PRELIMINARY PUBLIC DRAFT
MAY 2018

places2040

a plan for lancaster county pa

thinking beyond boundaries

Acknowledgments

Prepared by

Lancaster County Planning Commission
Lancaster, Pennsylvania
May 2018

Lancaster County Board of Commissioners

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Our sincere thanks goes to the residents of Lancaster County for their extensive input into this plan. We'd also like to thank our technical advisors and others who participated in the process.

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Coalition for Smart Growth
Coalition for Sustainable Housing
Discover Lancaster
Economic Development Company of Lancaster County
Historic Preservation Trust of Lancaster County
Hourglass Foundation
The Lancaster Chamber of Commerce & Industry
Lancaster City Alliance
Lancaster Clean Water Partners
Lancaster County Agriculture Council
Lancaster County Association of Realtors®
Lancaster County Community Foundation
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Each and every member of the Lancaster County Planning Commission staff made an important contribution to this plan. Without their help, a project of this scope would not have been possible. The Countywide Planning Division was responsible for the preparation of this plan. Scott Standish served as principal project manager, with the assistance of Kip Van Blarcom as project coordinator.

Resolution from the Lancaster County Board of Commissioners

Lancaster County Planning Commission

Partners for Place

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OUR JOURNEY

As a community, we embarked on a 2½-year journey together, and we had only one destination in mind — a better Lancaster County in 2040.

We had no preconceived notion of how to get there, but we knew the journey was just as important as the destination. So we asked the community to help us define a path toward the future all of us want to see.

It was an amazing journey. We traveled throughout the county, from our downtowns to our rural landscapes. We reached out to thousands of people at dozens of meetings, online at places2040.com, and in a series of detailed surveys. In addition to those who heard our message, over 8,000 voices spoke up and offered their input – far more than any similar process the Lancaster County Planning Commission has coordinated over the past 60 years.

After taking all these thoughts and ideas into consideration, we can confidently say we have a clear roadmap to the county's future: places2040, a new comprehensive plan for Lancaster County.

What Is a Comprehensive Plan?

Just like businesses, communities need a strategic plan. It's typically called a comprehensive plan (or "comp" plan, in planning lingo), and its purpose is to:

- Educate people about the community's strengths, weaknesses, opportunities, and threats;
- Discuss how key resources will be protected and enhanced;
- Establish principles for growth and development;
- Recommend priorities for funding and new investment;
- Provide a rationale for future direction and policies; and
- Guide community leaders in making decisions.

The first thing you'll notice about places2040, however, is that it's different than a typical comp plan, and many other plans the Lancaster County Planning Commission has prepared in the past. It's less of an encyclopedia, and more of a guidebook.

Like past plans, it still focuses on issues that are generally within the "wheelhouse" of the planning profession: land use, transportation, and quality of life. What's different about this plan is that it doesn't try to address every aspect of these issues. Comp plans often present a laundry list of ideas, rather than a practical "to do" list. By contrast, this plan highlights just a few things that need to happen if we really want to make a difference in the next 10 to 20 years. These are the issues that concern people the most – and the things we most need to change.

The ideas in this plan reflect a consensus that emerged over the course of the planning process. It's not a statement of what county planners want to see, but what the residents of Lancaster County told us were their highest priorities. At the same time, this plan doesn't simply repeat what we heard. Instead, it presents a reasoned and thoughtful approach developed with the help of our Partners for Place (representing the business community and nonprofit groups) and other leaders in our community.

In addition to being concise, this plan tries to avoid planning jargon and technical language, because it's intended to be as accessible and user friendly as possible. If you're looking for data, research, and analysis that supports the policies in this plan, there's plenty of that – but it's outlined in a series of supplementary reports and documents we produced along the way. These items are available at places2040.com.

A Treatment Plan for the Community

How were the recommendations in places2040 developed? Think of it this way...

You're not feeling right, so you visit the doctor. A nurse checks your stats, and a doctor asks you to describe how you feel. To diagnose your condition, the doctor considers your numbers, your symptoms, and the opinion of a specialist or two. From there, you work with your doctor on a treatment plan. It won't be easy, but you know it will help you feel better.

In this case, Lancaster County is the patient. Residents described their hopes and concerns for the county's future. Planners checked the data, talked with local leaders, and consulted with experts. With all these factors in mind, planners prepared a treatment plan for Lancaster County: places2040. Although this plan challenges us to think and act differently, it's a prescription for a healthier community!

Guiding Principles

At the start of the process, we identified five guiding principles to help us create a more strategic plan focused on a realistic set of goals. We wanted the plan to be:

Place-Based

- Focus on the fundamentals of growth management: location, pattern, and timing;
- Use the concepts of character zones and "whole" places (communities, corridors, and landscapes) to promote countywide and regional thinking; and
- Provide a framework for regional and place-based plans facilitated by the Lancaster County Planning Commission.

Innovative

- Integrate existing plans into one accessible document;
- Build on past planning efforts and principles, but push the envelope toward new ways of doing things; and
- Respect – but look beyond – traditional boundaries (municipal, school, political, organizational) to address the challenges our community faces.

Catalytic

- Identify 6 to 8 tools and strategies that have the greatest potential to spur broader action in the community.

Leadership-Oriented

- Involve the public, private, and nonprofit sectors; and
- Establish strong collaboration among key individuals, organizations, agencies, and local governments to accomplish the plan's goals.

Measurable

- Identify performance measures to monitor the progress that the county and its partners are making to implement places2040.

Steps in the Process

Planning to Plan

2015

To prepare for the planning process, we organized LCPC staff internally and studied best practices here in Lancaster County and in other communities.

LCPC: In House

- Organized staff into Centers of Excellence – inter-divisional teams focused on education, civic engagement, data, policy, and administration
- Met with technical advisors – "subject matter" experts with knowledge about areas related to the plan; some were involved in developing previous county comprehensive plan
- Analyzed best practices for comprehensive plans
- Reviewed options for civic engagement (both in person and online)

Taking Stock

2015

Using Lancaster County's previous comprehensive plan as a starting point, we collected data to document where our community has been over the past 15 years, and assess where current trends are taking us.

Awareness

- Established places2040.com and social media accounts
- *A Changing Place* video (Nov. 2015)
- *Who's Involved?* brochure (Nov. 2015)

Education

- *What Is places2040?* booklet (2015)
- *Lancaster County: A Changing Place, 2000–2015* report and executive summary infographic (Nov. 2015)

Engagement

- CSG Community Conversations (Sept.–Oct. 2015)
- A Changing Place event with planner Ed McMahon (Nov. 2015)
- Comprehensive Online Survey – Phase 1 (Nov. 2015–Feb. 2016)

Framing Our Future

2016–2017

Here, we considered alternatives for the future. How can we bring about the kind of future that residents want to see in 2040? How can we accommodate the growth the data tells us to expect?

Awareness

- *Fig Lancaster* ads (Feb. and Nov. 2016)
- Elizabethtown Visitors Guide (2016 and 2017)
- Engle Printing and Publishing ad (Nov. 2016)
- WITF Smart Talk interview with Scott Standish (Dec. 2016)
- *What We've Heard* film (Nov. 2016) and video vignettes with Partners (Mar. 2017)

Education

- *Civic Engagement Report – Phase 1* (Sept. 2016)
- Place-based concepts and character zone analysis (2017)
- *Growing & Preserving, 2002–2015* report (Mar. 2017)
- Spanish-language materials (May 2017)
- *Buildable Lands, 2015–2040* report (Oct. 2017)

Engagement

- Regional Municipal Meetings (Apr. and Nov. 2016)
- Focus groups with Partners for Place (May–June 2016)
- CSG Targeted Stakeholder Meetings (May–June 2016 and Mar. 2017)
- CSG Community Conversations (Oct.–Nov. 2016)
- Priorities and scenarios for the future (Nov. 2016–May 2017)
- Comprehensive Online Survey – Phase 2 (Nov. 2016–Feb. 2017)
- Functional element meetings with Partners (Mar.–June 2017)
- Framing Our Future event with Gov. Parris Glendening (May 2017)

Creating the Plan

2017–2018

The last step was for LCPC staff to write the plan based on analysis and input gathered during the planning process, to give community leaders and residents a chance to review the plan, and to present it for adoption as county policy.

Awareness

- *Fig Lancaster* ad (Aug. 2017)
- *La Voz* ads (Aug. and Oct. 2017)
- Blue Ridge Cable interview with Scott Standish (2017)

Education

- *Civic Engagement Report – Phase 2* (Dec. 2017)
- Lancaster County Future Land Use and Transportation Map
- *places2040* plan drafts and final plan

Engagement

- CSG Targeted Stakeholder Meetings (Feb. 2018)
- Regional Municipal Meetings (Nov. 2017 and May 2018)
- LCPC public meeting and recommendation on the plan (Summer 2018)
- Lancaster County Board of Commissioners public hearing and adoption of the plan (Fall 2018)

Participants

County Residents

The most important participants were Lancaster County residents, who were involved in all stages of the planning process. We also heard from others who care about the county's future, including those who work or go to school here, and visitors. Together, they participated in public meetings and events, provided input online, and involved their local communities in the plan.

Governments

We worked closely with municipal governments and planning commissions, as well as school districts, local and regional authorities, state and county agencies, and elected officials. LCPC staff sought their input at face-to-face meetings, regional forums, and other venues.

Targeted Stakeholders

These are specific organizations, associations, and groups whose input was critical to the plan. They were consulted at key stages in the process, and will be tapped to assist in implementing the plan's goals.

Technical Advisors

These are "subject matter" experts – organizations and individuals with specific knowledge about areas relevant to the plan. Many of them were involved in developing the previous Lancaster County Comprehensive Plan, called *Balance*. They evaluated the data collected for places2040 and provided some input to LCPC staff on strategies to promote public awareness, education, and engagement in the plan.

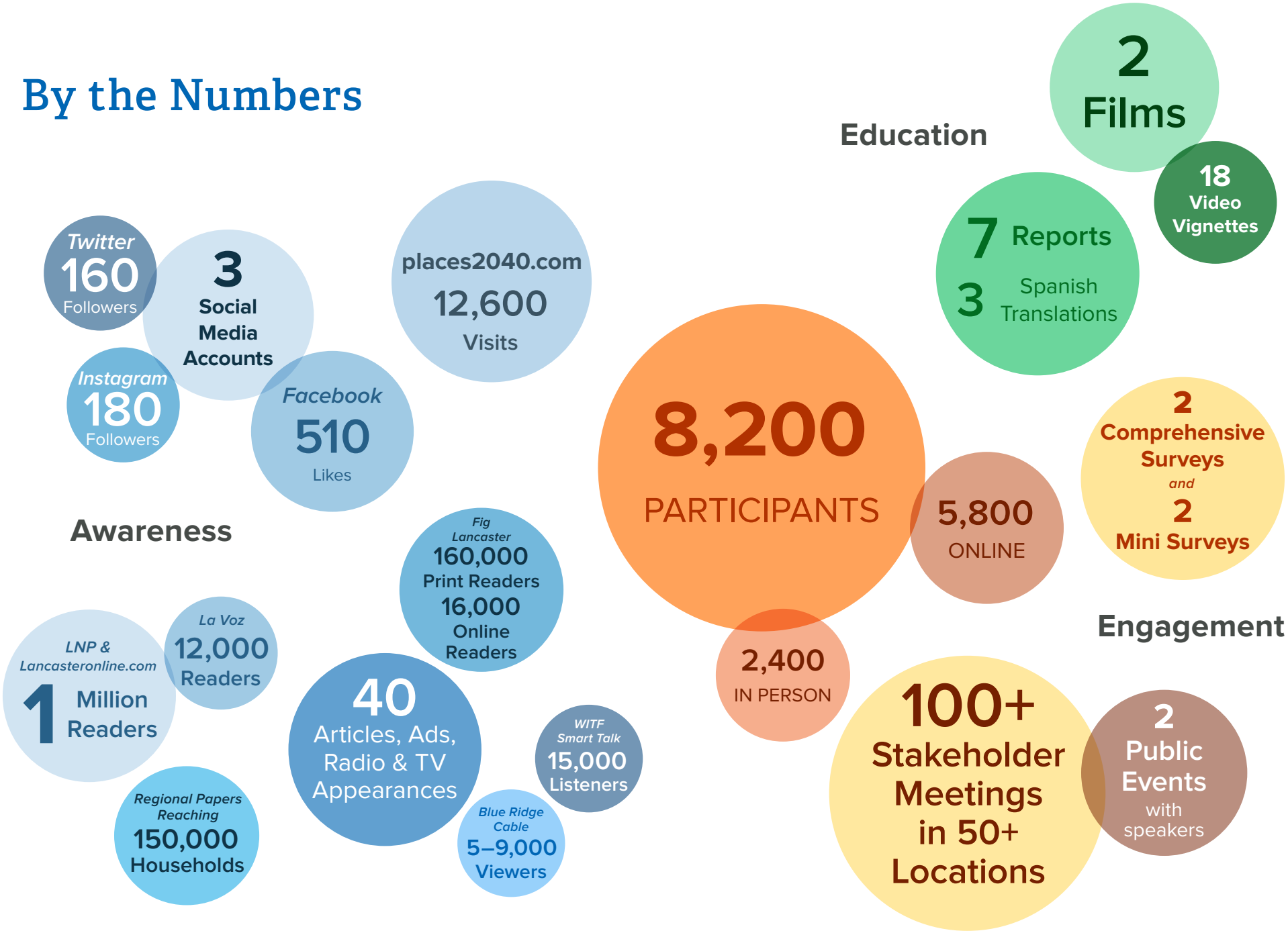
Lancaster County Planning Commission (Members and Staff)

Commission members served as the steering committee for the process, providing guidance and oversight to LCPC staff. One of their key roles was to provide an official recommendation to the Lancaster County Board of Commissioners regarding possible adoption of the plan. LCPC staff managed the planning process and prepared this plan in-house.

Partners for Place

These are nineteen regional, countywide, and city organizations that played a leadership role in guiding the plan. They were asked to participate in the plan because their work was closely related to the topics addressed in the plan, and because they had the staff and financial resources to contribute directly to the process. They generally met on a quarterly basis to advise LCPC staff in preparing the plan and to review strategies for public awareness, education, and engagement.

By the Numbers



WHY

A NEW PLAN

We've prepared this new plan because we want to keep Lancaster County special – to protect the unique identity of our people and place.

Our Identity

Whether you've lived in Lancaster County your entire life, or just moved here yesterday, we all feel a special connection to this place we call home. We feel a strong connection to our world-class farmland and rural way of life, to vibrant urban places that include Lancaster City and our boroughs, and to outstanding natural areas like the Susquehanna River gorge – a place that surprises visitors with its natural and scenic beauty.

In addition to the strong connection we feel to the land, we also feel a strong connection to the people of this place: generations that have passed down customs and traditions including distinctive foods, crafts, and a strong work ethic. We also feel a strong connection to those who have moved here more recently – whether they come from near or far. All of them contribute to our community's quality of life.

This unique combination of people and place is what makes Lancaster County like no other place in the world – a place that deserves careful planning to ensure that it remains a special place in the future.

At the same time, we're hearing a lot of concerns about the county's future. Things are changing, and people are worried that our community will lose its special character. **There's a new sense of urgency, because there seems to be a disconnect between what we say we want and what we're actually doing.**

The good news is, **trend is not destiny.** We can do things differently.

The purpose of places2040 is to ensure that Lancaster County remains a special place in the future.

