# places 2040

*a plan for lancaster county pa*

## thinking beyond boundaries

# Acknowledgments

## Partners for Place

Building Industry Association of Lancaster County
Coalition for Smart Growth
Coalition for Sustainable Housing
Discover Lancaster
Economic Development Company of Lancaster County
Historic Preservation Trust of Lancaster County
Hourglass Foundation
Lancaster Bar Association
The Lancaster Chamber of Commerce & Industry

Lancaster City Alliance
Lancaster Clean Water Partners
Lancaster County Agricultural Preserve Board
Lancaster County Agriculture Council
Lancaster County Association of Realtors®
Lancaster County Association of Township Supervisors
Lancaster County Boroughs Association
Lancaster County Community Foundation
Lancaster County Conservancy

Lancaster County Housing and Redevelopment Authorities
Lancaster County Solid Waste Management Authority
Lancaster County Workforce Development Board
Lancaster Farmland Trust
Lancaster Housing Opportunity Partnership
Penn Medicine Lancaster General Health
Susquehanna Heritage

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**places2040 PROJECT TEAM**

Every member of the Lancaster County Planning Commission (LCPC) 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

## RESOLUTION NO. 62 OF 2018

A RESOLUTION OF THE BOARD OF COMMISSIONERS OF THE COUNTY OF LANCASTER TO ADOPT PLACES2040 – A PLAN TO PROTECT THE UNIQUE IDENTITY OF LANCASTER COUNTY – AS THE LANCASTER COUNTY COMPREHENSIVE PLAN

On motion of Commissioner Lehman, seconded by Commissioner Stuckey;

WHEREAS, county planning agencies in Pennsylvania are required to prepare a county comprehensive plan and present it to the Board of County Commissioners for possible adoption; and

WHEREAS, elements of the previous Lancaster County comprehensive plan, Envision Lancaster County, were adopted more than a decade ago, and significant social, economic, and environmental changes have occurred in the county since then; and

WHEREAS, the Lancaster County Planning Commission prepared places2040, a plan to protect the unique identity of Lancaster County's people and place; and

WHEREAS, to provide guidance and technical expertise during the planning process, the Commission established a 25-member Partners for Place advisory group of organizations and agencies representing the public, private, and nonprofit sectors; and

WHEREAS, these Partners worked with the Commission to build awareness, educate, and engage the public in an extensive outreach effort that included public meetings, workshops, focus groups, events, surveys, and social media; and

WHEREAS, during this process, Lancaster County residents highlighted what makes the county a special place, but also shared some concerns about the county's future; and

WHEREAS, places2040 identifies five big ideas, twenty-six policies, and seven catalytic tools and strategies to address these concerns and ensure that Lancaster County remains a special place; and

WHEREAS, the Commission recommended that the Lancaster County Board of Commissioners adopt places2040 as the new Lancaster County comprehensive plan; and

WHEREAS, both the Lancaster County Planning Commission and the Lancaster County Board of Commissioners provided further opportunity for public comment with the release of the final draft plan on August 14, 2018, beginning the required 45-day comment period; and

WHEREAS, the comments received during this period expressed support for the big ideas, policies, and catalytic tools and strategies contained in the final draft; and

WHEREAS, the Lancaster County Board of Commissioners held a public hearing on October 24, 2018 to provide a final opportunity for public comment on that draft.

"continued"

NOW THEREFORE BE IT RESOLVED BY THE BOARD OF COMMISSIONERS OF LANCASTER COUNTY, PENNSYLVANIA, That the Board adopts places2040, as presented at the public hearing, as the Lancaster County comprehensive plan.

Motion passed unanimously.

DULY ORDAINED AND ENACTED this 24th day of October, 2018 by the Board of Commissioners of the County of Lancaster, Pennsylvania, in lawful session duly assembled.

ATTEST:

Joshua G. Parsons, Chairman

Lisa L. Johnson, Assistant Chief Clerk
County of Lancaster, Pennsylvania
Date: October 10, 2018

Dennis P. Stuckey, Vice Chairman

Craig E. Lehman

Board of Commissioners of
Lancaster County, Pennsylvania

10/24/18

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# OUR VISION

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

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, vibrant urban places that include Lancaster City and our boroughs, and 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.

Our
Identity

© MICHAEL KENDRICK

# OUR JOURNEY

*As a community, we embarked on a 3-year journey together, and we had only one destination in mind — a better Lancaster County in 2040.*

CHARCOMPANY, ©HOLLY DEKARSKE

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 (LCPC) 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 plan for their future. 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 (LCPC) 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.

## Role of Past Plans and Policies

Places2040 replaces the previously adopted Lancaster County Comprehensive Plan – called *Envision Lancaster County* – which includes *ReVisions* (1999), the Policy Plan; *Balance* (2006), the Growth Management Element; and 6 functional elements including *Tourism* (2005), *Heritage* (2006), *Choices* (2006), *Greenscapes* (2009), *Blueprints* (2012), and *Connections* (2016).

Many of the overarching goals and policies outlined in these plans were integrated into places2040. These elements will not be updated in the future as components of the county comprehensive plan, but will remain as reference documents. The exception is *Connections*, the Long-Range Transportation Plan, which Lancaster County's Metropolitan Planning Organization updates every 4 years. These updates are required by federal law.

## Integration with Statewide Planning

While places2040 is a vision for Lancaster County, it's consistent with many other plans and policies at the state level, including the Pennsylvania State Planning Board's *Recommendations on Infrastructure, Efficient Government, and Community Revitalization* (2017); *Pennsylvania's Statewide Historic Preservation Plan, 2012–2017*; *Pennsylvania's Statewide Comprehensive Outdoor Recreation Plan, 2014–2019*; *Pennsylvania State Water Plan Update of 2009*; *PA On Track: Pennsylvania's Long Range Transportation & Comprehensive Freight Movement Plan* (2016); and *Commonwealth of Pennsylvania Keystone Principles For Growth, Investment & Resource Conservation* (2005).

# Guiding Principles

At the start of the process, we identified five guiding principles to help us create a more implementable 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 (LCPC).

## 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 Lancaster County Planning Commission (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 the 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 (Fall 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. Lancaster County Planning Commission (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 *Envision Lancaster County*. 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 more than 20 regional, countywide, and city organizations and agencies 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.

# Meetings and Events

Over the course of 3 years, Lancaster County Planning Commission (LCPC) staff made places2040 presentations to over 100 groups in at least 50 different locations throughout the county. LCPC also sponsored two events featuring invited speakers: Ed McMahon of the Urban Land Institute and Gov. Parris Glendening of Smart Growth America.

# By the Numbers

**Education**

2 Films

18 Video Vignettes

7 Reports
3 Spanish Translations

*Twitter* 160 Followers

3 Social Media Accounts

*Instagram* 180 Followers

*Facebook* 510 Likes

places2040.com 12,600 Visits

8,200 PARTICIPANTS

5,800 ONLINE

2 Comprehensive Surveys *and* 2 Mini Surveys

**Awareness**

*Fig Lancaster* 160,000 Print Readers 16,000 Online Readers

2,400 IN PERSON

**Engagement**

*LNP & Lancasteronline.com* 1 Million Readers

*La Voz* 12,000 Readers

40 Articles, Ads, Radio & TV Appearances

*WITF Smart Talk* 15,000 Listeners

100+ Stakeholder Meetings in 50+ Locations

2 Public Events with speakers

*Regional Papers Reaching* 150,000 Households

*Blue Ridge Cable* 5-9,000 Viewers

# What the Community Said

Input from Lancaster County residents, our partners, and other stakeholders guided the places2040 process. To gather this input, the Lancaster County Planning Commission (LCPC) organized or participated in more than 100 meetings over 3 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

food & drink
shopping
arts & culture
farmland
natural areas
Strasburg area
Central Park
Intercourse Village
villages
**parks & trails**
education
sports & recreation
Lititz
**Lancaster City**
farm markets

## Make It Better

Lancaster City
Route 23
housing
development
**roads & bridges**
transit
walking & biking
outlets
Route 30
boroughs
parks & trails
community character
Lititz Pike
neighborhoods
traffic

# What Our Partners Said

To help guide the development of places2040, the Lancaster County Planning Commission (LCPC) established Partners for Place – more than 20 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.

*"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**

*"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**

*"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 County is thriving because people have the energy and ambition to make things happen. A clear, well-articulated plan provides the unifying vision that makes the whole larger than the sum of the parts. The more people buy into the planning, the better the results. The Lancaster County Redevelopment Authority and Land Bank Authority are committed to this process."*

**Matthew Sternberg**
**Lancaster County Housing and Redevelopment Authorities**

*"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**

"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**

"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**

"Lancaster County will not remain the great place it is to live and work unless we are willing to plan for change and to embrace that change as a necessary part of our social, economic, and cultural well-being. The lawyers of the Lancaster Bar Association are pleased to be a partner in planning and managing that change."

**Matt Creme**
**Lancaster Bar Association**

"Places2040 does a wonderful job highlighting the sense of place we find throughout the county's boroughs; illustrating the strong connection between these urban areas and the surrounding rural areas and farmlands; and emphasizing the vital role that these areas will have in helping Lancaster County grow responsibly; connect people, places, and opportunities; and take care of what we have in this special place we call 'here.'"

**Lisa Boyd**
**Lancaster County Boroughs Association**

"I am extremely impressed with the condensed size of the plan compared to other comprehensive plans I have worked with in the last 40 years. I appreciate the excellent job the staff did in preparing this plan!"

