, 1980-1995	
				NO	PCT
Fairfield	4,066	4,791	5,355	1,289	31.7
Littlestown	9,631	10,796	12,161	2,530	26.3
Gettysburg/C. Adams	21,564	23,165	24,779	3,215	14.9
E. Adams/Conewago Val.	18,117	21,033	23,462	5,345	29.5
Upper Adams	7,718	8,740	9,371	1,653	21.4
Bermudian	7,196	9,748	10,808	3,612	50.2
ADAMS COUNTY	68,292	78,273	85,936	17,644	25.8

Sources: U.S. Census (1980, 1990), ACOPD (1995)

Table 2
ADAMS COUNTY POPULATION, 1995–2010

PLANNING AREA [1]	1995	2000	2010	CHANGE, 1995-2010	
				NO.	PCT.
Fairfield	5,355	5,481	6,239	884	16.1
Littlestown	12,161	13,299	15,721	3,560	26.8
Gettysburg/C. Adams	24,779	26,611	30,126	5,347	20.1
E. Adams/Con.Val.	23,462	24,358	27,724	4,262	17.5
Upper Adams	9,371	10,252	11,545	2,174	21.2
Bermudian	10,808	10,999	12,645	1,837	16.7
ADAMS COUNTY	85,936	91,000	104,000	18,064	19.9

Source: ACOPD

census, this trend would mean that parkland needs would tend toward active parks and recreation facilities in the eastern part of the county and toward passive parks and facilities in western Adams.

- As "baby boomers" begin to retire and seek housing opportunities outside of metropolitan areas in settings such as Adams County, recreation demand will increasingly shift from active play and sporting facilities to more passive facilities and activities, such as trails for walking and biking and cultural performance centers. However, demands for active recreation facilities must be expected to grow as well.

- Household size is decreasing in Adams County—2.87 persons per household (pph) in 1980 to 2.68 pph in 1990—which also suggests changes in forthcoming recreation needs. Fewer people than might otherwise reside in the county will generate less demand for service within a given land area. On the other hand, smaller households may have more time available for active and passive recreation pursuits away from home, so that the "per household" demand for adult oriented recreation (hiking, biking, nature observation, cultural events) may increase.

NATURAL FEATURES

Several types of natural features make a significant contribution to the land use character of Adams County:

Floodplains are areas subject to flooding in heavy storms. Floodplains with vegetative cover are most suited to absorb stream overflow, resist erosion, and recycle nutrient-rich sediment that may be deposited after a flood. Floodplains require protection from development or disturbances that may impede, accelerate, or redirect the flow of floodwaters.

Natural Areas are areas which have been undisturbed by development and other human activities, and which contain original plant and/or animal

NATURAL FEATURES

Several types of natural features make a significant contribution to the land use character of Adams County:

Floodplains are areas subject to flooding in heavy storms. Floodplains with vegetative cover are most suited to absorb stream overflow, resist erosion, and recycle nutrient-rich sediment that may be deposited after a flood. Floodplains require protection from development or disturbances that may impede, accelerate, or redirect the flow of floodwaters.

Natural Areas are areas which have been undisturbed by development and other human activities, and which contain original plant and/or animal species. Numerous "natural areas" have been identified for Adams County during the preparation of the *Natural Areas Inventory* in 1996.

Wetlands are characterized by a high water table, poor drainage, and surface ponding during the year. Wetlands are categorized as riverine (i.e., relating to rivers and streams) or palustrine (i.e., relating to freshwater marshes, swamps or bogs, or small shallow ponds). Wetlands are important natural areas that contribute to the quality and quantity of ground and surface waters. Wetlands recharge groundwater and serve as filtration areas for surface waters. Wetlands are also nursery, food source, refuge, or hibernation site for fish, reptiles, amphibians, birds, and mammals.

Woodlands cover the stream valleys in the central and eastern portions of the county (as well as much of South Mountain in and around the Michaux State Forest). Woodlands are generally found in areas less suitable for cultivation or for orchards, including wet areas and steep, rocky lands.

Steep slopes—greater than 15 percent—are predominantly found on South Mountain, and its associated ridges and foothills. Many of the hillsides exceed 25 percent slope and present severe limitations to development, agriculture, and forestry. Access to woodlands or house sites on steep slopes is difficult and requires careful construction management to minimize or prevent damaging runoff, erosion, and sedimentation. Small steep slope areas—less than approximately 5 acres—are found along stream valleys and on countless small ridges and hills throughout Adams County.

Prime Farmland and Unique Farmland are two of the classifications from the Soil Conservation Service of the U.S. Department of Agriculture. Prime Farmland covers almost 30 percent of Adams County and is best suited for the production of food, feed, forage, fiber, and oil seed crops. Unique Farmland, covering approximately 4.5 percent of the county, is land other than Prime Farmland that is used to produce specific high value food and fiber crops. Adams County's famous Fruit Belt, approximately 18,000 acres of orchards, is located in areas dominated by unique farmland soils.

SELECTED MAN-MADE FEATURES

Man-made features, such as electric transmission lines, major pipelines, abandoned rail rights-of-way, and roads, offer opportunities for trail and walkway connections (see Map A5). In Adams County, most electric transmission lines are owned by Metropolitan Edison Company (MetEd). Many of the pipelines in Adams County belong to either Columbia Gas of Pennsylvania or York County Gas Co., both of which provide gas service to county residents. Columbia Gas serves the majority of the county.

Three abandoned rail segments offer opportunities for linear land preservation:

- Tapeworm Railroad—The Western Maryland Railroad is still active through Adams County, but an abandoned parallel alignment in the western corner of the county follows the path which was originally conceived to transport goods over the South Mountains. This original railroad bed was never completed, but substantial evidence of this feature remains as the "original Tapeworm Railroad."

- Western Maryland Railroad—The Western Maryland Railroad was realigned after the Lincoln Highway (Route 30) was established. A small portion of the original alignment still exists south of Route 30 between Gettysburg and New Oxford.

- Penn Central Railroad—An abandoned right-of-way formerly used by the now defunct Penn Central Railroad extends through the south-eastern corner of the county, connecting Hanover, Littlestown, and Taneytown (MD).

Using utility rights-of-way for linear corridor preservation is sometimes complicated by ownership. Most utility companies do not own rights-of-way but simply have permission from the individual property owner for specific purposes within the right-of-way. Multiple ownership increases the difficulty of obtaining a viable trail connection for public use.

Roadways sometimes offer connections which can be incorporated into greenways or other pathways. The major roadways in Adams County are U.S. Routes 15 and 30, which intersect slightly east of Gettysburg. Business Route 15 passes through the center of Gettysburg, connecting the borough to the Harrisburg area to the north and the Frederick (MD) area to the south. Route 15 splits from Business Route 15 north of Gettysburg as a limited access alignment near the Maryland state line.

U.S. Route 30 in Adams County is part of the historic Lincoln Highway, the first transcontinental highway in the world designed to accommodate the automobile. The route connects Gettysburg with York to the east and Chambersburg to the west. One segment of the original Lincoln Highway, that extends through the villages of Cashtown and McKnightstown was bypassed in the 1950's and retains much of the flavor of the original Lincoln Highway. Although today's Route 30 carries traffic through the center of Gettysburg, a 1992 study of alignment alternatives concluded that a full scale, limited access bypass around the borough was infeasible, but that alternative improvements should be identified and evaluated.

Other major roads (abbreviated "S.R." for State Route) are:

- S.R. 34 (Gettysburg north to county line)
- S.R. 116 (McSherrystown west to Carroll Valley)
- S.R. 134 (Gettysburg south to state line)
- S.R. 194 (East Berlin south to state line)
- S.R. 233 (Caledonia north to county line)
- S.R. 234 (East Berlin west to U.S. 30)
- S.R. 394 (East Berlin to Biglerville)

In addition, there are numerous historic secondary roads which also exist within Adams County. Many of these have potential for scenic byway designation.

PARKS, RECREATION, AND OPEN SPACE

Today's Adams County parks, recreation, and open space system includes land (e.g., parks preserved open space), recreation facilities (e.g., fields, courts), and recreation programs.

PARKLAND

Parklands[1] in Adams County include areas owned by the federal government, state government, municipalities, school districts, semi-public and private organizations (Table 3) scattered throughout the county (Map 4). Of the 120 sites in the county, 44 are accessible to the general public—total of 28,381 acres (Table 4). The Michaux State Forest (more than 34 square miles in Adams County alone) and the Gettysburg National Military Park are the two largest public recreation areas in the county. Michaux State Forest, the Gettysburg National Military Park, Eisenhower National Military Site and the State Game Lands all have restrictions on the type of public activity permitted.

Therefore, while the areas are open to the public, the recreation demand which can be accommodated is limited. The limited-use areas account for 27,673 acres—98% of the public parkland acreage in the county. The remaining acreage is devoted to public parks of different sizes and functions.

The public school systems own land, buildings and facilities which are valuable assets in helping meet various community needs, one of which is recreation. Schools have both outdoor and indoor facilities which may be used for leisure activities. The portion of school sites devoted to outdoor recreation facilities is included in the land acreage calculations of the park and facility inventory (Table 4 and Appendix B).

The six school districts that serve Adams County have policies which provide community groups and other organizations with access to school facilities. Methods used by schools to support public recreation include:

- Priority status—school districts establish priorities for the use of school facilities. Public recreation often receives a high priority, right behind school and parent groups and activities directly related to the school.

- Waived or reduced fees—rental and custodial fees are often reduced or waived for public recreation groups and activities.

The Gettysburg Area School District (GASD) has a formal agreement which grants the Gettysburg Recreation Department second priority in scheduling school facilities behind school events and programs. The school district pays for maintenance, repairs and utilities, and the Recreation Board provides supervision for all programs.

RECREATION FACILITIES

Active recreation facilities include fields, courts and other amenities for games provided on a recreation site. The number, variety and condition of active recreation facilities determine how, how often and by whom the site will be used. Softball/Little League fields are the most common active recreation facility on publicly-accessible recreation land in Adams County (Appendix B, as summarized in Table 5). Tennis courts, soccer/football fields, playgrounds and baseball fields (90' bases) also number at least 20 each. Adams County has only one public swimming pool, and no trails designed to accommodate bicycle users.

[1] The term "parklands" refers to the land area upon which recreation facilities are placed or which is intentionally preserved as open space.

Table 3
RECREATION AREAS
Adams County—1995

PUBLIC

Federal

1. Gettysburg National Military Park
2. Eisenhower National Historic Site

State

1. Michaux State Forest
2. Caledonia State Park
3. State Game Lands No. 249

Local

1. Arendtsville Community Center
2. Butler Township Ballfield
3. Oakside Community Park
4. York Springs Park
5. Latimore Township Park
6. East Berlin Area Community Center
7. Project 70 land
8. Abbottstown Park
9. New Oxford Borough Community Center
10. Oxford Township Ballfield
11. McSherrystown Baseball Field
12. Community Playground of McSherrystown
13. Undeveloped McSherrystown Field
14. Main Street Park
15. McSherrystown Borough Community Park
16. Conewago Township Recreation Park
17. Myers Memorial Playground
18. Littlestown Park
19. Historic Crouse Park
20. Littlestown Ballfields
21. Bonneauville Playground
22. Gettysburg Recreation Park
23. Mummasburg Ballfield
24. Carroll Valley Park

Schools

1. Franklin Township School
2. Arendtsville School
3. New Biglerville Elementary School
4. Upper Adams High School
5. Bendersville Elementary
6. Bermudian Springs Schools
7. Conewago Valley Schools
8. New Oxford Elementary
9. Conewago Township Elementary School
10. Littlestown Schools
11. Gettysburg Schools
12. Keyfauver Elementary School
13. Eisenhower Elementary School
14. James Gettys School
15. Fairfield Schools

SEMI-PUBLIC [1]

1. South Mountain Fairgrounds
2. Upper Adams Senior Center
3. York Springs Senior Center
4. Latimore Fairgrounds
5. Old Adams County Fairground
6. New Oxford Senior Center
7. McSherrystown Senior Center
8. Brushtown Athletic Association
9. Littlestown YMCA
10. Littlestown Senior Center
11. Gettysburg Senior/Multi-Purpose Center
12. Gettysburg YWCA
13. Marsh Creek Park
14. Sachs Bridge "Fishing Spot"
15. Cashtown Lions Park
16. Strawberry Hill

PRIVATE

1. Caledonia Golf Club
2. Camp 18 Arendtsville
3. Buchanan Valley Rod and Gun Club
4. Conewago Campground
5. Camp Nawakwa
6. Piney Apple Golf Club
7. Upper Adams Fish and Game Association
8. Shoshonean Rod and Gun Club
9. Thunderhead Lanes
10. Adams County Christian Academy
11. Redding Auction Service
12. Mary Jane Skating Rink
13. Bermudian Lanes Bowling Center
14. Hershey's Fur Center
15. Lake Meade
16. East Berlin Fish and Game Association
17. Hanover Country Club
18. York & Adams Co. Game and Fish Association
19. Lincoln Speedway
20. Berwick Enterprises Golf Course
21. Nu—Ox Rod and Gun Club
22. Catholic Elementary School in New Oxford
23. Allen's Cartway
24. Magic Elm Skateland
25. Catholic Elem. School in McSherrystown
26. Delone Catholic High School
27. South Hills Golf Club
28. McSherrystown Fish and Game Association

PRIVATE (cont'd.)

29. Happy Ramblers Motorcycle Club
30. Norm's Auction
31. Trailways Speedway
32. Flat Bush Golf Course
33. Littlestown Fish and Game Association
34. Quail Valley Golf Course
35. Cedar Ridge Golf Course
36. Meadowbrook Golf Course
37. Lake Heritage
38. Drummer Boy Inc. Campground
39. Driving Range (golf)
40. Family Fun Center
41. Mulligan McDuffers
42. Artillery Ridge Camping Resort
43. St. Francis School
44. Gettysburg College
45. Gettysburg Country Club
46. Round Top Campground Inc.
47. Heritage Resorts Campground
48. Edgewood Lane
49. Gettysburg Campground
50. Jesus Is Lord School
51. KOA Kampground
52. Granite Hill Campground
53. Mountainview Golf Club
54. Ski Liberty
55. Carroll Valley Golf Club
56. Camp Eden
57. Adams County Fish and Game Association
58. Spring Grove Gun Club
59. Rouzerville Gun Club
60. Blue Ridge Sportsman Association

[1] Other semi-public organizations may have some recreation facilities, such as a church basketball court or volunteer fire company meeting room, which are ancillary to the primary use and are not included in the inventory.

Sources: Adams County Office of Planning and Development, URDC

Table 3
RECREATION AREAS
Adams County—1995

PUBLIC

Federal

1. Gettysburg National Military Park
2. Eisenhower National Historic Site

State

1. Michaux State Forest
2. Caledonia State Park
3. State Game Lands No. 249

Local

1. Arendtsville Community Center
2. Butler Township Ballfield
3. Oakside Community Park
4. York Springs Park
5. Latimore Township Park
6. East Berlin Area Community Center
7. Project 70 land
8. Abbottstown Park
9. New Oxford Borough Community Center
10. Oxford Township Ballfield
11. McSherrystown Baseball Field
12. Community Playground of McSherrystown
13. Undeveloped McSherrystown Field
14. Main Street Park
15. McSherrystown Borough Community Park
16. Conewago Township Recreation Park
17. Myers Memorial Playground
18. Littlestown Park
19. Historic Crouse Park
20. Littlestown Ballfields
21. Bonneauville Playground
22. Gettysburg Recreation Park
23. Mummasburg Ballfield
24. Carroll Valley Park

Schools

1. Franklin Township School
2. Arendtsville School
3. New Biglerville Elementary School
4. Upper Adams High School
5. Bendersville Elementary
6. Bermudian Springs Schools
7. Conewago Valley Schools
8. New Oxford Elementary
9. Conewago Township Elementary School
10. Littlestown Schools
11. Gettysburg Schools
12. Keyfauver Elementary School
13. Eisenhower Elementary School
14. James Gettys School
15. Fairfield Schools

SEMI-PUBLIC [1]

1. South Mountain Fairgrounds
2. Upper Adams Senior Center
3. York Springs Senior Center
4. Latimore Fairgrounds
5. Old Adams County Fairground
6. New Oxford Senior Center
7. McSherrystown Senior Center
8. Brushtown Athletic Association
9. Littlestown YMCA
10. Littlestown Senior Center
11. Gettysburg Senior/Multi-Purpose Center
12. Gettysburg YWCA
13. Marsh Creek Park
14. Sachs Bridge "Fishing Spot"
15. Cashtown Lions Park
16. Strawberry Hill

PRIVATE

1. Caledonia Golf Club
2. Camp 18 Arendtsville
3. Buchanan Valley Rod and Gun Club
4. Conewago Campground
5. Camp Nawakwa
6. Piney Apple Golf Club
7. Upper Adams Fish and Game Association
8. Shoshonean Rod and Gun Club
9. Thunderhead Lanes
10. Adams County Christian Academy
11. Redding Auction Service
12. Mary Jane Skating Rink
13. Bermudian Lanes Bowling Center
14. Hershey's Fur Center
15. Lake Meade
16. East Berlin Fish and Game Association
17. Hanover Country Club
18. York & Adams Co. Game and Fish Association
19. Lincoln Speedway
20. Berwick Enterprises Golf Course
21. Nu—Ox Rod and Gun Club
22. Catholic Elementary School in New Oxford
23. Allen's Cartway
24. Magic Elm Skateland
25. Catholic Elem. School in McSherrystown
26. Delone Catholic High School
27. South Hills Golf Club
28. McSherrystown Fish and Game Association

PRIVATE (cont'd.)

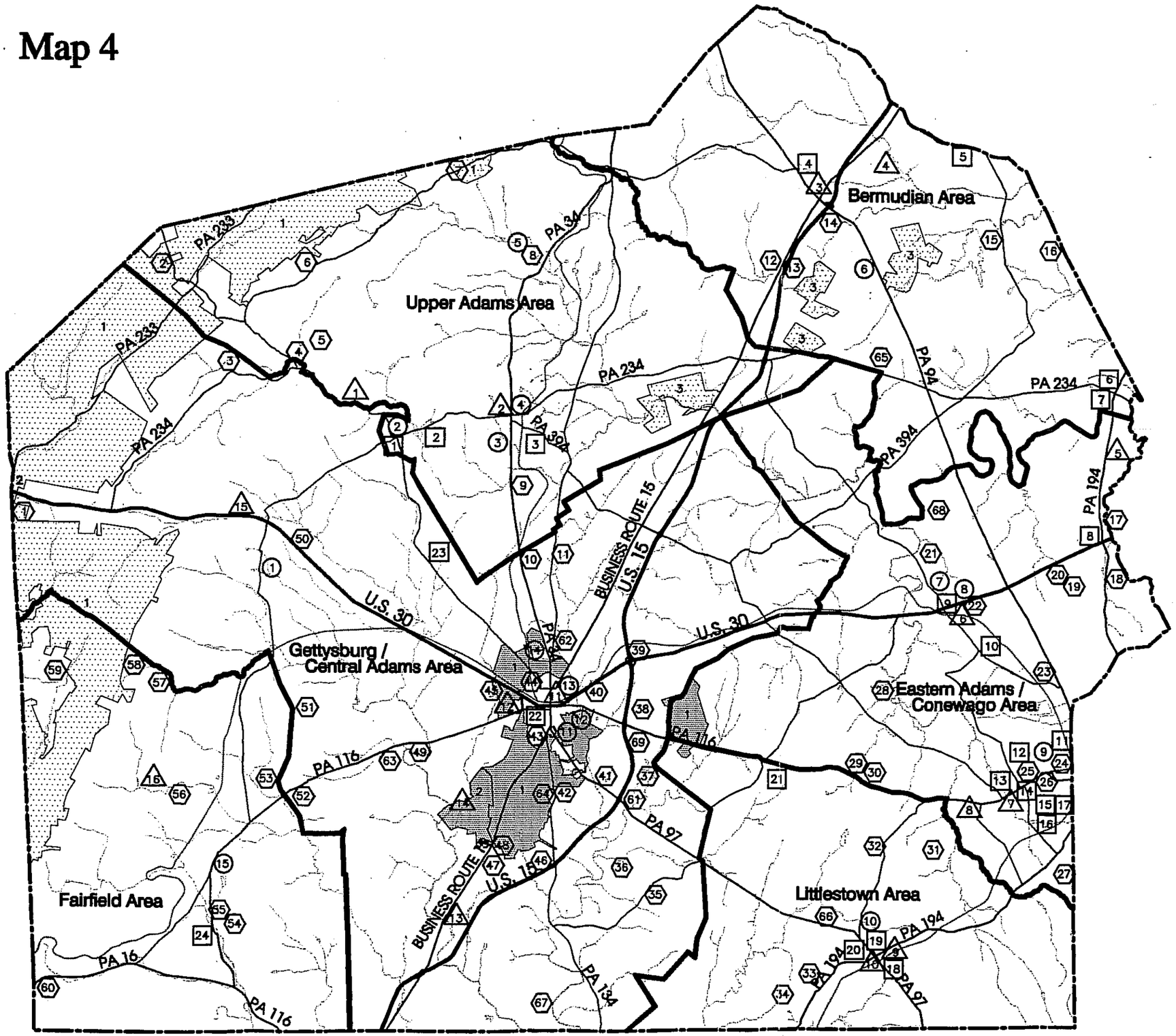
29. Happy Ramblers Motorcycle Club
30. Norm's Auction
31. Trailways Speedway
32. Flat Bush Golf Course
33. Littlestown Fish and Game Association
34. Quail Valley Golf Course
35. Cedar Ridge Golf Course
36. Meadowbrook Golf Course
37. Lake Heritage
38. Drummer Boy Inc. Campground
39. Driving Range (golf)
40. Family Fun Center
41. Mulligan McDuffers
42. Artillery Ridge Camping Resort
43. St. Francis School
44. Gettysburg College
45. Gettysburg Country Club
46. Round Top Campground Inc.
47. Heritage Resorts Campground
48. Edgewood Lane
49. Gettysburg Campground
50. Jesus Is Lord School
51. KOA Kampground
52. Granite Hill Campground
53. Mountainview Golf Club
54. Ski Liberty
55. Carroll Valley Golf Club
56. Camp Eden
57. Adams County Fish and Game Association
58. Spring Grove Gun Club
59. Rouzerville Gun Club
60. Blue Ridge Sportsman Association

[1] Other semi-public organizations may have some recreation facilities, such as a church basketball court or volunteer fire company meeting room, which are ancillary to the primary use and are not included in the inventory.

Sources: Adams County Office of Planning and Development, URDC

Map 4

PARKS and RECREATION AREAS



PUBLIC

- Federal
- State
- Local
- School

△ SEMI–PUBLIC

⬡ PRIVATE

PLANNING AREA BOUNDARY

NOTE: See preceding page for individual area identification

N W E S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation

Bethlehem, Pennsylvania

IN ASSOCIATION WITH

Natural Lands Trust and Toole Recreation Planning

December 1997 SOURCES: A.C.O.P.D. & U.R.D.C.

Table 4
EXISTING PARKLANDS BY OWNERSHIP[1]
Adams County, 1995

PLANNING AREA	PUBLIC								SEMI-PUBLIC, PRIVATE SITES	TOTAL SITES
	FEDERAL[2]		STATE[2]		LOCAL		SCHOOL			
	SITES	ACRES	SITES	ACRES	SITES	ACRES	SITES	ACRES		
Fairfield	0	0	1	4,143.14	1	23.81	1	35.0	9	12
Littlestown	1	78.84	0	0	4	68.68	1	15.0	6	12
Gettysburg/Central Adams	2	3,961.50	2	13,887.78	2	55.03	5	76.5	27	38
E. Adams/Conewago Valley	1	394.20	0	0	10	47.40	3	28.0	18	32
Upper Adams	0	0	2	4,354.59	3	60.37	4	35.2	10	19
Bermudian	0	0	1	1,002.19	4	96.84	1	17.0	6	12
ADAMS COUNTY	2[3]	4,434.54	3[3]	23,387.70	24	352.13	15	206.7	76	120[3]

[1] - Detailed information regarding each site can be found in the Appendix B.

[2] - All State and Federal sites are located in more than one planning area with the exception of the Eisenhower National Historic Site, located wholly within the Gettysburg/Central Adams planning area. planning area acreage for Federal and State sites is estimated. County totals match the totals in Appendix B.

[3] - The total number of sites within the county is less than the sum of the planning areas because some sites overlap into more than one planning area.

Sources: Adams County, URDC

Table 5
ACTIVE RECREATION FACILITIES ON PUBLIC RECREATION SITES
Adams County, 1995

PLANNING AREA	ACTIVE RECREATION FACILITIES						
	Baseball Fields	Softball/LL Fields	Soccer/Foot-ball Fields	Basketball Courts	Volleyball Courts	Pool (Full Size)	Tennis Courts
Fairfield	1	2	3	5	1	0	2
Littlestown	3	10	3	5.5	0	1	6
Gettysburg/Central Adams	3	10	9	7	1	0	7
Conewago Valley/Eastern Adams	7	16	5	13.5	4	0	9
Upper Adams	5	9	4	11	3	0	4
Bermudian	1	3	5	6.5	1	0	5
ADAMS COUNTY TOTAL	20	50	29	48.5	10	1	33

Note: See Appendix B for a complete listing of existing recreation facilities.

Source: URDC field work, 1995

RECREATION PROGRAMS

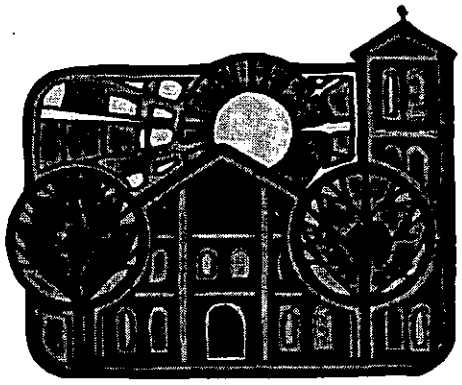
To obtain an understanding of current recreation offerings and capabilities, the county, with the help of the consultant team, conducted a survey of recreation program providers. Appendix D contains the results of the survey and a discussion of the various types of recreation programs which comprise a well-balanced offering.

OPEN SPACE SYSTEM

Open space, which includes farmlands, historic landscapes, and natural areas, contributes to the historic and rural landscapes for which Adams County is so well-known. The *Adams County Vision for Parks, Recreation and Open Space* recognizes the critical value of agricultural lands and open space in maintaining the county's rural character—a key goal of the county's comprehensive plan. An open space system is vital in efforts to preserve natural features, to conserve land, and retain rural landscapes.[2]. A unified open space system that preserves environmentally important areas along streams, wetlands and historic roadways enhances the landscape by creating opportunities to link together various manmade and natural features.

In Adams County, the large land holdings of the state and federal governments provide a base for land conservation efforts in the northern and western portions of the county. In addition, the national significance of the Gettysburg area, the agricultural importance of the Fruit Belt, and a desire to retain rural character add to the impetus for land conservation.

Land should be conserved for a variety of reasons, such as maintaining agriculture, protecting natural resources; preserving history and culture; insuring public safety, health and welfare; providing public recreation; linking other open space elements in a cohesive system; and directing new development to areas near existing development for both aesthetic and economic reasons.



[2] The terms "preserve" and "conserve" are used interchangeably, although some authorities recognize a subtle difference: the term "preserve" implies permanence (e.g., Floodplains should be *preserved* because the developing the unstable floodplain is hazardous to occupants.) while the term "conserve" implies careful, controlled use (e.g., Land must be *conserved* in the face of increasing residential development.).

Different parts of the landscape present different opportunities for adding to the open space system and promoting land conservation. Examples of open space (Figure 1) include:

- Natural features cited in the *Adams County Comprehensive Plan*, explained earlier in the background chapter, and discussed in greater detail in Appendix A:

  - Floodplains
  - Wetlands
  - Waterway corridors
  - Slopes in excess in 15%
  - Major woodlands

- Scenic, historic and cultural resources (including federal and state lands) such as:

  - Gettysburg National Military Park
  - Eisenhower National Historic Site
  - Michaux State Forest
  - State Game Lands
  - The Conewago Narrows
  - Strawberry Hill Nature Preserve
  - School sites

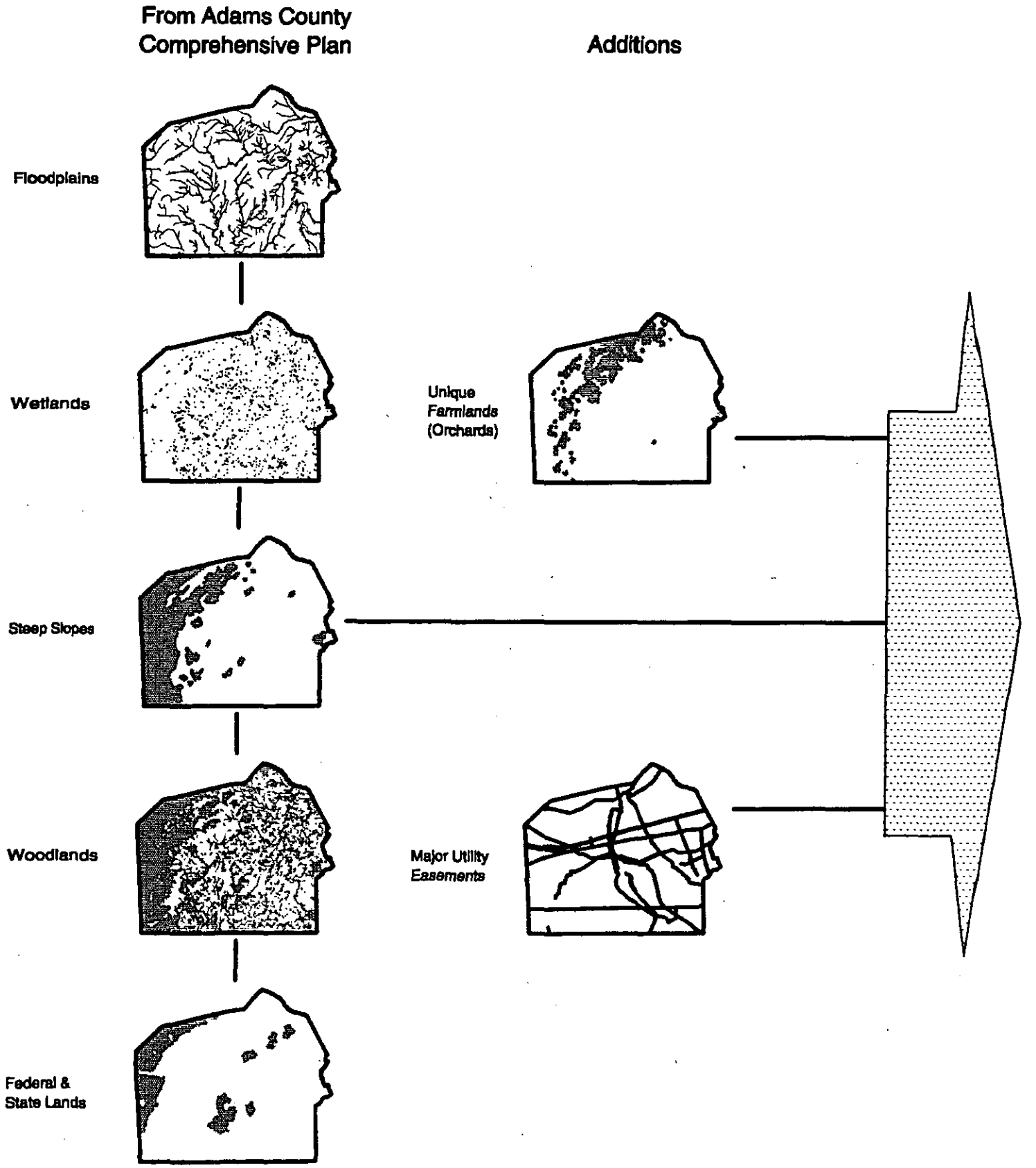
- Other unique land uses and appropriate manmade features, including:

  - Unique agricultural lands (e.g., orchards in the Fruit Belt)
  - Utility easements (e.g., electric transmission lines and gas pipelines)
  - Abandoned railroad rights-of-way
  - Roadways

Together, these landscape features comprise the open space system in Adams County (Map 5, following Figure 1).

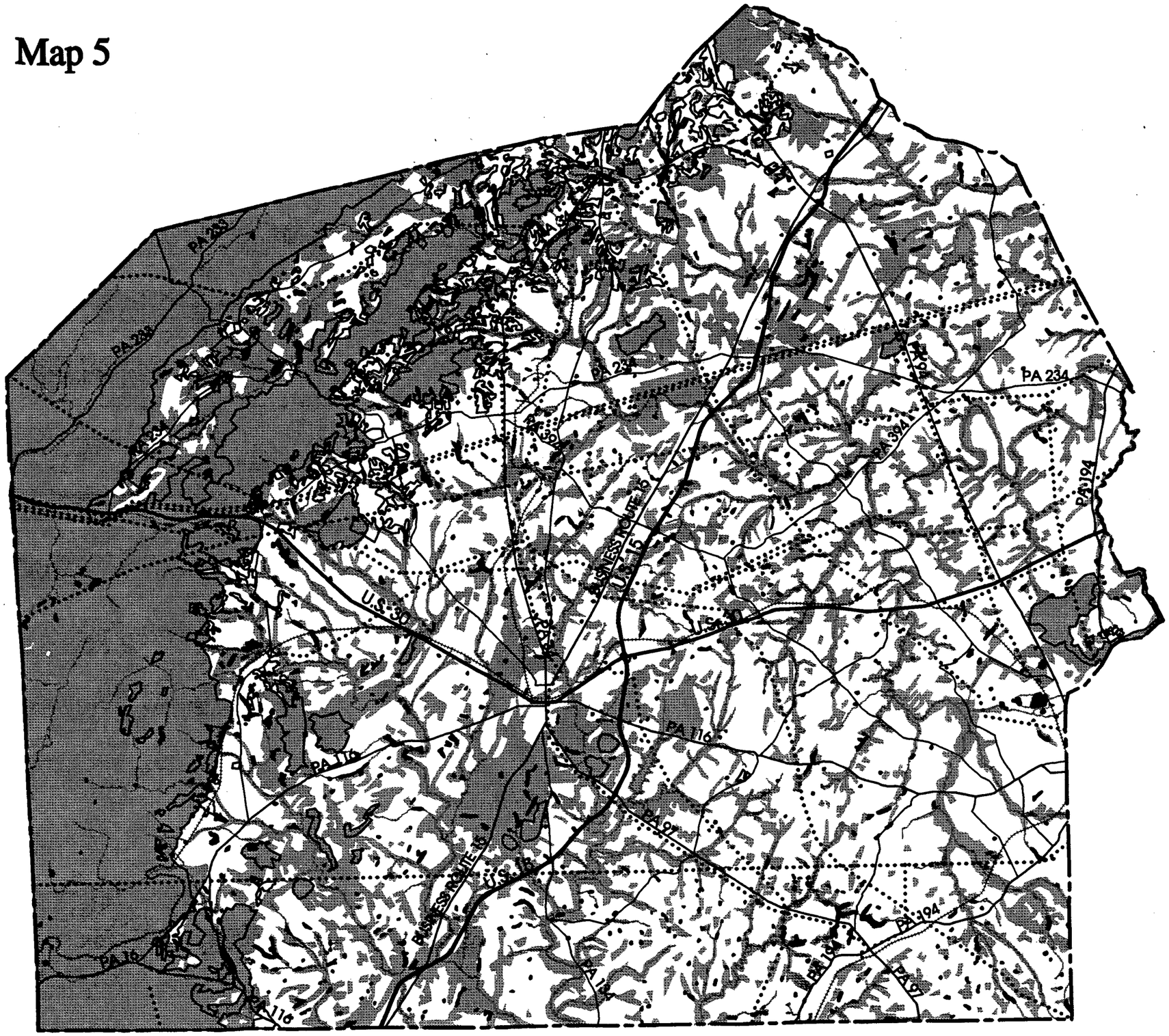
Figure 1

OPEN SPACES



Map 5

OPEN SPACE SYSTEM



Open Space Features From Adams County Comprehensive Plan

Major Utility Easements

Unique Farmland (Orchards)

N
W E
S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation

Bethlehem, Pennsylvania

IN ASSOCIATION WITH

Natural Lands Trust and Toole Recreation Planning

April 1997

PARKS, RECREATION, AND OPEN SPACE FOR TOMORROW

The *Adams County Vision for Parks, Recreation, and Open Space* provides a planning framework, which relies upon public and private sector cooperation, to accomplish two important objectives: (1) maintain and enhance a park and recreation system that will satisfy the needs of a growing population and (2) conserve elements of Adams County's natural environment and its rural landscapes. This plan helps answer the following questions:

- How should Adams County enhance today's parks, recreation, and open space system — described in the previous chapter—to meet the needs of the 21st century?
- What direction should be taken?
- What should be done?
- Who should be responsible for achieving the plan's recommended actions?

The plan has five major components—needs and issues, vision, goals and roles, recommendations, and an action program.

NEEDS AND ISSUES

The *Adams County Vision for Parks, Recreation, and Open Space* has been prepared to meet the recreational needs of county residents and to help the county address issues regarding leisure time activities and open space conservation. The following information helps define the needs and issues which the county, municipalities, school districts, and private partner organizations must address.

PARKLAND NEEDS

The park and recreation components of the *Adams County Vision for Parks, Recreation and Open Space* are described in terms of a system that classifies parks and other types of publicly-accessible recreation areas which now exist or may be planned and developed in the future. The system includes six parkland categories which reflect Adams County's unique mix of resources and which also take into account some elements of the guidelines suggested by the National Recreation and Park Association:

- Regional Reserve
- Special Use Area
- Regional Park
- Subregional Park
- Community Park
- Neighborhood Park

Regional reserves are areas set aside for resource conservation and nature-oriented outdoor recreation, such as wildlife observation, wildlife habitat and other resource conservation, hiking, fishing, hunting, trail activities and other passive recreational uses. Generally, most of the land (at least 75%) is used solely for conservation and natural resource management. These are the primary purposes of a regional reserve. Recreation is a secondary use. Regional reserves typically contain a minimum of 1,000 acres. Michaux State Forest is an example of a regional reserve. No ideal amount of land (e.g., acres per thousand population) has been recommended for regional reserves. The size of these areas typically reflects the extent of the special natural features that are present.

Special use areas provide specialized or single-purpose recreational activities, such as golf courses, marinas, zoos, ski areas, display gardens, outdoor theaters, gun ranges, or areas that preserve, maintain and interpret historic buildings, sites and objects. The Gettysburg National Military Park, Eisenhower National Historic Site and State Game Lands are examples of special use areas. As with regional reserves, the nature and size of special use areas can not be based on local population statistics, since they often reflect the significance of natural, scenic, or historic resources for a broad population.

Regional parks serve several counties. They are located within 30 miles or one hour driving time of population centers and are most heavily used during weekends and vacation periods. Regional parks should provide opportunities for picnicking, boating, fishing, camping and hiking and may also include areas for nature observation, wildlife habitat and conservation. Regional parks often contain more than 1,000 acres. Their size depends upon location, physical features, and mix of facilities. Primary examples include Codorus and Caledonia State Parks, which are outside Adams County, but which serve some county residents. The *Adams County Vision for Parks, Recreation, and Open Space* recommends 20 acres of accessible regional parkland for every 1,000 residents.

Subregional parks benefit several municipalities or regions within a county, or, depending upon location, can benefit an entire county. They typically serve residents within a 30-minute drive of a park. Subregional parks require at least 200 acres of land, and they provide for activities that require moderately large expanses of accessible land. These activities may include, hiking, biking and equestrian trails, arboretums, wildlife and nature observation and, in some instances, water-based recreation activities, including fishing, boating and swimming. Depending upon the nature of the setting and the population that is served, some subregional parks may also contain playing fields. Subregional parks are often important focal points within a county's open space preservation system.

Subregional parks may contain both large, natural resource based areas (e.g., greenways, lakes and forests) and recreation facilities (e.g., playing fields and courts). Large, open meadows of 20–30 acres may be preserved to accommodate major special events (e.g., concerts, shows, and community celebrations), group events (e.g., family reunions, workplace picnics, and camping), as well as parking facilities for the complex as a whole.

Subregional parks may include special facilities which can be provided at only a few select locations within a typical county:

- Arboretums
- Athletic facilities for large scale competitions
- Camping areas
- Conservation of unique natural features
- Cultural arts centers
- Equestrian trails
- Hiking and bicycle trails
- Indoor ice rinks
- Interpretive nature centers
- Large water body facilities
- Performing arts centers
- Outdoor recreation for seniors / disabled persons
- Sports arenas
- Swimming facilities
- Tennis centers
- Velodromes (bicycle race facility)
- Zoos (childrens' petting zoo or farm demonstration area with animals)

Jurisdictions the size of Adams County typically provide approximately 5–10 acres of land per thousand population for subregional parks. However, the term "subregional park" is not typically found in park nomenclature. Both the term and the concept were developed in discussions with county

staff and the advisory committee in response to specific circumstances in Adams County.

Adams County has no specialized recreation facilities which can accommodate moderate to large crowds and which offer facilities such as an amphitheater, performing arts center, or a trail networks designed to meet the walking , hiking, or bicycling needs of all age segments of the population. Nature education is provided at Strawberry Hill, and some recreational activities are available at nearby state parks. However, residential growth occurring within and around Adams County is resulting in increased use of state park facilities as well as an increase in the amount of driving time needed to reach these facilities. Given this situation, the recreational opportunities available to a rapidly growing Adams County population will decline in the future if reliance continues to be placed on out-of-county state park facilities. At the same time, development of a new state park within Adams County, which is specifically designed to serve the needs of county residents, is most likely infeasible because of limited state funding capabilities. Therefore, the *Adams County Vision for Parks, Recreation, and Open Space* recommends that subregional parks be developed within the County to meet identified needs.

Experience in other geographic areas suggests that 5–10 acres per thousand population is an adequate amount of parkland for the types of activities envisioned for subregional parks. Since land will have to be acquired and the parks developed "from scratch," the advisory committee, planning staff, and consultants strongly suggested that the county's initial target for subregional parkland be on the low end of the recommended range. Therefore, as a general guideline, the plan recommends six acres of subregional parks per thousand population. However, it must be recognized that the location, design, and facilities for subregional parks are more important than meeting an arbitrary size requirement.

Community parks provide primarily active recreation opportunities within and sometimes beyond a municipality. Community parks serve an area within approximately one mile of the site, are usually 25-50 acres in size, and often include a variety of athletic fields, courts and open space areas. Outdoor facilities at high schools and middle/ junior high schools are usually classified as community parks.

Community parks in Adams County vary significantly in size and facilities, making it difficult to identify a "typical" community park. Oakside Park is a intensively developed community park with 53 acres of land, fields for baseball, softball, and soccer, courts for basketball and volleyball, picnic facilities, an outdoor stage, and a building with meeting space (see Appendix B). On the other hand, for example, the Bonneauville Playground has only 10 acres of land and fields for baseball and softball, but is also classified as a community park because it serves the entire municipality and surrounding areas.

The National Recreation and Park Association (NRPA) recommends approximately 6–10 acres of "close to home" recreation per thousand population: 5–8 acres of community parks and 1–2 acres of neighborhood parks. The suburban and rural land use pattern in Adams County requires most residents to drive to community parks, which makes the community park, rather than the neighborhood park, the focal point of public recreational activity in many parts of Adams County. Therefore, the *Adams County Vision for Parks, Recreation, and Open Space* recommends nine acres of community parks per thousand population—slightly higher than the recommended NRPA acreage guideline.

Neighborhood parks serve adjoining residential neighborhood(s), usually within approximately ¼-mile of the park. Typically 1–15 acres in size, neighborhood parks often contain facilities such as

basketball courts, ball fields, children's play equipment, and picnic tables as well as preserved open space. Outdoor facilities at elementary schools are usually classified as neighborhood parks.

Neighborhood parks in Adams County, like community parks, vary greatly in size and function. For example, recreation facilities at the Bendersville Elementary School contain approximately 3.0 acres with a baseball field, 2 basketball courts, and playground equipment. The Main Street Park in McSherrystown is less than 0.4 acre and includes playground equipment, benches, and a pavilion.

Neighborhood parks serve the communities within walking distance of the park. This type of park can be found in some of the higher density residential areas, located in some of Adams County's boroughs. However, since much of Adams County is rural or sparsely developed, a park within walking distance is not feasible for a large majority of the population. For most residents, community parks must meet the need for neighborhood park functions, such as playgrounds and informal game fields. Therefore, the *Adams County Vision for Parks, Recreation, and Open Space* recommends one acre of neighborhood parks per thousand population—somewhat lower than the recommended NRPA acreage guideline. Together, the "close to home" acreage guidelines contained in the *Adams County Vision for Parks Recreation and Open Space* (10 acres per thousand population) conform to the NRPA recommendations.

In summary, a balanced system of public parks serving Adams County would include 36 acres of parkland per thousand residents—20 acres of regional park, some or all of which can be located outside county borders, 6 acres subregional, 9 acres community, and 1 acre neighborhood—plus appropriate specialized, preserved areas related to unique historic features, landscape qualities, hunting and fishing opportunities, or protected natural areas.

Most existing public parkland in Adams County is classified as a "regional reserve" or "special use" area (Table 6), with most of the acreage found in the Michaux State Forest, the Gettysburg National Military Park, and the State Game Lands, which, in many respects do not satisfy the growing demand for recreation that is generated by a rapidly expanding population. Adams County's 22 community parks and 17 neighborhood parks are increasingly stressed by service demands resulting from rapid growth, and the presence of extensive landholdings by the National Park Service, the Game Commission , and Bureau of Forestry, while helpful, does not solve all of the problems associated with increasing demand for recreational facilities and conserved open space.