© MICHAEL KENDRICK

Civic Engagement

Input from Lancaster County residents, our partners, and other stakeholders guided the places2040 process. To gather this input, the Lancaster County Planning Commission organized or participated in more than 100 meetings over 2 1/2 years. We also reached out online through places2040.com, social media, and interactive surveys.

During the process, we asked: “What do you love about Lancaster County?” and “What would you make better?” Surprisingly, we found that it doesn’t always matter whether a comment is positive or negative, because any comment is a call for investment in a particular place or issue. The more comments there are on a topic, the more energy residents want to invest in it.

The “word clouds” below highlight some of the written comments that residents submitted at meetings throughout the process.

Love It

Make It Better

Priorities for Lancaster County's Future

The first phase of civic engagement for places2040 identified eight issues and opportunities as the focus for the plan. These priorities reflect all the input gathered in person and online during that phase, and also serve as the basis for the 5 big ideas presented in the next chapter.

MANAGING GROWTH

Create compact, walkable communities

We've made progress, but we're concerned about the type and pattern of development we're seeing.

URBAN PLACES

Promote reinvestment through rehab and infill

We're glad to see ongoing reinvestment in urban places – especially the city and a few boroughs – but there's still some room for improvement.

HOUSING CHOICE

Ensure safe, quality housing options for everyone

We'd like people at every income level to have safe, quality housing options they can afford.

EMPLOYMENT

Support 21st-century industries and jobs

We want to strengthen existing industries, invest in emerging ones, and prepare our workforce for the future.

TRANSPORTATION

Build a network with more alternatives and connections

We want a more efficient and flexible transportation system with more alternatives and connections.

PARKS, TRAILS, AND NATURAL AREAS

Provide more places to hike, bike, and enjoy nature

We love our parks, trails, and natural areas – but we also care about the quality of our environment.

AGRICULTURE AND FARMLAND

Protect both the farm and the farmer

We must continue to protect agriculture and farmland, because it's an essential part of the county's economy, identity, and sense of place.

THINKING BEYOND BOUNDARIES

Promote cooperation, work together, and share resources

All of us – particularly municipalities – need to look past traditional boundaries. We need to promote cooperation, work together, and share resources.

Options for the Future

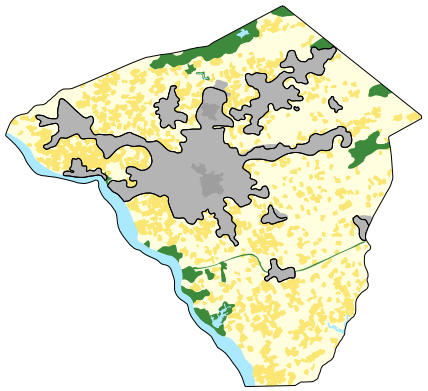
Over the next 25 years, there are different ways we could manage growth. Based on public input, Lancaster County Planning Commission (LCPC) staff developed three alternative scenarios for the county's future – three different approaches for creating the Lancaster County we want to see in 2040. Each of these scenarios was designed to:

- Accommodate a projected population increase of 100,000 new residents, including the dwelling units, jobs, infrastructure, and non-residential land uses needed to support this increase;
- Reflect the preferences expressed by county residents during the places2040 civic engagement process; and
- Complement the Lancaster County Future Land Use and Transportation Map, which highlights several "character zones" across the county.

The three scenarios were:

- **Trend:** *Business as Usual*
- **Balance:** *Staying the Course*
- **Places:** *Thinking Beyond Boundaries*

The first considered what would happen if we left things the way they are; the second focused on meeting some of the goals we've set in the past; and the third set some more ambitious goals that would protect more of what Lancaster County residents value – and create more livable, walkable communities. Each approach had its pros and cons.

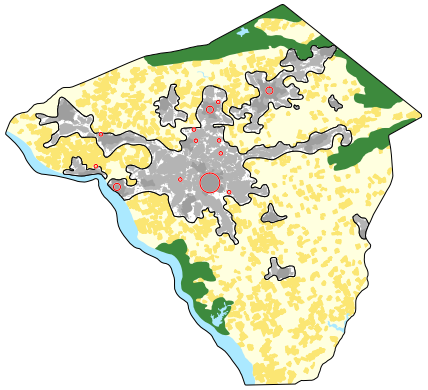


Trend

Business as Usual

The Trend scenario continued the development trend we saw in Lancaster County between 2002 and 2015. It was based on existing development patterns; residential densities; and land use, development, and infrastructure ratios.

50% (13,769 acres) of land within Urban Growth Areas (UGAs) would remain available for future growth in 2040.

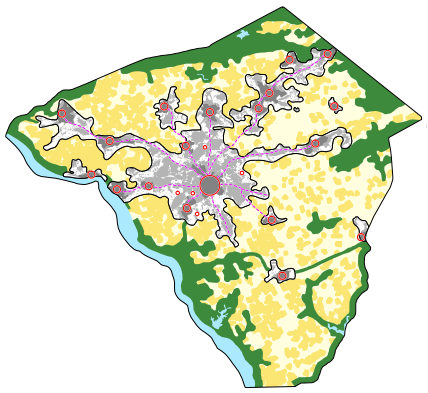


Balance

Staying the Course

The Balance scenario represented full implementation of adopted county policy and targets outlined in the county's growth management plan (called *Balance*, adopted in 2006) and in the growth management framework map that forms a part of that plan.

65% (17,968 acres) of land within UGAs would remain available for future growth in 2040.



Places

Thinking Beyond Boundaries

The Places scenario was based on more effective and efficient development and preservation incorporating infill, redevelopment, and reuse; effective farm zoning and land protection; and maximum natural resource and landscape protection.

62% (17,345 acres) of land within UGAs would remain available for future growth in 2040.

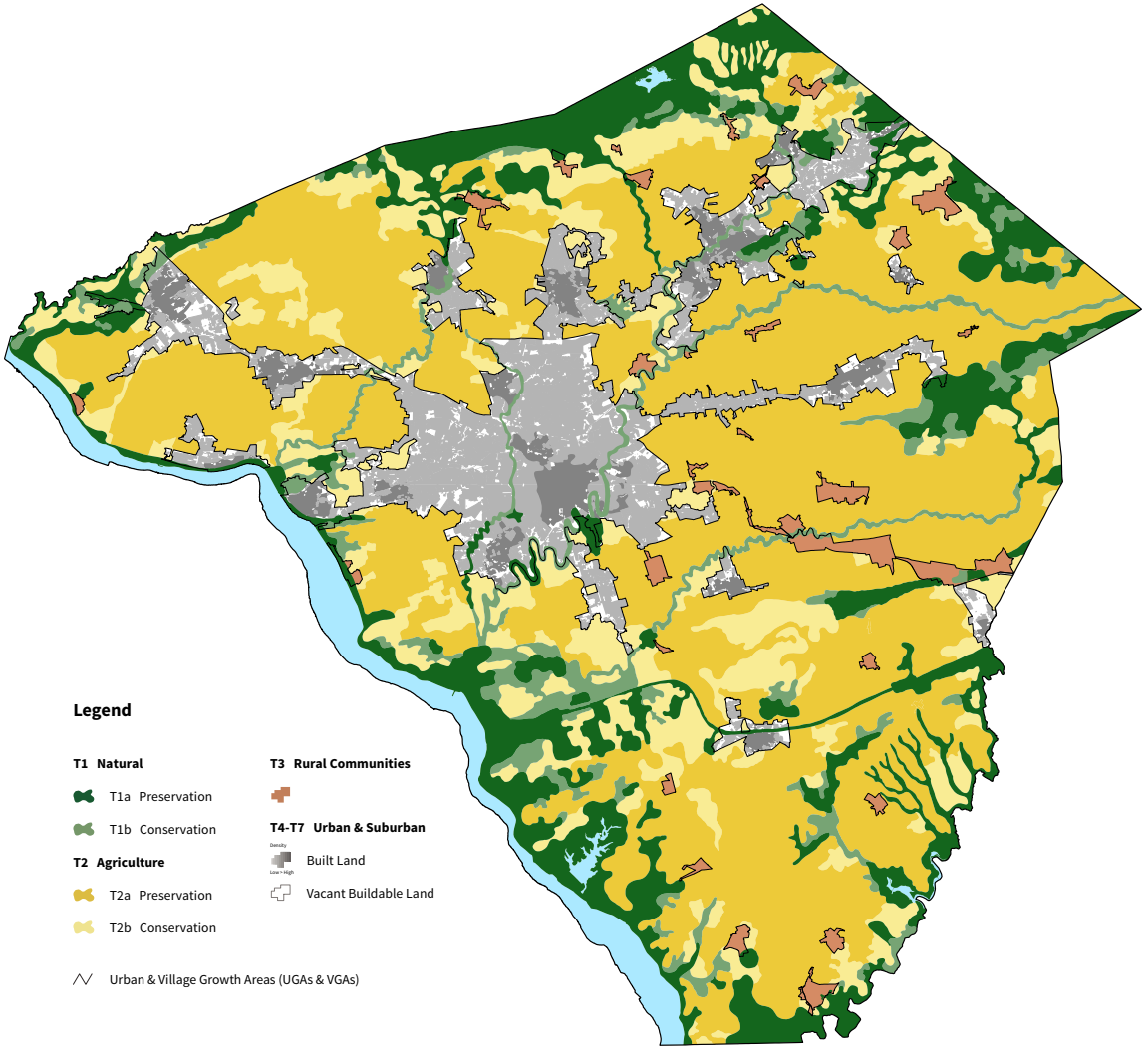
Note: Number is lower than Balance because rural portion of county's total population growth is being reduced by 3% and redirected into UGAs.

Preferred Scenario: Places

Given the choice of three scenarios, Lancaster County residents overwhelmingly supported this option, called "Places." As they saw it, this scenario would best address the 8 priorities they identified for the future. Here's what we said would happen under the Places scenario:

- **Managing Growth** – Most new growth is directed to existing growth areas. Average residential density is 7.5+ dwelling units per acre.
- **Urban Places** – Emphasis on rehabilitation and infill. City and boroughs are hubs, and city and surrounding townships are recognized as a metro area.
- **Housing Choice** – People at every income level have a range of options to own and rent.
- **Employment –** Economy is more diversified; workforce is competitive. Sufficient land is available for non-residential needs.
- **Transportation** – More connections between jobs, housing, and transportation. Bicycling, walking, and transit usage increase.
- **Parks, Trails, and Natural Areas** – More places to hike, bike, and play. Forested land is protected. Water quality and stormwater are priorities.
- **Agriculture and Farmland** – Rural land zoned for large-lot suburban development is reduced. Focused effort to preserve large blocks of agricultural land.
- **Thinking Beyond Boundaries** – Regional cooperation and coordination are standard practice.

Once Lancaster County residents agreed on this scenario, it became the basis for the development of the Lancaster County Future Land Use and Transportation Map that appears later in this plan.



Meetings and Events

What Our Partners Said

To help guide the development of places2040, the Lancaster County Planning Commission established Partners for Place – 19 regional, countywide, and city organizations whose work is closely related to the topics addressed in this plan. We asked representatives of these organizations to tell us what places2040 means to them, and here's what they told us.

"The job can't be done just through our organization alone... And if we think just in terms of preserving buildings, we lose so much. It's not just about that. Growth and preservation and conservation are all in the same vein with one another."

Gary Klinger
Historic Preservation Trust of Lancaster County

"It's important for the Coalition for Smart Growth of Lancaster County to be part of places2040 because what we're trying to do is to educate people, to advocate for Lancaster County – for a place that we all love, a place that we all know, that we all want to keep."

Bob Shenk
Coalition for Smart Growth

"The places2040 process is really important to the long-term economic vitality of Lancaster County. That's really core to our business and mission at EDC, which is to train and attract businesses here. We need to have great quality of life, we need to have a trained workforce... and all that requires thought and planning."

Lisa Riggs
Economic Development Company of Lancaster County

"The more I think that we can get residents appreciating the fact that we're a county of one, the better off I think we'll all be, and the easier it will be to plan our collective future."

Tom Baldrige
The Lancaster Chamber of Commerce & Industry

"I've been very, very impressed with the job that the Lancaster County Planning Commission has done in engaging the entire community, and helping to develop this plan."

Carol Phillips
Hourglass Foundation

"Lancaster draws people here because of its beauty. We want to preserve that and we want to build on it – that's the essence of places2040. This really is a beautiful place. How do we keep that going and not mess it up and how do we really reinvigorate and keep building within our urban places?"

Joel Cliff
Discover Lancaster

"All of our vital systems, from housing to transportation to law enforcement, depend on collaboration and working together. Those needs need to transcend any boundaries if we're going to continue to be a thriving community."

Shelby Nauman
Lancaster City Alliance

"Lancaster wants to be the success story for clean and clear water. That requires a collaborative plan like places2040, which represents and encourages the collective effort among all partners working to improve the quality of streams across the county."

Allyson Ladley Gibson
Lancaster Clean Water Partners

"The Lancaster County Community Foundation really works toward enhancing and ensuring that all Lancaster County residents enjoy an extraordinary life... As a Latina professional in Lancaster County, I really feel that we are evolving, and moving in the right direction in terms of embracing diversity."

Fran Rodriguez
Lancaster County Community Foundation

"People are becoming more concerned about where their food comes from, and it gives us an opportunity as farmers to showcase where it does come from, so that there's a true understanding and a closer dialogue between consumers and producers."

Rob Barley
Lancaster County Agriculture Council

"One of the things we look at from our perspective in our industry is how we're going to meet housing needs in the future. When we look at that, we're going to look for higher density developments in particular areas, so that we don't sprawl and spread out."

Jay Provanzo
Building Industry Association of Lancaster County

"We need to address the issue of affordable housing and really get together to get affordable housing across all price points, to give options to all consumers when they come to live in Lancaster County."

Gretchen Karr
Lancaster County Association of Realtors®

"Good planning requires us to create higher density housing and development, and then to set aside land and protect it for the animals... and for the humans to go experience nature."

Phil Wenger
Lancaster County Conservancy

"We need to continue to have a diverse business community and a place where everyone is welcome. When you think about the success of places2040, I think we really need to look at those things that make us great, but don't stop there – let's continue to look for ways to be greater than we are today."

Cathy Rychalsky
Lancaster County Workforce Development Board

"We need to think about building places people live, work, play, go to school, all in the same area, and then making sure we have the infrastructure so that people feel safe walking around."

Brenda Buescher
Lancaster General Health / Penn Medicine

"Farmland is what we know about Lancaster County. It provides the quality of life that we all cherish and enjoy. Ensuring that our farms and our farmers remain viable is going to be critical to the overall economic aspect of Lancaster County, as well as the quality of life."

Jeff Swinehart
Lancaster Farmland Trust

"Places2040 is all about the future. It's all about what we as the community aspire to be. So when we're talking about housing, we're talking about the foundation of a great community."

Ray D'Agostino
Lancaster Housing Opportunity Partnership

"We view housing as essential infrastructure – essential to a child's educational attainment, to the stability of an employer's workforce, to an older person's ability to age in the place of their choosing. To the extent that places2040 can move our community closer to removing barriers to housing affordability, we're pleased to be a collaborative partner."

Rick Jackson
Coalition for Sustainable Housing

"We're a regional organization, and being focused on quality of life and economic development through heritage and outdoor tourism, we want to ensure that our goals are reflected in places2040... We would be an implementer of initiatives to advance the goals of the plan."