**Les Houck**
**Lancaster County Association of**
**Township Supervisors**

"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**

"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®**

*"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**

*"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**

*"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**

*"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 key to fulfilling our mission of creating a healthy environment for the long-term sustainability of the agricultural economy and farming as a way of life. The Agricultural Preserve Board is excited so many people share the same vision, and we look forward to working together to preserve what we love about Lancaster County."*

**Matt Knepper**
**Lancaster County Agricultural Preserve 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**
**Penn Medicine Lancaster General Health**

*"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**

*"LCSWMA works hard provide a 'best in class' waste management system that protects the physical environment while enhancing community sustainability. Places2040 is similar in that it promotes concepts that, if followed, will help ensure a sustainable future so the Lancaster County we know and love today will be there for future generations."*

**Jim Warner**
**Lancaster County**
**Solid Waste Management Authority**

# 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
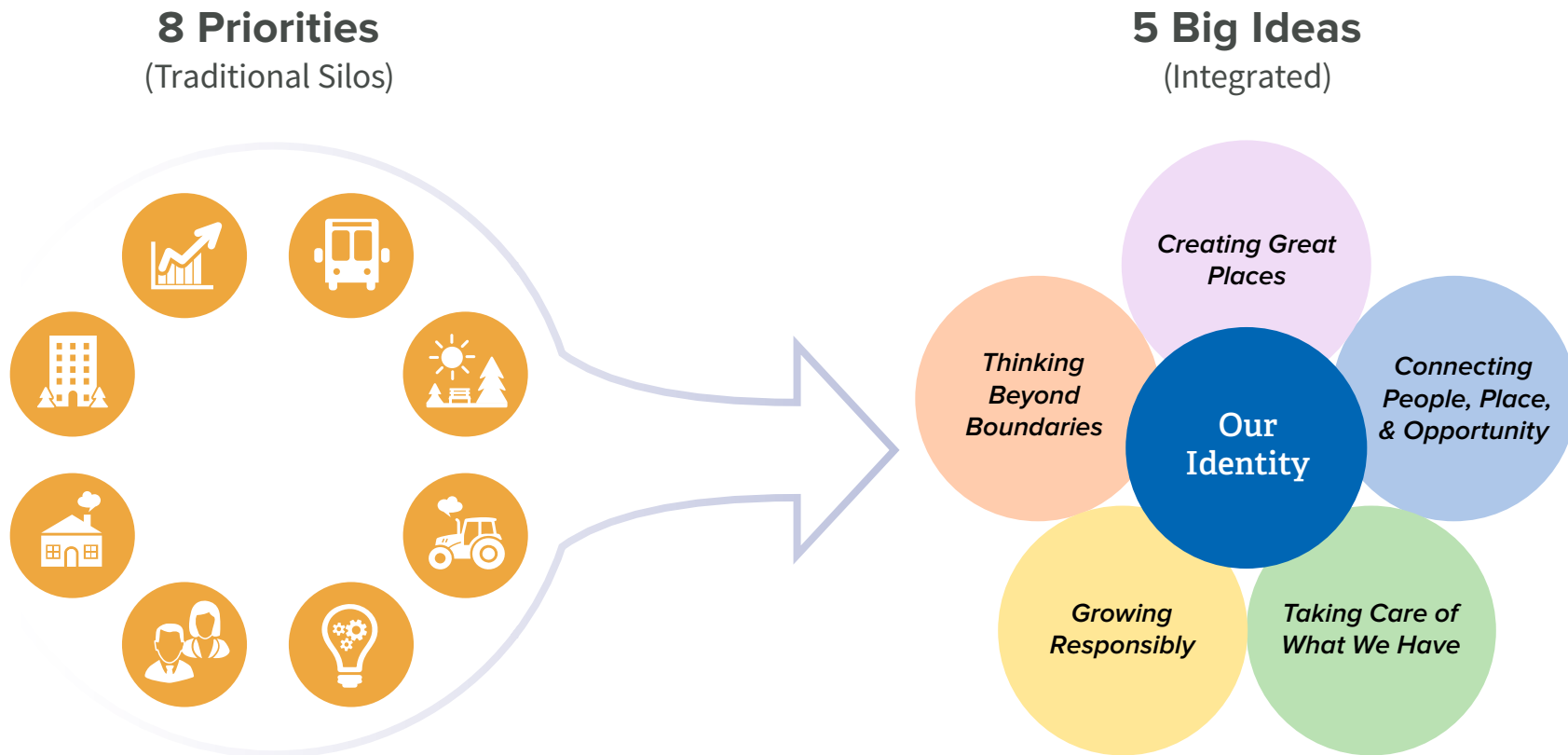*Promote cooperation, work together, and share resources*

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

# THE
# BIG IDEAS

# Integrating the Silos

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.

## 8 Priorities
### (Traditional Silos)

## 5 Big Ideas
### (Integrated)

*Creating Great Places*

*Thinking Beyond Boundaries*

Our Identity

*Connecting People, Place, & Opportunity*

*Growing Responsibly*

*Taking Care of What We Have*

# Summary of Big Ideas and Policies

This plan is summed up in its 5 big ideas, 26 policies, and 7 catalytic tools & strategies. Rather than including a laundry list of hundreds of potential actions, places2040 boils everything down to a handful of actions that are most likely to move the needle in the next 10 to 15 years.

The thoughts expressed here might seem simple, but they were carefully crafted from thousands of comments we heard from residents, and refined in countless meetings and discussions with local leaders over a 3-year period.

In standard planning terms, the 5 big ideas are the goals of this plan, and the statements called "What We Need to Do Differently" are the policies. While the public didn't articulate these goals and policies word for word, their input told us what was important to them.

Keep in mind, the public includes everyone from residents who aren't familiar with planning but care about their community, to municipal officials who've dedicated themselves to improving their communities, to leaders who represent our Partners for Place. Together, these widely varied groups of people made places2040 what it is.

## *Creating Great Places*

Great places are places where we're proud to live, work, learn, play, and visit. They're safe and attractive environments that improve our quality of life — and ensure the success and sustainability of our economy. When we create great places, we make it easier to achieve many of our other goals.

### What We Need to Do Differently

- 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

## *Connecting People, Place, & Opportunity*

We need to work harder to connect people with each other and the places around them — students with schools, workers with jobs, and jobs with housing. Simply put, it should be easier for residents and visitors to get around. By maximizing connections, we make everything more efficient, and create more opportunities for interaction.

### What We Need to Do Differently

- 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

## *Taking Care of What We Have*

Our world-class farmland, urban places, and natural areas provide a strong foundation for our quality of life, and distinguish this place from any other. Stewardship of our heritage should be a priority, not just because we like the view, but because it makes the county more attractive to investment – particularly from visitors and prospective employers.

### What We Need to Do Differently

- 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

## *Growing Responsibly*

We need to consider where development happens, when it happens, and what form it takes. By 2040, the data tells us we can expect about 100,000 new people to live here. To accommodate them, we need to improve the pattern of growth and ensure that we develop in a more compact, efficient, and fiscally responsible way.

### What We Need to Do Differently

- Grow where we're already growing
- Prioritize redevelopment and infill in Urban Growth Areas
- Manage the use of large tracts of vacant land in Urban Growth Areas
- Limit large-lot suburban development in rural areas
- Build more compactly and efficiently

## *Thinking Beyond Boundaries*

We need to think and act differently. We need to see places as they are, rather than dividing them up in traditional ways. Many of the issues we face aren't limited to municipal and school district boundaries. We need to approach challenges more collaboratively, cultivate leadership, and take our partnerships to the next level.

### What We Need to Do Differently

- Integrate place-based thinking into all future planning initiatives
- 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

# What's Addressed in Each Big Idea

Each big idea resulted from a step-by-step process. First, we listened to residents' hopes and concerns for the county's future. Then we compared their observations with the data we collected – were their perceptions about Lancaster County the same as what the data was telling us? We also talked with local leaders and consulted with experts. The 5 big ideas were generated with all of this input and analysis in mind. Although these ideas challenge us to think and act differently, it's a prescription for a healthier community!

## What We Heard

Here, we included a small sample of the comments that residents shared with us on topics related to each big idea. The quotes printed in this plan barely scratch the surface of the thousands of statements collected during the planning process. These particular statements were chosen because they are typical of the issues and opportunities that residents shared with us.

## What We Need to Do Differently

These are the policies associated with each big idea. Residents said these things are crucial in moving us forward to the future we all want to see – but they admitted we haven't always had the courage to do them. These policies are meant to be specific enough to be measured, but broad enough to apply to a range of potential actions.

## What the Data Tells Us

The data included in this section was gathered from three background reports that form a part of this plan: *Lancaster County: A Changing Place, 2000–2015* (report and executive summary infographic, Nov. 2015); *Growing & Preserving, 2002–2015* (Mar. 2017); and *Buildable Lands, 2015–2040* (Oct. 2017).

## How We'll Measure Our Progress

Under this heading, we've presented a series of indicators that might be used to determine our effectiveness in implementing places2040. Rather than listing everything that would be helpful to know, we tried to be realistic about the data that's actually available to measure our success. Implementation teams will determine which measurements are used.

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# 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 with a unique identity.

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*

# What We Heard

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

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

*"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."*



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

*"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."*

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

*"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."*

*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*

# What We Need to Do Differently

### 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, 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*

## 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.

### Borough Growth and Vitality

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

### Housing Type, Supply, and Affordability

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

### Urban Growth Areas and New Communities

| Mixed-use land | ▲ | Increase amount of new development that is mixed-use |
|---|---|---|
| Third places / social gathering places | ▲ | Increase # of third places in boroughs and Urban Growth Areas (UGAs) |
| Commercial / industrial vacancy | ▽ | Reduce vacancy rate for retail, office, and manufacturing |

### Health and Safety

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

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## 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*

## What We Heard

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

*"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."*

*"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."*

*"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."*

*"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."*

*"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."*

*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 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 disproportionately 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 shortage of workers with the right skills.

### Education
Our education levels have improved. More of us are pursuing educational opportunities 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*

# What We Need to Do Differently

### 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. Inside growth areas – particularly Urban Growth Areas (UGAs) – ensure that sufficient open space and natural areas are provided to meet the needs of a growing population, and that these amenities are within walking distance for most residents.

### 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. Recognize that some industries focus on natural resources that exist only in certain locations, and that sufficient land must be made available for the future growth and expansion of these industries.

