

Balance



The Growth Management Element
April 2006



The Comprehensive Plan for Lancaster County, Pennsylvania

“ReVisions”
Policy Element

Balance
The Growth
Management Element

Functional Elements

*Water Resources
Element*

*Tourism
Element*

*Regional Open
Space Element*

*Housing
Element*

*Transportation
Element*

*Cultural Heritage
Element*

Table of Contents

Acknowledgements	v
Resolution NO. 28 of 2006	vi
Executive Summary	xiii
Introduction	
1.1 Overview and Purpose	1-1
1.2 Planning and Community Participation Process	1-3
1.2.1 Community Participation	1-4
1.3 Key Issue Areas	1-6
Lancaster County Today	
2.1 Location	2-1
Map 2-1: Location Map	2-2
Map 2-2: Lancaster County Municipalities	2-3
2.2 Treasured Resources	2-4
2.2.1 Natural Resources	2-4
Map 2-3: Agricultural Soils	2-5
Map 2-4: Natural Habitat Areas	2-6
Map 2-5: Steep Slopes	2-7
2.2.2 Architectural, Cultural, and Historic Resources	2-8
Map 2-6: Hydrology	2-9
Map 2-7: Agricultural Land Cover 2002	2-10
Map 2-8: Land Preservation	2-11
2.3 Agriculture	2-12
2.4 Economy	2-14
Map 2-9: Roadway Functional Classification	2-15
Map 2-10: Rails, Trails, Air & Public Transportation Systems	2-16
2.5 Infrastructure Systems	2-17
2.5.1 Transportation	2-17
2.5.2 Water Supply	2-17
Map 2-11: Water Supply Service Areas & Well Locations	2-18
Map 2-12: Sewer Service Areas	2-19
2.5.3 Wastewater Disposal	2-20
Map 2-13: Existing Developed Areas	2-21
2.6 Current Land Use Ordinances	2-22
2.7 Development Trends and Projections	2-23
2.7.1 Recent Development Patterns	2-23
2.7.2 Probable Future	2-23
Map 2-14: Probable Future Trend (2030)	2-24
2.7.3 Implications for Lancaster County's Future	2-26
2.7.4 Conclusion	2-27
Growth Management Framework	
3.1 Growth Management Policy Framework	3-1
Map 3-1: Growth Management Framework	3-4
3.2 Growth Management Framework Map	3-5
3.2.1 Urban Growth Area Categories	3-5
3.2.2 Designated Rural Area Categories	3-6
3.3 Countywide Growth Management Strategies	3-10
3.3.1 Education and Outreach	3-10
3.3.2 Designated Growth Areas/Designated Rural Areas	3-10
3.3.3 Urban Growth Area Development Capacity	3-8
3.3.4 Consistency of Plans and Programs with the Growth Management Element	3-10
3.3.5 Multi-Municipal Planning and Zoning	3-11
3.4 Conclusion	3-12
Urban Growth Area Strategy	
4.1 Overview	4-1
4.2 Urban Growth Areas	4-3
4.2.1 New Targets	4-4

4.2.2 New Communities	4-9
4.2.3 Reinvestment Areas	4-9
4.3 Development Patterns	4-10
4.3.1 Mixed-Use Centers	4-11
4.4 Overarching Issue Areas	4-12
4.4.1 Economy	4-13
4.4.2 Infrastructure	4-14
4.4.3. Housing	4-17
4.4.4 Treasured Resources	4-19
4.5 Conclusion	4-19
4.5.1 Coordinated Planning.	4-19
4.5.2 Growth Monitoring System	4-20
4.5.3 Urban Growth Area Development Capacity	4-20
Rural Strategy	
5.1 Overview	5-1
5.2 Designated Rural Areas	5-2
5.2.1 Designated Agricultural Area	5-4
5.2.2 Designated Agricultural with Natural Area	5-5
5.2.3 Designated Natural Area	5-5
5.2.4 Designated Rural Centers	5-6
5.3 Rural Development.	5-6
5.3.1 Village Growth Areas	5-8
5.3.2 Crossroads Communities	5-10
5.3.3 Rural Business Areas	5-11
5.3.4 Rural Neighborhoods	5-11
5.3.5 Development in Resource-Based Designated Rural Areas	5-13
5.4 Overarching Issue Areas	5-13
5.4.1 Rural Economy.	5-14
5.4.2 Infrastructure	5-18
5.4.3 Housing	5-23
5.4.4 Treasured Resources	5-24
5.5 Conclusion	5-24
Implementation	
6.1 County Actions.	6-1
6.1.1 Early Actions	6-2
6.1.2 Longer Range/Ongoing Programs.	6-3
6.2 Smart Growth Funding	6-8
6.2.1 New Smart Growth Grant Program	6-9
6.2.2 Expand Existing Capital Programs	6-9
6.2.3 Lancaster County Purchase of Development Rights Program	6-10
6.2.4 Lancaster County Legal Fund	6-10
6.2.5 Assistance with Other Funding Sources	6-10
6.3 Smart Growth Toolbox	6-11
6.4 Monitoring	6-12
6.4.1 Growth Tracking System.	6-12
6.4.2 Population Targets	6-13
6.4.3 Growth Management Indicators	6-14
6.5 Conclusion	6-16
Appendices	
Appendix A - Glossary of Key Terms.	A-1
Appendix B - Smart Growth Tool Box.	B-1

Acknowledgements

RESOLUTION NO. 28 OF 2006

On motion of Commissioner Shaub, seconded by Commissioner Shellenberger;

WHEREAS, The Board of County Commissioners charged the Lancaster County Planning Commission with developing and implementing the Comprehensive Plan for the County, known as *Envision Lancaster County*; and

WHEREAS, *Envision Lancaster County*, developed by the Lancaster County Planning Commission, and adopted by the County Board of Commissioners, currently includes seven (7) Elements: *ReVisions*, the Policy Element; *Balance*, the Growth Management Element; *Choices*, the Housing Element; the Open Space Element; the Tourism Element; the Transportation Element; and the Water Resources Element; and

WHEREAS, In 2003 and 2004, the Lancaster County Planning Commission appointed three community-led task forces to amend *Envision Lancaster County* through updates to *Balance*, the Growth Management Element; *Choices*, the Housing Element and through the development of a Cultural Heritage Element (*Heritage*); and

WHEREAS, Since their inception, these task forces have generated significant public outreach involving public meetings, written and telephonic surveys, focus groups, media events, and website material; and

WHEREAS, In late January 2006, the public outreach process, and the technical expertise of the task forces, staff, and consultants resulted in complete drafts of *Balance*, the Growth Management Element Update; *Choices*, the Housing Element Update; and *Heritage*, the newly-developed Cultural Heritage Element; and

WHEREAS, The completed draft of *Balance*, the Growth Management Element Update, contains goals, objectives, and strategies designed to guide more of the County's new growth to Growth Areas; strengthen infrastructure within those areas; and create opportunities for redevelopment of those areas through mixed-use, through adaptive reuse of vacant and underutilized buildings, and through infill; and, further, *Balance* contains goals, objectives, and strategies designed to enhance the preservation and protection of the natural and cultural resources of the County; and

WHEREAS, The completed draft of *Choices*, the Housing Element Update, contains goals objectives, and strategies to help increase housing choices for current and future residents by generating more options for housing in terms of housing type, tenure (rental and ownership), location and price; and

WHEREAS, The completed draft of *Heritage*, the Cultural Heritage Element, is based on goals, objectives, and strategies to conserve, preserve, and celebrate the County's unique "sense of place" and community character; and

WHEREAS, Each of these draft documents also contains a host of regulatory tools and incentives that can facilitate implementation of their goals, strategies and objectives; and

WHEREAS, The drafts of these documents were released for a 45-day comment period, extending from February 8, 2006 through March 29, 2006; and

"continued"

WHEREAS, The drafts of these documents were also available for public review on the Lancaster County Planning Commission's website, in libraries, in the office of the Lancaster County Planning Commission, and through a mass mailing to approximately 3,000 elected and appointed officials and other stakeholders during the 45-day comment period; and

WHEREAS, The comments received on these draft documents are focused primarily on a desire for reinforcement of major themes already stated in the drafts, including: (1) the importance of preserving agricultural and natural areas; (2) the importance of strengthening and maintaining urban areas; (3) the importance of providing a strong educational program for municipal officials, the building industry and other stakeholders to facilitate implementation of the amendments; (4) the importance of providing county and other funding to support implementation of the amendments; (5) the importance of adequate infrastructure to support new growth; (6) the importance of consistency between local plans and ordinances and the amendments; and (7) the importance of monitoring; and

WHEREAS, The comments received during the 45-day comment period have precipitated a series of changes that are necessary to: (1) add clarity to existing text; (2) expound on existing text; and (3) add related text regarding existing concepts, policies, goals, and strategies; and

WHEREAS, The Board of Commissioners held a final public hearing today on the draft documents, whereby it provided an opportunity for additional comments on the draft documents and took those comments into consideration with respect to final changes to *Balance, Choices and Heritage*.

NOW THEREFORE, BE IT RESOLVED BY THE LANCASTER COUNTY BOARD OF COMMISSIONERS. That the Board hereby accepts the drafts and anticipated modifications, as described above and acknowledged today, and adopts these documents, with said modifications, as part of *Envision Lancaster County*.

Motion passed unanimously.

DULY ADOPTED this 19th day of April, 2006 by the Board of Commissioners of the County of Lancaster, Pennsylvania, in lawful session duly assembled.

ATTEST:



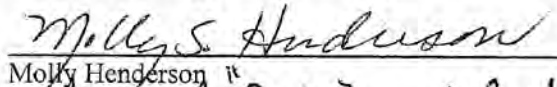
Andrea McCue, Chief Clerk


Lancaster County, PA

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Executive Summary

Key Message

This Update to the Growth Management Element of the Lancaster County Comprehensive Plan is designed to help achieve and sustain Lancastrians' Vision of a balanced community where urban centers prosper, natural landscapes flourish, and farming is strengthened as an integral component of our diverse economy and cultural heritage.

Lancaster County stands at a critical crossroads in its history. The decisions that are made over the next 25 years regarding new development, reinvestment, and preservation of treasured resources will shape the quality of life and character of the County for generations to come. The Growth Management Element establishes the overall direction, tools, and an agenda for action by municipalities and the County to work together to realize the future to which Lancastrians aspire.

The Growth Management Element is one of three major components of the Lancaster County Comprehensive Plan. The other two components are the **Policy Element (*ReVisions*)** – adopted in 1999 – and six **Functional Elements**:

- Cultural Heritage
- Housing
- Regional Open Space
- Strategic Tourism Development
- Transportation
- Water Resources

This Update also recommends the development of an Economic Development Element as a seventh Functional Element.

The goals and objectives of the Growth Management Element establish direction for and are supported by the recommendations for specific topics contained in the Functional Elements of the Comprehensive Plan.

The 2006 Growth Management Element Update builds on the two previous plans (1993 and 1997) while setting some significant new directions for the management of growth in Lancaster County over the next 25 years:

- **It reaffirms the Urban Growth Area (UGA) concept** while setting new targets for increased density and intensity and policies for improved character and form of development within UGAs.
- **It proposes designation of Rural Areas** – equivalent in importance to the Urban Growth Areas – within which significant agricultural, natural, historic, architectural, and scenic resources are to be protected.
- **It includes targets to reduce growth in rural Lancaster County** while designating Rural Centers (villages and other existing developed areas) to which development that would otherwise occur as scattered sprawl in Designated Rural Areas is to be directed.
- **It provides a comprehensive action strategy, including a Smart Growth Toolbox** comprised of policy, regulatory, and investment tools that can be applied by municipalities, with support from the County, to implement the Growth Management Element Update.

The Growth Management Element establishes a framework for future land use and development in the County and its municipalities consistent with the Vision and Key Focus Areas set forth in *ReVisions*. Looking 25 years into the future, it identifies

- Areas that are appropriate for urban growth and reinvestment
- Areas that should be maintained in agriculture, natural resources, and similar uses
- Strategies and tools that municipalities and the County can use to shape growth to achieve the desired patterns of development and preservation

Why a Second Update to the Growth Management Element?

Lancaster County has been able to achieve considerable success through the implementation of the previous Growth Management Element, while at the same time enjoying the benefits of a growing community and economy. However, now is not the time for complacency, but rather the time to redouble our efforts to manage growth and change in Lancaster County.

The Lancaster County Planning Commission (LCPC) *Growth Tracking Report, 1993-2003* indicates that a significant amount of development continues to occur outside of Growth Areas. This growth is impacting the rural resources which define the character of Lancaster County while our historic urban centers are in need of revitalization and reinvestment.

Current development trends show a need to strengthen the Growth Management Element. During 1994-2002, 76% of new residential dwellings were constructed inside UGAs vs. the target of 80%. Rural Areas accounted for the remaining 24%. However, this 24% of new dwellings accounted for 67% of the land converted for residential development in Lancaster County. Also, residential development density is not reaching the target of 5.5 gross (6.9 net) units per acre, but is at 4.0 gross (5.0 net) units per acre for 1994-2002.

This Update can provide added support for Growth Areas and help further protect farmland and open space.

Preparation of the Growth Management Element Update was led by a Task Force of 60 people appointed by the Lancaster County Planning Commission (LCPC) in December 2003 to represent a broad range of interests, organizations, and regions throughout Lancaster County. The Task Force was charged with development of an Update to the Growth Management Element to guide growth through 2030.

To ensure that the completed Growth Management Element Update truly reflects the values and aspirations of Lancasterians, the planning

process included numerous opportunities for community participation. The Task Force solicited Public Input through:

- A Public Meeting Series held in Winter/Spring 2005
- Media Coverage
- Surveys
- LCPC Website and LCPC Newsletter (*FYT*)
- Special forums with municipalities and municipal associations
- Other special events/meetings

Major areas of public consensus include:

- Preserve farmland and the rural character of the County
- Guide new development to where services are located
- Enhance the livability and sustainability of the City, Boroughs and Urbanized areas of townships
- Increase housing choice and affordability, i.e., mixture of single family homes, condos and town homes (rental and ownership) at various price ranges
- Balance is important

The Update consists of three main components:

- **Urban Growth Area Strategy**
- **Rural Strategy**
- **Implementation Plan**

The **Urban Growth Area Strategy** and **Rural Strategy** are designed to work together to focus and improve the quality of development in Urban Growth Areas while maintaining the integrity of the rural economy, lands, and resources. The Implementation Plan includes a **County Action Program**, **Smart Growth Funding Program**, and a **Smart Growth Toolbox** for use by municipalities and the County. It also includes a **Monitoring Program** that establishes an ongoing process to be used by the County to measure progress in implementing the Update.

Key Strategies and Targets

On a county-wide basis, existing Urban Growth Areas contain sufficient land to accommodate new growth through 2030, if *Balance* is fully implemented.

1. **An enhanced Urban Growth Areas Strategy**, including a Redevelopment Strategy.
2. **A Rural Strategy** to reduce sprawl, maintain and enhance agriculture, and protect natural, cultural, historic, and architectural resources.
3. **An Implementation Strategy** designed to provide municipalities and the County with the tools and directions needed to effectively implement the Urban Growth Area and Rural Strategies.
4. **Targets for Growth and Residential Development Density** to help achieve and sustain Lancastrians' Vision of a balanced community.
 - Direct 85% of new growth (dwelling units) to Urban Growth Areas
 - Limit new growth (dwelling units) in Rural Areas to 15% of County total
 - Net average of 7.5 dwelling units per acre in Urban Growth Areas
 - Net average of 2.5 dwelling units per acre in Village Growth Areas

Urban Growth Area Strategy

The Urban Growth Area Strategy builds on Lancaster County's present growth management program, which has resulted in adoption of thirteen Urban Growth Areas involving 43 municipalities within the County. Building on existing policy that endeavors to maintain two times the amount of buildable land¹ within Urban Growth Areas and that keeps growth where services exist, **the Urban Growth Strategy establishes the following key objectives:**

1. **Increase the proportion, density, and intensity of development in Urban Growth Areas** by achieving the following countywide targets for development by the year 2030:
 - **Residential Dwellings:** Accommodate 85% of the total increase in dwelling units in Urban Growth Areas.
 - **Residential Density:** Achieve an average density of 7.5 dwelling units/net acre on Buildable Lands within Urban Growth Areas.
 - **Employment:** Accommodate 66% of the total increase in employment acreage in Urban Growth Areas.²
2. **Place a new emphasis on compatible reinvestment, infill, and redevelopment** in Lancaster City, the Boroughs, and urbanized areas of Townships.
 - **Reinvestment:** Accommodate 12% of new residential growth (dwelling units) and 55% of new employment (jobs) in

¹ A market factor of two times the amount of land necessary to accommodate demand over the next five-and ten-year period is recommended in order to allow the market to operate free of constraints that would inflate housing prices and/or exert increased pressures for development in rural Lancaster County. This factor will be evaluated over the timeframe of this Update to determine its adequacy.

² This is a preliminary target pending confirmation through the Economic Development Element, recommended by the Growth Management Element Update as an additional element to be developed as part of the Lancaster County Comprehensive Plan.



Champion Center (above and below) on Harrisburg Avenue is an example of redevelopment and reinvestment in the City of Lancaster.



Reinvestment Areas (Lancaster City, the Boroughs, and Developed Lands within Townships' UGAs).

3. **Improve the character and form of new development** in Urban Growth Areas in order to enhance the quality of life for current and new residents.
 - **Mixed-Use Centers**³: Focus new development in **Mixed-Use Centers** (Hous-

ing-, Retail- and Commercial-Mixed Use Centers)

- Provide compact, pedestrian-friendly environments; open space, natural, and historic resources integrated into land use and development patterns; and opportunities for walking, biking, and transit use
4. **Increase housing choice and affordability** to improve the well being of all citizens
 - Provide a greater diversity in housing type, tenure, and price within Urban Growth Areas, consistent with the Goals, Objectives, and Strategies of the **2005 Housing Element Update** of the Lancaster County Comprehensive Plan
 5. **Increase employment opportunities**
 - Ensure the availability of sufficient lands in suitable locations (e.g., **Mixed-Use Centers**) within Urban Growth Areas to accommodate future employment needs
 - Prepare an **Economic Development Element** of the Lancaster County Comprehensive Plan

Rural Strategy

Consistent with citizen input received throughout the planning process, the Growth Management Element Update defines a new, comprehensive **Rural Strategy** designed to maintain for future generations the resources and traditional ties to the land that define Lancaster County's rural character. Key objectives include:

The Vision of Lancaster County is at risk if the current trend of scattered, low-density development in rural areas continues over the next 25 years. The Implementation Plan contains resources and tools to carry the Vision forward.

³ A Mixed-Use Center is a concentrated area of development within an Urban Growth Area that has a designated primary use (housing, employment, or retail) indicating the purpose of the center while permitting and encouraging a range of other complementary uses.

1. **Establish Designated Rural Areas** within which rural resources, rural character, and a rural way-of-life are to be sustained and development that is incompatible with these uses is to be precluded. Four types of Rural Area designations are proposed: **Agricultural Areas, Agricultural with Natural Areas, Natural Areas and Rural Centers**:

- **Designated Agricultural Areas** contain the greatest intensity of agricultural resources and uses, and should be managed to preserve productive farmland, promote a healthy agricultural industry, and maintain scenic and historic rural landscapes.
- **Designated Agricultural with Natural Areas** contain agricultural resources and uses mixed with a significant proportion of environmentally sensitive resources, and should be managed to preserve productive farmland and sensitive natural features.
- **Designated Natural Areas** are areas with high scenic, recreational, and natural resource value, and should be managed to protect natural resources.
- **Rural Centers** are the fourth type of Designated Rural Area. Rural Centers are areas of existing development to which development not directly related to the rural economy is to be guided. Taking this approach proactively addresses development that otherwise would occur as scattered sprawl in resource-based Designated Rural Areas.



Rural Centers include Village Growth Areas such as the Village of Georgetown in Bart Township.

Four types of Rural Centers are proposed: Village Growth Areas as presently designated through municipal and multi-municipal planning processes and three additional types to be identified on a case-by-case basis by municipal officials. The additional types are **Cross-roads Communities, Rural Business Areas, and Rural Neighborhoods**.

2. **Reduce non-rural development outside of Urban Growth Areas** and direct it to areas of existing development (Rural Centers) so as to maintain the integrity of Designated Rural Areas and the character of traditional, small-scale settlements. Rural Centers include

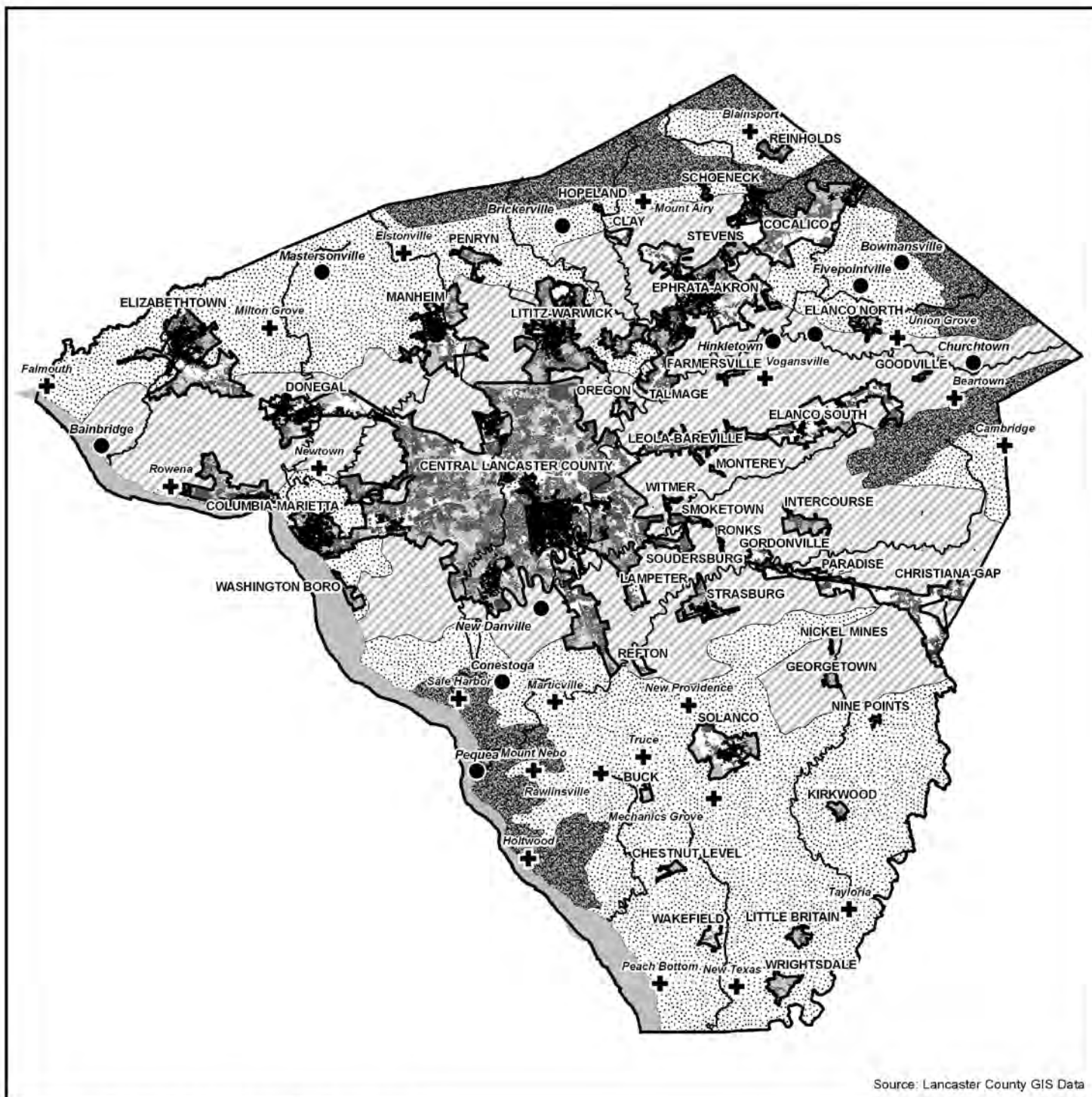
County Action Program

Key Early Actions include:

- Develop a schedule of county actions to be taken during the initial three to five years of implementation, including timeframes, responsibilities, and costs
- Initiate a cross-acceptance process for the Update with municipal officials
- Develop the Smart Growth Toolbox as a web-based resource

Longer-range/ongoing programs include:

- Ongoing education and outreach to municipalities and citizens
 - Technical assistance to municipalities
 - Update the Open Space Element, Water Resources Element, and prepare a new Economic Development Element of the Lancaster County Comprehensive Plan
 - Modify the present LCPC Growth Tracking System to address the new directions established by the Growth Management Element Update
 - Implement a review process to ensure the consistency of all elements of the Comprehensive Plan, and related projects, with the Update
 - Monitor legislative issues that are relative to implementation of the Update
-



GROWTH MANAGEMENT ELEMENT Lancaster County Comprehensive Plan

GROWTH MANAGEMENT FRAMEWORK MAP

Urban Strategy

- Concentrated Building Areas
- General Building Areas
- Core Reinvestment Areas
- General Reinvestment Areas
- Growth Areas

Rural Strategy

- Villages
- Crossroads Communities
- Agricultural Areas
- Natural Areas
- Agricultural with Natural Areas



The Growth Management Framework Map provides a generalized representation of the Countywide Vision as expressed in the Urban Growth Area Strategy and the Rural Strategy. This map is intended for use as a guide for more detailed planning and implementation efforts. Further analysis of local conditions through municipal and multi-municipal planning efforts is needed to define how and where the categories shown on the map and the associated recommendations and tools contained in the Growth Management Element apply at the local level. For color map, visit www.co.lancaster.pa.us/planning/growthmanagement.

- **Village Growth Areas** (50 or more dwelling units) as presently designated by municipalities and three new types of centers to be designated on a case-by-case basis through municipal and multi-municipal planning processes.
 - **Crossroads Communities** (existing communities of 20-50 dwelling units)
 - **Rural Business Areas** (existing developed areas with undeveloped lots)
 - **Rural Neighborhoods** (areas of existing residential development)
3. Maintain the viability of the **rural economy**, including agriculture and other economic activities that depend on rural resources. Building on the work of the Lancaster County Board of Commissioners' **Blue Ribbon Commission on Agriculture**, implement a comprehensive strategy to sustain a viable agricultural industry and preserve farmland. Address the needs of the rural economy in an **Economic Development Element** of the Lancaster County Comprehensive Plan.

Implementation Plan

The Implementation Plan is designed to provide municipalities and the County with the tools and directions needed to effectively implement the Urban Growth Area and Rural Strategies. The Implementation Plan is organized into four main components:

1. A **County Action Program**, including collaboration with and assistance to municipalities, community groups, and non-profit organizations for implementation of the Update

A **Smart Growth Funding Program** that provides targeted funding for implementation, including expansion of existing capital programs (Community Parks Initiative and Municipal Transportation Grants Programs) and the Lancaster County Purchase of Development Rights Program, new funding programs (Smart Growth Grant Program and Lancaster County Legal Fund), as well as information on and assistance with other funding sources (state, federal, and nonprofit programs)

The County Board of Commissioners should support funding for these programs and tie eligibility for all other County resources for planning and community development to an applicant's ability to show consistency with the goals, objectives, and strategies of the Growth Management Element Update.

2. A **Smart Growth Toolbox** that describes the most innovative and effective policy, regulatory, and capital investment tools available to municipalities and the County.
3. A **Monitoring Program** that establishes an ongoing process for measuring progress in implementing the Update, as well as ongoing development of the Smart Growth Toolbox.

Several ideas are critical to the success of the Implementation Plan:

1. ***Municipalities, the County, and providers of public infrastructure and services must coordinate policies, regulations, and capital investment decisions to achieve the Urban Growth Area and Rural Strategies.***

The **Smart Growth Toolbox** contains a wide variety of policies, regulations, and investment strategies that can be applied by municipalities and the County to implement the Update.

2. ***The County must provide on-going assistance and support to municipalities and others involved in implementation.***

The Update establishes a **County Action Program** comprised of 1) early actions to be pursued during the early stages of implementation and 2) longer-range or ongoing programs.

3. ***Funding commitments at multiple levels, including county and local as well as outside sources, will be needed to implement the Update.***

- A new Lancaster County Smart Growth Grant Program for local projects that are consistent with the Growth Management Element and the Comprehensive Plan

- Expansion of existing Lancaster County funding programs and targeting of them to support Smart Growth
- Leverage other available funding sources (state, federal, private/nonprofit)

4. Ongoing review, monitoring of progress, and updating of the Growth Management Element will be required for successful implementation.

The Update includes a **Monitoring Program** to be used by the County to measure progress in plan implementation. This program includes expanding and enhancing the present **Growth Tracking System** to monitor success in achieving the new targets set by the Update and the availability of land within Urban Growth Areas to meet projected demand. It also includes a set of **Growth Management Indicators** that can be used to measure progress in implementing the Growth Management Element Update and provide information that may be used to determine changes that need to be made to improve the County's growth management program.

Full implementation of this Update is necessary if we are to preserve Lancaster County's treasured resources and enhance our quality of life while at the same time accommodating projected growth and growing the local economy.

Conclusion

The long-term Vision of Lancaster County is at risk if the current trend of scattered development in rural areas and low-density development patterns in Urban Growth Areas continue over the next 25 years.

The Growth Management Element Update lays out a comprehensive strategy and tools that can be used by Lancaster County, its municipalities, and citizens to achieve reinvestment in Lancaster City and the boroughs, quality new development, a sustainable economy and agricultural industry, and preservation of treasured natural, cultural, and historic resources. The Growth Management Element Update is not a static document but provides flexibility. The strategies of the Growth Management Element Update are designed to preserve options for the future, even beyond the 25-year planning horizon of this Update, regarding growth and preservation

The strongest asset available to the County to support the desired pattern of land use and development lies in the civic values of Lancastrians and their attachment to the land. These values have been expressed over and over again in public meetings for the Growth Management Element Update and other planning initiatives.

The choice for Lancaster County's future is clear. *The time for action is now.*

Balance is available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

Introduction

1.1 Overview and Purpose

The Lancaster County Comprehensive Plan is comprised of three major components: the Policy Element (ReVisions), the Growth Management Element, and six Functional Elements addressing the following topics:

- Cultural Heritage
- Housing
- Regional Open Space
- Strategic Tourism Development
- Transportation
- Water Resources

The Growth Management Element establishes a framework for future land use and development in the County and its municipalities consistent with the Vision and Key Focus Areas set forth in ReVisions. Looking 25 years into the future, it identifies

- Areas that are appropriate for urban growth and reinvestment
- Areas that should be maintained in agriculture, natural resources, and similar uses
- Strategies and tools that municipalities and the County can use to shape growth to achieve the desired patterns of development and preservation

The goals and objectives of the Growth Management Element establish direction for and are supported by the recommendations for specific topics contained in the Functional Elements of the Comprehensive Plan.

The Growth Management Element provides comprehensive policy guidance and direction for municipal officials to follow in effectively managing and influencing the location, pattern, intensity, and form of growth in Lancaster County. Because local municipalities have the primary authority and responsibility for land development, subdivisions, and zoning, they have a critical role to play in growth management. Therefore, implementation will largely occur through planning, regulatory, and other initiatives at the municipal and multi-municipal levels with the technical assistance and support of Lancaster County. In addition to providing guidance to municipalities,

the Growth Management Element defines how the County can most effectively assist municipalities in these efforts. Of key importance is a public outreach and education program to communicate to citizens the importance of the policy directions, strategies, and tools contained in the Element for Lancaster County's future.

The Growth Management Element provides guidance for municipal officials to follow in managing and influencing the location, pattern, and form of growth in Lancaster County.

The Growth Management Element was first adopted in 1993 and updated in 1997 as part of the County's Comprehensive Plan. It identified the critical threat to Lancaster County's character and quality of life posed by scattered development and focused on Urban and Village Growth Areas as the primary tools for managing growth and promoting agricultural and open space preservation. The Element has had considerable success, as demonstrated by the following:

- The County has partnered with local municipalities to implement Growth Areas as the primary strategy to manage new development. As a result, Lancaster County is nationally recognized as a leader in growth management. **Thirteen Urban Growth Areas and 31 Village Growth Areas have been adopted through cooperative efforts between the County and municipalities.**
- Eleven multi-municipal plans currently exist or are underway in Lancaster County and all incorporate a growth area or areas as part of their planning strategy. In total, 41 of the County's 60 municipalities are involved in multi-municipal planning/growth management efforts.
- New growth management tools, including several enabled through the 2000 "smart growth" amendments to the Pennsylvania Municipalities Planning Code, are being developed and implemented by municipalities. Examples include Traditional Neighborhood Devel-

opment, Specific Plans, and planning for Developments of Regional Significance and Impact.

- Agricultural preservation has broad community support, and Lancaster County has become a national leader in agricultural preservation through a broad-based strategy that includes purchase of development rights, effective agricultural zoning at the municipal level, and coordination of public infrastructure with Growth Areas. The acreage of farmland preserved through permanent easements by the Lancaster County Agricultural Preserve Board and Lancaster Farmland Trust has increased from approximately 12,000 acres in 1993 to 67,000 acres in 2006.

The Growth Management Element of the Lancaster County Comprehensive Plan was first adopted in 1993 and updated in 1997. The foundation of the Growth Management Element is Growth Areas. Since 1993, 13 Urban and 31 Village Growth Areas have been established in Lancaster County

During this time, Lancaster County, both as a community and an economy, continued to grow and expand. This growth has enabled us to continue to have a higher employment rate and standard of living than that of most counties in Pennsylvania. Our population has grown and diversified, our transportation system has been upgraded, and our institutions of higher education have expanded. We enjoy an increasing arts presence, expanded restaurant and shopping choices, and an improved communications infrastructure.

We have been able to achieve considerable success through the implementation of the previous Growth Management Element, while at the same time enjoying the benefits of a growing community and economy. However, now is not the time for complacency, but rather the time to redouble our efforts to manage growth and change in Lancaster County. **The Lancaster County Planning Commission (LCPC) *Growth Tracking Report*, 1993-2003 indicates that a significant amount of development continues to occur outside of**



Lancaster County Farmland: 67,000 acres have been permanently preserved as of 2006.



Gazebo on Square, Manheim Borough: A critical issue identified by citizens is the revitalization of Boroughs such as Manheim.



Maytown Village Square, East Donegal Township: This Update promotes healthy and sustainable patterns of growth and preservation that respect historic villages and communities.

Growth Areas. This growth is impacting the rural resources which define the character of Lancaster County while our historic urban centers are in need of revitalization and reinvestment. In order to address these issues, several aspects of the 1997 Growth Management Element could be improved. For example:

- A more comprehensive strategy is needed to promote the quality of life and sustainability of rural areas. This strategy should address the viability of the agricultural industry and rural resource-based economy as a key to maintaining the integrity of rural lands and resources.
- Despite the success in designating Growth Areas, key quality of life issues related to development within these areas deserve further attention. Examples include:
 - Promoting reinvestment in Lancaster City, the 18 boroughs, and the urbanized areas of townships
 - Encouraging new development forms (e.g., Traditional Neighborhood Design and workforce/mixed-income housing) as alternatives to the conventional pattern of single-family, lower density subdivisions
 - Providing amenities such as parks and open space close to where people live
- Lancaster County's growth management program would benefit from a renewed focus on implementation, including the consistent application of tools and strategies by municipalities and the involvement and support of a broad range of stakeholders. To be effective, such efforts must take into consideration municipal capacity to implement and administer growth management tools and programs.

This Update builds on the success of the County's established growth management program by identifying concepts, strategies, and tools that the municipalities and the County can use to address

the above and related issues. It goes beyond the growth area concept to explore more comprehensively what is needed to promote healthy and sustainable patterns of growth, investment/economic activity, and preservation in urban and rural areas of the County.

1.2 Planning and Community Participation Process

Preparation of the Growth Management Element Update was led by a Task Force of 60 persons appointed by the LCPC in December 2003 to represent a broad range of interests, organizations, and regions throughout Lancaster County. The organization of the Task Force included a Steering Committee and subcommittees to address specific topics. The planning process for the Update consisted of the following phases:

- **Phase 1 – Framing the Issues:** During this phase, which lasted about one year, the Task Force learned about the issues and opportunities that will define Lancaster County's future over the next quarter century. Activities included meetings with local officials and residents in all six Planning Commission regions to discuss topics such as natural resources, cultural heritage, the economy, growth and development, infrastructure needs, and agricultural preservation. In addition, a consultant team led by Wallace Roberts & Todd, LLC was retained to assist in development of the Growth Management Element Update.
- **Phase 2 – Existing Conditions and Trends:** This phase involved more in-depth research and analysis to understand and characterize conditions and trends related to land development and preservation in Lancaster County. In addition, a telephone survey and series of public meetings (Community Forum #1) were conducted to hear from citizens about the critical issues for Lancaster

County's future. Key points of public consensus included:

- Maintaining agriculture and the rural character of Lancaster County are important priorities
- Higher density development in Growth Areas and revitalization of Lancaster City, the Boroughs, urbanized centers within Townships should be encouraged
- Recent growth trends should be changed to achieve these directions

The results of Phase 2 are presented in the Existing Conditions, Trends & Issues Report (March 2005) and summarized in Chapter 2.0 of this document

- ***Phase 3 – Strategies for Balancing Growth and Preservation:*** This phase began with the development of Strategic Choices designed to potentially achieve the desired balance between growth and preservation in Lancaster County (as established by the Policy Element Vision and Key Focus Areas and confirmed through citizen input in Phases 1 and 2). These choices defined broad strategies and approaches that can be used to manage future land use and development. The following three choices were reviewed with citizens in a series of public meetings (Community Forum #2):
 - Choice #1 (**Urban and Rural Areas**) increased development density and intensity inside existing Growth Areas while maximizing preservation of rural lands and resources outside of Growth Areas.
 - Choice #2 (**Tiers**) established a series of growth management “tiers”: existing Growth Areas, future Growth Areas (to allow for

Key Points of Public Consensus:

- **Maintain agriculture and the rural character of Lancaster County.**
 - **Encourage higher density development in Growth Areas and the revitalization of Lancaster City, the Boroughs, and urbanized areas of Townships.**
 - **Change recent growth trends to achieve these directions.**
-

managed expansion), Rural Buffer Areas, and Core Rural Areas.

- Choice #3 (**Centers**) provided a range of centers in urban and rural areas designed to increase the variety and capacity of places to live, work, and visit and reduce “sprawl.”

Based upon input from citizens in Community Forum #2, a Preferred Growth Management Framework was developed that combined components of Choices #1 and #3. This framework was reviewed and confirmed with the public in Community Forum #3. It is presented in Chapter 3.0 of this document and further detailed in Chapters 4.0 (Urban Growth Area Strategy) and 5.0 (Rural Strategy).

- ***Phase 4 – The Growth Management Element Update:*** In this final phase of work the results of the previous phases were refined and developed into a complete Update for review by the public and adoption by the County Commissioners.

1.2.1 Community Participation

To ensure that the completed Growth Management Element Update reflects the values and aspirations of Lancastrians for the future of Lancaster County, the planning process included



The Lancaster County Growth management Update Task Force consisted of 60 citizens representing a broad cross section of interests.



The Lancaster County Growth management Update Task Force met monthly for two years to develop this Update.

numerous opportunities for community participation, some of which are noted above. Examples of the range of community participation and outreach activities conducted for the Update include:

- Pre-Task Force meetings between LCPC staff and municipal managers/secretaries from each of the 60 municipalities to solicit early input on opportunities and issues relating to growth and housing
- Establishment in December 2003 of a 60-member Task Force offering perspectives from a broad range of interest groups and geographic regions in the County
- Task Force tours of the southern, western and eastern regions of Lancaster County and workshops in the northern and central parts of the County

Question: In thinking about development in Lancaster County (including stores and new housing development) do you agree or disagree with each of the following statements...

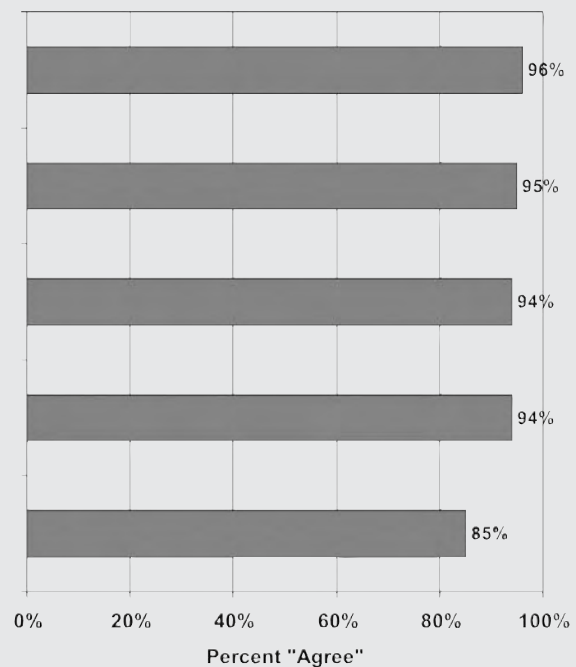
The County's Boroughs and the City are important to maintain and strengthen as places to live and work

The County and local governments should work together to plan future growth

Future development in the County should be guided to make the best use of existing infrastructure and services that are already in place

It is important to balance new growth with the preservation of agriculture land, natural areas and open space

Future development in the County should be guided close to or within areas already developed



Source: LCPC/Floyd Institute, F&M College Survey, December 2004.

- A December 2004 County-wide telephone survey of over 600 adults on growth management and housing undertaken in conjunction with the Floyd Institute for Public Policy Analysis at Franklin & Marshall College
- Ongoing progress summaries of the work of the Task Force in LCPC's quarterly *FYI* newsletter and on LCPC's website
- Establishment of a Public Involvement Subcommittee of the Task Force to manage the community participation program
- A three-part Public Meeting Series (Community Forums) consisting of a total of nine meetings held throughout the County between January and April 2005 while the Growth Management Element was being developed
- Three Citizen Guides published by the *Lancaster New Era* newspaper for the Public Meeting Series
- Extensive news coverage on the public participation activities of the Task Force
- Presentations at the 2003 and 2004 Lancaster County Association of Township Supervisors November Conventions
- Special meetings in April 2005 with the Lancaster County Association of Township Supervisors and the Lancaster County Boroughs Association
- Circulation of a June 2005 Draft Summary of key policy directions for public review
- Special presentations of the June 2005 Draft Summary to 14 organizations and municipal planning groups within Lancaster County

- February 8–March 29, 2006
Public Comment period with copies of the draft shared online, to Elected and other public officials by mail, in libraries and through more than 40 presentations to over 1,000 people.

1.3 Key Issue Areas

As a result of citizen input and the review of issues in Phase 1 of the planning process, the Task Force identified three areas as the primary focuses of the Growth Management Element Update:

- **Urban Growth Areas:** A Task Force subcommittee developed a strategy to improve quality of life within Urban Growth Areas, as measured by factors such as:
 - More compact development patterns with increased density, intensity, and mixed uses, offering a variety of life-style choices and promoting housing affordability
 - New investment in urbanized areas to attract residential development, expand the tax base, and generate economic activity and jobs through needed retail, commercial, and industrial uses, where appropriate

Primary Areas of Focus:

- **Urban Growth Areas**
 - **Rural Areas**
 - **Implementation**
-

- Reinvestment in Lancaster City, the Boroughs, and urbanized centers within Townships through adaptive reuse, infill, and redevelopment
- Access to an interconnected system of parks and open spaces

- Conservation of the County’s Treasured Resources (architectural, cultural, historic, and natural resources)
- **Rural Areas:** A second subcommittee of the Task Force defined a strategy to maintain the quality of life and promote the sustainability of Rural Areas by:
 - Preserving the County’s Treasured Resources including natural (woodlands, wetlands, stream corridors, parklands, gamelands, etc.), architectural, cultural, and historic resources.
 - Supporting the viability of the agricultural industry and rural economy as a whole
 - Reinforcing traditional rural settlement patterns
- **Implementation:** A third Task Force subcommittee developed a Smart Growth Toolbox to be used by the municipalities and Lancaster County to implement the Urban Growth Area and Rural Strategies, including:
 - The most innovative and effective policy, regulatory, and capital investment tools available for implementation
 - Processes that can facilitate access to technical and financial assistance to help municipalities achieve consistency between existing local plans and ordinances and the new strategies and tools of the Growth Management Element

Because these three areas of focus are closely inter-related, subcommittee efforts were coordinated to ensure that their recommendations work together to support the future Vision for Lancaster County. The Urban Growth Area, Rural, and Implementation Strategies are presented in Chapters 4.0, 5.0, and 6.0, respectively, of this Update.

Overarching Issue Areas:

- **The Economy**
 - **Infrastructure**
 - **Housing**
 - **Treasured Resources**
-

As part of its work, the Task Force and its subcommittees identified several overarching issue areas that are addressed by other elements of the Lancaster County Comprehensive Plan but are vitally important to the Growth Management Element: the **Economy**, **Infrastructure**, **Housing**, and preservation of the **Treasured Resources** (architectural, cultural, historic, and natural) that help define Lancaster County’s quality of life and sense of place. Policy guidance and implementation tools related to each of these issue areas are integrated into the Update.

A Glossary of Key Terms is provided in Appendix A.

Balance is also available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

Lancaster County Today

The first permanent European settlers of the area now known as Lancaster County, Pennsylvania were Mennonites who arrived in the early 18th century. In 1729 Lancaster County was established as Pennsylvania's fourth County with Lancaster City (founded in 1718) as its seat. Subsequent generations of Lancastrians shaped the County's landscapes, profiting from its productive soils and other rich natural resources and establishing towns and crossroads communities to service the rural economy. The Plain Sect communities have grown and prospered over time, contributing greatly to Lancaster County's identity through their distinct culture, way of life, and commitment to the land.

Meanwhile, advances of the past century, most notably the widespread use of the automobile and construction of new roads and highways, have greatly increased accessibility to Lancaster County. Combined with the County's appeal for new residents, these trends along with unmanaged growth threaten the very qualities that define the County's special and unique character. Managed growth on the other hand, is intended to increase prosperity as well as preserve the quality of life in Lancaster County. Symptoms of these changes include loss of prime farmland and natural resources; disinvestment in Lancaster City and the boroughs; increasing traffic congestion; and the need for greater housing affordability. The challenges created by growth and change across the County's 60 municipalities (Lancaster City, 18 boroughs, and 41 townships – Map 2-1) highlight the continued need for coordinated planning among the various jurisdictions and the Lancaster County Planning Commission (LCPC).

Existing conditions and trends related to growth and development in Lancaster County are presented in the Existing Conditions, Trends & Issues Report prepared in March 2005 as part of the Growth Management Element Update process. This chapter provides overviews of the following topics:

- Location (and Relationship to Other Counties)
- Natural and Cultural Resources
- Agriculture
- Economy

- Infrastructure Systems
- Development Trends and Projections (Probable Future)

2.1 Location

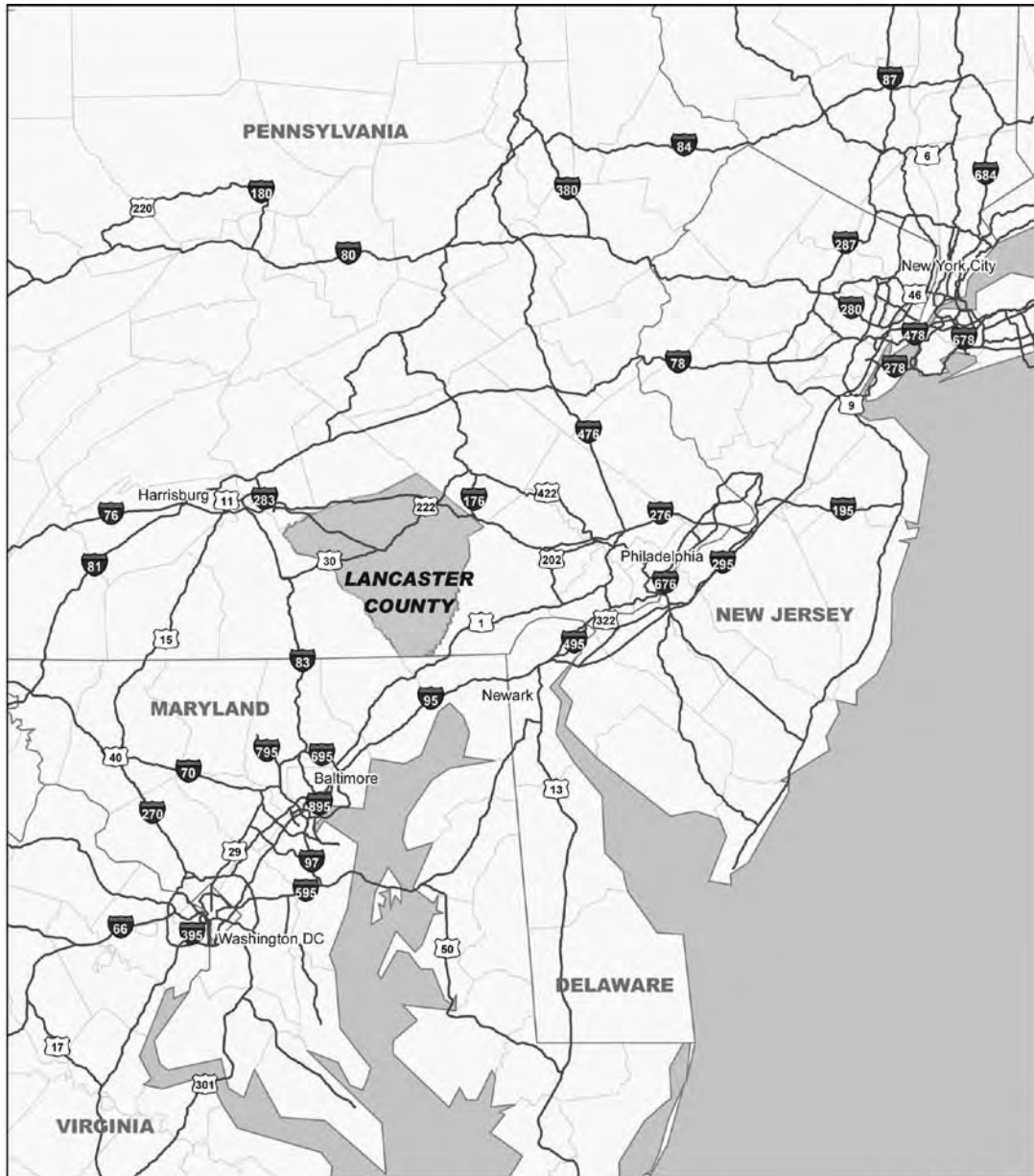
Lancaster County is located in southeastern Pennsylvania approximately 40 miles west of Philadelphia (Map 2-2). It is approximately 950 square miles in size and had an estimated population of 482,775 in 2003.

Lancaster County's land use patterns and growth management policies influence and are influenced by those of adjacent counties. As shown on Map 2-1, Lancaster is bounded by six adjacent counties: Berks County to the northeast, Chester County to the east, Cecil County (MD) to the south, York County to the west, and Dauphin and Lebanon Counties to the northwest. The transportation corridor consisting of PA 283, U.S. 30, and U.S. 222 has been the focal point of development in Lancaster County in the past and it is expected that future growth will be concentrated in the municipalities adjacent to this corridor.

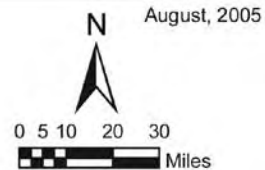
The populations of Berks County municipalities bordering Lancaster County have experienced significant growth, particularly in the last 10 years. The Morgantown area next to the eastern Lancaster County boundary is designated by the Berks County Future Land Use Plan as a Future Growth Area, indicating that recent development trends in this area are likely to continue in the future. The Pennsylvania Turnpike (I-76) and U.S. Route 222 are important connections between Lancaster and Berks Counties. Lancaster County municipalities which border Berks County include East and West Cocalico, Adamstown, Brecknock, and Caernarvon.

Chester County has also experienced significant population growth. Routes 30 and 322 are important connections between Chester and Lancaster Counties and corridors of growth westward from the Philadelphia metropolitan area. PA 41 is an important connection through Chester County to Delaware. Lancaster County municipalities which border Chester County in

Map 2-1: Location Map

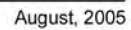


GROWTH MANAGEMENT ELEMENT
Lancaster County Comprehensive Plan
MAP 2-1: LOCATION MAP



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

Lancaster County Today



0 3 6 Miles

0 3 6 Miles

Balance — The Growth Management Element

these corridors include Caernarvon, Salisbury, Christiana, and Sadsbury.

Conversely, the portions of Dauphin, Lebanon, York, and Cecil Counties next to Lancaster are largely rural in character and have agricultural, rural, or similar designations in County land use plans. Route 30 is a growth corridor in York County that extends from the City of York towards the Susquehanna River, the boundary with Lancaster County.

