

# GROWING TOGETHER

A COMPREHENSIVE PLAN FOR CENTRAL LANCASTER COUNTY, PENNSYLVANIA

PLANNING THE FUTURE • PRESERVING THE PAST

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## 6. Land Use

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**Above**  
Urban to rural interface in Central  
Lancaster County.

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This chapter outlines the recommendations for addressing land use in Central Lancaster County and is divided into two parts.

**Part 1** provides an overview of the chapter and is divided into the following sections:

- A. Goals
- B. Overview
- C. Existing Land Use
- D. Future Land Use Plan

**Part 2** presents the objectives and strategies recommended for each goal and it is divided in six sections, one for each of the goals listed below:

1. Agricultural Preservation
2. Growth Management
3. Redevelopment and Infill
4. Development Patterns
5. Urban Core
6. Community Character

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**PART 1****A. Goals**

Comments made throughout the public process and deliberations with the Steering Committee suggested six key areas that the *Growing Together* land use chapter should address in detail. Goals for each area are listed below.

**1. Agricultural Preservation**

*Growth management tools will be used to preserve contiguous agricultural land, to enable farming of that land, and to focus development within designated growth areas.*

**2. Growth Management**

*Development of land will be managed effectively to plan and locate communities with compatible land uses and densities within designated growth areas, while preserving and maintaining valuable open space.*

**3. Redevelopment and Infill**

*Vacant and underutilized land and buildings will be developed and reused to attract residents, encourage commerce and the arts, and reduce development pressure on farmland.*

**4. Development Patterns**

*Livable, diverse-income neighborhoods will be developed to include housing choices and a mix of uses and to promote walking and alternative transportation.*

**5. Urban Core**

*The urban core will be revitalized and promoted with the support of the whole region to offer clean, safe, and attractive opportunities for business and culture, and to maintain its historic character.*

**6. Community Character**

*Attractive, safe, walkable neighborhoods will be developed and existing communities will be protected and strengthened to enhance the unique character and strong sense of place of Central Lancaster County and to promote positive interaction among residents of all ages and backgrounds.*

**B. Overview**

Central Lancaster County has grown rapidly over the past twenty years. The population of Central Lancaster County grew by 42,559 residents between 1980 and 2000, an increase of 27 percent. Given its attractiveness as the residential and business location of choice in the region, it will continue to grow during the next several decades. According to projections from the Lancaster County Planning Commission (LCPC), the population of

Central Lancaster County will grow by 42,000 people between 2000 and 2030 for a total population in 2030 of 240,095.

### Housing Unit Projections

Table 6.1 summarizes the housing unit projections for 2030. The methodology for calculating these projections is explained in the sidebar. Table 6.2 breaks down the projections by municipality.

#### Projection Methodology

The estimated number of new households in 2004 was derived from the 2004 countywide household estimate by Claritas, Inc., which was used by LCPC in calculating its Household and Housing Unit Projections. The data shows an estimated household growth of 3.52 percent from 2000 to 2004. This percentage increase was used to calculate the estimated number of new households for Central Lancaster County.

Projected new households were calculated by extrapolating population and average household size trends from 1980 to 2000, calculating a projected household number for each individual municipality, and adding the results.

The number of new housing units was calculated by taking the number of projected households and adding the region's historically constant vacancy rate of 4 percent.

**Table 6.1 – Summary of Housing Unit Projections, 2030**

Households 2000	75,916
Projected total households 2030	95,633
Projected new households 2000-2030	19,717
Estimated new households 2000-2004	2,672
Projected new households 2005-2030	17,046
<b>Projected new housing units 2005-2030</b>	<b>17,728</b>

Sources: US Census, Claritas Inc., LCPC, Housing Element Update 2005

**Table 6.2 – Projected New Households by Municipality, 2000-2030**

	<b>Total Households: 2000</b>	<b>Projected Households: 2030</b>	<b>Households by Municipality</b>
<b>East Hempfield Township</b>	8,552	11,988	3,436
<b>East Lampeter Township</b>	5,342	7,018	1,676
<b>East Petersburg Borough</b>	1,708	2,061	353
<b>Lancaster City</b>	20,933	21,083	150
<b>Lancaster Township</b>	5,892	7,246	1,354
<b>Manheim Township</b>	12,961	16,872	3,911
<b>Manor Township</b>	6,464	8,837	2,373
<b>Millersville Borough</b>	2,335	2,376	41
<b>Mountville Borough</b>	1,018	1,418	400
<b>West Hempfield Township</b>	5,427	8,623	3,196
<b>West Lampeter Township</b>	5,284	8,112	2,828
<b>Central Lancaster County</b>	75,916	95,633	19,717

Source: ACP – Visioning and Planning

In order to accommodate the expected population growth, Central Lancaster County will need an additional 17, 728 housing units in the next 25 years. Not all new housing units, however, will be built on agricultural or vacant land. Assuming that 12 percent of the future housing units will be acquired through adaptive reuse and redevelopment, the total number of housing units to be built on new land is 15,601. The 12 percent figure is consistent with Lancaster County's Draft Growth Management Element and with the goals, objectives, and strategies of *Growing Together*. The Draft Growth Management Element recommends accommodating 12 percent of

new dwelling units in “Reinvestment Areas” (i.e., Lancaster City, the Boroughs, and developed lands within Township UGAs).

In order to determine the land area required to accommodate future development patterns, net land use must be established. Net land use is calculated by taking the total gross acreage for Central Lancaster County and subtracting Agriculture, Forestry, and Vacant lands. Among the remaining (or net) land uses, Central Lancaster County shows a consistent ratio of 40 percent residential use to 60 percent nonresidential use (including Commercial, Industrial, Institutional, and Roads and Rights of Way). This ratio can be used to determine the total amount of land required to accommodate projected housing unit needs.

Table 6.3 indicates how much land will be needed to accommodate growth by 2030, using a range of average gross residential densities. The calculations are based on projections for 15,601 new housing units on new land, and assume that the 40/60 ratio of residential versus other uses will continue in the future.

**Table 6.3 – Land Consumption at Various Gross Densities to 2030**

<b>Gross Residential Density</b>	<b>5.5</b>	<b>6</b>	<b>6.5</b>	<b>7</b>	<b>7.5</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>12</b>	<b>14</b>	<b>16</b>
Residential acreage	2,836	2,600	2,400	2,229	2,080	1,950	1,733	1,560	1,300	1,114	975
Non-residential acreage	4,255	3,900	3,600	3,343	3,120	2,925	2,600	2,340	1,950	1,671	1,462
<b>Total acreage needed by 2030</b>	<b>7,091</b>	<b>6,500</b>	<b>6,000</b>	<b>5,572</b>	<b>5,200</b>	<b>4,875</b>	<b>4,333</b>	<b>3,900</b>	<b>3,250</b>	<b>2,785</b>	<b>2,437</b>

Source: ACP - Visioning & Planning

### **Buildable Land**

The *Growing Together* Steering Committee recommends that 100 percent of all future growth should occur inside Central Lancaster County’s Designated Growth Area (DGA), thus protecting valuable farmland outside. The committee recognizes that some development may occur outside the DGA where plots have already been platted. The DGA includes both the Urban Growth Areas (UGAs) and Village Growth Areas (VGAs) adopted following the 1993 Growth Management Element of Lancaster County Comprehensive Plan. The acronyms DGA, UGA, and VGA are used frequently throughout this report. A visual depiction of the Urban and Village Growth Areas can be found at the end of this chapter, in Map 6.11.

Table 6.4 shows the amount of buildable land available inside the DGA. The gross available land was measured assuming that only agricultural and vacant properties within the DGA should be considered available for development. A net out of some of this gross area is required in order to account for environmental constraints. A 100 percent net out is used for wetlands, slopes greater than 25 percent, and 100-year floodplains; County GIS reports indicate that 965 acres in the study area are categorized as such. A 50 percent net out is used for high water table soils, riparian buffers, wetland buffers, and slopes between 15 and 25 percent; GIS reports indicate that approximately 1,655 acres fall into these categories.

**Table 6.4 – Buildable Land Inside the DGA**

Gross available land	9,689 acres
100% net out	(965 acres)
50% net out	(827 acres)
<b>Buildable land</b>	<b>7,896 acres</b>

Source: Thomas Comitta Associates

Table 6.5 shows how many acres of buildable land will remain available for development in the year 2030, using a range of gross residential densities between 5.5 and 16 units per acre.

**Table 6.5 – Buildable Land Remaining Within the DGA in 2030 at a Range of Gross Densities**

Gross Residential Density	5.5	6	6.5	7	7.5	8	9	10	12	14	16
Buildable land in acres	7,896	7,896	7,896	7,896	7,896	7,896	7,896	7,896	7,896	7,896	7,896
Total acres needed by 2030	7,091	6,500	6,000	5,572	5,200	4,875	4,333	3,900	3,250	2,785	2,437
<b>Remaining buildable land in 2030</b>	<b>805</b>	<b>1,396</b>	<b>1,896</b>	<b>2,324</b>	<b>2,696</b>	<b>3,021</b>	<b>3,563</b>	<b>3,996</b>	<b>4,646</b>	<b>5,111</b>	<b>5,459</b>

Source: ACP – Visioning & Planning

As the table shows, at an average gross residential density of 6.5 units per acre it will take 6,000 acres to accommodate growth through the year 2030. The average gross density of 6.5 units per acre is equivalent to approximately 7.5 net units per acre, which is the target density proposed by the Growth Management Plan Update of the Lancaster County Comprehensive Plan. At the gross density of 6.5 units per acre there would be 1,896 buildable acres left inside the DGA in 2030.

**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.

Source: Draft Growth Management Plan Element update Glossary

*Growing Together* anticipates that future residential development will occur at a density which is higher than not only the current density of 5 dwelling units per gross acre but also the Growth Management Plan Update's target density of 6.5 dwelling units per gross acre. There are several reasons for this: (1) the Update is a countywide planning document, whereas much of the area covered by *Growing Together* is the Central Lancaster County urban growth area, (2) especially high density development will be encouraged in the Growth Opportunity Areas designated in *Growing Together*, and (3) *Growing Together* includes Lancaster City, where current development and anticipated future development are at substantially higher densities than development countywide. *Growing Together* recommends that each municipality in Central Lancaster County has an average gross density for new development and redevelopment in the range of 6.5 to 12 dwelling units per acre, with the expectation that the municipalities of a more urban nature will be higher in that range.

**Table 6.5 confirms that the land within the DGA is sufficient to accommodate Central Lancaster County's projected growth to the year 2030 and beyond. Consequently, the central question addressed by the *Growing Together Land Use* chapter is not whether there is adequate land to accommodate future growth, but how and where that growth will occur.**

The recommendations of the Land Use chapter focus on a number of issues that address this question of where and how growth should occur. These issues include: how to protect valuable agricultural land; how to manage land more efficiently; how to direct growth towards redevelopment and infill areas; how to adopt development patterns that result in a more intensive and efficient use of the land; how to revitalize older urban cores; and how to strengthen Central Lancaster County’s unique character.

Many of the recommendations imply a substantial change of direction in development patterns. Through implementation, these recommendations can ensure that Central Lancaster County will retain its attractiveness as a place to live, work, visit, and play, while sustaining its role as the economic engine and regional core of Lancaster County.

### C. Existing Land Use

#### General Land Use Pattern

The existing land use map, Map 6.12, can be found at the end of this chapter. The land use patterns shown in this map are typical of a region containing a large urban core with major transportation arteries extending outward. Rural, urban, and suburban settings coexist within the region. High-density development is concentrated within Lancaster City, while the outlying areas are dominated by suburban and rural development patterns. Commercial and industrial land uses extend in linear corridors along the major transportation routes. Moving beyond the urban core, residential areas and road networks exhibit more sprawling development patterns, particularly to the north and northwest of downtown Lancaster City.

#### The Designated Growth Area

The DGA is a key feature of Central Lancaster County and comprises Urban and Village Growth Areas for a total of 50,587 acres, or 46.8 percent of the 168 square mile study area. Table 6.6 presents a calculation of the land included inside the DGA.

**Table 6.6 – Designated Growth Area Land Summary**

Total Central Lancaster County Acres	108,077
Acres in UGA	49,335
Acres in VGB	1,252
Total DGA (UGB + VGB) Acres	50,587
Percent of Total Central Lancaster County Acres	46.8%

*Source: Thomas Comitta Associates*

#### Current Land Utilization

Land utilization in Central Lancaster County is summarized in Table 6.7, which provides a breakdown of land use for the 11 municipalities.

**Agriculture** is the most prevalent land use in Central Lancaster County. In terms of acreage, agriculture comprises 38 percent (41,037 acres) of the

study area. Agriculture is the dominant land use in Manor Township, East and West Hempfield Townships, and East and West Lampeter Townships. Map 6.13, at the end of the chapter, depicts existing agricultural resources.

**Residential** land use is the second most prevalent land use in Central Lancaster County, comprising 20 percent (22,155 acres) of the study area. Residential is the dominant land use type within Manheim Township, Lancaster Township, the City of Lancaster, and the three Boroughs (Millersville, Mountville, and East Petersburg).

**Commercial** land uses include non-agricultural businesses such as retail and professional services. These uses comprise approximately six percent (7,024 acres) of the area, with the most prevalent being in East Lampeter Township along the Route 30 corridor, in Lancaster City, and in Manheim Township.

**Recreation** is the fifth largest land use, comprising three percent (3,771 acres) of land including public parks and private recreational properties, such as those administered by homeowner associations. Recreational land is most abundant in Manheim Township, West Lampeter Township, and Manor Township.

**Industrial** land uses, including manufacturing, warehousing, and distribution, rank sixth, occupying three percent (3,192 acres) of the study area with concentrations in East Hempfield Township, Manor Township, the City of Lancaster, and East Lampeter Township.

