

## Section 3: Land Use

### Existing Land Use

At 34,803 acres or 67 percent of the total land, agriculture is the Region's economic engine and largest land use. 23,170 acres of the Region's farmland is in Rapho, encompassing 72 percent of Rapho Township total land acreage. Penn Township has 11,632 acres of farmland. The average agricultural lot size is about 40 acres; however, many farms operate on contiguous parcels, so the average lot size does not adequately reflect the number of large contiguous farms that characterize the Region. According to the Lancaster County Planning Commission, the average farm size in the County is 60-70 acres, and the Planning Commission estimates that the average farm size in the Manheim Region is larger than that. **Table 3.1: Manheim Region Existing Land Use** and **Map 3.1: Existing Land Use** show the amount of land in all uses throughout the Region.

**Table 3.1: Manheim Region Existing Land Use Summary (7/09)**

*Source: Lancaster County Tax Assessor*

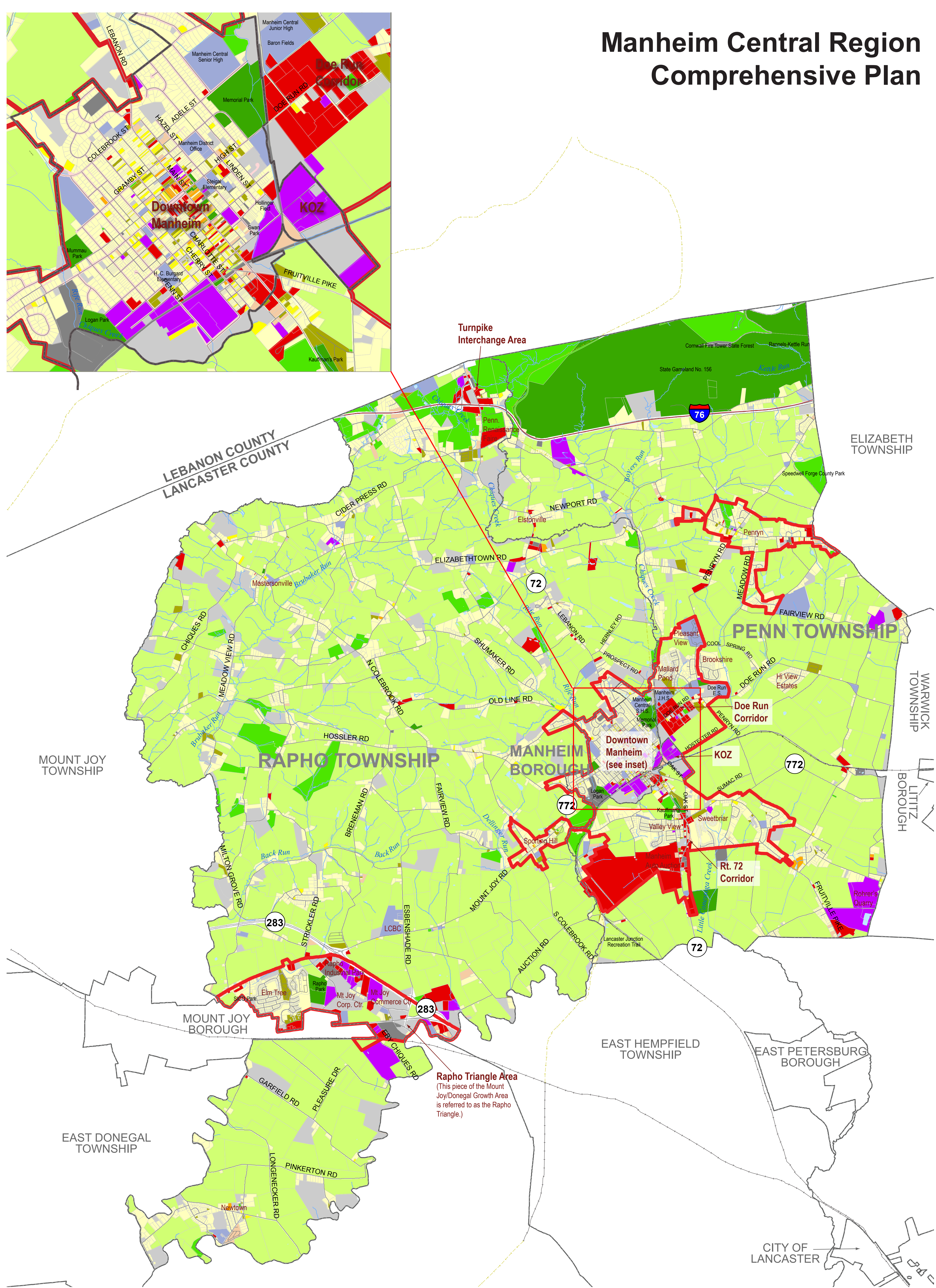
	Land Use Category	# of Lots	Acres	Percent of Total Region Area	Average Lot Size (Ac)
Region	Agricultural	881	34,803.4	66.57%	39.50
	Single-family Residential	7,110	5,963.9	11.41%	0.84
	Vacant	538	3,054.5	5.84%	5.68
	Public Recreation	33	2,879.6	5.51%	87.26
	Private Recreation	77	2,210.5	4.23%	28.71
	Commercial	240	1,081.4	2.07%	4.51
	Industrial	71	669.1	1.28%	9.42
	Schools and Institutions	71	544.8	1.04%	7.67
	Utilities Transportation	84	414.5	0.79%	4.93
	Unknown	136	275.5	0.53%	2.03
	Multi-Family Residential	308	256.3	0.49%	0.83
	Two Family Residential	210	96.4	0.18%	0.46
	Mixed-use	37	30.0	0.06%	0.81
	<b>Region Total</b>	<b>9,796</b>	<b>52,279.8</b>	<b>100%</b>	

Single-family residential is the second largest land use in the Region, but it is a distant second to agriculture with only 5,963 acres or 11 percent of the Region. As shown in **Table 3.2 Existing Land Use Summary by Municipality**, the average lot size for single-family residences varies in the Region, as does the land use percentage within each municipality. For example, the average size of a single-family lot in Rapho Township is 1.18 acres, which includes a combination of very small residential lots in the Rapho Triangle area and larger, rural lots scattered throughout the Township. Similar to Rapho, Penn Township has about 11 percent of land devoted to single-family residential development (11 percent), but with an average lot size of 0.79 acres, its lot sizes are smaller than Rapho's. Penn Township also has a high percentage (14 percent) of public recreation uses because it includes the State Game Lands north of the Turnpike.

At 43 percent, single-family residential development is the predominant land use in the Borough. Single-family residential lots average about one-quarter of an acre in size. While considerably smaller than the average lot size in the townships, one-quarter acre lots are large compared to
















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### Map 3.1 Existing Land Use

### Land Use Category

	Unknown		Multi-Family Residential		Private Recreation		Vacant
	Agricultural		Mixed Use		Public Recreation		
	Single Family Residential		Commercial		Industrial		
	Two Family Residential		Schools and Institutions		Utilities Transportation		

DATA SOURCE:  
Lancaster County Geographic Information  
Technology Dept.





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most Boroughs, which are typically characterized by denser residential development patterns. Vacant land, which includes vacancies in each zoning category, comprises 5 percent of the Region's land.