2.2 Treasured Resources

Treasured Resources consist of natural, cultural, historic, and architectural resources. The 1997 Growth Management Element Update stated that “Lancaster County’s unique blend of urban, cultural, and natural resources” make it “a special place to live,” forming “the keystone of the ‘Lancaster County’ identity and a primary source of community pride” (p. 1-1). This statement

75% of Lancaster County has soils classified as prime farmland or soils of state-wide importance.

was reaffirmed by the County’s 1999 ReVisions Policy Element and, more recently, by public outreach conducted for the Growth Management and Cultural Heritage Elements of the Comprehensive Plan. Lancastrians value the County’s rich Treasured Resources and place a high priority on their preservation.

2.2.1 Natural Resources

2.2.1.1 Agricultural Soils

Lancaster County’s extensive, productive agricultural soils, widely considered to support some of the best non-irrigated farmland in the world, are perhaps its most valuable natural resource. More than 50% of the County has soils classified as prime farmland by the U.S. Natural Resources Conservation Service and 75% is classified as prime farmland or soils of statewide importance (Map 2-3). These soils provide the basis for the County’s agricultural industry and rural way of

life (Section 2.3). At the same time, the soil qualities that define prime farmland are also highly suitable for development, creating an important growth management issue.

2.2.1.2 Natural Habitat Areas

While much of Lancaster County’s native forested cover has been cleared for agriculture or for urban development, significant areas of woodland remain. Forested lands are concentrated in the northern and northeastern parts of the County and along the Susquehanna River (Map 2-4). Wooded areas are also found along streams and waterways throughout the County. Some of these forested areas have been preserved as public parks and open spaces that provide recreational opportunities for residents and visitors. A large forested belt along the boundary with Lebanon County is a state gameland.

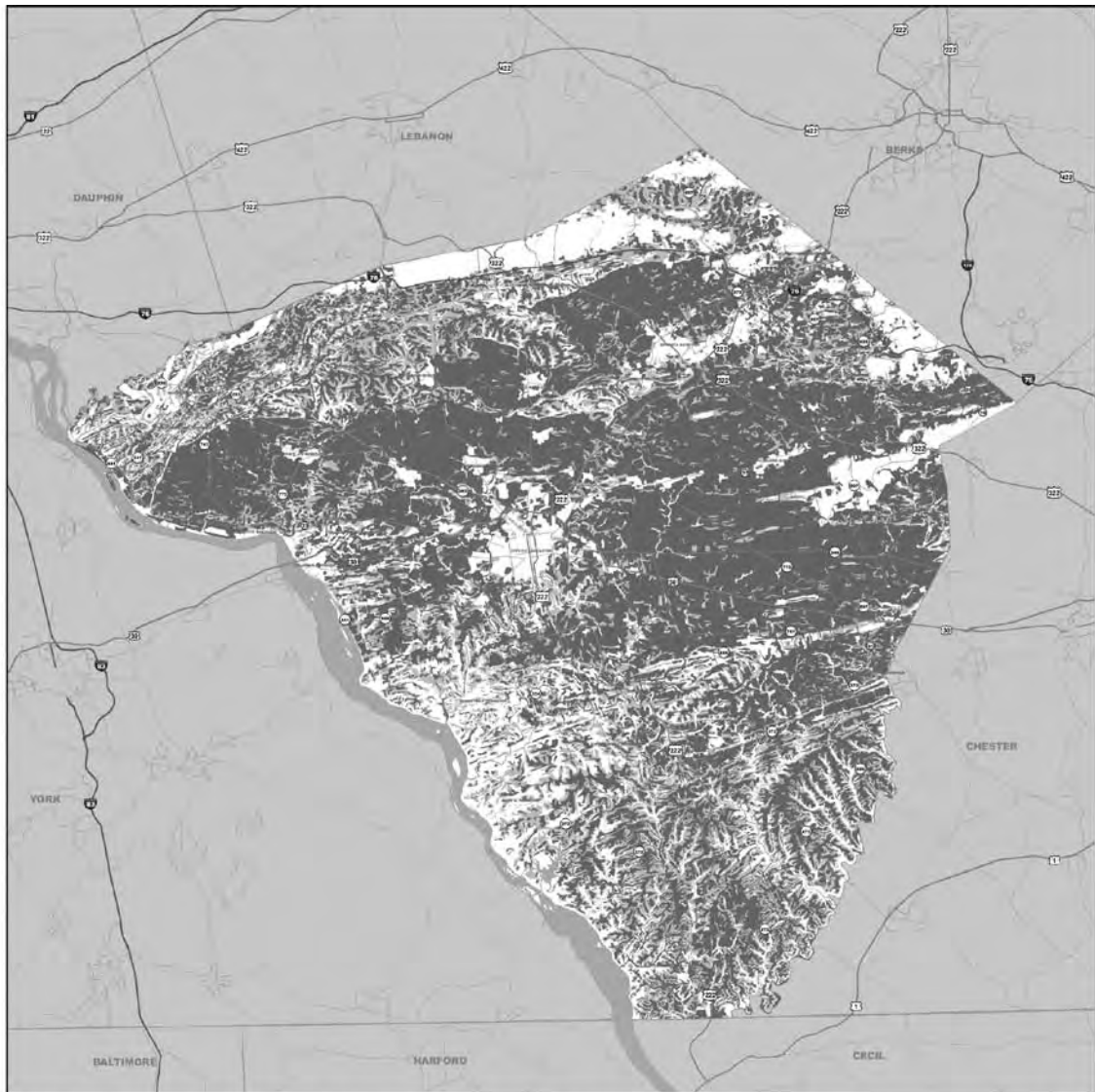
The Lancaster County Conservancy has identified “Natural Gems” that should be considered priorities for preservation based upon GIS analysis of seven environmental attributes: water bodies, wetland, forestland, grassland, geologic features, plants, animals, and adjacency to other preserved tracts. Approximately 12,000 acres were defined through this analysis, including nine “Priority Protection Focus Areas” comprised of clusters of contiguous properties. Four of the clusters are located in the southern part of the County associated with the Susquehanna River or tributary creeks. The other five clusters are located in the northern part of Lancaster County near the boundaries with adjacent counties.

The Lancaster County Conservancy has identified approximately 12,000 acres which should be preserved as “Natural Gems.”

2.2.1.3 Steep Slopes and Woodlands

Most of the central part of Lancaster County consists of land that is relatively flat (less than 8% slopes) and thus well suited for farming. Steep slope areas are concentrated in the northern part of the County along the boundaries with Lebanon and Berks Counties and in the southern part of the County along the Susquehanna River

Map 2-3: Agricultural Soils

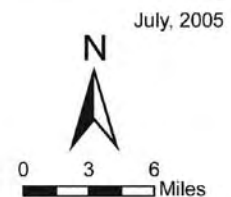


GROWTH MANAGEMENT ELEMENT
Lancaster County Comprehensive Plan

MAP 2-3: AGRICULTURAL SOILS

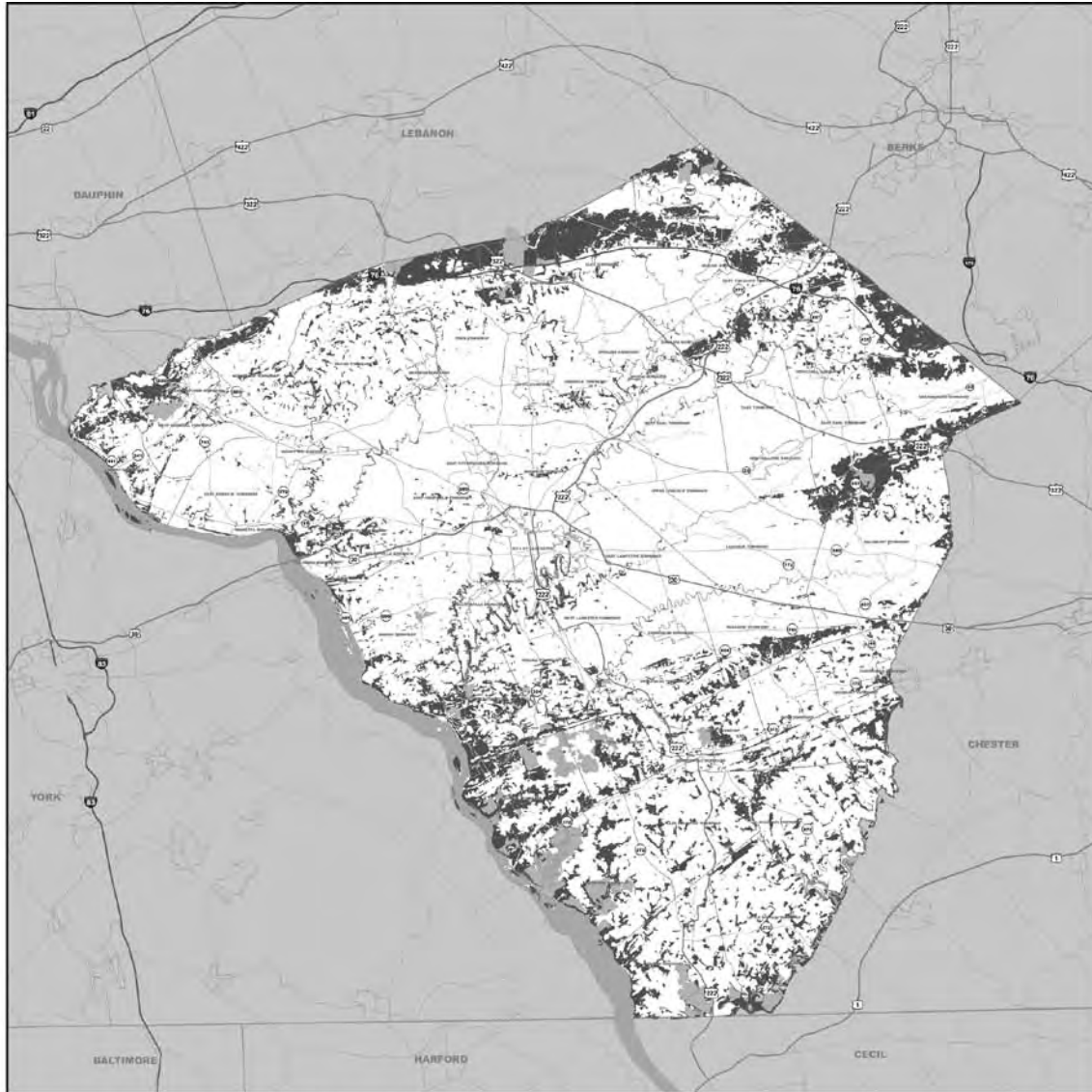
- Soils of Statewide Importance
- Prime Farmland Soils

Source: United States Dept. of Agriculture,
 Soil Conservation Service



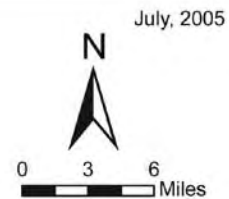
Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

Map 2-4: Natural Habitat Areas



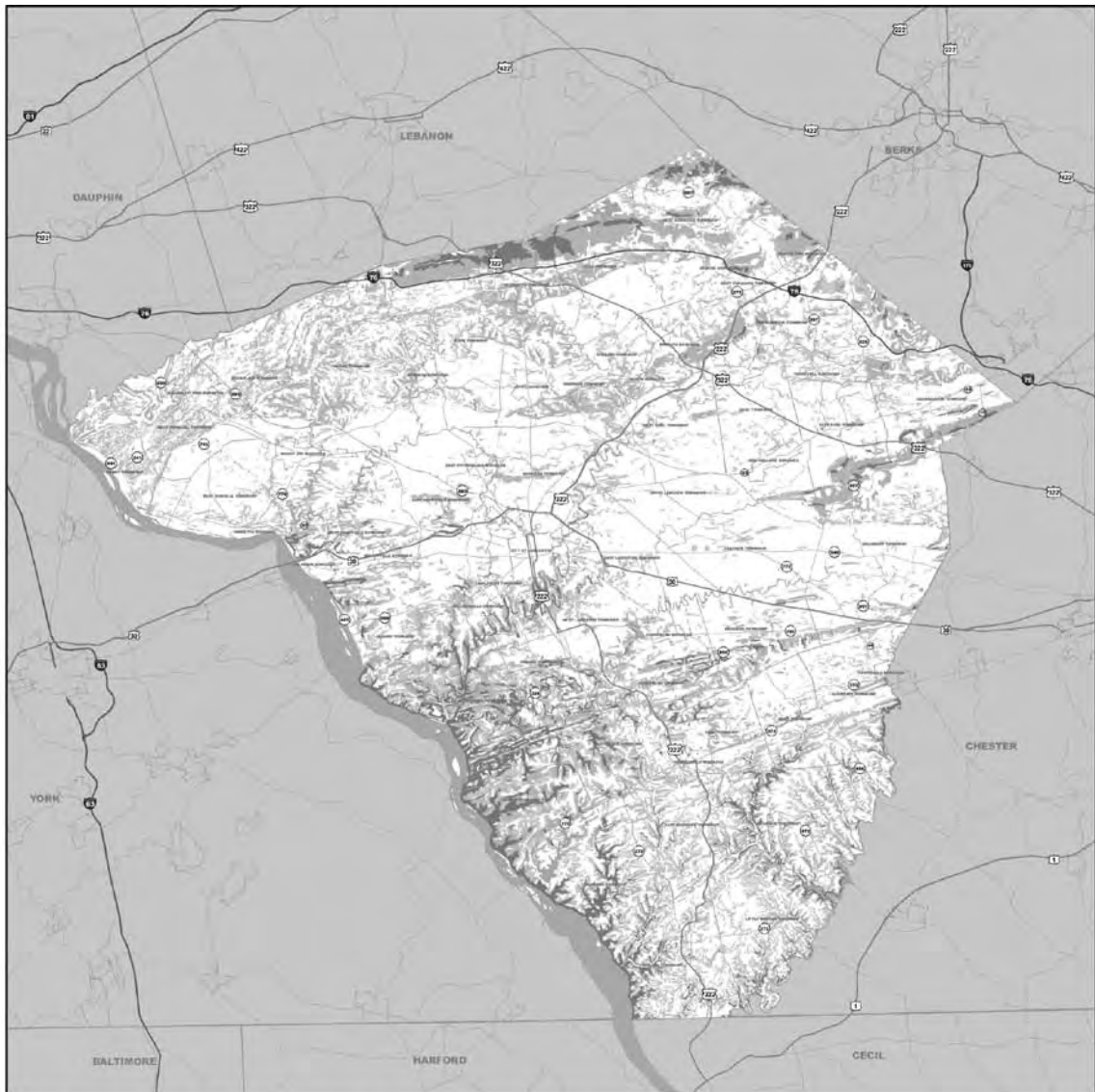
GROWTH MANAGEMENT ELEMENT
Lancaster County Comprehensive Plan
MAP 2-4: NATURAL HABITAT AREAS

- Deciduous Woodland
- Coniferous Woodland
- Mixed Woodland
- Natural Gems



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

Map 2-5: Steep Slopes

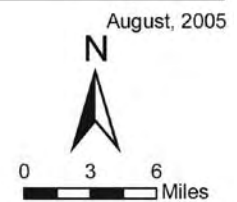


GROWTH MANAGEMENT ELEMENT
Lancaster County Comprehensive Plan

MAP 2-5: STEEP SLOPES

- 8 to 15% Slope
- 15 to 25% Slope
- 25% and Over

Source: United States Dept. of Agriculture, Soil Conservation Service



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.



PA 462 Columbia-Wrightsville Bridge on Susquehanna River.

and its tributaries (Map 2-5). Slopes in these areas range from 15 to 35% and above.

While steep slopes pose significant constraints for both agriculture and urban development, much of Lancaster County's forested land coincides with steep slope areas. In addition, steep slopes help define the County's landscape and vistas.

2.2.1.4 Water Resources

With the exception of the Susquehanna and Octoraro Rivers, which form portions of the County boundary, Lancaster County's surface waters originate almost entirely within the County. The predominant pattern of flow of the County's streams is in a southwesterly direction towards the Susquehanna River. About one-quarter of Lancaster County's land area is located within High Quality or Exceptional Value Watersheds, providing water sources for agricultural lands and open space, as well as for urban centers.



Covered Bridge on the Conestoga River: Historic structures contribute greatly to Lancaster County's "sense of place."

In addition to surface water, Lancaster County's water resources include wetlands, 100-year floodplain areas as defined by the Federal Emergency Management Agency, and hydric (wet) soils (Map 2-6). These resources provide multiple benefits such as flood attenuation, groundwater replenishment, filtering of pollutants, and provision of wildlife habitat. In addition, Lancaster County's population draws on both surface and groundwater resources for its potable water supply (Section 2.4).

2.2.2 Architectural, Cultural, and Historic Resources

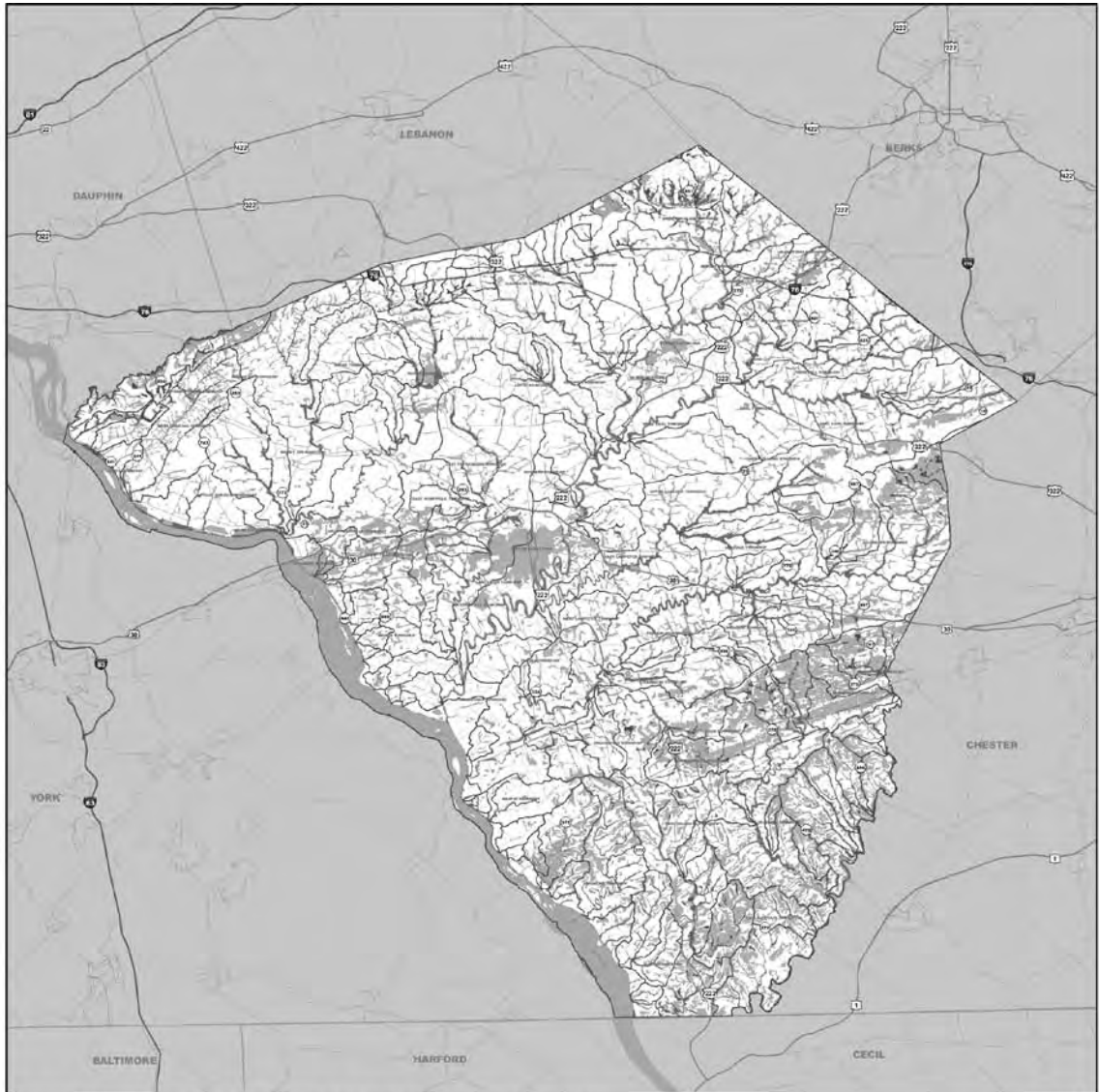
Lancaster County is unique in that it retains much of its historic and cultural heritage intact in urban, rural, and agricultural environments. The traditional architecture of Lancaster City, the 18 boroughs, and the many villages and crossroads communities contributes greatly to the County's "sense of place," as do the scenic agricultural and rural landscapes and their historic farmsteads and structures. However, unmanaged growth and neglect of some historic properties pose threats to these resources. Lancaster County has twice been listed on the World Monuments

Since 1984, the Amish share of Lancaster County farms has increased by 266 from 1166 to 1,432. This represents 41.5% of the farms in Lancaster County and 99,238 acres.

Watch biennial list of the world's 100 most endangered historical and cultural sites (in 1998 and again in 2000).

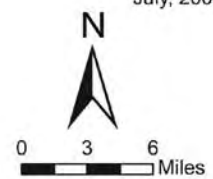
The LCPC is preparing a Cultural Heritage Element of the Comprehensive Plan to establish a strategy to recognize and conserve the County's rich and diverse cultural resources. The LCPC has also prepared a Strategic Tourism Development Element of the Comprehensive Plan that emphasizes the importance to the County's visitor industry of preserving cultural, historic, and natural resources.

Map 2-6: Hydrology



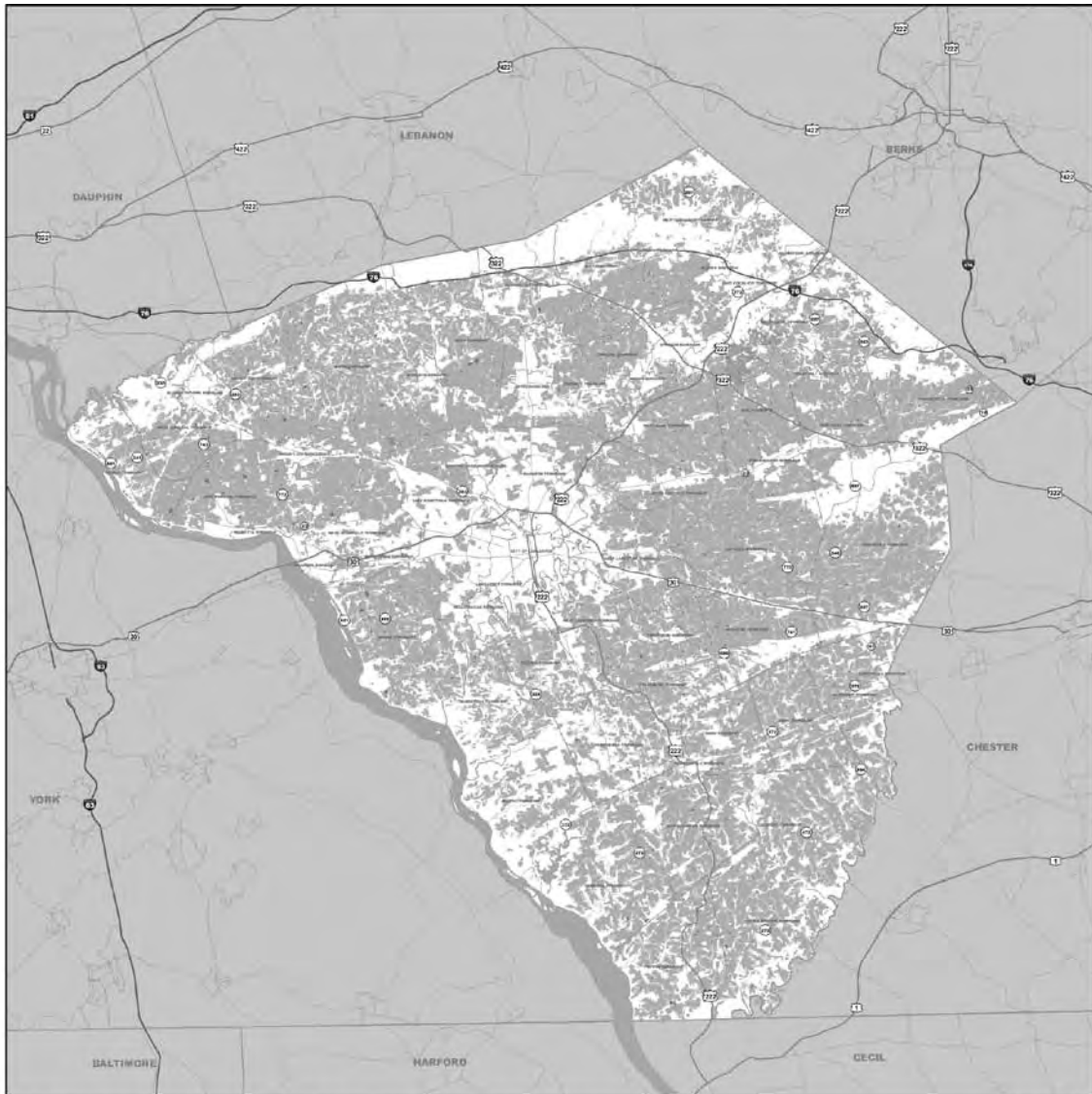
GROWTH MANAGEMENT ELEMENT
Lancaster County Comprehensive Plan
MAP 2-6: HYDROLOGY

- | | |
|---------------------|---------------------|
| — Rivers & Streams | □ Watersheds |
| ■ NWI Wetlands | ■ Hydric Soils |
| ■ 100 yr Floodplain | ■ Hydric Components |



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

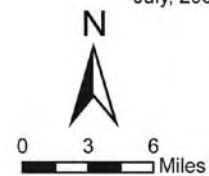
Map 2-7: Agricultural Land Cover 2002



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Lancaster County Comprehensive Plan

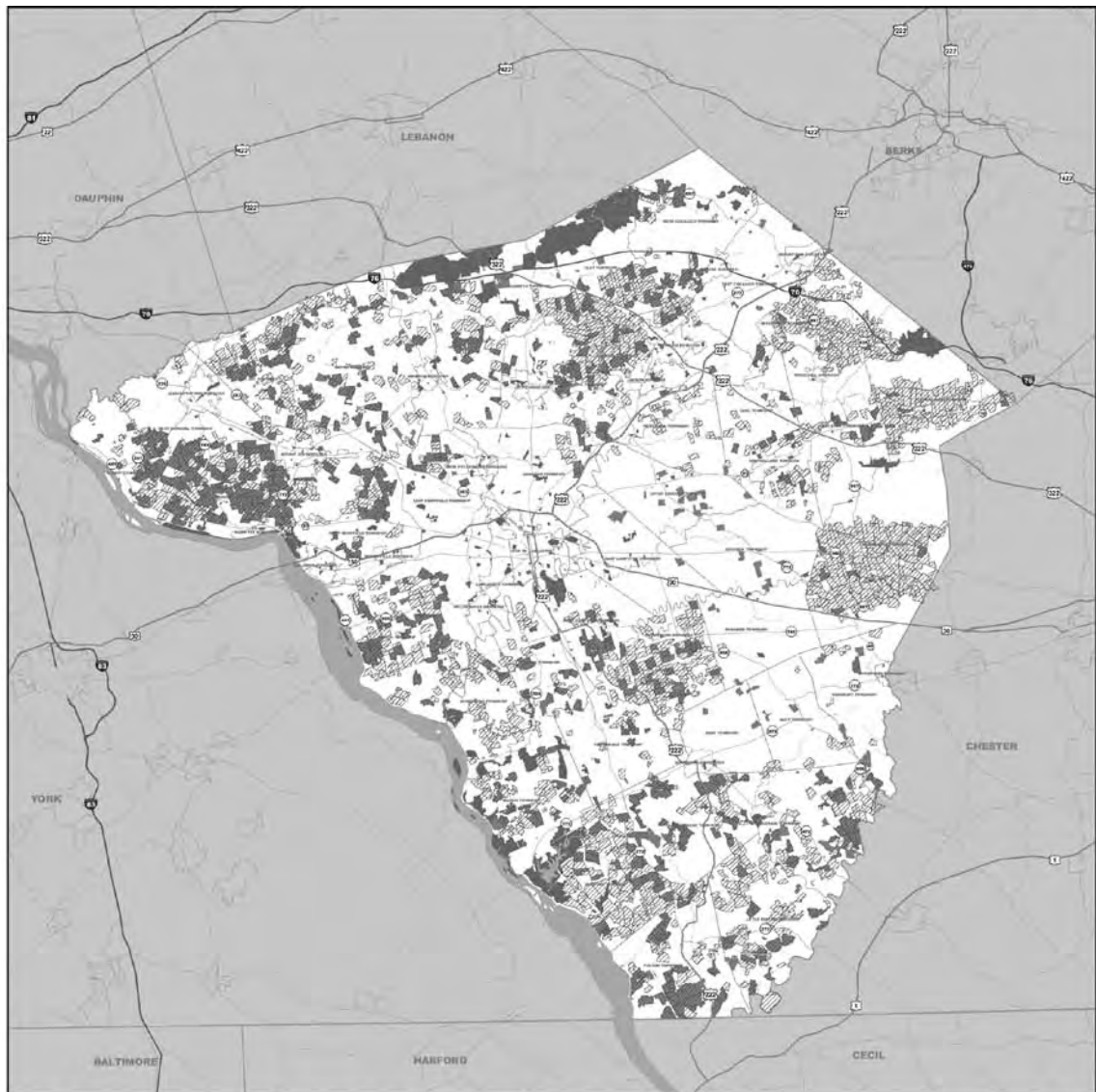
MAP 2-7: AGRICULTURAL LAND COVER 2002

- | | |
|-----------------------------------|-------------------------------------|
| Cropland | Orchards/groves/vineyards/nurseries |
| Cropland and pasture | Other agriculture |
| Farmsteads with outbuildings | Pasture |
| Large confined feeding operations | |



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

Map 2-8: Land Preservation

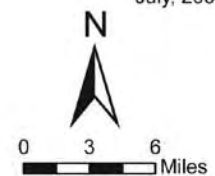


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Lancaster County Comprehensive Plan

MAP 2-8: LAND PRESERVATION

-  Agricultural Security Areas
-  Agricultural Easements
-  Parkland



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.



Lancaster County Farmland, Strasburg Township: Lancaster County is the most productive non-irrigated farming County in the U.S.

2.3 Agriculture

Agriculture is central to Lancaster County's identity. It is the most extensive land use in the County, with land in farms comprising approximately 383,000 acres or 63% of the overall land area (Map 2-7). Agricultural land is distributed throughout the County with the exception of developed communities (particularly Lancaster City and adjacent municipalities) and some areas with natural resource constraints (e.g., steep slopes). Approximately 24,000 acres (6.2%) of agricultural land are located inside designated Growth Areas while 359,000 acres (93.8%) of agricultural land are located outside of designated Growth Areas.

Farmland preservation is consistently ranked by Lancastrians as key to the quality of life in Lancaster County and one of the highest priorities for the County's future. The County has made a commitment to farmland preservation through the Agricultural Easement Purchase program administered by the Agricultural Preserve Board, which has protected approximately 50,000 acres throughout the County (Map 2-8).¹ The Preserve Board's efforts are supplemented by the Lancaster Farmland Trust, a non-profit organization that also acquires easements on farmland. A healthy,

¹ Figure 2-6 also shows the locations of Agricultural Security Areas (ASAs) established in accordance with Pennsylvania's Agricultural Area Security Law and public parkland. ASAs are designated by local governments at the request of landowners within the area to encourage and support agriculture.

viable agricultural industry is linked to an effective farmland preservation program.

According to the 2002 U.S. Census of Agriculture, the market value of agricultural products sold by Lancaster County farms was \$798 million, including \$88 million from crops and \$710 million from livestock. The dairy and poultry sectors were the largest producers, accounting for just over \$524 million combined, or two-thirds of the total agricultural sales. The agricultural industry as a whole (agriculture, agricultural services, and agricultural processing) is an important sector of the Lancaster County economy. In 2001 the agricultural industry produced \$3.2 billion of economic output or 11 percent of the output from all of the County's economic sectors and accounted for approximately 7% of total County employment.²

"If anything was made abundantly clear from public comments at the first round of meetings held by the Growth Management Task Force, it was that the public agrees. We must 'Keep Lancaster County Farming' alive."

**-- Dick Shellenberger, Chairman,
Lancaster County Board of
Commissioners**

The Plain Sect communities are extremely important to Lancaster County's agricultural base. The Amish own an estimated 99,238 acres in the County, with 21,659 of those acres being acquired between 1984 and 2003. Between 1984 and 2003, the Amish share of Lancaster County farms increased by 266 from 1166 to 1,432 farms. This represents 41.5% of the 3,450 farms in Lancaster County (1997 Agricultural Census). Using current market value, the worth of Amish farmland in the County is just shy of one billion dollars (\$980,570,678).³

² Source: 2001 IMPLAN Multiplier Reports published by the Minnesota IMPLAN Group, Inc.

³ *Amish Farmland Study, 1984-2003*, Conrad L. Kanagy, Ph.D., Young Center for Anabaptist & Pietist Studies, Elizabethtown College

Although Plain Sect groups hold considerable farmland in the County and the Amish have increased their holdings, Plain Sect farmers are facing growing financial challenges to stay in farming because of high land prices and the cost of operating a successful farming operation. In response to these pressures, a growing number of Plain Sect farmers have leased out their tillable land to non-Plain Sect farmers. Plain Sect farm families, however, continue to live on the homestead to raise their families. In many cases farmers have established small businesses on their farm to supplement or provide their primary income.

Blue Ribbon Commission on Lancaster County Agriculture:

Purpose: To listen to Lancastrians via numerous listening sessions, email and phone calls and then forward a series of thoughtful recommendations to the Lancaster County Commissioners which, when implemented, will help to ensure the sustainability of Lancaster County agriculture.

Consistent themes emerged as suggestions and concerns throughout the “listening” and discerning process of the Blue Ribbon Commission. Eighteen sessions were held throughout the County, and thousands of suggestions emerged through the meetings, the dedicated phone line, the website and written communications.

These are the areas in which recommendations will be made:

- **Tax Relief**
 - **Agricultural Zoning**
 - **Agricultural Economic Development**
 - **Farmland Preservation**
 - **Communications/Leadership**
-

“The percent of Amish families who earn their primary living from farming has declined rapidly to less than half of the Amish population.”

**-- Donald B. Kraybill, Ph.D.,
Elizabethtown College**



Although less than half of Amish families earn their living exclusively from farming, they remain a powerful force in maintaining farmland and the rural character of Lancaster County.

While this is occurring, it should also be noted that the majority of the Amish population continue to maintain some form of agricultural production on their land. Although more Amish have purchased farms, the percent of Amish families who earn their living exclusively from farming has declined to less than half of the Amish population. Nevertheless the Amish have been a powerful force in maintaining farmland and the rural character of Lancaster County in many areas of the County. Plain Sect farmers, although challenged by the efficiencies of modern farms, have added substantial value to the economy and the cultural landscape of Lancaster.⁴

A number of factors are affecting the viability of Lancaster County’s agricultural industry as a whole and the ability of all farmers to continue farming. Examples include:

- The impacts of residential development in rural areas bringing residents who are not used to agricultural activities

⁴ Donald B. Kraybill, Ph.D., Distinguished College Professor and Senior Fellow, Young Center for Anabaptist & Pietist Studies, Elizabethtown College

- The need to maintain sufficient infrastructure (e.g., affordable farmland, roads usable by farm vehicles, markets, suppliers) to sustain agriculture
- Tax burdens on farmers
- The effects of nutrient management requirements on manure disposal and the economics of farming
- Growth and change in the Plain Sect communities

On-farm businesses that supplement income derived from farming can contribute to farm profitability and viability, but create other issues particularly when not related to agriculture (e.g., furniture manufacturing that occupies farmland and generates truck traffic).

This document contains a series of key recommendations to address these and other issues related to the viability of farming (see Chapter 5.0, Rural Strategy). Additionally, a Blue Ribbon Commission on Agriculture was appointed by the Lancaster County Commissioners in spring 2005 to consider the future of agriculture in the County. The Commission developed similar, and some additional, recommendations to foster a viable rural economy. Subsequently, in late summer 2005, the Board of Commissioners established a Leadership Committee to begin implementation efforts relating to the Blue Ribbon Commission recommendations.

2.4 Economy

Lancaster County has one of Pennsylvania's strongest economies. The strength of this economy is its diversity, including agriculture (discussed in Section 2.3 above), tourism, and a range of business/industry sectors. Lancaster has traditionally enjoyed a reputation as a strong manufacturing County. While employment in manufacturing is still well above the national average (20% of the County total compared to 11.3% nationally in 2003⁵), the County has lost a significant number of jobs since the 1990s, mirroring a nationwide trend. Looking towards the future, a study by the Lancaster Workforce

⁵ LancasterProsper Background Briefing Paper, 19 August 2003, p. 2

The Lancaster Workforce Investment Board identifies five leading industry clusters in which Lancaster County enjoys significant competitive advantages:

- **Health Care**
- **Construction**
- **Specialty Manufacturing**
- **Food Processing**
- **Communications**

Investment Board identifies five leading industry clusters (health care, construction, specialty manufacturing, food processing, and communications) in which Lancaster County enjoys significant competitive advantages. The study recommends supporting and nurturing these clusters to promote a prosperous economy.

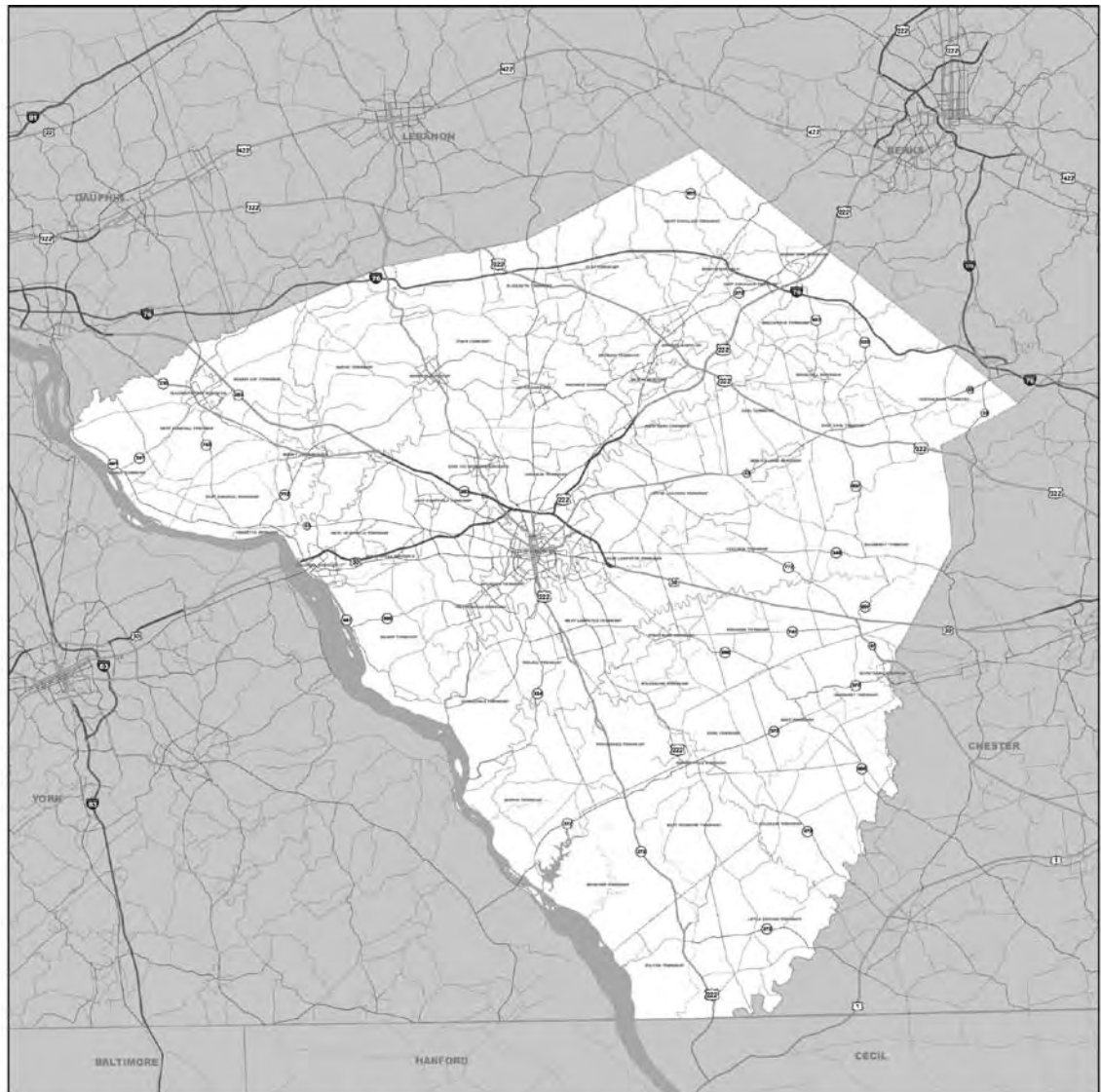


Women and Babies Hospital, East Hempfield Township: Health Care is one of the five leading industry clusters in Lancaster County.

Sponsored by the Economic Development Company (EDC) of Lancaster County and the EDC Finance Corporation, LancasterProsper is a strategic plan for countywide economic development completed in 2003. The plan has the following purposes:

- To identify the critical challenges threatening Lancaster County's prosperity
- To develop a new economic vision for Lancaster

Map 2-9: Roadway Functional Classification

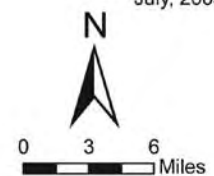


GROWTH MANAGEMENT ELEMENT

Lancaster County Comprehensive Plan

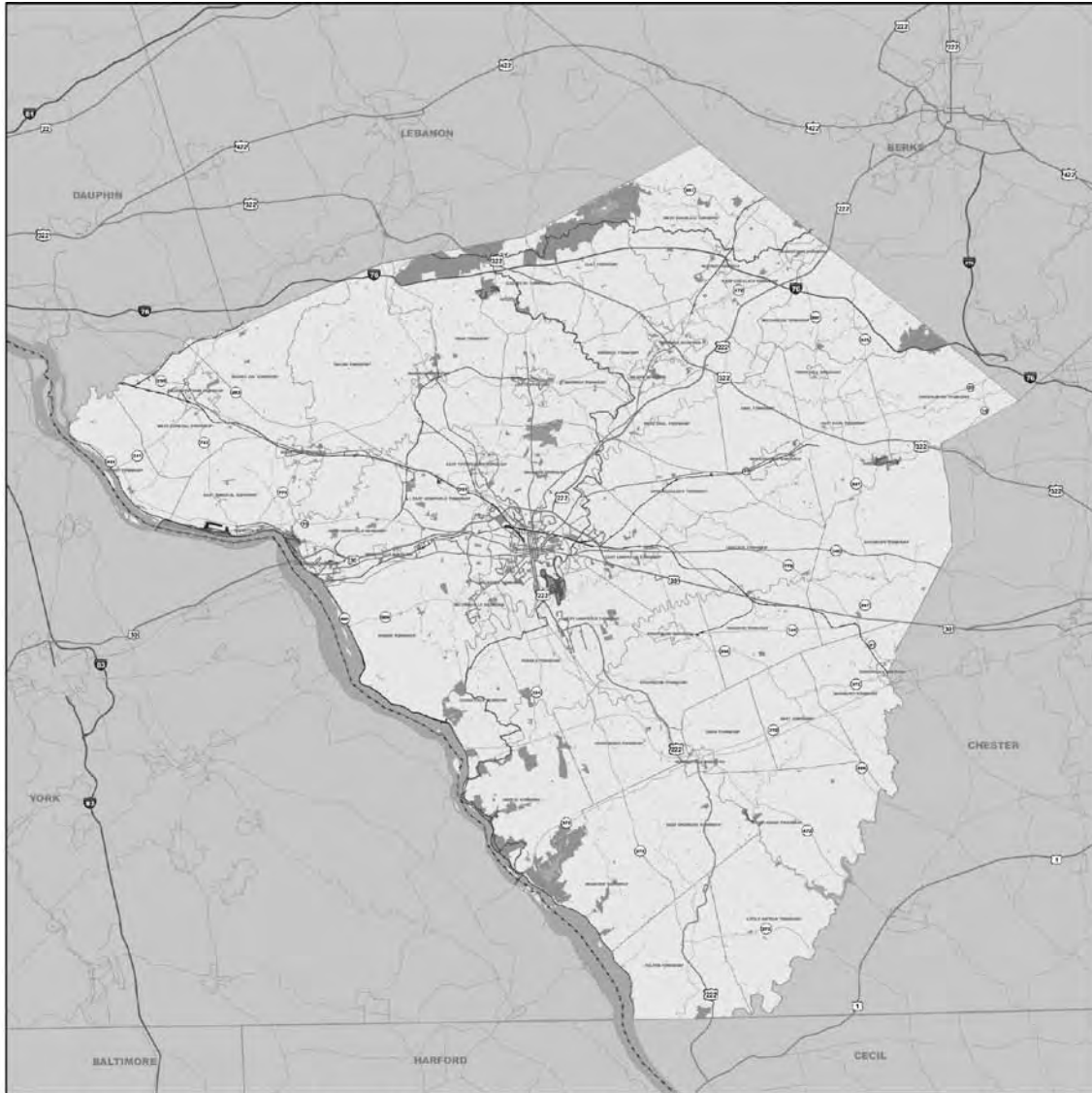
MAP 2-9: ROADWAY FUNCTIONAL CLASSIFICATION

Functional Classification	
Interstate	Major Collector
Freeway	Minor Collector
Principal Arterial	Local
Minor Arterial	



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

Map 2-10: Rails, Trails, Air & Public Transportation Systems

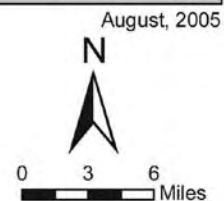


GROWTH MANAGEMENT ELEMENT

Lancaster County Comprehensive Plan

**MAP 2-10: RAILS, TRAILS, AIR & PUBLIC
TRANSPORTATION SYSTEMS**

- Trail Network
- Water Trail
- Active Rail Line
- Inactive Rail Line
- Public Transportation
- Designated Open Space
- Airports



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

The key linkage between transportation and land use is recognized in the Long-Range Transportation Element of the Lancaster County Comprehensive Plan.

- To create a countywide economic development strategy to serve as a roadmap for the region's future

The plan identifies the following seven Strategic Action Items as the highest priorities to ensure the continued health of Lancaster County's economy:

- Create a mechanism for collaborating on regional initiatives
- Establish an economic research capacity for the County/region
- Develop a countywide economic development marketing plan
- Create a Research and Development Center
- Support the formation of industry-driven Centers of Excellence
- Support a comprehensive approach to entrepreneurship
- Develop urban centers as attractive places to live, work, and play

While LancasterProsperes outlines a countywide economic development strategy, it is not intended to be a substitute for an Economic Development Element of the Lancaster County Comprehensive Plan. Such an element would define policies, strategies, and tools for economic development in more detail, including interrelationships with the Policy Element, Growth Management Element, and Functional Elements of the County Comprehensive Plan.

2.5 Infrastructure Systems

Transportation, water supply, and wastewater disposal are key infrastructure systems that must be considered in the Growth Management Element because of their influence on the location of future development. In addition, new development increases the demand for other public facilities and services, such as schools, parks, police, and fire.

2.5.1 Transportation

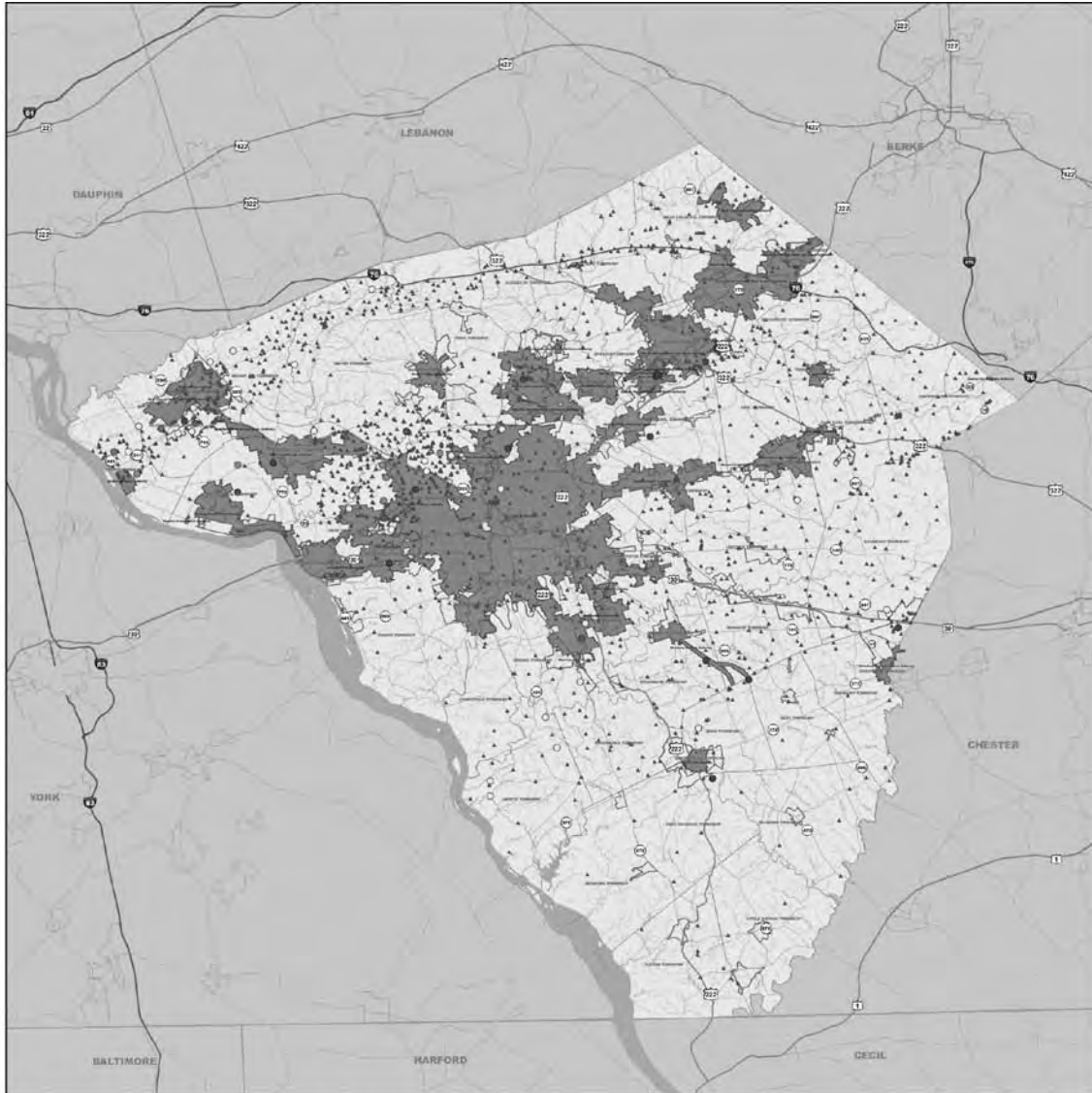
Lancaster County has an extensive transportation system consisting of roadways, transit, passenger and freight rail, and facilities for non-motorized travel modes (horse-drawn carriages, pedestrians, and bicycles) (Maps 2-9 and 2-10). The road system in particular plays a major role in shaping land use and development patterns in Lancaster County. In recent decades much of the new residential and commercial development in the County has shifted from Lancaster City and other urban areas to the townships, with the effects evident along highway corridors such as US Route 30, US Route 222, and State Route 283. In addition, many Lancastrians routinely make lengthy commutes to their workplaces while others commute from surrounding areas to work in Lancaster County. This dispersion of population, land uses, and travel patterns has significantly affected the County's transportation system. Conversely, more compact, mixed-use development patterns have the potential to reduce automobile usage and promote alternative means of transportation such as transit and pedestrian trips.

The key linkage between transportation and land use is recognized in the Long-Range Transportation Element of the County's Comprehensive Plan, adopted by the Lancaster County Transportation Coordinating Committee in June 2004. This element envisions a future, multi-modal transportation system that is "fully supportive of smart growth" and moves "people and goods safely, efficiently, and conveniently throughout the County, and between the County and adjacent counties" (p. iv). It identifies projects that will be funded to meet the County's roadway, transit, rail, and non-motorized travel needs and their associated costs. In addition, it cites a number of strategies designed to coordinate land use and transportation planning.

