JACKSON TOWNSHIP COMPREHENSIVE PLAN
JACKSON TOWNSHIP SUPERVISORS

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BACKGROUND STUDIES

The following material is a brief resume' of the existing character and specific characteristics of Jackson Township. It has been compiled through the evaluation of printed data and a thorough field investigation of existing physical uses and social relationships in the township as well as its surrounding area. The background resume' is not meant to serve as an advertisement nor a critique. Its primary purpose is to familiarize the consultants and the local planning agency with existing conditions and trends in order to achieve a mutually palatable set of clearly defined goals and objectives upon which the community master plan will be based.
Jackson Township is located in the Piedmont region of Pennsylvania, characterized by fertile agricultural valleys and rolling hills. More specifically, it is a part of the Lebanon Valley (a subregion of the Piedmont) bordered by the Blue Mountains to the north and the South Mountains to the south. Elevations in the township range from 400 feet at the Quarry Pond near Millardsville to 700 feet just northeast of Kutztown.

Evaluating Jackson Township from a physical standpoint, (soils and topography) it would seem that two distinctly different sections are apparent. For discussion purposes, then, the township will be apportioned into a northern region and a southern region divided in a general sense by Route 422.

The northern region is composed predominantly of rolling hills and small scattered woodlands. The bedrock in this area is composed primarily of gray shale with a narrow belt of very high grade limestone running through Myerstown in an east-west direction. The soils are composed of a broad belt of very fertile Myerstown silt loam generally paralleling and extending northward approximately 1 1/2 miles from Route 422 (see Map # 1) and Berks silt loam comprising the remainder of the region. These are well drained and well suited for most types of development. However, a subclass of the Myerstown silt loam found along parts of the Tulpehocken and Owl Creeks (see Map # 1) has poor surface and subsurface drainage and should be considered marginal for development purposes.

The southern region, on the other hand, is very flat with a general elevation range of between 480 and 520 feet. The bedrock here is composed of Beekmantown Limestone which gives the soil a very alkaline pH. The soil itself is almost exclusively Hagerstown and silty clay loams - some of the most fertile in the country. Not only is this soil excellent for agricultural purposes but its other characteristics will support almost any kind of development.

(1)
HYDROGRAPHY

Jackson Township has two major drainage basins. The entire area south of the ridge north of Kutztown drains into the Tulpehocken Creek while the smaller area north of that ridge drains into the Swatara Creek. (see Map # 2). Because of the fact that the northern Swatara drainage area is so far removed from existing sewerage facilities and the more urbanized portions of the township, it has little effect on future planning proposals. Conversely, the Tulpehocken drainage basin, due to favorable topography and proximity to the urbanized Myerstown area, has an excellent potential for sewerage facilities which could easily be facilitated by the Myerstown treatment plant. Therefore, the Tulpehocken drainage area should be considered for earlier urbanization. (NOTE DRAINAGE BASIN MAP SHOWING EXISTING SEWERAGE FACILITIES AND SUBDRAINAGE POTENTIAL SEWERAGE AREAS MAP # 2.)

In addition to the broad scale drainage areas, Jackson Township has several other prominent hydrologic entities – namely, the Tulpehocken Creek, Stracks Dam, Calcite Quarry Ponds, and Millards Quarry Ponds. All of the aforementioned impoundments are excellent fishing and recreational sites as is the Tulpehocken Creek which connects them. Therefore, it is quite apparent that these sites should be protected from urban encroachment, pollution, litter, etc. and developed as prime recreational areas similar to the Myerstown park along the Tulpehocken.
POPULATION

The population of Jackson Township was relatively stable between the years 1920 and 1950, increasing by 17.5% or 335 persons during that 30 year period. However, since 1950 the growth rate has "skyrocketed" with an increase of more than 46% or 1,042 persons.

As can readily be seen from the table below, during recent years the growth rate has been greater than the county as a whole and faster than all surrounding municipalities with the exception of North Lebanon Township.

**TABLE 1**

<table>
<thead>
<tr>
<th>POPULATION - PERCENT OF DECENNIAL INCREASE 1940 - 1967</th>
</tr>
</thead>
<tbody>
<tr>
<td>---------------------------</td>
</tr>
<tr>
<td>JACKSON TOWNSHIP</td>
</tr>
<tr>
<td>MYERSTOWN BOROUGH</td>
</tr>
<tr>
<td>MILLCREEK TOWNSHIP</td>
</tr>
<tr>
<td>HEIDELBERG TOWNSHIP</td>
</tr>
<tr>
<td>SOUTH LEBANON TOWNSHIP</td>
</tr>
<tr>
<td>NORTH LEBANON TOWNSHIP</td>
</tr>
<tr>
<td>BETHEL TOWNSHIP</td>
</tr>
<tr>
<td>LEBANON COUNTY</td>
</tr>
</tbody>
</table>

SOURCE: U. S. Census and Consultants Estimate

An examination of the AGE - SEX - PYRAMID (Table #3) and the age distribution chart (Table 2) reveals that Jackson Township has an extremely young population makeup. This indicates that the township has been experiencing a migration of young people from other areas as evidenced by the fact that there are very few of the older age groups (35 years and up) in the area. The preponderance of young people in the population scale, often has the longer range effect...
INDICATIONS OF FUTURE POPULATION GROWTH

Estimating the future population growth of a rural township such as Jackson, is an extremely difficult task and at best is an educated guess. The population of such rural areas can be profoundly affected by new highways, industrial complexes, large scale residential development, depletion or discovery of resources, annexation, and a myriad of other factors which cannot always be anticipated. However, because of the recent population "boon" the proposed Route 422 bypass, and the inherent industrial attraction of Jackson Township, it would seem that an even more rapid rise in population is inevitable and must be provided for in the comprehensive plan.