Current and Future Needs

By comparing existing parks in Adams County (Table 6) to the parkland guidelines described above, the following future parkland needs have been identified:

- According to the recommended guidelines, Adams County should have 2,000 acres of regional parks by the year 2010 (Table 7). However, Adams County is ringed by several state parks, all of which perform functions associated with a regional park. Every part of Adams County is within the 30-mile service area of at least one state park.

Furthermore, the unique historic and natural resources of Adams County, such as Michaux State Forest and the Gettysburg National Military Park, provide some special, but limited, recreational opportunities for county residents. Given the presence of these opportunities, no additional regional parks are recommended. Some increased demand for regional parks generated within Adams County for may, however, be met with the creation and development of subregional parks.

Table 6

EXISTING PUBLIC PARKLANDS BY TYPE [1]
Adams County, 1995

PLANNING AREA	REGIONAL RESERVE[2]		SPECIAL USE AREAS[2]		REGIONAL PARK[2]		COMMUNITY PARK		NEIGHBOR-HOOD PARK		TOTAL	
	SITES	ACRES	SITES	ACRES	SITES	ACRES	SITES	ACRES	SITES	ACRES	SITES	ACRES
Fairfield	1	4,143	0	0	0	0	2	59	0	0	3	4,202
Littlestown	0	0	1	79	0	0	4	81	1	2	6	162
Gettysburg/Central Adams	1	13,738	2	3,962	1[3]	150	4	117	3	14	11	17,981
E. Adams/Conewago Valley	0	0	1	394	0	0	5	45	8	30	14	469
Upper Adams	1	3,925	2	430	0	0	3	74	4	22	9	4,451
Bermudian	0	0	1	1,002	0	0	4	107	1	7	6	1,116
TOTAL	1[4]	21,806	2[4]	5,867	1[4]	150	22	483	17	75	49	28,381
Average Size	—		—		—		22.0 acres		4.4 acres		—	

[1] - See Appendix B for detailed information regarding each site.

[2] - Acres of regional reserves, special use areas, and regional parks by planning area are estimated. County totals match totals in Appendix B.

[3] - No regional parks are located entirely within Adams County. A small portion of Caledonia State Park is located in the county and is listed here to identify the function of the park and the limited usage by residents of Adams County.

[4] - Total sites within the county is less than the sum of the planning areas because some sites overlap into more than one planning area.

Sources: Adams County, URDC

Table 7

SUBREGIONAL, COMMUNITY AND NEIGHBORHOOD PARKLAND NEEDS
Adams County - 1990, 2000, 2010

	ACREAGE NEEDED BY PARK TYPE[1]					
	SUBREGIONAL		COMMUNITY		NEIGHBORHOOD	
	Total	Surplus/Deficit	Total	Surplus/Deficit	Total	Surplus/Deficit
Existing Parkland (1995)	0	—	483	—	75	—
Suggested Parkland - 1990[2]	470	-470	704	-221	78	-3
Suggested Parkland - 2000[3]	546	-546	819	-336	91	-16
Suggested Parkland - 2010[4]	624	-624	936	-453	104	-29

[1] - rounded to nearest acre

[2] - 1990 Population: 78,274

[3] - 2000 Population: 91,000

[4] - 2010 Population: 104,000

Sources: U.S. Census, ACOPD, URDC

- At the present time, Adams County has no subregional parks, although a few community parks serve multiple municipalities. The 1990 population suggests a need for 470 acres of subregional parkland (Table 7). This need is expected to increase to approximately 624 acres by 2010 A.D.

- In addition to an existing deficit for subregional parkland, Adams County does not currently have an adequate amount of community parkland. According to the guideline established for community parks, an additional 221 acres must be acquired to adequately serve the County's 1990 population. Even more significantly, as a result of continuing growth, the need for community parkland is expected to increase to 453 acres by the year 2010 A.D. The greatest current and future need for community parks is in the County's two most populated planning areas: Conewago Valley/ Eastern Adams and Gettysburg/Central Adams (Table 8). The Fairfield and Bermudian planning areas currently have sufficient community parks, although projected population growth in the Bermudian area will result in a deficit by 2010 A.D.

- Current neighborhood parks come closest to meeting guidelines recommended for Adams County. Only three additional acres are needed to serve the County's 1990 population, although the demand for neighborhood parkland will increase to 29 additional acres by the year 2010. The Conewago Valley/Eastern Adams and Upper Adams Planning Areas have sufficient neighborhood parks, while the other four planning areas show an existing need for some additional neighborhood parkland.

RECREATION FACILITY NEEDS

The process used to assess the need for recreation facilities is similar to the process used to assess parkland needs: guidelines for numbers of facilities have been developed to reflect the specific needs and unique circumstances in Adams County. General guidelines from the National Recreation and Park Association (NRPA) were modified to reflect the local popularity of specific activities (baseball, softball, Little League, soccer, and basketball) and other demands for specific facilities within Adams County. These assessments were based on interviews with county and municipal official and local recreation program providers.[1]

Current Needs

A comparison of the existing active recreation facilities (Table 5) to the modified facility guidelines (Table 9) reveals a current countywide need for 6 additional baseball fields, 2 softball/Little League fields, 2 soccer/football fields, 3 swimming pools, and 6 tennis courts (Table 10). By the year 2010, the county will need an *additional* 9 baseball fields, 17 softball/Little League fields, 11 soccer/football fields, 1 swimming pool, and 13 tennis courts.

The need for recreation facilities varies by planning area. The following planning areas are currently in need of these additional facilities to meet existing demand (Note: Planning area total may not equal county total due to rounding.):

[1] The facilities for which a needs analysis is provided are not the only facilities which park owners should provide. Playgrounds, picnic tables and facilities, pavilions, trails, and other facilities should be considered when designing parks.

Table 8

COMMUNITY AND NEIGHBORHOOD PARKLAND NEEDS BY PLANNING AREA

		ACREAGE BY PARK TYPE[1]			
		COMMUNITY		NEIGHBORHOOD	
		Total	Surplus/ Deficit	Total	Surplus/ Deficit
ADAMS COUNTY[2]	Existing Parkland (1995)	483	—	75	—
	Suggested Parkland at 1990 Population (78,274)[3]	704	-221	78	-3
	Suggested Parkland at 2000 Population (91,000)[3]	819	-336	91	-16
	Suggested Parkland at 2010 Pop. (104,000)[3]	936	-453	104	-29
Fairfield Planning Area	Existing Parkland (1995)	59	—	0	—
	Suggested Parkland at 1990 Population (4,791)[3]	43	+16	5	-5
	Suggested Parkland at 2000 Population (5,481)[3]	49	+10	5	-5
	Suggested Parkland at 2010 Population (6,239)[3]	56	+ 3	6	-6
Littlestown Planning Area	Existing Parkland (1995)	81	—	2	—
	Suggested Parkland at 1990 Population (10,796)[3]	97	-16	11	-9
	Suggested Parkland at 2000 Population (13,299)[3]	120	-39	13	-11
	Suggested Parkland at 2010 Population (15,721)[3]	141	-60	16	-14
Gettysburg/ Central Adams Planning Area	Existing Parkland (1995)	117	—	14	—
	Suggested Parkland at 1990 Population (23,165)[3]	208	-91	23	-9
	Suggested Parkland at 2000 Population (26,611)[3]	239	-122	27	-13
	Suggested Parkland at 2010 Population (30,126)[3]	271	-154	30	-16
Conewago Valley/ Eastern Adams Planning Area	Existing Parkland (1995)	45	—	30	—
	Suggested Parkland at 1990 Population (21,033)[3]	189	-144	21	+9
	Suggested Parkland at 2000 Population (24,358)[3]	219	-174	24	+6
	Suggested Parkland at 2010 Population (27,006)[3]	243	-198	27	+3
Upper Adams Planning Area	Existing Parkland (1995)	74	—	22	—
	Suggested Parkland at 1990 Population (8,740)[3]	79	-5	9	+13
	Suggested Parkland at 2000 Population (10,252)[3]	92	-18	10	+12
	Suggested Parkland at 2010 Population (11,545)[3]	104	-30	12	+10
Bermudian Planning Area	Existing Parkland (1995)	107	—	7	—
	Suggested Parkland at 1990 Population (9,748)[3]	88	+19	10	-3
	Suggested Parkland at 2000 Population (10,999)[3]	99	+8	11	-4
	Suggested Parkland at 2010 Population (12,645)[3]	114	-7	13	-6

[1] - rounded to nearest acre

[2] - may differ from the sum of planning area populations or acreages due to rounding

[3] - based on guidelines of 8 acres of community parkland and 2 acres of neighborhood parkland per thousand residents - Population projections for Planning Areas were determined by the Adams County Office of Planning and Development.

Sources: ACOPD, URDC

Table 9

ACTIVE RECREATION FACILITY GUIDELINES
Adams County, 1995

FACILITY	NRPA GUIDELINE	RECOMMENDED ADAMS COUNTY GUIDELINE[1]
Baseball Field	1/5,000 people	1/3,000 people
Softball/LL Field	1/5,000	1/1,500
Soccer/Football Field	1/15,000[2]	1/2,000
Basketball Court	1/5,000	1/3,000
Volleyball Court	1/5,000	1/5,000
Pool	1/20,000	1/20,000
Tennis Court	1/2,000	1/2,000

[1] Popular activities in Adams County reflect a lower population standard which results in the need for more facilities to serve the same population. Conversely, less popular activities reflect a higher population per facility.

[2] The actual NRPA guideline is 1/20,000 for football fields and 1/10,000 for soccer fields. Common practice in Pennsylvania is to utilize the same field for both sports, so the combined guideline would be 2/30,000 or 1/15,000.

Sources: NRPA, URDC

Fairfield

- 1 baseball field
- 1 softball/Little League field

Littlestown

- 1 baseball field
- 2 soccer/football fields
- 2 volleyball courts

Gettysburg/Central Adams

- 5 baseball fields
- 5 softball/Little League fields
- 2 basketball courts
- 4 volleyball courts
- 5 tennis courts

Conewago Valley/Eastern Adams

- 5 soccer/football fields
- 2 tennis courts

Upper Adams

- no facility deficits for current population[2]

Bermudian

- 2 baseball fields
- 3 softball/Little League fields
- 1 volleyball court

Future Needs

By the year 2010, planning areas will need the following facilities *in addition* to the facilities listed above:

Fairfield

- 1 softball/Little League field
- 1 tennis court

Littlestown

- 1 baseball field
- 2 soccer/football fields
- 1 volleyball court
- 2 tennis courts

[2] Based on reports from recreation providers, new ballfields are currently needed in the Upper Adams planning area.

Table 10
ACTIVE RECREATION FACILITY NEEDS BY PLANNING AREA[1]

	BASEBALL		SOFTBALL/ LITTLE LG.		SOCCER/ FOOTBALL		BASKET-BALL		VOLLEY-BALL		POOL		TENNIS	
	Total	Need	Total	Need	Total	Need	Total	Need	Total	Need	Total	Need	Total	Need
ADAMS COUNTY[2]														
Existing (1995)	20	—	50	—	34	—	48.5	—	21	—	1	—	33	—
1990 Suggested (population 78,274)	26	- 6	52	- 2	36	- 2	26	+22.5	16	+ 5	4	- 3	39	- 6
2000 Suggested (population 91,000)	30	-10	61	-11	41	- 7	30	+18.5	18	+ 3	5	- 4	46	-13
2010 Suggested (population 104,000)	35	-15	69	-19	47	-13	35	+13.5	21	0	5	- 4	52	-19
Fairfield Planning Area														
Existing (1995)	1	—	2	—	3	—	5	—	1	—	[3]	[3]	2	—
1990 Suggested (population 4,791)	2	- 1	3	- 1	2	+ 1	2	+ 3	1	0	[3]	[3]	2	0
2000 Suggested (population 5,481)	2	- 1	4	- 2	2	+ 1	2	+ 3	1	0	[3]	[3]	3	- 1
2010 Suggested (population 6,239)	2	- 1	4	- 2	3	0	2	+ 3	1	0	[3]	[3]	3	- 1
Littlestown Planning Area														
Existing (1995)	3	—	10	—	3	—	5.5	—	0	—	[3]	[3]	6	—
1990 Suggested (population 10,796)	4	- 1	7	+ 3	5	- 2	4	+ 1.5	2	- 2	[3]	[3]	5	+ 1
2000 Suggested (population 13,299)	4	- 1	9	+ 1	6	- 3	4	+ 1.5	3	- 3	[3]	[3]	7	- 1
2010 Suggested (population 15,721)	5	- 2	10	0	7	- 4	5	+ 0.5	3	- 3	[3]	[3]	8	- 2
G-brg./Cent. Adams Planning Area						[4]								
Existing (1995)	3	—	10	—	14	—	6	—	1	—	[3]	[3]	7	—
1990 Suggested (population 23,165)	8	- 5	15	- 5	11	+ 3	8	- 2	5	- 4	[3]	[3]	12	- 5
2000 Suggested (population 26,611)	9	- 6	18	- 8	12	+ 2	9	- 3	5	- 4	[3]	[3]	13	- 6
2010 Suggested (population 30,126)	10	- 7	20	-10	14	0	10	- 4	6	- 5	[3]	[3]	15	- 8
Conewago Val./East. Adams Plan. Area														
Existing (1995)	7	—	16	—	5	—	13.5	—	4	—	[3]	[3]	9	—
1990 Suggested (population 21,033)	7	0	14	+ 2	10	- 5	7	+ 6.5	4	0	[3]	[3]	11	- 2
2000 Suggested (population 24,358)	8	- 1	16	0	11	- 6	8	+ 5.5	5	- 1	[3]	[3]	12	- 3
2010 Suggested (population 27,006)	9	- 2	18	- 2	12	- 7	9	+ 4.5	5	- 1	[3]	[3]	14	- 5
Upper Adams Planning Area														
Existing (1995)	5	—	9	—	4	—	12	—	14	—	[3]	[3]	4	—
1990 Suggested (population 8,740)	3	+ 2	6	+ 3	4	0	3	+ 9	2	+ 12	[3]	[3]	4	0
2000 Suggested (population 10,252)	3	+ 2	7	+ 2	5	- 1	3	+ 9	2	+ 12	[3]	[3]	5	- 1
2010 Suggested (population 11,545)	4	+ 1	8	+ 1	5	- 1	4	+ 8	2	+ 12	[3]	[3]	6	- 2
Bermudian Planning Area														
Existing (1995)	1	—	3	—	5	—	6.5	—	1	—	[3]	[3]	5	—
1990 Suggested (population 9,748)	3	- 2	6	- 3	4	+ 1	3	+ 3.5	2	- 1	[3]	[3]	5	0
2000 Suggested (population 10,999)	4	- 3	7	- 4	5	0	4	+ 2.5	2	- 1	[3]	[3]	5	0
2010 Suggested (population 12,645)	4	- 3	8	- 5	6	- 1	4	+ 2.5	3	- 2	[3]	[3]	6	- 1

[1] - The analysis in Table 13 is based on the population projections in Table 13 and the facility guidelines in Table 12. A complete list of facilities by site is included in Appendix B.

[2] - County totals for existing facilities above are the sum of facilities in each planning area. County totals for recommended facilities may not total the sum of recommended facilities in each planning area due to rounding.

[3] - The usage analysis for swimming pools is conducted at the county level only because of the high cost and large service area for pools.

[4] - See footnote 17 on page 2-45.

Sources: ACOPD, URDC

Gettysburg/Central Adams

- 2 baseball fields
- 5 softball/Little League fields
- 2 basketball courts
- 1 volleyball court
- 3 tennis courts

Conewago Valley/Eastern Adams

- 2 baseball fields
- 2 baseball fields
- 2 soccer/football fields
- 1 volleyball court
- 3 tennis courts

Upper Adams

- 1 soccer/football field
- 2 tennis courts

Bermudian

- 1 baseball field
- 2 softball/Little League fields
- 1 soccer/football field
- 1 volleyball court
- 1 tennis court

IMPACT OF TOURISM ON RECREATION

Tourism, parks, recreation, and open space conservation are inter-related community functions because some tourists will make use of local recreation facilities and because open space ties in so strongly with the visual characteristics that help to attract visitors to Adams County. The impacts that tourism will have on local park and recreation facilities will depend upon the age and type of tourist that an area attracts and the type of recreation facility that it offers.

The national historical importance of Gettysburg ensures that tourism will continue to be a major component of the Adams County economy. To date, the local tourism industry has most successfully attracted the day trip/short stay market—a market with limited impacts on local recreation facilities because these tourists focus on visits to the premier historic sites and usually move on after one day or stay over for perhaps one night.

Proposals for new and more varied development at Gettysburg, including expanded shopping opportunities and a major new visitors' center (See "County Growth Perspective" in the previous chapter), may have a significant effect on the tourist market and on certain local recreation facilities. As the variety of tourist activities increases, visitors will stay longer, and the county will gradually become a destination for different segments of the tourist market: weekend getaways, longer stay vacations, and convention visitors. Furthermore, Pennsylvania is strongly promoting the concept of "heritage tourism," which should also help to increase the length of a typical visit to historic areas in and around Adams County.

Longer stays will mean that visitors will look beyond the traditional "tourist sites" to certain local recreation facilities, such as biking and hiking trail networks, performing arts facilities, museums, nature observation areas, and locally important historic sites. The impact of tourism on local recreation facilities depends on many variables, including the quality of each activity and its location relative to overnight accommodations. However, as the extent and appeal of the local tourism opportunities is broadened, Adams County must also plan for the increased recreation demand from tourists above and beyond the demand that will be generated by a growing, more affluent, and more health conscious residential population.

RECREATION PROGRAM NEEDS

The need for specific recreation programs is much harder to quantify than the need for land and facilities. A balanced recreation offering includes a broad spectrum of leisure activities which appeal to many interests. Target ages for most recreation activities are youth and seniors, who typically have more leisure time available than working adults. However, with the increasing emphasis on personal health and fitness, working adults are also becoming more active in both structured programs and unstructured activities.

Public recreation programs in Adams County are oriented to arts/crafts, special events, or sports (Appendix C). Many other organizations (Table 3) provide specific programs for members. In addition, the Gettysburg National Military Park and Eisenhower National Historic Site offer unique opportunities for participation in programs dealing with historic interpretation.

Recreation programs should be developed around unique community needs and offered in response to the service demands expressed by residents. The public survey on parks and recreation (Appendix D) provides some insight into public desires for recreation programs in Adams County and its communities. Randomly selected citizens were asked to identify recreation programs which are generally needed in Adams County, and also they were asked to specify programs needed on an immediate basis, e.g. the next five years. Walking and hiking programs were cited most often as generally needed (Table D11). Three other programs were also cited as general needs by at least 50 percent of the respondents: swimming, educational programs, and youth baseball.

Walking/hiking programs was a top response in 5 of the 6 planning areas (Table D12). Swimming and youth sports were also popular answers in many planning areas. The most requested programs in each planning area were:

Fairfield	Youth Softball Adult Volleyball Walking/Hiking
Littlestown	Walking/Hiking Educational Programs
Gettysburg/ Central Adams	Walking/Hiking Swimming Youth Softball
Conewago Valley/ East. Adams	Walking/Hiking Youth Softball Educational Programs Youth Baseball Swimming
Upper Adams	Walking/Hiking Swimming Youth Softball Youth Basketball Aerobics/Fitness Classes
Bermudian	Swimming Adult Volleyball Arts and Crafts Senior Citizen Activities

The survey also asked respondents to list up to three types of programs for development within five years. Development of After School (Latchkey) Programs was cited as an immediate need more often than any other program.

OPEN SPACE NEEDS

The need for open space is equally difficult to quantify and has no specific acreage guideline. Key determinants of open space needs are the presence of landscape characteristics and natural features worthy of protection, the economic and social benefits of conservation programs (particularly those related to maintaining the county's agricultural land base and the minimization of future emergency management service costs), and public sentiment supporting land preservation efforts. Today, the open space network that characterizes much of Adams County contains most of the county's productive agricultural land, and is also traversed by a complex system of stream valleys, floodplains, and associated wetlands. The preservation of many historic sites of local and national significance, that are associated with the county's rural landscapes, are dependent on the maintenance of this open space network. The Adams County open space system includes many features worthy of preservation (Map 5). Furthermore, public appreciation for selected land preservation efforts is growing as evidenced by the recent formation of the Land Conservancy of Adams County.

Several of the key issues addressed through this planning process relate to open space (see following section). The *Adams County Vision for Parks, Recreation, and Open Space* supports various land conservation efforts and includes discussion of land preservation tools which benefit both the community and landowners.

KEY ISSUES

The *Adams County Vision for Parks, Recreation, and Open Space* incorporates many ideas that were advanced by local citizens and community organizations. Issues were identified and discussed throughout the planning process from many perspectives and in many ways:

- Meetings of the Adams County Parks, Recreation, and Open Space Advisory Committee
- Interviews with elected officials and leisure service providers
- Meetings of county staff and consultants
- Discussions with other agencies, organizations, and landowners
- Results of the public survey (Appendix D)

Personal interviews were conducted with representatives of the following organizations:

- Adams County Agricultural Preservation Board
- Adams County Arts Council
- Adams County Conservation District
- Adams County Economic Development Corp.
- Adams County Fish and Game Association
- Adams County Office for Aging
- Adams County Women's Softball League
- Adams Youth Sports Organization
- Audubon Society
- Gettysburg/Adams County Chamber of Commerce
- Conewago Creek Watershed Coalition
- East Berlin Area Community Center
- Friends of the National Parks at Gettysburg, Inc.
- Gettysburg Area Little League
- Gettysburg Recreation Department
- Gettysburg Riding Club
- Gettysburg YWCA
- Historic Gettysburg/Adams County
- Land conservancy interest group
- League of American Bicyclists
- Littlestown Park and Recreation Board
- Michaux State Forest
- Gettysburg National Military Park Advisory Commission

- National Park Service
- Pennsylvania Game Commission
- South Central Community Action Programs, Inc.
- Southeast Adams municipal officials
- Strawberry Hill board and staff
- Trout Unlimited (Adams County chapter)
- Upper Adams Jaycees

Complementary as well as opposing viewpoints were expressed regarding various issues. Here are some commonly expressed views:

- *Open Space*—The topic of "open space" is so broad that issues related to open space overlap many of the other specific concerns and ideas expressed throughout the *Adams County Vision for Parks, Recreation, and Open Space*. Key open space issues include:

  - The general public is not fully aware of the benefits of open space conservation. Public education is needed to enhance understanding of financial, environmental, and health related benefits and to increase public support for preserving land.

  - Farmland is being lost to development.

  - Stream buffers need specific protection or restoration initiatives to preserve water quality.

  - Rural landscapes, broad vistas, and historic roadway corridors add significantly to the character of Adams County. Innovative methods are needed to preserve the character of historic roadways as well as large agricultural or environmentally important land areas under multiple ownership.

  - Funding for open space preservation is inadequate. Public agencies and private organizations should make open space a high priority and allocate more funding for preservation efforts.

  - Local governments should become more actively involved in supporting open space preservation through local planning policies, ordinances, and funding.

- *Pools*—Adams County has only one public swimming pool (Littlestown). Most swimming facilities located in the county are semipublic or private (e.g., Gettysburg YWCA, private campgrounds, or private developments). More public access to swimming facilities and programs is needed. Reportedly, many Adams County residents do not know how to swim because of a historical lack of conveniently located, affordable swimming facilities.

  The need for swimming pools was also documented in the public survey: pools were cited by more respondents than any other recreation facility except nature observation trails (Table D6). Swimming facilities were given a high priority by respondents from the Gettysburg/Central Adams, Upper Adams, and Bermudian planning areas.

- *Fields*—Adams County needs more ballfields. Many baseball/softball/Little League teams have difficulty scheduling games and/or practices. Survey respondents from the Littlestown area cited fields as a high priority need (Table D7).

- *Liability*—Insurance liability hampers local efforts to provide recreation facilities and programs for residents. Insurance reform is needed at the state level.

- *County Role*—Interviewees had divergent opinions about a potential future role for Adams County government in parks and recreation. Opinions fell into four basic categories:

- Some felt there is no need for the county to become involved in owning and operating active recreation facilities and/or programs. To date, in many parts of the county, cooperation at the multimunicipal level has been quite effective (e.g. Gettysburg area/Recreation Park, Upper Adams/ Oakside Park, Littlestown Area pool/ recreation complex, East Berlin Area Community Center) and should continue to be the structure of choice for meeting local active recreation needs.

- Others recommended that future county roles should be moderately expanded, but confined to broad park, recreation and open space issues, such as support for land conservation initiatives, and the development of larger, regional facilities that provide for hiking, biking, walking, nature observation, and scenic enjoyment opportunities without duplicating local efforts.

- For functions best performed at the municipal or subregional level, the county should consider helping to finance local recreation staff capacity and programming options.

- Few suggested that all park and recreation functions should be performed by the county.

➤ ***Battlefield as an Active Recreation Site***—The National Park Service (NPS) operates the Gettysburg National Military Park under a mandate from Congress. The mandate specifies that the park shall be preserved for the "contemplation" of the battle, and that the NPS must maintain control over the park to insure that resources are preserved. Nevertheless, the park constitutes a huge open space that includes public roads, park avenues, and trails that attract people for various purposes. In response to growing conflicts between the park's contemplative purpose and active recreation uses, the NPS no longer issues permits for formal, organized recreation activities. Informal recreation activities, such as jogging, picnics, or games are strongly discouraged.

Essentially the park's historic preservation and recreational roles are in frequent conflict. Further, managing and interpreting a historic resource such as the military park requires continuous consideration of community-related issues such as:

- Are some areas of the park more appropriate for active recreation uses than others?

- Should pedestrian, equestrian, and/or bicycle linkages be created to connect NPS attractions and features with off-site recreational and cultural resources? Should pedestrian/bicycle routes that connect Gettysburg with nearby development be built through national parklands? How can the National Park Service assist the community in meeting recreational needs in locations that will not conflict with other park management objectives?

➤ ***Growth***—Adams County is growing rapidly. Much of the growth is occurring in townships which have limited capacity to provide for recreational needs or address recreational or open space conservation issues. Yet, a growing population is certain to create a greater demand for park and recreation facilities and programs, as well as for continuing opportunities to enjoy the county's scenic beauty, natural features, and historic and cultural resources.

➤ ***Strong Community Identities; Need for Intermunicipal Cooperation***—Adams County municipalities sometimes express strong, "locally oriented" viewpoints. However, a growing population and shrinking public financial

resources increasingly inhibit the ability of individual municipalities, school districts, and small non-profit organizational to maintain existing and provide for new public services, including land conservation initiatives, recreation facilities and programs. Nevertheless, cooperation between some municipalities, school districts, and other entities to provide recreational services have been successful, as demonstrated by Upper Adams' Oakside Park and the East Berlin Area Community Center, and these efforts should be strongly encouraged. Several interviewees noted that some municipalities perceive that the county government often acts in the best interest of the Gettysburg area, and not necessarily the county as a whole—a perception which may strain county/municipal relationships and hinder cooperation.

According to some interviewees, Adams County in general and the Gettysburg area in particular contains many groups and organizations which sometimes act in isolation from one another. For example, in the Gettysburg community, the college, hospital, downtown merchants, tourism industry, and municipal governments interact with one another on an irregular basis. In Adams County, groups reportedly maintain isolation because each has had some success in the past, and some do not perceive a need to interact, despite changing service demands and heightened cost effectiveness concerns from the public. Efforts at cooperation must overcome the isolation and prove the value of interaction and teamwork in order to be successful.

➤ ***Access to Recreation***—Parks and other recreation facilities should be located throughout the county, so that all communities are served. Recent growth patterns illustrate that most new residential development is occurring in specific areas often located near the outer edges of the county. Because of these disbursed development patterns and differences in demographic profiles, the county has been divided into specific areas for planning recreation facilities.

➤ ***Hunting Management***—Sport hunting is a legitimate, effective method of controlling wildlife population. Several factors make herd control difficult in Adams County:

- Much land is posted by owners.
- Development is increasing, which reduces the amount of land available for hunting.
- Land conversion and scattered development result in habitat changes that are good for breeding but limit hunting.
- Orchards make prime feeding areas.
- The battlefield is posted which creates a safe food source for animals.
- Due to competing interests, fewer youth are becoming hunters. Encouraging most new development to locate in designated growth areas helps to preserve large expanses of open land for hunting.

➤ ***Cooperative Relationships***—In some cases, informal cooperation should be formalized so that all parties understand roles and responsibilities and have established mechanisms for discussing matters of mutual interest. For instance, the Gettysburg Area Recreation Board was recently formed and by-laws were developed. A formal board with representation from all parties provides a mechanism to provide direction in matters such as programming, staffing and funding.

➤ ***Greenways***—Many interviewees noted the benefits of greenways—linear open space corridors, that often, but not always, follow water courses. Sometimes greenways can provide outstanding passive recreation opportunities, since they may serve as a location for pedestrian and bicycle transportation facilities; in

other instances, more informal greenways may primarily serve as protective buffers between stream edges and adjoining development. Some interviewees cited the development of a statewide greenway initiative in Maryland which includes some activity in Frederick County adjacent to Adams County.

Resident sentiment expressed in the public survey also provides support for the concept of establishing greenways. The survey included a brief definition and discussion of greenways and asked about using greenways in Adams County as a method of conserving land. More than 4 out of 5 respondents (85.8 percent) supported the development of greenways with some degree of public access (Table D14).

The survey also asked respondents to identify which functions, potentially performed by greenways, would be most important in Adams County. These responses may help guide the location and extent of future greenway development. Respondents were asked to select three choices from a wide list of possible preservation and activity functions.[3] The function cited most often was to preserve natural habitats followed by preserving scenic landscapes (Table D15).

Greenways provide many benefits:[4]

➤ In settings where public access is made available, Greenways may provide increased opportunities for popular outdoor recreation activities:

- Fish/wildlife related recreation
  - Fishing
  - Hunting
  - Birdwatching
  - Wildlife photography
- Trail related recreation
  - Pleasure walking
  - Walking for health
  - Jogging
  - Hiking
  - Volksmarching
  - Bicycling
  - Horseback riding
  - Cross-country skiing
- Water related recreation[5]
  - Canoeing
  - Rafting
  - Rowing
- Traditional park pursuits
  - Photography
  - Camping
  - Hosteling
  - Historic interpretation
  - Environmental education
  - Special events
  - Concerts
  - Festivals
  - Driving for pleasure

➤ Greenways also establish protected areas for wildlife and promote migration of animals,

[3] The question asked respondents to choose three most important functions of greenways. Potential responses were listed in two columns. Some respondents chose three functions from each list (six total), while some respondents chose a total of three functions from both lists. Therefore, results may be inconsistent and should be viewed with caution.

[4] For a more detailed discussion of the economic benefits of greenways, refer to *Economic Impacts of Protecting Rivers, Trails, and Greenway Corridors* (National Park Service, 1992).

[5] Adams County has no lakes with public access, which eliminates many water-related recreation activities, such as kayaking, motorboating, sailing, sailboarding, houseboating, and jet skiing.

even in settings where public access is not available.

- Greenways protect essential natural vegetation which if removed, could affect rural landscapes, water quality, and aquatic life.

- Greenways provide stream buffers to purify the runoff of silt and excess nutrients before reaching streams and watersheds—a process which plays a big part in cleaning local waterways. Riparian buffers (buffers along waterway banks) prevent agricultural chemicals from reaching a stream and also help keep water temperatures cool by shading the waterway, in turn improving conditions for fisheries.

- Greenways can increase the value of adjacent property, particularly those greenways which highlight open space with some recreational access and limited use.

- Greenways attract users to nearby businesses which generates local employment and income.

- Greenways may reduce costs to local government and other public agencies, such as:

  - Conserving a greenway rather than permitting intensive development can reduce the need for sewers, roads, schools, and other public facilities.

  - Using an area prone to hazards for a greenway rather than development may reduce public safety hazards and decrease potential damage costs. Hazards which can be mitigated include flooding, slope instability, and structural fire damage.

  - Greenways and associated vegetation can help to control water, air, and noise pollution by natural means, resulting in decreased pollution control costs.

  - Greenways with trail systems promote physical fitness, which may reduce public health costs and help contain health care costs.[6]

Awareness of greenway concepts is growing in Adams County. The Gettysburg Historic Pathways Plan uses history as the common link along a trail which might be incorporated into a greenway system. The National Park Service is also considering the concept of greenways to provide trail linkages to the Monocacy Battlefield, C & O Canal Park, Appalachian Trail and historic resources throughout the county.

The neighboring State of Maryland has a statewide greenways initiative to preserve and enhance open space corridors. The establishment of a protected network of greenways in Adams County requires a long-term vision, and the use of easements, donations and fee simple acquisition to gradually add to an organized system. Since many of the prospective links in a greenway system are currently in private ownership, cooperation between the county, landowners and others is critical to the success of the effort and will set the tone for any visionary initiative.

Greenways, like roads, serve different functions within a network. Regional greenways link neighboring counties and states, such as the Appalachian Trail. County greenways connect significant areas within a county, such as a connection between the Gettysburg National Military Park and the Appalachian Trail. Local greenways connect major land uses, such as connections between residential neighborhoods, schools and shopping centers.

---

[6] Many studies have shown the direct correlation between recreation and health care costs. For example, one Corporate Wellness Study (City of San Jose, CA; 1988) showed that people who exercise regularly have 14 percent lower claims against medical insurance and spend 30 percent fewer days in the hospital.

Greenway planning principles (Figure 2) should guide the county and municipalities in cooperating with developers to plan the location of greenways within individual developments. The planning principles work together to create a network which respects the natural characteristics of the land.

Greenway design principles (Figure 3) recommend trail widths, lengths, and other design considerations for the many types of recreation trails that can be developed within greenways.

- ***Scenic/Ecological Value of The Narrows***— Near the South Mountain Fairgrounds—home of the annual Apple Harvest—about 1-2 miles of Route 234 runs along the Conewago Creek surrounded by steep gorges. Some interviewees voiced concern about the potential for the privately-owned land to become developed. A current goal of the Conewago Creek Watershed Coalition is to facilitate the preservation of land within The Narrows, with an ultimate goal of protecting land area along the entire creek.

- ***Use of School District Facilities***—Each of the six school districts in Adams County owns recreation facilities which are used by local public recreation groups and programs. Some interviewees observed that relationships between communities and schools are not always harmonious. Others were concerned that increased programming by the schools (e.g., expanded interscholastic athletic programs), while generally a very positive step, nevertheless cuts back on the availability of school facilities for community use. At the same time, when new school sites are developed, opportunities for expanded community recreation are often created.

- ***Scenic/Ecological/Educational Value of Strawberry Hill***—Adams County does not have a publicly funded environmental education center. The Strawberry Hill Nature Center contains more than 520 acres and 9 buildings adjacent to the Michaux State Forest. Currently operated by a private, nonprofit membership organization, Strawberry Hill provides nature programs geared to students. The center also provides occasional community events. The board recognizes the need for strategic planning for the center, and is investigating ways to provide expanded environmental education facilities and programs. Interviewees noted the need for stable financing, possibly from an endowment, for the center.

Note: During the period between the conducting of interviews and the preparation of this report, an endowment has been established for Strawberry Hill. The endowment provides a stable funding source for on-going programs and activities. However, the board is investigating other, non-endowment funding sources to provide for facility enhancement and expansion.

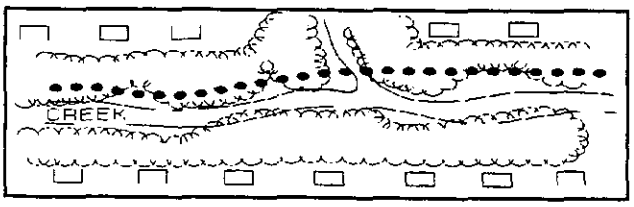
- *Economic Impacts of Untaxable Land*—Many people feel that exempting land from property taxes is bad for the local economy. However, some tax-exempt uses, such as the GNMP, provide additional jobs, visitors and other economic benefits, even though the site itself is exempt from property taxes. The NPS is updating their economic assessment but estimates that the federal sites in Gettysburg contribute about $65 million annually to the general economy and about $8-10 million in sales, wage and other taxes. Further, there is a growing recognition in Adams County that by preserving land, the future cost of public services will be reduced.

  A key concern is the recently expanded boundary around the military park within which the federal government will obtain development easements and use other methods to preserve the lands and viewsheds. While the concepts of

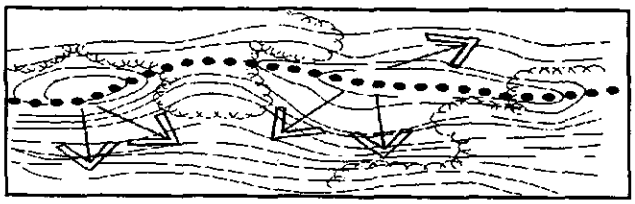
Figure 2

GREENWAY PLANNING PRINCIPLES

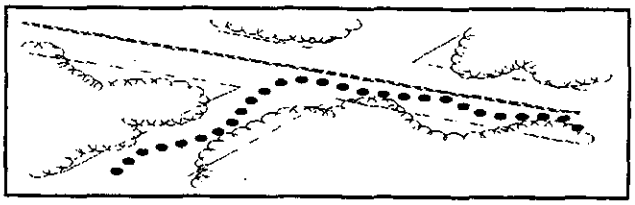
A Provide greenways along natural areas such as streams, wetlands, floodplains and edges of water bodies.



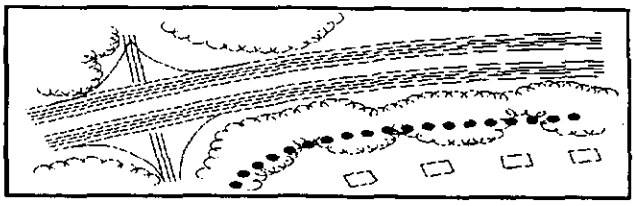
B Provide greenways along ridges with attractive scenic views.



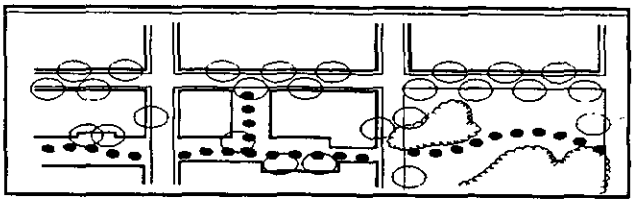
C Provide greenways along man-made linear corridors, such as utility easements, utility rights-of-way, abandoned railroad beds, and underground pipelines.



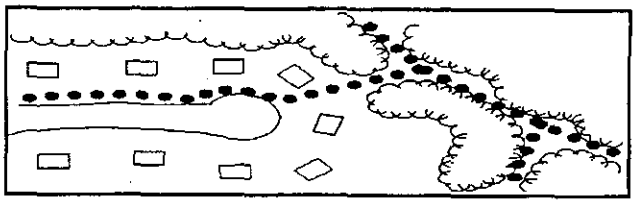
D Provide greenways along highway and street rights-of-way.



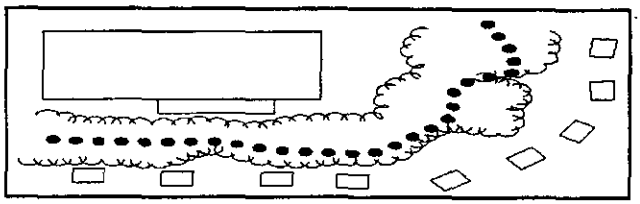
E Provide greenways which incorporate parks, schools, urban pedestrian ways and plazas, especially in urban centers with limited parking, traffic congestion, and dense development.



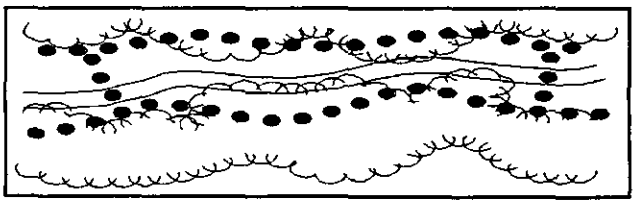
F Provide greenways which incorporate existing pathways, bike routes, trails, and sidewalks.



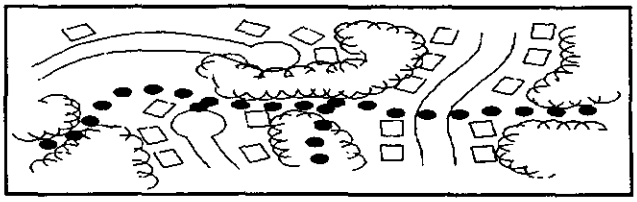
G Provide greenways within buffer areas between different types of land uses.



H Provide greenways which interconnect and loop, giving interest for walkers, bikers and other users.



I Provide greenways which minimize road crossings, especially along highways with high traffic volumes and fast moving traffic. When streets are required for linkages, use streets with limited traffic.



Greenways can also be used to preserve significant farmlands and to protect heritage landscapes containing historical, cultural and natural resources linked by a common theme, such as the Gettysburg Battlefield. Greenway planning principles help to establish a cohesive system of greenways within a proposed development, as shown below.

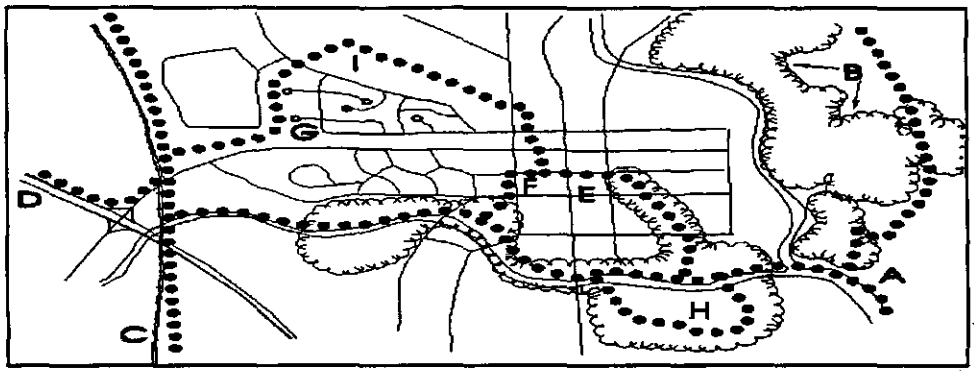
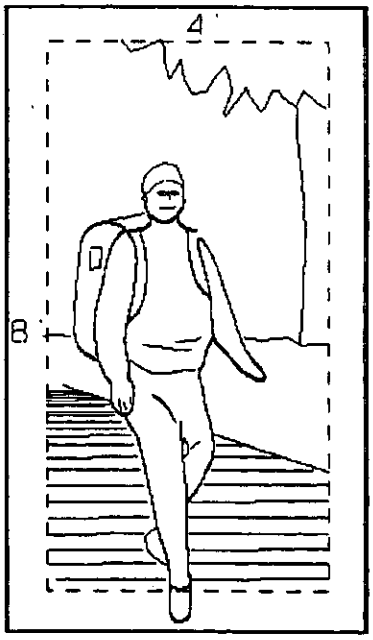


Figure 3

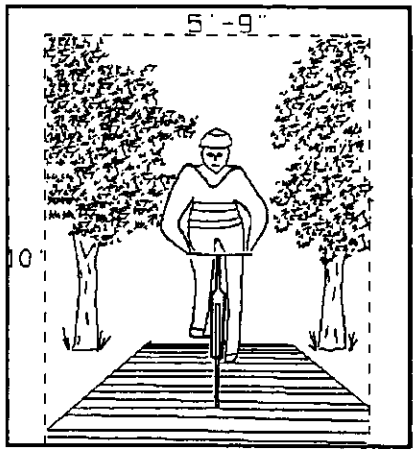
GREENWAY DESIGN PRINCIPLES

A Hiking/Walking & Jogging Trails



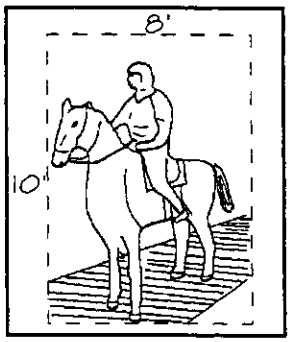
- Provide adequate headroom (at least 8').
- Allow adequate access for passing (at least 4'-8').
- Use smooth relatively soft but firm materials for trails in natural settings.
- Use solid pavement for urban/suburban walkways.
- Vary sense of enclosure (both long and short stretches) in natural settings.
- Use street trees and other vegetation to provide shade and add interest to urban/suburban walkways.
- Pay more attention to design details in areas of high use by casual walkers.
- Provide resting spots at appropriate intervals and at points of interest.

B Bicycle Trails



- Provide adequate headroom (at least 10').
- Allow adequate width for passing (5'-9').
- Leave 5' clearance on both sides of trail for "fall-away" area.
- Use smooth, hard surface material, free of loose gravel.
- Provide bike racks at appropriate locations.
- Design curve radii and gradients for moderate, safe speeds.
- Provide loop trails.

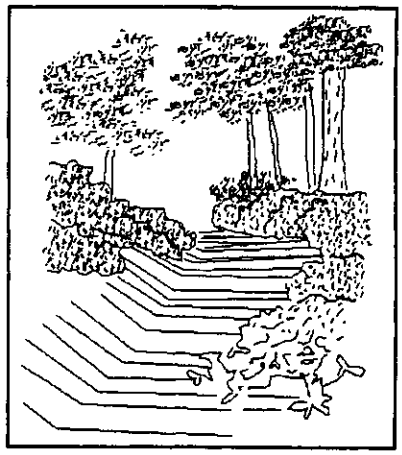
C Equestrian Trails



- Provide adequate headroom (at least 10').
- Allow adequate width for passing (at least 8').
- Use stable, well drained surface materials.
- Vary sense of enclosure, considering speed of movement.
- Provide hitching posts at activity areas.
- Provide trailer parking at selected access points.