2.5.2 Water Supply

Lancaster County is served by 34 large and 73 small public water suppliers with combined service areas covering approximately 99,000 acres or 16% of Lancaster County (Map 2-11). Water supply sources include the Susquehanna River and other waterways located in the County,

Map 2-11: Water Supply Service Areas & Well Locations

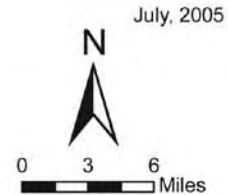


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Lancaster County Comprehensive Plan

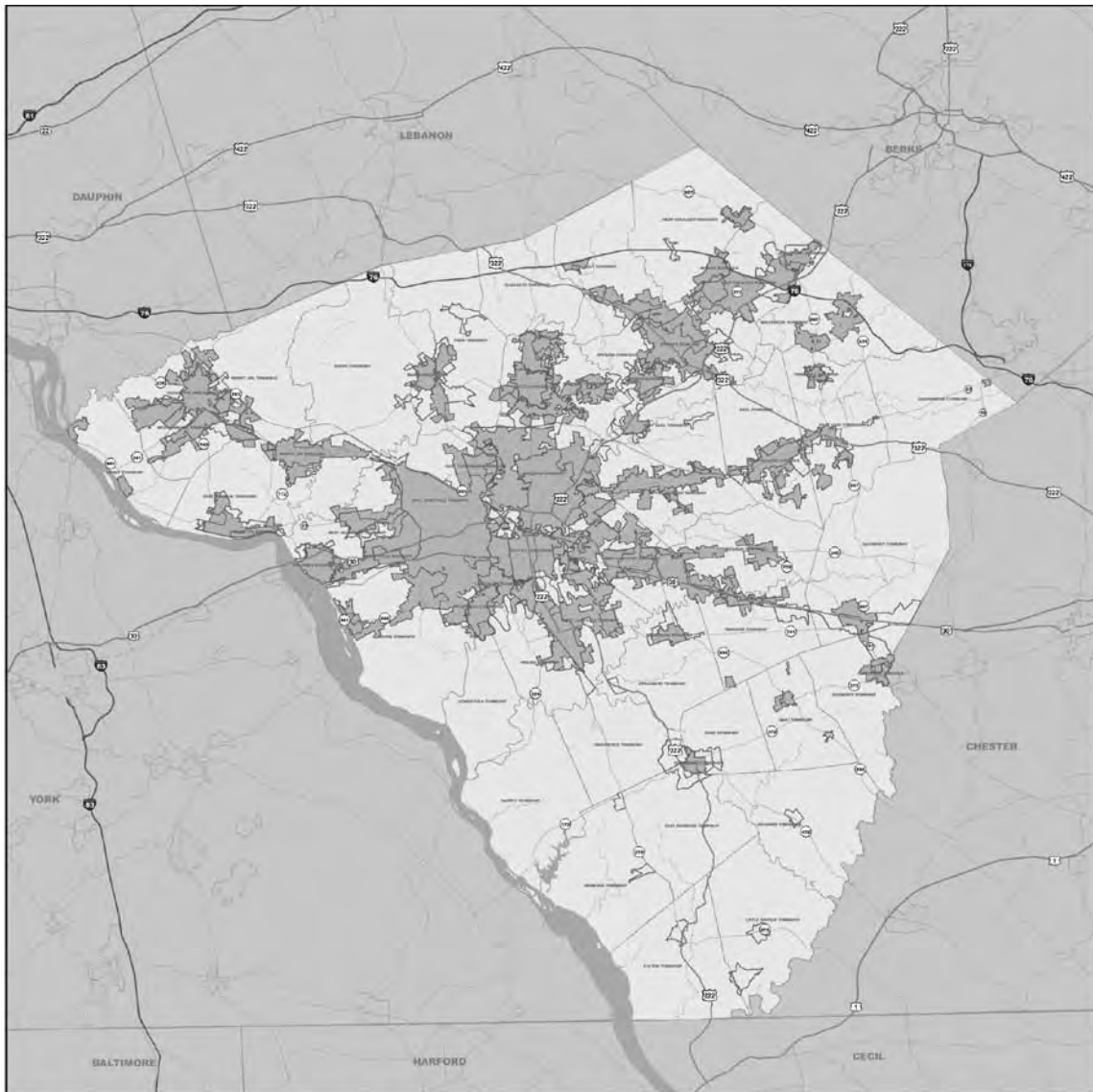
MAP 2-11: WATER SUPPLY SERVICE AREAS & WELL LOCATIONS

- ▲ Field Verified Wells
- Rivers & Streams
- Water Service Areas
- Urban Growth Area
- Village Growth Area
- Domestic
- Commercial
- Public Supply
- Industrial
- Recreation
- Dewater
- Stock
- Unused



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

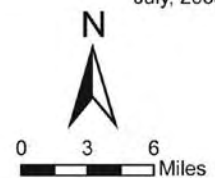
Map 2-12: Sewer Service Areas



GROWTH MANAGEMENT ELEMENT
Lancaster County Comprehensive Plan
MAP 2-12: SEWER SERVICE AREAS

July, 2005

-  Wastewater Service Areas
-  Urban Growth Area
-  Village Growth Area



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

several reservoirs, and groundwater wells. The water supply service areas center on and extend outward from existing communities, but do not entirely coincide with designated Growth Areas. In some cases, service areas extend outside of Growth Areas and in others portions of Growth Areas are located outside of designated coverage areas. In addition, public water infrastructure has not been uniformly extended throughout the service areas. Approximately 13,000 acres of Buildable Land within existing Urban Growth Areas are not included in sewer and/or water service areas. Areas of the County in which public water infrastructure is not available are served by on-lot wells.

According to the 1996 Water Resources Element of the Lancaster County Comprehensive Plan, the most recent comprehensive assessment of the County's water supply, one-third of the large community water suppliers had sufficient water to meet future demands, one-third may have lacked sufficient water, and the remaining suppliers had excess supply. One-half of the systems with insufficient water could connect with another system having excess capacity.

In order to ensure that public water service is planned for and provided to all Buildable Lands within Urban Growth Areas, deficiencies in water

ban Growth Areas and water service areas should be addressed through local and County comprehensive plan and/or water supply plan updates.

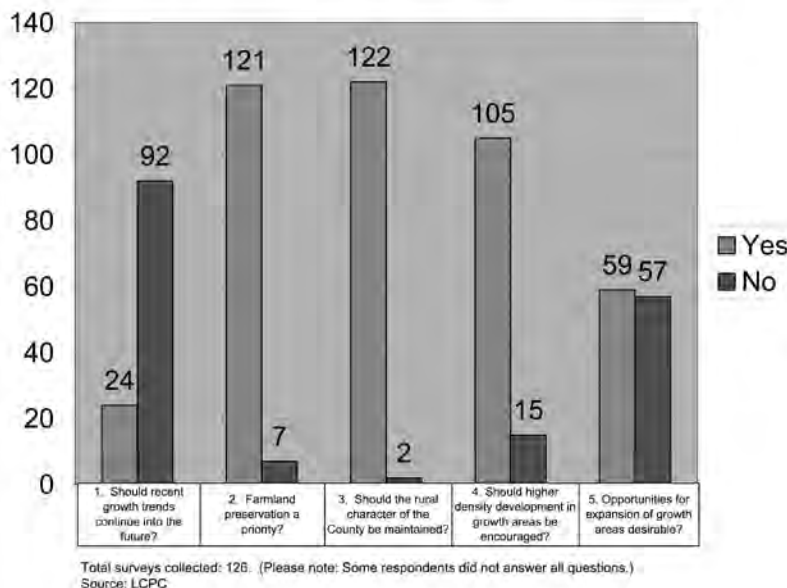
Private wells are the main source of water supply in rural areas and can encounter problems with low yields. New development that increases impervious coverage (buildings and pavement) in water recharge areas can reduce the quantity of available groundwater if precipitation is directed to storm sewers and the County's waterways rather than allowing it to infiltrate back through soil.

Water quality risks are a concern both for private wells and public water providers. Potential sources of contamination include nutrient and chemical pollution from agriculture, on-lot disposal systems, and home landscaping; erosion and sedimentation of surface water; concentrated point sources such as spills, outfalls, and dumps; and new development that increases impervious coverage within recharge areas. This is of particular concern in the central region of the County where the geological characteristics of limestone sedimentary rocks that promote rapid groundwater recharge (solution channels and sinkholes) also make groundwater highly vulnerable to contamination.

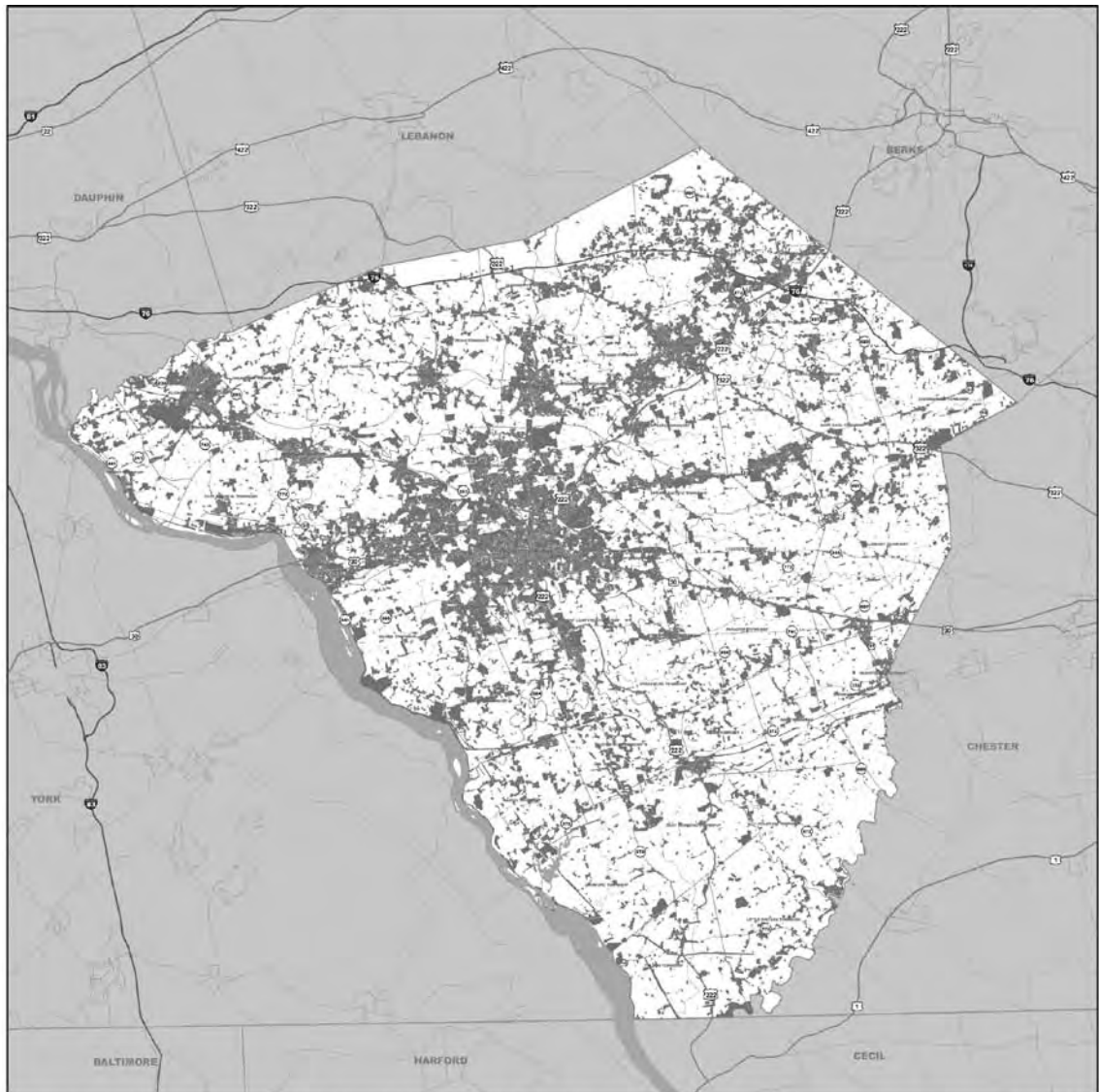
2.5.3 Wastewater Disposal

Lancaster County is served by 30 sewer authorities with combined service areas covering approximately 117,000 acres or 19% of the County's land area (Map 2-12). As with public water, these service areas center on and extend outward from existing communities, but do not entirely coincide with designated Growth Areas. In some cases, service areas extend outside of Growth Areas and in others portions of Growth Areas are located outside of designated coverage areas.

Survey Results, Community Forum #1
Growth Trends In Lancaster County

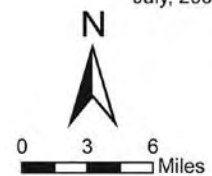


Map 2-13: Existing Developed Areas



GROWTH MANAGEMENT ELEMENT
Lancaster County Comprehensive Plan
MAP 2-13: EXISTING DEVELOPED AREAS

Existing Developed Areas



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

Quality of Life

- **Most citizens believe Lancaster County is an excellent (36%) or good (51%) place to live, although more residents believe the County is “getting worse” (35%) than “getting better” (22%) as a place to reside.**
- **Lancaster County residents believe problems associated with growth, including over-development (24%), traffic (16%), and increasing taxes (7%), have the greatest negative effect on the County’s quality of life. In fact, among those who believe the County is “getting worse” as a place to live, development is the single most important quality of life issue. Put simply, most of those who think quality of life in the County is declining cite development as the reason.**
- **Citizens rate their communities highly on nearly every community attribute tested in the survey. The County’s local communities are most highly rated as places to raise families (51% rate their communities as “excellent”) and receive their lowest ratings as places to find good jobs (12% rate their communities as “excellent”).**

Source: LCPC/Floyd Institute, F&M College Survey, December 2004.

In addition, sewer infrastructure has not been uniformly extended throughout the service areas. As a result of these inconsistencies, approximately 13,000 acres of Buildable Land within existing Urban Growth Areas are not included in sewer and/or water service areas.

Areas of the County in which public sewer infrastructure is not available are served by on-lot systems. Public health requirements for on-lot systems can either prevent new development if soil conditions are unsuitable or require development to occur on large lots, consuming substantial acreage per unit.

Pennsylvania’s Act 537 requires municipalities to develop and implement Official Sewage Facilities Plans that provide for the resolution of existing sewage disposal problems as well as the future sewage disposal needs of new land development and the municipality as a whole. A number of municipal Act 537 plans in Lancaster County are in need of updating in order to ensure that public sewer service is planned for and provided to all Buildable Lands within Urban Growth Areas.

2.6 Current Land Use Ordinances

The political and regulatory aspects of Lancaster County provide the backdrop and foundation for the development that has occurred to date. Existing development patterns are the result of zoning and land use decisions made by local governments. In many cases current land use ordinances are not fully consistent with the existing Lancaster County Comprehensive Plan’s Growth Management Element. While there has been considerable progress in updating and improving municipal ordinances to permit and encourage higher density development, not all municipalities are reaching current target densities, and there is still a considerable amount of rural residential development being allowed in Lancaster County. This rural residential development is incompatible with the public’s strongly-stated desire to preserve agriculture.

In recent years much has been done to look at these trends. Multi-municipal planning is at the heart of County and municipal efforts to address these issues on a regional basis.. In order to be successful multi-municipal planning efforts must continue and must be implemented through zoning ordinance updates. A related issue has been the reluctance of some developers and the market place to modify their development style and housing demands. However, there are some collaborative efforts between municipalities and developers that are achieving results. These collaborative efforts are crucial to the success of Lancaster County’s Growth Management program.

2.7 Development Trends and Projections

Most of the County's existing residential, commercial, and industrial development is concentrated in the Central Lancaster region, extending outward from Lancaster City along major road corridors to the northeast and northwest, including I-76 (the PA Turnpike), US 30, US 222, and PA 283 (Map 2-13). Traditional, smaller scale development centers include boroughs, villages, and crossroad communities in rural areas. Although the County is still largely agricultural outside the major Growth Areas and corridors, a scattered pattern of "non-rural" uses (residential subdivisions and large-lot development, commercial strip development along roadways, etc.) has emerged in rural areas.

2.7.1 Recent Development Patterns

To better understand recent development patterns, the LCPC has compiled information on residential and non-residential (commercial, industrial, and other) land developed between 1994 and 2002 in relation to designated (Urban and Village) Growth Areas. According to the Lancaster County Growth Tracking Report, a total of 11,100 acres of land and 17,869 new housing units were developed during this time period. Of this recent development, 4,483 acres and 13,657 new housing units (76% of total units) were developed inside Growth Areas and 6,617 acres and 4,212 new housing units (24% of total units) were developed outside Growth Areas. The average net density of residential development was 5.0 units per acre in Urban Growth Areas and 1.5 units per acre in Village Growth Areas for an overall density of 4.6 units per acre. Outside Growth Areas, the average net density was 0.8 units per acre, resulting in more land acreage used to accommodate fewer housing units.

The pattern of recent development includes growth concentrations near major corridors, mostly in the northern and central regions of the County along the I-76, Route 222, Route 322, Route 283, Route 23, Lititz Pike, and Route 30 corridors. Most of the larger developments have occurred within designated Urban or Village

**When asked "Should recent growth trends continue into the future?"
79% of respondents said "No." -**

- Center for Opinion Research

Source: LCPC/Floyd Institute, F&M College, December 2004

Growth Areas, primarily in the vicinity of established growth centers near the Route 222/I-76 interchange and in the Central Lancaster Region. Some large developments, however, have occurred outside designated Growth Areas in the rural southern end of the County near PA 272 and US 222. Significant clusters of development have also appeared outside Growth Areas along more local roads in the east central part of the County, near the borders with Berks and Chester Counties.

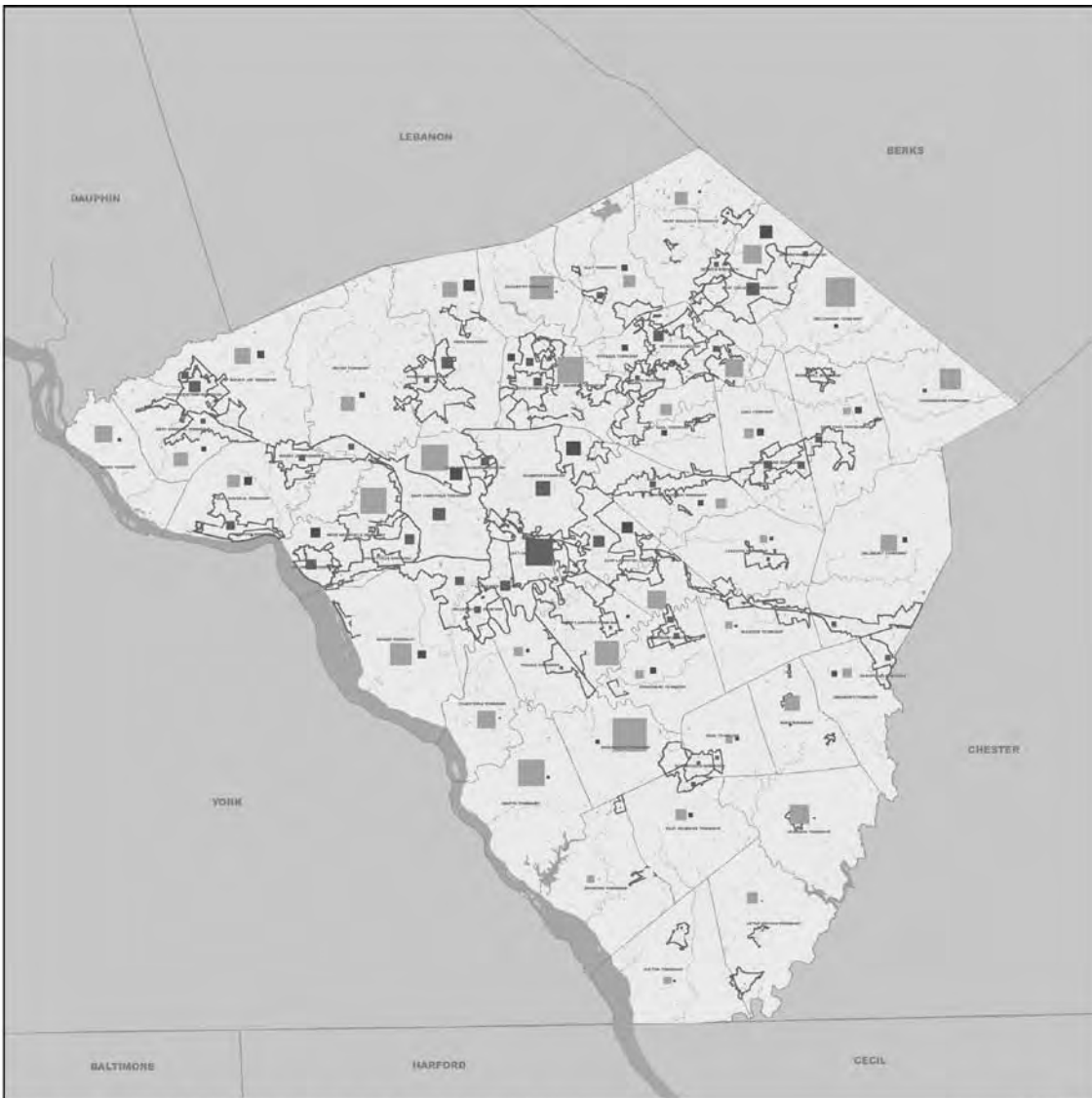
A pattern of recent scattered small developments is apparent in many rural areas outside of designated Growth Areas. However, upon closer examination, much of this development has occurred next to or very close to existing development. This pattern may not be intentional or supportive of the LCPC's goal of higher density and more concentrated growth in designated areas, but does indicate a trend toward coordination with existing development.

2.7.2 Probable Future

A growing community and prosperous economy are envisioned and projected for Lancaster County's future. This growth and prosperity will continue to bring many positive changes to the County including increased educational and employment opportunities, social and cultural amenities, and recreational and entertainment choices. We have a choice as to how we accommodate this growth and change. In order to have a base to start with and compare to, a Probable Future based on current trends was developed for presentation to the public.

The Probable Future is a depiction of the pattern of future development in Lancaster County if the 1994-2002 land development patterns described above were to continue through 2030. It is presented in terms of the acreage needed (land demand) inside and outside Growth Areas to

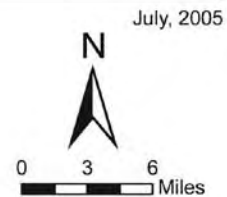
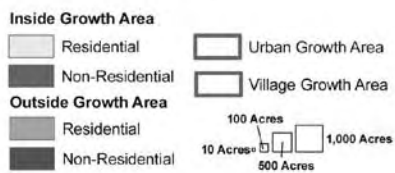
Map 2-14: Probable Future Trend (2030)



GROWTH MANAGEMENT ELEMENT

Lancaster County Comprehensive Plan

MAP 2-14: PROBABLE FUTURE TREND (2030)



Color versions of all maps in this draft are available on the LCPC website at www.co.lancaster.pa.us/planning/growthmanagement.

accommodate projected new housing units, commercial and industrial employment, and other (institutional/public) uses if the expected growth were to be accommodated in the same physical patterns as occurred from 1994 to 2002.

For housing growth, residential unit projections to 2030 as developed by the 2005 Lancaster County Housing Plan Update were utilized. The increase in housing units to 2030 were assigned inside and outside growth areas in the same ratio as that achieved from 1994 to 2002 as measured in the Growth Tracking Report. Consequently 76% of units were projected to be built inside growth areas and 24% outside. The dwelling unit increase in the growth areas was further divided between Village Growth Areas and Urban Growth Areas in the same ratios as occurred between 1994 and 2002.

For employment growth, projections to 2030 prepared by LCPC were utilized. These projections showed a rapid increase in the developed areas of the County. To allocate this growth, employment was first assigned to the municipalities and then to Urban or Village Growth Areas. For municipalities which were only partially in growth areas, the projected employment increase was assigned inside and outside growth areas in the same ratio as that experienced from 1994 to 2002. This confirmed that while all municipalities would experience some employment growth to 2030, this growth – especially commercial development – would increase more rapidly in growth areas than it has in the immediate past.

The housing unit and employment projections were then converted to the amount of land necessary to accommodate the growth. Demand factors (the acreage needed per dwelling unit

for residential development or per employee by employment category) were applied to the projections based upon the actual development patterns in the County from 1994 to 2002 as documented in the Growth Tracking Report. Thus, the demand factors used for residential development in Urban Growth Areas, Village Growth Areas, and areas outside of growth areas were a net of 5.0 units/acre, 1.5 units/ acre, and 0.8 unit/acre, respectively. Land developed for other uses (primarily institutions such as churches, clubs, schools, and nursing/assisted

Table 2-1. Land Demand in Lancaster County Based on 2002-2030 Trend Growth

<i>Residential Units</i>	<i># Units</i>
Inside Growth Areas	40,477
Outside Growth Areas	12,782
Total Residential Units	53,259
<i>Residential Land Demand</i>	<i>Acres</i>
Inside Growth Areas	10,622
Outside Growth Areas	18,374
Total Residential	28,996
<i>Employment Land Demand</i>	<i>Acres</i>
Inside Growth Areas	4,608
Outside Growth Areas	2,347
Total Employment	6,955
<i>Other Land Demand</i>	<i>Acres</i>
Inside Growth Areas	871
Outside Growth Areas	1,211
Total Other Lands	2,082
<i>Total Land Demand</i>	<i>Acres</i>
Inside Growth Areas	16,101
Outside Growth Areas	21,932
Total	38,033

Sources: 1994-2002 Lancaster County Growth Tracking Report, 2000-2030 Employment Growth Projections from LCPC, Residential Unit Projections from the 2005 Lancaster County Housing Plan Update.

“24% of respondents identified development and sprawl as the main issue impacting the quality of life in Lancaster County”

-- Center for Opinion Research

Source: LCPC/Floyd Institute, F&M College, December 2004

living facilities as well as government activities including public schools) was predicted to grow at the same rate as that experienced from 1994 to 2002. To estimate the amount of land that would have to be converted to development to accommodate the projected growth, all net demand acreage was converted to gross acreage to account for development necessities such as streets, other rights-of-way, utilities, and open spaces. Finally, using estimates derived from the Growth Tracking Report and the Lancaster County Housing Update, trend growth was adjusted for the estimated amount which has already occurred through 2004, so that the trend expresses what will happen from 2005 to 2030 if existing policies, regulations and market choices continue as they are now.

Table 2-1 on the previous page defines the total amount of land needed to meet the projected demand for residential development, employment, and other (institutional/public) growth if the 1994-2002 development patterns were to continue from 2005 through 2030. It indicates that, although the projected number of housing units is much higher inside than outside growth areas, the amount of land needed to accommodate the trend of very low density residential development outside growth areas is much higher than inside growth areas. By contrast, the amount of land needed to accommodate employment uses inside growth areas is almost twice that which is projected outside growth areas. Projected land demand for institutional/public uses, on the other hand, is approximately 40% higher outside growth areas than inside growth areas.

Map 2-14 provides a spatial depiction of the Probable Future broken down by municipality. It displays growth as symbols representing the land demand for future residential and non-residential development inside and outside growth areas in ten-acre increments. While it is not possible to predict a precise development pattern at the countywide scale, some basic conclusions can be drawn as to where growth in the future is likely to occur. As shown on Map 2-14, the recent trend of non-residential and residential development along major road corridors in the northern and central sections of Lancaster County is likely to continue. The map also indicates land

demand for residential use in rural areas scattered throughout the County, with demand for land inside growth areas more concentrated near the central part of the County. Considerably lower demand for residential development in the City of Lancaster and the boroughs is evident compared with the surrounding townships. Land demand for non-residential development has the highest concentration in and around the City of Lancaster, with a more scattered pattern apparent throughout the rest of the County.

2.7.3 Implications for Lancaster County's Future

Overall, the Probable Future analysis indicates a baseline trend of continued development in both Growth Areas and rural areas, but with a higher total land demand in rural areas for fewer housing units. The analysis also projects low growth in Lancaster County's older towns and the City of Lancaster (except for projected employment growth in the City). Key findings include:

- The projected total of an additional 38,033 acres of development by 2030 represents a 26% increase over the amount of existing development in the County (28% outside and 25% inside designated Growth Areas).
- Primarily due to a continuation of the recent pattern of low-density residential development in rural areas, almost 36% more land could be required outside Growth Areas than inside Growth Areas to accommodate projected growth through 2030.
- The projected development pattern continues the trend of growth along major road corridors, primarily in the Central Lancaster Region. However, much of the residential land demand is concentrated not in the City and the boroughs, but rather outside of designated Growth Areas. In particular, rural areas in the southern and eastern (adjacent to high growth Chester and Berks Counties) parts of the

County are projected to have significant land demand outside Growth Areas.

Our past patterns of development are caused, in large part, by local zoning and land use ordinances that did not and do not implement the vision and density targets of the County's original Growth Management Plan. The implications for Lancaster County's future are clear if these trends continue. Likely effects include:

- Loss of prime agricultural lands, natural resources, and historic properties
- Erosion of scenic landscapes
- Disruption of cultural landscapes and traditions, including the Plain Sect culture
- Increasing traffic congestion and lack of affordable housing
- Pressure on the local tax base, municipalities, and school districts to provide services for scattered development located outside of Growth Areas
- Insufficient densities within Growth Areas to support needed infrastructure such as roads, utilities, and transit

2.7.4 Conclusion

To counter these trends, more needs to be done to craft a preferred future that maintains a rural way of life, preserves natural and cultural resources, and promotes compact, livable communities if the future desired by Lancastrians and articulated in the ReVisions Policy Element of the Comprehensive Plan is to be achieved. The following Chapters 3.0 through 6.0 of the Growth Management Element define an overall framework, urban and rural area strategies, and a plan for action designed to achieve the *preferred* future rather than the probable future.

We are at a crossroads, and we have the opportunity to continue as we are or to change our probable future.

The approximately 31,000 acres of Buildable Lands within Urban Growth Areas is not enough land *at the current development trend* to accommodate growth through 2030. Table 2-1, Land Demand in Lancaster County Based on 2003-2030 Trend Growth, shows the amount of acreage that could be expected to be consumed if current development trends continue. Total land demand inside Urban Growth Areas would be 16,101 acres. When adding a market factor of two times the amount of land needed to accommodate growth, this acreage total doubles to 32,202 acres.



Sprawling rural development in Southern Lancaster County. If the trend continues to 2030, low-density residential development could consume 36% more land outside Growth Areas than inside.

Growth Management Framework

This chapter establishes an overall framework for the more specific direction provided for Urban Growth Areas, Rural Areas, and Implementation, which are the three primary focuses of the Growth Management Element Update described in Chapters 4.0 to 6.0. It addresses the following:

- The **Growth Management Policy Framework**, which defines the desired future of the County and policies to achieve it as established under Revisions, the Policy Element of the County's Comprehensive Plan.
- The **Growth Management Framework Map**, which depicts at a countywide scale where the key concepts of the Urban Growth Area and Rural Strategies identified in Chapters 4.0 and 5.0 are to be applied.
- **Countywide Growth Management Strategies** which are key to the success of the Growth Management Element.

3.1 Growth Management Policy Framework

The Vision for the future of Lancaster County is articulated in ReVisions, the Policy Element of the Comprehensive Plan adopted in 1999. Developed based upon extensive citizen input, the Vision describes the desired character of Lancaster County in the year 2020. ReVisions also identifies goals and six **Key Focus Areas** for the Future, each accompanied by policies and actions to achieve the Vision. The six Key Focus Areas are:

1. Protecting and preserving our natural and cultural heritage
2. Revitalizing our urban communities
3. Developing livable communities
4. Creating a sustainable economy
5. Celebrating, investing in, and mobilizing the talents of our human resources

6. Promoting strong leadership, awareness, responsibility, and involvement in community issues

The Vision for the future of Lancaster County is articulated in ReVisions, the Policy Element of the Comprehensive Plan adopted in 1999.

The results of public outreach conducted for the Growth Management Element Update and other Comprehensive Plan elements confirm that the Vision and Key Focus Areas continue to reflect citizen aspirations for Lancaster County's future. Thus the Growth Management Element does not change the essence of ReVisions, the Policy Element of the Lancaster County Comprehensive Plan, but rather defines strategies and tools to manage growth and change consistent with the Vision and Key Focus Areas. The following Key Focus Area policies are particularly relevant to the Growth Management Element:

Key Focus Area 1 – Protecting and preserving our natural and cultural heritage:

- Identify and permanently preserve farmland for agricultural use
- Preserve, protect, enhance, and restore the County's native plant and animal diversity and functioning natural systems
- Protect and improve the quality of our air
- Protect, conserve, and improve surface and groundwater resources for human and non-human use
- Preserve the County's historic and architectural resources (suggested addition to the list of policies contained in ReVisions)
- Maintain the cultural heritage and traditions of the people of Lancaster County (suggested addition to the list of policies contained in ReVisions)

Key Focus Area 2 – Revitalizing our urban communities:

- Strengthen Lancaster City’s role as the social, cultural, and economic hub of the County
- Strengthen the role of the Boroughs as the focal points of their respective regions
- Maintain compact communities by growing gradually outward from urban and village centers to established growth boundaries (now called Designated Growth Areas)
- Maintain a distinct edge between urban and rural areas by directing new growth and development to Urban and Village Growth Areas
- Accommodate growth by infilling development, redeveloping existing sites, re-using vacant buildings, and using underutilized buildings more efficiently, before developing vacant land
- Adopt and re-use historic buildings and design new buildings to complement the architectural character of the surrounding neighborhood

“County residents favor, in large proportions, strategies that support “smart growth” policies, such as County-municipal planning partnerships, guiding development toward developed areas, mixed-use zoning, and the preservation of open space.”

-- Center for Opinion Research

Source: LCPC/Floyd Institute, F&M College, December 2004

Key Focus Area 3 – Developing livable communities:

- Design new residential communities to reflect the pattern, character, and scale of the County’s traditional neighborhoods and communities
- Design new communities in a form that integrates housing, shops, work places, schools, parks, and civic facilities essential to the daily life of residents
- Design new communities to accommodate citizens from a wide range of economic levels, occupations, age groups, backgrounds, and interests
- Develop aesthetically pleasing, interconnected transportation systems that encourage walking, biking, and public transit, and discourage high-speed traffic
- Develop a permanently preserved open space system that provides a diversity of publicly accessible open space resources in the form of town squares, greenways, parks, and natural areas
- Ensure that public infrastructure and facilities and services are expanded concurrent with new development.

Key Focus Area 4 – Creating a sustainable economy:

- Direct commercial and industrial development activities to areas within Urban and Village Growth Areas where there is a full range of public facilities, services, and infrastructure to support business development
- Strengthen the agricultural industry by diversifying farm production
- Increase the profitability of farming to insure that it remains an integral part of the economy

- Develop tourism facilities that improve the economic viability of the County in a manner that is in harmony with our distinct historic, cultural, and natural heritage

Key Focus Area 5 – Celebrating, investing in, and mobilizing the talents of our human resources.

- Promote tolerance and respect for the County's diverse population
- Provide opportunities for a lifetime of learning by offering a diversity of educational experiences and access to cultural institutions such as museums, art galleries, and libraries

- Support collaborative community-based promotion and disease-prevention programs to enable people to be healthy, live healthy lifestyles, and reach their full potential

- Reduce disparities in education, housing, and economic opportunities

Key Focus Area 6 – Promoting strong leadership, awareness, responsibility, and involvement in community issues:

- Promote inter-municipal cooperation and regional planning
- Ensure consistency between municipal and regional comprehensive plans and the County's Comprehensive Plan

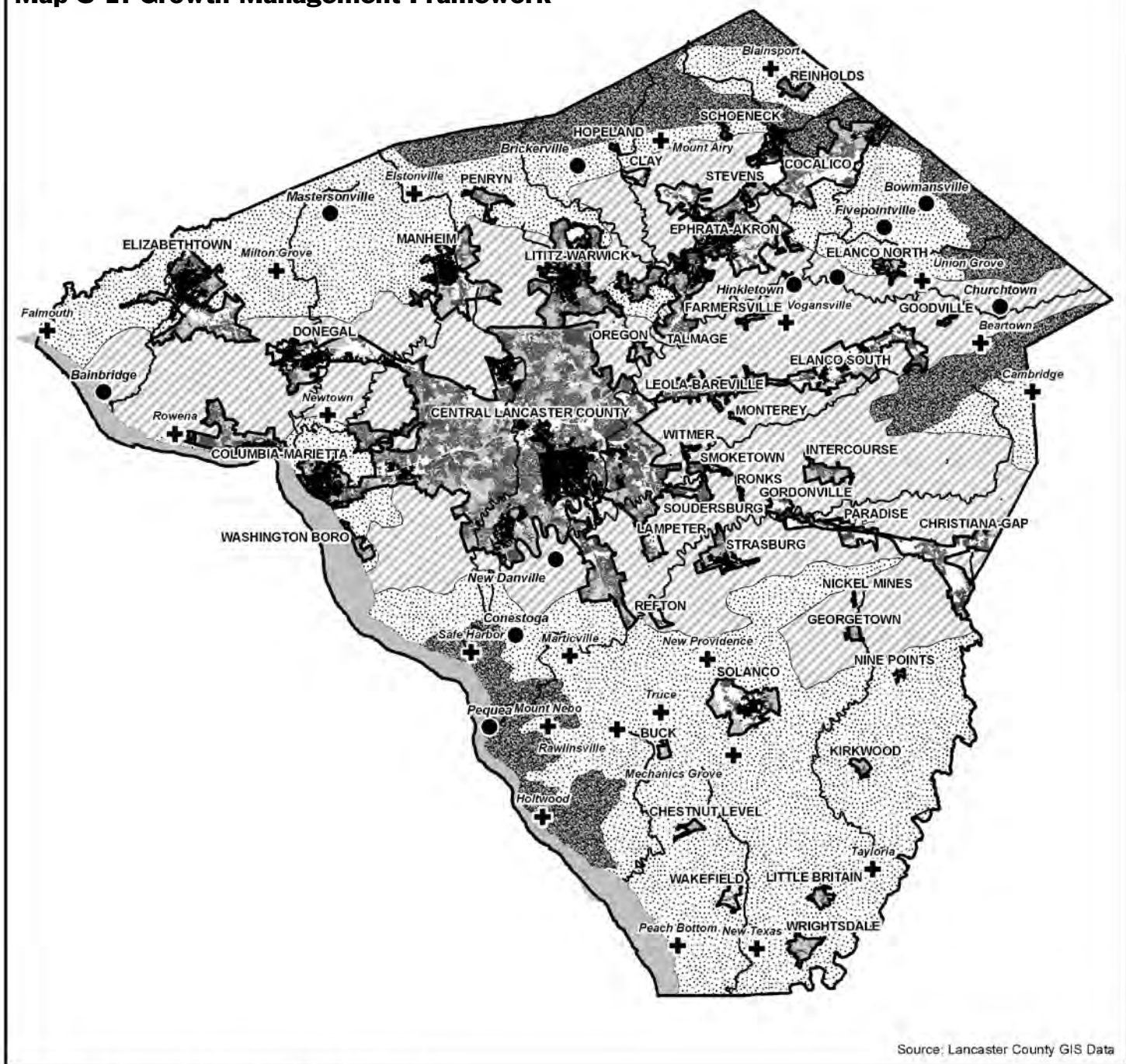
The Growth Management Element Update has a 25-year timeframe and thus extends the time horizon of the Comprehensive Plan Vision established in Revisions to 2030. During the planning process for the Update, citizens asked how the desired pattern of land use and development expressed in the Vision can be sustained for a longer time period – 50 to 100 years or more – if current growth pressures continue into the future. The simplest answer to this question is that the strategies of the Growth Management Element are designed to **preserve options** for future generations of Lancastrians within the context of present day legal, political, and market systems. Specifically, the Growth Management Element:

- Allocates over twice the buildable land in presently designated Urban Growth Areas needed to accommodate projected land demand through 2030, provided that municipalities act to increase development density and intensity and sewer and water system capacity and service to provide suitable infrastructure in accordance with the new targets set by the Update
- Provides a Rural Strategy that establishes Designated Rural Areas through municipal and inter-municipal plans.



Lancaster County has a number of fine institutions of higher education including Thaddeus Stevens College of Technology, a two year technical college that celebrated its 100th Anniversary in 2005.

Map 3-1: Growth Management Framework



GROWTH MANAGEMENT ELEMENT Lancaster County Comprehensive Plan

GROWTH MANAGEMENT FRAMEWORK MAP

Urban Strategy

- Concentrated Building Areas
- General Building Areas
- Core Reinvestment Areas
- General Reinvestment Areas
- Growth Areas

Rural Strategy

- Villages
- Crossroads Communities
- Agricultural Areas
- Natural Areas
- Agricultural with Natural Areas



The Growth Management Framework Map provides a generalized representation of the Countywide Vision as expressed in the Urban Growth Area Strategy and the Rural Strategy. This map is intended for use as a guide for more detailed planning and implementation efforts. Further analysis of local conditions through municipal and multi-municipal planning efforts is needed to define how and where the categories shown on the map and the associated recommendations and tools contained in the Growth Management Element apply at the local level. For color map, visit www.co.lancaster.pa.us/planning/growthmanagement.

- Establishes an ongoing plan monitoring process that includes periodic reviews and updates to ensure that implementation efforts by municipalities and the County are achieving the Vision

It is impossible to predict what actions future County Commissioners and municipal officials will take to manage growth in Lancaster County. However, the strongest asset available to the County to support the desired pattern of land use and development lies in the civic values of Lancastrians and their attachment to the land. These values have been expressed over and over again in public meetings for the Growth Management Element Update and other planning initiatives. Perpetuating them into the future is the most effective mechanism to achieve and sustain the Lancaster County Comprehensive Plan Vision.

The strongest asset available to the County to support the desired pattern of land use and development lies in the civic values of Lancastrians and their attachment to the land.



Elizabethtown Square (above) and Main Street (below): Elizabethtown, along with the other 17 Boroughs and Lancaster City, is considered a Core Reinvestment Area.

3.2 Growth Management Framework Map

The Growth Management Framework Map (Map 3-1) provides a generalized representation of the Countywide Vision as expressed in the key spatial concepts described in Chapters 4.0 (Urban Growth Area Strategy) and 5.0 (Rural Strategy), respectively. This map is intended for use as a guide in more detailed planning and implementation efforts. Further analysis of local conditions through municipal and multi-municipal planning efforts will be required to define how and where the categories shown on the map and associated recommendations and tools defined in the Growth Management Element apply at the local level.

The following categories of land are shown on the Growth Management Framework Map. More complete descriptions of these categories and their implications for growth management are provided in Chapters 4.0 and 5.0.

3.2.1 Urban Growth Area Categories

Urban Growth Area: An area that is designated as appropriate for future development and includes a city or borough at its center, developed portions of townships, and enough development capacity to meet future land use needs over a 25-year period without constraining the development market. Development in Urban Growth Areas should be provided with a full range of public infrastructure and services, including both public sewer and public water service. Residential development in Urban Growth Areas should occur at an average net density of 7.5 dwellings per acre and non-residential development should occur at intensities which maximize the use of land and infrastructure.¹ Urban Growth Areas are given official standing by their incorporation on Future Land Use Maps and through adoption in County and local comprehensive plans.

¹ Specific targets for non-residential development are to be part of the proposed Economic Development Element of the Lancaster County Comprehensive Plan and will be included in a future update of the Growth Management Element.

Residential development in Urban Growth Areas should occur at an average net density of 7.5 dwellings per acre.

The Growth Management Framework Map illustrates Urban Growth Areas that are presently designated by Lancaster County municipalities. The Urban Growth Area Strategy (Chapter 4.0) focuses growth in these areas through new development on **Buildable Lands** (undeveloped lands suitable for development) and compatible reinvestment in already **Developed Areas**. The Growth Management Framework Map designates two types of Buildable Lands (Concentrated Building Areas and General Building Areas) and two types of Developed Areas (Core Reinvestment Areas and General Reinvestment Areas).

Concentrated Building Area: Presently undeveloped land within an Urban Growth Area that has the physical characteristics and available infrastructure to accommodate more intense development.

General Building Area: Presently undeveloped land within an Urban Growth Area that has less available infrastructure (water, sewer, transportation access) than Concentrated Building Areas and thus may not be appropriate for the highest intensity uses.

Core Reinvestment Area: Lancaster City and the Boroughs, which are considered the locations in Lancaster County that could most benefit from compatible new development.

General Reinvestment Area: Developed land located within an Urban Growth Area and outside of the Core Reinvestment Area. While containing many of the County's more recent developments, the General Reinvestment Area could also benefit from compatible new development in appropriate locations.

Natural Area: Land with high scenic, recreational, and natural resource value and land

The target net density for residential development in Village Growth Areas is 2.5 units per acre.

unsuitable for development due to environmental constraints such as steep slopes, wetlands, floodplain, etc. Natural Areas should be permanently protected and incorporated into an open space/greenway network that extends inside and outside of Urban Growth Areas.

3.2.2 Designated Rural Area Categories

Designated Rural Areas contain resources and uses that support agriculture, other significant economic links to the land (e.g., resource-based tourism²) and/or traditional outdoor activities (e.g., hunting and fishing). They are to be maintained in a predominantly rural condition supportive of agriculture and other traditional uses of the land for the foreseeable future. Designation of these areas will provide the basis for municipalities and the County to implement tools to maintain the integrity of rural resources and uses.

Four categories of Rural Areas are defined in this Update: three resource-based designations—Designated Agricultural Areas, Designated Agricultural with Natural Areas, and Designated Natural Areas—and Designated Rural Centers.

3.2.2.1 Resource-Based Rural Areas Designations

Designated Agricultural Area: Land containing the greatest intensity of agricultural resources and uses within Lancaster County, which should be managed to preserve productive farmland, promote a healthy agricultural industry, and maintain scenic and historic rural landscapes.

Designated Agricultural with Natural Area: Land containing agricultural resources and uses mixed with a significant proportion of environmentally sensitive resources, which should be managed to preserve productive farmland, promote a healthy agricultural industry, maintain scenic and historic rural landscapes, and protect natural resources.

² "Rural Resource Based Tourism Areas" are defined in the Lancaster County Strategic Tourism Development Plan (April 2005 Draft, p. 42)

Designated Natural Area: Land with high scenic, recreational, and natural resource value, and land with environmental constraints such as steep slopes, wetlands, floodplains, etc., which should be managed to protect natural resources.

3.2.2.2 Designated Rural Centers:

Rural Centers are a new concept for managing growth in rural Lancaster County introduced in the 2005 Growth Management Element Update. Rural Centers are established to accommodate rural growth that is not related to the resource based rural economy. **Rural Centers are not intended to stimulate growth in rural areas, but rather to “capture” development that would otherwise occur as “rural sprawl.”** These concepts are described in detail in Chapter 5.0 (Rural Strategy). The Growth Management Element Update identifies four types of Rural Centers.

- **Village Growth Area:** An area that is designated as appropriate for future development and includes an existing traditional village core, adjacent developed portions of a township, and additional land to absorb a portion of a township’s future land use needs over a 25-year period while maintaining village scale, character, and a defined edge. Development in Village Growth Areas should be provided with public sewer and/or public water service where appropriate and feasible. The target net density for residential development in Village Growth Areas is 2.5 units per acre, on average. Non-residential development should occur at intensities which are compatible with the character of the village. Both residential and non-residential development should be designed to be compatible with and complement the traditional, pedestrian-friendly character of the village through features such as grid street patterns, sidewalks, buildings pulled to the street with parking behind, and compatible architectural scale and mass.

The Growth Management Framework Map illustrates Village Growth Areas that are presently designated by Lancaster County municipalities. It also indicates the locations of Villages identified in the 1997 Growth



Growth Areas provide a clear separation between urban and rural land uses.

“Lancastrians have embraced the concept of Growth Areas, because they are supportive of the preservation of agricultural land, natural resources and our cultural heritage. Additionally, they have expressed an ongoing commitment to our Villages, Townships, Boroughs and the City, and they want those places to be strengthened and maintained for current and future generations.”

-- Ronald K. Beam, Co Chair, Lancaster County Growth Management Update Task Force

Management Element Update that have not been designated as Village Growth Areas. These Villages should be considered for Village Growth Area designation in municipal and multi-municipal planning processes.

In a change from the 1997 Growth Management Plan, this Update now categorizes Village Growth Areas as a component of Designated Rural Areas. This change is being made in order to recognize that these villages are part of the rural fabric and are accommodating a different type of growth than Urban Growth Areas. Growth occurring in Village Growth Areas will now be counted as rural development rather than identifying it, along with Urban Growth Areas, as part of Growth Areas development in the County’s Growth Tracking Report.

3.3.3 Urban Growth Area Development Capacity

The basic intent of the Growth Management Element is to focus new development within presently designated Urban Growth Areas. In order to ensure the proper functioning of the presently designated Urban Growth Areas, at least every five years, the municipality shall determine whether suitable land is available within its Urban Growth Area to accommodate the projected growth over the next five- and ten-year period by conducting a Buildable Lands Analysis. If the Buildable Lands Analysis indicates that insufficient land is available to meet five- and ten-year demand, then a process to consider the expansion of the land development capacity within the Urban Growth Area is triggered.

3.3.3.1 Buildable Lands Analysis

At least every five years, the municipality shall undertake a Buildable Lands Analysis using the following methodology:

1. Measuring the rate at which Buildable Lands are being absorbed by all urbanizing uses (residential, employment, institutional, dedicated open space, multi-use centers, etc.).
2. Projecting demand for Buildable Lands for the next five- and ten-year period.
3. Comparing availability (defined as fully serviced Buildable Lands without environmental restraints) with projected five- and ten-year demand. (Availability should be at least twice the demand to prevent market constraint.¹)

¹ A market factor of two times the amount of land necessary to accommodate demand over the next five- and ten-year period is recommended in order to allow the market to operate free of constraints that would inflate housing prices and/or exert increased pressures for development in rural Lancaster County. This factor will be evaluated over timeframe of this Update to determine its adequacy.

3.3.3.2. Expansion of Land Development Capacity

If the Buildable Lands Analysis triggers the process for consideration of expansion of land development capacity in the Urban Growth Area, then the municipality has the following three options for increasing that capacity:

1. Maximize the use of buildable land by ensuring that municipal ordinances permit and encourage residential development at an average net density of 7.5 dwellings per acre and non-residential development at intensities which maximize the use of land and infrastructure²,
2. Identify additional infill and redevelopment opportunities to accommodate the projected growth.

The municipality should make every effort to maximize the use of buildable land and reinvestment and redevelopment opportunities in order to avoid the need to expand the Urban Growth Areas. If 1. and 2. above have been accomplished, and sufficient land is still not available to meet demand, the municipality should then consider 3. below.

3. Expand Urban Growth Area according to the following guidelines:
 - A. The proposed expansion area is contiguous to the existing Growth Area and provides for an orderly extension of existing development within the Growth Area as opposed to sprawl or “leapfrog” development.

- B. The area has been determined, through a Rural Areas designation

² Specific targets for non-residential development are to be part of the proposed Economic Development Element of the Lancaster County Comprehensive Plan and will be included in a future update of the Growth Management Element.

3.3.3 Urban Growth Area Development Capacity (Continued)

process as part of a municipal or multi-municipal plan (see Chapter 5.2.), as not suitable for inclusion in a Designated Rural Area

- C. Public infrastructure can be provided as a logical extension of existing infrastructure within the Growth Area.

Where these conditions are determined to be met, adoption of amendments to the comprehensive plan/future land use map and zoning map by the local municipality or municipalities through the established cross-acceptance process with the County is required to change the Growth Area.

Development in the expanded Growth Area should also be provided for at an average net density of 7.5 dwellings per acre and non-residential development

at intensities which maximize the use of land and infrastructure³.

There may be limited circumstance where expansion of Urban Growth Areas may be warranted between five-year Buildable Land reviews. The following are two examples:

- in specific situations to accommodate projected development demand that otherwise would inflate land and housing prices and create pressures for incompatible growth in Designated Rural Areas
- where the proposed expansion is logical and is determined to advance a specific objective or objectives of the Growth Management Element Update.

³ Specific targets for non-residential development are to be part of the proposed Economic Development Element of the Lancaster County Comprehensive Plan and will be included in a future update of the Growth Management Element.

- **Crossroads Community:** An existing compact gathering of generally 20 to 50 dwellings with a distinct identity in a rural area, typically at a crossroads. A Crossroads Community often has a central gathering place, and may have a few supporting commercial or public uses. Where appropriate these communities may be the focus for a limited amount of development as an alternative to rural sprawl. Only development that is compatible with the traditional character and small scale of these communities, and which is feasible to support with rural infrastructure, should be permitted in these centers. The locations of Crossroads Communities identified in the 1997 Growth Management Element Update are shown on the Growth Management Framework Map. These locations should be considered for designation as Crossroads Communities in municipal and multi-municipal planning processes.
- **Rural Business Areas and Rural Neighborhoods,** which are not shown on the Growth Management Framework Map. They will be designated on a case-by-case basis through municipal and multi-municipal planning processes. Rural Business Areas and Rural Neighborhoods typically support development (e.g., newer residential subdivisions) that is not part of the traditional rural land use pattern. The intent is to promote more compact development consistent with rural character and scale while establishing a defined edge around the center.

Rural Centers are not intended to stimulate growth in rural areas, but rather to “capture” development that would otherwise occur as “rural sprawl.”