*Connecting
People, Place,
& Opportunity*

*Continued from the previous page*

### 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.

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& Opportunity*
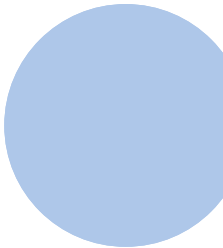
## Roadway and Sidewalk Network Connectivity

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

## Commuting and Transportation Choices

| Commute mode split | ▲ | Increase % of people walking, biking, or taking transit to work |
|---|---|---|
| Time spent commuting | ▽ | Reduce length of avg. 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 miles of regional trails |
|---|---|---|
| Parks per capita | ▲ | Increase acreage of parks per 1,000 people |
| Park and trail access | ▲ | Increase % of UGA land within ½ mile of park or trail |

# 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*

*Continued from the previous page*

### City / Boroughs as Urban Growth Area (UGA) Hubs

| | | |
|---|---|---|
| Population density | ▲ | Increase city / borough population density relative to adjacent municipalities |
| UGA jobs in city / boroughs | ▲ | Increase % of UGA jobs in city / boroughs |
| UGA population in city / boroughs | ▲ | Increase % of UGA population in city / boroughs |
| Institutional, educational, civic facilities | ▲ | Increase % of UGA facilities of these types located in city / boroughs |

### Economy and Opportunity

| | | |
|---|---|---|
| Business establishments | ▲ | Increase # of business establishments |
| Industry mix | ▲ | Increase industry mix |
| Patents | ▲ | Increase # of patents granted |
| Minority-owned businesses | ▲ | Increase # of minority-owned businesses |
| Unemployment rate | ▽ | Reduce unemployment rate |
| Educational attainment | ▲ | Increase educational attainment of all types (high school, vocational, college) |

### Income and Poverty

| | | |
|---|---|---|
| Poverty | ▽ | Reduce rate of poverty among individuals |
| Median household income | ▲ | Increase median household income |
| Avg. hourly wage | ▲ | Increase real hourly wage by wage percentile (low / middle / high income) |

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## Taking Care of What We Have

*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

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.

*Taking Care of
What We Have*

# What We Heard

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

*"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."*

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

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

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

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

*"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."*

DIRCK HARRIS

*"Quarries are an important resource, but existing sites in Lancaster County have a limited lifespan. Having local sources of raw materials reduces infrastructure costs and the amount of truck traffic on our roads."*

*Taking Care of
What We Have*

## What the Data Tells Us

### Agricultural Preservation and Conservation
As of 2015, we had 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. In addition, almost 374,000 acres are protected through "effective agricultural zoning." This type of zoning limits residential development, often restricts non-agricultural uses, and sometimes sets a minimum farm size.

### 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 and Conservation
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." This type of zoning limits residential development and encourages conservation of natural resources.

### 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*

# What We Need to Do Differently

### 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 natural systems (such as floodplains, wetlands, native plants, wildlife habitat, and streams) 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. Manage and preserve quarrying as an essential industry that provides locally available raw materials — and plan for new and expanded operations in appropriate areas.

### 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.
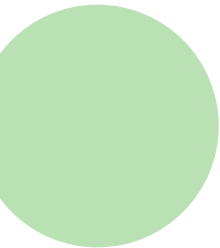
*Taking Care of
What We Have*

# 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.

## Air Quality

| | | |
|---|---|---|
| Days with unhealthy air quality | ▽ | Reduce % of days with unhealthy air quality |
| Ozone | ▽ | Reduce ozone levels |
| Short-term particle pollution | ▽ | Reduce short-term levels of particle pollution (24-hr. avg.) |
| Long-term particle pollution | ▽ | Reduce long-term levels of particle pollution (year-round avg.) |

## Water Quality

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

## Protected Agricultural Land

| | | |
|---|---|---|
| Agricultural (ag.) land preserved | ▲ | Increase total acres of ag. land preserved |
| Contiguous ag. land preserved | ▲ | Increase % of contiguous farmland preserved |
| Ag. land in effective ag. zoning | ▲ | Increase total acres of ag. land in effective ag. zoning |

*Taking Care of
What We Have*
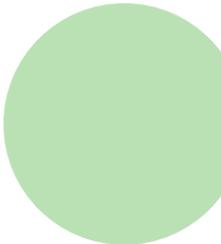
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## Protected Natural Land

| | | |
|---|---|---|
| Natural land preserved | ▲ | Increase total acres of natural land preserved |
| Contiguous natural land preserved | ▲ | Increase % of contiguous natural land preserved |
| Nat. land in effective cons. zoning | ▲ | Increase total acres of natural land in effective conservation zoning |

## Building Condition and Protection

| | | |
|---|---|---|
| Property maintenance codes | ▲ | Increase # of municipalities with property maintenance codes |
| Demolition review ordinances | ▲ | Increase # of munis. with strong demolition review ordinances |

## Agricultural Economy

| | | |
|---|---|---|
| Total value of ag. products sold | ▲ | Increase value of ag. products sold |
| Value of ag. products sold directly | ▲ | Increase value of ag. products sold directly (buy local) |

## 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, natural resources, and the character of rural communities.

*Growing
Responsibly*

## What We Heard

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

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

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

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

*"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."*

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

*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
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* (2006), the growth management element of the previous Lancaster County comprehensive plan.

### Urban Residential Density
We're consuming more land than necessary, because we're building at lower densities than we should. From 2002–2015, average residential density in UGAs was 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 Growth 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 Growth 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*

# What We Need to Do Differently

### 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 land 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 redevelopment and infill in Urban Growth 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.

### Manage the use of large tracts of vacant land in Urban Growth 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.
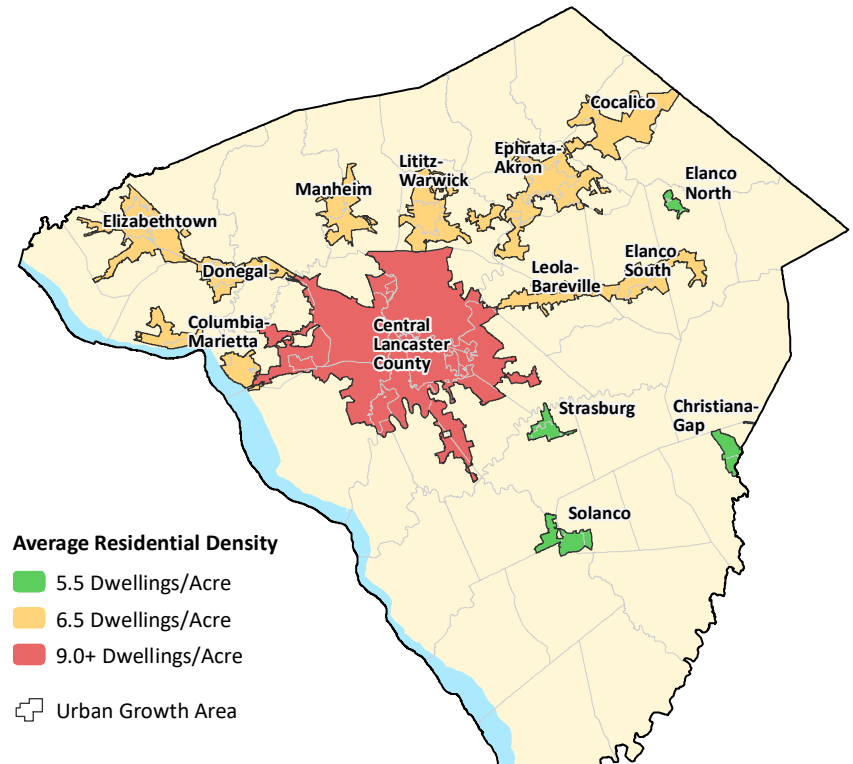
### Limit large-lot suburban development in rural areas
Reduce the amount of land where large lots are allowed. Don't provide more land than needed to accommodate expected rural population growth. Build no more than 15% of new dwelling units outside UGAs. Reduce the rural portion of the county's total 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



Average Residential Density
- 5.5 Dwellings/Acre
- 6.5 Dwellings/Acre
- 9.0+ Dwellings/Acre

Urban Growth Area

*Continued from the previous page*

### 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.

## Growth Countywide

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

## Growth Inside / Outside Urban Growth Areas

*Inside UGAs:*

| | | |
|---|---|---|
| New dwelling units | ▲ | Increase % of new dwelling units in UGAs to accommodate projected pop. |
| New non-residential square footage | ▲ | Increase % of new non-residential square footage in UGAs |
| Total acres developed | ▽ | Reduce acres developed per year |

*Outside UGAs:*

| | | |
|---|---|---|
| New dwelling units | ▽ | Reduce % of new dwelling units outside of UGAs |
| New non-residential square footage | ▽ | Reduce 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 net density to 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 avg. single- and multi-family density |

## Employment Location

| | | |
|---|---|---|
| Jobs in UGAs | ▲ | Increase % of jobs in UGAs |
| Jobs in employment centers | ▲ | Increase % of jobs in employment centers |

## Building Height

| | | |
|---|---|---|
| Avg. height of new buildings. | ▲ | Increase avg. height of new buildings in urban character zones |

*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.

*Growing*
*Responsibly*

*Continued from the previous page*

## Water and Sewer Infrastructure

*Inside UGAs:*

| | | |
|---|---|---|
| Parcels with water service | ▲ | Increase % of UGA parcels with water service |
| Parcels with sewer service | ▲ | Increase % 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 % of land covered in parking |

## New Development Connectivity and Mixed Use

| | | |
|---|---|---|
| New intersection density | ▲ | Increase intersection density of new development |
| Connections to neighbors | ▲ | Increase avg. # of connections to adjacent developments |
| Mixed-use plans | ▲ | Increase # 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 |

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## Thinking Beyond Boundaries

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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 or boundary lines — 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 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*

## What We Heard

Here's a small sample of the 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 to break down boundaries and consolidate services and planning."*

*"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."*

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

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

*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 in population 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.
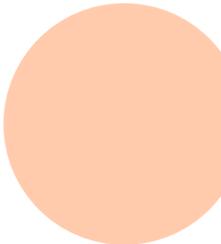
*Thinking Beyond Boundaries*

# What We Need to Do Differently

### Integrate place-based thinking into all future planning initiatives

Think about places in a new way – one that isn't limited by existing political and organizational boundaries. Focus on communities, corridors, and landscapes as the framework for future land use and transportation planning.

### Break down the traditional silos that limit our effectiveness

To achieve planning goals, create stronger links between the public, private, and non-profit sectors – and between different levels of government. Cultivate a diverse array of skilled leaders who can be champions for place-based planning. Educate these leaders and other county residents about planning issues and how they affect our health, quality of life, environment, and economy. Build broader constituencies – everyone from school children to retired adults – and provide more opportunities for engagement.