Based on past growth trends, comparisons with other municipalities, and the future population projections for Lebanon County, the following projection has been formulated. Because this projection has been based largely on historical trends it is in all probability a very conservative guess and should be considered only in light of the afore mentioned possibilities. At any rate, the Jackson Township Supervisors should keep a "watchful eye" for new factors affecting future population growth and continually use them in re-evaluating their planning program.

TABLE IV
POPULATION PROJECTION

<table>
<thead>
<tr>
<th>Year</th>
<th>Projection</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>2778</td>
</tr>
<tr>
<td>1967</td>
<td>3286</td>
</tr>
<tr>
<td>1970</td>
<td>3561</td>
</tr>
<tr>
<td>1975</td>
<td>4390</td>
</tr>
<tr>
<td>1980</td>
<td>4958</td>
</tr>
<tr>
<td>1990</td>
<td>6500</td>
</tr>
</tbody>
</table>
The Township has more industry than many of the surrounding municipalities. Only South Lebanon equals it with 4.2% of the county's industry. It is a desirable industrial area probably because it is accessible via U.S. 422, a major east-west route through the county; Pa. Route 501, a major north-south route for the county; and the Lebanon Valley Branch of the Reading Railroad. It is also a desirable area from the standpoint that it reinforces industrial activity in Myerstown.

Most of the Township's industry is in chemicals and lumber, unlike the rest of the county which is predominately in the food and apparel industry.

**TABLE II**
Number of Manufacturing Industries by Types of Products 1966

<table>
<thead>
<tr>
<th>Type</th>
<th>Jackson Township</th>
<th>Bethel Township</th>
<th>Heidelberg Township</th>
<th>Millcreek Township</th>
<th>Myerstown Borough</th>
<th>North Lebanon Township</th>
<th>South Lebanon Township</th>
<th>Remainder of County</th>
</tr>
</thead>
<tbody>
<tr>
<td>FOOD</td>
<td>1</td>
<td>4</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>28</td>
<td></td>
</tr>
<tr>
<td>APPAREL</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>33</td>
</tr>
<tr>
<td>LUMBER</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>6</td>
</tr>
<tr>
<td>FURNITURE &amp; FIXTURES</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
</tbody>
</table>
Jackson Township maintains 1/3 of the county's lumber industry with a sawmill and a veneer and plywood factory. The chemical industries consist of a fertilizer plant and a pharmaceutical firm, Whitmoyer Laboratories.

Although Jackson Township contributes very little (2.3%) to the county's total amount of wages and salaries, it has the highest average wage and the highest value added by manufacture per employee ($13,763) for the region. This is most likely caused by the presence of Whitmoyer Laboratories, a Pharmaceutical firm that employs 2/3 (200) of the employees in Jackson's industries. Pharmaceuticals is an industry that adds a high value to the finished product in relation to the raw material costs. The absence of any other large firm in the municipality gives added weight to the effect that the single pharmaceutical establishment has on the averages.
|
|------------------|-----------------|------------------|-----------------|-----------------|-------------------|
|                  | Jackson         | N. Lebanon       | Bethel          | S. Lebanon       | City of Lebanon   |
| White Collar     |                 |                  |                 |                 |                   |
| Professional,    | 44-4.3%         | 97-5.2%          | 35-3.1%         | 203-9.2%        | 899-7.1%          |
| Technical        |                 |                  |                 |                 |                   |
| Farmers          | 113-11%         | 38-2.0%          | 121-10.3%       | 81-3.7%         | 12-0.1%           |
| Managers,        | 20-2.0%         | 94-5.0%          | 49-4.4%         | 101-4.6%        | 880-6.9%          |
| Officials,       |                 |                  |                 |                 |                   |
| Proprietors      |                 |                  |                 |                 |                   |
| Clerical         | 87-8.5%         | 159-9.5%         | 92-8.2%         | 243-11.0%       | 1,486-11.7%       |
| Sales            | 46-4.5%         | 103-5.5%         | 22-2.0%         | 136-6.2%        | 869-6.8%          |
| Blue Collar      |                 |                  |                 |                 |                   |
| Craftsmen,       | 116-16.2%       | 314-16.8%        | 120-10.7%       | 377-17.1%       | 1,786-14.2%       |
| Foreman          |                 |                  |                 |                 |                   |
| Operatives       | 308-30.1%       | 659-35.2%        | 378-33.8%       | 654-29.7%       | 3,932-30.9%       |
| Service          | 82-8.0%         | 112-6.0%         | 55-4.9%         | 162-7.3%        | 1,351-10.6%       |
| Laborers         | 138-15.5%       | 119-10.6%        | 117-15.8%       | 171-7.8%        | 803-6.3%          |
| Not Reported     | 12-2.1%         | 96-5.1%          | 70-6.3%         | 77-3.5%         | 636-5.0%          |
|                  | 69.9%           | 73.7%            | 71.5%           | 65-4%           | 66.8%             |
| TOTAL            | 1,025           | 1,871            | 1,119           | 2,205           | 12,716            |


Jackson's lowest percentage of workers in any occupational group is in managers, officials, and proprietors. It is lower in this classification than any of the surrounding townships. Also, a low percentage of professional and technical workers reside within the Township. At the same time, Jackson has more workers engaged in farming than any of the other surrounding townships. Jackson also has a high percentage of laborers in comparison with the other townships.
DISTRIBUTION OF INCOME

Jackson Township has a relatively low average family income ($5,364) in comparison with surrounding townships and the county as a whole. Only South Lebanon is lower with $4,836 as its average. This low average income most likely results from a high percentage of the workforce who are laborers (13.5%) and operatives (30.1%) and few in the workforce who are professional - technical (4.3%). Also the young age of the residents in Jackson (50.2% under 24) is another explanation for the low average income. The peak earning years are 35 to 50; 19.9% of Jackson's residents are in this age group, whereas 26.7% is the average for the State.