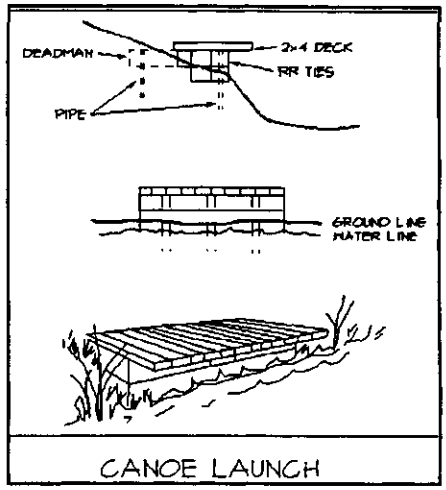
D Nature Trails

- Use native or naturalized plant materials.
- Highlight interesting natural features, such as geological formations and unique plants.
- Use plant materials that provide food and shelter for wildlife.
- Direct traffic away from areas sensitive to human activity.
- Maintain diverse habitats for plants and animals.
- Leave dead trees, brush and other natural elements that may be home for wildlife.



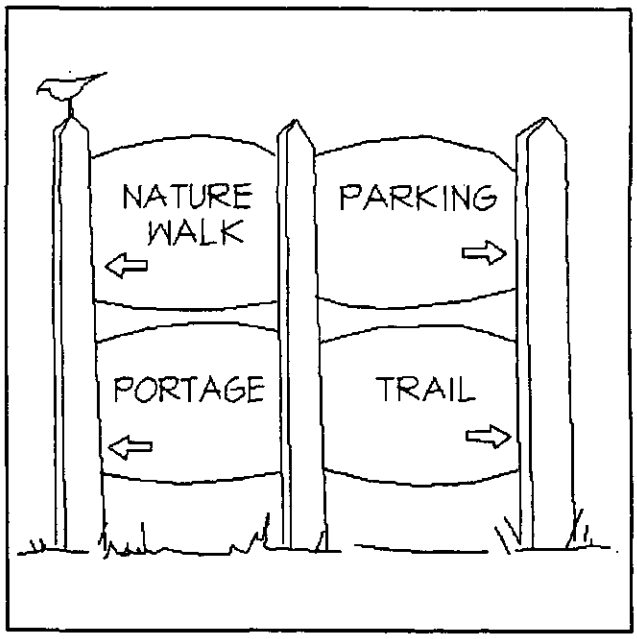
E Waterways—Boating, Fishing

- Provide flat spots for chairs at appropriate sites for fishing.
- Clear vines and overhanging vegetation that could snag fishing lines.
- Locate boating docks at access points and activity areas.
- Provide snubbing posts at appropriate points.
- Provide signs visible from water where appropriate (e.g. at historic sites, portages, rest areas).
- Provide portage paths where appropriate.
- Provide steps at portage sites.



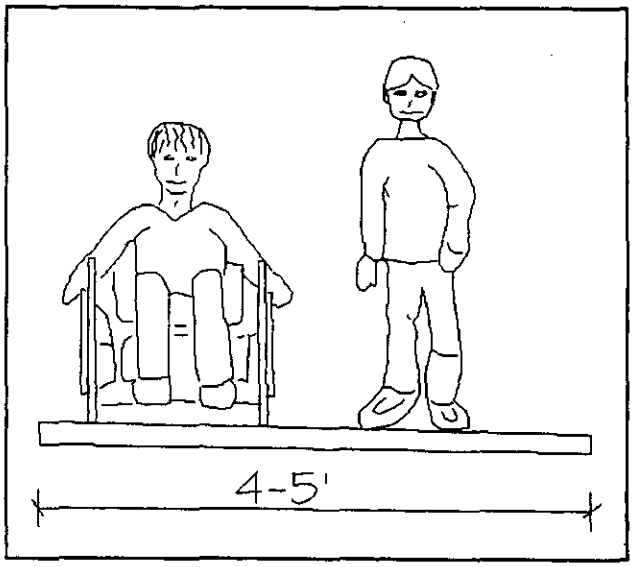
F Park Furniture and Signs

- Use materials/forms which don't detract from the environment.
- Use durable materials.
- Use construction technologies to minimize vandalism.
- Place signs along roadways prior to trailheads.
- Make signs as small as possible, but not smaller than 2 inches.
- Place a sign within a trail head. Include a key map showing the whole trail system.
- Minimize the number of signs.
- Use park furniture appropriate to environment (e.g. picnic table in small open space areas, benches at viewing areas, trash receptacles at public areas).



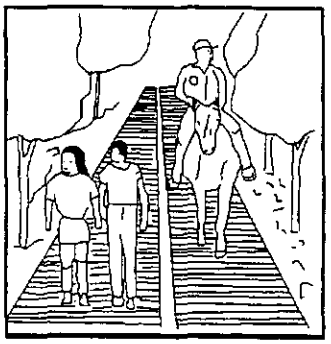
G Handicapped Accessible Trails

- Work closely with disabled persons in the planning of these trails.
- Develop a marking system using signs placed at approximately 300' intervals to inform users about distance travelled and current location.
- Avoid long straight sections that become monotonous.
- Attempt to keep grades under 3 percent. Grades of 8–10 percent are satisfactory only for short lengths.
- Clear the trail of all obstacles (e.g. shrubs, rocks, roots).
- Provide frequent rest stops—about 150 feet apart.



H Mixed-Use Trails

- In high use areas, delineate among different trail uses through signage, striping and paving.
- Provide typical trail amenities that accommodate different trail uses (e.g. bike racks for cyclists).
- Allow adequate width for passing (8' min.).
- Provide adequate headroom (8'-12').



I Other Design Consideration

- Construct foot bridges or use piping when crossing rip-rap or other storm water drainage areas.
- Use proper storm water drainage techniques to prevent run-off from eroding trails.
- Fit trails to topography to avoid excessive earth work.
- Provide low impact trails near fragile natural resources.
- Avoid seasonal and natural wet areas.
- Design ways of crossing roads that prevent hazardous conditions.

preservation, strict development controls, and the purchase of development rights are generally accepted, some interviewees expressed the view that most land should at least remain in private hands and be subject to some level of property tax.

- ***Land and Water Resource Conservation***— Some interviewees feel that water quality and water supply in the county are major concerns. Maintaining water resources requires a comprehensive approach, of which recreation is one element. Nevertheless, land conservation, particularly along water courses, can play a role in maintaining water supplies as well as providing recreation opportunities.

- ***Water Supply***—Interviewees expressed concerns with water supplies in Adams County, although most were unable to define the precise nature of the problem. Apparently, no streams or rivers flow into Adams County. The county's stream network is composed entirely of headwaters. Only a small portion of the county's water supply is derived from surface water sources. Most of the county's public water supply relies upon groundwater, with many public and privately owned wells proliferating throughout the county. The county is currently in the early stages of conducting a countywide water supply and wellhead protection plan which will further refine, address, and resolve water related issues. However, two important points related to both water supply and recreation are noted here: (1) limited water availability reduces the potential for water-based recreation, such as boating, fishing, and swimming and (2) the need to protect groundwater supplies through the identification of potential wellfield locations and aquifer recharge areas could result in opportunities to provide for passive recreation as a secondary benefit to water supply initiatives.

- ***Support/Purpose for the Land Conservancy of Adams County***—One of the most important methods of preserving land is through the establishment of a private land conservancy. Interviewees generally supported the concept of establishing a land conservancy in Adams County to specifically address conservation and preservation needs within the county. A group of area residents have already taken actions leading toward the formation of a county land conservancy.

The random public survey also explored the possibility of establishing a conservancy as a vehicle for land preservation. Respondents were asked to select from a list of five potential purposes for a conservancy. The distribution of responses (Table D16, summarized below) illustrates support for all purposes with no clear preference for one purpose over another. Rather, the survey indicated support for a multi-purpose conservancy:

PURPOSE	*PERCENT*
Preserve Farmland	22.9
Conserve Habitat Areas	21.4
Protect Historic Resources	16.9
Protect Natural Features	22.2
Preserve Scenic Areas and Views	16.7

Respondents were also asked about potential financial support for a conservancy. Almost 2 out of 3 respondents said they would support a conservancy with annual dues up to $25 (Table D17). On the other hand, 1 respondent in 4 was not willing to provide any financial support for a conservancy.

(NOTE: The interviews were held early in the planning process, and the public survey was conducted in April 1995. In 1996, the Land Conservancy of Adams County was legally formed and is currently active.)

- ***Preservation/Restoration***—The sense of history in Adams County is strong. Not only near Gettysburg, but throughout the county, residents are aware of and take interest in historic activities, events, and sites that reflect the county's past, with respect to both the Civil War and many other elements of local and national history (pre-revolutionary roads and buildings, William Penn's Manor of Maske, marking of Mason-Dixon Line , the establishment of the Lincoln Highway, and Dwight D. Eisenhower's presidency). Easements, transferable development rights (TDR's), and other ownership considerations are used to help preserve land and facilities in the county. The issues of "preservation" (i.e. keeping land or facilities in their current state or condition) and "restoration" (i.e., modifying land or facilities from their current state to reflect a past state or condition) are different and often in conflict.

- ***Mandatory Land Dedication/Fee in Lieu of Land***—In many Pennsylvania municipalities, developers of residential uses (and, increasingly, non-residential uses as well) are required to dedicate a portion of the site for recreation or pay a fee to be used for community recreation in lieu of providing land. Few Adams County municipalities have required parks and recreation facilities to be built on-site, and even fewer have used developer fees to upgrade or expand municipal recreation facilities.

  Mandatory dedication or payment of fees in lieu thereof are commonly used tools to increase the amount of recreation area in a locality. Some interviewees supported these concepts for use in Adams County. State law requires a municipality to have an adopted recreation plan in place before enacting mandatory land dedication or fee-in-lieu-of-land regulations. Conewago Township is the only municipality in Adams County which has an adopted recreation plan, and the township has used the plan as a basis for establishing mandatory land/fee requirements. Reportedly, most municipalities would prefer recreation fees to land dedication in order to avoid the maintenance and liability concerns associated with small, scattered facilities. Also, some municipalities have negotiated informal agreements with developers to donate funds for off-site park development, involving facilities that benefit the broad community.

- ***Development Pattern***—Several interviewees recognized the difficulties posed by developing single homes on large lots:

  - increased demand for public services, including recreation, that is difficult to satisfy in a cost effective manner
  - slow, incremental destruction of landscapes and viewsheds
  - inefficient use of scarce land and water resources
  - increases in housing prices and reduced affordability

- ***Scenic Landscapes/Scenic Roadway Corridors***—Farms, charming villages, rolling hills, wide, often wooded floodplains, long distance vistas exposing the backdrop of South Mountain and Pigeon Hills, along with numerous historic sites and unspoiled historic roadways help to create the scenic landscapes for which Adams county is famous. For most interviewees, scenic values and features are deserving of strong preservation measures.

- ***Facility Needs***—Throughout the interviews, respondents indicated a current need for many types of recreation facilities in Adams County. Some types of facilities were advocated by numerous interviewees. The facilities recommended during the interviews are listed below in alphabetical order to avoid any suggestion

of priority. The list of facilities indicates the breadth of both current recreational activity in the county and perceptions about unmet needs and demand for future activities.

- amphitheater at Gettysburg's Recreation Park
- ballfields (baseball, softball, Little League)
- community centers
- trail linkage between GNMP and Appalachian Trail
- conservation of natural features within the site of the Adams County Business Park
- fitness trail/facilities
- greenways
- ice skating facility
- indoor gym space, especially in winter
- more activities for teens
- more public access fishing areas
- multipurpose building
- pavilions
- picnic facilities
- playgrounds established by individual communities on a volunteer basis
- recreation "space" (parks, open space)
- sledding area
- soccer fields
- swimming pools
- trails (bike, hike, horse, snowmobile, cross-country ski—water, inland)

VISION OF THE FUTURE

In 1996, the Gettysburg-Adams County Chamber of Commerce sponsored a three day Future Search Conference. The conference brought together many segments of the community to develop common themes for future community development and enhancement. The Chamber is encouraging residents, employers, agencies, and organizations to work together to address these themes. Implementation of the *Adams County Vision for Parks, Recreation, and Open Space* will support nine common themes identified through this Future Search Conference.[7] The following scenarios depict potential future conditions. They illustrate just a few of the positive outcomes that may be derived from each theme and which could improve quality of life for county residents in the future:

➤ *Improved Communications*—Leisure activities—such as neighbors meeting neighbors for a concert in an amphitheater in an Eastern Adams County Park —help foster a growing sense of "community." Long-time residents meet new families through recreational pursuits. Municipalities, nonprofit agencies, and other recreation program providers eliminate duplication of services and communicate with one another to make the greatest use of recreation resources.

➤ *Coordination/Regionalization*—Local municipalities and school districts combine resources to offer recreation facilities and programs which individual boroughs and townships can not afford. Additional multi-municipal community centers, similar to the East Berlin Area Community Center, are developed within rehabilitated old buildings.

➤ *Improved Infrastructure*—Watershed protection areas, future wellfield and reservoir sites, groundwater recharge zones, and other valuable land resources are preserved and an Adams County Greenway System exists as a result of the efforts of a public/private partnership approach to land conservation.

[7] Vision statements present only a few samples of each "common theme" and are not intended to completely define the theme. Complete descriptions and examples of the "common themes" are provided in the *Future Search Conference Executive Summary* (Gettysburg-Adams County Area Chamber of Commerce; May 1996)

- *Economic Development*—Numerous partnerships between the public and private sector exist to enhance recreation facilities that serve the community and, in some instances, help to sustain tourism. New amenities result in a high quality of life for residents, the retention of existing businesses, and the attraction of new jobs to the county.

- *Agriculture*—Agriculture is recognized and preserved as a critical element of Adams County's cultural landscape and as a significant component of the county's economic base. The Fruitbelt, standard-breed horse farm district, and other agricultural centers are highly valued as focal points of heritage tourism.

- *Preservation*—New development has been designed using principles that will sustain important environmental features into the long term future and which have created durable, energy efficient, and visually attractive buildings and neighborhoods. Conserved "open space" is viewed as an essential and integral part of each new development. The Land Conservancy of Adams County successfully spearheads a movement to preserve open spaces, important viewsheds, and natural features in an effort to protect the county's rich cultural heritage.

- *Tourism*—Adams County is elevated from a "day trip" destination to a place widely known for an extensive array of thought provoking cultural and educational experiences that can only be fully appreciated through overnight visitations. In addition to nationally and internationally known historic resources, the county will also offer a variety of trail systems, walking, bicycle, and driving tours through historic landscapes, and other high quality outdoor recreation and cultural enhancement opportunities. A preserved green way system will provide the county with an unforgettable visual identity.

- *Education*—Unique "nature laboratories" such as Strawberry Hill will offer outdoor and environmental education opportunities that will draw students from throughout Pennsylvania and other states.

- *Quality of Life*—Parks, recreation facilities, community centers, outdoor festivals, greenways, scenic landscapes, and conserved open spaces are recognized as essential ingredients needed to maintain "quality of life," a productive economic environment in which jobs are sustained and created, and a tax base which remains balanced and healthy.

GOALS AND ROLES

Goals express visions for the future—targeted conditions which individuals, private organizations, and municipal governments can strive to meet. The *Adams County Vision for Parks, Recreation, and Open Space* includes goals for each subject area related to the parks, recreation, and open space system. The goals are listed below and are repeated at the beginning of the appropriate section of recommendations. The goals are lettered for reference only.

- A Environmental and Open Space Preservation—Preserve the unique natural and historic character of Adams county for future generations.

- B Recreation Programs—Assist recreation providers in offering a wide range of programs which enhance the quality of life for residents of all ages and skill levels.

- C Recreation Lands and Facilities—Provide a system of parks which offer various recreation opportunities for all age groups at convenient locations throughout the county.

- D Administration and Organization—Use public resources efficiently to enhance the county's recreation delivery system.

Achieving the goals of any public sector plan requires cooperation among community leaders, agencies, private organizations, businesses, and residents. Clearly, different types of parks, recreation facilities, and programs meet different needs for different people, and support for meeting these must come from many segments of the community.

The *Adams County Vision for Parks, Recreation, and Open Space* urges everyone to recognize the importance of parks, recreation, and open space for maintaining and enhancing the quality of life enjoyed by most Adams County residents. Those values and features which make life in the county enjoyable for most people must not be taken for granted. Everyone—from the federal government to the individual citizen—has a role to play in ensuring that quality life is sustained.

- The federal and state governments should find ways to increase funding levels, maintenance capabilities, and staff support for existing sites within the county—the Gettysburg National Military Park, Eisenhower National Historic Site, and Michaux State Forest—and for programs which receive funding through the National Park Service, Department of the Interior, state Department of Conservation and Natural Resources, and other state and federal agencies. Locally, the Gettysburg National Military Park should work with the county, municipalities, and partner organizations to find appropriate alternative locations for informal recreation activities which will not interfere with the conservation of the park's core assets.

- Adams County, which has no formal role in park facility management or recreation programming, and a limited role in open space conservation (funds are appropriated for farmland preservation), should provide enhanced funding through a countywide bond issue. Bond proceeds should address a variety of needs, including land conservation, park acquisition and development, and local recreation needs. Both Montgomery and Chester counties have successful bond financed programs which should be evaluated, along with other models, for application in Adams County. Over the next two decades, the county should take steps to acquire, develop and maintain two large subregional parks to help fulfill the need for large scale, specialized recreation activities, especially hiking, biking, and walking, outdoor performances, nature observation, and, in the Eastern region, some additional playing fields. Within the next five years steps should be taken to identify and reserve potential park sites. Support and cooperation from partner organizations may be necessary in these efforts.

- Local governments (boroughs and townships) and school districts should recognize the importance of providing recreation opportunities close to residents. Neighboring jurisdictions should cooperate in the development of local parks, recreation, and open space plans; local greenway systems; community and neighborhood parks; and recreation programs which will benefit residents throughout the multimunicipal area. Within 10 years, every local government in Adams County should have an adopted parks, recreation and open space plan. Municipalities subject to significant growth pressure should also consider adopting appropriate ordinances which require developers to provide land for parks or a

fee in lieu of land to help meet the recreation needs of new residents.

- Private, nonprofit agencies should expand their offerings as much as possible. Youth sports organizations, YMCA, YWCA, and others should offer more active recreation programs which augment public sector services. Strawberry Hill should expand its professionally-staffed nature education programs. The Upper Adams Jaycees should continue to expand and improve Oakside Park. The Land Conservancy of Adams County, the Conewago Creek Watershed Association, and similar organizations should expand land conservation efforts. Homeowners' associations in large, recreation based residential communities, such as Lake Meade and Lake Heritage, should be responsible for developing and maintaining recreational facilities which serve the active recessional needs of their residents. Parks, recreation, and open space should become a priority for many other private non-profits, including service clubs, sportsmen and sportswomen's organizations, and agricultural preservation organizations.

The private sector also has many important roles to play. Employers can recognize the effects that parks, recreation, and open space have on providing for quality of life values that nurture a strong work force. Companies can encourage employee involvement in local park and recreation activities. Some employers could also assist by helping to fund health related recreational facilities, such as marked, "parcours" exercise trails, or they could sponsor cultural activities such as summer theater or musical events. Both types of activities will enhance community and employee well being. Landowners can take actions that will preserve land as part of an evolving countywide greenway system. Farmers can adopt stronger land conservation measures, including Best Management Practices, to help preserve county land and protect groundwater supplies and waterways. Enhanced parks, improved recreation, and conserved open space in Adams County benefits everyone. If the county is to maintain the high quality of life for which it is well known, parks, recreation, and open space conservation must become everyone's responsibility.

RECOMMENDATIONS

Recommendations define steps that must be taken to achieve planning goals. The *Adams County Vision for Parks, Recreation, and Open Space* includes recommendations in four basic subject areas:[8]

- A Environmental and Open Space Preservation
- B Recreation Programs
- C Recreation Lands and Facilities
- D Administration and Organization

The recommendations conclude with a section on municipalities; that is, how local governments can use the plan and what municipalities should do to help implement the plan.

A ENVIRONMENTAL AND OPEN SPACE PRESERVATION

Goal: Preserve the unique natural and historic character of Adams county for future generations.

The unique features of Adams County's landscape and the historical importance of the Gettysburg

[8] Recommendations are identified by the letter of the subject area and a number, assigned consecutively. Neither the letter nor number is intended to convey a priority. Priorities are discussed in the final chapter: Action Program.

Area and many other parts of the county highlight the importance of environmental and open space preservation. Recommendations are divided into 3 distinct categories: public awareness, greenways, and stream corridor protection.

Public Awareness

Successful efforts to conserve land require a general understanding of benefits by both landowners and communities and agreement among many parties throughout the community, including government, private landowners, and the public at large, to cooperate in the achievement of mutually shared conservation goals. Clearly and concisely stated public policy and community educational activities can help increase the general awareness of the benefits of conservation for the entire community, including landowners that participate in conservation programs. Nine recommendations are aimed at promoting land conservation through county and local governments.

A1 Appoint a "green ribbon" commission to evaluate financial and administrative mechanisms that will advance parks, recreation, agricultural preservation, and open space conservation efforts in Adams County.

Several Pennsylvania counties concerned with land preservation have passed bond referenda for land preservation programs. Land preservation for parks, historic sites, open space, agriculture, and scenic vistas is a concern voiced throughout the process of developing the *Adams County Vision for Parks, Recreation, and Open Space*. The county should appoint respected representatives of various community interests to a "Green Ribbon Task Force" and charge them with developing, over a period of about one half year, recommendations concerning financing for land preservation, including the possibility of a bond issue similar those used in Montgomery, Chester and Bucks counties. If a bond is recommended, the report should include an amount and structure of the bond issue, including components to deal with each of the five subject areas for which the proposed Adams County Parks, Recreation, and Open Space Commission will ultimately be responsible (see D1).

- The administrative structure needed to help Adams County expand its role as a partner in providing parks, recreation, and open space for residents.

The green ribbon task force should release its report within approximately six months. This task force should be constituted as a short-term, single purpose body that should disband after its mission is complete. The task force should be composed of respected community leaders who can bring both credibility and resources to the study.[9]

A2 *Initiate cooperative conservation efforts* between county and municipal governments, the Land Conservancy of Adams County, and other organizations.

The newly-formed Land Conservancy of Adams County should take a strong leadership role in educating landowners about the benefits of land conservation. The conservancy should work directly with landowners to develop specific project proposals that are designed to meet the needs and desires of the landowners as well as the goals of the conservancy. The county, through ACOPD, should work closely with the conservancy to educate the public and key landowners regarding various methods of preserving farmland, historic and cultural resources, and viewsheds. The conservancy and county should examine successful

[9] The "green ribbon" commission, as a short-term, single-purpose body, should not be confused with the proposed Adams County Parks, Recreation, and Open Space Commission (see D1), which is to be an ongoing advisory body.

implementation of conservation projects in other areas and the possibilities for similar projects in Adams County. Recommendations of the conservancy should provide a basis for county action.

Prudent conservation of natural and historic resources is in the best interest of the public. Many private entities support conservation efforts, including the Strawberry Hill Nature Conservancy, Land Conservancy of Adams County, Conewago Creek Watershed Coalition, local fish and game associations, Trout Unlimited, and many local landowners.

The conservancy and county, through the proposed Adams County Parks, Recreation, and Open Space Commission (see D1), should work together to support all efforts and activities aimed at preserving both the integrity of the County's land resources and the rights of the landowner. Examples of possible supportive efforts include:

- Provide technical advice on successful land conservation techniques
- Host or mediate selected negotiations regarding key parcels
- Sponsor an annual Adams County Open Space Forum—a seminar during which individuals and organizations interested in open space preservation would gather to hear speakers discuss successful projects, share information, develop and agree upon mutually supportive goals, and provide support and recognition for the preservation efforts of organizations and individuals.
- Provide incentives/rewards for individuals, groups, or municipalities completing successful parks, recreation, and/or open space projects.

A3 Recognize and preserve elements of open space conservation, as reflected on the *Adams County Vision for Parks, Recreation, and Open Space* plan map (Map 6), as an intrinsic component of economic and community development strategies.

The plan map identifies the location, extent, and inter-relationships between important open space areas and established communities A preserved open space system is an asset which can be promoted in economic and community development strategies to demonstrate the benefits of living and working in Adams County.

Specific tasks that ACOPD should undertake in order to establish open space conservation as a high county priority activity in Adams County include:

- Work with the Land Conservancy of Adams County, the Friends of the National Parks at Gettysburg, Agricultural Extension Service and other organizations to develop educational programs on the value of open space.
- Advocate open space conservation in development reviews and working relationships with municipalities.
- Work with the land conservancy and the county mapping and agricultural preservation offices to identify successful open space and agricultural preservation projects and integrate the information into the county's evolving Geographic Information System (GIS).

In addition, the open space character of the county should be preserved and promoted as a significant part of the county's economic development strategy. The Adams County Economic Development Corporation, Chambers of Commerce, Realtors, builders, and other development interests should emphasize the value of parks, recreation, and open space to the county's quality of life and help preserve the assets which make the county a desirable place to live and work.

A4 Consider a wider application of the county zoning ordinance to help preserve and protect historic sites, streams, steep slopes, woodlands, wetlands, aquifers, and valuable wildlife areas.

Adams County has a zoning ordinance which has been applied on a limited basis to interchange areas in municipalities which do not have a local zoning ordinance or to entire municipalities for the time period required to prepare and enact a municipal ordinance. The county, through ACOPD, should consider a wider application of the ordinance to most, if not all areas not covered by local zoning regulations. ACOPD should also review the current regulations for possible additional protective measures and to ensure that the ordinance offers conservation oriented alternatives to conventional rural subdivision design.

A5 Encourage municipalities to modify local ordinances to preserve and protect historic sites, streams, steep slopes, woodlands, wetlands, aquifers, and valuable wildlife areas.

In Pennsylvania, municipal land protection ordinances supersede county ordinances. In other words, a county can only enforce land protection ordinances (e.g., zoning, subdivision regulations) in municipalities which do not have a similar local ordinance. Therefore, municipal ordinances should also reflect a high priority for the preservation and conservation of land based resources.

Many municipal governments lack the expertise to prepare strong, legally valid ordinance provisions. County staff should promote and help municipalities prepare local ordinance modifications to strengthen land preservation. Selected model ordinance provisions appear for reference in Appendix E. Municipalities should focus preservation efforts on lands identified as high priority in the *1996 Adams County Natural Areas Inventory*. Several other sources can also help with ideas for local ordinance provisions regarding land preservation, including the Land Conservancy of Adams County, Adams County Conservation District, Friends of the National Parks at Gettysburg, and Penn State Cooperative Extension Service.

A6 Provide technical and other appropriate assistance to help municipalities use local regulations to support open space conservation.

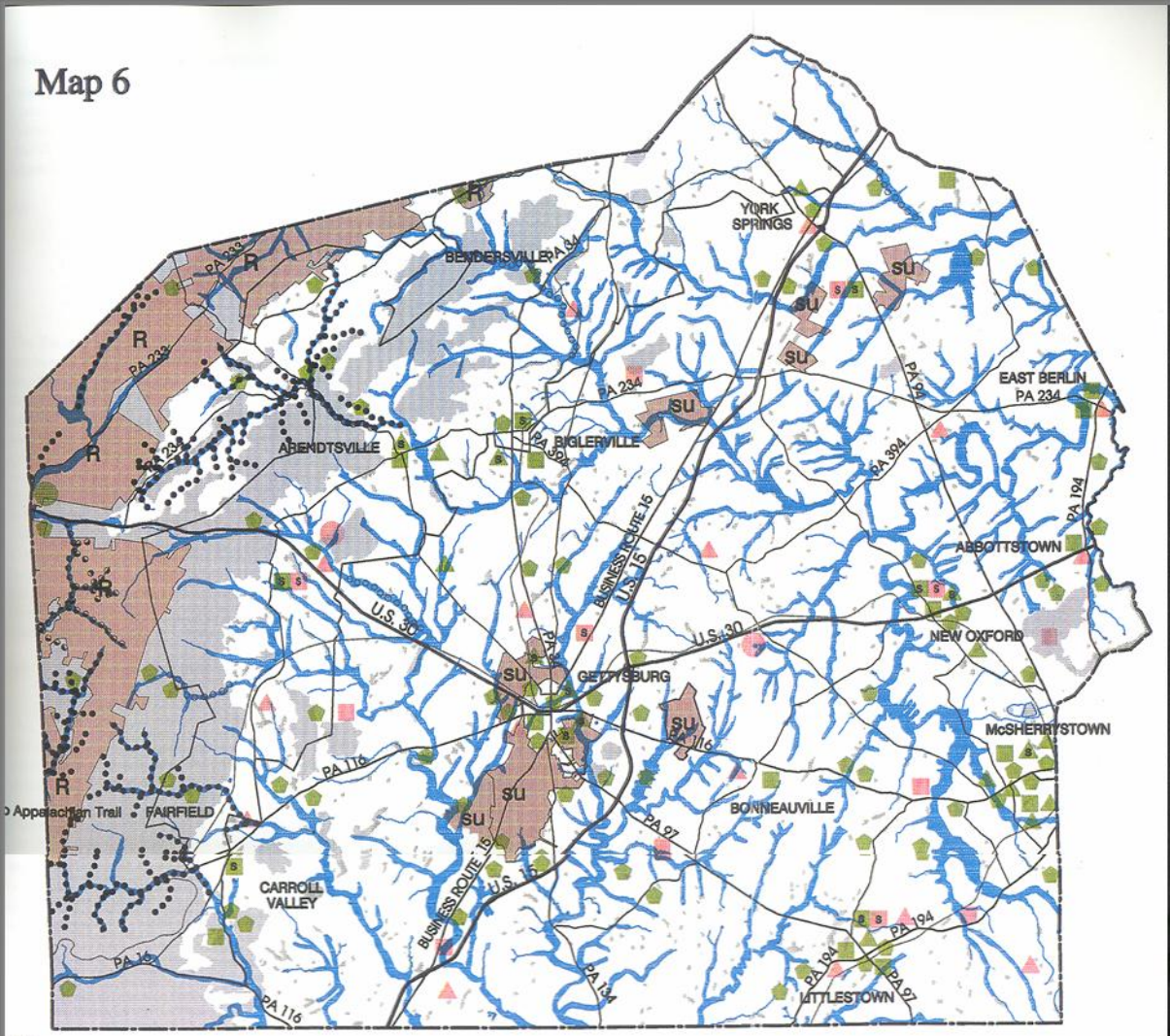
In addition to the ordinance-related assistance cited earlier, the county should provide other assistance, as time and staff permit, to support municipal-level land conservation efforts. Examples of possible assistance include:

- Conduct research and develop recommendations for action regarding specific questions facing municipalities.
- Prepare and submit grant applications to state and federal agencies and private foundations.
- Provide training for municipal officials responsible for reviewing development plans to enable them to recognize and encourage the creation of development characteristics that respect the scenic qualities of unique landscapes and historic roads.

A7 Continue to work closely with state and federal officials to preserve and protect regional reserves and special use areas.

By their nature, regional reserves (e.g., Michaux State Forest) and special use areas (e.g., the Gettysburg National Military Park, Eisenhower Historic Site, and the State Game Lands) are candidates for continuing and enhanced preservation efforts. The county should continue to work with federal and state officials to preserve large and strategic sections of these lands which add so

Map 6



PARKS, RECREATION & OPEN SPACE PLAN

Open Space Conservation

- R — REGIONAL RESERVE (Michaux State Forest)
- SU — SPECIAL USE AREAS
- WATERWAYS (Streams, Creeks, Floodplains)
  - ●●●●● HIGH QUALITY STREAMS
  - ●●●●● EXCEPTIONAL VALUE STREAMS
  - ○○○○○ WILD TROUT STREAMS
- UNIQUE NATURAL AREAS (1996 Natural Areas Inventory of Adams County)
- OTHER NATURAL AREAS (Wetlands, Slopes 15%+, Woodlands)

The Open Space Conservation Plan includes the Potential Adams County Greenway System (Map 8)

Recreation Lands

EXISTING	PROPOSED	
●		REGIONAL PARKS
	●	SUB-REGIONAL PARKS
		COMMUNITY SERVING AREAS
S	S	Community School Park
■	■	Community Park
		NEIGHBORHOOD SERVING AREAS
S		Neighborhood School Park
▲	▲	Neighborhood Park
⬟		MAJOR SEMIPUBLIC/PRIVATE AREAS

N W E S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation
Bethlehem, Pennsylvania
IN ASSOCIATION WITH
Natural Lands Trust and Toole Recreation Planning

much to the character and appeal of Adams County. Creative community and intermunicipal planning strategies as well as model ordinances should be created to address land use issues at the edges of these resource areas.

A8 Work with local municipalities to develop model ordinance provisions and design guidelines which recognize and help protect scenic vistas ("viewsheds") and scenic roadway corridors throughout the county.

The features, appearance, and condition of a landscape, which can be visually observed from any location or site constitutes a "viewshed" for that site. To preserve the integrity of regional reserves and special use areas, land within the viewsheds of these preserved lands deserves attention. The National Park Service already provides technical assistance to municipalities wishing to preserve the viewsheds of the historic district around the Gettysburg National Military Park and Eisenhower National Historic Site. The county should likewise provide professional assistance to municipalities in the development of appropriate measures needed to preserve viewsheds around other cultural, heritage, roadway corridors, and other scenic areas of the county (Map 7).

A9 Consider water supply potential in identifying areas for land preservation.

The forthcoming *Adams County Water Supply/ Wellhead Protection Plan* should evaluate the potential for reservoir development, wellfield development and the establishment of aquifer recharge protection areas within Adams County. Furthermore, wherever one or more of these water resources exists, an assessment should be made for recreation potential. Important aquifer recharge areas and potential well field sites should receive a high priority attention in the county's land conservation efforts.

Greenways

A10 Promote the development of an Adams County greenway system.

One of the goals of both the *Adams County Comprehensive Plan* and the *Adams County Vision for Parks, Recreation and Open Space* is strengthening the county's naturally occurring open space system that consists of floodplains, associated wetlands, steep slopes, and prime and unique farmlands. Establishing a cohesive and permanently protected open space system is difficult because open space parcels are important for different reasons and exhibit different potentials for recreation use. Also, different landowners have different objectives for the short and long term utilization of their land.[10]

One of the most effective methods that can be used to tie together open space resources with communities and historic features is to designate, conserve, and, where appropriate, develop greenways. In short, greenways are corridors of preserved open space. Greenways usually, but not always, occur in a linear fashion. They often follow streams, rivers, ridgelines, or historic transportation corridors (roads, canals, railroad lines), and they connect people, parks, schools, historic sites, natural areas, boroughs, neighborhoods, suburbs and rural areas. Some greenways are designated, developed, and managed for walking, hiking, jogging, biking, horseback riding and canoeing. Others are as simple and remote as a stretch of stream flowing through a forest or meadow, and they require little public involvement except for the use of best management practices by landowners with support from appropriate conservation organizations. Greenways can be held in public or private ownership, and they can be assembled

[10] Traditional and innovative techniques for preserving open space are presented in the Action Program.

using a combination of ownership and/or conservation techniques. Greenways provide exceptional opportunities for environmental preservation and the creation of wildlife habitat. In selected instances, they may offer new opportunities for recreation, education, and solidifying a sense of place within communities.

Adams County is blessed with abundant open space resources, including extensive farmlands, forests, woodlands, stream valleys, ridge lines, wetlands and waterways— major natural features that offer wonderful opportunities to create preserved corridors of open space as greenways. In some locations, there are exceptionally wide floodplains, while, in others, steep slopes adjoin pristine streams. Abandoned railroad rights-of-way, numerous 18th century roadways, unobstructed viewsheds along selected highways, corridors within existing parks, and selected urban sidewalks and pathways provide Adams County with other corridors that represent potential future greenways.

The proposed Adams County Parks, Recreation, and Open Space Commission (see D1) should be charged with promoting the greenway concept, educating both landowners and the general public about the benefits of creating a network of greenways, and identifying opportunities for greenway conservation within the county. The *Adams County Vision for Parks, Recreation, and Open Space* includes a potential county greenway system (Map 8).

The proposed system includes two types of greenway corridors, including those along streams and other waterways, which the plan terms "streamways," and those which follow other linear landscape features, such as historic or scenic roads, utilities, or abandoned railroad rights-of-way. During discussions with County staff and the advisory committee, streamway corridors have been evaluated and prioritized for potential land conservation initiatives, water quality protection and enhancement, their potential for public protection and enhancement activities, and the likelihood that public access can be provided within five to ten years. Three recommended types of stream related greenways can be defined as follows:

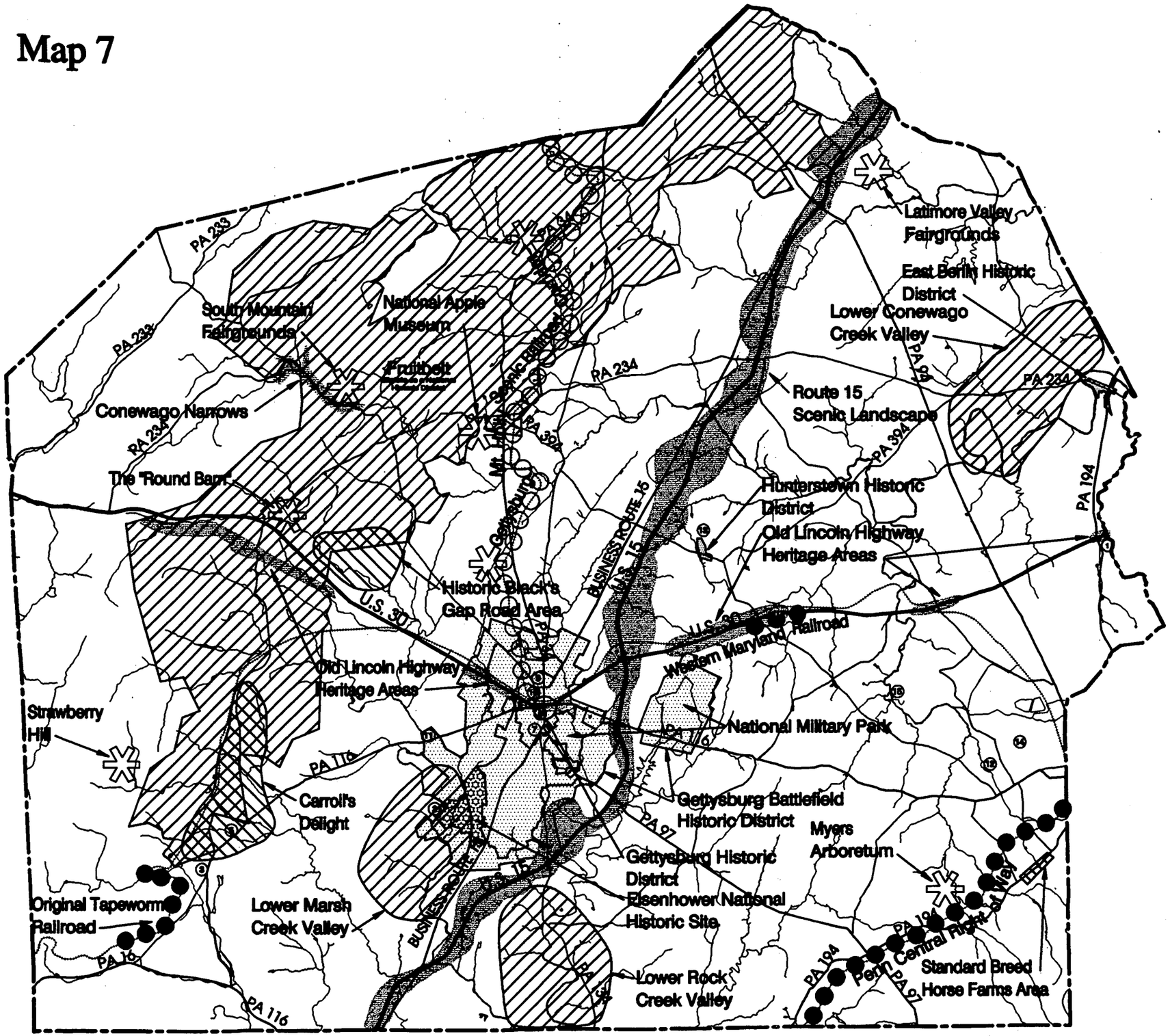
- ***Active Streamways***—These stream related greenways may be suited for both conservation and selected recreational pursuits, such as hiking and equestrian trails, habitat access trails, and fishing facilities. They are classified as high priority for land conservation, high priority for water quality protection and enhancement, and fair to high public access potential (public access would require acquisition of easements from landowners or, in some cases, fee simple purchase might be necessary).

- ***Passive Streamways***—These stream related greenways are appropriate for intensive conservation efforts, but often they are suited only for the most limited recreation purposes, such as fishing access points. In some instances, they are not at all suited for active recreation at all, at least within the foreseeable future. They are classified as moderate to high priority for land conservation, high priority for water quality protection and enhancement, and low public access potential. Public access would require acquisition of easements from landowners or, in some cases, fee simple purchase might be pursued. A specific analysis of the active/passive nature of a streamway should be undertaken before initiating a conservation program. Passive Streamways include waterways stocked for trout fishing, such as Opossum, Conewago, Bermudian, Latimore, Middle, Toms, and Marsh Creeks.[11]

[11] Two recent county actions have advanced the concept of a Marsh Creek Greenway:
1) The county applied for funding from the American Battlefield Protection Program to study the Marsh Creek Greenway Corridor.

Map 7

CULTURAL, HERITAGE & SCENIC RESOURCES



Special Road Corridors

Prime Scenic Landscapes

Active Scenic Railroad Corridors

Abandoned Railroad Corridors

National Historic Sites

1. JOHN ABBOTT HOUSE
2. SACHS COVERED BRIDGE
3. JACK'S MOUNTAIN COVERED BRIDGE
4. LOWER MARSH CREEK PRESBYTERIAN CHURCH
5. FAIRFIELD INN
6. ADAMS COUNTY COURTHOUSE
7. DOBBIN HOUSE
8. LUTHERAN THEOLOGICAL SEMINARY
9. GETTYSBURG COLLEGE
10. SHEADS HOUSE
11. BLACK HORSE TAVERN
12. CONEWAGO CHAPEL
13. GREAT CONEWAGO PRESBYTERIAN CHURCH
14. CONEWAGO MASS HOUSE
15. JOHN'S BURNT MILL BRIDGE

National Historic Districts

Other Significant Resources

N
W E
S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation

Bethlehem, Pennsylvania

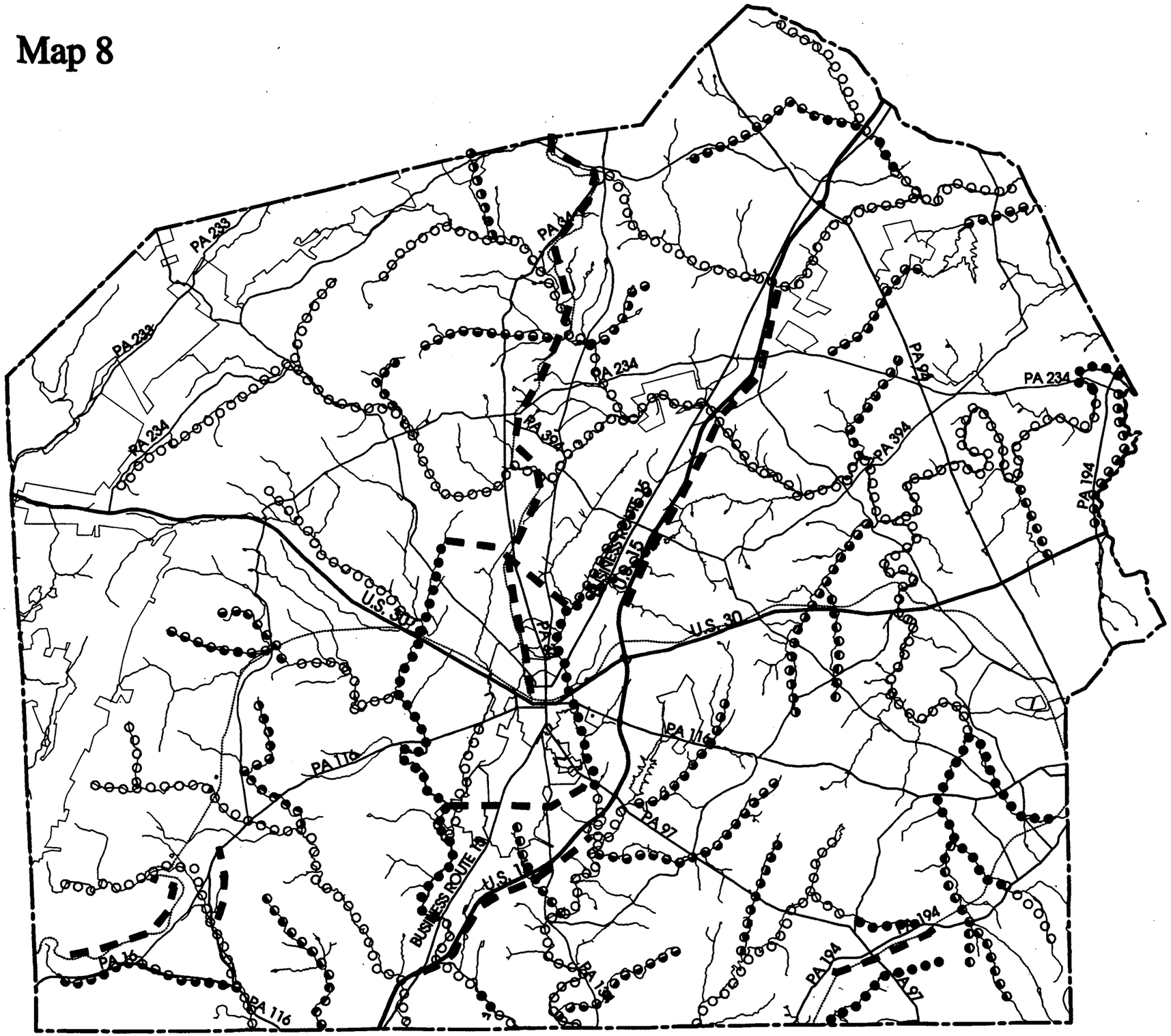
IN ASSOCIATION WITH

Natural Lands Trust and Toole Recreation Planning

April 1997

POTENTIAL GREENWAY SYSTEM

Map 8



Active Streamways
Conservation and Selected Recreation (e.g., Hiking and Equestrian Trails, Habitat Access Trails, Fishing Facilities)

Passive Streamways
Intense Conservation Efforts and Very Limited, if any, Recreation (e.g., Fishing Access Points)

Stream Conservation Corridor
Conservation Only; Not Appropriate for Recreation

Other Greenways

N
W E
S

Parks, Recreation and Open Space Plan
Adams County, Pennsylvania

0 3250 6500 13000 26000 39000
SCALE 1" = 13000 FEET

URDC
Urban Research & Development Corporation
Bethlehem, Pennsylvania
IN ASSOCIATION WITH
Natural Lands Trust and Toole Recreation Planning

December 1997

The former Tapeworm Railroad and environmental education areas such as Strawberry Hill and Michaux State Forest suggest that greenways should be studied in more detail in the Carroll Valley/Fairfield area. The Gettysburg area should also be a focus of more detailed greenway planning, furthering the effort begun by the National Park Service in the early 1990s. A "Gettysburg Area Greenway Study" should incorporate linkages along Rock Creek and Stevens Run—the "loop trail" discussed above—as well as sidewalks and other urban greenway linkages and the potential for a link from the borough westward to the Appalachian Trail.

