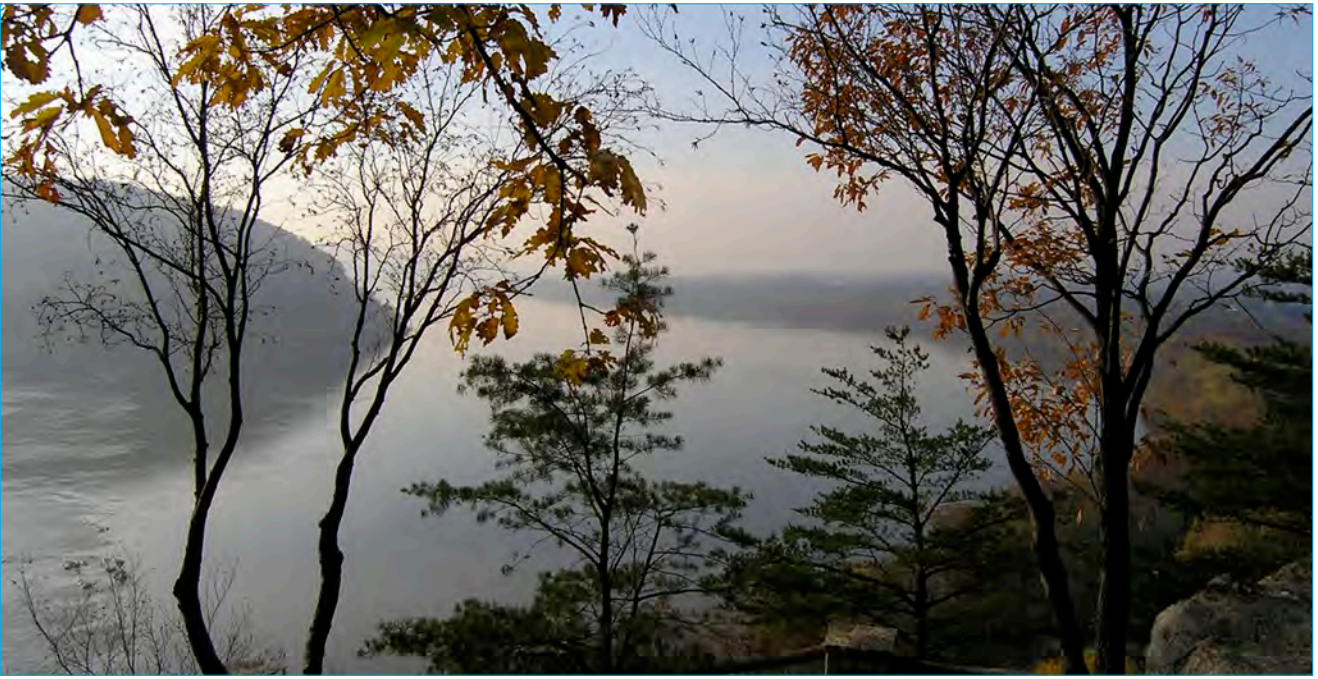

DONEGAL

Region Comprehensive Plan

East Donegal Township

Marietta Borough

Mount Joy Borough

Donegal School District

August, 2011

Donegal Region Comprehensive Plan

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Vision Statement

In the year 2030, Donegal residents benefit from an exceptional quality of life and prosperous economy built on the combined natural, cultural, recreational, and other assets of the region's three municipalities. Marietta is a vibrant borough, employment hub, and destination for visitors drawn by its historic character and strategic location on the Susquehanna River Greenway. Mount Joy Borough is both a center of retail, dining and other business activity and a thriving residential community focused on its walkable Main Street and train station. East Donegal Township's preserved farms are a pillar of the economy and provide a scenic country setting for the region's towns that is enjoyed by residents and visitors alike. Together, the municipalities leverage their resources to promote a cohesive identity and build connections inside and outside the region.

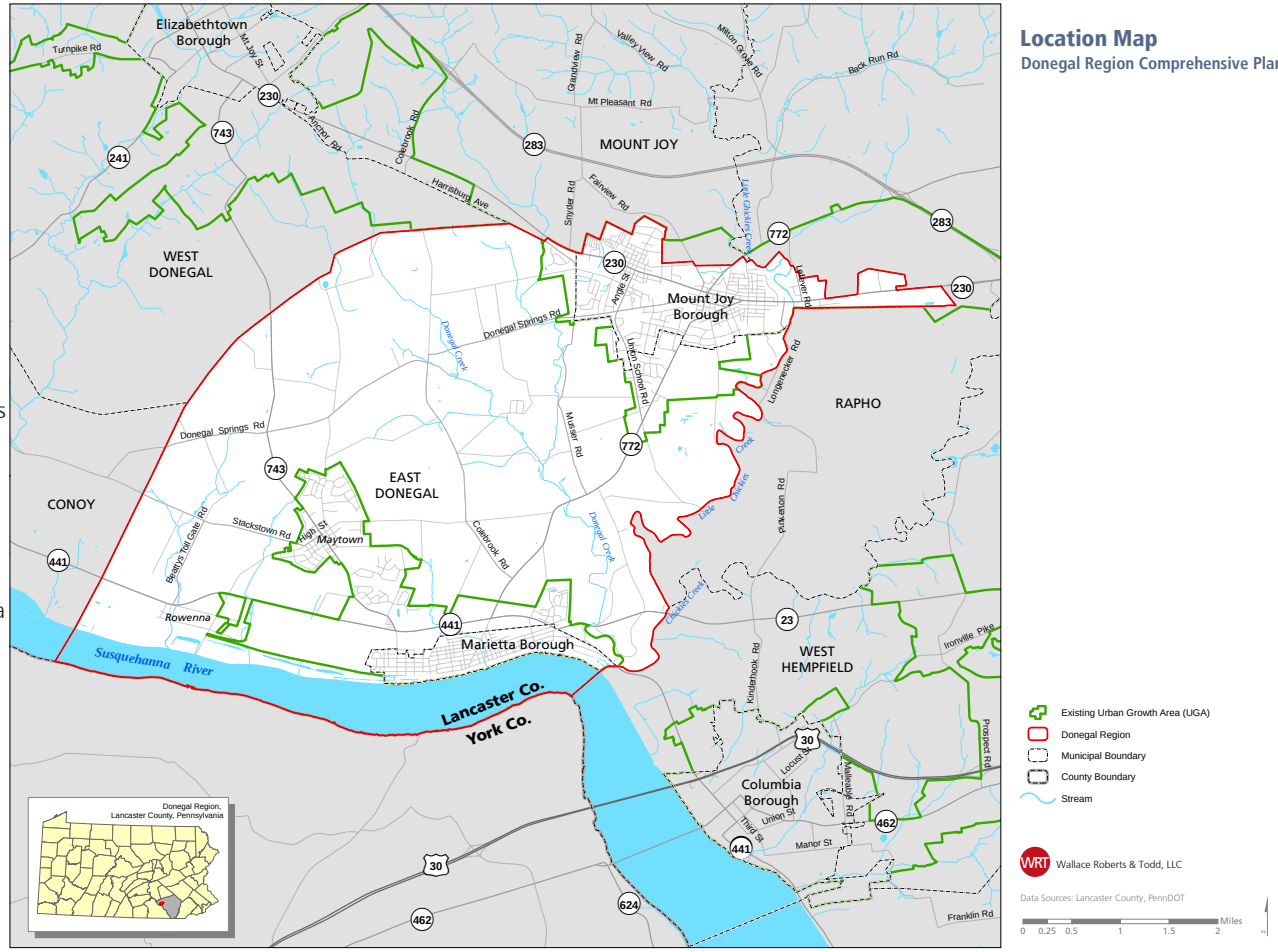
1. Introduction

Regional Context

The municipalities of East Donegal Township, Marietta Borough, and Mount Joy Borough and the Donegal School District make up the Donegal region in north-western Lancaster County. The region's location along the banks of the Susquehanna River, its thriving agricultural heritage, and historic small town character are defining characteristics. East Donegal Township is a leader in farmland preservation with over 43% of its land area permanently preserved for agricultural use. Located on the Susquehanna River, Marietta Borough features a rich architectural building stock intact from its beginnings as a 19th century industrial town. May-town, in East Donegal Township, boasts a 250-year history with 18th and 19th century buildings laid out around a diamond-shaped village green. Mount Joy Borough, is the largest of the three town centers, with a traditional Main Street, historic residential and commer-cial buildings, and the Mount Joy Amtrak Station.

Figure 1.1 illustrates the location of the Donegal region within Lancaster County. It also shows the locations of existing Urban Growth Areas (UGAs) that have been adopted by the Donegal region municipalities.

Figure 1.1



GIS Data: LCPC 2009

Need for the Comprehensive Plan

Lancaster County has a history of progressive, forward-thinking planning. The Lancaster County Comprehensive Plan provides an excellent framework for planning and the Donegal Region Comprehensive Plan draws from the recommendations of its Growth Management Element and other functional elements, including Housing, Green Infrastructure, Transportation, and Cultural Heritage. In addition, multi-municipal planning enables the use of innovative tools under the Pennsylvania Municipalities Planning Code (MPC).

This Comprehensive Plan is an update to the region's 1995 Plan. The 1995 Plan emphasized the creation of urban growth areas and preservation of agriculture. These two principles are the basis of the growth management framework for the region. Since 1995, a number of new trends, challenges, and opportunities have emerged. Like all of Lancaster County, the Donegal region is affected by patterns of mobility, migration, and growth that have accelerated the rate of change over the last several decades, including:

- The region's population is growing at a rate faster than anticipated by the County's long-range population targets.
- Residential growth is putting pressure on Donegal School District facilities, including schools and recreational fields.
- Large-scale commercial and employment development is occurring just outside the region in nearby Rapho Township's Triangle Area. This development impacts the region's roads and infrastructure, but does not provide direct tax benefits to the Donegal municipalities or public service providers (e.g., police, fire).
- While residential traditional neighborhood development is occurring in the region's Urban Growth Areas (UGAs), there are issues with the housing mix, neighborhood design, and design quality.
- There are a number of commercial vacancies and underutilized properties in the region. A lack of economic development is impacting the region's fiscal health.

The fundamental purpose of the Donegal Region Comprehensive Plan is to chart a future course for the region that strengthens its small towns, maintains its rural character, and improves its quality of life. The plan consists of a vision statement, goals, objectives, and actions established by the Donegal Region Steering Committee, with input from residents, business owners, and local leaders. Consistent with the MPC, elements covered by this Comprehensive Plan include:

- Vision Statement and Growth Management Framework (Chapter 2)
- Land Use Element (Chapter 3)
- Agricultural, Natural, and Cultural Resources Element (Chapter 4)
- Recreation and Open Space Element (Chapter 5)
- Housing Element (Chapter 6)
- Transportation Element (Chapter 7)
- Economic Development Element (Chapter 8)
- Community Services and Utility Facilities Element (Chapter 9)
- Implementation Element (Chapter 10)

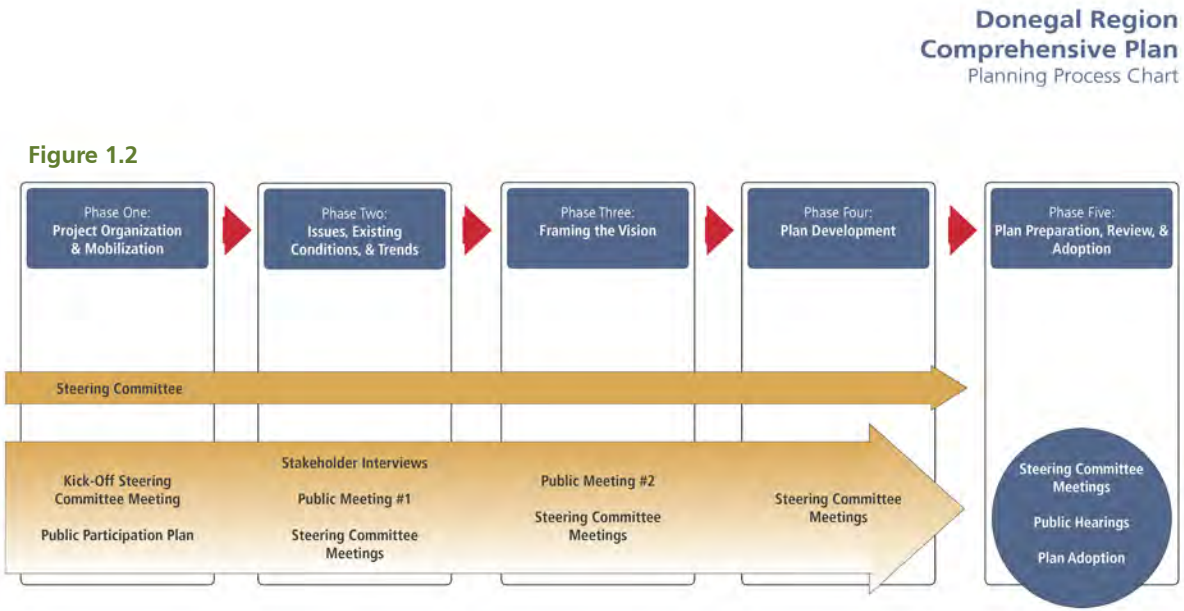
The success of the plan depends on regional cooperation between the three municipalities and the school district. Key plan strategies include:

- Create a Regional Planning and Economic Development Advisory Group to monitor local development proposals, seek ways to coordinate with surrounding municipalities and the County, and implement the Comprehensive Plan. An initial priority of the group could be to encourage non-residential development to locate within the region in order to provide tax benefits that do not exist from adjacent commercial development centers such as the Rapho Township Triangle Area.
- Accommodate a minimum of 85% of region's popu-

lation and employment growth in UGA's through mixed-use and transit-oriented development, senior housing, and adaptive reuse of buildings, while improving the character of new development.

- Track and inventory new housing and commercial development and revisit the urban growth area analysis within 3-5 years to ensure sufficient capacity in the future.
- Improve parks and greenway connections to better take advantage of the region's location along the Susquehanna River, improve recreational opportunities, and preserve natural habitats.
- Celebrate the region's successes in agricultural preservation and continue to increase the number of permanently preserved farms through conservation easements and other strategies (e.g., Transfer of Development Rights, target properties for purchase of development rights).
- Continue to regionalize public services (e.g., police, fire, and emergency services) to more efficiently use resources and reduce costs; especially related to increased service demands resulting from new development in the Rapho Township Triangle Area.

Figure 1.2



Planning Process

The planning process was broken down into five phases as described in Figure 1.2 and the following description. The process was led by a 15-member Steering Committee comprised of representatives of the three municipalities and the Donegal School District. The Steering Committee worked with Lancaster County Planning Commission (LCPC) staff and the project consultant, Wallace Roberts & Todd, LLC, to define regional issues and conditions, express community values and a vision for the future, and develop initiatives and actions to achieve the vision. The Committee gathered input from the public through two Community Forums (held in the spring of 2010), stakeholder interviews, and a statistically valid community survey. The community survey provided key public input from households throughout East Donegal Township, Marietta Borough, and Mount Joy Borough. ETC Institute (a market research firm) conducted the mail and phone survey of 821 households in the region (see Appendix A).

The planning process consisted of the following phases:

Phase 1: Project Organization and Mobilization
During this initial organizational phase, a kickoff meeting and community tour were conducted to initiate discussion on the issues to be addressed in the Comprehensive Plan, the public participation program (e.g., community forums, the statistically valid survey, outreach), and existing plans and data available to inform the planning process.

Phase 2: Issues Identification, Existing Conditions, and Trends Analysis – In this phase, data on existing conditions and trends, community indicators, the results of the Steering Committee discussions and stakeholder interviews, existing plans and policies, and input received at a public forum were analyzed and synthesized, to gain a strategic understanding of the important issues and trends that will influence the Donegal region's future. The team completed Phase 2 with a Strategic Issues Report in March 2010 and the results of the statistically valid community survey.

Phase 3: Framing the Vision – In this phase a vision and goals for the future of the Donegal region were formulated based on the results of Phase 2. The visions and goals draw extensively from community input, stakeholder interviews, Steering Committee direction, and the Strategic Issues Report. A growth management analysis was also developed during this phase. The analysis (see Appendix B) led to the preparation of a Future Land Use Map (see Figure 3.3) for the region. The analysis tested the existing Urban Growth Areas for developable land, population trends and projections, and the existing growth management framework to see if any changes or refinements were needed. A second public meeting was held during Phase 3 to achieve consensus on the vision statement and to brainstorm goals and actions to implement the vision.

Phase 4: Plan Development – In this phase the results of the previous phases were developed, tested, and fleshed out into a Comprehensive Plan for the Donegal region. The Steering Committee reviewed each topical element and the Implementation Element (Chapter 10) during this phase.

Phase 5: Comprehensive Plan Preparation, Review, and Adoption – This phase includes revisions to the complete Comprehensive Plan, public review, and adoption by the participating municipalities.

2. Vision and Growth Management Framework

The vision statement describes in clear, simple terms the kind of place residents want the Donegal region to be 20 years in the future - the time horizon of the Comprehensive Plan. As an expression of shared community values and motivations, it provides the guide for the goals, objectives, and actions described in detail through the remainder of the Comprehensive Plan.

The vision statement was prepared based on steering committee input and feedback from the community at the March and June 2010 public meetings, stakeholder interviews, and the 2010 Community Survey. The vision captures the distinct characteristics of the region's three municipalities while emphasizing their desire to work together to create a cohesive identity for the region. The guiding principles establish broad strategic directions for the objectives and actions contained in the plan elements.

Vision Statement

In the year 2030, Donegal residents benefit from an exceptional quality of life and prosperous economy built on the combined natural, cultural, recreational, and other assets of the region's three municipalities. Marietta is a vibrant borough, employment hub, and destination for visitors drawn by its historic character and strategic location on the Susquehanna River Greenway. Mount Joy Borough is both a center of retail, dining and other business activity and a thriving residential community focused on its walkable Main Street and train station. East Donegal Township's preserved farms are a pillar of the economy and provide a scenic country setting for the region's towns that is enjoyed by residents and visitors alike. Together, the municipalities leverage their resources to promote a cohesive identity and build connections inside and outside the region.

Guiding Principles

1. Regional Cooperation

The municipalities, Donegal School District, and other community organizations partner together to provide quality, cost-effective public facilities, services, and infrastructure, and to market the region's assets to the outside world.

2. Accessible Lifestyle

Donegal residents have access to good housing, employment, shopping, recreation, and other opportunities to live, work, and play within the region.

3. Sustainable Growth

Development occurs within and adjacent to the region's towns in forms that complement local character, support the economy, and maintain agricultural, natural, historic, and recreational resources.

4. Economic Diversity

The region's diverse economy provides new business and job opportunities for residents, ranging from agricultural production to tourism to advanced manufacturing and other innovative industries.

5. Multimodal Connections

Donegal's municipalities are linked to each other and to places outside the region by roadways, rail, biking and hiking trails, and other components of a robust transportation system.

Growth Management Framework

Balance, the Growth Management Element of the Lancaster County Comprehensive Plan, sets a countywide framework for growth and conservation in the Donegal region in the form of Designated Growth Areas and Designated Rural Resources Areas (including agricultural and natural areas).

At the regional level, the Donegal region has an existing growth management framework in place (see Figure 2.1). This framework consists of the Marietta and Mount Joy-Donegal Urban Growth Areas (UGAs) and strong agricultural zoning, as well as an agricultural conservation easement program. The region adopted its UGAs following the recommendation of the 1995 Comprehensive Plan and Lancaster County Growth Management Element.

Based on a growth capacity analysis conducted for this plan, the existing growth areas have sufficient capacity to accommodate projected development provided that targets for average net density within them are met (see Appendix B). However, in contrast to population targets, recent population estimates from the U.S. Census and building permit data suggest that the region is growing at a much faster pace than anticipated in the Lancaster County population projections.[1]

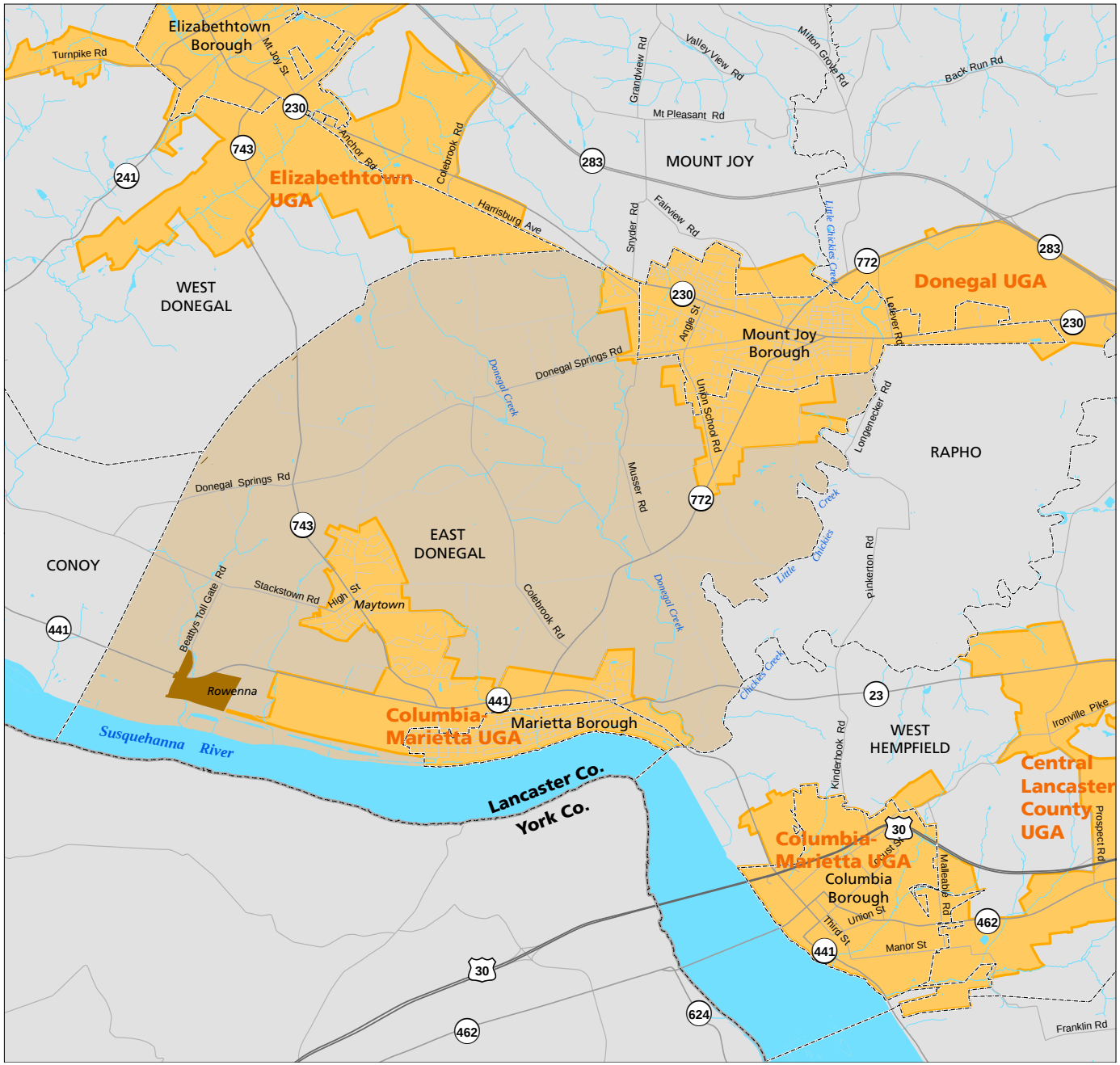
1 The 2010 U.S. Census confirms that greater growth has occured than earlier estimates projected.

At this time the Comprehensive Plan does not propose any adjustments to the current urban growth areas and rural (agricultural) areas, with the exception of designating the Village of Rowenna as a Crossroads Community consistent with the County's Growth Management Element. To ensure there is sufficient capacity in the region's growth areas over the next 10-20 years, the Donegal region municipalities should continue to track and inventory new housing development and revisit the growth area analysis within 3-5 years.

Within the existing framework, the Comprehensive Plan sets the following overall directions for growth and conservation within the Donegal region:

- Promote continued revitalization of Marietta and Mount Joy Boroughs.
    - In Marietta, focus on tourism, downtown development, investment in existing historic building stock, and targeted redevelopment of vacant/blighted properties, all tied to the Susquehanna River and trail development.
    - In Mount Joy, focus on continued Main Street revitalization and transit-oriented development connected to the Amtrak Station.
- Maintain agricultural/rural character in East Donegal Township.
- Increase the non-residential tax base in all three municipalities (e.g., industrial in East Donegal).
- Target new residential development to growth areas at sufficient densities to maintain surrounding agriculture/rural character while addressing quality, character, and impacts of new development.

Figure 2.1



Growth Management Framework

Donegal Region Comprehensive Plan

Existing Urban Growth Area (UGA)
Proposed Crossroads Community
Stream
Rural Resource Areas

Wallace Roberts & Todd, LLC

Data Sources: Lancaster County, PennDOT, NRCS

0 0.25 0.5 1 1.5 2 Miles

GIS Data: LCPC 2009

3. Land Use Element

Overview

The Donegal region, like much of Lancaster County, is known for its rich limestone soils and productive agriculture industry. Agriculture remains the predominant land use and is concentrated primarily in East Donegal Township. Residential, commercial, and industrial uses are located in Marietta and Mount Joy Boroughs and within their associated urban growth areas.

Several Traditional Neighborhood Developments (TNDs) have been built in the Donegal Region in recent years, including Florin Hill in Mount Joy Borough and Castleton in East Donegal Township (Marietta UGA). Still, the prominent residential pattern in the region is single-family neighborhoods. Major industrial land uses in the area include the Glaxo-Smith Kline facility and Armstrong Industries in East Donegal Township. Regional parks include Chickies Rock County Park and East Donegal Township's Riverfront Park. Public and private institutional uses are located within the region. With the exception of the Lancaster Mennonite School, all schools are located within the region's UGAs. The largest campus is the Donegal High School / Donegal Springs Elementary School located on Route 772.

Marietta Borough has a rich heritage that includes industrial uses shaped by the Susquehanna River and iron/railroad industries, early 19th century residential homes, and a former business district along West Market Street. Much of the Borough's historic building stock is intact. Commercial uses in Marietta Borough include restaurants, retail shops, and service/office businesses.

Traditional Neighborhood Development (TND). A goal of the Lancaster County Growth Management Element, TND is defined as compact, mixed-use, pedestrian friendly development patterns modeled after traditional pre-1950 American towns. Characteristics include interconnected streets, sidewalks, small lots, and building placed close to the street.

Mount Joy Borough has an elongated Main Street with a mix of commercial uses serving local and area residents. The Amtrak station, located a block south of Main Street, is a key asset in the region. However, it is currently not well connected to Main Street and adjacent land uses include inefficiently used parking. Older single-family neighborhoods surround Mount Joy Borough's central business district. An industrial corridor extends along Route 230 from Mount Joy Borough east into Rapho Township and the Manheim Central School District.

East Donegal Township includes two small villages and newer, residential subdivisions within the region's UGAs. The village of Maytown, located in the center of the township, contains a mix of historically significant homes and recent suburban-style residential development centered on a town square. The smaller settlement of Rowena consists of mostly single-family homes located along the Susquehanna River in the far southwestern area of the township.

The Donegal region's 1995 Comprehensive Plan emphasized the creation of urban growth areas and preservation of agriculture. The Future Land Use Element introduced a staged land use plan to (1) reduce conversion of productive farmlands, (2) confine development areas so that public improvements and services could be provided to a compact area, and (3) predominantly focus infill development around existing settlements.

Since completing the 1995 Plan, the region adopted the Marietta UGA and the Mount Joy-Donegal UGA and preserved a large percentage of farmland in East Donegal Township. Many of the land use actions described in the 1995 Plan (e.g., establishing urban growth areas, protecting farmland) have been implemented. In addition to adopting UGAs, the municipalities revised zoning ordinances to reflect intended land use and adopted Conservation or Floodplain Districts to protect steep slopes and other natural features.

The land use goals of the 1995 Plan (i.e., protection of farmland and promotion of compact development in urban growth areas) remain at the foundation of this 2010 Comprehensive Plan update. This Plan furthers these goals by focusing on the quality and economic viability of future development. The ongoing tracking of development trends and evaluation of strategies is necessary to continue to meet these goals over the next 10-20 year period.

Existing land use breakdown in the Donegal region is shown in Table 3.1 by municipality. Table 2 illustrates future land use by municipality. Figure 3.1 illustrates existing land use, Figure 3.2 shows generalized zoning categories in the region, and 3.3 illustrates future land uses patterns.

Strengths and Issues

Key strengths and issues related to land use and zoning in the Donegal region include:

Strengths

- The region has strong agricultural zoning and is a national leader in permanently preserved farmland. Nearly 70% of residents surveyed ranked the region's agricultural industry as a major asset. In East Donegal Township, 43% of total land is permanently preserved through agricultural easements.
- A range of land uses and residential densities are permitted in the region's UGAs. East Donegal Township, Marietta Borough, and Mount Joy Borough are directing growth into UGAs and promoting mixed-use development.
- An analysis of capacity within the UGAs based on vacant land and zoning found there to be more than enough buildable land in existing growth areas to accommodate new residential development over the next 20 years. (See Chapter 2).
- Both Marietta and Mount Joy Boroughs have attractive, walkable, main street commercial districts with the potential for infill, increased activity, and redevelopment.
- The Mount Joy Amtrak station is located within walking distance of Main Street and surrounding residential development. There is potential for infill or redevelopment near the station.
- The Northwest Lancaster County River Trail is being developed as a linear park along the Susquehanna River. The trail will provide recreational opportunities, important conservation benefits, and tourism that can help spur revitalization in Marietta Borough. .

Issues

- The aesthetic quality of recent residential development and its compatibility with existing neighborhoods is a concern.
- The Donegal region has limited commercial and industrial land use. The lack of commercial and industrial uses places a strain on the region's tax base and requires residents to travel further distances for shopping and employment.
- Other than the concentration of commercial uses along Route 230 in the northern portion of the region, there is a lack of community-serving retail (e.g., grocery, hardware stores) distributed across the region. Over 80% of survey respondents felt that increasing the retail base is important or very important for the Donegal region.
- Commercial and employment development provide retail options, job opportunities, and contribute to the region's tax base. However, it is difficult to compete with neighboring municipalities to attract larger-scale commercial and industrial development. For

Table 3.1: Existing Land Use Breakdown by Municipality

	East Donegal Township		Marietta Borough		Mount Joy Borough		Donegal Region	
	Acres	%	Acres	%	Acres	%	Acres	%
Agriculture	10,640	77%	12	2%	98	6%	10,749	68%
Low Density Residential	264	2%	1	0%	8	1%	272	2%
Medium Density Residential	729	5%	219	45%	704	45%	1,653	10%
High Density Residential	100	1%	7	2%	56	4%	164	1%
Industrial	284	2%	35	7%	103	7%	422	3%
Institutional	186	1%	13	3%	37	2%	235	1%
Commercial	64	0%	27	6%	102	7%	192	1%
Mixed-Use	10	0%	7	1%	108	7%	125	1%
Undeveloped & Open Space	1,049	8%	91	19%	124	8%	1,264	8%
Recreation	203	1%	45	9%	87	6%	334	2%
Transitional	52	0%	-	0%	79	5%	131	1%
Transportation & Utilities	62	0%	22	5%	32	2%	115	1%
Wetlands	24	0%	2	0%	1	0%	28	0%
Open Water*	104	1%	3	1%	12	1%	120	1%
Total	13,770	100%	483	100%	1,550	100%	15,804	100%

Source: Lancaster County Planning Commission, GIS, 2010; Excludes Susquehanna River water acreage.

GIS Data: LCPC 2009

example, development is occurring in nearby Rapho Township (i.e., the triangle area bordered by Routes 772 and 283) in part due to more direct transportation access, no municipal property tax, and a lower school district real estate tax.

- While the Susquehanna River is a recreational and environmental asset in the region, limited access across the river is perceived as a trade-area barrier to commercial development.
- Medium to low-density development in the UGAs threatens the viability of farmland over the long-term.
- Buffers between residential uses and agricultural uses are limited in some areas and are needed throughout the region.

Land Use Goal, Objectives, and Actions

Land Use Goal

Manage future land use in the Donegal region to:

1. Support the viability of the region's towns and economy.
2. Sustain the region's strong agricultural roots and businesses.
3. Protect natural, historic and cultural resources, rural landscapes, and environmentally sensitive areas.
4. Strengthen the region's tax base and provide for cost-effective development and services.

Land Use Objectives and Actions

The following objectives and actions provide policy and regulatory direction for the three municipalities in the region to pursue to implement the long-range land use goal. Specific recommendations for each municipality are listed in Chapter 10 (Implementation).

Objective 3.1. Provide a sustainable balance of agricultural, commercial, employment, mixed-use, and residential land uses within the region, using the UGAs and Designated Rural Areas (DRAs)[1] as a guide.

Action 3.1.1. Adopt a revised future land use map for the region (Figure 3.3) and revise municipal zoning to be consistent with the Future Land Use Map. Review and revise Subdivision and Land Development Ordinances for consistency with the UGAs and Future Land Use Map.

Action 3.1.2. Concentrate all new development in the Donegal region's two UGAs. The Lancaster County Growth Management Elements recommends that at least 85% of new residential growth occur in UGAs.

Action 3.1.3. Designate Rowena as a "Crossroads Community" on the Future Land Use Map. Rowena currently receives water service, but not sewer service.

Action 3.1.4. Establish a regional advisory group, consisting of representatives from East Donegal Township, Marietta and Mount Joy Boroughs, and the Donegal School District to discuss local development proposals, implement strategies, and seek ways to better coordinate with land use policies and decisions in surrounding municipalities and Lancaster County.

The current land use mix in Marietta Borough is about 47% residential, 7% industrial, and 6% commercial. In Mount Joy Borough, the mix is about 50% residential, 7% industrial, 7% commercial, and 7% mixed-use (see Table 3.1). Nearly 85% of land outside of the UGAs is actively used for agriculture. While Marietta's UGA (which includes a portion of Marietta Borough and East

[1] The Rural Strategy of the County's Growth Management Element calls for Designated Rural Areas (DRAs) to guide long-term conservation of the agricultural economy, natural functions, and rural lifestyle (See Figure 3.1, Action 4.4.3, and text box on page 44).

Donegal Township) has a relatively high proportion of industrial land use and zoning, much of the land (e.g., Armstrong facility, Route 441 corridor) is underutilized. Numerous residents and municipal officials cite the need for more commercial and employment uses to better balance the Region's tax base and provide jobs and services near established neighborhoods.

The future land use map (Figure 3.3) introduces new land use categories to the region (e.g., crossroads community, regional commerce, and open space residential). Commercial and employment type uses (e.g., Neighborhood Commercial, Regional Commerce, and Industrial) would increase in the future. The Future Land Use map designates Rural Resource Areas (agriculture) and concentrates mixed-use development in the Boroughs and UGAs. Table 3.2 illustrates the future land use breakdown by municipality. Each of these categories is described in detail beginning on page 28.

Table 3.2. Future Land Use Breakdown by Municipality

	East Donegal Township		Marietta Borough		Mount Joy Borough		Donegal Region	
	Acres	Percentage	Acres	Percentage	Acres	Percentage	Acres	Percentage
Agriculture	10,655	77%	-	0%	-	0%	10,655	67%
Airport Commercial	24	0%	-	0%	-	0%	24	0%
Conservation / Open Space and Parks	579	4%	164	31%	109	7%	851	5%
Schools	155	1%	9	2%	31	2%	194	1%
Crossroads Community	116	1%	-	0%	-	0%	116	1%
Open Space Residential	624	5%	-	0%	47	3%	671	4%
Neighborhood Residential	680	5%	259	55%	886	57%	1,845	12%
Neighborhood Commercial	22	0%	2	1%	140	9%	144	1%
Town Center Mixed-Use	54	0%	28	4%	56	4%	138	1%
Regional Commerce	234	2%	-	0%	-	0%	234	1%
Industrial	629	5%	21	7%	282	18%	932	6%
Total	13,770	100%	483	100%	1,550	100%	15,804	100%

*Note: Total does not include the Susquehanna River water acreage.

Objective 3.2. Promote the continued viability of agricultural land use by increasing permanently preserved farmland, strengthening the economy, and limiting the potential for conflicts from new development.

Action 3.2.1. Continue to use conservation easements to preserve large contiguous areas of farmland. Explore new preservation strategies (e.g., selected purchase of development rights, transfer of development rights) with the Lancaster County Agricultural Preserve Board.

Action 3.2.2. Modify zoning to require landscape buffers and transitions (e.g., higher to lower density) between residential and commercial uses and agricultural uses.

Action 3.2.3. Continue to permit agricultural support businesses (e.g., equipment dealers, grain suppliers and buyers) within areas zoned for agriculture and industry.

Action 3.2.4. Support low impact, on-farm agriculture related businesses and agri-tourism.

The Donegal region is a national leader in agricultural preservation. Over 62% of land in East Donegal Township is within an Agricultural Security Area (ASA), with 43% of the total land in the Township permanently preserved through conservation easement. Landowners can apply to sell development rights to the Lancaster County Agriculture Preserve Board, which then ranks application for priority and carries out the easement. Other potential strategies include Transfer of Development Rights (TDR), donation of development rights, and land acquisition. TDR Ordinances have been successful in Warwick and West Hempfield Townships in Lancaster County.

Protecting farms from encroaching residential and commercial uses, as well as strengthening the agricultural economy are priorities identified by the farming community. Requiring landscape buffers or setbacks between agriculture and other uses allows a visual and noise separation to exist. In addition, support for on-farm businesses helps to provide a stable agricultural economy (see Chapter 4).