### 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.
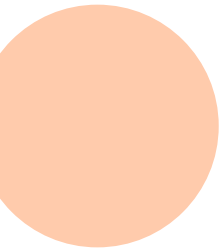
*Thinking Beyond Boundaries*

# 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.

## Regional Municipal Planning and Cooperation

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

## Simplified, Regional Zoning

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

## Complete Streets

| | | |
|---|---|---|
| Regional complete streets policies | ▲ | Increase # of munis. participating in regional complete streets policies |
| Complete streets amendments | ▲ | Increase # of munis. amending codes based on complete streets concepts |

*Thinking Beyond Boundaries*
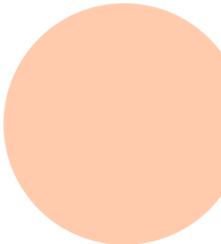
*Continued from the previous page*

## Aligning Community Resources

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

## Leadership

| | | |
|---|---|---|
| Participation in leadership programs | ▲ | Increase participation in leadership programs such as Leadership Lancaster |
| Education for new officials | ▲ | Increase education / orientation opportunities for new officials |
| Champions for Place | ▲ | Increase # of certified Champions for Place |

## Regional Infrastructure and Services

| | | |
|---|---|---|
| Regional stormwater initiatives | ▲ | Increase # of municipalities participating in regional stormwater 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 these services |

*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 traditional 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 as 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, as well as 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.
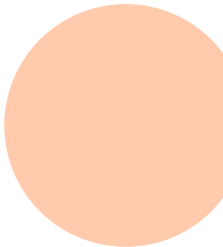
*When you focus on place, you do everything differently.*

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 at the end of "What's on the Map" section of this plan.

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.
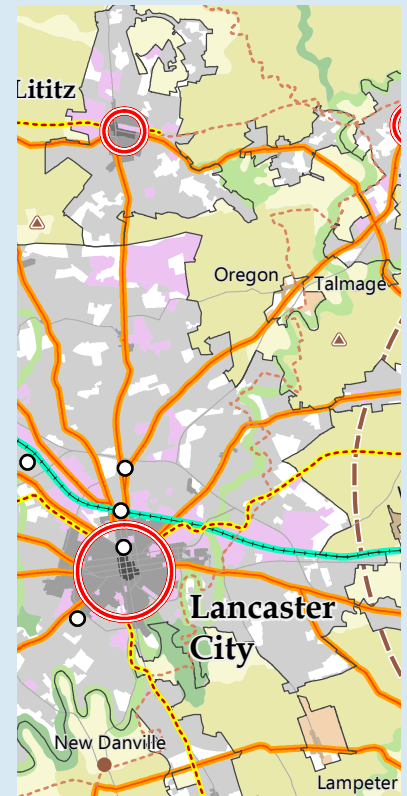
Lancaster County has 60 municipalities, each with its own zoning ordinance. As a result, different municipalities apply different policies and regulations to areas of land that have similar characteristics. This system makes it difficult, expensive, and time-consuming for homeowners, builders, developers, 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*



| Natural | Agriculture | Rural Community | Suburban | Urban | Urban Core | Special District |

CHARCOMPANY, ©HOLLY DEKARSKE





# ROADMAP TO THE FUTURE

# Illustrating Our Big Ideas

Now that we've identified the big ideas that will lead us to the future we all want to see, we need to show how these ideas can be applied "on the ground." Comprehensive plans (like this one) often include what's known as a future land use map. This map is intended to graphically illustrate the goals of the plan.

Developing this map, however, is not simply a matter of choosing a few elements to display. If it's done right, it's a carefully constructed reflection of the priorities identified by

local residents. At the same time, it's also meant to stretch the community a bit, showing residents what it will take to get to their desired future.

To create the Lancaster County Future Land Use and Transportation Map, we went through a process of scenario planning. In a general sense, we asked residents, "If we do things right, what will the future look like?" This effort had three basic steps, which are illustrated below and explained in more detail on the pages that follow.

**Scenarios (Options)**

Trend

Balance

Places

**Preferred Scenario**

Places

**Future Land Use and Transportation Map**
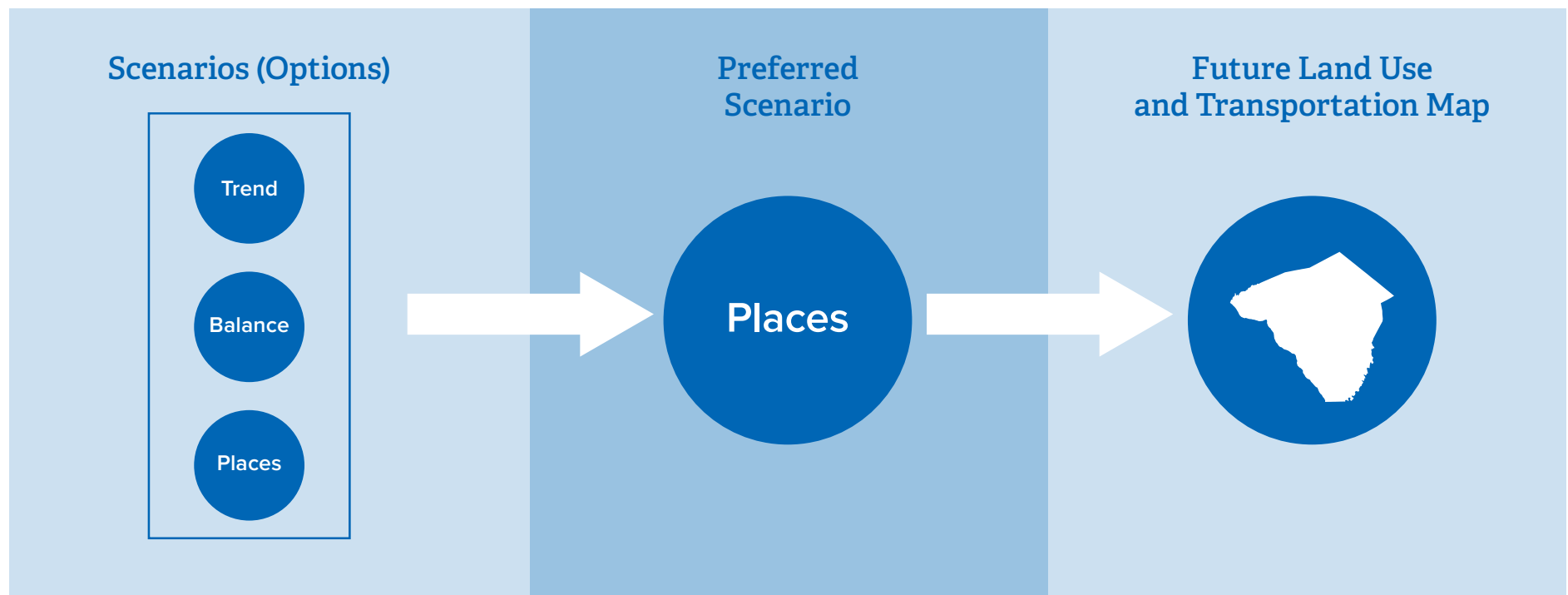
# Options for the Future

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. These scenarios were first presented to the public in an online survey released in November 2016. 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.
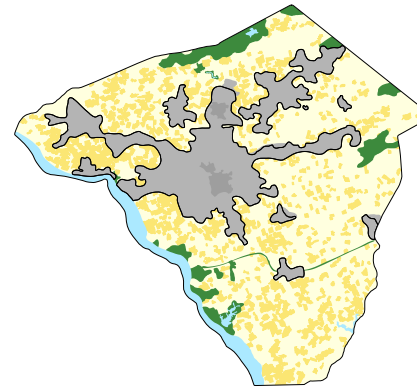


## Trend
### *Business as Usual*

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.
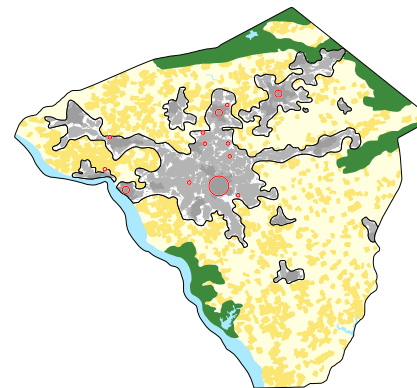


## Balance
### *Staying the Course*

The Balance scenario represented full implementation of adopted county policy and targets outlined in *Balance* (2006), the growth management element of the previous Lancaster County comprehensive plan — and in the growth management framework map that forms a part of that element.
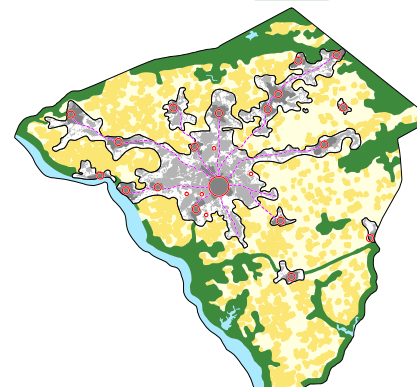