**Table 6.7 – Existing Land Use by Municipality, in Acres**

	East Hempfield Township	East Lampeter Township	East Petersburg Borough	City of Lancaster	Lancaster Township	Manheim Township	Manor Township	Millers- ville Borough	Mountville Borough	West Hempfield Township	West Lampeter Township	Central Lancaster County
Agricultural	4,631.4	6,466.4	12.9	0.0	682.5	3,795.6	14,398.5	113.1	99.6	5,287.9	5,549.0	<b>41,036.9</b>
Recreational Forestry & Related Activities	375.9	274.9	46.8	383.3	122.8	818.4	582.9	28.0	39.5	463.2	635.7	<b>3,771.4</b>
Residential	22.1	0.0	0.0	0.0	0.0	0.0	42.0	0.0	0.0	149.0	0.0	<b>213.1</b>
Institutional	3,255.8	2,004.6	448.4	1,124.6	1,433.5	4,653.1	3,688.9	508.4	214.7	2,713.6	2,108.9	<b>22,154.5</b>
Commercial	694.1	254.5	23.0	400.4	187.1	627.7	149.9	223.5	31.7	235.2	327.8	<b>3,154.9</b>
Industrial	1,170.5	1,505.1	59.6	875.9	415.2	1,246.1	681.9	103.0	39.1	543.1	384.8	<b>7,024.3</b>
Utilities	749.3	525.4	3.8	556.0	41.5	262.8	585.5	0.0	21.8	383.2	62.9	<b>3,192.2</b>
Vacant	262.8	172.6	4.9	234.1	79.9	806.8	866.2	13.5	9.9	258.0	9.3	<b>2,718.0</b>
Susquehanna River	1,284.8	784.6	75.5	360.2	504.6	1,543.8	2,756.0	106.4	35.9	1,130.9	941.4	<b>9,524.1</b>
Other (Roads, Rights of Way)	1,563.8	0.0	0.0	0.0	0.0	0.0	6,375.1	0.0	0.0	0.0	0.0	<b>7,938.9</b>
<b>Total</b>	<b>1,100.2</b>	<b>763.5</b>	<b>96.2</b>	<b>756.7</b>	<b>427.9</b>	<b>1,672.5</b>	<b>7,370.4</b>	<b>136.2</b>	<b>59.6</b>	<b>2,291.3</b>	<b>613.8</b>	<b>15,288.3</b>
<b>Total</b>	<b>15,110.7</b>	<b>12,751.6</b>	<b>771.1</b>	<b>4,691.2</b>	<b>3,895.0</b>	<b>15,426.8</b>	<b>37,497.3</b>	<b>1,232.1</b>	<b>551.8</b>	<b>13,455.4</b>	<b>10,633.6</b>	<b>116,016.6</b>

Source: Thomas Comitta Associates, Inc.

**Institutional** land uses include properties such as government centers, schools, hospitals, and churches. These uses account for three percent (3,155 acres) of Central Lancaster County. There is a large concentration of institutional facilities in the City of Lancaster; however, in terms of acreage,

East Hempfield Township has the largest amount of land devoted to these uses with 694 acres.

**Utilities** include lands devoted to public utility services, such as electric, water, and waste disposal, as well as transportation facilities such as airports and railroad beds. These land uses occupy three percent (2,718 acres) of the land in Central Lancaster County. The Lancaster Airport, the Safe Harbor Dam, the Lancaster County Solid Waste Management Authority, and the Lancaster Area Sewer Authority (LASA) are some of the prominent utilities in the area.

**Roads and Rights of Way** account for 14 percent of the total acreage.

**Vacant land** constitutes 9 percent of the area.

#### **D. Future Land Use Plan**

The pattern of future land use in Central Lancaster County is depicted in two maps found at the end of this chapter. Map 6.14 - Future Land Use Policy Framework Plan focuses on areas of distinctive character in Central Lancaster County, and provides guidance related to the type of policy or development pattern best suited to a given area. Map 6.15 - Future Land Use Plan focuses on the specific land uses that should dominate in each area, and serves as a guide for making zoning decisions. Together, the two maps will help municipalities implement the goals, objectives, and strategies of *Growing Together*.

##### **D.1 Growth Opportunity Areas**

Growth Opportunity Areas (GOAs) represent a distinctive element of future land use within Central Lancaster County. They were identified by the Steering Committee in response to public comment that future growth should be more compact, involve integrated uses, and be consistent with the walkable urbanity of older neighborhoods in the boroughs. GOAs respond to the critical land use question of *Growing Together*: where and how should growth occur? Map 6.16 at the end of this chapter shows the locations of the GOAs.

The Steering Committee identified and carefully refined a total of 35 Growth Opportunity Areas. These areas share the following characteristics. They are:

- Larger than 40 acres;
- Bordered by existing development;
- Served by major roads; and
- Served by or accessible to public sewer and public water service.

The GOAs encompass a total of 3,039 buildable acres, which represent 38 percent of the total buildable area inside the DGA. The plan recommends that municipalities provide incentives and regulatory tools so that GOAs become the target of exemplary intensive development in the coming years.

**Specific Plan:**

A Specific Plan is defined as “a detailed plan for nonresidential development of an area covered by a municipal or multimunicipal comprehensive plan, which when approved and adopted by the participating municipalities through ordinances and agreements supersedes all other applications.” (From the Pennsylvania Municipalities Planning Code)

Currently, one Specific Plan is underway in Central Lancaster County. This plan is for the Gateways project, which covers parts of Manheim Township and Lancaster City.



Heritage Agricultural Landscape.



Conventional residential developments are the focus of Neighborhood and Enterprise Regenerations Areas.

The GOAs should be developed as integrated mixed use areas that include within their boundaries a wide range of residential and commercial densities. The primary use of a GOA will vary. Some will have a residential emphasis, others a commercial and retail emphasis. The determination of the appropriate primary use of a GOA should be made based on the character and use of surrounding areas and on market conditions.

The physical design of nonresidential areas in each GOA should be defined through the use of Specific Plans, a tool made available by Section 1106 of the Municipalities Planning Code. Depending on the size of the development, the integrated mixed use centers of a GOA should function as neighborhood, village, or town centers. The areas should be highly connected internally and externally and walkable throughout.

The GOAs are not intended to accommodate all growth in the next 25 years. Rather they should become exemplary models of how that growth should occur.

## D.2 Future Land Use Policy Framework Plan

### Purpose

The purpose of the Future Land Use Policy Framework Plan is to express land use patterns that should be encouraged in Central Lancaster County over the next 25 years. Rather than identifying specific land uses, the Policy Framework Plan provides recommendations regarding the general character that should predominate in various parts of the study area.

### Description

Each of the classification areas of the Policy Framework Plan relates directly to the goals, objectives, and strategies of *Growing Together*. The eight overarching character zones are described below.

**Heritage Agricultural Landscape** - This category envelops the internationally famous farmlands that exist outside the DGA, and includes areas with prime agricultural soils. The Heritage Agricultural Landscape is intended to express an on-going preference towards keeping this land in continuous and sustainable agricultural use. This category includes the possibility for very minor residential infill, which should occur in pockets that have already been subdivided for residential use. A small number of residential lots may also be added in accordance with Municipal Agricultural Preservation zoning requirements.

**Parks & Recreation Areas** - This category includes county parks and municipal parks. Each of these parks is separately identified in Chapter 10.

**Neighborhood & Enterprise Regeneration Areas** - This category envelops the major existing single-family detached residential neighborhoods, smaller nonresidential development outside of the Corridor Regeneration Areas, neighborhood parks, and mini parks. A series of initiatives should occur in these areas such as: adaptive reuse of existing buildings; extension and connection of sidewalks and cul-de-sacs;

introduction of relief routes like Good Drive; and addition of mixed uses, including neighborhood parks, day care centers, corner stores, churches, etc. This category can be thought of as a minor retrofit of conventional suburban development.

**District Regeneration Areas** - This category applies to major nonresidential districts such as Lancaster Airport, industrial parks, Park City Center Mall, and hospitals. These unique districts are vastly different than mixed use neighborhoods and town centers, and require specially tailored approaches. Enhancements should focus on such items as: vehicular circulation improvements; parking lot re-design; sidewalk improvements; landscaping improvements; and lighting improvements.

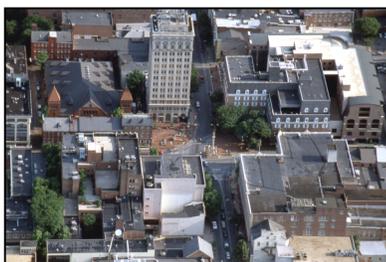
**Corridor Regeneration Areas** - This category applies to the major commercial corridors that emanate out from the City and need to be enhanced. The corridors that should be included are along Routes such as 462, 23, 72, 501, 272, as well as Harrisburg Pike and Fruitville Pike. These areas can be upgraded to become more functional and attractive, first with streetscape improvements and then with retrofits to buildings. The long-term future for these areas could involve new buildings with more of a streetscape presence.

**Growth Opportunity Areas** – GOAs are described in section D.1 above, and depicted in Map 6.16. Most of the GOAs contain some existing agricultural land uses. These agricultural lands can be converted through appropriate residential infill, particularly if LIMC municipalities are successful in protecting the Heritage Agricultural Landscape outside of the DGA.



Millersville University.

**Enhancement Areas** - This category applies to a number of different locations, including: portions of Lancaster City and the boroughs that are outside of Core Revitalization Areas; those areas in the adjoining townships next to the City/borough neighborhoods; and existing villages and hamlets. Special places with this designation include: the James Street Improvement District, in the northwest and north central portion of Lancaster City; Franklin & Marshall College and Millersville University; the southern tier of Manheim Township as it joins the northern section of Lancaster City (where a Specific Plan is being developed); Willow Street; Rohrerstown; Landisville; Silver Spring; Neffsville; other mixed use village areas; and various hamlets. The overarching idea is to maintain and enhance the neighborhood structure of these existing mixed use places that are considered to be among the most cherished places in the Central Lancaster County area.



Downtown Lancaster City.

**Core Revitalization Areas** - This category applies to downtown Lancaster City, as well as the core areas of the three boroughs. Relevant initiatives involve: pedestrian-oriented frontages; first-floor retail use, with offices and apartments above; public plazas and squares; civic gathering places; special event places (for parades and/or memorials); continuous sidewalk and crosswalk networks; specialized treatment of parking (on-

street, to the rear of buildings, in deck parking structures); and alleys. The overarching idea is to maintain and enhance the “Main Street” character of these urban environments.

### Process

The delineation of character zones for the Future Land Use Policy Framework Plan followed several steps:

- Growth Opportunity Areas were defined (note that these are identical to the GOAs in the Future Land Use Plan);
- Parks and Recreation Areas were added;
- Core Revitalization Areas were defined in Lancaster City and the three boroughs;
- Enhancement Areas were drawn to identify opportunities for context sensitive infill development and redevelopment in the City, the three boroughs, the Village Growth Areas (VGAs), and smaller villages and hamlets;
- The District Regeneration Areas were plotted for larger land uses such as the airport, the Park City Mall, the health campus, the landfill, and the industrial sector;
- Corridor Regeneration Areas were drawn to envelop commercial sprawl and/or commercial strips that need a major facelift, requiring street trees, sidewalks, street lights, and/or the repositioning of buildings;
- The Neighborhood & Enterprise Regeneration Areas were added to portions of the DGA to suggest the retrofitting of existing neighborhoods; and
- The Heritage Agricultural Landscape was established to promote this cultural and economic asset outside the DGA.

The total acreage allotted for each of the eight character zones is outlined below, in Table 6.8.

**Table 6.8 – Land Uses on Future Land Use Policy Framework Plan**

<b>Character Zone</b>	<b>Acres</b>	<b>% of Total</b>
Core Revitalization Areas	500	0.5%
Corridor Regeneration Areas	1,434	1.5%
District Regeneration Areas	2,705	2.9%
Enhancement Areas	8,352	9.0%
Growth Opportunity Areas	4,148	4.5%
Heritage Agricultural Landscape	44,167	47.5%
Neighborhood & Enterprise Regeneration Areas	25,873	27.9%
Parks & Recreation Areas	5,716	6.2%
<b>Total</b>	<b>92,896</b>	<b>100.0%</b>

*Source: Thomas Comitta Associates*

### D.3 Future Land Use Plan

#### Purpose

The Future Land Use Plan indicates the land use patterns that should be encouraged in Central Lancaster County as development and redevelopment occur from now through the year 2030. Whereas the Future Land Use Policy Framework describes the character of future development and redevelopment, the Future Land Use Plan recommends the specific land uses that should prevail in each area.

When the *Growing Together* project began, it was agreed that the multimunicipal plan should include the same level of detail as the individual municipalities would expect in a plan for a single municipality. It was also expected that this plan would be generally consistent with existing municipal plans to the extent that those plans are current and compatible with present policies and visions for the future. The process for developing the Future Land Use Plan, and the content of the plan itself, were designed to satisfy those expectations. The Future Land Use Plan will serve as a guide for making zoning decisions and implementing many of the *Growing Together* strategies.

#### Description

The Future Land Use Plan appears on Map 6.15 at the end of this chapter. The plan shows ten general land use categories. Property lines are not shown on the plan. Although some of the land use boundaries appear to coincide with property lines, the plan is not intended to be parcel specific.

The general land use categories of this plan directly relate to the more specific categories appearing in Lancaster County's Zoning Lexicon. Such correlation should facilitate the selection of appropriate land use categories from the Lexicon when preparing zoning ordinances or working on other strategies to implement this plan. The 36 categories in the Lexicon were divided into ten groups, and each group was given a general name to be used in this plan. Table 6.9 lists the ten land use categories selected for this plan and the corresponding land use categories in the Zoning Lexicon.