With the Manheim Auto Auction, Penn Township has the most commercial land in the Region with more than 650 acres, while Rapho has nearly 400 acres and the Borough has 25 acres. The Borough's Keystone Opportunity Zone has facilitated redevelopment of much of its commercial and industrial land outside of the central business district. Much of the commercial and industrial area adjacent to the Borough is located in Penn Township to the east along Doe Run Road and to the south of the Borough along Route 72. Most of Rapho's commercial and industrial land is situated between Route 283 and Route 230 adjacent to Mount Joy Borough, but Rapho has some commercial land located adjacent to the Turnpike Interchange at the northern edge of the Township.

**Table 3.2: Existing Land Use Summary by Municipality (7/09)**

*Source: Lancaster County Tax Assessor*

	<b>Land Use Category</b>	<b># of Lots</b>	<b>Acres</b>	<b>Percent of Total Municipal Area</b>	<b>Average Lot Size (Ac)</b>
<b>Penn Township</b>	Agricultural	310	11,632.7	59.22%	37.52
	Public Recreation	18	2,730.8	13.90%	151.71
	Single-family Residential	2,742	2,177.0	11.08%	0.79
	Private Recreation	21	1,024.5	5.22%	48.79
	Commercial	104	659.3	3.36%	6.34
	Vacant	142	485.8	2.47%	3.42
	Industrial	17	285.7	1.45%	16.81
	Schools and Institutions	22	241.8	1.23%	10.99
	Utilities Transportation	35	138.2	0.70%	3.95
	Unknown	42	136.3	0.69%	3.25
	Multi-Family Residential	38	91.2	0.46%	2.40
	Two Family Residential	39	26.3	0.13%	0.67
	Mixed-use	2	13.9	0.07%	6.96
<b>Penn Township Subtotal</b>		<b>3,532</b>	<b>19,643.7</b>	<b>100%</b>	

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	Land Use Category	# of Lots	Acres	Percent of Total Municipal Area	Average Lot Size (Ac)
Rapho Township	Agricultural	569	23,170.2	72.73%	40.72
	Single-family Residential	2,924	3,450.1	10.83%	1.18
	Vacant	312	2,463.3	7.73%	7.90
	Private Recreation	53	1,179.7	3.70%	22.26
	Commercial	79	396.4	1.24%	5.02
	Industrial	20	286.7	0.90%	14.34
	Schools and Institutions	28	244.8	0.77%	8.74
	Utilities Transportation	22	240.0	0.75%	10.91
	Multi-Family Residential	200	150.5	0.47%	0.75
	Unknown	59	127.8	0.40%	2.17
	Public Recreation	5	97.0	0.30%	19.41
	Two Family Residential	33	42.1	0.13%	1.28
	Mixed-use	5	9.9	0.03%	1.97
	<b>Rapho Township Subtotal</b>	<b>4,309</b>	<b>31,858.5</b>	<b>100%</b>	
Manheim Borough	Land Use Category	# of Lots	Acres	Percent of Total Municipal Area	Average Lot Size (Ac)
	Single-family Residential	1,444	336.7	43.31%	0.23
	Vacant	84	105.3	13.55%	1.25
	Industrial	34	96.6	12.42%	2.84
	Schools and Institutions	21	58.2	7.49%	2.77
	Public Recreation	10	51.7	6.65%	5.17
	Utilities Transportation	27	36.3	4.66%	1.34
	Two Family Residential	138	28.0	3.60%	0.20
	Commercial	57	25.7	3.30%	0.45
	Multi-Family Residential	70	14.5	1.87%	0.21
	Unknown	35	11.4	1.47%	0.33
	Private Recreation	3	6.4	0.82%	2.12
	Mixed-use	30	6.2	0.80%	0.21
	Agricultural	2	0.4	0.06%	0.22
	<b>Manheim Borough Subtotal</b>	<b>1,955</b>	<b>777.5</b>	<b>100%</b>	
<b>Region Total</b>		<b>9,796</b>	<b>52,279.8</b>	<b>100%</b>	

### Previous Planning Efforts

#### 1993 Manheim Region Comprehensive Plan and 2000 Strategic Plan Update

The Manheim Region began planning together in the early 1990s and has benefited from the resulting designation of growth areas and effective agricultural zoning. The Region has achieved many of the land use objectives stated in its 1993 Plan and the Lancaster County Comprehensive Plan. Two urban growth areas and one village growth area have helped to steer development away from agricultural and natural resource land. The Manheim Growth Area, which includes the entire Borough, much of Penn Township and smaller portions of Rapho Township, provides for a diverse mix of land uses that has supported residential, industrial and commercial growth, mostly located in Penn Township and Manheim Borough. The Mount Joy/Donnegal Region Growth Area



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has supported Rapho Township's industrial, commercial and residential growth. The Penryn Village Growth Area is mostly residential and provides some opportunities for small scale growth in Penn Township.

The growth areas designated in 1993 were studied and modified in a strategic update to the 1993 completed in 2000 (Strategic Plan Update). As a part of this initiative, the UGA was expanded in Penn Township south of the Borough to facilitate expansion of the Manheim Auto Auction. The Strategic Plan Update also recommended that the area adjacent to the Turnpike interchange in Rapho Township be designated a growth area, a proposal that has not been implemented.

By limiting growth area expansion, most new development has been located near existing infrastructure and developed property, as opposed to being scattered throughout the landscape. To maintain this land development pattern and maximize existing infrastructure the Region will need to further hone its zoning and development standards to ensure attractive, compact development in the future.

The Future Land Use Map in the 1993 Plan is fairly representative of land use today in the Region. The largest areas of discrepancy include the following:

- The Auto Auction expansion area on Route 72 south of the Borough was not indicated as an area for commercial growth in the 1993 Plan, however the 2000 Strategic Plan Update recommended the expansion.
- The area between the Penryn, Cold Spring and Doe Run Roads was developed as residential. Half of that area was shown as Rural/Agricultural land use in the 1993 Plan.
- The Turnpike Interchange area was designated as a growth area to provide for limited commercial uses in the 2000 Strategic Update Plan, and today it includes a variety of commercial establishments; however, it has not been designated as a growth area. The existing water and sewer infrastructure in the area will not support significant development and the costs to improve the infrastructure are prohibitive at this time.