Developing greenway plans is an eligible activity for funding assistance under the Keystone Community Grant Program, administered by the state Department of Conservation and Natural Resources (DCNR). Adams County, through ACOPD, should develop more specific proposals for greenway studies and discuss possible funding assistance with DCNR staff.

A13 Develop a scenic and historic roads plan.

Adams County contains many scenic roadway corridors, some of which are noted on the plan map (Map 7). Many of these roads are also noteworthy because of historic associations with early routes used by Frontier settlers, Civil War activities, and early automobile routes. The County also contains a few roadway remnants of early, historic roads, that were "bypassed" shortly after world War II (Lincoln Highway through Cashtown and Old Route 15 through Latimore township. The actions of both public sector transportation planning and maintenance organizations and private landowners along a road have significant effects on the scenic and/or historic qualities of a road. A scenic roads plan can provide a basis for design criteria, and the plan can identify actions which help preserve the visual character of Adams County.

Scenic roads can be defined in several ways:

- Continuous views of rolling fields, creeks, or other unique and pleasant land features.
- Vistas over farmlands or orchards with mountains as a visual backdrop.
- Road qualities, such as cobblestone paving, edges lined with stone walls, or tree covered canopies.
- Links between historic villages or sites.

A scenic roads plan should identify the characteristics which define scenic roads, establish priorities for preserving viewsheds along road segments, and suggest design guidelines for property improvements along identified scenic roads. The plan should lead to the adoption of a scenic roads ordinance which establishes procedure for road and property improvements along identified segments. In addition, this plan should contain special elements that address the preservation of historic roadways which do not today serve an important transportation function[13]

A14 Encourage municipalities to adopt and landowners to use greenway planning and design principles where possible to enhance the preservation and enjoyment of Adams County's natural assets.

Opportunities to establish greenways are virtually everywhere: within large parcels, containing

[13] According to *Bucks County Land Use Plan; Tools and Techniques* (Bucks County Planning Commission; May 1996), Tinicum Township enacted a scenic roads ordinance in 1989 and has designated seven roadway segments—more than five miles—as scenic roads. The *Scenic Roads Handbook* (Chester County Planning Commission; November 1984) also contains helpful information about identifying and preserving scenic roads.

floodplains and wetlands that line scenic waterways, abandoned railroad rights-of-way, and even within potential residential development sites, where narrow, short walking paths can be designed to create connections between other parts of a greenway system. Regardless of the source, method of ownership, or previous use of the land, established planning and design principles should guide the establishment of a greenway network for Adams County.

The county should assist municipalities in adopting greenway planning and design principles as part of local land regulatory ordinances where appropriate. Municipal officials and developers should refer to and use both the greenway planning principles and the greenway design principles whenever a new development is proposed.

A15 Encourage semipublic agencies—water authorities, electric and gas companies, railroads, and others—to open strategic rights-of-way for linear recreation use as part of a countywide greenway system.

Utilities need access to long linear corridors for underground and above ground systems of electric lines, water pipes, gas pipes, sewer pipes, natural gas pipes, and railroad beds. Some railroad beds in Adams County have been abandoned, and the land surface for other pipeline and utility line systems is largely unused. The linear nature and limited use of some utility land holdings makes the rights-of-way appropriate for incorporation into a greenway system. Issues such as permitted uses and liability must be negotiated, but utilities are often willing to participate in worthwhile community projects, such as greenways.

A16 Provide incentives to encourage the establishment of greenways, and determine ways to maintain and oversee the use of greenways.

Greenways are clearly desirable but sometimes they also involve new or enhanced responsibilities. For those greenways where public access is provided, maintenance and security are critical to keep them attractive, inviting, and safe. Maintenance represents a long-term commitment, a factor to be considered in establishing each greenway segment. If the public sector is to maintain a proposed greenway, volunteers should be enlisted to assist in the maintenance effort. A cooperative arrangement between a municipality and a homeowner's association, for example, may be appropriate. Periodic assistance from service clubs, scouts, or conservation organizations is equally desirable.

While many greenways should remain in a natural state and essentially become wildlife preserves or protected stream edges, other greenways will become "recreation corridors" for hiking, walking, and bicycling. Some residents will use selected greenways to travel to and from work, shopping centers and places of worship. Experience throughout the country indicates that well-used and well-maintained greenways have little or no loitering or vandalism.

The Commonwealth of Pennsylvania's *Recreation Use of Land and Water Act* (68 PA.CONS.STAT. ANN. §§ 477-1 to 477-8) can limit the potential liability of property owners whose land is used for greenways. The act protects landowners against being sued for negligence where persons sustain injuries on land being used for recreational purposes as long as no user fee is charged.

Section 477-1 of the act states, "the purpose of this act is to encourage property owners to make land and water areas available to the public for recreational purposes by limiting their liability toward persons entering thereon for such purposes."

Recent court cases imply that the extent of a recreation area's development has an important bearing on potential liability. The more developed the recreation area, the more the property owner

may be liable for injuries sustained in using it. For instance, owners of greenways left in their natural state will likely have less liability than the owners or managers of a bikeway or similar improved recreation area. Insurance options are available to protect owners of land used for recreation and should be carefully investigated as greenways are established in Adams County.

A17 Incorporate hiking, walking, bicycling, and canoeing opportunities into the Adams County greenway system wherever possible and in ways that do not disrupt adjoining agricultural uses.

Adams County, local conservation groups, and others should take an active role in developing a variety of recreation trails and other facilities along greenway corridors. Hikers, canoeists, campers, and bicyclists are among the many groups in Adams County who will benefit from a unified greenway system.

Greenway activities should be well-suited to land characteristics. Hiking trails can be incorporated along greenway corridors with steep slopes that afford scenic views. Canoeing and fishing should be promoted at greenways that are adjacent to waterway corridors, such as the Marsh Creek and Rock Creek. Walking, jogging, and bicycling can be best provided wherever greenways consist of long stretches of relatively flat land such as along abandoned railroad rights-of-ways.

In the long term, greenway activity nodes should be developed along select segments of the greenway system. Greenway activity nodes are recreation places that provide amenities such as bicycle rentals, information stands, parking, and canoe launches. Greenway activity nodes can be located at existing parks along proposed greenway corridors to minimize costs. New community or neighborhood parks could also serve as greenway activity nodes if the proposed parks are to be located near designated greenways. The county and municipalities should work closely with local leisure activity providers in designing recreation lands and facilities for use along greenway corridors.

A18 Designate greenway routes which link historic resources wherever possible, including the Gettysburg National Military Park and Eisenhower National Historic Site.

Adams County contains a wealth of historic sites, buildings, and other historic structures.

A19 Identify and develop greenway trail segments suited to handicapped access.

Greenways should be accessible and enjoyable to everyone. The needs of physically challenged persons must be considered when designing outdoor recreation trails. For example, recreation trails that have a minimum incline and that are free of obstructions would be most suitable for wheelchair access.

A20 Provide technical and financial support through a possible bond issue (see A1) to assist municipalities in acquiring and developing "close-to-home" greenways.

The "green ribbon" panel recommended to study an Adams County land conservation bond referendum (see A1) should evaluate the potential for a bond program to assist local greenway development. The program could be similar to the Montgomery County program which supplies matching grants to municipalities to help prepare local parks, recreation, and open space plans and to acquire land and develop parks to meet identified needs.

Stream Corridor Protection

Streams are some of Adams County's most scenic features. The Marsh and Rock Creek areas south

of Gettysburg and the Conewago Creek, including the Narrows, are only two examples of streams whose meandering paths provide outstanding scenic resources. Streams and stream banks are also important for many ecological reasons, including wildlife habitat and pollution control.

Reportedly, Adams County has no water flowing into the county. All county streams have headwaters within the county. Therefore, protecting stream corridors is vitally important to the county's land conservation efforts. Further, the protection of stream resources within the county provides an opportunity to act as a "good neighbor" relative to adjoining counties.

A21 Establish Stream Corridor Protection Areas (SCPA's)—to include all land within 100 feet of a waterway bank and within environmentally sensitive areas beyond the 100 foot boundary—within which development is prohibited or carefully controlled.

Land use along waterways has a tremendous effect on the quality of the waterway. Protecting the waters of Adams County and minimizing future flood damage along streams requires careful attention to the use of stream banks. Establishing SCPA's is one method of helping to maintain water quality. SCPA regulations should include a required 50 foot vegetative buffer on both sides of the waterway and special plan submission, review, buffer, and setback requirements.

A22 Conduct and implement river conservation studies.

Waterways are an important scenic and ecological component of the Adams County landscape. Without protective measures, however, municipal water supplies that rely on streams can deteriorate and unnecessary flood damage can result in substantial costs. The county should prepare comprehensive inventories to identify specific resources along waterways, document current conditions and any threats, and detail actions needed to maintain and enhance each waterway's natural assets.

Three waterways should receive high priority for study:

- Marsh Creek (west of Gettysburg), which flows near such attractions as the Gettysburg National Military Park, Eisenhower National Historic Site, and Sochs Bridge and which is experiencing strong development pressure.

- Conewago Creek, main branch, which extends from the Buchanan Valley to the York County line at East Berlin. The Conewago flows through several distance landscapes and is associated with several natural resource areas identified in the Natural areas Inventory.

- Conewago Creek, south branch, which joins the main branch at a point northwest of New Oxford. This stream flows in a Northerly direction after entering Adams County South of McSherrystown. Exceptionally wide floodplains are associated with parts of the Southbranch.

These waterways exhibit different characteristics and should be evaluated separately. Marsh Creek flows near such attractions as the Gettysburg National Military Park, Eisenhower National Historic Site, and Sochs Bridge and offers a rural/historic character which is experiencing strong development pressure. The east-west branch of the Conewago is more isolated, flowing from the mountains, past farmland, and through the undeveloped portions of northern Adams County. The southern branch flows through the rapidly developing southeastern portion of the county. Eventually part of the South branch floodplain may serve as an open space barrier between adjoining growth areas.

Among other items, the studies should identify possible upgrades of water quality classifications (e.g., Exceptional Value, High Quality, and Wild Trout streams). Each study should encompass the primary waterway and all tributaries. Adams County should also discuss the possibility of a joint study with York County, since both branches of the Conewago flow from Adams into York.

DCNR, through its Bureau of Recreation and Conservation, administers the extensive Keystone Recreation and Park Conservation Fund. One component of the program is the Rivers Conservation Grant Program, which provides funding for developing river conservation plans, acquiring selected land parcels when warranted, developing river conservation projects, and implementing river conservation projects which do not involve land acquisition or development. Up to 50 percent of eligible project costs can be provided by the state. Adams County should apply for Rivers Conservation funding for all three studies. In addition, the county should explore funding through the Coldwater Heritage Partnership.

A23 Prepare a stream corridor protection handbook oriented toward landowners, developers, and municipal development review officials.

The county should create an illustrated handbook to identify and illustrate planning principles associated with stream corridor use and design principles appropriate for adjacent development. The handbook should be used to conduct briefings and seminars with developers, builders, realtors, engineers, site planners, architects, landscape architects and environmental consultants.

A24 Encourage and support stream clean-up programs.

Local service clubs, student organizations, citizen councils, homeowners' associations, and other community groups are a valuable source of labor and can provide essential stewardship for many community assets, particularly natural features. The county should promote the concept of stream and river clean-up programs and provide technical assistance and support to organizations that develop such programs.

A25 Encourage the use of Best Management Practices to protect stream corridors.

The farming industry, Soil Conservation Service, and others have long known of practices and procedures which produce maximum yield from the land while still protecting the long term viability of the farmer's land assets. The ideas which have evolved over the years—termed "Best Management Practices"—are equally applicable to stream corridor protection and greenway protection.

The county should encourage the use of Best Management Practices, such as:

- Install fencing along stream banks to limit livestock access and to establish healthy vegetative cover.
- Install stabilized livestock crossings to provide for minimum livestock access to streams while also limiting stream bank erosion.
- Consider alternative watering methods for livestock as opposed to in-stream watering.
- Allow a natural buffer strip to evolve between livestock pasture areas or crop fields and the stream.
- Stabilize stream banks through such measures as planting ground cover or constructing small check dams to correct stream bank and tributary gully erosion.
- Develop areas within the stream buffer suitable as habitat for fish, birds, and other wildlife.

- Allow the growth of natural vegetation within stream buffer areas. Where needed to create tree canopies and to stabilize stream edges, provide supplemental plantings of species which complement the stream buffer.

A26 Encourage landowners to provide conservation easements along county waterways.

The use of conservation easements is one method of land preservation that recognizes various rights of the landowners while ensuring that land remains undeveloped. Landowners along all waterways in Adams County should be encouraged to participate in conservation easement programs, including those offered through the Adams County Land Conservancy. Estate planning and other benefits can accrue to participating landowners who take actions to preserve resources. Particular attention should be paid to parcels along waterways which have been formally recognized for unique characteristics: High Quality Streams, Exceptional Value Streams, and Wild Trout Streams (Map 6).

B RECREATION PROGRAMS

Goal: Encourage recreation providers to offer a wide range of active and passive recreation programs which enhance the quality of life for residents of all ages and athletic skill levels.

Many organizations provide some form of recreation for a segment of the county's population. The *Adams County Vision for Parks, Recreation, and Open Space* recognizes the efforts of others in providing quality recreation programming and recommends that the county encourage and support existing program providers instead of operating programs directly. Four recommendations outline the proposed county support for recreation programming in Adams County.

B1 Maximize support for other public and private providers to meet critical needs for recreation programs, thereby minimizing the need for the county government to meet future needs directly.

Recreation programming is now provided by a variety of public agencies (e.g., National Park Service, Gettysburg Area Recreation Board), nonprofit organizations (e.g., Upper Adams Jaycees, Strawberry Hill Nature Preserve, East Berlin Area Community Center, YMCA, YWCA), and private businesses (e.g., campgrounds). The county does not operate any recreation programs, and doing so would place an additional burden on county finances. Any county resources devoted to recreation programming would be more effective if used to support existing and expanded programs operated by current providers, or potentially by new providers that may emerge in growing communities.

B2 Strongly encourage swimming/drownproofing classes as a top priority program when new pools are built.

Many Adams County residents do not have access to swimming facilities. Reportedly, many residents are unable to swim. The *Adams County Vision for Parks, Recreation, and Open Space* recognizes the importance of basic swimming as a necessary life skill and as an excellent form of exercise that help to keep the population fit and healthy. As new pools are constructed, communities should strive to make swimming classes available to the public.

B3 Encourage multimunicipal cooperation to provide more programs in the categories of dance, drama, language, mental acuity, art, music, and the outdoors.

According to the recreation program survey (See Appendix C), programs are being provided in most categories, year round, to all age groups and both genders. Most of these are funded through

user fees. The least available program categories are dance, drama, language skills/mental acuity, music, and, surprisingly, general outdoor experiences. The survey was not all-inclusive, and some providers, such as private dance studios, may be offering extensive programs in the cited areas.

Adams County government should not provide recreation programs directly. Instead, the county should encourage other program providers in offering recreation programs to a wider, multi-municipal or regional audience, such as within school districts.

B4 Evaluate abandoned school buildings and facilities for community recreation potential before selling the assets for private reuse.

A school building is a community treasure—a place where generations shared common educational experiences and created similar memories. Schools are activity centers which foster community spirit. As each school district's needs for physical plant facilities change, buildings may outlive their usefulness for conventional education, but they may still be valuable as community activity centers.

School districts should work with community leaders to reuse abandoned schools for recreation. The East Berlin Area Community Center (EBACC) is a model for reuse of a former school by a widespread community. The EBACC is a converted elementary school serving, and receiving support from, several municipalities in the East Berlin area, including several in neighboring York County. The center offers a variety of recreation programs, houses other community services (such as a senior citizen center), and leases private commercial space to help offset operating costs.

B5 Use professional staff for recreation programming and community center operation.

Professional staff is a key to successful recreation programming and community center operation. Many centers struggle without professional staff because a community cannot justify the expense for a small operation. DCNR's Keystone Community Grant Program helps to fund "circuit riders" —full-time recreation and/or park directors to manage programs and services in communities which do not individually have the financial resources to hire a professional. The program is designed to help local officials see the value of professional guidance and to develop supporting finances over three years. The program funds 100 percent of the circuit rider's salary for the first year, 75 percent for the second year, and 50 percent for the third year. The Southern York Recreation Board, which serves a multi-municipal area in the rural part of south central York County, employs a professional director now in the second year of circuit rider funding. Municipalities should consult DCNR staff to inquire about using the circuit rider and other Keystone programs to help reuse abandoned school buildings as community centers.

B6 Encourage and promote heritage and cultural tourism.

Adams County's outstanding cultural and historic resources should continue to be the basis of efforts to enhance tourism within the area. The county should work with existing agencies, such as the NPS and the chambers of commerce, historic Gettysburg/Adams County, and the Adams County Arts Council to promote the county's historic and cultural resources.

C RECREATION LANDS AND FACILITIES

Goal: Provide a system of parks which offer different types of recreation opportunities for all age groups at convenient locations throughout the county.

Over the next twenty years, Adams County government should gradually become responsible for meeting a portion of the county's park and recreation facility needs. Specifically, the county should facilitate the acquisition, development, and maintenance of two subregional parks—also termed "county parks"—the first in the eastern portion of the county to accommodate the fast growing areas, which have recently attracted many young families with children. A second park in the western part of the county should emphasize cultural, historic, and scenic resources and should provide for the mostly passive uses that would appeal to growing numbers of retirees that reside in the Western part of the county. The county should consider various "partnership approaches" to these projects, especially relative to land acquisition, which should be pursued in the short term future before land conservation opportunities are lost to development.[14]

The recommendations regarding recreation lands and facilities provide a guide for the county in developing the two proposed county parks and in supporting the efforts of others to provide lands and facilities to meet the leisure activity needs of residents.

C1 Develop a partnership approach to fund land acquisition and development of two subregional parks—one in eastern Adams County and one in western Adams County.

The *Adams County Vision for Parks, Recreation, and Open Space* identifies the need for subregional parks in the county. Several entities—ACOPD, the Land Conservancy of Adams County, the National Park Service, local governments, school districts may all play important roles in the preservation of park sites. Obtaining land for two parks that will be necessary to meet the county's recreational needs in the next century—one in the eastern part of the county and one in the western portion—should be a high priority goal in Adams County.

The eastern part of Adams County is experiencing the greatest population growth pressure, and due to the presence of a large number of young families, the demand for active recreation facilities is growing rapidly. Thus, the subregional park in the eastern part of the county will serve the greatest number of residents and should be a high priority for acquisition and development. The eastern park should be located near an activity center, along or near Route 30 if at all possible. In conformance with the *Adams County Comprehensive Plan*, the park should be located either within an area designated as Parks, Permanent Open Space, and Preservation Areas or in areas targeted for Agriculture, Resource Conservation, and Residential—Very Low Density provided that the park "does not conflict with agriculture nor degrade areas of scenic beauty."[15] After a site is obtained, the county should prepare a park master plan and proceed to develop the park in the eastern part of the county. This park should become operational between the year 2000 and 2005 A.D. This "eastern" park should emphasize active recreation to meet the needs of the area's growing family population. The park master plan should consider the need for fields, on-site trail systems, picnic and family event facilities,

[14] The county park locations shown on the plan map (Map 6) are conceptual. The plan does not include any recommendations on specific sites for the proposed county parks.

[15] Wording taken from the *Adams County Comprehensive Plan* summary brochure under the discussion of the Land Use Plan—Agricultural, Resource Conservation, and Very Low Density Residential Areas.

an indoor recreation center, and amphitheater or other performing arts center.

After the eastern county park is developed, the county should prepare a park master plan and proceed to develop a park in the western part of the county. The park should be operational between 2005 and 2010 A.D. The park should emphasize trails for walking, hiking, biking, fitness, and equestrian use and should proved environmental observation opportunities. Special care should be taken to accommodate the recreational needs of the growing population of active retirees residing in central and western Adams. The character of the western park should be more passive than the active recreation/sporting facilities proposed for the eastern park.

C2 Encourage municipalities, school districts, and other recreation providers to develop the community and neighborhood parks needed to accommodate current and future population.

Wherever possible, the county should the efforts of community organizations and business associations to meet residents' needs for community and neighborhood parkland.

C3 Work with federal, state, and local organizations—including the National Park Service, the Upper Adams Jaycees, the Littlestown YMCA, the New Oxford and East Berlin Community Centers, and others—to encourage the maximum use of existing recreation resources.

Wherever possible, existing resources should be used for recreation events, activities, and programs. The county should encourage providers to share facilities whenever possible to increase usage without the need for costly new facilities.

C4 Encourage and assist municipalities—individually or jointly—in evaluating the need for parks and recreation at the local level and developing and implementing municipal or multimunicipal parks, recreation, and open space plans.

Municipalities must have an adopted parks, recreation, and open space plan to take advantage of state law that enables them to require mandatory land dedication or to collect an impact fee in lieu of land for recreation. Multi-municipal plans recognize usage at larger parks and special facilities which draw users from several jurisdictions.

The county has the access to professional expertise to assist municipalities in preparing plans, where needed. ACOPD's current program of municipal assistance to local planning commissions should be expanded to include the area of parks, recreation, and open space plans, where requested. As part of the county's municipal assistance program, ACOPD staff should train local planning commission members to recognize potential park, recreation, and open space projects in the field. Highest priority for developing local parks, recreation, and open space plans should go to those areas which have large growth areas as identified in the *Adams County Comprehensive Plan*:

- McSherrystown / Conewago Township
- Littlestown / Union Township / Germany Township
- Gettysburg / Cumberland Township / Straban Township / Mt. Joy Township / Freedom Township
- Carroll Valley / Fairfield Township / Hamiltonban Township / Liberty Township
- New Oxford / Oxford Township
- McSherrystown / Conewago Township

C5 Modify land development ordinances to require mandatory dedications for recreation.

People create recreation demand. Therefore, developments, which attract residents and workers, should help defray the cost of meeting recreation needs. Pennsylvania state law permits recreation dedication similar to development requirements for meeting other infrastructure needs, such as water, sewer, and roads.

A municipality must have an adopted parks, recreation, and open space plan which identifies the needs which the required dedication will help to meet. Each municipality should prepare and adopt a parks, recreation, and open space plan. Municipalities subject to significant growth pressure should also consider adopting appropriate ordinances which mandate that all residential and nonresidential developments include:

- Usable, active parkland/recreation facilities and greenways/natural resource space.
- A fee in lieu of land and facilities to meet the recreation needs of residents.
- A combination of both land and fee.

Where needed, the county should assist municipalities in developing the necessary plans and ordinance provisions. Appendix D contains model ordinance provisions regarding mandatory dedication for recreation.

C6 Promote the development of conveniently located hiking, bicycling, nature, equestrian, walking, jogging, and fitness trails.

Linear trails are popular facilities for a variety of recreational pursuits. There is a strong demand for expanded hiking opportunities within Adams County, and the county's unique historic, cultural, and natural resources make trails a high priority facility in any development proposal. Fitness or "day usage" trails through historic areas should be a popular trail use combination. Trail developers and historic site owners should work together to decide where fitness trails might be an appropriate activity in a historic area.

C7 Develop (or assist others in developing) recreation facilities to meet existing recreation needs.

The following recreation facilities, identified in the *Adams County Vision for Parks, Recreation, and Open Space* as currently needed by planning area, should receive a high priority in the development of any new or expanded parks:

➤ **Fairfield**
1 baseball field
1 Little League/softball field

➤ **Littlestown**
1 baseball field
2 soccer/football fields
2 volleyball courts

➤ **Gettysburg/Central Adams**[16],[17]
5 baseball fields
5 Little League/softball fields
2 basketball courts
4 volleyball courts
5 tennis courts

[16] The following recreation facilities are proposed for the new Gettysburg Area High School and will help meet current facility needs:
➤ Six multi-purpose courts
➤ Six tennis courts
➤ One practice football field
➤ One football field with track facilities
➤ Two softball fields (Note: 1 softball outfield)
➤ Two soccer fields (overlaps 1 soccer field.)
➤ Two field hockey fields
➤ Two baseball fields
➤ One exercise trail

[17] Although the identified guideline for soccer fields produces a surplus of fields in the Gettysburg Planning Area, some in the community have voiced a concern that more soccer fields are needed due to a cultural preference to soccer activities. Facility providers should be ready to increase the number of available soccer fields in response to demand in the Gettysburg area.

- **Eastern Adams/Conewago Valley**
  5 soccer/football fields
  2 tennis courts

- **Upper Adams**
  No facilities needed in the immediate future.[18]

- **Bermudian**
  2 baseball fields
  3 Little League/softball fields
  1 volleyball court

- **Countywide**
  3 swimming pools

C8 Develop (or assist others in developing) the following *additional* facilities by planning area to meet projected recreation needs by the year 2010.

The *Adams County Vision for Parks, Recreation, and Open Space* projects that, by the year 2010, the following recreation facilities will be needed in addition to those recommended in C7. The following facilities should be considered in the design of all new and expanded parks.

- **Fairfield**
  1 tennis court
  1 Little League/softball field

- **Littlestown**
  1 baseball field
  2 soccer/football fields
  1 volleyball court
  2 tennis courts

- **Gettysburg/Central Adams**
  2 baseball fields
  5 Little League/softball fields
  2 basketball courts
  1 volleyball court
  3 tennis courts

- **Eastern Adams/Conewago Valley**
  2 soccer/football fields
  3 tennis courts
  2 baseball fields
  2 Little League/softball fields
  1 volleyball court

- **Upper Adams**
  1 soccer/football field
  2 tennis courts

- **Bermudian**
  1 baseball field
  2 Little League/softball fields
  1 volleyball court
  1 soccer/football field
  1 tennis court

- **Countywide**
  1 swimming pool

C9 Design and develop walking and biking paths not only for recreation, but also to connect schools, parks, and other activity centers to each other and to surrounding neighborhoods.

Connecting activity centers is one of the major purposes of a functional greenway/pathway system. Carefully designed, connective trail systems can help to meet growing transportation needs within communities.

C10 Encourage municipalities and other recreation providers to review existing parks and facilities for compliance with the requirements of the Americans with

[18] Based on reports from recreation providers, new ballfields are currently needed in the Upper Adams planning area.

Disabilities Act and Consumer Product Safety Commission regulations.

The Americans with Disabilities Act (ADA) is a federal law which requires that accessibility for persons with disabilities be considered in the design and construction of all public structures. The ADA also requires reasonable retrofitting of existing buildings and facilities.

The Consumer Product Safety Commission (CPSC) has regulations concerning safety in the construction of items used by the public. Examples of playground equipment issues covered by the CPSC regulations include the size of spaces through which a child may attempt to crawl (e.g., to avoid having a head stuck in a hole too small to crawl in), the surfaces of play equipment (e.g., sliding boards with plastic surfaces, to avoid burns which are possible with metal slides in the sun), and the surface of the ground (e.g., sand or wood chips instead of asphalt).

The inventory of parks and recreation facilities (Appendix B) included general, visual assessments of both maintenance level and pedestrian access. Maintenance level was assessed on a three-point scale. Of 22 local sites in Appendix B, six were assessed as "better than average," while three were considered "less than average." Of the 15 school sites in Appendix B, four were considered "better than average," and none were assessed as "less than average." In general, parks were well-maintained and located to either serve residents directly or as part of large school complexes. Any significant findings are noted in Appendix B. The accessibility of sites and facilities for the disabled varies.

A complete review of recreation facilities for compliance with ADA and CPSC requirements is beyond the scope of the plan. In general, many facilities do not conform strictly to modern accessibility and safety regulations, which is to be expected since many of the facilities were constructed before the current ADA and CPSC requirements were written. Determination of compliance with applicable regulations is the responsibility of each facility owner. The *Adams County Vision for Parks, Recreation, and Open Space* recommends that all recreation providers review and modify facilities to comply with both the ADA and consumer safety regulations.

C11 Consider developing a site and facility for outdoor performances and/or festivals.

An amphitheater or other outdoor performance site can be an important cultural asset. Working in conjunction with the Adams County arts council and other cultural organizations, the county should evaluate the proposed county parks as appropriate sites for outdoor performances and festivals (see C1).

C12 Assist in evaluating special opportunities for land acquisition and/or park development, such as land donations, easement purchases, and similar projects.

As part of its high priority for land preservation, Adams County should constantly be looking for opportunities to add to the park, recreation, and open space inventory in the county. Even when the county is not directly involved as a buyer or seller, county staff can support land preservation activities by others whenever possible. Innovative techniques to preserve both land and landowners' rights are presented in the Action Program.

C13 Maximize support for other public and private providers to meet critical needs for recreation facilities, thereby minimizing the need for the county government to meet future needs directly.

Adams County has many facilities and recreation providers to meet recreation needs. The county should encourage the maximum use of existing

facilities whenever possible to avoid duplicating services and to minimize future county costs. The county's role, in most instances, should be to support parks, recreation, and open space in order to meet the needs of residents, rather than actually "getting into the recreation business."

D ADMINISTRATION / ORGANIZATION

Goal: Use public resources efficiently to facilitate and enhance the county's recreation delivery system.

Adams County government currently has no formal role in providing parks, recreation facilities, or programs, and its role in preserving open space is limited to planning initiatives and its agricultural conservation program. The *Adams County Vision for Parks, Recreation, and Open Space* recommends a new posture for the county: strong supporter of open space preservation, resource conservation, greenway development and a facilitator, if not the operator, of two subregional parks. With these new roles, issues will arise concerning administration, organization, and financing. The following recommendations are intended to guide the county in establishing these new roles.

D1 Establish the Adams County Parks, Recreation, and Open Space Commission.

Adams County should take a lead role in helping residents understand the importance of preserving land, including open space. County policy should encourage landowners to consider the public and personal benefits of maintaining the open character of private lands. An Adams County Parks, Recreation, and Open Space Commission will serve as a strong indication of the county's commitment to preserving land, natural features, cultural sites, heritage sites, agricultural lands and communities, scenic vistas and scenic corridors. The commission should be composed of representatives from various segments of the community, including the public and private sectors, recreation and education professionals, conservation organizations. The state and federal governments, and citizens with a keen interest in the subject. The commission should meet regularly,[19] to evaluate issues and advise the county on matters relating to four specific areas:

- Significant Historic Sites
- Scenic Vistas / Scenic Roadway Corridors
- Stream-Oriented Greenways / Natural Areas
- Parks Planning and Development

Examples of potential study issues for the commission include:

- Identify a network of countywide greenways and preferred methods of preserving individual parcels within the network.

  Identify and evaluate potential candidates for scenic or historic roadway designation. Develop model land development and preservation standards to ensure that he aesthetic character of these roadways is maintained.

- Encourage the Land Conservancy of Adams County and other agencies and organizations to target protection measures (e.g., conservation easements, transfer of development rights) to high priority natural areas as identified in *A Natural Areas Inventory of Adams County, Pennsylvania—1996.*

- Provide technical assistance to municipalities in preparing local parks, recreation, and open space plans and changes to local ordinances, such as to require mandatory recreation dedication from all new developments.

[19] The proposed Adams County Parks, Recreation, and Open Space Commission, which is an ongoing advisory body, should not be confused with the "green ribbon" commission (see A1), which is a short-term, single-purpose body.

- Meet regularly to continue the advisory role in the areas of park development and recreation programming which have been performed by the Adams County Parks, Recreation, and Open Space Advisory Committee during the development of the *Adams County Vision for Parks, Recreation, and Open Space*.

- Serve as a forum for public discussion or professional/technical information exchange in the areas of parks, recreation, and open space.

- Identify and nurture partnerships between public agencies, private nonprofit organizations, private companies, homeowners' associations, and others in implementing parks, recreation, and open space projects.

- Establish a set of county incentives and disincentives to promote land conservation goals.

D2 Recognize the Adams County Office of Planning and Development (ACOPD) as the primary county support agency for performing parks, recreation, and open space preservation and conservation planning as significant functions of Adams County government.

Much of the recommended county role in parks, recreation, and open space is related to planning. Adams County has a capable planning department which should be the lead agency for county involvement in coordinating and facilitating land preservation activities. It is essential that park, recreation, and open space issues be addressed in context with land use, transportation, economic development and other planning issues of countywide significance.

D3 Adopt the *Adams County Vision for Parks, Recreation, and Open Space* as an amendment to the *Adams County Comprehensive Plan*.

In order to be recognized as the statement of county direction on parks, recreation, and open space, the plan should be formally adopted by the County Commissioners and made a part of the county's comprehensive plan.

D4 Examine the status of plan implementation annually, stressing goals, measures of achievement, and future direction.

The *Adams County Vision for Parks, Recreation, and Open Space* is a tool to help manage and improve services in Adams County. To be useful, the plan must be used. The plan should be a constant reference for staff to implement policy and achieve goals. In addition, ACOPD should annually examine and document progress in implementing the plan's recommendations, including any suggested additions, deletions, or modifications to the recommendations.

D5 Update the park, recreation, and open space plan in conjunction with future updates of the county comprehensive plan in order adequately reflect changes in demographics, park needs, and recreation service demands.

Effective planners and managers recognize that change is inevitable. Circumstances in Adams County will change, which will render some current recommendations impractical, infeasible, or even counterproductive. Annual progress reviews will ensure that changes in the status of the county's parks, recreation, and open space resources are recognized in a timely manner. As a rule, changes will accumulate to the point where the county should update the plan each time the county comprehensive plan is updated.

D6 Develop and maintain ACOPD staff capacity to perform planning and plan implementation functions related to parks, recreation, and open space.

The *Adams County Vision for Parks, Recreation, and Open Space* recommends that significant tasks be performed at the county level, including increased professional assistance to municipalities and responsibility for two significant county parks. Future additional ACOPD professional staff should have broad professional planning skills with a specific interest in parks, recreation, and open space preservation.

D7 Encourage the formation of a Council of Recreation Providers.

Many agencies and organizations in Adams County have resources—land, staff, facilities, volunteers, funding—devoted to providing leisure time activities. The county should create a Council of Recreation Providers to make the best use of all resources for the good of all providers and county residents.

The council should include a variety of participants, including but not limited to the county, municipalities, school districts, the National Park Service, semipublic providers, private nonprofit, and commercial providers. The council's mission would be to improve program quality and quantity through coordination. Council members would share ideas on cost effectiveness methods, mutually beneficial methods of program awareness and delivery, ways to eliminate service duplication, opportunities for professional development, and other topics.

The coordination provided by the council will help agencies work together as a single, consolidated service delivery system with a common goal: meeting the leisure service needs of town residents. The council should be an ad hoc, working group of professionals and key staff persons who are responsible for the daily delivery of recreation and other leisure services.

D8 Sponsor community workshops on parks, recreation, and open space pre servation and conservation.

The Strawberry Hill Nature Preserve sponsored a seminar on open space preservation dedicated to the memory if its founder, Frances Froelicher. Community workshops, like the successful gathering at Strawberry Hill, bring interested citizens together to discuss important topics and help to create support for worthwhile community endeavors.

D9 Develop a parks, recreation, and open space library.

As part of its commitment to parks, recreation, and open space, the county should establish a library of relevant research materials, current practices, and other information for general use. The library should be housed in the planning office and be available to anyone, including conservation groups, local park and recreation boards, special interest groups, and the general public.

D10 Develop a continuing educational program to inform municipal officials, school districts, nonprofit organizations, and other recreation providers about the importance and methods of implementing the *Adams County Vision for Parks, Recreation, and Open Space*.

Many segments of the Adams County community have an interest in the plan's recommendations. The county, through ACOPD, should take every opportunity to present the *Adams County Vision for Parks, Recreation, and Open Space* to interested groups, emphasizing the role each group has in providing leisure activities for residents, members, students, and others.

D11 Work closely with the county's six school districts to facilitate the use of schools as

community activity centers—shown on the plan map as "school parks"—and to permit the greatest community use of schools.

In addition to their educational mandate, schools can fulfill a larger role as a centers for community activities. School districts in Adams County have policies about the use of school facilities by school groups, community groups, and outside organizations. The county should work with the school districts to expand the availability of school facilities as community activity centers, wherever possible.

D12 Encourage volunteer involvement in all aspects of the parks, recreation, and open space system.

Volunteers are the backbone of the recreation network in many communities. People generously donate time and efforts in many areas, including program leadership, facility maintenance, and fundraising. The county should encourage volunteerism by supporting volunteer recognition programs. As one example, the county might sponsor an annual Banquet of Champions dinner or picnic for volunteers.

D13 Provide funding opportunities for the acquisition, design, development, maintenance, and security of county parks.

The *Adams County Vision for Parks, Recreation, and Open Space* recognizes that the county's current park system needs a park type which provides for larger and more specialized facilities than the county's community parks currently provide. The county should facilitate the development of two county parks (see C1), which will require future decisions on land acquisition, design, development, maintenance, and security.

Potential funding sources for design and development other than general operating funds include bond financing, capital improvement programs, grant programs for land acquisition and park development, and donations. Following the appointment of a "green ribbon" commission, the county should begin to consider appropriate financing mechanisms as well as organizational partnerships for developing and maintaining the two new parks.

Land acquisition and park development are two tasks commonly financed through bonds. Bond financing should only be used for items which have a useful life longer than the bond issue. For instance, a piece of equipment which can be expected to last for 10 years should not be included in a 20-year bond issue.

Capital improvements programming permits the county to identify land, facilities, and equipment needed for the next 5 to 6 years, the projected year of purchase, and the estimated cost. Delayed capital improvements can result in increased costs as facilities deteriorate and cannot be replaced or adequately maintained. The county should place a high priority on developing a capital improvements program. The program should be updated annually to account for the current year's accomplishments and extend the program an additional year.

D14 Initiate the establishment of an Adams County Municipal Parks Initiative Program.

Chester County and Montgomery County (PA) recently passed large bond referenda which provide funding to support a variety of programs aimed at helping local governments and other local recreation providers meet local recreation needs. The counties provide grants and low-interest loans to municipalities to plan, design, develop, and maintain local parks which help meet the needs of residents at a local level.

Adams County should begin to establish a similar program. One option is for the county to develop a single bond issue from which proceeds would

support both the land acquisition/development of the county parks and the capitalization of the Adams County Municipal Parks Initiative to help meet the needs identified in the *Adams County Vision for Parks, Recreation, and Open Space*.

D15 Encourage municipalities and other recreation facility owners to adopt appropriate maintenance standards to maximize safety and reduce the need for future capital replacement projects.

Maintenance is the most important factor in determining the useful life of parks and recreation facilities. After parks are developed and facilities are installed, regular maintenance helps prolong use and postpone costly replacement. Conversely, lack of maintenance is usually responsible for safety hazards and replacement or loss of use. Security is often linked to maintenance, since vandalism also decreases facility life and use.

D16 Encourage recreation providers to jointly purchase expensive, labor saving equipment which is only used on a seasonal basis.

Specialized maintenance equipment, such as an aerator, is often too expensive for one agency to purchase and is needed only on a seasonal basis. The county should discuss joint purchasing with the school district and other agencies. Each agency would contribute a portion of the purchase price, and each agency would be able to use the equipment to fulfill its maintenance obligations.

D17 Pursue funding and volunteer resources which will help to implement the *Adams County Vision for Parks, Recreation, and Open Space*.

Funding opportunities and mutually beneficial cooperative arrangements can often be found through agencies and entities with a secondary focus on recreation, including:

- Public programs, such as the PA Department of Conservation and Natural Resource's Heritage Parks Program, the PA Heritage and Museum Commission's Heritage Tourism Program, and assistance that could be provided through the national Park Service.
- Nonprofit organizations, such as the Land Conservancy of Adams County or organizations devoted to accessibility for the disabled.
- Support organizations for which recreation is as part of a larger program, such as rehabilitation hospitals and clinics.

ACOPD should aggressively pursue all funding opportunities and cooperative ventures to enhance parks, recreation, and open space preservation in the county.

MUNICIPAL PERSPECTIVE

The *Adams County Vision for Parks, Recreation, and Open Space* offers a framework for working together to improve quality of life. The plan provides specific guidance for Adams County in developing a new county role in the areas of park and recreation facility acquisition, maintenance, and development.

The following sections highlight the plan recommendations which should be implemented by local governments and, in some cases, school districts. The first section contains recommendations pertaining to all areas of the county and is followed by sections for each planning area.[20]

[20] Each local action is referenced to its corresponding recommendation in the body of the plan. Wording of the plan recommendations has been slightly altered to indicate the local action.

Actions for All Local Governments

The following recommendations are appropriate for all local governments and school districts.

- Modify local ordinances to strengthen land preservation. (see recommendation A5)
- Use local land use regulations to support open space conservation. (A6)
- Develop land use regulations and design guidelines which recognize and help protect scenic vistas. (A8)
- Encourage the use of greenway planning principles (Figure 2) and greenway design principles (Figure 3) whenever possible. (A14)
- Acquire and develop "close-to-home" greenways which can be incorporated into the countywide greenway system. (A20)
- Establish Stream Corridor Protection Areas within which development should be carefully controlled. (A21)
- Encourage and support stream clean-up programs. (A24)
- Encourage the use of Best Management Practices to protect stream corridors. (A25)
- Continue and expand recreation program offerings. (B1, B2, B3)
- Evaluate abandoned school buildings and facilities for community recreation potential before selling the assets for private reuse. (B4)
- Develop municipal or multimunicipal parks, recreation, and open space plans. (C4)
- Modify land development ordinances to require mandatory dedication for recreation. (C5)
- Review existing parks and facilities for compliance with ADA requirements and consumer safety regulations. (C10)
- Encourage volunteer involvement. (D12)
- Encourage the county to develop a Municipal Parks Initiative Program as part of the proposed county bond issue. (D14)
- Adopt appropriate maintenance standards for local parks and facilities to maximize safety and reduce the need for future capital replacement projects. (D15)
- Work with school districts and other municipalities to jointly purchase expensive, labor saving equipment which is only used on a seasonal basis. (D16)

Recommendations for Specific Planning Areas

The following recommended actions are directed to the groups of municipalities identified as "planning areas." These recommendations address the need for future community and neighborhood parks, and the active recreation facilities that are typically associated with them. They do not address the need for hiking, biking, and walking facilities that may be more appropriately located within carefully selected linear greenways.

Actions for the Fairfield Planning Area

The following actions are specifically recommended in the Fairfield Planning Area, comprised of the boroughs of Carroll Valley and Fairfield, and the townships of Hamiltonban and Liberty.

- Begin now to work toward developing an additional neighborhood park (approximately 5

acres), 1 baseball field, and 1 Little League/ softball field to meet existing needs. (C7 and Table 8)

- By 2010, expand the new neighborhood park, adding 1 tennis court, and building 1 Little League/softball field to meet future needs (C8 and Table 8)

Actions for the Littlestown Planning Area

The following actions are specifically recommended in the Littlestown Planning Area, comprised of the Borough of Littlestown, the Township of Germany, and portions of Bonneauville Borough, Mount Joy Township, Mount Pleasant Township and Union Township.

- Begin now to work toward developing an additional community park (approximately 16 acres), additional neighborhood parks (approximately 9 acres), 1 baseball field, 2 soccer/ football fields, and 2 volleyball courts to meet existing needs. (C7 and Table 8)

- By 2010, develop several community parks (approximately 44 acres total), several neighborhood parks (approximately 9 acres total), 1 baseball field, 2 tennis courts, 1 soccer/ football field, and 1 volleyball court to meet future needs. (C8 and Table 8)

Actions for the Gettysburg/Central Adams Planning Area

The following actions are recommended for the Gettysburg/Central Adams Planning Area, which includes the Borough of Gettysburg, the townships of Cumberland, Franklin, Freedom and Highland and portions of Mount Joy Township and Straban Township:

- Begin now to work toward developing several community parks (approximately 91 acres total), additional neighborhood parks (approximately 9 acres), 5 baseball fields, 5 Little League/softball fields, 2 basketball courts, 4 volleyball courts, and 5 tennis courts to meet existing needs. (C7 and Table 8)

- By 2010, develop additional community parks (approximately 63 acres total), additional neighborhood parks (approximately 7 acres total), 2 baseball fields, 5 Little League/softball fields, 3 tennis courts, 2 basketball courts, and 1 volleyball court to meet future needs. (C8 and Table 8)

Actions for the Conewago Valley/Eastern Adams Planning Area

The following actions are recommended for the Conewago Valley/Eastern Adams Planning Area, comprised of the boroughs of Abbottstown, McSherrystown and New Oxford, the Townships of Berwick, Conewago, Hamilton, and Oxford and portions of Bonneauville Borough, Mount Pleasant Township, Straban Township, Tyrone Township and Union Township.