**Table 6.9 Land Use Categories**

<b>Land Use Categories in Future Land Use Plan</b>	<b>Corresponding Land Use Categories in Lancaster County Zoning Lexicon</b>
Open Space	UG-OS Open Space
	UG-UP Urban Parks
	VG-VP Village Parks
	RR-OSR Open Space Recreation
	RR-OSC Open Space Conservation
Agricultural Resource	UG-AH – Agricultural Holding
	RR-AR – Agricultural Resource
Rural Residential	RR-RA Rural Agriculture
	RR-RR Rural Residential
Residential	UG-R1 Low Density Residential
	UG-R2 Medium Density Residential
	UG-R3 High Density Residential
	VG-R1 Low Density Residential
	VG-R2 Medium Density Residential
	VG-R3 High Density Residential
Mixed Use	UG-MX Mixed Use
	VG-MX Mixed Use
	VG-TN Traditional Neighborhood
Institutional	UG-INS Institutional
	RR-INS Institutional Non-Service Area
Business & Professional Office	UG-OTP Office and Technology Parks
	UG-BPO Business and Professional Office
	RR-BPO Business and Professional Office Non-Service Area
Neighborhood Commercial	UG-CN Commercial Neighborhood
	RR-C Commercial Non-Service Area
Regional Commercial	UG-CH Commercial Highway
	UG-CBD Central Business District
Industrial	UG-I1 Light Industrial
	UG-I2 Heavy Industrial
	UG-RE Mining & Natural Resource Extraction
	UG-M Manufacturing
	UG-W Warehousing
	UG-API Airport Industrial
	RR-I2 Heavy Industrial Non-Service Area
	RR-I2-RE Mining and Natural Resource Extraction
RR-I1 Light Industrial Non-Service Area	

*Source: Zoning Lexicon*

Following are descriptions of the ten land use categories appearing in the Future Land Use Plan. Each begins with a statement of the primary land uses that are appropriate for that category, followed by explanatory comments where appropriate. Please note that the land use categories will not be restricted to one exclusive land use. The descriptions clearly indicate that some of the ten categories are explicitly intended to offer a mix of uses, and all of the categories in the plan will accommodate a mix of uses to some extent.



A wooded trail in Lancaster County Central Park.



Large lot residential development.

**Open Space** – Includes natural areas, resource conservation corridors along waterways, parks and sports facilities, golf courses, and larger cemeteries. The resource conservation corridors are depicted schematically as extending 200 feet from the center of the waterway on the largest waterways and 100 feet from the center of the waterway on selected other waterways. Environmental protection is an important issue along all waterways, and the actual width to which protective measures should apply (i.e. the actual width of the resource conservation corridor) will vary with the conditions along the waterway.

**Agricultural Resource** – Consists of agriculture and other uses that are typically found within an agricultural community (such as older residences and limited newer residences, post offices, fire halls, houses of worship, and small cemeteries). These areas should continue to have a predominantly agricultural character. Non-farm residences should be those that pre-date agricultural zoning and those that are permitted in limited numbers by effective agricultural zoning. Public sewer and water facilities are not anticipated.

**Rural Residential** – Incorporates agriculture, large-lot residential development, and other uses that are typically found within an agricultural community. These limited areas differ from the Agricultural Resource areas in that they are appropriate for some larger-lot residential development, due to characteristics such as slopes, poorer soils, or proximity to creeks or other natural resources that make them suitable for less intense residential development that does not require public sewer and water facilities.

**Residential** – Involves residences and other uses that are typically found within a residential community. These areas will be primarily residential, and include the portions of retirement communities that are primarily residential. However, small areas of other uses, such as professional offices, neighborhood stores, houses of worship, and other institutional uses are appropriate where permitted by the applicable land use regulations. These residential areas, along with the residences in the Mixed Use areas, should meet the housing needs of all present and future residents, and include housing of different dwelling types and at appropriate densities for households of all income levels.

**Mixed Use** – Refers to a mix of residential and nonresidential uses. The mixed use areas shown on the future land use plan fall into two categories:

- **Growth Opportunity Areas** – These are areas that are primarily undeveloped now, where higher density mixed use development is encouraged. They should include a variety of housing types, and diverse uses such as neighborhood commercial establishments, small institutional uses, professional offices, neighborhood parks, and houses of worship. The GOAs are indicated by “bull’s-eye” symbols on the plan.

- **Other Mixed Use Areas** – These are other areas of mixed use, either existing, partly developed, or to be developed in the future.

**Institutional** – Includes public schools, major private schools, institutions of higher learning, municipal buildings, major cultural facilities, hospitals, sections of retirement communities that are primarily health care facilities, and larger utility sites (such as landfills, or water and wastewater treatment facilities). Institutions not shown on the future land use plan include smaller private schools, post offices, fire houses, many houses of worship, and other smaller institutions that are impractical to show due to the scale of the plan.

**Business and Professional Offices** – Consists of businesses and professional office buildings.

**Neighborhood Commercial** – Refers to commercial establishments that primarily serve residents from the immediate neighborhood or local area. Some small commercial sites are also included in Mixed Use areas or within other land use categories.

**Regional Commercial** – Includes Lancaster City’s central business district and other large commercial areas that draw customers from a larger distance due to the nature of their stores and their accessibility. There are regional commercial areas along major corridors throughout the LIMC study area.



Regional commercial.

**Industrial** – Consists of all kinds of industrial facilities, as well as Lancaster Airport.

### Process

The identification of land use areas in the Future Land Use Plan followed several steps:

- Growth Opportunity Areas were located where there should be a special effort to encourage high density, mixed use development. GOAs are generally more than 40 acres, easily accessible, and presently served or able to be served by public utilities.
- Greenway corridors were located along major waterways. Some are appropriate for linear parks and trails, others are intended to protect special scenic and historic areas, and some provide environmental protection and are not accessible to the public.
- Each of the 100+ land use categories in the existing municipal land use plans was assigned to one of the 10 general land use categories described above, to ensure incorporation into the Future Land Use Plan.
- Adjustments were made to achieve consistency in the character of the plan among all municipalities. For example, similar kinds of community facilities were shown as Institutional in all municipalities. Also, some small land use areas were omitted,

and some irregularities in the shapes of land use areas were smoothed out for visual clarification.

#### D.4 Analysis of Future Land Use Plan

Table 6.10 summarizes the land uses depicted on the Future Land Use Plan. For each of the ten land use categories, Table 6.10 lists the number of parcels, the acreage, and the percent of the total area that the acreage represents. The total acreage equals about 148 square miles.

**Table 6.10 – Summary of Land Uses on Future Land Use Plan**

Land Use	Number of Parcels	Acres	% of Total Area
Open Space	3,097	9,895	10.5
Agricultural Resource	3,737	40,077	42.4
Rural Residential	480	1,416	1.5
Residential	58,655	25,835	27.3
Mixed Use	4,016	5,768	6.1
Institutional	264	2,815	3.0
Business & Professional Office	360	648	.7
Neighborhood Commercial	1,337	1,541	1.6
Regional Commercial	1,413	1,249	1.3
Industrial	742	5,251	5.6
TOTAL	74,101	94,495	100.0

*Source: Thomas Comitta Associates, Inc.*

Regional Commercial areas occur along major transportation corridors in ten locations on the plan. Although there may be some additional regional commercial development at those ten locations, the plan does not anticipate a need for regional commercial development in any other locations. Neighborhood Commercial areas and opportunities for local commercial uses in Mixed Use and other land use areas will provide necessary shopping options for all residents.

Industrial land use is concentrated in the northern part of the plan area, where it is most convenient to major highways and railroads. This plan does not foresee the need for additional industrial areas in any other locations.

The plan provides sites for several major regional land uses, such as the Lancaster Area Solid Waste Management Authority's landfill in southwestern Manor Township, the Lancaster Airport in northern Manheim Township, and three major parks: Lancaster County Central Park (near the most densely populated area of Lancaster County), Long's Park (with a covered stage and open area that can accommodate tens of thousands of people), and Chickies Rock County Park (at a site originally selected because of its outstanding scenic qualities). These kinds of facilities are intended to serve the entire Central Lancaster County region, and there is no need to provide additional sites for these same kinds of uses in other municipalities.

**E. Summary**

In summary, the Future Land Use Plan encourages land use patterns that will accommodate all of the growth anticipated in Central Lancaster County through the year 2030, while at the same time preserving agricultural areas, open space corridors, and other open space areas that should remain undeveloped. The regional perspective reflected in the plan shows how municipalities within a region can each provide for some of the region's needs without each municipality necessarily providing for all kinds of land uses. This is consistent with the intent of paragraph 1103(a)(4) of the Municipalities Planning Code, which states that a multimunicipal comprehensive plan may "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 provided for within a reasonable geographic area of the plan." The Future Land Use Plan can therefore be an important basis for the shared land use concept as the Lancaster Inter-Municipal Committee and its member municipalities work cooperatively to implement *Growing Together*.

## Part 2 - Objectives and Strategies

This section describes the objectives and strategies that will support the Land Use goals for Central Lancaster County. It is divided into the six goal areas for Land use:

- Agricultural Preservation (LU-AP)
- Growth Management (LU-GM)
- Redevelopment and Infill (LU-RI)
- Development Patterns (LU-DP)
- Urban Core (LU-UC)
- Community Character (LU-CC)

For further details regarding the timeframe and lead agencies responsible for each strategy, please see the Implementation Matrix found in Chapter 15.

### 1. Goal: Agricultural Preservation (LU-AP)

***Growth management tools will be used to preserve contiguous agricultural land, to enable farming of that land, and to focus development within designated growth areas.***

#### **Objective LU-AP.1 - Continue and expand farmland preservation.**

Farmers today are facing challenging new obstacles. As their profits decrease and speculative land values increase, they face more pressure to sell off all or part of their farmland. Expanding farmland preservation programs can protect the unique rural communities of Lancaster County, while preserving open space and wildlife habitats.

#### **Strategies**

##### **LU-AP.1.A Adopt a regional transfer of development rights (TDR) program.**

Property ownership can be described as a bundle of individual rights (including mineral rights, timber rights, air rights, development rights, etc.), which the government can constrain to varying degrees. In a transfer of development rights, the right to develop a parcel of land is severed from the land itself, and becomes a marketable commodity. The land is subsequently protected from development, the property owners receive monetary compensation, and developers who purchase the rights can build at higher densities in a different location, where such density is desired and appropriate. Municipalities should cooperate in developing and adopting a TDR program consistent with Section 1105.b.2 of the Pennsylvania Municipalities Planning Code.

##### **LU-AP.1.B Develop strategies to fund the implementation of TDRs including funding from the State.**

Lancaster County is a leader in the purchase of development rights. In fact, Manheim Township is the leader in the purchase of TDRs in Lancaster

County. Increased funding from the State will enable greater land protection.

**LU-AP.1.C Continue to protect contiguous farmland.**

Municipalities should encourage the protection of contiguous farmland whenever possible with the aim of creating a critical mass of land that can sustain agriculture support services and agribusiness. Large blocks of contiguous farmland can help support a sustainable agricultural economy. Without a critical mass of readily available agricultural infrastructure (such as equipment sale and repair, seeds, and fertilizer), an agricultural community can become increasingly difficult to sustain. Maintaining contiguous, rather than fragmented, parcels of farmland also contributes to minimizing conflicts between farming and non-farming neighbors.

**LU-AP.1.D Expand the successful acquisition program of high quality farmland.**

LIMC should work closely with private conservation organizations to further the acquisition of high quality farmland. Organizations like the American Farmland Trust and the Pennsylvania Land Trust Association, among others, can provide technical assistance to local conservation groups, subsidize transaction costs for establishing conservation easements, and work to raise public awareness about the importance of conserving farmland.

**LU-AP.1.E Continue to provide preferential tax treatment to farms as an incentive to preservation.**

Farmland has a relatively high value, while generating a relatively low income per acre. Preferential tax treatment is one way to encourage farmers to preserve their land for agricultural activity, rather than selling to developers.

**Objective LU-AP.2 - Allow and facilitate accessory farm businesses and responsible nontraditional farming techniques.**

Permitting farm owners greater leeway in deciding how to use their accessory farm structures can lead to increased supplementary farm income while preserving structures that define an area's agricultural heritage. Accessory farm businesses like equipment sales, warehousing, or light manufacturing should be compatible with surrounding land uses. Use of nontraditional farming techniques can be another way to boost agricultural profits. Responsible non traditional farming techniques include, among others: biodynamics, an agricultural approach that takes into account the natural processes of the environment, such as decomposition; organic farming, a system of crop production in which the producer tries to minimize the use of chemicals for crop and pests control; and seed farming, or farming for the purpose of collecting seeds.

Concentrated Animal Feeding Operations and other forms of industrial agriculture should not be included in the context of accessory farm businesses and responsible nontraditional farming within the LIMC communities.

### **Strategies**

#### **LU-AP.2.A Amend local zoning ordinances to allow for accessory farm businesses.**

Municipalities should amend zoning ordinances to encourage accessory farm businesses. They should also develop performance standards to ensure that these accessory businesses do not adversely affect farm neighbors.

#### **LU-AP.2.B Support alternative small scale commercial uses on agricultural land.**

Roadside stands and other small commercial uses allow farmers to directly market their products at very low cost. Municipalities should continue supporting this type of commercial use that benefits farmers by providing supplemental income.

#### **Objective LU-AP.3 - Remove local barriers to farm profitability.**

Barriers such as costly permits, lengthy approval processes, zoning restrictions, and legal disputes can limit a farm's business options and hinder profitability. By removing such barriers, municipalities can enable a variety of productive farming activities, and preserve agricultural land and lifestyles.

### **Strategies**

#### **LU-AP.3.A Amend ordinances to remove barriers to farming.**

Restrictive ordinances discourage accessory businesses and roadside stands. By establishing more flexible ordinances, municipalities can increase farm income and enhance agricultural sustainability. Municipalities should expand their ordinances and eliminate restrictive provisions such as deep setbacks for stands for the sale of farm products, short hours of operation, and severe limitations on signage.