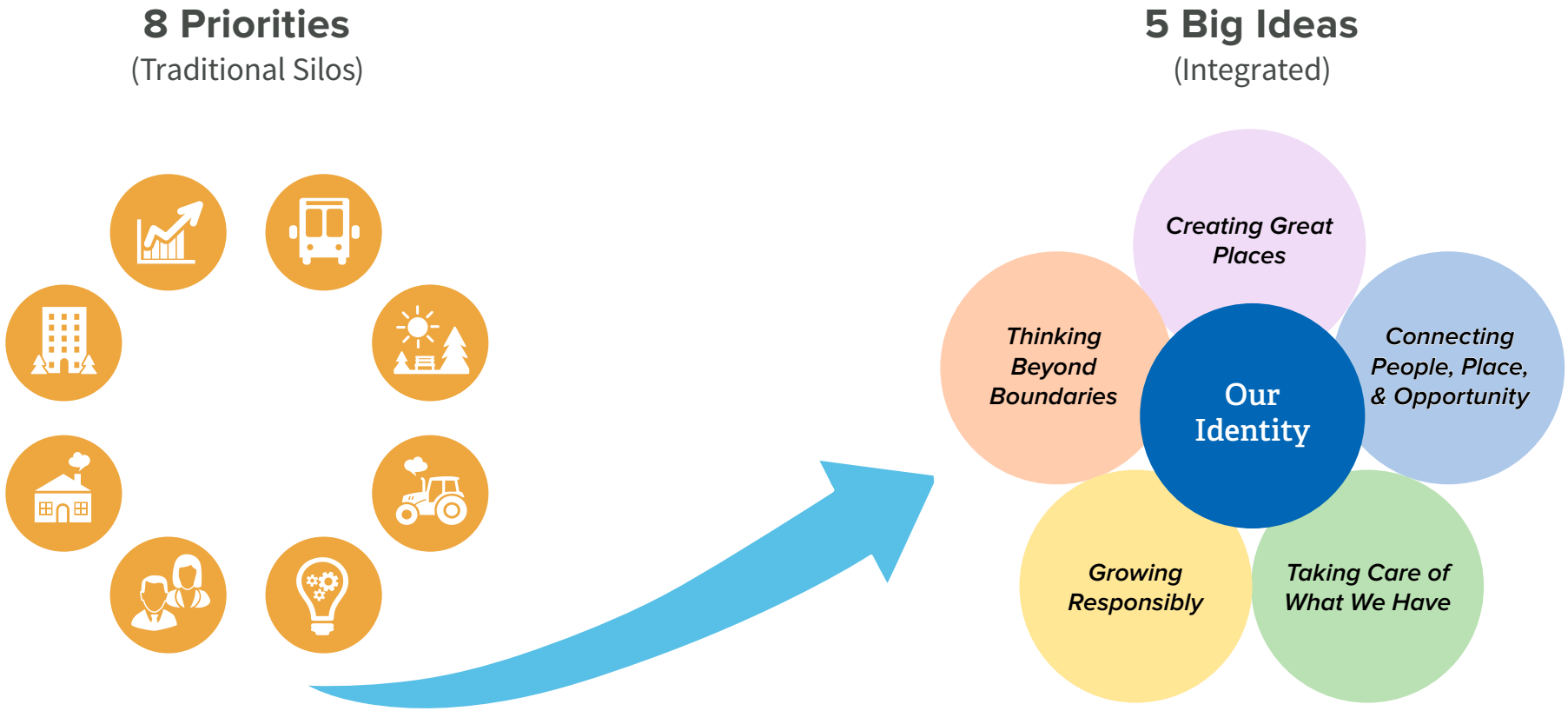
Mark Platts
Susquehanna Heritage

WHAT

WE NEED TO DO DIFFERENTLY

The Big Ideas

Traditionally, comprehensive plans address topics one by one, focusing on separate "silos" of information. Previous Lancaster County comprehensive plans followed that same pattern. This time around, we took a fresh look at the usual topics. We integrated the 8 priorities into 5 "big ideas" that cut across traditional silos. These ideas help us think more holistically about the challenges and opportunities ahead of us, and about the policies that will guide us in creating the kind of future we all want to see.



Creating Great Places

Placemaking is turning a place you can't wait to get through into one you never want to leave.

Fred Kent

Great places are places we brag about – where we're proud to live, work, learn, play, and visit. They're safe and attractive environments that improve the quality of life for those who live and work there – while also ensuring the success and sustainability of our economy.

These are places that encourage interaction, promote healthy lifestyles, create a sense of belonging, and spark creativity and investment. They provide choices in housing, jobs, and transportation. They capitalize on new technologies and other assets that are unique to the community, like its location and culture. In other words, they're "complete" communities.

When we create great places, we make it easier to achieve many of our other goals. Places where people want to live are places that people want to visit – and where businesses want to be. Our goal is not just to celebrate the special places in our community, but to transform ordinary places into extraordinary ones.

Creating Great Places

Policies

- Make our downtowns more vibrant, safe, and attractive.
- Design communities that put people first.
- Create a mix of uses in our communities and corridors.
- Provide a greater supply and diversity of housing types to own and rent.
- Find new and innovative ways to reduce congestion.

Note: A more detailed explanation of these policies appears after the "What the Data Tells Us" section.

Creating Great Places

What We Heard

Here's a small sampling of comments that Lancaster County residents shared with us on this topic, quoted as submitted:

"Make the city, boroughs, and villages more appealing and pressure would be relieved from farmland."

"I think communities should do everything possible to make areas more walkable. Building small, building high, and allowing for mixed-use buildings are great ways to encourage that ... along with convenient and easily accessible transportation."

"Proper location of housing with a mix of types, both owned and rented, at various prices, including workforce housing are essential to a healthy economy."

"We need housing options, and affordable ones, especially near city / town centers where people can live and work."

"Create better modes of transportation to move away from reliance on the automobile in our town centers and between towns."

"If I have access to safe, protected bike lanes on major thoroughfares, I am much more likely to run my errands on my bike rather than drive. Also, I need more shops that are close to me, so concentrating development into the already developed land is preferable."

Creating Great Places

What the Data Tells Us

Housing supply and demand

Both owner- and renter-occupied housing is in short supply. New home construction slowed significantly following the 2008 recession, but demand has continued to grow. As a result, housing vacancy rates have fallen.

Household size, choice, and tenure (owning vs. renting)

Households are getting smaller, and both younger and older people are looking for more housing choice. Lancaster County is still a great place to buy a home, but a growing number of people prefer to rent.

Housing costs

These are high, especially compared with income. Many households – including a majority of renter households – are "housing cost burdened," meaning they spend more than 30% of monthly income on housing costs.

Health impact

The way we've developed our communities has contributed to growing health concerns such as obesity and asthma.

Commuting

More people are driving alone to work, and average commute times continue to grow longer.

Road crashes

Though the number of motor vehicle crashes is trending down, we still average 15 crashes a day in Lancaster County. Between 50 and 80 crashes in Lancaster County each year involve bicycles, and between 120 and 150 involve pedestrians.

Creating Great Places

Policies

Make our downtowns more vibrant, safe, and attractive.

Retain the character of our downtowns, which makes them unique and attractive to both residents and visitors. Develop amenities that make them more livable and exciting places to be. Create more “Third Places” where people can socialize and network away from home and work.

Design communities that put people first.

Rather than designing only with cars in mind, ensure that communities are designed to improve our health and safety. Create places that are welcoming to people of all ages and abilities, encourage interaction, and enhance community character. Integrate new development into surrounding neighborhoods.

Create a mix of uses in our communities and corridors.

Don’t isolate housing from other uses – and whenever possible, mix different housing types together. Retrofit existing retail and commercial areas to accommodate more housing and transportation options.

Provide a greater supply and diversity of housing types to own and rent.

Increase the overall supply of housing in the county to meet the needs of a growing population. Don’t focus exclusively on single-family homes, but recognize the increasing demand for apartments, condos, and townhomes and other types of housing. Provide quality housing choices for all ages and incomes, and for our expanding workforce. Reduce regulatory barriers that unnecessarily increase the cost of housing.

Find new and innovative ways to reduce congestion.

Before building or widening roads, seek other cost-effective solutions for managing traffic flow. Improve air quality and our health by integrating our transportation networks and systems, adopting new technology, and encouraging walking, bicycling, and transit use.

Creating Great Places

Borough growth and vitality

Population	▲	Increase in city / borough population
Businesses	▲	Increase in # of businesses in city / boroughs
Employees	▲	Increase in the # of employees working in city / boroughs
Property values	▲	Increase in assessed property value per capita in city / boroughs
Tax-exempt property	▽	Reduce % of total assessed property value that is tax-exempt

Housing type, supply, and affordability

Mix of types	▲	Increase the % of semi-detached, townhouse, or multi-family types
New housing supply	▲	Increase the # of building permits
Housing cost burden	▽	Reduce the incidence of housing cost burden (30%+ income on housing)

Urban Growth Areas and new communities

Mixed-use land	▲	Increase the amount of new development that is mixed-use
3rd places / social gathering places	▲	Increase in the # of 3rd places in boroughs and UGAs
Commercial / industrial vacancy	▽	Reduce the vacancy rate for retail, office, and manufacturing

Health and safety

Obesity	▽	Reduce the % of people who are obese
Asthma	▽	Reduce the % of people with asthma
Fatalities due to crashes	▽	Reduce the number of fatalities due to crashes
Bicycle / pedestrian fatalities	▽	Reduce the number of bicycle / pedestrian fatalities due to crashes

How We'll Measure Our Progress

Here, we've suggested some of the ways we could quantify our efforts to implement this big idea. We'll work with our partners to choose a set of indicators consistent with available data and analysis capacity.

Connecting People, Place, & Opportunity

For years, we've focused less attention on this idea than we should. We need to work harder to connect people with each other and the places around them. It's also important to connect students with schools, workers with jobs, and jobs with housing. It should be easier for residents and visitors to get around and connect with the places they care about – our natural, historic, and cultural attractions.

The more connections we create between people and places, the more successful the county will be in retaining and attracting a skilled workforce. That's a critical component of a strategy to build community wealth – to develop Lancaster County's home-grown assets to their fullest potential, and keep that money in the local area. By maximizing connections, we make everything more efficient, and create more opportunities for interaction.

Connecting People, Place, & Opportunity

Policies

- Make our downtowns into regional hubs.
- Create more places to hike, bike, play, and enjoy nature.
- Make it easier for residents and visitors to get around without a car.
- Connect housing, jobs, schools, transportation, and other destinations.
- Intentionally cultivate, retain, and expand industry.
- Maintain, attract, and retain a skilled workforce that earns a competitive wage.
- Facilitate business partnerships.

Note: A more detailed explanation of these policies appears after the "What the Data Tells Us" section.

Connecting People, Place, & Opportunity

What We Heard

Here's a small sampling of comments that Lancaster County residents shared with us on this topic, quoted as submitted:

"More and more people want to live near their work... Plus, it improves the walkability of the community, which in turn, provides residents with health benefits and reduces the environmental impact."

"We rely on our cars everywhere, and many people in lower paying jobs cannot afford to drive to work. We need better transportation options, perhaps with smaller buses, to enable everyone the opportunity to get to work."

"Parks and trails are infrastructure that improves quality of life and increases the desirability and competitiveness of the region in attracting quality industry / employment. Development of quality of life / lifestyle should be a government priority."

"More walking and biking trails that are purposeful (not just for exercise) so we can let the car at home to run errands."

"I'm a big fan of having some parks within biking distance of all developments. Kids need a place to play safely."

"Need to create a balance between existing industries and emerging industries... If we create the correct atmosphere, Lancaster County could be relatively insulated from downturns in the economy."

Connecting People, Place, & Opportunity

What the Data Tells Us

Traffic congestion
Daily Vehicle Miles Traveled (DVMT) continues to increase, causing traffic congestion.

Park land
Lancaster County residents have access to about 5,000 acres of municipally-owned park land and 2,000 acres of county-owned park land. Municipalities are generally meeting locally adopted parks and recreation standards, while the County of Lancaster is falling behind.

Regional recreational trails
Lancaster County has nearly 150 miles of regional recreation trails – up from about 100 miles in 2002.

Household income
The median household income in Lancaster County continues to increase, but may not be keeping up with inflation.

Poverty
A growing number of individuals in Lancaster County live in poverty. Poverty rates are inequitably high among some of the populations that are growing the fastest – including children, women, and some racial and ethnic minority populations.

Workforce
Lancaster County's workforce has grown to over 270,000 people. Our unemployment rate is very low – lower than both state and national rates, potentially indicating a labor shortage.

Education
Our education levels have improved. More of us are obtaining degrees beyond a high school diploma.

Industrial and retail space
Vacancy rates for both industrial and retail space have fallen, and are much lower than national rates. Data from 2015 appeared to indicate a potential shortage of this space, although the recent construction of several regional shopping centers may negate this figure.

Industrial mix
Our traditional industries – agriculture, tourism, and manufacturing – remain strong. Health care, construction, and retail trade are making a larger contribution to our economy. Other emerging industries include food processing, pharmaceuticals, entertainment, and financial and professional services.

Connecting People, Place, & Opportunity

Policies

Make our downtowns into regional hubs.

Maintain their traditional role as the places with the highest density and the highest level of public services – and the best location for institutions and organizations with a regional focus. Promote our downtowns as hubs of employment, culture, sports, and entertainment for the regions around them. Define the city and neighboring townships as the Lancaster metro area.

Create more places to hike, bike, play, and enjoy nature.

Establish a well-connected countywide network of trails and natural areas accessible to all county residents. Ensure that community parks and open space are within walking distance for most residents of urban areas.

Make it easier for residents and visitors to get around without a car.

Reduce our reliance on cars by increasing the use of other forms of transportation. Improve our health by redesigning and investing in a transportation network that better accommodates pedestrians, bicycles, and transit. Invest in making public transportation more flexible and responsive.

Connect housing, jobs, schools, transportation, and other destinations.

Recognize how these uses affect each other – not just in terms of land use, but as it relates to our quality of life and how we do business. Integrate these uses rather than developing them separately. Create more road, transit, trail, and sidewalk connections.

Intentionally cultivate, retain, and expand industry.

Continue to nurture and grow our widely diversified economy, from traditional industries (manufacturing, agriculture, tourism, health care, retail trade, and wholesale distribution) to emerging industries (food processing, pharmaceuticals, live entertainment, and financial and professional services). Make sure that the availability of commercial, industrial, and institutional land keeps pace with population growth. Identify the right places for this land, and provide the necessary infrastructure to service it.

Connecting People, Place, & Opportunity

Maintain, attract, and retain a skilled workforce that earns a competitive wage.

Make Lancaster County an inviting place to live, work, learn, and play so we can attract and retain a skilled workforce. Foster coordination between educators, workforce organizations, employers, and government to remain competitive in a 21st-century economy.

Facilitate business partnerships.

Nurture and support industry clusters – groups of businesses, suppliers, and institutions that share common markets, technologies, and a need for certain skills. Recognize that the economy extends beyond the county line.

Connecting People, Place, & Opportunity

How We'll Measure Our Progress

Here, we've suggested some of the ways we could quantify our efforts to implement this big idea. We'll work with our partners to choose a set of indicators consistent with available data and analysis capacity.