Objective 3.3. Increase compact, pedestrian-friendly, mixed-use development in Urban Growth Areas.

Action 3.3.1. Expand and/or adopt mixed-use and town center zoning districts to accommodate mixed-use redevelopment in the UGAs.

Action 3.3.2. Adopt design guidelines or standards to encourage infill or adaptive reuse in Mount Joy and Marietta Boroughs, mixed-use redevelopment in the Boroughs, and new development that is compatible with adjacent uses in the UGAs.

Action 3.3.3. Provide greenspace amenities (e.g., parks, trails, sidewalks, bike lanes) to accommodate pedestrians, bicyclists, and transit service in and around the UGAs.

Numerous studies point to the benefits of compact, mixed-use development. For example the Lancaster County Coalition for Smart Growth released a report citing advantages that include: higher concentrations of employment and retail, lower vehicle emissions and trips per person, reductions in CO2 emissions, and improved health benefits.

East Donegal Township's Traditional Neighborhood Development Overlay District (currently being revised) permits mixed-use development, but the Village Center District does not. In Mount Joy's CBD, mixed-use buildings are permitted with no more than two apartments above a principal first-floor commercial use. Mount Joy's TN District allows one apartment in each approved non-residential building in the TN Development zone. Marietta Borough's zoning does not address mixed-use or upper story uses.

Objective 3.4. Increase commercial and industrial land uses in the UGAs that provide employment opportunities for residents and help reduce municipal and school district budget constraints.

Action 3.4.1. Work toward full utilization of industrial and commercial zoned land in the Donegal region (e.g., Armstrong Industries).

Action 3.4.2. Adopt policies or incentives that encourage higher density, mixed-use development, with ground-floor commercial and employment uses in appropriate redevelopment areas.

Case Study: Industrial re-use, Glaxo-Smith Kline expansion. Wyeth Pharmaceuticals, once a major employer in the region, closed its East Donegal/ Marietta Campus in 2004. Despite challenges to reuse, Glaxo-Smith Kline renovated the site over 5 years, which is now operational for packaging and manufacturing vaccines. Through renovation, the company was able to keep jobs in the region and avoid building a new facility, while an existing building remained vacant.

Action 3.4.3. Encourage adaptive reuse of properties in Marietta Borough that incorporate first floor commercial uses and meet current market needs within a concentrated area along Market Street, including Market Street between Gay Street and New Haven Street.

Action 3.4.4. Encourage adaptive reuse of properties in Mount Joy Borough along Main Street that incorporate first floor commercial uses and meet current market needs.

Action 3.4.4. Target key redevelopment sites for investment and marketing at a regional level through coordinated efforts between municipalities. (See Objective 8.6).

Action 3.4.5. Encourage redevelopment for entertainment and recreational uses (e.g., a small theater, restaurants, kayak/boating).

Action 3.4.6. Limit negative impacts of commercial and industrial uses (e.g., traffic, relationship with adjoining residential neighborhoods) through traffic calming measures, access control, and transitions/buffers between land uses.

As stated in Objective 3.1, there is a need for a greater percentage of commercial and employment land uses in the region. Currently, industrial uses (422 acres or 3%

Case Study: Entertainment Redevelopment, Allen Theater in Annville, Lebanon County. Located in the heart of downtown Annville, PA, this theater was renovated in 1995. After operating for years as a rundown music venue, the Allen Theater now shows first-run art films and houses a separate coffee shop. The renovation spurred the growth of nearby restaurants and shops downtown and helped to create a "24-hour" environment and community meeting place downtown.

of total land use) and commercial uses (192 acres or 1% of total land use) represent a relatively small percentage of total land area. In contrast, approximately 982 acres are zoned for light and heavy industrial uses and 425 acres are zoned for general commercial and office uses (see Figure 3.2). This land is generally located along the 441 and 230 corridors. Increasing the balance of commercial and industrial uses to meet zoning capacity will help to reduce the tax burden on residents and provide employment and retail opportunities. Non-residential uses should be designed to fit in with the context of established development and be accessible to pedestrians and bicyclists.

Objective 3.5. Capitalize on Donegal's location along the Susquehanna River and the proposed Northwest Lancaster County River Trail.

Action 3.5.1. Develop open space linkages between the Northwest Lancaster County River Trail, Maytown, Marietta, and the Mount Joy trail system.

Action 3.5.2. Participate in regional tourism efforts to attract visitors to the Northwest Lancaster County River Trail and the larger Susquehanna Greenway. Develop a concentration of recreational stores, casual restaurants, and retailers within walking distance of the trail.

A growing number of initiatives focus on developing the Susquehanna River Greenway, including the Greenway Partnership, *Lancaster County Green Infrastructure Plan*, and Rivertowns Heritage Development Strategy. The Northwest Lancaster River Trail creates key linkages to Marietta and Mount Joy Boroughs and East Donegal Township and an opportunity to develop tourism and improve recreational opportunities for residents.

A rising national interest in greenways and trails provides an opportunity to build on the region's existing assets and develop target businesses (e.g., outdoor recreation retailers, restaurants, cultural sites) and a brand to support the region's economy. Trail Towns – Capturing Trail Based Tourism is a step-by-step guide prepared by the Allegheny Trail Alliance and PA Department of Conservation and Natural Resources (DCNR) to help "trail towns" organize and implement a master plan for economic development, design, signage, pedestrian and bicycle amenities.

Objective 3.6. Encourage Transit-Oriented Development (TOD) at the Mount Joy Amtrak station.

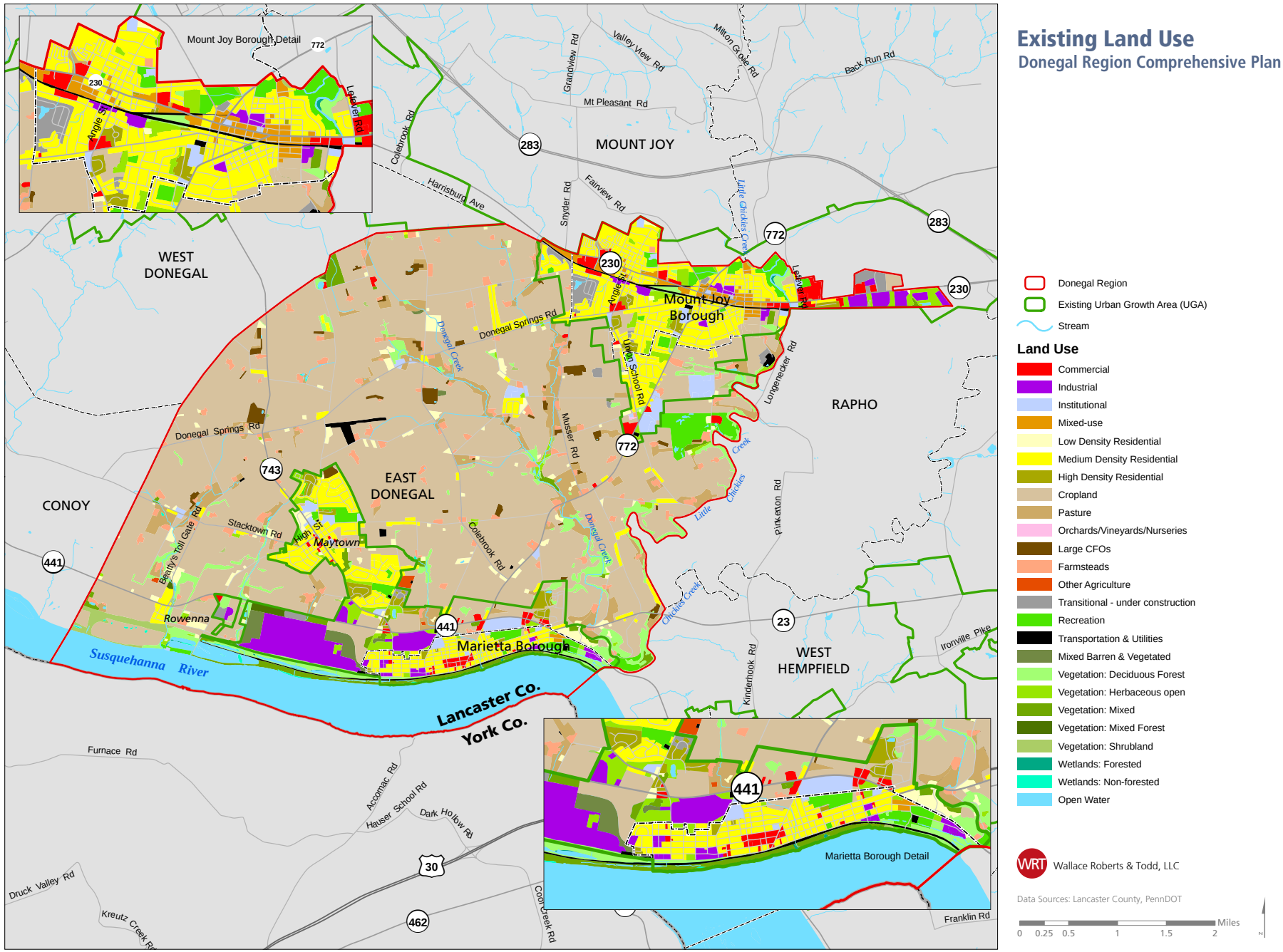
Action 3.6.1. Implement the recommendations of the *Plan the Keystone – Mount Joy Main Street Study*, including the four major themes: improve the train station; connect the station to Main Street; improve the Main Street experience; and define and promote the Mount Joy brand.

Action 3.6.2. Attract higher-density residential uses in close proximity to the Amtrak Mount Joy station.

Action 3.6.3. Improve streetscape connections between the Mount Joy station, Main Street, and key destinations in Mount Joy Borough (e.g., Milanof-Schock Library, restaurants, shops).

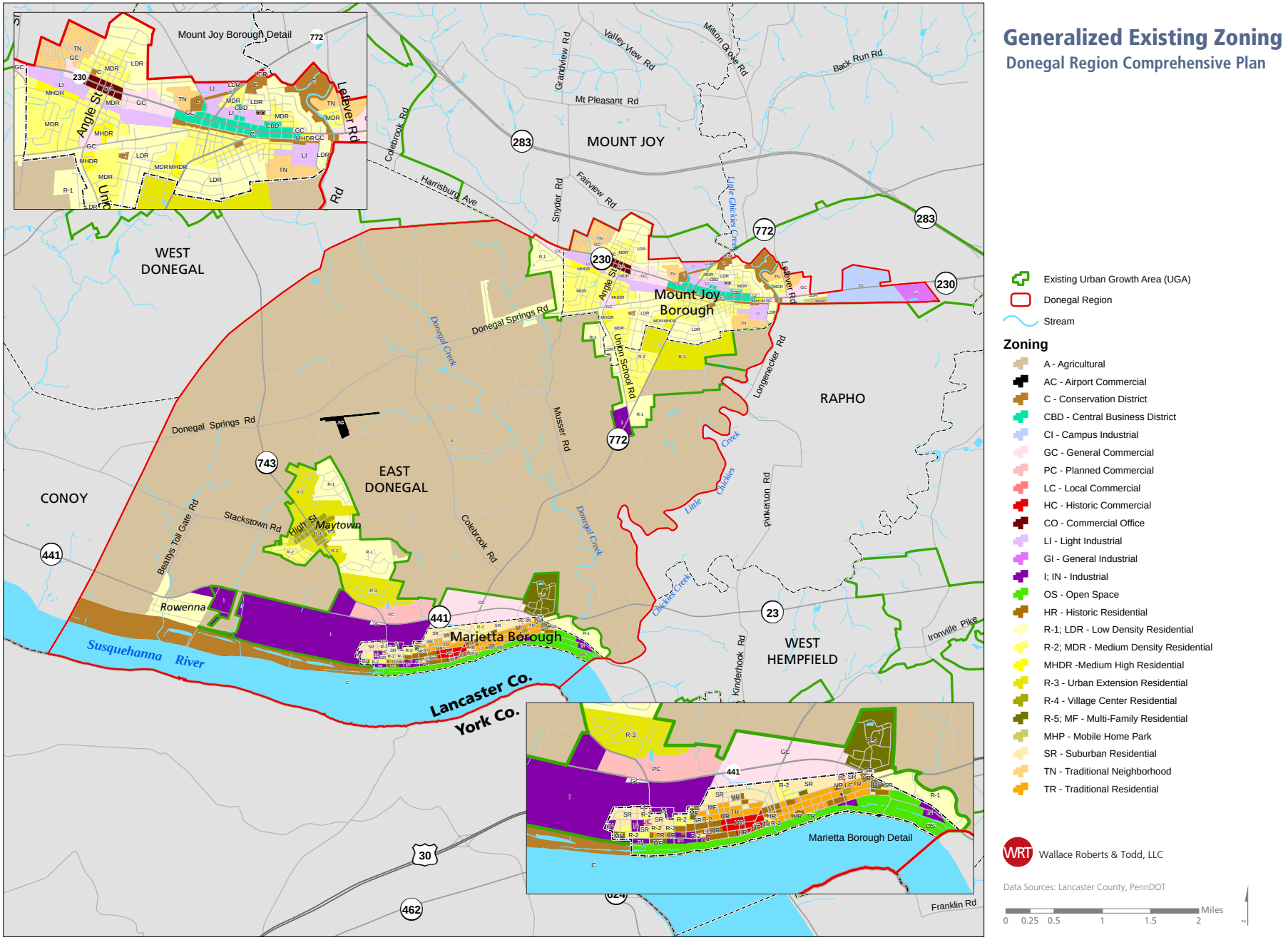
The Mount Joy Station could be a major gateway to the region and previous studies have identified needed improvements. Recommendations include: ADA compliance; a stronger connection to Main Street; improved access to parking and management of parking; an intermodal station that serves bus, trains, autos, and other transportation modes; and increased services and amenities at the station. Conceptual designs for the Mount Joy Station have been developed as part of prior plans. PennDOT's Plan the Keystone project included an in-depth planning element for Mount Joy and identified key redevelopment sites.

Figure 3.1



GIS Data: LCPC 2009

Figure 3.2



GIS Data: LCPC 2009

Objective 3.7. Encourage maintenance, rehabilitation, and adaptive reuse of old and historic building stock in Marietta, Mount Joy, and East Donegal.

Action 3.7.1. Develop an inventory of vacant buildings in the region, including former industrial and commercial buildings.

Action 3.7.2. Provide coordinated regional marketing of sites available for sale and/or redevelopment.

Action 3.7.3. Educate developers and the public about best practices and successful redevelopment projects in the region.

Action 3.7.4. Educate developers and the public about potential funding sources for rehabilitation (e.g., Federal Historic Preservation 10-20% Tax Credit for income producing properties).

The Donegal region and Marietta Borough in particular are fortunate to have a large inventory of historic buildings. Marietta Restoration Associates (MRA) is involved in ongoing restoration, preservation, and educational efforts. Past successes include restoration of the Marietta Railroad Station and First National Bank Museum. Educational events are held through the Marietta Museum, as well as the popular annual Marietta Candlelight Tour and Pig Iron Fest.

Objective 3.8. Insure the quality, compatibly, and character of new development in the Donegal region.

Action 3.8.1. Adopt incentives, design standards, and other tools (e.g., residential design guidelines, density bonus incentives) to improve the character of new development and improve its relationship to established neighborhoods.

Action 3.8.2. Apply complete street design standards to redevelopment or new development within the UGA's.

Action 3.8.3. Adopt conservation subdivision or open space incentives for use in areas to transition between traditional neighborhood development and agricultural uses.

Issues identified through the comprehensive planning process include a need for less suburban-style development in growth areas, higher-density development, and better transitions between land uses. Design standards and density incentives are recommended tools. In addition, complete street standards can be applied to improve the functionality and appearance of streets as new development and redevelopment occurs. Conservation subdivision standards can reduce the land used for development in rural areas and allow for preserved open space and landscape buffers between uses.

Objective 3.9. Coordinate with adjacent municipalities and Lancaster County to increase collaboration on development projects of regional importance.

Action 3.9.1. Encourage development of a region-wide advisory group (see Objective 3.1) to better integrate local government planning with regional goals and objectives.

Lancaster County recognizes the need for greater regional coordination of development. Without increased regional planning, UGAs can become a tool encouraging competition between municipalities for economic activity, resulting in unnecessarily large growth areas. Regional planning can improve coordination and open up opportunities for developing successful economic centers.

Future Land Use

Figure 3.3 (Future Land Use) illustrates the generalized future land use plan for the Donegal region. The map provides an overall framework for implementing the regional land use goals. The generalized land use categories described below on the following pages are drawn from existing zoning classifications in the Region.

Urban Growth Areas

Established by the Lancaster County Growth Management Element, Urban Growth Areas (UGAs) are areas designated as appropriate for future development and include a central borough or city, developed portions of townships, and enough development capacity to meet future land use needs over the next 20-25 years.

Following the 1995 Comprehensive Plan, Donegal municipalities adopted UGAs and revised zoning. As indicated on Figure 3.3, there are two Urban Growth Areas (UGAs) located in the Donegal region: Marietta and Mount Joy-Donegal. Figure 3.3 incorporates the existing UGAs and also designates the Village of Rowena as a Crossroads Community consistent with the *Lancaster County Growth Management Plan*. Rowena is currently served by public water, but not public sewer service.

Development in UGAs should be provided with a full range of public infrastructure and services, including public water and sewer service. In addition, development should occur at densities high enough to maximize the use of land and infrastructure. Mixed-use commercial and employment uses are recommended in the Donegal region UGAs.

Table 3.3 Future Land Use Map – Land Use Categories

Agriculture	Land used primarily for agriculture, including cropland, pastures, and woodland. Agricultural land may include agricultural support uses and homesteads.		
Airport Commercial	Includes existing airport facilities, agricultural support uses, and agricultural uses. Development should be consistent with the rural character and related to the agricultural and rural economy. To the extent possible, buildings should be clustered together to make efficient use of roadways, parking, and other infrastructure.		
Conservation / Open Space and Parks	Land that primarily consists of natural features and/or sensitive environmental features (e.g., steep slopes, woodlands, and other plant/animal habitats) where development is limited. Includes land zoned for conservation. Municipal and regional parks and permanently preserved open space are included in this category.		
Schools	Includes all existing public and private schools in the region.		
Crossroads Community	Includes the Village of Rowenna. Land uses are predominantly low and medium residential. The Lancaster County Growth Management Element defines crossroads communities as "existing compact gathering of generally 20 to 50 dwellings with a distinct identity in a rural area, typically at a crossroads." They often include a central gathering place, neighborhood commercial or public uses (e.g., Riverfront Park). Very limited residential development, compatible with Rowena's small scale and restricted by infrastructure capacity is recommended.		

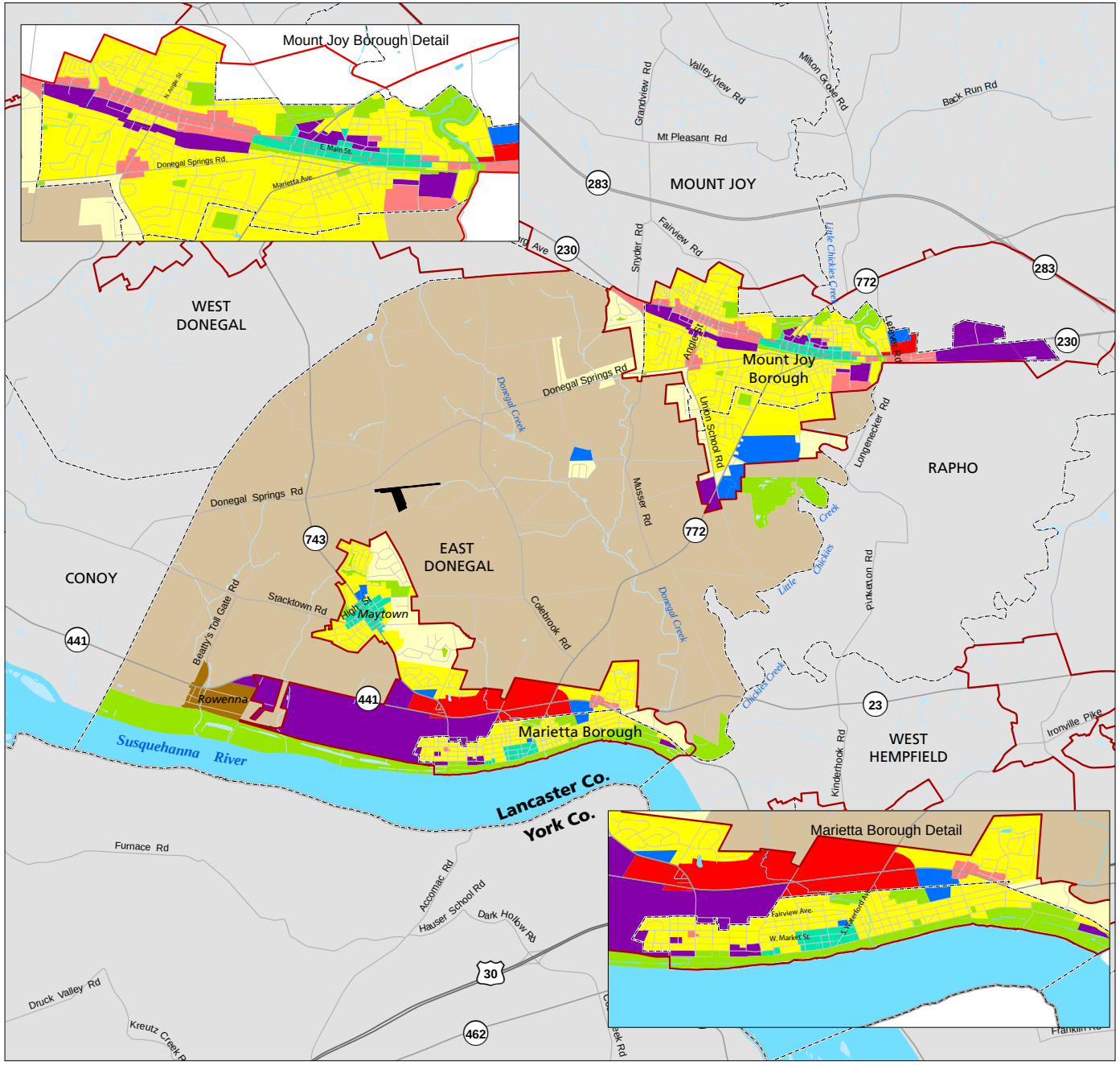
Future Land Use Map – Land Use Categories

Open Space Residential (Less than 4 DU/Acre)	Land designated for predominantly single-family residential uses where housing units are clustered together to preserve greater amounts of agricultural land or open space. This land use category is intended to establish a buffer between traditional residential neighborhoods and agricultural uses at the edges of Urban Growth Areas. A conservation site planning process, where environmentally sensitive land and features are preserved prior to locating homes and streets, is encouraged. Housing units should be served by water and sewer and connected to streets serving existing development.		
Neighborhood Residential (4 or more DU/Acre)	Areas located within the region's Urban Growth Areas, with predominantly residential uses occurring at a mix of densities. This land use category is intended to be flexible enough to include a range of densities depending on local zoning. New development should occur in a traditional neighborhood pattern with a mix of housing types (i.e., single-family, attached single-family, and multi-family). Design characteristics of Neighborhood Residential include homes located close to the street and streets are designed to comfortably accommodate pedestrians, bicyclists, and drivers. Neighborhood retail, personal services, offices, and institutional uses may be included. The recommended average density for the region is 7.5 DU/Acre. *East Donegal Township:* Average densities are likely to be lower in East Donegal Township as development will occur at the edges of the Boroughs and transition to agricultural land. Average density targets are 4.5-6.5 DU/Acre. *Mount Joy Borough:* Average densities are planned to be the highest in Mount Joy Borough, in particular in redevelopment and Transit Oriented Development Sites. Average density targets are 7-9 DU/Acre. *Marietta Borough:* Marietta Borough is largely built-out. Target densities for infill and redevelopment sites are 5-8 DU/Acre, consistent with the existing borough development pattern.		
Neighborhood Commercial	Land that may be developed for predominantly commercial or mixed-uses. Includes retail, personal services, office uses, and research facilities. Development should be designed in a compact, connected, and walkable form that can accommodate users accessing sites by driving, walking, and biking. Gateway signage, lighting, and landscaping are recommended to signify entry into the Boroughs, where appropriate.		

Future Land Use Map – Land Use Categories

Town Center Mixed-Use	Land that is developed with a mixture of commercial, employment, residential, or government-related uses. Development should be designed in a compact, connected, and walkable form. Development in this category occurs at higher densities to fit in with the traditional "main street" pattern and should include pedestrian amenities, such as public space or plazas, benches, pedestrian-scale lighting, and street trees.		
Regional Commerce	Includes larger-scale employment uses (e.g., professional offices, pharmaceutical companies, insurance offices) and regional commercial/mixed-use developments.		
Industrial	Includes land used and zoned for industrial uses, as well as vacant land used for industrial uses in the past. Light or general industrial uses such as manufacturing, assembly, and agricultural support business uses are encouraged. Emerging "green" industries (e.g., solar panel manufacturing, energy efficient technologies) are encouraged. Local zoning will determine the scale and intensity of development. Industrial uses (e.g., distribution of goods) that rely heavily on truck traffic should be limited and evaluated for traffic impacts on surrounding roadways.		

Figure 3.3



Future Land Use

Donegal Region Comprehensive Plan

- Existing Urban Growth Area (UGA)
- Stream
- Water Body

Future Land Use

- Agricultural
- Airport Commercial
- Conservation / Open Space and Parks
- Schools
- Crossroads Community
- Open Space Residential (Less than 4 DU/Acre)
- Neighborhood Residential (4+ DU/Acre)
- Neighborhood Commercial
- Town Center Mixed-Use
- Regional Commerce
- Industrial

Wallace Roberts & Todd, LLC

Data Sources: Lancaster County, PennDOT

0 0.25 0.5 1 1.5 2 Miles

GIS Data: LCPC 2009

4. Agricultural, Natural, and Cultural Resources Element

Overview

Agriculture

The Donegal region, in particular East Donegal Township, is a leader in agricultural preservation. In terms of acreage, agriculture remains the predominant land use. Unlike many other areas of the U.S., the total number of farm operations in the region increased between 2003 and 2007. Outside of the Boroughs, the region is almost entirely covered by prime agricultural soils and soils of statewide importance. According to the 2007 U.S. Census of Agriculture, Lancaster County ranked 18th of all U.S. counties in value of agricultural sales and represented the largest share of agricultural sales in the region's 100-mile "foodshed" (i.e., 100-mile circle that includes southeastern PA, NJ, DE, part of NY and MD).

Consistent with the 1995 Comprehensive Plan, the region adopted UGAs as the primary means of protecting agriculture. Residents continue to support agricultural preservation. As part of the Comprehensive Plan Community Survey, 69% of residents ranked the agricultural industry as the top strength of the region. This was echoed at the first public forum (both farmland preservation and rural character ranked high) and in stakeholder interviews.

Agricultural Security Areas (ASAs) are intended to promote more permanent and viable long-term farming operations by strengthening the farming community's sense of security in land use and the right to farm. ASAs are created by municipalities in cooperation with individual landowners who agree to collectively place at least 250 acres in an ASA.
Agricultural Conservation Easements are interest in land, less than fee simple, which represents the right to prevent development or improvement of a parcel for any purpose other than agricultural production. (Source: PA Farmland Preservation Association).

Table 4.1 on the following page presents a profile of agricultural land in the Donegal region based on the 2007 Census of Agriculture. The table includes agricultural land by type of operation (e.g., cropland), operations with sales, and operations by size of farm.

Figure 4.1 summarizes soil quality within and outside of Agricultural Security Areas (ASAs). Figure 4.2 illustrates land within ASAs, conservation easements, and conservation easement application.

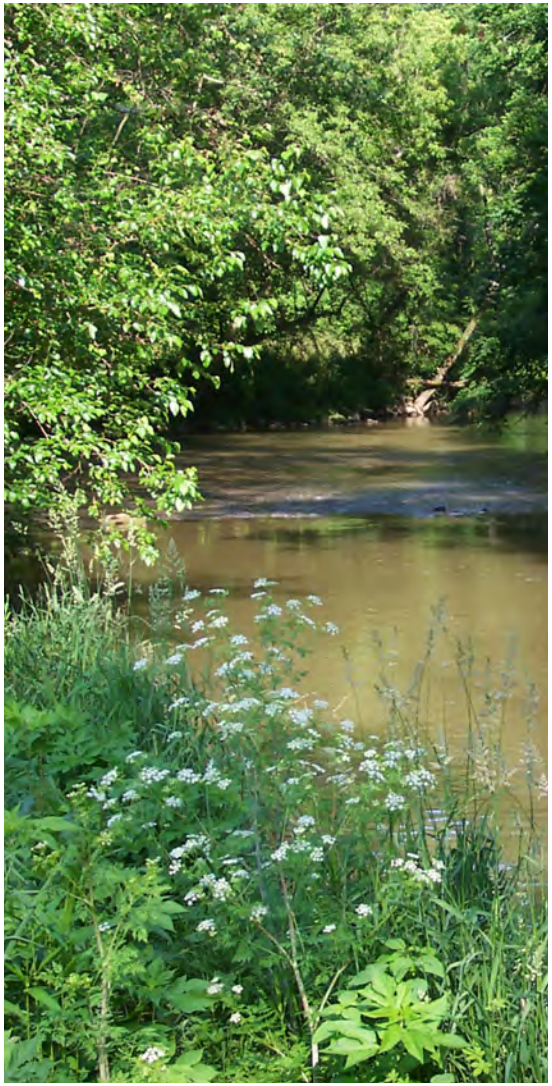


Table 4.1 Agricultural Profile

Agricultural Profile (2007 Census of Agriculture)	Donegal Region, Total Operations	Donegal Region, Percentage	Lancaster County, Total Operations	Lancaster County, Percentage
Agricultural Land, Cropland, Harvested	169 Operations	N/A	4,370 Operations	N/A
Agricultural Land, Pastured Only	32 Operations	N/A	1,060 Operations	N/A
Agricultural Land, Woodland	76 Operations	N/A	1,835 Operations	N/A
Total Operations with Sales	213 Farms	100%	5462 Farms	100%
Operations with Sales ($250,000+)	56 Farms	26%	869 Farms	16%
Operations with Sales ($50,000 - 249,999)	53 Farms	25%	2040 Farms	37%
Operations with Sales (Less than $50,000)	104 Farms	49%	2553 Farms	47%
Direct to Consumers Sales	32 Farms	15%	753 Farms	14%
Organic Commodity Sales	5 Farms	2%	98 Farms	2%
Total Farm Operations	213 Farms	100%	5462 Farms	100%
Farm Operations, with less than 50 Acres Operated	97 Farms	46%	2547 Farms	47%
Farm Operations, with 50-999 Acres Operated	115 Farms	54%	2891 Farms	53%
Farm Operations, with 1,000 Acres or More Operated	1 Farm	0.5%	24 Farm	0.4%

Donegal Region Agricultural Land (2009 GIS Data)	Total Acres	
Total Land classified as Agricultural Land Use, 2009 (Acres)	10,749 Acres	100%
Total Land Preserved in Agricultural Security Areas, 2009 (Acres)	9,478 Acres	88%
Total Land Permanently Preserved by Conservation Easement, 2009 (Acres)	6,613 Acres	62%

Source: 2007 Census of Agriculture (Zip Code Data, 17547 and 17552); includes small areas of Conoy Township and Mount Joy Township, 2007 Census of Agriculture data is only available at the zip code or county division.

Natural Resources

The Donegal region is located on the eastern shore of the Susquehanna River, which forms the border between Lancaster and York Counties. The region's abundant water resources include Little Chiques Creek, Donegal Creek, and other small tributaries of the Susquehanna River. These waterways provide opportunities for improving natural habitat, tourism, and recreation.

The region is located within two major watersheds, Susquehanna River and Chiques Creek (see Figure 4.5). In general, the ground water aquifers in the Donegal region are carbonite rock, fractured limestone, and dolomite. The region has a high yielding underground aquifer. Sensitive environmental areas, including streams, floodplains, wetlands, hydric soils, and springs are illustrated on Figure 4.4. Given the predominance of agricultural and urban uses, there is minimal natural habitat remaining along the Susquehanna River and other stream corridors. In some areas, water quality is being negatively impacted by agricultural runoff (e.g., nutrients and silt), stormwater runoff from roads, urban development, and riparian buffer disturbance. Regional watersheds and impaired streams, as classified by the PA Department of Environmental Protection (DEP), are shown on Figure 4.5.

Major recommendations of the 1995 Comprehensive Plan related to natural resources included: commission a study to analyze water quality of the Donegal Creek drainage basis and protect water quality through establishment of a high quality groundwater recharge area and wellhead protection area. Second, the 1995 plan recommended regional best management practices for stormwater management.

There are two volunteer watershed organizations in the region. The Donegal Fish and Conservation Association are engaged in protecting and preserving the Donegal Creek Watershed. They are also a cooperative trout nursery with the Pennsylvania Fish and Boat Commission. Little Chiques Creek Watershed Association was formed in 2003 by Mount Joy Borough Authority. An Act 167 (Stormwater) Watershed Plan for the entire County is currently being prepared. This plan will become a part of the County *Integrated Water Resources Plan* (IWRP) and will include a model Stormwater Management Ordinance.

In 2008, Lancaster County updated the County's Natural Heritage Area Inventory (NHI). The NHI identifies locations of rare, threatened, and endangered species and high quality natural areas that support the biodiversity of Pennsylvania's ecosystem. Three Natural Heritage Areas are located in the Donegal Region. Recommended conservation measures are described in the inventory:

- Accomac, Marietta, Wrightsville Rivershore. This section of the Susquehanna River, considered a Natural Heritage Area of high significance, is about seven miles long, stretching from the Shocks Mill railroad bridge north of the East Donegal Township line to the Columbia/Wrightsville Bridge. The NHI identifies nine plant and animal species of concern associated with this area. The low, flood prone shorelines of the Susquehanna River provide the appropriate habitat for these species. Mudflats and shallow water habi-

Act 167 requires counties to prepare and adopt watershed based stormwater management plans and municipalities to adopt and implement ordinances that are consistent with these plans. The DEP provides technical and financial assistance of up to 75% of the cost of preparing a plan. The Act was passed in 1978 in response to the impacts of stormwater runoff on the state's waterways.

[1]These are site of high importance for the biological diversity and ecological integrity of the county or region. They contain species of special concern of natural communities that are highly ranked and merit strong protection in the future.

tats occur directly offshore of Marietta Borough and provide an important stopping place for migratory birds. Much of the core habitat for species of concern occurs in floodplain that is frequently flooded. Land uses include railroad, parkland, industrial, agriculture, and residential uses. According to the NHI, a much wider and vegetated buffer is needed to protect the natural species habitat and improve water quality.

- Chickies Rock Park. Located partially in East Donegal Township, Marietta Borough, and West Hempfield Townships, this large forested park provides habitat for many native species. A Natural Heritage Area of high significance, the park includes plant species of concern, exceptional natural communities, geologic features (i.e., Chickies Rock Anticline), and diverse forest communities. This area was previously used for mining and iron mills and has scattered remnants of these activities spread throughout the site. Recommended conservation actions include conserving the intact forest canopy and controlling invasive plant species.
- Donegal Springs. This Natural Heritage Area includes Donegal Springs (Figure 4.4), located near Donegal Springs Road in East Donegal Township. Considered to be of notable significance, the Donegal Spring emerges from a wall that empties into a stone-walled pool, with a channelized outflow leading to Donegal Creek. A statewide species of concern, a small cave-dwelling crustacean (Price's Cave Isopod), has been found near the spring opening. The primary conservation objective is to protect and improve the quality of ground water over the long-term. The area immediately surrounding the springs is within a park-like setting, helping to buffer the area from non-point sources of pollution. Surrounding threats from the larger area include agricultural runoff of silt and nutrients, stromwater runoff from roads, and loss of the forested riparian buffer.

Greenscapes, Lancaster County's Green Infrastructure Plan, proposes a network that includes natural areas (e.g., wetlands), public and private conservation lands (e.g., nature preserves, greenways), public and private working lands of conservation value (e.g., forests), outdoor recreation and trails.

Lancaster County's Green Infrastructure Plan, *Greenscapes*, addresses the water quality impacts of agriculture and urban development in the context of the Chesapeake 2000 agreement (e.g., use of nutrient trading). The plan identifies major linkages and proposes new regional trails (e.g., Little Chiques Trail connecting Mount Joy Borough with Chickies Rock Country Park and the Northwest River Trail). Two key greenway corridors in the Donegal region are recommended: an ecological corridor along the Upper Susquehanna River and a conservation corridor following Chiques Creek as it stretches from northern Lancaster County to the Susquehanna River. Recommended trail connections and greenways are illustrated in the Recreation and Open Space Element (Chapter 5).

Historic and Cultural Resources

The 1995 Comprehensive Plan identified historic resources within the Donegal region using Lancaster County's historic inventory. Historic and cultural resources include a variety of structures, such as farmsteads, churches, townhomes, inns, mill buildings, schools, and taverns. Figure 4.6 illustrates historic and cultural resources in the Donegal region.

Marietta Borough, officially formed in 1812 with the merging of two settlements on the Susquehanna, New Haven and Waterford, has a unique history that includes the railroad, iron, and pharmaceutical industries. Mari-

[2]Notable sites are important for the biological diversity and ecological integrity of the county or region. Notable sites contain species of special concern or natural communities that are either of lower rank or small size, or are compromised in quality.

etta's first National Register Historic District was designated in 1978 and then expanded in 1984. In 2005, the Chickies Historic District was added to the National Register. Today, 45% of the Borough is listed on the National Register. Marietta Restoration Associates, Inc. (MRA) works to preserve and support the Borough's rich historic resources and character. Recent and ongoing projects include the Musselman/Vesta Furnace Office and the Historic Marietta Theatre. MRA offers walking tours, museum presentations, and publishes materials to educate the public about historic resources in the Borough.