#### **LU-AP.3.B Require subdivision plans and zoning permits to include agricultural nuisance disclaimers for non-farm development outside the DGA.**

Nuisance disclaimers notify potential owners of non-farm property about adverse impacts generated by normal agricultural practices. Several townships in Lancaster County already include such disclaimers in their zoning ordinances. By incorporating nuisance disclaimers into sales contracts for non-agricultural development within an agricultural zone, municipalities can shield normal agricultural practices from nuisance claims and reduce conflict and litigation between farmers and neighboring subdivisions.

## **2. Goal: Growth Management (LU-GM)**

***Development of land will be managed effectively to plan and locate communities with compatible land uses and densities within designated growth areas, while preserving and maintaining valuable open space.***

### **Objective LU-GM.1 - Plan growth cooperatively through the Lancaster Inter-Municipal Committee.**

*Growing Together* positions the LIMC as a catalyst for change in Central Lancaster County giving it a key role in brokering municipal cooperation.

#### **Strategies**

##### **LU-GM.1.A Endorse proposed Growth Opportunity Areas (GOAs).**

LIMC should actively endorse the proposed GOAs as preferred locations to accommodate more intense mixed use development patterns that are consistent with the goals, objectives, and strategies of *Growing Together*. LIMC should ensure that member municipalities endorse GOAs as well.

##### **LU-GM.1.B Establish a Land Use Advisory Board within LIMC.**

LIMC should appoint a Land Use Advisory Board to prioritize the implementation and development of proposed Growth Opportunity Areas and to monitor, on a voluntary basis, plans and land uses of regional impact. The Land Use Advisory Board should take a proactive role in implementing *Growing Together*.

##### **LU-GM.1.C Enable the development of Growth Opportunity Areas as Traditional Neighborhood Developments, Transit Oriented Developments, and other types of mixed use developments as a permitted use, or as a conditional use, provided explicit standards and criteria are provided.**

Traditional Neighborhood Developments (TNDs) strive to create walkable, mixed used neighborhoods with a variety of housing types intermingled with educational facilities, civic buildings, and commercial establishments. Transit Oriented Developments (TODs) focus on promoting pedestrian and mass transit movement around mixed use regional areas. Municipalities should establish clear guidelines and explicit standards to guide the creation of GOAs as integrated and walkable mixed use communities.

##### **LU-GM.1.D Create ad-hoc multimunicipal compacts.**

Ad hoc multimunicipal compacts will give municipalities the opportunity to work together on Specific Plans. The proposed Land Use Advisory Board should convene such ad hoc compacts to enable cooperative planning among adjacent municipalities of areas of common interest such as transportation and commercial corridors, and Growth Opportunity Areas.

**LU-GM.1.E Create design guidelines that help to shape development in the Growth Opportunity Areas, and within commercial corridors.**

Municipalities and the County should develop shared design guidelines that cover such topics as preservation of natural features, public spaces, district and neighborhood character, building design standards, streetscape features, and signage standards.

**LU-GM.1.F Establish ongoing educational outreach for local officials and the general public.**

LIMC should take the lead in educating government officials and building public awareness regarding growth management strategies and smart growth. The effort should be coordinated with similar countywide initiatives to minimize duplication.

**Objective LU-GM.2 - Promote the full implementation of Designated Growth Areas.**

By targeting 100 percent of all future growth to occur inside the DGA the multimunicipal plan is reaffirming the notion that a more intensive use of land will maximize efficiency, create more livable communities inside the DGA, and protect the character and economic viability of areas outside the DGA.

**Strategies**

**LU-GM.2.A Coordinate land use ordinances to implement the plan's goals and objectives.**

The proposed Land Use Advisory Board should help coordinate efforts by individual municipalities to revise their own land use ordinances to ensure that the results are compatible and complementary and that they foster and not hinder the implementation of the goals and objectives of *Growing Together*.

**LU-GM.2.B Review successful models of multimunicipal zoning ordinances from Lancaster County and nearby counties.**

Pennsylvania's Electronic Land Use Library (<http://www.elibrary.state.pa.us/elibpub.asp>), is a clearinghouse of comprehensive plans, zoning ordinances, and land use regulations. This site offers search options to retrieve electronic versions of joint and multimunicipal zoning ordinances and comprehensive plans.

**LU-GM.2.C Consider the creation of joint municipal zoning ordinances.**

Joint municipal zoning ordinances are authorized under Article VII-A of the Pennsylvania Municipalities Planning Code. Joint municipal zoning ordinances should be based upon the recommendations of *Growing Together*, and should be prepared by a joint municipal planning commission.

**Objective LU-GM.3 - Adopt regional land use policies.**

Municipalities should be encouraged to develop regional land use policies to discourage development outside the DGA and to encourage future development inside the DGA, the two complementary aims of *Growing Together*.

**Strategies****LU-GM.3.A Convene ad-hoc committees of farmers, landowners, residents, agencies, and representatives of governments to discuss appropriate regional regulatory tools.**

The proposed Land Use Advisory Board should convene these ad-hoc committees to discuss and gain support for appropriate regulatory tools to preserve farmland and direct future growth inside the DGA. The committees should have an advisory role in the implementation of the growth management strategies of *Growing Together*.

**LU-GM.3.B Develop regional zoning as per Article VII-A of the MPC.**

Article VII-A of the MPC provides a powerful tool to balance farming and non-farming uses. Outside the DGA, regional zoning can help maximize uses that are agricultural or that support agriculture, while minimizing incompatible uses such as those that attract non-farm development and generate traffic. Inside the DGA regional zoning can facilitate the development of integrated mixed use areas such as the GOAs.

**LU-GM.3.C Use density bonuses and other incentives to direct future development to existing or proposed sewer and water service areas.**

Density bonuses allow developers to build more units than would typically be allowed in a zoning district in exchange for building in a manner that meets specific community needs and/or preserves resources such as open space. Municipalities should consider density bonuses to induce private developers to build in the manner and locations suggested by *Growing Together*.

**Objective LU-GM.4 - Strengthen and revitalize existing developed areas to enhance their livability and economic viability.**

By focusing attention and resources in areas that are already developed, municipalities can reinvigorate declining cores and create more livable communities. Promoting mixed uses, higher densities, and infill development can enhance livability and spark renewed private investment in locations where key infrastructure already exists.

**Strategies****LU-GM.4.A Coordinate on a regional basis the future locations of public facilities.**

Municipalities should work together to ensure that future public

facilities such as schools, libraries, and services are located in ways that strengthen proposed or existing mixed use areas.

**LU-GM.4.B Conduct a neighborhood amenities audit to identify areas of infrastructure need.**

Municipalities should work with the LCPC to conduct neighborhood audits designed to reveal strengths and weaknesses in terms of providing public services and meeting infrastructure needs. The audit should look at such issues as access to public transportation, quality of parks and playgrounds, availability of services and retail, and proximity to schools. It should also focus in particular on older neighborhoods and early suburban developments.

**LU-GM.4.C Create a shared regional fund earmarked for community infrastructure improvements.**

A regional fund can be used to provide infrastructure improvements that will benefit the entire region. Specific targets may include: maintenance and improvement of public transportation; infrastructure investments to attract new industries; and investments and incentives to promote higher densities and mixed use development.

**LU-GM.4.D Coordinate with existing organizations that have the capacity to develop detailed community and neighborhood redevelopment or improvement plans.**

LIMC should convene community development corporations, government planning bodies, private planning firms, and neighborhood associations to coordinate the development detailed neighborhood improvement plans.

**LU-GM.4.E Develop regional criteria and prioritize community and neighborhood redevelopment efforts.**

In order to maximize the impact of investments, regional criteria should be identified to prioritize redevelopment efforts. Sample criteria might look at poverty rates, environmental benefits, economic impacts, employment opportunities, or public transportation access.

**Objective LU-GM.5 - Preserve and link prime open spaces and places of character within the DGA.**

Preserving open space and heritage landscapes inside the DGA can benefit the ecology, economy, and quality of life in Central Lancaster County. Open spaces should also be linked to function effectively rather than becoming isolated islands surrounded by development.

**Strategies****LU-GM.5.A Inventory heritage resources and open spaces, including rural land, within the DGA.**

Municipalities should identify and prioritize heritage resources and open spaces that should be preserved inside the DGA, working closely with the Heritage Planning Division of the LCPC.

**LU-GM.5.B Create a Linking Landscapes Plan to establish connectivity among heritage landscape features (including protected farms) and historic sites.**

The Conestoga Greenways Plan serves as a good start to enhancing greenways connectivity among the heritage landscapes in Central Lancaster County. Nearby Chester County, Pennsylvania has also developed a Linking Landscapes Plan to protect open space. This is a broad-ranging plan that provides recommendations for municipalities to implement. It addresses open space networks, cooperative planning and management, park facilities, natural areas, brownfields, historic sites, trail planning, and urban revitalization, among other topics. LIMC municipalities should use these types of plans as a point of reference in their efforts to protect heritage landscapes and historic sites inside the DGA.

**LU-GM.5.C Implement the Linking Landscapes Plan through easements, covenants, ordinance amendments, and related tools.**

Conservation easements allow for the acquisition of open space without the full-fee purchase of land. Typically, a not-for-profit or public agency buys certain rights to a piece of land to protect it from future development, while the landowner can continue to use the land for pre-existing residential or agricultural purposes. A covenant is a traditional provision that a landowner writes into a deed in order to restrict the use of the property. Municipalities should amend zoning ordinances to further protect open space inside the DGA.

**LU-GM.5.D Require greenways and trails within new developments.**

When new developments are constructed near existing or planned greenways and trails, developers should be mandated to protect, improve, or even contribute additional lands to these resources. Municipalities should require greenways and trails in new developments as part of subdivision and land development ordinance amendments.

**LU-GM.5.E Prepare a coordinated Official Map to indicate areas to be reserved for public purposes.**

Municipalities should strategically sculpt their future land use development by identifying key areas to be reserved for public use and placing them on an Official Map. Coordinated effort between municipalities will be required, as greenways, trails, roads, and utility lines frequently pass

through multiple jurisdictions.

**Objective LU-GM.6 - Ensure that an adequate supply of land in appropriate locations is available to accommodate economic growth, emphasizing the county’s gold collar and priority industry clusters.**

The Workforce Investment Board of Lancaster County has identified seven key industry clusters. These clusters, called “Centers of Excellence” are seen as critical to the county’s economic development success. The centers of excellence are automotive technology, construction, wood finishing, hospitality, long-term care, packaging, and poultry. These are innovative industries that capitalize on Lancaster County’s competitive advantages. These industries require “gold collar” workers and provide high-skill, high-pay, and high-demand jobs for those qualified workers.

**Strategies**

**LU-GM.6.A Identify the site location attributes of priority industry clusters.**

Municipalities should work with the LCPC to identify the site location attributes and needs of priority industries and the gold collar workers they require. They should assess whether Central Lancaster County is positioned to accommodate expansion of these industries and attraction of new ones.

**LU-GM.6.B Attract and retain priority industry cluster and gold collar jobs.**

Based on the results of the previous strategy (LU-GM.6A), municipalities should work with the Lancaster Chamber of Commerce and Industry and the Economic Development Corporation of Lancaster County to develop a shared economic development strategy for Central Lancaster County that focuses on attracting new businesses and retaining existing businesses in a manner consistent with the Future Land Use Policy Framework Plan and the Future Land Use Plan.

**LU-GM.6.C Expedite the permitting process for the county’s priority industry clusters.**

Municipalities should encourage further development of priority industry clusters. Municipalities should expedite permitting processes for these industries by implementing coordinated review procedures for development plans, while continuing to ensure that such companies protect the health and welfare of local populations and ecologies, and respect historic character.

**3. Goal: Redevelopment and Infill (LU-RI)**

***Vacant and underutilized land and buildings will be developed and reused to attract residents, encourage commerce and the arts, and reduce development pressure on farmland.***

**Objective LU-RI.1 - Develop flexible zoning tools to allow for compatible mixed uses.**

Flexible zoning ordinances describe general goals for land development (related to character, open space, etc.), while allowing developers considerably more room to maneuver. Flexible zoning ordinances allow for flexible building types – a townhouse, for example, is allowed to accommodate a wide spectrum of residential, retail, workplace, and institutional uses. Flexible ordinances tend to streamline the development process, and improve the market’s response to consumer needs. As long as they meet certain quality control guidelines, developers can develop a greater variety of different types of mixed use development projects.

**Strategies****LU-RI.1.A Inventory existing zoning ordinances to identify obstacles to the creation of mixed use districts, and techniques to create such districts.**

Conventional zoning ordinances that strictly regulate zoning districts and seek to keep uses completely separate set up a number of barriers to mixed use development. Inflexible density and bulk regulations can also create barriers for mixed use. Municipalities should inventory existing ordinances to identify where zoning regulations may be unnecessarily rigid and where amendments can be made to encourage varied development.

**LU-RI.1.B Introduce regulations that allow flexible and mixed building types such as live-work units and apartments above commercial in Neighborhood Commercial and Traditional Neighborhood Development Districts.**

Municipalities should add provisions that specifically enable residential occupancy above shops and stores. This can substantially increase the number and variety of housing units available, while contributing to the vitality of downtowns and village centers. Municipalities should also ensure that provisions for live-work units are included in their ordinances. Nationwide, more and more people are working from their homes, telecommuting, and starting home-based businesses. Live-work units, which may take variable forms including renovated lofts and mixed-use townhouses, offer many benefits for residents and communities. This type of housing encourages adaptive reuse of older buildings, leads to lower car emissions for workers who no longer need to commute, reduces start-up costs for small businesses, and can help revitalize local economies. For more information on the subject see the Live Work Network at <http://www.liveworknet.com/live-work-sec24-1.html>.

**LU-RI.1.C Allow mixed housing types on the same block and in the same development.**

Single-family homes, two-family homes, attached dwellings such as townhouses, and multi-family dwellings can all coexist within the same neighborhood, and even on the same block. This type of housing diversity can go a long way towards providing suitable housing options for all members of a community. Municipalities should ensure that their ordinances encourage these types of flexible development options.