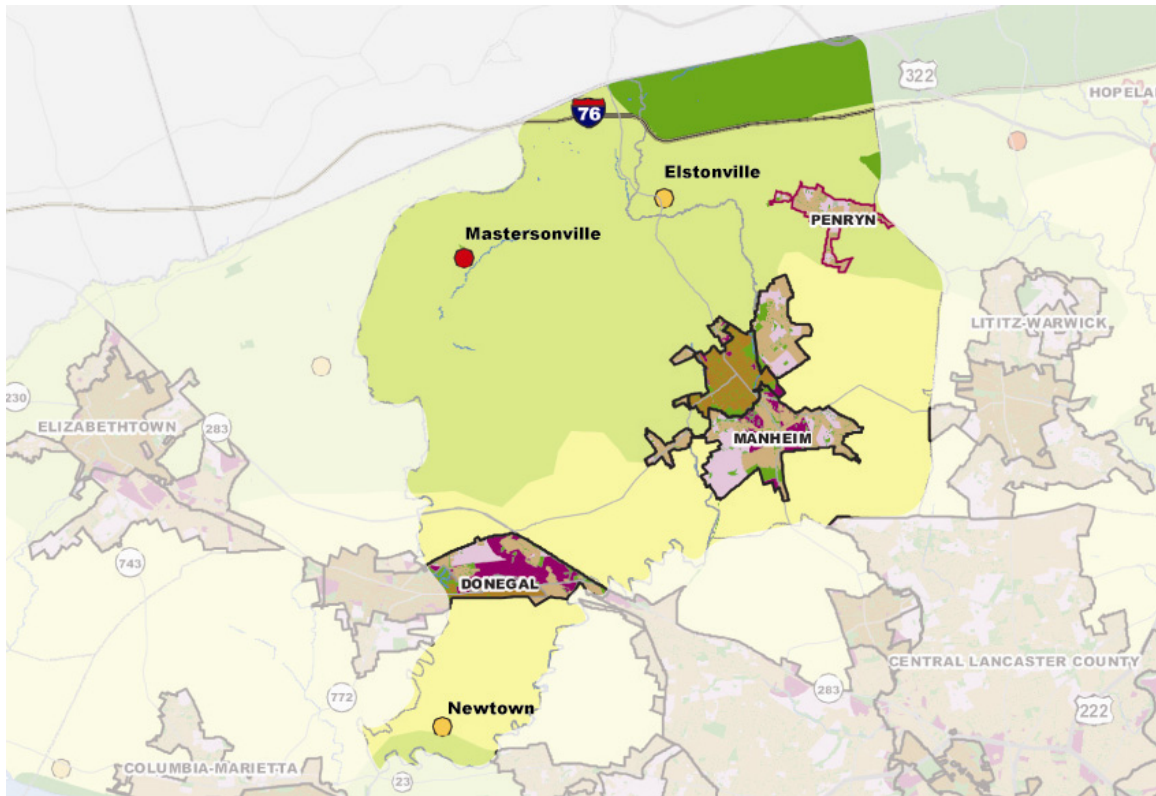
## **Lancaster County Comprehensive Plan 2006**

*Balance*, the Growth Management Element of the Lancaster County Comprehensive Plan, includes a **Future Growth Framework map (Map 3.2)** that includes the Region's growth areas as they are designated today. The County Plan also identifies two crossroad communities and one village growth area that have not been designated by the Region.

Elstonville and Newtown are shown as crossroad communities and Mastersonville is shown as a village growth area. The character of these communities is representative of the Region's heritage and each is still important to today's economy. The County Plan acknowledges that these areas have existing commercial and residential uses that serve the Region. It recommends that growth opportunities in these areas be limited to rural densities with the main purpose of providing services to the surrounding rural agricultural and residential communities. The Region's municipalities agree that these Elstonville and Newtown are appropriate for crossroad communities; however, due to soil conditions and the lack of sewer access, Mastersonville is not appropriate for designation as a village growth area at this time.



**Map 3.2 County Growth Management Plan Framework**



### **Growth Area Capacity Analysis**

A growth area capacity analysis, shown in **Table 3.3 Build-Out Analysis**, was conducted to assist the Region in determining whether there is adequate land area contained in the existing urban and village growth areas to accommodate projected growth over the life of the Comprehensive Plan. The County's Comprehensive Plan recommends that 85 percent of future growth be targeted in urban and village growth areas, with the remaining 15 percent accommodated in Rural Areas, with at least 5 percent in village growth areas.

### **Density Assumptions for Growth Areas**

*Balance*, the Growth Management Element of the County Comprehensive Plan recommends that the average density of new development within an urban growth area be 7.5 dwelling units per net acre. The County expects that, in addition to new development, urban growth areas will also encourage infill and redevelopment opportunities to provide a range of housing options, including multi-family housing. *Balance* also recommends that commercial and industrial development be directed into growth areas.

In addition to considering the County's policy guidelines for new residential densities, the Region reviewed existing – particularly recent – development densities to better understand the context for new development. Understanding what density exists versus what densities are proposed is important to understanding how the Region may need to change to meet future development goals.



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To understand existing densities and trends, this Plan analyzed existing residential densities in the Borough as well as recent development in each of the townships. The total acreage of occupied residential land in the Borough amounts to approximately 380 net acres<sup>1</sup>, which accommodates approximately 2,009 households. The average number of households per net acre is 5.3.

The recent Brookshire development in Penn Township ranges from 2.7 to 8.4 dwelling units per net acre, for an average of 4.4 dwelling units per net acre. The new Elm Tree development in Rapho Township ranges from 3.8 to 11.4 dwelling units per net acre, for an average of 5.8 dwelling units per net acre. Penn Township's Pleasant View development contains a combination of apartments, cottages, assisted living rooms and nursing care rooms with a final approved plan of 423 units, or 8.5 dwelling units per net acre.

As is noted in the Land Use Goals and Objectives of the Plan, the Region supports the concept of more compact development in the designated growth areas. The Region seeks future development at densities that are higher than typical suburban development in order to provide more diversity in housing types, more efficient use of land and support compact mixed-use neighborhoods. The Region supports increasing development densities in concert with building design standards that ensure new development is pedestrian-supportive and incorporates appropriate scale and massing, open space areas, stormwater management and other sustainable design elements.

After carefully considering existing built densities, particularly those for recent residential projects, and the County's recommendation for average new densities in the growth areas, the Region has agreed to set the *average* minimum density at 6 dwelling units per acre for new development inside the UGAs. Given its overall rural and small-town nature, the Region considers a 6 unit per acre density target to be a challenging, yet achievable goal.

The capacity analysis assumes that the *average* density of future residential development will be 6 dwelling units per net acre. The existing zoning does not permit this intensity of development by right in most situations, and this Plan's recommendations include strategies for increasing the density of future development in the urban growth areas and ensuring that new development built at these densities adhere to high-quality design principles.

### **Examples of Various Densities**

The following examples of residential housing densities are provided in a range from densest to least dense. These examples are from Lancaster County and some of the examples were taken from the May 2009 report by the Lancaster County Planning Commission, "The Neighborhoods of Lancaster County: A Local Guide to Visualizing Residential Densities."

The densities are provided as "Net Density" or "Dwelling Units per Net Acre." These terms are defined as the number of housing units per acre on land devoted to residential facilities. It does not include land that is public, such as right-of-ways, parks and sidewalks. Generally the parcel lot lines are considered to define the net acreage. The exception to that rule is on land where environmental features are present. In this Plan, steep slopes, wetlands and floodplains are not considered part of the net acreage.

It should be noted that the densities below are average densities of the entire neighborhood.

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<sup>1</sup> The residential land area includes occupied, residential parcel area from the Lancaster County Tax Assessor 2008.



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*9.1 dwelling units per net acre -- Hazel Street in Manheim Borough*



*8.5 dwelling units per net acre – Pleasant View in Penn Township*



*7 dwelling units per net acre – Castleton in Marietta Borough and Mill Creek in West Lampeter Township*



*5.8 dwelling units per net acre – Elm Tree in Rapho Township*



*4.4 dwelling units per net acre – Brookshire in Penn Township*

### **Build-Out Methodology**

Utilizing data from the Lancaster County Tax Assessor's Office, vacant and agricultural land within the urban and village growth areas was identified. Floodplains were subtracted from the land area. The build-out land use category assigned to the vacant and agricultural land was determined by identifying the underlying zoning classification (commercial, industrial, residential). The build-out assumes that the vacant residential and agricultural land located in growth areas will be developed at the density target of 6 units per net acre inside the UGAs and 2.5 units per net acre in the Penryn Village Growth Area. The commercial and industrial density assumptions are based on typical development patterns in small towns and rural areas. All density assumptions represent an average for vacant land in each growth area, for which individual developments would include a diversity of development types and densities. Some vacant land within a growth area will be better suited for development at lower densities than 6 units per acre and other areas will be appropriate for higher densities than 6 units per acre. The acreage shown for the Donegal/Mount Joy Growth Area includes only land within the Manheim Central Region.