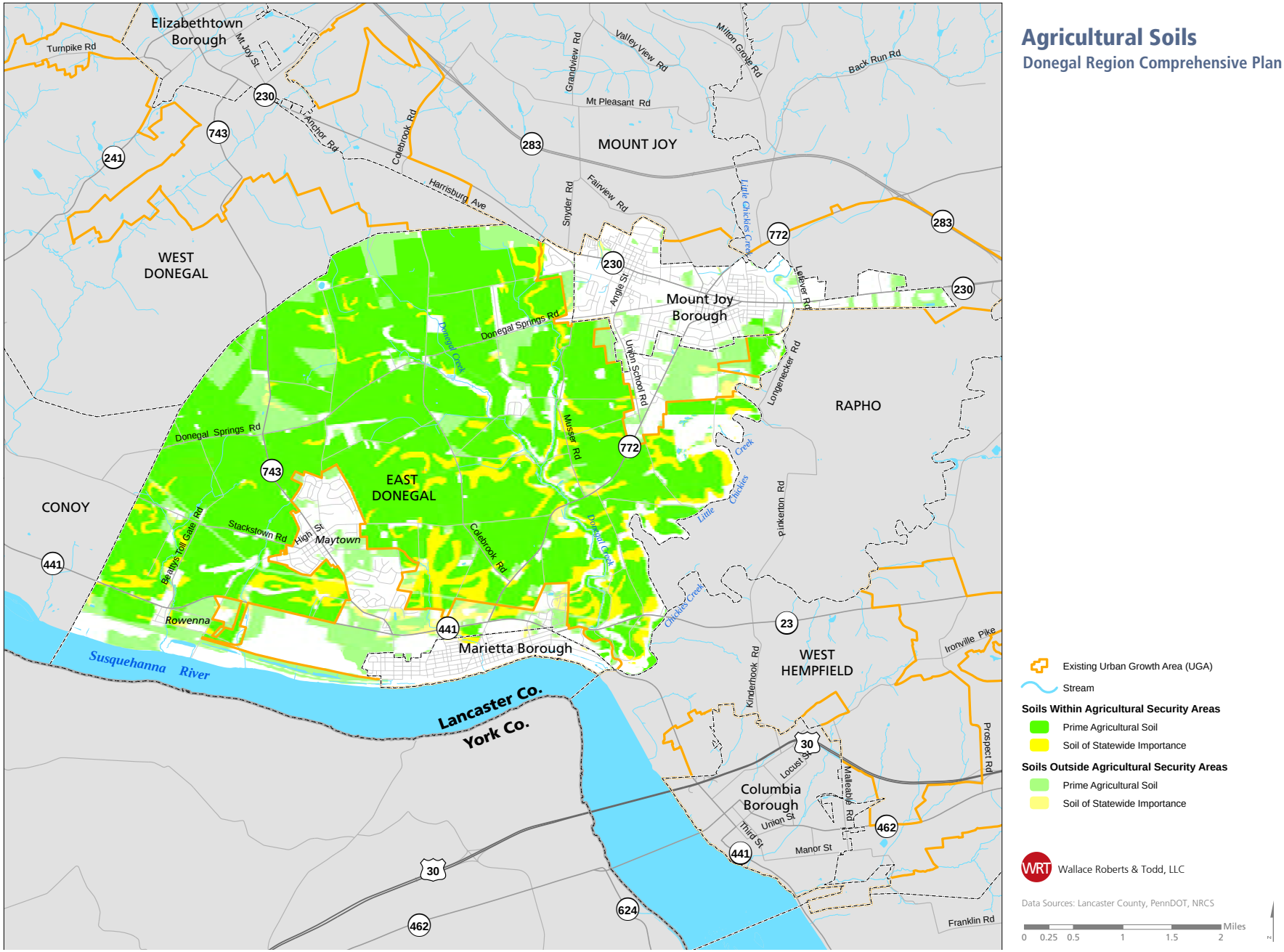
In 2010, Maytown in East Donegal Township, celebrated its 250th anniversary by hosting a weekend long festival and publishing Round the Square: A 250th Anniversary History of Maytown, Pennsylvania, 1760-2010. The Maytown Historical Society was formed 25 years earlier in 1985 to celebrate the town's founding. Annual events include Mayfest, historic house tours, and garden tours. Maytown was founded in 1760 and laid out on 150 acres by German Mennonite land speculators. The town originally featured a central "diamond" square and grid of surrounding streets. In the early years, Maytown grew with the fur-trading industry and was quickly settled by German immigrants. Historic buildings date from the 18th and 19th centuries. There are many locally historic sites in Maytown, but Grove Mansion (c. 1875) is the only property listed on the National Register.

Adaptive Reuse is a process that adapts buildings for new uses, while retain their historic features. Older buildings (e.g., factories, churches, schools, warehouses, etc.) often outlive their original purpose. This process reuses, rather than developing new land, and protects historic resources.

East Donegal Township's Historic Preservation Overlay District (HS), generally applied to Maytown, requires Planning Commission review and approve any request for demolition of Class I, II, or III historic resources. A waiting period of 60-90 days may be required for documentation and financial analysis. In addition, the overlay district allows the Township to review any proposed rehabilitation, addition, or alteration to a property included on East Donegal's Historic Resources List. Demolitions by neglect, historic resource impact studies, and design review standards are included in the overlay district.

[3]Class I historic resources are properties listed on the National Register or listed as a contributing resource to a National Register historic district. Class II properties are locally significant historic resources as determined and documented by the Planning Commission. Class III properties are all other identified historic resources.

Figure 4.1



GIS Data: LCPC 2009

The Mount Joy Area Historical Society founded in 1937 is located on Fairview Street in the former African Methodist Episcopal Church. The former church is the site of the Society's Museum and archival research center. Lancaster County conducted a historic building survey in the Borough a number of years ago for two proposed National Register Districts: Mount Joy and Mount Joy-Florin. While National Register designation was not established, there are several historic resources in Mount Joy Borough that are considered significant at the county and regional level. Figure 4.6 illustrates the historic resource properties in Mount Joy Borough that were part of the County's survey. There are three National Register sites in Mount Joy Borough. The Central Hotel, now part of Bube's Brewery, was built in 1878 and has been nearly continuously operated as a hotel and brewery since it was constructed. Restoration of the complex, which includes dining rooms, a brewery, hotel, and outdoor garden dining, began in 1968 and continues today. Brown's Cotton and Woollen Mills, a two-story brick factory building, and the former Nissly Swiss Chocolate Company located at 951 Wood St. are also listed on the National Register.

There are no required local historic district regulations associated with properties listed on the National Register. The National Register offers a designation that can provide tax advantages to owners as well as an opportunity to celebrate the Region's heritage. However, it does not afford regulatory protection of historically significant properties. For the most part, preservation occurs at the local municipal level (e.g., Historic Preservation Overlay District in East Donegal Township) and is not limited to historic buildings. Cultural resources include rural landscapes, agricultural structures, cemeteries, scenic roadways, and industrial sites.

Strengths and Issues

Key strengths and issues related to agricultural, natural, and cultural resources in the Donegal region include:

Agricultural Strengths

- East Donegal Township is a national leader in agricultural preservation, with over 43% of the Township's land area permanently preserved and 62% within agricultural security areas (ASAs). Of total land used for agriculture in the region, 62% is permanently preserved 88% is in ASAs.
- The ratio of small to large farms in the Donegal region remained the same from 2002 to 2007. According to the 2007 Agricultural Census, the total number of farms increased by 21% (from 176 to 213 operations) during the five-year period.
- The region has a strong network of agricultural support businesses (e.g., crop dealers, grain suppliers, and buyers) in place to make farming viable and limit the need for farmers to travel long distances to reach support businesses.
- Farms in East Donegal Township export to food markets in New York, Pennsylvania, Washington D.C., and Delaware. Proximity and accessibility to these large regional markets supports the economic health of the industry.
- In a recent cost of services study comparing the revenue and cost of agricultural land to residential land, the study found that residential uses generally cost more than they generate in taxes. This was the conclusion of a Penn State University study in rural Union County, PA, where the revenue to cost ratio of 1:0.1 to 1:0.3 was less than the 1:1.03 to 1:1.23 for residential land.
- Strong agricultural zoning (permitted 1 residential lot

[4]The Public Finance Implications of Land Uses and Community Services (Kelly Township and Buffalo Township), Penn State Cooperative Extension, 2007.

[5]Pennsylvania Department of Environmental Protection, 2008 Non-Attaining Streams.

per 25-acres, with a maximum lot size of 2 acres) in East Donegal Township helps prevent farmland from being converted to residential uses.

- East Donegal Township has an Agricultural Security Committee and farmers are represented on the Planning Commission and Zoning Hearing Board.
- Lancaster County's agricultural industry has a number of advantages compared with the larger 100-mile region, and the U.S. (e.g., diverse economy, high average sales per farm, young average age of farmers).

Agricultural Issues

- There is concern over potential conflicts between agricultural and non-agricultural uses as the region grows.
- As new residents move to the region, there is a growing need for education about farming practices, both for new residents and in schools.
- Agricultural runoff in the form of nutrients and silt, roadway runoff, and urban/stormwater runoff are negatively impacting the aquatic health of the Region's streams.
- In some areas where narrow rural roadways are present, it is difficult to maneuver increasingly larger farm equipment.

Natural and Cultural Resource Strengths

- The region's location along the Susquehanna River and future Susquehanna Greenway is a major strength. The Susquehanna Greenway Partnership has developed design concepts, including river access and linkages, for the length of the corridor.
- Chickies Rock Park is an important natural resource area and a recreational gateway to the region.
- The Donegal region has a rich inventory of historic and cultural resources. Each municipality has a unique history and cultural identity.
- Marietta Restoration Associates (MRA) is actively engaged in restoring historic buildings and education.
- East Donegal Township has a Historic Preservation Overlay District (HS) in place, generally located over the village of Maytown, to regulate demolition, demolition by neglect, and rehabilitation, as well as design guidelines for historic resources.
- The Lancaster County Planning Commission (LCPC) received a Preserve America grant to conduct historic resource surveys beginning in 2010. Mount Joy and Marietta Boroughs are two of 14 boroughs in Lancaster County that are funded under this grant.
- LCPC published historic preservation guidelines in 2009 that can be used by the municipalities to assist in historic resource planning and ordinance preparation.

The Susquehanna Greenway Partnership is an agreement between counties, municipalities, state, and private stakeholders to create a greenway along the Susquehanna River as it travels through Pennsylvania from New York to the Chesapeake Bay. The Susquehanna Greenway Partnership is housed in SEDA-COG in Lewisburg, PA.

Natural and Cultural Resource Issues

- Portions of the Donegal Creek, Little Chiques Creek, and tributaries of the Susquehanna River are classified as non-attaining streams by the PA Department of Environmental Protection (DEP), meaning that water quality is impaired from nutrient and silt runoff.
- Natural habitat and preserved greenway corridors are limited along the region's streams.
- The 1995 Comprehensive Plan recommended updating the region's historic inventories and creating local historic districts in Maytown, Mount Joy Borough, and Marietta Borough. While Mount Joy Borough conducted a partial inventory, overall inventories remain out of date and local historic district regulations are limited in the Boroughs.
- It difficult to attract large-scale private investment in historic and cultural resources and encourage adaptive building reuse. There is a lack of public/private coordination to market reinvestment opportunities at a regional level.

Agricultural, Natural, and Cultural Resources Goals, Objectives, and Actions

Agricultural Resources Goal

Preserve and strengthen agriculture resources and rural landscapes to:

1. Protect farmland from conversion to other uses, support the viability of the agricultural industry, and protect prime and statewide agricultural soils.
2. Increase sustainable agricultural production, using practices that conserve and protect air, soil, and water resources.
3. Promote agritourism that is compatible with production agriculture.

Agricultural Objectives and Actions

Objective 4.1. Maintain agricultural land use by increasing permanently preserved farmland to 65% of land area in East Donegal Township.

Action 4.1.1. Continue to use conservation easements to preserve contiguous blocks of farmland. Explore new preservation strategies (e.g., multi-municipal Transfer of Development Rights, target properties for purchase of development rights) with the County Agricultural Preserve Board. (See also Action 3.2.1).

The Donegal region has been successful at preserving farmland through conservation easement and ASAs. Currently 77% of total land is used for agriculture, 62% is within ASAs, and 43% of the land area in East Donegal is permanently preserved. This objective sets a target to increase the percentage of permanently preserved land by 22% or about 3,030 acres. In addition to conservation easements, another preservation tool – introduced in the Land Use chapter – is a multi-municipal TDR program. Such a program would allow farmers to sell development rights in order to preserve their farmland while still realizing some of its development value.

Objective 4.2. Improve education about farming practices and institute an on-going strategy to support the business of farming.

Action 4.2.1. Prepare and distribute materials describing agricultural practices common in the region, agricultural easements, and agricultural security areas for residents and new homeowners.

Action 4.2.2. Work with the school district to improve agricultural education in schools, either integrating learning activities into the regular curriculum or developing a technical/vocational program for agriculture with the larger region.

East Donegal Township's Agricultural Zoning District includes right-to-farm language to protect the business of farming. The region can educate new homeowners

Multi-municipal TDR programs permit the transfer of development rights across municipal boundaries. The state's MPC requires that municipalities involved in such a transfer have either: a) a joint zoning ordinance; b) a written agreement in place; or c) an adopted multi-municipal comprehensive plan. Regardless of the option, language can be added to a municipality's zoning ordinance that allows for both single-and multi-municipal TDR transactions. Municipalities can send and receive TDRs within their own boundaries or they can send to and/or receive TDRs from other municipalities, provided the participating municipalities' zoning allows the transfer.

about existing agricultural operations – both as a means of making neighbors aware of the businesses and to increase support for the industry. In addition, interviews with farmers and other stakeholder suggest that there is a need for increased education about farming in schools.

Objective 4.3. Reduce the potential for agricultural runoff and protect soils and water resources.

Action 4.3.1. Work with the Lancaster County Conservation District, the Agricultural Preserve Board, and other stakeholders to educate farmers about the benefits of sustainable agricultural practices, erosion control, animal fencing, and riparian buffers.

Action 4.3.2. Establish a process for monitoring and enforcing conservation plans. Currently, all farms are required to adopt conservation plans by the Agricultural Preservation Board; however this requirement is not uniformly enforced. Conservation plans describe land management practices, which when implemented improve and maintain the soil, water, and related plant and animal resources of the land.

Action 4.3.3. Encourage participation in a nutrient trading program as an approach to improve water quality in the region.

Agricultural runoff contributes excess nutrients, silt, and pesticides to adjacent waterways, contaminates ground water, and degrades drinking water supplies. Nutrients in the County's waterways are a major concern for residents and those concerned with the health of the larger Chesapeake Bay watershed. The Lancaster County Conservation District and Agricultural Preservation Board are working with municipalities and watershed organizations to reduce agricultural runoff and improve water quality. Implementation of conservation plans should be monitored and enforced across the board, whether a farm is permanently preserved or not. Nutrient trading is another approach that farmers can use to help offset initial costs incurred by eliminating the use of chemical fertilizers or other nutrients on farms.

Nutrient Trading uses market mechanisms to reduce nutrient and sediment load in the watershed. The PA DEP developed a nutrient trading program to help meet federal requirements under the U.S. Clean Water Act and Chesapeake 2000 Agreement. This is a voluntary program under which a farmer can reduce the amount of nitrogen, phosphorus, and/or sediments (e.g, reduce chemical fertilizers) they generate beyond baseline environmental obligations and then can sell the resulting credits to other parties.

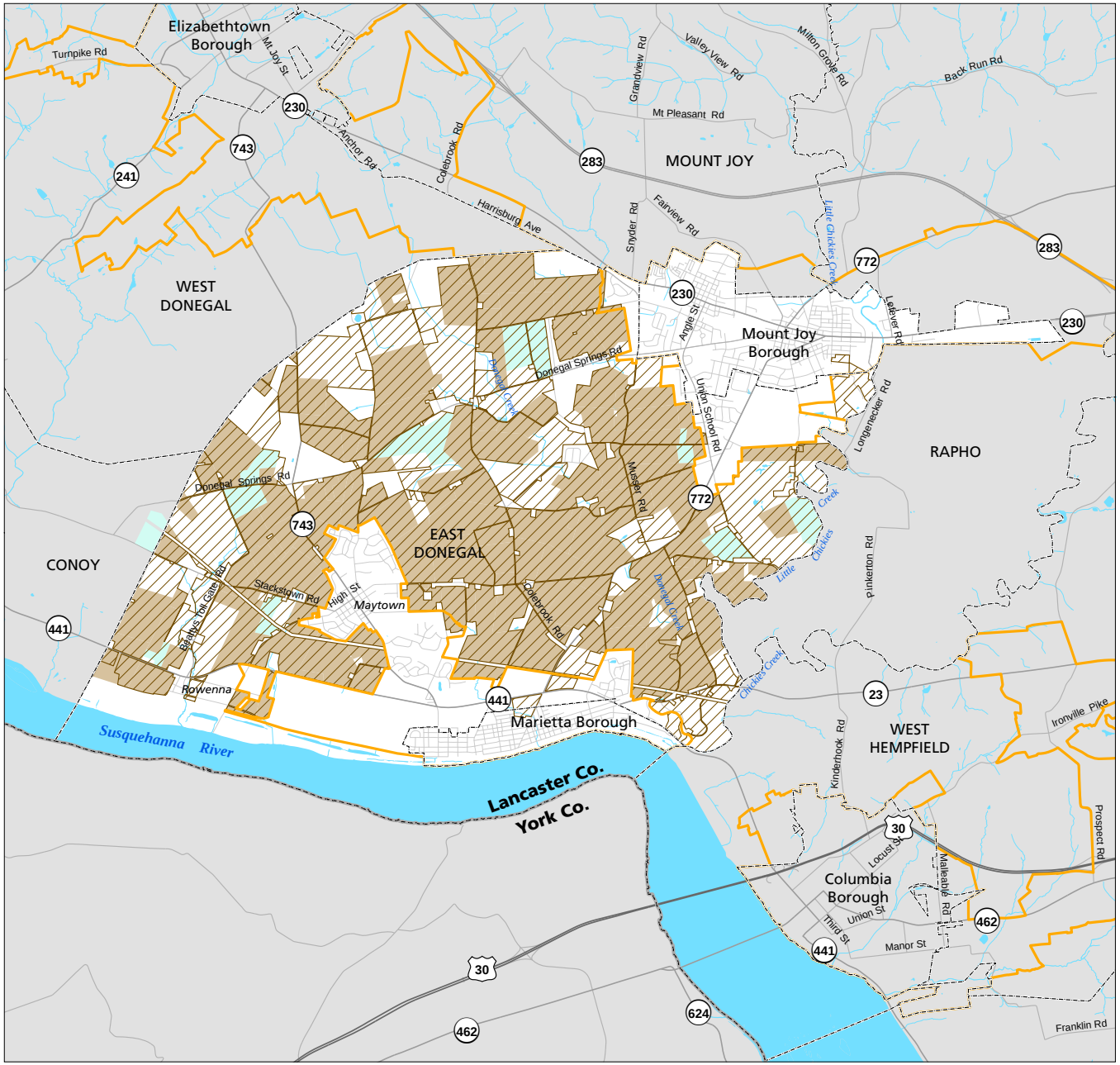
Objective 4.4. Support and enhance agricultural viability through a diverse farm economy and Designated Rural Areas.

Action 4.4.1. Limit infrastructure expansion (e.g., roads, sewer lines) outside of urban growth areas and Designated Rural Areas (DRAs) on the Future Land Use Map (i.e., Rowena as a Crossroads Community).

Action 4.4.2. Implement tools that encourage diversity in the region's agricultural industry (e.g., agritourism guidelines), participate in the County's "Buy Fresh, Buy Local" campaign, and encourage agricultural support businesses in the region.

A diverse agricultural economy is vital to the health and sustainability of the region. The region should continue to limit infrastructure expansion outside of urban growth areas, align water and sewer areas with growth area boundaries, and adopt DRAs as described on the Future Land Use map (Figure 3.3). Agricultural zoning in East Donegal Township permits agriculturally related businesses to accommodate limited industry, subject to strict regulations that assure their compatibility within a rural context. Where feasible, these support businesses should be clustered together in "Rural Business Areas" and sited to minimize impact on the rural character of the region.

Figure 4.2



Agricultural Preservation

Donegal Region Comprehensive Plan

- Existing Urban Growth Area (UGA)
- Stream
- Agricultural Security Area
- Agricultural Easement
- Agricultural Easement Application

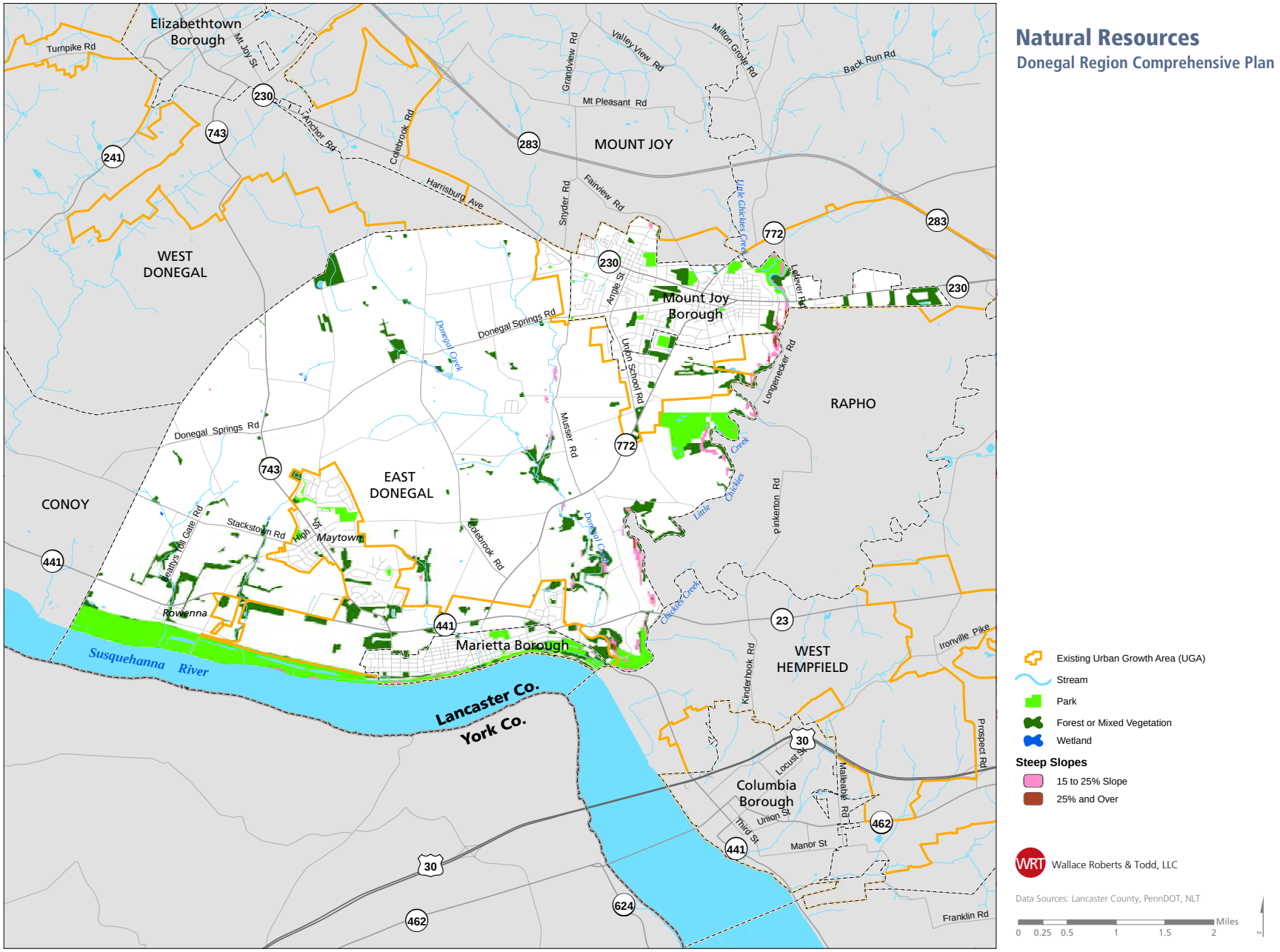
Wallace Roberts & Todd, LLC

Data Sources: Lancaster County, PennDOT, NRCS

0 0.25 0.5 1 1.5 2 Miles

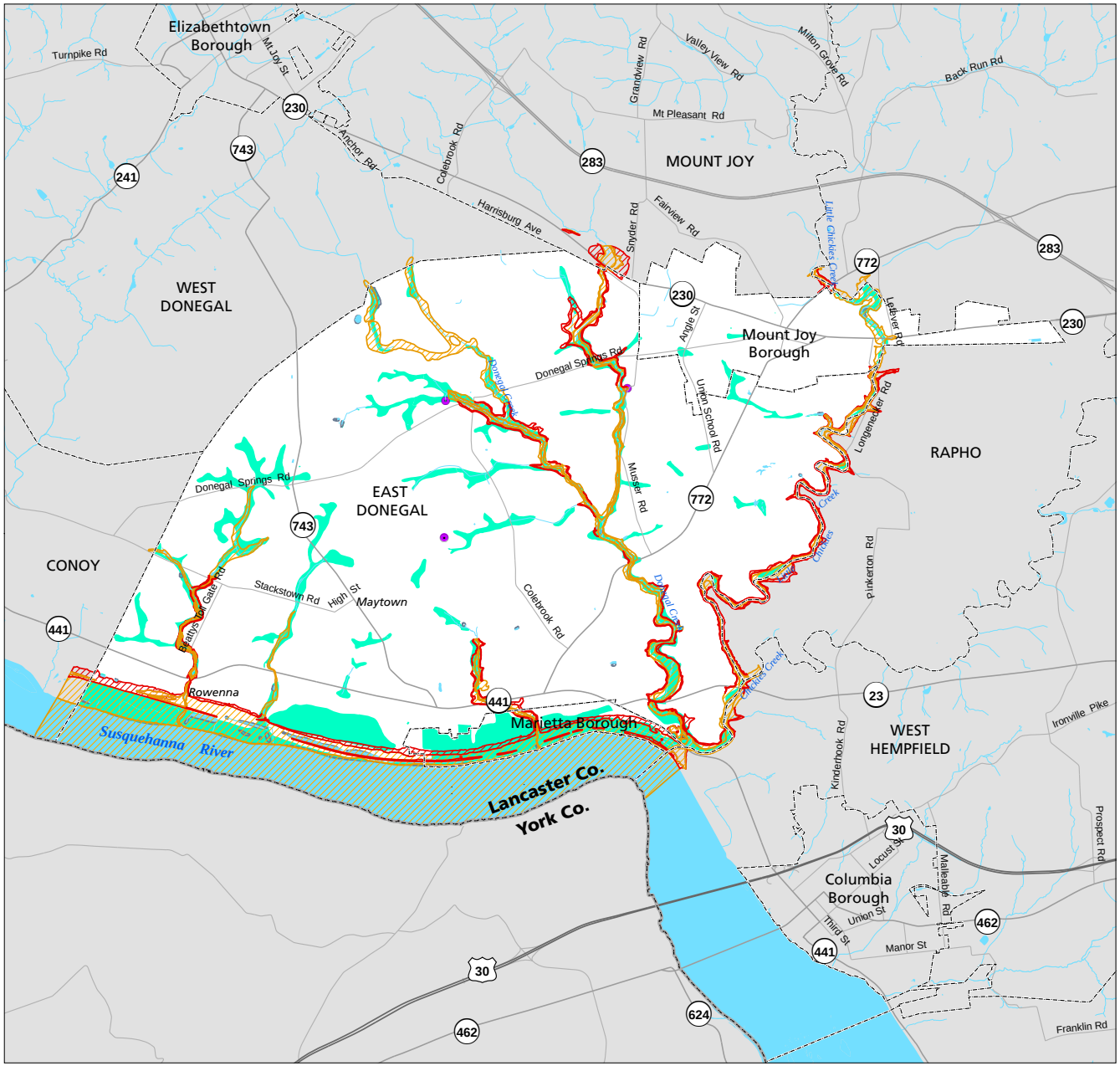
GIS Data: LCPC 2009

Figure 4.3



GIS Data: LCPC 2009

Figure 4.4



GIS Data: LCPC 2009

Model Agritourism Guidelines are available online through the County's "Smart Growth Toolbox." The guidelines are intended to support the economy and the sustainability of the region's farms. They include appropriate agritourism enterprises (e.g., u-pick operations, ice-cream/bakery facilities, education or farm-based tourism, bed and breakfasts, farm stays, agriculturally related events), and model zoning language to allow agritourism. Lancaster County's "Buy Fresh, Buy Local" campaign is organized by Sustainable Lancaster and the Local Economy Center at Franklin & Marshall College, through a partnership with the PA Association for Sustainable Agriculture (PASA). The program connects farmers with their customers, educates the public about locally and seasonally-grown food, and increases access to fresh food.

Action 4.4.3. Adopt Designated Rural Areas in the region for all areas outside of UGAs.

Action 4.4.4. Improve rural infrastructure and buildings (e.g., allow roads with wider shoulders to better accommodate modern farm equipment, reuse older structures for grain or machinery storage).

Farmers in the region need to be able to travel on rural roads and often need to store grains or machinery for extended periods of time. Through interviews, farmers expressed a need in some areas for roadway improvements (e.g., wider shoulders, relocated utility poles) that allow modern farm equipment to pass. The region should continue to support reuse of older structures in rural areas for agricultural uses (e.g., storage).

Designated Rural Areas (DRAs) are part of the Rural Strategy of the County's Growth Management Element, Balance. The plan calls for Designated Rural Areas (DRAs) to be established in areas where "rural resources, rural character, and a rural way-of-life are to be sustained." Through consideration of local conditions, key rural resources, and potential for the long-term viability of agriculture, natural resource functions, and rural settlements, the region can classify Designated Agricultural Areas, Designated Natural Areas, and Rural Centers (i.e., Villages, Crossroads Communities, Rural Neighborhoods, & Rural Business Areas). The intent of a designation is to guide long-term conservation of the agricultural economy, natural functions, and rural lifestyle. (See Figure 3.1 and Actions 3.1.1 and 4.4.1).

Natural and Cultural Resources Goal

Value and conserve the region's natural and cultural resources to:

1. Improve water quality and protect riparian corridors of the Susquehanna River and the region's streams.
2. Protect, conserve, and restore natural resource systems including plant and animal habitat.
3. Improve recreational opportunities and community health.
4. Protect, preserve, and interpret the region's historic and cultural resources.
5. Reuse and adapt historic and cultural resources.

Natural and Cultural Resources Objectives and Actions

Objective 4.5. Improve water quality in the region's rivers and streams and reduce impaired stream segments.

Action 4.5.1. Build on the successes of the region's watershed protection organizations (e.g., Donegal Fish and Conservation Association) by continuing to monitor water quality of Donegal Creek, replanting riparian buffers, reducing erosion, and constructing livestock fencing.

Action 4.5.2. Work with adjacent property owners and the Little Chiques Creek Watershed Association to apply similar restoration measures at Little Chiques Creek (i.e., monitoring, replanting buffers, fencing, education, stream bank stabilization) to improve water quality.

Action 4.5.3. Work with Susquehanna Greenway Partnership, Lancaster County Conservation District, and local property owners to establish the Upper Susquehanna Greenway and Chiques Greenway through conservation and trail easements, land acquisition, and resource management practices.

Since the 1995 Comprehensive Plan was adopted, a number of watershed protection organizations were formed with the intent of improving water quality in the region's streams. At the local level, these groups help to monitor and track water quality, replant buffers, construct fencing, and talk to farmers about erosion and agricultural runoff. In addition, a larger regional strategy is needed, as many of the pollutants in the region's streams are non-source pollutants and come from upstream locations. Lancaster County's Green Infrastructure Plan recommends ways to establish important greenways helping to improve water quality. Tools include conservation and trail easements, land acquisitions, and improved resource management practices.

Objective 4.6. Reduce urban stormwater and roadway runoff to the region's waterways.

Action 4.6.1. Educate property owners about ways to reduce stormwater runoff and limit erosion. Potential tools include rain gardens, rain barrels, pervious pavement, and green roofs.

Action 4.6.2. Consider adopting model stormwater management guidelines for streets and subdivisions. As roadway improvements are scheduled, include stormwater management best practices in streetscape design.

Urban stormwater runoff is often considered a problem that occurs only in cities or areas with large amounts of impervious surfaces. However, storm events can cause flooding in the boroughs, as well as lower-density development. Nearly 50% of the properties in Marietta Borough are located within the Susquehanna River floodplain. Stormwater from a major storm can pick up contaminants from roads and driveways that end up back in the region's waterways and groundwater. There are simple ways to reduce stormwater runoff, while conserving water use. Homeowners and businesses can install rain gardens, rain barrels, and pervious pavement.

Green roofs retain stormwater and conserve energy by reducing cooling needs. In 2008, the LCPC received a grant from DOE Energy Harvest Fund to demonstrate the many benefits of roof greening and help local businesses respond to the public's growing interest in green roofs. The goal of the County's Roof Greening Project is

to install vegetative green roofs on non-residential roof space throughout Lancaster County. While initial funding is running out, the project serves as an educational tool and may provide additional funding in the future. In addition, the Department of Earth Sciences at Millersville University is studying the impact of green roofs. The University is seeking to quantify direct environmental enhancement of watersheds and airsheds and measures reductions in emissions.

Objective 4.7. Improve natural resource systems to preserve plant and animal habitat, protect the Region's natural heritage areas, and provide recreational trails.

Action 4.7.1. Develop a regional green infrastructure strategy building on Lancaster County *Greenscapes* Plan and Mount Joy Borough's conceptual plans for the "Emerald Necklace" trail system.

Action 4.7.2. Work with Lancaster County and private property owners to implement the ongoing and long-term conservation strategies of the Lancaster County Natural Heritage Inventory.

As described previously, the County's *Greenscapes* Plan provides a framework for a regional green infrastructure network that includes the Upper Susquehanna Greenway, Chiques Creek Greenway, and Natural Heritage Area. The infrastructure network also includes the Northwest Lancaster County River Trail, the Heritage Bike Loop Trail, and the proposed trail along the Chiques Creek Greenway. The regional green infrastructure strategy would build on the County's framework and this Comprehensive Plan (see Chapter 5- Recreation and Open Space Element) to prioritize and target areas for conservation. Conservation tools include trail easements, conservation easements, property acquisition, and riparian buffer planting.

Heritage Byways

In 2008 the LCPC initiated a program to designate, recognize, and protect road that have "intrinsic qualities" (i.e., significant archaeological, cultural, historic, natural, recreational, and/or scenic resources). The six-step designation process includes preparation of a Corridor Management Plan.

Objective 4.8. Document and protect the region's many historic and cultural resources.

Action 4.8.1. Use Lancaster County's historic surveys of Mount Joy and Marietta Boroughs, maintain a comprehensive, up-to-date inventory of historic and cultural resources in each of the municipalities.

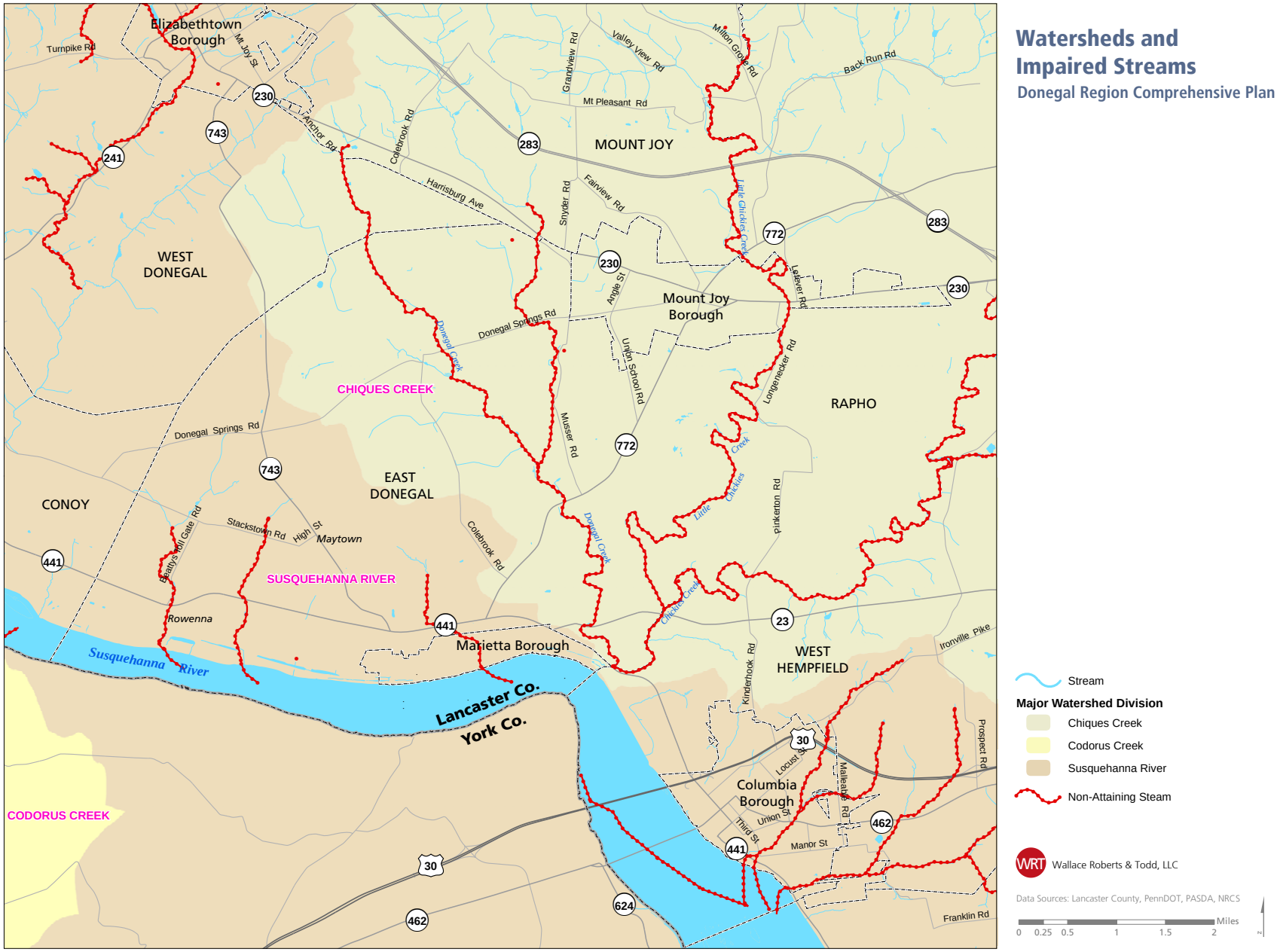
Action 4.8.2. Establish a process for Mount Joy Borough, Marietta Borough and East Donegal Township to coordinate preservation efforts regionally and determine interest in the Lancaster County Heritage Byway Program.