**LU-RI.1.D Adopt multimunicipal land controls that support the creation of mixed use districts.**

Intergovernmental cooperation in land use planning gives municipalities the opportunity to promote common goals, in this case the goal of creating integrated mixed use districts as a dominant land use for the future. Mixed use districts are areas where residential, commercial, and retail uses are found in close proximity to one another, on the same block or in the same building. Municipalities should consider the adoption of multimunicipal land controls that enable the consistent and rigorous implementation of mixed use districts.

**Objective LU-RI.2 - Expedite the reuse of brownfields.**

Brownfields are abandoned or underutilized properties that have real or perceived environmental contamination, which constrains redevelopment potential. While federal funding and tax incentives are available to address these problems, municipalities often must take the lead in guiding the clean up and redevelopment of these sites.

**Strategies****LU-RI.2.A Develop a regional inventory of properties that meet the definition of a brownfield.**

Through a regional brownfields inventory, municipalities should work together to identify and characterize all of the brownfields in the area, in order to better understand the extent of clean-up efforts that will be required.

**LU-RI.2.B Prioritize brownfield redevelopment in the LIMC area.**

By prioritizing brownfield redevelopment projects municipalities can better target investments, leverage funding for key projects, and maximize impacts in terms of economic and environmental recovery.

**LU-RI.2.C Designate brownfield properties for inclusion within Keystone Opportunity Zones to provide tax incentives.**

Keystone Opportunity Zones (KOZs) are defined areas that offer little to no tax burden for property owners, residents, and businesses. They are designated by local communities, and are typically areas that have experienced adverse socioeconomic outcomes and could use targeted growth

and reinvestment to greatly benefit the surrounding community. Once a regional inventory of brownfields is complete, municipalities should ensure that brownfield properties obtain KOZ status where appropriate.

**LU-RI.2.D Secure resources to assist with assessment and remediation of brownfields.**

Federal, state, and municipalities can assist in the assessment and remediation of brownfields. This assistance can come in the form of tax incentives, grants, low-interest loans, technical assistance, and liability protection. The Lancaster County Planning Commission's land recycling program and the Environmental Protection Agency (EPA) offers extensive information on funding and financing opportunities. See the EPA's website at <http://www.epa.gov/brownfields/mmatters.htm> for more details.

**Objective LU-RI.3 - Develop methods to reduce costs and increase profits of infill development.**

Streamlining permit processes, reducing impact fees, and relaxing requirements regarding lot size, setbacks, and parking can dramatically reduce the costs of infill development. In order to increase the profitability of infill, municipalities can offer density bonuses and allow for mixed use developments.

**Strategies**

**LU-RI.3.A Accelerate the approval process for infill and redevelopment projects.**

Fast-track permitting allows infill applications to be processed ahead of non-infill applications as an incentive. Municipalities may also consider assigning individual infill applications to one staff member who can serve as a point person and assist the developer with navigating approval processes. Since developers face substantial holding costs during the development review process, expediting infill permits will reduce these costs and encourage infill development.

**LU-RI.3.B Allow for increased building heights as a density bonus where compatible with the surrounding area.**

Municipalities should allow for an increase in building height as a density bonus to encourage more intensive development on a single parcel of land, and give developers the opportunity to spread their development costs across more units. Density bonuses increase profitability, and serve as incentives for infill and affordable housing development.

**LU-RI.3.C Continue flexible parking standards in Lancaster City and consider in other urban areas.**

Parking requirements often exceed the realistic day-to-day needs of a development, particularly in areas that have access to public transportation.

Building on-site parking can greatly increase development costs and consume buildable land area. Municipalities should establish flexible parking standards in older and more compact neighborhoods to encourage infill development.

**Objective LU-RI.4 - Develop financing methods to facilitate the reuse of underutilized or vacant buildings.**

Financing tools such as Tax Increment Financing, loan and grant programs, and tax incentives can encourage redevelopment and reuse of underutilized or vacant buildings.

**Strategies**

**LU-RI.4.A Utilize Tax Increment Financing (TIF) to stimulate the reuse of vacant and underutilized buildings.**

Tax Increment Financing is an economic development tool in which a local government can sell bonds that are backed by a development's future taxes. The bond money is used upfront to help pay for the developer's construction costs, and the development's taxes are used to repay the bond. In other words, the increased taxes that will be generated by development improvements are used to fund those very improvements. Municipalities should use TIF designations to generate capital for redevelopment in declining areas.

**LU-RI.4.B Provide information about low interest loans for first time homebuyers interested in redeveloped and reused properties.**

First time homebuyers often need education and assistance in order to obtain financing to meet their needs. By offering specific financial incentives, such as low interest loans for investment in redeveloped properties, municipalities can increase homeownership rates and help revitalize neighborhoods.

**LU-RI.4.C Provide information regarding design and rehabilitation training to individuals wishing to renovate older properties.**

Working in conjunction with the LCPC, LIMC should publicize and update a calendar of design and rehabilitation training opportunities such as those recommended in the Lancaster County Housing Element Update. Public education and information sharing is particularly important for owners of historically significant homes, who want to rehabilitate their properties while maintaining the original historic/architectural character of the building.

**Objective LU-RI.5 - Reverse mothballing of commercial and industrial facilities.**

Mothballing takes place when a potentially marketable property is not sold or redeveloped because the owner is trying to avoid environmental

cleanup or code compliance costs. Frequently, it occurs in former manufacturing, utility, or industrial sites where the extent of environmental contamination and long-term liability is unknown. Mothballing can notably hinder local redevelopment efforts, particularly when it involves large land areas located in or near town centers. Economic incentives such as tax credits for environmental remediation can contribute to turning these mothballed properties into local assets.

### **Strategies**

#### **LU-RI.5.A Develop a regional inventory of properties that have been mothballed.**

An inventory of the location, size, and character of mothballed sites throughout Central Lancaster County can reveal the extent of the mothballing problem, and help municipalities direct their attention to the highest priority sites. A publicly available inventory can also open the door for private-market investors and not-for-profit organizations that have experience redeveloping mothballed sites to instigate potential sales and/or development partnerships. One city that makes this type of inventory publicly available is Milwaukee. (See the Milwaukee Department of City Development website at <http://www.mkedcd.org/brownfields/bfsites.html>.)

#### **LU-RI.5.B Adopt tax incentives that encourage property owners to re-use “mothballed” sites when those sites are a critical part of redevelopment efforts.**

By offering tax incentives to property owners who clean up their mothballed sites for redevelopment or sale, municipalities can integrate these critical areas into overall redevelopment efforts. Property tax credits, jobs tax credits, sales tax exemptions on construction and remediation costs, and utility rate exemptions are just a few possible strategies for encouraging the re-use of mothballed sites. (See Area Development Online at <http://www.areadevelopment.com/Pages/Features/Feature8.html>.) Incentives can be targeted according to a number of criteria, including geographic location, extent of contamination, local poverty levels, and number of new jobs created.

#### **Objective LU-RI.6 - Attract economic activity to underutilized areas and facilities.**

Municipalities should encourage redevelopment to enhance commercial and industrial activity in facilities that are currently underutilized. By taking advantage of an area’s latent capacity for economic activity, communities can encourage job growth, enhance tax revenues, and improve their economic outlook.

**Strategies**

**LU-RI.6.A Designate underutilized areas and facilities for inclusion within Keystone Opportunity Zones for tax eligibility.**

For a definition of a Keystone Opportunity Zone (KOZ) see strategy LU-RI.2.C. Where appropriate, municipalities should include underutilized commercial and industrial areas and facilities as part of a KOZ.

**4. Goal: Development Patterns (LU-DP)**

***Livable, diverse-income neighborhoods will be developed to include housing choices and a mix of uses and to promote walking and alternative transportation.***

**Objective LU-DP.1 - Provide zoning districts and flexible regulations to encourage densities and a mix of uses found in traditional older neighborhoods.**

Central Lancaster County has a wealth of older communities and neighborhoods that strongly define its character. Municipalities should provide land use regulations that emulate traditional development patterns and that allow new development to attain the character, the residential densities, the walkable streets, and the integration of uses found in older communities.

**Strategies****LU-DP.1.A Adopt Traditional Neighborhood Development ordinances based on existing local models such as West Lampeter Township.**

Municipalities should review the adaptability of the West Lampeter Township's Neighborhood Design Option to their circumstances. The Neighborhood Design Option encourages new developments to incorporate elements of traditional neighborhood design. West Lampeter also provides explicit conditions for TND approvals.

**LU-DP.1.B Encourage the development of Specific Plans for nonresidential portions of the Growth Opportunity Areas as enabled by Section 1106 of the Municipalities Planning Code.**

A Specific Plan is a type of intergovernmental cooperative planning agreement, authorized under the Municipalities Planning Code. Specific Plans outline location, design, and infrastructure issues surrounding nonresidential areas, and specify standards for population density, building intensity, and resource preservation. They also describe the plan for financing capital improvements in these areas. More information is available from the Pennsylvania Municipalities Planning Code Quick Guide at [http://mpc.landuselawinpa.com/mpc\\_guide13.html](http://mpc.landuselawinpa.com/mpc_guide13.html).

**LU-DP.1.C Develop incentives for the inclusion of affordable housing within TND developments.**

TND developments should provide a diversity of housing options at different price points, including a percentage of housing that meets affordable housing standards established by the US Department of Housing and Urban Development. Municipalities should consider establishing a target minimum percentage for inclusionary housing, such as the fifteen percent recommended in the 2006 Housing Element update.

**LU-DP.1.D Comply with state requirement for no impact home based businesses in residential districts.**

The Pennsylvania Municipalities Planning Code requires that municipalities permit no impact home based businesses. These businesses are typically small-scale commercial enterprises conducted as an accessory use within a home. They have very limited client and delivery traffic, not exceeding the amount generated by a typical residence, and do not otherwise adversely impact the surrounding residential area. These types of businesses strongly contribute to mixed uses in neighborhoods. Municipalities should examine ordinances and amend those that are not in compliance with state requirements for no impact home based businesses.

**Objective LU-DP.2 - Develop architectural guidelines for new construction that promote architectural diversity, quality materials, and workmanship in a scale that complements the built environment of attractive older neighborhoods.**

Architectural design guidelines can serve to preserve historic city and small-town character, ensure that new development complements historic buildings, and create an accessible, pedestrian-friendly environment. Besides addressing fundamental issues such as building height, width, and setbacks, design guidelines can also focus on elements such as signage, fenestration, materials selection, detailing, streetscape improvements, and landscaping.

**Strategies****LU-DP.2.A Encourage a process for increased communication between municipalities and developers to devise a shared vision regarding development and impacts.**

LIMC should take the lead, working with the LCPC, in conducting public awareness activities to highlight the goals of *Growing Together*. These activities could be in the form of public design workshops that offer a forum for residents, developers, architects, planners, and local government representatives to collaborate in the creation of appropriate housing design guidelines. These guidelines should be revisited on a regular basis, and municipalities should devise the appropriate incentives to encourage adherence to the desired architectural standards. Another way to promote good design is an annual LIMC awards program that recognizes outstanding examples of design in categories such as new construction, rehabilitation, or adaptive reuse. See further suggestions from Scenic America at [www.scenic.org](http://www.scenic.org).

**LU-DP.2.B Encourage the use of graphic codes and a manual of design guidelines to better define livable communities.**

Once design guidelines are developed, they should be made readily available to the public and the development community. Manuals that include clear description as well as photos and illustrations are more likely

to produce desired results in terms of real-world design outcomes. The City of Lancaster has developed streetscape design guidelines, available at <http://www.cityoflanasterpa.com/lanastercity/cwp/view.asp?a=671&q=545667>. Another example from the City of Hopkins, Minnesota can be found at <http://www.hopkinsmn.com/planning/design.html>.

**LU-DP.2.C Encourage form-based zoning to help shape the form and character of neighborhoods.**

Unlike conventional zoning codes, form-based codes are highly illustrated and are developed through a high degree of public participation. Rather than focusing on the separation of land uses, form-based codes guide the creation of healthy mixed use communities where building form, typology, public space, and streetscape design take top priority. Unlike typical zoning practices, form-based codes allow the designer to specify the various "types" of buildings, streets and open spaces that will be featured in the plan. The objective is to create a setting that accommodates diverse uses over time, but is highly specific in terms of physical form. In the interest of making the information as accessible as possible, typological codes are purposefully lean, concentrating on those issues that most affect the basic layout and functionality of an area. The approach is different from "guidelines" which generally focus on details of architectural aesthetics, landscaping, and material.

**LU-DP.2.D Develop a regional manual of written and graphic design guidelines in accordance with Section 708-A of the Municipalities Planning Code.**

This section of the MPC is specifically targeted to traditional neighborhood developments. It allows for the adoption of design manuals to facilitate the preparation of TND proposals and support the implementation of quality TNDs.

**LU-DP.2.E Insert architectural guidelines in development agreements and declarations of covenants following successful models.**

Architectural guidelines should be included in development agreements or in declarations of covenants, conditions, and restrictions. Such guidelines should also delineate procedures for architectural review.

**5. Goal: Urban Core (LU-UC)**

***The urban core will be revitalized and promoted with the support of the whole region to offer clean, safe, and attractive opportunities for business and culture, and to maintain its historic character.***

**Objective LU-UC.1 - Revitalize and energize downtown Lancaster City.**

The revitalization of Lancaster City is important to local community residents, but it will also generate positive impacts at the regional level. The city offers important historic and cultural resources, and has the infrastructure in place to support revitalization efforts, including industry attraction, retail expansion, and higher housing densities. It is also a living model of a complex, integrated mixed use community. In the context of *Growing Together* the revitalization of downtown Lancaster City should take place in ways that enhance the visibility of Central Lancaster County as a whole.