## Places
### *Thinking Beyond Boundaries*

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

# Preferred Scenario: Places

Given the choice of three scenarios, Lancaster County residents over-whelmingly 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 storm-water are priorities.
- **Agriculture and Farmland** – Rural land zoned for large-lot sub-urban 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.
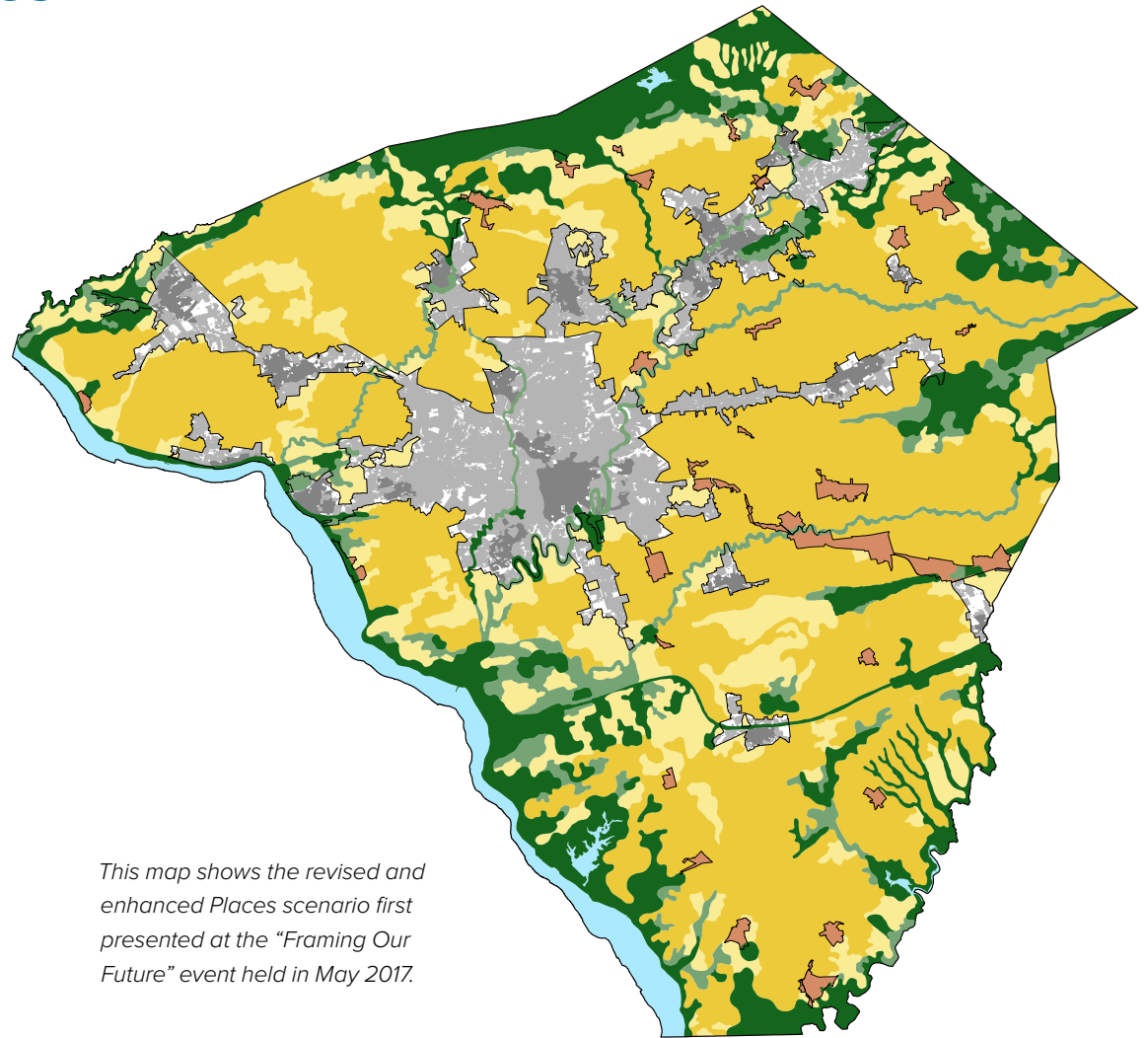
*This map shows the revised and enhanced Places scenario first presented at the "Framing Our Future" event held in May 2017.*

# 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

## Priority Places

**Communities**
- Growth Area
- City or Borough

**Corridors**
- Road
- Proposed Trail
- Existing Trail
- Landscapes
- Amtrak Line

**Mobility Hub**
- Primary
- Secondary

## Other Elements
- Buildable Land
- Rural Village
- Quarry
- Water Body
- Other Road

North

0    3
Miles
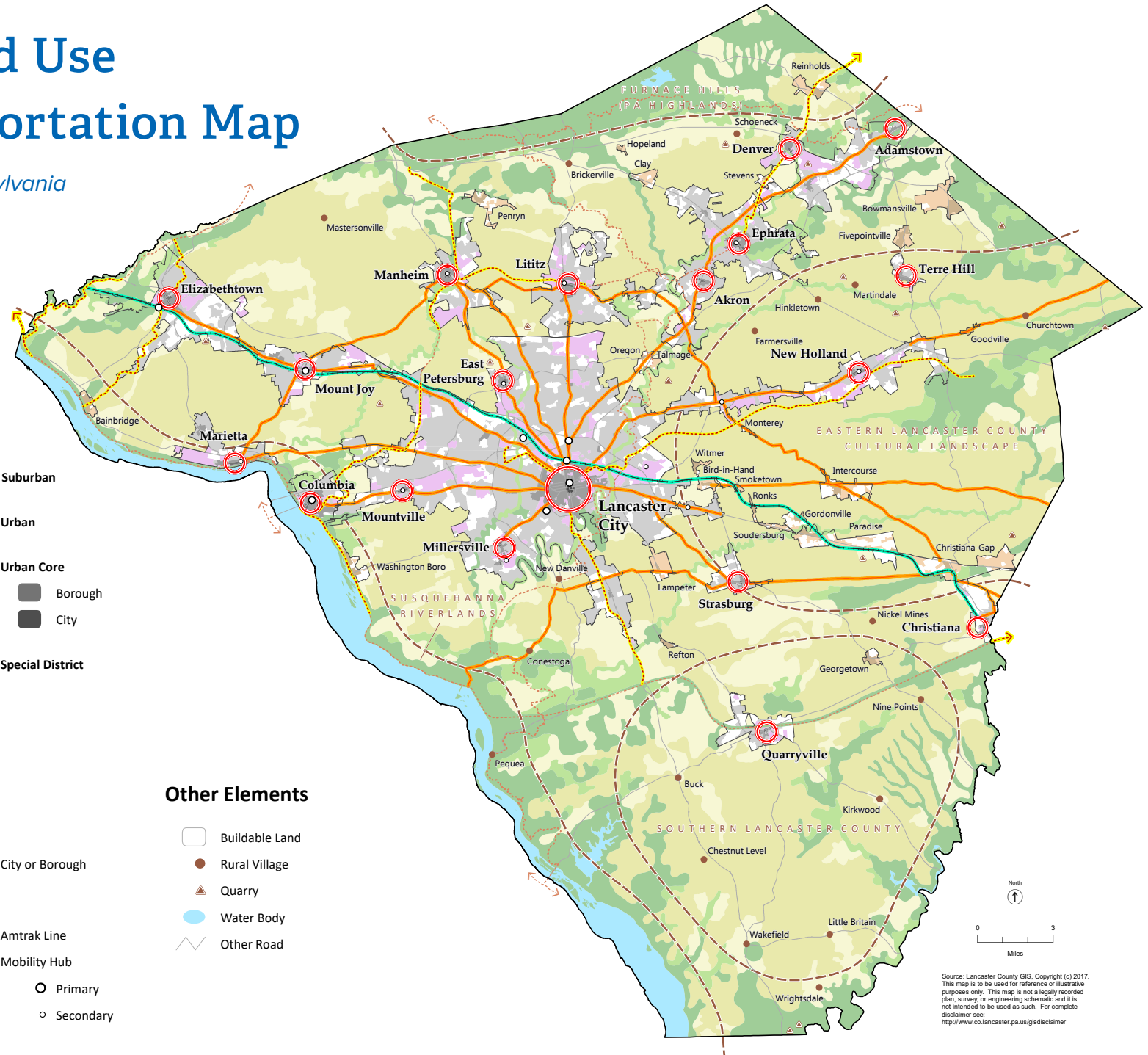
Source: Lancaster County GIS, Copyright (c) 2017. This map is to be used for reference or illustrative purposes only. This map is not a legally recorded plan, survey, or engineering schematic and it is not intended to be used as such. For complete disclaimer see: http://www.co.lancaster.pa.us/gisdisclaimer
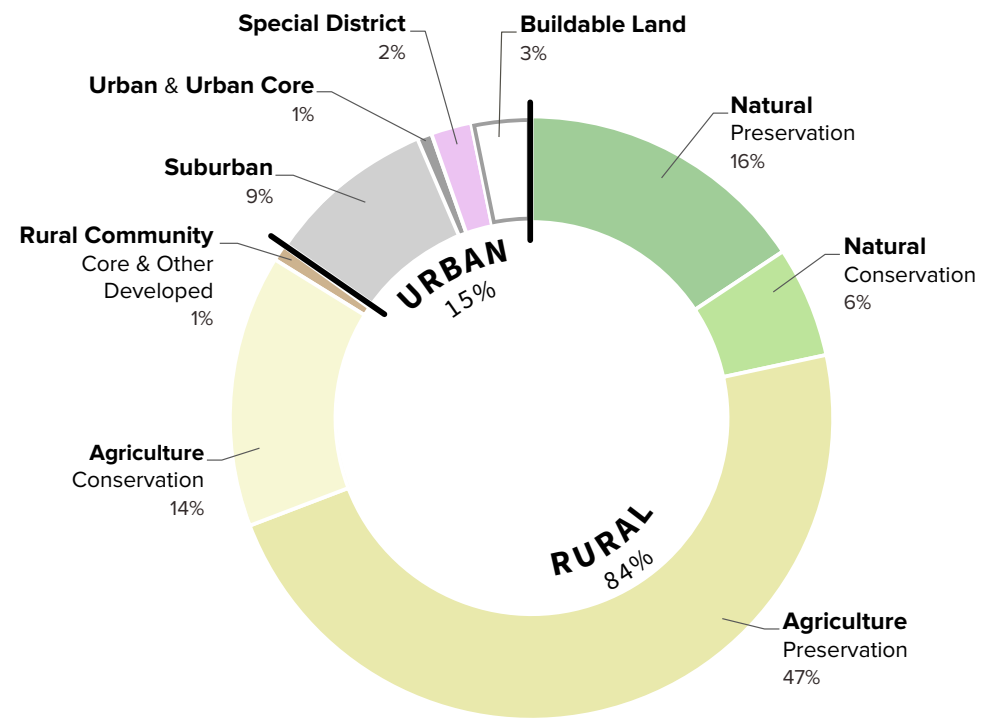
# Purpose

This map is a conceptual graphic that illustrates many of the big ideas and policies in places2040. It shows:

- Character Zones – Broad categories that reflect different land-use patterns in Lancaster County. These include large, contiguous blocks of agricultural and natural land that residents said they want to see protected for future generations.