Action 4.8.3. Prioritize key historic and cultural resources for preservation actions such as National Register listing.

Action 4.8.4. Adopt local historic preservation regulations through municipal zoning.

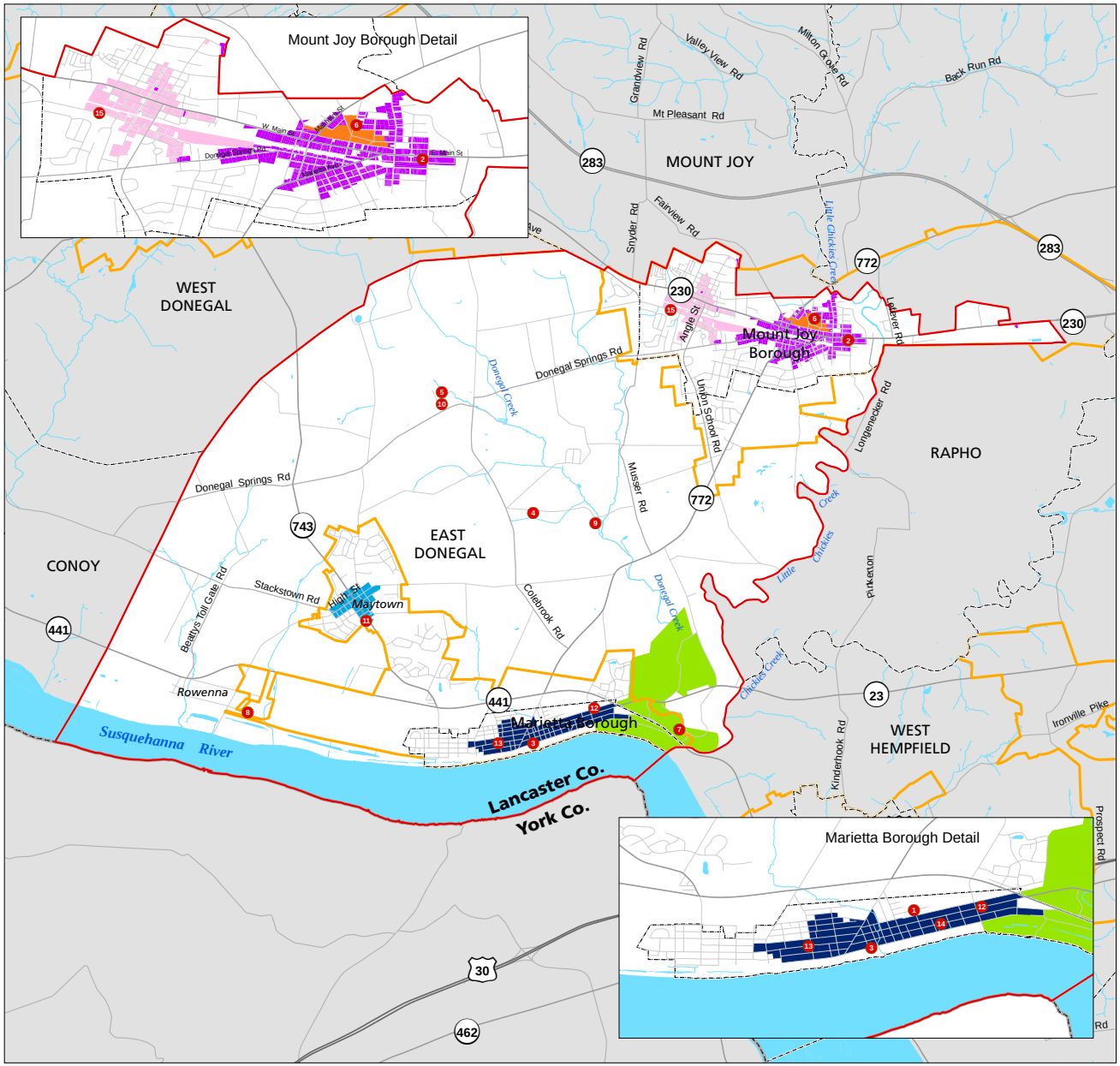
One of the recommendations carried forward from the 1995 Comprehensive Plan is to complete and maintain historic and cultural inventories in the region. The County is scheduled to begin historic inventories of Mount Joy and Marietta Boroughs in 2010-2011. The inventories will provide a key resource for the municipalities. The next step is to establish a process for regional coordination and protection of these resources. The partnership should include East Donegal Township, Marietta Borough, Mount Joy Borough, Marietta Restoration Associates, the Maytown Historical Society, and the Mount Joy Historical Society. Lancaster County's Smart Growth Toolbox: www.co.lancaster.pa.us/toolbox contains a number of tools to assist municipalities. Options for the Donegal region include: historic preservation guidelines, demolition review regulations, neighborhood conservation ordinances, and local historic district designation. The County's Heritage Byways program of-

Figure 4.5



GIS Data: LCPC 2009

Figure 4.6



Historic and Cultural Resources

Donegal Region Comprehensive Plan

Existing Urban Growth Area (UGA)

Donegal Region

Stream

National Register Districts

Chickies Historic District (Marietta and East Donegal)

Marietta Historic District

Mount Joy Historic Inventory

Proposed Mount Joy NR District (not approved)

Proposed Mount Joy Florin NR District (not approved)

Proposed Historic Industrial District (not approved)

Historic Preservation Zoning

East Donegal Historic Preservation Overlay (Maytown)

National Register Sites

Marietta Borough - National Register Sites

1. Ashley and Bailey Silk Mill (Silk Mill Condominiums)
3. Bucher, Joseph, House
7. Chickies Historic District (also located in East Donegal Township)
12. Linden House
13. Marietta Historic District
14. Marietta Historic District (Boundary Increase)

Mount Joy Borough - National Register Sites

2. Brown's Cotton & Woollen Mills (2-story brick factory, 1883)
6. Central Hotel (Bubes Brewery, 102. N. Market St)
15. Nissly Swiss Chocolate Company (Nissly Apts)

East Donegal Township - National Register Sites

4. Byers/Muma House
5. Cameron Estate
8. Danville West Market Street Historic District
9. Donegal Mills Plantation
10. Donegal Presbyterian Church Complex
11. Grove Mansion

Wallace Roberts & Todd, LLC

Data Sources: Lancaster County, PennDOT, NLT

0 0.25 0.5 1 1.5 2 Miles

GIS Data: LCPC 2009

fers a unique approach to protecting rural and cultural resources, in this case roadways and viewsheds. The regional partnership could assess interest in Heritage Byway designation under this program.

Objective 4.9. Promote the adaptive reuse of historic buildings in Marietta Borough, Mount Joy Borough, and Maytown.

Action 4.9.1. As part of Action 3.7.1, develop an inventory of vacant buildings in the region, including former industrial and commercial buildings.

Action 4.9.2. Develop incentives to encourage adaptive reuse of historic properties.

Adaptive reuse is an important way to preserve and maintain historic resources. In Marietta Borough and elsewhere through the region, there are former industrial or commercial buildings that could be reused for mixed-use development, higher-density residential development, or employment uses to support the economic development and historic preservation goals of the region.

5. Recreation and Open Space Element

Overview

The Donegal region's location along the Susquehanna River is often noted as a major strength and as an opportunity for greater recreational and economic development. In addition, the region is well served by parks. East Donegal Township, Marietta Borough, and Mount Joy Borough parks are generally located within the boundaries of the Urban Growth Areas (see Table 5.1).

Residents are fortunate to live near the county's second largest park, Chickies Rock County Park. Owned and managed by Lancaster County, Chickies Rock County Park is located in Marietta Borough, East Donegal Township, and West Hempfield Township. The park features Chickies Rock, a 200' rock outcropping above the Susquehanna River. While predominantly managed for its natural resources, the park's day-use recreational area, trails, historic and natural resources, and attractive vistas attract visitors from all over the region.

The Donegal region's green infrastructure system, including trails and greenways, is expanding. The establishment of a significant regional recreational amenity - the Northwest Lancaster County River Trail - is underway with the first phase connecting Marietta Borough and East Donegal Township complete. The second phase will extend the trail east and west along the Susquehanna River and eventually from Columbia Borough to the Lancaster/Dauphin County line. Recreational activities, such as biking, hiking, and bird-watching, are increasing in the area and attracting visitors interested in using the Northwest Lancaster County River Trail and Chickies Rock Park.

The East Donegal Park Commission, the Mount Joy Borough Parks Department, and Marietta Borough are responsible for maintenance and programming of the region's municipal parks. Youth recreational leagues (e.g., Donegal Youth Soccer, Maytown Youth Organization, Mount Joy Athletic Association, Marietta Youth

Green Infrastructure, as defined in the County's Green Infrastructure Plan, *Greenspaces*, is our natural life support – a strategically planned and managed network of wilderness, parks, greenways, conservation easements, and working land with conservation value that supports native species, maintains natural ecological processes, sustains air and water resources, and contributes to health and quality of life. (Source: GreenInfrastructure.net).

The County's Greenscapes Element proposes a countywide network that includes natural areas (e.g., wetlands), public and private conservation lands (e.g., nature preserves, greenways), public and private working lands (e.g., forests), outdoor recreation, and trails.

Athletic Association, baseball, softball, and football clubs) are active in the region. Furman Park in Maytown has a small skateboard facility. In addition, the Donegal School District sponsors interscholastic athletics in a variety of sports. School District athletic leagues include hockey, cross-country, soccer, tennis, and football.

Organized adult recreation is somewhat limited, but there are opportunities for tennis, soccer, basketball, golfing, and hiking, etc. Private recreational clubs (e.g., the Marietta Boat Club) operate in the region. In addition, a county designated bike trail, the Heritage Route, passes through historic Marietta Borough and East Donegal Township farmland. Mount Joy Borough purchased the site of the former Grandview School (12.3 acres) in 2006 from the Donegal School District. The site is being considered for a community center/Mount Joy Area YMCA. The YMCA will provide community and recreational activities for adults and children in the region. The borough and its partners are continuing to explore options and a new more extensive YMCA feasibility study for the northwest Lancaster County region is planned.

In addition to their recreational facilities, several of the region's parks host community events. For example, East Donegal Township and Mount Joy Borough sponsor popular Music in the Park programs during the summer months. The Mount Joy Farmers Market is held each season at Union National Community Bank on Main Street. Recently the Marietta Market began operating in Flanagan Park on Sundays. In its first season, the farmers market offered local fruits and vegetables, handmade products, prepared foods, gifts, and educational workshops with a focus on sustainability (e.g., stormwater management, composting). Other park facilities are available for rental for private events. These regional events help to increase the number of park users and awareness of the region's parks.

While parks represent the majority of open space, there are a few scattered areas of privately owned forest or open space. Chapter 4 (Agricultural, Natural, and Cultural Resources) includes strategies to improve and expand riparian corridors along the Donegal region's streams including Donegal Creek. In addition, conservation of the region's Natural Heritage Areas (i.e., Susquehanna River Shoreline, Chickies Rock Park, and Donegal Springs) is recommended to preserve species and improve plant and animal habitat and ground water.

Table 5.1 summarizes acreage for the region's parks and open space.

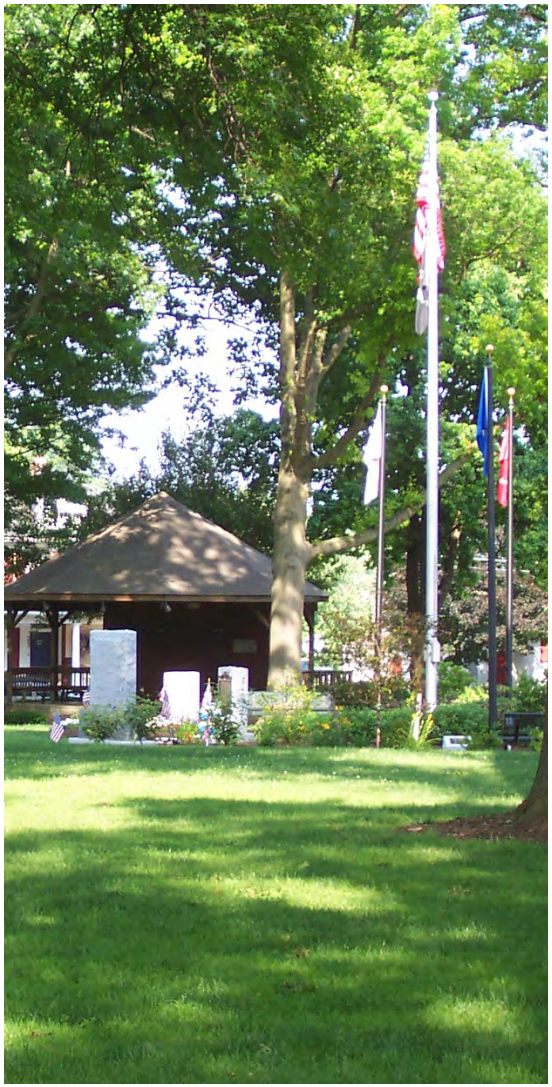
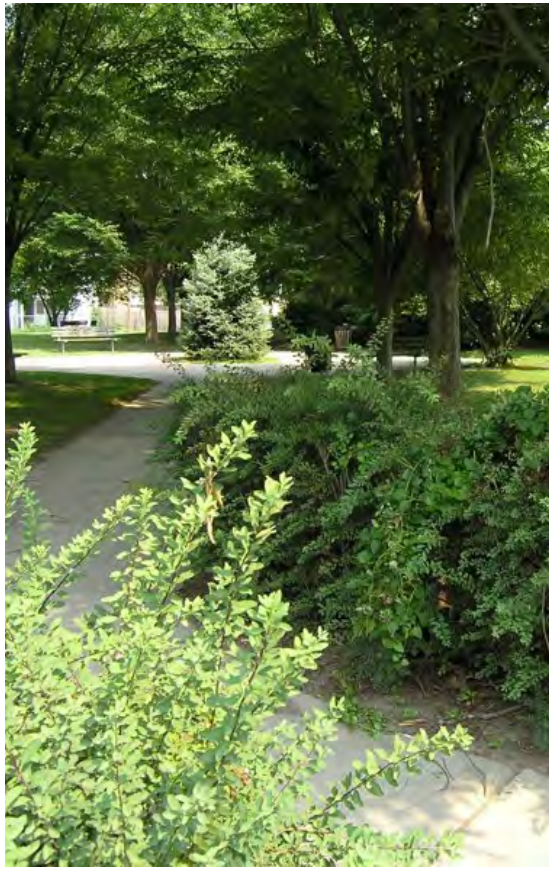


Table 5.1 Parks and Trails Inventory

	Acres
County Parks / Regional	
Chickies Rock County Park (East Donegal T. and Marietta B.)	153
Total	153



	Acres
Municipal Parks	
East Donegal Township Municipal Parks	
Bridle Path Park (East Donegal T.)	2
Clearbrook Park	0.5
Legion Park	4.7
Lloyd H. Fuhrman Park	17.9
Longwood Square	6.1
R & J Memorial Baseball Field	7.7
Riverfront Park & Northwest County River Trail (Municipal Owned)	355.8
Marietta Borough Municipal Parks	
Flanagan Park	1.1
Penncast Tot Lot	0.6
War Memorial Park	10.8
Mount Joy Borough Municipal Parks	
Borough Park (Kunkle Field)	9.2
Donegal Springs Road Park	0.1
Florin Park	0.8
Gateway Park	—
Grandview Park (proposed future YMCA location)	11.7
The Lakes Park	0.5
Little Chiques Park	40.2
Memorial Park	1.3
Westview Park	2.5
Total	474

Source: Lancaster County GIS, Donegal Region municipalities, numbers may not add up due to rounding.

	Acres
Community / Civic Parks	
Lions Club Pool (Mount Joy Borough)	7.0
Rotary Park (Mount Joy Borough)	16.4
Total	23.4
Total Parks and Recreation Acres	650
Private Recreation (not included in Total Inventory)	
Groff Golf Course (East Donegal Township)	132.7
Elite Baseball Facility (Mount Joy Borough)	0.6
Total	133.7

Strengths and Issues

Strengths

- The first phase of the Northwest Lancaster County River Trail opened recently and grants have been secured to extend it south toward Columbia Borough. The Northwest Lancaster County River Trail is part of a longer term Lancaster County Green Infrastructure Plan (*Greenscapes*); completion of the entire trail and greenway is anticipated in approximately 10 years.
- The Donegal region exceeds Lancaster County targets for park acreage. Greenscapes recommends a minimum of 10 acres of municipal or institutional parkland/1,000 residents and 5 acres of county parkland/1,000 residents. The region has 28 acres of municipal parkland/1,000 residents and 9 acres of county parkland/1,000 residents.
- The majority of the region's parks are located within the Urban Growth Areas in close proximity to where most residents live and where residential development is planned, consistent with the recommendations of Greenscapes.
- Parks are within ¼ mile or ½ mile of nearly all existing and future residents of the urban growth areas. The only areas of the UGAs not within the ½ mile boundary are the southern edge of the Mount Joy-Donegal UGA and the northeastern area along Route 230.

Table 5.2: Donegal Region Parkland Ratios

	Goal	Existing Acres	Existing Ratio	Surplus (2008 Est)	2030 Population (Est)	2030 Ratio (Estimated)
County / Regional Parks	5 Acres / 1,000 Residents	153 Acres	9 Acres/ 1,000	69 Acres	17,559	8.7 Acres/ 1,000
Municipal Parks	10 Acres / 1,000 Residents	474 Acres	28 Acres/ 1,000	305 Acres	17,559	26 Acres/ 1,000
Total		627 Acres				

The southern area near Route 772 is adjacent to the Donegal High School and Middle School facilities and the Groff's Farm Golf Club. No parks are planned for the northeast area where industrial development along Route 230 is scheduled to take place.

- The Donegal School District allows recreational leagues and municipalities to use elementary and middle school fields when needed.
- The number of ballfields in the region has grown in recent years as a result of parks provided in new housing developments.
- A new park in Mount Joy Borough, Rotary Park, was recently developed in an area adjacent to the Lancaster County Area Vo-Tech School. The park has two baseball fields and two soccer fields, adding to recreational opportunities in the region. The Mount Joy Athletic Association manages the park.
- New soccer fields are planned for Riverfront Park in East Donegal Township.

Issues

- The popularity of recreational programs such as Donegal Youth Soccer, with over 20 different teams, makes it difficult to ensure there are enough fields to meet the demand across different sports.
- Park lighting is limited in the region's parks resulting in a shortage of recreational fields available for night games. Lloyd H. Fuhrman Memorial Park near Maytown is one of a few sufficiently lit parks in the region.
- Securing sufficient funding for new parks and recreational programs is a challenge. Businesses are frequently asked for donations to help fund the region's parks.
- Adult recreational programs are limited and include football and slo-pitch softball for men over 60. There

are very few coed or women's recreational programs.

- The Susquehanna River is an underutilized asset and existing physical and visual access to the river is difficult in many areas. Access points include the East Donegal Boat Launch in Riverfront Park and the Marietta Boat Launch (see Figure 5.1). Implementation of Phase 2 of the Northwest Lancaster County River Trail is intended to improve access and use of the River.
- Donegal School District athletic facilities are outdated and in poor condition. The District does not have sufficient funds to undertake significant upgrades.
- There is limited sharing of facilities for football and baseball leagues among municipalities and the Donegal High School.
- Other than fields that are already planned, there is limited low-cost land available for new parks and recreation fields.
- The formation of a regional recreation commission was attempted 10-15 years ago; however, a lack of funding and interest ended the process.

Recreation and Open Space Goal, Objectives, and Actions

Recreation and Open Space Goal

Manage the recreation and open space system in the Donegal region to:

1. Support the recreational needs of the community and encourage healthy lifestyles.
2. Increase opportunities for recreation, including athletics, walking, and biking.
3. Protect sensitive natural areas, including waterways and other natural resources.
4. Sustain the high level of park acreage per person and access to parks.
5. Generate pedestrian activity, economic development, and tourism in the region.

Recreation and Open Space Objectives and Actions

Objective 5.1. Coordinate regional recreational programming needs and future parks and trails.

Action 5.1.1. Consider creating a regional parks and recreation commission and survey existing parks and recreation representatives and the Donegal School District to determine interest.

Action 5.1.2. Develop open space and recreational policies and priorities with a focus on opportunities for increasing efficiency and cost-sharing.

Action 5.1.3. Develop a regional parks and recreation plan using the policies and priorities crafted under Action 5.1.2 and past plans (e.g., East Donegal's 1992 *Comprehensive Parks and Recreation Plan*).

Action 5.1.4. Include a parks and recreational representative on the proposed regional economic advisory group (Land Use Objective 3.1).

There is strong support among residents for regionalization of services. Approximately 78% of residents surveyed are either very supportive or somewhat supportive of the regionalization of municipal services. The Donegal School District, East Donegal Township, Marietta Borough, and Mount Joy Borough are already sharing some recreational facilities. In addition, sports leagues are operating across municipal boundaries. The next logical step is to consider a regional parks and recreational commission made up of the three municipalities and the school district. The commission would undertake joint planning and explore cost-savings mea-

sures to better meet the region's recreational and parks without duplicating services. In addition, a regional parks and recreational representative should be included in the proposed economic advisory group recommended in Chapter 3. Parks and recreation facilities can be a major factor in companies and residents locating in an area and should be part of discussions concerning regional development projects.

Objective 5.2. Create a Donegal region green infrastructure system linking parks and recreational areas and protecting natural resources.

Action 5.2.1. Develop a regional green infrastructure plan with the newly formed regional parks and recreation commission (or municipalities), School District, and Lancaster County and set priorities for trails, greenways, and bike routes connecting existing parks and recreation.

Action 5.2.2. Continue working with Lancaster County, adjacent municipalities, and regional partnerships to complete the 14-mile Northwest Lancaster County River Trail and greenway.

Action 5.2.3. Complete the "emerald necklace" greenway planning around the perimeter of Mount Joy Borough.

Action 5.2.4. Develop open space linkages between the Northwest Lancaster County River Trail, the Mount Joy emerald necklace trails, and Maytown and Marietta Boroughs (see also Land Use Objective 3.5).

Action 5.2.5. Support a Safe Routes to School (SRTS) program for all schools and libraries in the region that includes multi-use paths, sidewalks, crosswalks, and enhanced traffic signals (see also Transportation Objective 7.4).

Action 5.2.6. Produce maps, brochures, and other materials to promote the benefits of the region's green infrastructure network and make the public aware of recreational opportunities.

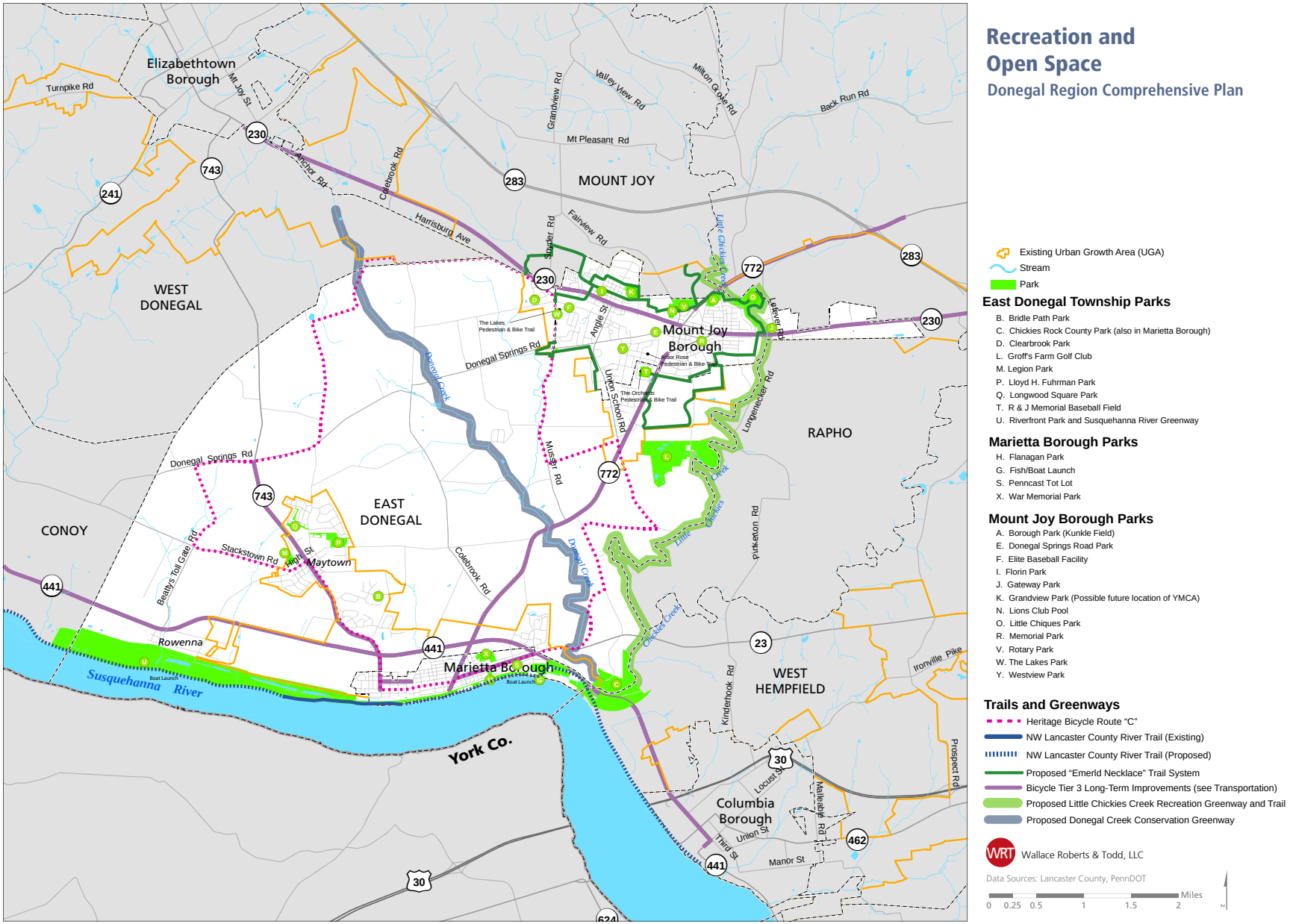
The region and its partners have made significant progress on the Northwest County River Trail and Mount Joy Borough has completed conceptual plans for the "emerald necklace" greenway. The regional parks and recreation commission (or municipalities) should prepare a plan and detailed map of the regional network, building on and connecting resources shown on Figure 5.1, and set priorities for working with property owners to acquire land or easement rights for areas where off-street trails are proposed. The plan would include a step-by-step implementation program and detailed recommendations for bike and pedestrian amenities (e.g., bike racks, restrooms, water fountains, benches, etc). On-street bicycle and pedestrian sidewalks are also proposed to connect parks, recreational areas, and schools in the region. At key points in the development of the green infrastructure system, the region should release press materials and brochures describing its vision and recreational amenities.

Objective 5.3. Increase access to athletic and community facilities, including sports fields and a community center.

Action 5.3.1. Determine the need for new recreational fields in the region, taking into account the addition of planned soccer and baseball fields in Riverfront Park and Rotary Park and the results of the YMCA feasibility studies.

Action 5.3.2. Using the recreational policies and priorities developed by the newly formed parks and recreation commission, determine support for developing a

Figure 5.1



GIS Data: LCPC 2009

regional parks and recreational/community center.

There is strong demand in the region for additional recreational fields and a community center. However, there are a number of plans underway for expanding existing parks and the potential for a new Northwest Regional YMCA is being studied. Depending on the results of these initiatives, the regional parks and recreation commission should consider the feasibility for a new or expanded athletic/community center facility.

Objective 5.4. Continue to provide sufficient parks and open space to meet demand for existing and future residents and exceed county standards.

Action 5.4.1. Review existing parkland dedication or fee in lieu of subdivision requirements in East Donegal Township, Mount Joy Borough, and Marietta Borough to determine if the required dedication/fees are sufficient to cover the costs incurred by the municipalities.

Action 5.4.2. Consider a regional parkland dedication or fee in lieu of ordinance that would be administered by the regional parkland and recreation commission and based on the regional green infrastructure plan.

While the parkland acreage and service area analysis shows that the region has sufficient parkland within proximity to the majority of existing and future residents, there is a need for additional recreational fields and multi-use trails. In addition, there is a need for future parkland in far western Marietta and south of Maytown where access is limited. About 17% of residents surveyed for the Comprehensive Plan felt that bicycle and pedestrian trails should receive the most attention from community leaders. Both East Donegal Township and Mount Joy Borough require a parkland dedication or fee in lieu of dedication for new development. Marietta Borough should consider instituting a similar dedication/fee requirement.

Mount Joy Borough utilizes a Subdivision and Land Development Ordinance based on the Donegal Region's 1995 Comprehensive Plan and National Recreation and Park Association recommendations for park land dedication. The Borough currently requires the dedication of .025 acres of land per dwelling unit, or a fee in lieu of dedication to be determined through an appraisal process (see Spring 1995 Adopted Donegal Region Comprehensive Plan Chapter 7, Part B, pages 109-112). These requirements should be updated to reflect current municipal costs, population projections, and identified park land needs.

East Donegal Township is required to review the current ordinance and calculate a new recreational impact fee for 2011. The Township can use the methodology from the *East Donegal Parks and Recreation Plan* (1992) to review the current cost per acre per household. Using the same methodology, the 1992 cost adjusted to 2009 dollars would be about $55,870 per acre. This fee-in-lieu of costs per household is based on the median land acquisition and park improvement costs spread across total households. Using current population figures, park acreage, and adjusting for 2009 dollars, the existing fee-in-lieu of cost would be $1,528 per person or $3,760 per household (see Table 5.3). Each of these assumptions, in particular the cost per acre per household needs to be reviewed against up-to-date municipal costs.

Table 5.3 – Value of Parkland Dedication (using East Donegal Parks and Recreation Plan methodology)

1992 Cost Per Park Acre for Acquisition and Improvements	$ 37,000
Cost per Park Acre Adjusted to 2009 Dollars*	$ 55,870
1992 Municipal Park Acres/Person	0.023
Existing Municipal Park Acres/Person in the Donegal Region	0.027
Value of Parkland to be developed per Person in the Donegal Region (2009 Dollars)	$ 1,528.82
Median Number of Persons / HH for the Donegal Region	2.46
Value of Parkland to be developed per Household (2009 Dollars)	$ 3,760.90

Sources: East Donegal Parks and Recreation Plan (1992), Existing municipal park acreage in the Donegal region, and U.S. Census Population Estimates.

* Cost per acre need to be reviewed with up to date costs assumptions.

As the municipalities continue to regionalize planning efforts (e.g., the Donegal Region Green Infrastructure Plan and Regional Parkland and Recreation Commission), they should consider a multi-municipal parkland dedication or fee in lieu of ordinance. The Recreational Commission will be better equipped to provide parkland and trails within UGAs and across municipal boundaries. Working as a region, the commission needs to review parkland acquisition and site improvement costs to confirm the estimated 2011 costs are realistic and then revise (if necessary) each municipality's parkland dedication and fee-in-lieu of fee ordinance to ensure adequate funding for parks and recreational facilities.

The Pennsylvania MPC permits such dedication requirements where the municipality has a formally adopted recreation plan and there is a reasonable relationship between the use of the park/recreational facilities and future residents. Table 5.3 summarizes the approximate costs per acre using the *East Donegal Parks and Recreation Plan*.

Objective 5.5. Work with the Donegal School District to improve regional coordination and sharing of parks and recreational resources.

Action 5.5.1. Determine areas where sharing facilities could be beneficial for both the school district and community.

Action 5.5.2. Consider co-locating future schools and other community facilities (e.g., recreation, libraries, arts and community centers) to maximize investment in public buildings.

In an effort to reduce duplication of recreational services, facilities, and costs, the school district and municipalities should work together to determine how field and recreational facilities can more effectively be shared. In addition, existing and new schools can serve as excellent community centers since families and residents are already familiar with the facilities. For example, a future community center might be co-located with a school (i.e., either in a separate building on one campus or an attached buildings) to save costs and maximize the use and investment in public buildings.

Objective 5.6. Continue to partner with the Susquehanna Greenway Partnership, Lancaster County, and the Lancaster-York Heritage Region to complete the Susquehanna Greenway and promote tourism to the region.

Action 5.6.1. Implement funding for Phase 2 of the Northwest Lancaster County River Trail and extend the trail south to Columbia Borough.

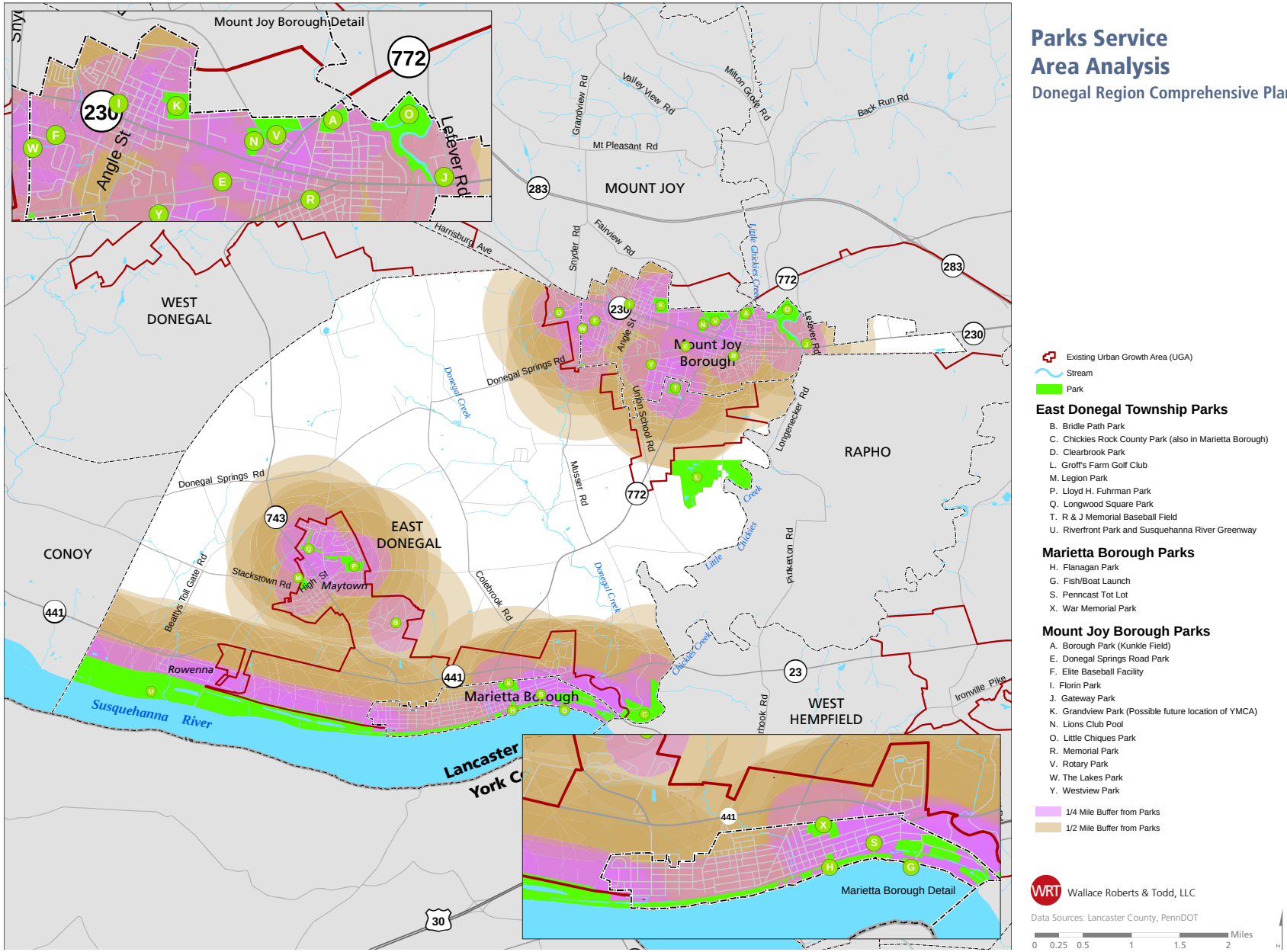
Action 5.6.2. Work with the Susquehanna Greenway Partnership to promote access to the Susquehanna River Water Trail in Marietta and East Donegal Township and to capitalize on economic development opportunities from the trail. (Land Use Objective 3.5).