3.3 Countywide Growth Management Strategies

The Growth Management Framework Map addresses discrete categories of land within Lancaster County to which specific strategies and tools will be applied. Other strategies should be pursued at a broader (regional or countywide) level to help achieve the Vision. A number of these strategies are described in the Implementation chapter (Section 6.1, County Actions). The following strategies are especially important to the success of the Growth Management Element:

3.3.1 Education and Outreach

Many citizens expressed concern during the planning process that the concepts and strategies of the Growth Management Element will not be implemented. Successful implementation will depend on effective action at the municipal and County levels, which in turn will depend on understanding and buy-in by municipal officials, citizens, property owners, developers, and others involved in decision-making processes. Technical assistance regarding new and innovative tools will be a key to building capacity for their application. Thus ongoing education and outreach to municipalities and citizens throughout Lancaster County will be critical to avoid the undesirable effects of present development trends on community character and quality of life described in Chapter 2.0 and to achieve a positive future. Section 6.1 identifies the components of an ongoing education and outreach program to be led by Lancaster County and involving extensive community partnerships. This program will begin with a Cross-Acceptance Process for components of the new Update requiring map designations and continue through ongoing information sharing, events, and workshops.

“Designated Growth Areas and Designated Rural Areas are interrelated concepts designed to work together to achieve the goals and objectives of the Growth Management Element Update.”

-- Lois K. Herr, Co-Chair, Lancaster County Growth Management Update Task Force

3.3.2 Designated Growth Areas/ Designated Rural Areas

Lancaster County’s previous Growth Management Element focused on designating and implementing Growth Areas as the primary strategy for managing growth. This Update reaffirms the validity of the Growth Area concept while placing equal emphasis on designating Rural Areas within which key agricultural, natural, historic, and scenic resources are to be protected (see Chapter 5.0). **The intent is to eliminate any perception of Designated Rural Areas as holding areas for future development.** Rather, County, regional, and local planning and regulatory agencies should seek to maintain rural resources and uses within them and preclude urban development for the foreseeable future.

- Designated Growth Areas and Designated Rural Areas are interrelated concepts designed to work together to achieve the goals and objectives of the Growth Management Element Update. Thus the success of Designated Rural Areas depends upon directing development to existing Growth Areas to the maximum extent possible by increasing the density and intensity of development within them.

“It’s all about striking a balance.”

-- Daniel L. Zimmerman, Warwick Township Manager

3.3.3 See page 3-8.

3.3.4 Consistency of Plans and Programs with the Growth Management Element

Numerous plans and initiatives exist or are underway at the County, regional, and local

The travel demand model used in the development of the Long-Range Transportation Element will be used to evaluate the affects of full implementation of the growth patterns defined in the Growth Management Element.

levels that affect the management of land use and development in Lancaster County. Examples include the six Functional Elements of the Lancaster County Comprehensive Plan, the eleven multi-municipal plans, and numerous special plans, studies, zoning changes, etc. prepared by the County, municipalities, and a variety of other agencies and organizations. Making these plans and initiatives consistent with the concepts of the Growth Management Element Update is crucial if the Update is to be successfully implemented. This process has begun with efforts to coordinate development of the Growth Management Element with other concurrent planning initiatives, including the Cultural Heritage, Housing, and Strategic Tourism Development Elements of the Comprehensive Plan and the Lancaster Inter-Municipal Committee (LIMC) Comprehensive Plan for 11 municipalities, including the City of Lancaster, in central Lancaster County. Consistency will continue to evolve over time as the County moves forward with the education and outreach program as well as its own planning initiatives. (For example, the travel demand model used in the development of the Long-Range Transportation Element will be used to evaluate the effects of full implementation of the growth patterns defined in the Growth Management Element.) The Implementation chapter identifies two County Action Programs designed to promote consistency of plans and programs with the Growth Management Element:

1. **Consistency Review:** An internal review process to ensure the consistency of Comprehensive Plan elements and other County plans, projects, and funding programs with the Growth Management Element
2. **Smart Growth Audit:** A process to evaluate the consistency of local and regional comprehensive plans, Act 537

plans, ordinances, etc. with the Growth Management Element

3.3.5 Multi-Municipal Planning and Zoning

It is readily apparent that issues related to growth and change in Lancaster County transcend municipal boundaries and that regional approaches (e.g., multi-municipal or regional planning and zoning, sharing of resources by municipalities) and tools (e.g., Transfer of Development Rights) are increasingly necessary. Lancaster County municipalities have already embraced the concept of multi-municipal planning, as evidenced by the 11 multi-municipal plans that currently exist or are underway, involving 41 of the County's 60 municipalities. These initiatives should continue, including updating of older plans (several of which were adopted 10 or more years ago) and implementation of regional plans through tools such as multi-municipal zoning, following the direction set by the Growth Management Element.

11 multi-municipal plans currently exist or are underway, involving 41 of the County's 60 municipalities.

One important reason for undertaking the development of a multi-municipal plan is the potential for **the sharing of land uses on a regional basis**. All land uses may be distributed among the municipalities in reasonable geographic areas of the multi-municipal planning area. **In 2000 Pennsylvania amended the Municipalities Planning Code (MPC) to enable municipalities to "plan for the accommodation of all categories of uses within the area of the plan, provided, however, that all uses need not be provided in every municipality, but shall be planned and provides for within a reasonable geographic area of the plan."**

Another important reason for undertaking a multi-municipal plan is that **Developments of Regional Impact (DRIs) can be considered on a multi-municipal basis**. The MPC was also amended to enable municipalities to regulate DRIs which are defined as "any land development that, because of its character, magnitude, or location will have substantial effect upon the health, safety, or welfare of citizens in more

than one municipality.” This type of regulation, which provides for the incorporation of a review of regional impacts in the subdivision approval process, is available to municipalities participating in a multi-municipal plan. Criteria for DRIs may be developed by the county and/or cooperating municipalities through the planning process and incorporated into their implementation agreements.

The MPC gives the responsibility for identifying DRIs under to the county, along with the consideration of how a DRI program will be implemented. The first step is to determine what developments will be regarded as DRIs. Counties are to identify existing and proposed land uses which have regional impact and significance, such as “large shopping centers, major industrial parks, mines and related activities, office parks, storage facilities, large residential developments, regional entertainment and recreational complexes, hospitals, airports and port facilities.”

The MPC states that “cooperative implementation agreements between a county and one or more municipalities shall establish a process for review and approval of developments of regional significance and impact that are proposed within any participating municipality.”

As an implementation step for this Update, the County and local municipalities should cooperatively develop a process for identification, review, and approval of Developments of Regional Impact.

3.4 Conclusion

The Growth Management Element extends the time horizon of the Comprehensive Plan Vision established in Revisions to 2030. The strategies of the Growth Management Element Update are designed to preserve options for the future, even beyond the 25-year planning horizon of this Update, regarding growth and preservation. Chapter 4, Urban Growth Area Strategy, details the approaches to managing growth based on this Growth Management Framework. Chapter 5, Rural Strategy, is the companion piece to the Urban Growth Areas Strategy. The Urban Growth Area Strategy and the Rural Strategy are interrelated and are designed to work together to implement this Growth Management Framework and to achieve the goals and objectives of the Growth Management Element Update.

The basic intent of the Growth Management Framework outlined in this chapter is to focus new development within presently designated Urban Growth Areas.

Urban Growth Area Strategy

4.1 Overview

A revitalized Lancaster City, historic Boroughs that serve as activity centers for their surroundings, and communities with compact, mixed-use development forms are central to the Vision for the Future contained in *Revisions*, the adopted Policy Element of the Lancaster County Comprehensive Plan. Growth management efforts based upon the 1997 Growth Management Element Update have emphasized Designated Growth Areas as the primary strategy to focus development in these areas. Public meetings and surveys conducted for the Growth Management Element Update and related planning initiatives reaffirm that revitalizing Lancaster City and the Boroughs and promoting compact development in growth areas remain high priorities for Lancastrians. This Update reaffirms the Growth Area concept while setting several new directions for managing Lancaster County's Urban Growth Areas in the future:

1. Increase the proportion, density, and intensity of development in Designated Growth Areas as a companion to a new strategy to preserve the integrity of Rural Areas (Chapter 5.0)
2. Place a new emphasis on reinvestment in Lancaster City, the Boroughs, and urbanized areas of Townships
3. Improve development patterns and forms in Designated Growth Areas in order to enhance quality of life for current and new residents
4. Increase housing affordability and employment opportunities to improve the well being of all citizens

A Designated Growth Area is a region described in a municipal or multi-municipal plan that has the following characteristics:

- It is appropriate for future development and includes Lancaster City, a Borough, or Village as a core.

- Residential, mixed-use, commercial, industrial, and institutional development are permitted or planned for.
- Public infrastructure services are provided or planned for with sufficient capacity to carry the intended density and intensity of development.

The Urban Growth Area Strategy establishes as targets that 85% of residential units projected to be built in Lancaster County through 2030 and 66% of employment growth in the County during the same time period be located in Urban Growth Areas.

Two types of Designated Growth Areas have been established to date in Lancaster County: Urban Growth Areas and Village Growth Areas. The Urban Growth Area Strategy focuses on Urban Growth Areas (Village Growth Areas and several other types of Rural Centers are addressed by the Rural Strategy).

An Urban Growth Area is an area that is appropriate for future development and includes Lancaster City or a Borough at its center, developed portions of Townships, and additional lands suitable to accommodate new development. In combination, these lands should have sufficient development capacity (twice the amount that is necessary to accommodate growth for the next five- and ten-year periods.) to meet future land use needs over a 25-year period without constraining the development market, if this Update is implemented. Development in Urban Growth Areas should be provided with a full range of public infrastructure services, including both public sewer and public water service with sufficient capacity to support the intended density and intensity of development. **Residential development in Urban Growth Areas should occur at an average net density of 7.5 dwellings per**

residential acre.^{1,2} Non-residential development should occur at intensities which maximize the use of land and infrastructure³. Urban Growth Areas are given official standing by their incorporation on Future Land Use Maps and through adoption in County and local comprehensive plans. Thirteen Urban Growth Areas, involving 43 municipalities have been adopted in Lancaster County (Table 4-1).

The Urban Growth Area Strategy establishes as targets that 85% of residential units projected to be built in Lancaster County through 2030 and 66% of employment growth in the County during the same time period be located in Urban Growth Areas. This is going to require changes in density, intensity, and uses through modifications to municipal zoning ordinances. To accommodate this growth, undeveloped lands in

¹ The figure of 7.5 dwellings per net residential acre is a countywide target for growth management purposes. Densities within individual Growth Areas will be determined on a case-by-case basis through municipal and multi-municipal planning processes, and will vary depending upon local conditions.

² Net density is determined by dividing the aggregate number of residential units within property lines by the number of acres within the same property lines. Because the land area measured is within residential property lines, all other lands such as streets, common open spaces, and utility rights-of-way are excluded from the acreage calculation. By contrast, a gross density calculation divides the same number of units by the total number of acres converted to development to support the residential area (inclusive of streets, rights-of-way, etc.).

³ Specific targets for non-residential development are to be part of the proposed Economic Development Element of the Lancaster County Comprehensive Plan and will be included in a future update of the Growth Management Element.

Urban Growth Area	Municipalities	Year Adopted
Central Lancaster	East Hempfield Township	1994
	East Lampeter Township	1995/2003
	East Petersburg Borough	N/A
	Lancaster City	N/A
	Lancaster Township	N/A
	Manor Township	1993
	Manheim Township	1995
	Millersville Borough	N/A
	Mountville Borough	N/A
	Pequea Township	1993
	West Hempfield Township	1996
	West Lampeter Township	1994
Christiana-Gap	Christiana Borough	N/A
	Sadsbury Township	1999/2004
	Salisbury Township	2003
Cocalico	Adamstown Borough	N/A
	Denver Borough	N/A
	East Cocalico Township	1998/2003
Columbia-Marietta	Columbia Borough	N/A
	East Donegal Township	1995
	Marietta Borough	N/A
Donegal	East Donegal Township	1995
	Mount Joy Borough	N/A
	Mount Joy Township	1997
	Rapho Township	1993
ELANCO North	East Earl Township	1996
ELANCO South	Terre Hill Borough	N/A
	Earl Township	1996
	East Earl Township	1996
Elizabethtown	New Holland Borough	N/A
	Elizabethtown Borough	N/A
	Mount Joy Township	1997
Ephrata-Akron	West Donegal Township	1998
	Akron Borough	N/A
	Clay Township	1995
	Ephrata Borough	N/A
	Ephrata Township	1995
	West Cocalico Township	1995/2003
Leola-Bareville	West Earl Township	1998/2003
	Upper Leacock Township	2003
Lititz-Warwick	West Earl Township	1998/2003
	Lititz Borough	N/A
Manheim Central	Warwick Township	1993
	Manheim Borough	N/A
	Penn Township	1993
Strasburg	Rapho Township	1993
	Strasburg Borough	N/A
	Strasburg Township	1993

Note: The SOLANCO Urban Growth Area has not yet been adopted by the affected municipalities (East Drumore Township, Eden Township, Providence Township, and Quarryville Borough).

N/A means that the municipality (Borough or the City) is entirely located within a Growth Area and thus was requested to endorse the Growth Area through its comprehensive or regional plan or through the establishment of 2010 target populations under the 1997 Growth Management Element Update.

Urban Growth Area Strategy Goal and Objectives

Goal

Direct more development into designated Urban Growth Areas through reinvestment and new development that improves the quality of life by respecting and reinforcing existing community forms and values.

Objectives

1. Make currently designated Urban Growth Areas sufficient to accommodate projected growth to 2030 by increasing the **density** and **intensity** of development to meet the new targets set in this Update.
2. Encourage **development patterns** in Urban Growth Areas that are compatible with existing character, promote livable communities, and focus on **Mixed-Use Centers** as defined in the Urban Growth Area Strategy.
3. Promote **Reinvestment** that complements the existing physical and social fabric in Developed Areas within Growth Areas.
4. Provide for **housing choice** and **affordability** through a variety of smart growth planning tools and techniques.

Growth Areas being converted for residential uses will have to achieve the average countywide net density of 7.5 dwelling units per acre targeted by the Strategy. To sustain the economic and social vitality of older communities, compatible elements of the projected growth over the next 25 years will be encouraged to locate in already developed communities (Developed Lands) through policies to promote reinvestment. Other growth will be directed to presently undeveloped lands without environmental or cultural restraints as these areas develop adequate infrastructure (Buildable Lands).

The realization of an emerging pattern that supports and sustains the civic values and quality of life already existing in Lancaster County's neighborhoods and communities will be guided by the overall Urban Growth Area goal presented below. This goal, along with supporting objectives, provides a framework for County, multi-municipal, and municipal planning and implementation.

Managing future growth in Lancaster County to ensure a successful outcome requires a holistic approach. While it is necessary to separate the Urban and Rural Strategies to understand the different dynamics and approaches of each, in practice, they must be applied simultaneously. Implementing one without

the other will assure the failure of both. The Rural Strategy is described in Chapter 5.0. The remainder of this chapter is devoted to a more detailed discussion of the means of realizing the Urban Growth Area Strategy through three key components of the Strategy:

- Urban Growth Areas
- Development Patterns
- Overarching Issue Areas (Economy, Infrastructure, Housing, and Treasured Resources)

Approaches to planning for and implementing the Urban Growth Area Strategy are discussed in each of these components. Specific tools available for implementation, tied to the Urban Growth Area Strategy goals and objectives, are included in the Smart Growth Toolbox.

4.2 Urban Growth Areas

Urban Growth Areas consist of two land cover patterns: **Developed Lands and Buildable Lands** (see Growth Management Framework Map, Figure 3-1 in Chapter 3.0). These patterns are defined as follows:

- **Developed Lands** are those portions of Urban Growth Areas that have previously been developed with urban uses (roads, houses, commercial and industrial buildings, etc.). These lands include Lancaster City, the established Boroughs, and older and more recently constructed development patterns within the Townships. There are approximately 65,000 acres of Developed Lands in presently designated Urban Growth Areas in Lancaster County.
- **Buildable Lands** are those areas within Urban Growth Areas which have not yet been developed for urban uses and are not constrained from such development by environmental conditions. There are approximately 31,000 acres of Buildable Lands in Urban Growth Areas.

4.2.1 New Targets

The approximately 31,000 acres of Buildable Lands within Urban Growth Areas is not enough land at the current development trend to accommodate growth through 2030. Table 2-1, Land Demand in Lancaster County Based on 2003-2030 Trend Growth, shows the amount of acreage that could be expected to be consumed if current development trends continue. Total land demand inside Urban Growth Areas would be 16,101 acres. When adding a market factor of two times the amount of land needed to accommodate growth, this acreage total doubles to 32,202 acres.

The Lancaster County Planning Commission (LCPC) previously set targets of 80% for the proportion of all new residential units in Lancaster County that should be built within Urban and

A key objective of the Urban Growth Area Strategy is to ensure that sufficient land is available within Urban Growth Areas to allow the market to operate free of constraints that would inflate housing prices and/or exert increased pressures for development in rural Lancaster County.

Village Growth Areas and 5.5 gross (6.9 net) units per acre for the average density of residential development within Urban Growth Areas. The LCPC's most recent Growth Tracking Report for the years 1994 to 2002 indicates that approximately 76% of the new dwelling units constructed during this period were located in Designated Growth Areas (73% in UGAs and 3% in VGAs) and the average net density of residential development in Urban Growth Areas was 5.0 net units per acre. The LCPC also tracks development related to employment (commercial/industrial) and other (institutional/public) uses inside and outside Growth Areas but has not set targets for this type of development. According to the Growth Tracking Report, approximately 51% of the acreage developed for these purposes from 1994 to 2002 was developed inside Growth Areas and 49% was developed outside Growth Areas.

This Update sets the following new targets for Urban Growth Areas. These targets have been expanded to address employment uses and Reinvestment Areas. They are intended as countywide targets for growth management and tracking purposes; actual build out at the local level is expected to vary based upon conditions within individual Urban Growth Areas.

4.2.1.1 Primary Growth Targets

The following are primary growth targets for Urban Growth Areas:

- **Dwellings:** 85% of the total increase in dwelling units should be accommodated in Urban Growth Areas.
- **Employment:** 66% of the total increase in employment acreage should be accommodated in Urban Growth Areas.⁴
- **Average Residential Density:** 7.5 dwellings/net acre⁵ should be achieved for residential development on Buildable Lands.

A key objective of the Urban Growth Area Strategy is to ensure that sufficient land (twice the amount that is necessary to accommodate growth for the next 10 years) is available within Urban Growth Areas to allow the market to operate free of constraints that would inflate housing prices and/or exert increased pressures for development in rural Lancaster County.

4.2.1.2 Secondary Growth Targets

The following are secondary growth targets for Urban Growth Areas:

- **Dwellings:** 12% of the total dwelling unit increase should be accommodated in Reinvestment Areas (see below).
- **Employment:** 55% of employment (new jobs) should be accommodated in Reinvestment Areas (see below).

While no specific acreage target is recommended at this time for public/institutional uses, municipalities should plan for these uses and direct

⁴ This is a preliminary target pending confirmation through the Economic Development Element, recommended as an additional element to be developed as part of the Lancaster County Comprehensive Plan.

⁵ The target net density of 7.5 dwelling units per acre was derived by testing the comparative productivity of a range of possible average net densities. Of the net densities tested 7.5 dwelling units per acre was the one which best accommodates approximately 45,500 units on available land within current Urban Growth Areas without causing market restraints. (The figure of 45,500 units represents 85% of housing units projected to be constructed in Lancaster County from 2004 through 2030 based upon the Lancaster County Housing Element Update, Population and Housing Unit Projections, dated February 9, 2005, and Need Analysis, dated February 22, 2005, Scenario 2.)

New Growth Targets

Primary Growth Targets: Urban Growth Areas

- **85% of the total increase in dwelling units**
- **65% of the total increase in employment acreage**
- **7.5 dwellings/per net acre average residential density should be achieved on Buildable Lands.**

Secondary Growth Targets: Reinvestment Areas

- **12% of the total increase in dwelling units**
- **55% of employment (new jobs)**

them to the Urban Growth Areas. Governmental agencies and private institutions are strongly encouraged to locate public/institutional uses within Urban Growth Areas wherever possible, thus reinforcing existing development patterns and avoiding impacts on rural resources. In particular, government offices and service delivery facilities should be directed to core areas of the City and other urban communities served by public transit. Public/institutional uses that must be located in rural areas should be compatible with the rural landscape and scaled to serve the rural community. Depending on the size and scope of public/institutional uses they may be best addressed as Developments of Regional Impact. (See 3.3 Countywide Growth Management Strategies, Multi-Municipal Planning and Zoning and also Appendix B.)

Given the trend from 1994 to 2002, achieving the above targets will require concerted effort by municipalities working with the County. Key approaches include:

- Develop and implement policies, regulatory mechanisms, and incentive programs to allow and encourage more compact, higher density development forms within Urban Growth Areas and

- discourage lower density patterns that consume more land
- Coordinate land use planning and capital improvement programming to ensure that the necessary infrastructure is in place to support higher density development
- Limit development within Designated Rural Areas (see Chapter 5.0)

A key issue for the Urban Growth Area Strategy is to ensure that sufficient land is available within Urban Growth Areas to allow the market to operate free of constraints that would inflate housing prices and/or exert increased pressures for development in rural Lancaster County. Therefore, the Update increases density targets in Urban Growth Areas and recommends that the supply of Buildable Lands within Urban Growth Areas be at least twice the projected demand over the timeframe of the plan.⁶

As previously noted, there are approximately 31,000 acres of Buildable Lands within Urban Growth Areas, of which approximately 19,200 acres are zoned for residential uses, 2,400 acres are zoned as agricultural “holding areas,” 8,600 acres are zoned for employment uses, and 800 acres are zoned for public uses. In addition **approximately 13,000 acres of the 31,000 acres of Buildable Lands zoned for various uses are not in existing water and sewer service areas.** Depending upon how quickly municipal regulatory programs are revised to incorporate the new targets, and utility service is made available, the gross demand for residential development within

The important and key strategy here is for municipalities to accommodate future growth by changes to municipal ordinances that allow and require future development at the increased densities, intensities, and uses the Growth Management Element calls for. These strategies will prolong the ability of the current Designated Growth Areas to provide the capacity to accommodate future growth for a longer period of time and not require the premature need to expand the Designated Growth Areas.

⁶ For an explanation of this target see Section 6.4 of the Implementation Chapter.



New Community: Brighton, Manheim Township



New Community: Veranda, East Hempfield Township



New Community: Kissell Hill, Manheim Township



New Community: Newport Square, Lititz Borough/Warwick Township

Urban Growth Areas is projected at between approximately 6,400 and 7,500 acres between 2005 and 2030, well below the recommended market factor (supply of Buildable Lands two times demand), assuming that the average net density target of 7.5 dwelling units per acre is met.⁷ The Lancaster County Planning Commission will need to work closely with local municipalities to ensure coordination between acreage that is included in Growth Areas and acreage that is planned for sewer and/or water service. The approximately 13,000 acres of Buildable Lands

⁷ The projected demand assumes that 88% of residential units will be accommodated on Buildable Lands and 12% in Reinvestment Areas. The acreage not in sewer and/or water service areas must be included and municipal ordinances must be changed to allow the higher density and intensity, otherwise the market factor of two times the land needed to accommodate development between 2005 and 2030 will not be available.

Core Reinvestment Areas include Lancaster City and the Boroughs.

Table 4-2. Planned Growth in Lancaster County's Urban Areas, 2005-2030		
Planned Growth in Urban Areas, 2005-2030	Targeted Change	Probable Change
Residential Units – Increase 2005-2030	Units	Units
Total Dwelling Units in County	53,259	53,259
Total Inside Urban Growth Areas	45,270	41,692
Total in Reinvestment Areas	5,432	3,713
Total in Buildable Lands	39,838	37,979
Residential Land Demand	Gross Acres	Gross Acres
	6,374	7,454
Employment Land Demand	Gross Acres	Gross Acres
Inside Urban Growth Areas	2,474	2,904
Other Land Demand	Gross Acres	Gross Acres
Open Space, Institutional & Government (including Schools, and Utilities)	3,055	2,877
Total Land Demand	Gross Acres	Gross Acres
	11,903	13,235

The new targets identified above call for 12% of new residential units and 55% of new employment acreage to be located within Reinvestment Areas.

that are inside existing Urban Growth Areas that are not currently in sewer and/or water service areas should be planned for service during the timeframe of this Growth Management Element Update. A way to coordinate sewer service with Growth Areas is through LCPC review of municipal Act 537 Official Sewage Facilities Plans and updates. This will ensure consistency with the Growth Management Element Update. LCPC



Reinvestment Project: Train Station, Elizabethtown Borough

staff will also need to work with municipalities and water suppliers to ensure that acreage that is not currently in water service areas are planned for water service during the timeframe of the Update. While there is no similar planning process to Act 537 for water supply, LCPC through the Water Resources Element of the Lancaster County Comprehensive Plan encourages municipalities and water suppliers to develop water supply plans. These plans and/or a water supply component of a local comprehensive plan should be consistent with the Growth Management Element Update.

The intent of the Urban Growth Area Strategy is



Reinvestment Project: Clipper Magazine Stadium, Lancaster City.

ties, and uses, and in combination with a Rural Strategy that seeks to limit scattered, low-density development in Designated Rural Areas, provide a complete growth management policy that encompasses all of the lands in Lancaster County. As noted in Section 5.2 of the Rural Strategy, it is likely that local planning initiatives will identify areas outside of Designated Growth Areas that are not suitable for designation as Rural Areas due to conditions such as existing development patterns, an absence of high value resources, or an area that is logical for the future expansion of the Designated Growth Areas. County Planners should work with municipalities through local and regional planning initiative to implement the Rural Strategy and establish of these Rural Areas.

4.2.1.3 Land Demand In Urban Growth Areas

The land demand in Urban Growth Areas generated by Growth Management Plan Update's Urban Growth Area Strategy is shown in Table 4-2. Implementation of the Urban Growth Area Strategy will result in less land being required to accommodate more growth than that based on development trend as shown in Table 2-1.

Table 4-2 shows the consequences of two implementation scenarios:

- **Targeted Change** -- the first column of Table 4-2. analyzes what will happen if, at the end of in 2030, Lancaster County has successfully met all the Growth Management Element Update Targets for the 25 years of change to 2030. It does not ask how or when these targets are met. It simply assumes that when all the counting is done, they have been met.
- **Probable Change** -- the second column assumes a gradual ramping up of the regulations and infrastructure investments which are necessary to reach the targets. In very brief outline, for residential development the Housing Element Update dwelling unit projections were used as totals. Then the 25 year period was divided into three time frames – 2005 to 2010, 2010 to 2020 and 2020 to 2030. For each time period different performance levels, moving from

Mixed-Use Center Definition

A Mixed-Use Center is a concentrated area of development within an Urban Growth Area that has a designated primary use indicating the purpose of the center while permitting and encouraging a range of other complementary uses. It has a limited and bounded area of high intensity relative to the surrounding lands.

those currently achieved as measured in the Lancaster County Growth Tracking Report to approaching the targets, were applied. For example in 2005 to 2010 existing performance was assumed to continue because the first three years are already vested under existing regulations and the municipalities will take the full time or more to plan and legislate to the new targets. In the second period, 2010-2020, legislation is only partly in place early in the decade. Successes gather momentum as time progresses.

There are several other changes from Trend Development as presented in Table 2.1.

- **Employment Acreage Demand** -- “Trend” assumes that all the acreage demand for employment was satisfied using Buildable Lands. However, the LCPC projections show that half the employment in the Urban Growth Areas will occur in boroughs and Lancaster City -- the Core Reinvestment Areas. This is right in line with the overall reinvestment strategy. Therefore, the assumption under “Targeted Growth” is that Core Reinvestment Area employment growth does not require Buildable Lands. Under “Probable Growth” the higher intensity uses, along with the expansion and conversion of existing centers requires 20% of the Buildable Land acreage that development outside the Core Reinvestment Area would require.
- **Other Land Demand** -- The other major change from “trend” is the increase in the “Other” category of Open Space, Institutional, etc. which is based upon life style issues. Since the urban pattern in the Urban Growth Areas is marked by higher density residential and higher intensity commercial

development, to maintain overall environmental and civic quality it will be necessary to provide more than adequate visual and recreational open space, and civic and religious institutions that are readily accessible to residents and employees. Therefore, set asides for these kinds of uses must occur in the Urban Growth Area, not in the Rural Areas. This set aside accounts for the higher land demand for this category under the plan than that experienced from 1994 to 2002 which is the basis for the trend.

4.2.2 New Communities

The new targets defined by this Update call for a high proportion of Lancaster County's growth over the next 25 years to be accommodated within Urban Growth Areas. Such a growth management strategy is not new to Lancaster County. Starting in 1994, the municipalities, with the support of the County, have Designated Growth Areas to accommodate most new development. Moving forward, this Update designates Urban Growth Areas to accommodate an increasing share of future growth in order to sustain Lancaster County's unique quality of life derived from the mix of vibrant older communities, desirable emerging urban patterns, and an historic rural setting.

The new targets identified above call for 12% of new residential units and 55% of new employment acreage to be located within



Concept homes for Sunnyside Peninsula, Lancaster City: The collective vision of four groups to create a Traditional Neighborhood with housing for various income levels and a town/commercial center.

Reinvestment Areas, meaning that the greatest proportion of new development within Urban Growth Areas will continue to occur on Buildable Lands. **Two types of Buildable Lands**

within Urban Growth Areas have been defined as follows:

- **Concentrated Building Areas** are Buildable Lands that can accommodate more intense development patterns due to the availability of the following infrastructure:
 - **Utilities:** Located within water and sewer service areas
 - **Access:** Has ready vehicular access to the upper level transportation (arterial and limited-access highway) network and potential public transit service

Concentrated Building Areas can accommodate high-density residential zoning by right, Mixed-Use Centers (as defined below), or a combination of both.

- **General Building Areas** include all Buildable Lands outside Concentrated Building Areas. These areas have lower levels of access to (an increased distance/travel time to reach) the upper level transportation network and/or are not located within water or sewer service areas. Regulatory mechanisms can permit a variety of uses and intensities in these areas, but the highest intensities may not be appropriate.

4.2.3 Reinvestment Areas

Sustaining the economic vitality and the social health of existing communities in Lancaster County must be an integrated part of growth management planning. A major step in this direction is a strategy of reinvestment directed towards maintaining a vibrant and attractive environment within existing communities including Lancaster City, the Boroughs, and developed parts of the Townships. Reinvestment means building on Developed Lands by recycling abandoned or underutilized properties, by converting existing buildings to new uses (e.g., factories to lofts), by revitalizing older areas (e.g., traditional shopping districts), and by developing infill properties. **Developed Areas include two types**

Mixed-Use Center Definition

A Mixed-Use Center is a concentrated area of development within an Urban Growth Area that has a designated primary use indicating the purpose of the center while permitting and encouraging a range of other complementary uses. It has a limited and bounded area of high intensity relative to the surrounding lands.

of Reinvestment Areas, Core Reinvestment Areas and General Reinvestment Areas, which are defined as follows.

- **Core Reinvestment Areas** include Lancaster City and the Boroughs. They are the focus of a Reinvestment Strategy directed toward sustaining the quality of life in older communities by maintaining sound neighborhoods, viable local retail centers, expanded employment opportunities, sound institutions, and public places, all supported by a growing tax base.
- **General Reinvestment Areas** are Developed Lands within Urban Growth Areas that are located outside the Core Reinvestment Areas. General Reinvestment Areas can also participate in the benefits of the Reinvestment Strategy. However, many of the more recent developments fall into this land category. Therefore, the capacity for reinvestment in terms of abandoned and underutilized properties or properties available for conversion is not as high as in the Core Reinvestment Areas.

Key approaches to encouraging reinvestment in Core Reinvestment Areas and General Reinvestment Areas include:



Master Plan for Downtown Elizabethtown: Coordinated by the Elizabethtown Economic Development Corporation, Elizabethtown Borough, and Derck & Edson Associates to revitalize the borough, redevelop and reuse vacant and underutilized properties, and increase the mix of uses and housing opportunities.



Walnut Street Apartments, Lititz Borough: A project of Community Basics, Inc. and CAP Housing Corporation to redevelop an underutilized property to provide affordable housing opportunities.

- Develop and maintain an inventory of abandoned, underutilized, or convertible properties available in Reinvestment Areas for use by municipalities, investors, and developers
- Develop and implement policies, regulatory mechanisms, and incentive programs to encourage the Reinvestment Strategy
- Take advantage of existing infrastructure systems, making improvements as necessary to support (re)development
- Introduce fiscal and tax policies appropriate to the Reinvestment Strategy

4.3 Development Patterns

The four types of land available for new development within Urban Growth Areas – Core and General Reinvestment Areas, Concentrated and General Building Areas – are intended to provide a framework for growth management policy development in multi-municipal and municipal planning processes and for implementing legislation and programs at the municipal level. It should be noted that the distinctions between the different types of Buildable Lands and Developed Lands as described above are not “fixed” and will change over time. For example, the General Reinvestment Area will increase as development

converts Buildable Lands to Developed Lands. In addition, as infrastructure is extended, the Concentrated Building Area may expand. As growth is monitored, the information should be used to map the changing areas.

In general, the form of growth in both Re-investment Areas and on Buildable Lands must be carefully managed to sustain the valued quality of life that exists in many older communities while securing the benefits of Smart Growth resulting from thoughtful new investment patterns. A great variety of uses and conditions can be obtained in the emerging patterns. Variety in this context means, among



Mount Joy Borough's Traditional Neighborhood Development Ordinance is being used by Charter Homes to develop Florin Hill which will have housing for diverse income levels, as well as a mix of commercial and office uses.

other things, spatial relationships between places for living, places for working, and places for gathering (shops, churches, clubs, open spaces, etc.). The pedestrian-friendly scale and pattern of Lancaster County's traditional communities, including the Boroughs and Lancaster City neighborhoods, provide good models for new development within Urban Growth Areas through tools such as Traditional Neighborhood Design.

In addition, the emerging patterns of development – supported by a range of Smart Growth tools – should facilitate a variety of personal choices in housing types, locations, and prices for present and future citizens of Lancaster County (see housing discussion in Section 1.4 below).

4.3.1 Mixed-Use Centers

Existing regulatory devices such as zoning districts already developed in various municipalities in Lancaster County can be employed to greater effect in Urban Growth Areas to achieve the desired intensity or density of future development. For example, higher densities can be permitted by right with lower densities achieved only through special exception.

In addition, Mixed-Use Centers can be used to supplement current practices, promoting more compact development patterns that provide focuses of community activity and encourage walking, bicycling, and use of transit as alternatives to the automobile. Many of the objectives for future Growth Area development can be met through the application of the Mixed-Use Center concept.

Mixed-Use Centers include, but are not limited to, Housing Mixed-Use Centers, Employment Mixed-Use Centers, and Retail Mixed-Use Centers. General criteria for these three types of Mixed-Use Centers include:

Housing Mixed-Use Centers

- Primary Use: Residential
- Secondary Use: Local retail, institutions, employment, open space
- Minimum Spatial Requirements
 - Residential – 50% of Land Area
 - Open Space – 10% of Land Area
- Minimum Intensity of Development: Residential – 12 Dwelling Units (DU)/ Net Acre

Employment Mixed-Use Centers

- Primary Use: All employment uses
- Secondary Use: Residential, transient residential, food service, retail and services supporting the primary use, institutional, parking, (including structured parking), open space
- Minimum Intensity of Non-Residential Development: Net Floor Area Ratio (FAR) for primary uses (not including structured parking):– 1.0⁸

⁸Floor Area Ratio (FAR) is a method of measuring the intensity of development for non-residential purposes. The FAR is determined by dividing the total floor area of a building by the total net area of the site on which it is located Specific

Urban Growth Area Strategy: Overarching Issue Areas

Economy: Ensure that growth management strategies and tools support a healthy urban economy, including sufficient lands in suitable locations within Urban Growth Areas to accommodate business and employment needs.

Infrastructure: Ensure that infrastructure systems (transportation, water service, sewer service, and communications) are coordinated with and support the desired patterns of land use and development within Urban Growth Areas as defined by the Urban Growth Area Strategy.

Housing: Ensure that growth management strategies and tools promote development patterns in Urban Growth Areas that increase housing supply, diversity in housing types and tenure, and overall affordability.

Treasured Resources: Ensure that growth management strategies and tools reinforce Quality of Life factors related to sense of place and preservation of valued architectural, historic, natural, and cultural resources in Urban Growth Areas.

Retail Mixed-Use Centers

- Primary Use: General Retail
- Secondary Uses: Residential, transient residential, employment, parking (including structured parking), open space
- Minimum Intensity of Development: Square footage of general retail equal to 75% of total building coverage (not including structured parking)

It should be noted that Retail Mixed-Use Centers are intended to prevent a pattern of continuous roadside retail by concentrating general retail activity in designated centers. While mixed uses are encouraged, the retail floor area requirement is intended to establish general retail uses on the site.

Mixed-Use Centers can be developed both on Concentrated Building Areas within Buildable Lands and at appropriate locations within both types of Reinvestment Areas. The specific regulatory provisions can be expected to vary widely in response to the very different conditions that prevail in these areas. For example, a small site of about two acres in a Core Reinvestment Area might be appropriate for a mid-rise (15 to 16 floors) residential structure which would produce a net density of 40 DU/acres or more, while 20 acres on Buildable Lands could

targets for non-residential development are to be part of the proposed Economic Development Element of the Lancaster County Comprehensive Plan and will be included in a future update of the Growth Management Element.

result in a very desirable townhouse development with supporting retail and offices that produce a net density of 12 DU/acres. Both of these hypothetical examples would be Housing Mixed-Use Centers. The operational and regulatory definition of the center must be sensitive to the specific conditions of each municipality. However, in every case it would be characterized by a limited and bounded area of high intensity relative to surrounding lands. To implement the Mixed-Use Center concept, municipalities should allow mixed use development by right, *or by conditional use/special exception, provided explicit standards and criteria are stated in the Zoning Ordinance.*

4.4 Overarching Issue Areas

To be successful, the Urban Growth Area Strategy must address the Economy, Infrastructure, Housing, and Treasured Resources, the four overarching issue areas identified for the Growth Management Element Update. While these issue areas are focuses of other elements of the Lancaster County Comprehensive Plan, policy guidance and implementation tools to support the Urban Growth Area Strategy goal and objectives must be integrated into this Update. This section establishes an overall direction for each issue area, followed by discussions of their implications for the Urban Growth Area Strategy.

4.4.1 Economy

The Urban Growth Area Strategy incorporates three basic strategies to address economic development needs in Urban Growth Areas:

1. The availability of sufficient lands in suitable locations within Urban Growth Areas to accommodate future employment needs and job growth.
2. Patterns of new employment investment that support other Urban Growth Area objectives, such as reinvestment in Developed Areas and compact, mixed-use development patterns on Buildable Lands.
3. The provision of sufficient lands in suitable locations within Urban Growth Areas to increase and maintain housing affordability.

With respect to the first strategy, the LCPC has developed projections of employment increases in Urban Growth Areas through 2030. According to these projections, **55% of the employment gains will occur in Reinvestment Areas, meaning that 51,250 out of 92,800 new jobs will locate on Developed Lands.** The remaining 41,550 jobs will generate a need which may vary from approximately 1,700 gross acres of Buildable Land at higher intensity development such as that permitted in Employment Mixed-Use Centers to 3,000 acres if current intensities predominate. Out of the 31,000 acres of Buildable Lands available approximately 8,660 are currently zoned for employment uses, indicating

that sufficient land is available to accommodate market demand through 2030 based on higher intensities of use and expansion of existing employers within already developed areas.

With respect to the second strategy, a substantial proportion of new employment is projected to occur in Developed Areas, helping to implement the Reinvestment Strategy. To the greatest extent possible, new employment should be located in Mixed-Use Centers in Developed Areas and on Buildable Lands.. This will help to promote efficient use of lands and a balance between jobs and housing.

Above and beyond the provision of sufficient land to accommodate future employment in development forms and patterns that promote livable communities and Smart Growth objectives, **the Growth Management Element recommends preparation of an Economic Development Element of the Lancaster County Comprehensive Plan**, which will address the economic development needs of Urban Growth Areas in a more comprehensive manner. (See Chapter 6.2.1.6) *LancasterProsper*, the countywide economic development strategy sponsored by the Economic Development Company (EDC) of Lancaster County and the EDC Finance Corporation, can serve as a foundation for this element. Similar to the recommendations of the Rural Strategy that public investment be used to promote a healthy rural economy (Section 5.4), the County and municipalities should identify strategic investments (e.g., infrastructure improvements) that can promote economic development and foster viable local economies in Urban Growth Areas.



The Pennsylvania Turnpike/US 222 Interchange area of East Cocalico Township has become a major distribution center with the location of Acme and Burris Logistics, among others, in the area.

4.4.2 Infrastructure

Infrastructure is critical for the Urban Growth Area Strategy because its availability or absence is a powerful determinant of future investment patterns, including the type, location, and timing of future development. Infrastructure provision can serve as an economic development tool and incentive for future growth to locate within Urban Growth Areas while maintaining the quality of life for those who already live and work in these areas. While this section addresses infrastructure as it supports the Urban Growth Area Strategy, it also indirectly supports the Rural Strategy because measures that promote development in more urbanized locations contribute to reducing growth in rural areas. Many of the same strategies can be applied in urban and rural areas but with a different intent and result.

4.4.2.1. Transportation

The Lancaster County Transportation Coordinating Committee, Lancaster County's officially designated Metropolitan Planning Organization (MPO), developed, documented, and adopted Lancaster County's current transportation policy in the 2005-2030 Long Range Transportation Plan to satisfy federal requirements. In March 2005, the Lancaster Board of County Commissioners adopted this plan as a functional element of the County's Comprehensive Plan. This element was developed with a clear understanding of the relationship between transportation infrastructure and the pattern of future development. It identifies strategies that can be used by municipalities and multi-municipal planning groups to maintain and enhance community quality of life and to consider the inter-relationships of transportation and land use decisions. The element includes a land use goal to coordinate land use and transportation planning in order to create an integrated land use/transportation planning system that is consistent with County, multi-municipal, and municipal comprehensive plans.

The Urban Growth Area Strategy requires that transportation infrastructure support the full utilization of Designated Growth Areas.

Congestion constraints that make travel difficult can discourage development investment and even



Red Rose Transit Authority's Queen Street Station (left) is an example of a compatible redevelopment project in the City of Lancaster. It functions as the major transit hub for the County.

promote relocation, while an efficient, well functioning system can encourage new investment. In addition, the future transportation system should not only promote efficient use by vehicles, but also make walking, cycling, and transit safe and convenient alternatives to the automobile. Key approaches include:

- Focus transportation resources first on the Concentrated Building Areas and Core Reinvestment Areas, as they will be the initial focuses for targeting future development
- Establish or re-establish a grid network of streets, alleys, service roads, sidewalks and paths that provide safe, convenient transportation options within Urban Growth Areas. It is common for more recent developments (often required by current zoning and subdivision and land development ordinances) to provide entry and exit points only on the closest major roadway. Within the development, these neighborhood streets often end in cul-de-sacs rather than providing connections to adjacent developments or community streets. Congestion will increase in Urban Growth Areas if every trip must be accomplished by a motorized vehicle using the primary arterial network. In addition to providing more options for automobiles, connected street networks increase mobility for bicyclists and pedestrians. Therefore, municipalities should establish their intent to develop and maintain a com-

plete transportation network (including bike, pedestrian, automobile and transit) within Urban Growth Areas and then document its location and purpose through official maps

- Municipalities should plan for future transit use, integrating it within the existing transportation system. Although existing development patterns may not support transit, the possibility of future transit demand should be considered. Compact, higher density development patterns that support smart growth also often support transit use because they concentrate diverse activities in a smaller geographic area, thereby providing many reasons to travel to that location. Transit also reduces the load on the road system by removing single occupancy vehicle trips
- Develop or retrofit non-motorized networks with a specific focus on providing opportunities for residents to access recreational amenities and other destinations within Urban Growth Areas and beyond. This will become increasingly important to provide opportunities for physical exercise and access to open space for residents living in more densely populated areas, as well as the ability to get to work or other necessary destinations without using the automobile. The non-motorized network will, of necessity, largely coincide with the existing road network, which should support multiple modes of transportation (bicyclists, pedestrians, and transit in addition to the automobile)
- Update zoning and subdivision and land development ordinances so that the transportation component of future development is integrated with the existing community's transportation network (streets, sidewalks, paths). Connected street systems rather than cul-de-sac development should be strongly encouraged

4.4.2.2 Water Supply and Quality

Water supply and quality are important to the Urban Growth Area Strategy because current and future development relies on a reliable and safe supply of water. The Lancaster County Water Resources Element (November 1996) addresses water supply and quality at the countywide level, focusing on implementation strategies for water supply and wellhead protection planning. The next update of this element should consider the Urban Growth Area Strategy in the evaluation of progress made since 1996 and the identification of new steps required to ensure an adequate and safe water supply for Lancaster County.

Public water should be available throughout Urban Growth Areas, both to serve Developed Areas and to support new development on Buildable Lands.

Currently, Urban Growth Areas include lands that are served by public water, other lands that are within a public water service area but are not served by public water, and still others that are neither served nor within a service area. The following recommendations, which incorporate those from the Water Resources Element of the Lancaster County Comprehensive Plan, should be considered by municipal and multi-municipal planning groups as they consider the water supply and quality needs of Urban Growth Areas;

- Form a water supply planning team which represents both the municipality and the water provider. This water supply planning team should

For the Urban Growth Area Strategy described above to be successful, it is important that coordinated planning take place at all governmental levels in Lancaster County.

- Investigate the availability of a safe and reliable source of water for the existing and future population of Urban Growth Areas. This analysis should be tied to a phased approach to developing/ redeveloping land within the Urban Growth Area . Water supply planning might be done as part of the municipal comprehensive planning process or as an amendment to the plan, or it could be done by the Water Planning Team.

In addition to cooperative and collaborative planning efforts, a growth monitoring system which tracks changes, compares realized patterns with desired patterns, and provides for processes of orderly adjustment is key to successful implementation.

- Plan for and cooperatively adopt future water service areas consistent with adopted Urban Growth Areas and population projections. Inconsistencies between water resource planning and land use planning should be addressed and resolved. A pending update of the Water Resources Element will further address this planning process and the existing inconsistencies between water resources and land use planning. In determining water service areas municipalities and water suppliers should
 - Consider public water suppliers' capacity and their ability to inter-connect with other water providers with additional capacity
 - Determine the economic feasibility of providing water at the scale that would be required by future development.
 - Include all Buildable Land within Urban Growth Areas in an existing or planned service area in order to maintain a market factor of twice the Buildable Land that is needed to accommodate development between 2005 and 2030.
 - Provide public water in existing and planned 5-and 10-year service areas which correspond

to the projected land demand for the same time period.

- **Plan for public water service for the remaining lands within the Urban Growth Area(s) over the timeframe of the Growth Management Element Update (2030).**
- Initiate capital improvement planning to secure funding for phased implementation
- Form a wellhead protection team to identify the sources of the Urban Growth Area's water supply, potential threats to that supply, and protection measures, including establishment of wellhead protection zones
- Implement zoning, subdivision, and land development ordinances and other measures to limit impermeable surfaces, encourage conservation, manage stormwater, and encourage groundwater recharge and associated water supply

4.4.2.3 Wastewater Disposal

As with public water, implementation of the Urban Growth Area Strategy requires the full provision of public sewer service within Urban Growth Areas. Public sewer is an even more powerful determinant of development patterns than public water. **It is only with public wastewater disposal facilities that the targets for density and intensity of future development can be achieved.** Currently, the Urban Growth Areas include substantial acreage that is served by public sewer. There is also substantial acreage that is either within a sewer service area but not currently served by public sewer or is not within a sewer service area. Development in Reinvestment Areas will utilize existing public sewer facilities, but needs for treatment capacity generated by this development may need to be considered relative to existing treatment capacity. Development on Buildable Lands where public sewer is not currently available will require substantial investment for new service.

Wastewater disposal strategies should be developed as municipal and multi-municipal planning efforts begin to implement the Growth Management Element Update. The first step is to develop or update municipal Act 537 Official Sewage

Facilities Plans. These planning documents identify existing wastewater disposal facilities, current use, and capacity; analyze potential growth; and plan for future needs through investment in new facilities and technology or expansion of the area to be served. Act 537 planning can promote implementation of local and County planning programs if it follows the future land use intent defined in the planning documents. Key approaches include:

- **Update Act 537 plans so that they are consistent with and support the implementation of comprehensive plans and Urban Growth Areas.** As with water service, municipalities and wastewater service providers should
 - Plan for and cooperatively adopt future sewer service areas consistent with adopted Urban Growth Areas and population projections. Inconsistencies between Act 537 planning and land use planning should be addressed and resolved. In determining sewer service areas municipalities and service providers should
 - **Provide all large-scale development (that is planned at a density greater than 1 dwelling unit per 20 acres) within an Urban Growth Area with public water at the time of development.**
- Consider future wastewater disposal needs within the Urban Growth Area and establish an approach for providing wastewater disposal capacity to meet future development needs as part of the Act 537 planning process
- Focus Act 537 updates on both conventional and innovative wastewater disposal technologies approved by the Pennsylvania Department of Environmental Protection
- Address the provision of additional capacity for wastewater disposal in Urban Growth Areas and include an analysis of the costs to install, operate, and maintain the facilities

- Initiate capital improvement planning to identify future sources for funding phased implementation

On-lot disposal systems or package treatment plants currently serve some development within Urban Growth Areas. On-lot systems are often the source of serious groundwater pollution due to malfunction or because they have reached the end of their useful life. Package treatment plants can be effective treatment and disposal options but, if not maintained, can pose serious environmental hazards. Key approaches to addressing these issues include:

- Connect on-lot system users to public sewer as capacity is extended within Urban Growth Areas
- Adopt On-Lot Disposal System Ordinances that mandate maintenance and inspection of on-lot systems. (This can be used as an interim measure where expanding existing sewer facilities will be expensive and take some time to implement.)
- Require maintenance agreements for the operation of package wastewater disposal plants, thus establishing a process for routine inspection and maintenance of these systems to ensure that they are not a source of groundwater pollution

Finally, the Act 537 planning process should consider innovative wastewater treatment and disposal options. The provision of public sewer will be considered as municipal planning groups identify an approach to serving phased development within Urban Growth Areas. They also must consider the type of system that is affordable to install, run and maintain, or even can be physically accommodated on available land. All of these considerations will determine the rate at which Buildable Land is used within Urban Growth Areas and, conversely, the development pressure that is exerted on rural lands.

4.4.3. Housing

Providing for the future housing needs of Lancasterians is a critical component of the Urban Growth Area Strategy. The Strategy is designed to

support the Vision for Housing stated in *Choices* the Housing Element of the Lancaster County Comprehensive Plan:

An adequate supply, and diversity, of housing opportunities will be available in Lancaster County to give current and future residents greater choice in housing type and tenure(ownership and rental), location, and price for a place to call home.

Specifically, the Urban Growth Area Strategy targets 85% of new residential development to Urban Growth Areas, thus providing for projected housing demand over the next 25 years while promoting greater choice in housing types and prices to meet the increasingly diverse housing needs of citizens. The Strategy also calls for development forms and patterns that promote greater housing choice. The menu of choices should foster communities and neighborhoods, both new and revitalized that offer:

- A mixture of housing types (single-family detached, semi-detached/townhomes, and multi-family units) and tenures (ownership and rental)
- A mix of price and affordability levels among both for-sale and rental units
- Centers with high-density housing and retail, commercial, and employment uses
- Pedestrian-friendly environments with access to transit, retail, employment, institutions, and entertainment centers

It is clear from many responses at public sessions conducted for this Update that one size does not fit all in Lancaster County and its municipalities, but that patterns accommodating many preferences will contribute to strong communities with a sense of place. **The Urban Growth Area Strategy reinforces the goals, objectives, and strategies to achieve greater housing choice and affordability contained in the Housing Element of the Lancaster County Comprehensive Plan.** Tools available to implement these goals, objectives, and strategies are identified in the Smart Growth Toolbox of the Growth Management Element.



Four Seasons at Elm Tree, an over 55 active adult community, is part of a larger development totaling 1050 new dwellings under construction in Rapho Township. It also includes the Crest, a 284 unit apartment complex with garages, and single family homes, duplexes, townhouses, and a 30 acre community park.



Veranda, a new neighborhood being constructed by Charter Homes, includes a mix of townhomes, carriage homes, and single family homes, many with front porches, and sidewalks, trails, and open space.



Sassafras Terrace Apartments: A redeveloped former industrial building now provides affordable apartments for families in Mount Joy.

4.4.4 Treasured Resources

In many of the public discussions that were a part of the growth management planning process, citizens offered spontaneous testimonials to the quality of life in the existing communities of Lancaster County. The quality of life that is enjoyed here is intricately tied to the County's Treasured Resources which include natural, architectural, historic, and cultural resources. These resources not only enhance the quality of life for residents, but create a sense of place that provides a unique setting for each community. For example, the act of shopping in some Borough centers is no longer a basic functional necessity accomplished as quickly as possible. Instead it is also an opportunity for informal social interaction with friends and neighbors who are likewise engaged. Mixed uses which have evolved over time also facilitate the engagement of the citizens. For example, institutions such as churches and schools are generally integrated into the physical and social fabric of the communities.