- Priority Places – Communities, corridors, and landscapes that Lancaster County residents said should be our focus for the next several years. These include areas planned for growth – Urban Growth Areas (UGAs) and Village Growth Areas (VGAs).

- Other Elements – Items that provide points of reference on the map, and that contribute to our understanding of character zones and priority places.

It's important to note that this map does not show growth area boundaries exactly as they'll be in 2040. Although residents made it clear that they don't want the amount of land within growth areas to expand, they noted that some of the boundaries may need to be adjusted over time.

This map is not intended to guide specific land-use decisions at the local level. Instead, it's a framework for the Lancaster County that we all want to see in 2040 – a hybrid between existing realities and future plans. The purpose of the map is to get us thinking about new approaches to planning for the places we care about.

## Lancaster County Land Area: Percentage by Character Zone



- **Special District** 2%
- **Buildable Land** 3%
- **Urban** & **Urban Core** 1%
- **Natural** Preservation 16%
- **Suburban** 9%
- **Natural** Conservation 6%
- **Rural Community** Core & Other Developed 1%
- **Agriculture** Conservation 14%
- **Agriculture** Preservation 47%
- **URBAN** 15%
- **RURAL** 84%

*Due to rounding, whole number percentages add up to 99%.*

# What's on the Map

## Character Zones

Character zones are broad categories that reflect different land-use patterns in Lancaster County. The concept behind these zones is explained at the end of the "Thinking Beyond Boundaries" big idea, in a section called "Place-Based Thinking." Descriptions of each zone and the policies associated with it are contained in separate tables that follow this discussion of map elements.

## Priority Places

Priority places are communities, corridors, and landscapes that residents said should be our focus for the next several years. Other places are important, too — the public just didn't identify them as a high priority in the near term. The places shown on the map are the ones that people mentioned over and over again in our extensive places2040 civic engagement process.

### Communities

⌗ **Growth Area**
These include Urban Growth Areas (UGAs) and Village Growth Areas (VGAs). All of the UGAs and VGAs shown on the map have some existing infrastructure (sewer service, and sometimes water) to support growth — or have plans to provide sewer service.

UGAs — These areas are particularly important to the county's future, because they will accommodate the majority of our population and employment growth.
- *Location* — Surrounding or adjacent to the city or a borough (in some cases, more than one borough).
- *Character Zones* — Developed land generally is classified as Suburban, Urban, Urban Core (City or Borough), or Special District.

- *Adoption Status / Boundaries* — Map shows UGAs and UGA boundaries that existed in 2015, based on data available to the Lancaster County Planning Commission (LCPC).

VGAs — Although these communities were mentioned less often in our civic engagement process, they are important because they will accommodate some rural growth.
- *Location* — Surrounding or adjacent to a village outside UGAs.
- *Character Zones* — Developed land generally is classified as Rural Community (Core or Other Developed).
- *Adoption Status / Boundaries* — Map shows VGAs that are proposed to exist by 2040, based on provision of sewer infrastructure. For VGAs that existed in 2015 — and also have sewer infrastructure or plans to provide it — boundaries are shown as they existed at that time, based on data available to LCPC. For VGAs that did not exist in 2015, boundaries are shown for illustrative purposes only. *Note: VGAs that existed in 2015 — but do not have sewer infrastructure or plans to provide it — are shown as Rural Villages.*

◎ **City or Borough**
Lancaster County has one city (Lancaster) and eighteen boroughs. On the map, each of them is identified with the same red circle — but the circle identifying the city is larger, due to its population size and importance to the county as a whole. During the places2040 civic engagement process, Lancaster County residents expressed renewed interest in making each of these communities the social and economic hub of the UGA associated with it — and of the broader region beyond the UGA.

## Corridors

### Road

The roads highlighted on this map are the ones that residents mentioned most often during our civic engagement process. People gave different reasons why these corridors should be a priority. In many of these corridors (particularly the pikes and highways leading in and out of Lancaster City), residents want to see:

- Improvements that reduce congestion;
- Complete streets that accommodate all users (young, old, people of all abilities) and all modes (automobile, transit, bicycle, pedestrian); and
- Compact, mixed-use development that includes residential and commercial uses.

In other corridors, residents want to protect the natural, historic, and cultural qualities that help to define Lancaster County's sense of place. A few of these corridors have already been designated as byways at the county and state level.

### Proposed Trail

Trail segments highlighted on this map are high-priority connections that would link existing regional (multi-municipal) trails to form a more complete countywide network. In some cases, these connections would connect with multi-county trails extending outside Lancaster County.

### Existing Trail

These trails are regional (multi-municipal) trails that are currently (2018) open to the public. They serve as the foundation of a network that could become an integrated countywide system for both recreation and transportation.

### Amtrak Line

In the places2040 civic engagement process, Lancaster County residents frequently mentioned the importance of Amtrak's Keystone Corridor, because it:

- Serves as an alternate mode of transportation — a means of getting around without a car;
- Provides a convenient link to cities such as Philadelphia and New York;
- Presents a rare opportunity to capitalize on three existing Amtrak stations. Placemaking efforts such as transit-oriented development could transform the neighborhoods around these stations into much more dynamic places to live, work, learn, and play.

### Mobility Hub

These places serve as focal points on the transportation network. They're multimodal — they integrate different forms of transportation. They also function as gateways and create opportunities for placemaking. Two types of mobility hubs are shown on the map, and they are distinguished by different levels of investment in bicycle and pedestrian infrastructure.

### Primary

These hubs provide the most transportation options and connections between modes (automobile, transit, bicycle, pedestrian), especially for trips outside the county. They have the most transit riders, making them prime locations for transit-oriented, compact, mixed-use development as well as employment and leisure. Facilities generally include a climate-controlled building. Vehicle sharing (bicycles, scooters, etc.) and commuter parking is available.

The primary hubs shown on the map include the county's Amtrak rail stations as well as transfer centers identified in the South Central Transit Authority's *Transit Development Plan Update: Final Report* (2018).

### Secondary

These hubs are important transit stops designed to make transit more accessible to other modes (automobile, bicycle, pedestrian). Their locations are meant to encourage investment in places that are walkable and bikeable. Facilities at these hubs rise above typical transit stops, and include shelters with adequate seating. Parking is available nearby.

The secondary hubs shown on the map are those identified during the planning process for the *Lancaster Active Transportation Plan* (2019). They are found in the city, boroughs, larger villages, and at other high-activity transit locations.

## Landscapes

Lancaster County is known for its landscapes, and they can be defined in a number of ways. This plan thinks of them as areas of land with common characteristics – places defined by historic, natural, or cultural features, rather than by the boundaries people have imposed on them. It's important to note that the dashed lines drawn on this map are just loose approximations of these landscapes. In the future, they will be more carefully defined in place-based planning and analysis to implement places2040.

The landscapes shown on this map are not the only ones that should be considered for this kind of planning. They're simply the ones that rose to the top in the places2040 civic engagement process. These landscapes are:

- Furnace Hills (PA Highlands) – This area is just a small part of the Appalachian Highlands, a region that extends up and down the eastern United States. Within Lancaster County, the Furnace Hills are located north of the Pennsylvania Turnpike.
- Eastern Lancaster County Cultural Landscape – This area has historically been the heart of the county's Amish and Plain Sect communities. While its boundaries are unclear, it generally includes most of the area east and northeast of Lancaster City.
- Southern Lancaster County – Known locally as the "Southern End," this area has long defined itself as a unique part of the county. Everyone has an opinion about where to draw the lines, but in general terms, it's the area south of the Lancaster metro area.
- Susquehanna Riverlands – This area extends the entire length of Lancaster County along the Susquehanna River. The Lancaster County portion of the river is just one segment of a larger system that links New York and Pennsylvania with the Chesapeake Bay.

# Other Elements

☐ **Buildable Land**
Inside Growth Areas (UGAs and VGAs), areas shown in white represent areas of land that were considered "unbuilt" based on analysis undertaken during development of the Lancaster County Future Land Use and Transportation Map.

It's important to note that these areas are a generalized visual representation of unbuilt land, not a representation of the data in *Lancaster County: Buildable Lands, 2015–2040*, a report completed during the places2040 planning process. The data in that report was generated using a different methodology.

● **Rural Village**
These villages 1) are located outside the UGAs and VGAs defined in this plan, 2) have 50+ dwelling units, and 3) are not intended to accommodate growth. While these villages are important centers of economic and social activity, they do not have the infrastructure (sewer service) necessary for significant growth, and are not planning to provide that service. Instead, the focus is on redevelopment and infill. These villages are located within the Natural or Agriculture character zones, and are considered an integral and appropriate part of these zones.

**Defining Villages**

In Lancaster County, any group of dwellings with an established history and place name could be considered a village. Although all of these places are significant, places2040 defines the term "village" the same way the Lancaster County Planning Commission (LCPC) has defined it since the early 1990s. By this definition, villages are communities that 1) are located <u>outside</u> Urban Growth Areas (UGAs) and 2) have 50+ dwelling units.

Villages that meet these criteria appear on the Growth Management Framework Map developed for *Balance* (2006), the growth management element of the previous Lancaster County comprehensive plan – and the same villages appear on the Lancaster County Future Land Use and Transportation Map in this plan (places2040). On this map, villages are shown in one of two ways:

- *Villages intended to accommodate growth* are identified as Village Growth Areas (VGAs) and shown with boundaries. Some of these boundaries have been adopted; others are shown for illustrative purposes only.
- *Villages <u>not</u> intended to accommodate growth* are identified as "Rural Villages" and shown with a dot.

⚠ **Quarry**
Quarries are shown on this map because mining is an industry focused on natural resources (such as limestone, shale, and clay) that exist only in certain locations. The quarries shown on this map are those with active permits (2018) issued by the Pennsylvania Department of Environmental Protection (DEP). Quarries in proximity to one another (and under the same ownership) are represented by a single symbol. *Note: Inside UGAs, quarries are classified as part of the Special District character zone. Outside UGAs, they currently form a part of the Natural or Agriculture zones – although they may be classified as Special Districts in future place-based planning and analysis to implement places2040.*

🔵 **Water Body**
For clarity, this map only shows the largest and most significant water bodies in Lancaster County: the Susquehanna River, Middle Creek Lake, Octoraro Reservoir, and Muddy Run Reservoir. Several other rivers and creeks are not shown as water bodies, but are visible on the map as linear features within the Natural Conservation character zone.