Roadway and sidewalk network connectivity

Walkability	▲	Increase the walkability of boroughs and new communities (Walk Score®)
Sidewalk coverage	▲	Increase the % of roads that have sidewalks in Urban Growth Areas (UGAs)
On-road bicycle facilities	▲	Increase miles of on-road bike facilities like bike lanes and sharrows in UGAs
Intersection density	▲	Increase the # of intersections per mile in UGAs
New development connections	▲	Increase the connectivity between new and existing development

Commuting and transportation choices

Commute mode split	▲	Increase the % of people walking, biking, or taking transit to work
Time spent commuting	▽	Reduce the length of the average commute
Daily Vehicle Miles Traveled (DVMT)	▽	Reduce Daily Vehicle Miles Traveled
RRTA / SCTA ridership	▲	Increase RRTA / SCTA ridership
Amtrak ridership	▲	Increase Amtrak ridership
Commuter Services of PA programs	▲	Increase participation in Commuter Services programs

Access to parks and trails

Miles of regional trails	▲	Increase the miles of regional trails
Parks per capita	▲	Increase the acreage of parks per 1,000 people
Park and trail access	▲	Increase the % of UGA land within a ½ mile of a park or trail

Connecting People, Place, & Opportunity

City / boroughs as UGA hubs

Population density	▲	Increase city / borough population density relative to adjacent municipalities
UGA jobs in boroughs	▲	Increase the % of UGA jobs in boroughs
UGA population in boroughs	▲	Increase the % of UGA population in city / boroughs
Institutional, educational, civic facilities	▲	Increase the % of UGA inst / ed / civic facilities located in city / boroughs

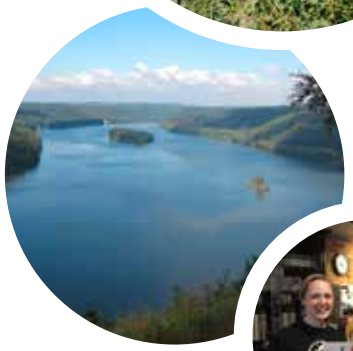
Economy and opportunity

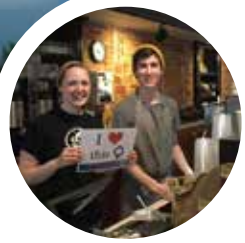
Business establishments	▲	Increase the number of business establishments
Industry mix	▲	Increase the industry mix
Patents	▲	Increase the number of patents granted
Minority-owned businesses	▲	Increase the number of minority-owned businesses
Unemployment rate	▽	Reduce the unemployment rate
Educational attainment	▲	Increase % of adults with a bachelor's degree or higher

Income and poverty

Poverty	▽	Reduce the rate of poverty among individuals
Median household income	▲	Increase the median household income
Average hourly wage	▲	Increase the real hourly wage by wage percentile

Taking Care of What We Have





Lancaster County's unique identity and sense of place are closely tied to the land, and what our forebears have built and preserved. For generations, we've nurtured its world-renowned farmland, vibrant urban places, and outstanding natural areas. These resources provide a strong foundation for our quality of life, and distinguish this county from any other place in the world.

Stewardship of our heritage should be a priority for all of us, not just because we like the view outside our window, but because it makes the county more attractive to investment – particularly from visitors and prospective employers. Retaining community character depends on cultivating a careful balance between what the land provides, what others have done to shape it, and what we want to build in the future.

If we lay the proper groundwork, we can leverage our existing resources to pay even bigger dividends down the road. For one thing, we need to maintain and strengthen our infrastructure – water and sewer, stormwater, transportation, and technology. We also need to look for opportunities to reuse what we've built in the past, and reinvest in our own community by making, growing, and buying local.

Good stewardship of the environment is not just a personal responsibility, it is a public value... Our duty is to use the land well, and sometimes not to use it at all. This is our responsibility as citizens, but more than that, it is our calling as stewards of the earth.

George W. Bush

Taking Care of What We Have

Policies

- Preserve large, contiguous areas of agricultural and natural land.
- Preserve the farmer as well as the farm.
- Improve water quality and work together on stormwater management.
- Use existing buildings and maintain public infrastructure.
- Promote entrepreneurship and help local businesses grow.

Note: A more detailed explanation of these policies appears after the "What the Data Tells Us" section.

Taking Care of What We Have

What We Heard

Here's a small sampling of comments that Lancaster County residents shared with us on this topic, quoted as submitted:

"The most important thing for Lancaster County is its farms. Lancaster County is the Garden Spot of the World! Let's keep it that way – help the farmers help themselves."

"We are limited on natural lands in Lancaster. We need to preserve more parks and recreational areas for natural habitat preservation."

"Water quality is going to become a more critical issue over the next 10 years. We need to act now to make a difference."

"Lancaster's historic resources are imperative to our identity as Lancastrians. In the past we have not prioritized our historic resources, and we need strong voices from the public and the planning community to keep our historic treasures viable places for residential, commercial, or industrial uses."

"It's so important that we maintain our existing infrastructure, which has suffered deferred maintenance for too long."

"Small businesses are the backbone of the local economy and downtown areas of our towns."

Taking Care of What We Have

What the Data Tells Us

Farmland preservation

We've preserved the most farmland of any county in the United States, with almost 102,000 acres preserved by the Lancaster County Agricultural Preserve Board, Lancaster Farmland Trust, and Brandywine Conservancy.

Effective agricultural zoning

Almost 374,000 acres have this type of zoning, which may limit residential development, set a minimum farm size, and restrict land uses not directly related to the agricultural economy.

Agricultural economy

It's diverse. Related fields such as agribusiness and food processing account for $1 billion in sales. In the Mid-Atlantic and Northeast, Lancaster County is also a leader in farm equipment manufacturing and sales, farm supplies, financing, and construction services.

Natural lands preservation

As of 2015, nearly 17,000 acres of natural lands had been preserved by state agencies in Pennsylvania, the County of Lancaster, and the Lancaster County Conservancy – but close to 71,000 acres of high-quality natural areas remain unprotected. Only four municipalities have adopted "effective conservation zoning," which limits development to one residential lot per 20 acres (or more) of conservation land under single ownership.

Water quality

Water quality is generally improving in monitored watersheds, with nitrogen levels decreasing over the past 10 years. Over that same period, phosphorus and sediment levels varied in Lancaster County streams, with some improving and some degrading. However, 673 miles (43%) of streams were found to be impaired in 2012, a slight increase from 42% in 2002.

Air quality

Though air quality improved in some respects over the last decade, Lancaster County still received a grade of F in both ozone and short-term particle (average level over 24 hours) pollution in 2015. Poor air quality puts those most vulnerable at risk for more serious health problems.

Existing buildings

More than half of our housing stock (55%) was built before 1980; these structures are at higher risk for containing hazardous materials such as lead and asbestos. As a result, they require continual maintenance and reinvestment to avoid blight, deterioration, and unsafe or unhealthy conditions.

Taking Care of What We Have

Policies

Preserve large, contiguous areas of agricultural and natural land.

Preserve the county's high-quality agricultural lands and its remaining woodlands. Link fragmented natural lands together into an interconnected network of greenways and open spaces. Where possible, add to existing parks and nature preserves to create links, provide ecological benefits, and protect important plant and animal habitat. Adopt consistent and effective agricultural protection measures at the county level, but recognize and plan for the unique environmental and cultural characteristics of each of our large rural landscapes.

Preserve the farmer as well as the farm.

Enhance access to local food. Allow for small on-farm businesses while keeping agricultural production the primary use. Minimize the fragmentation of farms to ensure the long-term viability of agriculture. Provide resources to help farmers remain competitive by transitioning and adapting to new markets and opportunities. Ensure that existing agricultural support services remain in the county and create additional opportunities for value-added processing of local produce and products.

Improve water quality and work together on stormwater management.

Make our rivers and streams healthier by protecting and restoring the native plants along these waterways. Ensure a sustainable supply of clean water to support a growing population and a strong economy, recreational uses, and ecological needs. Address stormwater issues on a regional basis.

Use existing buildings and maintain public infrastructure.

Maintain, rehabilitate, and reuse existing buildings, not only because it's more sustainable, but because it protects community character. Keep up with needed maintenance and improvements to roads and bridges, water and sewer lines, and technology.

Promote entrepreneurship and help local businesses grow.

Inspire more residents to buy locally produced products and services. Strengthen the "maker economy," where people produce their own products to sell. Mentor new and existing businesses.

Taking Care of What We Have

Air quality

Days with unhealthy air quality	▽	Reduce the % of days with unhealthy air quality
Ozone	▽	Reduce ozone levels
Short-term particle	▽	Reduce short-term particle levels
Long-term particle	▽	Reduce long-term particle levels

Water quality

Impaired streams	▽	Reduce the % of impaired streams
Nitrogen / phosphorus / suspended sediment	▽	Reduce total levels of nitrogen, phosphorus, and suspended sediment
Riparian buffers	▲	Increase the miles of riparian buffers
Tree canopy	▲	Increase % of land covered in tree canopy

Protected agricultural land

Agricultural (ag) land preserved	▲	Increase the total acres of ag land preserved
Contiguous ag land preserved	▲	Increase the % of contiguous farmland preserved
Ag land in effective ag zoning	▲	Increase the total acres of ag land in effective ag zoning
T2a ag land preserved	▲	Increase the % of T2a (Ag Conservation zone) land that is preserved

How We'll Measure Our Progress

Here, we've suggested some of the ways we could quantify our efforts to implement this big idea. We'll work with our partners to choose a set of indicators consistent with available data and analysis capacity.

Taking Care of What We Have

Protected natural land

Natural land preserved	▲	Increase the total acres of natural land preserved
Contiguous natural land preserved	▲	Increase the % of contiguous natural land preserved
Nat. land in effective cons. zoning	▲	Increase the total acres of natural land in effective conservation zoning
T1a natural land preserved	▲	Increase the % of T1a (Natural Conservation zone) land that is preserved

Building condition and protection

Property maintenance codes	▲	Increase the # of municipalities with property maintenance codes
Demolition review ordinances	▲	Increase the # of municipalities with effective demolition review ordinances

Agricultural economy

Total value of ag products sold	▲	Increase the value of ag products sold
Value of ag products sold directly	▲	Increase the value of ag products sold directly (buy local)

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Growing Responsibly

Growing responsibly is about managing the location, pattern, and timing of growth. To accomplish this goal, we need to consider where development happens, when it happens, and what form it takes.

Lancaster County will continue to grow and change between now and 2040. Within that time, the data tells us we can expect as many as 100,000 new people to live here. To accommodate that population – to find places for them to live, work, shop, and play – we need to build on past planning efforts and direct growth to appropriate places. Most critically, we need to improve the pattern of growth and ensure that we develop in a more compact, efficient, and fiscally responsible way.

Land within our Urban Growth Areas (UGAs) is limited. Remaining vacant buildable land should be treated as a critical resource, and managed appropriately for residential, commercial, industrial, and institutional needs. Infill and redevelopment should be a priority, and we should build up where it fits with surrounding character.

It's also important to ensure that this growth doesn't detract from the things we value the most. Outside UGAs, large-lot suburban development should be restricted to protect agriculture and the character of rural communities.

Growing Responsibly

Policies

- Grow where we're already growing.
- Prioritize opportunities to redevelop built areas and fill in the gaps in urban areas.
- Carefully manage the use of large tracts of vacant land in urban areas.
- Limit large-lot suburban development in rural areas.
- Build more compactly and efficiently.

Note: A more detailed explanation of these policies appears after the "What the Data Tells Us" section.

Growing Responsibly

What We Heard

Here's a small sampling of comments that Lancaster County residents shared with us on this topic, quoted as submitted:

"Need to encourage communities, especially townships, to plan development in compact areas, near existing development to minimize the impact."

"Don't encroach on farmland. Use already-existing structures / locations."

"We should reuse existing building and lots rather than building new ones... Density is important to eliminate sprawl."

"Locate new housing on previously used or abandoned sites to minimize urban sprawl."

"We shouldn't develop new land when we have previously developed land available for development."

"Reverse the sprawl. Build up not out. Loads of empty properties and poorly used space in urban areas."

Growing Responsibly

What the Data Tells Us

Population increase

Between 2000 and 2015, our population grew by approximately 4,200 people per year. Based on this trend, we can expect our population to increase by about 100,000 people between 2015 and 2040.

New homes built in Urban Growth Areas (UGAs)

About 78% of new homes were built in UGAs between 2002 and 2015. That's an improvement over the 72% we saw between 1994 and 2001 – but less than the 85% target established in *Balance*.

Urban residential density

We're consuming more land than necessary, because we're building at lower densities than we should. Average residential density in UGAs stands at 4.4 dwelling units per acre – significantly lower than the 7.5 units per acre target set in *Balance*. As a result, we're consuming 70% more land than we would at the target density.

Buildable land in urban areas

We have about 28,000 buildable acres remaining within our UGAs to accommodate future residential and non-residential development. However, it's important to note that within UGAs, we have only about 140 parcels of vacant buildable land that are 40 acres and above.

Water and sewer service in urban areas

A majority of land and buildings in UGAs have access to water and sewer – but not all. About 95% of new dwelling units in UGAs are served by public sewer, and 93% are served by public water. Public water service is available (or in proximity to) 81% of land in UGAs, while public sewer service is available (or in proximity to) 84% of land in UGAs.

Large-lot suburban development in rural areas

About 17,000 acres of land are zoned for large-lot suburban development outside UGAs. To accommodate estimated rural population growth, only about 8,400 acres are needed.

Growing Responsibly

Policies

Grow where we're already growing.

Continue to direct most of our growth into urban areas. Keep growth area boundaries generally as they are, and ensure that the total amount of land within these areas (as a whole) remains the same. Use our remaining 28,000 acres of buildable lands wisely to accommodate residential and non-residential (commercial, industrial, and institutional) needs for the next 25 years and beyond. Build at least 85% of new dwelling units inside Urban Growth Areas (UGAs). Require that infrastructure facilities and services be provided before new development can occur, and ensure that these facilities and services keep pace with residential and non-residential needs.

Prioritize opportunities to redevelop built areas and fill in the gaps in urban areas.

Leverage previous investment by building in areas already served by sewer, water, and transportation. Create incentives for developers to convert underutilized properties to new uses and make efficient use of smaller vacant lots in urban areas.

Carefully manage the use of large tracts of vacant land in urban areas.

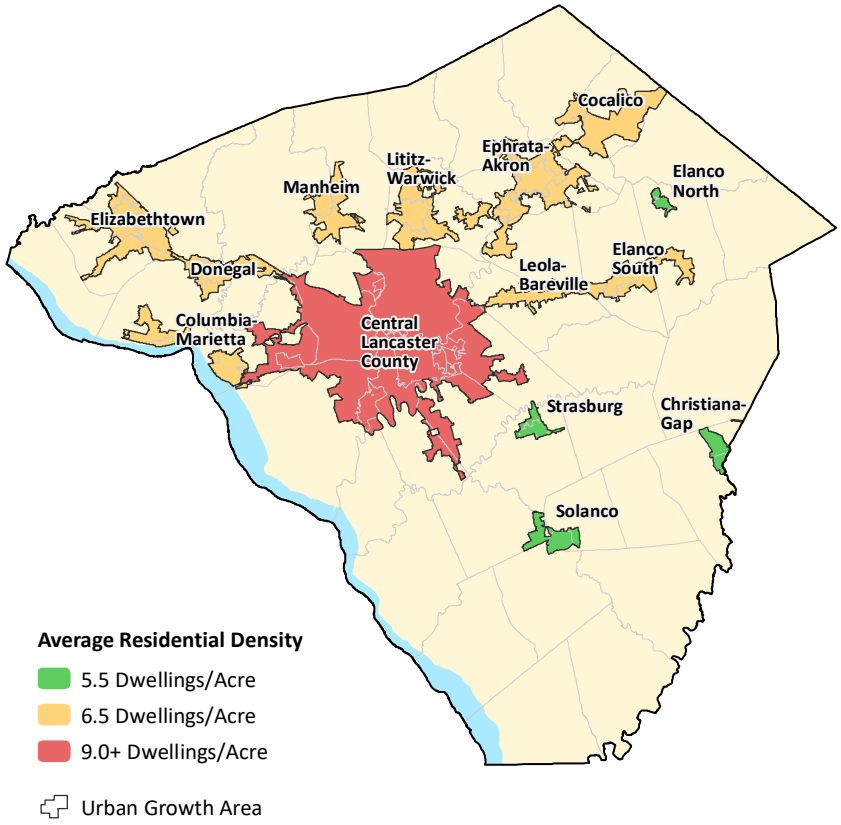
Recognize that these tracts – prime locations over 40 acres with infrastructure, highway access, and transit service – are a limited resource. Define these areas as "growth opportunity areas" and reserve them for mixed-use and non-residential needs (commercial, industrial, and institutional). Ensure that they're developed in a way that provides long-term economic and social benefits to the community.