Lancaster County's rich heritage resources, such as the traditional architecture, historic properties, and historic districts designated in some of the older communities, contribute to the strong sense of place. As a pattern of denser development occurs in the Urban Growth Areas not only must these treasured places be preserved within the changing form but new ones with a distinctive sense of place should be created. For example, a wooded area set aside as open space may be even more treasured in an emerging environment, where it affords a rare and precious contrast with its new urban surroundings. Similarly, historic buildings can be integrated into contemporary development patterns through adaptive reuse.

Preservation of treasured resources is addressed by other Comprehensive Plan elements, including the Regional Open Space Element, Strategic Tourism Development Element, and Water Resources Element. In addition, the County is working on development of a Cultural Heritage Element. A primary goal of the Growth Management Element is to manage future development in Urban Growth Areas so as to reinforce and complement these resources. Key principles include:



By reopening and renovating its Historic Market House, the oldest market house in Lancaster County, Columbia Borough is preserving and reusing a "treasured resource."

1. New development should be compatible with the character and building forms of traditional Lancaster County communities, including Lancaster City, the Boroughs, and Villages, as appropriate to the surrounding context.
2. The integrity of natural resources should be preserved and, where possible, restored. Environmentally sensitive resources have been excluded from Buildable Lands and should be preserved as part of a network of open space and parks within Urban Growth Areas. Stream corridors can provide an organizing physical framework for a countywide greenway/blueway network.
3. Historic, architectural, and cultural resources should be maintained and, where appropriate, adaptively reused as part of the Reinvestment Strategy.

4.5 Conclusion

4.5.1 Coordinated Planning

For the Urban Growth Area Strategy described above to be successful, it is important that coordinated planning take place at all governmental levels in Lancaster County. This means that

County, multi-municipal, and municipal agencies must work in collaboration going forward to translate the growth management strategies into comprehensive plans, mutually supporting fiscal policies, and implementation programs which will realize the goal and objectives of the Growth Management Element. In addition, the County, multi-municipal, and municipal organizations should take a leadership role in coordinating their plans and implementation programs with other public and private agencies such as state agencies, school districts, water and sewer service providers, and conservation and heritage organizations. A fully cooperative planning effort which engages all major parties is the most likely route to successful implementation of the Growth Management Element.

4.5.2 Growth Monitoring System

In addition to cooperative and collaborative planning efforts, a growth monitoring system which tracks changes, compares realized patterns with desired patterns, and provides for processes of orderly adjustment is key to successful implementation. Described in more detail in Section 6.4.1 Growth Tracking System, the monitoring system is especially significant for the Urban Growth Area Strategy. A significant element of the strategy is the necessity for an adequate supply of Buildable Lands to assure the efficient functioning of the marketplace in Urban Growth Areas to accommodate new investment and promote housing affordability. **To maintain an effective surplus of Buildable Lands through the 25-year timeframe of this plan, the monitoring system should record every five years the amount of Buildable Lands consumed, the amount remaining with adequate infrastructure, and the projected five-and ten-year demand for land.**

4.5.3 Urban Growth Area Development Capacity

If at any time the amount of land available fails to exceed the five-year and ten-year projected demand by a factor of two, then the County and the municipalities need to decide whether to increase the permitted density and intensity of development, and/or expand the Urban Growth Areas to include additional Buildable Land in order to accommodate the projected growth if such accommodation is determined by the planners and citizens to be in the long term best interest of the municipality. This statement does not alter the basic intent of the Urban Growth Area Strategy to focus new development in Urban Growth Areas as presently designated, which have a countywide capacity of approximately twice the projected countywide demand over the next 25 years if the new density targets are achieved.⁹ Any modifications to the Urban Growth Area Strategy should be carefully considered so as to maintain the integrity of the Rural Strategy and Designated Rural Areas as described in Chapter 5.0.

Lancaster County could choose to continue on its current development path; however, this trend indicates that as 2030 approaches, there will not be enough Buildable Land within presently existing Urban Growth Areas to accommodate projected growth. The County and municipalities have the ability and tools, through this Update, to successfully address growth and land development issues over the next 25 years. If, going forward, the strategies, programs, and tools identified in this Update are implemented, Lancaster County can realize its growth management goals and objectives. By doing so, the County and local municipalities will have a longer period of time in which existing Urban Growth Areas will be able to accommodate the County's growth.

⁹ A market factor of two times the amount of land necessary to accommodate demand over the next five- and ten-year period is recommended in order to allow the market to operate free of constraints that would inflate housing prices and/or exert increased pressures for development in rural Lancaster County. This factor will be evaluated over timeframe of this Update to determine its adequacy.

Rural Strategy

5.1 Overview

Maintaining the integrity of agricultural areas, historic and natural resources, village settlements, and other rural lands and resources is central to the Vision for the Future contained in *Revisions*, the adopted Policy Element of the Lancaster County Comprehensive Plan. Public meetings and surveys conducted for the Growth Management Element Update and related planning initiatives reaffirm the high value that Lancastrians place on agriculture and rural resources. The County's 1997 Growth Management Update and subsequent implementation program emphasized designation of Growth Areas as a way to focus new development in urban rather than rural areas. While this program has been very successful and received broad support from municipalities, the 1997 Update did not define a comparable strategy to preserve rural areas and a rural way of life beyond farmland preservation through the programs of the Lancaster County Agricultural Preserve Board and the Lancaster Farmland Trust.

This Update places a new emphasis on sustaining the connection of Lancastrians to rural land and resources through implementation of a comprehensive **Rural Strategy** at the countywide and municipal levels. The purpose of this strategy is

to maintain for future generations the resources and traditional ties to the land that define Lancaster County's rural character. While the means to achieve the **Rural Strategy** are complex, they are founded on three basic principles:

1. Reduce the amount of new residential development and employment growth in rural areas. New development in rural areas not directly tied to traditional land based economic activities must be minimized and directed to existing areas of rural development (Rural Centers) to maintain the integrity of the rural economy and landscape while preserving the traditional role and character of rural settlements.
2. In addition to farmland preservation, the viability of the rural economy (agriculture and other economic activities based upon links to rural resources) must be maintained.
3. Municipalities, the County, and providers of public infrastructure and services must coordinate policies, regulations, and capital investment decisions to protect rural resources in **Designated Rural Areas**.

Rural Strategy Goal and Objectives

Goal

Sustain a rural way of life by maintaining the integrity of agricultural, natural, and historic lands and resources and the viability of the rural economy.

Objectives

1. Implement a comprehensive strategy to sustain and connect the rural community, rural resources, and the rural economy.
2. Protect agricultural, natural, historic, and scenic resources within **Designated Rural Areas**.
3. Minimize scattered development in rural areas by focusing growth in Rural Centers: **Village Growth Areas, Crossroads Communities Rural Business Areas, and Rural Neighborhoods**.
4. Maintain economic links to the land by supporting the agricultural industry and other components of a healthy **rural economy**.

The Rural Strategy and Urban Growth Areas Strategy presented in Chapter 4.0 are designed to work together. Increasing the density, intensity, and proportion of growth that occurs in Urban Growth Areas will reduce pressures for development in rural areas. The Urban Growth Area Strategy establishes as targets that 85% of new residential units and 66% of new employment be directed to Urban Growth Areas. **Achieving the first target will mean that the amount of residential development occurring outside of Urban Growth Areas will be reduced from the current level of 27% to 15% of the county-wide total – a 44% decrease.** Nevertheless, 15% of residential units (and 34% of employment growth) will be located in rural Lancaster County. To avoid rural sprawl, the Rural Strategy identifies Rural Centers as focuses for this development. **Rural Centers are not intended to stimulate growth in rural areas, but rather to “capture” growth that would otherwise occur as “rural sprawl.”**

Designated Rural Areas are areas within which rural resources, rural character, and a rural way-of-life are to be sustained. Four types of Rural Area designations are proposed: Agricultural Areas, Agricultural with Natural Areas, Natural Areas and Rural Centers (see Section 5.2).

“Even with a strong Growth Management Program, more development than we want is still occurring in rural areas. A Rural Strategy is needed to find a way of further reducing that development.”

**-- Gene Garber, Chairman of the
Agricultural Preserve Board**

The remainder of this chapter addresses in more detail the three key components of the Rural Strategy:

- Designated Rural Areas
- Rural Development
- Overarching Issue Areas (Economy, Housing, Infrastructure, and Treasured Resources)

Approaches to implementing the Rural Strategy are identified for each of these components. Specific tools available for implementation, tied to the Rural Strategy Goal and Objectives, are provided in the Smart Growth Toolbox.

5.2 Designated Rural Areas

As applied to Lancaster County, three **Designated Rural Areas** (Agriculture, Agriculture with Natural Areas and Natural Areas) are resource-based. These designations contain resources and uses that support agriculture, other significant economic links to the land (e.g., resource-based

Designated Rural Area Definition

An area described in a municipal or multi-municipal plan with the following characteristics:

1. The predominant uses relate to rural land, including agriculture; other resource-based economic activities such as timbering, mining, and hydroelectric power generation; and outdoor recreation and tourism based upon natural, scenic, historic, and cultural resources.
2. Development that is compatible with or supportive of such uses is permitted. Examples of compatible uses include traditional Crossroads Communities and businesses and infrastructure required to support the agricultural industry.
3. Public infrastructure services (water and sewer) are not provided except in Designated Villages and certain Rural Neighborhoods and Rural Business Areas.

Source: Pennsylvania Municipalities Planning Code definition of Rural Resource Area, modified for application to Lancaster County

tourism¹) and/or traditional outdoor activities (e.g., hunting and fishing). They are to be maintained in a predominantly rural condition supportive of agriculture and other traditional uses of the land for the foreseeable future. Designation of these areas provides the basis for municipalities and the County to implement tools to maintain the integrity of rural resources and uses. The fourth type of Rural Designation, Rural Centers, is based on preexisting historic rural settlement patterns and recent rural development patterns.

For the purposes of the Growth Management Element Update, the three resource-based Designated Rural Areas have been defined at a countywide scale by mapping key factors related to rural resources and land uses outside of present Urban and Village Growth Areas (see Growth Management Framework Map, Figure 3-1 in Chapter 3.0). Factors used in this analysis were derived from the Lancaster County Planning Commission's (LCPC) Geographic Information System (GIS) database with the exception of Natural Gems, which were identified by the Lancaster County Conservancy. The factors include:

Agricultural Resource Land Factors

- Prime agricultural soils
- Agricultural land cover
- Agricultural easements
- Agricultural Security Areas

Natural Resource Land Factors

- Wetlands
- Floodplain areas
- Hydric soils
- Slopes greater than 15%
- Woodlands
- Parkland
- Natural Gems²

¹ "Rural Resource Based Tourism Areas" are defined in the Lancaster County Strategic Tourism Development Plan (April 2005 Draft, p. 42)

² "Natural Gems" are high priority preservation areas of Lancaster County identified by the Lancaster County Conservancy based upon GIS analysis of seven environmental attributes: water bodies, wetland, forestland, grassland, geologic features, plants, animals, and adjacency to other preserved tracts (see Map 2-4).



Rural Lancaster County landscape.



Farms in Southern Lancaster County.

Designated Rural Areas contain resources and uses that support agriculture, other significant economic links to the land and/or traditional outdoor activities. They are to be maintained in a predominantly rural condition supportive of agriculture and other traditional uses of the land for the foreseeable future.



The Middle Creek Wildlife Management Area in Northern Lancaster County is a significant natural resource providing wildlife habitat and recreation.

Based on the GIS analysis, three different types of resource-based Designated Rural Areas have been identified based on the extent to which the above agricultural and/or natural resource factors coincide:

- **Designated Agricultural Areas** contain concentrations of high value agricultural resource factors.
- **Designated Agricultural with Natural Areas** contain a mixture of high value agricultural and natural resource factors.
- **Designated Natural Resource Areas** contain concentrations of high value natural resource factors.

The Growth Management Framework Map (Figure 3-1) provides a generalized representation of these areas at a countywide scale. The intent is to provide municipalities with a framework and supporting tools (identified in the Smart Growth Toolbox) to achieve the goals and objectives of the Growth Management Element through municipal and multi-municipal planning efforts. Further analysis of local conditions is required to determine how and where the concepts apply at the local level. This analysis is likely to reveal areas that are not suitable for designation as Rural Areas due to conditions such as existing development patterns and absence of high value resources.

If such undesignated areas are located next to an Urban Growth Area, municipalities may in the future determine that they are suitable for expansion of the Growth Area if land within the Growth Area is not sufficient to meet projected development demand or it would serve to advance the overall objectives of the plan. If not located next to an Urban Growth Area, they may be determined by municipalities to be suitable for designation as a Rural Center (Section 5.3). These areas may also serve as the basis for consideration of a future Growth Area in the next update of *Balance*.

5.2.1 Designated Agricultural Area

This designation applies to parts of the County with the greatest intensity of agricultural resources and uses. Municipal and County efforts in these areas should be primarily directed toward supporting agricultural production; protect-

ing agricultural lands; precluding incompatible development; and increasing agricultural income and farm-related employment opportunities by creating conditions that further the growth and expansion of Lancaster County's agricultural industry. Key approaches include:

- Programs to support the agricultural industry and sustain land in agricultural production (see discussion in Section 5.4 below)
- Effective agricultural zoning defining a minimum lot size viable for agricultural use, coupled with prohibitions on subdivisions and other development not related to agriculture
- Changing rural residential and other inappropriate zoning to agricultural zoning to maintain compatibility with agricultural uses
- Limiting extension of public water and sewer only as necessary for health and safety, with design controls to prevent further expansion to serve new development in the Designated Agricultural Area

On the Growth Management Framework Map (Map 3-1), all land area outside Designated Growth Areas falls into one of the three resource-based Rural Areas designations described above (Agriculture, Agriculture with Natural Areas, and Natural Areas). These designations were identified using data and criteria on a county-wide basis. They are meant to provide municipalities with a framework from which they can analyze local conditions and more specifically determine where each of the three Rural Areas designations best applies at the local level.

It is likely that this analysis will reveal areas that are not suitable for designation as Rural Areas due to conditions such as existing development patterns, availability of public infrastructure, and absence of high value resources. There are both sewer and water service areas currently located outside Growth Areas. Some of these areas may be excluded from consideration as Rural Areas during the Rural Areas analysis, and they may ultimately show up as "white space" on the Growth Management Framework Map. If such areas are located next to an Urban Growth Area, municipalities may, in the future, determine that

they are suitable for expansion of the Growth Area – if land within the Growth Area is not sufficient to meet projected development demand, or it would serve to advance the overall objectives of the plan. If these areas are not located next to an Urban Growth Area, they may be determined by municipalities to be suitable for designation as Rural Centers See Section 5.3).

5.2.2 Designated Agricultural with Natural Area

This designation applies to areas of the County with a predominance of agricultural resources and uses, but which also have a significant proportion of environmentally sensitive resources (steep slopes, stream corridors, etc.) mixed with the agricultural pattern. **The agricultural resources and uses in this area are equally as important as those in the Designated Agricultural Area.** The major difference is that farmers in the Designated Agricultural Area will need to manage environmentally sensitive resources to a much greater extent than farmers in the Designated Agricultural Areas. In addition, compatible resource-based economic uses (e.g., forestry) may take place to a greater extent in these areas. As in the Designated Agricultural Area, municipal and County efforts should be directed toward supporting the agricultural industry, protecting agricultural lands, and precluding incompatible development. In addition, the integrity of natural resource systems should be maintained and environmentally sensitive lands protected from inappropriate uses and impacts. Key approaches include:

- Programs to support the agricultural industry and maintain land in agricultural production (see discussion in Section 5.4 below)
- Programs to preserve natural resource lands and systems (acquisition and easements to secure permanent protection as open space, partnerships with land conservation organizations, etc.)
- Effective agricultural zoning defining a minimum lot size viable for agricultural use, coupled with prohibitions on subdivisions and other development not related to agriculture

- Effective conservation (open space) zoning and natural resource protection ordinances (e.g., stream buffer requirements) to maintain the integrity of natural systems and prevent incompatible development of environmentally sensitive lands
- Changing rural residential and other inappropriate zoning to agricultural or conservation zoning to maintain compatibility with agricultural or natural resource uses
- Limiting extension of public water and sewer only as necessary for health and safety, with design controls to prevent further expansion to serve new development in the Designated Agricultural with Natural Area

5.2.3 Designated Natural Area

This designation applies to areas of the County with a preponderance of significant natural resources, as defined by intrinsically high resource value (e.g., valuable natural habitat areas), significant scenic value for passive and active recreation, and/or environmental constraints for development. Strategies and tools for these areas should be directed toward preserving these resources, accommodating compatible rural uses (e.g., outdoor recreation, resource-based economic uses such as forestry, wildlife and game preserves, and non-intensive agriculture), and precluding incompatible development. Key approaches include:

- Programs to preserve natural resource lands and systems (acquisition and easements to secure permanent protection as open space, partnerships with land conservation organizations, etc.)
- Effective conservation (open space) zoning and natural resource protection ordinances (e.g., stream buffer requirements) to maintain the integrity of natural systems and prevent incompatible development of environmentally sensitive lands

- Changing rural residential and other inappropriate zoning to conservation zoning to maintain its compatibility with natural resource uses
- Limiting extension of public water and sewer only as necessary for health and safety, with design controls to prevent further expansion to serve new development in the Designated Natural Area

As noted above, designation of these three types of resource-based Rural Areas at a countywide scale is intended as a framework for more detailed planning and application of implementation tools at the municipal and multi-municipal levels. It is recognized that there is some overlap between types and the associated tools; for example, the Designated Agricultural Area contains environmentally sensitive resources that should be protected. Nevertheless, the three types acknowledge the significant variations that exist in Lancaster County's rural areas, allowing local planning efforts to focus on different approaches and tools that may be appropriate in different areas.

An important consideration for Designated Rural Areas is that they contain significant amounts of existing development, typically located along roads or interspersed among agricultural and natural resource lands. Some of this development relates directly to rural uses (e.g., farmsteads and agricultural industry support businesses) or is part of the historic rural settlement pattern (e.g., small crossroads communities).

Other forms of development (e.g., residential subdivisions, strip commercial businesses, and large-lot residential development) are incompatible with the intent of resource-based Designated Rural Areas and thus should be restricted. Where such non-resource-based development exists, efforts should be made to limit further expansion and impacts on rural resources and uses. In certain situations, however, existing development areas may be suitable for additional growth as Rural Centers as a substitute for more scattered, land consumptive development, provided that:

1. It is appropriate to the character of the rural landscape and settlement patterns.
2. It maintains the viability of agricultural lands and other rural resources.

5.2.4 Designated Rural Centers

Rural Centers are the fourth type of Designated Rural Area. Rural Centers are areas of existing development to which development not directly related to the rural economy is to be guided. Taking this approach proactively addresses development that otherwise would occur as scattered sprawl in resource-based Designated Rural Areas.

Four types of Rural Centers are proposed: Village Growth Areas as presently designated through municipal and multi-municipal planning processes and three additional types to be identified on a case-by-case basis by municipal officials. The additional types are Crossroads Communities, Rural Business Areas, and Rural Neighborhoods (see Section 5.3). This issue is further addressed in Section 5.3 below.

5.3 Rural Development

The LCPC's Growth Tracking Report indicates that 73% of housing units constructed in Lancaster County between 1994 and 2002 were constructed inside Urban Growth Areas and 3% were constructed inside Village Growth Areas, close to the previous LCPC target of 80% to Growth Areas. In addition, 49% of land developed for non-residential (employment) uses from 1994 to 2002 was located outside Growth Areas. The new Urban Growth Area Strategy targets 85% and 66% of future residential units and employment, respectively, to *Urban Growth Ar-*

The purpose of Rural Centers is to provide locations for compact growth patterns as a substitute for scattered, low-density development that consumes large amounts of land and creates conflicts with agriculture and other rural uses.



Ten acre “farmettes” meet the minimum lot size for enrollment in Act 319 “Clean and Green” which provides a tax reduction. However, these 10 acres are basically being used for residential development.

areas, a significant increase over what was achieved between 1994 and 2002.

A key to the success of the Rural Strategy is to decrease the amount of development occurring outside Urban Growth Areas from the current level of 27% to 15% of the countywide total (a 44% decrease). This requires shifting 12% of the County’s future population growth from rural areas to Urban Growth Areas. Even if these targets are achieved, growth will still occur in rural parts of the County:

1. Based on the Housing Element Update projection of total dwelling units in Lancaster County, 15% or 7,989 dwelling units will be accommodated outside of Urban Growth Areas from 2005 to 2030. Approximately 2,796 of these units can reasonably be expected to be located in Village Growth Areas, with the remainder constructed in other rural parts of Lancaster County.

2. LCPC also projects that 2,347 acres will be developed for employment uses outside Growth Areas from 2005 to 2030, including 422 acres for industrial uses and 1,925 acres for service/commercial uses.

Thus a key challenge for the Rural Strategy is to define how this development can take place and at the same time maintain the integrity of Designated Rural Areas. The basic approach to meeting this challenge is:

1. ***Permit development that directly relates to the rural economy and way of life with appropriate standards to protect rural resources.*** Examples include residences for family members on a working farm, farm stands and markets, and agricultural support businesses.
2. ***Limit the scale of development that does not directly relate to the rural economy and way of life and focus it in Rural Centers.*** Examples include residences for persons who commute elsewhere to work and auto-oriented/convenience retail. These types of development should be concentrated in **Rural Centers** as opposed to the typical pattern of subdivisions, large lots, and linear development (commercial along highways and residential along rural roads). Rural Centers are also appropriate for certain forms of development related to the rural economy (e.g., retail stores serving the needs of rural residents).
3. ***Direct public and institutional uses to Urban Growth Areas whenever possible.*** Governmental agencies and private institutions are strongly encouraged to locate these uses within Urban Growth Areas wherever possible, thus reinforcing existing development patterns and avoiding impacts on rural resources. In particular, government offices and service delivery should be directed to core areas of the City and other urban communities served by public transit. Public/institutional uses that must be located in rural areas should be compat-

ible with the rural landscape and scaled to serve the rural community. Depending on the size and scope of public/institutional uses they may be best addressed as Developments of Regional Impact. (See 3.3 Countywide Growth Management Strategies, Multi-Municipal Planning and Zoning and also Appendix B.)

The purpose of Rural Centers is to provide locations for compact growth patterns as a substitute for scattered, low-density development that consumes large amounts of land and creates conflicts with agriculture and other rural uses. **Rural Centers are not intended to stimulate growth in rural areas, but rather to “capture” growth that would otherwise occur as “rural sprawl.”** If the Growth Management Element is successfully implemented, there will be significantly less development (44%) that will need to be accommodated in rural Lancaster County. New development that does not directly relate to the rural economy and way-of-life should be located where development already exists and impacts to valuable agricultural, natural, and historic resources can be avoided.

The Update identifies four types of Rural Centers:

- Village Growth Areas
- Crossroads Communities
- Rural Business Areas
- Rural Neighborhoods

Rural Centers should not be designated or supported with public infrastructure without adequate mechanisms in place to protect the surrounding Designated Rural Area (agricultural or conservation zoning, Purchase of Development Rights, etc.). Transfer of Development Rights is a particularly important tool that can be used to shift development from agricultural and natural resource lands to Rural Centers.

5.3.1 Village Growth Areas

Village Growth Areas are as presently designated through municipal and multi-municipal planning processes (31 have been established by municipalities throughout Lancaster County). A Village Growth Area is an area appropriate for



Village Growth Area: Lampeter, West Lampeter Township



Village Growth Area: Lampeter, West Lampeter Township



Village Growth Area: Georgetown, Bart Township



Village Growth Area: Georgetown, Bart Township

future development that includes a traditional village at its center, adjacent developed portions of a township, and additional development capacity to absorb a portion of the township's future land use needs through reinvestment or new development over a 25-year period.

Existing villages in Lancaster County generally have 50 or more dwellings, are pedestrian-oriented in character, and have a radius of between one-quarter and one-half mile from center to edge. The capacity of Village Growth Areas at build-out is determined on a case-by-case basis, based upon factors such as infrastructure capacity, buildable land availability, environmental constraints, and community character considerations. Key criteria to guide planning for Village Growth Areas include:

- Development should be provided with public sewer and/or public water service where appropriate and feasible to support existing and projected levels of development.
- Residential development in Village Growth Areas should occur at an average density of 2.5 units per net acre.³
- Non-residential development should occur at intensities which are compatible with the character of the village and the

³ The net density of 2.5 dwelling units per acre will accommodate approximately 35% of the projected housing growth outside Urban Growth Areas to 2030 on lands designated for residential uses in the 32 existing Village Growth Areas, assuming that sufficient infrastructure is in place and regulations are adjusted to achieve the new target density.

Table 5-1. Designated Village Growth Areas

Village Growth Area	Municipality	Year Adopted
Bird-in-Hand	East Lampeter Township	2003
Buck	Drumore Township	1994
Chestnut Level	Drumore Township	1994
Clay	Clay Township	1995
Farmersville	West Earl Township	1998/2003
Georgetown	Bart Township	2004
Goodville	East Earl Township	2002
Gordonville	Leacock Township	2001/2003
Hopeland	Clay Township	1995
Intercourse	Leacock Township	2001/2003
Kirkwood	Colerain Township	2004
Lampeter	West Lampeter Township	1994
Little Britain	Little Britain Township	1994
Monterey	Upper Leacock Township	2002
Nickel Mines	Bart Township	2004
Nine Points	Bart Township	2004
Oregon	Manheim Township	1995
Paradise	Paradise Township	2004
Penryn	Penn Township	1993
Refton	Strasburg Township	1995
Reinholds	West Cocalico Township	1995/2003
Ronks	East Lampeter Township	2003
Schoeneck	West Cocalico Township	1995/2003
Smoketown	East Lampeter Township	2003
Soudersburg	East Lampeter Township	2003
Stevens	East Cocalico Township	1998/2003
	West Cocalico Township	1995/2003
Talmage	West Earl Township	1998/2003
Wakefield	Fulton Township	1994
Washington Boro	Manor Township	1993
Witmer	East Lampeter Township	2003
Wrightsdale	Fulton Township	1994
	Little Britain Township	1994

- capacity of infrastructure and services to support the development.
- Both residential and non-residential development should be designed to be compatible with the traditional, pedestrian-friendly character of the village through features such as grid street patterns, sidewalks, buildings pulled to the street with parking behind, and compatible architectural scale and mass.
- A defined edge should be established around the Village Growth Area.

Thirty-one Village Growth Areas have been adopted in Lancaster County (Table 5-1), more than double the number (15) adopted as of the

Table 5-2. Other Villages Identified in 1997 Growth Management Element Update

Village	Municipality
Bainbridge	Conoy Township
Bowmansville (draft VGA in progress)	Brecknock Township
Brickerville	Elizabeth Township
Churchtown	Caernarvon Township
Conestoga	Conestoga Township
Fivepointville (draft VGA in progress)	Brecknock Township
Hinkletown	Earl Township
Martindale	Earl Township
Mastersonville	Rapho Township
New Danville	Pequea Township
Pequea	Martie Township

1997 Growth Management Element Update. Eleven others were identified in the 1997 Update but have not been designated as Village Growth Areas (Table 5-2). These 11 should be evaluated for Village Growth Area designation by local municipalities.

In a change from the 1997 Growth Management Plan, this Update now categorizes Village Growth Areas as a component of Designated Rural Areas. This change is being made in order to recognize that these villages are part of the rural fabric and are accommodating a different type of growth than Urban Growth Areas. Growth occurring in Village Growth Areas will now be counted as rural development rather than identifying it, along with Urban Growth Areas, as part of Growth Areas development in the County's Growth Tracking Report.



Crossroads Community: Mt. Nebo, Martie Township

5.3.2 Crossroads Communities

Particularly important to the way-of-life and sense of place of rural Lancaster County due to their historic character and cultural traditions, Crossroads Communities (Table 5-3) are compact gatherings of generally 20 to 50 dwellings with a distinct identity in a rural area, typically located where two or more roads intersect. A Crossroads Community often has a central gathering place, and may have a few supporting commercial, institutional, or public uses. Where appropriate these communities may accommodate a limited amount of new development. **Only development that is compatible with the traditional character and small scale of these communities, and which is feasible to support with rural infrastructure, should be permitted in Crossroads Communities.** Crossroads Communities are not expected to have public water and sewer.

The locations and capacities of Crossroads Communities will be determined on a case-by-case basis through planning initiatives at the municipal and multi-municipal levels. In certain circumstances a Crossroads Community may provide the basis for a Village Growth Area designation (ten Crossroads Communities identified in the 1997 Growth Management Update have subsequently been designated as Village Growth



Crossroads Community: Marticville, Martic Township



Potential Rural Business Area: PA 72/Turnpike Interchange, Rapho Township



Potential Rural Business Area: Turkey Hill Dairy, Manor Township

Areas). Listed in Table 5-3, the remaining communities identified in the 1997 Update should be evaluated by municipal officials for designation as Crossroads Communities in municipal and multi-municipal planning processes.

5.3.3 Rural Business Areas

Rural Business Areas are existing developed areas with undeveloped lots or the potential to expand or add uses where additional development could be accommodated rather than sprawled



Orlan Business Park in Earl Township functions as a “Rural Business Center.” As businesses outgrow on-farm locations, they are encouraged to move to the Business Park.

throughout the rural areas. A Rural Business Center would be established through infill and, as appropriate, limited expansion of the existing use(s). Examples include clusters of industrial, commercial, institutional, employment, or service uses; concentrations of recreational or tourist uses; and mixes of these uses.

5.3.4 Rural Neighborhoods

Rural Neighborhoods are areas of existing residential development or subdivisions with undeveloped lots or adjacent land that would be appropriate to accommodate a portion of a Township’s future land use needs. The purpose of Rural Neighborhoods is to focus future residential development in areas where it already exists, on land that is currently subdivided, or on land adjacent to or between existing subdivisions. Rural Neighborhoods should be limited in scope and developed in a compact pattern with a defined edge.

Rural Neighborhoods are not intended to attract growth, but to accommodate growth that would otherwise occur as rural sprawl in a compact area. Rural Neighborhoods will be designated and land use targets set on a case-by-case basis

Table 5-3. Crossroads Communities Identified in 1997 Growth Management Element Update

Crossroads Community	Municipality
Beartown	Caernarvon Township
Blainsport	West Cocalico Township
Cambridge	Salisbury Township
Elm	Elizabeth Township
Elstonville	Penn Township
Falmouth	Conoy Township
Holtwood	Martic Township
Kinzers	Paradise Township
Marticville	Martic Township
Mechanics Grove	East Drumore Township
Milton Grove	Mount Joy Township
Mount Airy	Clay Township
Mount Nebo	Martic Township
New Providence	Providence Township
New Texas	Fulton Township
Newtown	Rapho Township
Newville	West Donegal Township
Peach Bottom	Fulton Township
Rawlinsville	Martic Township
Rowena	East Donegal Township
Safe Harbor	Conestoga Township
Tayloria	Little Britain Township
Truce	Providence Township
Union Grove	Caernarvon Township
Vintage	Paradise Township
Vogansville	Earl Township

Note: This list excludes Crossroads Communities that were subsequently designated as Village Growth Areas.

through municipal and multi-municipal planning processes. **Rural Neighborhoods should be the lowest priority (after Village Growth Areas and Crossroads Communities) for accommodating residential development in rural areas. Municipalities should first eliminate as much rural residential zoning as is feasible based on the existing land use patterns and designate what remains as Rural Neighborhoods.** The amount of development should be limited in order to minimize the demand for infrastructure and services.

Criteria to be used to identify and guide development of these Rural Neighborhoods include:

- Adequate infrastructure and services should be in place or readily available to



Potential Rural Neighborhoods: Smithville, Providence Township



Potential Rural Neighborhood: Smithville, Providence Township



Potential Rural Neighborhood: Octoraro Pines, Colerain Township



Potential Rural Neighborhoods: Mt. Vernon Estates, Colerain Township

Rural Strategy: Overarching Issue Areas

Economy: Support a healthy rural economy, including lands, resources, and support systems needed to maintain the viability of farming, rural business enterprises, rural tourism, and other resource-based businesses and industries.

Infrastructure: Ensure that infrastructure systems (transportation, water service, sewer service, and communications) are coordinated with and support the desired patterns and scale of land use, development, and preservation as defined by the Rural Strategy.

Housing: Ensure that growth management strategies and tools for rural areas provide for a proportion (15% targeted) of Lancaster County's future housing needs, focused in Rural Centers to reduce scattered, low-density development.

Treasured Resources: Reinforce Quality of Life factors related to sense of place and preservation of valued natural, historic, architectural, and cultural resources in rural Lancaster County.

support existing and projected development in the Rural Neighborhood

- A defined edge should be established around the Rural Neighborhood
- Impacts to valuable agricultural, natural, and historic resources should be avoided

rural economy or way of life should be prohibited in resource-based Designated Rural Areas. If a very limited number of residential lots are permitted in certain areas, strict standards should be imposed to control impacts on rural resources (e.g., 1 dwelling per 50 acre zoning, size limits on the area that can be disturbed for a residential house site, requirements that land be maintained in active agricultural production, right-to-farm regulations, etc.).

5.3.5 Development in Resource-Based Designated Rural Areas

While a key objective of the Rural Strategy is to reduce rural sprawl by focusing new development in Rural Centers (Village Growth Areas, Crossroads Communities, Rural Business Centers, and Rural Neighborhoods). However as noted above, development that directly relates to the rural economy and way of life with appropriate standards to protect rural resources will be permitted in resource-based Designated Rural Areas. Examples include residences for family members on a working farm, farm stands and markets, and agricultural support businesses. Market forces and existing rural residential zoning creates demand for large-lot residential development in Designated Rural Areas not related to the rural economy.

Large-lot residential or other forms of development not directly related to the

5.4 Overarching Issue Areas

To be successful, the Rural Strategy must address the Economy, Infrastructure, Housing, and Treasured Resources, four overarching issue areas identified for the Growth Management Element Update. While these issue areas are focuses of other elements of the Lancaster County Comprehensive Plan, policy guidance and implementation tools to support the Rural Strategy goal and objectives must be integrated into this Update. This section establishes an overall direction for each issue area, followed by discussions of their implications for the Rural Strategy.

5.4.1 Rural Economy

The Rural Economy refers to the economic/business activities supported by Lancaster County's resource base.. The agricultural industry is the sector most important to the Rural Strategy because of its physical extent (approximately 63% of the land in the County is in agricultural use), significance in the overall economy (it represents approximately 11% of output from all economic sectors in the County), and because of the value placed on farmland preservation by the citizens of Lancaster County. It includes both farming and the farm-support businesses and related infrastructure that are necessary to maintain a viable agricultural base. Other components of the Rural Economy include:

- Rural enterprises (e.g., light manufacturing of products such as furniture, which takes place both on and off farms in rural parts of the County)
- Local retail uses catering to the needs of rural residents
- Home-based businesses
- Rural resource-based tourism⁴



The Rural Economy provides both goods and services catering to the needs of local residents and tourists as well.

⁴ The Lancaster County Strategic Tourism Development Plan defines "Rural Resource Based Tourism Areas" as "...large rural and natural landscapes, generally outside of established Urban Growth Areas...Preservation of the natural, cultural, and historic resources of these areas is paramount. The towns and villages within these designated landscapes could serve as gateways for interpretation and provide limited visitor services and facilities. The types of attractions and services most appropriate for these sensitive landscapes include agri- and eco-tourism based opportunities included but not limited to B&B's, country inns, farm stays, farm markets and roadside stands, wineries, outfitter services, campgrounds, scenic roads, and bicycle routes." (April 2005 draft, p. 42)



The historic Cameron Estate in East Donegal Township was built by President McKinley's great grandfather and was the rural retreat of Simon Cameron and his descendants. It now contributes to the rural economy as an inn, restaurant, and conference center.

The following discussion of Lancaster County addresses the agricultural industry, the related topic of on-farm businesses, and (in general terms) non-agricultural employment uses. The Growth Management Element Update identifies the need for an Economic Development Element of the County Comprehensive Plan with more detailed strategies to promote sustainable rural and urban economies (see Chapter 6.2.1.6).

5.4.1.1 Agricultural Industry

Agriculture is the linchpin of Lancaster County's rural economy. The strength of farming in the County is its diversity. According to the Economic Development Company of Lancaster County, there are 10,500 farmers/farm employees and almost 16,000 employees in the food processing industry in the County. According to the Lancaster County Chamber of Commerce, agriculture creates approximately one in five (51,289) jobs in the County through direct farm employment and from impacts on related industries such as tourism, hospitality, agricultural support services, and food processing. Sustaining the vitality of the agricultural industry is of underlying importance to the whole Rural Strategy.

Agriculture is the linchpin of Lancaster County's rural economy. The strength of farming in the County is its diversity.

With many new residents moving into the County and with existing residents moving from urban to rural areas within the County, there is an increasing disconnect between urban and rural that is in part economic and in part cultural. Residents new to a rural area often view agriculture as open space or vacant land rather than as developed land being used for commercial purposes. Thus they are often not prepared to live next door to the noise, dust, and odors that are often associated with agricultural operations. Additional pressure on agriculture comes from growth and change in Plain Sect culture and increased economic opportunities for their children in non-farm activities.

Coordination between the County and municipalities to invest in the infrastructure – including the land base – of agriculture is needed to keep it competitive as an industry. To maintain the health of the agricultural industry, the County and municipalities should work together to:

- Support farmland preservation
- Reduce the impacts of new development and rising land values and taxes on agricultural uses
- Ensure that the farm community has a voice in civic decision-making
- Create an agricultural development strategy to sustain traditional livestock agriculture while also encouraging innovation and growth in higher-value crops and commodities

The following text discusses each of these four points in more detail. The discussion also reflects the recommendations of the Blue Ribbon Commission on Agriculture appointed by the Lancaster County Commissioners in Spring 2005, which has endorsed the Rural Strategy of the Growth Management Element Update.

Many of the Blue Ribbon Commission recommendations are incorporated in the following explanation of how the aforementioned four points can be utilized to maintain the health of the agricultural economy:

Support Farmland Preservation

Farmland preservation refers to the permanent protection of lands for agricultural use. Key ap-

proaches to preserving farmland at the township and County level include:

- Fund the County Purchase of Development Rights program at sufficient levels to minimize the number of farms on the Agricultural Preserve Board waiting list
- Establish and fund farmland preservation programs at the local municipal level
- Promote the establishment of Agricultural Security Areas
- Expand and promote the use of Transfer of Development Rights programs at the multi-municipal and County levels

Reduce the Impacts of Scattered Development and Rising Land Values and Taxes

Scattered development in rural areas is one of several factors contributing to upward pressures on land prices and taxes that decrease profitability for farmers. In addition, conflicts with agricultural uses often result from new residents moving into rural areas. To address these issues, the County and municipalities should work together to:

- Make it clear to citizens that agriculture is the preferred use in agricultural zones
- Guide development in rural areas to Rural Centers
- Relieve farmers from onerous nuisance complaints
- Ensure that municipal ordinances are reasonable and support agriculture
- Provide tax relief for farmers

In addition to the Designated Rural Area and Rural Center concepts described in Sections 5.2 and 5.3, approaches that can be used to reduce the impacts of scattered development and rising land values and taxes on farmers include:

- Reduce or eliminate taxes on farm structures and equipment
- Freeze property taxes on preserved farms
- Investigate Installment Purchase Agreements (which the state now authorizes) to spread out payments for acquired easements

- Strengthen agricultural zones by making them more restricted to agricultural uses
- Limit nuisances from non-farm neighbors such as vandalism and trespass by stating explicitly that agriculture is the primary use in agricultural zones
- Assure that setback requirements for agricultural structures are reasonable
- Augment the state's Right-to-Farm law to further protect Lancaster County farmers from frivolous nuisance complaints and lawsuits
- Include new unit notification and nuisance disclaimers for purchasers of property abutting farms

Ensure that the Farm Community Has a Voice in Civic Decision-Making

A by-product of new residents moving into rural parts of Lancaster County is that farmers represent a diminishing proportion of the citizen population of municipalities. An integrated, multi-pronged approach is required to assure that farmers have a voice that is heard at the municipal level:

- Encourage retired farmers, farm family members, and other advocates to become "agricultural ambassadors"
- Create Township agricultural commissions or advisory boards
- Fund a County agricultural commissioner to represent the interests of the agricultural community; advocate for agriculture at the local, state, and even federal levels; and coordinate economic development strategies
- Develop a Center for Excellence in agricultural innovation to coordinate resources for agriculture that could be accessed at the farm and municipal levels

Create an Agricultural Development Strategy

This Update recommends that an Economic Development Element be developed as part of the Lancaster County Comprehensive Plan. As part of this effort a comprehensive economic development strategy for agriculture should be developed and implemented with "farm-friendly" local ordinances to support it. Components of the strategy could include:

A comprehensive economic development strategy for agriculture should be developed and implemented with "farm-friendly" local ordinances to support it.

- Expand agritourism⁵
- Identify emerging market opportunities and develop new markets, such as Community Supported Agriculture, "agri-tainment," and farmers' markets
- Promote low-risk, profitable alternative business models and technology transfer
- Expand horticulture, equine, nursery and greenhouse industries to take advantage of new residents' interest in country living
- Explore value-added and niche markets (e.g., hydroponics, organics, goats)
- Improve tracking of agricultural-related employment, both inside and outside of Designated Rural Areas
- Provide technical assistance and training for farmers to improve uniformity, post harvest handling, packaging, and labeling
- Create new infrastructure for washing, cooling, storing, packaging and distributing processes to improve quality and price
- Improve rural roads to allow for the movement of large farm equipment and farm products
- Brand Lancaster County products to increase their marketability, including provision of materials to farmers on how to develop consistency and quality standards for branded products
- Measure the economic impact of the Plain Sect on the agricultural and tourism industry and support their needs
- Support accessory farm-related businesses
- Increase funding for farmland preservation (as an investment in the infrastructure of agriculture)
- Explore generation of power from on-farm biomass (e.g., manure) and other ways to address nutrient management

⁵ "Agritourism" refers to tourism based on attracting visitors to farm operations. It is comprised of businesses such as crop and animal farms, U-pick operations, wineries, aquaculture and for-fee fishing operations, Christmas tree farms, herb farms and greenhouses, maple syrup and cheese producers, and farm stands.

requirements for Concentrated Animal Feeding Operations (CAFOs)⁶ and other agricultural operations

- Streamline and simplify the process of establishing new agricultural support businesses and addressing environmental regulations while safeguarding environmental resources

5.4.1.2 On-Farm Businesses

Businesses located on farms are a significant part of the rural economy that contribute to farm profitability and viability. On-farm businesses that are related to the agricultural industry (e.g.,



Fairview Fruit Farm, Ronks, sells numerous homegrown and homemade food products as well as agricultural seeds.



Farm Stands are a staple of Lancaster County's rural economy.

⁶ Over the past 20 years the livestock industry has experienced a trend toward fewer but larger operations, coupled with emphasis on more intense production and specialization, which is concentrating more manure and other animal wastes in some areas. The potential for runoff of nutrients in discharges from these facilities could contribute to pollution of waterways if the runoff of these nutrients is not controlled. To reflect industry changes, the U.S. Environmental Protection Agency (EPA) updated the National Pollutant Discharge Elimination System Permit (NPDES) Regulations for CAFOs in 2003 to protect water quality. The regulations focus on the largest operations and the operations that pose the greatest environmental risk.

farm stands, agri-tourism, methane generation or composting, agricultural support businesses) should be permitted and encouraged through local regulations, with provisions to limit impact on agricultural resources and uses (e.g., productive farmland). On-farm businesses that do not relate to the agricultural use of the land (e.g., furniture manufacturing) should be strictly controlled as an accessory use that is clearly subordinate to the primary agricultural use. Home occupation ordinances with performance standards are a tool that can be used by municipalities to regulate on-farm businesses.

5.4.1.3 Employment

While agriculture is the linchpin of the rural economy, a significant amount of business activity unrelated to agriculture exists and will continue to be developed in rural Lancaster County over the 25-year timeframe of the Growth Management Element. According to the LCPC's Growth Tracking System, 780 acres of land outside of Urban Growth Areas were developed for commercial and industrial purposes between 1994 and 2002, and an additional 2,366 acres are projected to be used for these purposes from 2005 to 2030. While this development helps provide for the commercial and employment needs of rural residents, it must be carefully managed so as not to adversely affect rural resources and character or exceed infrastructure carrying capacity. More intensive employment uses should be located within Urban Growth Areas, while employment uses in rural Lancaster County should relate to the rural economy or the needs of rural residents for shopping, services, etc. Key criteria for these uses include:

- Commercial, institutional, industrial, and other employment uses that do not directly relate to rural resources should be located in Villages or Rural Business Areas
- Commercial and institutional uses should be limited in size and scale to serve rural residents. Larger commercial and institutional activities should be located in Urban Growth Areas and controls placed on expansions of existing commercial and institutional activities in

rural areas that are out-of-scale with the rural environment

- Uses that relate to rural resources (e.g., agricultural support businesses and heritage tourism enterprises) may be permitted within Designated Rural Areas provided that the other criteria are met
- Adequate infrastructure and services, of appropriate scale and capacity for the rural setting, should be in place or readily available to support the uses
- Impacts to valuable agricultural, natural, and historic resources should be avoided or minimized
- New development should reflect the scale, form, and character of Lancaster County's traditional rural settlement patterns

5.4.2 Infrastructure

The provision of transportation, water supply, and wastewater infrastructure has the power to transform the future of rural Lancaster County. Infrastructure considerations will be critical in the implementation of the Rural Strategy to support a rural way of life, allow the type and location of new development that is compatible with this way of life, and discourage development that threatens the agricultural, natural, and cultural heritage of rural areas.

For infrastructure as well as for other plan components, the Growth Management Element Update provides the framework and direction for action but actual implementation will require public/private partnerships at the federal, state, County and local level. While the Rural Strategy provides the framework, it is at the municipal and multi-municipal levels that the context can be best understood and appropriate strategies can be devised and implemented, with technical assistance from the County and others.

5.4.2.1 Transportation

Lancaster County's transportation infrastructure must be maintained and upgraded in a way that supports the activities that are appropriate for rural areas. The overall strategy must address the need for mobility, access, and safety at a level that

Lancaster County's transportation infrastructure must be maintained and upgraded in a way that supports the activities that are appropriate for rural areas.



A typical rural road in Lancaster County

maintains rural uses and resources. It also must recognize the risk that new road construction or enhancement may present by increasing accessibility to rural areas and contributing to pressure for non-resource-based development in these areas.

Rural Mobility and Safety

The rural transportation network is used for a variety of purposes and must accommodate diverse demands such as bicycles, pedestrians, non-motorized vehicles, motorized and horse-drawn carriages and farm equipment, automobiles, tractor-trailers, etc. The transportation network must accommodate these diverse movement needs while providing for safety and mobility to support the rural economy and quality of life. Key recommendations to support the Rural Strategy include:

- Provide adequate shoulders for rural roads wherever feasible to decrease the potential for conflict between motorized vehicles and non-motorized vehicles, farm equipment, and bicyclists (Safety, System Preservation and Mobility and Accessibility goals, Long Range Transportation Plan 2005-2030)
- Ensure that rural roads and bridges do not pose barriers for the movement of farm equipment and farm products. This function of the road network is equally as important as the movement of people in Designated Agricultural and Designated Agricultural with Natural Areas.



Rural roads, which often do not have shoulders, accommodate farm machinery, milk and feed trucks, and tour buses as well as non-motorized vehicles.

- Modify locations on rural roads where hills, curves, and other obstructions make it difficult to see potential conflicts in the roadway ahead

All modifications must be considered carefully so that they address safety and mobility concerns and do not simply increase speeds on rural roads and are sensitive to the rural context.

Designated Rural Centers

The Rural Strategy identifies Village Growth Areas, Crossroads Communities, Rural Business Areas, and Rural Neighborhoods as focuses for future development. Each of these settlement patterns presents transportation needs. Key approaches include:

- A grid network of streets, alleys, service roads, sidewalks and paths should be established that provide safe, convenient transportation options. Congestion will be increased on the primary roads serving Rural Centers if every trip must be accomplished by a motorized vehicle using the main road. In addition to creating more options for motorized vehicles, connected street systems increase mobility for bicycles, other non-motorized vehicles, and pedestrians. Therefore, municipalities should establish the intent to develop a complete transportation network (serving motorized and non-motorized vehicles, bicycles, pedestrians, and transit) and then document its location and purpose through official maps.

- Municipalities should plan for future transit use, integrating it within the existing transportation system and linking rural areas with urban areas. Although existing development patterns may not support transit, the possibility of future transit demand should be considered. Compact development patterns that support Smart Growth also often support transit use because they concentrate diverse activities in a smaller geographic area, thereby providing many reasons to travel to that location. Transit also reduces the load on the road system by removing single occupancy vehicle trips.

Effects on Rural Resources

Transportation improvements can result in direct or indirect effects on rural resources. Direct effects include the conversion of agricultural or natural resource land for transportation use. The environmental documentation and analysis process required by federal law and adopted by PennDOT works to avoid, minimize, and mitigate (lessen) effects on resources and communities, with the intent that the selected alternative meets the project need with least overall effect. Nevertheless, adverse effects can still result, especially when transportation alternatives take the form of bypasses. Indirect effects include expanding the capacity of free access roadways that pass through Designated Rural Areas or connect rural settlements with each other and urban areas, thereby contributing to development pressures. Key approaches to addressing the direct and indirect effects of transportation improvements include:

- Evaluate functional classifications of roadways in Lancaster County and consider modifying these classifications based on how they fit within the current and planned future transportation network. Implement tools (e.g., access management) that support the continued operation of these roadways consistent with their functional classification
- Use land use and transportation planning studies to determine how potential projects could affect Designated Rural Areas before substantial local and County commitments are made to

include these projects in the Transportation Improvement Program (TIP) that is adopted by the County's Metropolitan Planning Organization (MPO). An appropriate initial focus will be on the studies and projects considered for study in the Long Range Transportation Plan but not included in the current TIP

- Work with PennDOT and Federal Highway Administration to support Smart Growth by integrating the appropriate level of land use planning, evaluation, and consideration of context sensitive solutions into the transportation development process. This approach is outlined in the Long Range Transportation Plan 2005-2030, Appendix E, Table 1
- Evaluate how currently funded studies and projects could affect Designated Rural Areas and determine the degree to which they support the Rural Strategy. This should be a balanced evaluation that also examines the degree to which the studies and projects support the Urban Growth Area Strategy
- Convey to PennDOT and its consultants a clear understanding of the Rural Strategy that they can use during the preliminary design process to create and shape transportation alternatives that support the strategy
- Actively participate and advise PennDOT and its consultants throughout the transportation development process in order to shape an outcome that supports the Rural Strategy
- Ensure that studies and projects with the potential to affect Designated Rural Areas provide meaningful public involvement opportunities for those with an interest in the rural resources

5.4.2.2 Water Supply and Quality

Water supply and quality are important issues for the Rural Strategy because of their influence on development patterns and their relationship to rural land uses. The Lancaster County Water Resources Element of the Comprehensive Plan (November 1996) addresses water supply

and quality at the countywide level, focusing on implementation strategies for water supply and wellhead protection planning. This element should be updated to consider the Rural Strategy in the evaluation of progress made since 1996 and the identification of new steps required to ensure an adequate and safe water supply for Lancaster County.

The Rural Strategy does not support the extension of public water service into resource-based Designated Rural Areas but recommends that Village Growth Areas and, in certain cases, Rural Neighborhoods and Rural Business Areas be considered for service.

Provision of public water service to these Rural Centers may prove difficult. Federal and state regulations related to water quality standards and treatment requirements, economic feasibility, and cost of system management and oversight may preclude provision of public water in some instances.

The availability of water supply will be an important factor in determining the future development potential of these centers. In addition, the provision of water service must be carefully planned so as to avoid promoting inappropriate development of adjacent resource-based Designated Rural Areas. The following recommendations from the Water Resources Element should be considered by municipal and multi-municipal planning groups as they consider the water supply and quality needs of rural settlements:

- Form a water supply planning team and investigate the availability of a safe and reliable source of water for the present and future population of rural settlements. Substantial development should not be encouraged in areas with low yield aquifers
- Determine whether it is economically feasible to provide water at the scale that

The 1996 Water Resources Element should be updated to address both wastewater disposal and water supply and quality issues in the context of the Rural Strategy and its implementation.

- would be required by existing and future development
- Form a wellhead protection team to identify the sources of the area's water supply, potential threats to that supply, and protection measures, including establishment of wellhead protection zones.

The quality of surface and groundwater resources have been impacted by the application of nutrients and fertilizer, primarily from agricultural operations but also from sludge and septage. However, full implementation of conservation and nutrient management plans on farms greatly reduces any negative impact of normal farming operations on water quality.