TABLE VI

Family Income

<table>
<thead>
<tr>
<th>Township</th>
<th>No. of Families</th>
<th>Total Income</th>
<th>Average Family Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>North Lebanon</td>
<td>1,347</td>
<td>8,390,000</td>
<td>6,229</td>
</tr>
<tr>
<td>Bethel</td>
<td>695</td>
<td>4,704,000</td>
<td>6,768</td>
</tr>
<tr>
<td>Jackson</td>
<td>794</td>
<td>4,211,000</td>
<td>5,304</td>
</tr>
<tr>
<td>South Lebanon</td>
<td>1,881</td>
<td>9,096,000</td>
<td>4,835</td>
</tr>
<tr>
<td>City of Lebanon</td>
<td>8,584</td>
<td>57,635,000</td>
<td>6,714</td>
</tr>
</tbody>
</table>

County - Median Family Income --- $5,416

Route 501 and north Locust Street immediately north of Myerstown and is programmed for future expansion. Beyond these concentrated areas, the single-family dwelling has been scattered throughout the municipality—particularly in the northern section. Indiscriminate scattering of houses such as this is detrimental to community development as it tends to waste open space, create transportation problems, isolate interior sections of large lot parcels, and greatly increases the costs of municipal services.

The 16 multi-family and 24 two-family dwellings are, for the most part, converted single family houses and are scattered throughout the township with the majority being in the older residential area near Myerstown.

The tremendous rise in popularity of the mobile home in recent years has had its effect in Jackson Township. Unfortunately this kind of dwelling has not been concentrated and has been mixed along with conventional housing throughout the countryside—particularly in the northern portion of the township. In all there are 43 such units—all on large single lots as opposed to the recommended park concept.

COMMERCIAL—There are more than 60 commercial and retail activities located in Jackson Township, consisting primarily of service stations, automobile dealers, and other "motorist oriented" activities. For the most part these commercial enterprises are located along Route 422 just west of Myerstown but there are also numerous establishments scattered throughout the municipality.

As with the residential complex, the primary problem with the commercial establishments is the lack of any clearly defined activity centers. Past experience in retail marketing has shown that concentrations of retail business establishments, even of the same types, tend to compliment each other as evidenced by the success of shopping centers and downtown central business districts. In addition to attracting more people from a greater area they lend themselves to better highway service and
CHURCHES AND CEMETERIES - There are seven (7) churches and five (5) cemeteries located throughout the municipality and seem to meet all existing needs.
EXISTING CIRCULATION NETWORK

The circulation of transportation facilities in any municipality must be considered one of the major structural elements in the constructing of a meaningful comprehensive plan. A transportation system brings people and goods to and from a community and provides a means by which they move from one type of activity to another. Although the availability of all transportation facilities such as rail, air, and bus service play a substantial role in the development of a community, the automobile has become the major mechanism of transport for the typical American family. For this reason, then, the major emphasis of this study will be placed on the street and highway characteristics of Jackson Township.

The long range objective of the circulation plan is to locate an efficient system of roadways related to, and supporting, the townships' present and recommended future land use pattern. Such a circulation system should be arranged to permit safe and expedient movement of traffic within and through the community and to provide it with suitable connecting links to existing and proposed highways. In order to accomplish this final objective, however, it is necessary to appraise the existing circulation system for future implication. The following report will then serve as that initial appraisal from which the future circulation plan will arise.

AIR FACILITIES - Air Service is available to Jackson Township residents at the Olmstead State Airport located near Harrisbur, approximately 30 miles to the southwest or at Philadelphia International Airport approximately 80 miles to the southeast. Both of these are served by most major airlines and offer daily flights to all major cities in the nation. The Lancaster Airport approximately 20 miles to the south and the Reading Airport, approximately 30 miles to the east, are served by a few of the major airlines but flights to major cities are sporadic and are only of minor significance. The recently established Lebanon Valley Airpark located in Jackson Township
just west of Myerstown, offers air freight service, air charter taxi service, flight
training facilities, and recreational services, all of which will be of value to the
residents and industries of Jackson Township.

RAILWAYS - The Lebanon Valley Branch of the Reading Railroad, bisecting the township
on an east-west axis just south of Myerstown, functions primarily as a transport
facility for the movement of raw materials and finished products to and from the
industries located along its boundaries.

STREETS AND ROADS --- WORKING DEFINITIONS AND CLASSIFICATIONS - For the purposes of
this study and the resultant circulation plan, it is well that some preliminary
definitions be made clear to the reader. Four general categories will be applied
to the classification of roads in Jackson Township—-(1) ARTERIAL, (2) COLLECTOR,
(3) LOCAL, AND (4) MINOR OR RURAL ROADS. Although these terms are subject to
different interpretations by various concerns, this particular study will utilize
the following definitions.

An arterial highway is usually a continuous route, the primary purpose
of which is to move traffic quickly and safely from one distant area to another.
Ideally, an arterial road should be a limited access divided highway with a sufficient
basement to provide for the locations of utilities, communications, and open space.

Collector roads drain traffic from local roads and carry it to arterial
highways or to local traffic generators such as the central business district, schools,
public buildings, or industrial areas. The design of collectors should reflect an
emphasis on traffic movement rather than land access and on-street parking should be
discouraged.

The primary purpose of a local street is to provide for land access and
basement for utilities such as sewers, gas mains, water lines, and electrical and
telephone conduits or poles. The circulation of traffic on these roads is only a

(19)
secondary function and their design should discourage any high speed traffic flow or heavy vehicular movement.

The minor or rural road serves the same primary function of land access as the local street. However, the rural road, as the name implies, is used essentially for access in agricultural areas while the local streets, in the main, are a phenomenon of the more "urban-type" residential subdivision.