Limit large-lot suburban development in rural areas.

Reduce the amount of land where large lots are allowed. Don't provide more land than needed to accommodate expected rural population growth. Build no more than 15% of new dwelling units outside UGAs. Reduce the rural portion of the county's total population growth by 3%, and redirect that growth into UGAs. Ensure that development in these areas results in minimal loss of high-quality farmland and natural lands.

Growing Responsibly

Target Densities for Lancaster County Urban Growth Areas (UGAs)



Build more compactly and efficiently.

Build up, not out. Increase housing density in urban areas as a whole, but vary that density on a regional basis, based on development patterns and growth trends. Achieve a countywide average residential density of 7.5 dwelling units / acre inside UGAs, with each UGA falling within one of three tiers (5.5, 6.5, and 9.0+ units / acre). In urban areas, make sure that infrastructure (water and sewer) keeps pace with our growing population, both in terms of residential and non-residential needs.

Growing Responsibly

How We'll Measure Our Progress

Here, we've suggested some of the ways we could quantify our efforts to implement this big idea. We'll work with our partners to choose a set of indicators consistent with available data and analysis capacity.

Total growth

New dwelling units	▲	Increase the average # of new dwelling units to accommodate projected pop.
New non-residential square footage	▲	Increase new non-residential building sq. footage to accommodate proj. pop.
Total acres developed	▽	Reduce acres developed per year

Location of growth

Inside UGAs:		
New dwellings	▲	Increase the % of new dwellings in UGAs to accommodate projected pop.
New non-residential square footage	▲	Increase the % of new non-residential square footage in UGAs
Total acres developed	▽	Reduce acres developed per year
Outside UGAs:		
New dwellings	▽	Reduce the % of new dwellings outside of UGAs
New non-residential square footage	▽	Reduce the new non-residential square footage outside of UGAs
Total acres developed	▽	Reduce acres developed per year

Residential density

Countywide UGA net density	▲	Increase overall net density to 7.5 dwelling units per acre in all UGAs
By UGA:	▲	Increase the net density to the target density for each UGA
High		9.0+ dwelling units per acre
Mid		6.5 dwelling units per acre
Low		5.5 dwelling units per acre
Single- vs. multi-family density	▲	Increase average single- and multi-family density

Employment location

Jobs by UGA	▲	Increase the % of jobs in UGAs
Jobs in job centers	▲	Increase the % of jobs in job centers

Building height

New building height	▲	Increase the average building height in urban character zones

Growing Responsibly

Water and sewer infrastructure

Inside UGAs:		
Parcels with water service	▲	Increase the % of UGA parcels with water service
Parcels with sewer service	▲	Increase the % of UGA parcels with sewer service
Outside UGAs:		
Parcels with water service		Water service extensions only where a threat to community health exists
Parcels with sewer service		Sewer service extensions only where a threat to community health exists

Impervious surface

Total impervious surface cover		Monitor impervious surface cover by UGA and watershed
Parking cover	▽	Reduce the % of land covered in parking

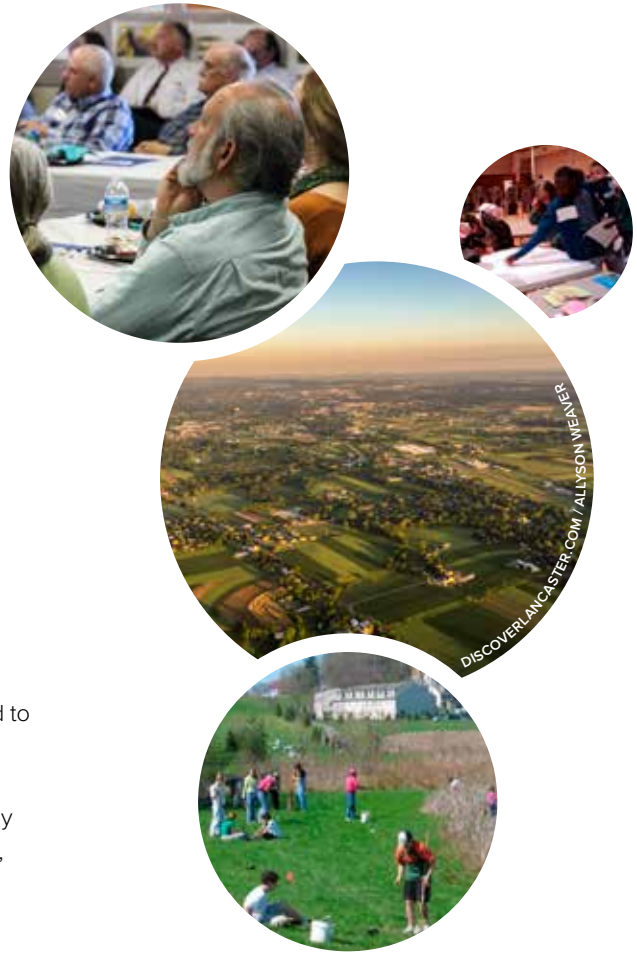
New development connectivity and mixed use

New intersection density	▲	Increase the intersection density of new development
Connections to neighbors	▲	Increase the average # of connections to adjacent developments
Mixed-use plans	▲	Increase the number of new plans that include mixed use

Redevelopment / infill

New development on redevelopment land	▲	Increase in % of new development on sites identified as redevelopment land
New development on infill land	▲	Increase in % of new development on sites identified as infill land
Redevelopment density	▲	Increase redevelopment density to meet UGA net density target
Infill density	▲	Increase infill density to meet UGA net density target

Thinking Beyond Boundaries



To get to the future we want to see, we need to think and act differently. We need to change how we approach the places that are important to us, and how we work with each other to accomplish common goals.

We need to see places as they really are, rather than dividing them up in traditional ways. Economic markets, infrastructure networks, and the natural world aren't limited to municipal, school, or political boundaries. Neither are people.

Despite this fact, most of the decisions we make as a community are made strictly within the boundaries of individual municipalities and school districts. Every year, hundreds of land-use decisions made at the local level add up to much larger regional and county impacts.

Rather than working in isolation, we need to reorient ourselves to the Lancaster County that businesses, customers, and visitors see. They don't see municipalities, but destinations for shopping, dining, and recreation. As they travel, they don't notice the boundaries they cross – they just see communities, corridors, and landscapes.

Thinking beyond boundaries is about approaching our challenges and opportunities more collaboratively. It's also about cultivating leadership and taking existing public, private, and nonprofit partnerships to the next level – especially the ones that were formed and strengthened during the places2040 planning process.

Thinking Beyond Boundaries

Policies

- Break down the traditional silos that limit our effectiveness.
- Make planning and regulation more efficient, consistent, and regional.
- Keep ourselves accountable for the goals we've set.
- Cultivate skilled leaders who can be champions for place-based planning.

Note: A more detailed explanation of these policies appears after the "What the Data Tells Us" section.

Thinking Beyond Boundaries

What We Heard

Here's a small sampling of comments that Lancaster County residents shared with us on this topic, quoted as submitted:

"More regionalization needed. Reduces cost and duplication of service."

"Close cooperation among the Chamber, EDC, government, and higher education is essential."

"Need more regional planning. Focus on retrofitting aging, auto-oriented corridors (major pikes) into the city."

"I think intermunicipal cooperation and consistent governing and regulations across the county is important."

"I think zoning should be done in coordination with neighboring municipalities so each does not have to provide for all uses. This would help with infill and rehabilitation."

"Need to break down boundaries and consolidate services and planning."

Thinking Beyond Boundaries

What the Data Tells Us

Local government

Lancaster County is comprised of 60 separate municipalities, including one city, 18 boroughs, and 41 townships. Each municipality is responsible for making its own land-use decisions, so there are also 60 municipal planning commissions and 60 separate zoning ordinances containing over 500 zoning districts.

School districts

Lancaster County contains 17 school districts, as well as a small piece of one additional district. Some school district boundaries are generally aligned with municipal boundaries (Columbia Borough and Manheim Township), while others include as many as 9 municipalities (Solanco).

Water and sewer infrastructure

Water and sewer infrastructure is provided through authorities, municipalities, private companies and some private systems in Lancaster County. This includes approximately 37 municipal water, sewer, and combined water and sewer authorities.

Police, fire, and emergency services

In Lancaster County, we have 26 local police departments that serve a total of 43 municipalities and 85% of the county's population. This number includes 4 regional police departments that serve 10 municipalities as well as 8 local departments providing contract services to 11 municipalities. Pennsylvania State Police serve 17 municipalities that are generally smaller and more rural. Lancaster County has 70 volunteer fire companies – down from 85 companies in the year 2000, reflecting a dwindling pool of volunteer firefighters across Pennsylvania. Lancaster City and Manheim Township are the only municipalities with full-time paid firefighters, though several other fire departments use part-time career personnel to supplement their volunteer force.

Thinking Beyond Boundaries

Policies

Break down the traditional silos that limit our effectiveness.

Plan for places as a whole, not for existing political and organizational boundaries. To achieve planning goals, create stronger links between the public, private, nonprofit sectors and between different levels of government.

Make planning and regulation more efficient, consistent, and regional.

Show greater fiscal responsibility by simplifying our approach to land use. Create incentives to encourage the types of land uses we want to see, and discourage the ones we don't. Plan regionally and implement locally. Ensure that governments, organizations, and businesses throughout the community are working toward the same goals.

Keep ourselves accountable for the goals we've set.

Set targets on a regional basis, but provide feedback to individual municipalities and other partners to ensure they're doing their part to achieve regional goals. Measure outcomes, not tasks or outputs. Use data to track our progress, and report back to the community how well we are achieving goals.

Cultivate skilled leaders who can be champions for place-based planning.

Create more opportunities to focus planning efforts on regions as well as communities, corridors, and landscapes. Build broader constituencies for this type of planning and provide more opportunities for engagement. Engage a diverse array of leaders from school children to retired adults. Educate these leaders – and citizens as a whole – about planning issues and how they affect our health, quality of life, environment, and economy.

Thinking Beyond Boundaries

Regional municipal planning and cooperation

Regional comprehensive plans	▲	Increase the # of municipalities with regional comprehensive plans
Regional place-based plans	▲	Increase the # of munis. participating in regional place-based plans
Municipalities in a COG	▲	Increase the # of munis. participating in a Council of Governments (COG)
Municipalities cooperating formally	▲	Increase the # of munis. using Intergovernmental Cooperation Agreements
Municipalities cooperating informally	▲	Increase # of munis. meeting together on a regular basis
Regional official maps	▲	Increase the # of munis. participating in regional official maps

Simplified, regional zoning

Zoning based on regional comp plans	▲	Increase the # of munis. with zoning ordinances based on a regional comp plan
Zoning based on character zones	▲	Increase the # of munis. with zoning ordinances based on character zones
Zoning districts	▽	Reduce the total number of zoning districts in Lancaster County
Ordinances to implement places2040	▲	Increase the # of munis. with ordinances that implement places2040

Complete Streets

Regional Complete Streets policies	▲	Increase the # of munis. participating in regional Complete Streets policies
Complete Streets amendments	▲	Increase the # of munis. amending codes based on Complete Streets concepts

How We'll Measure Our Progress

Here, we've suggested some of the ways we could quantify our efforts to implement this big idea. We'll work with our partners to choose a set of indicators consistent with available data and analysis capacity.

Thinking Beyond Boundaries

Aligning community resources

Public / private / nonprofit partners	▲	Increase the # of partners aligning available resources with places2040 policies
Funding linked to places2040	▲	Increase internal and external funding sources that are linked to places2040

Leadership

Participation in leadership programs	▲	Increase participation in leadership programs like Leadership Lancaster
Education for new officials	▲	Increase education / orientation opportunities for new officials
Champions for Place	▲	Increase the # of certified Champions for Place

Regional infrastructure and services

Regional stormwater initiatives	▲	Increase the # of munis. participating in regional storm water initiatives
Regional emergency services	▲	Increase # of providers coordinating regionally to provide emergency services
Regional water and sewer infrastructure	▲	Increase # of providers coordinating regionally to provide services

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Thinking Beyond Boundaries

Regional Connections

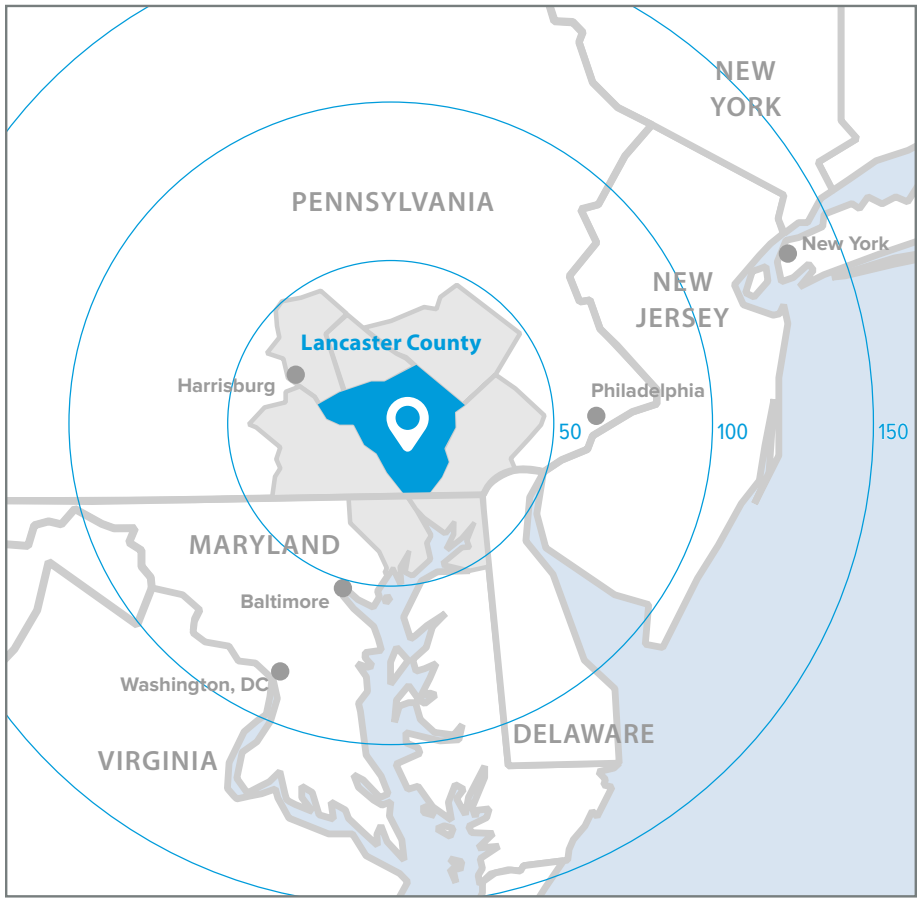
Where we are matters. Lancaster County is strategically located in south central Pennsylvania, within a few hours of several major metropolitan areas. In fact, it's located within 500 miles of more than 40% of the U.S. population.