- Begin now to work toward developing several community parks (approximately 144 acres, total), 5 soccer/football fields, and 2 tennis courts to meet existing needs. (C7 and Table 8)

- By 2010, develop additional community parks (approximately 54 acres total), 2 baseball fields, 3 tennis courts, 2 soccer/football fields, 2 Little League/softball fields, and 1 volleyball court to meet future needs. (C8 and Table 8)

Actions for the Upper Adams Planning Area

The following actions are recommended for the Upper Adams Planning Area, which includes the boroughs of Arendtsville, Bendersville and Biglerville, the townships of Butler and Menallen, and a portion of Tyrone Township.

- Begin now to work toward developing an additional 5 acres of community parkland, either as an addition to Oakside Park or at a different site. (C7 and Table 8)

- By 2010, develop an additional community park (approximately 25 acres), 1 soccer/football field, and 2 tennis courts to meet future needs. (C8 and Table 8)

Actions for the Bermudian Planning Area

The following actions are recommended in the Bermudian Planning Area, comprised of the boroughs of East Berlin and York Springs and the townships of Huntington, Latimore and Reading.

- Begin now to work toward developing a neighborhood park (about 3 acres), 2 baseball fields, 3 Little League/softball fields, and 1 volleyball court to meet existing needs. (C7 and Table 8)

- By 2010, develop an additional 7 acres of community parkland, another neighborhood park (approximately 3 acres), 1 baseball field, 1 tennis court, 1 soccer/football field, 2 Little League/softball fields, and 1 volleyball court to meet future needs. (C8 and Table 8)

ACTION PROGRAM

The action program for the *Adams County Vision for Parks, Recreation, and Open Space* offers the guidance needed to execute each recommendation. Responsibilities, priorities, and funding information answer the basic question, "Where do we go from here?"

RESPONSIBILITIES, PRIORITIES

To improve the leisure services in Adams County, several agencies, organizations, and offices must take responsibility for implementing several of the recommendations set forth in the *Adams County Vision for Parks, Recreation, and Open Space*. Appropriate responsibilities are identified which are consistent with the primary work tasks that they perform (Table 11). Policy and funding decisions are the primary responsibility of the Adams County Commissioners with assistance from the ACOPD and other advisory organizations and boards, municipalities and school districts. Some of the recommendations are intended to be implemented by others, such as recreation providers or the recommended Adams County Parks, Recreation, and Open Space Commission. Many of the recommendations relate to future planning initiatives, which will be the responsibility of the ACOPD.

In many cases, several organizational entities have resources and interests that will needed to successfully implement a specific recommendation. In these cases, a lead agency is designated and other entities should provide a strong support role.

Priorities are designated by the suggested time frame for implementing each recommendation. Immediate priority is given to those items which are procedural in nature and can be implemented within twenty-four months of plan adoption. High priority items should be implemented within two to five years, medium priorities within five to ten years, and lower priorities within ten to twenty years.

COSTS

More than a major capital expense for the county, the *Adams County Vision for Parks, Recreation, and Open Space* recommends that the county be a strong supporter of others in meeting leisure service needs. The majority of recommendations in the plan are designed to strengthen existing county

Table 11

ACTION PROGRAM—RECOMMENDATIONS, RESPONSIBILITIES, AND TIMING
Adams County Vision for Parks, Recreation, and Open Space

RECOMMENDATION [a]	RESPONSIBILITY [b]
IMMEDIATE PRIORITY—Policies and procedures which should be implemented within 24 months of plan adoption.	
A1 Appoint a "green ribbon" commission to evaluate financing mechanisms that will advance parks, recreation, agricultural preservation, and open space conservation efforts in Adams County.	County Commissioners
A2 Initiate cooperative conservation efforts between county and municipal governments, the Land Conservancy of Adams County, and other organizations.	Land Conservancy of AC AC Office of Planning and Devel. (ACOPD) AC Historical Society AC Agri. Land Pres. Bd. other nonprofit orgs.
A3 Recognize and preserve elements of open space conservation, as reflected on the *Adams County Vision for Parks, Recreation, and Open Space* plan map (Map 6), as an appropriate component of economic and community development strategies.	county agencies AC Econ. Dev. Corp. business support orgs. developers
A7 Continue to work closely with state and federal officials to preserve regional reserves and special use areas.	Land Conservancy of AC preservation organizations ACOPD
A9 Consider water supply potential in identifying areas for land preservation.	ACOPD sewer/water authorities AC Parks, Recreation, and Open Space (PROS) Commission Land Conservancy of AC conservation agencies
A24 Encourage and support stream clean-up programs.	AC Conservation Districts municipalities / school districts nonprofit/volunteer groups
A25 Encourage the use of Best Management Practices to protect stream corridors.	AC Conservation District Penn State Agricultural Extension Service
A26 Encourage landowners to provide conservation easements along county waterways.	Land Conservancy of AC AC Conservation District municipalities
B1 Maximize support for other public and private providers to meed critical needs for recreation programs, thereby minimizing the need for the county government to meet future needs directly.	ACOPD economic development orgs. recreation providers

RECOMMENDATION [a]	RESPONSIBILITY [b]
B5 Use professional staff for recreation programming and community center operation.	recreation providers
B6 Encourage and promote heritage and cultural tourism.	ACOPD National Park Service chambers of commerce tourist organizations
C1 Develop a partnership approach to fund the land acquisition and development of two subregional parks—one in eastern Adams County and one in western Adams County.	County Commissioners AC PROS Commission ACOPD AC Planning Commission Land Conservancy of AC
C2 Encourage municipalities, school districts, and other recreation providers to develop the community and neighborhood parks needed to accommodate current and future population.	ACOPD
C3 Work with federal, state, and local organizations—including the National Park Service, the Upper Adams Jaycees, the Littlestown YMCA, the New Oxford and East Berlin Community Centers, and others—to encourage the maximum use of existing recreation resources.	ACOPD recreation providers
C4 Encourage and assist municipalities—individually and pointedly—in evaluating the need for parks and recreation at the local level and developing and implementing municipal or multimunicipal parks, recreation, and open space plans.	municipalities/school districts private recreation providers ACOPD
C6 Promote the development of conveniently located hiking, bicycling, nature, equestrian, walking, jogging, and fitness trails.	local park/recreation boards community/service orgs. municipalities/school districts walking/bicycling/eques. orgs. ACOPD
C10 Encourage municipalities and other recreation providers to review existing parks and facilities for compliance with the requirements of the Americans with Disabilities Act and Consumer Product Safety Commission regulations.	AC PROS Commission ACOPD
C12 Assist in evaluating special opportunities for land acquisition and/or park development, such as land donations, easement purchases, and similar projects.	Land Conservancy of AC municipalities AC Agri. Land Pres. Board ACOPD
C13 Maximize support for other public and private providers to meed critical needs for recreation facilities, thereby minimizing the need for the county government to meet future needs directly.	recreation providers municipalities/school districts
D1 Establish an Adams County Parks, Recreation, and Open Space Commission.	County Commissioners
D2 Establish ACOPD as the primary county support agency for performing parks, recreation, and open space preservation and conservation planning and implementation activities.	County Commissioners
D3 Adopt the *Adams County Vision for Parks, Recreation, and Open Space* as an amendment to the *Adams County Comprehensive Plan*.	County Commissioners
D4 Examine the status of the vision implementation annually, stressing goals, measures of achievement, and future direction.	AC PROS Commission ACOPD

RECOMMENDATION [a]	RESPONSIBILITY [b]
D6 Develop and maintain ACOPD staff capacity to perform planning and plan implementation functions related to parks, recreation, and open space.	ACOPD County Commissioners
D9 Develop a parks, recreation, and open space library.	ACOPD AC library system recreation providers
D11 Work closely with the county's six school districts to facilitate the use of schools as community activity centers—shown on the plan map as "school parks"—and to permit the greatest community use of schools.	AC PROS Commission ACOPD school districts
D12 Encourage volunteer involvement in all aspects of the parks, recreation, and open space system.	community/service orgs. recreation providers recreation providers ACOPD
D15 Encourage municipalities and other recreation facility owners to adopt appropriate maintenance standards to maximize safety and reduce the need for future capital replacement projects.	AC PROS Commission ACOPD municipalities
D16 Encourage recreation providers to jointly purchase expensive, labor saving equipment which is only used on a seasonal basis.	ACOPD
D17 Pursue funding and volunteer resources which will help to implement the *Adams County Vision for Parks, Recreation, and Open Space*.	AC PROS Commission ACOPD
HIGH PRIORITY—Projects and tasks which should be completed within 2-5 years of plan adoption.	
A4 Consider a wider application of the county zoning ordinance to help preserve and protect historic sites, streams, steep slopes, woodlands, wetlands, aquifers, and valuable wildlife areas.	County Commissioners AC Planning Commission
A5 Encourage municipalities to modify local ordinances to help preserve and protect historic sites, streams, steep slopes, woodlands, wetlands, aquifers, and valuable wildlife areas.	conservation organizations economic development orgs. residents
A6 Provide technical and other appropriate assistance to help municipalities use local regulations to support open space conservation.	ACOPD
A8 Work with local municipalities to develop model ordinance provisions and design guidelines which recognize and help protect scenic vistas ("viewsheds") throughout the county.	ACOPD
A10 Promote the development of an Adams County greenway system.	AC PROS Commission municipalities/school districts community/service orgs. Land Conservancy of AC economic development orgs. hunting/fishing/sportsmen's orgs. Audubon Society
A14 Encourage municipalities to adopt and landowners to use greenway planning and design principles where possible to enhance the preservation and enjoyment of Adams County's natural assets.	AC PROS Commission ACOPD

RECOMMENDATION [a]	RESPONSIBILITY [b]
A15 Encourage semipublic agencies—water authorities, electric and gas companies, railroads, and others—to open strategic rights-of-way for linear recreation use as part of a countywide greenway system.	municipalities AC PROS Commission ACOPD AC Planning Commission
A21 Establish Stream Corridor Protection Areas (SCPA's)—to include all land within 100 feet of a waterway bank and within environmentally sensitive areas beyond the 100 foot boundary—within which development is prohibited or carefully controlled.	municipalities
A22 Conduct and implement river conservation studies.	AC PROS Commission ACOPD
B4 Evaluate abandoned school buildings and facilities for community recreation potential before selling the assets for private reuse.	municipalities school districts
C5 Modify land development ordinances to require mandatory dedications for recreation.	municipalities ACOPD AC Planning Commission
C7 Develop (or assist others in developing) the following recreation facilities to meet existing recreation needs. **Fairfield** 1 baseball field 1 Little League/softball field **Littlestown** 1 baseball field 2 soccer/football fields 2 volleyball courts **Gettysburg/Central Adams** 5 baseball fields 5 Little League/softball fields 2 basketball courts 4 volleyball courts 5 tennis courts **Eastern Adams/Conewago Valley** 5 soccer/football fields 2 tennis courts **Upper Adams** No new facilities recommended in the near future. **Bermudian** 2 baseball fields 3 Little League/softball fields 1 volleyball court **Countywide** 3 swimming pools	recreation providers municipalities school districts nonprofit organizations community/service orgs.
C11 Consider developing a site and facility for outdoor performances and/or festivals, perhaps as part of the eastern Adams County subregional park.	AC PROS Commission AC Arts Council economic development orgs.
D7 Develop a Council of Recreation Providers.	ACOPD
D8 Sponsor community workshops on parks, recreation, and open space preservation and conservation.	ACOPD County Commissioners
D10 Develop a continuing educational program to inform municipal officials, school districts, nonprofit organizations, and other recreation providers about the importance and methods of implementing the *Adams County Vision for Parks, Recreation, and Open Space*.	ACOPD

RECOMMENDATION [a]	RESPONSIBILITY [b]
D13 Provide funding opportunities for the acquisition, design, development, maintenance, and security of county parks.	County Commissioners
D14 Initiate the establishment of an Adams County Municipal Parks Initiative Program.	County Commissioners AC PROS Commission ACOPD
MEDIUM PRIORITY—Projects and tasks which should be completed within 5-10 years of plan adoption.	
A13 Develop a scenic roads plan.	ACOPD AC Planning Commission
A16 Provide incentives to encourage greenways, and determine ways to maintain and oversee the use of greenways.	ACOPD municipal governments
A20 Provide technical and financial support through the Municipal Parks Initiative Program (see D15) to assist municipalities in acquiring and developing "close-to-home" greenways.	ACOPD
A23 Prepare a stream corridor protection handbook oriented toward landowners, developers, and development advisors.	conservation organizations ACOPD
B2 Strongly encourage swimming/drownproofing classes as a top priority program when new pools are built.	school districts community/service orgs.
B3 Encourage multimunicipal cooperation to provide more programs in the categories of dance, drama, language/mental, music, and the outdoors.	school districts recreation providers AC Arts Council
C2 Develop a subregional park in eastern Adams County.	County Commissioners AC PROS Commission ACOPD AC Planning Commission
C4 *Develop a subregional park in western Adams County.*	County Commissioners AC PROS Commission ACOPD
C9 Design and develop walking and biking paths not only for recreation but also to connect schools, parks, and other activity centers to each other and to surrounding neighborhoods.	ACOPD recreation providers
LOWER PRIORITY—Projects and tasks which should be completed within 10-20 years of plan adoption.	
A17 Incorporate hiking, walking, bicycling, and canoeing opportunities into the Adams County greenway system wherever possible.	AC PROS Commission municipalities ACOPD AC Planning Commission
A18 Design greenway routes which link historic resources wherever possible.	AC PROS Commission AC Historical Society ACOPD

RECOMMENDATION [a]	RESPONSIBILITY [b]
A19 Identify and develop greenway trail segments suited to handicapped access.	AC PROS Commission ACOPD
C8 Develop (or assist others in developing) the following ***additional*** facilities by planning area to meet projected recreation needs by the year 2010: **Fairfield** 1 tennis court 1 Little League/softball field **Littlestown** 1 baseball field 2 soccer/football fields 1 volleyball court 2 tennis courts **Gettysburg/Central Adams** 2 baseball fields 5 Little League/softball fields 2 basketball courts 1 volleyball court 3 tennis courts **Eastern Adams/Conewago Valley** 2 soccer/football fields 3 tennis courts 2 baseball fields 2 Little League/softball fields 1 volleyball court **Upper Adams** 1 soccer/football field 2 tennis courts **Bermudian** 1 baseball field 2 Little League/softball fields 1 volleyball court 1 soccer/football field 1 tennis court **Countywide** 1 swimming pool	recreation providers municipalities school districts nonprofit organizations ACOPD
D5 Conduct a major update to the plan in conjunction with updates to the county comprehensive plan to reflect changes in demographics, park needs, and recreation service demands.	ACOPD

[a] Recommendations are numbered for reference only. Numbers do not imply priority.

[b] The entity with primary responsibility for implementing a recommendation in listed first. Others listed have a supporting role.

Source: URDC

policy or make changes in policy and procedure. As such, implementing most of the recommendations will incur only administrative costs.

The major capital costs the county should incur will be related to the acquisition of land and development of the two county parks. Other parks and recreation facilities are the responsibility of local municipalities, private nonprofit organizations, or commercial recreation providers.

Land

A time-honored maxim identifies the three most important factors in determining real estate value as 1) location, 2) location, and 3) location. The adage applies to land values as well as buildings.

The two subregional parks recommended for development should be located in areas of the county which are accessible, but not intensely developed. According to ACOPD staff, vacant

land in rural parts of the county with no current or planned central water or sewer service might sell on the open market for approximately $2,000–$4,000 acre. However, county residents are very concerned with land preservation, and the fact that the land is to be used for a park may prompt a landowner to provide the site at minimal cost to the county. Participation in an acquisition strategy by the Land Conservancy of Adams County Land may be possible. Preservation techniques are discussed in the next section of the action program.

Subregional Parks

Some of the facilities in typical subregional parks are also found in community and neighborhood parks, the costs for which are illustrated in Table 12. In addition, costs of trails will depend on the length and surface of the trail. Generally, gravel trails are approximately $5.00–$8.00 per linear foot, while paved (bituminous) trails are approximately $11.50–$13.50 per linear foot.

Two examples provide a broad estimate of the cost magnitude for developing subregional parks.[21] Weaversville Park—site of a former state farm in Northampton County—is intended to be a regional park with a casual flavor. The county purchased the 215-acre site in 1994 from the state Department of Agriculture for $375,520.[22] The county prepared a site master plan, and the park will include the following facilities developed over nine phases:

Active facilities:
- 4 "casual" softball fields (backstop and skinned infield only)
- 1 all-purpose field
- 12 volleyball courts
- 2 bocci courts
- 4 shuffleboard courts
- 8 horseshoe pits
- 1 playground
- 1 tricycle track
- 8 tennis courts
- 1 ice skating area
- 1 sledding area

Passive facilities:
- 12 picnic pavilions
- picnic tables
- 1 gazebo
- 29,535 linear feet of pathways
- 2,900 linear feet of nature trails
- 3,415 trees
- 2 footbridges over creek
- 2 road underpasses

Support facilities
- 2 maintenance sheds
- 6,150 linear feet of paved roads
- 241 parking spaces in 7 areas
- restrooms for 7 picnic pavilions

Weaversville Park is projected to cost Northampton County about $2.5–$3.5 million, including land acquisition.

Naylor Mill Park, located in Salisbury, MD, is a 110-acre site which is much more elaborate than Weaversville. The park includes the Wicomico County Athletic Complex, which has hosted numerous national softball tournaments. The Naylor Mill Park Master Plan proposes the following improvements to the park in six phases:

[21] Neither Weaversville Park nor Naylor Mill Park is intended to be a suggested prototype for either of the recommended subregional parks in Adams County. The illustrations are provided solely to give the county an understanding of the types of facilities and potential magnitude of costs for planning purposes.

[22] The county paid about $1,750 per acre—half of fair market value—with a deed restriction that the property only be used for park and open space.

Active facilities:

- 2 soccer fields
- 6 sand volleyball courts
- 8 tennis courts
- 6 handball courts
- 40 horseshoe pits
- 1 archery complex
- 13 exercise stations
- playground
- 1 "casual" softball field (skinned infield and backstop only)
- 5,350 linear feet of jogging trail
- 1 pool complex (50-meter pool, wading pool, childs pool, bathhouse, and concession area)
- 3 ballfields
- 6,100 linear feet of fitness trail

Passive facilities:

- 1 dam
- 1 lake (60–70 acres)
- 1 canoe rental building
- 1 canoe launch area
- 2 picnic pavilions
- 75 picnic tables
- 4,000 linear feet of nature trail

Support facilities:

- 4,700 linear feet of road
- 760 parking spaces in 8 areas
- 840 linear feet of sewer line
- 600 linear feet of water line
- 2 sets of restrooms

Proposed improvements to Naylor Mill Park may cost an estimated $2.8 million, excluding land.[23]

Due to the substantial cost of acquiring and developing a subregional park, development may have to occur gradually over a period of years.

[23] The cost estimate assumes an estimated 30% increase in costs since 1990, when the park master plan estimated development cost to be $2,117,830. The park was already in public ownership, so land costs are not included.

Development costs for the type of passive park envisioned for Western Adams should be less than the development costs for the more active set of facilities envisioned for the Eastern Adams facility. The county should, however, develop a master plan for each subregional park after a site has been secured. The master plans will determine the nature, extent, and location of facilities and, therefore, the cost of each park.

Community and Neighborhood Parks

Costs of community and neighborhood parks will also vary. However, specific facilities are commonly found in local parks, and the cost of such facilities can vary greatly. General cost guidelines for community and neighborhood parks (Table 12) should help local park providers in assessing the potential costs of new community and neighborhood parks and facilities.

Bond Issue

The *Adams County Vision for Parks, Recreation, and Open Space* recommends that the Adams County Commissioners appoint a "green ribbon" commission to evaluate means to fund parks, recreation, and open space programs and development. The commission should evaluate the potential for Adams County to pass a bond issue to assist with necessary funding. The commission should also provide a recommended bond issue amount, which could be used to support a wide range of parks, recreation, and open space objectives, including:

- *Preserve Agricultural Lands/Agricultural Communities*—The role of agriculture in Adams County is evaluated and assessed in detail in the *Adams County Comprehensive Plan*. The Plan sets forth numerous goals and objectives designed to manage growth, sustain the county's agricultural industry, and focus most new development into relatively compact

growth areas centered on existing Boroughs and villages.

The county also administers an active Agricultural Land Preservation Program, for which demand has consistently exceeded available funding. A bond issue will not be a substitute for the Agricultural Land Preservation Program or essential private sector land conservation efforts. However, bond proceeds could be used to augment the funding available for both the County's Land Preservation Program and the efforts of the Land Conservancy of Adams County.

- *Enhance the Ability of Private Organizations to Preserve Land*—Conservation organizations (e.g. Land Conservancy of Adams County), community/service clubs (e.g. Upper Adams Jaycees), special interest groups (e.g. Audubon Society), economic development organizations (e.g. Gettysburg-Adams County Chamber of Commerce), and other private organizations have an interest in maintaining and improving the quality of life in Adams County. Bond proceeds could provide support for these and other private groups to undertake land conservation projects.

- *Preserve/Conserve Stream-Oriented Greenways (Streamways), Water Resource Protection Areas and Natural Areas*—The bond issue could provide a means to help preserve lands as part of the extensive network of streamways, other greenways, potential reservoir sites and aquifer recharge areas, and natural areas identified for protection in the in the plan. Thus far, within Adams County, streamways have received some minimal protections through floodplain and/or wetlands regulations, but, as development continues to occur, land use and environmental conflicts will become more evident and more comprehensive approaches will be needed to protect stream related resources. In some instances, the need to acquire land or development rights in close proximity to streams will become increasingly evident. With respect to water resources, many areas that are crucially important in terms of the counties future water quality and quantity can easily be lost to intensive development if steps to conserve these areas are not taken in the near term future.

- *Help Municipalities, Individually or in Groups, Meet Local Recreation Needs*—The *Adams County Vision for Parks, Recreation, and Open Space* recognizes the need for local government to take a stronger role in meeting local park and recreation needs, such as operating recreation programs and developing community and neighborhood parks. Bond funds could help individual municipalities or groups of neighboring municipalities meet local recreation needs. Several Pennsylvania counties have used bond funds to increase financial resources available to municipalities for local park and recreation planning and to assist in the implementation of projects that are consistent with a municipal park and recreation plan.

- *Acquire/Develop Needed Parks*—Bond proceeds could be used to help acquire land for new parks or to actually develop the parks in response to the needs identified in the *Adams County Vision for Parks, Recreation, and Open Space*. In addition to assisting local governments in the development of community and neighborhood parks, bond funds could be used to help the county, possibly in conjunction with partner organizations, acquire land and develop the two proposed subregional parks.

- *Preserve Significant Historic Sites*—Adams County has a wealth of historic sites which contribute to the understanding of the county's past. The bond issue could be used to preserve

significant historic sites and link them into com ponents of the proposed open space network.

- *Preserve Scenic Vistas/Scenic Roadway Corridors*—Bond proceeds could be used to help preserve noteworthy scenic views and vistas and as well as edges of scenic or historic roads which contribute significantly to the Adams County landscape.

- *Summary: Bond Funds Should Address Multiple Needs* — If Adams County pursues a bond issue to provide for its future recreational and open space conservation needs, this issue should facilitate a wide range of public benefits that together will help to ensure that the county's agrarian character will continue to exist in the next century, that its water resources will be protected, and that sufficient recreational, historic, and cultural amenities will be available to ensure that a high quality of life continues to exist. While this Plan focuses on recreational and open space resources, it must also be recognized that there are yet other challenges confronting Adams County, including, for example, the need to preserve future rights of way for transportation corridors, which should perhaps also be incorporated into a single bond issue initiative.

Administrative Costs

Many of the recommendations in this plan are intended to establish public policy regarding the provision of parks, recreation, and open space opportunities in Adams County. Many of the plan recommendations will, however, also require new administrative and fundraising efforts from county and local municipalities working in partnership with private community improvement, conservation, and business organizations.

METHODS OF PRESERVING OPEN SPACE

Adams County has long recognized the importance of retaining its agricultural land base and has developed strategies using numerous preservation techniques for preserving agriculture:

- The county has enacted a countywide comprehensive plan, which designates both growth and conservation areas, and which advocates policies and actions, consistent with the plan, which are intended to encourage most new development to locate in reasonably dense settings adjacent to established communities, thereby minimizing the spread of scattered development through productive agricultural areas.

- The county has activated differential assessment, a technique whereby farmland is assessed on the basis of its value for farm production instead of its value for development.

- State law permits municipalities to establish Agricultural Security Areas (ASA), into which many Adams County farmers have voluntarily enrolled their land. The County should continue to encourage farm owners who own land in designated agricultural resource protection areas to enroll in an ASA.

- The county has promoted agricultural zoning, a tool for municipalities to limit the development of farmland, and , when conducting reviews of development plans, has consistently recommended against the approval of large scale publicly funded or licensed projects that are potentially disruptive of agricultural practices.

- The county established an Agricultural Land Preservation Board to participate in the Pennsylvania Purchase of Agricultural Conservation Easements (PACE) program.

Table 12

COMMUNITY AND NEIGHBORHOOD PARK COST GUIDELINES

Community Park — area of intense recreation activity. Service areas typically encompass an entire community (2 miles or larger service area) and usually include a variety of athletic fields, courts and open space areas. While community parks are usually 25 acres or more, smaller parcels that serve an entire community can also be considered community parks. A typical community park, might include:

- multiple ballfields
- multiple basketball courts
- multiple soccer fields
- multiple volleyball courts
- multiple tennis courts
- modular play apparatus
- A large picnic pavilion and picnic tables under shade trees
- A walking and/or bicycle trail that winds through the parks and natural settings with interpretive plaques that identify native/ unique species of vegetation, wildlife habitats, forest regeneration
- Supporting facilities such as restrooms, water fountains, shade trees, and parking

Neighborhood Park — Areas that serve the surrounding neighborhood with open space and sometimes with facilities such as basketball courts, children's play equipment and picnic tables. Typical neighborhood parks are considered either small or large neighborhood parks and have a one-mile service area.

A typical large neighborhood park, 5-15 acres in size, could include the following facilities and amenities:

- a ballfield
- a soccer field
- a tennis or basketball court
- modular play apparatus
- Open play and landscaped areas
- Bird houses and interpretive signs to illustrate unique natural features on the site
- Supporting facilities such as benches, water fountains, and shade trees

A typical small neighborhood park, less than 5 acres in size, could include the following facilities and amenities:

- a basketball or tennis court
- a volleyball court
- modular play apparatus
- Open play and landscaped areas
- Bird houses and interpretive signs to illustrate unique natural features of the site
- Supporting facilities such as benches, water fountains, and shade trees

Estimated Costs

baseball/softball field	$65,000	volleyball court	$3,000
soccer field	$55,000	modular play apparatus	$15,000
double tennis court	$25,000	large picnic pavilion	$30,000
single tennis court	$15,000	picnic table	$600
double basketball court	$25,000	8' bench	$700
single basketball court	$15,000	100 car asphalt parking lot	$105,000

Note: All costs are to be used for *estimating only*. Actual costs will vary.

Source: URDC, 1996

- The county has taken steps to help facilitate the formation of a private Land Conservancy in Adams County.

Agricultural protection devices have enjoyed growing popularity in Adams County (Table 13). Other types of land—"unbuildable" land, forests, stream corridors, wetlands, floodplains, and public viewsheds—can be preserved in the open space network for a variety of reasons. Fortunately, many techniques are available which can maintain permanent open space without relying on public financing.

Many of the techniques involve zoning or subdivision regulations adopted and enforced at the local government (township or borough) level. Local land use regulation can be an effective vehicles for conserving open space. In Adams County, 22 of the 34 boroughs and townships have municipal zoning ordinances while all 34 municipalities have subdivision regulations. The county administers a county zoning ordinance in selected municipalities that do not have a local ordinance. Currently, the county ordinance is in effect in two municipalities.

Techniques that involve zoning or subdivision ordinance provisions are based on approaches adopted by other Pennsylvania municipalities and are consistent with both the Pennsylvania Municipalities Planning Code and relevant case law in the commonwealth. Commonly used mechanisms include:

- Modifications to Local Ordinances
  - Density Exchange Option
  - Cluster Zoning
  - Transfer of Development Rights
  - Compact Village Model
  - Mandatory Land Dedication

Table 13

AGRICULTURAL LAND PROTECTION
Adams County, 1991-1995

	AMOUNT		CHANGE, 12/91-4/95		
	12/91	4/95	AMOUNT	TOTAL PERCENT	ANNUAL PERCENT
Agricultural Security Areas					
Number of parcels	699	890 (approx.)	191	27.3	7.5
Acreage	62,214	81,000 (approx.)	18,786	30.2	8.2
Agricultural Conservation Easements					
Number of farms	10	32	22	220.0	41.8
Acreage	1,505	5,185	3,680	244.5	44.9

Source: Adams County Office of Planning and Development

- Fee-in-Lieu of Land
- Revised Plan Submission Process:
  - Existing Features/Site Analysis Plan
  - Site Visit and Conference
  - Conceptual Preliminary Plan
  - Detailed Preliminary Plan
- Four-Step Process for Designing "Open Space Subdivisions"

➤ Tax Considerations

- Tax Exemptions
- Preferential Assessment
- Tax Foreclosures

➤ Other Considerations and Measures

- Donations
- Conservancies
- Fee Simple Acquisition
- Installment Purchase
- Conservation Easements (Purchase of Development Rights)
- Official Map
- Land Exchange
- Landowner Compacts
- Reserved Life Estate
- Purchase and Leaseback/Resale
- Bargain Sale
- Donation of Undivided Interest
- Bequest
- Land Banking
- Escrow
- Land Trust
- Land Cooperative

Modifications to Local Ordinances

The development pattern in Adams County (Map A1) is a critical consideration in establishing an open space system. Pockets of residential land use dot the landscape along both major and minor roadways, and, in some locations, strip development lines county highways. Recently, however, most new development has located within moderate to large scale development sites at the edges of existing Boroughs and villages. While, with this growth pattern, there has been some extension of suburban development into rural areas, the county has avoided a widespread "invasion" of scattered low density residential development through out most of its countryside. This moderately dense development, that is occurring mostly within the growth areas identified in the county's 1990 comprehensive plan, provide the county and its communities with opportunities to create greenway networks that connect new neighborhoods into established community centers, school campuses, and recreation facilities.

At the same time, it must be recognized land prices are significantly lower than in the Harrisburg and Baltimore/Washington areas and Frederick and Carroll County Maryland. Therefore, new residential development occasionally involves relatively large lots, which fragment the rural landscape without providing housing opportunities for substantial numbers of people. There is some risk that the practice of subdividing large rural lots could increase in the future, if municipalities do not invest in additional infrastructure development within designated growth areas.

Adams County must encourage and assist municipalities in the creation and adoption of practical, equitable, and defensible provisions in zoning and subdivision ordinances to ensure that the existing, largely informal open space network remains intact over the coming decades. In addition, focused steps must be taken to protect critical open space and natural and cultural resources within designated growth areas. Emphasis should be placed upon floodplain, wetland, aquifer recharge areas, and historic site protection. Effective use of innovative zoning techniques and other community development incentives can help to create attractive, amenity laden communities that are

interlaced with greenspace and pedestrian and bicycle transportation opportunities.

Some of the techniques can take the form of requirements while others involve the creation of incentives for developers to produce well-conceived, visually attractive, and functional site plans, that will contribute to the creation of interconnected open space systems and greenways. Municipalities can provide a menu of choices for landowners and developers to consider with the clearly-stated directive that, at least in some areas, conventional development of house lots and streets on large lots, or the lining of existing country roads with narrow building lots, will not be an acceptable option.

Regulatory strategies can be combined with other approaches, including the purchase of development rights, fee-simple acquisition and donations of easements or land titles. The county could consider some funding to help preserve specific properties critical to the success of the conservation network. Bond issues can also be made available to help finance County and local land conservation efforts. Also other incentives to establish high quality land development practices, such as the establishment of a countywide annual awards and the provision of professional planning and design support through the county Office of Planning and Development should be instituted.

Density Exchange Option—Density exchange is a mechanism for a developer who controls (but not necessarily owns) two parcels to submit an application for developing the more suitable parcel at a higher than permissible density in exchange for conserving all or part of the other parcel which is not as suitable for development. The process is similar to transferring development rights (discussed later) except that specific parcels are involved in a specific submission, and the municipality having to designate specific "sending" or "receiving" areas. The objective of density exchange is to encourage the relocation of proposed subdivisions from developable rural areas that should remain as open space to other areas that are already partly or substantially developed and where new subdivisions would not create such an obvious intrusion into the countryside.

Two sets of written criteria define the characteristics of lands from which development rights may be purchased for use elsewhere, and other lands on which such rights may be used. Characteristics of "sending" properties typically include the characteristics that the municipality wishes to protect, such as prime farmland, scenic views, mature woodlands, significant habitats or proximity to existing conservation properties to provide additional buffering and/or to enlarge a block of protected land. "Receiving" properties would have different attributes, such as utilities, good soils for septic systems, a lack of special natural or cultural features to be protected, and proximity to other developed parcels.

Transfer of Development Rights—The Pennsylvania Municipalities Planning Code (Act 247, as amended) identified development rights as a specific characteristic of land which can be legally separated from the land upon which the development rights are inherently based. Development rights can be bought, sold and transferred independent of the land itself. Following any transfer of development rights, any agricultural use may continue, and property subjected to this transfer may be sold for agricultural or other non-development purposes.

Since it is a relatively new planning tool, only a few Pennsylvania municipalities have enacted TDR, but many are currently evaluating the concept. The TDR concept does not require common ownership of rights between the exchanging parcels. Instead, a municipality will designate specific "sending" areas to be conserved and "receiving" areas with the capacity to accommodate more

development than permitted in existing ordinances. The TDR concept requires no common ownership or control of the involved parcels.

Cluster Zoning—Cluster zoning provisions permit a smaller lot size than otherwise required in a zoning ordinance if the developer retains the unused land in open space. In other words, the development is "clustered" on the most suitable portion of the site as long as the total permitted density of development is not exceeded.

Compact Village Model—Compact villages may be used to accommodate growth in areas served by central water and sewer systems where it would also be desirable to encourage a diversity of housing sizes and types, including semidetached and multifamily dwellings at a variety of price ranges. Compact Villages include a variety of formal open space, such as greens and playing fields, and informal open space, such as natural areas in a greenbelt.

To encourage Compact Villages, local zoning ordinances can be amended regarding lot size, setbacks, street alignment, streetscape design, on-street parking, the provision of interior open space. The objective is to allow for village densities, where appropriate, in a manner that reflects the best of traditional villages and small boroughs in the county. Zoning standards can include numerous illustrations, including aerial perspectives, street cross-sections, building elevations, photographs, and streetscape perspectives, so that intending developers will know what the municipalities expects before preparing proposals.[24]

Mandatory Land Dedication—Municipal subdivision regulations can include a requirement that developers set aside a portion of the proposed development for recreation purposes, including open space, parkland and/or the construction of recreation facilities, or, as an alternative, that developers contribute funds in lieu of land reservation to a municipal recreation program. State law requires that a municipality have an adopted recreation plan which identifies the recreation and park needs which mandatory land dedications will help to address. The county can assist municipalities in preparing recreation plans consistent with the *Adams County Vision for Parks, Recreation and Open Space* and can also encourage municipalities to require the dedication of land which is part of the unified county open space system.

Many municipalities in Pennsylvania have provisions for mandatory land dedication for residential developments. Some municipalities are beginning to require a land dedication or fee from non-residential developments as well, using the justification that lunch time activities, industrial athletic leagues and other employee-related activities also provide a demand for public recreation facilities. Pennsylvania case law relating to public land dedication and fee-in-lieu-of land requirements is continuing to evolve in the courts.

Fee-in-Lieu of Land—Local officials may determine that the size or location of a proposed development or other circumstances at the time of submission do not warrant municipal ownership of a small amount of public land even though municipal ordinances require a mandatory land dedication. If the local subdivision ordinance permits, officials may require the developer to pay a fee to the municipality rather than dedicating land. The Municipalities Planning Code, which governs "fee-in-lieu-of-land" arrangements, requires the municipality to have an adopted recreation plan and to use the money to defray the cost of acquiring other land that is more appropriate for public recreation. As with land dedication, the issue of whether non-

[24] An excellent resource in preparing zoning design standards for Compact Villages is *Visions for a New American Dream: Process, Principles and An Ordinance to Plan and Design Small Communities*, by Anton Nelessen.

residential developments can be subject to land or fee extractions for recreation is unclear.

Revised Preliminary Plan Submission Process— The preliminary plan submission process can be revised to encourage developers to employ design techniques that are based upon greater sensitivity in preserving landscape features. The revised process involves four steps:

➤ Existing Features / Site Analysis Plan

An "Existing Features / Site Analysis Plan" can be required of subdivision applicants. The plan should illustrate all environmental features and sensitive site conditions, such as topography, wetlands, soils suitable for septic systems, vegetative patterns (meadows, fields, ordinary woodlands, and mature woodlands), large trees (over a specified diameter), scenic landscapes or roadside vistas, sites identified in the Pennsylvania Natural Diversity Inventory (PNDI), significant wildlife habitats, and existing trails, paths, walls, fences, and structures. The plan should also show areas of preserved open space on adjoining parcels so that open space on the development parcel is connected to adjoining open space areas wherever possible. The information on the plan will provide the basis for the first conceptual (or sketch) layout that the applicant submits to the municipality for initial review and comment.

➤ Site Visit and Conference

After the Existing Features / Site Analysis Plan is prepared, the subdivision ordinance can require an on-site visit for local officials with the applicant to familiarize everyone with the special features of the property. Municipalities should be encouraged to involve the county planning staff at this early stage of plan preparation. Following the site visit, an informal Pre-Submission Conference would give local officials an opportunity to discuss preservation of property features with the applicant, agreeing on the location of development areas and conservation areas.

➤ Conceptual Preliminary Plan

After the Existing Features / Site Analysis Plan, site visit and conference are completed, the applicant can prepare a Conceptual Preliminary Plan. The Conceptual Preliminary Plan should be a broad, conceptual sketch plan of the development proposal, based upon a thorough analysis of the site, locating all special features of environmental, historic, scenic, or cultural interest. The Conceptual Preliminary Plan would be reviewed during the first 30 days of the 90-day statutory period for preliminary plans in the Municipalities Planning Code. Emphasizing the conceptual nature of the first plan is very important in order to avoid high engineering costs and maintain flexibility until both the municipality and the applicant agree about the overall pattern of development and open space. Design detail should be kept to a minimum, because engineering costs—more than any other factor—traditionally make applicants extremely reluctant to modify initial proposals.

➤ Detailed Preliminary Plan

The Detailed Preliminary Plan should be reviewed during the next 60 days of the 90-day review period. The detailed plan would include all items required for preliminary plans with all engineering detail relating to metes and bounds, soil percolation tests, road cross-sections and profiles, drainage plans and calculations.

After the preliminary plan review is complete, a revised and refined version of the Detailed Preliminary Plan, the Final Plan is submitted for review and approval by municipal officials. If the recommended submission process has been followed, most comments would already have been incorporated into the design, making the Final

Plan review essentially a formality involving little technical evaluation or decision-making.

At first glance, the revised process may seem more cumbersome and time-consuming by replacing one step (preliminary plan) with four. However, the process takes no longer than the current preliminary plan process (90 days, as mandated by state law), the 2 additional drawings (Existing Features/Site Analysis Plan and Conceptual Preliminary Plan) are quick sketches which are easy to produce, and the process is designed to increase the flow of information between developer and local officials in order to save costly changes and engineering tasks.

Designing Open Space Subdivisions—Within rural areas that are not reserved for the strictest agricultural conservation, the county can promote the concept of open space subdivisions for the design of new residential areas—both large and small. Open space design techniques should be encouraged both within designated growth areas and in those rural areas where low density rural development as opposed to farmland protection is a primary land use objective. Municipalities can provide strong incentives for developers to use a four-step process (Figure 4) to recognize and support the county's open space network.[25] The four-step approach for designing open space subdivisions can be incorporated into all municipal subdivision ordinances on a permissive (not required) basis.

Designing open space subdivisions requires two relatively simple and straightforward site planning exercises:

- Sketching a conventional layout, realistically and with only minor engineering involvement, to determine the maximum number of home sites or building lots that the property will yield given inherent physical constraints (e.g. floodplains) and current regulatory requirements (e.g. conventional subdivision and land development and/or zoning ordinance standards).

- Sketching the Existing Conditions / Site Analysis Plan, which identifies special environmental, historic, land use, and scenic features of the property that are worthy of protection. The Existing Conditions / Site Analysis Plan begins both the submission process discussed above and the design process outlined below.

Step 1—After completing the Existing Conditions / Site Analysis Plan, 2 types of open space worthy of protection should be identified: Primary and Secondary Conservation Areas. Primary Conservation Areas include unbuildable wetlands, floodplains and steep slopes. Secondary Conservation Areas include other parts of the property that contain special features which would otherwise remain unprotected, such as outstanding trees, stone walls, open fields or meadows within the public viewshed.[26] The balance of the property, called "Potential Development Areas," includes the proposed house lots. Step 1 should also protect scenic vistas in a manner that enables the open space in one subdivision to connect with open space in future developments on adjoining parcels. One advantage of the four-step approach is enhancement of the natural habitat by creating larger contiguous blocks of conservation land, and by preserving wildlife travel corridors.

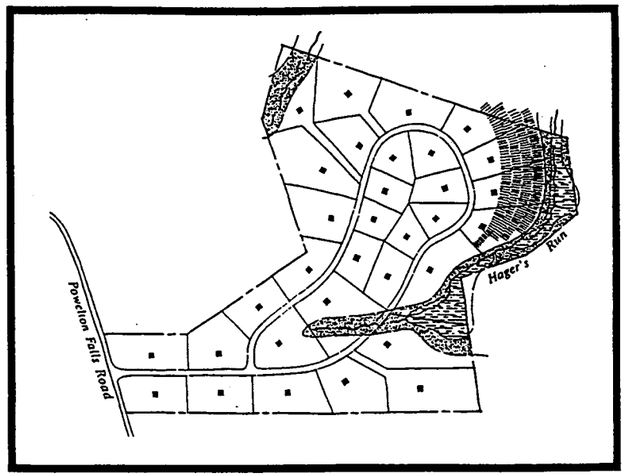
[25] The four-step design process is described and illustrated in detail in *Designing Open Space Subdivisions: A Practical Step-by-Step Approach* by Randall Arendt of the Natural Lands Trust.

[26] One distinguishing characteristic of Primary and Secondary Conservation Areas is that developing Primary Conservation Areas often risks public safety. To encourage preservation of features which would enhance the living environment even though public safety is not at risk, full density credit should be given for Secondary Conservation Areas.

Figure 4

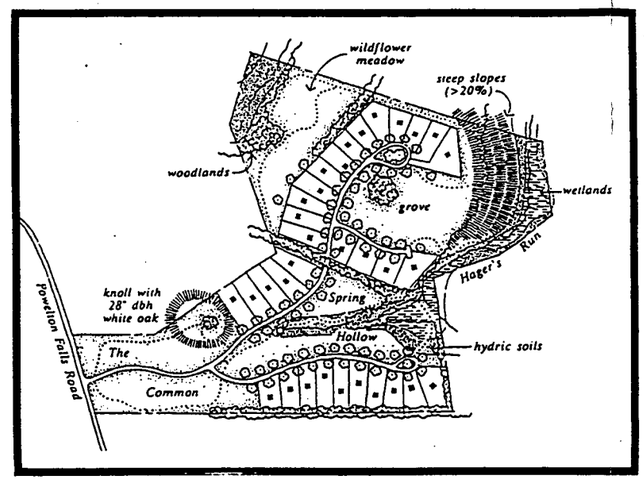
AN APPROACH FOR DESIGNING RESIDENTIAL SUBDIVISIONS

A CHOICE

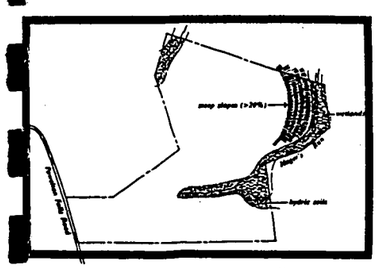


Conventional Subdivision

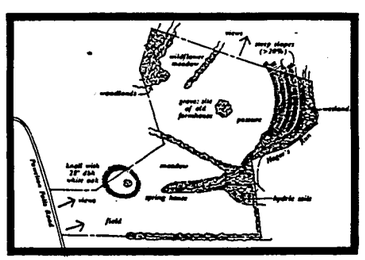
OR



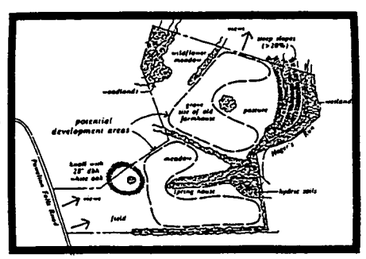
Open Space Subdivision



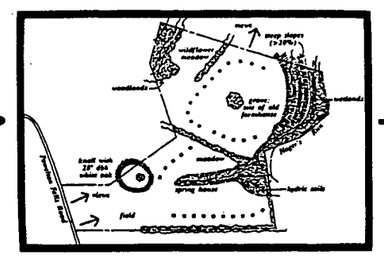
Identifying primary conservation areas.