Jackson Township has two primary arterial highways - the east-west Route 422 carrying almost 9,000 vehicles per day and the north-south Route 501 carrying more than 4000 vehicles per day. (See Map #4 & Map #5). Both of these routes are extremely important, not only to Jackson Township and Myerstown but to the entire region as well. Route 422 provides a direct link between Harrisburg and Philadelphia and Route 501 extends from Lancaster northward to Route 22, another major east-west arterial.

In addition to these facilities, Interstate Routes 78 and 81 are presently under construction in the northern section of Lebanon County and when completed, will provide further access to New York City, upper New York State and Pittsburgh. These highways can be reached via Route 501. An even more important proposal for Jackson Township is the new 422 bypass presently programmed south of Myerstown (SEE FUTURE LAND USE MAP #6) which will undoubtedly contribute to the growth potential of the township - particularly Industrial feasibility.

The completion of these arterials should adequately facilitate Jackson Townships needs for years to come, however some consideration should be given to the relocation of Route 501 around Myerstown to provide an ideal system.

Most of the state Legislative Routes in Jackson Township have been designated as collector roads because of their traffic volumes and designed functions. Most of these are adequate as far as design standards and maintenance but some recommended...
extentions and minor relocations will be made in the comprehensive plan section of this report. (Map 6)

The remaining township roads are classified as local or rural and again appear to be adequate for their designed function. Care should be exercised in the future, however, to assure that these roads meet required standards in the event that their use changes to that of a collector or an arterial thoroughfare.

STREETS AND ROADS --- OWNERSHIP - Approximately 63 per cent of the 81.23 miles of streets and roads in Jackson Township are township owned and maintained. All of the major collector and arterial highways that serve as the framework of the transportation system are, as they should be, under the jurisdiction of the state.

Because of the problems encountered by the state with local street maintenance and the local municipality in designing major highways. Jackson Township has a very acceptable ratio of jurisdiction over the circulation network for efficient operations. In many communities where a high percentage of local streets are state owned, problems of negligence in maintenance often arise. Conversely, where a municipality has jurisdiction over major highways, problems in lack of necessary equipment and personnel often occur.
GOALS AND OBJECTIVES

The broad general goal of the Jackson Township Plan and the planning process is simple—to make the community a better place to live. This can be done by controlling its development, through planning and planning tools, in relation to its inherent potential and future public need.

According to the consultants evaluation of existing conditions, trends and future projections, the following specific goals should be the main focal points of planning in Jackson Township in order to realize the broader objective of community improvement:

1. PROMOTION OF INDUSTRIAL POTENTIAL - Jackson Township has perhaps the best areas for industrial development in Lebanon County.
   (A) Excellent transportation system (i.e. - 422 bypass with interchange, airpark, Route 501
   (B) Potential utility extension from Myerstown
   (C) Industry between Myerstown and 422 bypass would compliment existing industrial development
   (D) The topography surrounding Myerstown is favorable for industry

2. DEVELOPMENT OF INHERENT NATURAL RESOURCES INTO A CLEARLY DEFINED SYSTEM OF RECREATIONAL FACILITIES
   (A) Strack's dam, Tulpehocken creek, and Quarry ponds are existing and valuable resources which should be developed to their fullest benefit
   (B) Lebanon Valley Airpark, Lebanon Valley Golf Course and the Myerstown Park are valuable manmade recreational facilities which could be tied together with further natural resource development
3. **PRESERVATION OF OPEN SPACE** - A most casual observation reveals very quickly that Jackson Township is blessed with an abundance of beautiful farmland as well as some attractive wooded areas and gently rolling terrain. It is obvious, however, that much of this open space is being destroyed by indiscriminate scattering of residential development whenever and wherever a building lot can be purchased.

This residential upheaval must be controlled by promoting orderly development gradually radiating from a central core as community services can be provided, thereby discouraging the destruction of open space.

4. **RESIDENTIAL DEVELOPMENT MUST BE CONTROLLED AND POTENTIAL RESIDENTS MUST BE GIVEN A RANGE OF CHOICES IN HOUSING** - Jackson Township is growing at an unprecedented rate and this rate is projected to increase further in the future. Because of the wide range of house types presently in evidence and the wide range of housing demanded by industrial workers, this need must be met by providing for:

(A) **Single family residential areas** both high density where utilities are available and low density where septic tanks are needed

(B) **Planned unit developments** - to facilitate new design innovations and concepts whereby high density development can be incorporated with the assets of community open space
(C) **Provisions for garden apartments and row housing** to facilitate this new housing demand and to provide for higher concentrations of people without destroying open space

(D) **The demand for mobile homes must be met by providing for and insisting on well planned and designed parks rather than having this kind of housing indiscriminately scattered throughout the municipality**
COMPREHENSIVE PLAN

Through the evaluation of existing data, field research, projection analysis, and the forecasting of possible problems, the land use plan has been formulated and presented on the future land use map. As can be surmised, this particular recommendation is one of the most important presentations in the entire planning process, because it is from this plan that the zoning ordinance will be drafted. Therefore, it will be in the best interest of planning and future township development to examine this map carefully and to use it as a reference for decisions affecting the future of Jackson Township.

THE RESIDENTIAL COMPLEX

In order to accomplish two of the major goals of the Jackson Township plan (PRESERVATION OF OPEN SPACE AND PROVISIONS FOR A RANGE OF CHOICE IN HOUSING) the residential areas must be carefully selected on the land use plan and adequately controlled through zoning and land subdivision regulations.

Ideally, a community's residential development should radiate from a central "commercial core", with high density development occurring near the center and fading into a lower density residential periphery. The theory being that the older residential sections (usually near commercial and service establishments) tend to be located on higher priced land and presently in the higher density residential categories. It follows, then, that high concentrations of people would balance the high price of the land and would have the most convenient access to the central commercial core. This concept is not a mandate but it is certainly more logical than an indiscriminate scattering of all types of residential uses throughout a municipality.