Just as we need to look beyond the boundaries that exist within Lancaster County, we need to look beyond the county's borders. We have many opportunities to work with neighboring counties, particularly in the areas of economic development and tourism; transportation; parks, trails, and natural areas; and the environment.

Economic Development and Tourism

Regions (such as South Central Pennsylvania) and megaregions (such as the Northeast U.S.) are the basic blocks of economic competitiveness. Successful regions cooperate internally to find new efficiencies and ensure that key players are moving in the same direction.

Among the local organizations working to strengthen Lancaster County's role in the regional economy is the Economic Development Company (EDC) of Lancaster County – one of our Partners for Place. In 2016, EDC created an applied economic research center called the Center for Regional Analysis, which focuses on creating effective, sustainable growth in Lancaster County. Ongoing support for the center will help to ensure that we remain economically competitive in the future.



Lancaster County also connects with the rest of the world through tourism. Discover Lancaster – also a Partner for Place – is the county's tourism promotion agency. As noted on its website, "Tourism is one of the leading industries in the county, an important source of tax revenues, and a key economic development tool. Its investments in attractions and amenities serve the traveling public, enhance the quality of life of area residents, and produce growth in other sectors of our economy."

Transportation

Roads and bridges are perhaps the most obvious links between Lancaster County and the surrounding region. As we learned in surveys conducted during the places2040 planning process, residents emphasized the importance of maintaining existing roads and bridges. As we move forward with efforts to maintain that network, we should pay special attention to the roads and bridges that connect us with our neighbors.

Rail remains an integral link between Lancaster County and other communities. Norfolk Southern provides freight service, and Amtrak provides passenger service to Lancaster City, Mount Joy, and Elizabethtown. From these stations, passengers can travel to Harrisburg, Philadelphia, and New York. Although Lancaster City is about the same distance from Baltimore as Philadelphia, no public transportation links currently exist between Lancaster and Baltimore.

Regional bus service is limited in our area. On the plus side, Lancaster County's Red Rose Transit Authority (RRTA) recently merged with its counterpart in Berks County to form the South Central Transit Authority (SCTA). Today, however, only one bus route extends across the Lancaster County line – a rabbittransit route from York to Columbia. In the future, regional partnerships could explore additional connections. The Susquehanna Regional Transportation Partnership, a coalition of transit providers, is already working to provide a broader range of commuting options.

It's crucial that the County of Lancaster and its partners in all sectors stay engaged in planning for the future of roads, rail, and transit in the region. The Lancaster Metropolitan Planning Organization (MPO) works with MPOs in surrounding counties to do long-range planning, improve highway safety, reduce congestion, and increase access to jobs.

Parks, Trails, and Natural Areas

The County of Lancaster and its partners should continue to protect large landscapes that extend beyond the county's borders, and to develop regional trail connections.

Thinking Beyond Boundaries

Several natural landscapes in Lancaster County extend into neighboring counties:

- Susquehanna Greenway
- Captain John Smith Chesapeake National Historic Trail
- Susquehanna Riverlands Conservation Landscape
- Susquehanna Heritage Area
- Schuylkill Highlands Conservation Landscape
- Highlands Conservation Area

Numerous trails in Lancaster County connect to regional trails, or have the potential to do so. Trails with existing connections include the Mason-Dixon Trail, Horseshoe Trail, Conestoga Trail, and Susquehanna River Water Trail. Trails that could be extended or joined with others include the Conewago Trail, Enola Low Grade Trail, and Northwest River Trail.

The Environment

Water and air quality, in particular, are issues that require coordination on a regional basis. In terms of water quality, the health of the Chesapeake Bay is a major concern. Lancaster County is located in the Chesapeake Bay watershed, which includes parts of New York, Pennsylvania, Maryland, Delaware, Virginia, and the District of Columbia. What happens in Lancaster County has a big impact on efforts to keep the bay clean and healthy.

Air quality is also a significant issue in Lancaster County, especially as it relates to ozone and particulate matter. When projects are proposed for funding through the Lancaster MPO, staff evaluate them for adverse impacts on air quality, with a goal of avoiding these impacts.

Thinking Beyond Boundaries

Place-Based Thinking

Communities, Corridors, and Landscapes

Historically, Lancaster Countians have had strong associations with their municipality or school district. While this kind of local identity contributes to the county's character, it makes it challenging to plan for the future, because many of the county's places aren't defined by these boundaries. Consider places such as the Lancaster City metro area, the Susquehanna River Valley, the Amish and Mennonite heartland of eastern Lancaster County, or Manheim Pike.

Today, we're thinking about places in a new way — one that doesn't focus on old boundaries. To maintain our quality of life and economic competitiveness, we have to look past what divides us. We need to look beyond individual resources and see places as a whole.

That's why we're emphasizing the concept of communities, corridors, and landscapes. Thinking about places in these terms helps us approach them with a fresh perspective.

Communities

Communities can be as small as a neighborhood, or as big an Urban Growth Area. They're places where people live, work, and play in close proximity, and where they find a variety of amenities. Most of our jobs are located here, and many of our retail and commercial uses.

Corridors

Corridors are linear places (on land or water) that serve as a pathway for people or even as a link between plant and animal habitats. Examples include trails, roads, railroads, and streams.

Landscapes

Landscapes are large-scale places where interaction between people and the land has created an area with distinct natural, historic, and cultural character.

When you focus on place you do everything differently.

Fred Kent

Thinking Beyond Boundaries

Character Zones

This plan employs a planning tool called a "transect." A transect is a conceptual framework that organizes land into zones from the most urban to the most rural, or the most intense land use to the least intense. Each transect zone is different in terms of its land pattern, neighborhood character and scale, and types and forms of buildings. Essentially, transect zones describe the character – or predominant land use – of different areas of land within a larger geographical area. For that reason, places2040 calls them "character zones."

We've identified seven character zones in Lancaster County. These include six zones that classify land from rural to urban, and one "special district" zone for industrial, institutional, and airport uses in urban areas. A more detailed discussion of these zones is found on the pages of this plan that follow the Lancaster County Future Land Use and Transportation Map.

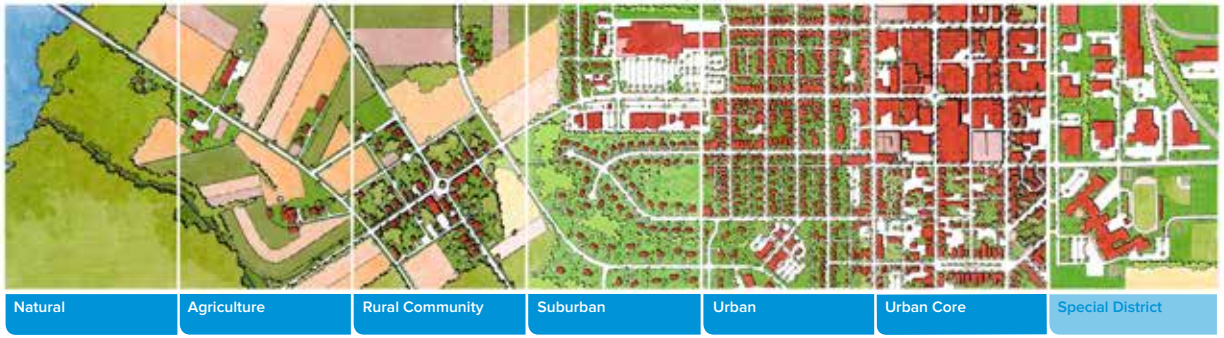
If we map these character zones, it shows us which areas of the county have similar characteristics. For instance, we can see which parts of the county are the most "natural," and which areas are considered "suburban." Of course, our land uses are a lot more complicated than the character zones make them out to be. Still, it's a useful way to classify the land in simpler terms.

The confusing thing is that character zones have nothing to do with zoning – at least, right now. While the transect zones aren't zoning districts in the typical sense, they could potentially be used to guide the way different parts of the county are zoned.

Lancaster County has 60 municipalities, each with its own zoning ordinance. As a result, different municipalities apply different policies and regulations to areas of land that have similar characteristics. This system makes it difficult, expensive, and time-consuming for homeowners, builders, developers, and businesses to make investment decisions about the properties they own and manage – especially if they involve more than one municipality.

If municipal zoning ordinances were tied to the character zones identified in this plan, it could simplify the way land-use decisions are made in Lancaster County, and eliminate a lot of waste and redundancy. For example, our borough downtowns – all of which are classified as "urban core" character zones – could apply similar policies and regulations to manage density, dwelling unit types, number of stories, building setbacks, street connectivity, etc.

Lancaster County Character Zones



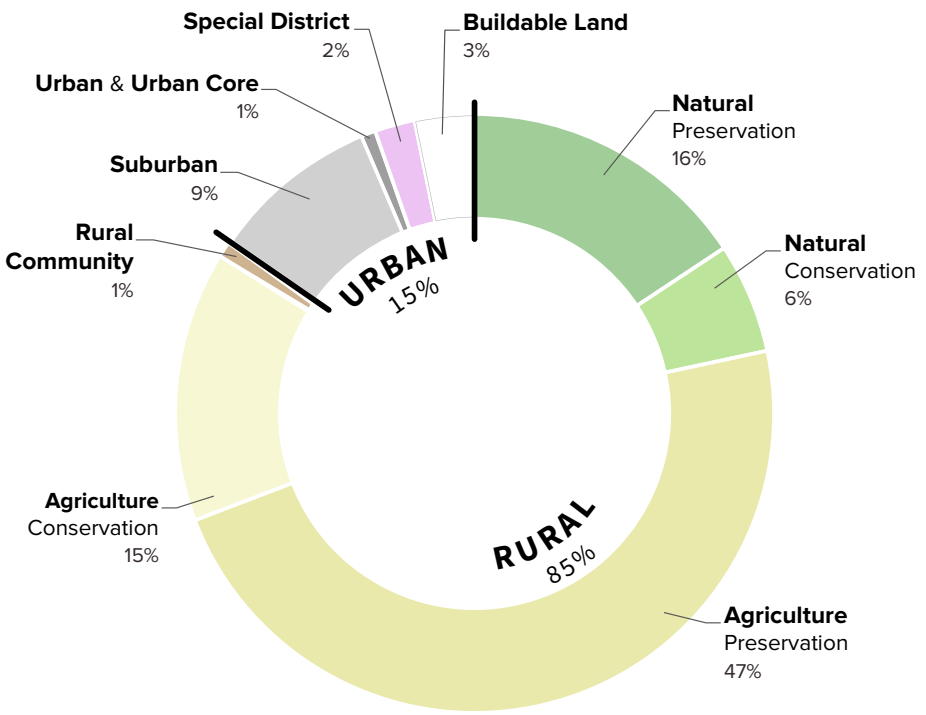
Lancaster County Future Land Use and Transportation Map

Purpose

The map on the facing page graphically represents many of the big ideas and policies in places2040. It introduces character zones and "priority places" – communities, corridors and landscapes that Lancaster County residents said were important to them.

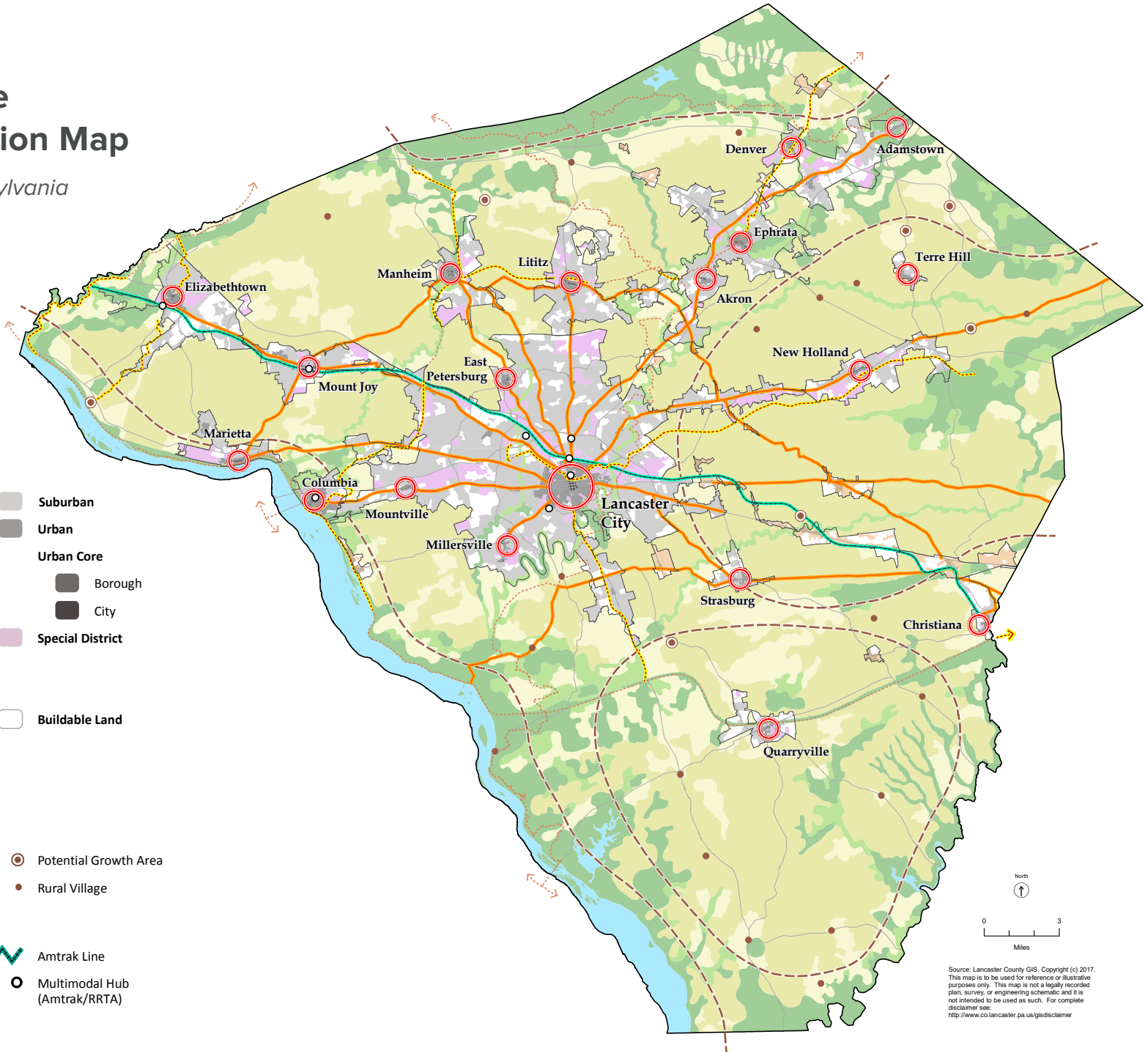
In addition, the map shows areas planned for growth – approximately 28,000 acres for future development within existing Urban Growth Areas (UGAs). It also illustrates the large contiguous blocks of agricultural and natural lands that residents say they want to see preserved or conserved for future generations.