**Table 3.3: Build-Out of Existing Vacant and Agricultural Land within the Region's Urban and Village Growth Areas**

**Source: Lancaster County Tax Assessor; Revised by URS**

<b>Growth Area</b>	<b>Land Use Category</b>	<b>Acres*</b>	<b>Density Assumption</b>	<b>Build-out Potential</b>	
Manheim Urban Growth Area	Vacant Commercial	37.82	30%	494,178	Square feet commercial
	Vacant Industrial	123.18	15%	804,827	Square feet industrial
	Vacant Residential	311.16	6.00	1,867	New residential units
	Future Growth Area	94.82	6.00	569	New residential units
	Expansion Area	87.79	6.00	527	New residential units
Donegal Urban Growth Area	Vacant Commercial	41.53	30%	542,738	Square feet commercial
	Vacant Industrial	155.07	15%	1,013,240	Square feet industrial
	Vacant Residential	43.54	6.00	261	New residential units
	Future Growth Area	61.72	6.00	370	New residential units
Penryn Village Growth Area	Vacant Commercial	0.63	10%	2,732	Square feet commercial
	Vacant Industrial	0.00	0%	-	Square feet industrial
	Vacant Residential	96.48	2.50	241	New residential units
<b>Total Region Build Out</b>	<b>Vacant Commercial</b>	<b>79.97</b>		<b>1,039,649</b>	<b>Square feet commercial</b>
	<b>Vacant Industrial</b>	<b>278.25</b>		<b>1,818,067</b>	<b>Square feet industrial</b>
	<b>Vacant Residential</b>	<b>623.65</b>		<b>3,835</b>	<b>New residential units</b>

\* Floodplains were excluded from the acreage and the acreage was reduced by 25 percent to accommodate future roads and infrastructure needs

### Analysis

The Region's designated growth areas have the potential for significant additional growth. If the municipalities meet the average density targets as assumed in the build-out analysis, the urban and

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village growth areas have enough vacant area to accommodate 4,194 dwelling units, more than one million square feet of commercial building space and 1.8 million square feet of industrial building space. Overall demand for new development between 2010 and 2030 is likely to be significantly lower than the development capacity of the Region. Residential capacity significantly exceeds the 2030 target households set by *Balance*. The targets set in *Balance* seek to accommodate 85 percent of projected population growth and resulting residential development in the designated growth areas. For the Manheim Central Region, this is only an additional 542 households – or 13 percent of remaining development capacity. **Table 3.4** below compares current estimated households with County targets for 2030.

**Table 3.4: Total Households 2000, Estimated Households 2008 and County Household Targets 2030**

	<b>Total Households 2000</b> (US Census)	<b>Housing Unit Construction 2000 - 2008</b> (Municipal Building Permit Data)	<b>Vacancy Rate</b> (Census 2000)	<b>Estimate of Total Households 2008<sup>1</sup></b>	<b>2030 Target Households<sup>2</sup></b> (Lancaster County Planning Commission)	<b>Difference between 2008 Total Household Estimate and 2030 County Target Households</b>
Penn Township	2,606	527	2.4%	3,120	3,689	569
Rapho Township	3,075	1122	3.5%	4,158	4,065	(93)
Manheim Borough	1,989	21	4.1%	2,009	2,075	66
<b>Region</b>	<b>7,670</b>	<b>1670</b>		<b>9,287</b>	<b>9,829</b>	<b>542</b>

<sup>1</sup> Households were calculated by collecting municipal building permit data for new housing unit construction between 2000 and 2008, and then assuming and subtracting the same vacancy rate as the 2000 Census. The estimate for households between 2000 and 2008 was added to the 2000 households to create a total estimate of households in the region in 2008.

<sup>2</sup> 2030 target households represent the 85 percent of the Region's projected population that is expected to be accommodated inside a designated growth area.



**Table 3.5: Residential Growth Rates from 2008 to 2030** indicates that the entire Region is expected to grow by only six percent between 2008 and 2030. A six percent rate is a slow pace of growth for a 22 year period. However, during the years between 2000 and 2008 the Region and the nation experienced an unprecedented increase in housing development. The vast majority of growth is projected to occur in Penn Township, not surprising since most of the Region's vacant land inside a designated growth area is located there. Penn is projected to grow by about 18 percent. The number of housing units in Rapho Township is projected to decrease slightly, though as noted below that is unlikely. The Borough is projected to experience about three percent growth, nearly all of that through infill and redevelopment.

The extremely low growth rate for the region, and particularly for Rapho Township, is likely at least partially an artifact of faster than projected growth between 2000 and 2008 than a real decrease in households or housing units between 2008 and 2030. However, the Region should not expect the fast rate of growth experienced in the 1990s through 2007 to continue. By 2008 the amount of new housing development being permitted dramatically decreased. In 2010, when this Plan was prepared, the uncertainty in the real estate and financial markets made future projections difficult to use.

From a land use planning perspective, the important message is that the existing designated growth areas (DGAs) contain nearly eight times more land than will be needed to accommodate expected growth over the next 20 years. Even if growth significantly exceeds projections, the Region's growth areas would easily accommodate it. The excess capacity is an important issue for the Region because excess growth capacity encourages inefficient use of land with lower density development that is scattered throughout a growth area, rather than compact, contiguous development patterns. It should also be noted that the capacity for new residential development alone far exceeds the permitted water supply capacity for the Region.

For these reasons, the Region should not add undeveloped acreage to its designated growth areas – though it could consider adding already developed land that is adjacent to an existing DGA. Further, the Region's municipalities should consider reducing the amount of land in the DGAs.

**Table 3.5: Residential Growth Rates from 2008 to 2030**

	<b>Estimate of Total Households 2008*</b>	<b>2030 Target Households (Lancaster County Planning Commission)</b>	<b>Difference between 2008 Total Household Estimate and 2030 County Target Households</b>	<b>Percent Change between 2008 and 2030</b>
Penn Township	3,120	3,689	569	18%
Rapho Township	4,158	4,065	(93)	-2%
Manheim Borough	2,009	2,075	66	3%
<b>Region</b>	<b>9,287</b>	<b>9,829</b>	<b>542</b>	<b>6%</b>

\* Based on the Estimated Households 2008 and County Household Targets 2030 described in Table 3.4.

### **Land Use Recommendations**

Comprehensive Plan land use recommendations are illustrated in **Map 3.3: Future Land Use Policy Map**. The following goals, objectives and strategies – which are consistent with the Lancaster County Comprehensive Plan, the goals of the 1993 Comprehensive Plan and the 2000 Strategic Plan Update – provide details on implementation of map recommendations.

**Goal 3.1: Identify and strengthen distinctions between Designated Rural Areas and Designated Growth Areas in the Region, supporting prosperity and sustainability and the preservation of natural, agricultural and cultural resources.**

#### **Objectives**

- Discourage linear patterns of development contiguous to major roadways and country lanes, and encourage further development of existing crossroads and village-style patterns outside of the UGA
- Support further development of green building design and energy generation in land use regulations
- Limit development in the Turnpike Interchange area to that which capitalizes on its location, but does not require the extension of infrastructure such as water and wastewater services.