**Strategies****LU-UC.1.A Conduct a Retail Market Analysis to identify Central Lancaster County and downtown Lancaster City's viability as a regional retail destination.**

The Retail Market Analysis should investigate market trends and recommend informed economic development strategies. LIMC should take the lead working closely with the LCPC, local business organizations, and the Lancaster Downtown Investment District Authority (DID). By examining the issue of the retail viability of downtown Lancaster City in the context of Central Lancaster County, the study should determine the type and scope of potential retail niches for downtown Lancaster City and surrounding municipalities.

**LU-UC.1.B Jointly fund a downtown Lancaster City Strategic Investment Plan.**

LIMC should take the lead in raising multimunicipal funds and in developing the proposed Strategic Investment Plan. The plan should suggest new revitalization initiatives and coordinate existing revitalization initiatives such as the James Street Improvement District, the Stadium District, and the gateways redevelopment initiatives in the regional context. The joint multimunicipal funding should ensure that financial resources are used responsibly and targeted to key projects that will not only have a significant impact on downtown Lancaster City but benefit the region as well. The Strategic Investment Plan should also recommend the timing of the proposed development projects.

**LU-UC.1.C Study and implement traffic calming strategies to deliberately lower automobile speed.**

Traffic calming provides a way to balance car traffic with other street uses. It is based on the notion that city streets should be safe and interesting public places for people on foot, not just conduits for moving cars quickly. Strategies for traffic calming are numerous and vary considerably with any given context. They should be tested in combination as communities discover which strategies are most appropriate for meeting their needs. Examples of traffic calming strategies include diagonal parking, changing one-way streets to two-way, widening sidewalks and narrowing streets, building traffic circles or roundabouts, widening the medians, and using speed tables. When these strategies are coupled with landscaping efforts and visual enhancements, they can have a profound impact on the street environment. More information on traffic calming can be found at the Project for Public Spaces website, at <http://www.pps.org/info/placemakingtools/casesforplaces/livememtraffic>.

**LU-UC.1.D Develop a Discover Central Lancaster County promotional package.**

A visitors' package that highlights Central Lancaster County's historic and cultural assets can enhance the experience of Downtown Lancaster visitors while promoting increased tourism throughout the area.

**Objective LU-UC.2 - Change the perception of safety in Lancaster City.**

Regardless of actual crime rates, if a neighborhood is perceived by the public to be unsafe, then it will have a difficult time attracting new residents, business, and visitors. The strategies below provide some suggestions for improving safety in Lancaster City.

**Strategies****LU-UC.2.A Increase the number of uniformed foot patrolmen in downtown Lancaster City.**

Uniformed police patrolling on foot have been successful at deterring crime and at providing visitors with a greater sense of safety.

**LU-UC.2.B Strategically deploy police to direct traffic in high crime and drug dealing areas.**

This strategy is a variation on the previous one. The deployment of visible uniformed officer involved in directing traffic will also deter crime and increase the perception of safety in Lancaster City.

**LU-UC.2.C Improve street lighting to promote safety.**

While there is an unclear connection between street lighting improvements and real crime rate reductions, several reports have noted that

improved street lighting can greatly enhance the public's perception of safety. Such a change in perception could attract more visitors and residents to downtown Lancaster City after dark.

**LU-UC.2.D Pursue a partnership between LIMC municipalities and Lancaster Community Safety Coalition to jointly pursue safety issues.**

The Lancaster Community Safety Coalition seeks to improve safety and quality of life through the implementation of Crime Prevention Through Environmental Design (CPTED) principles. Their three basic strategies involve Natural Access Control (involving doors, shrubs, fences, locks, or alarms), Natural Surveillance (addressing window placement, lighting, and landscaping), and Territorial Reinforcement (using sidewalks, landscaping, and porches to distinguish between public and private space). LIMC municipalities should work with this coalition to advance safety priorities in their own communities.

**LU-UC.2.E Develop a computer database of present (pending) or past code violations per property which can be accessed by all departments involved in code enforcement issue.**

The previous strategies focus heavily on policing as a method for crime reduction. Code enforcement and strategies such as maintaining public spaces, graffiti removal, trash clean-up, and redevelopment of vacant properties will also help create a perception of safety in Lancaster City. The National Crime Prevention Council offers a great menu of beautification strategies on their web site at

[http://ncpc.org/topics/Neighborhood\\_Watch/Strategy\\_Beautification\\_Projects.php](http://ncpc.org/topics/Neighborhood_Watch/Strategy_Beautification_Projects.php). Funding for this type of project can be obtained from the

Pennsylvania Department of Community and Economic Development, through programs like Elm Street. For more information, see the Pennsylvania Downtown Center website at

<http://www.padowntown.org/programs/elmstreet/default.asp>.

**Objective LU-UC.3 - Improve the physical appearance of Lancaster City and make the city cleaner.**

Area maintenance and greening initiatives, including those initiated by volunteers, indicate community pride and local investment, and can transform the way residents, businesses, and tourists perceive Lancaster City.

**Strategies**

**LU-UC.3.A Expand the activities of Lancaster Downtown Investment District Authority to include street cleaning, power washing, and programming activities.**

Lancaster's Downtown Investment District (DID) has been in operation since 1992 and provides various services in downtown Lancaster, focusing

on safety, appearance, marketing, and advocacy. Daily maintenance should be expanded beyond sidewalk cleaning, to include street cleaning and power washing. Downtown event programming should also become a key component of the DID's marketing activities. More information can be found on the Lancaster DID website at <http://www.downtownlancaster.com/>.

**LU-UC.3.B Coordinate ongoing property maintenance and signage improvement.**

The DID should develop training programs aimed at property owners and merchants on such subjects as property maintenance, storefront presentation, and signage standards. The DID should also provide technical assistance as necessary. As a not-for-profit entity, the DID can seek funding to administer such assistance programs, and leverage financial support to help property owners who are interested in undertaking renovations.

**LU-UC.3.C Continue the improved wayfinding signage program.**

Well-designed wayfinding signage can add character to a neighborhood, while helping visitors comfortably navigate downtown and locate major destinations. The wayfinding program should strategically move motorists and visitors throughout Lancaster City directing them to shops, landmarks, and attractions.

**LU-UC.3.D Coordinate with Keep Lancaster Beautiful and local garden clubs to plant and maintain public landscapes.**

Landscape improvement initiatives can provide an excellent way to promote civic involvement in beautification efforts, and encourage private donations of expertise, labor, plants, and other materials.

**LU-UC.3.E Promote street tree plantings, small pocket parks, community gardens, and similar public landscape features.**

Greening efforts can have profound and positive impacts on a community and the environment. Tree planting improves public spaces and increases property values, while providing shade and reducing water runoff. Pocket parks and community gardens can transform vacant lots into community assets, offering green space and recreational opportunities for neighborhood residents.

**Objective LU-UC.4 - Create a mechanism to enable Lancaster City and the other LIMC municipalities to partner on urban revitalization.**

The LIMC municipalities have expressed a common interest in preserving farmland and open space, and advancing the economic health of the region. Urban revitalization initiatives complement both of these strategies, by encouraging residential and economic growth in existing urban areas where infrastructure and municipal services already exist. By working collaboratively, LIMC municipalities can ensure that their policies,

strategies, and investments in urban revitalization are complementary to each other, and maximize the use of limited resources.

### **Strategies**

#### **LU-UC.4.A Use the Land Use Advisory Board to enable municipalities to partner on urban revitalization.**

The Land Use Advisory Board should provide technical assistance and oversight on urban revitalization initiatives, and encourage all LIMC municipalities to develop policies that are compatible with such initiatives.

#### **Objective LU-UC.5 - Support the boroughs as core business, cultural, and civic centers.**

Downtown Lancaster City is not the only vital mixed use center in Central Lancaster County. Boroughs also strongly contribute to the character, cultural vitality and prosperity of Central Lancaster County.

### **Strategies**

#### **LU-UC.5.A Focus resources on the central business districts of the boroughs to retain existing businesses and attract new start-up enterprises.**

Businesses that are currently located in or considering relocating to the three boroughs should have the amenities available to operate efficiently. Municipalities should develop business attraction and retention programs that offer tax incentives, address workforce development issues, and provide infrastructure and service investments

#### **LU-UC.5.B Adopt zoning that provides for mixed use developments within borough downtowns.**

Zoning as a tool to encourage mixed use development has been mentioned by several land use *Growing Together* strategies. Land use regulations that can specifically benefit the three boroughs include flexible zoning, form-based zoning, the development of Specific Plans, and any regulation that allows office and residential uses above retail.

#### **LU-UC.5.C Actively promote borough downtowns to attract new businesses.**

Municipalities should work cooperatively with local owners and merchants, with the Lancaster County Chamber of Commerce and Industry, and with the Economic Development Corporation of Lancaster County to develop a focused marketing campaign to highlight the unique and desirable features of the three boroughs.

#### **LU-UC.5.D Use the County Permitting Initiative as an incentive to reduce the cost of commercial and industrial redevelopment in the boroughs.**

Lancaster County's Permitting Initiative intends to expedite the review and processing of qualified economic development projects in Lancaster

City, the boroughs, or within designated growth areas. By reducing the length of time that proposals remain in review, the initiative effectively reduces holding costs for developers and encourages more private investment in the redevelopment of these areas.

**LU-UC.5.E Implement downtown revitalization strategies where appropriate.**

Boroughs should support and embrace downtown revitalization strategies that incorporate infill development, rehabilitation of buildings, streetscape improvements, and economic development activities. Main Street Programs (affiliated with the National Trust for Historic Preservation) call for a comprehensive approach to revitalizing traditional commercial districts. The Main Street approach encourages incremental, community-driven change, and compels economic development to occur within the context of historic preservation and the creation of pedestrian-friendly communities. More information can be found at the National Trust's Main Street website at <http://www.mainstreet.org/>.

**Objective LU-UC.6 - Improve opportunities for employment and economic development in Lancaster City.**

Several of the initiatives discussed above, including downtown revitalization, perceptions of safety, greening, and area maintenance, can together make Lancaster City a more attractive place to do business. By attracting more businesses, the city can increase employment opportunities for local residents.

**Strategies**

**LU-UC-6.A Develop a multimunicipal economic development plan.**

Municipalities should develop a joint economic development plan to ensure that their policies and strategies are coordinated rather than competitive, and to encourage regional economic growth. The plan should focus on the economic viability of Central Lancaster County, as well as on the economic vitality of the boroughs and downtown Lancaster City.

**Objective LU-UC.7 - Improve Lancaster City's role as a destination venue.**

Investment in arts and culture can improve the quality of life for local residents, while attracting visitors to the downtown and enhancing the city's and Central Lancaster County's economic base.

**Strategies**

**LU-UC.7.A Develop an arts, culture, and heritage needs assessment to identify unmet regional needs.**

A regional arts, culture, and heritage needs assessment can help Central Lancaster County and Lancaster City identify the types of cultural facilities

that are lacking in the region. The assessment should also inform plans for the placement of public art facilities or the creation of cultural districts.

**LU-UC.7.B Coordinate a regional effort to expand cultural activities in Central Lancaster County.**

Regional collaboration can enhance the quality and quantity of cultural programming. Joint marketing efforts can also increase participation in cultural events, attracting local residents and drawing tourists from outside the region.

**LU-UC.7.C Expand cultural programs.**

Central Lancaster County is home to a great number of cultural institutions among them the Lancaster Museum of Art, the Lancaster Cultural Heritage Museum, Franklin and Marshall College, the Fulton Opera House, Bethel Harambee Historical Services, and the Charles Demuth Museum, to name a few. These significant local institutions should coordinate and expand arts events and performances, and market these events to encourage broader participation and attendance from the entire region in order to promote the expansion of arts and culture in Central Lancaster County.

**LU-UC.7.D Support minor league baseball as a regional attraction.**

Minor league baseball has served as a catalyst for revitalization in many cities, including Dayton, OH and Raleigh, NC. By positioning the Lancaster Barnstormers as a key regional attraction, Central Lancaster County can draw new fans and increase visitors to the area.

**Objective LU-UC.8 - Improve Lancaster City neighborhoods.**

Improving neighborhoods in Lancaster City means creating safe, livable communities that offer high-quality services and amenities and are supported by strong neighborhood associations.

**Strategies**

**LU-UC.8.A Define neighborhood boundaries throughout Lancaster City. Develop strategic plans for neighborhood enhancement.**

The delineation of clear neighborhood boundaries can contribute to successful planning for neighborhood enhancement by generating a stronger sense of community ownership among residents, and helping to ensure that certain areas do not get neglected. Natural physical boundaries, such as waterways, railways, and main traffic corridors can serve as guides for establishing neighborhood boundaries. Examining the built environment to group common architectural styles or common business interests is another method for designating clear neighborhood boundaries.

**LU-UC.8.B Create Neighborhood Improvement Districts (NIDs) that focus on neighborhood scale planning activities.**

Through modest assessments of taxable properties within a district, a NID generates funds to invest in neighborhood improvements within its boundaries. Street cleaning, street lighting, security, tree planting, and park maintenance are just a few of the services that a NID can offer. NID activities should be overseen by a newly created or existing not-for-profit entity, and should be guided by a board made up of local property owners and residents.

**LU-UC.8.C Develop neighborhood maps and walking tours.**

Creating neighborhood maps and walking tours can give local residents the opportunity to identify the strengths of their community and celebrate its uniqueness. These tools can then be used to attract visitors from other parts of the city and the region.

**Objective LU-UC.9 - Create affordable parking opportunities in downtown Lancaster City.**

Creating consolidated, affordable parking lots in downtown Lancaster can encourage more downtown trips. Meanwhile, small, scattered, or underutilized parking lots can be reused for new infill construction, parks, or other redevelopment opportunities.