Action 5.6.3. Implement the recommendations of the Marietta Northwest River Trail Preliminary Plan, including a long-term initiative to diversify downtown businesses (e.g., casual restaurants, coffee shops, seasonal businesses); strengthen connections to the future trail at Gay Street and Front Street; and improve Gay Street (e.g., lighting, street trees, banners) as a connection between Front Street and the River and Town Square.

There are a growing number of initiatives focused on developing the Susquehanna River Greenway, including the Susquehanna Greenway Partnership, Greenscapes, and Rivertowns Heritage Development Strategy. The Northwest Lancaster River Trail will create a key linkage to Marietta Borough, East Donegal Township and the larger region and an opportunity to develop tourism and improve recreational opportunities for residents.

An expanding interest in greenways and trails provides the opportunity to build on the region's existing assets and develop target businesses (e.g., outdoor recreation retailers, casual restaurants, cultural and historic sites) and a brand to support the region's economy. In addition to the recommendations developed in the Rivertowns Heritage Development Strategy, a guide prepared by the Allegheny Trail Alliance and PA Department of Conservation and Natural Resources (DCNR), Trail Towns

Figure 5.2



GIS Data: LCPC 2009

– Capturing Trail Based Tourism, is a step-by-step guide to help "trail towns" organize and implement a trail master plan. The guide focuses on economic development, design, signage, pedestrian and bicycle amenities.

Objective 5.7. Work with surrounding property owners to create a riparian buffer / conservation greenway along Donegal Creek and a recreational greenway along Little Chiques Greenway connecting Marietta and Mount Joy Boroughs.

Conservation greenways promote the protection and restoration of riparian habitat along river and stream corridors, particularly in agricultural areas and areas with urban or suburban development. Public access is typically restricted.

Recreational Greenways promote public access and use along linear features such as major river corridors, abandoned rail lines, and canal towpaths.

Source: Greenscapes

Action 5.7.1. Build on the success of the Donegal Fish and Conservation Association to improve water quality and natural habitat by replanting riparian buffers, reducing agricultural runoff, and reducing erosion of Donegal Creek.

Action 5.7.2. Consider developing a catch and release trout stream for Donegal Creek.

Action 5.7.3. Develop a master plan for the Little Chiques Creek Greenway and Trail consistent with Lancaster County's Green Infrastructure Plan, *Greenscapes*.

While the Donegal Creek runs through privately owned farmland, there is a need to improve the creek's riparian buffer by designating the area as a conservation greenway. Improving the stream's vegetated buffer by planting trees and native plants will help to reduce erosion and improve water quality. A catch and release trout program has been raised as a possibility. Fishing access could be limited to key areas and would require access easements from property owners. The Little Chiques Creek Greenway and trail is proposed in the County's Greenscapes Plan and would provide a vital green infrastructure connection between Marietta and Mount Joy Boroughs. The municipalities and Lancaster County should work to acquire easements or trail property to implement this greenway.

6. Housing Element

Overview

The Donegal region's population and number of housing units are growing. According to 2009 Census estimates, Mount Joy Borough had the largest estimated population (7,331), followed by East Donegal Township (7,402) and Marietta Borough (2,622). East Donegal Township is by far the largest in land area (21.82 sq. miles), compared with 2.35 sq. miles in Mount Joy Borough and 0.75 sq miles in Marietta Borough.

While the region's population is growing, the average household size has declined. Between 1990 and 2000, Mount Joy Borough experienced the largest percentage change (- 4%), and a decrease from 2.5 to 2.4 persons per household. This shift toward smaller households is consistent with county and national trends.

Between 1990 and 2000, population in all age groups in East Donegal Township increased. The largest growth occurred in the 45-54 group, 75 and older, and children under-5 age groups. Marietta and Mount Joy Boroughs experienced similar growth in the 45-54 and 75 and older age groups, but they lost population in the 20-34 groups and the under-5 age groups. Recently released 2010 Census data confirms that the population has continued to grow in the region, suggesting a few implications for housing:

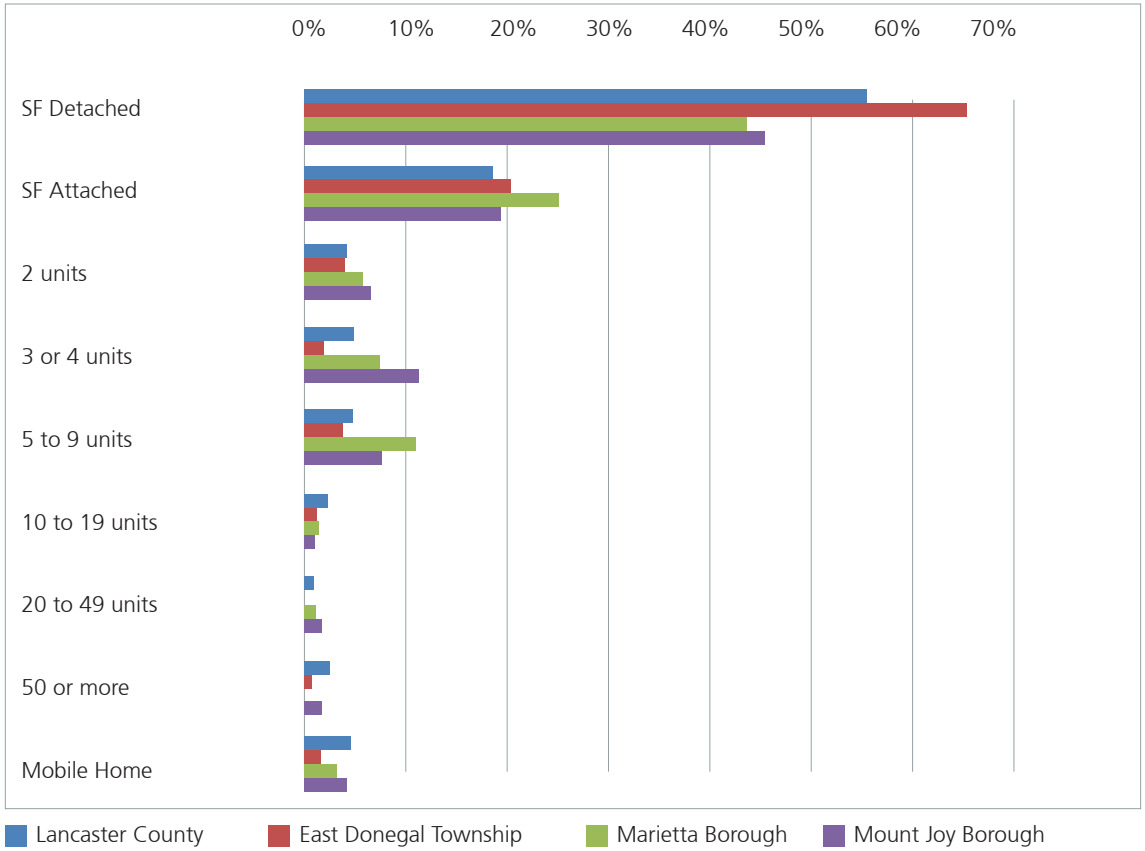
- As the region's population grows older and household size continues to shrink, there is likely to be a need for smaller housing unit types, conveniently located near retail and services in all three communities.
- In East Donegal Township the percentage of children and younger families also increased, a trend that is evidenced by increased school enrollment. A mix of housing types (e.g., single-family detached and attached), located near schools, parks, services, and retail can meet the needs of this sector of the population.
- Both Marietta and Mount Joy Borough lost population in the 20 to 30-something age groups. There is, however, potential to attract these age groups back to the region to take advantage of the low cost of living, location, borough neighborhoods, transit, and recreation.

Nationally, the "Millennial" generation, or roughly those born between 1980 and 2000, has become the largest generation in the country and will continue to enter the workforce as baby boomers retire over the next few decades. Interestingly, both generations prefer more urban style housing. A 2008 article in Lancaster City Living found that the market in Lancaster City has been positively impacted by sales to the younger and older households. Research shows that younger singles

and couples, as well as empty-nesters, prefer neighborhoods with a mix of people and housing types. The Millennial generation is looking for a variety of activities, affordable housing, walkable neighborhoods, and access to jobs. The decrease in younger population in the boroughs suggests that the region needs to better market existing resources, as well as improve the mix of housing, recreation, retail, and entertainment options to attract the next biggest generation.

The current mix of housing in the region is predominantly single-family detached housing units. There are, however, noticeable differences between the municipalities in housing mix. Less than half of the housing stock in the boroughs of Marietta (44%) and Mount Joy (46%) is single-family detached, while over 65% of housing in East Donegal Township is single-family detached. All three municipalities have greater than 20% single-family attached housing. Marietta Borough has a relatively large percentage (11%) of housing in 5-9 unit buildings, while Mount Joy Borough has the same proportion of housing (11%) in 3-4 unit buildings.

Figure 6.1, Housing Unit Type, 2000 Census



Housing represents one of the region's many types of historic resources. Over 65% of the housing units in Marietta were built in 1939 or earlier. Mount Joy Borough also has a relatively large proportion of older housing units (35% built in 1939 or earlier). In contrast, about 62% of housing units in East Donegal Township were built between 1970 and 2000, with peak development periods in the 1970s and 1990s.

Figure 6.2. Age of Housing, 2000 Census

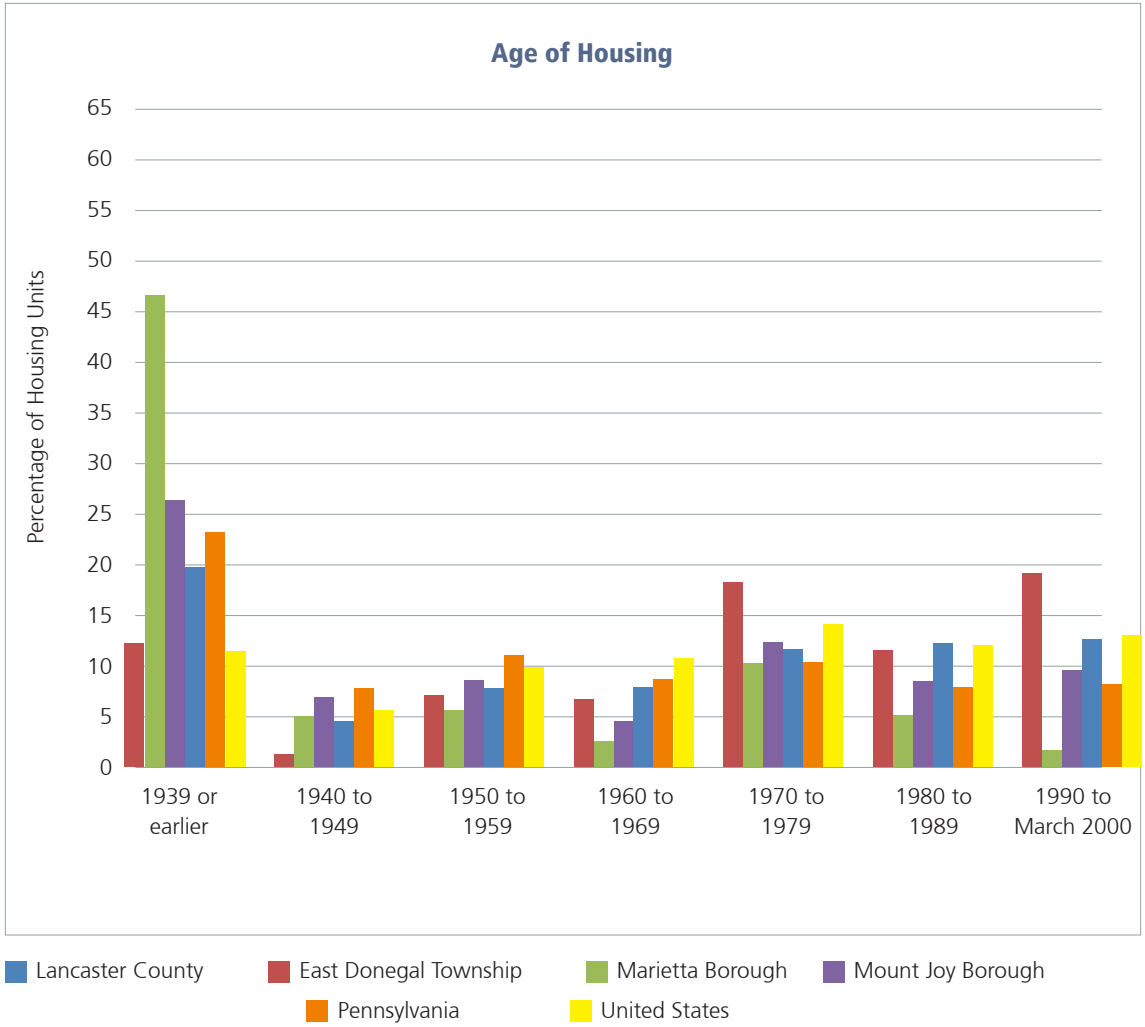
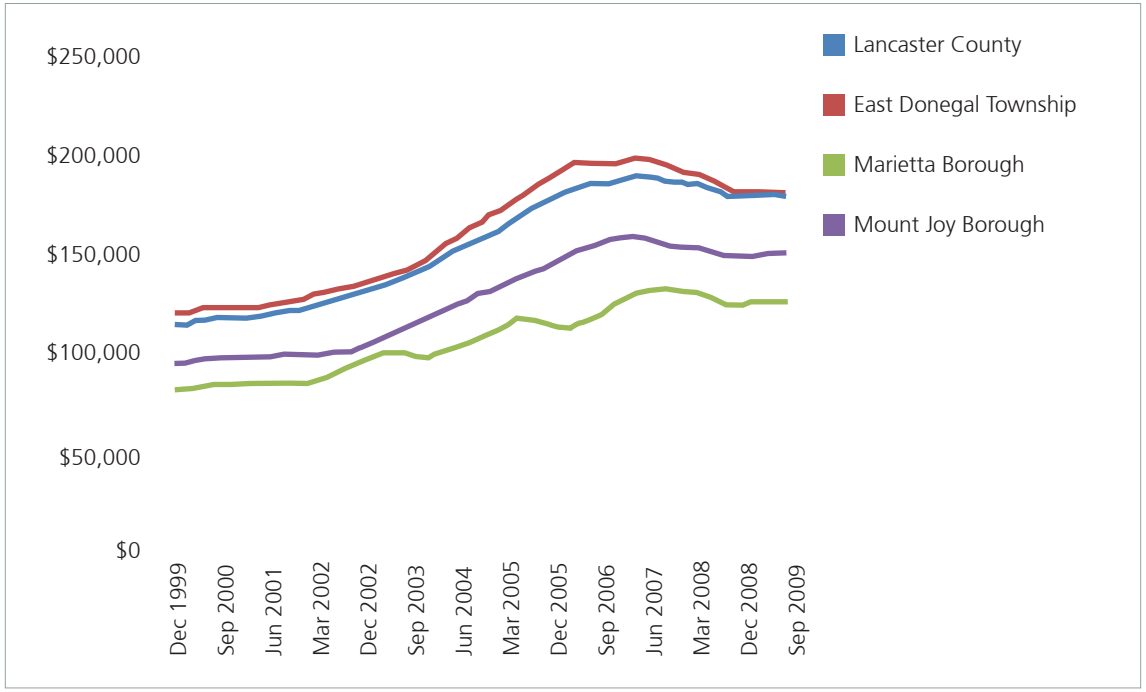


Figure 6.3. Median Estimated Home Values



Source: Zillow.com, Median Estimated Home Value is based on sales and appraisals

Home values in East Donegal Township, Marietta Borough, and Mount Joy Borough have followed a similar pattern over the last decade. Beginning in about 2003, values began to increase significantly until about 2007, when they began to level off and then fall slightly through April 2009. A slight increase in values occurred between 2009 and 2010. Compared with many other areas of the country, home values in Lancaster County and the Donegal region fared relatively well during the recent economic recession.

LCPC subdivision records from 2000 until 2010 indicate that the majority of subdivision applications occurred in East Donegal Township and Mount Joy Borough. There were very few subdivision records in Marietta Borough; the Borough lost population between 1990 and 2000.

A June 2010 search of properties in pre-foreclosure using RealtyTrac.com found 48 properties listed in the 17547 and 17552 zip codes. Current foreclosure properties account for less than 1% of the estimated 6,333 housing units in the region.

Overall, the region is relatively affordable as measured by cost of living (90 as of 2009), median housing costs (2-2.3 times the median income in 2000), and rental costs (20% of household income in 2000). Still issues of affordability (i.e., housing, transportation, food costs) and poverty exist. In 2000, 6% of families and 9% of

individuals were living in poverty in Lancaster County. In the Donegal region, median income and household income varies by municipality. East Donegal Township had the highest median household income ($55,414 in 2000) with approximately 25% of households earning less than $34,999 (or 65% of median income). Marietta Borough had the lowest median household income ($40,563), meaning that 26% of households were earning less than $24,999. Mount Joy Borough fell in the middle with a household income of $45,127 and approximately 25% earning less than $30,000. Households earning less than 65% of the median income can have a difficult time finding affordable housing, paying for transportation costs, and affording groceries.

Compact housing can help reduce the cost of transportation by requiring fewer trips and potentially allowing people to live closer to their jobs, services, shopping, and schools. A residential market study conducted by Zimmerman/Volk Associates in 2004 as part of the County's Housing Element, Choices, found that market for housing in Lancaster County aligns with national trends favoring more compact forms of housing. Compact forms of housing are attractive to the two largest population groups – the baby boomer and millennial generations. In recent years however, Lancaster County's housing development trends have not been consistent with the projected market demand. Between 1990 and 2000, nearly 90% of all building permits issued were for single-family detached housing. The County's housing market study found an increase in non-traditional families, empty nesters, and younger singles/couples. Given this mix, the study found that the local preference for attached and multi-family dwelling types is likely to increase as preference for single-family detached housing decreases.

The Donegal region has encouraged compact housing in urban growth areas since the 1995 Comprehensive Plan for the region. Specific recommendations related to housing in the 1995 Comprehensive Plan include:

- Cluster residential development in agricultural areas to minimize loss of valuable farmland.
- Concentrate development near public utilities and limit residential development with on-lot sewer systems (both to improve groundwater and protect farmland).
- Create buffers between different uses (e.g., higher-density and agriculture).
- Promote innovative residential design (e.g., cluster development in the growth areas) using density bonuses through the conditional use zoning process.
- Strengthen residential accessory land use standards (e.g., limit accessory structures, storage) in the boroughs and urban growth areas.

Strengths and Issues

Key strengths and issues related to housing in the Donegal region include:

Strengths

- The region has a diverse mix of housing types, housing age, and rental vs. ownership units.
- Housing prices, rental costs, and overall cost of living are relatively affordable in the Donegal region. Median housing in 2009 cost was less than 2.5 times the estimated median income, as reported by the 2000 census.

[1]As reported by Sperlings Best Places, http://www.bestplaces.net/col/default.aspx

- The housing market is relatively strong in the Donegal region. Housing prices in the region have not been significantly impacted by the economic recession.
- There is capacity for new residential development in the existing UGAs to accommodate projected growth through the year 2030. The estimated surplus (assuming an average 6 DU/Acre) compared to LCPC housing projections is over 1,200 units.
- Zoning regulations in the UGA's accommodate a variety of housing types from multi-family to single-family dwellings and encourage Traditional Neighborhood Design (TND).
- Envision Lancaster County awarded Florin Hill, located in Mount Joy Borough, a 2009 Smart Growth Award for its design quality, inclusionary housing program, and traditional neighborhood design.

Issues

- The region's population and housing growth over the last few decades has placed a strain on the Donegal School District and municipal tax base.
- A large percentage of the housing in the region is aging, resulting in maintenance issues and out of date housing stock.
- A number of commercial buildings in Mount Joy and Marietta Boroughs have been converted to residential uses. First-floor residential conversions are breaking up the concentration of retail and pedestrian activity in the region's business districts.
- Although it is not always visible, homelessness is an issue in the region and is impacting the school district, churches, and social service organizations. There are no temporary shelters and the need for food bank services is increasing.
- The architectural character and design of new housing does not always fit in well with either the traditional neighborhood pattern of the boroughs or agricultural character of East Donegal Township.
- Parking is an issue in some newer residential neighborhoods with rear garages. Residents sometimes use garages for storage and park on the street, leaving few spaces available to visitors.

Housing Goal, Objectives, and Actions

Housing Goal

Provide a mix of housing types and neighborhoods to meet the needs of Donegal region through a regional effort to:

1. Concentrate housing in the UGAs to preserve agricultural land and support vibrant, mixed-use towns.
2. Strengthen communities to create viable places to live, work, learn, and play.

3. Promote the design of new development to respect the historic and rural character of the region.
4. Accommodate housing opportunity for a range of income levels, household types, and age groups, including rental as well as ownership options.

Housing Objectives and Actions

Objective 6.1. Increase density in the UGAs to provide housing opportunities, walkable neighborhoods, and support for the region's main street business districts.

Action 6.1.1. Attract transit-oriented development, including higher-density residential uses, in close proximity to the Amtrak Mount Joy train station (see also Objective 3.6).

Action 6.1.2. Prioritize and target appropriate redevelopment or infill sites for higher-density development where parking and infrastructure needs can be met (e.g., underutilized or vacant sites).

Action 6.1.3. Consider zoning incentives (e.g., density bonuses, expedited review process) for innovative design, infill housing, live-work units, accessory units linked to single family units, handicapped accessible or visitable units, senior housing, affordable housing, and/or energy efficient housing.

Action 6.1.4. Consider incentives (e.g., zoning incentives, reduced fees) for adaptive reuse, infill development, and senior housing in the UGAs. (See also Objectives 3.7 and 4.10).

The Lancaster County Growth Management Element recommends an average density in UGAs of 7.5 DU/Net Acre. The average density in both the region's UGAs is estimated at 4.0 DU/Net Acre. While 7.5 DU/Acre may not be achievable for undeveloped and infill areas, there is opportunity to encourage increased density, in appropriate areas where infrastructure improvements exist. The areas surrounding the Mount Joy Amtrak Station have strong potential for higher density development. There is also long-term potential for higher-density and mixed-use development along Route 441 north of Marietta and west of the Castleton TND and adaptive reuse of former industrial or commercial properties for higher density residential uses in Marietta Borough.

Successful adaptive reuse projects in the region include Three Center Square Apartments in Maytown and the Silk Mill Condos in Marietta Borough. Three Center Square includes 23 two and three-bedroom units in a two restored historic buildings in Maytown. The project won the C. Emlen Urban Award for Historic Preservation in 2005. The Silk Mill condos development is an adaptive reuse project in Marietta Borough. The building, originally used by the Marietta Silk Company, was built in 1897 at the corner of East Walnut and North Pine Streets and is listed on the National Register.

Objective 6.2. Cluster rural residential uses near existing rural housing development (e.g., Donegal Springs Road near Mount Joy Borough, Village of Rowenna).

Action 6.2.1. Consider adopting conservation or cluster subdivision standards for use at the outer edges of urban growth areas to protect rural landscapes and provide buffers between residential and agricultural uses (see also Action 3.8.3).

Action 6.2.2. Direct very limited rural residential development to the village of Rowena, which is recommended as a Crossroads Community in the Land Use Chapter.

Action 6.2.3. Require landscape buffers and visual

transitions (e.g., transition in building height) between residential development and agricultural uses (see also Action 3.2.2).

While the majority of residential development will continue to be directed to the region's urban growth areas, a small percentage and limited number will likely occur in agricultural areas. To reduce potential impacts, this objective recommends adopting conservation subdivision standards for use in areas adjacent to agricultural uses. As described in Chapter 3, conservation subdivision standards require cluster development, preserved land (e.g., agricultural, open space, sensitive environmental resource), and protected viewsheds. The recommended "Crossroads Community" of Rowenna can also accommodate a limited amount of residential growth. Rowenna lacks public sewer infrastructure which limits the amount of residential development that could occur. Landscape buffers and transitions (e.g., higher to lower building heights) are necessary to protect agricultural and the rural character of the region.

Objective 6.3. Limit residential uses on the ground floor of buildings in commercial or mixed-use zoning districts.

Action 6.3.1. Revise the Mount Joy Borough "CBD" zoning classification to move single-family residential uses (i.e., single-family detached, conversion of an entire buildings to single-dwelling unit) from permitted to either special exception or not permitted.

Action 6.3.2. Revise the Marietta Borough "Historic Commercial" zoning classification to move single-family detached from permitted to either special exception or not permitted.

Action 6.3.3. Encourage rehabilitation and new development to include residential uses on upper stories of buildings in the business districts (e.g., through zoning incentives).

In both Mount Joy and Marietta Boroughs, there are a number of commercial properties that have been converted to residential uses. While this is a way to provide additional housing and adaptively reuse properties, doing so within the commercial core can interrupt retail activity and the pedestrian character of the street. Mount Joy and Marietta Boroughs should revise their zoning ordinances to limit first-floor residential uses along the "main street" commercial core. Residential uses on upper stories in commercial districts should be encouraged to increase activity and support local businesses.

Objective 6.4. Promote continued use of traditional neighborhood development (TND) in the region's UGAs.

Action 6.4.1. Require mixed housing types (e.g., single-

family, duplex, apartments) within TND developments without isolating the different housing unit types.

Action 6.4.2. Re-evaluate the TND zoning regulations in East Donegal Township for the R-3 through R-5 zoning districts.

Action 6.4.3. Evaluate the need for increased on-street parking for the TN District in Mount Joy Borough.

In Mount Joy Borough, the TN (Traditional Neighborhood) district requires a mix of units with at least 45% of all units being single-family dwellings.

East Donegal should re-evaluate their TND zoning regulations to ensure that a true mix of residential units is developed. In addition, the region should consider areas within the East Donegal Township portion of the UGAs that may be appropriate for TND.

Anecdotal evidence suggests that in some TND neighborhoods there is not enough parking for visitors or households with more than one vehicle. In the Mount Joy Borough TN District, new streets are required to be sufficient in width to allow on-street parking along at least one side of the street.

Objective 6.5. Encourage affordable housing options for households of all incomes, including the region's homeless and special needs populations.

Action 6.5.1. Continue to support a mix of housing types in the region. Adopt affordable and energy-efficient housing incentives (e.g., that encourage a minimum of 20% of units be set aside for affordable housing in TND, encourage low-impact, energy-efficient housing).

Action 6.5.2. Work with the Lancaster County Housing and Redevelopment Authority to explore innovative financing for affordable housing (e.g., tax exemptions, rental programs, Real Estate Investment Trusts or REITs, HUD's Choice Neighborhood program) and seek out ways to build more cost-efficient housing construction, such as Marietta's senior apartment project.

Action 6.5.3. Work with LCPC to measure success in meeting the targets of the County's Housing Element, Choices: a) diversity in housing mix, b) diversity in location, and c) diversity in price.

Action 6.5.4. Develop a regional partnership between social service organizations, churches, and Lancaster County to determine the need for an emergency shelter space and temporary housing and a separate community services center that would offer housing counseling, senior services, and connect people with food banks and medical resources.

As recommended in the County's Housing Element, Choices, the Donegal region can encourage affordable housing (housing affordable to those earning less than 80% of the median income) through promoting mixed-income development that avoids concentrating units in one area. The region can adopt incentives (e.g., density bonuses, streamlined review process, infill and adaptive reuse guidelines) to encourage senior housing and other affordable unit types, located to be accessible to transit, retail and services, and employment. The Donegal region has a relatively diverse and affordable housing inventory. In 2000, Marietta Borough was one of only four municipalities in Lancaster County with a median housing value of less than $100,000. While housing costs are lower than many surrounding municipalities, in 2000 Marietta Borough had a higher percentage of people spending more than 30% of income on housing, compared with Mount Joy Borough and East Donegal Township. Marietta Borough is in the process of developing an affordable senior housing infill project.

To meet Lancaster County objectives, the region should coordinate and continue to encourage housing that meets the needs of the entire community.

According to the 2000 Census, about 4-6% of families in Marietta and Mount Joy Boroughs were living below the poverty line. While the percentage is much lower in East Donegal Township, social service agencies and churches report that with the current high unemployment rate, more families and individuals are seeking food bank services and are in danger of becoming or are homeless. The region's municipalities and the Donegal School District have limited resources to deal with issues related to poverty and homelessness on their own.

There are social service organizations in the region that

are working to combat homelessness and provide food for households in need. The Mount Joy Food Bank, Mount Joy Helping Services, and the Furniture Bank are organizations working to address these issues. Churches in the region provide a number of services, including temporary housing and food banks. However, these social organizations often act separately from one another. While Lancaster City has a number of service organizations, it is difficult for some residents to travel easily. A centrally located social services center would benefit those in need by providing a range of services in one location (e.g., the center could offer medical or legal services on a weekly basis) and help the existing agencies more efficiently sharing resources and allow them to provide a wider range of services.

Objective 6.6. Increase energy efficiency, reduce environmental impacts, and lower annual operating costs of existing and new housing.

Action 6.6.1. Educate homeowners about state and federal incentives for increasing energy efficiency and reducing energy consumption in residential homes.

Action 6.6.2. Partner with Lancaster County and PPL Electric to encourage residents to take advantage of energy assessments and audits offered at a reduced cost through PPL Electric.

Action 6.6.3. Adopt energy-efficiency building codes and incentives to reduce energy consumption and lower housing costs for owners and renters.

At a national level the federal government is encouraging energy efficiency and greater use of renewable energies through policies, partnerships, incentives, and grants. Energy consumption is both a global environmental issue impacting greenhouse gas emissions and renewable energy sources and a local issue that impacts the region's housing affordability and the ability of residents to move around. A 2009 EPA Greenhouse Gas (GHG) Inventory Report found that residential buildings (including direct and indirect emissions) account for about 17% of total GHG emissions in the U.S. Most of the energy consumed is used for space heating and cooling. In this region, the majority of energy consumed is used for heating. This study found that investing in energy efficiency improvements (e.g., new appliances, lighting, windows) is one of the lowest-cost ways to reduce overall energy demand and emissions.

Homeowner incentives include rebates (e.g., energy-efficient appliances, doors, windows) and federal tax credits. A recent 2009 analysis by McKinsey and Company estimated the benefit of lighting investment, appliances, and building upgrades in new and existing homes could result in a profitable 27% reduction in residential energy consumption and associated GHG

emissions.

The region can encourage homeowners to take advantage of energy efficiency incentives through joint marketing and partnerships with PPL Electric, Lancaster County, Donegal School District, and community organizations to increase awareness. In addition, Donegal region municipalities should adopt energy efficient building codes and consider adopting incentives to encourage "green" or LEED-certified housing in the region.

7. Transportation Element

Overview

East Donegal Township, Marietta Borough, and Mount Joy Borough enjoy strong access to larger regional centers with lesser traffic congestion and safety issues than some other parts of Lancaster County. The average travel time to work for Donegal Region residents increased from 1990 to 2000, but it remains lower than state or national travel times. Major roads serving the region include Routes 441, 230, and 772. US Route 30 and PA 283 provide major access to the larger region. Many of the vehicular transportation projects that are planned or proposed for the Donegal Region are focused on system preservation – repairing and maintaining the existing infrastructure to a state of good repair – as opposed to capacity expansion.

In addition to the road network, the region enjoys access to intercity passenger rail at the Mount Joy Amtrak station. Amtrak's Keystone trains offer direct service to Harrisburg, Philadelphia, and New York City, as well as connections to other transportation routes to Pittsburgh, Chicago, Boston, Washington, D.C. and beyond. Ridership at the Mount Joy station has soared since the re-electrification and increase in the number of trains in 2006. Ridership at the Mount Joy station increased from 20,101 in 2003 to 56,796 in 2009. Many of these new riders use the line to commute to Harrisburg or Lancaster.

The Red Rose Transit Authority provides service from Mount Joy and Marietta to Lancaster City and Elizabethtown on weekdays and Saturdays. Route 17 runs between Lancaster City and Columbia with a few extended runs to Marietta. Route 18 runs between Lancaster City and Elizabethtown via Mount Joy. Transit service is provided approximately every hour from early morning until early evening on Monday through Friday with lighter service on Saturday. Service is less frequent on Route 17 because most buses terminate at Columbia leaving only six daily runs to Marietta.

Donegal Springs Airpark, a private airport in East Donegal Township, is located north of Maytown and off of Donegal Springs Road. The Airport has one runway and is privately owned, but open to the public. Activities include flight instruction, privately operated charter flights, recreational trips, and parachuting. The Maytown Sport Parachuting Club is located the airport campus.

Within older parts of the two boroughs and Maytown, pedestrians can use a sidewalk networks on pleasant walking streets. Pedestrian facilities in more recent developments at the edges of boroughs are fragmented, but efforts are being made to retrofit sidewalks and shared-use paths where they do not exist.

With the exception of the Lancaster Mennonite Kraybill

Campus, all schools are located within the region's UGAs, yet bicycle and pedestrian access to Donegal High School and Donegal Springs Elementary School is poor, even though the school campus is within a reasonable walking distance from many of the region's residents.

General transportation concerns include the impact that new development within UGAs could have on traffic congestion and road safety, particularly in the context of industrial truck traffic, the expansion of the waste-to-energy facility in neighboring Conoy Township, and development within the Rapho Triangle.

Mount Joy Borough's main street (Route 230) contains the greatest concentration of commercial uses in the region. This road has issues with traffic congestion, truck traffic, and a poor-quality streetscape (e.g., narrow sidewalks, limited street trees, overhead utilities) in the corridor. The *Mount Joy Main Street and Station Area Plan* makes recommendations for improving parking and the pedestrian environment at this important gateway to the community.

Trends and Policy Context

Transportation projects in the Donegal region are funded by a variety of sources. Recent policy shifts at the state and national levels could have a significant impact on the types of projects that will be funded in the future. Key trends include:

- The passage of municipal, county, statewide, and – potentially – federal "Complete Streets" policies and guidelines (see Complete Streets sidebar).
- A new federal calculation for housing affordability that includes the cost of transportation in addition to rent and utilities. This calculation could have impact on federal loans and housing subsidies.
- Efforts to focus transportation investments on projects that create livable, sustainable communities by making it easier to walk, cycle, and take transit in order to provide mode choice beyond private automobiles.

Strengths and Issues

Roadways and Parking

Strengths

- Due to its location and modest traffic levels, it is relatively easy to get around the Donegal Region by automobile, especially compared to other areas in the County.
- Marietta Borough is the only one in the County whose main street is not a state highway. This has helped to maintain the fabric and walkability found in the heart of the borough.
- By following the growth management plan from the 1995 comprehensive plan, most development has occurred in the UGAs. The compact nature of development reduces vehicle miles and auto dependency, thus allowing the road infrastructure to operate relatively well.

Issues

- While there is good access to major regional corridors, many of the small roads in the region are not conducive to commercial or industrial development.
- It is difficult to accommodate increasingly large farm equipment on narrow roads and safely make room for farm equipment, bicycles, and vehicles on many roadways.
- While not a historically dangerous corridor, there have been recent fatal crashes on Route 441 near the Armstrong World Industries site and near Chickies Hill Road in West Hempfield Township. Most of these crashes appear to be related to speeding or distracted driving.
- The Lancaster County Solid Waste Management Authority (LCSWMA) is proposing to add a new 600 tons-per-day (tpd) boiler at its existing 1,200 tpd waste-to-energy (WTE) facility. The surplus 400-600 tpd not needed at the beginning of its life-cycle will be available to haulers from outside of Lancaster County. This increased WTE capacity will likely result in increased truck traffic – particularly on Route 441.

- The largest concentration of available industrial land in the region is in the Marietta UGA at the former Armstrong World Industries site along Route 441. Industrial development in this corridor is likely to increase traffic in terms of trucks and commuting employees. Congestion and an increased risk of crashes due to turning trucks on this high-speed route could require some form of access management and traffic calming improvements. A climbing lane on Route 441 in West Hempfield Township could reduce the incidence of crashes caused by reckless driving and unsafe overtaking maneuvers.
- Route 230 serves as a barrier along with the parallel Amtrak rail line to bisect the Mount Joy Borough. The roadway also experiences congestion due to close signal spacing and irregular intersections.
- Truck traffic is an issue in Mount Joy Borough and few trucks follow designated routes.
- There is an issue with shortcut traffic using small alleys in Mount Joy, particularly Fairview Street and Hemp Street, to get around the intersection of PA 230 and PA 772 (Manheim Street).
- There is a need to accommodate farm vehicles of various sizes and tractor trailers (e.g., milk tank trucks) which need access to farms on township roads.

Rail

Strengths

- Mount Joy is a local stop on Amtrak's Keystone corridor with direct service to Harrisburg, Philadelphia, New York City, and many other destinations.
- PennDOT is developing a station master plan to upgrade facilities including ADA accessibility, improved pedestrian connections, vehicle circulation, and full-length high platforms.
- PennDOT and Main Street Mount Joy are collaborating on the *Mount Joy Main Street and Station Area Plan* and the Downtown Destination Development & Branding Plan to create a gateway and improve pedestrian connections to Main Street.
- Increased train frequency and service quality since 2006, as well as planned improvements to the station, have positioned the Mount Joy station as a potential driver of transit- oriented development.

Issues

- Despite the number of trains on the corridor, only about half stop at Mount Joy. On weekdays, only 7 of 13 eastbound trains and 9 of 14 westbound trains stop at Mount Joy. While still a high level of service for the size of the population, the service patterns are irregular. Westbound, there are two periods over three hours with no train service with the last train at 12:18am. Eastbound, there is a 4-hour gap in the morning, a 3-hour gap in the midday, and no train service after 6pm. This schedule may work well for some regular commuters, but it makes it very difficult for potential occasional passengers to find trains that suit their travel schedule.

Bus Transit

Strengths

- Red Rose Transit service in the Donegal Region provides reliable transportation for transit-dependent residents from Monday through Saturday.
- In Lancaster City, Donegal Region bus transit riders can connect to multiple transit lines and Amtrak Keystone Corridor trains.