#### **Strategies**

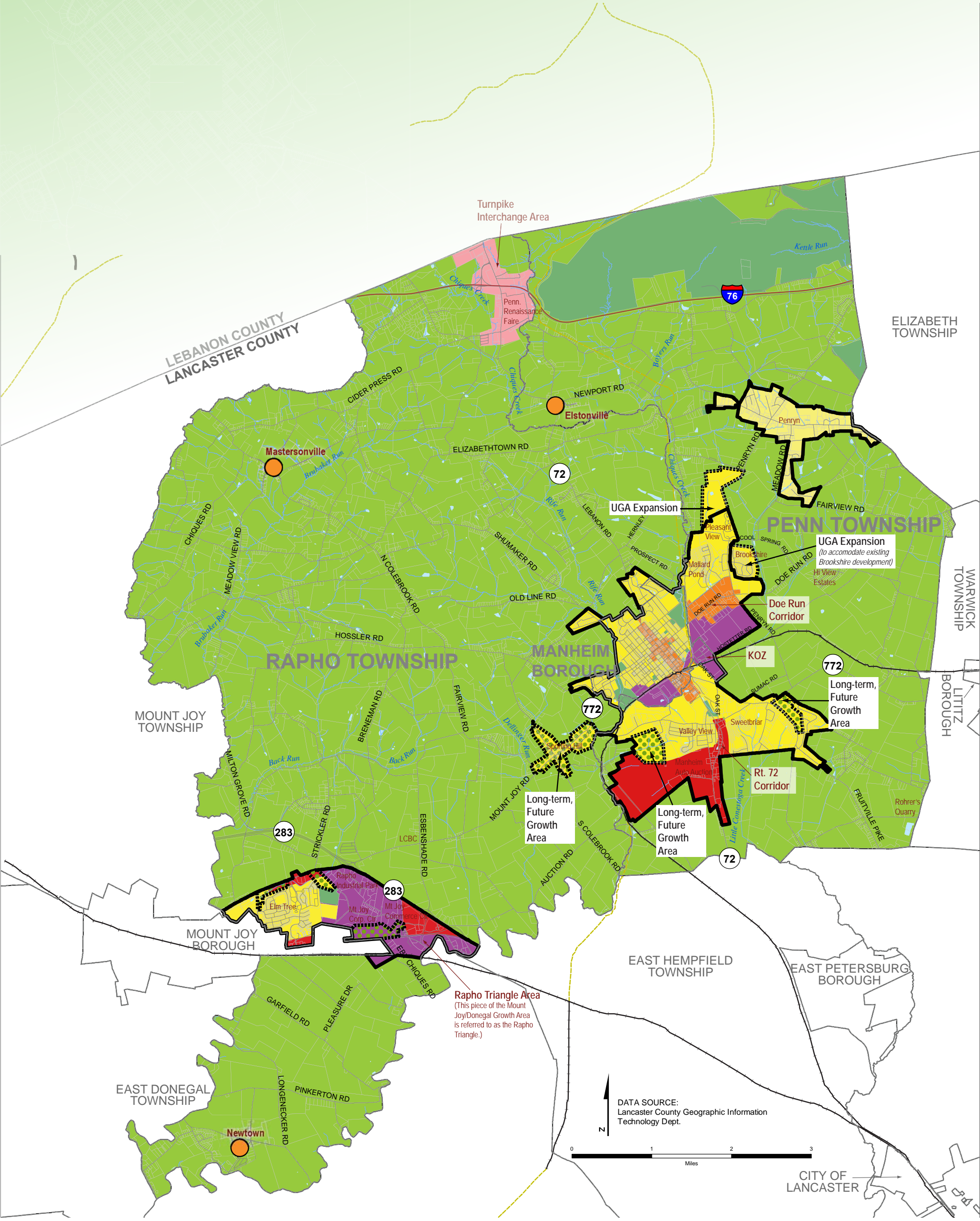
##### **3.1.1. Adjust the urban growth areas to reflect recent development and future development plans**

**Brookshire Development:** Brookshire was developed after the completion of the 2000 Strategic Plan Update and includes a mix of single-family detached homes and twin homes. It is currently zoned for residential development and is adjacent to, but outside of, the Manheim UGA. The development has public water and sewer service. To be consistent with the infrastructure service areas, the Urban Growth Area should be expanded to include this area.

**Future Brookshire Development:** A developer is interested in developing an additional age-restricted community just north of Pleasant View on a parcel located just outside of the existing Manheim UGA. Adding this area to the UGA would help Penn Township to extend wastewater service to the Penryn Village Growth Area to address its failing on-lot systems as recommended in Penn's Act 537 Plan. Public water and sewer that would be provided to this area to serve new development would reduce the distance that the Township would need to extend lines to Penryn, reducing public costs. This area should be identified as a "future growth area" or added outright to the UGA. Concurrent with its addition to the UGA, zoning in this area should be revised to allow for multi-family housing, to require a minimum density of development and provide for compact traditional neighborhood design standards. Please refer to Land Use Goal 2 for more detail on zoning standards to support compact development within the UGA.



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Map 3.3 Future Land Use Policy Map

Future Land Use Categories

<div></div> Residential	<div></div> Industrial	<div></div> Park	<div></div> Crossroad Community
<div></div> Mixed Use	<div></div> Rural Mixed Use	<div></div> Rural	<div></div> Adjustments to Growth Area
<div></div> Commercial	<div></div> Village	<div></div> Growth Area	<div></div> Future Growth Area (Growth expected only in the long-term)

### **3.1.2. Designate Future Growth Areas**

Future Growth Areas are essentially “holding areas” for land not needed for – or desired to be – development in the short-term. Under the guidance provided in *Balance*, land inside the UGA should be zoned for development at intensities needed to meet density targets. Land designated as a future growth area can be zoned for agricultural or open space uses for the purpose of “holding” it for development until it is needed. Rapho Township currently has land inside the Mount Joy/Donnegal UGA in the Triangle Area that is zoned for agricultural use. This land should also be designated as a future growth area.

To offset the Brookshire expansion of the Manheim UGA in Penn Township, Penn should reduce land available for development elsewhere in the UGA. Penn should designate two “future growth areas” in the southern portion of the Manheim UGA as illustrated in **Map 3.4: Recommended UGA Adjustments**. Designating future growth areas provides flexibility in the timing of zoning land for future development.

**Sporting Hill:** The Sporting Hill area is located at the crossroads of Route 772 and Colebrook Road in Rapho Township. It is very near to Manheim Borough, but it is not served by public water and sewer. The Rapho Township Act 537 Plan identifies it as an area with failing on-lot systems and recommends either building a package wastewater water treatment facility or connecting to the Borough Authority to solve the problem. However, recent well tests have shown improving water quality, so the 537 Plan’s immediate recommendation is to pursue additional testing prior to implementing an expensive construction solution. This means that any action – including a potential connection to the Borough Authority – is not likely to occur in the near term. Since this area is not served with water and sewer and it is not expected to be in the short-term, the Sporting Hill area should be designated a future growth area.