〽 **Other Road**
A selection of major roads in Lancaster County is shown as a point of reference – a visual aid in locating places on the map.

# Character Zones: Description

| Natural | Agriculture | Rural Community |
|---|---|---|
| **Preservation** | **Preservation** | **Core** |
| • Large contiguous areas of exceptional natural lands, including woodlands and wetlands. Also includes natural-resource based industries (such as quarries and sustainable timbering).<br><br>• Provides ecological benefits such as air and water cleaning and habitat protection. May also provide scenic and recreational value. | • Large contiguous areas of farmland with fewer incompatible land-use and utility intrusions. Includes natural-resource based industries (such as quarries and sustainable timbering).<br><br>• Contains best combination of prime soils and physical characteristics that produce economically sustainable yields. | • Moderate to higher density; has traditional village scale and character.<br><br>• Typically detached residential dwelling units on smaller lots, mixed with small-scale commercial, industrial, and institutional uses. |
| **Conservation** | **Conservation** | **Other Developed** |
| • Important natural lands that are smaller in area, more fragmented, and lower in quality. Includes some other low-density uses and natural-resource based industries (such as quarries and sustainable timbering).<br><br>• Serves as a buffer that enhances ecological benefits of Natural Preservation zone. May also provide scenic and recreational value. | • Smaller, more fragmented areas of farmland with greater number of incompatible land-use and utility intrusions. Includes some other low-density uses and natural-resource based industries (such as quarries and sustainable timbering).<br><br>• Contains a patchwork of prime soils. Although soil quality may be lower, this farmland is vital to sustaining the rural economy. | • Low to moderate density; automobile-oriented. Typically does not have traditional village scale and character.<br><br>• Single-family detached residential dwelling units 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.<br><br>• Primarily single-family detached residential dwelling units on larger lots, with commercial uses in strip centers, big-box stores, and shopping malls.<br><br>• 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).<br><br>• Attached and detached residential dwelling units on smaller lots, mixed with small-scale commercial, industrial, and institutional uses.<br><br>• Transportation network is more connected, with some pedestrian and bicycle infrastructure. | **City**<br><br>• Highest density; traditional urban scale and character. Includes Central Business District and adjacent areas of downtown Lancaster City.<br><br>• Mixed-use 3- to 5-story buildings, with a few approaching 20 stories. Residential dwelling units often above commercial uses. Transportation network is highly connected; pedestrian and bicycle infrastructure is more extensive.<br><br>**Borough**<br><br>• Highest density outside city; traditional urban scale and character. Includes Central Business District and adjacent areas of a borough downtown.<br><br>• 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.<br><br>• Typically contains a single large-scale commercial, industrial, or institutional use, often in a campus-like setting. Uses may include (but are not limited to) business parks, airports, school campuses, municipal facilities, and natural-resource based industries (such as quarries).<br><br>• With the exception of college campuses, the transportation network typically has minimal connections; pedestrian and bicycle infrastructure is limited.<br><br>*Notes:*<br>*1. Special Districts are also found in rural areas, but were not identified as part of the places2040 planning process. In the future, Lancaster County Planning Commission (LCPC) staff will identify these areas in the context of place-based planning and analysis to implement places2040.*<br>*2. In this plan, the term "Special District" does not refer to a governing or taxing entity. Instead, it applies to certain land uses and patterns that don't fit easily into other zones. It's a term commonly used in transect-based planning – the kind of place-based thinking reflected in our character zones.* |
|  |  |  |  |

# Character Zones: Policy

| Natural | Agriculture | Rural Community |
|---|---|---|
| **Preservation**<br><br>• Preserved in perpetuity and managed for environmental benefits and passive recreation.<br><br>• Development strongly discouraged. Expansion of existing natural resource-based industries (such as quarries and sustainable timbering) appropriate under certain conditions. | **Preservation**<br><br>• Preserved in perpetuity and managed for agricultural use.<br><br>• Development strongly discouraged. Expansion of natural resource-based industries (such as quarries and sustainable timbering) appropriate under certain conditions. | **Core**<br><br>• Emphasis on enhancement, reuse, and infill, with some retrofit and redevelopment (if consistent with infrastructure capacity). |
| **Conservation**<br><br>• Strong protection warranted, but generally not a priority for preservation.<br><br>• Development limited, but appropriate if sensitive to surrounding natural resources. Expansion of natural resource-based industries (such as quarries and sustainable timbering) also appropriate. | **Conservation**<br><br>• Strong protection warranted, but generally not a priority for preservation.<br><br>• Development limited, but appropriate if related to agricultural context or natural resource-based industries (such as quarries and sustainable timbering). | **Other Developed**<br><br>• Emphasis on enhancement, retrofit, and redevelopment, with some infill and reuse. New development incorporates some aspects of traditional village scale and character.<br><br>• 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.<br><br>• New development incorporates some aspects of traditional urban scale and character.<br><br>• Transportation network provides more connections and pedestrian and bicycle infrastructure. | • Emphasis on enhancement, reuse, and infill, with some retrofit and redevelopment.<br><br>• Transportation network provides significant pedestrian and bicycle infrastructure, with some additional connections. | ### City<br>• Emphasis on enhancement, reuse, and infill, with some retrofit and redevelopment. Building heights are greater, but sensitive to surrounding scale and character.<br><br>• Transportation network provides extensive pedestrian and bicycle infrastructure, with some additional connections.<br><br>### Borough<br>• Emphasis on enhancement, reuse, and infill, with some retrofit and redevelopment. Building heights are greater, but sensitive to surrounding scale and character.<br><br>• 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.<br><br>• Transportation network provides more connections and pedestrian and bicycle infrastructure.<br><br>*Notes:*<br>*1. Special Districts are also found in rural areas, but were not identified as part of the places2040 planning process. In the future, Lancaster County Planning Commission (LCPC) staff will identify these areas in the context of place-based planning and analysis to implement places2040.*<br>*2. In this plan, the term "Special District" does not refer to a governing or taxing entity. Instead, it applies to certain land uses and patterns that don't fit easily into other zones. It's a term commonly used in transect-based planning – the kind of place-based thinking reflected in our character zones.* |

**COMMUNITIES**
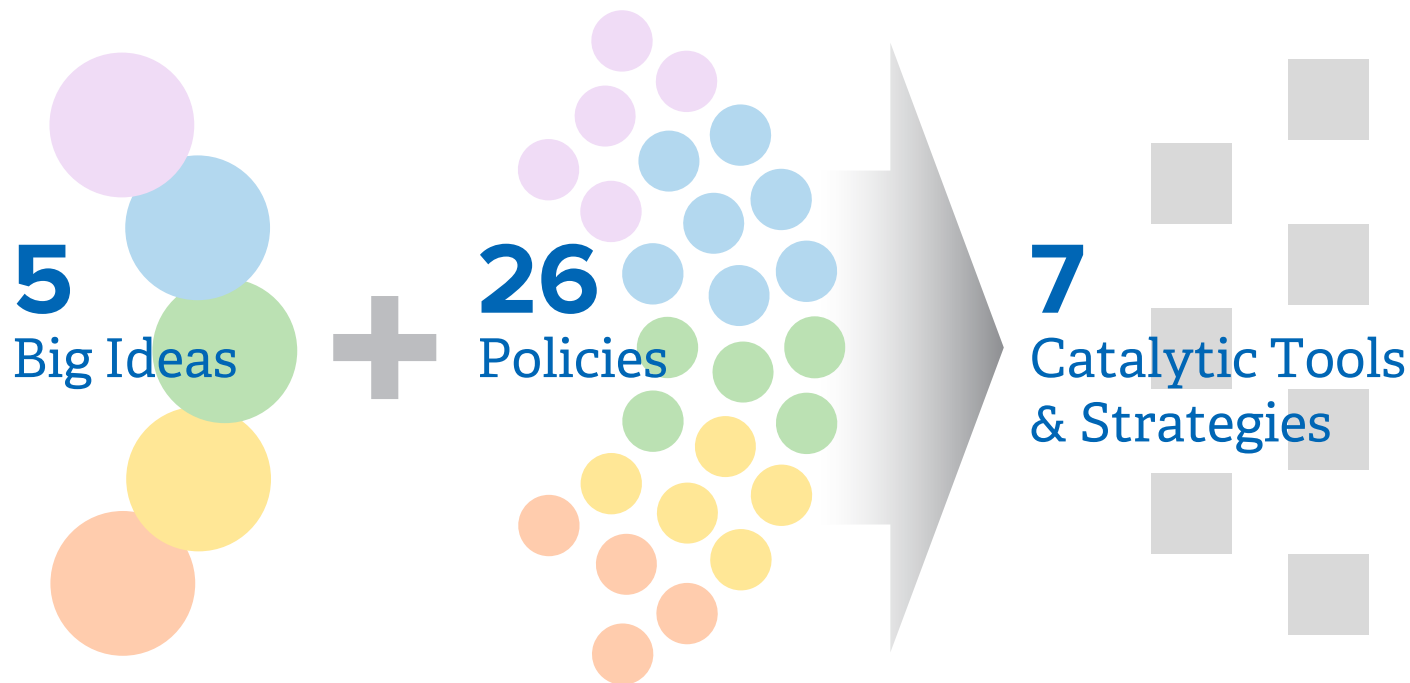
**CORRIDORS**

# MOVING FORWARD TOGETHER

*Deciding what not to do is as important as deciding what to do.*
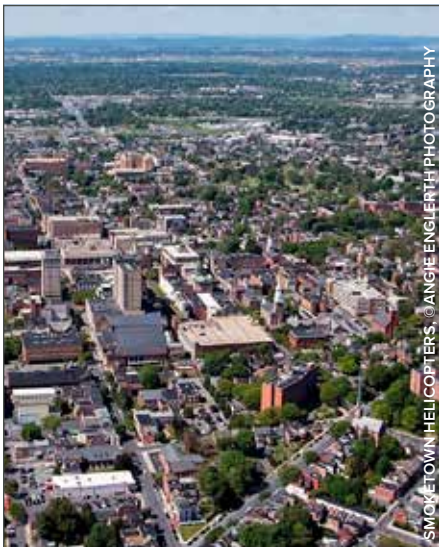
Steve Jobs

# 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.

**5** Big Ideas **+** **26** Policies → **7** Catalytic Tools & Strategies

# Catalytic Tools & Strategies



SMOKETOWN HELICOPTERS, ©ANGIE ENGLERTH PHOTOGRAPHY

- Practice place-based planning and analysis
- 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

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 — more than 20 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.