For all practical purposes, Myerstown Borough is, and should be, the population and commercial core area for Jackson Township. Thus the plan proposes a higher density residential area on the eastern, northern and western peripheries of Myerstown.
and a lower density area radiating from these (NOTE: LAND USE PLAN MAP). As was stated in the background studies, this area of high density development would reinforce the residential development of Myerstown, would be most easily served by recreation, fire protection, police protection and other facilities, and most importantly, could be easily served with sewer and water facilities from Myerstown (NOTE: PHYSICAL FEATURES STUDY).

The high density area should provide for a wide range of housing types such as: town houses, apartments, planned unit developments, well designed mobile home parks (SEE ILLUSTRATIONS) and single family units on a variety of lot sizes. This concept of "permissiveness" should give developers the necessary incentive to locate high density dwelling units where they can most easily be benefited with the aforementioned "urban type" services.

The low density residential area is designed to facilitate the single family dwelling unit on a larger lot almost exclusively. Whereas, the high density area has been earmarked for immediate development and allows for almost all types of housing, the low density area is more or less planned for longer range development. The primary reasons for the differentiation of the two areas are: 1) although the topography of the low density area is suitable for sewer and water, the distance from existing facilities would require higher installation costs. Thus larger lot sizes will probably be necessary, at least in the near future, to facilitate septic tanks. 2) the primary type of development in this section has been in the past single family residential with a sizable portion programmed for the same type.

INDUSTRIAL - As has been previously noted, that area of Jackson Township between the proposed Route 422 bypass and Myerstown borough, has some of the greatest industrial potential in Lebanon County for the following reasons:

1) EXCELLENT TRANSPORTATION FACILITIES - The proposed Route 422 bypass, existing Routes 422 and 501, the Lebanon Valley branch of the Reading
TOWN HOUSE COMPLEX

TOWN HOUSES

GROUP PARKING

RECREATIONAL FACILITIES OWNED AND MAINTAINED BY THE GROUP
MOBILE HOME PARK

24' CARTWAY

SECONDARY ROAD

OFFICE
CLUSTER CONCEPT

CONVENTIONAL PLAN

62 Sites
1 Acre Lots
Common Open Space — Approximately 2 Acres

CLUSTER PLAN

72 Building Sites
15,000 Square Foot Lots
Common Open Space — Approximately 40 Acres
railroad, and proximity to the Lebanon Valley airpark together comprise a transport system unsurpassed in the Lebanon area.

2) COMPATIBILITY WITH EXISTING LAND USES - The proposed industrial area would reinforce the existing and proposed industrial development in Myerstown and those presently operating in Jackson Township. In addition, the proposed Tulpehocken recreation area to the north and the proposed Route 422 bypass to the south, would serve as excellent "buffers" between industrial development and residential land uses.

3) AVAILABILITY OF UTILITIES - The proposed industrial land drains toward Myerstown, thus making sewer and water extensions from the borough a feasible program assuming, of course, that there is sufficient cooperation between the two municipalities to realize this goal.

4) FAVORABLE TOPOGRAPHY AND SOIL CONDITIONS - The topography is relatively flat making industrial building feasible and the soil types will support all kinds of construction.

Because of these conditions, it is only natural that Jackson Township should attempt to capitalize on this potential and a relatively large industrial complex comprising approximately 660 acres has been proposed on the land use plan. However, industry being the complex phenomenon that it is and its location being dependent on a multitude of interrelated and unforeseeable factors, industrialists may or may be interested in the area. It is thus highly important that the township supervisors keep abreast of regional and local trends and inquiries, constantly relating them to their plan proposals. If the industrial tract does not develop and/or there is a demand for other uses, it may be well that the area be rezoned. On the other hand, if industry does in fact develop, Jackson Township may well need more industrial id which should be provided using the same criteria as listed above.
The Airpark District (shown on the land use map) is another potential industrial site. The area has relatively good access and some potential for community services but certainly does not have the innate assets of the primary industrial site. It does have, however, a unique attraction in the Airpark itself and should be considered for those kinds of enterprises which are dependent on extreme proximity to air facilities.

**Commercial** - Although there are many commercial activities scattered throughout Jackson Township, they are basically "motorist oriented" facilities. Myerstown, Reading, Lebanon, and the Lebanon Plaza shopping center serve most of the other commercial needs of township residents and probably will continue to do so for the foreseeable future. As Jackson Township develops residually the central commercial "core" near the center of Myerstown should be expanded.

A highway commercial district has been provided for in the land use plan at several locations along existing Route 422. These areas are designated as commercial mainly because of the location of existing activities (SEE EXISTING LAND USE MAP) and seems to be adequate for that type of use. Extreme caution should be exercised in formulating the requirements of allowable uses in these districts to avoid inefficiency, traffic problems, and unsightly advertising signs and posters often associated with "strip" highway commercialism.

The "Highway Interchange" commercial area along Route 501 and adjoining the proposed Route 422 bypass has been suggested primarily to facilitate the transient motorist using the bypass. Approps uses in that area could include service stations, hotels, motels, etc., and similar services for the traveler.
CONSERVATION AND RECREATION AREAS  - The shorter work week; reduction of the retirement age; increasing average life span and our growing population are but a few of the indicators which can be used to emphasize the growing importance of recreation in our society. Tomorrows' citizens are going to have more leisure time than any society in history. Most of this time will be spent close to home and much of it in the community. It should be apparent, then, that the local community must face this responsibility by providing facilities to meet these growing demands.

Historically, the young age groups have received top priority for recreational requirements evidenced by baseball fields, dance centers, swimming pools, etc. not that these provisions aren't essential, but consideration must also be given to the elderly and middle age groups. Progressive communities are meeting this new challenge by providing for the more passive type of facility such as: parks, fishing areas, hiking trails, and picnicking areas, all of which can be incorporated within conservation and open space areas. Because of the fact that the younger age groups have facilities at school, and in the community, the later kinds of areas are the main considerations of this plan.