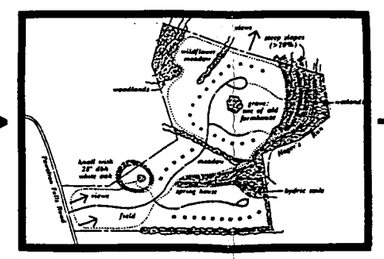
Identifying secondary conservation areas.



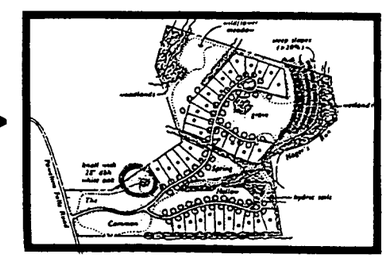
Identifying potential development areas.



Locating potential house sites.



Designing road alignments and trail links.



Drawing in the lot lines.

SOURCE: R. Arendt, Natural Lands Trust

Step 2—After identifying the open space to be preserved, potential home sites should be located, maximizing the number adjoining or near the open space preserve in order to provide good views and/or convenient access.

Step 3—After home sites are located, the road system should be developed, including access to each homesite and informal neighborhood footpaths for pedestrian circulation through the designated open space.

Step 4—After laying out a road system, lot lines can be delineated.

The four-step process flows in reverse order to traditional subdivision development and places the greatest emphasis on delineating the overall pattern of conservation and development before any other site planning details are undertaken. Open space subdivisions should be consistent with the municipal open space plan. Municipalities can also require that such plans be prepared by competent professionals. Typically, a design team may be led by a landscape architect or professional planner and include a land surveyor and a civil engineer.

The county can also urge municipalities to strongly encourage or require designated open space to conform to a Map of Conservation and Development so that the newly-protected open spaces will contribute to the county's unified open space network. Municipalities can encourage or require developers to set aside as open space as shown on a map of the county's open space network. Intending subdividers would base conceptual development plans on the municipal map of open space and design streets and house lots within the areas shown on the map as the most appropriate locations for new development.

Tax Considerations

Property taxes are an economic burden to all landowners. Several mechanisms for land conservation involve the issue of taxes.

Tax Exemptions—In some cases, land could be exempted from property taxes in exchange for development concessions. A key parcel for the open space system might be exempted from property taxes in return for the owner agreeing to a perpetual open space easement or developing the land for public recreation.

Preferential Assessment—Under preferential assessment, land is taxed on the basis of it's current less intense use instead of it's more intense development potential. The technique is currently used in Adams County to help preserve farmland and can also be used effectively to encourage the donation of conservation easements. Preferential assessment does not insure long-range or permanent open space preservation, but does help the owner maintain a property in open space by recognizing the value of the current, passive use. Restrictions on the land for open space and related uses must be clearly identified. Also, as an incentive to maintain a property in open space, the taxing bodies should be fully compensated for lost revenue during the period of reduced assessment if the property is ever sold and developed for more intense uses.

Tax Foreclosures—Open spaces on which property taxes are delinquent can be taken over by the taxing jurisdiction. Foreclosures may be useful if parcels are located in key parts of the open space system or if delinquent land can be exchanged for land within the open space system.

Other Considerations and Measures

Many open space elements can be protected by other land use regulatory provisions. Other tech-

niques not related to local land use regulation are also available to support the county's land conservation network.

Donations—In many areas of the state, land might never be offered as gifts to a municipality, county or conservation organization. In Adams County, the national and international interest in the Gettysburg area combined with residents' fervent desire to retain the county's rural and historic character in the face of increasing growth pressure create a significant potential for land donations.

Tax laws and personal interests provide tremendous incentives for land donations. Donors are eligible for reductions in federal income and capital gains taxes, and heirs benefit from reduced inheritance taxes. Land donations may also qualify as a deduction on federal income taxes as a charitable contribution. Landowners often have an interest in knowing that the natural lands which have a strong personal meaning and an ongoing value to wildlife and future residents of the community will be preserved in perpetuity.

Conservancies—One of the most important considerations in land donation is the recipient's ability to responsibly care for land resources. Statewide and nationally, conservancies—also known as "land trusts"—have been very effective stewards of land-based community resources by managing resources through acquisition or conservation easements. Potential areas of involvement for conservancies include open space, natural features, wildlife habitats, water resource protection, historic preservation, and agricultural preservation.

The Land Conservancy of Adams County has recently been formed. The conservancy should be an important partner and key participant in the development of the county's open space system and in the protection of the County's agricultural, natural, and historic resources.

Fee Simple Acquisition—Land acquisition by the county and local municipalities can also play a role in the overall strategy for protecting Adams County's open space and environmental resources. The Commonwealth's Keystone Grant Program is an ongoing source of funding for acquisition and development of recreation and open space resources. (State and federal grants are discussed in a later section.) Public acquisition is usually restricted to key parcels necessary to meet public recreation and open space needs.

Installment Purchase—Installments can be used to facilitate public acquisition of land over a specified period of time. Typically, a per acre price is negotiated and the purchaser agrees to pay for a specified number of acres per year until the parcel is completely sold. The landowner is relieved of property taxes at the time of the negotiated agreement and is usually permitted to remain on the land until all or a portion of the land is purchased.

Conservation Easements—One of the most reliable preservation strategies is to legally protect open spaces through permanent conservation easements. In essence, conservation easements involve the purchase of development rights in order to preserve land in either a natural or relatively undeveloped condition. The Commonwealth's program for preserving important agricultural lands—in which Adams County is an active participant—is based on the purchase of Agricultural Conservation Easements. Easements are either held by governmental organizations to which donations have been made or which have negotiated purchases, or they are held by conservancies, which are officially recognized charitable non-profit organizations. Easements may involve donations or purchases of development rights for a specified period of time or in perpetuity.

Easements are more effective than deed restrictions because deed restrictions must be enforced by prior owners who sometimes are not concerned

enough about violations to take legal action. Common examples of easements are the linear rights-of-way held by utility companies. Easements run with the chain of title and are recorded in the County Registry of Deeds. Conservation easement donation is also eligible as a charitable contribution for federal income tax purposes.

Official Map—An Official Map is a little-used tool available to local governments through the Municipalities Planning Code which locates programmed future public improvements. Open space parcels and corridors can be put on an Official Map to illustrate the local government's intention to retain the areas for open space. Developers would then be advised to consider the identified open space within future development proposals.

Notations on an Official Map are not permanent. The "reservation" of land for public purposes via the Official Map may expire, and the law allows property owners which meet certain conditions to apply for a Special Encroachment Permit to develop land noted on the Official Map.

Land Exchange—A land exchange involves simply trading ownership of property between two or more parties. For instance, a municipality may offer a parcel in public ownership suitable for development to the owner of a key parcel in the open space system.

Landowner Compacts—A landowner compact is a voluntary agreement among two or more adjoining landowners to essentially dissolve their common, internal, lot lines, and to plan their several parcels in an integrated, comprehensive manner. Areas for development and conservation could be located so that they would produce the greatest benefit, allowing development to be distributed in ways that would preserve the best parts of the combined properties.

Using a simplified example, all the development that would ordinarily occur on two adjoining parcels could be grouped on the one containing the best soils or slopes, or having the least significant woodland or habitat, leaving the other one entirely undeveloped. The two landowners would share net proceeds proportionally, based upon the number of house lots each could have developed independently.

Reserved Life Estate—Under a "life estate" provision of a real estate sales agreement, the seller of the property retains the right to use the property until certain conditions are met. Typically, a life estate provision is used so that the seller can maintain a residence on the property. A life estate provision permits the owner of a property to realize the financial value of the property which would otherwise pass to his/her estate. After the conditions of the provision are met—often the death of the seller—the buyer takes ownership of the property.

Purchase and Leaseback/Resale—A buyer can place restrictions on the use of a property purchased in fee simple, then sell or lease the land to interested parties with the restrictions. The buyer—often a government entity with an established land use policy—can have some control in the use of the land without bearing the full cost of ownership. Reselling (instead of leasing) some or all of the land after placing deed restrictions can relieve the local government of maintenance obligations and return the land to the tax rolls.

Bargain Sale—Land can be sold for less than full value, providing some money for the landowner and the tax benefits of a "charitable contribution" (the difference between the sale price and the value of the land).

Donation of Undivided Interest—If land is owned jointly, one of the owners can donate his or her interest in the property without the land itself changing ownership. Donation of undivided interest may be used to provide a voice for conservation interests during discussions about future use of the property.

Bequest—Land donated through a will is termed a "bequest."

Land Banking—The sale or lease of land can be restricted to a portion of available land or to specified future uses. The undeveloped land is "banked" either for a specified future use, a portion of which would remain as open space, or specifically as open space to meet future community needs.

Escrow—Escrow accounts in land preservation are most commonly used to insure continued maintenance. Land title or rights can be placed in escrow, but the technique is used most often to fund perpetual care of environmentally sensitive areas.

Land Trust—A land trust is a private, nonprofit corporation formed specifically to acquire and manage open spaces. A "community land trust" is a specific variation in which the trust assembles a large land area, permits strategically placed residential development, and manages the remaining open space similar to a homeowners' association.

Land Cooperative—A land cooperative or "land compact" is a formal or informal agreement between adjacent landowners to restrict development. Foresighted landowners understand that the use of neighboring properties has a direct effect on the desirability and value of their property.

FINANCIAL RESOURCES

Financial resources for parks, recreation and open space conservation can come from many sources. Grants, loans, fundraising programs, and other techniques can be used to support worthwhile land acquisition and park development.

Local Funding Sources

User Fees—User fees are revenues collected directly from the people who use a program or facility. Certain offerings, such as adult fitness programs, can be run in a business-like fashion for greater efficiency and a fair distribution of costs.

User fees can help avoid unnecessary costs. For example, if coin-operated lights are used on a tennis court, the electricity is only being used when the court is occupied. User fees should not exclude lower income families nor should they be charged if administration would be burdensome.

Bond Issues—Bond funds may be borrowed by a municipality or authority to implement an approved list of capital improvements. Bonds can either be *general obligation bonds*, which are repaid from general revenues, or *revenue bonds*, which are repaid from revenues generated by specific improvements. A bond issue can be appropriate to fund projects with a long life expectancy. Payments are spread over the many years during which project benefits will be enjoyed. The total cost of a project funded through a bond is higher because of interest charges. Bond issues are most advantageous when interest rates are lowest.

Fundraisers—Fundraisers are special purpose campaigns designed to solicit money from households and businesses. Contributions are collected in tandem with a publicity campaign that focuses on the need and the public benefit associated with a particular improvement such as a new community park. Walk-a-thons, bake sales, and other special events can be used to generate interest. Fundraisers also appeal to a person's civic duty and provide businesses a chance to receive good publicity.

State and Federal Funding Sources

Keystone Program—The Keystone grant program, administered through the PA Department of Conservation and Natural Resources (DCNR), is the single most comprehensive source for state funding for parks, recreation projects, and land conservation. The program provides grants for acquisition

and development of facilities and for planning, implementation, and technical assistance (PITA). The program has 3 separate components:

➤ Community Grant Program

- Eligible applicants: municipalities
- Types of projects:
  - acquisition/development
    - acquisition
    - park rehabilitation/development
    - small communities/small projects
  - PITA
    - circuit riders
    - comprehensive parks, recreation, and open space plans
    - swimming pool feasibility studies
    - recreation facility feasibility studies
    - greenways
    - master site plans
      - county natural areas inventory
    - peer-to-peer programs
- Maximum funding amount:
  - acquisition—none
  - park rehab./devel.—none
  - small comm./small projects—$20,000 max.
  - PITA—none
- Maximum funding level:
  - acquisition—50%
  - park rehab./devel.—50%
  - small comm./small projects—100%
  - PITA—50% to 90% (varies by prog.)

➤ Rails-to-Trails Grant Program

- Eligible applicants:
  - municipalities
  - other appropriate organizations
- Types of projects:
  - acquisition/development
    - acquisition
    - rehabilitation/development
  - PITA
    - feasibility studies
    - master plans
    - special purpose studies
- Maximum funding amount: none
- Maximum funding level: 50%

➤ Rivers Conservation Grant Program

- Eligible applicants:
  - municipalities
  - other appropriate organizations
- Types of projects:
  - acquisition/development
    - acquisition
    - development
  - PITA
    - conservation plans
    - implementation projects
- Maximum funding amount: none
- Maximum funding level: 50%

The Keystone Grant Program is administered through the PA Department of Conservation and Natural Resources (DCNR).

Land and Water Conservation Fund—The LWCF provides relatively small amounts of federal money to municipalities. The program is administered through the state DCNR. The program requires a 50% local match and the land must be owned by the applicant if park improvements are proposed.

Transportation Enhancement Projects—The federal Intermodal Surface Transportation Efficiency Act (ISTEA) allocates funds to each state for projects which involve transportation-related activities outside of the traditional highway construction and mass transit projects. Eligible activities include bikeways, pedestrian trails, rails-to-trails projects, archaeological research and planning, scenic easements, historic bridge improvements, historic transportation building improvements (such as train stations), removal of billboards and related initiatives. Enhancement grants

are 80 percent of total project costs. No maximum grant amount has been established. In most cases, the money must be spent in connection with another project that receives federal funding. The program is administered through the PA Department of Transportation.

Recreation Trails Program (Symms Act)—The Symms National Recreational Trails Act of 1991—part of the ISTEA legislation—established a program for allocating funds to states for recreation trails and trail related projects. Symms Act funds may be used for:

- Trail maintenance
- Acquisition and development of trails and trail-head facilities
- Improving access and use of trails by persons with disabilities

Local governments, state and federal agencies, organizations and individuals are all eligible for 50% project funding up to $20,000. The program is administered by the DCNR in coordination with the Pennsylvania Recreation Trails Advisory Board.

PA National Guard and US Army Reserve—The Pennsylvania National Guard and the US Army reserves both provide engineering and construction services at no cost or at a reduced cost to communities undertaking certain public works projects. Neither group has a fixed schedule for such services. All requests are reviewed on a case-by-case basis, considering the type of project, the services required, and the current training agenda. Work is performed over a series of weekends or as summer camp projects which are completed over a consecutive 10-14 day period. Requests for consideration by the National Guard should be forwarded to the State Department of Military Affairs, Fort Indiantown Gap in Annville, PA Requests for consideration by the U.S. Army Reserves should be forwarded to Army Reserve headquarters in Willow Grove, PA.

Other Cost Conscious Techniques

Other techniques are available to help to develop greenways, parks, recreation facilities and other opportunities for leisure activities without requiring significant public funds.

Environmental Group Assistance The Adams County Land Trust, the Friends of the National Parks at Gettysburg, the Strawberry Hill Nature Preserve and other groups concerned with the condition of natural, historic, or cultural resources or the use of land resources might provide technical assistance, financial advice landowners on major tax advantages and possible assistance in fundraising.

Adopt-A-Park Sponsorships—Community groups or private companies will sometimes volunteer to be responsible for maintaining and/or improving a recreation area. The Adopt-A-Park concept helps perpetuate the public enthusiasm that often peaks at the end of the project construction phase.

Gift Catalogs—Land or materials needed for park development are often obtained through donation. A widely-used related technique is a gift catalog: a portfolio or brochure that itemizes and attractively illustrates specific items that are needed in a park such as trees, benches, and play equipment. The gift catalog is a proven way to publicize park needs and to give individuals, organizations, and businesses an opportunity to buy a needed park improvement for the people in the community.

Park Endowment Fund—Proceeds from fundraisers, donations, and bequests can be invested and the proceeds used for land acquisition, facility rehabilitation, new facilities, maintenance, and other activities that will enhance parks in a region or a municipality.

Scrounging—Many businesses own unused items which might be useful to local agencies. "Scrounging" is the often-used term in parks and

recreation for locating, soliciting, accepting, and stockpiling miscellaneous items for short- or long-term use. For example, utility companies may be able to provide cable reels and railroad ties. Private companies may also be a source of building materials, such as barrels, lumber, nails, drums, and concrete.

Employee Recreation—Since employee recreation programs often involve the use of public recreation areas, corporations are often willing to financially support local recreation. Employers may also provide facilities for employees. Local groups should work cooperatively with employers to allow public access to private facilities, perhaps during non-work hours. In order to foster a cooperative relationship, organizations should stress to business the benefits of employee recreation, such as increased productivity, reduced absenteeism, and enhanced morale.

Commercial Recreation—The facilities and programs offered by local leisure providers can be supplemented by private, for-profit (commercial) recreation providers. Commercial providers should complement rather than compete with the public sector by filling roles which are inappropriate or economically infeasible for the public sector. Profit-oriented recreation helps to stimulate the local economy through new jobs and an increased tax base. The coordinated efforts of the public and private sectors can be mutually beneficial and enhance the spectrum of leisure opportunities.

Volunteers—Volunteerism is a way of life for many people and many organizations rely on the efforts of citizens to achieve their goals and sustain their programs. Volunteers are a valuable resource for enhancing existing parks, developing new parks, and providing recreation programs. Examples of volunteerism abound: constructing playground equipment, providing park maintenance and serving as leaders for activities and fund-raisers, and teaching recreation programs. A well-organized volunteer program has many benefits such as enhanced public relations and an increased pride and interest in parks. A good volunteer experience also helps create a stronger sense of community pride. Volunteers are needed to provide some of the essential services that cannot be funded in a municipal budget. In addition, volunteers bring many special skills to the program that are not otherwise available.

To maximize the effectiveness of volunteer resources, each job must be defined in advance. Each volunteer and supervisor must know the skills or training required to do the job, physical requirements of the job (e.g. whether the job can be done by a male or a female, adult or youth), and any other requirements which the volunteer must meet. The work must be planned so that properly trained volunteers are available when the job needs to be done. Jobs should be important and challenging enough to hold the volunteer's interest.

The need for volunteers should be fully publicized. Volunteer recruitment articles in local papers and flyers are examples of means by which volunteers can be recruited. Volunteers themselves, especially those who have had good volunteer experiences, can recruit other volunteers. Recruitment efforts should indicate, at least generally, what type of volunteers are sought (e.g. coach, craft instructor). Successful volunteer programs share two characteristics:

- Strong organization—The volunteer supervisory position (e.g., Volunteer Coordinator, Director of Volunteer Services) is full-time in many agencies.

- Public recognition—A volunteer is rewarded primarily with the satisfaction of knowing that their work is appreciated. Organizations which recognize volunteers through dinners and other public events have the most loyal, faithful, and productive volunteers.

Appendices

A - Background

B - Public Recreation Areas and Facilities

C - Recreation Program Categories

D - Public Survey Results

E - Model Ordinance Provisions

BACKGROUND

The chapter "Adams County Today" summarized information about Adams County which helps people understand the county's needs for parks, recreation, and open space. Appendix A provides a more complete discussion of the information relating to the following subjects:

- History and Regional Location
- County Growth Perspective
- Planning Areas
- Social and Economic Characteristics
- Natural Features
- Selected Man-Made Features

HISTORY AND REGIONAL LOCATION

The history and regional location of Adams County are important to recreation planning for several reasons:

- The rich history of Adams County is an important recreational resource, giving pleasure to many who walk or drive for enjoyment.

- The county's location on the fringe of the Baltimore and Washington metropolitan areas is attracting more and more people seeking an alternative to the frenetic pace of urban living. An increasing population creates a greater need for parks and recreation facilities. Furthermore, development reduces the amount of open space available, which increases the need to preserve open space as development pressure grows.

- Several large parks outside the county help meet the recreation needs of Adams County residents. Six state parks—almost 9,000 acres[1] of recreational opportunities—are located within 10 miles of the Adams County line:

State Park	*County*	*Acreage*
Caledonia	Franklin	1,130
Codorus	York	3,324
Gifford Pinchot	York	2,338
Kings Gap	Cumberland	1,439
Mont Alto	Franklin	24
Pine Grove Furnace	Cumberland	696
TOTAL ACREAGE		8,951

Adams County lies on the southern border of Pennsylvania (see Map 1 in the body of the report), surrounded by three counties in Pennsylvania (Cumberland, Franklin and York) and two counties in Maryland (Carroll and Frederick). The southern boundary of the county is part of the renowned Mason-Dixon line, established in 1764 by the two surveyors for whom the line is named, to separate the lands of the Penn family from the lands of Lord Baltimore.

First settled in the mid-18th century, the county is world famous as the site of the Battle of Gettysburg, one of history's most ferocious battles and the turning point of the Civil War. The battle gave Adams County a strong sense of history, reinforced by the designation of President Eisenhower's home and farm adjacent to the battlefield as a National Historic Site.

The county seat of Gettysburg is the most populous municipality in the county. The 1991 *Adams County Comprehensive Plan* identifies development pressure from several directions:

- Southeast and southwest due to higher land costs and stricter development regulations in Maryland

- East and west due to the expansion of nearby urban centers such as York, Hanover, and Chambersburg, and

- North due to the emerging employment centers outside Harrisburg.

[1] Source for acreage: *PA State Parks Recreational Guide* (PA Dept. of Environmental Resources, 1993)

Continued residential development pressure will add not only to the demand for recreation programs, active and passive recreation facilities throughout the county but also to the growing recognition of the need to conserve land and preserve open space.

COUNTY GROWTH PERSPECTIVE

The generalized development patterns in Adams County (Map A1) include concentrations of single-family detached homes, typically located along collector or arterial roads; at intersections to form boroughs, towns and villages; or around man-made lakes—Lake Heritage and Lake Meade. Boroughs—such as McSherrystown, Biglerville, and East Berlin—and older villages, located at crossroads—such as Heidlersburg, Germantown and Cross Keys—typically have a mix of housing types and include centrally located nonresidential uses, such as stores, services, and businesses.

Nonresidential areas include such diverse uses as quarrying, manufacturing, retail commercial, and public institutional (Gettysburg National Military Park). The Gettysburg National Military Park and the quarry in Oxford Township—nearly a square mile in area—are examples of large single nonresidential uses.

Smaller areas of nonresidential use include retail commercial or service businesses, typically located at highway crossroads or on arterial and major collector roads. U.S. 30 and S.R. 34 support much of the highway commercial development in the county, which has seen strong growth in retail and service employment in the last 10 years. Major strip commercial development has raised concerns in the Gettysburg area about the scenic integrity of the Military Park and opportunities for borough growth. Retail and service industry growth is projected to continue in the 1990s, particularly in the eastern part of the county.

Several development-related events in Adams County since 1995 have added to the potential for future growth pressure even greater than exhibited by the estimated population growth between 1990 and 1995 (Table A1):

- The Gettysburg Borough Authority has agreed to extend central water service eastward from the borough in the vicinity of U.S. 30.
- Portions of eastern Adams County reportedly have excess capacity in central water and sewer systems.
- The proposed Adams County Business Park at the interchange of U.S. 15 and 30 has recently changed focus. Instead of the light manufacturing orientation traditionally found in suburban industrial parks, the county is entertaining proposals for alternative development of the land. Reportedly, two possible development ideas are:
  - A major visitors' center for the Military Park along with a multi-screen movie theater and accessory retail uses
  - A complex of outlet stores similar to the outlet malls found in Reading, PA

  Development in the business park will increase pressure for public services in the eastern part of the county by creating either additional visitation or increasing the county's attractiveness to potential residents.

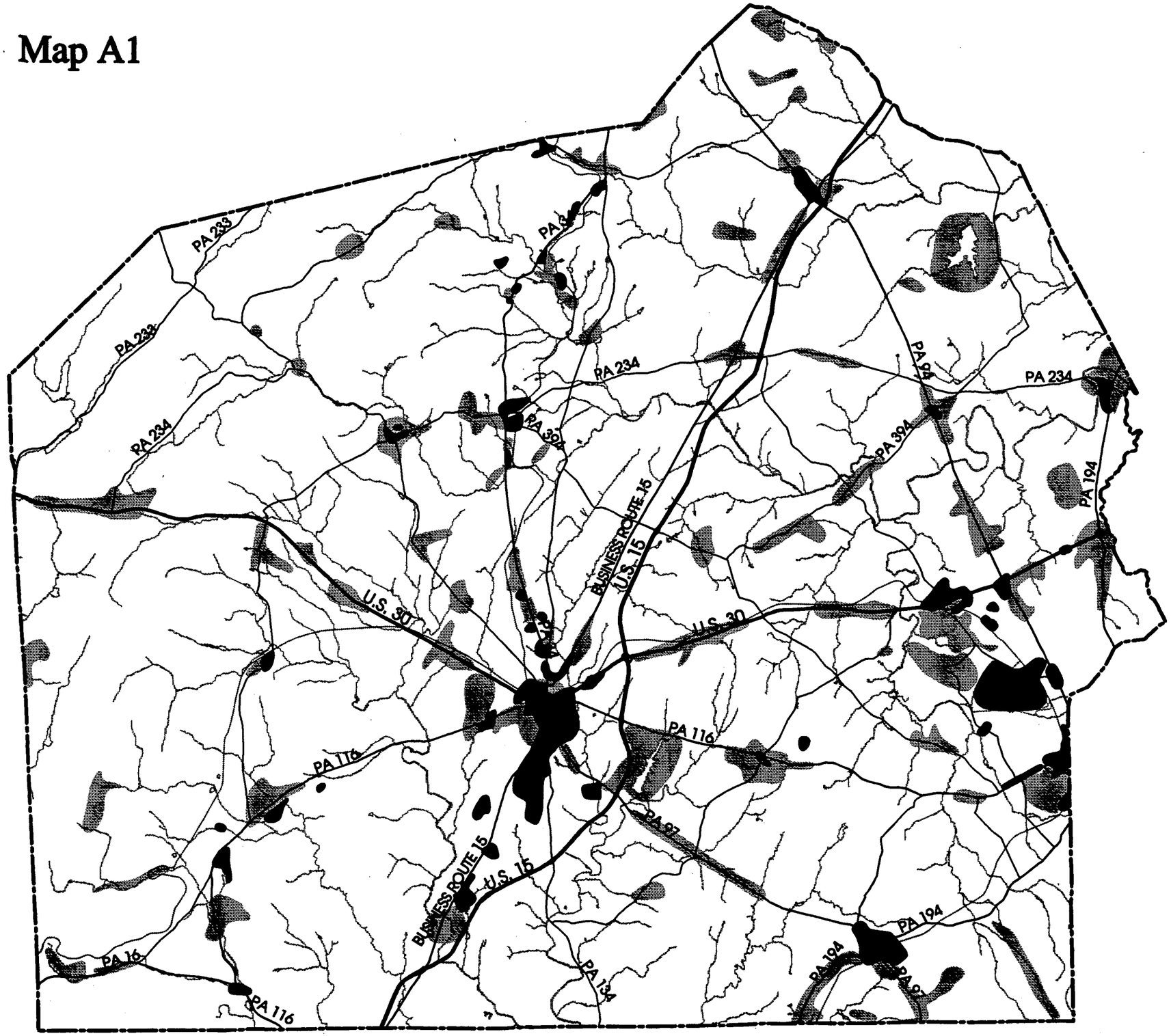
PLANNING AREAS

The *Adams County Vision for Parks, Recreation, and Open Space* recognizes that recreation needs and desires will vary in different sections of the county. Each section has unique demographics, natural and other physical features and existing recreation opportunities which result in different needs for parkland and open space, recreation facilities and programs. The *Adams County Vision for Parks, Recreation, and Open Space* recognizes six specific planning areas (Map 2 in the body of the report), generally corresponding to the six school districts in the county:

- *Fairfield Area*—the Fairfield Area School District, consisting of the boroughs of Carroll Valley and Fairfield and the townships of Hamiltonban and Liberty

Map A1

GENERALIZED DEVELOPMENT PATTERNS:1995



Residential Use

Nonresidential Use

NOTE: The Generalized Development Patterns map illustrates only significant concentrations of residential, commercial and industrial development. Sparse development, forests and farmlands are scattered throughout the remaining areas of the county.

N
W E
S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation

Bethlehem, Pennsylvania

IN ASSOCIATION WITH

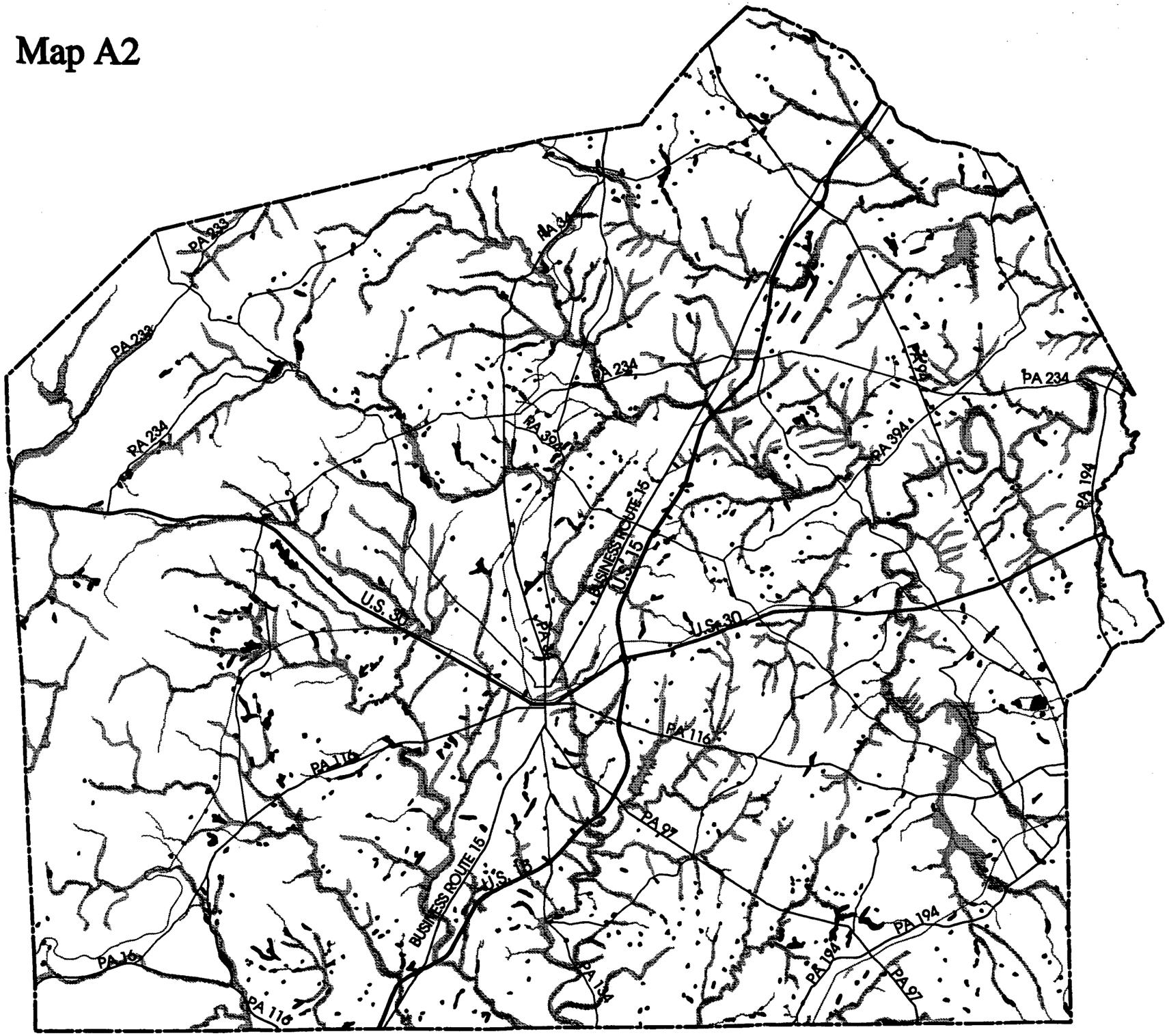
Natural Lands Trust and Toole Recreation Planning

April 1997

SOURCES: Adams County Comprehensive Plan, U.R.D.C.

Map A2

FLOODPLAINS and WETLANDS



100 Year Floodplain

Wetlands

N
W E
S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation

Bethlehem, Pennsylvania

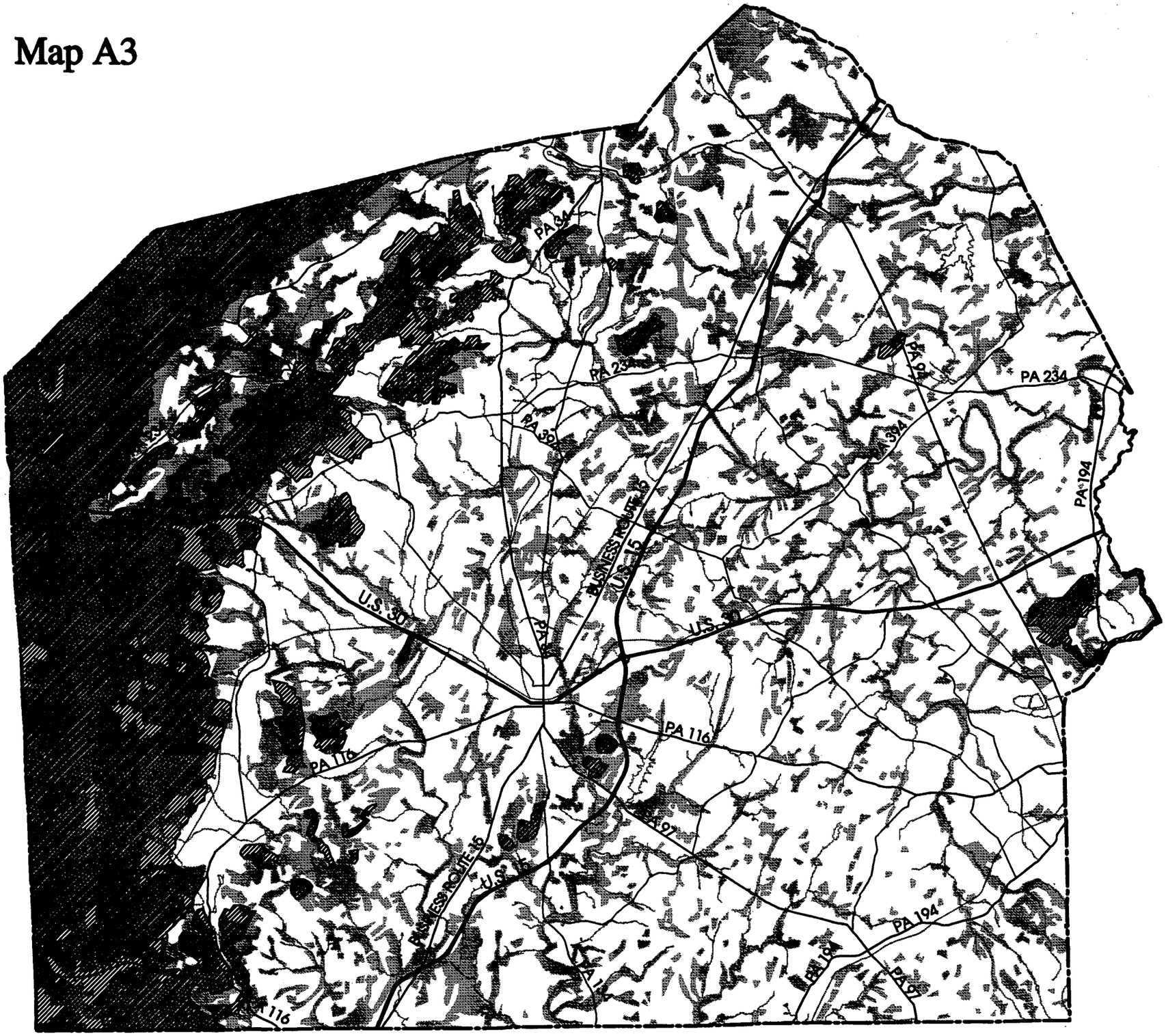
IN ASSOCIATION WITH

Natural Lands Trust and Toole Recreation Planning

April 1997 SOURCES: Adams County Comprehensive Plan, U.R.D.C.

Map A3

WOODLANDS and STEEP SLOPES



Slopes 15% and Greater

Woodlands

N
W E
S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation

Bethlehem, Pennsylvania

IN ASSOCIATION WITH

Natural Lands Trust and Toole Recreation Planning

April 1997 SOURCES: Adams County Comprehensive Plan, U.S.G.S.,U.R.D.C.

- ➤ *Littlestown Area*—the Littlestown Area School District, consisting of the Borough of Littlestown, the Townships of Germany and Union, and portions of Bonneauville Borough, Mount Joy Township, and Mount Pleasant Township.

- ➤ *Gettysburg/Central Adams Area*—the Gettysburg Area School District, consisting of the Borough of Gettysburg; the townships of Cumberland, Franklin, Freedom, and Highland; and portions of Mount Joy Township and Straban Township

- • *Eastern Adams/Conewago Valley Area*— the Conewago Valley School District, consisting of the boroughs of Abbottstown, McSherrystown, and New Oxford; the Townships of Berwick, Conewago, Hamilton, and Oxford; and portions of Bonneauville Borough, Mount Pleasant Township, Straban Township, and Tyrone Township.

- ➤ *Upper Adams Area*—the Upper Adams School System, consisting of the boroughs of Arendtsville, Bendersville, and Biglerville; the townships of Butler and Menallen; and a portion of Tyrone Township

- ➤ *Bermudian Area*—the Bermudian Springs School District, consisting of the boroughs of East Berlin and York Springs, and the townships of Huntington, Latimore, and Reading

School districts are the basis for recreation planning areas because of their established history and multi-municipal identity. Some portions of the county represent exceptions to a cohesive school district identity.[2] Special circumstances in the East Berlin Area, Bonneauville Borough, and perhaps others will be noted and explained throughout the planning process.

[2] For instance, the East Berlin Area Community Center is located in the Bermudian Area and is the recreation center for the 6 municipalities which support the center—Abbottstown, East Berlin, Hamilton Township, and Reading Township in Adams County, and Paradise Township and Washington Township in York County. However, Abbottstown and Hamilton Township are located in a different school district (Conewago Valley) than East Berlin and Reading Township (Bermudian Springs). Another exception is the Borough of Bonneauville, which is split between the Conewago Valley and Littlestown Area school districts.

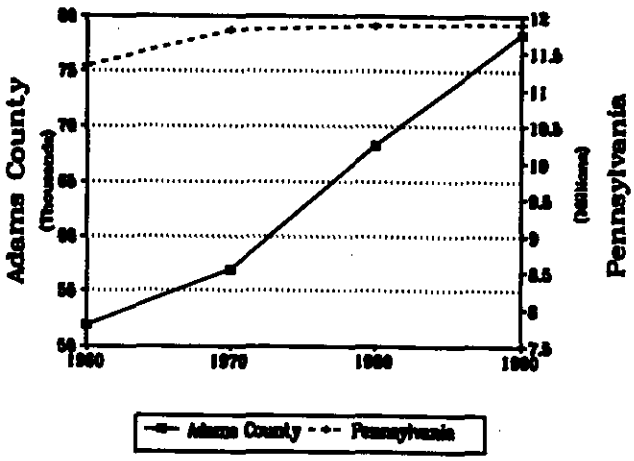
SOCIAL AND ECONOMIC CHARACTERISTICS

Information about the people of Adams County—population, housing, and income—provide insight into recreation needs and demands.

POPULATION

Adams County has grown significantly in recent decades. The county's growth rate has been dramatically higher than the Commonwealth's since the 1960's (Figure A1). During the 1980's, the county's population increased more than 14% compared to the state's 0.1% increase.

Figure A1
TOTAL POPULATION
Adams County and Pennsylvania, 1960-1990



Source: U.S. Census

Why has Adams County grown so rapidly? The county offers a pleasant lifestyle combining semi-rural living with the unique, historic character of the Gettysburg area. In addition, Chambersburg to the west of the county and Hanover and York to the east are expanding, causing a development pressure in both areas. Furthermore, portions of the county are within commuting distance of metropolitan Harrisburg (25-30 miles) and metropolitan Baltimore (40-50 miles).

Some portions of Adams County are growing faster than others. The largest absolute population increase (i.e., actual number of residents) from 1980 to 1990 occurred

in the Eastern Adams/Conewago Valley Area, closer to the Hanover, York and Baltimore areas (Table A1).[3] The largest relative increase (i.e., percent increase) occurred in the Bermudian Area, closer to Harrisburg. Gettysburg/Central Adams is the largest of the six planning areas. Fairfield is the smallest. Population increased in all areas during the 1980s.

Estimates from the Adams County Office of Planning and Development indicate that the county's population grew in the first half of the 1990s than in the entire decade of the 1980s (Table A1). Population growth is particularly striking in the Littlestown planning area, where the 1990s 5-year growth rate is almost 1½ times the 1980s 10-year rate.

The population of Adams County is expected to continue rising at a fast rate. The Adams County Office of Planning and Development (ACOPD) projects county population to rise to 91,000 by the year 2000 and to 104,000 by 2010 (Table A2). The Littlestown area is expected to continue having the highest growth rate in the county.

In general, data on the median age of the population indicate that Adams County is aging (Table A3), a common characteristic throughout the state and nation. However, residents of Adams County are younger than in other areas of the state,[4] and the county population is not aging as rapidly as elsewhere in the state.[5]

The aging of the Adams County population is also illustrated by age groupings. an important consideration in providing parks, recreation, and open space. Youth, young adults, adults, and senior citizens have different needs for physical and mental exercise.

Between 1980 and 1990, the county's population increased in all age groups except children and teens, ages 5–17 (Table A4). As time passes, the increases noted will result in a higher population of children, teens, and senior citizens, all of which have specialized recreation needs.

The age composition in each planning area between 1980 and 1990 (Tables A5 through A10) mirrors the county pattern with two exceptions: children and teen population (ages 5–17) increased in the Upper Adams and Bermudian planning areas.

Observations by the ACOPD indicate that the age of newer residents to the county—those locating in the county since the 1990 Census—illustrates a significant pattern: Families, particularly with young children, are locating in the eastern part of the county while "empty nesters" and retirees are settling in the western part of the county. If substantiated by further observations and the next census, the trend would have a significant impact on park and recreation needs. Needs in the eastern part of the county would tend toward active parks and recreation facilities, while residents of western Adams County would make greater use of passive parks and facilities, such as walking paths, biking trails, and environmental education.

Another aging trend which will have a significant impact on Adams County recreation is the increasing number of retirees. "Baby boomers"— now ages 45–64 and beginning to retire—have been one of the largest age cohorts since the end of World War II. As Adams County residents retire and the county continues to attract retirees from outside the county, recreation demand will shift from active play and sporting facilities to more passive facilities and activities, such as trails for walking and biking.

Average household size is decreasing in Adams County (Table A11), a trend common throughout the state and nation. Decreasing household size may indicate a change in recreation needs since fewer people will generate less demand within a given land area. The Eastern Adams/ Conewago Valley and Bermudian planning areas experienced the greatest reduction in household size. The same two planning areas showed the greatest total population increase in the 1980s (Table A1).

---

[3] Planning areas do not strictly conform to either municipal boundaries, which are the geographic basis of the 1990 Census data, or to census tracts—the geographic basis of the 1980 Census. Therefore, all planning area calculations are URDC estimates based on census data.

[4] According to the 1990 Census, the median age in Adams County was 33.9 years compared to the state's median age of 35.0.

[5] The median age in the county rose only 1.6 years from 1980 to 1990 (32.3 in 1980 to 33.9 in 1990) while the median age throughout the state increased 2.9 years (32.1 in 1980 to 35.0 in 1990).