Lancaster County Land Area:
Percentage by Character Zone



Future Land Use and Transportation Map

Lancaster County, Pennsylvania



Character Zones

Natural
- Preservation
- Conservation

Agriculture
- Preservation
- Conservation

Rural Community
- Core
- Other Developed

- **Suburban**
- **Urban**
- **Urban Core**
  - Borough
  - City
- **Special District**
- **Buildable Land**

Priority Places

Communities
- Growth Area
- City or Borough
- Potential Growth Area
- Rural Village

Corridors
- Road
- Proposed Trail
- Existing Trail
- Amtrak Line
- Multimodal Hub (Amtrak/RRTA)

Lancaster County Character Zones: Description

Natural	Agriculture	Rural Community
Preservation • Large contiguous areas of exceptional natural lands, including woodlands and wetlands. • Provides ecological benefits such as air and water cleaning and habitat protection. May also provide scenic and recreational value.	**Preservation** • Large contiguous areas of farmland with fewer incompatible land-use and utility intrusions. • Contains best combination of prime soils and physical characteristics that produce economically sustainable yields.	**Core** • Moderate to higher density; has traditional village scale and character. • Typically detached residential dwellings on smaller lots, mixed with small-scale commercial, industrial, and institutional uses.
Conservation • Important natural lands that are smaller in area, more fragmented, and lower in quality. Includes some other low-density uses. • Serves as a buffer that enhances ecological benefits of Natural Preservation zone. May also provide scenic and recreational value.	**Conservation** • Smaller, more fragmented areas of farmland with greater number of incompatible land-use and utility intrusions. Includes some other low-density uses. • Contains a patchwork of prime soils. Although soil quality may be lower, this farmland is vital to sustaining the rural economy.	**Other Developed** • Low to moderate density; automobile-oriented. Typically does not have traditional village scale and character. • Single-family detached residential dwellings on larger lots, sometimes mixed with small-scale commercial, industrial, and institutional uses.

Suburban	Urban	Urban Core	Special District
• Low to moderate density; automobile-oriented. Land uses and residential types typically separated from one another. • Primarily single-family detached residential dwellings on larger lots, with commercial uses in strip centers, big-box stores, and shopping malls. • Transportation network has minimal connections; pedestrian and bicycle infrastructure is limited.	• Higher density; traditional urban scale and character. Often within walking distance of Urban Core. Includes some villages and Traditional Neighborhood Developments (TNDs). • Attached and detached residential dwellings on smaller lots, mixed with small-scale commercial, industrial, and institutional uses. • Transportation network is more connected, with some pedestrian and bicycle infrastructure.	**City** • Highest density; traditional urban scale and character. Includes Central Business District and adjacent areas of downtown Lancaster City. • Mixed-use 3- to 5-story buildings, with a few approaching 20 stories. Residential dwellings often above commercial uses. Transportation network is highly connected; pedestrian and bicycle infrastructure is more extensive. **Borough** • Highest density outside city; traditional urban scale and character. Includes Central Business District and adjacent areas of a borough downtown. • Mixed-use 2- to 3-story buildings, with a few approaching 10 stories. Some residential dwellings above commercial uses. Transportation network is highly connected, with some pedestrian and bicycle infrastructure.	• Scale, land pattern, and building forms differ significantly from other character zones. • Typically contains a single large-scale commercial, industrial, or institutional use, often in campus-like setting. Uses may include (but are not limited to) business parks, airports, school campuses, and municipal facilities. • Transportation network typically has minimal connections; pedestrian and bicycle infrastructure is limited. *Note: Special Districts are also found in rural areas, but for the purposes of this plan, they have not yet been defined nor mapped on Lancaster County Future Land Use and Transportation Map.*

Lancaster County Character Zones: Policy

Natural	Agriculture	Rural Community
Preservation • Preserved in perpetuity and managed for environmental benefits and passive recreation. • Development strongly discouraged.	**Preservation** • Preserved in perpetuity and managed for agricultural use. • Development strongly discouraged.	**Core** • Emphasis on enhancement, reuse, and infill, with some retrofit and redevelopment (if consistent with infrastructure capacity).
Conservation • Strong protection warranted, but generally not a priority for preservation. • Development limited, but allowed if sensitive to surrounding natural resources.	**Conservation** • Strong protection warranted, but generally not a priority for preservation. • Development limited, but allowed if appropriate to agricultural context and rural economy.	**Other Developed** • Emphasis on enhancement, retrofit, and redevelopment, with some infill and reuse. New development incorporates some aspects of traditional village scale and character. • Transportation network provides more connections and pedestrian and bicycle infrastructure.
		COMMUNITIES
CORRIDORS		
LANDSCAPES		

Suburban	Urban	Urban Core	Special District
• Emphasis on enhancement, retrofit, and redevelopment, with some infill and reuse. • New development incorporates some aspects of traditional urban scale and character. • Transportation network provides more connections and pedestrian and bicycle infrastructure.	• Emphasis on enhancement, reuse, and infill, with some retrofit and redevelopment. • Transportation network provides significant pedestrian and bicycle infrastructure, with some additional connections.	**City** • Emphasis on enhancement, reuse, and infill, with some retrofit and redevelopment. Building heights are greater, but sensitive to surrounding scale and character. • Transportation network provides extensive pedestrian and bicycle infrastructure, with some additional connections. **Borough** • Emphasis on enhancement, reuse, and infill, with some retrofit and redevelopment. Building heights are greater, but sensitive to surrounding scale and character. • Transportation network provides significant pedestrian and bicycle infrastructure, with some additional connections.	• Emphasis on enhancement, retrofit, and redevelopment, with some infill and reuse. Mixed-use is more common. • Transportation network provides more connections and pedestrian and bicycle infrastructure.
COMMUNITIES			
CORRIDORS			

What Is a "Priority Place"?

Priority places, as illustrated on the map that appears on the facing page, are the ones that residents said should be our focus for the next several years. It doesn't include every community, corridor, or landscape in the county, but only those that the public identified in our extensive places2040 civic engagement process.

Communities

- **UGAs** – These areas are priorities because they will accommodate the majority of the county's future population and employment.
- **City and Boroughs** – These areas are the focus of infill, redevelopment, and rehabilitation and serve as the social and economic hubs of their respective regions.
- **Potential Growth Areas** – Because of their characteristics and availability of infrastructure, these areas should be evaluated for possible adoption of Village Growth Area boundaries. *Note: These areas are shown on p. 63.*
- **Rural Villages** – These communities are important centers of rural activity, but do not have the infrastructure to support growth. Instead, the focus will be on redevelopment and infill. *Note: These villages are shown on p. 63.*

Corridors

- **Roads** – These corridors have the greatest potential for addressing both existing congestion and mobility issues. They also provide opportunities for redevelopment. Others are, or have the potential to be, identified as heritage byways – where the protection of important heritage resources would be the focus.
- **Trails** – These features include proposed regional trails that would connect to existing trails within Lancaster County.
- **Amtrak Line** – The Amtrak passenger rail line is identified as a key corridor because of the potential to create transit-oriented development adjacent to its three existing rail stations in Lancaster County, and because of its links to major destinations outside our area.

Landscapes

- **Natural** landscapes such as the Furnace Hills (PA Highlands).
- **Cultura**l landscapes such as the Eastern Lancaster County Cultural Landscape – the heart of the county's Plain Sect communities.
- **Natural and cultural** landscapes such as the Susquehanna River and Southern Lancaster County.

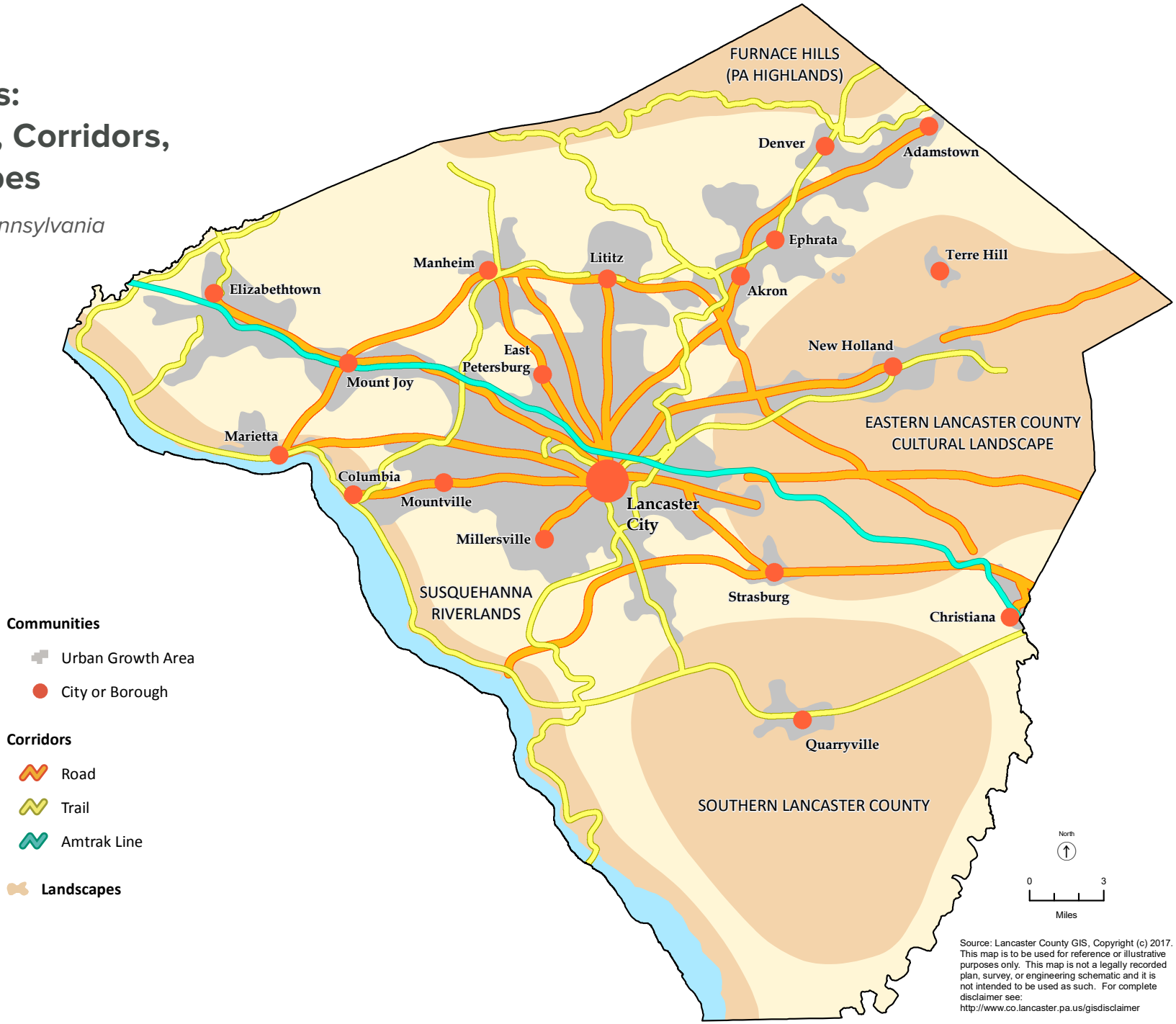
Several of these landscapes extend well beyond Lancaster County's boundaries and will require a collaborative planning effort with our neighbors.

Multi-Modal Hubs

These hubs are focal points in the transportation network that integrate different modes of transportation, multi-modal infrastructure, and placemaking strategies. They include the county's Amtrak stations, the Red Rose Transit Authority's Queen Street Station, and transfer centers proposed in the South Central Transit Authority's *Transit Development Plan* (2018). These hubs serve as "gateways" into communities – providing long-distance connections between areas of high demand.

Priority Places: Communities, Corridors, and Landscapes

Lancaster County, Pennsylvania



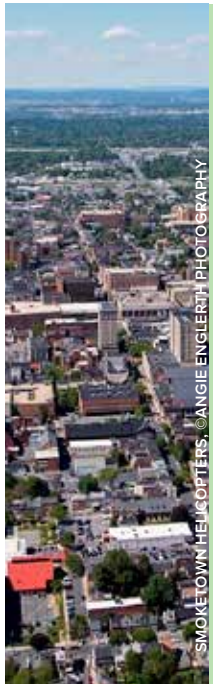
HOW

WE'RE GOING TO DO IT

Catalytic Tools & Strategies

Implementation of the "big ideas" and policies in places2040 will take a direct and sustained effort from all our community partners – public, private, and nonprofit. We'll need our Partners for Place – 19 countywide, regional, and city organizations that helped guide this plan – to continue to play a lead role. Municipal involvement is just as critical to the success of this plan.

While there are dozens of approaches we could take to implement the plan's big ideas, it's important to focus our energy moving forward. After researching best practices in Lancaster County and elsewhere, we feel that the tools and strategies listed here have the greatest potential to move our community toward the future we all want to see. If all of us concentrate our limited resources on these seven items, we're confident they will spur a host of other actions – and boost our chances for overall success.



SMOKETOWN HELICOPTERS, ©ANGIE ENGLERTH PHOTOGRAPHY

- Prepare regional and place-based plans.
- Simplify zoning.
- Utilize official maps.
- Implement Complete Streets.
- Invest in sufficient infrastructure and public services.
- Collaborate to implement places2040 policies.
- Align community resources with these policies.

Prepare regional and place-based plans.

Comprehensive plans are typically prepared at the municipal level, or by several municipal partners working together. While multi-municipal plans are a step in the right direction, they still tend to define places based on traditional boundaries rather than on the characteristics of the land.

When we say "place-based" plans, we're talking about plans that focus on the concepts discussed earlier in this plan: 1) communities, corridors, and landscapes, and 2) character zones. They're two sides of the same coin – two ways of organizing the land into areas that share certain features in common. If our planning efforts are reoriented to focus on these concepts, we'll be much more efficient and effective in creating the kind of future we want to see.

For example, if a corridor extends through several adjacent townships, each township will always have jurisdiction over its portion of the corridor – but all three of them could agree to apply the same policies and regulations to that corridor. That's the kind of consistency that the business community, in particular, would really like to see.

Our plans should also move us toward adoption of similar policies and regulations for character zones. Generally speaking, the type of development we encourage in one of our borough downtowns should be the same for all of our borough downtowns, and what we want to see in one agricultural area is often what we want to see in other agricultural areas. Of course, there are regional differences, and we should respect and celebrate them.

In terms of regional plans, we need to be open to new ways of defining regional partnerships – ones that are not simply limited to groups of municipalities. Plans could be developed for individual Urban Growth Areas, for instance. We could also consider plans for large parts of the rural landscape, even perhaps the entire rural part of the county.

For those who say that all decisions in Pennsylvania begin and end with municipalities, it's true – to a point. Implementation of any concept in this plan can only happen at the local level – but that doesn't prevent us from achieving some consistency in our planning efforts.

- When defining partnerships for community, corridor, and landscape plans and larger regional plans, focus on places rather than municipal boundaries.
- Focus on achieving consistencies in policy and regulation within communities, corridors, and landscapes, and within character zones.
- Align countywide, regional, and local visions.

Simplify zoning.

Zoning is an important tool that controls and guides the form and character of development – but over the years, it's gotten more complicated to administer and achieve positive results. Current zoning ordinances often frustrate efforts to create the types of communities, corridors, and landscapes we want to see – and that the market wants to build.

- Simplify and consolidate the number of zoning districts and streamline the review process. Consider adopting regional zoning ordinances.
- Incentivize land assembly for infill and redevelopment.
- Align zoning districts with communities, corridors, and landscapes and with character zones to achieve greater consistency in the pattern of development.
- Establish "by-right" zoning districts as the new standard to reduce the existing complex, time-consuming, and costly approach. Focus more on what we want to see, and less on what we don't want to see.