In addition, consider the following water supply and quality measures in order to address water resource management issues that support the Rural Strategy:

- Implement conditions and requirements for development in settlement areas and throughout Designated Rural Areas to encourage groundwater recharge (e.g., limit impermeable surfaces, manage stormwater to promote recharge) Utilize best management practices to reduce point and non-point source pollution from agriculture, including CAFOs.
- Implement nutrient management and conservation plans on all farms in Lancaster County.
- Adopt effective agricultural zoning and other farm support practices to retain large tracts of land for groundwater recharge and to reduce impacts from on-lot wastewater disposal systems serving new development

The Rural Strategy does not support the extension of public water or sewer service into Designated Rural Areas but recommends that Village Growth Areas and, in certain cases, Rural Neighborhoods and Rural Business Areas be considered for service.

- Maintain or establish riparian buffers of native vegetation along stream corridors
- Define performance measures to protect surface and groundwater from any pollution generated by on-farm businesses
- Define the scale and intensity of business that is appropriate or inappropriate for a rural setting and encourage or require relocation to appropriate locations (e.g., an industrial/business park with adequate infrastructure)

5.4.2.3 Wastewater Disposal

Wastewater disposal is a critical issue for the Rural Strategy because of 1) the role played by public collection and disposal systems in shaping development patterns and 2) the environmental and planning implications of on-lot systems. Public sewer is an even more powerful determinant of development patterns than public water. The Lancaster County Sewer and Water Resources Study was published in 1987 to address County wastewater issues. Subsequently, the Water Resources Element of the County Comprehensive Plan was developed and updated in 1996. Again, as mentioned above, this Update recommends updating the 1996 Water Resources Element to address both wastewater disposal and water supply and quality issues in the context of the Rural Strategy and its implementation.

The following text addresses three key topics related to wastewater disposal in rural areas: Act 537 Official Sewage Facilities planning, on-lot wastewater disposal systems, and systems appropriate to support rural settlements (Village Growth Areas, Crossroads Communities, Rural Business Areas, and Rural Neighborhoods.).

Act 537 Official Sewage Facilities Planning

Act 537 plans are the basis for wastewater disposal planning by municipalities. They identify existing wastewater disposal facilities, current use, and capacity; analyze potential growth; and plan for future needs through investment in new facilities and technology or expansion of the area to be served. Act 537 planning can be a powerful tool to promote implementation of local and

County planning programs if it supports the future land use intent defined in planning policy documents. Key approaches include:

- Update Act 537 plans as part of the planning process to identify Rural Centers that can accommodate future growth
- Address the provision of wastewater disposal in Rural Centers, including:
 - Focus on innovative wastewater disposal technologies approved by the Pennsylvania Department of Environmental Protection (DEP)
 - Analyze costs to install, operate, and maintain the facilities
 - Ensure that wastewater disposal facilities do not stimulate unintended development

On-Lot Wastewater Disposal Systems

The Rural Strategy does not support the provision of public sewer service outside of Villages and, in certain cases, Rural Business Areas and Rural Neighborhoods except in the case of a threat to public health and safety, meaning that development in Designated Rural Areas must be supported by on-lot systems. From a planning perspective, development served by on-lot systems can consume extensive amounts of land in rural areas in order to meet DEP requirements for drainage fields. From a public health and safety and natural resource protection perspective, on-lot systems that are failing because they are poorly maintained or have reached the end of their useful life must be addressed. On-lot system failure is a major contributor to water quality problems. To address these issues, municipalities should:

- Establish requirements to maintain agricultural or other rural resource uses on large lots whose size is driven by on-lot disposal regulations
- Enact On-Lot Disposal System (OLDS) ordinances that mandate maintenance and inspection of on-lot systems
- Identify OLDS problem areas in Act 537 Plans and correct them (in order of priority) by 1) replacing malfunctioning systems, 2) using cluster and small com-

munity systems, and 3) extending public sewer to serve only the problem area

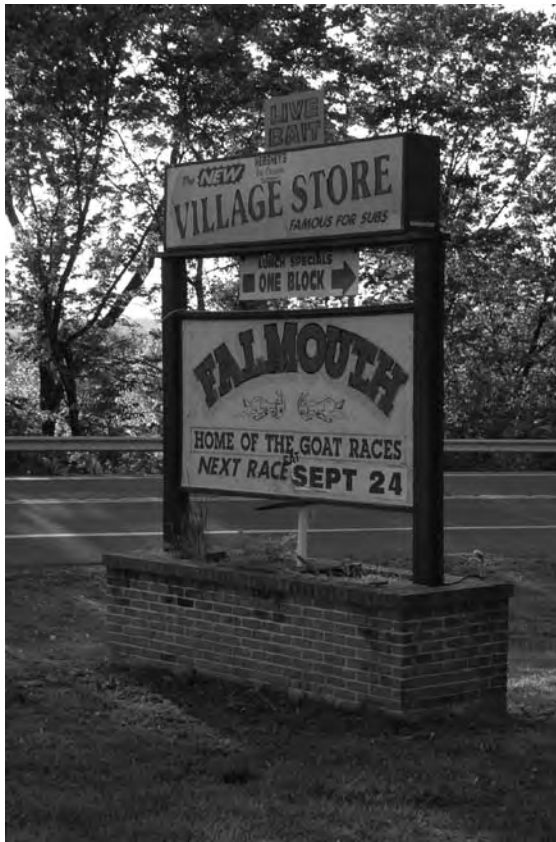
Wastewater Disposal Systems Appropriate for Rural Settlements

The third approach targets systems that could meet the needs of the Village Growth Areas and, in certain cases, Rural Business Areas and Rural Neighborhoods. Crossroads Communities are not expected to have public sewer systems. As discussed above, the provision of public sewer will be considered as municipal planning groups identify which rural settlements are more or less appropriate for future development. They also must consider the type of system that is affordable to install, run and maintain, or even can be physically accommodated on available land, as well as the potential to stimulate undesired development in adjacent Designated Rural Areas. All of these considerations will help to determine the potential build-out of rural settlements.

Cluster and small community systems are two types of wastewater systems that could be appropriate for rural settlements. Serving fewer than fifty residential properties, cluster systems can be owned and managed by a homeowners association, owned by homeowners but managed by the municipality, or owned and managed by the municipality. Usually, an agreement is reached with the local government to assist in the management at a minimum. Small community systems serve fifty to several thousand residences and should be owned and operated by the municipality. A variety of alternative collection, treatment, and disposal methods are permitted by DEP, have been used in other rural Pennsylvania communities, and can be considered on a case-by-case basis to serve settlements in rural Lancaster County.

Provision of public sewer service to these Rural Centers may present a number of difficulties. Federal and state regulations related to nitrogen and phosphorus levels, water quality standards, economic feasibility, and cost of system management and oversight may preclude provision of public sewer in some instances.

Because the wastewater system installation and/or upgrade costs a substantial amount of money, planning groups should consider how to maxi-



Falmouth in Conoy Township is a Crossroads Community that currently has public sewer service.

mize their investment by investigating federal, state and County sources of funding. The following is a selected list of these funding sources:

- US Environmental Protection Agency (EPA) Clean Water State Revolving Loan Fund
- EPA Drinking Water State Revolving Loan Fund
- EPA Hardship Grants Program for Rural Communities
- US Department of Housing and Urban Development Community Development Block Grant Program
- US Department of Agriculture Water and Waste Disposal Program
- US Economic Development Administration Grants for Public Works and Development Facilities
- Pennsylvania Growing Greener Grants Environmental Stewardship Fund Pennsylvania Infrastructure Investment Authority (PENNVEST) infrastructure loans.

- Pennsylvania Infrastructure Investment Authority (PENNVEST) On-Lot Funding Program
- Pennsylvania Department of Environmental Protection Sewage Treatment Plant Operations Grants
- Pennsylvania Department of Community and Economic Development Infrastructure Development Program
- Pennsylvania Department of Community and Economic Development Water Supply and Wastewater Infrastructure Program (PennWorks)

5.4.3 Housing

The Urban Growth Area Strategy calls for 85% of new residential development to be located in Urban Growth Areas and thus is the component of the Growth Management Element that is most critical to providing for the future housing needs of Lancastrians. The Rural Strategy also has a role to play in supporting the Vision for Housing stated in the Housing Element of the Lancaster County Comprehensive Plan:

An adequate supply, and diversity, of housing opportunities will be available in Lancaster County to give current and future residents greater choice in housing type and tenure(ownership and rental), location, and price for a place to call home.

Specifically, the Rural Strategy provides for a proportion of Lancaster County's projected housing needs over the next 25 years by targeting 15% of new residential development to Rural Areas. A key to the success of this strategy is to focus non-farm housing development in Rural Centers (Villages, Crossroads Communities, and Rural Neighborhoods) as opposed to scattered, low-density development that adversely affects agriculture and other rural resources. These centers, in turn, can contribute to meeting residents' needs for greater housing choice and affordability.

5.4.4 Treasured Resources

Quality of life in rural Lancaster County is defined by Treasured Resources that are highly valued by Lancastrians such as natural, architectural, cultural, and historic resources. Based on the framework of civic values established in the Policy Element of the Lancaster County Comprehensive Plan and reinforced through public input gathered for the Growth Management Element Update, Rural resources specifically include:

- Productive and scenic agricultural lands
- Healthy and functioning natural lands and systems, including water resources (surface and groundwater), natural habitat areas, and associated outdoor recreational opportunities
- Rural architectural, historic, and cultural resources (structures, settlements, landscapes, rural roads, cultural traditions, and archaeological resources)

In addition, rural quality of life encompasses the sense of place and identity provided by focuses of community activity such as villages, crossroads communities, traditional local retail, churches and other institutions, etc.

Preservation of treasured resources is addressed by other Comprehensive Plan elements, including the Cultural Heritage Element, Regional Open Space Element, Strategic Tourism Development Element, and Water Resources Element. A primary goal of the Growth Management Element is to manage future development in rural areas so as to reinforce and complement these resources. Key principles include:

1. Agricultural lands and the viability of the agricultural industry should be maintained.
2. The integrity of natural resource lands and systems should be preserved and, where possible, restored. Stream corridors should be a primary focus of these efforts through development of a countywide greenway/blueway network and incentives to property owners.

3. Architectural and historic resources (villages and crossroads communities, rural landscapes, buildings, etc.) and cultural traditions related to a rural way of life should be maintained.
4. New development should reflect the character of traditional Lancaster County settlements and building forms.



Conoy Canal Park along the Susquehanna River in Conoy Township.

5.5 Conclusion

The Rural Strategy described above establishes a new focus in Lancaster County's Growth Management program on maintaining the rural qualities of Designated Rural Areas equivalent to the established practice of designating Urban Growth Areas. It reflects the high priority expressed by citizens throughout the planning process on maintaining the integrity of agricultural and natural resource lands. Implemented in coordination with the Urban Growth Area Strategy described in Chapter 4.0, it will help ensure that Lancaster County's rural resources, rural way of life, and a sustainable rural economy are preserved for future generations.

Implementation

Goal

Develop an Implementation Plan that includes an Action Program and set of Smart Growth tools to enable the municipalities and the County to effectively implement the Goals and Objectives of the Urban Growth Area and Rural Strategies presented in the Growth Management Element Update with ongoing monitoring and needed updates to occur on a 5-year basis through the year 2030.

The analysis of development trends and probable future conducted for the Growth Management Element Update reveals that the Vision of Lancaster County is at risk if the current trend of scattered, low-density development in rural areas continues over the next 25 years. The conclusion of this analysis is that existing municipal land use measures and County policies may have been largely successful to date in accommodating demands for development. However, preserving treasured and sensitive resources in order to enhance and maintain a high quality of life while accommodating projected growth in the future will require more comprehensive and innovative growth management measures.

The Vision of Lancaster County is at risk if the current trend of scattered, low-density development in rural areas continues over the next 25 years.

The Implementation Plan outlined in this chapter contains resources and tools to carry the Vision forward. In order to fully execute the Implementation Plan, the Growth Management Update Task Force under the auspices of the LCPC will need to reorganize itself in preparation for execution of the Update. Once this takes place, the Implementation Plan should proceed.

The Implementation Plan is organized into four main components:

1. A **County Action Program**, including collaboration with and assistance to municipalities, community groups, and non-profit organizations for implementation of the Update
2. A **Smart Growth Funding Program** that provides targeted funding for implementation, including expanded and new funding programs as well as information on other funding sources (state, federal, and nonprofit programs)

3. A **Smart Growth Toolbox** that describes the most innovative and effective policy, regulatory, and capital investment tools available to municipalities and the County
4. A **Monitoring Program** that establishes an ongoing process for measuring progress in implementing the Update, as well as ongoing development of the Smart Growth Toolbox.

6.1 County Actions

The ability of municipalities to implement the goals and objectives of the Growth Management Element Update will depend significantly on support from the Lancaster County Planning Commission (LCPC). The County has a key role to play in implementation through the assistance it provides to municipalities and through broader initiatives that are beyond the capability of individual or groups of municipalities to address. The primary roles of the County in assisting the municipalities will fall under three main categories:

1. Early Actions
2. Longer Range / Ongoing Programs
3. On-Going Funding (addressed in Section 6.2)

The following sections describe specific County steps for providing the three types of assistance, beginning with Early Actions, or steps to begin immediately following adoption of the Update, followed by Longer Range / Ongoing Actions and programs that will require ongoing support and, finally, ongoing funding programs.

6.1.1 Early Actions

6.1.1.1 Implementation Schedule

The first step in the County Action Program is to establish a time frame and initial budget proposal for accomplishing the recommended steps outlined in this chapter of the Growth Management Element. The schedule should include the steps to be accomplished within the first three to five years, the proposed timeframe for accomplishing each step, assignment of staff accountable for each task, the estimated cost of implementation in the initial three to five years, identification of potential funding sources, and expectations for measurable results using the Monitoring process described in Section 6.4 below.

6.1.1.2 Citizen/Municipal Outreach

Continuing the extensive outreach during development of the Growth Management Element Update, the LCPC should initiate a campaign to publicize the new Growth Management Element through the media and meetings with groups throughout the County. Organizations such as the Coalition for Smart Growth could play an important role in promoting the Growth Management Element Update. A Cross-Acceptance process with municipalities is another important component of the initial outreach program (see #3 below).

6.1.1.3 Cross-Acceptance

LCPC recognizes the need for strong municipal participation and support in the implementation of the Growth Management Element. In the 1997 Growth Management Element Update, a detailed Cross-Acceptance process was established to engage municipalities thoroughly in the growth management process and the adoption of Urban and Village Growth Areas. While there are no new Urban Growth Areas proposed as part of the Update, some new concepts have been introduced that will require municipal

agreement to proceed with implementation of the Growth Management Element. **In particular, the concepts of Designated Rural Areas will be a primary focus of the Cross-Acceptance process. Also the new targets for Urban Growth Areas will require the County to work with municipalities to enact ordinances that yield an average net residential density of 7.5 dwellings per acre and non-residential development at intensities which maximize the use of land and infrastructure¹, and to monitor the effectiveness of their growth management initiatives in achieving the Countywide goals.**

The 1997 Update established several phases of cross acceptance, including an initial municipal meeting, appointment of a Steering Committee, workshops, public participation, and adoption of the Growth Areas and implementation tools. A similar approach can be followed to promote implementation of the Designated Rural Area concepts by municipalities. Cross acceptance of these concepts will require significant public participation, an adoption process for Designated Rural Areas, and a mechanism for modifying these areas.

Similar to the recommended process for amending Designated Growth Areas which was established in the 1993 Growth Management Plan and which has been updated in this Update (See Chapter 3.3.2.), Designated Rural Areas should be reexamined by municipalities and LCPC jointly every five years to ensure that they are functioning as desired.

6.1.1.4 Smart Growth Toolbox Development

Develop the Smart Growth Toolbox initiated in this Update into a web-based application for ease of use by municipalities. The toolbox should include web links to resources such as the Pennsylvania Departments of Envi-

¹ Specific targets for non-residential development are to be part of the proposed Economic Development Element of the Lancaster County Comprehensive Plan and will be included in a future update of the Growth Management Element.

ronmental Protection (DEP), Transportation (PennDOT), Community and Economic Development (DCED), etc.

6.1.1.5 Travel Demand Forecasting Model

Utilize the County's Travel Demand Forecasting Model to analyze where significant congestion may occur by or before 2030, particularly in urban areas where growth is promoted at higher densities. Use this data in the updating of the Long-Range Transportation Element of the Lancaster County Comprehensive Plan.

6.1.2 Longer Range/Ongoing Programs

6.1.2.1 Education and Outreach

The LCPC should build on the above citizen and municipal outreach Early Actions through an ongoing series of workshops and other events with municipal officials and citizens to sustain momentum, educate citizens and officials, and update them on new Smart Growth tools as they are developed and applied. Examples of activities that should be part of an ongoing education and outreach program include:

- Leverage Coalition for Smart Growth education and advocacy efforts, targeting Township Supervisors Association and Boroughs Association Meetings, municipal managers, Lancaster City Council, and municipal elected officials for education on the Growth Management Element Update and related planning initiatives.
- Leverage the educational resources of the Governor's Center for Local Government Services and of organizations such as the Pennsylvania Planning Association, the Pennsylvania State Association of Township Supervisors, the Pennsylvania State Association of Boroughs, and the Pennsylvania League of Cities and Municipalities for municipal development.

- Continue the effective use of the media.
- Utilize LCPC's website as a clearinghouse for information related to the Update and utilize the websites of LCPC's partners by creating links to their websites.
- Conduct Smart Growth Workshops through LCPC's *Envision* Series on topics such as use of the Smart Growth Toolbox, the benefits of density, design guidelines, strategies for rural land preservation, funding opportunities, etc.
- Utilize the LCPC Newsletter to impart timely information regarding planning initiatives.

Visit www.envisionlancastercounty.com to view the latest offerings in the Smart Growth Series

6.1.2.2 Capacity Building

The ability to conduct daily planning activities varies from community to community. Many municipalities in the County do not have a planning staff and have limited capacity to handle much beyond day-to-day municipal operations. Implementation of the planning activities recommended in the Growth Management Update will require additional skills and resources beyond the present capacity of many municipalities.

Several recommendations for providing technical assistance to municipalities to implement the Growth Management Update include continued and expanded support from LCPC Planners, a Smart Growth Circuit Rider and Agricultural Planning Specialist (see below), and the state's Peer-to-Peer Program (see below). Municipalities should also consider creating partnerships with non-profit organizations, such as community development corporations, farmland trusts, conservancy trusts, etc., to facilitate shared goals.

6.1.2.3 Technical Assistance

Implementation of the Growth Management Element Update will require the use of technical assistance which is recommended to occur in the following forms:

- **Smart Growth Audits:** LCPC planning staff should, in coordination with municipal officials and managers and/or regional planning groups, conduct Smart Growth Reviews of local comprehensive plans, regional plans, Act 537 plans, and ordinances to evaluate consistency among the different plans and ordinances and with the goals and objectives of the Growth Management Element. The Audit should identify inconsistencies among ordinances and plans and identify potential impediments that may hinder implementation of the Growth Management Element. The Audit should be followed by a prioritization of Toolbox applications to address inconsistencies and impediments. In addition, County staff should keep lines of communication open to help ensure and maintain consistency.
- **Smart Growth Circuit Rider:** Develop a program similar to the County's Borough Circuit Rider program that focuses on implementation of the Smart Growth Toolbox. The Smart Growth Circuit Rider can assist in initiating the Smart Growth Audits and serve as an "on-call" resource for LCPC Planners when additional expertise and assistance is required. •

Agricultural Planning Specialist: LCPC has designated a Community Planner as a specialist who can assist municipalities with planning issues that are specific to the agricultural community, including zoning, nuisance regulations, tax policies, acquisition and TDR, etc. This staff member will serve as the central LCPC internal department contact for agricultural land use and economic matters and serve as the referral source for external inquiries regarding agricultural-

related resources in the County, and work collaboratively with LCPC's Smart Growth Coordinator and Comprehensive Plan. The Agricultural Planning Specialist would also serve as the department liaison to the Lancaster County Agricultural Preserve Board, Lancaster Farmland Trust, Blue Ribbon Commission for Lancaster County Agriculture, and other agricultural-related entities within the County (County Conservation District, Penn State Extension, Lancaster County Farm Bureau, and the Chamber's Ag Committee, etc.)

- **Model Ordinances:** LCPC planning staff should first identify existing ordinances that are currently in use and modify the best examples as model ordinances, starting with the key regulatory tools (See Housing Element Update Appendix which includes an analysis of municipal zoning ordinances). Develop model ordinances based on best practices analysis, starting with the key tools followed by supplemental tools.
- **Partnerships/Coalition Building:** Continue and strengthen partnerships with groups such as the following to support and leverage local efforts towards toolbox implementation:
 - Municipalities
 - Lancaster Inter-municipal Committee (LIMC), Solanco Council of Governments, and other multi-municipal organizations
 - Township and Borough Associations
 - Coalition for Smart Growth
 - Governors Center for Local Government Services (DCED)
 - American Farmland Trust
 - Lancaster Farmland Trust
 - Lancaster County Association of Realtors®
 - Lancaster County Conservancy
 - The Historic Preservation Trust of Lancaster County
 - Local water and sewer supply agencies

- Pennsylvania Department of Transportation (PennDOT)
 - Building Industry Association of Lancaster County
 - Lancaster Chamber of Commerce and Industry
 - Lancaster County Farm Bureau
- **Land Recycling / Brownfields Initiative:** Lancaster County’s Land Recycling Program currently provides planning and land recycling expertise to facilitate the redevelopment of former industrial and commercial sites. In addition to County planners, other entities such as the Lancaster County Housing and Redevelopment Authorities, can work with communities to identify potential redevelopment properties that may or may not qualify as brownfields, but would otherwise require land assembly and demolition assistance to improve sites for redevelopment.
- **Peer-to-Peer Management Program:** Supplement County technical assistance through the Center for Local Government Services’ Peer Match Program. The Center provides on-site professional peers to review municipal operations, provide recommendations, and assist in their implementation. Peers are usually local officials with special knowledge and expertise on the particular issue. There is no cost to the municipality for this service.
- **Smart Growth “Checklist”:** The County should provide funding opportunities to encourage adoption of Smart Growth tools by municipalities (See Section 6.2 of this chapter titled Smart Growth Funding). Funding will be prioritized for those communities that make a commitment to comprehensive planning and meeting the goals of the Growth Management Element Update. As an example, the Chester County *Vision Partnership Program*² establishes the following criteria for grant eligibility:
- **Memorandum of Understanding:** The municipality(ies) must enter the program by signing a Memorandum of Understanding
 - **County Consistency Review Report:** The municipality(ies) must have received and reviewed the County’s Consistency Review Report, similar to the aforementioned Smart Growth Audit. The County Planning Commission reviews the comprehensive plan, open space plan, zoning ordinance, subdivision and land development ordinance, Act 537 plan, and any other planning/regulatory documents for consistency.

The LCPC’s present Growth Tracking System must be refined to address new directions established in this Update.

- **Comprehensive Plan Consistency Rating:** The municipality(ies) must have a comprehensive plan that has been determined to be “Consistent” or “Somewhat Consistent” with the County plan based on the findings of the Consistency Audit. Where “Inconsistency” has been determined, the municipality(ies) must first revise its comprehensive plan to bring it into consistency before proceeding to other planning and zoning documents. This may need to be modified for Lancaster County to focus first on those municipalities that are most in need of assistance in developing community plans.
- **Implementation Grants:** With a “Consistent” or “Somewhat Consistent” determination, the municipality(ies) may apply for other implementation grants to assist ordinance amendments,

²<http://dsf.chesco.org/planning/lib/planning/pdf/tier1man.pdf>

transportation or greenway plans, capital improvement plans, design guidelines, etc.

A number of the Technical Assistance programs described above, such as the Smart Growth Audits, Smart Growth Circuit Rider, Agricultural Planning Specialist, and Model Ordinances, will require increased commitments of LCPC staff time and fiscal resources. These increased demands will need to be accounted for in the County's budget if the Growth Management Element is to be effectively implemented. Additionally, a dedicated source of funding for Smart Growth Implementation Grants will be needed from the County. These grants can be utilized to leverage other funding in support of implementation, in the areas of plan development/modification and capital improvements.

6.1.2.4 Modifications to Existing Programs

- **Growth Tracking System:** The LCPC's present growth tracking system must be refined to address new directions established in this Update. Key changes include:
 - Track the number of dwelling units and amount of employment uses built in Reinvestment Areas as well as on Buildable Lands
 - Develop better measures to track rural development, including residential units and employment uses developed inside Village Growth Areas, Crossroads Communities, Rural Business Areas, and Rural Neighborhoods; and the breakdown between development related and unrelated to the rural economy/way of life
- **LCPC Planner Responsibilities:** The duties of LCPC Planners will likely need to be restructured to focus on implementation of the Growth Management

Element Update, including coordination among the different divisions to work with municipalities on Smart Growth Audits and implementing the Smart Growth Toolbox. It is recommended that some of the planners' current responsibilities be modified to better devote time to providing technical assistance to municipalities. LCPC should assess how to best utilize the talents of LCPC Planners to implement the Growth Management Element by preparing a three to five year implementation schedule as an Early Action item, including a proposed budget.

- **Lancaster County Permitting Initiative:** The Lancaster County Permitting Initiative is a voluntary program, implemented through a County/municipal cross-acceptance process that serves as a non-financial incentive for qualifying economic development projects via a coordinated and expedited review process. The Permitting Initiative should be evaluated to determine whether opportunities exist for expanding the program to facilitate other types of development consistent with the goals of the Growth Management Element Update.

6.1.2.5 Consistency Review of Functional Elements of County Comprehensive Plan

- Develop and implement a review process to evaluate the conformance of key related County and multi-municipal planning initiatives, including existing and proposed Functional Elements of the Lancaster County Comprehensive Plan, with the policies and strategies of the Growth Management Element Update. The review process should identify any adjustments to these plans that may need to be considered by LCPC as part of plan implementation. The process should also include a consistent format among the several elements that ties them together under a unified comprehensive plan. Specifically, the consistency

review should focus on the following key components of the other elements of the Lancaster County Comprehensive Plan:

- *Policy Element:* Review for consistency between the goals and objectives outlined in the Growth Management Element Update, consistency in terminology (i.e. Designated Growth Areas, Core Reinvestment Areas, General Reinvestment Areas, Designated Rural Areas, etc.), time horizon (2030), and consistency between recommended policies/actions and the Implementation Plan and Smart Growth tools outlined in the Update.
- *Transportation Element:* Use the Travel Demand Forecast Model to evaluate the impacts of full implementation of the Growth Management Element on the County's transportation network. Review the Transportation Element for consistency with the Growth Management Element based on the outcome of this evaluation. Especially look for consistency in applying strategic transportation infrastructure improvements to Designated Growth Areas, prioritizing improvements in Reinvestment Areas, promoting pedestrian and other alternative modes of transportation, and promoting standards and concepts for well-designed, context sensitive streets and roadways.
- *Housing Element:* Review for consistency is application of growth and density targets and, in general, with policies to promote high quality and affordable housing.
- *Open Space Element:* Prepare an update of the Open Space Element and ensure consistency

with the Growth Management Element Update by targeting lands identified as Designated Agricultural Areas, Designated Agricultural with Natural Areas, and Designated Natural Areas for protection.

- *Water Resources Element / Wastewater Facilities Study:* Prepare an update to the current Element that is consistent with the Growth Management Element Update goals of providing public sewer and water service only in Designated Growth Areas. The updated Element should also prioritize service in areas identified as Core Reinvestment Areas and General Reinvestment Areas to promote reinvestment activity.

6.1.2.6 Economic Development Element

- *Economic Development Element:* Prepare a new Economic Development Functional Element that is consistent with the goals of the Growth Management Element Update, including focusing employment and growth in Designated Growth Areas, prioritizing investment strategies in Core Reinvestment and General Reinvestment Areas, focusing infrastructure improvements in Reinvestment Areas to stimulate growth, and adopting policies to sustain the rural economy.

6.1.2.7 Legislative Issues

All of the tools presented in the Smart Growth Toolbox, described in Section 6.3 below, are authorized planning practices under the Pennsylvania Municipalities Planning Code (MPC) or other state enabling legislation. However, land use and planning policy is not static and new tools are consistently being introduced throughout the state and nation to further Smart Growth principles. Additional planning tools that currently are not fully authorized by state enabling

One of the strongest and most recurring themes throughout the Blue Ribbon Commission for Agriculture in Lancaster County's "listening" process was the need for appropriate tax relief as a very strong component of ensuring economic viability.

legislation should be explored as opportunities for advancing Smart Growth in Pennsylvania. LCPC can initiate partnerships with other groups, such as those listed in Section 6.1 – Long Range/Ongoing Programs to advocate modification of existing or introduction of new Smart Growth policies to the state legislature. Additionally, the County Board of Commissioners should be encouraged to contact the local delegation regarding these matters when appropriate. Some examples include:

- **Specific Plans:** The MPC currently provides for the use of Specific Plans, or detailed plans for nonresidential development of a specific area covered by a county or multi-municipal comprehensive plan, which, when approved, supersedes all other ordinance requirements. The Specific Plan option provides a level of flexibility and predictability in land use regulation that benefits both developers and municipalities. However, it is currently limited to nonresidential development. A key component of the Growth Management Element Update is to encourage mixed-use and higher density residential development in Designated Growth Areas, which could be facilitated by the use of Specific Plans.
- **Agricultural Tax Relief:** The Agricultural Planning Specialist, in coordination with the Lancaster County Agricultural Preserve Board and the public, should work with local and state officials to identify current tax policies that hinder the growth and profitability of farming operations on preserved and non-preserved farms.
- **Pending Legislation:** LCPC staff should carefully monitor pending legislation which may be relevant to and/or

affect the implementation of the Growth Management Element Update. LCPC staff should report on relevant legislation to the Planning Commission and Board of Commissioners for their consideration.

6.2 Smart Growth Funding

This Update continues to support prioritizing all County funding based on the applicant's consistency with The Lancaster County Comprehensive Plan including this Growth Management Element Update. Priority for planning grants should be given to municipalities that are most in need of plan development assistance and, capital improvement funding should be targeted to those municipalities that have plans determined to be consistent with the County Comprehensive Plan.

Priority for planning grants should be given to municipalities that are most in need of plan development assistance and, capital improvement funding should be targeted to those municipalities that have plans determined to be consistent with the County Comprehensive Plan.

The successful implementation of the Growth Management Element Update depends on the commitment of Lancaster County municipalities, with technical support and guidance from LCPC, to adopt the strategies, goals, and objectives recommended in the Update. However, the strongest commitment, education, and technical assistance will not be effective unless the proper funding mechanisms are in place to apply the necessary tools for implementation. It is therefore strongly recommended that the County Board of Commissioners support funding for the following programs and that they tie eligibility for all other County resources for planning and community development to an applicant's ability to show consistency with the goals, objectives and strategies of the Growth Management Element Update.

6.2.1 New Smart Growth Grant Program

Develop a new grant program tied to consistency with the Lancaster County Comprehensive Plan. One possible model for this program is **Chester County's Vision Partnership Program**, which has two components:

- *Plans and Ordinances Grant Program* - this program provides grants for municipalities to update their local plans and ordinances for consistency with the County Comprehensive Plan.
- *Implementation and Capital Improvement Grant Program* - If municipalities prepare plans that are consistent with the County Plan, then they will have the opportunity to apply for County funding for implementation and capital improvements.

Lancaster County's New Smart Growth Grant Program would also include two components.

6.2.1.1 Plans and Ordinances Grant Program

The LCPC has requested that this Grant Program be jumpstarted with \$125,000 in funding to help up to 15 municipalities update their plans and ordinances in 2006 consistent with the Growth Management Element Update. It is recommended that the County Board of Commissioner fund the 2006 request, along with a similar level of funding, or more, as needed, to help up to 15 municipalities update their plans and ordinances in 2007, up to 15 in 2008 and up to 15 in 2009, or until all 60 municipalities have brought their plans and ordinances into alignment with the Growth Management Element Update.

6.2.1.2 Lancaster County Capital Improvements Grants

The County Commissioners should identify a dedicated source of funding to help municipalities finance capital improvements. Once municipalities have worked with the County to bring their plans and ordinances into consistency with the Growth Management Element Update, they would be eligible to apply for grant funding for

capital improvements that can assist with water and sewer, historic preservation, housing, and other capital improvements not covered under the Community Parks Initiative Grant Program or the Transportation Grant Program. A grant program of this kind is essential to the implementation of the Growth Management Element Update as it will help municipalities expand their infrastructure to adequate levels to absorb the new growth and density targets called for under the Growth Management Element Update.

6.2.2 Expand Existing Capital Programs

The following existing County funding programs should be rolled into the capital improvement funding component of the New Smart Growth Grant Program that is noted above:

6.2.2.1 Lancaster County Community Parks Initiative Grant Program

Provides funding for acquisition of land for natural area and open space preservation and park development. Open space preservation is integral to the Growth Management Element and funding should be increased from previous levels or reinforced through partnerships with agencies such as the Lancaster County Conservancy.

6.2.2.2 Lancaster County Municipal Transportation Grants Program

Provides funding for implementing transportation related tools, including official maps, access management plans, corridor planning and design standards, creating or improving pedestrian and bicycle paths, and funding targeted transportation improvements that are based on a transportation plan. To derive the maximum benefit from this program, it is recommended that the application process be open not only to municipalities, but also to authorities and non-profit organizations that are engaged in providing transportation in various forms. Transportation planning is a critical element of growth management planning and funds should be increased from previous levels.

6.2.3 Lancaster County Purchase of Development Rights Program

The Lancaster County Agricultural Preservation Board and Lancaster County Farmland Trust should work together to promote expanded participation by Lancaster County farmers in conservation easement programs. This action requires increased commitment of funds for the purchase of development rights on farmland in Lancaster County. Preservation advocates are very pleased with the Board of Commissioners August 2005 announcement regarding an impending bond issuance of \$25 million with a significant portion of the proceeds to be utilized for preservation purposes.

6.2.4 Lancaster County Legal Fund

The Board of County Commissioners should establish a fund to assist municipalities who, in the face of legal challenges, must defend those comprehensive plans and ordinances that have been determined to be consistent with this Update. Defending legal challenges to plans and ordinances that are consistent with the Growth Management Element Update could be a financial hardship on a municipality, especially one with a limited budget and professional staff. Those municipalities that implement this Update should be supported by the County.

6.2.5 Assistance with Other Funding Sources

There are many alternative funding programs available to municipalities, multi-municipal organizations, counties, authorities, and non-profit organizations for Smart Growth planning and implementation. At the state level, the Pennsylvania Department of Community and Economic Development (DCED) and the Pennsylvania Department of Transportation offer the most comprehensive and extensive planning grant and loan programs for urban revitalization, affordable housing, historic preservation, infrastructure and transportation improvements, planning and zoning updates, etc. For agricultural, open space, and natural feature preservation, various programs are available through the Pennsylvania Department of Environmental Protection (DEP), the Pennsylvania Department of Conser-

vation and Natural Resources (DCNR), and the Pennsylvania Department of Agriculture (PDA).

Various planning funding programs are also available at the federal level for implementing the urban and rural strategies. Sources include the US Department of Housing and Urban Development, the Federal Transit Administration, the US Department of Transportation, the US Department of Agriculture, the Environmental Protection Agency, and the National Park Service.

Specific state and federal funding programs are listed as resources in Appendix B, the Smart Growth Toolbox. This information will need to be updated on an ongoing basis to keep pace with changing funding programs.

Private, nonprofit funding sources include the Lancaster County Conservancy; and the Lancaster Farmland Trust. The Lancaster County Conservancy acquires open space and preserves natural lands for recreation and educational use. The Lancaster Farmland Trust preserves large farm tracts through purchase of development rights and easements.

Charitable foundations such as the William Penn Foundation, Heinz Foundation, and Chesapeake Bay Foundation are other sources of potential funding.

Alternative funding programs, particularly at the state and federal level, are very competitive. **LCPC can assist municipalities in their efforts to undertake resource development, recognizing that most municipalities can't afford to hire their own full-time grant writer. Some suggested ways to help municipalities with resource development include:**

- Incorporate workshops as part of the *Envision* Series to educate communities about the different program requirements, application processes, and what they can do to have a competitive advantage in terms of grants.
- Partner with the Lancaster County Foundation to encourage another local source of funding for municipal implementation activities and to encourage

technical assistance on grant writing for municipalities.

- Municipalities should be encouraged to pool/share revenues where possible to help leverage outside funding and to address common operating/maintenance expenses.
- Municipalities should be encouraged to pool resources where necessary to hire or contract with grant writing professionals.

The funding strategy outlined above will require a dedicated source of local funding from the County similar to the \$25 million bond issuance which the County recently agreed to fund.

Given that the Growth Management Element Implementation Plan will be pursued in 5-year increments, the issuance of a future bond(s) tied specifically to the Growth Management Element Update is needed to support the above funding strategy which can leverage additional needed funds to ensure full success of the Update.

6.3 Smart Growth Toolbox

The Smart Growth Toolbox presents a wide variety of policy, regulatory, and investment strategies that can be applied by municipalities, with LCPC support, to implement the goals and objectives of the Growth Management Element. The Toolbox organizes the tools according to the key issue areas identified in Section 1.3, tying them directly to the goals and objectives of the Urban Growth Area and Rural Strategies. The intent is that municipalities will choose those tools that are most relevant to their individual needs.

The toolbox is further organized by subcategories that address the level of responsibility associated with the various types of tools:

- **Planning / Policy:** Tools that involve municipal, County, and/or state initiatives or coordination with respect to tasks such as more detailed planning, grant opportunities, modifications to taxation systems, etc. in support of the

The Smart Growth Toolbox is available on www.co.lancaster.pa.us/planning.

goals and objectives of the Growth Management Element.

- **Regulatory:** Tools that are the direct responsibility of municipalities to adopt and enforce, such as zoning and design standards.
- **Capital Improvement:** Tools that involve direct municipal capital expenditures for acquisition of land or infrastructure improvements and may require supplemental funding from the County and/or other sources.

Appendix B presents the detailed toolbox, including the name and a brief description of each tool, “best practices” example(s) of communities that are achieving success with each tool, contact information for cited examples, and potential funding sources to develop the tools. It is intended not as a finished product, but rather as a “work in progress” that will continue to be developed as implementation of the Growth Management Element Update moves forward. For example, the best practices examples require further development to comprehensively address the list of tools.

The toolbox is presented in four tables. Tables B-1 and B-2 provide lists of Key Tools that will be most effective in implementing the specific goals and objectives of the Urban Growth Area and Rural Strategies, respectively. These tools are recommended for highest priority consideration by municipalities. Tables B-3 and B-4 identify supporting tools that will also be useful in implementing the goals and objectives of the Urban Growth Area and Rural Strategies and should be given secondary priority. Because there is often overlap in the application of certain strategies, some of the tools are listed more than once. Also, as previously mentioned, some of these tools are in current practice in Lancaster County. A key component of the implementation strategy is to conduct Smart Growth Audits to ensure that current municipal tools are consistent with the goals and objectives of the Growth Management Element.

Another crucial element of the implementation strategy is the development of a plan monitoring system. The toolbox is not meant to be a static mechanism, but one that can be regularly updated to maintain innovation and effectiveness. The Growth Management Element itself will require a regular monitoring process to track progress through performance measures (“Growth Management Indicators”) and periodic plan review. Section 6.4 outlines a recommended monitoring process.

6.4 Monitoring

The Lancaster County Community Indicators Project was initiated to establish specific community goals and a valid, reliable method to measure progress towards those goals. A similar and corroborative effort can be used to measure the progress toward achieving the goals and objectives of the Growth Management Element Update.

Community indicators, as applied toward the monitoring process in implementing the Growth Management Element, are numeric measures reflecting trends in growth and development, economic growth, resource preservation, and housing affordability. These indicators can be analyzed with respect to the goals and objectives to generally measure the success of the implementation program.

The proposed monitoring system is comprised of three parts.

- **Growth Tracking System:** The first part is refinement of the LCPC’s present Growth Tracking System to monitor 1) success in achieving the new Growth Targets and 2) the availability of Buildable Lands within Urban Growth Areas to meet projected demand.³
- **Population Targets:** The second part involves development of a set of recommended Population Targets that distributes projected 2030 population growth by Urban Growth

³ A market factor of two times the amount of land necessary to accommodate demand over the next five- and ten-year period is recommended in order to allow the market to operate free of constraints that would inflate housing prices and/or exert increased pressures for development in rural Lancaster County. This factor will be evaluated over the timeframe of this Update to determine its adequacy.

Areas and Rural Areas to be consistent with the Urban Growth Area Strategy of directing 85% of new residential development to Urban Growth Areas.

- **Growth Management Indicators:** The third consists of a list of indicators combining data from the Growth Tracking Report, Population Targets, and data modified from the Lancaster County Community Indicators Project into a set of Growth Management Indicators that can be used to measure broad progress in achieving the goals and objectives of the Growth Management Element.

6.4.1 Growth Tracking System

The County’s current Growth Monitoring system has been an effective mechanism for measuring growth and development trends in the County since 1994. As previously mentioned, this system is in need of enhancement to address specific directions set in this Update, including development in Reinvestment Areas as well as on Buildable Lands within Urban Growth Areas and more refined tracking of rural development. In addition, a monitoring system is required to ensure that sufficient Buildable Lands are available within Urban Growth Areas to meet projected demand. The following is a recommended outline for enhancements to the Growth Tracking System:

6.4.1.1 Monitoring System for Buildable Lands

1. Measure the rate at which Buildable Lands are being absorbed by all urbanizing uses (residential, employment, institutional, dedicated open space, multi-use centers, etc.) at least every five years.
2. Project demand for Buildable Lands for the next five- and ten-year period.
3. Compare availability (defined as fully serviced Buildable Lands without environmental restraints) with projected five- and ten-year demand. (Availability should be at least twice the demand to prevent market restraint.)
4. Establish a methodology for tracking redevelopment and reinvestment.

5. Track zoning in Growth Areas in order to determine consistency with density targets.
6. Report findings from the monitoring process to municipalities and the public. If availability is less than twice the demand, begin a process of increasing development capacity to accommodate the demand through an update to the County Growth Management Element. This process may include increasing the allowable density, identifying additional infill and redevelopment opportunities, expanding Urban Growth Areas or a combination of all three.
7. As a long term strategy, develop a system of real-time data that tracks growth and development as it occurs, such as the number of building permits issued. Other sources of data should be researched for real time employment tracking.
8. As a prelude to implementing the monitoring system, the County should work with municipal and multi-municipal governments to prepare build-out analyses of Buildable Lands. These analyses should incorporate Act 537 planning and programming to establish the basis for Buildable Lands over time. Municipalities should also prepare a build-out analysis of rural areas under current zoning on a case-by-case basis.

2.2.2.2 Refined Tracking System for Rural Development and Land Use

If the Growth Management Element is successfully implemented, there will be significantly less development (44%) that will need to be accommodated in rural Lancaster County. Nevertheless, 15% of residential units (and 34% of employment growth) will be located in rural Lancaster County. The following is a recommended outline for tracking development outside of Urban Growth Areas:

1. Track growth type (residential, commercial, industrial, intuitionial, farm related, etc.) in each type of rural designation - Resource-Based Designated Rural Areas (Designated Agricultural Areas, Designated Agricultural

with Natural Areas, Designated Natural Resource Areas) and Rural Centers (Village Growth Areas, Crossroads Communities, Rural Business Areas, and Rural Neighborhoods.

2. Track provision of public water and sewer to development in Rural Areas.
3. Tracking growth type in areas outside UGAs that are not designated Rural Areas
4. Tracking the establishment of Designated Rural Areas by municipalities.
5. Track development potential and density in Rural Areas. Large-lot residential or other forms of development not directly related to the rural economy or way of life should be prohibited in resource-based Designated Rural Areas. Residential development in Village Growth Areas should occur at an average density of 2.5 units per net acre.⁴

6.4.2 Population Targets

Section 2.5 characterizes the Probable Future for Lancaster County as a depiction of the pattern of future development if recent development trends continue through 2030. Continuation of the trend indicates that 76% of future residential development will occur inside Growth Areas, resulting in a more scattered, land-consumptive development pattern if no new planning, regulatory, or policy changes are enacted in the next several years.

After careful analysis as described in Chapter 4.0 (Urban Growth Area Strategy), a new target of 85% of new residential units in Urban Growth Areas is proposed to counteract this trend. To provide a picture of how the 85% target translates to a more tangible representation of growth, and to provide a general yardstick by which to measure progress toward the 85% goal, a set of Preliminary Population Targets will be calculated for each Urban Growth Area in the County on a regional or multi-municipal basis. Population Targets represent a recommended redistribution

⁴ The net density of 2.5 dwelling units per acre will accommodate approximately 35% of the projected housing growth outside Urban Growth Areas to 2030 on lands designated for residential uses in the 32 existing Village Growth Areas, assuming that sufficient infrastructure is in place and regulations are adjusted to achieve the new target density.

of the projected, countywide population growth from Rural Areas to Urban Growth Areas for the years 2010, 2020, and 2030. That is, the total projected population growth for Lancaster County as a whole will not change, but municipal population projections will be redistributed to areas where new growth should occur, (e.g., Urban Growth Areas), and from areas where new growth should be limited (e.g., municipalities containing extensive Designated Rural Areas).

6.4.3 Growth Management Indicators

The information provided in the Growth Tracking System and the Population Targets can be combined with additional data, including those currently used in the Lancaster Community Indicators project, to form a set of Growth Management Indicators. The purpose of these indicators is to measure progress toward the goals of the Growth Management Update according to the Urban Growth Area and Rural Strategy goals identified in Chapters 4.0 and 5.0, as follows:

6.4.3.1 Urban Growth Area Strategy

Goal: Direct more development into Designated Urban Growth Areas through reinvestment and new development that improves quality of life by respecting and reinforcing existing community forms and values.

1. Growth Management Indicators:

- Proximity to population target inside Growth Areas
- Total acres developed inside Growth Areas.
- Number of building permits issued inside Growth Areas.
- Average density of new residential development inside Growth Areas.
- Number of municipalities using consistent planning methods to implement Urban Growth Areas.

- Consistency between Act 537 Plans and Growth Areas.

2. Urban Revitalization Indicators:

- Vacancy rate for retail, office, and manufacturing space.
- Proximity to population target inside Core and General Reinvestment Areas

3. Housing Choice Indicators:

- Improve ratio of housing types (multi-family and single family)
- Increase affordability factor (reduction in cost burdened households)

4. Economic Stability Indicators:

- Change in per capita real estate tax capacity by type of municipality
- Change in per capita commercial/industrial real estate tax capacity by type of municipality
- Percentage of total assessed property value that is tax exempt
- Meet employment targets for Urban Growth Areas—including Reinvestment Areas--and Rural Growth Areas

6.4.3.2 Rural Strategy

Goal: Sustain a rural way of life by maintaining the integrity of agricultural, natural, and historic lands and resources and the viability of the rural economy.

1. Growth Management Indicators:

- Proximity to population target outside Growth Areas
- Total acres developed outside Growth Areas

- Number of building permits issued outside Growth Areas
 - Number of building permit issued inside Village Growth Areas
 - Average density of new residential development outside Growth Areas
 - Average density of new residential development inside Village Growth Areas
 - Number of municipalities using consistent planning methods to implement Designated Rural Areas
2. Farmland Preservation Indicators:
 - Total acres in agricultural use
 - Total acres of agricultural land preserved by permanent easement
 - Total acres converted out of agricultural use
 3. Agricultural Heritage Indicators
 - Total number of farms selling produce directly to the public at roadside stands and farmers markets
 4. Open Space Preservation Indicators
 - Total acres per capita of park land and open space available for public use
 - Total acres per capita of park land and open space permanently preserved
 5. Water Quality Indicators
 - Miles of County streams listed as "Impaired Waters"
 - Percentage of County streams maintaining "High Quality" and "Exceptional Value" designations
 - Number of municipalities that permit private on-lot wells and do not require regular testing

6.4.3.3 Urban and Rural Strategy Areas

The following indicators can be used to measure progress towards the goals of both the Urban Growth Area and rural strategies:

1. Transportation/Traffic Congestion Indicators
 - Average time spent in daily "commute" from home to work
 - Ratio of registered vehicles to public road mileage
 - Vehicle miles traveled
 - Date from the MPO's Congestion Management System
2. Alternative Forms of Transportation Indicators
 - Number of employers with van or car pool incentives or programs.
 - Number of persons commuting to work alone
 - Annual transit ridership
 - Number of persons walking or biking to work
3. Historic Preservation Indicators:
 - Percent of buildings identified as historic that are subject to review before modification or demolition
 - Percent of resources, including buildings and sites, considered historic according to criteria described in the Lancaster County Cultural Heritage Element
4. Economic Sustainability Indicators
 - Number of jobs by occupation and industry sector
 - Dollar value of production by industry sectors

5. Work-Force Development Indicators
 - Total number of adults 25 and over with some form of post-secondary education
6. Regional Cooperation Indicators
 - Number of community projects that involve two or more municipalities or agencies

In addition to these indicators, the Monitoring system should measure cooperation and Cross-Acceptance between municipalities and the Goals and Objectives of the Growth Management Update. Two methods of measuring Cross-Acceptance are to:

1. Monitor the tools adopted by municipalities from the Smart Growth Toolbox
2. Conduct regular Smart Growth Audits to measure consistency

This monitoring should occur approximately every five years. The five-year review period also coincides with how often the toolbox should be evaluated and updated for currency and effectiveness.

A good example to utilize for the Monitoring System is the Chester County Landscapes Progress Report⁵. As part of the comprehensive planning process, a progress report is published every year to measure success toward the goals and objectives of the plan. The report monitors indicators similar to those listed above from the Lancaster Community Indicators Project. The progress report also keeps track of municipal membership in the Vision Partnership Program and grant recipients, as well as the results of municipal consistency review reports. The report also reviews the status of the plan functional elements, County implementing projects, municipal activities supporting Landscapes, regional planning efforts, and planning efforts in surrounding counties. Although the Landscapes Progress Report is prepared annually, a progress report for the Lancaster County Growth Management Element may be more effective if published once every five years to provide time

⁵ http://dsf.chesco.org/planning/lib/planning/pdf/tech_report04.pdf

for the most tangible results. The results can be the basis for any needed changes to the Growth Management Element in the future to ensure Lancaster County remains on target in achieving and sustaining its Vision of a balanced community where urban and rural both thrive.

6.5 Conclusion

The long-term Vision of Lancaster County is at risk if the current trend of scattered, low-density development in rural areas and suburban-style development patterns in Urban Growth Areas continue over the next 25 years.

This Implementation Plan contains resources and tools to carry the long-term Vision of Lancaster County forward. The Implementation Plan identifies an Action Program, a set of Smart Growth tools to enable the municipalities and the County to effectively implement the Goals and Objectives of the Urban Growth Area and Rural Strategies, and a Monitoring System which will report on the success of implementation on a 5-year basis through the year 2030.

Full implementation of this Update is necessary if we are to preserve Lancaster County's treasured resources and enhance our quality of life while at the same time accommodating projected growth and growing the local economy.

In order to fully execute the Implementation Plan, the Growth Management Update Task Force under the auspices of the LCPC will need to reorganize itself in preparation for execution of the Update. Once this takes place, the Implementation Plan should proceed.

Appendix A

Glossary of Key Terms

A

Act 537 Official Sewage Facilities Plan is required for all municipalities by the Pennsylvania Sewage Facilities Act. Act 537 requires that all municipalities develop, revise, and implement Official Sewage Facility Plans. A fundamental part of this Act 537 Plan is the identification and documentation of the sewage disposal needs in a municipality. The purpose of this document is twofold: first, to provide methods that clearly identify and document existing wastewater disposal needs and second, to provide general guidance for summarizing and presenting the identified needs.

Affordable Housing is a housing accommodation that costs the household no more than 30 percent of household income.

Agricultural Security Areas are intended to promote more permanent and viable farming operations over the long term by strengthening the farming community's sense of security in land use and the right to farm. Agricultural security areas are created by local municipalities in cooperation with individual landowners who agree to collectively place at least 250 acres in an agricultural security area.

Agri-tainment is 'agri'culture plus enter'tainment.' Agri-tainment consists of entertainment attractions that provide additional sources of income to farmers. Today, the economic existence of many family farms is being threatened by the modern global agricultural economy. To offset the loss of traditional farm income; many farms are taking advantage of their unique nostalgic, rural and outdoor appeal by developing entertainment attractions. These options range from such strategies as U-pick-it or pick-your-own, petting zoos, hay rides children's play areas and children's discovery farms to destination mazes, school field trips and unique eating destinations. Agri-tainment is also referred to as agritourism (See below.)

Agritourism refers to tourism based on attracting visitors to farm operations. It is comprised of businesses such as crop and animal farms, U-pick operations, wineries, aquaculture and for-fee fishing operations, Christmas tree farms, herb farms and greenhouses, maple syrup and cheese producers, and farm stands.

B

Blue Ribbon Commission on Agriculture in Lancaster County was established by the Lancaster County Commissioners in 2005 to address the need to coordinate and formulate effective and innovative ways to keep agriculture in Lancaster County, which represents at least 11% of our economy. This commission was made up of a diverse group of leaders in the community representing various agricultural, academic and economic disciplines with diversity in education, culture and geography who sought innovative and successful ways to "*Keep Lancaster County Farming*." The commission held a series of listening sessions around the county to hear the ideas of county residents get input on opportunities to ensure sustainable agriculture in the county. The Blue Ribbon Commission for Agriculture in Lancaster County has identified the top recommendations which, when implemented, will increase the likelihood that Lancaster County will have a strong and viable Agricultural Industry for future generations.