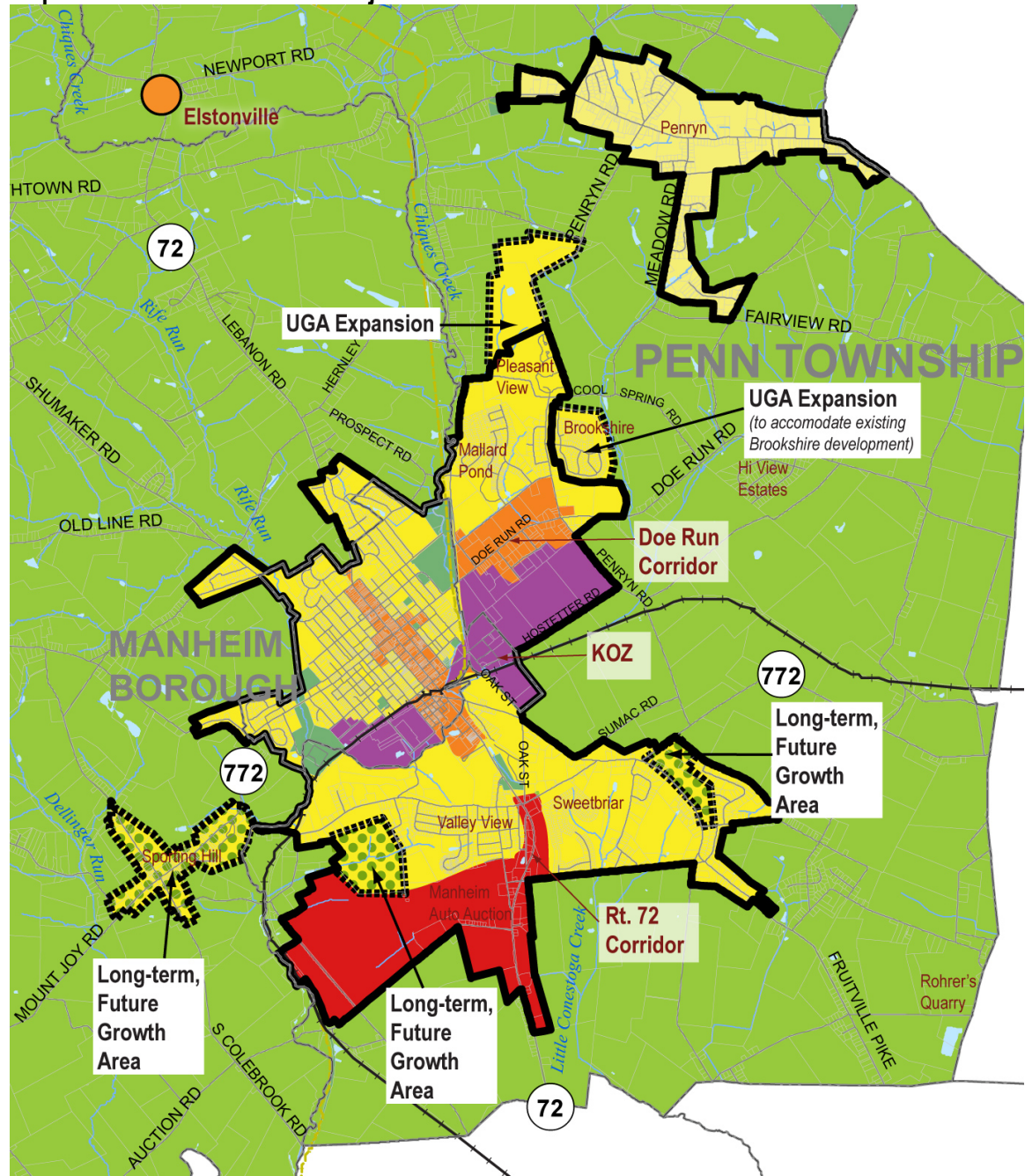
### **3.1.3. Use rural area strategies to designate Elstonville, Newtown and Mastersonville as crossroad communities and designate other rural areas.**

Elstonville and Newtown are identified as crossroad communities in *Balance*, while Mastersonville is shown as a village growth area. Given their respective development patterns, roles as centers to the surrounding agricultural uses and lack of access to water and sewer services, all three should be designated as crossroad communities as described in *Balance*. *Balance* defines crossroad communities as follows:

*Crossroad Communities are compact gatherings of generally 20 to 50 dwellings with a distinct identity in a rural area, typically located where two or more roads intersect. A Crossroads Community often has a central gathering place and may have a few supporting commercial, institutional, or public uses. Where appropriate these communities may accommodate a limited amount of new development. Only development that is compatible with the traditional character and small scale of these communities, and which is feasible to support with rural infrastructure, should be permitted in Crossroads Communities. Crossroad Communities are not expected to have public water and sewer.*



Map 3.4: Recommended UGA Adjustments



## Future Land Use Policy Map

### Future Land Use Categories

Residential

Industrial

Park

Crossroad Community

Mixed Use

Rural Mixed Use

Rural

Adjustments to Growth Area

Commercial

Village

Growth Area

Future Growth Area  
(Growth expected only in the long-term)

### **3.1.4. Create a process and minimum standards for making adjustments to the Region's designated growth areas.**

The first three recommendations in this section address potential designated growth area adjustments raised during the comprehensive planning process. While this comprehensive plan update does not foresee a need for other designated growth area (DGA) amendments, it is intended to be a 10-year planning document. It is possible that opportunities or issues could arise during that time that would warrant consideration of an expansion or contraction of the DGAs. It is the policy of this plan that any change to the DGA must be consistent with the goals of this comprehensive plan and rooted in sound planning principles.

Designated growth areas support a regional planning approach. Allowing the expansion or contraction of a designated growth area by approval of one municipality does not achieve regional planning. Thus, any proposed expansion or contraction of a DGA affects all the municipalities that are a part of that DGA; therefore, any changes in the defined area should be done at a regional level or with input from the associated municipalities, authorities and school district.

Prior to determining any changes to one of the designated growth areas, the Region should determine what percentage of build out of residential and non-residential development can be met within the DGA prior to any expansion or contraction to the DGA.

At a minimum, any application for a change to the DGA must include:

- Any proposed expansion must include a potential contraction area of the DGA that is of a similar amount of land area. Or the application may show that a similar amount of land will be permanently preserved through the transfer of development rights or preservation of agricultural land.
- Application must indicate the acreage, location and planned density per acre of the proposed development to be included in the expansion area.
- Application must show that the land proposed for expansion is not desirable for agricultural purposes.
- Any proposed expansion must indicate how this is not intrusive to any surrounding agricultural lands.
- Expansion proposals must indicate how they will be consistent with density, design, connectivity and other recommendations of this plan.
- Any proposed expansion must be contiguous with the existing DGA, as indicated in this comprehensive plan or amended in the future.
- Any proposed expansion must be served by public water and sewer, thus public water and sewer services must have the ability to serve and be adjacent to the proposed expansion site.
- Any proposed expansion must indicate how connections will be made to existing transportation facilities, including pedestrian, bike and transit facilities.
- Any proposed expansion must provide an analysis of traffic impacts and proposed traffic mitigation strategies.

- Any proposed expansion must provide an analysis of the potential impacts to the Manheim Central School District.
- Any proposed expansion must provide an analysis indicating that the actual population or projected population has changed from those stated in this comprehensive plan.
- Any proposed expansion or contraction of the DGA should include all other changes of the DGA that have occurred since the adoption of this comprehensive plan, stating the resultant residential and/or non-residential development and the effects on the projected population, transportation and community services of the DGA.