Table A1

TOTAL POPULATION
Adams County Planning Areas, 1980-1995

PLANNING AREA [1]	1980 Census	1990 Census	CHANGE, 1980–1990		1995 Estimates	CHANGE, 1990–1995	
			NO.	PCT.		NO.	PCT.
Fairfield	4,066	4,791	725	17.8	5,355	564	11.8
Littlestown	9,631	10,796	1,165	12.1	12,161	1,365	12.6
Gettysburg/Central Adams	21,564	23,165	1,601	7.4	24,779	1,614	7.0
Eastern Adams/Conewago_Valley	18,117	21,033	2,916	16.1	23,462	2,429	11.5
Upper Adams	7,718	8,740	1,022	13.2	9,371	631	7.2
Bermudian	7,196	9,748	2,552	35.5	10,808	1,060	10.9
ADAMS COUNTY	68,292	78,273	9,982	14.6	87,931	9,653	12.3

[1] Throughout this report, the following proportions were used to estimate population in municipalities which lie in two planning areas:

Bonneauville	50% Littlestown
	50% Conewago Valley/E.Adams
Mount Joy Twp.	50% Littlestown
	50% Gettysburg/C. Adams
Mt. Pleasant Twp.	40% Littlestown
	60% Conewago Valley/E.Adams
Straban Township	80% Gettysburg/C. Adams
	20% Conewago Valley/E.Adams
Tyrone Township	30% Conewago Valley/E.Adams
	70% Upper Adams

Sources: U.S. Census (1980, 1990), ACOPD (1995)

Table A2

POPULATION PROJECTIONS
Adams County Planning Areas, 2000-2010

PLANNING AREA [1]	1990	2000	CHANGE, 1990–2000		2010	CHANGE, 2000–2010	
			NO.	PCT.		NO.	PCT.
Fairfield	4,791	5,481	690	14.4	6,239	758	13.8
Littlestown	10,796	13,299	2,503	23.2	15,721	2,422	18.2
Gettysburg/Central Adams	23,165	26,611	3,446	14.9	30,126	3,515	13.2
Eastern Adams/Conewago Valley	21,034	24,358	3,324	15.8	27,724	3,366	13.8
Upper Adams	8,740	10,252	1,512	17.3	11,545	1,293	12.6
Bermudian	9,748	10,999	1,251	12.8	12,645	1,646	15.0
ADAMS COUNTY	78,274	91,000	12,726	16.3	104,000	13,000	14.3

Source: ACOPD

Table A3

MEDIAN AGE
Adams County Planning Areas, 1980–1990

PLANNING AREA	AGE (YEARS)		CHANGE	
	1980	1990	YEARS	PCT.
Fairfield	32.6	34.4	1.8	5.6
Littlestown	31.8	33.3	1.5	4.7
Gettysburg/Central Adams	34.1	35.5	1.4	4.1
E. Adams/Conewago Valley	30.6	33.6	3.0	9.9
Upper Adams	33.0	33.2	0.2	0.6
Bermudian	30.9	31.9	1.0	3.1
ADAMS COUNTY	32.3	33.9	1.6	4.9

Sources: U.S. Census, URDC

Table A4

AGE GROUPS
Adams County, 1980–1990

AGE	1980		1990		CHANGE, 1980-1990	
	NO.	PCT.	NO.	PCT.	NO.	PCT.
< 5	4,691	6.9%	5,499	7.0%	808	17.2%
5-17	14,739	21.6%	14,096	18.0%	-643	-4.4%
18-44	27,706	40.6%	33,133	42.3%	5,427	19.6%
45-64	13,408	19.6%	14,912	19.1%	1,504	11.2%
65-74	4,654	6.8%	6,063	7.7%	1,409	30.3%
> 74	3,094	4.5%	4,571	5.8%	1,477	47.7%
TOTAL	68,292	100%	78,274	100%	9,982	14.6%

Source: U.S. Census

Table A5

AGE GROUPS
Fairfield Planning Area, 1980–1990

AGE	1980		1990		CHANGE, 1980-1990	
	NO.	PCT.	NO.	PCT.	NO.	PCT.
< 5	254	6.2%	365	7.6%	111	43.7%
5-17	942	23.2%	858	17.9%	-84	-8.9%
18-44	1,521	37.4%	1,934	40.4%	413	27.2%
45-64	837	20.6%	1,012	21.1%	175	20.9%
65-74	315	7.7%	393	8.2%	78	24.8%
> 74	197	4.8%	229	4.8%	32	16.2%
TOTAL	4,066	100%	4,791	100%	725	17.8%

Source: U.S. Census

Table A6

AGE GROUPS
Littlestown Planning Area, 1980–1990

AGE	1980		1990		CHANGE, 1980-1990	
	NO.	PCT.	NO.	PCT.	NO.	PCT.
< 5	640	7.3%	729	7.4%	89	13.9%
5-17	1,964	22.4%	1,901	19.4%	-62	-3.2%
18-44	3,438	39.2%	4,026	41.0%	589	17.1%
45-64	1,764	20.1%	1,955	19.9%	191	10.8%
65-74	601	6.8%	721	7.3%	120	20.0%
> 74	366	4.2%	487	5.0%	122	33.2%
TOTAL	8,771	100%	9,819	100%	1048	11.9%

Source: U.S. Census

Table A7

AGE GROUPS
Gettysburg/C. Adams Planning Area,1980–1990

AGE	1980		1990		CHANGE, 1980-1990	
	NO.	PCT.	NO.	PCT.	NO.	PCT.
< 5	1,351	6.0%	1,457	6.0%	107	7.9%
5-17	4,240	18.8%	3,830	15.8%	-410	-9.7%
18-44	9,583	42.6%	10,525	43.5%	942	9.8%
45-64	4,391	19.5%	4,692	19.4%	302	6.9%
65-74	1,670	7.4%	1,962	8.1%	291	17.4%
> 74	1,266	5.6%	1,725	7.1%	458	36.2%
TOTAL	22,501	100%	24,191	100%	1690	7.5%

Source: U.S. Census

Table A8

AGE GROUPS
Conewago Val./E. Adams Planning Area, 1980–1990

AGE	1980		1990		CHANGE, 1980-1990	
	NO.	PCT.	NO.	PCT.	NO.	PCT.
< 5	1,386	7.6%	1,531	7.2%	144	10.4%
5-17	4,426	24.3%	3,942	18.6%	-485	-10.9%
18-44	7,231	39.7%	8,866	41.9%	1634	22.6%
45-64	3,375	18.6%	3,810	18.0%	435	12.9%
65-74	1,050	5.8%	1,642	7.8%	593	56.5%
> 74	725	4.0%	1,377	6.5%	652	89.9%
TOTAL	18,194	100%	21,167	100%	2974	16.3%

Source: U.S. Census

Table A9

AGE GROUPS
Upper Adams Planning Area, 1980–1990

AGE	1980		1990		CHANGE, 1980–1990	
	NO.	PCT.	NO.	PCT.	NO.	PCT.
< 5	543	7.2%	635	7.4%	92	16.9%
5–17	1,551	20.5%	1,660	19.4%	109	7.0%
18–44	3,055	40.4%	3,532	41.3%	477	15.6%
45–64	1,569	20.7%	1,644	19.2%	74	4.7%
65–74	558	7.4%	674	7.9%	116	20.7%
> 74	287	3.8%	413	4.8%	126	43.9%
TOTAL	7,564	100%	8,557	100%	993	13.1%

Source: U.S. Census

Table A10

AGE GROUPS
Bermudian Planning Area, 1980–1990

AGE	1980		1990		CHANGE, 1980–1990	
	NO.	PCT.	NO.	PCT.	NO.	PCT.
< 5	517	7.2%	782	8.0%	265	51.3%
5–17	1,616	22.5%	1,905	19.5%	289	17.9%
18–44	2,878	40.0%	4,250	43.6%	1372	47.7%
45–64	1,472	20.5%	1,799	18.5%	327	22.2%
65–74	460	6.4%	671	6.9%	211	45.9%
> 74	253	3.5%	341	3.5%	88	34.8%
TOTAL	7,196	100%	9,748	100%	2552	35.5%

Source: U.S. Census

Table A11

HOUSEHOLD SIZE
Adams County Planning Areas, 1980–1990

PLANNING AREA	PERSONS PER HOUSEHOLD		CHANGE	
	1980	1990	NO.	PCT.
Fairfield	2.89	2.72	-0.17	-5.9
Littlestown	2.89	2.74	-0.15	-5.2
Gettysburg/Central Adams	2.67	2.56	-0.10	-3.9
E. Adams/Conewago Valley	3.05	2.72	-0.33	-10.8
Upper Adams	2.85	2.72	-0.13	-4.6
Bermudian	3.03	2.78	-0.25	-8.3
ADAMS COUNTY	2.87	2.68	-0.19	-6.5

Sources: U.S. Census, URDC

INCOME / HOUSING VALUE

Annual household income in Adams County increased by almost 85% in the 1980s (Table A12). The largest increase occurred in the Fairfield area, primarily due to the development of Carroll Valley. Fairfield ranked 5th among the 6 planning areas in 1980 income, but jumped to first in 1990. Average income in the Fairfield area more than doubled during the period. The Bermudian, Littlestown, Eastern Adams/Conewago Valley and Upper Adams areas all have relatively similar 1990 income levels. The Gettysburg/Central Adams area had the lowest average annual income in both 1980 and 1990.

Table A12

ANNUAL HOUSEHOLD INCOME
Adams County Planning Areas, 1980–1990

PLANNING AREA	MEDIAN HOUSEHOLD INCOME		CHANGE	
	1980	1990	$	%
Fairfield	$16,200	$33,900	$17,700	109.3
Littlestown	16,900	31,400	14,500	85.8
Gbg./Central Adams	15,800	28,900	13,100	82.9
E. Adams/Con. Valley	17,300	31,200	13,900	80.3
Upper Adams	16,300	30,800	14,500	89.0
Bermudian	17,700	31,600	13,900	78.5
ADAMS COUNTY	$16,600	$30,700	$14,100	84.9

Sources: U.S. Census, URDC

Some changes in housing value during the 1980's roughly paralleled the changes in household income (Table A13):

- Overall, housing value for owner-occupied units increased by more than 82%.
- Housing values in the Fairfield Area more than doubled.
- The Fairfield area had the highest 1990 housing value of any planning area.

Housing value was greatest in the Gettysburg/ Central Adams area in 1980. Average housing value in the Littlestown and Fairfield areas was higher than in the Gettysburg/Central Adams area in 1990. Higher than average housing values in the Littlestown area might be attributed to growth pressure from the east and south. The development of Carroll Valley has significantly increased housing values in the Fairfield area.

Table A13

VALUE OF OWNER-OCCUPIED HOUSING UNITS
Adams County Planning Areas, 1980–1990

PLANNING AREA	MEDIAN HOUSING VALUE		CHANGE	
	1980	1990	$	%
Fairfield	$41,400	$83,400	$42,000	101.4
Littlestown	44,800	83,300	38,500	85.9
Gettysburg/Central Adams	47,200	81,000	33,800	71.6
E. Adams/Conewago Valley	41,300	77,100	35,800	86.7
Upper Adams	41,000	73,400	32,400	79.0
Bermudian	41,300	78,700	37,400	90.6
ADAMS COUNTY	$43,500	$79,200	$35,700	82.1

Sources: U.S. Census, URDC

NATURAL FEATURES

Physical features of the land—including both natural features and man-made features—have a significant impact on recreation and open space. Some natural features pose serious development hazards. Development on floodplains and steep slopes, for instance, should be avoided, which adds to the open space inventory of a community. Other natural areas, such as the land along rivers and creeks, may add important links to a trail network. In Adams County, floodplains, wetlands, steep slopes, major woodlands, and prime agricultural lands provide opportunities for parks, recreation areas, and preserved open space.

FLOODPLAINS

Adams County is drained by two river systems of the Chesapeake Bay watershed. The northeastern half of the county is in the Susquehanna River watershed while the southwestern half drains into the Potomac River in Maryland. Conewago Creek, the largest stream in the county, drains nearly half of the county's Susquehanna watershed area. Tributaries of the Monocacy Creek (Maryland) drain nearly all of the county's Potomac watershed lands.

Larger streams periodically overflow during storms or after rapid snowmelt. The areas that are flooded by storms that occur as infrequently as once in 100 years are designated the 100-year floodplain by the Federal Emergency Management Agency (Map A2).

Floodplains with a vegetative cover are most suited to absorb stream overflow, resist erosion, and recycle nutrient-rich sediment that may be deposited after a flood. Riparian woodlands with species adapted to periodic inundation also provide habitat and migration corridors for wildlife.

Floodplains require protection from development or disturbances that may impede, accelerate, or redirect the flow of floodwaters. Buildings, bridges, roads and other structures in the floodplain can be damaged by water or water-born sediment and debris. Hazardous chemicals or materials stored in the floodplain can cause additional damage if swept downstream.

WETLANDS

Wetlands are usually indicated by vegetative cover suited to hydric or aquatic conditions and are characterized by a high water table, poor drainage and surface ponding during the year. Wetlands (Map A2) have been identified by the National Wetlands Inventory (NWI) of the U.S. Fish and Wildlife Service and are categorized as riverine (i.e., relating to rivers and streams) or palustrine (i.e., relating to freshwater marshes, swamps or bogs, or small shallow ponds). Palustrine wetlands can include man-made farm ponds as well as low-lying red maple woodlands.

Wetlands are important natural areas that contribute to the quality and quantity of ground and surface waters. Wetlands recharge groundwater and serve as filtration areas for surface waters. Wetlands are also nursery, food source, refuge, or hibernation site for fish, reptiles, amphibians, birds (particularly migratory waterfowl), and mammals.

WOODLANDS

The pattern of major woodlands reflects the terrain of Adams County (Map A3). The steep slopes of South Mountain and the stream valleys in the central and eastern portions of the county are largely tree-covered. Woodlands are generally found in areas less suitable for

cultivation or for orchards, including wet areas and steep, rocky lands.

Adams County woodlands are largely deciduous and are dominated by oak and hickory. Smaller woodlands, dominated by yellow poplar (tulip poplar), maple, ash, beech, or black cherry can also be found in the county. Coniferous plantations, as well as naturally occurring stands of white pine, hemlock, Virginia pine, or pitch pine are found throughout Adams County. The most extensive area of woodlands in Adams County is part of the Michaux State Forest that covers most of South Mountain.

Woodlands make a valuable contribution to many areas of our lives:

- Economy—as hardwood saw timber, pulpwood and firewood
- Ecology—to filter rainfall into the water table, stabilize soils in drainageways, add oxygen to the atmosphere, moderate the extremes of summer temperatures (especially water temperatures of streams), provide important habitat for wildlife and windscreens in rural areas
- Visual Character—as buffers in towns and suburban developments
- Recreation—as an opportunity for people to understand and appreciate many aspects of the nature which often go unnoticed and unappreciated in daily life

STEEP SLOPES

South Mountain and its associated ridges and foothills comprise most of the extensive areas of slopes greater than 15% in the county (Map A3). Many of the hillsides exceed 25 percent slope and present severe limitations to development, agriculture, and forestry.

Steep slopes are often associated with thin, rocky soils and have a high susceptibility to erosion, particularly when stripped of vegetative cover. Opportunities for development on steep slopes are limited. Access to woodlands or house sites on steep slopes is difficult and requires careful construction management to minimize or prevent damaging runoff, erosion, and sedimentation. Steep slope areas may be well-suited to orchards, pasture, and other agricultural activities which do not require frequent tilling of the soil.

Small steep slope areas (i.e., less than approximately 5 acres) are found along stream valleys and on countless small ridges and hills throughout Adams County. Areas too small to be shown on a countywide scale are, nevertheless, environmentally important and are as susceptible to erosion as the more extensive areas mapped.

PRIME AGRICULTURAL LANDS

Prime Farmland and Unique Farmland are two of the classifications from the Soil Conservation Service of the U.S. Department of Agriculture (USDA). Prime Farmland covers almost 30 percent of Adams County (Map A4) and is best suited for the production of food, feed, forage, fiber and oil seed crops. Soil fertility, texture, moisture availability, and growing season length present optimum conditions for sustained high yields with ordinary, modern management methods. Unique Farmland, covering approximately 4.5 percent of the county, is defined by the USDA as land other than Prime Farmland that is used to produce specific high value food and fiber crops. Unique Farmland in Adams County includes approximately 15,100 acres of orchards.

RARE, THREATENED, AND ENDANGERED SPECIES

The *1996 Natural Areas Inventory of Adams County* identifies plants and animals which live in the county and which are classified as either rare, threatened, or endangered according to federal environmental protection criteria. The locations of plants and animals "of concern" as identified in the inventory (Map A5) have been incorporated into the *Adams County Vision for Parks, Recreation, and Open Space* plan map (Map 6).

SELECTED MAN-MADE FEATURES

Man-made features, such as major pipelines, electric transmission lines, roads, and abandoned rail rights-of-way (Map A6), sometimes offer opportunities for trail and walkway connections. In Adams County, most electric transmission lines are owned by Metropolitan Edison Company (MetEd). Many lines are also used for

power distribution by Adams Electric Cooperative, Inc. of Gettysburg, which purchases electric power from MetEd and the Pennsylvania Electric Company. According to MetEd policy, rights of way for transmission lines vary from 80-200 feet, depending on the voltage of the line.

Many of the pipelines in Adams County belong to either Columbia Gas of Pennsylvania or York County Gas Co., both of which provide gas service to county residents. Columbia Gas serves the majority of the county.

An abandoned rail right-of-way is another linear man-made feature which can be used in trail and pathway networks. Three abandoned rail segments offer opportunities for linear land preservation:

- *Tapeworm Railroad*—The Western Maryland Railroad is still active east of Gettysburg, but an abandoned portion in the western corner of the county follows an old line which was used to transport goods over mountains using a circuitous path which gave rise to its name: the original *Tapeworm Railroad*.

- Western Maryland Railroad—The Western Maryland railroad was realigned after Route 30 was developed. Reportedly, a small portion of the original alignment still exists south of Route 30 between Gettysburg and New Oxford.

- Penn Central Railroad—A portion of the right-of-way formerly operated by the now defunct Penn Central Railroad cuts across the southeastern corner of the county, through Littlestown, and into Maryland.

Utility rights of way may present opportunities for use as pedestrian trail corridors where agricultural uses, such as crops or pastures, are not present and where easement rights permit. However, most utility companies do not own rights-of-way. Typically, ownership is maintained by the individual property owner, with permission granted to the utility company for specific purposes within the right-of-way. Multiple ownership increases the difficulty of obtaining a viable trail connection for public use.

Roadways sometimes offer connections which can be incorporated into greenways or other pathways. The major roadways in Adams County are U.S. Routes 15 and 30, which intersect slightly east of Gettysburg. Business Route 15 passes through the center of Gettysburg, connecting the borough to the Harrisburg area to the north and the Frederick (MD) area to the south. Route 15 splits from Business Route 15 north of Gettysburg as a limited-access bypass around Gettysburg, rejoining the original alignment near the Maryland state line.

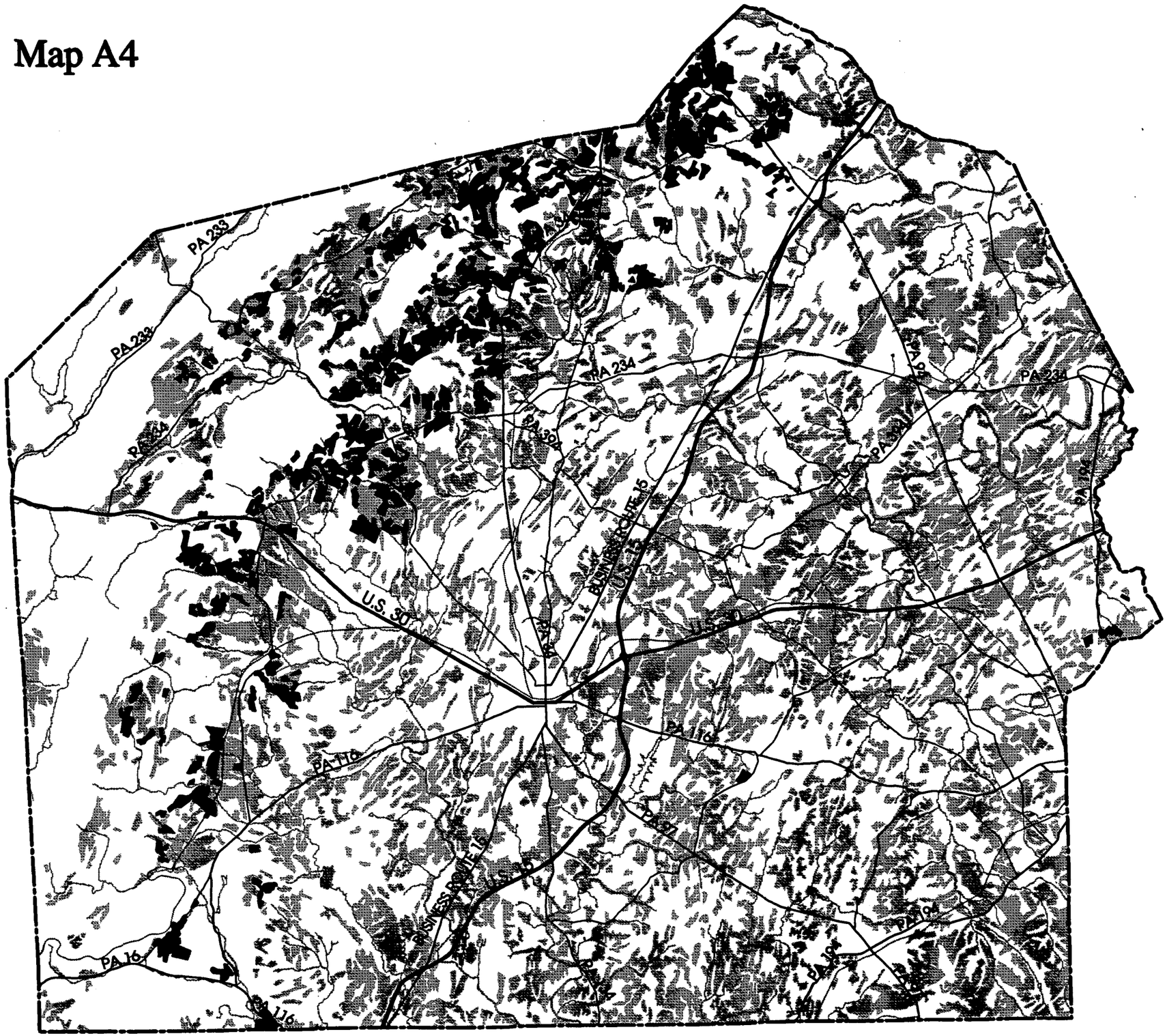
U.S. Route 30 in Adams County is part of the historic Lincoln Highway, the first designated coast-to-coast highway in the country. The route connects Gettysburg with York to the east and Chambersburg to the west. Although Route 30 carries traffic through the center of Gettysburg, a 1995 study of alignment alternatives concluded that most traffic was local in nature, that a bypass around the borough was infeasible, and that improvements should be studied to alternative east-west routes.

Other state roads (abbreviated "S.R."), portions of which may serve as pathway connections, include:

- S.R. 34 (Gettysburg north to county line)
- S.R. 116 (McSherrystown west to Carroll Valley)
- S.R. 134 (Gettysburg south to state line)
- S.R. 194 (East Berlin south to state line)
- S.R. 233 (Caledonia north to county line)
- S.R. 234 (East Berlin west to U.S. 30)
- S.R. 394 (East Berlin west to Biglerville)

Map A4

PRIME AGRICULTURAL LANDS



Prime Farmland

Unique Farmland (Orchards)

NOTE: Definitions of "prime" and "unique" farmland are taken from the U.S. Soil Conservation Service

N
W E
S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation

Bethlehem, Pennsylvania

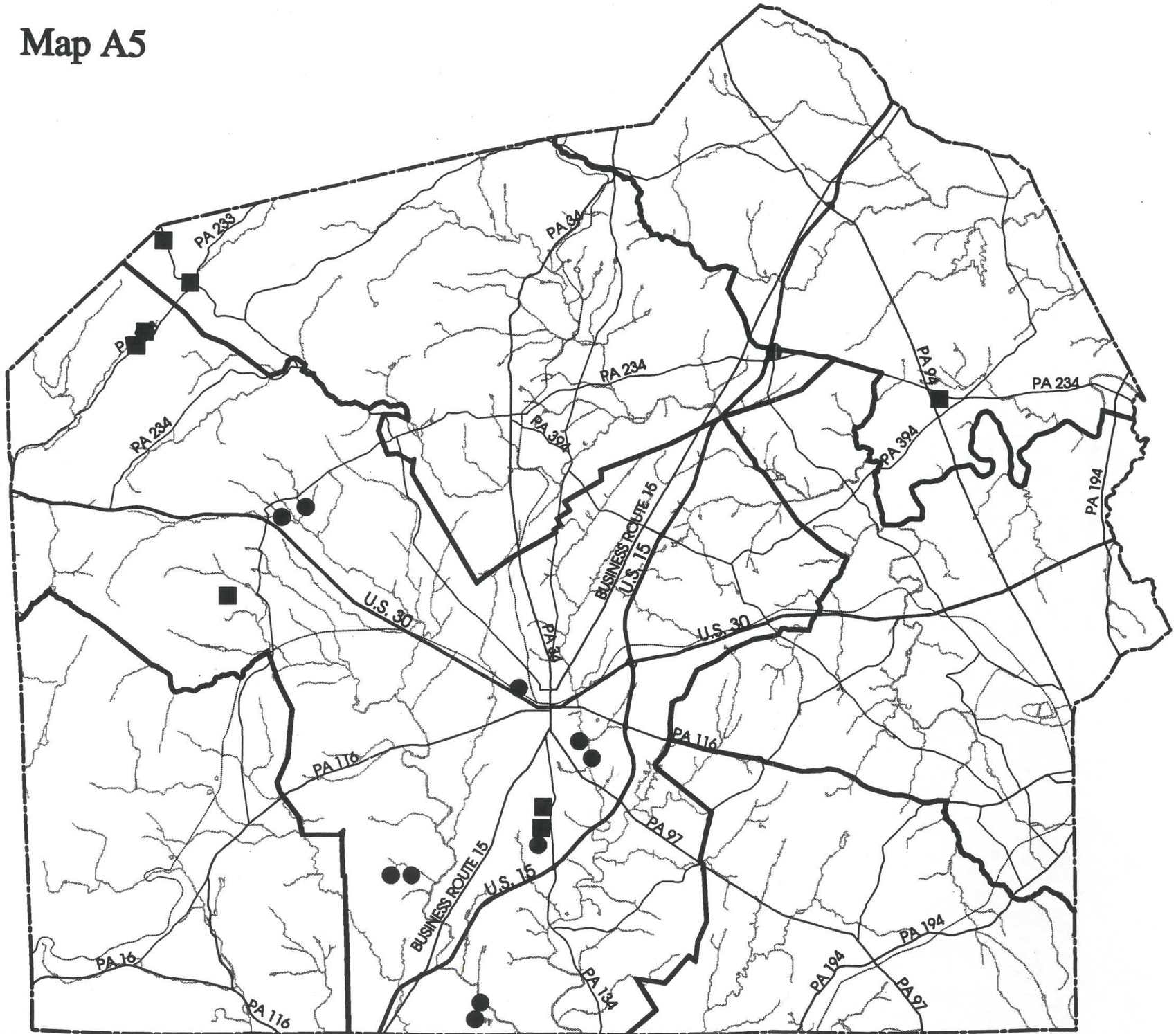
IN ASSOCIATION WITH

Natural Lands Trust and Toole Recreation Planning

April 1997 SOURCES: Adams County Comprehensive Plan, U.R.D.C.

Map A5

RARE, THREATENED and ENDANGERED SPECIES



Animal of Concern

Plant of Concern

Planning Area Boundary

N
W E
S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation

Bethlehem, Pennsylvania

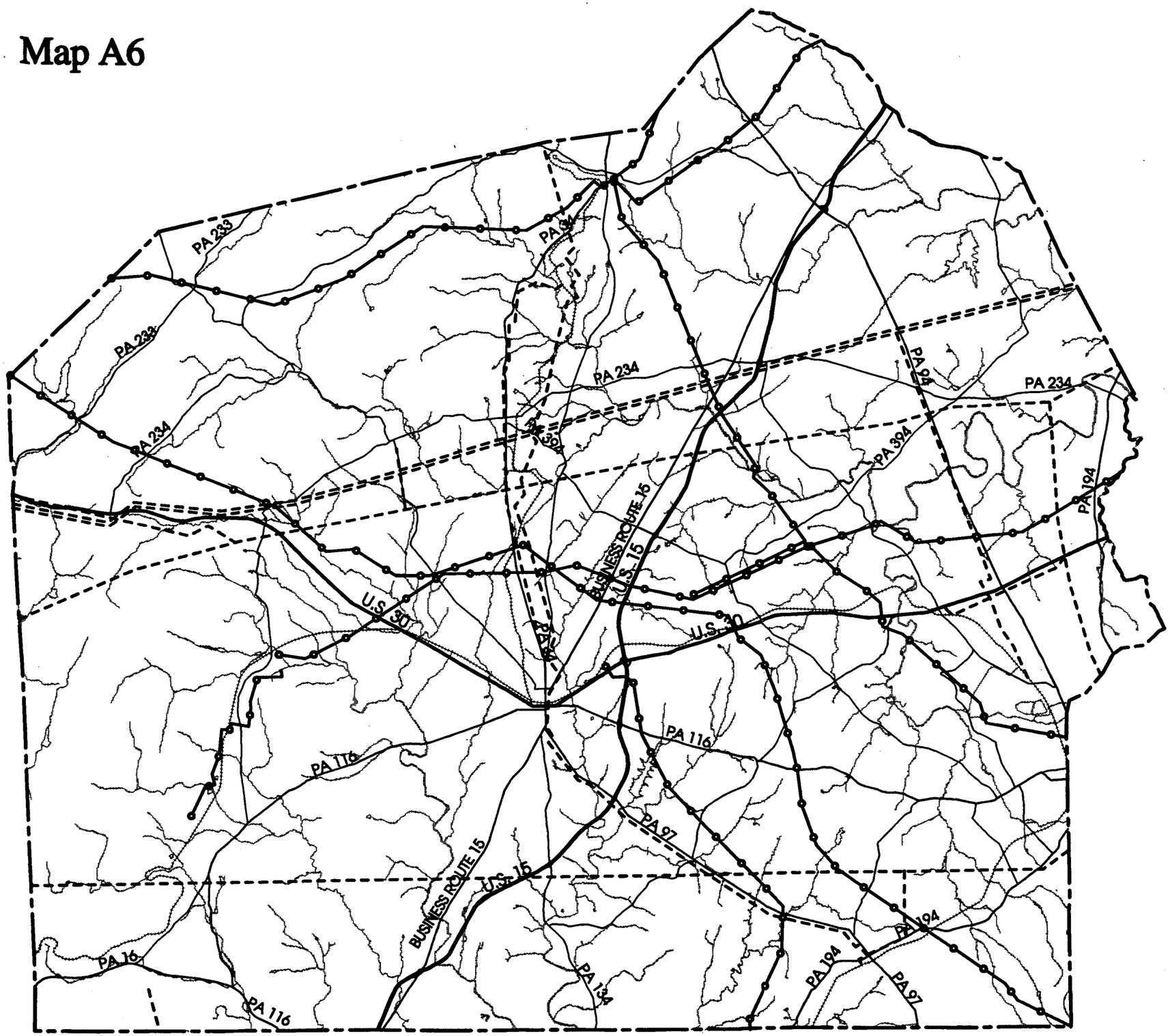
IN ASSOCIATION WITH

Natural Lands Trust and Toole Recreation Planning

April 1997 SOURCE: Pennsylvania Natural Diversity Inventory

Map A6

SELECTED MAN–MADE FEATURES



Electrical Transmission Line

Pipeline

Railroad

N
W E
S

Parks, Recreation and Open Space Plan

Adams County, Pennsylvania

0 3250 6500 13000 26000 39000

SCALE 1" = 13000 FEET

URDC

Urban Research & Development Corporation

Bethlehem, Pennsylvania

IN ASSOCIATION WITH

Natural Lands Trust and Toole Recreation Planning

April 1997

SOURCES: Adams Electric Cooperative, Columbia Gas Company, Adams County Comprehensive Plan, U.R.D.C.

Table B1

PUBLIC RECREATION AREAS AND FACILITIES
Adams County, 1995

RECREATION AREA (Map No.[1] - Planning Area[2] - Park Type[3])	SIZE (acres)	ACTIVE RECREATION FACILITIES											PASSIVE RECREATION FACILITIES					OTHER FACILITIES/ COMMENTS	SUPPORT FACILITIES								Maintenance Level (3=best)	Pedestrian Access (3=best)	EXPANSION POTENTIAL	
		Baseball Field (90' bases)	Softball/LL Field (60' bases)	Soccer/Football Field	Outdoor Basketball Court	Outdoor Volleyball Court	Badminton Court	Playground Equipment	Track/Field Facilities	Pool (Full Size)	Pool (Children's)	Tennis Courts	Passive Open Space	Pavilion(s)	Picnic Tables	Trail	Benches		Drinking Water	Rest Rooms	Trash Receptacles	Indoor/Undercover Areas	Facility Lights (Outdoor)	Security Lighting	On-Site Parking	Telephone			SITE[4]	FACILITIES[5]
Gettysburg National Military Park (F1 - C,D,B - S)	3,942												X			X		site of Civil War battle; exhibits, tours, concessions	X	X	X	X			X	X	3	2	Possible	NR
Eisenhower National Historic Site (F2 - C - S)	492.54																	home of President Dwight D. Eisenhower; exhibits, tours, concessions	X	X	X	X			X	X	3	2	Possible	NR
Michaux State Forest[5] (St1 - A,C,E - RR)	82,261 - Total 21,806 - Adams												X	X	X	X	X	National Scenic Trail (Appalachian Trail); shelters, camping, hiking, snowmobiling, cross-country skiing, vistas, hunting, fishing									--	1	Possible	NR
Caledonia State Park (St2 - C - R)	1,130 - Total 150 - Adams																													
State Game Lands (St3 - E,F - R)	1,431.7																	open/forested areas for hunting									--	1	Possible	NR
Arendtsville Community Center (L1 - E - C)	3.68	1	1															benches need repairs; field needs seeding			X			X	X		2	1	Possible	None
Butler Township Ballfield (L2 - E - N)	3.69		1															minimal on-site parking							X		2	1	None	None
Oakside Community Park (Upper Adams Jaycees) (L3 - E - C)	53.0	1	3	2	2	14		X					X	3	X		X	meeting/office bldg., concession stand, maintenance bldg., 2 ponds (1 stocked); Jaycees acquiring additional 15 acres			X	X			X		3	1	Possible	Small & Large

RECREATION AREA (Map No.[1] - Planning Area[2] - Park Type[3])	SIZE (acres)	ACTIVE RECREATION FACILITIES											PASSIVE RECREATION FACILITIES					OTHER FACILITIES/ COMMENTS	SUPPORT FACILITIES								Maintenance Level (3-best)	Pedestrian Access (3-best)	EXPANSION POTENTIAL	
		Baseball Field (90' bases)	Softball/LL Field (60' bases)	Soccer/Football Field	Outdoor Basketball Court	Outdoor Volleyball Court	Badminton Court	Playground Equipment	Track/Field Facilities	Pool (Full Size)	Pool (Children's)	Tennis Courts	Passive Open Space	Pavilion(s)	Picnic Tables	Trail	Benches		Drinking Water	Rest Rooms	Trash Receptacles	Indoor/Undercover Areas	Facility Lights (Outdoor)	Security Lighting	On-Site Parking	Telephone			SITE[4]	FACILITIES[5]
York Springs Park (Lions Club) (L4 - F - N)	6.59												X	1	X			wooded and steep slopes							X		2	1	Possible	Small
Latimore Township Park (L5 - F - C)	50.95												X					natural area for conservation									--	1	Possible	NR
East Berlin Area Community Center (L6 - F - C)	9.03		1	1	1½	1		X						1	X		X	1 full basketball court and 1 half court			X			X	X		2	1	Possible	None
Project 70 Land (L7 - F - C)	30.27												X					Borough-owned, undeveloped, adjacent to Conewago Creek									1	3	Possible	Small & Large
Abbottstown Park (L8 - D - C)	9.46	1	1		1			X						2	X			1 bandshell; probable food stand; no parking		X	X			X			2	2	Possible	Small
New Oxford Borough Community Center (L9 - D - C)	2.87		2		1								X					1 Little League and 1 practice field						X	X		2	1	None	None
Oxford Township Ballfields (L10 - D - N)	1.89	1											X					can also be used as small soccer field			X			X	X		1	1	Possible	Possible
McSherrystown Baseball Field (L11 - D - N)	2.0	1																field on EMCO property - poor condition									1	1	None	None
Community Playground of McSherrystown (L12 - D - C)	9.12	1	2		3							2	X					1 full-size baseball field--needs safety fence in front of players bench; 2 Little League/softball fields; 1 court needs new backboards; fence at tennis courts needs repairs; on-street parking being built			X						2	2	None	Small
Undeveloped McSherrystown Field (L13 - D - N)	9.17												X					open field									--	3	Possible	Small & Large

RECREATION AREA (Map No.[1] · Planning Area[2] · Park Type[3])	SIZE (acres)	ACTIVE RECREATION FACILITIES											PASSIVE RECREATION FACILITIES					OTHER FACILITIES/ COMMENTS	SUPPORT FACILITIES								Maintenance Level (3=best)	Pedestrian Access (3=best)	EXPANSION POTENTIAL	
		Baseball Field (90' bases)	Softball/LL Field (60' bases)	Soccer/Football Field	Outdoor Basketball Court	Outdoor Volleyball Court	Badminton Court	Playground Equipment	Track/Field Facilities	Pool (Full Size)	Pool (Children's)	Tennis Courts	Passive Open Space	Pavilion(s)	Picnic Tables	Trail	Benches		Drinking Water	Rest Rooms	Trash Receptacles	Indoor/Undercover Areas	Facility Lights (Outdoor)	Security Lighting	On-Site Parking	Telephone			SITE[4]	FACILITIES[5]
Main Street Park, McSherrystown (L14 · D · N)	0.393							X						X			X	gazebo instead of pavilion; on-street parking; smaller than typical neighborhood park, but park serves neighborhood park function			X			X	X		3	3	None	None
McSherrystown Borough Community Park (L15 · D · C)	6.5		1		1	1		X					X	2	X			6 BBQ grills; 1 horseshoe pit; refreshment stand; no trash receptacles or picnic tables visible (probably stored)		X	X			X	X		3	2	None	Small
Conewago Township Park (L16 · D · N)	3.2		1									1						new facility, not yet complete; 60'x120' stone area being built for tennis court; parking being constructed			X				X		3	1	Possible	Small
Meyers Memorial Playground (L17 · D · N)	2.8		2		1	1		X				2		1	X		X	players bench needs safety fence; merry-go-round; small pavilion; tables not visible (possibly stored); refreshment stand; shuffleboard	X	X	X					X	2	3	None	Small
Littlestown Park (L18 · B · C)	51.77	1	4	1	½			X		X	X	2	X	3	X		X	1 soccer field in combination w/2 softball outfields; adult pool and tennis courts are lighted; 2 BBQ grills; creeks and ponds	X	X	X			X	X		2	1	Possible	Small
Historic Crouse Park (L19 · B · N)	2.5												X	X			X	passive area with pavilion in center of park (1 block square); parking on-street			X				X		2	1	None	Small
Littlestown Ballfields (L20 · B · C)	4.14		3															refreshment stand/bathrooms		X	X				X		2	2	Possible	None
Bonneauville Playground (L21 · B · C)	10.27	1	1										X					full-size baseball field has common outfield; planning 2 Little League/softball fields and 1 football/soccer field			X				X		2	1	None	Small & Large

RECREATION AREA (Map No.[1] - Planning Area[2] - Park Type[3])	SIZE (acres)	ACTIVE RECREATION FACILITIES											PASSIVE RECREATION FACILITIES					OTHER FACILITIES/ COMMENTS	SUPPORT FACILITIES								Maintenance Level (3-best)	Pedestrian Access (3-best)	EXPANSION POTENTIAL	
		Baseball Field (90' bases)	Softball/LL Field (60' bases)	Soccer/Football Field	Outdoor Basketball Court	Outdoor Volleyball Court	Badminton Court	Playground Equipment	Track/Field Facilities	Pool (Full Size)	Pool (Children's)	Tennis Courts	Passive Open Space	Pavilion(s)	Picnic Tables	Trail	Benches		Drinking Water	Rest Rooms	Trash Receptacles	Indoor/Undercover Areas	Facility Lights (Outdoor)	Security Lighting	On-Site Parking	Telephone			SITE[4]	FACILITIES[5]
Gettysburg Recreation Park (L22 - C - C)	50.63	2	5	1	2			X				2	X	3	X		X	2 baseball fields with bleachers, 1 lighted; 1 softball field is lighted, all have bleachers; football field has bleachers and press box; snack bar, several BBQ pits, fitness trail, bandshell, service buildings and horseshoe pit	X	X	X		X		X	X	3	2	None	Small & Large
Mummasburg Ballfield (L23 - C - N)	4.4	1												X				baseball field has bleachers and clubhouse; pavilion needs work.		X				X	X		2	1	Possible	Small $ Large
Carroll Valley Park (L24 - A - C)	23.81		1		1	1	1	X					X	X	X		X	players benches at softball field need safety fence; some benches/tables need repair; access to lake, stream and bridges; mature trees; well-maintained facility; refreshment stand, 2 horseshoe pits, 5 BBQ grills, 1 bocci ball court, 1 office building and soda machine		X	X	X		X	X	X	3	1	Possible	Small
Franklin Township Elementary School (S1 - C - C)	1.5[7]		3	1	1	1		X					X				X	1 small field, possibly tee ball; 1 field has soccer in outfield; playground has merry-go-round and painted paved area			X			X	X		2	1	Possible	None
Arendtsville Elementary School (S2 - E - N)	7.0[7]		2		2			X					X					2 backstops with no other improvements (maybe 2 L.L./softball fields); paved play area			X			X	X		2	2	None	Small
New Biglerville Elementary School (S3 - E - N)	8.2[7]		1		2			X					X				X	open, flat; paved play area at playground			X				X		2	1	Possible	Small & Large
Upper Adams High School (S4 - E - C)	17.0[7]	2	1	2	4				X			4						1 practice field and 1 for baseball games; 1 lighted football stadium		X	X			X	X		2	2	Possible	None

RECREATION AREA (Map No.[1] - Planning Area[2] - Park Type[3])	SIZE (acres)	ACTIVE RECREATION FACILITIES											PASSIVE RECREATION FACILITIES					OTHER FACILITIES/ COMMENTS	SUPPORT FACILITIES								Maintenance Level (3=best)	Pedestrian Access (3=best)	EXPANSION POTENTIAL	
		Baseball Field (90' bases)	Softball/LL Field (60' bases)	Soccer/Football Field	Outdoor Basketball Court	Outdoor Volleyball Court	Badminton Court	Playground Equipment	Track/Field Facilities	Pool (Full Size)	Pool (Children's)	Tennis Courts	Passive Open Space	Pavilion(s)	Picnic Tables	Trail	Benches		Drinking Water	Rest Rooms	Trash Receptacles	Indoor/Undercover Areas	Facility Lights (Outdoor)	Security Lighting	On-Site Parking	Telephone			SITE[4]	FACILITIES[5]
Bendersville Elementary School (S5 - E - N)	3.0[7]	1			2			X					X											X	X		2	1	Possible	None
Bermudian Springs Schools - High, Middle, Elementary (S6 - F - C)	17.0[7]	1	2	4	5			X	X			5	X				X	2 Football practice, 1 soccer, 1 unlighted football stadium; 4 full basketball courts, 2 half courts; painted paving at playground			X			X	X		3	1	Possible	Small
Conewago Valley Schools; High, Middle (S7 - D - C)	17.0[7]	1	5	4	4				X			4	X					1 lighted football stadium and 3 practice fields			X			X	X		2	1	Possible	Small & Large
New Oxford Elementary School (S8 - D - N)	7.0[7]	1	1	1	1½			X					X				X	1 backstop and skinned infield (probably kickball)			X			X	X		2	1	None	Small & Large
Conewago Township Elementary School (S9 - D - N)	4.0[7]	1	1		1	2		X					X				X	major swale in short left field of baseball field; painted paved area; merry-go-round						X	X		2	1	None	Small
Littlestown Schools: High, Middle & Elementary (S10 - B - C)	15.0[7]	1	2	2	5			X	X			4	X				X	1 baseball/football lighted stadium; 1 practice field lighted; 4 full basketball courts, 2 half courts; painted paving at playground; combination track/field and soccer; tennis courts lighted; archery range	X		X			X	X		2	1	Possible	Small & Large
Gettysburg Schools, Senior & Middle (S11 - C - C)	20.0[7]			3					X			5					X	2 practice and 1 lighted stadium for soccer/football			X			X	X		3	3	None	Small
Keyfauver Elementary School (S12 - C - N)	6.0[7]			1	1			X										adjacent to middle school							X		3	3	None	Small[8]

Appendix C

RECREATION PROGRAM CATEGORIES

A well-balanced recreation system offers programs which meet many different needs. Programs which challenge the participant physically, mentally, and/or socially should be offered throughout the year to men, women, boys, girls, and families. Recreation programs can be identified using the descriptions of the 11 categories below.

Arts and Crafts—Usually a firm distinction is made between these two areas, assigning the form and aesthetic notion to art while assigning functionalism to the crafts area. The distinction is somewhat arbitrary—a piece of sculpture may be crude, unimaginative and quite lacking in aesthetic worth while a woven afghan or a tapestry (both considered crafts) may have great artistic merit and style.

Clubs, Hobbies and Special Interest Groups—Hobbies are of three basic types: ones where knowledge is acquired; those where things are acquired; and those where things are created. The term "hobby" is commonly applied to a wide range of activities, but usually a true hobby is one that is personal, capable of enjoyment by one's self and shared with kindred souls.

Dance—Since the beginning of recorded history, dance has been one of mankind's primary forms of social and artistic expression. Throughout the years dance has met certain needs in society; to educate in communal customs, to express tribal or national loyalties, to engage in courtship, to be involved in artistic creation, and for social contact. The scope of the dance area encompasses a limitless number of forms of the art, and many can and are offered in a recreation program with good results.

Drama—Whether the name is theatre arts, drama, or stage and screen, the activity has a single flavor: portraying someone else, something else, or a pure fantasy world. Drama is distinguished by a wide variety of activity experiences in a finely focused perspective. The central theme is performance on the part of one type of participant; assistance and support on the part of another type of participant; and the appreciation on the part of the third type of participant, the spectator.

Drama reflects, interprets and enriches life by enabling the individual to express his or her failings and understandings of life. Drama is an imitation of life. Probably the most significant value of drama is the important part it plays in our cultural life. Drama expresses our hopes and dreams, view of life and experiences. It reflects, interprets and enriches life. Like music, drama can be enjoyed by people of all ages and a variety of backgrounds.

Language Arts, Mental Activities—Current public interest in local, state, national and world problems has stimulated the formulation of discussion groups, forums and similar informal educational activities. Topics of particular interest include pollution of our air and waterways, conservation of our natural resources, personal self-improvement activities and programs, women's rights, continuing education and intellectual development through games.

Music—Throughout history, the "sound of music" has been an integral part of human culture. Like the other arts, music is a form of human expression of phasing and melodious combinations of tones. Music is the language of the spirit and a release of thoughts that are inexpressible. There are numer-

ous values of music, such as the ability to participate alone or in a group, the wide audience of all ages, the wide cost range from a few dollars to a several thousand. Music provides an emotional release and relaxation which contribute to one's cultural development and to the morale of both the individual and the group.