Stracks Dam, Millards Quarry pond, and the Tulpehocken Creek presently offer a wide range of recreational opportunities - particularly swimming, fishing and boating. This plan suggests that this area be developed, preferably by, the municipality to preserve present assets and to initiate other attractions such as, picnic tables, hiking trails, bicycle and bridal paths, nature study areas, etc. It should be noted that this recreational strip corresponds very well to the park area of Myerstown borough, an excellent example of a well utilized community recreation area.

The following is a brief resume of some of the methods which have been used in order to promote the preservation of open space throughout the United States. Although the list is not complete, it should serve as a guide for municipal action.
I. LAND TRUST

These groups are "private, non-profit organizations" established to acquire open land and insure it stays that way. Most lands owned by trusts are acquired by donations. As a result, they become a ready repository for gifts of land.

The Trust membership which is made up of all interested citizens, establish committees such as, a Landowner Advisory Committee, a Land Management Committee, a Membership Committee, a Public Relations Committee, a Public Relations Committee, and a Finance Committee.

Many unknown advantages can be pointed out to the potential donors through the Trust referring them to tax and legal council. There must be provisions in the State for tax relief on land that a non-profit group might wish to hold.

Many municipalities question their wisdom in taking over land management when it involves the burdensome task of maintenance. The trust tailors its program first to the donors wishes and second to the land whereas the town considers only how good the purchase will be for the town.

Trusts usually cannot purchase land, and as a result, cannot beat the developer to the punch by preserving all of the land before it falls into the hands of the developer. They can, however, buy the land on time and secure options where available. Trusts might also be able to find an agent to buy land for them so that when able the Trust can purchase it at a later date.

Some of the additional advantages of trusts are as follows:

1. Trusts can operate beyond municipal boundaries.
2. They can be confidential about their negotiations.
3. Trusts are good "watchdogs" in that political influences will be removed from the purchase and maintenance of the lands.
4. Trusts do good public relations jobs.
5. Trusts act as catalysts to activate commissions.
II. EASEMENTS

Another tool which may be used to preserve open space is the easement-- a right or interest in land less than the full fee ownership. Under normal conditions, it involves the purchase by a public agency of rights in land from private owners to insure the continued integrity of key open space areas. Such rights in land may be purchased by voluntary agreement, acquired by gift or by condemnation.

The easement does not transfer title to the land, although it is created by a deed, and it does not constitute a lien against the property. It is simply a right to use another man's property for some specified purpose. Easements are binding on all future grantees of the land who have notice of the encumbrance. The purchaser has notice after the easement is appropriately recorded.

III. DIRECT ACQUISITION

At present direct acquisition by a municipality appears to be the best method of getting the land that it wants for the purpose they want it. However, the number one problem is raising the money in order to carry out the acquisition program on the scale necessary to cover the entire municipality properly rather than one or two acres or a small percentage of the actual requirements. Officials are inclined to apply kitchen economics to land purchase even though they realize that the postponement of purchase may be costly to rectify later on, or worse, impossible. The evidence is mounting that taxpayers will not only agree to open space bond issues, but many of them will actively help municipal government campaign for them.

Direct acquisition can be insured, assuming ultimately monies are available on a continuing basis, through (1) the official map, (2) donation or purchase from a developer, and (3) direct purchase program. Based on Act 247 a municipality may prepare an official map which will outline the required ultimate open space or recreation areas. At such time when development occurs in these areas, the municipality may put the developer on notice that this area must be reserved for open space

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and at that time the municipality will have one year in which to purchase the property or either work out other arrangements with the developer to insure its preservation.

Donation by a developer could also be associated with a large scale development whereby the cluster or planned unit concept could be utilized in order to plan an area more effectively, with possibly no loss of profit by the developer and at the same time donate open space to the municipality.

IV. DEED RESTRICTIONS & FLOOD PLAIN ZONING

Deed restrictions could be effective whereby large land owners could be encouraged to restrict certain portions of their land which would lend itself to recreation, such as lake areas, flood plains, steep slopes, etc., through a recorded restriction on the deed for the property. Therefore, upon development of this land the developer would be bound to provide a certain amount of open space in his subdivision.

An ordinance creating a Flood Plain Zone can also be enacted in accordance with Act 247. This would insure the preservation of wildlife areas, fishing privileges and also reduce the flooding hazards of adjacent lands when the areas become built up.

AGRICULTURAL - Most of the township should continue to be in agricultural use mainly because of the fertile soils and high crop yields. Even though low density residential development is normally permitted in agricultural areas, it should be discouraged until such time as additional residential, commercial or industrial land is required. By preserving land in this manner, growth is controlled and directed toward areas better suited for intensive development. In the long run, it will probably be most beneficial to the township, and county as well, to preserve open space and agricultural land in spite of the inevitable pressures for urbanization. As open space in the future will certainly be a distinguished entity in the ever expanding and encroaching megalopolis.
CIRCULATION NETWORK

ARTYRIALS - The proposed Route 422 bypass will be constructed by the State Department of Highways to full limited access arterial design standards. This proposal will adequately meet East-West transport needs through the township and should, at least initially, alleviate some of the traffic problems on present Route 422.

Although most of this route is programmed and is in the final design stages, that portion East of the Route 501 interchange is presently undecided. As shown on the land use plan, a strong possibility exists that the route will stay south of Millardsville into Berks County (dotted line). The ultimate location of this bypass will not have any effect on the land use plan, however it is suggested, here, that the Township Supervisors support the new southern route. This proposal will eliminate possible traffic problems which may be incurred where the bypass would merge with existing 422 and would tend to tie Richland Borough to Jackson Township.