Brownfields are real property, the expansion, re-development, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. (US EPA definition)

Blueway is a blueway is a network of canoeing and kayaking water trails (similar to a hiking trail for canoeists and kayakers). An ideal blueway includes an abundance of scenery and wildlife as well as easy access.

Buildable Lands are those areas within Urban Growth Areas which have not yet been converted to an urban pattern and are not constrained from such development by environmental conditions. There are approximately 31,000 acres of Buildable Lands in Lancaster County's Urban Growth Areas.

C

Concentrated Building Area: Presently undeveloped land within an Urban Growth Area that has the physical characteristics and available infrastructure to accommodate more intense development. Concentrated Building Areas are Buildable Lands that can accommodate more intense development patterns due to the availability of the following infrastructure:

- **Utilities:** Located within water and sewer service areas
- **Access:** Has ready vehicular access to the upper level transportation network and potential public transit service

Concentrated Building Areas can accommodate high-density residential zoning by right, Mixed-Use Centers or a combination of both.

Capital Improvements are permanent additions to a community's physical assets including structures, infrastructure (sewer and water lines, streets), and other facilities such as parks and playgrounds. The cost of land acquisition, design, construction, renovation, demolition, and equipment are all included when calculating capital expenditures.

Capital Improvements Planning: A multi-year (usually for five years) scheduling of public physical improvements, based on studies of available fiscal resources. Capital Improvements Planning involves direct municipal capital expenditures for acquisition of land or infrastructure improvements. Capital Improvements planning deals with the purchase or construction, major repair, reconstruction or replacement of capital items such as: buildings, utility systems, roadways, bridges, parks, landfills, and heavy equipment which are of high cost and have a useful life of several years.

Central Lancaster Region includes the municipalities that comprise the Central Lancaster Urban Growth Area: Lancaster City, Lancaster Township, East Lampeter Township, East Hempfield Township, West Hempfield Township, Manor Township, Manheim Township, Millersville Borough, Mountville Borough, East Petersburg Borough, Pequea Township, and West Lampeter Township.

Cluster and Small Community Systems are two types of wastewater systems that could be appropriate for rural settlements. Serving fewer than fifty residential properties, cluster systems can be owned and managed by homeowners association, owned by homeowners but managed by the municipality, or owned and managed by the municipality. Usually, an agreement is reached with the local government to assist in the management at a minimum. Small community systems serve fifty to several thousand residences and should be owned and operated by the municipality. A variety of alternative collection, treatment, and disposal methods are permitted by PA DEP, have been used in other rural Pennsylvania communities, and can be considered on a case-by-case basis to serve settlements in rural Lancaster County.

Community Indicators, as applied toward the monitoring process in implementing the Growth Management Element, are numeric measures reflecting trends in growth and development, economic growth, resource preservation, and housing affordability. These indicators can be analyzed with respect to the goals and objectives to generally measure the success of the implementation program.

Community Supported Agriculture consists of a community of individuals who become "share-holders" of the farm or garden. These share holders pledge in advance to cover the anticipated costs of the farm operation and farmer's salary. In return, they receive shares in the farm's bounty throughout the growing season, as well as satisfaction gained from reconnecting to the land and participating directly in food production. Members also share in the risks of farming, including poor harvests due to unfavorable weather or pests. By direct sales to community members, who have provided the farmer with working capital in advance, growers receive better prices for their crops, gain some financial security, and are relieved of much of the burden of marketing.

Community Wastewater System is any system, whether publicly or privately owned, for the collection of sewage or industrial wastes of a liquid nature from two or more lots, and the treatment and/or disposal of the sewage or industrial waste on one or more of the lots or at any other site.

Comprehensive Plan is a land use and growth management plan prepared by a municipal planning commission and adopted by the governing body which establishes broad goals and criteria for municipality to use in preparation of its land use regulations.

Concentrated Animal Feeding Operation (CAFO) is an animal feeding operation that also has more than 1,000 animal units, between 301 and 1,000 animal units and that may or does discharge (to a surface water of the United States by one of the methods covered by federal regulations or has been designated a CAFO by the United States Environmental Protection Agency (USEPA) on a case-by-case basis after inspection by USEPA.

Conditional Use is a use permitted in a particular zoning district pursuant to the provisions in Article VI of the Pennsylvania Municipalities Planning Code.

Consistency Review is an internal review process to ensure the consistency of Comprehensive Plan elements and other County plans, projects, and funding programs with the Growth Management Element.

Crossroads Community: A compact gathering of generally 20 to 50 dwellings with a distinct identity in a rural area, typically at a crossroads. A Crossroads Community often has a central gathering place, and may have a few supporting commercial or public uses. Where appropriate these communities may be the focus for a limited amount of development as an alternative to rural sprawl. Only development that is compatible with the traditional character and small scale of these communities, and which is feasible to support with rural infrastructure, should be permitted in these centers. The locations of Crossroads Communities identified in the 1997 Growth Management Element Update are shown on the Growth Management Framework Map.

Cultural Heritage Resources include buildings, structures, objects, sites, districts, settlements, landscapes, historic cemeteries, historic roads, rural roads, cultural traditions, and archaeological resources.

D

Density: refers to the number of housing units allocated per unit of land.

Gross Density refers to the average number of housing units allocated per gross unit of land (i.e. the total area within the deeded property lines of the development site without exception and inclusive of streets, rights-of-way, etc.).

Net Density is determined by dividing the aggregate number of residential units within property lines by the total number of acres within the same property lines. Because the land area measured is within residential property lines, all other lands such as streets, common open spaces, and utility rights-of-way are excluded from the acreage calculation.

Designated Growth Area is a region described in a municipal or multi-municipal plan that has the following characteristics:

- It is appropriate for future development and includes Lancaster City, a borough, or village as a core.
- Residential, mixed use, commercial, industrial, and institutional development is permitted or planned for.
- Public infrastructure services are provided or planned for with sufficient capacity to carry the intended density and intensity of development.

Two types of Designated Growth Areas have been established to date in Lancaster County: Urban Growth Areas and Village Growth Areas. The Urban Growth Area Strategy focuses on Urban Growth Areas (Village Growth Areas and several other types of Rural Centers are addressed by the Rural Strategy).

Designated Rural Areas are areas within which rural resources, rural character, and a rural way-of-life are to be sustained. Three types of Rural Area designations are proposed for Lancaster County: Agricultural Areas, Agricultural with Natural Areas, and Natural Areas.

Designated Agricultural Area: Land containing the greatest intensity of agricultural resources and uses within Lancaster County, which should be managed to preserve productive farmland, promote a healthy agricultural industry, and maintain scenic and historic rural landscapes.

Designated Agricultural with Natural Area: Land containing agricultural resources and uses mixed with a significant proportion of environmentally sensitive resources, which should be managed to preserve productive farmland, promote a healthy agricultural industry, maintain scenic and historic rural landscapes, and protect natural resources.

Designated Natural Area: Land with high scenic, recreational, and natural resource value, and land with environmental constraints such as steep slopes, wetlands, floodplains, etc., which should be managed to protect natural resources.

Developed Lands are those sections of Urban Growth Areas that have previously been built in an urban or suburban pattern. These lands include Lancaster City, the boroughs, and built patterns, both older and more recently constructed, within the townships.

Developments of Regional Impact (DRIs) are an important concept that should be used in implementing multi-municipal plans. In 2000 Pennsylvania amended the Municipalities Planning Code (MPC) to enable municipalities to regulate “development of regional significance and impact,” defined as follows: any land development that, because of its character, magnitude, or location will have substantial effect upon the health, safety, or welfare of citizens in more than one municipality.

Dwelling Unit (See Housing Unit)

E

Effective Agricultural Zoning defines a minimum lot size viable for agricultural use, coupled with prohibitions on subdivisions and other development not related to agriculture.

Environmentally Sensitive Resources include steep slopes, stream corridors, floodplains, wetlands, and hydric soils.

Exceptional Value Waters are surface waters of high quality which satisfy Chapter 93.4b (b) of the PA Code (relating to anti-degradation).

F

Floor Area Ratio (FAR) is a method of measuring the intensity of development for non-residential purposes. The FAR is determined by dividing the total floor area of a building by the total net area of the site on which it is located.

Functional Elements of the Lancaster County Comprehensive Plan focus on specific planning topics and include Cultural Heritage, Housing, Transportation, Water Resources, Regional Open Space, and Strategic Tourism Development Elements

G

General Building Area: Presently undeveloped land within an Urban Growth Area that has less available infrastructure (water, sewer, transportation access) than Concentrated Building Areas and thus may not be appropriate for the highest intensity uses.

Greyfields are aging strip malls and shopping centers.

Greenway: A continuous corridor of open (green) space that is preserved and not developed (except for construction of walking/biking paths or utilities). Greenways are usually connected in a network of open space that links different activities and uses, offering benefits such as recreation, bicycle/pedestrian movement, and natural resource preservation.

Growth Management Framework Map provides a generalized representation of the Countywide Vision as expressed in the key spatial concepts described in Chapters 4.0 (Urban Growth Area Strategy) and 5.0 (Rural Strategy), respectively. This map is intended for use as a guide in more detailed planning and implementation efforts.

Growth Management Policy Framework defines the desired future of the County and policies to achieve it as established under Revisions, the Policy Element of the County's Comprehensive Plan.

Growth Targets for new development in Urban Growth Areas are identified in this Update. These targets have been expanded to address employment uses and Reinvestment Areas. They are intended as countywide targets for growth management and tracking purposes; actual buildout at the local level is expected to vary based upon conditions within individual Urban Growth Areas.

Growth Management Indicators can be used to measure broad progress in achieving the goals and objectives of the Growth Management Element. These indicators rely on data from the Growth Tracking Report, Population Targets, and the Lancaster County Community Indicators Project.

H

High Quality Waters are surface waters having quality which exceeds levels necessary to support propagation of fish, shellfish, and wildlife and recreation in and on the water by satisfying Chapter 93.4b(a) of the PA Code.

Historic Resources include villages and cross-roads communities, rural landscapes, buildings, and cultural traditions.

Housing Unit is a residential property. It can be either a single-family owned or rented unit or a multi-family unit that is owned or rented such as a condominium or apartment, respectively.

Housing types consist of single-family detached, semi-detached/townhomes, and multi-family units.

I

Infrastructure is the basic facilities and equipment necessary for the effective functioning of a community, such as the means of providing water service, sewage disposal, electric and gas connections, and the street network. Transportation, water supply, and wastewater disposal are key infrastructure systems.

Intensity: The degree to which land is used, generally measured by a ratio of the type of land use to the amount of land devoted to that use.

K

Key Focus Areas are priorities identified by the public and incorporated into Revisions, the Policy Element of the Lancaster County Comprehensive Plan. The six Key Focus Areas are:

1. Protecting and preserving our natural and cultural heritage
2. Revitalizing our urban communities
3. Developing livable communities
4. Creating a sustainable economy
5. Celebrating, investing in, and mobilizing the talents of our human resources
6. Promoting strong leadership, awareness, responsibility, and involvement in community issues

L

LancasterProsperis is a strategic plan for countywide economic development completed by the Economic Development Company (EDC) of Lancaster County and the EDC Finance Corporation in 2003. The plan has the following purposes: to identify the critical challenges threatening Lancaster County's prosperity, to develop a new economic vision for Lancaster, and to create a countywide economic development strategy to serve as a roadmap for the region's future.

M

Mixed-Use: Refers to development projects or zoning classifications that provide for more than one use or purpose within a shared building or development area. Mixed-use allows the integration of commercial, retail, office, medium to high-density housing, and in some cases light industrial uses. These uses can be integrated either horizontally or vertically in a single building or structure.

Mixed-Use Center is a concentrated area of development within an Urban Growth Area that has a designated primary use indicating the purpose of the center while permitting and encouraging a range of other complementary uses. It has a limited and bounded area of high intensity relative to the surrounding lands. Mixed-Use Centers include, but are not limited to, Housing Mixed-Use Centers, Employment Mixed-Use Centers, and Retail Mixed-Use Centers.

- **Retail Mixed-Use Center** is intended to prevent a pattern of continuous roadside retail by concentrating general retail activity in designated centers. The primary use in Retail Mixed-Use Centers is General Retail. The secondary uses are residential, transient residential, employment, parking (including structured parking), and open space. The minimum intensity of development for Retail Mixed Use Centers should be a square footage of general retail that is equal to 75% of total building coverage (not including structured parking)
- **Housing Mixed-Use Center** will have residential as its primary use and local retail, institutions, employment, and open space as secondary uses. The minimum spatial requirements are the 50% of the land area be devoted to residential use and 10% of the land area be devoted to open space. The minimum intensity of residential development should be: 15 Dwelling Units (DU)/Acre.

- **Employment Mixed-Use Center** will have employment as its primary use and residential, transient residential, food service, retail and services supporting the primary use, institutional, parking, (including structured parking), and open space as secondary uses. The minimum intensity of non-residential development should be a Net Floor Area Ratio (FAR) for primary uses (not including structured parking):— 1.0

Multi-Municipal Plan is a plan developed and adopted by any number of contiguous municipalities, including a joint municipal plan as authorized by the Pennsylvania Municipalities Planning Code, except that all of the municipalities participating in the plan need not be contiguous if all of them are within the same school district.

N

Natural Area is land with high scenic, recreational, and natural resource value and land unsuitable for development due to environmental constraints such as steep slopes, wetlands, floodplain, etc. Natural Areas should be permanently protected and incorporated into an open space/greenway network that extends inside and outside of Urban Growth Areas.

Natural Gems are high priority preservation areas of Lancaster County identified by the Lancaster County Conservancy based upon GIS analysis of seven environmental attributes: water bodies, wetland, forestland, grassland, geologic features, plants, animals, and adjacency to other preserved tracts.

Net Acre is the amount of actual acreage that may be used for building lots after installation of streets and infrastructure.

O

On-Lot Disposal System is a system of piping, tanks or other facilities serving a single lot and collecting and disposing of sewage in whole or in part into the soil.

On-Lot Disposal System Ordinances protect public health from diseases, prevent future sewage treatment problems, and protect the quality of surface water and groundwater that can result from malfunctioning on-lot treatment systems.

P

Pennsylvania Municipalities Planning Code (MPC) empowers cities of the second class A, and third class, boroughs, incorporated towns, townships of the first and second classes including those within a county of the second class and counties of the second class through eighth classes, individually or jointly, to plan and govern their development.

Population Targets represent a recommended redistribution of the projected, countywide population growth from Rural Areas to Urban Growth Areas for the years 2010, 2020, and 2030. That is, the total projected population growth for Lancaster County as a whole was not changed, but municipal population projections were redistributed to areas where new growth should occur, (e.g., Urban Growth Areas), and from areas where new growth should be limited (e.g., municipalities containing extensive Designated Rural Areas). The outcome of these calculations was translation of the municipal population projections to new preliminary targets that result in 85% of the countywide population increase and new housing units occurring in Urban Growth Areas.

Prime Farmland is agricultural land that contains soils of the first, second or third class as defined by the United States Department of Agriculture Natural Resource and Conservation Service's county soil survey.

Probable Future is a depiction of the pattern of future development in Lancaster County if the 1994-2002 land development patterns were to continue through 2030. It is presented in terms of the acreage needed (land demand) inside and outside growth areas to accommodate projected new housing units, commercial and industrial employment, and other (institutional/public) uses if the expected growth were to be accommodated in the same physical patterns as occurred from 1994 to 2002.

Public Infrastructure Services include sanitary sewers and facilitates for the collection and treatment of sewage, water lines and facilitates for the pumping and treating of water, parks and open space, streets and sidewalks, public transportation and other services that may be appropriated within a growth area, but shall exclude fire protection and emergency medical services and any other service required to protect the health and safety of residents.

Purchase of Development Rights (PDR) is a voluntary program typically used by governmental jurisdictions to maintain land in agricultural or conservation uses by compensating private landowners for the value of the development rights on the property. PDRs allow properties to remain in private ownership without being developed in the future.

R

Redevelopment: Refers to public and/or private investment made to re-create the fabric of an area, replacing old buildings or structures with new ones. Redevelopment can help to meet market needs for residential and/or commercial development in older parts of the Town, but needs to be carefully managed.

Reinvestment means building within Developed Areas by recycling abandoned or underutilized properties, by converting existing buildings to new uses (e.g., factories to lofts), by revitalizing older areas (e.g., traditional shopping districts), and by developing infill properties. Developed Areas include two types of Reinvestment Areas, Core Reinvestment Areas and General Reinvestment Areas, which are defined as follows.

- **Core Reinvestment Areas** include Lancaster City and the boroughs. They are the focus of a Reinvestment Strategy directed toward sustaining the quality of life in older communities by maintaining sound neighborhoods, viable local retail centers, expanded employment opportunities, sound institutions, and public places, all supported by a growing tax base.

- **General Reinvestment Areas** are Developed Areas within Urban Growth Areas that are located outside the Core Reinvestment Areas. General Reinvestment Areas can also participate in the benefits of the Reinvestment Strategy. However, many of the more recent developments fall into this land category. Therefore, the capacity for reinvestment in terms of abandoned and underutilized properties or properties available for conversion is not as high as in the Core Reinvestment Areas.

ReVisions is the adopted Policy Element of the Lancaster County Comprehensive Plan.

Right-to-Farm Law provides a defense to nuisance actions if: the agricultural operation has been operating lawfully without a complaint for one year or more prior to the time when the operation is claimed to be a nuisance; or the agricultural operation has adopted and is operating in compliance with an approved nutrient management plan. The policy behind the Right to Farm Law is to reduce the loss of agricultural resources by limiting the circumstances under which agricultural operations may be the subject of nuisance suits and ordinances. The RTF Law helps to protect farmers from newcomers who want to challenge the way farmers have operated. The RTF Law provides farm families with a sense of security that farming is a valued and accepted activity in their communities.

Riparian Buffers are strips of grass, shrubs, and/or trees along the banks of rivers and streams filter polluted runoff and provide a transition zone between water and human land use. Buffers are also complex ecosystems that provide habitat and improve the stream communities they shelter. Riparian buffers help catch and filter out sediment and debris from surface runoff. Depending upon the width and complexity of the buffer, 50–100% of the sediments and the nutrients attached to them can settle out and be absorbed as buffer plants slow sediment-laden runoff waters. Wider, forested buffers are even more effective than narrow, grassy buffers.

Rural Business Areas are existing developed areas with undeveloped lots or the potential to expand or add uses where additional development could be accommodated rather than sprawled throughout the rural areas. A Rural Business Center would be established through infill and, as appropriate, limited expansion of the existing use(s). Examples include clusters of industrial, commercial, employment, or service uses; concentrations of recreational or tourist uses; and mixes of these uses.

Rural Neighborhoods are areas of existing residential development or subdivisions with undeveloped lots or adjacent land that would be appropriate to accommodate a portion of a township's future land use needs. The purpose of Rural Neighborhoods is to focus future residential development in areas where it already exists, on land that is currently subdivided, or on land adjacent to or between existing subdivisions. Rural Neighborhoods should be limited in scope and developed in a compact pattern with a defined edge.

Rural Neighborhoods are not intended to attract growth, but to accommodate growth that would otherwise occur as rural sprawl in a compact area. Rural Neighborhoods will be designated and land use targets set on a case-by-case basis through municipal and multi-municipal planning processes.

Rural Centers are a new concept for managing growth in rural Lancaster County introduced in this 2005 Growth Management Element Update. Rural Centers are areas of existing development to which new development not directly related to the rural economy and rural way-of-life is to be directed that otherwise would occur as scattered sprawl in Designated Rural Areas. Four types of Rural Center are proposed: Village Growth Areas as presently designated through municipal and multi-municipal planning processes and three new types to be identified on a case-by-case basis by municipal officials – Crossroads Communities, Rural Business Areas, and Rural Neighborhoods. Rural Centers are not intended to stimulate growth in rural areas, but rather to “capture” development that would otherwise occur as “rural sprawl.”

Rural Economy refers to the economic/business activities supported by Lancaster County's rural areas. The predominant uses relate to rural land, including agriculture; other resource-based economic activities such as timbering, mining, and hydroelectric power generation; and outdoor recreation and tourism based upon natural, scenic, historic, and cultural resources, rural enterprises such as light manufacturing, and local retail uses catering to the needs of rural residents. The agricultural industry is the sector most important to the Rural Strategy because of its physical extent (approximately 63% of the land in the County is in agricultural use), significance in the overall economy (it represents approximately 11% of output from all economic sectors in the County), and because of the value placed on farmland preservation by the citizens of Lancaster County. It includes both farming and the farm-support businesses and related infrastructure that are necessary to maintain a viable agricultural base.

Rural Enterprises are light manufacturing facilities which are located both on and off farms in rural parts of the County.

Rural Residential Zoning provides for development of residential units on a minimum lot size of one acre up to a maximum of 10 acres, which has been generally recognized as the minimum farm size.

Rural Resource-Based Tourism focuses on are large rural and natural landscapes, generally outside of established Urban Growth Areas. Preservation of the natural, cultural, and historic resources of these areas is paramount. The towns and villages within these designated landscapes could serve as gateways for interpretation and provide limited visitor services and facilities. The types of attractions and services most appropriate for these sensitive landscapes include agri- and eco-tourism based opportunities included but not limited to B&B's, country inns, farm stays, farm markets and roadside stands, wineries, outfitter services, campgrounds, scenic roads, and bicycle routes

Rural Strategy places a new emphasis on sustaining the connection of Lancastrians to rural land and resources through implementation of a comprehensive strategy at the countywide and municipal levels. The purpose of the Rural Strategy is to maintain for future generations the resources and traditional ties to the land that define Lancaster County's rural character.

S

Service Area is a designated area where public sewer or water services are currently provided or planned for the future and outside of which such public infrastructure services will not be planned for or provided.

Service Delivery Facilities are physical sites from which County, State, and Federal public and social services are provided to residents of Lancaster County, or which serve as a home-base of operations for services which are provided in the field by County, State and Federal employees.

Sense of Place is the sum of attributes of a locality, neighborhood, or property that give it a unique and distinctive character.

Smart Growth Smart Growth sustains the local economy, enhances the character, vitality, and livability of the community, maintains or improves the quality of the environment. In Lancaster County, Smart Growth is growth that enhances our quality of life, is based on a solid growth management strategy, and is defined according to six Key Focus Areas.

Smart Growth Audit is a process to evaluate the consistency of local and regional comprehensive plans, Act 537 plans, ordinances, etc. with the Growth Management Element of the Lancaster County Comprehensive Plan.

Smart Growth Toolbox describes the most innovative and effective policy, regulatory, and capital investment tools available to municipalities and the County. The Smart Growth Toolbox initiated in this Update will be developed into a web-based application for ease of use by municipalities. The toolbox will include web links to resources such as the Pennsylvania Departments of Environmental Protection (DEP) Transportation (PennDOT), Community and Economic Development (DCED), etc.

Special Exception a use permitted in a particular zoning district pursuant to the provisions of Articles VI and IX of the Pennsylvania Municipalities Planning Code.

Specific Plan is a detailed plan for nonresidential development of an area covered by a municipal or multi-municipal comprehensive plan, which when approved and adopted by the participating municipalities through ordinances and agreements supersedes all other applications.

Steep Slopes range from 15 to 35% and above. Steep slopes pose significant constraints for both agriculture and urban development. Much of Lancaster County's forested land coincides with steep slope areas.

T

Traditional Neighborhood Development is an area of land developed for a compatible mixture of residential units for various income levels and nonresidential commercial and workplace uses, including some structures that provide for a mix of uses within the same building. Residences, shops, offices, workplaces, public buildings, and parks are interwoven within the neighborhood so that all are within relatively close proximity to each other. Traditional neighborhood development is relatively compact, limited in size and oriented toward pedestrian activity. It has an identifiable center and a discernible edge. The center of the neighborhood is in the form of a public park, commons, plaza, square or prominent intersection of two or more major streets. Generally, there is a hierarchy of streets laid out in a rectilinear or grid pattern of interconnecting

streets and blocks that provides multiple routes from origins to destinations and are appropriately designed to serve the needs of pedestrians and vehicles equally.

Transfer of Development Rights (TDR) is a regulatory technique designed to protect sensitive land areas by allowing the development rights on properties in such areas ("sending zones") to be transferred to properties in designated "receiving zones," which are allowed to be developed at a higher density than otherwise would be permitted by the underlying zoning.

Transportation Improvement Program (TIP) is one of the products that the federal legislation requires a Metropolitan Planning Organization to prepare at least every two years. The purpose of the TIP is to list transportation projects for which federal funding will be sought over a three-year period. The TIP should reflect the region's priorities, represent a consensus among state and regional officials, show a direct relationship to the regional transportation plan, be financially constrained, and conform with federal air quality regulations as they relate to transportation.

Treasured Resources are the natural, architectural, cultural, and historic resources which help to define Lancaster County's rich heritage. Specific examples include the traditional architecture, historic properties, and historic districts designated in some of the older communities which contribute to the strong sense of place. As a pattern of denser development occurs in the Urban Growth Areas not only must these treasured places be preserved within the changing form but new ones with a distinctive sense of place should be created. For example, a wooded area set aside as open space may be even more treasured in an emerging environment, where it affords a rare and precious contrast with its new urban surroundings. Similarly, historic buildings can be integrated into contemporary development patterns through adaptive reuse.

U

Urban Growth Area: An area that is designated as appropriate for future development and includes a city or borough at its center, developed portions of townships, and enough development capacity to meet future land use needs over a 25-year period without constraining the development market. Development in Urban Growth Areas should be provided with a full range of public infrastructure and services, including both public sewer and public water service. Residential development in Urban Growth Areas should occur at an average net density of 7.5 dwellings per acre and non-residential development should occur at intensities which maximize the use of land and infrastructure. Urban Growth Areas are given official standing by their incorporation on Future Land Use Maps and through adoption in County and local comprehensive plans.

Urban Growth Area Strategy focuses on directing more development into designated Urban Growth Areas through reinvestment and new development that improves the quality of life by respecting and reinforcing existing community forms and values. The objectives of the Urban Strategy are to

1. Make currently designated Urban Growth Areas sufficient to accommodate projected growth to 2030 by increasing the density and intensity of development to meet the new targets set in this Update.
2. Encourage development patterns in Urban Growth Areas that are compatible with existing character, promote livable communities, and focus on Mixed-Use Centers as defined in the Urban Growth Area Strategy.
3. Promote Reinvestment that complements the existing physical and social fabric in Developed Areas within Growth Areas.
4. Provide for housing choice and affordability through a variety of smart growth planning tools and techniques.

Urban Pattern of Development is based on a grid network of blocks having interconnected streets with buildings fronting on the streets, sidewalks, and in some cases on-street parking and vehicular access from rear alleys. The urban pattern encourages walking and provides convenient pedestrian linkages and access to adjacent neighborhoods and business centers.

V

Village Growth Area is an area that is designated as appropriate for future development and includes a traditional village core, adjacent developed portions of a township, and additional land to absorb a portion of a township's future land use needs over a 25-year period while maintaining village scale, character, and a defined edge. Development in Village Growth Areas should be provided with public sewer and/or public water service where appropriate and feasible. The target net density for residential development in Village Growth Areas is 2.5 units/ acre, on average. Non-residential development should occur at intensities which are compatible with the character of the Village. Both residential and non-residential development should be designed to be compatible with and complement the traditional, pedestrian-friendly character of the village through features such as grid street patterns, sidewalks, buildings pulled to the street with parking behind, and compatible architectural scale and mass.

The Growth Management Framework Map illustrates Village Growth Areas that are presently designated by Lancaster County municipalities. It also indicates the locations of villages identified in the 1997 Growth Management Element Update that have not been designated as Village Growth Areas. These villages should be considered for Village Growth Area designation in municipal and multi-municipal planning processes.

W

Wellhead Protection is a pollution prevention and management program used to protect underground based sources of drinking water.

Z

Zoning: Regulatory mechanism through which a municipality regulates the location, size, and use of properties and buildings. Zoning regulations are intended to promote the health, safety and general welfare of the community, and to lessen congestion, prevent overcrowding, avoid undue concentration of population, and facilitate the adequate provision of transportation, water, sewage, schools, parks, and other public services.

Appendix B

Table B-1: Urban Growth Area Strategy – Key Tools				
Goal: Direct more development into designated Urban Growth Areas through reinvestment and new development that improves quality of life by respecting and reinforcing existing community forms and values.				
Objective 1: Make currently designated Urban Growth Areas sufficient to accommodate projected growth to 2030 by increasing the density and intensity of development.				
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
1-1. Act 537 Planning	Requires municipalities to maintain current (updated approximately every five to ten years) wastewater facilities plans - indicating when and where public wastewater facilities and private on-lot systems will be provided.	<ul style="list-style-type: none"> Regional Act 537 Plan for Donegal Region Georgetown, Bart Township Lancaster Area Sewer Authority 537 Plans 	<ul style="list-style-type: none"> DEP - Act 537, Sewage Facilities Planning Grants http://www.dep.state.pa.us DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 	
1-2. Build-Out Analysis	Process by which a community tests out its existing regulations to analyze its possible future when all land, both vacant and redevelopable, is developed to the maximum extent allowed under law.	<ul style="list-style-type: none"> Warwick Township Build -out Analysis 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 	
1-3. Capital Improvement Program	A multi-year plan adopted by a municipality that schedules all planned expenditures on infrastructure and other capital improvements, including possible financing options.	<ul style="list-style-type: none"> Ephrata Borough; Manheim Borough; Upper Leacock Twp; Warwick Twp 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Community Revitalization Program (CRP) http://www.newpa.com/programFinder.aspx?typeID=2 	

Table B-1: Urban Growth Area Strategy – Key Tools

1-4. Comprehensive Planning	A decision-making tool for officials and citizens in guiding future growth and development on a long range (20-30 years) planning horizon. The comprehensive plan includes a plan for land use, housing, transportation, economic development, natural and cultural resources, etc. Community visioning is an essential element of comprehensive planning.	<ul style="list-style-type: none"> Ephrata Borough Comprehensive Plan 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
1-5. Multi-Municipal Planning	A plan developed and adopted by any number of contiguous municipalities, including a joint municipal plan as authorized by the MPC, except that all of the municipalities participating in the plan need not be contiguous, if all of them are within the same school district.	<ul style="list-style-type: none"> Conestoga Valley Regional Plan Octoraro Regional Plan Lititz-Warwick Joint Strategic Comprehensive Plan Strategic Comprehensive Plan for the Cocalio Region Strasburg Regional Comprehensive Plan 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Shared Municipal Services Program (SMSPP) http://www.newpa.com/programFinder.aspx?typeID=2

Table B-1: Urban Growth Area Strategy – Key Tools				
1-6. Official Map	Official document adopted by a municipality that maps existing and proposed streets, pedestrian easements, open space and other public lands or easements. The adopted map officially reserves the land for future public purpose.	<ul style="list-style-type: none"> Strasburg Borough Official Map (2002) East Cocalico Township Official Map 	<ul style="list-style-type: none"> Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/view.asp?a=3&q=268796#Table DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 	
1-7. Urban Growth Areas	Land within Urban Growth Areas is targeted to absorb 85% of all residential development and 66% of all employment in the County. Residential densities of at least 7.5 units per net acre are targeted for Urban Growth Areas and 2.5 units per net acre for Village Growth Areas. Growth Areas are also targeted for planned infrastructure (roads, water, and sewer) improvements to guide growth into these areas.	See Table 4-1. Adopted Urban Growth Areas		
Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources	
1-8. Incentive Zoning	Developers are encouraged to develop smart growth projects, including infill development, adaptive reuse, mixed use, and	<ul style="list-style-type: none"> Mount Joy Borough 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 	

Table B-1: Urban Growth Area Strategy – Key Tools

	providing a percentage of affordable housing through incentives such as density bonuses, relaxation of parking and other development standards, fee waivers, etc.		<ul style="list-style-type: none"> • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
1-9. Increased Height Limits	Zoning regulations that allow for higher building heights to increase density and encourage growth in reinvestment areas.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
1-10. Innovative / Flexible Zoning			
<ul style="list-style-type: none"> • Conservation Development 	Allows subdivision of smaller lot sizes than typically allowed with a minimum open space requirement (usually 50%) and protection of natural resources.	<ul style="list-style-type: none"> • West Cocalico Township 	

Table B-1: Urban Growth Area Strategy – Key Tools

<ul style="list-style-type: none"> • Better Site Design (BSD) 	<p>A package of environmentally-sensitive development techniques that can help reduce the environmental impacts of new commercial and residential developments. The 22 model development principles that make up BSD are the product of the Center for Watershed Protection's 1997 National Site Planning Roundtable.</p>	<ul style="list-style-type: none"> • East Hempfield Township • West Hempfield Township • Manor Township • Lancaster County Planning Commission • Building Industry Association of Lancaster County • Ephrata Borough Retail Overlay District • Louisville-Jefferson County, KY 	<ul style="list-style-type: none"> ▪ Builders for the Bay http://www.buildersforthebay.net
<ul style="list-style-type: none"> • Form Based Development Codes 	<p>Codes that limit regulation to building type rather than use. Emphasis is placed on design compatibility standards to reflect neighborhood scale, parking standards, and pedestrian accessibility.</p>	<ul style="list-style-type: none"> • City of Lancaster – Flexible Residential Development Option • East Cocalico Township Village Overlay Zone • Rapho Township Village Overlay Zone 	
<ul style="list-style-type: none"> • Planned Residential Development (PRD) 	<p>Zoning tool that allows developers greater flexibility by removing many conventional zoning restrictions, encouraging large-scale developments that incorporate a variety of land uses and provide a full range of residential types to serve the residents of the districts.</p>		

Table B-1: Urban Growth Area Strategy – Key Tools

<ul style="list-style-type: none"> Traditional Neighborhood Development 	<p>Type of development regulations that allow for compact neighborhoods with interconnected streets, small setbacks, sidewalks, and a central mixed-use core of community facilities.</p>	<ul style="list-style-type: none"> West Lampeter Neighborhood Design Ordinance Warwick Township village Overlay Zone Manor Township Planned Residential Development Ordinance 	<ul style="list-style-type: none"> PennDOT – Transportation Enhancements Program ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm FTA - Transit Planning and Research http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_valu es=20.514 DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
<ul style="list-style-type: none"> Transit Oriented Development 	<p>Similar development pattern to Traditional Neighborhood Development, with development concentrated within ½ mile of a transit node.</p>	<ul style="list-style-type: none"> Elizabethtown Borough Mount Joy Borough 	
1-11, Mini-Max Zoning	<p>Sets minimum as well as maximum density requirements.</p>		

Table B-1: Urban Growth Area Strategy – Key Tools			
1-12. Mixed-Use Zoning	Allows a mix of residential, commercial, and employment uses in close proximity, allowing more convenient access to services and promoting walkability.	<ul style="list-style-type: none"> City of Lancaster – Mixed-Use District 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
1-13. Specific Plans	A detailed plan for nonresidential development of an area covered by a municipal, multi-municipal, or county comprehensive plan, which when approved and adopted by the participating municipalities through ordinances and agreements supersedes all other applications.		
1-14. Transfer of Development Rights	Zoning tool that directs growth to preferred locations (UGA's) through the sale and purchase of development rights. Development rights are established for a given piece of land and can be separated from the title of that property. These rights can then be transferred to from a Resource-Based Rural Area to a UGA or between locations within a UGA.	<ul style="list-style-type: none"> Manheim Township; Warwick Township; West Hempfield Township 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2

Table B-1: Urban Growth Area Strategy – Key Tools

Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
1-15. Strategic Infrastructure Improvements	Promotes economic development by investing in municipal/regional infrastructure projects that attract new businesses, such as road and bridge improvements, sewer and water supply, technology infrastructure (cell towers, fiber optics), transit, etc.	<ul style="list-style-type: none"> Upper Leacock Township 5 and 10 year Road Maintenance Program 	<ul style="list-style-type: none"> Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/viaw.asp?a=3&q=268796#Table DCED - Community Revitalization Program (CRP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Urban Development Program (UDP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Business in Our Sites Grants and Loans http://www.newpa.com/programFinder.aspx?typeID=3 DCED - Infrastructure Development Program http://www.newpa.com/programFinder.aspx?typeID=3 PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf Pennsylvania Infrastructure Bank http://www.dot.state.pa.us/pennidot/bureaus/pib.nsf/homepagepib?readform PENNVEST Infrastructure Loans http://www.pennvest.state.pa.us/pennvest/site/default.asp US DOC - Grants for Public Works and Economic Development Facilities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM.TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=11300

Table B-1: Urban Growth Area Strategy – Key Tools				
				<ul style="list-style-type: none"> • FTA - Federal Transit Capital Investment Grants http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=20.500 • FTA - Transit Planning and Research http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=20.514
Objective 2: Encourage development patterns in Urban Growth Areas that are compatible with existing character, promote livable communities, and focus on Mixed-Use Centers as defined in the Urban Growth Area Strategy.				
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
1-16. Capital Improvement Planning	See 1-3 above.			
1-17. Historic Preservation Planning	In coordination with Lancaster County's Cultural Heritage Plan, identifies sites and buildings of historic significance for preservation, including application of historic district ordinances, rehabilitation grants, and federal tax incentives.		<ul style="list-style-type: none"> • PHMC - Certified Local Government Grant Program http://www.artsnet.org/phmc/grants.htm • PHMC - Keystone Historic Preservation Grant Program http://www.artsnet.org/phmc/grants.htm • PHMC - Pennsylvania History and Museum Grant Program http://www.artsnet.org/phmc/grants.htm • US NPA - Save America's Treasures http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=15.929 	

Table B-1: Urban Growth Area Strategy – Key Tools

<p>1-18. Land Use & Transportation Corridor Planning</p>	<p>Plan to guide future land use and associated transportation needs (access points, sidewalk improvements, etc.) in an existing corridor.</p>	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/viaw.asp?a=3&q=268796#Table • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School http://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm
<p>1-19. Official Map</p>	<p>See 1-6 above.</p>	<ul style="list-style-type: none"> • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/viaw.asp?a=3&q=268796#Table • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School http://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2

Table B-1: Urban Growth Area Strategy – Key Tools		
1-20, Open Space Planning	Provides a framework for future growth by prioritizing where open space should be protected and where open space should be available for development.	<ul style="list-style-type: none"> • Lancaster County Urban Enhancement Fund http://www.co.lancaster.pa.us/planning • DCNR - Community Conservation Partnerships Program http://www.dcnr.state.pa.us/growinggreener/gg-grants.aspx • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • US NPA - Rivers, Trails and Conservation Assistance http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=15.921
1-21, Urban Growth Areas	See 1-7 above.	

Table B-1: Urban Growth Area Strategy – Key Tools

Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources
1-22. Access Management Standards	The systematic control of the location, spacing, design, and operation of driveways, median openings, interchanges, and street connections to a roadway. It also involves roadway design applications, such as median treatments and auxiliary lanes, and the appropriate spacing of traffic signals.	<ul style="list-style-type: none"> ▪ PennDot Access Management Model Ordinance 	<ul style="list-style-type: none"> • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/viaw.asp?a=3&q=268796#Table • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf • FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
1-23. Context Sensitive Design Standards	Development guidelines that ensure visual quality of new development consistent with existing neighborhood character.		

Table B-1: Urban Growth Area Strategy – Key Tools			
1-24. Historic Preservation Ordinances	Protects historic character through designation of historic districts or special resource areas. Regulations usually include specific design standards that protect building integrity, preserve historic structures, ensure compatibility between new development and existing structures, and preserve scenic corridors.	<ul style="list-style-type: none"> City of Lancaster – Historic District Ordinance and Heritage Conservation District Ordinance Manheim Township Historic District Overlay 	<ul style="list-style-type: none"> PHMC - Certified Local Government Grant Program http://www.artsnet.org/phmc/grants.htm PHMC - Keystone Historic Preservation Grant Program http://www.artsnet.org/phmc/grants.htm US NPA - Save America's Treasures http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=15.929 DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
1-25. Innovative / Flexible Zoning	See 1-10 above.		
<ul style="list-style-type: none"> Conservation Development Form Based Development Codes Planned Residential Development (PRD) 			

Table B-1: Urban Growth Area Strategy – Key Tools

<ul style="list-style-type: none"> Traditional Neighborhood Development Transit Oriented Development 		<ul style="list-style-type: none"> East Hempfield Township West Lampeter Township Mount Joy Borough 	
1-26. Parkland Dedication Ordinances	An ordinance that requires all residential subdivisions to dedicate land or pay in-lieu fees for any net increase in residential units.	<ul style="list-style-type: none"> City of Lancaster East Lampeter Township Manor Township 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
1-27. Strategic Infrastructure Improvements	See 1-15 above.		
1-28. Traffic Calming	Include changes in street design, such as incorporating traffic circles to replace traffic lights or stop signs, shorter turning radii, speed humps, narrower streets, or curves in roadways to slow traffic speeds in residential neighborhoods. Other measures directly address the pedestrian, such as raised crosswalks, landscaped islands between opposing lanes of traffic, and fewer road lanes.		<ul style="list-style-type: none"> Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwrp/viaw.asp?a=3&q=268796#Table PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm DCED - Infrastructure Development Program http://www.newpa.com/programFinder.aspx?typeID=3

Table B-1: Urban Growth Area Strategy – Key Tools				
				<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
Objective 3: Promote Reinvestment that complements the existing physical and social fabric in Developed Areas within Growth Areas.				
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
1-29. Abandoned / Underutilized Land Inventory	A list of abandoned and underutilized properties that can be prioritized for redevelopment activity. The inventory should include a description of existing conditions, including use, environmental issues, assessment, etc.		<ul style="list-style-type: none"> • DCED - Business in Our Sites Grants and Loans http://www.newpa.com/programFinder.aspx?typeID=3 • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Community Revitalization Program (CRP) http://www.newpa.com/programFinder.aspx?typeID=2 	
1-30. Historic Preservation Planning	See 1-17 above.			

Table B-1: Urban Growth Area Strategy – Key Tools

1-31. Main Street / Elm Street Programs	A local public-private partnership designed to help a community's downtown economic development (Main Street) and downtown residential neighborhood (Elm Street) efforts through: 1) establishment of a local organization dedicated to downtown revitalization and 2) management of downtown revitalization by hiring a full-time professional downtown coordinator.	<ul style="list-style-type: none"> Elizabethtown Main Street Program 	<ul style="list-style-type: none"> DCED – Main Street Program http://www.newpa.com/programFinder.aspx?typeID=2 DCED Elm Street Program http://www.newpa.com/programFinder.aspx?typeID=2
1-32. Property Recycling – Brownfields / Greyfields Redevelopment	Promotes urban revitalization by limiting the environmental liability associated with revitalizing old industrial and commercial sites and providing incentives for these properties to be returned to productive use. Greyfields redevelopment involves reuse of underperforming or underutilized properties that are not contaminated but may require substantial reinvestment.	<ul style="list-style-type: none"> City of Lancaster – Lancaster Industrial Park; Manheim Borough - Greentree Business Center; East Hempfield Lowes Columbia Ave. 	<p>US EPA - Brownfields Assessment and Cleanup Cooperative Agreements www.co.lancaster.pa.us/planning Keyword: Land Recycling.</p> <ul style="list-style-type: none"> PENNVEST - Brownfields Remediation Loan Program www.pennvest.state.pa.us/pennvest HUD - CDBG/Brownfields Economic Development Initiative http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_vales=14.246 DCED - Business in Our Sites Grants and Loans http://www.newpa.com/programFinder.aspx?typeID=3 DCED - Industrial Sites Reuse Program http://www.newpa.com/programFinder.aspx?typeID=3 DCED - Infrastructure Development Program http://www.newpa.com/programFinder.aspx?typeID=3

Table B-1: Urban Growth Area Strategy – Key Tools

			<ul style="list-style-type: none"> • DCED - Urban Development Program (UDP) http://www.newpa.com/programFinder.aspx?typeID=2. • US DOC - Grants for Public Works and Economic Development Facilities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM.TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=11.300 • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED – Keystone Opportunity Zone http://koz.newpa.com/docs/KOZ_Guidelines.pdf
1-33. Tax Incentive Policies:			
<ul style="list-style-type: none"> • Keystone Opportunity Zones 	Defined-parcel- specific areas with greatly reduced or no tax burden for property owners, residents and businesses.	<ul style="list-style-type: none"> • City of Lancaster - Lancaster Industrial Park • City of Lancaster – Rhoads Energy • Manheim Borough – Greentree Business Center • Ephrata Borough – former Mountain Springs Hotel 	

Table B-1: Urban Growth Area Strategy – Key Tools

<ul style="list-style-type: none"> • Land Value Taxation 	<p>A tax that imposes different rates on land (higher tax rate) than buildings and improvements (lower tax rate). This gives a tax break to homeowners and businesses while discouraging landowners from leaving properties vacant while waiting for land values to rise.</p>		
<ul style="list-style-type: none"> • Tax Abatement 	<p>Encourages reinvestment by allowing businesses to phase-in new taxes that would otherwise be assessed to their property because of new building construction.</p>	City of Lancaster – LERTA Program	
<ul style="list-style-type: none"> • Tax Increment Financing 	<p>Used to publicly finance needed public improvements and enhanced infrastructure in reinvestment areas. The cost of improvements to the area is repaid by the contributions of future tax revenues by each participating taxing unit that levies taxes against the property.</p>		
1-34. Urban Growth Areas	See 1-7 above.		

Table B-1: Urban Growth Area Strategy – Key Tools			
Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources
1-35. Adaptive Reuse	Through use of zoning incentives, developers are encouraged to pursue adaptive reuse of vacant or underutilized structures.		<ul style="list-style-type: none"> • DCED - Housing & Redevelopment Assistance http://www.newpa.com/programFinder.aspx?typeID=2 • US DOC - Grants for Public Works and Economic Development Facilities http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=11.300
1-36. Context Sensitive Design Standards	See 1-23 above.		
1-37. Expedited Review Process	Faster review process of proposed projects that are compliant with smart codes and smart growth goals and objectives.	Lancaster County Permitting Initiative: Mannheim Borough - Harrington Holist Project	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
1-38. Historic Preservation Ordinances	See 1-24 above.		
1-39. Incentive Zoning	See 1-8 above.		
1-40. Increased Height Limits	See 1-9 above.		
1-41. Infill Development Standards	Through use of zoning incentives, developers are encouraged to pursue "infill development" (development of vacant or underutilized parcels within existing urban areas that are already largely developed). Some contextual design standards should be in place to maintain existing community character.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2

Appendix B

Table B-1: Urban Growth Area Strategy – Key Tools

<p>1-42. Innovative / Flexible Zoning</p> <ul style="list-style-type: none"> • Conservation Development • Form Based Development Codes • Planned Residential Development (PRD) • Traditional Neighborhood Development • Transit Oriented Development 	See 1-10 above.		
<p>1-43. Rehabilitation Building Codes</p>	Updating or creating building codes that encourage rehabilitation and reuse of existing buildings.	<ul style="list-style-type: none"> • The New Jersey Rehabilitation Subcode • The Maryland Building Rehabilitation Code Program 	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
1-44. Specific Plans	See 1-13 above.		
1-45. Transfer of Development Rights	See 1-14 above.		

Table B-1: Urban Growth Area Strategy – Key Tools			
Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
1-46. Special Improvement Districts	An organizational and financing tool using a self-imposed tax by local businesses in partnership with the municipality to provide specialized services such as sidewalk maintenance, street cleaning, physical improvements, security, special events, and marketing and business promotion. See 1-15 above.	<ul style="list-style-type: none"> City of Lancaster – Downtown Investment District (DID) 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
1-47. Strategic Infrastructure Improvements			
1-48. Vacant Property Acquisition	Purchase of vacant property or buildings using public funds or private land trusts for the purpose of redeveloping reinvestment areas. Municipalities can work with LCHRA's Vacant Property Reinvestment Program and the Lancaster County Vacant Property Investment Board for property acquisition assistance.		<ul style="list-style-type: none"> DCED - Community Revitalization Program (CRP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Urban Development Program (UDP) http://www.newpa.com/programFinder.aspx?typeID=2 US DOC - Grants for Public Works and Economic Development Facilities http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_vales=11.300

Table B-1: Urban Growth Area Strategy – Key Tools

Objective 4: Provide for housing choice and affordability through a variety of housing programs.

Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
1-49. Employer Assisted Housing	Partnership between industry and government to provide programs that help obtain housing by offering discounted points and closing cost assistance.	<ul style="list-style-type: none"> F&M College City Life Program 	<ul style="list-style-type: none"> Fannie Mae – Employer Assisted Housing http://www.fanniemae.com/global/pdf/housingcommdev/solutions/eah.pdf
1-50. HOME Program	Provides local governments with loan assistance and technical assistance to expand the supply of decent and affordable housing for low- and very low-income Pennsylvanians.	<ul style="list-style-type: none"> Lancaster County Home Improvement Program 	<ul style="list-style-type: none"> DCED – HOME Program http://www.newpa.com/programFinder.aspx?typeID=2
1-51. Homebuyers Assistance	The Lancaster County Housing and Redevelopment Authority provide funding to the Lancaster Housing Opportunity Partnership for the Community Homebuyer Program. This program assists eligible applicants with the down payment and closing costs associated with buying a home.		<ul style="list-style-type: none"> Lancaster Housing Opportunity Partnership http://www.lancasterhousing.org/Community%20Homebuyer%20Initiative.htm

Table B-1: Urban Growth Area Strategy – Key Tools				
1-52. Housing and Redevelopment Assistance Program	Provides state-funded grants for community revitalization and economic development activities that occur on a local level.			<ul style="list-style-type: none"> • DCED - Housing & Redevelopment Assistance http://www.newpa.com/programFinder.aspx?typeID=2
1-53. Jobs-Housing Balance Rewards	Provision of smart growth grants to communities as a reward for increasing the amount of housing permitted in job-rich locations or for expanding employment opportunities through new retail, office, or light industrial structures within or in close proximity to residential areas. Communities may use these funds to support infrastructure needs or the development of public amenities in these new areas.			
Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources	
1-54. Incentive Zoning	See 1-8 above.			
1-55. Inclusionary Zoning	Requires that some portion of every new housing development (e.g. 20% of units)) is offered at a	<ul style="list-style-type: none"> • Mount Joy Borough 	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUTAP) http://www.newpa.com/programFinder.aspx?typeID=2 	

Table B-1: Urban Growth Area Strategy – Key Tools

Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
1-56. Community Land Trusts	A nonprofit trust that owns the land and permits the resident owner to retain title to the house, representing a more affordable approach to home ownership. Regulations place limits on the amount of profit that can be earned by a single home owner over a period of time. In places where housing prices are rising quickly, this program helps to keep the housing affordable for future purchasers.		<ul style="list-style-type: none"> FannieMae – Community Land Trust http://www.fanniemae.com/housingcommdev/solutions/landtrust.html?p=Affordable+Housing+%26+Community+Development&s=Affordable+Housing+Solutions&l=C

Table B-2: Rural Strategy – Key Tools			
Goal: Sustain a rural way of life by maintaining the integrity of agricultural, natural, and historic lands and resources.			
Objective 1: Implement a comprehensive strategy to sustain and connect the rural community, rural resources, and the rural economy.			
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
2-1. Build-Out Analysis	Process by which a community tests out its existing regulations to analyze its possible future when all land, both vacant and redevelopable, is developed to the maximum extent allowed under law.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
2-2. Comprehensive Planning	A decision-making tool for officials and citizens in guiding future growth and development on a long range (20-30 years) planning horizon. The comprehensive plan includes a plan for land use, housing, transportation, economic development, natural and cultural resources, etc. Community visioning is an essential element of comprehensive planning.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2

Table B-2: Rural Strategy – Key Tools

<p>2-3. Rural Centers</p>	<p>A new concept for managing growth in rural Lancaster County introduced in this 2005 Growth Management Element Update. Rural Centers are areas of existing development to which new development not directly related to the rural economy and rural way-of-life is to be directed that otherwise would occur as scattered sprawl in Designated Rural Areas. Four types of Rural Centers are proposed: 1) Village Growth Areas as presently designated through municipal and multi-municipal planning processes and three new types to be identified on a case-by-case basis by municipal officials; 2) Crossroads Communities; 3) Rural Business Areas; and 4) Rural Neighborhoods. Rural Centers are not intended to stimulate growth in rural areas, but rather to "capture" development that would otherwise occur as "rural sprawl. These concepts are described in detail in Chapter 5.0 (Rural Strategy).</p>	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • USDA – Fund For Rural America: Research, Education, and Extension Activities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.224
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Table B-2: Rural Strategy – Key Tools

<ul style="list-style-type: none"> • Village Growth Areas 	<p>Presently designated through municipal and multi-municipal planning processes, VGA's consist of a traditional village core, adjacent developed portions of a township, and additional land to accommodate a portion of a township's future land use needs while maintaining village scale and character. The target density for VGA's is 2.5 units/acre, on average.</p>	<p>See Table 5-1, Designated Village Growth Areas</p>	
<ul style="list-style-type: none"> • Crossroads Communities 	<p>A form of Rural Center that may accommodate a portion of a township's future land use needs if</p>	<p>See Table 5-3, Crossroads Communities</p>	

Table B-2: Rural Strategy – Key Tools

<ul style="list-style-type: none"> Rural Neighborhoods 	<p>Rural Neighborhoods are areas of existing residential development or subdivisions with undeveloped lots or adjacent land that would be appropriate to accommodate a portion of a township's future land use needs. The purpose of Rural Neighborhoods is to focus future residential development in areas where it already exists, on land that is currently subdivided, or on land adjacent to or between existing subdivisions. Rural Neighborhoods should be limited in scope and developed in a compact pattern with a defined edge around the center. Rural Neighborhoods will be designated on a case-by-case basis through municipal and multi-municipal planning processes.</p>	<ul style="list-style-type: none"> Greentree, Bart Township (potential) Octoraro Pines, Colerain Township (potential) 	
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Table B-2: Rural Strategy – Key Tools		
2-4. Designated Rural Areas	<p>Include Agricultural Areas, Agricultural with Natural Areas, and Natural Areas (see descriptions below). Designated Rural Areas should be identified through municipal and multi-municipal planning processes using criteria defined in the Growth Management Element Rural Strategy. These areas should be maintained as rural uses through tools such as agricultural and conservation zoning, Transferable Development Rights, Purchase of Development Rights, open space land acquisition, etc.</p> <p>Contain the greatest intensity of agricultural resources and uses in Lancaster County, and should be managed to preserve productive farmland, promote a healthy agricultural industry, and maintain scenic and historic rural landscapes.</p> <p>Contain agricultural resources and uses mixed with a significant proportion of environmentally sensitive resources, and should be managed to preserve productive farmland and sensitive natural features while precluding uses incompatible with agricultural and natural resource preservation.</p>	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • USDA – Fund For Rural America: Research, Education, and Extension Activities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.224
<ul style="list-style-type: none"> • Designated Agricultural Areas • Designated Agricultural with Natural Areas 		

Table B-2: Rural Strategy – Key Tools

<ul style="list-style-type: none"> • Designated Natural Areas 	<p>Areas with high scenic, recreational, and natural resource value, and should be managed to protect natural resources.</p>		
2-5. LESA Assessment	<p>Land Evaluation and Site Assessment - a point-based approach for rating the relative importance of agricultural land resources based upon specific measurable features, including soil quality, farm size, water resource availability, etc.</p>	<ul style="list-style-type: none"> • Lancaster County, PA • Adams County, PA • Berks County, PA 	
2-6. Multi-Municipal Planning	<p>A plan developed and adopted by any number of contiguous municipalities, including a joint municipal plan as authorized by the MPC, except that all of the municipalities participating in the plan need not be contiguous, if all of them are within the same school district.</p>	<ul style="list-style-type: none"> • Conestoga Valley Regional Plan; • Octoraro Regional Plan • Lititz Warwick Joint Strategic Comprehensive Plan • Strategic Comprehensive Plan for the Cocalico Region • Strasburg Regional Comprehensive Plan 	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Shared Municipal Services Program (SMSPP) http://www.newpa.com/programFinder.aspx?typeID=2

Table B-2: Rural Strategy – Key Tools

2-7. Open Space Planning	Provides a framework for future growth by prioritizing where open space should be protected and where open space should be available for development.	<ul style="list-style-type: none"> ▪ DCNR - Community Conservation Partnerships Program http://www.dcnr.state.pa.us/growinggreener/gg-grants.aspx • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • US NPA - Rivers, Trails and Conservation Assistance http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=15.921
Key Regulatory Tools:	Description	Example(s)
2-8. Agricultural Mitigation Program	Requires land to be put into active agricultural production in exchange for urban development.	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • USDA – Fund For Rural America: Research, Education, and Extension Activities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.224

Table B-2: Rural Strategy – Key Tools

2-9. Agricultural Security Areas	Provides protection from local ordinances that restrict farm practices (i.e. nuisance ordinances) and limits land condemnation procedures. ASA designation does not restrict development to agriculture, but is a prerequisite for inclusion in the county's Ag Preservation Program.	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • USDA – Fund For Rural America: Research, Education, and Extension Activities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.224
2-10. Agricultural Zoning: <ul style="list-style-type: none"> • Effective Agricultural Zoning • Exclusive Agricultural Zoning 	<p>Restricts land to agricultural use while permitting residential development at very low densities (ideally 1 unit per 25 to 50 acres).</p> <p>Restrict land to only agricultural uses.</p>	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2
2-11. Conservation Zoning	Requires preservation of sensitive environmental features and open space within development plans in exchange for relaxation of zoning standards, including smaller lot sizes than typically allowed in rural areas.	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCNR - Community Conservation Partnerships Program http://www.dcnr.state.pa.us/growinggreener/gg-grants.aspx

Table B-2: Rural Strategy – Key Tools			
2-12. Natural Resource Protection Ordinances			<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCNR - Community Conservation Partnerships Program http://www.dcnr.state.pa.us/growinggreener/gg-grants.aspx
<ul style="list-style-type: none"> • Floodplain Protection Ordinance 	Regulations that limit development within or near the 100-year floodplain and floodway.		
<ul style="list-style-type: none"> • Habitat Protection Ordinance • Riparian Corridors Ordinance • Steep Slope Protection Ordinance • Tree Protection Ordinance 	<p>Regulations that limit development within or near natural habitats.</p> <p>Regulations that set buffers from rivers and streams, restricting development from buffers and requiring planting of filtering vegetation.</p> <p>Regulations that restrict development on slopes between 15 and 25%.</p> <p>Regulations that limit clearing of trees of a certain size to a specified percentage.</p>		

Table B-2: Rural Strategy – Key Tools

2-13. Transfer of Development Rights	Zoning tool that directs growth to preferred locations (UGA's or Rural Centers) through the sale and purchase of development rights. Development rights are established for a given piece of land and can be separated from the title of that property. These rights can then be transferred to a Rural Center or a UGA.	<ul style="list-style-type: none"> • Manheim Township; • Warwick Township • Thurston County, WA • Town of Hatfield, MA • New Jersey Pinelands 	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • Lancaster Farmland Trust http://www.savelancasterfarms.org/savelanc/site/default.asp
Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
2-14. Dedicated Conservation Easements	Voluntary dedication open space or agricultural easements to a public entity or qualified private land conservation organization. The landowner still owns the property, however, the land must remain in farming or open space in perpetuity.		<ul style="list-style-type: none"> • Lancaster County Conservancy http://www.lancasterconservancy.org • Lancaster Farmland Trust http://www.savelancasterfarms.org/savelanc/site/default.asp
2-15. Open Space Land Acquisition	Purchase of property using public funds or private land trusts for the purpose of preserving public open space.		<ul style="list-style-type: none"> • Lancaster County Conservancy http://www.lancasterconservancy.org • DCNR - Community Conservation Partnerships Program http://www.dcnr.state.pa.us/growinggreener/gg-grants.aspx

Table B-2: Rural Strategy – Key Tools				
2-16. Purchase of Development Rights <ul style="list-style-type: none"> • Farmland Preservation • Open Space Preservation 	Allows landowners to sell development rights to either the County's Agricultural Preserve Board (Conservation Easement Program) or a qualified private land conservation organization. The landowner still owns the property, however, the land must be maintained in farming or open space in perpetuity.	<ul style="list-style-type: none"> • Lancaster County APB • Town of Dunn, WI • Peninsula Township, MI 	<ul style="list-style-type: none"> • Lancaster County Purchase of Development Rights Program http://www.co.lancaster.pa.us/lanco/cwp/view.asp?a=15&q=527488 • Lancaster Farmland Trust http://www.savelancasterfarms.org/savelanc/site/default.asp • Lancaster County Conservancy http://www.lancasterconservancy.org • USDA - Farm and Ranch Lands Protection Program http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.913 	
Objective 2: Protect agricultural, natural, historic, and scenic resources within Designated Rural Areas.				
Agricultural Areas				
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
2-17. Designated Rural Areas	See 2-4 above.			
2-18. LESA Assessment	See 2-5 above.			
2-19. Local Agricultural Advisory Boards	A local board designed to provide for citizen input in policy areas of developing agriculture & agriculture-related planning objectives, implementation of objectives, promotion of agriculture related activities, & assessment of local laws &	<ul style="list-style-type: none"> • Hatfield, MA; • Kent County, MD 		

	policy affecting agriculture.			
Table B-2: Rural Strategy – Key Tools				
Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources	
2-20. Agricultural Mitigation Program	See 2-8 above.	<ul style="list-style-type: none"> City of Davis, CA 		
2-21. Agricultural Security Areas	See 2-9 above.			
2-22. Agricultural Zoning: <ul style="list-style-type: none"> Effective Agricultural Zoning Exclusive Agricultural Zoning 	See 2-10 above.	<ul style="list-style-type: none"> Yolo County, CA Polk County, OR 		
2-23. Local Right-to-Farm Ordinances	Protects agricultural operations by providing owners with a defense against potential nuisance suits that might be brought against the farm.	<ul style="list-style-type: none"> City of Davis, CA 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUTAP) http://www.newpa.com/programFinder.aspx?typeID=2 	
2-24. Stormwater Management BMP's	Best Management Practices (BMPs) for stormwater include techniques designed to minimize the impact of development on surface water quantity and quality. Examples of BMPs include retention basins, infiltration basins, sand filters, biofilters, grassed swales and riparian buffers, pervious pavements and walkways, curb-less streets, and pollution	<ul style="list-style-type: none"> Lancaster County Model Stormwater Management Ordinance 	<ul style="list-style-type: none"> DEP – Watershed Grants http://www.dep.state.pa.us/growgreen/watershedprotection/default.htm USDA - Watershed Surveys and Planning http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.906 PENNVEST Infrastructure Loans 	

	prevention practices, among others.		http://www.pennvest.state.pa.us/pennvest/site/default.asp
Table B-2: Rural Strategy – Key Tools			
2-25. Transfer of Development Rights	See 2-13 above.		
Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
2-26. Dedicated Conservation Easements	See 2-14 above.		
2-27. Open Space Land Acquisition	See 2-15 above.		
2-28. Purchase of Development Rights <ul style="list-style-type: none"> • Farmland Preservation • Open Space Preservation 	See 2-16 above.		
Agricultural with Natural Areas			
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
2-29. Local Agricultural Advisory Boards	See 2-19 above.		

Table B-2: Rural Strategy – Key Tools

2-30. Tax Incentive Policies:				<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2
<ul style="list-style-type: none"> • Agricultural Enterprise Zones/Renaissance Zones 	Programs that support agricultural industry by establishing zones that are exempt from state and local taxes and may include grants for starting or expanding farm operations.	<ul style="list-style-type: none"> • State of Virginia • State of Michigan 		
<ul style="list-style-type: none"> • Farm Building Exemptions 	Allows a property tax exemption for construction of agricultural structures and buildings. Properties are exempt from any increase in the property's assessed value resulting from the improvement.	<ul style="list-style-type: none"> • State of New York 		
<ul style="list-style-type: none"> • Tax Abatement in exchange for term easements • Tax Freeze Provisions 	Allows for tax abatement on permanently protected farmland. Freezes school tax assessments on permanently protected farmland.	<p>Clifton Park, NY</p> <p>Council Rock School District - Bucks County, PA</p>		
Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources	
2-31. Agricultural Mitigation Program	See 2-8 above.			
2-32. Agricultural Security Areas	See 2-9 above.			

Table B-2: Rural Strategy – Key Tools

2-33. Agricultural Zoning: • Effective Agricultural Zoning • Exclusive Agricultural Zoning	See 2-10 above.	Clarke County, VA	
2-34. Conservation Zoning	See 2-11 above.		
2-35. Natural Resource Protection Ordinances • Floodplain Protection Ordinance • Habitat Protection Ordinance • Riparian Corridors Ordinance • Steep Slope Protection Ordinance • Tree Protection Ordinance	See 2-12 above.		
2-36. Stormwater Management BMP's	See 2-24 above.		
2-37. Transfer of Development Rights	See 2-13 above.		

Table B-2: Rural Strategy – Key Tools

Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
2-38. Dedicated Conservation Easements	See 2-14 above.		
2-39. Open Space Land Acquisition	See 2-15 above.		
2-40. Purchase of Development Rights <ul style="list-style-type: none"> • Farmland Preservation • Open Space Preservation 	See 2-16 above.		
Natural Areas			
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
2-41. Comprehensive Watershed Planning	Plans for all water resource issues (quality and quantity for surface water and groundwater including drinking water supplies, wastewater and sewage, and stormwater issues) holistically on a watershed basis. Measures include wellhead protection ordinances, riparian buffers, BMP measures for stormwater, recreation and trail development, etc.	<ul style="list-style-type: none"> • Lititz Run Watershed Association • Little Chiques Watershed Association 	<ul style="list-style-type: none"> • DEP – Watershed Grants http://www.dep.state.pa.us/growgreen/watershedprotection/default.htm • DEP – New or Innovative Technology Grants http://www.dep.state.pa.us/growgreen/NewTechnology/default.htm • USDA - Watershed Surveys and Planning http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.906

Table B-2: Rural Strategy – Key Tools

			<ul style="list-style-type: none"> • USDA - Watershed Protection and Flood Prevention http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.904 • PENNVEST Infrastructure Loans http://www.pennvest.state.pa.us/pennvest/site/default.asp
Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources
2-42. Conservation Zoning	See 2-11 above.		
2-43. Natural Resource Protection Ordinances <ul style="list-style-type: none"> • Floodplain Protection Ordinance • Habitat Protection Ordinance • Riparian Corridors Ordinance • Slider • Steep Slope Protection Ordinance • Tree Protection Ordinance 	See 2-12 above.		

Table B-2: Rural Strategy – Key Tools

2-44. Transfer of Development Rights	See 2-13 above.		
Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
2-45. Dedicated Conservation Easements	See 2-14 above.		
2-46. Open Space Land Acquisition	See 2-15 above.		
2-47. Purchase of Development Rights <ul style="list-style-type: none"> • Farmland Preservation • Open Space Preservation 	See 2-16 above.		

Table B-2: Rural Strategy – Key Tools				
Objective 3: Minimize scattered development in rural areas by focusing growth in Village Growth Areas, Rural Centers, and Crossroads Communities.				
Village Growth Areas				
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
2-48. Act 537 Planning	Requires municipalities to maintain current wastewater facilities plans (updated approximately every five to ten years) - indicating when and where public wastewater facilities and private on-lot systems will be provided.	<ul style="list-style-type: none"> Regional Act 537 Plan for Donegal Region Georgetown, Bart Township 	<ul style="list-style-type: none"> DEP - Act 537, Sewage Facilities Planning Grants http://www.dep.state.pa.us DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 	
2-49. Capital Improvement Program	A multi-year plan adopted by a municipality that schedules all planned expenditures on infrastructure and other capital improvements, including possible financing options.	<ul style="list-style-type: none"> Ephrata Borough; Manheim Borough; Upper Leacock Twp; Warwick Twp 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Community Revitalization Program (CRP) http://www.newpa.com/programFinder.aspx?typeID=2 	

Table B-2: Rural Strategy – Key Tools

2-50. Village Growth Areas	Land targeted for development within the County's established villages. Land within Village Growth Areas is targeted for densities of 2.5 units per acre and planned infrastructure (roads, water, and sewer) improvements.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources
2-51. Alternative Wastewater Systems	Wastewater disposal systems appropriate for rural settlements, including cluster and small community systems. Cluster systems serve fewer than fifty residential properties and can be owned and managed by homeowners association, owned by homeowners but managed by the municipality, or owned and managed by the municipality. Small community systems serve fifty to several thousand residences and should be owned and operated by the municipality.	<ul style="list-style-type: none"> • US Department of Agriculture Water and Waste Disposal Program; • Upper Leacock Township 	<ul style="list-style-type: none"> • DEP – New or Innovative Technology Grants http://www.dep.state.pa.us/growgreen/NewTechnology/default.htm • USDA - Water and Waste Disposal Systems for Rural Communities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arq_names=prog_nbr&p_arq_values=10.760 • PENNVEST Infrastructure Loans http://www.pennvest.state.pa.us/pennvest/site/default.asp
2-52. Context Sensitive Design Standards	Development guidelines that ensure visual quality of new development consistent with existing neighborhood character.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2

Table B-2: Rural Strategy – Key Tools			
2-53. Innovative / Flexible Zoning			<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
<ul style="list-style-type: none"> • Conservation Development 	<p>Allows subdivision of smaller lot sizes than typically allowed in rural areas with a minimum open space requirement (usually 50%) and protection of natural resources.</p> <p>Codes that limit regulation to building type rather than use. Emphasis is placed on design compatibility standards to reflect neighborhood scale, parking standards, and pedestrian accessibility.</p> <p>Zoning tool that allows developers greater flexibility by removing many conventional zoning restrictions, encouraging large-scale developments that incorporate a variety of land uses and provide a full range of residential types to serve the residents of the districts.</p>	<ul style="list-style-type: none"> ▪ West Cocalico Township ▪ Louisville-Jefferson County, KY ▪ City of Lancaster – Flexible Residential Development Option 	
<ul style="list-style-type: none"> • Form Based Development Codes 			
<ul style="list-style-type: none"> • Planned Residential Development (PRD) 			

Table B-2: Rural Strategy – Key Tools

<ul style="list-style-type: none"> Traditional Neighborhood Development Transit Oriented Development 	<p>Type of development regulations that allow for compact neighborhoods with interconnected streets, small setbacks, sidewalks, and a central mixed-use core of community facilities.</p> <p>Similar development pattern to Traditional Neighborhood Development, with development concentrated within ½ mile of a transit node.</p>	<ul style="list-style-type: none"> East Hempfield Township West Lampeter Township Mount Joy Borough Elizabethtown Borough Mount Joy Borough 	<ul style="list-style-type: none"> PennDOT – Transportation Enhancements Program ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm FTA - Transit Planning and Research http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=20.514 DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
2-54. Mini-Max Zoning	Sets minimum as well as maximum density requirements.		
2-55. Stormwater Management BMP's	See 2-24 above.		
2-56. Transfer of Development Rights	See 2-13 above.		

Table B-2: Rural Strategy – Key Tools

Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
2-57: Strategic Infrastructure Improvements	Promotes economic development by investing in municipal/regional infrastructure projects that attract new businesses, such as road and bridge improvements, sewer and water supply, technology infrastructure (cell towers, fiber optics), transit, etc.		<ul style="list-style-type: none"> • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwpr/vjew.asp?a=3&q=268796#Table • DCED - Community Revitalization Program (CRP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Urban Development Program (UDP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Business in Our Sites Grants and Loans http://www.newpa.com/programFinder.aspx?typeID=3 • DCED - Infrastructure Development Program http://www.newpa.com/programFinder.aspx?typeID=3 • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf • PENNVEST Infrastructure Loans http://www.pennvest.state.pa.us/pennvest/site/default.asp • US DOC - Grants for Public Works and Economic Development Facilities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM.MTEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=11.300 • FTA - Federal Transit Capital Investment Grants http://12.46.245.173/pls/portal30/CATALOG.PROGRAM.TEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=20.500

Table B-2: Rural Strategy – Key Tools

				<ul style="list-style-type: none"> • FTA - Transit Planning and Research http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=20.514 ▪ Pennsylvania Infrastructure Bank http://www.dot.state.pa.us/pennidot/bureaus/pib.nsf/homepagepib?readform
Rural Centers				
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
2-58. Act 537 Planning	See 2-48 above.			
2-59. Capital Improvement Program	See 2-49 above.			
Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources	
2-60. Alternative Wastewater Systems	See 2-51 above.			
2-61. Context Sensitive Design Standards	See 2-52 above.			

Table B-2: Rural Strategy – Key Tools			
2-62. Innovative / Flexible Zoning	See 2-53 above.		
<ul style="list-style-type: none"> • Conservation Development • Form Based Development Codes • Traditional Neighborhood Development • Transit Oriented Development 			
2-63. Transfer of Development Rights	See 2-13 above.		
Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
2-64. Strategic Infrastructure Improvements	See 2-57 above.		
Crossroad Communities			
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
2-65. Act 537 Planning	See 2-48 above.		
2-66. Capital Improvement Program	See 2-49 above.		

Table B-2: Rural Strategy – Key Tools

Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources
2-67. Alternative Wastewater Systems	See 2-51 above.		
2-68. Context Sensitive Design Standards	See 2-52 above.		
2-69. Innovative / Flexible Zoning <ul style="list-style-type: none"> • Conservation Development • Form Based Development Codes • Planned Residential Development (PRD) • Traditional Neighborhood Development • Transit Oriented Development 	See 2-53 above.		
2-70. Stormwater Management BMP's	See 2-24 above.		

Table B-2: Rural Strategy – Key Tools				
2-71. Transfer of Development Rights	See 2-13 above.			
Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources	
2-72. Strategic Infrastructure Improvements	See 2-57 above.			
Objective 4: Maintain economic links to the land by supporting the agricultural industry and other components of a healthy rural economy.				
Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
2-73. Agricultural Economic Development Plan	A long range plan that envisions the growth and sustainability of the agricultural economy, setting goals and objectives through policy development	<ul style="list-style-type: none">Regional Economic Development Strategy for Resource-Based Industries on Maryland's Upper Eastern Shore	<ul style="list-style-type: none">PDA – PA Grows Program http://www.agriculture.state.pa.us/agriculture/cwp/view.asp?a=3&Q=133584USDA - Fund for Rural America: Research, Education, and Extension Activities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM.TEXT_RPT.SHOW?p_atq_names=prog_nbr&p_atq_values=10.224USDA - Rural Business Opportunity Grants http://12.46.245.173/pls/portal30/CATALOG.PROGRAM.TEXT_RPT.SHOW?p_atq_names=prog_nbr&p_atq_values=10.773	

Table B-2: Rural Strategy – Key Tools

2-74. Capital Improvement Program	See 2-49 above.		
2-75. Community Supported Agriculture	Community of individuals who pledge support to a farm operation so that the farmland becomes the community's farm. Typically, "share-holders" of the farm or garden pledge in advance to cover the anticipated costs of the farm operation and farmer's salary.	<ul style="list-style-type: none"> Country Lane Poultry Leola, PA countrylane@redrose.net Goodwill at Homefield CSA and Vocational Program Millersville 717-871-3110 www.homefields.org Herrcastle Farm Holtwood, PA 717-284-3203 haeusa19@epix.net New Comfort Homestead Peach Bottom, PA 717-548-4077 brabson@epix.net Scarecrow Hill Community Farm Ephrata, PA 717-733-3202 http://www.scarecrowhill.com 	<ul style="list-style-type: none"> PDA – PA Grows Program http://www.agriculture.state.pa.us/agriculture/cwp/view.asp?a=3&Q=133584

Table B-2: Rural Strategy – Key Tools

2-76. Designated Rural Areas	See 2-4 above.		
2-77. Rural Economic Development Programs	Funding and support programs that implement economic development of rural business and industry, including but not limited to agricultural industries.	Loudoun County, VA	<ul style="list-style-type: none"> • PDA – PA Grows Program http://www.agriculture.state.pa.us/agriculture/cwp/view.asp?a=3&Q=133584 • USDA - Fund for Rural America: Research, Education, and Extension Activities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.224 • USDA - Rural Business Opportunity Grants http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.773
2-78. Tax Incentive Policies: <ul style="list-style-type: none"> • Agricultural Enterprise Zones/Renaissance Zones • Differential Assessment (Clean & Green) • Farm Building Exemptions Tax Abatement in exchange for term easements Tax Freeze Provisions	See 2-30 above.	<ul style="list-style-type: none"> ▪ State of New York ▪ Clifton Park, NY ▪ Council Rock School District - Bucks County, PA 	

Table B-2: Rural Strategy – Key Tools

2-79. Traffic Impact Studies (Community-wide)	Rather than assessing traffic impacts related only to specific development projects, a traffic impact study based on a municipal / regional future land use plan will provide a more efficient comprehensive approach to assessing the need for targeted transportation improvements.		<ul style="list-style-type: none"> • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwrp/view.asp?a=3&q=268796#Table • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm
Key Regulatory Tools:	Description	Example(s)	Potential Funding Sources
2-80. Agricultural Security Areas	See 2-9 above.		
Agricultural Zoning: <ul style="list-style-type: none"> • Effective Agricultural Zoning • Exclusive Agricultural Zoning 	See 2-10 above.		

Table B-2: Rural Strategy – Key Tools

2-81. Agri-tourism Ordinances	Ordinances that recognize and regulate tourism as a use related to agriculture.	<ul style="list-style-type: none"> DeKalb, IL Peninsula Township, MI 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 USDA – Fund For Rural America: Research, Education, and Extension Activities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.224
2-82. Farm Support and Home Occupation Provisions	Allows certain business activities to be undertaken in residential and agricultural districts, usually with performance standards that reduce nuisance violations (lighting, signs, emissions, noise, and truck traffic).	<ul style="list-style-type: none"> DeKalb, IL Peninsula Township, MI 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 USDA – Fund For Rural America: Research, Education, and Extension Activities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.224
2-83. Local Right-to-Farm Ordinances	See 2-23 above.	City of Davis, CA	
Key Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
2-84. Dedicated Conservation Easements	See 2-14 above.		
2-85. Open Space Land Acquisition	See 2-15 above.		

Table B-2: Rural Strategy – Key Tools

<p>2-86. Purchase of Development Rights</p> <ul style="list-style-type: none"> • Farmland Preservation • Open Space Preservation 	See 2-16 above.		
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Table B-3: Urban Growth Area Strategy – Supporting Tools				
Goal: <i>Direct more development into designated Urban Growth Areas through reinvestment and new development that improves quality of life by respecting and reinforcing existing community forms and values.</i>				
Objective 1: Make currently designated Urban Growth Areas sufficient to accommodate projected growth to 2030 by increasing the density and intensity of development.				
Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
3-1. Act 537 Planning	Requires municipalities to maintain current wastewater facilities plans (updated approximately every five to ten years) - indicating when and where public wastewater facilities and private on-lot systems will be provided.	<ul style="list-style-type: none"> Regional Act 537 Plan for Donegal Region Georgetown, Bart Township 	<ul style="list-style-type: none"> DEP - Act 537, Sewage Facilities Planning Grants http://www.dep.state.pa.us DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 	
3-2. Land Use & Transportation Corridor Planning	Plan to guide future land use and associated transportation needs (access points, sidewalk improvements, etc.) in an existing corridor.	<ul style="list-style-type: none"> East Cocalico PA 272 Corridor Assessment Policy 	<ul style="list-style-type: none"> Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/view.asp?a=3&q=268796#Table PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SR%20TS-TE-2005-06.pdf DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm 	

Table B-3: Urban Growth Area Strategy – Supporting Tools

<p>3-3. Property Recycling – Brownfields / Greyfields Redevelopment</p>	<p>Promotes urban revitalization by limiting the environmental liability associated with revitalizing old industrial and commercial sites and providing incentives for these properties to be returned to productive use. Greyfields redevelopment involves reuse of underperforming or underutilized properties that are not contaminated but may require substantial reinvestment.</p>	<ul style="list-style-type: none"> • City of Lancaster – Lancaster Industrial Park; • Manheim Borough - Greentree Business Center; • Lowes, Columbia Ave., Lancaster 	<ul style="list-style-type: none"> • DEP – PA Brownfields Inventory Grants http://www.dep.state.pa.us/dep/deputate/airwaste/wm/andrecy/Inventory/IBIG.htm • EPA - Brownfields Assessment and Cleanup Cooperative Agreements http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=66.818 • HUD - CDBG/Brownfields Economic Development Initiative http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=14.246 • DCED - Business in Our Sites Grants and Loans http://www.newpa.com/programFinder.aspx?typeID=3 • DCED - Industrial Sites Reuse Program http://www.newpa.com/programFinder.aspx?typeID=3 • DCED - Infrastructure Development Program http://www.newpa.com/programFinder.aspx?typeID=3 • DCED - Urban Development Program (UDP) http://www.newpa.com/programFinder.aspx?typeID=2 • US DOC - Grants for Public Works and Economic Development Facilities http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=11.300
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Table B-3: Urban Growth Area Strategy – Supporting Tools

3-4. Tax Incentive Policies:			
<ul style="list-style-type: none"> Keystone Opportunity Zones 	<p>Defined-parcel- specific areas with greatly reduced or no tax burden for property owners, residents and businesses.</p>	<ul style="list-style-type: none"> City of Lancaster - Lancaster Industrial Park City of Lancaster – Rhoads Energy Manheim Borough – Greentree Business Center Ephrata Borough – former Mountain Springs Hotel 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED – Keystone Opportunity Zone http://koz.newpa.com/docs/KOZ_Guidelines.pdf
<ul style="list-style-type: none"> Land Value Taxation 	<p>A tax that imposes different rates on land (higher tax rate) than buildings and improvements (lower tax rate). This gives a tax break to homeowners and businesses while discouraging landowners from leaving properties vacant while waiting for land values to rise.</p>		

Table B-3: Urban Growth Area Strategy – Supporting Tools

<ul style="list-style-type: none"> • Tax Abatement • Tax Increment Financing 	<p>Encourages reinvestment by allowing businesses to phase-in new taxes that would otherwise be assessed to their property because of new building construction.</p> <p>Used to publicly finance needed public improvements and enhanced infrastructure in reinvestment areas. The cost of improvements to the area is repaid by the contributions of future tax revenues by each participating taxing unit that levies taxes against the property.</p>	<p>City of Lancaster – LERTA Program</p>	
<p>3-5. Traffic Impact Studies (Community-wide)</p>	<p>Rather than assessing traffic impacts related only to specific development projects, a traffic impact study based on a municipal / regional future land use plan will provide a more efficient comprehensive approach to assessing the need for targeted transportation improvements.</p>		<ul style="list-style-type: none"> • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwrp/view.asp?a=3&q=268796#Table • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 • FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm

Table B-3: Urban Growth Area Strategy – Supporting Tools				
3-6. Water/Sewer Supply Coordination	Coordination between the local or regional authority responsible for water/sewer supply and the goals of the municipality to properly place utilities and facilitate directing growth.			<ul style="list-style-type: none"> PENNVEST Infrastructure Loans http://www.pennvest.state.pa.us/pennvest/site/default.asp
Supporting Regulatory Tools:	Description	Example(s)	Potential Funding Sources	
3-7. Expedited Review Process	Faster review process of proposed projects that are compliant with smart codes and smart growth goals and objectives.	Lancaster County Permitting Initiative; Manheim Borough - Harrington Hoist Project	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 	
3-8. Offsite Stormwater Mitigation	Allows urban developers to contribute to stormwater mitigation that serves the entire drainage basin. Offsite mitigation makes smaller infill projects more feasible and provides an opportunity to locate mitigation facilities in a way that can serve multiple projects.	West Lampeter Township	<ul style="list-style-type: none"> DEP – Watershed Grants http://www.dep.state.pa.us/growgreen/watershedprotection/default.htm USDA - Watershed Surveys and Planning http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.906 PENNVEST Infrastructure Loans http://www.pennvest.state.pa.us/pennvest/site/default.asp 	
3-9. Rehabilitation Building Codes	Updating or creating building codes that encourage rehabilitation and reuse of existing buildings.	<ul style="list-style-type: none"> The New Jersey Rehabilitation Subcode 	<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 	

Table B-3: Urban Growth Area Strategy – Supporting Tools

		<ul style="list-style-type: none"> The Maryland Building Rehabilitation Code Program 	<ul style="list-style-type: none"> DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2 DEP – Watershed Grants http://www.dep.state.pa.us/growgreen/watershedprotection/default.htm USDA - Watershed Surveys and Planning http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.906 PENNVEST Infrastructure Loans http://www.pennvest.state.pa.us/pennvest/site/default.asp
3-10. Stormwater Management BMP's	Best Management Practices (BMPs) for stormwater include techniques designed to minimize the impact of development on surface water quantity and quality. Examples of BMPs include retention basins, infiltration basins, sand filters, biofilters, grassed swales and riparian buffers, pervious pavements and walkways, curb-less streets, and pollution prevention practices, among others.	Lancaster County Model Stormwater Management Ordinance	
Supporting Capital Investment Tools:			Potential Funding Sources
3-11. Community Land Trusts	A nonprofit trust that owns the land and permits the resident owner to retain title to the house, representing a more affordable approach to home ownership. Regulations place limits on the amount of profit that can be earned by a single home owner over a period of time. In places where housing prices are rising		<ul style="list-style-type: none"> FannieMae – Community Land Trust http://www.fanniemae.com/housingcommdev/solutions/landtrust.html?p=Affordable+Housing+%26+Community+Development&s=Affordable+Housing+Solutions&t=Community+Land+Trust

Table B-3: Urban Growth Area Strategy – Supporting Tools				
3-12. Historic Preservation Easements	quickly, this program helps to keep the housing affordable for future purchasers. A voluntary legal agreement that protects a significant historic, archaeological, or cultural resource.			<ul style="list-style-type: none"> • PHMC - Keystone Historic Preservation Grant Program http://www.artsnet.org/phmc/grants.htm • US NPA - Save America's Treasures http://12.46.245.173/pls/portal30/CATALOG.PROGRAM.MTEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=15.929
Objective 2: Encourage development patterns in Urban Growth Areas that are compatible with existing character, promote livable communities, and focus on Mixed-Use Centers as defined in the Urban Growth Area Strategy.				
Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
3-13. Bicycle and Pedestrian Planning	Provides funding for municipalities to implement the County's Bike and Pedestrian Plan.		<ul style="list-style-type: none"> • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School http://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf http://www.dcnr.state.pa.us/growinggreener/gg-grants.aspx • DCNR - Community Conservation Partnerships Program http://www.dcnr.state.pa.us/growinggreener/gg-grants.aspx • US NPA - Rivers, Trails and Conservation Assistance http://12.46.245.173/pls/portal30/CATALOG.PROGRAM.TEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=15.921 	

Table B-3: Urban Growth Area Strategy – Supporting Tools

3-14. Green Building Technology	Environmentally sustainable building design that includes use of energy efficient materials, recycled material and solar energy, and structural and mechanical components that save utility costs over the life of the structure and have minimal impact on the environment. See 3-5 above.		<ul style="list-style-type: none"> • FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm • PENNVEST Infrastructure Loans http://www.pennvest.state.pa.us/pennvest/site/default.asp • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
3-15. Traffic Impact Studies (Community-wide)			
Supporting Regulatory Tools:	Description	Example(s)	Potential Funding Sources
3-16. ADA Accessibility	Includes requirements in all new developments, infill projects, and street and sidewalk construction. Street crossings should be developed to help people navigate to a crossing point easily identify the entry and exit of the crossing, and avoid barriers.		<ul style="list-style-type: none"> • PA Access Grant Program http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2

Table B-3: Urban Growth Area Strategy – Supporting Tools			
3-17. Context-Sensitive Solutions for Roadway Design	Design standards for transportation facilities that consider preservation of historic, scenic, and environmental values along with mobility, safety and economics.		<p>DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2</p> <ul style="list-style-type: none"> DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
3-18. Crime Prevention through Environmental Design	Focuses on the importance of surveillance, boundary definition, access control, territoriality, and the relation between land use and activity locations in building and site design.		<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
3-19. Dark Sky Protection / Light Trespass	Regulations that protect against lighting nuisance by requiring all outdoor light fixtures to direct all illumination onto the parcel where installed and sets a light trespass "spill" limit measured in foot candles.		<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
3-20. Impact Fees	Pennsylvania Act 209 legislation permits municipalities to assess transportation impact fees in accordance with an adopted municipal transportation impact fee ordinance. Impact fees are payment from a developer to cover the cost of providing transportation improvements related to a development project.		<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2

Table B-3: Urban Growth Area Strategy – Supporting Tools

3-21. Infill Development Standards	Through use of zoning incentives, developers are encouraged to pursue "infill development" (development of vacant or underutilized parcels within existing urban areas that are already largely developed). Some contextual design standards should be in place to maintain existing community character.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
3-22. Mini-Max Zoning	Sets minimum as well as maximum density requirements.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
3-23. Mixed-Use Zoning	Allows a mix of residential, commercial, and employment uses in close proximity, allowing more convenient access to services and promoting walkability.	City of Lancaster – Mixed-Use District	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
3-24. Rehabilitation Building Codes	See 3-9 above.		
3-25. Scenic Corridor Overlay Districts	Protects scenic vistas along road segments by applying special design standards, such as		<ul style="list-style-type: none"> • USDOT – National Scenic Byways Program http://www.bywaysonline.org/grants/

Table B-3: Urban Growth Area Strategy – Supporting Tools		
	setbacks, design guidelines, signage, and buffers along the corridor.	<ul style="list-style-type: none"> • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/view.asp?a=3&q=268796#Table • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm
3-26. Specific Plans	A detailed plan for nonresidential development of an area covered by a municipal, multi-municipal, or county comprehensive plan, which when approved and adopted by the participating municipalities through ordinances and agreements supersedes all other applications. See 3-10 above.	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
3-27. Stormwater Management BMPs		

Table B-3: Urban Growth Area Strategy – Supporting Tools

Supporting Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
3-28. Special Improvement Districts	An organizational and financing tool using a self-imposed tax by local businesses in partnership with the municipality to provide specialized services such as sidewalk maintenance, street cleaning, physical improvements, security, special events, and marketing and business promotion.	City of Lancaster – Downtown Investment District (DID)	<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
Objective 3: Promote Reinvestment that complements the existing physical and social fabric in Developed Areas within Growth Areas.			
Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
3-29. Alternative Transportation Modes	Encourage transit use and expansion through concentration of development near transit stops; relocation or establishing routes or stops to areas with high densities, mixed use development, and pedestrian or bicycle access; targeting of transit based on economic factors such as neighborhoods with higher percentages of young people, students, and elderly citizens; and strategic routing decisions that help to ameliorate the effects of regional jobs-housing imbalances.	<ul style="list-style-type: none"> • Elizabethtown Borough • Mount. Joy Borough 	<ul style="list-style-type: none"> • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/view.aspx?cat=268796#Table • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School http://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf • FTA - Federal Transit Capital Investment Grants http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=20.500 • FTA - Transit Planning and Research http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=20.514 • FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm

Table B-3: Urban Growth Area Strategy – Supporting Tools			
3-30. Bicycle and Pedestrian Planning	See 3-13 above.		
3-31. Community Development Partnerships	Involves a combination of agencies, communities, and citizens to work, fund, or champion a common cause, such as affordable housing and urban reinvestment. These conglomerations alliances usually include business organizations, civic associations, public-private partnerships, coalitions, and community based organizations and financial institutions.		
3-32. Shared Municipal Revenue	A cooperative agreement between multiple municipalities to share all or part of the revenues derived from taxes, fees, and special charges to promote cooperation and equitable distribution in the delivery of municipal services.		<ul style="list-style-type: none"> • DCED - Shared Municipal Services Program (SMSP) http://www.newpa.com/programFinder.aspx?typeID=2
3-33. Shared Municipal Services	Promotes cooperation between municipalities to increase the efficiency and effectiveness in the delivery of municipal services at the local level.		<ul style="list-style-type: none"> • DCED - Shared Municipal Services Program (SMSP) http://www.newpa.com/programFinder.aspx?typeID=2

Table B-3: Urban Growth Area Strategy – Supporting Tools

Supporting Regulatory Tools:	Description	Example(s)	Potential Funding Sources
3-34. Crime Prevention through Environmental Design	See 3-18 above.		
3-35. Inclusionary Zoning	Requires that some portion of every new housing development (e.g. 20% of units)) is offered at a price that will be affordable to persons earning less than 100% of the median household income in Lancaster County.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
3-36. Mini-Max Zoning	See 3-22 above.		
3-37. Mixed-Use Zoning	See 3-23 above.		
3-38. Offsite Stormwater Mitigation	See 3-8 above.	West Lampeter Township	
3-39. Stormwater Management BMP's	See 3-10 above.		
Supporting Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
3-40. Community Land Trusts	See 3-11 above.		
3-41. Community Parking Facilities	Development of publicly owned and operated parking facilities to remove or significantly reduce parking requirements for infill and/or new mixed use developments.		<ul style="list-style-type: none"> • DCED - Infrastructure Development Program http://www.newpa.com/programFinder.aspx?typeID=3 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2

Table B-3: Urban Growth Area Strategy – Supporting Tools

<p>3-42. Historic Preservation Easements</p>	<p>A voluntary legal agreement that protects a significant historic, archaeological, or cultural resource.</p>		<ul style="list-style-type: none"> • DCED - Urban Development Program (UDP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Community Revitalization Program (CRP) http://www.newpa.com/programFinder.aspx?typeID=2 • PHMC - Keystone Historic Preservation Grant Program http://www.artsnet.org/phmc/grants.htm • US NPA - Save America's Treasures http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=15.929
<p>3-43. Strategic Infrastructure Improvements</p>	<p>Promotes economic development by investing in municipal/regional infrastructure projects that attract new businesses, such as road and bridge improvements, sewer and water supply, technology infrastructure (cell towers, fiber optics), transit, etc.</p>		<ul style="list-style-type: none"> • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/view.asp?a=3&q=268796#Table • DCED - Community Revitalization Program (CRP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Urban Development Program (UDP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Business in Our Sites Grants and Loans http://www.newpa.com/programFinder.aspx?typeID=3 • DCED - Infrastructure Development Program http://www.newpa.com/programFinder.aspx?typeID=3 • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf

Table B-3: Urban Growth Area Strategy – Supporting Tools

		<ul style="list-style-type: none"> ▪ Pennsylvania Infrastructure Bank http://www.dot.state.pa.us/pennndot/bureaus/pib.nsf/homepagepib?readform • PENNVEST Infrastructure Loans http://www.pennvest.state.pa.us/pennvest/site/default.asp • US DOC - Grants for Public Works and Economic Development Facilities http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=11.300 • FTA - Federal Transit Capital Investment Grants http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=20.500 • FTA - Transit Planning and Research http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=20.514
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Objective 4: Provide for housing choice and affordability through a variety of housing programs.

Key Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
3-44. Brownfields for Housing Initiative	Provides state-funded grants for affordable housing activities in previously developed areas to those counties that administer Act 137 Affordable Housing Trust Funds.		<ul style="list-style-type: none"> • DCED – Brownfields for Housing Initiative http://www.newpa.com/programFinder.aspx?typeID=2

Table B-3: Urban Growth Area Strategy – Supporting Tools			
3-45. Pennsylvania Access Grant Program	Provides low- and moderate-income persons with permanent disabilities increased accessibility in their current home by undertaking modifications to the home.		<ul style="list-style-type: none"> • PA Access Grant Program http://www.newpa.com/programFinder.aspx?typeID=2

Table B-4: Rural Strategy – Supporting Tools

Goal: <i>Sustain a rural way of life by maintaining the integrity of agricultural, natural, and historic lands and resources.</i>			
Objective 1: Implement a comprehensive strategy to sustain and connect the rural community, rural resources, and the rural economy.			
Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
4-1. Comprehensive Watershed Planning	Plans for all water resource issues (quality and quantity for surface water and groundwater including drinking water supplies, wastewater and sewage, and stormwater issues) holistically on a watershed basis. Measures include wellhead protection ordinances, riparian buffers, BMP measures for stormwater, recreation and trail development, etc.	<ul style="list-style-type: none"> • Litz Run Watershed Association • Little Chiques Watershed Association 	<ul style="list-style-type: none"> • DEP – Watershed Grants http://www.dep.state.pa.us/growgreen/watershedprotection/default.htm • DEP – New or Innovative Technology Grants http://www.dep.state.pa.us/growgreen/NewTechnology/default.htm • USDA - Watershed Surveys and Planning http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.906 • USDA - Watershed Protection and Flood Prevention http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.904 • PENNVEST Infrastructure Loans http://www.pennvest.state.pa.us/pennvest/site/default.asp

Table B-4: Rural Strategy – Supporting Tools			
4-2. Cultural Heritage Planning	The Lancaster County Heritage Tourism Program facilitates preservation planning practices at the municipal level. Practices include preservation of cultural landscapes, greenways, etc.		<ul style="list-style-type: none"> • PHMC - Certified Local Government Grant Program http://www.artsnet.org/phmc/grants.htm • PHMC - Keystone Historic Preservation Grant Program http://www.artsnet.org/phmc/grants.htm • PHMC - Pennsylvania History and Museum Grant Program http://www.artsnet.org/phmc/grants.htm • US NPA - Save America's Treasures http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=15.929 • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2
Supporting Regulatory Tools:	Description	Example(s)	Potential Funding Sources
4-3. Historic Preservation Ordinances	Protects historic character through designation of historic districts or special resource areas. Regulations usually include specific design standards that protect building integrity, preserve historic structures, ensure compatibility between new development and existing structures, and preserve scenic corridors.		<ul style="list-style-type: none"> • PHMC - Certified Local Government Grant Program http://www.artsnet.org/phmc/grants.htm • PHMC - Keystone Historic Preservation Grant Program http://www.artsnet.org/phmc/grants.htm • PHMC - Pennsylvania History and Museum Grant Program http://www.artsnet.org/phmc/grants.htm

Table B-4: Rural Strategy – Supporting Tools

<p>4-4. Scenic Corridor Overlay Districts</p>	<p>Protects scenic vistas along road segments by applying special design standards, such as setbacks, design guidelines, signage, and buffers along the corridor.</p>	<ul style="list-style-type: none"> • US NPA - Save America's Treasures http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_v_alues=15.929 • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • USDOT – National Scenic Byways Program http://www.bywaysonline.org/grants/ • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/viaw.asp?a=3&q=268796#Table • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm
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Table B-4: Rural Strategy – Supporting Tools				
Objective 2: Protect agricultural, natural, historic, and scenic resources within Designated Rural Areas.				
Agricultural Areas				
Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
4-5. Comprehensive Watershed Planning	See 4-1 above.			
4-6. Cultural Heritage Planning	See 4-2 above.			
Supporting Regulatory Tools:	Description	Example(s)	Potential Funding Sources	
4-7. Agricultural Buffer Requirements	Requires a transition area between urbanized areas and agricultural uses to reduce impacts on residents (spray drift, noise, odor, dust) and on agricultural operations (theft, trespass, restrictions on farming practices).		<ul style="list-style-type: none"> DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 	
4-8. Historic Preservation Ordinances	See 4-3 above.			
4-9. Scenic Corridor Overlay Districts	See 4-4 above.			

Table B-4: Rural Strategy – Supporting Tools

Agricultural with Natural Areas			
Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
4-10. Comprehensive Watershed Planning	See 4-1 above.		
4-11. Cultural Heritage Planning	See 4-2 above.		
Supporting Regulatory Tools:	Description	Example(s)	Potential Funding Sources
4-12. Agricultural Buffer Requirements	See 4-7 above.	Davis, CA	
4-13. Historic Preservation Ordinances	See 4-3 above.		
4-14. Scenic Corridor Overlay Districts	See 4-4 above.		
Natural Resource Areas			
Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
Cultural Heritage Planning	See 4-2 above.		

Table B-4: Rural Strategy – Supporting Tools				
Supporting Regulatory Tools:	Description	Example(s)	Potential Funding Sources	
4-15. Scenic Corridor Overlay Districts	See 4-4 above.			
Objective 3: Minimize scattered development in rural areas by focusing growth in Village Growth Areas, Rural Centers, and Crossroads Communities.				
Village Growth Areas				
Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
4-16. Comprehensive Watershed Planning	See 4-1 above.			
4-17. Historic Preservation Planning	In coordination with Lancaster County's Cultural Heritage Plan, identifies sites and buildings of historic significance for preservation, including application of historic district ordinances, rehabilitation grants, and federal tax incentives.		<ul style="list-style-type: none"> • PHMC - Certified Local Government Grant Program http://www.artsnet.org/phmc/grants.htm • PHMC - Keystone Historic Preservation Grant Program http://www.artsnet.org/phmc/grants.htm • PHMC - Pennsylvania History and Museum Grant Program http://www.artsnet.org/phmc/grants.htm • US NPA - Save America's Treasures http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=15.929 • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 	

Table B-4: Rural Strategy – Supporting Tools

Supporting Regulatory Tools:	Description	Example(s)	Potential Funding Sources
4-18. Context-Sensitive Solutions for Roadway Design	Design standards for transportation facilities that consider preservation of historic, scenic, and environmental values along with mobility, safety and economics.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
4-19. Dark Sky Protection / Light Trespass	Regulations that protect against lighting nuisance by requiring all outdoor light fixtures to direct all illumination onto the parcel where installed and sets a light trespass "spill" limit measured in foot candles.		<ul style="list-style-type: none"> • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2 • DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
4-20. Historic Preservation Ordinances	See 4-3 above.		

Table B-4: Rural Strategy – Supporting Tools

4-21. Vesting Easements	Offers incentives to landowners in the form of density bonuses to keep land in its current use and compensate and encourage landowners to postpone the sale of land for development. This tool is not intended to provide permanent land protection or to permanently prevent land from being converted into developed uses. Instead, it is intended as a non-cash tool that can be used to prevent premature sales for development and postpone land conversions. The intent is to keep land in current uses until funds to pay for fee and less than fee purchases or other means become available to provide more permanent protection.		
Supporting Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
4-22. Traffic Calming	Include changes in street design, such as incorporating traffic circles to replace traffic lights or stop signs, shorter turning radii, speed humps, narrower streets, or curves in roadways to slow traffic speeds in residential neighborhoods. Other measures directly address the pedestrian, such as raised crosswalks, landscaped islands between opposing lanes of traffic, and fewer road lanes.		<ul style="list-style-type: none"> • Lancaster County Transportation Grants Program http://www.lancastercountyheritage.com/planning/cwp/viaw.asp?a=3&q=268796#Table • PennDOT – Transportation Enhancements Program / Hometown Streets/Safe Routes to School http://ftp.dot.state.pa.us/public/Bureaus/Cpdm/WEB/HTS%20-%20SRTS-TE-2005-06.pdf • FHWA – TEA-21 http://www.fhwa.dot.gov/tea21/index.htm • DCED - Infrastructure Development Program http://www.newpa.com/programFinder.aspx?typeID=3 • DCED - Land Use Planning and Technical Assistance Program (LUPTAP) http://www.newpa.com/programFinder.aspx?typeID=2

Appendix B

Table B-4: Rural Strategy – Supporting Tools

				<ul style="list-style-type: none"> DCED - Local Municipal Resources and Development Program (LMRDP) http://www.newpa.com/programFinder.aspx?typeID=2
Rural Centers				
Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
4-23. Comprehensive Watershed Planning	See 4-1 above.			
Supporting Regulatory Tools:	Description	Example(s)	Potential Funding Sources	
4-24. Context-Sensitive Solutions for Roadway Design	See 4-19 above.			
4-25. Dark Sky Protection / Light Trespass	See 4-20 above.			
4-26. Historic Preservation Ordinances	See 4-3 above.			
4-27. Vesting Easements	See 4-21 above.			

Table B-4: Rural Strategy – Supporting Tools				
Crossroad Communities				
Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources	
4-28. Comprehensive Watershed Planning	See 4-1 above.			
4-29. Historic Preservation Planning	See 4-18 above.			
Supporting Regulatory Tools:	Description	Example(s)	Potential Funding Sources	
4-30. Context-Sensitive Solutions for Roadway Design	See 4-19 above.			
4-31. Dark Sky Protection / Light Trespass	See 4-20 above.			
4-32. Historic Preservation Ordinances	See 4-3 above.			
4-33. Vesting Easements	See 4-21 above.			
Supporting Capital Investment Tools:	Description	Example(s)	Potential Funding Sources	
4-34. Traffic Calming	See 4-22 above.			

Table B-4: Rural Strategy – Supporting Tools

Objective 4: Maintain economic links to the land by supporting the agricultural industry and other components of a healthy rural economy.

Supporting Policy/Planning Tools:	Description	Example(s)	Potential Funding Sources
4-35. Agricultural Centers of Excellence	Recommended by the Blue Ribbon Commission, the Center for Agricultural Excellence would serve as a "one stop" clearinghouse to provide access to tools and resources for Lancaster's farmers to find out about national and international innovations and models.		<ul style="list-style-type: none"> USDA - Fund for Rural America: Research, Education, and Extension Activities http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.224
4-36. Agricultural Economic Development Office/ Agricultural Services Division	Helps administer County farmland protection programs, acts as a liaison to leverage support from federal and state agencies and coordinates public education and outreach efforts.	<ul style="list-style-type: none"> Loudoun County, VA Montgomery County, MD 	<ul style="list-style-type: none"> USDA - Fund for Rural America: Research, Education, and Extension Activities http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXT.RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=10.224
4-37. Comprehensive Watershed Planning	See 4-1 above.		
4-38. Cultural Heritage Planning	See 4-2 above.		

Table B-4: Rural Strategy – Supporting Tools

4-39. Farm Friendly checklist and guide for municipalities	A checklist for municipalities to review how restrictive their zoning regulations and other policies may be toward farm practices.	Chapter from UNH's book, <i>Preserving Rural Character Through Agriculture</i> and self-standing checklist.	
Supporting Capital Investment Tools:	Description	Example(s)	Potential Funding Sources
4-40. Traffic Calming	See 4-22 above.		

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