Outdoor Recreation, Camping—Any activity or experience conducted in the outdoors could be technically called outdoor recreation. A more precise outlook would be recreation activities that can be best carried on in the out-of-doors, especially those that have a direct relationship or dependence on nature or that place the participants in direct contact with the elements. Outdoor recreation has many values, including:

- recapturing of our early heritage;
- an opportunity for action, exploration and satisfaction in doing things for one's self;
- a chance to get away from the hubbub of urban, industrial living with the resulting tensions;
- a time to see the beauty and order in the world, to perceive the vastness, space and silence.

Service Activities—Service activities afford outlets for the "good" impulses of people. The satisfaction which results from serving others brings service into the sphere of recreation. Service is an act of assistance or benefit to another or others and should be an active part in the department's programming. Service activities can be very profitable, not only in a monetary sense but also in self enrichment. Service activities generally fall into two categories: those that help other people directly, and those that raise money to provide assistance to others.

Social Recreation—Social recreation applies to any activity carried on in a group setting where there is fairly close contact among the participants and when the social drive is the primary motivating factor. A social setting stimulates personal interplay and develops relationships which can be extremely significant in the personality development of the group members. Therefore, skilled leadership is required if the maximum benefits are to be derived for the participants.

Special Events—Special events give spice and renewed interest a recreation program. Special events attract new participants, discover new and unusual talent, provide an outlet and an incentive to practice for a culminating event, and create an opportunity for achievement not otherwise available in the department's program. The variety of special events is endless and is limited only by the imagination of the recreation leaders and the participants themselves.

Sports, Games—The dominance of sports may be due to its importance in the lives of the American people, the tremendous impetus of the sports equipment commercial interests, and even partially by the fact that physical education had an early influence on recreation programming. On a superficial level, people take part in sports and active games because of personal enjoyment, and possibly an element of status. People join in pursuits which are popular and accepted things to do. Sports also meet deeper human needs: psychological (e.g., opportunity to "let off steam," to express aggression or hostility either directly or vicariously; physical risk and daring; the urge to compete with oneself or others; and to overcome odds and obstacles and to reach new levels of personal accomplishment), social (e.g., chance to be a member of a team, a closely knit human group, and the identification with your rival), and physical (e.g., need for developing and maintaining physical fitness).

As part of the *Adams County Vision for Parks, Recreation, and Open Space*, the county surveyed recreation providers to determine the programs offered. Results of the survey appear in Table C1.

Table C1
ADAMS COUNTY PUBLIC RECREATION PROGRAMS, 1995

PROVIDER	PROGRAM OR EVENT	RECREATION CATEGORIES											SEASON				AGE GROUP					GENDER			FINANCING		
		ARTS & CRAFTS	CLUBS / HOBBIES	DANCE	DRAMA	LANGUAGE / MENTAL	MUSIC	OUTDOORS	SERVICE	SOCIAL	SPECIAL EVENTS	SPORTS/GAMES	SUMMER	FALL	WINTER	SPRING	CHILDREN (10 and under)	YOUTH (11-17)	YOUNG ADULTS (18-44)	ADULTS (45-64)	SENIORS (65 and over)	MALE	FEMALE	CO-ED	OPERATING FUNDS	FEES	GRANTS/GIFTS/VOLUNTEERS
Strawberry Hill Nature Preserve	Pie Social							X		X	X		X											X	X		
	Open house							X		X	X		X				X	X	X	X	X			X	X		
	Blues Breaker Winter Lunch									X	X				X					X				X		X	
	Chicken Corn Soup									X	X			X			X	X	X	X	X			X	X	X	
Gettysburg Borough	Civil War Overnight										X				X			X						X	X	X	
	Open Gym (Basketball)											X			X		X	X	X	X				X			X
	Recreational Volleyball											X			X				X					X		X	
	Sunday Night Concert Series				X		X				X		X							X	X			X			X
	Recreational Volleyball											X		X					X					X		X	
	Power Volleyball League											X		X					X					X		X	
	Tennis												X				X	X						X		X	
	Kids Club Summer Program	X	X	X	X	X	X	X	X	X	X	X	X				X							X	X		
	Youth Club	X	X	X	X	X	X	X	X	X	X	X	X					X						X	X		
	Rising Star Basketball Camp											X	X				X	X						X		X	
	Craft Classes	X											X					X						X		X	
	"Haunted Trail"										X			X			X							X	X		
	Borough Tree Trimming										X				X		X							X	X		
Littlestown Borough	Swimming Pool									X		X	X				X	X	X	X	X			X		X	
	Summer Recreation Prog.	X	X	X	X	X	X	X	X	X	X	X	X				X	X						X	X		
East Berlin Area Comm. Center	Basic Drawing	X	X												X	X			X	X	X			X		X	
	Calligraphy	X	X											X	X			X	X	X	X			X			
	Decorated Heart Wreath	X												X	X			X	X	X	X			X		X	
	Hanging Bird Nest	X													X				X	X	X			X		X	

PROVIDER	PROGRAM OR EVENT	RECREATION CATEGORIES											SEASON				AGE GROUP					GENDER			FINANCING		
		ARTS & CRAFTS	CLUBS / HOBBIES	DANCE	DRAMA	LANGUAGE / MENTAL	MUSIC	OUTDOORS	SERVICE	SOCIAL	SPECIAL EVENTS	SPORTS/GAMES	SUMMER	FALL	WINTER	SPRING	CHILDREN (10 and under)	YOUTH (11–17)	YOUNG ADULTS (18–44)	ADULTS (45–64)	SENIORS (65 and over)	MALE	FEMALE	CO-ED	OPERATING FUNDS	FEES	GRANTS/GIFTS/VOLUNTEERS
	Let's Talk Travel		X								X				X				X	X	X			X		X	
	Garden Tour		X					X								X		X	X	X	X			X		X	
	Community Chorus		X				X							X	X	X				X	X			X			
	Parents & Tots	X	X	X	X	X	X	X		X	X	X		X	X	X	X		X								
	Bus Trip–Longwood Gdns.										X			X	X	X	X	X	X	X	X			X			
	Open Gym											X		X	X	X		X	X	X	X			X		X	
	Jackie Sorenson Step Aerobics											X		X	X	X			X	X				X		X	
	Yoga		X			X								X	X	X			X	X	X			X		X	
	Basic Western Dance			X										X	X	X		X	X	X	X			X		X	
	CPR								X					X	X	X		X	X	X	X			X		X	
	Exploring World Cuisines																							X			
	Soccer											X		X		X	X							X			
	Recreational Basketball											X		X		X	X							X			
	Calligraphy for Beginners	X	X												X	X	X	X	X	X	X			X		X	
	Mother's Day Basket	X									X					X		X	X	X			X				
	Table Tennis											X		X	X	X		X	X	X	X			X		X	
	Golf Spring Tune-up											X				X		X	X	X	X			X		X	
	Folk Art Painting	X													X			X	X	X	X			X		X	
	Brush Stroke Painting	X												X	X	X	X	X	X	X	X			X		X	
	Intramural Soccer											X		X		X	X										
	Picket Bunny	X												X	X			X	X	X	X			X		X	
	Splint Seat Weaving	X												X	X			X	X	X	X			X		X	
	Camp EBACC	X	X	X	X	X	X	X	X	X	X	X	X				X							X			

Source: Adams County recreation provider survey

RECREATION AREA (Map No.[1] - Planning Area[2] - Park Type[3])	SIZE (acres)	ACTIVE RECREATION FACILITIES											PASSIVE RECREATION FACILITIES					OTHER FACILITIES/ COMMENTS	SUPPORT FACILITIES								Maintenance Level (3-best)	Pedestrian Access (3-best)	EXPANSION POTENTIAL	
		Baseball Field (90' bases)	Softball/LL Field (60' bases)	Soccer/Football Field	Outdoor Basketball Court	Outdoor Volleyball Court	Badminton Court	Playground Equipment	Track/Field Facilities	Pool (Full Size)	Pool (Children's)	Tennis Courts	Passive Open Space	Pavilion(s)	Picnic Tables	Trail	Benches		Drinking Water	Rest Rooms	Trash Receptacles	Indoor/Undercover Areas	Facility Lights (Outdoor)	Security Lighting	On-Site Parking	Telephone			SITE[4]	FACILITIES[5]
Eisenhower Elementary School (S13 - C - N)	4.0[7]		1		2			X						X				lined parking lot for play; outfield of Little League/softball field open for football/soccer; infield needs repair; benches, bleachers, fencing; a rough backstop in place for Little League/ softball field; merry-go-round at playground; pavilion has grills			X			X	X		3	1	Possible	Small
James Gettys School GASD (S14 - C - C)	45.0[7]		1	8				X					X				X	small backstop (probably kickball); additional open space for large fields; paved play area			X			X	X		2	3	Possible	Small & Large
Fairfield Schools; High, Middle, Elementary (S15 - A - C)	35.0[7]	1	1	3	4			X	X			2						baseball field needs benches and bleachers; softball field needs grading and seeding; 1 game soccer field (perm. goals), 1 regular soccer (removable goals; needs regrading, reseeding) and 1 practice soccer; 2 full basketball courts and 2 half courts; bleachers stored on-site; parking after 3:00 p.m.							x		2	1	Possible	Small & Large

[1] - Map number includes a code (F - Federal, St - State, L - Local, S - School) and number corresponding to the number on the *Parks and Recreation Areas* map.
[2] - Planning Area codes: A - Fairfield, B - Littlestown, C - Gettysburg/Central Adams, D - Eastern Adams/Conewago Valley, E - Upper Adams, F - Bermudian
[3] - Park types correspond to NRPA classifications: S - special use, RR - regional reserve, R - regional, C - community, N - neighborhood
[4] - Expansion potential for sites refers to the presence of undeveloped land adjacent to the existing site.
[5] - Expansion potential for facilities is a measure of the amount of available land on the existing site and refers to the possibility of adding "small" facilities (e.g. playground equipment, courts) or "large" facilities (e.g. fields). Facility expansion is not relevant (NR) for lands which are preserved as open space or for a unique purpose, such as the State and Federal lands.
[6] - Facilities cited for Michaux State Forest may be in areas outside Adams County.
[7] - Acreage of the portion of school sites devoted to recreation is estimated from either tax map information and/or aerial photography.
[8] - The Keyfauver Elementary School site is sloped to the degree that large facilities would probably be prohibitively expensive. Terracing for small facilities is possible but will add to the development cost.

Sources: Adams County Office of Planning and Development, URDC

Appendix D

PUBLIC SURVEY RESULTS

As part of the *Adams County Vision for Parks, Recreation, and Open Space*, the Adams County Office of Planning and Development, assisted by URDC, conducted a survey of the general public regarding parks, recreation, and open space in the county. The survey (Figure D1) was sent to a random sample of 3,000 households throughout Adams County in April, 1995. The survey used a mail out / mail back format, and a total of 290 surveys were returned for a return rate of 9.7 percent.

All 1990 data in the following tables are from the U.S. Census. Unless otherwise indicated, all other data are from the 1995 Adams County Parks, Recreation and Open Space survey.

CHARACTERISTICS OF RESPONDENTS

More than 1 response in 4 came from a young adult, age 25–34, the age group from which more responses came than any other (Table D1). Surveys are usually completed by adults, which creates an automatic and predictable age bias in the results. In a recreation survey, many respondents will consult with family members before answering questions. A total of 26.8 percent of the people in responding households were age 18 and under (Table D2)—very close to the 25.1 percent of residents under the age of 18 in the 1990 Census. On the other hand, 9.7 percent of respondents were senior citizens (age 65 and over) compared to 13.6 percent of the 1990 population. Therefore, even though actual respondents were exclusively adults, the population of responding households accurately represents youth, overrepresents young and middle adults and underrepresents seniors. Most responding households included 2–4 residents (Table D3). Respondents themselves were predominantly female (Table D4).

In addition to studying the county as a whole, the *Adams County Vision for Parks, Recreation, and Open Space* examines sections of the county—planning areas—which correspond to school district boundaries. The survey returns generally reflect the population distribution among the school districts (Table D5). The 2 school districts from which the highest number of returns were provided—Gettysburg Area (Gettysburg/Central Adams Planning Area) and Conewago Valley (Conewago Valley/Eastern Adams Planning Area)—are also the 2 school districts with the greatest population. Conversely, the Fairfield Area School District (Fairfield Planning Area) is the smallest of the county school districts and was the source of the fewest survey responses.

Table D1
AGE OF RESPONDENT

AGE	RESPONDENTS	
	NUMBER	PERCENT
18-24	20	8.0
25-34	63	25.2
35-44	50	20.0
45-54	57	22.8
55-64	30	12.0
65 +	30	12.0
TOTAL	250	100.0
Median age (years)	43.4	---
No response	40	---

Table D2
AGE OF HOUSEHOLD MEMBERS

AGE	NUMBER IN HOUSEHOLD WITHIN AGE RANGE			TOTAL RESIDENTS REFLECTED IN SAMPLE		PERCENT OF 1990 CENSUS POPULATION
	1	2	3	NUMBER	PERCENT	
0-5	27	13	2	59	8.0	7.0 [1]
6-9	30	9	0	48	6.5	15.4 [2]
10-14	36	9	1	57	7.8	
15-18	21	6	0	33	4.5	2.7 [3]
19-24	30	9	1	51	6.9	11.3 [4]
25-44	82	68	0	218	29.7	31.1
45-54	39	46	0	131	17.8	10.2
55-64	29	19	0	67	9.1	8.8
65-75	19	12	0	43	5.9	13.6
76+	12	8	0	28	3.8	
TOTAL				735	100.0	100.0

Notes: [1] actual Census age group: 0-4
[2] actual Census age group: 5-15
[3] actual Census age group: 16-17
[4] actual Census age group: 18-24

Table D3
SIZE OF RESPONDENT HOUSEHOLDS

NUMBER OF PEOPLE IN HOUSEHOLD	NUMBER OF RESPONDENT HOUSEHOLDS	PERCENT
1	24	9.8
2	91	37.3
3	47	19.3
4	55	22.5
5	20	8.2
6	5	2.1
7	2	0.8
TOTAL	244	100.0
No response	46	---

Table D4
GENDER OF RESPONDENT

GENDER	RESPONDENTS		PERCENT OF 1990 COUNTY POPULATION
	NUMBER	PERCENT	
Male	103	40.4	48.8
Female	152	59.6	51.2
TOTAL	255	100.0	100.0
No response	35	---	---

Table D5
RESPONDENT'S SCHOOL DISTRICT

SCHOOL DISTRICT (PLANNING AREA)	NUMBER OF RESPONSES	PERCENT OF RESPONDENTS	PERCENT OF 1990 COUNTY POPULATION
Fairfield Area (A)	21	7.4	6.1
Littlestown Area (B)	32	11.3	12.6
Gettysburg Area (C)	74	26.1	30.9
Conewago Valley (D)	86	30.3	27.0
Upper Adams (E)	42	14.8	10.9
Bermudian Springs (F)	29	10.2	12.5
TOTAL	284	100.0	100.0
No response	6	---	---

RECREATION FACILITIES NEEDED

Respondents were asked to identify the facilities needed most in Adams County, both in general and more immediately (within 5 years). Nature observation trails were cited most often as the facility generally needed in Adams County (Table D6). Five other facilities were also cited by at least 50 percent of the respondents: swimming pool, picnic area, neighborhood playground, community-based walking paths and outdoor basketball courts. Respondents cited an average of 10.5 facilities needed per survey returned.

Bicycle trails was a top response in 5 of the 6 planning areas (Table D7). The facilities cited most often in each planning area and number of responses were:

Fairfield
Nature Observation Trails (14)
Outdoor Basketball Courts (11)
Outdoor Tennis Courts (11)
Outdoor Volleyball Courts (11)
Neighborhood Playground (10)
Bicycle Trails (10)

Littlestown
Bicycle Trails (22)
Nature Observation Trails (20)
Neighborhood Playground (19)
Community Walking Paths (19)
Baseball Fields (15)
Indoor Volleyball Courts (15)

Gettysburg/Central Adams
Bicycle Trails (47)
Picnic Area (45)
Swimming Pool (42)
Nature Observation Trails (40)
Outdoor Basketball Courts (40)

Conewago Valley/East. Adams
Nature Observation Trails (47)
Bicycle Trails (46)
Baseball Fields (44)
Community Walking Paths (43)
Softball Fields (42)

Upper Adams
Swimming Pool (26)
Neighborhood Playground (25)
Picnic Area (22)
Outdoor Basketball Courts (22)
Indoor Basketball Courts (22)

Bermudian
Bicycle Trails (21)
Neighborhood Playground (19)
Community Walking Paths (18)
Swimming Pool (17)
Neighborhood Totlot (16)

The survey asked respondents to list "up to three types of facilities" for development within 5 years. Three facilities—bicycle trails, swimming pool and ice rink—received a strong call for quick development (Table D6). Each was cited by more than ⅓ of those who identified a general need for the facility. Swimming pool received the most "votes" (56) for development within 5 years, but the 51 responses citing bicycle trails represented almost 70 percent of those who want bike trails.

Examining the facilities needed within 5 years by planning area results in relatively low numbers of responses (Table D8). The facilities cited most often (and numbers of responses) were:

Fairfield
Community Walking Paths (5)
Neighborhood Totlot (5)
Bicycle Trails (5)

Littlestown
Ice Rink (7)
Walking Paths (5)
Community Center (5)
Bicycle Trails (5)

Gettysburg/Central Adams
Swimming Pool (19)
Bicycle Trails (15)
Fitness Trails (13)

Conewago Valley/East. Adams
Swimming Pool (15)
Bicycle Trails (15)
Neighborhood Playground (11)
Ice Rink (11)

Upper Adams
Swimming Pool (10)
Neighborhood Playground (6)
Nature Observation Trails (6)

Bermudian
Swimming Pool (8)
Nature Observation Trails (6)
Neighborhood Playground (6)

Table D6

RECREATION FACILITIES NEEDED

FACILITY	RESPONDENTS WHO INDICATED THAT FACILITIES ARE NEEDED		RESPONDENTS WHO INDICATED THAT FACILITIES ARE NEEDED **WITHIN 5 YEARS**	
	NUMBER	PERCENT OF RESPONDENTS (277)	NUMBER	PERCENT OF THOSE CITING A NEED
Nature Observation Trails	153	55.2	38	24.8
Swimming Pool	146	52.7	56	38.4
Picnic Area	145	52.4	20	13.8
Neighborhood Playground (6-12 years old)	144	52.0	40	27.8
Community-Based Walking Paths	142	51.3	31	21.8
Outdoor Basketball Courts	140	50.5	5	3.6
Baseball Fields	137	49.5	8	5.8
Softball Fields	135	48.7	7	5.2
Outdoor Tennis Courts	132	47.7	10	7.6
Outdoor Volleyball Courts	132	47.7	2	1.5
Indoor Basketball Courts	127	45.9	7	5.5
Indoor Volleyball Courts	120	43.3	8	6.7
Neighborhood Totlot (under 6 years old)	114	41.2	20	17.5
Fitness Trails (w/Walking Trails, Exercise Stations)	102	36.8	23	22.6
Soccer Fields	102	36.8	6	5.9
Outdoor Performance Facility (Bandshell/Amphitheater)	100	36.1	20	20.0
Indoor/Outdoor Ice Rink	99	35.7	37	37.4
Long Distance Hiking Trails	97	35.0	13	13.4
Nature/Environmental Education Center	97	35.0	15	15.5
Community Center (Exercise Equipment/Meeting Rooms)	96	34.7	22	22.9
Bicycle Trails	73	26.4	51	69.9
Indoor Tennis Courts	73	26.4	4	5.5
Football Fields	69	24.9	0	0.0
Indoor Racquetball Courts	58	20.9	3	5.2
Equestrian Trails	52	18.8	7	13.5
Community Garden Plots	46	16.6	8	17.4
Field Hockey Fields	39	14.1	0	0.0
Outdoor Racquetball Courts	31	11.2	0	0.0
TOTAL	2,901	---	461	15.9
No response	13	---	---	---

Note: Respondents were permitted more than one answer.

MODEL ORDINANCE PROVISIONS FOR THE DEDICATION OF LAND FOR PARKS, OPEN SPACE, AND/OR GREENWAYS OR CASH IN LIEU OF LAND

Local ordinances for mandatory recreation dedication or environmental protection, like all other legal documents, can be simple or complex to administer, strict or loose in definition, appropriate for one municipality and not another. An acceptable approach for a municipality considers the time, effort, and required training necessary to administer the ordinance and the prevalence of the feature being preserved (e.g., steep slopes, streamside buffers). For instance, a small, rural township with only a part-time zoning administrator may wish to adopt a simpler approach to land preservation than a thriving city with a full-time staff of zoning and code enforcement officials. Also, a municipality with very flat land may not need steep slope regulations. The following ordinances illustrate several approaches which Adams County municipalities may take in helping to develop the local and county open space system.

COMPLEX MODEL ORDINANCE FOR MANDATORY RECREATION DEDICATION

AN ORDINANCE OF _____, ADAMS COUNTY, PENNSYLVANIA, AMENDING _____ SUBDIVISION AND LAND DEVELOPMENT ORDINANCE TO REQUIRE PUBLIC DEDICATION OF LAND, THE PAYMENT OF FEES IN LIEU THEREOF, THE PRIVATE PRESERVATION OF LAND, OR A COMBINATION, FOR PARK OR RECREATION PURPOSES AS A CONDITION PRECEDENT TO FINAL PLAN APPROVAL.

IT IS HEREBY ENACTED AND ORDAINED by the _____, of _____, Adams County, Pennsylvania that the Subdivision and Land Development Ordinance, Ordinance No. _____, enacted _____, as amended, is hereby amended as follows:

SECTION
610 PARK, OPEN SPACE AND GREENWAY PROVISION

Comment: The section numbering system may differ for each municipality. The 600 series was chosen here solely to illustrate the division of subsections.

610.01 GENERAL

This Section applies to proposals that would create new residential and non-residential development. The purpose of this Section is to implement Section 503(11) of the Pennsylvania Municipalities Planning Code and thereby provide needed parks, open space and greenways.

This Section 610 is based on the conclusions and recommendations in the _____ Parks and Open Space Plan dated _____ which the Municipal governing body has officially adopted as the _____ official Recreation Plan.

610.02 MANDATORY DEDICATION OF LAND

A. Land shall either be dedicated to the Municipality for parks, open space and/or greenways or an alternative action shall be taken from among the choices in Section 610.03 under either one of the following two situations:

1. A proposed land development or submission that creates one or more new dwelling units shall dedicate a minimum of _____ acres of land per dwelling unit to the Municipality.

2. A proposed land development or subdivision that creates one or more commercial, industrial or other non-residential principal uses and that involves a total area of 2 acres or more, excluding public and private schools, shall dedicate a minimum of ___% of the proposed development's total area to the Municipality.

B. The required park, open space and/or greenways associated with a proposed residential or non-residential development shall be distributed as follows:

1. PRIMARY RECREATION SPACE shall consist of a minimum of 70% of the total required mandatory dedicated acres for the proposed project. Primary Recreation Space shall not include any of the natural features that comprise "Greenway or Natural Resources Space" (see Paragraph 2. below).

   Since the primary purpose of the Primary Recreation Space is for active recreational pursuits, this land should be relatively flat. Therefore, the following guidelines shall be used:

   A minimum of 1/2 of the Primary Recreation Space shall have slopes of 5% and under and the remaining 1/2 of the space shall have slopes of 10% or under.

2. GREENWAY OR NATURAL RESOURCE SPACE may consist of a minimum of 30% of the total required mandatory dedicated acres for the proposed project. Greenway or Natural Resource Space may include floodplains, wetlands, steep slopes greater than 10%, storm water detention areas that are unusable for recreation as well as Primary Recreation Space.

610.03 MANDATORY DEDICATION ALTERNATIVES

The applicant may use one of the following alternatives to mandatory dedication, provided the Municipality's governing body approves:

A. Construct new and/or improve existing recreation facilities;
B. Pay a fee-in-lieu of land dedication;
C. Guarantee the private reservation and maintenance of parkland, open space and/or greenway; or,
D. Provide a combination of the above.

610.04 TOTAL OR PARTIAL FEE IN LIEU OF DEDICATION

Any of the alternatives in Section 610.03 must be at least equal to the pre-development fair market value of the two types of space (primary recreation and greenway or natural resource) which would have been otherwise required for dedication, including:

A. Primary Recreation Space (required acreage x value = $_____) which should equal the value of the tract of land of the proposed development project or similar land within the zoning district in which the tract is located.

B. Greenway or Natural Resource Space (required acreage x value = $_____) which should equal the value of the tract of land of the proposed development project or similar land within the zoning district in which the tract is located.

As an alternative, the Municipality may establish an annually updated fair market value for land associated with A.) Primary Recreation Space and for the B.) Greenway or Natural Resource Space within the Municipality or within each zoning district.

The determination of the fair market value of the two types of space (primary recreation and greenway or natural resource) shall be the responsibility of the applicant and shall be acceptable to the governing body of the Municipality. If the Municipality should dispute the applicant's fair market value, it may either retain a certified appraiser at the applicant's cost to verify and/or adjust the applicant's fair market value to the appraiser's value, or it may require mandatory dedication of the required acreage and/or a portion thereof and the remaining portion amount in fee-in-lieu of dedication.

610.05 PARKLAND CAPITAL RESERVE AND ACQUISITION FUND

The applicant shall pay all fees in lieu of land dedication to the Municipality. Upon receipt of the fees, the Municipality shall deposit said fees in an interest-bearing account. This account shall be separate from other municipal accounts and shall be clearly identified for the purpose of funding parkland acquisition and/or development of recreation facilities. Interest earned on all monies deposited in such accounts shall become funds of that account. Funds from such accounts be expended at the discretion of the Municipality's elected officials in properly allocable portions of the cost incurred to acquire land and/or design, construct or acquire the specific recreation facilities that will benefit the subdivision or and land development for which they were collected. Fees deposited to this account shall be administered as required by the Pennsylvania Municipalities Planning Code.

610.06 CASH FEE PAYMENTS IN LIEU OF DEDICATION AND EXPENDITURE

The fees shall be paid prior to recording of the Final Plan, unless the applicant agrees, as part of a legally binding development agreement, to pay the required fees prior to the issuance of each building permit for development. If requested by any person who paid any fee under this section, the municipality shall refund such fee, plus interest accumulated thereon from the date of payment, if the municipality has failed to utilize the fee paid for the purposes set forth in this section within three years from the date such fee was paid. If a developer chooses to pay such fees in phases, then such fees shall not have been considered to be fully paid for purposes of this time limit until three years after the last payment is made.

610.07 MUNICIPAL FUND REIMBURSEMENT OR MUNICIPAL PARKS AND OPEN SPACE IMPROVEMENTS OR ACQUISITION

From time-to-time a Municipality may purchase land for parks, greenways, open space and/or improve existing parks and greenways in or near the area of actual or potential subdivisions and/or

developments. If a Municipality does undertake such action within a distance of 1 and ½ miles, subsequent park, greenway and open space land dedications within that area may be a cash fee in-lieu-of land dedication and be used to reimburse the Municipality's actual cost of acquiring and/or developing such land for parks, greenways or open space. Once the Municipality has been reimbursed for all such park, greenway and open space actions within this area, this subsection shall cease to apply and the other subsections of this section shall remain applicable.

610.08 PRIMARY RECREATION SPACE DESIGN REQUIREMENTS

In general, Primary Recreation Space and related open spaces to be set aside and provided for in this section shall include areas for active recreational pursuits. Accordingly, the following design requirements shall apply:

A. The Primary Recreation Space shall be reasonably located so as to serve all of the residents or users of the subdivision or land development;

B. The site(s) shall be located and designed so that safe and convenient access shall be provided to all existing and proposed users. Additionally, each site shall have at least one vehicular access area that is a minimum of ___ feet in width;

C. The site(s) shall be sized and configured so as to accommodate its intended uses. Sufficient lot width/depth dimensions shall be provided so as to accommodate, where practical, ballfields, courts and other open play areas. Furthermore, should a development be proposed at a location contiguous to existing parkland, dedicated parklands should be provided, where practical, as an expansion of the existing park;

D. The site(s) shall have suitable topography and soil conditions for use and development as active play areas. A minimum of ½ of the primary recreation space shall have slopes of 5% or under and the remaining ½ of the space shall have slopes of 10% or under. The area of the site considered as the Primary Recreation Space shall be free from floodplains, wetlands, slopes of over 10% and storm water detention facilities that are not usable for recreation;

E. The site(s) shall be located and designed to conveniently access public utilities, which may be extended by the developer, including sanitary sewer, water and electric service. However, no part of an overhead utility easement or any above ground protrusion of an underground utility shall be permitted within the area proposed for active play areas on the site;

F. No part of the site(s) shall be a part of any other required setback, yard, buffer and/or open space required for any adjoining lots or uses as regulated by the Municipality's Zoning Ordinance;

G. The site shall comply with any applicable design, orientation, size and location guidelines in the Municipality's Recreation, Parks and Open Space Plan and/or Official Comprehensive Plan.

610.09 GREENWAY AND NATURAL RESOURCE SPACE DESIGN REQUIREMENTS

In general, Greenway and Natural Resource Space and related open spaces to be set aside and provided for in this section shall include areas for lineal greenways. These corridors of open space provide ways for people to gain access to residential and non-residential areas, parks, schools, historic sites, town centers,

neighborhoods, rural areas and related human settlement points as well as access to water, forests, meadows and other unique natural features and related open space for recreational pursuits.

Some greenways will be for walking, hiking, jogging, biking, horseback riding and even canoeing. Others will be simple and untouched as a stretch of stream bank left wild. Whether developed or not, greenways are exceptional for recreation, education, environmental preservation and important open space corridors that people may use to reach community resources. Accordingly, the following design principles shall apply:

A. GREENWAY AND NATURAL RESOURCE PLANNING AND DESIGN PRINCIPLES - The developer and Municipality shall use the following principles to plan for greenways and natural resource areas:

- Provide greenways along natural areas such as creeks, wetlands, floodplains and edges of waterbodies,
- Provide greenways along ridgelines with dramatic views,
- Provide greenways along utility easements, rights-of-way and other man-made linear corridors, such as abandoned railroad beds and underground pipelines,
- Provide greenways along highway and street rights-of-way,
- Provide greenways which incorporate parks, schools, urban pedestrian ways and plazas, especially in urban centers with limited parking, traffic congestion and more dense development,
- Provide greenways which incorporate existing pathways, bike routes, trails and sidewalks,
- Provide greenways within expanded buffer areas between different types of land uses,
- Provide greenways which interconnect and loop, giving interest for walkers, bikers and other users,
- Provide greenways which minimize road crossings, especially along major highways with high traffic volumes and fast-moving traffic. When necessary, consider using streets with limited traffic.

B. The Greenway and Natural Resource Space shall be reasonably located so as to serve all of the residents or users of the subdivision or land development.

C. The site(s) shall be located and designed so that safe and convenient access shall be provided to all existing and proposed users. Additionally, each site shall have at least one vehicular access area that is a minimum of twenty-four (24) feet in width.

D. Actual dedications of greenways and natural resource areas shall have a minimum width of fifty (50') unless circumstances prohibit this width) and, if dedicated to a Municipality, must be approved by the elected officials.

E. Any Greenway and Natural Resource Space shall conform to the goals of the municipal recreation, parks and open space plan and official comprehensive plan.

F. The minimum right-of-way width of an easement containing a trail which crosses private land shall be twenty (20') feet. Easements may be dedicated to the Municipality, the County or to another organization(s) which, in the judgement of the Municipality's elected officials, is/are appropriate. In all cases, however, such easements must provide for public use.

G. All walkways, bikeways or other accessways must have a minimum vertical clearance of not less than ten (10) feet. Walkways should have a minimum width of not less than five (5) feet. Bikeways should have minimum width of not less than 10', with 5' fall away zones.

H. Greenway and Natural Resource Space may include floodplains, wetlands, steep slopes greater than 10% and storm water detention areas that are not usable for recreation purposes, as well as Primary Recreation Space. Any walkway, bikeway, trail or other man-made features or use areas may be located in a wetlands area only after Municipal and State approvals.

SIMPLE MODEL ORDINANCE FOR MANDATORY RECREATION DEDICATION

607. *OPEN SPACE AND RECREATION AREAS AND FEES*

A. *Intent.*

1. To provide adequate open spaces, recreational lands and recreational facilities to serve new residents of new developments, for both active and passive recreation.

2. To recognize and work to carry out the officially adopted _____ *Parks, Recreation and Open Space Plan.*

B. *Applicability.* This section shall apply to any subdivision or land development for which a preliminary plan or a combined preliminary/ final plan is submitted after the enactment date of this amendment.

1. This section shall not apply to plans that the Governing Body determines only involve clearly minor adjustments or corrections to an approved preliminary plan or clearly minor adjustments or corrections to a preliminary plan that was before the Governing Body for consideration at the date of the adoption of this amendment.

C. *Limitations on Use of Fees.*

1. Any fees collected under this section shall be placed within an interest-bearing account and shall be accounted for separately from other Municipal funds.

2. To ensure that the lands and facilities are accessible to the residents and employees of the developments that paid fees towards their cost, the attached "Recreation Fee District Map" designates "Recreation Fee Districts." Any fees collected under this section shall only be expended within the same Recreation Fee District as the subdivision or land development that contributed the fees.

3. Such fees shall only be used for the following: acquisition of public open space, development of public recreational facilities, landscaping of public open space and closely related engineering and design work.

4. Unless the Governing Body identifies fees for a particular set of facilities or particular recreation area, then the fees shall be used for the further development of the _____ Recreation Area as a generally centrally located recreation area providing programs and facilities for the entire Municipality.

D. *Land Dedication.* Any subdivision or land development regulated under this Section 607 shall be required to dedicate the specified amount of common open space, unless the Governing Body determines that such land in that location would not serve a valid public purpose, in which case recreation fees-in-lieu of land shall be required.

1. Generally, it is the intent of this Section that developments of five or fewer dwelling units that do not include land that is adjacent to existing publicly-owned land shall be required to pay a recreation and open space fee in lieu of dedicating land. However, if the applicant does not agree to pay such fees, then land shall be required to be dedicated.

2. The land and fee requirements of this section shall be based upon the number of new dwelling units that would be permitted on the lots of a subdivision or land development after approval.

3. Prime Open Space. For the purposes of this section, the term "Prime Open Space" shall mean land proposed to be dedicated as common open space that would meet all of the following standards:

   a. less than 6 percent slope,
   b. not a "wetland" under Federal and/or State regulations,
   c. be part of a contiguous tract of at least 2 acres (which may include existing adjacent common open space) and
   d. not be within the "100 Year Floodplain" as defined by official floodplain maps of the Township.

4. Amount of Common Open Space. A subdivision or land development shall be required to dedicate the following amounts of common open space for each permitted new dwelling unit, unless the Governing Body determines that recreation fees in-lieu of the open space would be more in the public interest.

Percentage of the Total Required Common Open Space that Would Meet the Definition of "Prime Open Space"	Minimum Required Common Open Space Per Permitted Dwelling Unit
0% to 25.0%	1,500 square feet
25.1 to 75.0%	1,250 square feet
75.1% to 100%	1,000 square feet

E. *Fees for Residential Development.* If the Governing Body determines that a land dedication within a proposed subdivision or land development would not be in the public interest, the applicant shall be required to pay fees-in-lieu of dedicating open space. This fee shall be $900 per permitted dwelling unit, unless these fees are revised by later resolution or official fee schedule of the Governing Body.

F. *Fees for Business Development.*

1. Intent- To recognize that the development of employers in the Municipality creates significant demand for local recreational facilities, such as athletic fields, volleyball courts and picnic areas.

2. Any new business subdivision or land development shall be required to pay a recreation fee of $ for each acre within such subdivision or land development that is intended for new business uses. This amount of the fee shall apply unless a different fee is established by later resolution or official fee schedule adopted by the Governing Body.

3. The fee shall be based upon the nearest one-half acre. (For example, if a fee of $1,000 per acre is currently in place, a 2.5 acre business use would pay a fee of $2,500). No fee shall be required for business subdivisions or land developments involving less than 1/2 acre of land for new business uses.

4. See possible modifications of fees in Section 607.K.

G. *Decision on Land vs. Fees.* The Governing Body shall determine whether a land dedication or the payment of fees shall be required. This determination should, but is not required to, be made at the time of sketch plan review. The Municipality should, at a minimum, consider the following:

   a. Whether the land in that location would serve a valid public purpose.
   b. Whether there is potential to make a desirable addition to an existing recreation area.
   c. Whether the proposed land would meet the objectives and requirements of this section.
   d. Whether the area surrounding the proposed development has sufficient existing recreation and open space land, and whether it is possible for pedestrians and bicyclists to reach those lands.
   e. Any recommendations that may be received from the Planning Commission, the Municipal Engineer, the local School Board or School District staff, and the Municipal Parks and Recreation Board.
   f. Any relevant policies of the Municipal Parks, Recreation and Open Space Plan.

H. *Land to be Dedicated.*

1. Land required to be dedicated shall be suitable for its intended purpose, in the determination of the Governing Body. The applicant shall state what improvements, if any, that he/she intends to make to the land to make it suitable for its intended purpose, such as grading, landscaping, or development of trails. Such land shall be free of construction debris at the time of dedication.

2. Required common open space shall be dedicated to the Municipality, unless the Governing Body agrees to accept a dedication to any of the following: the local school district, Adams County, a homeowner association, or an environmental organization acceptable to the Governing Body. In the case of a rental development, the Municipality may permit the common open space be retained by the owner of the adjacent residential buildings.

3. If required common open space is to be owned by a homeowner association, the developer shall be required to establish such association in a form that requires all property-owners with the development to annually contribute to the maintenance of the common open space. Any homeowner association agreements regarding required common open space shall be subject to acceptance by the Governing Body, based upon review by the Municipal Solicitor. The provisions of Section 703(f) of the State Municipalities Planning Code should serve as a model for such agreement.

4. Any required common open space dedication shall include deed restrictions to permanently prevent its development for buildings, except buildings for non-commercial recreation or to support maintenance of the land.

5. Priority shall be given to dedication of land that would be suitable for a) a new community park in the _____ portion of the Municipality, or b) would preserve woods, steep slopes or other important natural features or land along a creek, or c) that would add needed land onto existing public recreation lands.

Comment: Here, a municipality may designate preferences to open space which would contribute to local or county greenways, preserve streamside buffers, or other local priorities.

6. Land that is not suitable for active or passive recreation shall not be accepted as part of a required dedication, including areas within a stormwater detention basin that could not serve recreation purposes. Portions intended for active recreation shall be well-drained, of less than 4 percent average slope and not require filling in of a wetland for use.

7. Common open space within a subdivision or land development shall be contiguous, except as may be specifically exempted by the Governing Body, and shall have adequate access for maintenance and for pedestrians.

8. Other Ordinances. Any required land dedication under this Section shall be in addition to any land dedication or improvement requirements of any other Municipal ordinance or resolution.

9. Lands Close to Buildings. For the purposes of this section, no land shall be used to meet the minimum common open space requirements of this section if such land is within: a) 15 feet of any building or b) within 15 feet of a parking area of more than 6 parking spaces (other than parking areas specifically developed to serve the open space). This specifically includes, but is not limited to, open space surrounding buildings in a development of apartments or townhouses.

10. Residual Lands. If only a portion of a larger tract of land is currently proposed to be subdivided, or the applicant owns one or more adjacent tracts that are not currently proposed to be subdivided, the applicant shall provide a sketch of a possible future land dedication on these adjacent lands in case they would be developed in the future.

11. Coordination With Future Adjacent Dedication. The Governing Body may require that a required land dedication within a property currently being subdivided be placed along an edge of the property so that it may, in the future, be combined with an open space dedication on the edge of an adjoining property when that adjoining property is subdivided or developed.

I. *Combination of Land and Fees.* Upon mutual agreement of the Governing Body and the applicant, the Municipality may accept a combination of common open space and fees-in-lieu of land to meet the requirements of this section for a residential subdivision or land development. This combination shall be based upon the following: the amount of common open space would be based upon a certain number of dwelling units and the fee amount would be based upon the remaining number of dwelling units.

J. *Timing of Fees.* Fees required under this section shall be paid prior to the recording of the final plan, except as follows:

1. If the required fee would be greater than $_____ and the applicant and the Municipality mutually agree to provisions in a binding development agreement to require the payment of all applicable recreation fees prior to the issuance of any building permits within each clearly defined phase of the development, then the fees are not required to be paid prior to recording of the final plan but may instead be paid within the requirements of that development agreement.

2. If the applicant agrees to pay such fees in installments, then all such fees shall not be considered to be "paid" for the purposes of any applicable time limitations for utilization under the State Planning Code until all such fees are paid in full, including all installments and phases.

K. *Fee Modification Process.*

1. An applicant may seek modification to the required amount of a recreation fee under this section, following the "Modifications/Exceptions" procedures of Section _____ of this Ordinance. In such case, the full burden of proof, based upon relevant data and qualified professional testimony, shall be upon the applicant to clearly prove to the satisfaction of the Governing Body that the required fees under this section would:

   a. For a residential development, be disproportionate compared to the current market value of the common open space that would otherwise be required to be dedicated,

   b. For a business development, would be disproportionate compared to the amount of impact on recreation facilities and common open spaces that the employees of the development would have upon the Municipality.

2. An applicant may also seek a modification of the requirements of this section under the procedures of Section ____ by offering to construct substantial permanent recreation facilities within the proposed subdivision or land development or on adjacent public open space that the applicant clearly proves to the satisfaction of the Governing Body will substantially meet the recreation needs of the residents and/or employees, as applicable, of the development.

MODEL ORDINANCE PROVISIONS FOR STREAMSIDE BUFFERS

604. SETBACKS FROM SURFACE WATERS.

604.A. *Purposes.* To protect the quality and purity of surface waters, preserve physical access to surface waters in case of future public or semi-public acquisition, minimize erosion and sedimentation, preserve the natural stormwater drainage system of the area, conserve sensitive wildlife and aquatic habitats, preserve vegetation along waterways so as to retard soil erosion and reduce pathways for pollutants, and provide for setbacks that can be used as required yard areas for a land use.

604.B. *Setbacks From Major Surface Waters.*

1. No off-street parking, loading or unloading area, or commercial or industrial storage or display area shall be located within 75 feet of the top of the bank of the _____ River or within 50 feet of the top of the bank of any other major surface water. See the municipal floodplain map in case a wider area is regulated under the Floodplain Ordinance. The top of the bank of the surface water shall be determined by the Municipal Engineer, in case of dispute.

2. Major surface waters are defined as an established river or creek that regularly conducts surface water, and that serves as an important part of the area's ecological system. The major surface waters shall be the _____, _____, _____... (*Note: List waterways by name.*)

604.C. *Exemption*. The setbacks of this Section shall not apply to public utility facilities or publicly-owned recreational facilities.

604.D. *Setback Areas and Construction*. During any filling, grading or construction activity, all reasonable efforts shall be made to leave the setback areas of this section undisturbed, except at approved waterway crossings.

MODEL ORDINANCE PROVISIONS FOR STEEP SLOPES

STEEP SLOPES (Slopes in excess of 15 percent [15 feet vertical distance over 100 feet horizontal distance])

A. If the proposed site for a use other than crop farming or an outdoor plant nursery includes land shown on the Official Zoning Map or otherwise suspected as having an average slope of greater than 15 percent, the Zoning Officer shall require the applicant to submit a site plan meeting the requirements of this section.

B. 1. Required Site Plan. The required site plan shall include 2 foot slope contours (or another slope interval preapproved by the Zoning Officer or Municipal Engineer), with all areas of slope between 15 and 25 percent and greater than 25 percent identified. The site plan shall be to scale and shall show substantial areas and types of vegetation.

2. The Zoning Officer may require a plan to be drawn by a professional surveyor, professional engineer or landscape architect.

3. For lots of more than 3 acres, only contours for those lands being considered for any disturbance of soil shall be required to be shown on the site plan.

C. If a proposed building location and any areas within 25 feet of the proposed building location are within an area with an average slope of greater than 15 percent and less than 25 percent, the following regulations shall apply; wherever they would be more restrictive than the regular regulations:

1. Residential uses: minimum lot area of 87,000 square feet per dwelling unit.

2. Commercial, institutional or industrial use: minimum lot size of 2 acres per use and natural vegetation disturbed on a maximum of 30 percent of the lot area.

D. If a proposed building location and any areas within 25 feet of the proposed building location are within an area with an average slope of 25 percent or greater, the following regulations shall apply; wherever they would be more restrictive than the regular regulations:

1. Residential uses - minimum lot area of 4 acres per dwelling unit.

2. Commercial, institutional or industrial use - minimum lot area of 5 acres per principal use and natural vegetation disturbed on a maximum of 15 percent of the lot area.

E. *Streets and Driveways*. See applicable slope standards in the Municipal Subdivision and Land Development Ordinance.

F. *Erosion*. If an area of greater than 15 percent slope is to be disturbed, a Sedimentation and Erosion Control Plan shall be submitted to the Municipality for review and shall be put into effect. The Zoning Officer may require that the applicant submit the plan to the Adams County Conservation District for review.

G. *Grading*. See Section 1608 for grading controls. No grading shall occur in such a way that would circumvent the requirements of this Ordinance. These steep slope requirements shall apply on the basis of the slope of land at the time of the adoption of this Ordinance.

H. *Man-Made and Small Sloped Areas*. This section shall not apply to steep slopes that were man-made and were not naturally steep slopes. This section also shall not apply to lots that would only contain less than 1,500 square feet of land with slopes steeper than 15 percent.