In addition to this facility the State Department of Highways has recommended an eventual Route 501 bypass around Myerstown. This proposal is an ultimate necessity for the well being of both Jackson Township and Myerstown Borough and should continue to be advocated by municipal officials as well as by the County Planning Department. Present comments seem to indicate that the bypass will be located somewhere to the West of Myerstown but there have been no feasibility studies at this date. Because of the importance of this highway and the decision of all officials, this plan does not propose an absolute location at this time. It is strongly recommended, however, that Borough and Township Officials together with the County Planning Department and State Department of Highways meet presently to discuss the location of the bypass. As the location becomes programmed, municipal officials should incorporate the proposal into their land use plan and take all necessary steps to preserve the right-of-way and to assure the most appropriate
land uses along its periphery.

In the interim before the bypass is constructed, Route 501 should be improved including widening, shoulder installation, and curve straightening—particularly the hazardous curve between T-403 and L. R. 38011 shown on the comprehensive plan map. Whether the bypass is constructed or not the aforementioned improvements to existing Route 501 are absolutely essential due to its increasing importance as a result of the interchange scheduled at its intersection with the Route 422 bypass.

**Collectors** - Most of the designated collector roads in Jackson Township are adequate for present uses. The Supervisors should periodically evaluate their functions, however, to assure that they are adequate for their future purposes.

The suggested improvements shown on the comprehensive plan map would make the system safer and more useful and should be recommended by Township Officials to the State Highway Department for future changes. The reasoning behind these recommendations are as follows:

**L. R. 38011 - Extension to T-393** - This extension would serve as a connecting link between the two roadways thus assuring a good east-west service road between Richland and the city of Lebanon. This proposal would also improve access to the Eastern Lebanon High School which will be particularly important as the school grows and athletic events, social events, and other traffic generation activities are increased.

**L. R. 38002 - Access Improvement to Route 501** - The Eastern portion of L. R. 38002 has a surprisingly heavy traffic volume probably due to its use as an industrial access way. This road is generally in good condition but its outlet on to 501 should be relocated to increase site distance from the railroad underpass.
L. R. 38007 - CURVE STRAIGHTENING - L. R. 38007 is the primary East-West service road for the northern part of the township and would be vastly improved by eliminating the hazardous curve just west of T-568.

Assuming that the township does in fact, develop as proposed in this plan, another highway facility becomes eminent. Workers from the residential area must have a convenient accessway to the industrial area without traveling through Myerstown's already congested streets. A western bypass will alleviate this problem somewhat if it is not limited access, but consideration must be given to this problem as the two areas develop before it becomes insurmountable.

As has been mentioned before, the circulation system in Jackson Township is adequate for present needs. However, realization of the aforementioned suggestions would constitute a transportation framework unsurpassed by most rural municipalities and would be an important factor in carrying out the land use plan. Local streets have not been shown on the plan since their location depends on future subdivision growth. Care should be taken, however, to assure that local streets do not serve a collector function and at the same time are not isolated from collector facilities (see illustration).
By using loop and cul-de-sac street designs instead of the conventional grid pattern for local streets, traffic in residential areas can be limited to residents and their visitors.
From a planning standpoint, Jackson Township and Myerstown Borough cannot be considered as separate entities. The two municipalities are interrelated, both physically and socio-economically, to such an extent that their individual assets and liabilities have profound effects on each other. Fortunately Myerstown's greatest problem (the lack of developable open space) and Jackson Townships greatest problem (the lack of municipal service facilities) can both be rectified through joint cooperation. Jackson Township has the land area for housing, industry, recreation, and highways, while Myerstown has the potential central commercial core and an excellent system of municipal services such as sewer, water, police, and fire facilities. It is not difficult to visualize the efficiency and the economy of collaborative efforts, not only in the provision of the aforementioned services, but also planning, zoning, and subdivision administration and a host of other amenities necessary for viable community development. This is not to say that these things could not be provided separately, but the monetary and, more importantly, the time savings through a joint effort may well determine whether the proposals of this plan will be realized.
CONCLUSION

The preceding comprehensive plan has been presented to Jackson Township as a tool and a guide for future municipal decisions. It is not a public relations brochure nor is it a mandate for future development but certainly it cannot be an effective instrument if it dies on a shelf collecting dust.

A plan must of necessity be general in nature. It cannot possibly anticipate the myriad of individual decisions and property transactions which will be involved in determining the future growth of a municipality. For this reason, then, the plan must be flexible. For example, an area may be shown in the plan as low density residential and a developer may submit a plan for this same property suggesting a high density apartment complex. If this increased density would not adversely affect other elements of the plan such as street patterns and standards, it might well be that this use could be a perfectly satisfactory part of the land use plan. While being flexible and changeable, the plan cannot be effective at all if changes are made indiscriminately without careful deliberation on the part of the Supervisors and other Township Officials.
GUIDE FOR IMPLEMENTATION
GUIDE FOR IMPLEMENTATION

The preceding plan is the basis of the planning process. It becomes a tool and a guide for organized township development if it is conscientiously followed and updated but the plan itself is worthless unless action is taken to make its recommendations a reality. This chapter has been included to serve as a guide for implementation of that plan. It is not all inclusive nor is it specific—it merely mentions some of the possible methods of realizing planned goals.

ZONING: Zoning is the principal means for effectuating a land use plan. It accomplishes this by restricting the development of land to certain kinds of uses in certain areas. Essentially, these restrictions specify how the land may be used, what kinds of buildings may be erected, what activities may take place, how high a structure may be built, and how much yard space must be provided. Zoning is a police power and as such is a law upheld by courts throughout the United States. Under Zoning, then, the private property owner must abide by the restrictions imposed by the local community.