**3.1.5. Develop a transfer of development rights program in Penn Township to support development within the Manheim Urban Growth Area and preserve agricultural and natural resource lands in rural areas.**

Penn Township is working with the Lancaster Farmland Trust, the Brandywine Conservancy, the Lancaster Conservancy and the Lancaster County Agriculture Preserve Board to develop a transfer of development rights program. Additional detail on potential applications of this strategy is included in the Economic Development Element.

**3.1.6. Rapho should explore the potential for a regional transfer of development rights program to assist in its ongoing protection of agricultural and natural resource lands.**

Rapho has successfully used effective agricultural zoning and the purchase of development easements to preserve agricultural land. It should work with Manheim Borough and/or Mount Joy Borough to determine the potential for a multi-municipal transfer of development rights program to provide additional resources to protect agricultural and natural resource lands while encouraging reinvestment and redevelopment in the Boroughs.

**3.1.7. Analyze and modify zoning in the Turnpike Interchange Area to be consistent with infrastructure capacity.**

The 2000 Strategic Plan Update recommended designating the Turnpike interchange area as a growth area. The area today contains some commercial development – most oriented to opportunities presented by its location at a Turnpike exit. However, the area lacks public water and wastewater infrastructure, so its development potential is limited by the need for private systems.

As a policy, the Township is not ready to extend public infrastructure, nor is it willing to assume the considerable infrastructure costs associated with development in this area. Given this, Rapho should not designate the interchange area as an urban growth area but instead a “rural business area,” reflecting its rural infrastructure capabilities. The Township should also evaluate existing zoning to ensure that permitted densities are consistent with its rural designation and that the code does not give property owners the impression that water and wastewater infrastructure would be provided by the Township or local authorities in the Turnpike interchange area. A zoning overlay to limit development to what is appropriate without an infrastructure extension should be explored.



**3.1.8. Analyze and modify zoning where needed to discourage linear development along roads or water/wastewater infrastructure extensions.**

Most existing zoning in the Region allows for higher density development if public water and sewer are available. The higher densities are permitted for land outside as well as inside a designated growth area. Such a policy can serve to encourage linear development along rural roads or along water and wastewater lines that extend beyond the UGA. To avoid this, Rapho and Penn townships should revise their zoning ordinances to specify that higher densities for land served by public water and/or sewer are only permitted within a designated growth area

**3.1.9. The Region should consider creating a regional review process for developments of regional impact and significance**

Large developments, including as large shopping centers, major industrial parks, mines and related activities, office/business parks, large residential developments, regional entertainment and recreational complexes, hospitals, airports and other transportation facilities create impacts far beyond the boundaries of the municipalities in which they are located. It is important that when a development with regional impacts is proposed in one community, the other municipalities, School District and local service authorities are given the opportunity to comment upon it and determine whether the proposal is consistent with the objectives of this Plan.

The Manheim Central Region should define what types of development will be considered developments of regional impact and significance (DRIS) for the Region and a process that facilitates review of such developments by other members of the Region. **Appendix C** contains model standards to consider in amending zoning and subdivision ordinances to create a regional review process for DRIS.

**Goal 3.2: Focus development inside formally adopted growth areas where there is sufficient infrastructure to create compact neighborhoods and thriving economic centers.**

**Objectives**

- Provide new tools to encourage and require compact new development, infill, redevelopment and reinvestment in growth areas
- Promote innovative site design and residential choices in building types and materials to support compact development types
- Encourage the revitalization of Manheim Borough to ensure its place as the urban hub of the Manheim Central Region
- Manage adaptive reuse and infill development in the Keystone Opportunity Zone (KOZ), the Doe Run Road commercial corridor and State Route 72.

### **Strategies**

#### **3.2.1. Revise zoning of vacant, residentially zoned land within the urban growth areas to be consistent with the average densities in the build out analysis**

The concept of compact single-family, multi-family and clustered residential development is a part of the three municipalities' overall land use goals, and this serves a number of purposes. In addition to preserving farmland and limiting sprawl, this approach limits the need for extensive and costly infrastructure improvements.

For development inside urban growth areas, each municipality should adopt zoning changes that ensure that the density target of an average of six units per net acre can be met. It is expected that a range of development densities will be permitted – some districts will permit densities less than the target and others will require densities that are higher to reach an average of six units per net acre. Each municipality should consider the role of a minimum average density for each of its residential zoning districts to ensure that development potential is not lost to subdivisions that are built significantly below maximum permitted densities.

**Penn Township:** Much of the vacant residential land in the Manheim UGA in Penn Township is zoned as R-2 or R-3. R-2 permits single-family detached houses, and the maximum residential density under R-2 is only four units per acre. R-3 permits single-family detached dwellings, duplexes and townhomes by right at densities ranging from five to six units per acre, depending on unit type. A recently added density bonus provision permits development of up to eight units per acre in the R-2 and R-3 zones. As the zoning written today, the only way to develop at residential densities higher than six units per acre is under the density bonus provisions.

Penn Township is currently rewriting its Zoning Ordinance to create a form-based code that will provide the tools to provide compact, walkable, attractive and environmentally sustainable development that meets established density targets. Through this process, Penn Township should ensure that it is possible to achieve density targets through a by-right development process.

**Manheim Borough:** The Borough does not have large tracts of vacant, residentially zoned land. The Borough could revise zoning to provide minimum densities in much of its residential zoning to ensure that redevelopment and infill development is denser than the existing development. Strategy 3 addresses the need to facilitate reinvestment and remove barriers to infill development in the Borough in more detail. The recommendations listed under Strategy 3 will also help the Borough to meet density targets.

**Rapho Township:** Almost all of the vacant residential land in Rapho that is located in a growth area falls within the Mount Joy/Donnegal UGA. Most of the land is zoned R-2 – Mixed Residential, though a portion is zoned R-1 – Residential. R-1 permits single-family detached dwellings. The minimum lot size for parcels with water and sewer service in the R-1 district is 10,000 square feet, providing for a maximum density of about four units per acre. The R-2 permits single-family detached dwellings, duplexes and townhomes by right. Multi-family dwellings and some commercial uses are permitted in this district under the provisions of a Village Overlay Zone. By right, the R-2 Zone permits a net density of five units per acre. Under the Village Overlay, the maximum gross density is 8 units per acre,

which translates to approximately 10.7 units per acre, by netting out 25 percent of land for streets, stormwater and other infrastructure, as was assumed in the build out analysis.

It would be possible for new future development in Rapho to be built at densities of six units per net acre under current zoning; however, if the Township wishes to ensure that it meets the density target, it will need to make some adjustments to its zoning ordinance. Changes to consider include:

- Shifting some land currently zoned R-1 to R-2 to increase the amount of land available for higher intensity development
- Setting target density ranges for the Village Overlay Zone – this would entail setting a minimum as well as a maximum residential density for development
- Increasing the maximum density and setting an average minimum density for development in the R-2 Zone when not developed under the Village Overlay. The R-2 permits a mix of unit types – single-family detached, duplex and townhouse. The minimum lot sizes for duplexes and townhouses would permit development at net densities greater than six units per acre; however the current ordinance language limits by-right development in the R-2 to five units per acre. Removing the density limitation for duplexes and townhouses would permit a development mix that could achieve development intensities of six or more units per net acre.