Utilize official maps.

Official maps have two components: an adopted ordinance (often called a regulating plan) and a corresponding map that illustrates improvements a community wants to see in the future. These improvements usually relate to transportation, community facilities, and environmentally critical areas such as floodplains, habitats, and groundwater recharge areas. Transportation needs can focus on cars, buses, rail, pedestrians, and bicyclists. Community facilities are things like parks, utilities, and stormwater management facilities.

In addition to identifying improvements that the community wants to see, official maps may express a local government's interest in acquiring land for public purposes and letting developers and property owners know of this interest. Since the features highlighted on an official map often extend into adjacent municipalities, every effort should be made to develop and adopt official maps at the regional level.

- Identify transportation, community facilities, and environmentally critical areas on a regional basis and align funding with these needs.
- Ensure that official maps identify all motorized – and especially non-motorized – connections that need to be made at the local, regional, and county levels.

Implement Complete Streets.

Complete Streets is an approach to the transportation network that focuses on accommodating all modes, and people of all ages and abilities. This approach can also provide environmental benefits. Rather than being a list of requirements for every individual road, Complete Streets focuses on the network as a whole. Its goal is a system that's designed to move people, not cars. Not every street needs a bike lane, but on the whole, a community's network of roads should provide safe options for bicyclists and pedestrians in addition to cars.

To some people, Complete Streets sounds like a prescription for gridlock, but it's the opposite. In a world where diminishing resources and lack of space prevent a significant expansion of roads, we have to find ways to move more people through the transportation network. Moving more cars simply adds to the amount of real estate we have to allocate to roads, and makes our communities feel like drag strips rather than pleasant places to live, work, and play.

Instead of judging the success of the road network by the number of cars that move through it, Complete Streets counts the number of people. It improves the efficiency and capacity of existing roads by moving more people in the same amount of space, which is vital to reducing congestion and improving air quality. In the end, Complete Streets is about finding a balance between your desire to get places quicker in your car, and your desire to feel safe when you're walking and biking in your community.

- Align regulations and funding sources with the goals of Complete Streets.
- Create networks of Complete Streets at the regional level to relieve congestion and improve air quality.
- Integrate green infrastructure (methods to reduce and treat stormwater at its source) into transportation planning and design to help address water quality and stormwater issues.

Invest in sufficient infrastructure and public services.

Providing these facilities and services is critical to sustaining a vibrant, growing economy. Without them, it's impossible to meet future residential, industrial, commercial, and institutional needs. Having said that, it's important to remember that infrastructure should only be provided in the right places.

In Lancaster County, water and sewer infrastructure should be provided in all Urban Growth Areas (UGAs). In rural areas, this type of infrastructure should only be provided in Village Growth Areas (VGAs) that meet certain criteria – namely, in VGAs where public systems are truly feasible, where these systems have already been planned, or where there's a threat to community health that can only be addressed with this infrastructure.

Outside UGAs and VGAs, providing public water and sewer can lead to growth that puts our farmland and natural areas at risk. Rural areas should continue to rely on on-lot sewage disposal systems and private wells to support limited needs.

Throughout the county, it's also important to provide appropriate and necessary public services including emergency services, libraries, and technology (such as broadband internet access).

- Align public sewer and water service areas with UGAs and local zoning. Ensure sufficient system capacity, and phase service with municipal planning and zoning to meet projected development needs.
- Maintain and ensure the long-term sustainability of on-lot sewage disposal systems and private wells through the implementation of rural wastewater management programs and strategies to protect private water supplies.
- Recognize stormwater management facilities as public infrastructure and address the planning, design, maintenance, and oversight of these facilities on a regional basis.
- Provide public services including fire, police, emergency medical services, libraries, and internet service to meet the needs of a growing population.

Collaborate to implement places2040 policies.

Many planning issues pay no mind to jurisdictional boundaries. Among these issues are traffic congestion, stormwater management, affordable housing, trail development, air quality, stream restoration, and landscape protection. These issues simply cannot be effectively addressed by a single municipal government working independently on the land area or resources solely within its municipal boundaries.

A more effective way to address these issues is to collaborate on a regional basis. This means that the public (local governments), private (businesses and individuals), and nonprofit sectors (advocacy groups) need to organize on a regional basis.

- Create both formal and informal partnerships to foster greater cooperation and accountability in implementing places2040. The idea is to think more holistically.
- Organize around the types of places highlighted in this plan, rather than places defined by traditional boundaries. Formal models for regional implementation include Councils of Government (COGs), Environmental Advisory Councils (EACs), and intergovernmental cooperation agreements. Informal options include consortia, task forces, and advisory groups.
- Pursue regional partnerships for the provision and maintenance of a variety of public and community services.
- To achieve maximum benefits and impact, include the public, private, and nonprofit sectors when creating these partnerships.

Align community resources with these policies.

Lancaster County has a wealth of talent, technical resources, and funding opportunities. If these resources are aligned around the big ideas and policies in this plan, we will be much more effective in meeting our goals.

- Prioritize the distribution of public, private, and nonprofit funding and technical resources to applicants and projects that are consistent with places2040 big ideas and policies – and to partnerships that are doing place-based planning.
- Identify opportunities to leverage public, private, and nonprofit resources to benefit these places.
- Seek out additional resources from all sectors to incentivize implementation of places2040 big ideas and policies.

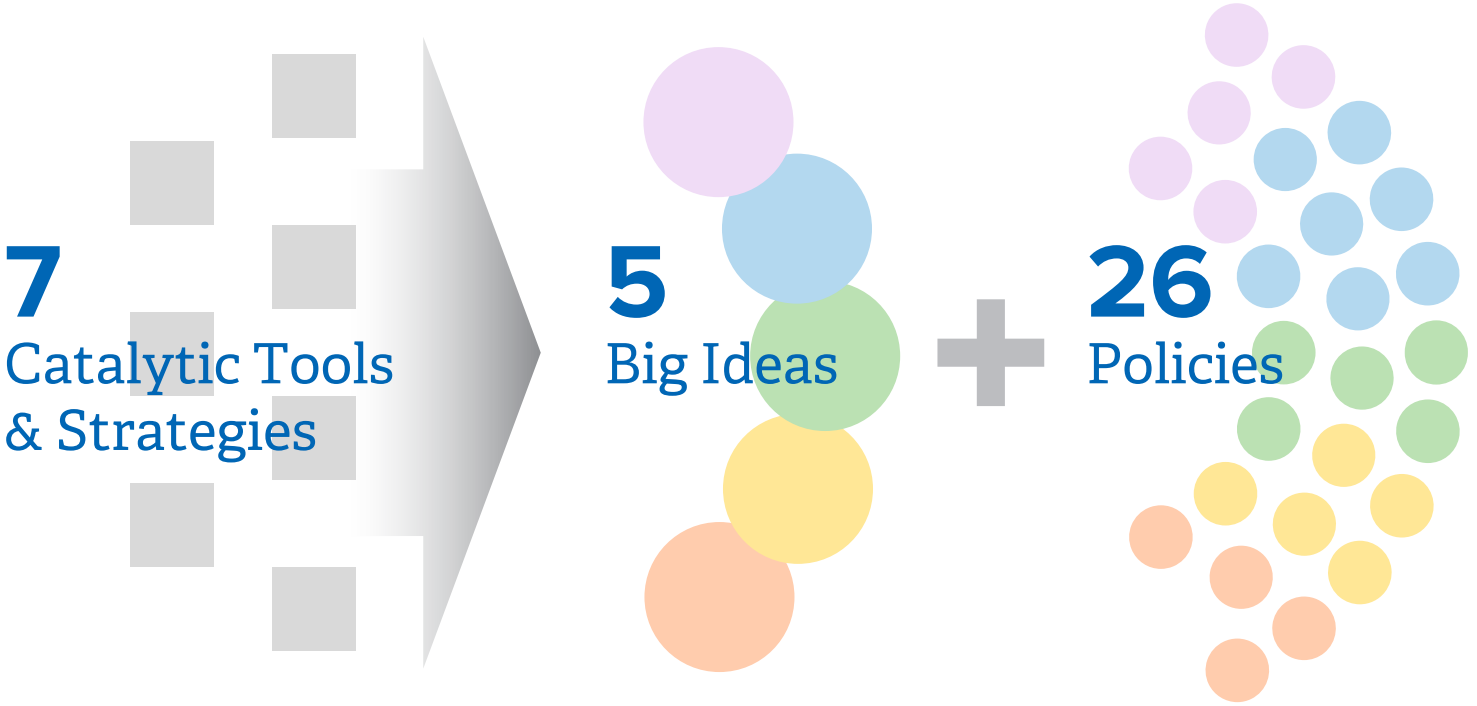
Deciding what not to do is as important as deciding what to do.

Steve Jobs

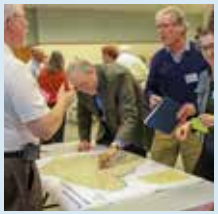
Focusing Our Energy

While any step to implement this plan has the potential to make Lancaster County a better place, we'll only make a real impact if we focus our energy on a few specific items: the seven tools and strategies listed in this chapter. If nothing else happens to move us ahead, the broad adoption of these tools and strategies will change our community for the better.

This graphic represents the plan in its most basic form. Rather than writing a plan with dozens of action steps, we kept it simple. This plan doesn't present a solution to every planning issue we might face in the next 25 years. Instead, it challenges us to narrow our focus to solutions that can be truly transformative.



ROADMAP TO THE FUTURE



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Coming together is a beginning; keeping together is progress; working together is a success.

Henry Ford

Moving Forward Together

Places2040 is a roadmap to the future of Lancaster County, and it's a future that county residents defined for themselves. It's not a plan or work program for the Lancaster County Planning Commission alone. Instead, it provides a framework for all of us to make better decisions about our future, and to make them with a countywide perspective. When we say "all of us," that includes the public, private, and nonprofit sectors!

LANCASTER COUNTY
PLANNING COMMISSION

Public	Private	Nonprofit
Municipalities	Businesses	Partners for Place
Authorities		
School Districts		

LCPC's Commitment to Implementation

As noted earlier in the plan, the planning process is just as important as the actual plan. That's why it was crucial to take the time necessary to engage the entire community in creating the future we all want to see.

Implementing the plan is where the rubber meets the road – where change actually happens. To ensure success, the entire community – all of our public, private, and nonprofit partners and stakeholders – needs to provide the traction to implement the plan's big ideas and policies. The best way to do this is to focus on the seven catalytic tools and strategies outlined in the previous chapter.

Once places2040 is adopted, the community will need to get moving. The Lancaster County Planning Commission (LCPC) is committed to leading this process with the help of our partners. These are the steps that LCPC will take to implement the plan:

- Set priorities for the short, medium, and long term.
- Establish implementation teams.
- Support place-based planning efforts.
- Align LCPC's work program and reviews with places2040.
- Create a reporting mechanism and awards program.
- Engage citizens and the community.
- Plan beyond Lancaster County.

Set priorities for the short, medium, and long term.

LCPC and the Partners for Place will create a framework for setting priorities for the short, medium, and long term (1–2 years, 2–10 years, and 10–20 years). This framework will be developed as a part of an annual review process and report to the community.

Establish implementation teams.

LCPC will create implementation teams around each of the seven catalytic tools and strategies. These teams will be led, in most cases, by one of the Partners for Place organizations. It will also include other key stakeholders and technical advisors in the community. LCPC will provide staff support to these teams. These teams will:

- Identify the challenges and barriers to achieving implementation; and
- Provide solutions and opportunities to move these tools forward – such as developing model ordinances, focused educational programs and workshops, and identifying funding resources.

Other task forces and teams will be established as needed. For instance, a team might focus on establishing measures to track the community's success in implementing the plan's big ideas and policies.

Support place-based planning efforts.

LCPC will establish a process to prioritize proposals for regions and other places (communities, corridors, and landscapes) that want to do place-based plans. Plans that are identified as a priority will be included in LCPC's annual work program. Selection of these initiatives will be based on:

- Local interest;
- Readiness to collaborate;
- Degree of public, private, and nonprofit involvement; and
- Commitment to ongoing implementation.

These plans will involve a cross-acceptance process to review existing planning tools (including growth boundaries and zoning districts) and their effectiveness in implementing the big ideas and policies in places2040. This process will seek to achieve consistency between county and local policies, making sure that we are effective and efficient in meeting our common goals.

The planning process will also involve a regional entity that includes public, private, and nonprofit sectors. If this entity doesn't currently exist, staff will work with the region or place to create a formal or informal structure to oversee the planning process. LCPC staff will facilitate these efforts, provide technical support, and work with all partners from planning to implementation.

Once a regional or place-based plan is completed, the focus will be on implementing the catalytic tools and strategies in places2040. For example, we want these plans to highlight opportunities to:

- Simplify zoning and align ordinances with the Lancaster County character zones;
- Create regional official maps and Complete Streets programs;
- Identify infrastructure and public service needs; and
- Seek financial and technical resources to support regional approaches to implementation.

LCPC will also create places2040 implementation guides for the public, private, and nonprofit sectors to provide more detail about integrating the big ideas, policies, and catalytic tools and strategies into local decisionmaking.

Align LCPC's work program and reviews with places2040.

A major focus for LCPC will be to align the department's resources and work program to facilitate the implementation of places2040. There will be an emphasis on providing support for regional and place-based planning initiatives. We'll also prioritize the delivery of services and programming (both technical and educational) to places that are working on a regional basis.

Additionally, LCPC will align its review processes to ensure that places2040's big ideas and policies are addressed consistently in all reviews of community planning matters as well as subdivision and land development plans.

Create a reporting mechanism and awards program.

LCPC will create a framework for reporting how well the community (as a whole) is doing in implementing the big ideas and policies in this plan. This report will include a growth tracking component that measures the location, pattern, and timing of new development in Lancaster County.

We will also rework our Leadership Awards Program to focus on recognizing programs, projects, activities, and individuals that embrace and implement places2040 policies.

Engage citizens and the community.

As part of its commitment to facilitate and foster community involvement and dialogue around places2040, LCPC will continue to provide strong support to our Partners for Place.

LCPC will also create opportunities to engage citizens and local leaders who want to get more involved in land-use planning. Among other things, we will establish Champions for Place, a citizens' group working to create positive change in Lancaster County.

Together with its partners, LCPC will establish a Placemaking Institute designed to foster community education and action. The highlight will be an educational certification program for those who want to learn more about planning issues and opportunities. It will also provide independent workshops, a speaker series, and webinars.

Plan beyond Lancaster County.

LCPC will continue to work with surrounding counties on planning issues, especially those that affect the "Priority Places" identified on the Lancaster County Future Land Use and Transportation Map.

The Importance of Place

If our places2040 journey has taught us anything, it is this:

Place shapes us.

Place defines us.

Place forms our identities, attitudes, and relationships.

Place matters.

As we stated at the beginning of this journey, Lancaster County is an amazing place to live, work, play, and visit. But places like this have to be nurtured. We know that economies are no longer driven solely by the markets and products we create. They are also driven by knowledge, value, and most of all – place.

Lancaster County has a strong identity, history, and quality of life driven by its distinctive character. Our diverse economy and unique sense of place makes us resilient and adaptive. It draws new people, businesses, and ideas to our community, and ensures that we remain competitive in a changing world.

We've changed a lot in recent years, and we'll continue to change in the future. But just as we've done in the past, we'll adapt to these changes while maintaining our unique identity and sense of place.

Lancaster County isn't like anywhere else. Lancaster County is here.

places2040.com

stay involved!

@places2040

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