A zoning ordinance will be prepared as part of this planning program for enactment by the township supervisors, however a zoning ordinance to be a truely effective instrument is not a once and done proposition. Periodic amendment and revisions will be necessary to meet any unforeseen circumstances in the original proposal, but such changes should be considered in light of the plan and its goals and objectives. Beyond these periodic adjustments, the entire ordinance should be conscientiously reviewed every 3 to 5 years corresponding to new developments and conditions. The zoning ordinance review will be somewhat easier if a map is kept to indicate new development areas, and places where special exceptions and variances were requested, thus serving as an

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indication of possible problem areas where rezoning may be necessary.

**SUBDIVISION REGULATIONS:** While the zoning ordinance controls land use, subdivision regulations control the type, design and improvements in new developments, including roads and utilities. Subdivision regulations may also be used to prevent development from taking place where soil and slope conditions are unsuited for building purposes. Thus, subdivision regulations help to effectuate plans for land use, major streets, utilities and community facilities, and help to assure sound community development.

Presently land subdivision is controlled by County subdivision regulations which should be adequate for the near future. The County Planning Department will make every effort to assure synchronization of the subdivision regulations with the zoning ordinance.

**HOUSING AND BUILDING CODES:** Although the zoning and subdivision ordinances can assure the proper placement and development of new housing areas, there is no guarantee that deterioration of housing will not occur nor is there any protection against poorly constructed new housing. The establishment of Housing and Building codes have been found to be excellent methods of combatting these dangers in other communities and it is recommended that codes of this sort be established in Jackson Townships' future.

A housing code is designed to assure the maintenance of existing structures and sets minimum standards necessary to guarantee the health and safety of the occupants. The code establishes minimum plumbing, heating, sanitary, and occupancy standards and is one of the few retroactive regulatory devices available for municipal use.

A building code sets minimum standards for new construction. It regulates such things as building materials, construction, plumbing and electrical...
wiring which cannot be covered in a zoning ordinance. Should township officials feel that the establishment of these kinds of codes warrants further exploration, Publication Number 8 of the Pennsylvania Bureau of Community Development entitled BUILDING & HOUSING CODES is an excellent reference.
CAPITAL IMPROVEMENTS PROGRAMING

One of the most efficient methods of insuring needed municipal improvements is a Capital Improvements Program. Such a procedure would virtually force the township supervisors to take an annual long-range look at its needs and resources, to determine priorities, and to arrange for the best means of financing. The program cannot, of course, make any of the decisions, but it provides an organized framework within which such decisions can easily be made.

The basic reason for a capital improvement program is, very simply, to insure that money is being spent wisely. In municipal finance, just as in family finance, most capital investments or similar major expenditures are paid for with borrowed funds. There are usually restrictions and limitations on the amount of money which a municipality can borrow. If these limitations do not exist in state law or the local charter, they are effectively applied by the lending institutions which charge higher rates for the use of money if that use is not regarded as sound.

Although the terminology regarding Capital Improvement Programs vary from state to state and municipality to municipality, the following terms seem most applicable for Jackson Township.

CAPITAL IMPROVEMENT: Any major nonrecurring expenditure for physical facilities of government, such as cost for acquisition of land or interests in land; construction of buildings or other structures, including additions or major alterations; construction of highways or utility lines; fixed equipment; landscaping and similar expenditures.

CAPITAL IMPROVEMENT BUDGET: The list of projects together with the amounts and sources of funds for the coming fiscal year. This is sometimes regarded as the first year of the Capital Improvement Program. It is often treated as the
capital improvement section of the annual municipal budget.

**CAPITAL IMPROVEMENT PROGRAM:** The long range schedule of projects with their estimated costs over a period of 5 to 10 years. The most common period is six years. This covers a five year period beyond the capital improvement budget for the first year. Most programs are presented in terms of specific calendar or fiscal year listings, although there are some shown in terms of several priority categories with a more flexible time schedule.

The process of capital improvement programming will ordinarily call for the following distinct steps:

1) An inventory of potential projects, including cost estimates and an initial evaluation of their relative priority.

2) Analysis of these project requests, usually involving discussion with the sponsor.

3) Investigation of the financing capabilities of the community and the relation of these to different project categories.

4) A schedule of project execution in a long range program list which considers project relationships to each other and to financial requirements.

5) Selection from this schedule of a slate of projects for early action. This generally takes the form of the capital budget for the coming fiscal year.

6) Formal adoption of the capital budget against the background of the long-range recommended program.
A WORKABLE PROGRAM FOR COMMUNITY IMPROVEMENT

The workable program for Community Improvement first introduced by the Federal Government in the Housing Act of 1954, assists the community in determining what means are available to improve its living and working conditions. With subsequent housing legislation, annual certification of the Workable Program has been made a prerequisite to the granting of federal financial assistance for public housing, various types of loans, and urban renewal. Should township officials foresee a future need for the above mentioned kinds of assistance, it is strongly recommended that they formulate such a program for federal approval. Information on the necessary content of a workable program is available at the office of the County-City Planning Department or County Redevelopment Authority.

CITIZEN SUPPORT: A program for public awareness, perhaps more so than any other action is a necessary component in the implementation of any plan. This program should be extended not only to the citizens of Jackson Township, but to those in the adjoining planning area as well (PARTICULARLY MYERSTOWN BOROUGH). Civic organizations such as Lions Clubs, Kiwanis Clubs, businessmen's groups, church societies, etc., can make a great contribution in achieving this goal. The township supervisors and Myerstown Council and Planning programs and establishing public contacts through local news media.

RECREATION GRANTS: Monies can be had from the Pennsylvania Department of Community Affairs $500 Million Conservation and Recreation Program. These monies may be utilized by a municipality for land acquisition and/or development and may cover up to 50% of the total cost. Inter-municipal cooperation is encouraged and strongly recommended, particularly in the cases of communities with small or sparse population grants of up to 80% of the total cost are
available to such joint ventures.

Additional information concerning the $500 Million Conservation and Recreation can be obtained from the Commonwealth of Pennsylvania Department of Community Affairs, Harrisburg, Pennsylvania. 17120.