**All Municipalities:** To move from corrective to proactive solutions, each municipality could consider requiring – rather than simply encouraging – compact community design elements such as flexible roadway widths, build-to lines, front porches and alleys.

### **3.2.2. Review and revise residential zoning standards to ensure that they permit multi-family housing, infill development and redevelopment.**

A variety of multi-family units, accessory residential units, compact lot sizes and attached housing should be permitted throughout the urban growth areas. Permitting these housing types as uses-by-right in the ordinances is the first step to this strategy. Barriers to building multi-family housing in the Region include excessive parking, lot size or setback requirements and limitations on live-work units and accessory apartments. These and potentially other provisions in the ordinances can effectively eliminate the possibility for developing compact or multi-family housing units.

Multi-family and higher density residential infill development will help each municipality meet its density target of six units per net acre for new development in the UGA. More importantly, it will help to address the shortage of quality rental housing available in the region. Please see the Background Analysis of Section 4: Housing for a discussion of the Region's needs for rental and affordable housing options.

Each township should review its zoning and subdivision ordinances for potential barriers to the development of multi-family and infill development. See Strategy 3 below for a more detailed analysis of steps the Borough should take to address infill and redevelopment

### **3.2.3. Revise downtown Manheim zoning and development standards to facilitate reinvestment in downtown homes and businesses and support redevelopment within the Borough**



The Borough should evaluate its ordinances and update as needed with regard to the following issues.

**Density limitations:** A significant portion of the Borough's developable area is zoned R-1, which requires a minimum lot size of 12,000 square feet – in excess of one-quarter acre. While “village cluster development” is permitted, this options is not widely utilized or effective for allowing infill development in the Borough. The Borough should revise its zoning in these areas to allow for smaller lot sizes where appropriate stormwater management, parking and access to the lot exist.

**Development limitations in the Conversion Office Apartment (COA) District:** Lot coverage in the COA district, located at the edge of downtown, is limited to 45-60 percent, which is not achievable for most development in this area. Also, “by right” development restrictions – for example COA does not permit commercial, office or apartments by right – could be limiting development options for this important area in the Borough. Manheim should consider revising these ordinances to provide opportunities for infill development or redevelopment. Any redevelopment or infill should provide needed stormwater infrastructure, exemplify stormwater best management practices and provide for adequate parking.

**Multi-family development:** Regulation of multi-family development in the Borough's Zoning Ordinance may be limiting redevelopment options in some cases and resulting in substandard units in others:

- New multiple family dwellings buildings are permitted only in the R-4 district and are restricted to 16 units per building with a minimum lot size of one acre. Less restrictive requirements could encourage new, high-quality, multi-family development. Other districts that could be considered for some type of multi-family development include R-3, COA and CBD. Any redevelopment or infill should provide any needed stormwater infrastructure, exemplify stormwater best management practices and provide for adequate parking.
- COA, CBD, R-3 and PC-1 allow apartment conversions in existing buildings. Stakeholder interview participants raised concerns about the quality of the resulting units. The Borough should consider how these regulations could be adjusted to create higher quality residential units, while still encouraging reuse of large older homes. One way to address these concerns might be to require apartment conversions to have units that are more than 800 square feet in rentable floor area.

**Outdoor dining** - Outdoor dining is permitted by special exception in the CBD. The Borough should consider whether there are other districts where this use could be appropriate as a part of a redevelopment/revitalization strategy. Outdoor dining is typically associated with adding vitality in town center areas and contributing to economic development. Specific regulations of hours of operation, type of dining and appropriate configuration of outdoor seating to ensure pedestrian and vehicular flows could be adopted to encourage this type of use.

**Retail limitation in the downtown** – The CBD zoning district limits most of the retail establishments permitted by right to be a maximum of 2,000 square feet. This might be

limiting for retail uses and the Borough should consider allowing larger retail establishments.

**Subdivision and land development ordinance** – Manheim Borough does not have its own subdivision ordinance. It processes development applications through the County's ordinance and review process. An ordinance of its own could be tailored to the specific needs of the Borough such as infill development, streetscape, stormwater infrastructure, access and other factors that could provide economic development opportunities and improve the overall appearance of downtown. The Borough should consider adopting its own ordinance. The Borough should work with the County and explore the benefits of such an approach as well as what staffing and technical capacity it would need to effectively develop and implement its own subdivision and land development ordinance.

**3.2.4. Develop a conceptual plan for the KOZ and Doe Run Road area that encourages redevelopment, takes advantage of rail access, identifies a potential truck/freight relief route and improves stormwater management for the area.**

These areas are important to the economic development of the Region and should be well-planned to maximize their potential. By planning for a high quality environment, Manheim Borough and Penn Township can attract a wide variety of businesses and retain existing businesses. At a minimum, the Borough and Township should review their current zoning and development standards for this area to ensure that they are consistent with the development of a high-quality industrial and commercial development. The ordinance should establish standards for wide sidewalks, street trees, landscaping, high-quality business signage and coordinated public signage. A longer-term, more aggressive strategy could even include the development of a specific plan for the area.

**3.2.5. Create a new traditional neighborhood (TND) zoning district in Penn Township adjacent to the Borough and Doe Run Road.**

Penn Township should revise its zoning to implement a TND to support compact residential, mixed-use development adjacent to the Weis Shopping Center located on Doe Run Road. This area is within walking distance of the shopping center, Manheim Central Junior High School, the Township Building and other neighborhoods. It has ample water and sewer infrastructure capacity and is located near the area along Doe Run where pedestrian improvements are planned, which will better connect the area to the downtown Borough shops and attractions.

**Goal 3.3: Preserve and enhance the Region's valuable agricultural and natural resources.**

### **Background**

This goal is a broad reoccurring theme throughout this Plan, and it is addressed in more detail in a number of Plan sections, including economic development, natural resources, housing, transportation and community character. The following strategies address the general land use and zoning based opportunities to support and enhance agricultural and natural resources within the Region. The Economic Development section and the Natural Resources sections of the Plan provide further specific strategies to address this goal.

### **Objectives**

- Limit new development outside the designated urban growth areas
- Limit water and wastewater service extensions outside of the UGA to areas that have imminent public health concerns and where site-specific, decentralized options are not feasible.

### **Strategies**

#### **3.3.1. Revise regulations for farm-based businesses to maximize their potential to preserve farming and farmland**

During this planning process local farmers were interviewed and they expressed concern about how farm-based businesses are regulated. In some cases the regulations are too restrictive – for example limiting a farm-based business to three family members. In other cases there was concern that some farm-based businesses are not really farm-based at all, but are businesses that happen to be located on farmland. Each Township should evaluate its farm-based business regulations in the context of its goals for preserving farmers and farmland and revise as needed.

#### **3.3.2. Review zoning designations and regulations in rural areas to maximize protection of farming and farmland**

Area farmers have suggested that zoning setback requirements for development adjacent to agricultural uses should be variable based on the type of neighboring use and the type of operation of the farm facility. The Townships should review their zoning ordinances to determine whether setbacks for development located immediately adjacent to an agricultural zone provide adequate protection for the relatively high-intensity animal feeding operations and other farming practices that are typical of the Region. If not, the ordinance should be amended to increase setback requirements for non-agricultural uses located adjacent to agriculturally zoned land.