**Strategies****LU-UC.9.A Coordinate parking strategies with the development of the downtown Lancaster City Strategic Investment Plan.**

The Strategic Investment Plan proposed in strategy LU-UC.1.B should ensure that financial resources are used responsibly and targeted to key projects that will have the most significant impacts on downtown Lancaster City. New parking structures should be placed strategically, in order to maximize their economic benefit, enhance other strategic investments, and encourage more pedestrian movement throughout downtown.

**LU-UC.9.B Identify innovative funding mechanisms to reduce parking rates and offset the cost of building parking structures.**

Lancaster City should pursue initiatives to provide for more affordable, accessible, and consolidated downtown parking. The City should identify innovative funding mechanisms and partnerships to support the development of parking structures that offer reasonable parking rates.

**Objective LU-UC.10 - Improve the diversity of stores in downtown Lancaster City.**

Downtown Lancaster City offers a great diversity of stores with an emphasis on locally owned establishments that reflect the ethnic diversity of

residents. That diversity distinguishes downtown Lancaster City from the shopping areas that exist in outlying areas.

**Strategies**

**LU-UC.10.A Implement recommendations of the Strategic Investment Plan and Retail Market Analysis.**

Municipalities should implement the recommendations of the Strategic Investment Plan and Retail Market Analysis described in strategies LU-UC.1.A and LU-UC.1.B.

**LU-UC.10.B Coordinate regional marketing strategies to attract shoppers and retailers to downtown Lancaster City.**

Central Lancaster County should develop a coordinated marketing and publicity effort aimed at positioning downtown Lancaster City as an attractive destination for retailers and Central Lancaster County as a desirable shopping destination in eastern Pennsylvania.

**6. Goal: Community Character (LU-CC)**

***Attractive, safe, walkable neighborhoods will be developed and existing communities will be protected and strengthened to enhance the unique character and strong sense of place of Central Lancaster County and to promote positive interaction among residents of all ages and backgrounds.***

**Objective LU-CC.1 - Develop incentives to revitalize neighborhoods and to make them safe, affordable, attractive places to live.**

Various economic incentives can be employed to support homeownership, encourage rehabilitation of older homes, and promote infill development and adaptive reuse of old buildings. These types of revitalization techniques can transform neighborhoods while increasing the supply of quality affordable housing within Lancaster County.

**Strategies****LU-CC.1.A Encourage conversion of vacant or underutilized nonresidential buildings, such as warehouses, to apartments.**

By encouraging residential adaptive reuse through more flexible zoning regulations, municipalities can generate more housing, diversify housing stock, offer more live-work opportunities, preserve historic character, and restore underutilized or deteriorating buildings to a useful purpose. Many different kinds of buildings can be converted to residential use, including old school buildings, hotels, hospitals, warehouses, and factories. Reuse of abandoned or underutilized buildings can augment local tax rolls. Historic preservation tax credits and programs can sometimes be used to fund conversions of historically or architecturally significant buildings.

**LU-CC.1.B Support workforce housing in proximity to employment centers.**

Workforce housing describes housing options that are affordable to workers and within a reasonable commute from their place of employment. Low- to moderate-wage workers provide vital services, such as janitorial services, retail sales, teaching, police, firefighting, and health care. When these workers cannot live near the communities they serve, it takes a toll on households' quality of life, increases road congestion, and affects local economies. Employer-assisted housing initiatives, public-private partnerships, and flexible zoning policies should be explored in order to support the development of workforce housing in Lancaster County. For more information, see the Fannie Mae Foundation at <http://www.fanniemae.foundation.org/programs/hff/v4i2-workforce.shtml>.

**LU-CC.1.C Promote local neighborhood improvement success stories and disseminate techniques.**

By publicizing and promoting neighborhood success stories, municipalities can recognize local leaders, encourage continued revitalization efforts, and develop a mechanism for sharing expertise and innovations across jurisdictions. The LIMC award program recommended in strategy LU-DP.2.A can be used for this purpose.

**Objective LU-CC.2 - Encourage mixed use zoning to allow a variety of residential types and socio-economic groups to coexist in new development.**

The prevailing development patterns in the past 20 years in Central Lancaster County have been in the form of suburban subdivisions offering similar types of housing at similar price points. This type of development pattern forces residents to move out when circumstances require them to seek larger or smaller homes. It also limits housing choices.

**Strategies****LU-CC.2.A Provide for Traditional Neighborhood Development (TND) as a way to emulate the existing mixed use neighborhoods and hamlets of Central Lancaster County.**

A TND incorporates historic design characteristics into new developments, creating more compact, walkable, mixed use neighborhoods and villages. This type of development pattern is ideal to provide for housing of different type and cost to coexist. Municipalities should facilitate the development of TNDs using the varied tools described throughout this chapter.

**LU-CC.2.B Permit cottage or village development patterns at 5 to 6 dwelling units per acre and higher.**

Municipalities should amend their current land use regulations to allow for small lot cottage and village development as an alternative development type to the mobile home park development already permitted by current codes at 5 to 6 dwelling units per acre. Cottage houses are single-family detached units, usually less than 1,000 square feet in size, that incorporate many of the amenities associated with conventional single-family detached housing.

Many communities are implementing ordinances called cottage housing development (CHD) zoning ordinances. A CHD designates specific zones in a community where housing may be constructed within a specified range of footprints. Within such zones, community officials may work with developers to establish applicable densities and design amenities. A community that has been successful in encouraging this type of development is Langley, Washington, a small town situated on Whidbey Island in Puget Sound, which adopted its CHD in 1995.

**LU-CC.2.C Create more opportunities for cluster/compact development by allowing for such developments in additional zoning districts.**

Clustering or open space development maximizes open space while allowing for the same number of housing units that can be developed under conventional standards. For example, in a traditional one-acre zoning district, a 20-acre parcel of land would have 20 units developed on it, with no protected open space. By allowing clustering, the same number of units could be built on five acres, with the remainder of the parcel preserved as open space.

**Objective LU-CC.3 - Promote neighborhood centers with small businesses and services to meet local needs.**

Neighborhood centers are the smallest type of mixed use development and may include a combination of a corner store, a small post office, or a home office.

**Strategies****LU-CC.3.A Include neighborhood commercial uses within Growth Opportunity Areas as one of the viable mixed use types.**

By definition, the GOAs should include a variety of mixed use conditions including small neighborhood centers that permit typologies such as live-work units.

**LU-CC.3.B Strengthen small commercial areas in Lancaster City and the other boroughs.**

Lancaster City and the three boroughs include a great variety of small commercial areas. To the extent that *Growing Together* encourages the creation of neighborhood centers in new development, the vitality of these older commercial areas should be enhanced. Municipalities should provide incentives such as low interest loans for physical improvements.

**Objective LU-CC.4 - Encourage the creation of places and events in neighborhoods that foster community interaction.**

Municipalities should focus on creating and enhancing high-quality public spaces throughout Lancaster County. Town squares, parks, and other public spaces provide stages for recreation, special events, and day-to-day community interaction. Festivals, concerts, and other outdoor events bring together a variety of residents and can help generate community pride.

**Strategies****LU-CC.4.A Promote the creation of Neighborhood Improvement Districts to develop neighborhood-based activities and programs.**

Neighborhood Improvement Districts (NIDs) are entities created by property owners in an area with defined limits and boundaries by vote or by petition in order to provide financing for public improvements and for

programs such as such as discovery tours, ethnic festival, and fairs. (Also see strategy LU-UC.8.B)

**Objective LU-CC.5 - Promote uniform land use regulations and code enforcement.**

LIMC should promote the adoption of uniform land use regulation and code enforcement policies across all jurisdictions in Central Lancaster County, in order to encourage successful and collaborative implementation of land use strategies.

**Strategies**

**LU-CC.5.A Evaluate strengths and weaknesses of current code enforcement policies and practices.**

LIMC should initiate a review of the code enforcement policies and practices of each municipality. In doing so, it can identify successful policies that should be promoted across the region, and pinpoint problem areas where code enforcement needs to be reassessed or reinforced.

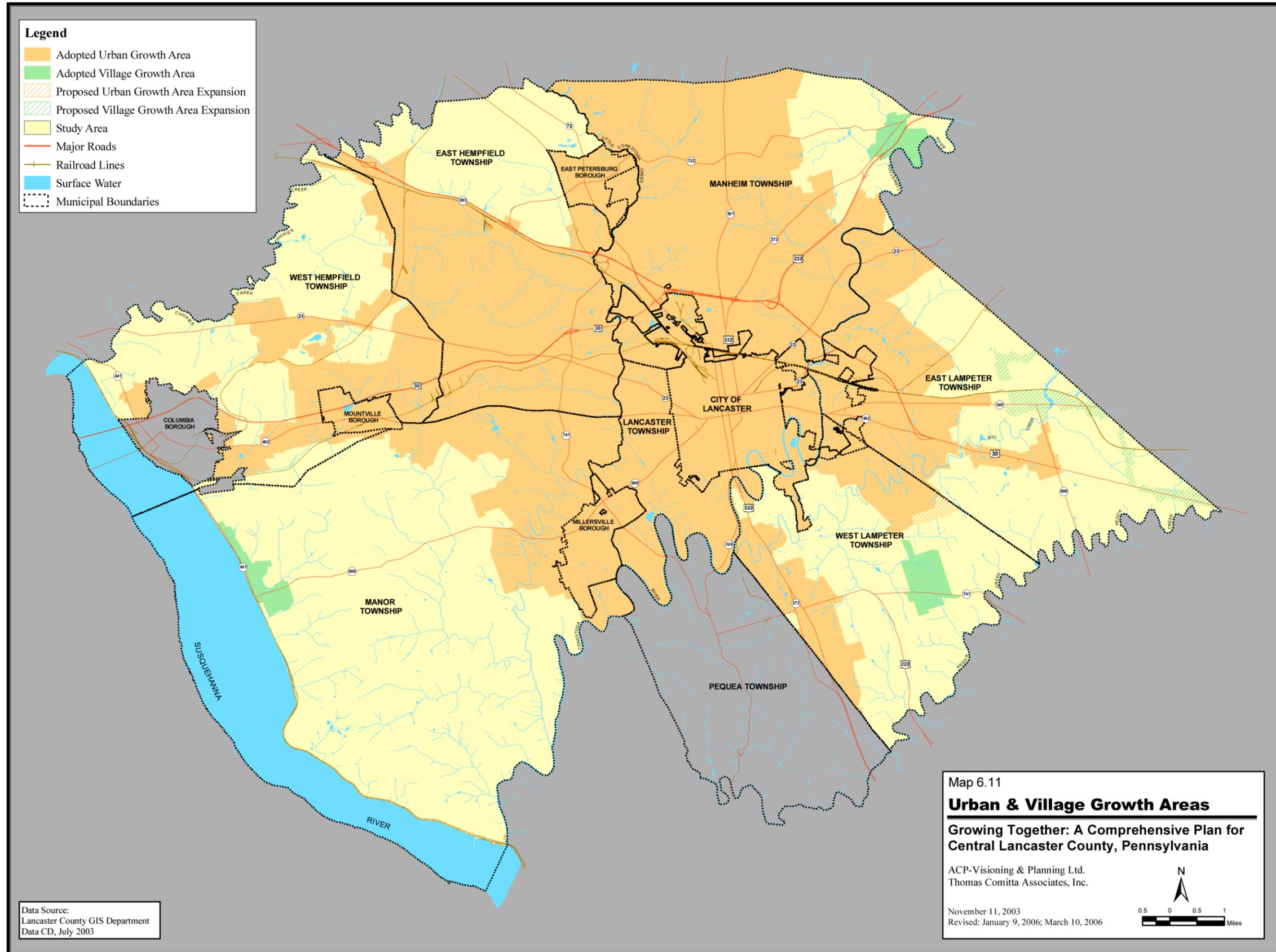
**LU-CC.5.B Facilitate the development of uniform code enforcement policies.**

Uniform code enforcement policies can help the Central Lancaster region achieve the type, density, and mix of development identified by *Growing Together*. Common enforcement practices also mean that the benefits of strategic regional land use planning will reach every municipality. All communities can prosper from agricultural land preservation, vibrant urban cores, higher density affordable housing, and the establishment safe, livable neighborhoods throughout the region.