Issues

- There is no direct transit connection between Marietta and Mount Joy, which means that Marietta transit riders must travel all the way to Lancaster City and transfer to another bus to catch an Amtrak train.
- There is no Sunday transit service to the Donegal region.

Bicycles

Strengths

- The initial segment of the Northwest Lancaster County River Trail opened recently and while some grants have already been secured, additional grant

support will be necessary to complete the connection south toward Columbia.

- Many rural roads in the region have low traffic volumes, which are conducive to cycling.
- Some of the more significant routes in the region with higher traffic volumes and speeds, such as Route 441, also have consistent, wide shoulders that provide a space for confident cyclists to ride.
- Heritage Bicycle Route C was the first permanantly signed route in both directions in Lancaster County.

Issues

- There is no off-road bikeway connecting Donegal High School or Donegal Springs Elementary School to neighboring residential areas.
- Many important cross-region routes do not have consistent, wide shoulders to accommodate bicyclists, including Route 772, Colebrook Road, Route 743, and others.
- The Amtrak line is a barrier to bicycle connectivity in the Florin section of Mount Joy. The only crossing is via the Angle Street bridge, which has no shoulders, heavy truck traffic, and high vehicle speeds.

There are many potential enhancements to the bicycle network in the Donegal Region that could be made in the future. Many routes throughout the Region were identified in the Lancaster County Bicycle and Pedestrian Transportation Plan as Tier 3 (long-term) bicycle improvement corridors. The Region also contains two specific priority improvement areas identified in the Plan: the Mount Joy Amtrak Station area (i.e., for bicycle parking at the station and bicycle and pedestrian improvements on streets near the station) and the Donegal High School/Donegal Springs Elementary School area along Route 772 between Union School Road and Lumber Street (i.e., sidewalk improvements, crossing improvements, and/or multi-use paths).

Pedestrians

Strengths

- Older parts of Marietta and Mount Joy Boroughs are highly walkable, with a good mix of land uses and fairly complete sidewalk networks on both sides of major streets.
- Sidewalk improvements were recently constructed along Route 441 to link Donegal Middle School to nearby neighborhoods, including new developments on the north side of Route 441.
- The Northwest Lancaster County River Trail is being developed as a linear park along the Susquehanna River. The trail will provide recreational opportunities, important conservation benefits, and tourism that can help spur revitalization in Marietta Borough.

Issues

- Outside of older, established neighborhoods, many residential developments do not have sidewalks within them or connecting to destinations.
- The existing multi-use path between Donegal Springs Elementary School and Donegal High School does not connect to neighborhoods and includes an unsignalized mid-block crosswalk over Koser Road.
- The Amtrak line is a barrier to pedestrian connectivity, especially in the Florin Ward.

Similar to the bicycle network, there are many potential future enhancements to the Donegal Region's pedestrian network. The Region contains several Tier 2 (mid-term) pedestrian improvement corridors identified in the *Lancaster County Bicycle and Pedestrian Transportation Plan*, including Route 772 and Union School Road between the Donegal High School and Main Street Mount Joy, Route 441, the Northwest Lancaster County

River Trail, and several small corridors in Mount Joy and Marietta Boroughs.

Transportation Goals, Objectives, and Actions

Transportation Goal

Manage the transportation system in the Donegal Region to:

1. Sustain the ease of mobility that is enjoyed throughout much of the region today.
2. Increase opportunities for residents to walk, cycle, and take transit for all trips.
3. Improve roadway safety for all users.

Transportation Objectives and Actions

The following objectives and actions provide policy and regulatory direction for the three municipalities in the region to pursue to implement the long-range transportation goal.

Objective 7.1. Maintain the existing roadway network in a state of good repair.

Action 7.1.1 Prioritize system preservation – repairing and maintaining the existing infrastructure – over new roadway construction. Where congestion concerns exist, prioritize improving the efficiency of existing roadways rather than spending money on new infrastructure such as bypasses or roadway widening.

Complete Streets Guidelines. In the U.S., 28% of all trips are less than a mile and yet 65% of those are taken by car. "Complete Streets" seek to remedy this situation by making it safe and inviting for all users (e.g., pedestrians, bicyclists, motorists and transit riders) of all ages to safely move along and across a complete street.

Complete Streets should do more than merely accommodate all users; well-designed complete streets encourage people to use alternative modes of transportation by providing a safe and attractive environment for all, whether they be on four wheels, on two wheels, or on foot. Complete streets can also be "great streets" – the public places that encourage people to linger on foot, meet with neighbors, and engage in public life.

Another fundamental idea behind the Complete Streets concept is that streets must operate beyond their functional classification for traffic and be designed to support the type and character of existing and planned adjacent land uses. In designing Complete Streets, it is important to think beyond the roadway itself to its context and potential users.

PennDOT and the LCPC have developed functional classification maps addressing the Donegal region, but these ratings only address roadway function. It is recommended that a new functional classification based on roadway function and development context be developed for the Donegal region.

Many of the transportation projects that are planned or proposed for the Donegal Region are already focused on system preservation — as opposed to capacity expansion.

Objective 7.2. Thoroughly evaluate the traffic impact that new developments will have on the transportation network.

Action 7.2.1 Require traffic impact assessment studies for large new developments. In particular, such assessments should be required for industrial developments in the Route 441 corridor and "big-box" retail development along PA 230, east of Mount Joy.

Action 7.2.2 Consider requiring developers to fund necessary access management, traffic calming, and capacity improvements based on the findings of project based traffic impact assessment studies and a regional Pennsylvania Act 209 Transportation Impact Study in accordance with the MPC (Act 209).

Action 7.2.3 Ensure all new development is walkable, bikable, and transit-accessible and provides safe and

comfortable accommodations for walking, biking, and transit access. Consider transportation demand management techniques (e.g., reducing peak travel demand through rideshare or flexible work schedules) before requiring costly new infrastructure.

Objective 7.3. Develop safe and convenient bicycle and pedestrian accommodations for every type of trip, and for all levels of ability.

Action 7.3.1. Develop a "Complete Streets" policy, in-line with PennDOT and federal guidance, to require street designs that allow safe and equal access to all users – drivers, transit riders, bicyclists, pedestrians, and mobility-impaired travelers – throughout the Donegal Region.

Action 7.3.2. Adopt a Complete Streets policy that requires the construction of facilities for all users when new roads are constructed and when existing roads are significantly repaired.

Action 7.3.3. Revise municipal and land development ordinances to be consistent with PennDot's Smart Transportation Guidebook Design Criteria.

Action 7.3.4. Identify bicycle routes and consider narrowing travel lanes to provide shoulders of at least 4 feet for cyclists, while balancing the need for rural routes that can accommodate farm equipment. The 1993 Non-Motorized Vehicle Study recommended 8-foot shoulders on the County's busiest roadways.

Action 7.3.5. Work towards providing sidewalks on both sides of all roadways in Urban and Village Growth Areas in accordance with the *Lancaster County Bicycle and Pedestrian Transportation Plan*.

Action 7.3.6. Augment the on-road bicycle network with high quality off-road paths that offer novice and occasional cyclists an opportunity to become more confident, and provide pedestrians with a car-free alternative.

Objective 7.4. Educate residents and increase public awareness about transportation safety.

Action 7.4.1 Support a Safe Routes to School (SRTS) program for all schools in the region. SRTS programs can provide funding for coordinators to provide education about safe walking and cycling as well as for infrastructure improvements such as multi-use paths, sidewalks, crosswalks, and enhanced signals.

Action 7.4.2 Support state and local safe driving campaigns aimed at the reduction of speeding, distracted driving, and drunk driving. Many of the recent crashes on Route 441 were the result of driver error that could have been avoided with better driver education.

Objective 7.5. Increase roadway safety for all users throughout the Donegal region.

Action 7.5.1 Use traffic calming elements to reduce speeding and turn conflicts in problem corridors such as Route 441. (See "Traffic Calming" sidebar).

Action 7.5.2 Identify and prioritize areas for installing sidewalks, pedestrian crossing improvements, yield to pedestrian signs, traffic calming features, and other physical improvements to provide safe and convenient conditions for pedestrians – particularly within UGAs. All crosswalks must have accessible curb ramps.

Action 7.5.3 Consider improving existing pedestrian crossings with treatments such as push-buttons, "Yield to Pedestrians" bollards, medians, countdown signals, and flashing crosswalks.

Action 7.5.4 Install auxiliary turn lanes at locations with high turning volumes and recurring crashes related to turning movements.

Objective 7.6. Minimize the impact of truck traffic throughout the region without limiting opportunities for industrial development.

Action 7.6.1 Establish designated truck routes through the Region (particularly in Mount Joy Borough) and develop projects to ease truck flow along them.

Action 7.6.2 Use access management techniques to limit the number of potential conflict points between cars and trucks entering and exiting industrial areas.

Clearly designated truck routes will reduce congestion and conflicts with other vehicles by concentrating truck traffic on routes where it is most compatible with surrounding land uses and road capacity. In addition, a designated truck route system will reduce confusion and increase clarity for truck drivers.

Traffic Calming measures are intended to cause traffic to flow at a safe speed and keep the volume of traffic to an appropriate level for the context. In general, traffic calming is about enhancing both the safety of the roadway and the livability of the surrounding context. There are many types of traffic calming measures, ranging from roadway engineering to signage, to landscape architecture and gateway elements. A few of the potential traffic calming elements that could be considered in the Donegal Region include:

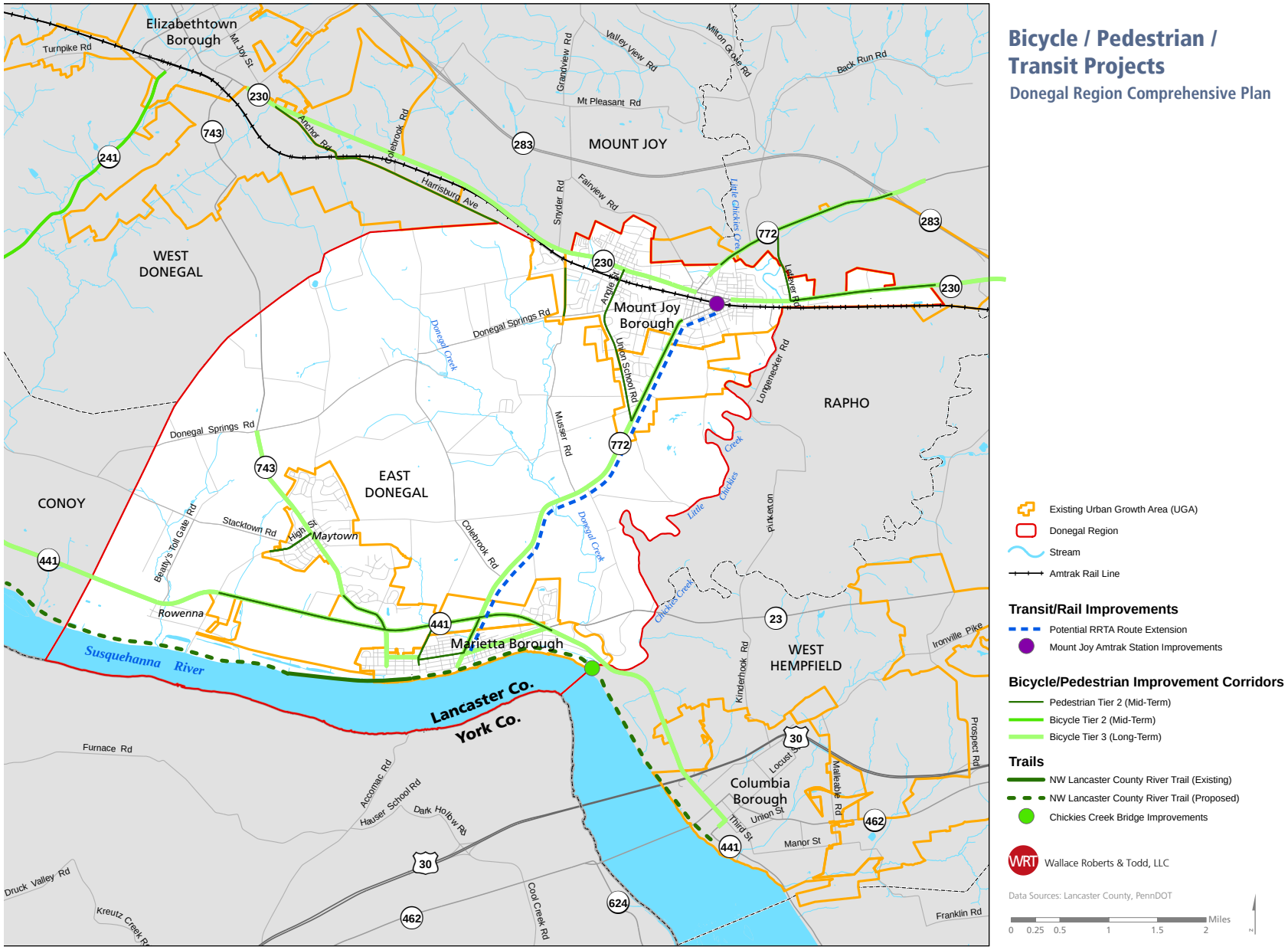
- A roundabout is an intersection around a central circle in which traffic entering the circle yields to traffic already in the circle. Roundabouts enjoy significantly lower crash rates than signalized intersections while maintaining traffic flow and would be particularly applicable to areas near industrial development such as the Route 441 corridor.

Objective 7.7. Coordinate land use and transportation planning to increase opportunities for walking, cycling, and transit use. Increase compact, pedestrian-friendly, mixed-use development in the Urban Growth Areas.

Action 7.7.1. Adopt design guidelines to enhance the pedestrian environment in the boroughs by requiring pedestrian-oriented facades, reduced curb cuts, and

- Gateway treatments combine traffic calming and visual measures at the entrance to a low-speed stretch of road or a neighborhood to slow entering vehicles and discourage excessive traffic. The design elements of a gateway may include a combination of traffic calming elements, changes in street appearance (street width, paving materials), and landscaping to signal the demarcation between a high speed and low speed zone.
- Raised speed reducers are raised areas of the roadway that deflect the wheels and frame of a moving vehicle with the purpose of reducing the vehicle's speed. Raised speed reducers should have little effect on a vehicle driving the posted speed limit or slower, but can produce discomfort when traversed at higher speeds, thus encouraging drivers to drive within the posted speed limit.
- Curb extensions/bulb outs are expansions of the curb line into the roadway adjacent to the curb (typically in the parking zone) for a portion of a block. They can be installed at intersections or midblock locations. Curb extensions increase pedestrian safety by both reducing the crossing distance and improving the line-of-sight between pedestrians and drivers.

Figure 7.1



GIS Data: LCPC 2009

short walking distances to major destinations. (see also Land Use 3.8.1)

Action 7.7.2. Adopt design guidelines or standards to encourage infill or adaptive reuse in Mount Joy and Marietta Boroughs, mixed-use redevelopment in the Boroughs, and new development that is compatible with adjacent uses in the UGAs. (see also Land Use 3.8.1)

Action 7.7.3. Limit negative impacts of commercial and industrial uses (e.g., traffic, relationship with adjoining residential neighborhoods) through traffic calming measures and access management techniques.

Action 7.7.4. Provide greenspace amenities (e.g., parks, trails, sidewalks, bike lanes) to accommodate pedestrians, bicyclists, and transit service in and around the UGAs.

Objective 7.8. Increase ridership by improving the utility of the passenger rail service at the Mount Joy Amtrak Station.

Action 7.8.1 Work with Amtrak and PennDOT to increase the number of trains stopping at Mount Joy and ensure that arrivals and departures are spread evenly throughout the day as well as concentrated during commute times.

Action 7.8.2 Work with Amtrak, PennDOT, RRTA, and the Susquehanna Regional Transit Partnership to coordinate transit schedules with Amtrak and potential Red Rose - Capital Corridor commuter trains.

Action 7.8.3 Support efforts by groups such as Pennsylvania Walks and Bikes to gain access for full-size bicycles on Keystone trains. This would make train travel a more attractive option to Donegal residents as well as make it easier for tourists to use their bicycles to visit the region's trails, quiet back roads, and quaint towns.

Action 7.8.4 Provide a bus waiting area at the renovated Mount Joy station at a location that allows quick and easy transfers to and from the train platforms.

Objective 7.9. Improve non-motorized access to the Mount Joy Amtrak station.

Action 7.9.1 Implement the recommendations of the *Plan the Keystone – Mount Joy Main Street Study*, including the four major themes: improve the train station; connect the station to Main Street and destinations; improve the Main Street experience; and define and promote the Mount Joy brand.

Action 7.9.2 Construct bicycle shelters and adequate bike parking as part of the station improvement project.

Action 7.9.3 Designate key corridors leading to the station for bicycle and pedestrian enhancements (e.g., bike lanes and new crosswalks on the west side of Marietta Pike), to provide more options for accessing the station.

Action 7.9.4 Encourage mixed-use, transit-oriented development near the Amtrak Mount Joy station.

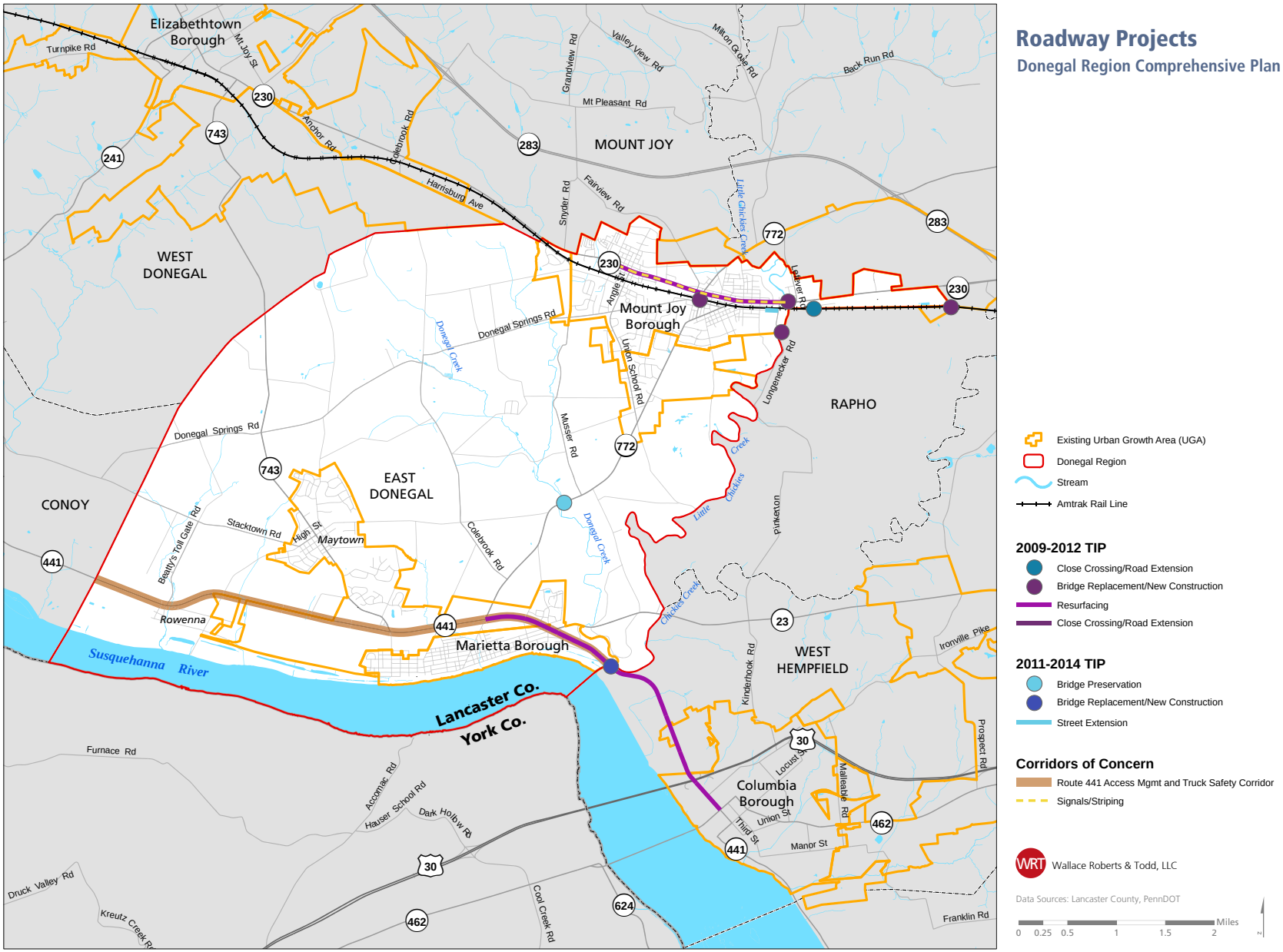
The Mount Joy station could be a major gateway to the region and previous studies have identified needed improvements. Study recommendations include: ADA compliance; a stronger connection to Main Street; improved parking access and management; intermodal improvements to accommodate buses, trains, autos, and other transportation modes; and increased services and amenities at the station. Conceptual designs for the Mount Joy station have been developed as part of prior plans. PennDOT's Plan the Keystone project included an in-depth planning element for Mount Joy and identified key redevelopment sites.

Objective 7.10. Capitalize on Donegal's location along the Susquehanna River and the proposed Northwest Lancaster County River Trail.

Action 7.10.1 Develop improved bicycle and pedestrian connections between the Northwest Lancaster County River Trail and Maytown and Marietta Borough. (see also 3.5.1 and 5.2.4)

Action 7.10.2 Participate in regional tourism efforts, led by the Susquehanna Gateway Heritage Area, to attract visitors to Northwest Lancaster County River Trail and the larger Susquehanna Greenway.

Figure 7.2



GIS Data: LCPC 2009

Action 7.10.3 Develop a concentration of recreational businesses, restaurants, and retailers in Marietta Borough within walking distance of the trail. (Refer to the *Marietta Borough Northwest River Trail Preliminary Plan* and the Trail Towns document, produced by the Allegheny Trail Alliance and PA DCNR, for guidance.)

Action 7.10.4 Work with the Lancaster County Planning Commission, West Hempfield Township, and Columbia Borough to complete the Northwest Lancaster County River Trail between Marietta and Columbia, where cyclists could connect with transit service to Lancaster and York.

Action 7.10.5 Work with stakeholders and other communities to extend the Northwest Lancaster County River Trail to the Capital Area Greenbelt trail network in Harrisburg as part of the broader Susquehanna Greenway vision.

There are a growing number of initiatives focused on developing the Susquehanna River Greenway, including the Susquehanna Greenway Partnership, the Susquehanna Gateway Heritage Area, *Greenscapes* (the green infrastructure element of the Lancaster County Comprehensive Plan), and *Rivertowns Heritage Development Strategy*. A growing interest nationally in greenways and trails provides the opportunity to develop target businesses (e.g., outdoor recreation retailers, restaurants, cultural and historic sites) and a brand to support the region's economy. The Trail Towns document available from DCNR provides guidance and a checklist for economic development opportunities tied to trail use.

Objective 7.11. Improve access to transit service in the Donegal Region.

Action 7.11.1 Work with Red Rose Transit Authority to create a direct transit connection between Marietta and Mount Joy. Specifically, new service should be timed to provide short transfers to Amtrak Keystone trains. Such a new connection would enable Marietta residents to commute quickly to Harrisburg, Elizabethtown, and Lancaster without an automobile. Service along Route 772 could also be timed to provide service for Donegal High School and Donegal Springs Elementary School students.

Action 7.11.2 Work with the Susquehanna Regional Transit Partnership to ensure coordinated transfers to York via *rabbittransit* (York County Transit).

Action 7.11.3 Ensure good pedestrian connections to RRTA transit stops in the Donegal region.

Action 7.11.4 Provide secure bicycle parking at major RRTA transit stops.

Objective 7.12. Improve gateways to provide important information to tourists and to reduce traffic congestion by guiding visitors efficiently to off-street parking.

Action 7.12.1 Work with Main Street Mount Joy, the LCPC, and other groups to develop a signage and way-finding system to improve gateways and assist residents and tourists in exploring the Donegal Region.

Action 7.12.2 Implement a wayfinding signage system to guide users to and from the Mount Joy train station, as well as borough centers and other destinations.

Action 7.12.3 Work with tourism organizations to promote bicycling and walking to Lancaster County visitors.

Transportation Projects

The following section and Tables 7.1 through 7.5 describe current/planned, proposed, and other potential transportation projects for the Donegal Region. In some cases, tables provide descriptions of the projects and their status. Many of these projects are included in the Transportation Improvement Program, or "TIP". The TIP is the regionally agreed upon list of priority transportation projects, as required by federal law. The TIP document must list all projects that intend to use federal funds, along with all non-federally funded projects that are regionally significant. Though most of the projects in the TIP are traditional highway, bridge, and public transit projects, it also includes bicycle and pedestrian projects, freight-related projects, and projects aimed at improveing air quality. The TIP development process involves coordination between the Lancaster County Metropolitan Planning Organization, PennDOT, RRTA, and public outreach.

Current/Planned

- Traffic signal coordination on PA 230 through Mount Joy will take place in 2012 or 2013 in an effort to reduce congestion.
- A revised pavement marking plan for the PA 230 corridor through Mount Joy Borough was not approved by PennDOT. However, PennDOT did restripe Main Street to provide left turn lanes at the intersection with Manheim Street and New Haven Road.
- Mount Joy and PennDOT are working on two projects related to the Amtrak Station. One is a project to improve the station facilities with full-length high-level platforms and elevators to meet ADA accessibility standards. The second project is a study with Main Street Mount Joy to find ways to draw people from the station to downtown including sidewalk improvements, signage, kiosks, and a "festival street" that can be closed to cars for community events such as festivals and markets.
- Construct a bridge over Chickies Creek to close a vital gap in the Northwest Lancaster County River Trail between Marietta and Columbia. This link would allow cyclists to connect with transit service to Lancaster and York. Partners: Lancaster County Planning Com-

Table 7.1 Projects in the Donegal Region from the 2009-2014 Highway Transportation Improvement Programs (TIP) include:

Project Location/Description	Municipality	Description	Phases*	Cost ($000)	Type
PA230 E. Main St. Bridge Over Little Chiques Creek	Mount Joy Boro.	Bridge Replacement	FURC	$1,445.0	Bridge
PA772 Marietta Ave Over Amtrak	Mount Joy Boro.	Bridge Preservation	RUC	$3,265.0	Bridge
PA-230 from Elmcrest Blvd to PA-283	Rapho Twp. & Mount Joy Boro.	Resurface	PUC	$2,340.0	System Preservation
E. Donegal Street/Newcomer Road Extension from S. Jacob Street to Longenecker Road	Rapho & E. Donegal Twps.	Close Crossing/Extend Road	C	$837.2	Keystone Corridor
PA441 River Road (Columbia Boro to PA772)	Columbia, E. Donegal, W. Hempfield Twps.	Resurfacing Act 44	FUC	$1,062.0	System Preservation
Eby Chiques RR Bridge (T364) over Amtrak	Mount Joy Boro. & Rapho Twp.	New bridge, close RR crossing	C	$9,489.6	Bridge
Mount Joy Amtrak Station Improvements	Mount Joy Borough	Improve Amtrak Station	FURC	$1,456.0	Keystone Corridor
SR 23 Marietta Pike over Donegal Creek	East Donegal Township	Bridge Preservation	FC	$1,024.5	Bridge
PA 441 over Chiques Creek	East Donegal Township	Bridge Replacement	P	$506.2	Bridge
SR 72 / Main Street PA 230	Mount Joy Borough	Traffic Signal Coordination	PFC	$1,774.8	System Preservation

* Phases: P=Preliminary Engineering; F=Final Design; U=Utilities; R=Right-of-Way; C=Construction

mission, West Hempfield Township, and Columbia Borough. In January 2010, two grants totaling $500,000 dollars were awarded to Lancaster County and Conoy Township to construct the concrete bridge over Chickies Creek and two more sections extending the existing 1.5-mile section to 3.8 miles west of Marietta.

- Complete the "Emerald Necklace" trail to connect borough parks and neighborhoods in all quadrants of Mount Joy Borough.
- Develop a network of key bicycle links between boroughs, schools, and parks. Use this network to prioritize roadway improvements such as continuous shoulders, off-street paths, and lighting in order to allow bicycles to be used for longer trips in the region.
- The Lancaster County Bicycle and Pedestrian Transportation Plan identified many Tier 2 (mid-term) and Tier 3 (long-term) projects within the Donegal Region. The following tables list these projects.
- Create bike lanes along Route 23 through Mt. Joy Borough.

Potential Projects

- Create a one-way pair for north-south traffic in Mount Joy to alleviate congestion at the Main Street/Maheim Street/New Haven Street intersection.
- Reroute PA 772 in Mount Joy Borough to eliminate the sharp left turn at Marietta Avenue and Main Street.
- Provide a new grade-separated crossing for pedestrians and bicycles in Florin.

Table 7.3 Additional Tier 2 (mid-term) pedestrian improvement corridors (sidewalks, crossing improvements, and/or multi-use paths) from the Lancaster County Bicycle and Pedestrian Transportation Plan:

Corridor	Municipality
Anchor Rd./Harrisburg Ave. from PA 230 to Nolt Rd	Mount Joy & East Donegal Twps
Angle St./Union School Rd. from PA 230 to PA 772	Mount Joy Borough
Apple Ave. (Marietta) from Bridge St. to PA 772	Marietta Borough
Bridge St. (Marietta) from Market St. (Marietta) to PA 441	Marietta Borough
High St. (Maytown) from Martha Dr. to PA 743	East Donegal Township
Lefever Rd. from PA 772 to PA 230	Mount Joy Borough & Rapho Twp.
Musser Ave. from Donegal Springs Rd. to Wood St.	Mount Joy Borough & Twp.
PA 230 from Lefever Rd. to Eby Chiques Rd.	Mount Joy Borough
PA 441 from Vinegar Ferry Rd. to PA 23	Marietta Borough & East Donegal Twp
PA 743 from Engles Toll Gate Rd. to PA 441	East Donegal Twp
PA 772 from Apple Ave. (Marietta) to PA 441	Marietta Borough & East Donegal Twp
PA 772 from Market St. to PA 283	Mount Joy Borough & Rapho Township
PA 772 from Union School Rd. to Lumber St.	Mount Joy Borough & Rapho Township

Table 7.4 Additional Tier 2 (mid-term) bicycle project corridors (bike lanes, wide shoulders, shared-use paths) from the Lancaster County Bicycle and Pedestrian Transportation Plan:

Corridor	Municipality
PA 241 from PA 441 to Masonic Dr. (Elizabethtown)	Conoy & East Donegal Twps & Elizabethtown Boro

Table 7.5 Additional Tier 3 (long-term) bicycle project corridors (bike lanes, wide shoulders, shared-use paths) from the Lancaster County Bicycle and Pedestrian Transportation Plan:

Corridor	Municipality
Decatur Street from River Road/ PA441 to Market Street	East Donegal Twp. & Marietta Borough
E. Main Street/PA230 from Barbara Stree to Esbenshade Road	Mount Joy Borough & Rapho Twp.
E. Market Street from Waterford Avenue to River Road/PA441	Marietta Borough
Essex St. from Decatur Street to Bridge Street	Marietta Borough
S. Market Street/PA 230 from Schwanger Road to Manheim Street/PA772	Mount Joy Twp. & Borough
PA 441 from the Dauphin County Line to Locust St. (Columbia)	Conoy & East Donegal Twps. & Columbia Borough
Mount Joy-Manheim Rd/PA 772 from Old Market Street to Breneman Road	Mount Joy Borough & Rapho Township
Marietta Mount Joy Pike/Anderson Ferry Road/PA 772 from New Haven Street to Front Street	Mount Joy & Marietta Boroughs & East Donegal Twp.
Maytown Road/PA 743 from Donegal Springs Rd. to Essex Street	East Donegal Township & Marietta Borough
West Apple from Essex Street to E. Market Street	Marietta Borough

Sample before and after section of a complete street in the urban mixed-use context:

Figure 7.3

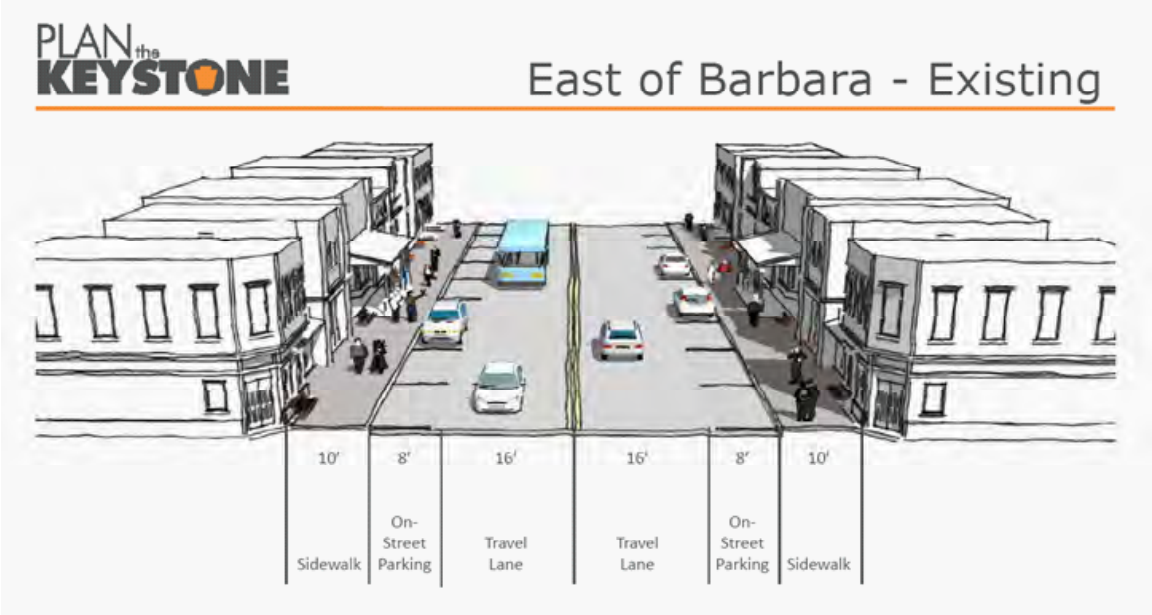
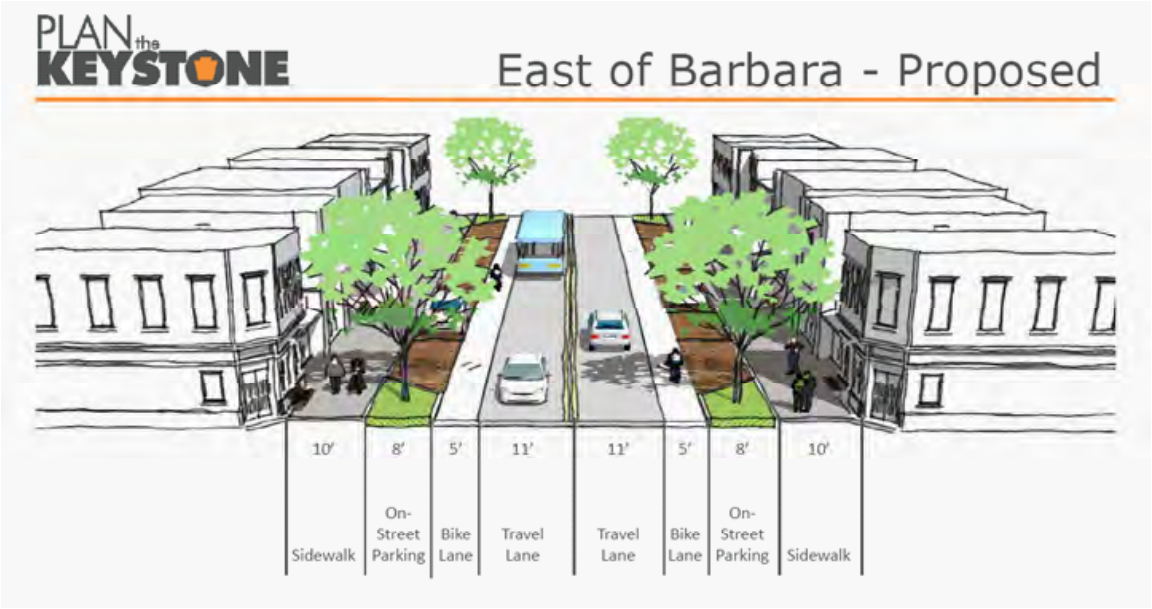


Figure 7.4



Sample section of a complete street such as PA 772 or PA 743 in a rural context:

Figure 7.5

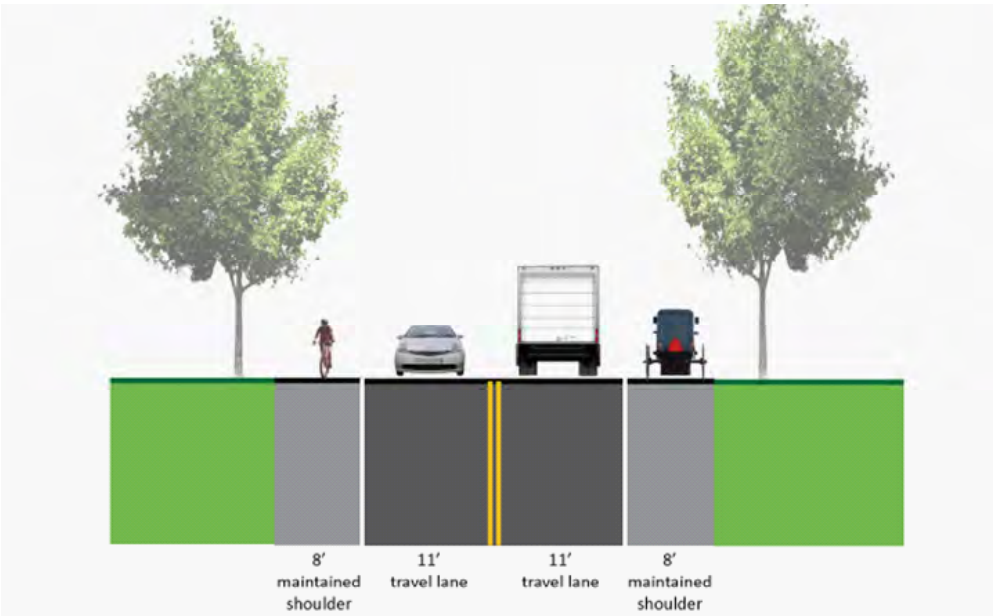
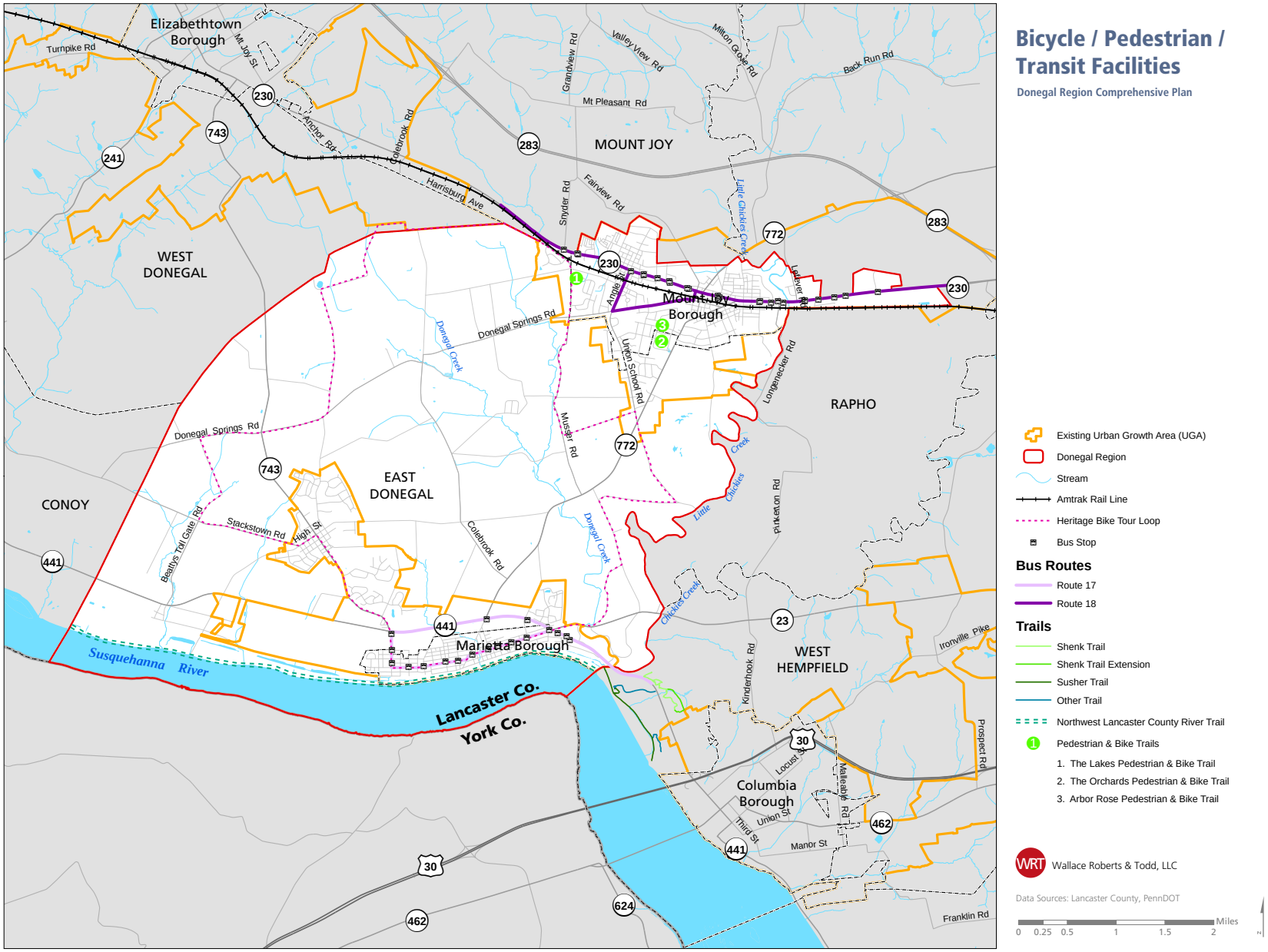


Figure 7.6

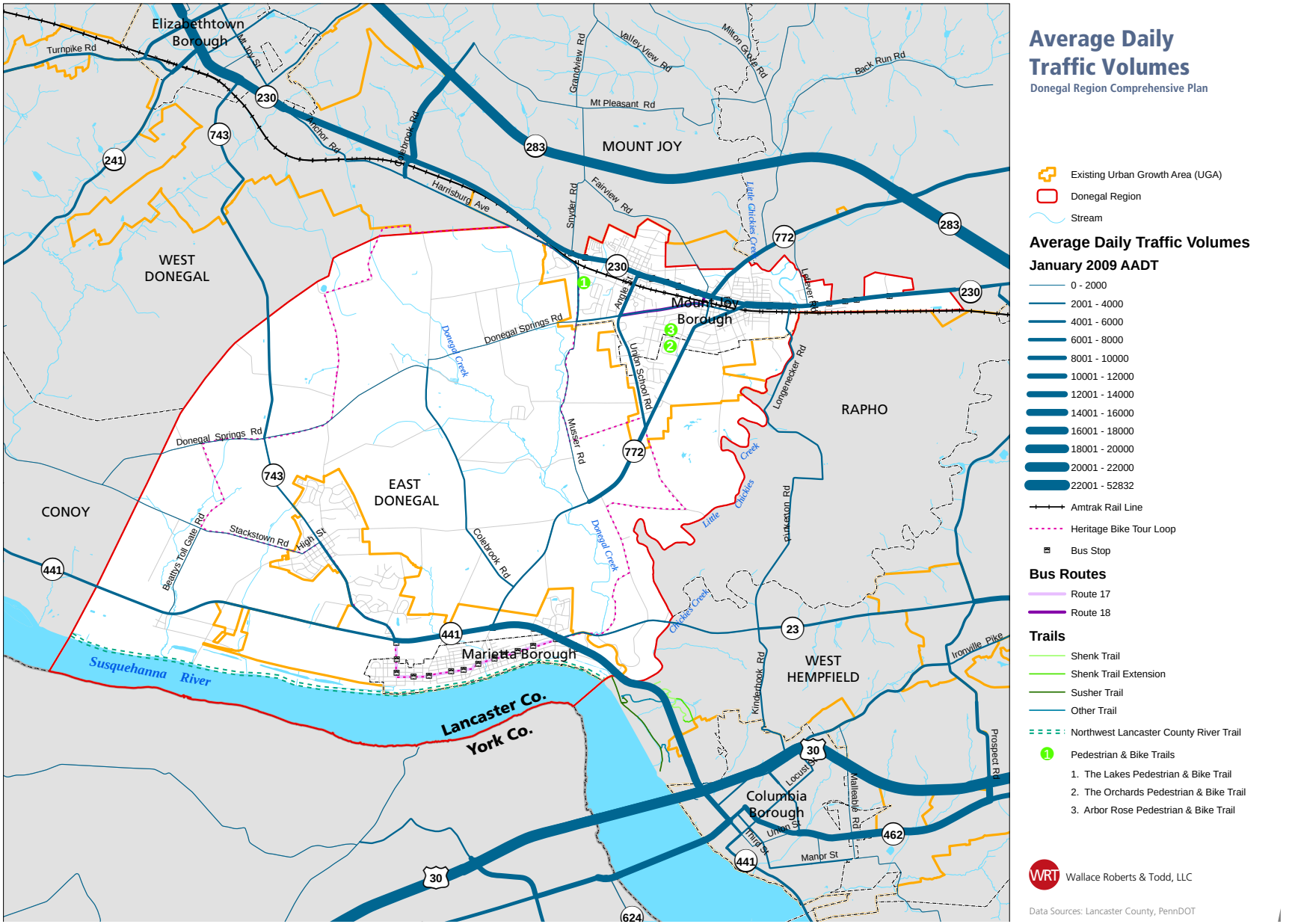
Sample section of a complete street within a UGA, in a residential context, such as PA 772 (Anderson Ferry Road) near Donegal High School:

Figure 7.7



GIS Data: LCPC 2009

Figure 7.8



GIS Data: LCPC 2009

8. Economic Development Element

The purpose of the Economic Development Element is to provide reasonable opportunities for diverse commercial and industrial development to create jobs and ensure the availability of goods and services that meet the needs of the Donegal region's residents and businesses. Attracting, retaining and growing quality jobs and businesses will enhance the economy and overall quality of life. It will also ensure the continued ability of the region's three municipalities to provide public services at the quality levels residents expect and deserves.

Overview

Lancaster County's economy has shown slow, steady growth over the past decade. Like the rest of the United States, Lancaster County's employment is transitioning from manufacturing to services with health care and business services emerging as newly strong sectors. Lancaster County's unemployment rate has consistently remained below the state average, even as the county's labor force has grown. Closer to home, the Donegal region is experiencing shrinking employment even as the number of business establishments rises, evidenced by an increase in small enterprises even as larger companies downsize.

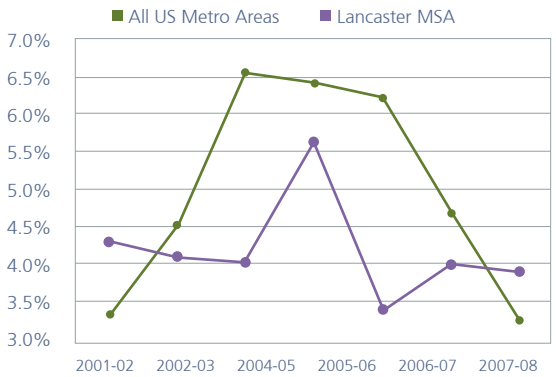
Regional Economic Conditions – Lancaster County

Overall economic growth (Gross Domestic Product) in Lancaster County has been very steady since 2000, growing between 3.4 and 5.6 percent every year from 2000-2008. Lancaster County trails Pennsylvania in several key indicators of income:

- The County's per capita personal income was $34,619 in 2007, trailing the state average of $38,793.
- Per capita personal income only increased by $5,800 from 2000-2007 in the county compared with $9,000 for the state.
- Earnings from personal transfer receipts (Social Security, welfare, etc.) increased by 65 percent in Lancaster County from 2000-2007; the statewide increase was 50 percent.
- Proprietor's income declined by 5.0 percent in county from 2000-2007; the state increased by 34 percent.
- On the positive side, the County's cost of living index is low: 91.4 as of 2008 (reported by City-Data.com).

Taxable retail sales in Lancaster County increased by 24 percent from 2000-2008, nearly twice the state increase of 13 percent. However, during the economic downturn of the past couple of years, retail sales in the County have fallen at a rate nearly identical to the state's decline.

Figure 8.1- Annual GDP Change, 2001-2008



Source: US Bureau of Economic Analysis

Figure 8.2- Annual GDP Change, 2001-2008

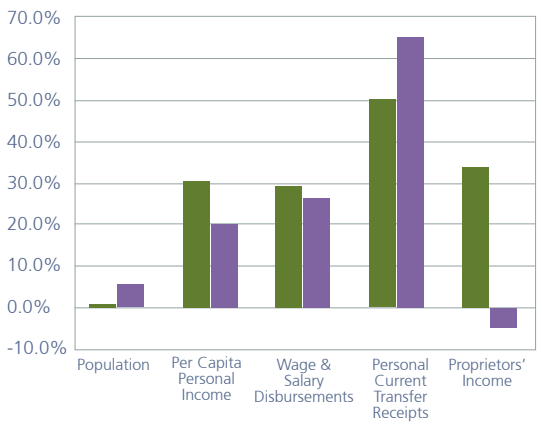
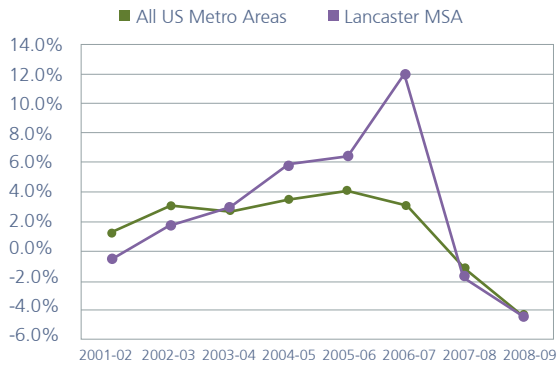


Figure 8.3 Annual Change in Taxable Retail Sales by Fiscal Year



Employment Trends

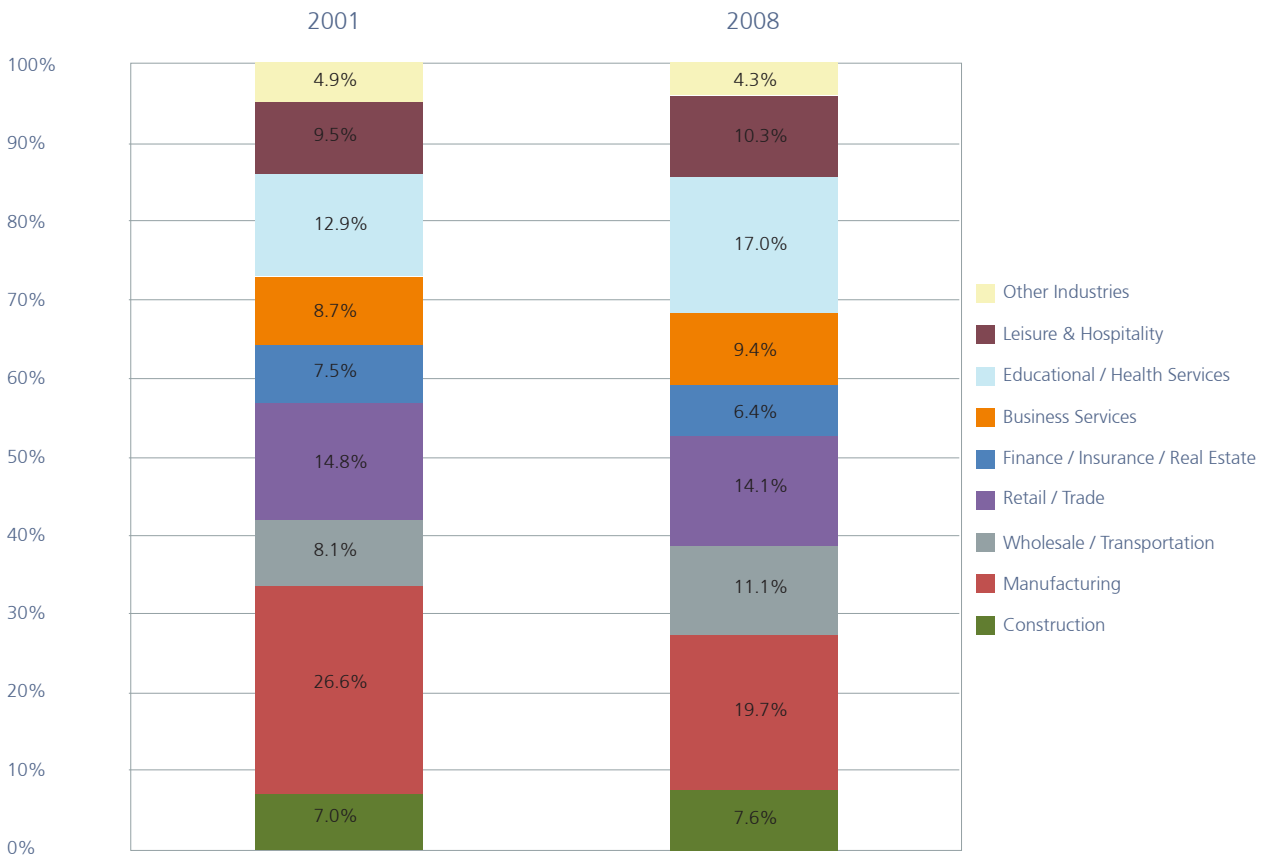
The Lancaster Metropolitan Statistical Area's job base is shifting, as evidenced by a number of factors:

- Manufacturing employment in Lancaster County declined 23 percent from 2001-2008, but it remains the county's largest sector, with 41,000 jobs.
- Health care is the fastest growing sector; it added 9,000 jobs (39 percent increase) from 2001-2008 and now accounts for 32,000 jobs.
- The two fastest-growing sectors in terms of percentage were Management of Companies & Enterprises (146 percent increase) and Transportation & Warehousing (76 percent increase).
- Two of the county's five largest sectors are low-wage: Retail Trade and Accommodation & Food Services.

Labor Force and Unemployment

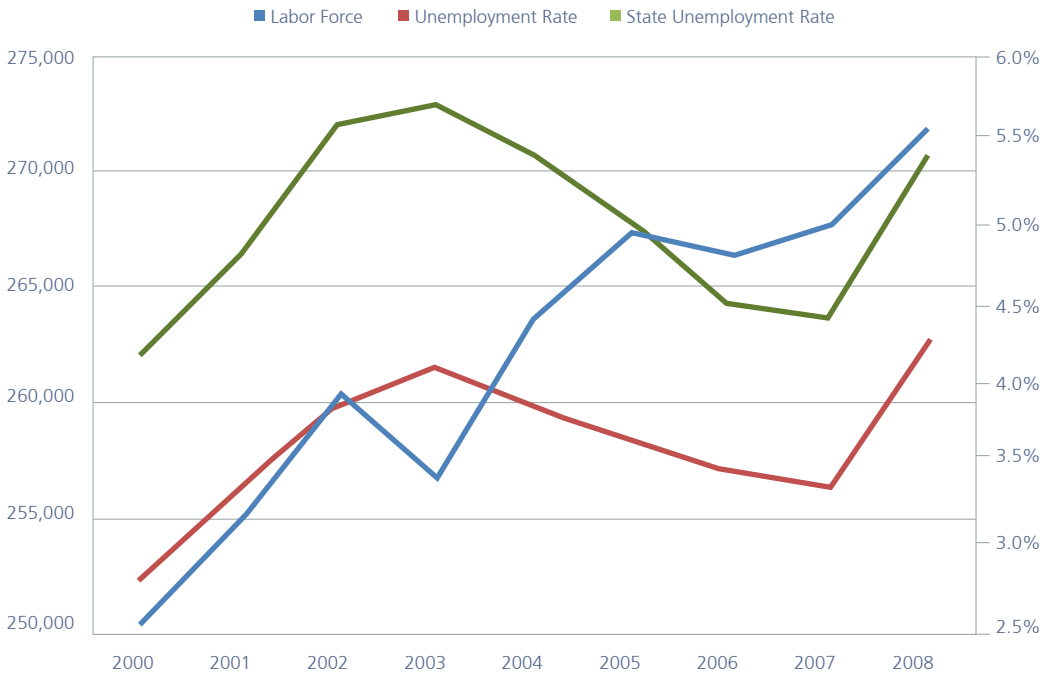
- The unemployment rate in the Lancaster MSA has consistently remained about one percent below state average; as of year-end 2008 the County's rate was 4.3 percent and the State's rate was 5.4 percent. County's labor force has shown modest increases, growing by 8.5 percent from 2000-2008.

Figure 8.4 Employment Profile in Lancaster MSA, 2001 and 2008



Source: PA Department of Labor

Figure 8.5 Labor Force and Unemployment, Lancaster MSA, 2000-2008



Source: PA Department of Labor

Donegal's Economic Profile

Unfortunately, no public data source reports economic activity data in Pennsylvania at the municipal or sub-county level. The best data describing the Donegal region's economic base comes from U.S. Census ZIP Business Patterns (ZBP), which tracks the number of establishments and level of employment at the ZIP Code level. Fortunately, the 17547 (Marietta) and 17552 (Mount Joy) ZIP codes match up relatively well with the region's geography.

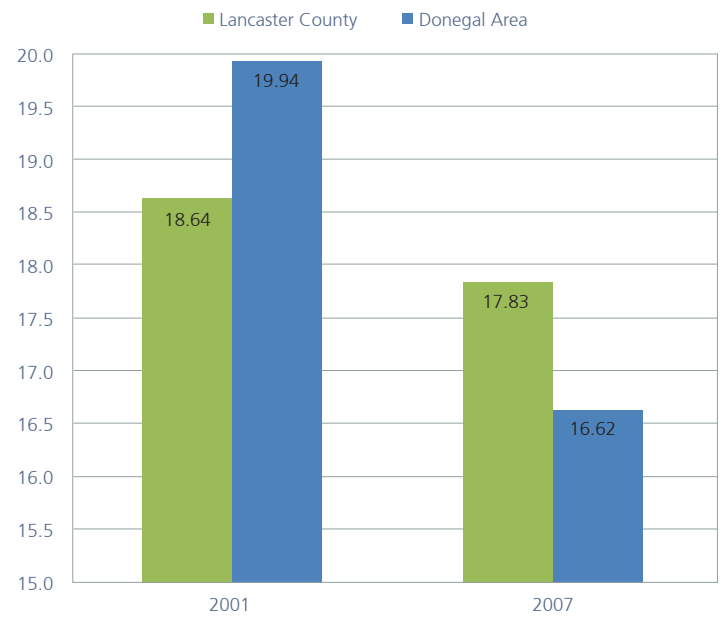
- The ZBP data document that the Donegal region only represents a small share of Lancaster County's economy, and the area is struggling to overcome recent job losses. Several indicators reinforce these points:
- The region only accounts for 3.1 percent of all jobs in Lancaster County, according to the Census Bureau's 2007 ZIP Business Patterns.
- The average business establishment is slightly smaller in the Donegal region (16.6 employees) than for the County as a whole (17.8 employees). This represents a shift from 2001, when the Donegal average was 20.0 and the County's was 18.6.
- The average annual wage for jobs in the region ($37,000) is slightly higher than the County ($35,000).

- There are few large employers in the region: just 12 of the region's 406 employers report having 100 or more employees. Two-thirds of employers have fewer than 10 employees.
- Employment in the Donegal region has dropped off substantially and is increasingly concentrated in small companies.
- Wages in the Donegal region remain somewhat higher than wages for all of Lancaster County.
- The total number of jobs in the Donegal region dropped by 12 percent from 2001-2007, decreasing from 7,700 to 6,700. The number of establishments actually increased, however, indicating a shift to smaller businesses.

The Donegal region's economic opportunities stem from its:

- ability to work cooperatively;
- identity as a livable and affordable small town/rural area located within commuting distance to Lancaster, York, Hershey, and Harrisburg, and within reasonable proximity to two major urban centers, Baltimore and Philadelphia; and
- attractive mix of historic village centers, affordable housing, major industries, a still-vital working agricultural landscape, and ample recreational activities.

Figure 8.6 Average Employees per Establishment, 2001 and 2007

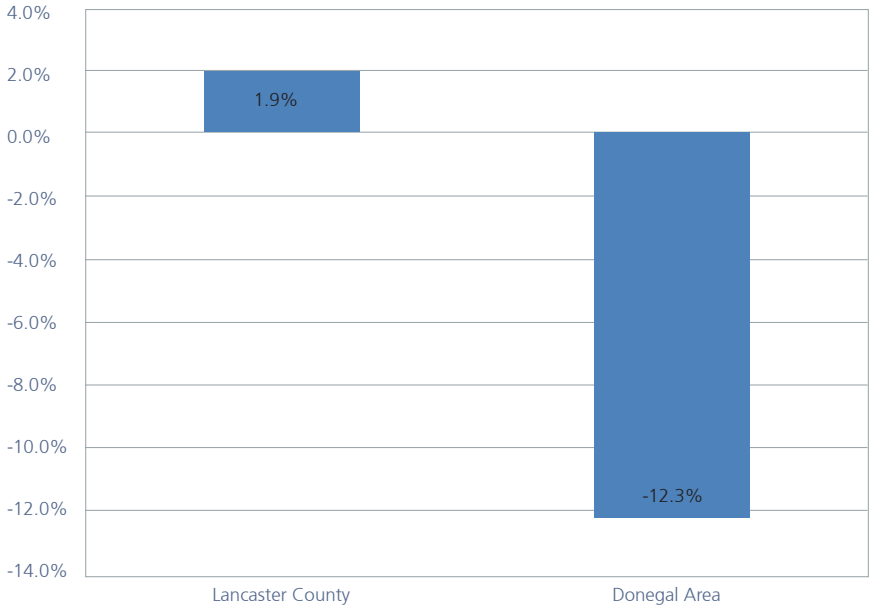


Source: US Bureau of the Census, ZIP Business Patterns

Within the region, each community exhibits a distinct physical and economic character:

- Mount Joy is an attractive small town that offers a traditional commercial district in the midst of a suburbanizing landscape (e.g., the shopping centers to the east and newer housing developments that surround the Borough). The Borough's Main Street maintains a vibrant and diverse mix of retail, service, and dining establishments, and is in relatively healthy shape due to a functioning Main Street Program. Mount Joy enjoys easy access to major transportation routes. Its Amtrak station, with regular service on the Keystone Line, will soon be linked more effectively to downtown and additional parking via a series of walkways.
- Marietta is a classic industrial river town with impressive and well-maintained historic residential and commercial structures lining its streets. Its restaurants and taverns along the Susquehanna River draw patrons from all over the region. Marietta's housing has appealed to professionals seeking a small-town lifestyle within easy reach of larger cities. The planned Northwest River Trail will place Marietta at the center of a true recreational destination. Marietta has recently focused on its retail core and the potential of the river trail.
- East Donegal Township, including the historic village of Maytown, is an active agricultural area, featuring quiet rural byways and beautiful rolling landscapes. Several large industrial and commercial employers, including Armstrong World Industries, Donegal Insurance, and Glaxo Smith Kline, maintain large facilities within the Township and in close proximity to Marietta Borough.

Figure 8.7 Employment Change, 2001 and 2007



Source: US Bureau of the Census, ZIP Business Patterns

Strengths and Issues

Strengths

Despite these small size, East Donegal, Marietta and Mount Joy are home to significant economic development resources. Assets that can be capitalized upon for controlled, strategic growth include numerous contributors to quality of life, heritage, tourism, jobs producing uses, and other sources of economic activity. These assets include:

- Historic structures, scenic vistas and other characteristics that lend the region charm and appeal;
- The Susquehanna River and related recreational amenities (e.g., the River Trail);
- A productive agricultural sector, including its contributions to the region's rural character and capacity for increasing awareness through sales of locally made foodstuffs;
- The Main Street retail district in Mount Joy Borough;
- Modern industry, including the presence of Glaxo Smith, an international bio-medical enterprise, and Armstrong Industries, a global leader in designing and manufacturing building materials for residential and commercial use;
- State highway frontage; and
- A competitive school system that has appeal for families relying on income from jobs located elsewhere.

Collectively the region can promote economic growth through agriculture, tourism, commercial revitalization, and industrial development: an unusual blend for a small, rural area.

Challenges

The Donegal area's economic potential is challenged by a variety of local and regional circumstances:

- Brand Identity: The Donegal region lacks a clearly articulated "brand identity" for economic development or tourism. Instead, Marietta, Mount Joy and Maytown each receive separate consideration or the three communities are incorporated into broader categories like "Northwest Lancaster County" or "[Susquehanna] River Towns."
- Communication: With no single media outlet serving the three communities, the day-to-day information stream does little to support agricultural identity. Moreover, it takes extra effort to promote events or inform the public about issues affecting the region.
- Professional Service Businesses: Doctors, lawyers, financial advisors, etc. tend to concentrate in larger communities in the larger region such as Elizabethtown, Columbia, Lancaster, and York. The shortage of professional service providers increases out-of-region trips for residents which, in turn, decreases local spending opportunities and contributes to people's perception that Donegal's offerings are limited.
- Perception Gap Regarding the Region's School District: In recent years, the Donegal School District has improved the quality of the educational services it provides. The District has invested in instructional technology for classrooms throughout the system, increased test scores, and broken ground on a state-of-the-art high school (slated to open in Fall 2012) that will, among many advantages, alleviate overcrowding at all grade levels. Unfortunately, outmoded perceptions that predate these advances remain all too common. More work is needed to get the word out and ensure that the Donegal School District's image aligns with reality. Regardless of how well the schools—or

the students—perform, if the real estate market perceives the district to be subpar, it will affect the area's appeal to prospective residents and businesses.

- Business Community's Geographic Orientation: The Donegal region is home to several businesses that serve nationwide markets and thus have a lesser focus on local issues. Similarly, some of the larger businesses do not identify with the region, and instead devote their energies to countywide business and development organizations.
- Critical Mass: Although Donegal offers things to see and do and places to eat and shop, there is insufficient critical mass to motivate many overnight stays or make the region stand out as a visitor destination. In addition, Donegal suffers from a lack of choice lodging accommodations. Overcoming this problem may be a matter of better organization and itinerary-building, but it also may require development of additional heritage tourism and visitor infrastructure.
- Development Patterns: Continued commercial suburbanization along Routes 230, 441 and other major routes may threaten both the small town identity of the area and the viability of businesses in its villages. Similarly, residential subdivision activity along rural roads may detract from the area's agricultural character.
- Fiscal sustainability: All three jurisdictions face ongoing financial pressure stemming from stagnant and limited growth potential:
- Mount Joy's residential and commercial real estate values are consistently lower than those in nearby communities. While this relative affordability makes Mount Joy an attractive community for young families, it also makes it difficult to ease the tax burden on its current property owners. Mount Joy is also challenged by continued large-scale retail development in Rapho Township along Route 283.
- Almost no undeveloped land remains within Marietta. Raising non-residential valuations would necessitate attracting additional business activity to existing structures. Meanwhile, many commercial structures have been converted to residential uses. Marietta faces the additional challenge of flood risk due to its low location directly on the Susquehanna River.
- While East Donegal Township benefits from the presence of both large industrial employers and business development along Routes 441 and 772, the economics of its agricultural operations represent a long-term concern. Residential development can impact the adjacent farming operations. On a large scale, converting farm land to residential use could threaten the Township's balance vis-à-vis property tax revenues and service demand.

Capacity Issues

Two economic development capacity issues are at play in the Donegal area:

- Resources to Support Business Development: Lancaster County supports a broad array of economic development activities under the auspices of several organizations. However, the three Donegal communities lack the staffing and financial resources to proactively 1) nurture start-ups and encourage entrepreneurs; 2) ensure that existing businesses remain (and preferably expand) in the region, and 3) recruit new investors, developers, or businesses. No single Chamber of Commerce or related organization serves the region, as many Marietta-area businesses identify more with the Columbia business community than the Mount Joy/Donegal community.
- Resources for Growth: The area's ability to absorb continued growth is also constrained from a land use perspective. Both Mount Joy and Marietta have very little land available for new development and need to be very strategic to make the highest and best use of priority redevelopment properties and buildings. Conversely, East Donegal Township will need to balance continued demand for residential and commercial growth with its identity as both a rural/agricultural and suburban residential community.

Case Studies: Shaping and Capitalizing on Community Brand Identity

Communities large and small have made the effort to establish distinct truth-based brand identities and then reinforce them through their planning, tourism and economic development investments and outreach activities. What's key to successful initiatives is ensuring that the brand rings true to people who already know—or think they know—the area.

For example, Peoria, IL leveraged the "Will it play in Peoria" slogan to reinforce its heartland values, convey a commitment to quality, and justify investing in community amenities, all of which align with its fame as Caterpiller's headquarters. At the same time, economic development practitioners used the city's purported "averageness" in a light-hearted way, coupled with the region's strong medical sector, to approach pharmaceutical companies about setting up field operations to manage drug trials in the area, a heretofore un-noticed niche. Some grew into major facilities. The area also leveraged the Susan G. Koman Foundation (the family is native to Peoria) to further strengthen its medical sector and establish Peoria as a place where people not only care, but take action and lead rich lives, engendering pride and making the City more competitive for business.

Dayton, Ohio also suffered from its image as a tired rustbelt city despite its proud history. The community leveraged the 100th anniversary of the Wright Brothers' first flight to reclaim its aviation heritage and cast itself as the place that spawned generations of innovation, remaining relevant through contributions to, among others, materials science, portable fuel cells, and aerospace. Dayton is using the word "Original" to bridge two ideas—age and innovation—thus underscoring the authenticity of its claims and justifying reinvestment in its historic fabric as well as in new research parks.

Paducah, KY wanted to diversify its economy through tourism and be known for more than its gaseous diffusion plant, barge traffic and railroad industry. The city first capitalized on its reputation as quilting's epicenter to persuade the craft's many practitioners (and their families) to visit. To strengthen its appeal as a cultural destination, bring traffic downtown, spark reinvestment, and appeal to retirees, Paducah launched the Artist Relocation Program (ARP) within the Downtown Arts District, which provided live/work space on extremely favorable terms to people willing to fix up rundown properties. The business community has embraced ARP because it generates economic activity and eases recruitment of both employees and additional enterprises. The program's eligibility criteria now includes restauranteurs and an additional neighborhood; it has become a model for other communities.

Economic Development Goal

Pursue a balanced approach that:

1. Improves each municipality's financial sustainability and ensures that the Donegal School District enjoys sufficient resources to continue providing a quality educational experience to the region's youth;
2. Respects the communities' distinctive attributes and needs while capitalizing on the strength they offer as a region working together on economic development matters;
3. Diversifies the Donegal region's economic base through appropriately sited agriculture, commercial, hospitality, office, and industrial uses; and
4. Builds on assets to increase the region's standing and prominence in Lancaster County and beyond, thereby improving its reputation with residents and visitors as a place to live, work and visit.

Economic Development Objectives and Actions

Objective 8.1 Build on the region's track record of successful inter-governmental cooperation to create a mutually beneficial and jointly funded economic development approach.

Action 8.1.1 Assess potential costs and benefits of expanding service-sharing to additional municipal functions and identify implementation tactics where feasible.

Action 8.1.2 Consider appointing an advisory board (e.g., staff, elected officials, and citizens) to identify and oversee joint endeavors.

Action 8.1.3 Consider retaining the services of a fiscal agent to serve as an impartial facilitator and ensure fair and workable approaches to sharing the cost of services, including funding formulae, agreements, etc.

Action 8.1.4 Identify funding to hire an economic development coordinator to address issues and opportunities common to all three jurisdictions, paid for jointly.

Action 8.1.5 Track costs and benefits associated with new inter-governmental initiatives.

East Donegal Township and the Boroughs of Marietta and Mount Joy presently approach inter-governmental cooperation via a blend of formal and informal arrangements that benefit each municipality without impinging on their autonomy. The three communities share concerns about fiscal sustainability in light of slow-growing real estate values, reluctance to raise property tax levies, and increased demand for public services. Service consolidation holds promise for the Donegal region. However, results can take time to materialize, especially when providing joint services entails short-term implementation costs for capital improvements, equipment, training on new systems, or personnel. Consequently, results should be assessed over at least three years.

Economic development offers another arena where sharing services makes sense for the three Donegal communities. Together the towns offer the full array of options necessary to accommodate a new enterprise, expanding business or relocating company: from a few hundred square feet in an historic downtown to a multi-acre industrial site with decent transportation access. Moreover, from a market perspective — how people and companies choose where to spend their dollars, including purchasing supplies, retaining service providers, and hiring employees — their boundaries have little relevance. In short, the municipalities are stronger acting together than separately.

What Industries Might Benefit from a Donegal Location?

Donegal offers attributes that appeal to a broad array of companies and relate to site availability, the cost of doing business, and quality of life. In addition, Donegal can build on its existing business clusters as home to significant players in the biotech, construction materials and insurance sectors. The region offers a workforce that can support basic and applied research labs focused on related fields as well as such emerging sectors as climaterials (i.e., how greenhouse gas emissions relate to the production of materials), bio-based products, nanoscale pharmaceuticals (i.e., drugs made with very small, nanoscale technologies), diagnostics and drug delivery systems, reuseable packaging, specialized waste disposal, etc.

Identifying companies that already have relationships with one or more of the area's three largest private sector employers—Glaxo Smith Kline, Armstrong World Industries and Donegal Insurance—is one way to identify prospects. For example, all three businesses need packaging and printing supplies and services, fleet management, and convenient lodging facilities for visiting executives.

Objective 8.2 Develop and market a strategic economic development "niche" or "brand" for the Donegal region.

Action 8.2.1 Research existing perceptions about the three communities and their public image.

Action 8.2.2 Identify an over-arching brand identity that encompasses the three municipalities and makes sense when directed at the following audiences; residents, businesses, tourists, and county/state/federal elected officials. For example, the region's heritage of innovation offers rich potential, speaking to both companies doing business in Donegal and the region's historic character and rural beauty.

Action 8.2.3 Translate the brand identity into outreach tools and strategies for tourism and economic development.

Action 8.2.4 Market the region's character as a business location asset.

Brand strategies encompasses all of the tools that convey the brand identity (e.g., logos, slogans, marketing campaigns, etc.) and differentiate places in the minds of consumers. This differentiation for visitors, shoppers, and employees helps people make business and residential location decisions, therefore creating a sustainable competitive advantage. Once a brand identity is established, it must be incorporated into all communications with these consumers to maximize its effectiveness. The more a region's tourism, community and economic development, and private industry understand and support a brand strategy and incorporate it into their promotion efforts, the sooner the market will absorb the brand identity.

What Industries Might Benefit from a Donegal Location?

Donegal Springs Airpark, which features a 3,250-foot asphalt runway that can accommodate corporate jets and other small aircraft, is an asset that could appeal to some business prospects.