## Practice place-based planning and analysis

Whenever possible, we need to move in the direction of planning for places defined by natural, historic, and cultural features rather than by political boundaries. Economic markets, natural systems, and infrastructure networks don't abide by traditional boundaries, so we need to plan more holistically. Having said that, multi-municipal regional plans are a positive step, and the Lancaster County Planning Commission (LCPC) will continue to provide technical assistance in these efforts.

At the same time, it's important to continue what we've started with places2040. This plan looks at the county as a whole — but we also need to take what we've learned and apply it at a different scale. We need to plan for the places we see as we travel between where we live, where we work, and where we spend our free time.

These places are the same ones 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 with common features. The more we reorient our planning efforts around these concepts, the more successful we'll be in creating the future we want to see.

For example, if a corridor extends through several townships, each township could agree to apply the same policies and regulations within that corridor. The business community, in particular, would like to see that kind of consistency.

We should also move toward adoption of similar policies and regulations for character zones. Generally speaking, what 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 similar to what we want to see in other agricultural areas. Of course, there are regional differences, and we should respect them.

Many concepts in this plan can only be implemented at the local level — but that doesn't prevent us from achieving some consistency in our efforts. Working with municipal partners and other stakeholders, LCPC will undertake planning and analysis for places such as individual Urban Growth Areas (UGAs), roadways, and natural and agricultural landscapes that the public identified as a priority.

- Integrate multi-municipal regional plans with place-based planning and analysis.
- Focus on achieving consistency 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 more difficult to 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.
- Minimize discretionary review processes, and instead, make most allowed uses "by right." When zoning districts allow for too many variances and special exceptions, decisions are more subjective. Participants can't predict the outcome, which makes the process more complex, time-consuming, and costly. Making a use "by right" means that it's clearly permitted. This approach streamlines the process and provides greater certainty and consistency. It helps us 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 rural areas, providing water and sewer service can lead to growth that puts our farmland and natural areas at risk.

Future investment in water and sewer infrastructure should focus on growth areas identified on the Lancaster County Future Land Use and Transportation Map contained in this plan. All of the Urban Growth Areas (UGAs) shown on the map have some existing water and sewer infrastructure. The Village Growth Areas (VGAs) shown on the map represent the villages that currently have sewer infrastructure, or are planning to provide it.

Different types of infrastructure are appropriate for each of these areas:

- **UGAs** – Water and sewer infrastructure should be provided throughout all of these areas.
- **VGAs** – Sewer infrastructure should be provided throughout all of these areas. When feasible, water infrastructure should also be provided.
- **Areas Outside UGAs and VGAs** – Water and/or sewer infrastructure should only be provided in existing communities where failing on-lot systems or contaminated wells pose a threat to public health. Except in these situations, new development in

areas outside UGAs and VGAs 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 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. All sectors need to work together – public (governments, agencies, authorities), private (businesses, individuals), and nonprofit (advocacy groups, trade associations).

- 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.

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

Henry Ford

# Implementation

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 (LCPC) alone. Instead, it provides a framework for all of us to make better decisions about our future, and to make them from a countywide perspective. When we say "all of us," that includes the public, private, and nonprofit sectors!

Completing the plan was just the beginning of the journey, because implementation is where the rubber meets the road. The entire community – especially our municipal partners – will be involved in bringing this plan to life. Many of the key tasks, however, will be managed by LCPC and the Partners for Place. Some of these tasks will be accomplished jointly; others will be completed in house by LCPC staff with input and assistance from LCPC members.

# Roles and Responsibilities

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**Partners for Place and LCPC: Together**

- Establish implementation teams
- Set priorities for the short, medium, and long term
- Start the next level of places2040 planning and analysis
- Create a reporting mechanism
- Establish an awards program
- Engage citizens and the community

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## Establish implementation teams

LCPC, with input from the Partners for Place, will create implementation teams focused on each of the 7 catalytic tools and strategies. These teams will be led by LCPC staff or a representative from a Partner for Place organization. LCPC will also provide staff support. Members of the teams will include additional Partners for Place representatives, as well as other key stakeholders and technical advisors in the community. Each team will:

- Identify the challenges and barriers to achieving implementation of their assigned tool or strategy; and
- Provide solutions and opportunities to move that tool or strategy forward in the community – such as developing model ordinances, creating educational programs and workshops, and identifying funding sources.

## 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).

## Start the next level of places2040 planning and analysis

The "next level" of planning is place-based planning and analysis that takes places2040 principles to a more regional level. Working together, LCPC and the Partners for Place will establish a process for identifying communities, corridors, and landscapes that are priorities for this type of planning and analysis. Examples might include Urban Growth Areas (UGAs), roadways and trails, and natural and agricultural landscapes that were mentioned in our civic engagement process.

Selection of these places will be based on factors such as local interest; readiness to work together; degree of public, private, and nonprofit involvement; and commitment to implementation. LCPC staff will provide technical support and facilitate these efforts from planning through implementation.

A formal or informal structure – one that includes the public, private, and nonprofit sectors – will be established to oversee the planning process. Participants in these initiatives will focus on identifying opportunities to implement the 7 catalytic tools and strategies outlined in this plan.

## Create a reporting mechanism

LCPC will work with its Partners for Place to 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 effort will involve a set of indicators, many of which are outlined in the "How We'll Measure Our Progress" section of each big idea. In addition, a growth tracking component will measure the location, pattern, and timing of new development in Lancaster County.

## Establish an awards program

Partners for Place and LCPC will rework LCPC's Leadership Awards Program to focus on recognizing people, programs, projects, and activities that embrace and implement places2040 policies.

## Engage citizens and the community

LCPC and the Partners for Place will work together to facilitate and foster community involvement in implementing places2040. Part of the effort will focus on creating opportunities to engage citizens and local leaders who want to get more involved in land-use planning. This could take the form of a citizens' group — perhaps called Champions for Place — that could work to create positive change in Lancaster County.

An additional outcome might be a Placemaking Institute designed to foster community education and action. This institute could be an educational certification program for those who want to learn more about planning issues and opportunities. It could also provide independent workshops, a speaker series, and webinars.

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### Lancaster County Planning Commission: In House

- Align LCPC's work program and reviews with places2040
- Plan beyond Lancaster County

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## Align LCPC's work program and reviews with places2040

A major focus for LCPC will be to align its resources and work program to facilitate the implementation of places2040. There will be an emphasis on providing support for 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 the big ideas and policies in this plan are addressed consistently in reviews of subdivision and land development plans, rezonings, text, and comp plan amendments, etc.

## Plan beyond Lancaster County

Where we are matters. Lancaster County is strategically located in south central Pennsylvania, within a few hours of several major metropolitan areas. Just as we need to look beyond the boundaries that exist within Lancaster County, we need to look beyond the county's borders. This plan identifies many opportunities to do that, particularly in economic development and tourism; transportation; parks, trails, and natural areas; and the environment. LCPC will continue to work with surrounding counties on these issues, especially when related to the Priority Places on the Lancaster County Future Land Use and Transportation Map.
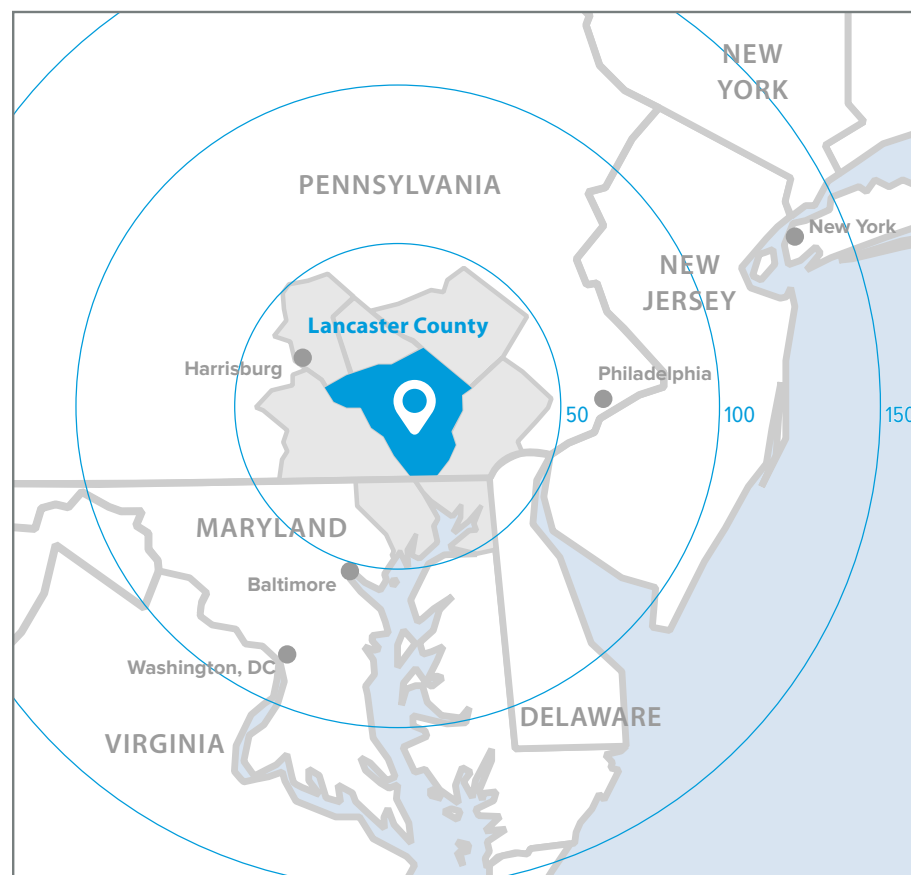
# The Importance of Place

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.

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