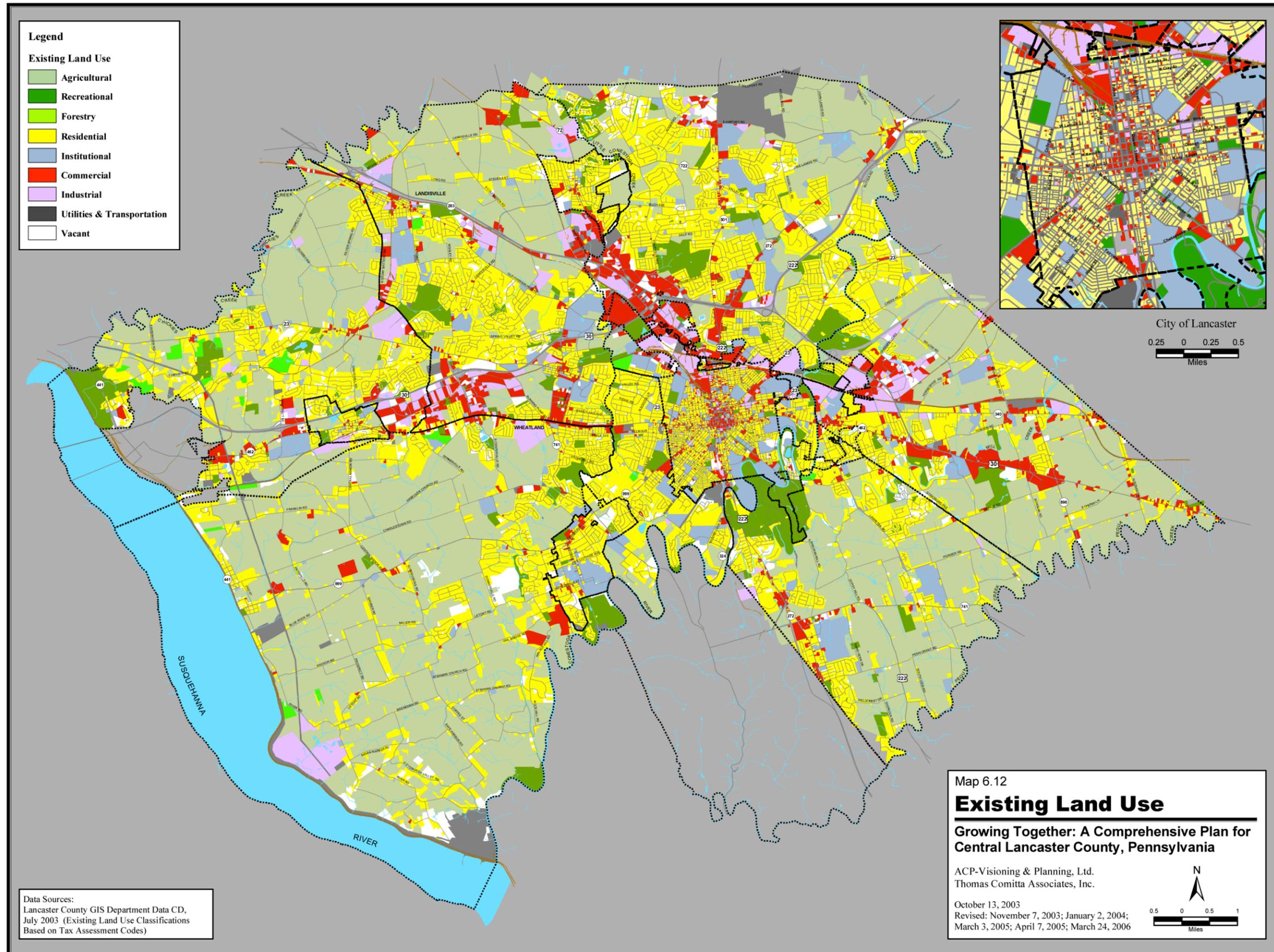
**LU-CC.5.C Use the Zoning Lexicon as a reference.**

LIMC and the LCPC should promote the use of the Lancaster County's Zoning Lexicon as a reference tool to facilitate zoning decisions.

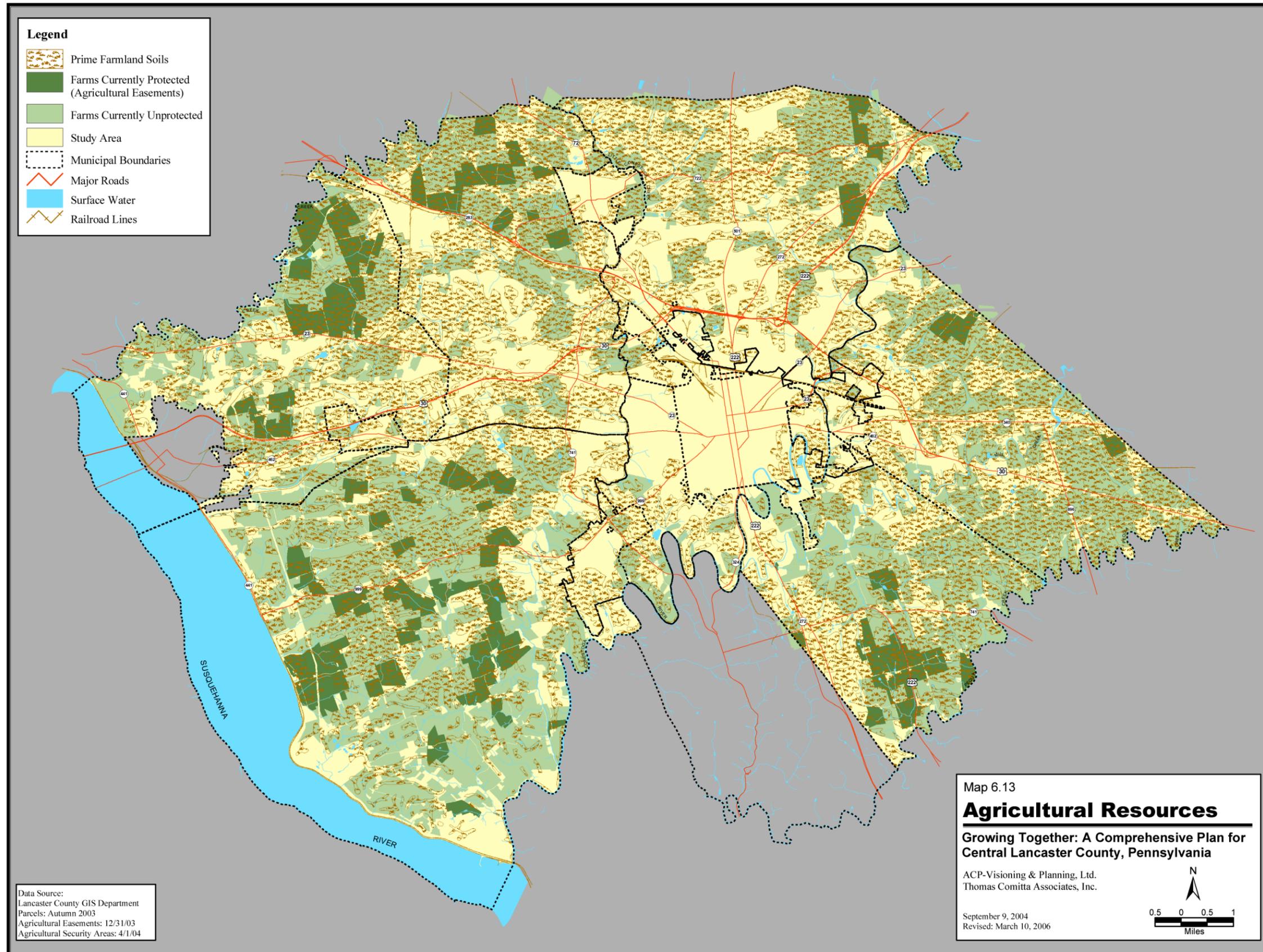
Map 6.11



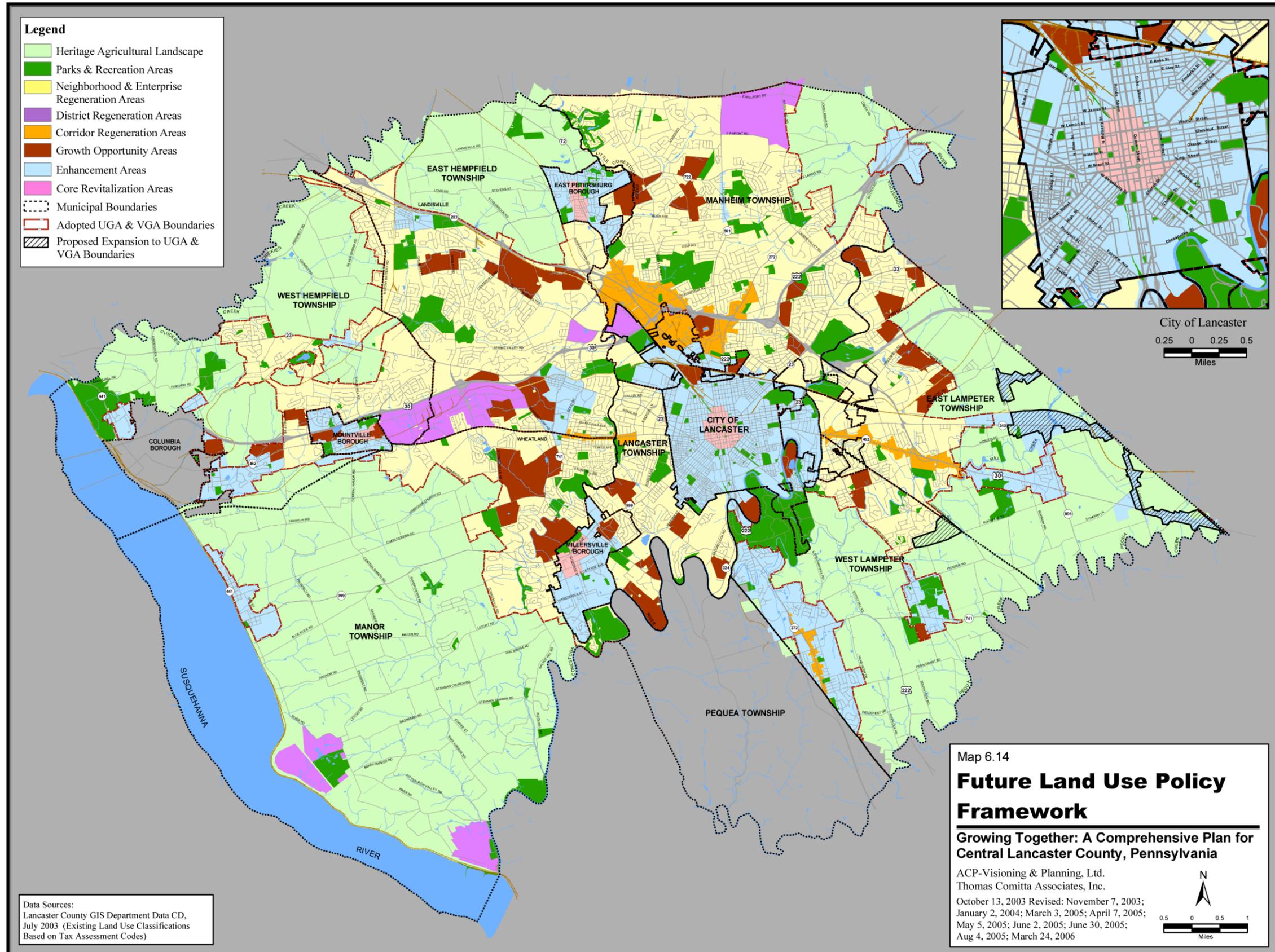
Map 6.12



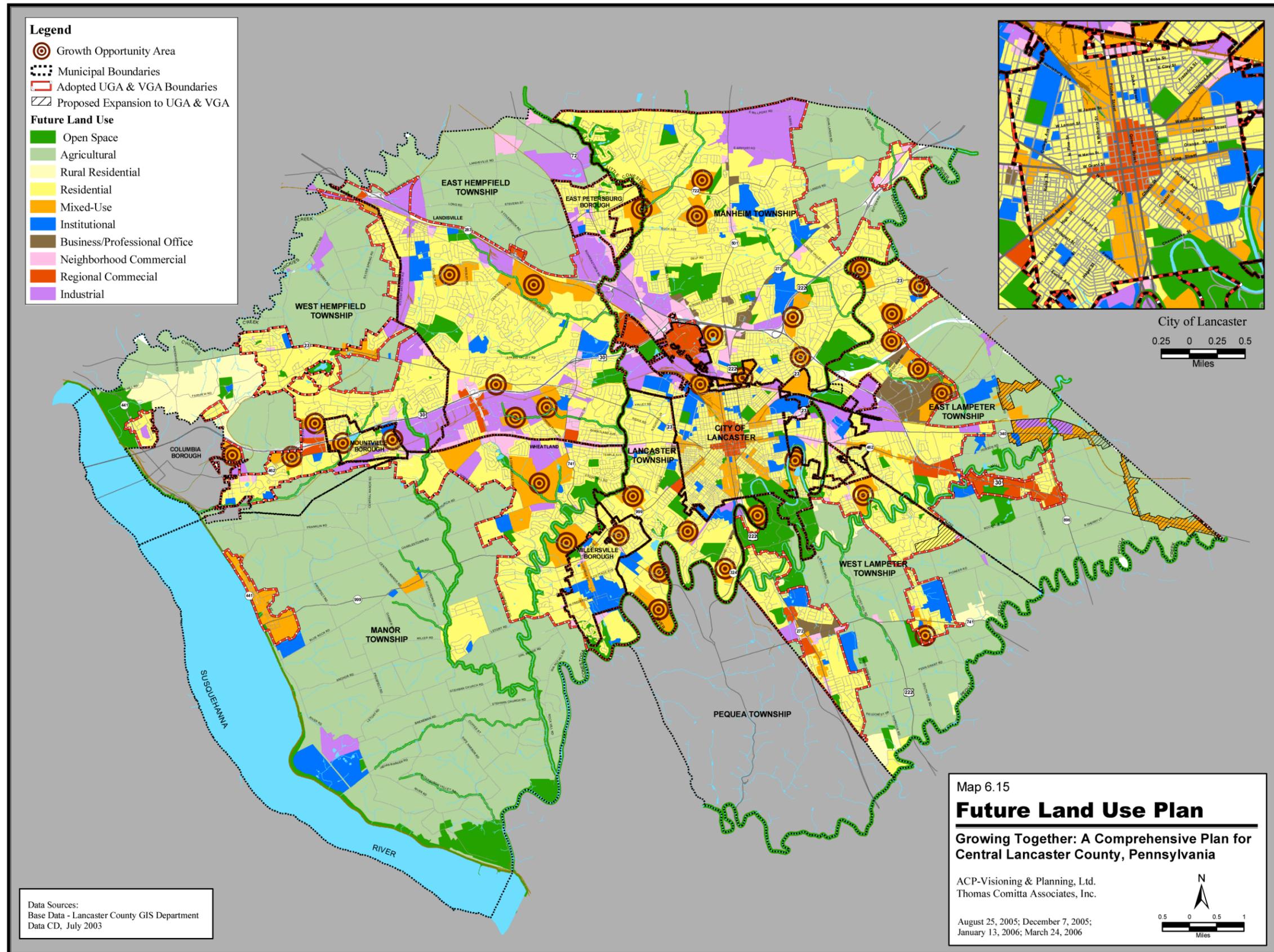
Map 6.13



Map 6.14



Map 6.15



Map 6.16