The Donegal region operates within a brand environment dominated by Lancaster County and, especially, its image as a tourism destination. However, the benefits Donegal offers to people making place-based investment decisions are very different. Establishing a viable brand identity for Donegal will help the region stand out as a distinctive location within Lancaster County and the Commonwealth. Since the region's legacy includes a heritage of innovation, Donegal has a rare opportunity for its tourism and economic development sectors to reinforce each other through a sensitive approach to establishing a meaningful brand identity.

Objective 8.3 Reinforce existing character with compatible economic development.

Action 8.3.1 Incorporate information about economic development services available locally into public communications.

Action 8.3.2 Identify supporting businesses required to infill local supply chains and tap local employers to help with recruitment activities.

Action 8.3.3 Create a database of private developers with a track record of successful Pennsylvania conversion/renovation projects and apprise them of opportunities.

Action 8.3.4 Continue implementing strategies to

maintain each community's historic pattern character, promoting fine-grained, mixed-use development patterns that reflect traditional scales and formats and encourage pedestrian/bicycle circulation.

Action 8.3.5 Examine zoning and other regulations affecting development along SR 441 and 283 to ensure that it remains responsive to both market demand and surrounding uses, especially existing industrial.

Action 8.3.6 Concentrate moderate and small-scale professional offices in the three existing town centers: Marietta, Maytown and Mount Joy.

Action 8.3.7 Concentrate office and industrial development along SR 441 and within existing underutilized sites and structures that exist in all three communities, for example: the shoe factory in Mount Joy, the yards at Marietta's western ends, and various parcels along the northern side of SR441 in East Donegal Township.

Action 8.3.8 Establish relationships with area commercial brokers, regional and state economic development practitioners, site selection professionals, etc. to promote available sites to prospective businesses.

Action 8.3.9 Initiate relationships with representatives of major employers and landowners holding significant parcels to build trust and avoid surprises.

Action 8.3.10 Work with area schools and community colleges to meet the training needs of regional employers.

Action 8.3.11 Support the development and growth of cultural attractions and hospitality uses in Marietta, Maytown, and Mount Joy.

Action 8.3.12 Encourage coordinated marketing among purveyors of cultural and hospitality experiences, including restaurants and entertainment venues.

Action 8.3.13 Use the themes and messages developed in 8.3.12 to reinforce quality of life aspects of future traditional economic development outreach activities geared towards industrial and office uses.

Action 8.3.14 Maintain the ability of residents to establish home occupations while enacting performance standards to limit the impact on neighbors.

Integrating sensitivity into community character and economic development planning provides the mutual reinforcement each needs to ensure effective strategy implementation. Economic development practitioners find that the selling points describing why a location makes sense as a place to run a business parallel its advantages as a place to live: pleasant neighborhoods, a vibrant downtown, accessible parks, recreational opportunities, beautiful natural settings, cultural amenities, and distinctive character are some of the many ingredients of quality of life.

Donegal's competitiveness for economic development—and its appeal as a place to live—stems from its land use patterns and quality of life. Donegal's distinctive blend of farmlands, residential neighborhoods, and historic commercial districts represents a significant asset for economic development. Consequently, its economic development mission includes protecting that character, thereby preserving the region's ability to make a fact-based case for private sector investment. Donegal can benefit from a positive feedback cycle that reinforces both community and economic development: quality of life leads to a growing economy that supports the regulatory system governing land use, leading to measurable contributions to quality of life and prompting the cycle to begin anew.

For these reasons, the Donegal region's character should be treated as basic infrastructure for sustainable economic development: it functions as a shared regional asset and represents both a stewardship task and an opportunity. A character-oriented approach to the economy will contribute to improving the region's economic base while:

- protecting and enhancing cultural, recreational, natural, and historic resources;
- providing amenities with tangible economic development value; and

- increasing the region's competitiveness as a place to live, work and visit.

Objective 8.4 Leverage historic character, unique setting and recreational amenities for tourism-oriented development.

Action 8.4.1 Encourage the development of a range of additional overnight accommodations—from bed-and-breakfast lodging to conventional hotels—geared towards leisure and business travelers while ensuring that they are environmentally and aesthetically compatible with their host communities.

Action 8.4.2 Review current regulatory policies to ensure that agri-tourism uses can be accommodated on active farms, incorporating performance standards to limit undue impacts.

Action 8.4.3 Explore the feasibility of developing "farm experience" vacations and farm-based bed-and-breakfast accommodations in East Donegal Township.

Action 8.4.4 Develop events to attract recreational visitors and disperse them through the communities such as half marathons, cycling races, progressive meals at area farms, etc. (i.e., similar to Main Street Mount Joy's Winterfest, Fourth Fridays, and summer car show).

Action 8.4.5 Recruit an automobile rental operator or car sharing company to Mount Joy Borough.

Action 8.4.6 Work with the County's Tourism Promotion Agency to ensure proper representation of the Donegal region's visitor amenities, activities and appeal.

Action 8.4.7 Install tourism information kiosks at the Mount Joy train station and trailside in Marietta.

For the Donegal region, economic, tourism and community development interests overlap, as do the interests of the preservation, conservation and Main Street revitalization communities. Working together enables the three municipalities to avoid being limited by their boundaries, especially since tourists and business pay them little heed. Fortunately, the Donegal region can leverage its cultural, recreational, natural and historic resources for economic purposes without denuding the assets. The Susquehanna River and related investments in the River Trail offer a means to access the recreational visitor market, preferably in ways that expose visitors to all three communities (e.g., through road races that deliver participants and spectators to locations throughout the region). It may make sense to foster a regional alliance of hospitality-dependent businesses that agree to pool resources in proportion to their trade in order to fund additional tourism development activities. Developing events and activities that distinguish the region from other river towns and generate publicity can be time-consuming and frustrating, but can yield results in terms of publicity and economic benefits.

Getting on the Radar via Events

Small communities have long sought publicity and tourism activity by mounting "zany" events. While some, like Nassau, DE's World Punkin' Chunkin' Championship, generate extensive exposure and visitation, many fail to fulfill expectations. The more successful attention-getting festivals are grounded in local history, foods, music, etc. that lend authenticity (albeit often with tongue in cheek) and lead to a truly unique experience, like Morgan City, LA's Shrimp and Petroleum Festival, Roswell, NM's UFO Landing Anniversary (visitors welcome) or Breckenridge, CO's International Snow Sculpture event. Others pick a market niche and serve it well, such as Lewiston, Maine's balloon festival, Oshkosh, Wisconsin's AirVenture, or Johnstown, PA's Thunder in the Valley.

Creating, promoting, and operating a successful event that generates positive results takes time and effort but can be extremely rewarding.

As a region, Donegal can create good places to live, work and visit through activities that demonstrate respect for the people, the place and the past. Part of this work entails respecting the needs and contributions of traditional industries and the communities that rely on them for economic sustenance, particularly farming.

On a practical basis, new economic development staff could forge productive partnerships with local tourism and community development interests and organizations by supporting their efforts, respecting their missions, reducing competition for funding, sharing credit, and creating a forum for action. This is already happening in Mount Joy with the Main Street Mount Joy efforts.

Objective 8.5 Support the Agricultural Economy

Action 8.5.1 Continue to support land use regulations to allow diverse agriculture operations and facilities, as well as agri-tourism, community supported agriculture, food processing, and other programs to increase demand for local farm products.

Action 8.5.2 Continue to educate the public about common agricultural practices, agricultural easements and existing right to farm legislation.

Action 8.5.3 Allow accessory units in accessory structures to allow farmers to derive rental income from underutilized structures.

The Donegal region's farmlands offer scenic as well as economic value and are an important contributor to the character and sense of place. East Donegal, in particular, is a model for other communities seeking to preserve farmland through Purchase of Development Rights (PDRs). East Donegal should continue supporting the use of conservation easements to protect productive farmland. In addition, helping the region's agricultural industry to grow and thrive, thus maintaining it as a significant economic contributor and way of life, means enabling farmers to take advantage of market shifts and capitalize on emerging opportunities, from biofuels to specialty crops. It can also mean intervening in related business matters, such as farm support services and safe operation of farming equipment on the region's roadways.

Objective 8.6 Strengthen and diversify the Donegal region's economy and foster local character, sense of place, and prosperity by reinforcing the area's traditional business centers—downtown Marietta, Maytown and Mount Joy.

Action 8.6.1 Encourage the conversion of unused or underused commercial space into economically productive property through renovation and, as appropriate, adaptive reuse. Potential catalyst sites include:

- Several purpose-built retail shops now standing vacant along Market Street in Marietta within the Historic Commercial District;
- Several former factory sites now standing vacant on Main Street both east and west of downtown Mount Joy;
- Former store fronts located around the diamond in Maytown; and
- Similar structures fronting alleys and located on side-streets and secondary roadways.

Action 8.6.2 Induce infill development where vacant land and deteriorated or out-of-character structures interrupt the streetscape and discourage pedestrian flow. In traditional commercial districts, some character-reinforcing historic structures are threatened by underuse, despite the work of concerned individuals and organizations. Potential catalyst sites include:

- Several vacant lots or lands devoted to surface parking along Main Street in Mount Joy;
- Structures along East Market Street in Marietta built to accommodate retail uses but presently vacant; and
- Industrial sites that are not fulfilling their economic potential.

Action 8.6.3 Encourage development of mixed-use buildings—e.g., with residential units or office space atop ground floor retail—to add vibrancy and provide additional market support to shops and restaurants. Ideas include:

- Returning retail/office structures in Marietta that were converted to residential to their original purpose; and
- Determining whether larger vacant structures (e.g.,

the former shoe factory in Mount Joy or adjacent structures in Marietta) could be viable as hotels if coupled with other supportable uses.

Action 8.6.4 Target and market parcels surrounding existing or potential traffic generators to developers with a track record of success in small historic towns. In addition to such regional draws as restaurants operating in Marietta and Mount Joy and the major employers lining 441 in East Donegal, current and proposed projects with the potential to attract sizable traffic include:

- Plans for expanding Amtrak Station in Mount Joy and the related improved Keystone line service and revitalization of Festival Street;
- The theatre in Marietta, currently being evaluated for reuse by Marietta Restoration Associates;
- Current efforts underway in Mount Joy to renovate and reopen the former Joy Theatre as an arts and community venue;
- The vacant corner two-story retail and office building in Mount Joy (formerly Mount Joy Consignment); and
- Marietta's portion of the Northwest River Trail.

Action 8.6.5 Consider creating a means to fund a staff position charged with addressing traditional business center opportunities throughout the Donegal Region, perhaps as part of addressing how Mount Joy's Main Street organization can become self-sustaining.

Action 8.6.6 Invest in placemaking infrastructure (e.g., street furniture, planters, street trees, bike racks, etc.) using a coherent design vocabulary.

By revitalizing its traditional business centers, the Donegal region can offer retail shops and restaurants access to local markets, diverse housing types, and civic amenities which together will increase the three communities' attractiveness to young families, career professionals and empty nesters. Residents, property owners, merchants, community organizations, and local government will all benefit from increased activity downtown.

Encouraging Adaptive Reuse

Cities across the country are encouraging the private sector to renovate obsolete buildings—especially those with historic character—so they can return to economic productivity. Tactics include:

1. Tracking – Identifying candidates for adaptive reuse, addressing ownership, occupancy and location patterns, and maintaining an inventory.
2. Prevention – working with property owners of troubled buildings to find new tenants and/or owners.
3. Intervention – deploying code enforcement and other regulatory tactics to gain access and control, remediating health or safety issues, helping to stabilize the structure and site, and requiring owners of vacant properties to submit reuse plans and consulting with them to ensure feasibility.
4. Resource Access – helping owners gain access to available public sources of funds (e.g., façade grants, tax credits, etc.) and providing other technical assistance (e.g., brownfields remediation, market analysis, permit streamlining, coordination with other developers, access to CDCs, etc.).
5. Planning – using community planning and regulatory tools to strengthen commercial viability, support existing investments, encourage infill as appropriate, and ensure a flexible approach to land use.

All three Donegal region communities feature opportunities for adaptive reuse.

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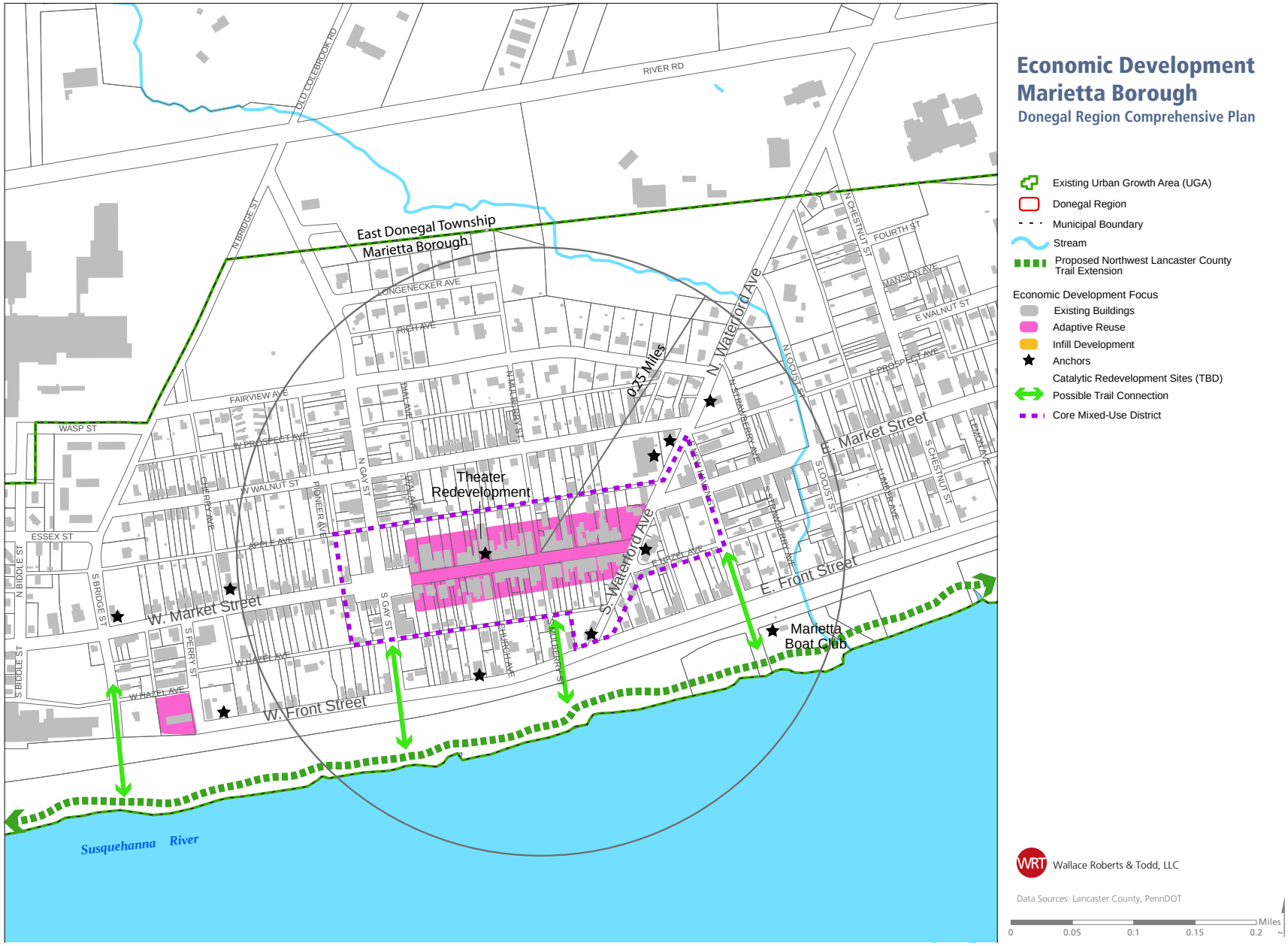
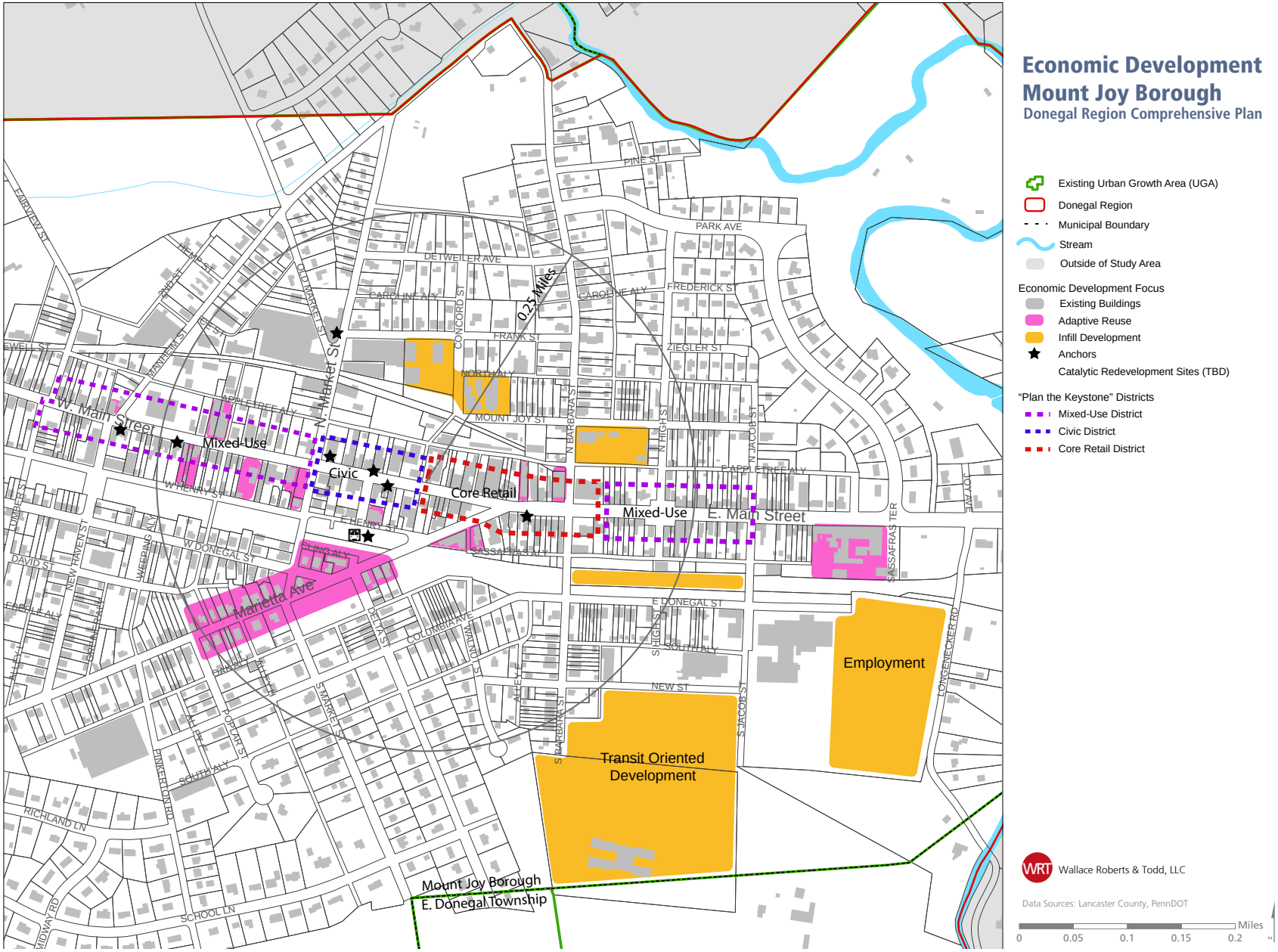
Figure 8.8



GIS Data: LCPC 2009

Figure 8.9



GIS Data: LCPC 2009

9. Community Services and Utility Facilities Element

Overview

The Donegal region's community services and utility facilities, including public schools and libraries; police, fire, and emergency services; and public water and sewer, greatly impact quality of life and public health, safety, and welfare. This chapter summarizes the current status of these services and facilities and makes recommendations for providing them as effectively as possible.

The biggest issue facing the community service providers in the Donegal region is finding ways to provide the best level of service given constraints such as limited fiscal resources, fragmentation of services across municipalities, and volunteer staff. A number of providers are moving towards regionalized approaches in an effort to reduce duplication of services and costs.

Public Schools and Libraries

The Donegal School District is comprised of Marietta Borough, Mount Joy Borough, East Donegal Township, and approximately one-third of Mount Joy Township. In addition, there are three private schools in the region. Compared with the county, state, and nation, the Donegal region had a higher than average high school graduation rate in 2000. However, in the same year, the region lagged behind in percentage of residents with an associates degree or higher.

The public school district includes Donegal High School,

Donegal Middle School, and three elementary schools (Donegal Springs, Maytown, and Riverview). The Donegal School District is one of the fastest growing districts in Lancaster County and as a result the district faces overcrowding in classrooms, buildings in need of repair, and outdated technology.

The school district's economically disadvantaged student population (those eligible for free or reduced-cost lunch) was about 24% in 2008-2009. While test scores in the Donegal School District have been rising since 2005, higher test scores in surrounding school districts reportedly draw families to the Elizabethtown and Manheim school districts.

The region's three private schools are: the Janus School, which serves K-12th grade students with a range of special educational needs; the Kraybill Lancaster Mennonite School offers K-8th grade instruction; and the Susquehanna Waldorf School includes 1st through 8th grades.

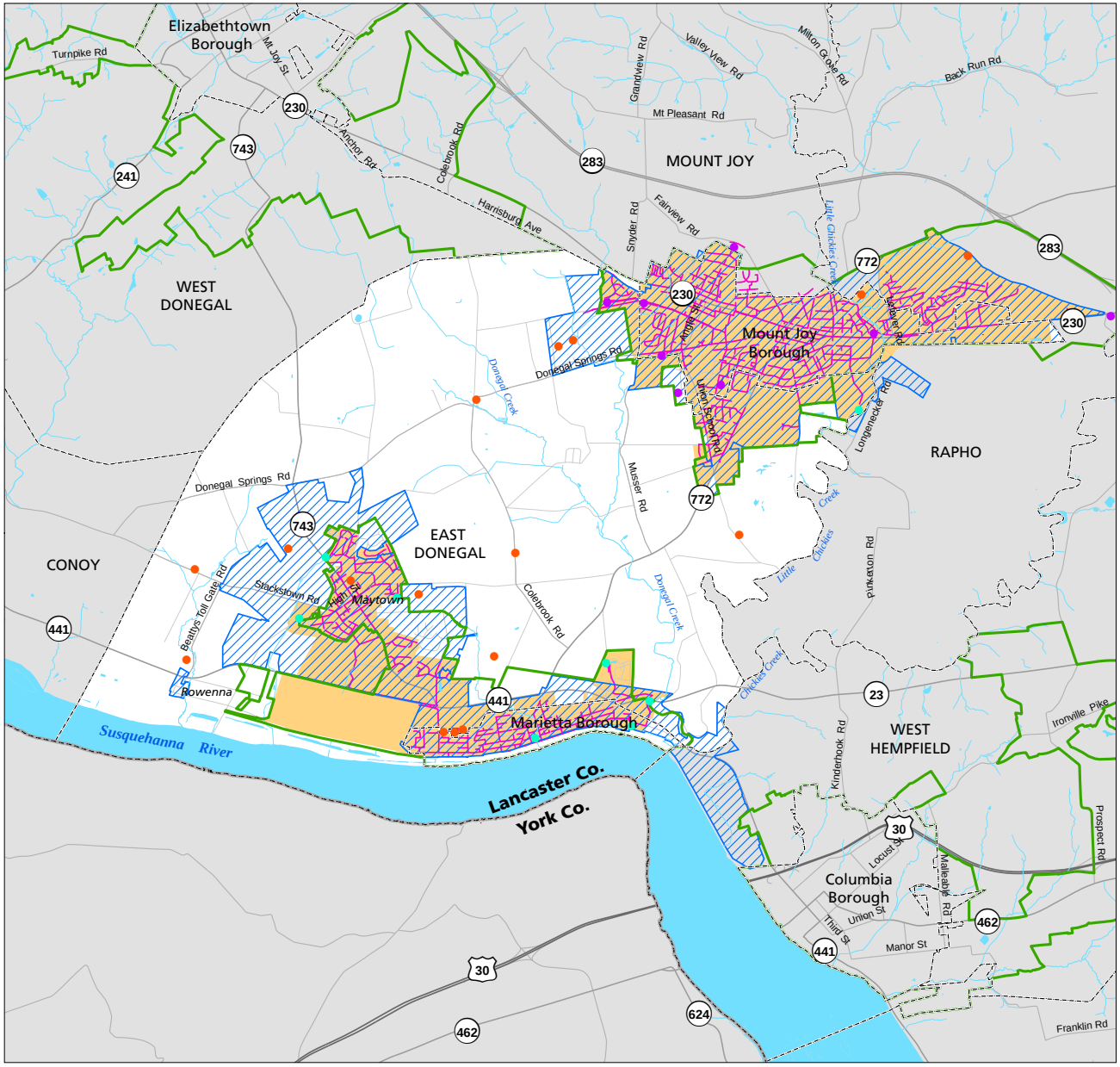
In addition, Lancaster County has a strong Career and Technology school system. The county's Culinary Arts, Advanced Manufacturing, and Consumer Services Center campus is located in Mount Joy Township and Mount Joy Borough (the school building itself is located in Mount Joy Township). Interviews suggest that communication between the Career and Technology School and the public school district and municipalities could be strengthened.

Table 9.1 Donegal Region Public and Private Schools

School Name	Grades	Enrollment (as of 4/5/10)
Public Schools		
Donegal High School	9-12	860
Donegal Middle School	6-8	586
Donegal Springs Elementary School	K-5	662
Maytown Elementary School	1-4	235
Riverview Elementary School	1-5	301
Donegal Kindergarten Center	K	173
Total		**2,817**
Private Schools		
Janus School	K-12	69
Lancaster Mennonite School	K-8	343
Susquehanna Waldorf School	1-8	110

Sources: Donegal Region School District, April 2010 and Private and Nonpublic Schools and Enrollment 2009-10, PA Dept of Education.

Figure 9.1



Community Utilities

Donegal Region Comprehensive Plan

- Existing Urban Growth Area (UGA)
- Stream
- Wastewater Treatment Facility
- S.P.S. Sewer Pump Station
- Sewer Service Area
- Water Service Area
- Verified Well
- Sewer Lines

Wallace Roberts & Todd, LLC

Data Sources: Lancaster County, PennDOT, PASDA

0 0.25 0.5 1 1.5 2 Miles

GIS Data: LCPC 2009

Table 9.1 summarizes the region's public and private schools and recent enrollment. The location of region's schools, library, police, fire, and emergency services are illustrated on Figure 9.2.

The Milanof-Schock Library, located on Anderson Ferry Road in Mount Joy Borough, serves Mount Joy and Marietta Boroughs and the townships of East Donegal, Mount Joy, and Rapho. Recognized as the "Best Small Library in America" in 2006 by the Bill & Melinda Gates Foundation and Library Journal, the library opened in 1999 following a local fundraising campaign. The library's community focus has led to after-school programs, a life-long learning center, children's programs, and computer instruction. Many community groups (e.g., Literacy Council, Hospice, Scouts, high school service clubs, Chamber of Commerce, etc.) take advantage of the library's community rooms and facilities for meetings and events. Supporting future funding for this resource will add value to the communities it serves througout the region.

[1]U.S. Census, 2000. http://www.census.gov/

[2]Pennsylvania Department of Education, Academic Standards and Assessment Midpoint Review, August 16, 2009.

Police, Fire, and Emergency Services

There are four police districts in northwest Lancaster County: Northwest Regional; Elizabethtown; Mount Joy Borough; and Susquehanna Regional. Each of the four police districts work together through mutual aid agreements. In addition, they are exploring new opportunities for regional cooperation (e.g., cooperative training). The Susquehanna Regional Police Department, a partnership between Conoy Township, East Donegal Township, and Marietta Borough, is a strong model for successful regionalization. After joining forces, the department was able to add more specialized services (e.g., criminal investigators and DARE officers) and provide EMS/Advanced Life Support ambulance services to a larger area. Mount Joy Borough has its own police department with a Chief of Police, two sergeants, two criminal investigators, and about 12 full-time and part-time officers.

Lancaster County has 85 separate fire departments. Within the Donegal region, fire departments include the Maytown-East Donegal Fire Department, the Pioneer Company in Marietta, and the Fire Department Mount Joy. The departments are volunteer-staffed and funding levels vary by municipality. It is becoming more difficult for departments to recruit volunteer firefighters, due in part to less flexible work schedules. Moving from a volunteer to all-paid staff would place a large financial burden on municipalities.

Existing mutual aid agreements between the region's municipalities, Lancaster County, and the state of Pennsylvania are a benefit to emergency management services in the area, in particular in Marietta where flooding is an issue. The Marietta Emergency Management department covers the Borough of Marietta. In addition, the Susquehanna Valley EMS provides advanced and basic emergency services to Mount Joy Borough, a portion of East Donegal Township, Marietta Borough, and western and southern Lancaster County. The Northwest EMS, created in 2000 with the merger of the Elizabethtown Fire Company Ambulance and the Northwest Advanced Life Support Unit, provides advanced life support and other services to East Donegal Township and some areas of Marietta Borough.

Lancaster General Health Care System has an outpatient facility in Columbia Borough, about 3 miles south of Marietta, providing medical diagnostic testing and physical therapy. The nearest hospital and urgent care facilities are located in Lancaster City, about 12 miles east of the Donegal region and include Lancaster General Hospital, Lancaster Regional Medical Center, and Saint Joseph's Hospital. In addition, the Penn State Hershey Medical Hospital is located in Hershey, PA (about 15 miles northwest of Mount Joy) and Memorial Hospital is located in York, PA (about 16 miles southwest of Marietta Borough).

Water Service and Sanitary Sewer Service

The Donegal region has a high yielding underground aquifer. Water is provided from the region's wells, which are generally located in the UGAs within regional water service areas. In addition, a few wells are located near Donegal Creek and Little Chiques Creek outside of water service areas.

Public water service and sanitary sewer service is provided in the Marietta UGA by the Marietta Gravity Water Company and Marietta-East Donegal Joint Sewer Authority. The Mount Joy Borough Authority provides both water and sewer service to the Donegal-Mount Joy UGA.

The Marietta-East Donegal Joint Sewer Authority manages wastewater treatment plants and distribution lines within the Marietta UGA. The Mount Joy Borough Authority manages the Mount Joy area's one wastewater treatment facility, located near Longnecker Road in East Donegal Township, and several sewer pump stations (S.P.S). As illustrated on Figure 9.2, water and sewer service areas do not necessarily align with the region's UGA boundaries. Limiting water and sewer service to the UGAs is a key to reducing development outside of growth areas. The Biological Nitrogen Upgrade, required by the Chesapeake Bay 2000 Agreement and the Pennsylvania Tributary strategy, is not affecting Marietta-East Donegal because of their relatively new treatment plant. However, Mount Joy Borough is required to retrofit its sewer treatment facility to meet

the Chesapeake Bay requirements. The Borough is considering nutrient trading or other strategies to meet regulations. In addition, Mount Joy Borough is exploring the recycling of effluent, as recommended by PA DEP, for use in irrigating fields.

Strengths and Issues

Schools and Libraries

Strengths

- District wide test scores in reading, math, and science have been improving since 2005.
- The school district is working to address capacity and funding issues. After a referendum to build a new high school with public funds failed, the district regrouped and developed an alternative funding plan. Construction for a new Donegal High School building began in 2010.
- The Milanof-Schock Library, named "Best Small Library in America" in 2006, acts as a de-facto community center providing volunteer-centered after-school and community meeting space.

Issues

- Donegal School District buildings are overcrowded and the schools rely on modular trailers to meet fill additional space needs.
- During the 2006-2007 school year the Donegal School District spent approximately $8,300 per student, which was on par with the Elizabethtown District expenditure, but lagged behind the State average of $10,000 per student (Source: NCES, GreatSchools.com).
- The region needs a more balanced tax base (increased employment and businesses) to help support the school district and municipalities. Despite having the 4th highest school millage rates in the county in 2005-2006, local revenues per student were nearly $2,800 less than expenditures during the 2005 school year.
- Higher school district test scores attract Glaxo-Smith Kline and other employees to live in Manheim Township, Lititz, Hempfield, and Manheim.
- There are few ties, other than location, between the Lancaster County Culinary Arts, Advanced Manufacturing, and Consumer Services Center Tech and the community.
- Uncertain funding jeopardizes the Milanof-Schock Library's capacity to maintain programs and community services..

Police, Fire, and Emergency Services

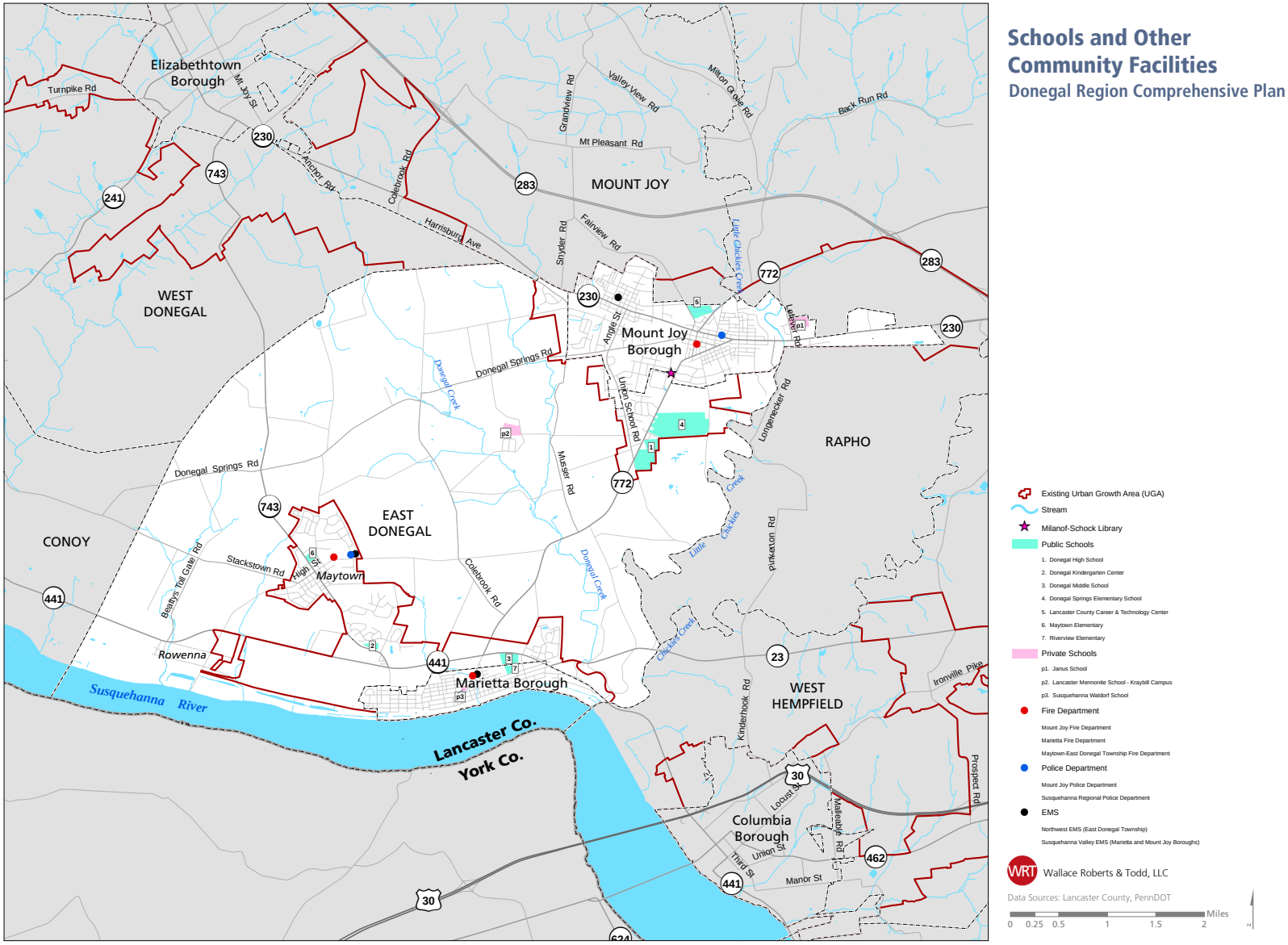
Strengths

- Crime is relatively low in the Donegal region. During

2007 and 2008 overall crime incidences decreased. However, an increase occurred in 2009 as the economy worsened.

- The Susquehanna Regional Police Department is an example of a successful regional police department with combined resources and funding.
- The number of volunteer firefighters in the region is a strength.
- The Maytown Fire Department is funded by East Donegal Township.
- The Susquehanna Valley EMS (Marietta, Mount Joy, and East Donegal) and the Northwest EMS (Bainbridge, Elizabethtown & Maytown) have had success with regionalization of services and are now able to provide advanced life support ambulance services to the region.
- Mutual aid agreements allow the Marietta Borough Emergency Management Agency to reach out to

Figure 9.2



GIS Data: LCPC 2009

Lancaster County, the state, or the National Guard for assistance in emergency situations (e.g., flooding).

- Many police, fire, and emergency services departments have experienced and are comfortable with the regionalization and consolidation of services process.

Challenges

- The region's municipalities are funding fire services at varying levels and there is no standard funding formula being used across municipalities.
- Fire Departments (e.g., Pioneer Fire Department) are experiencing a decrease in membership and recruitment and retention of younger volunteers. Challenges include stricter training requirements and work schedules.

Water and Sewer Service

Strengths

- There are two high-quality, high-yielding wells serving Mount Joy Borough and its UGA.
- Marietta Borough, East Donegal Township, and Columbia Borough have an emergency interconnected water system. Mount Joy Borough is exploring similar options with Elizabethtown and Mount Joy Townships for backup and redundancy water reserve.
- The Susquehanna River is a tremendous water resource. While costs would be high, the river could potentially provide a new water source in the future if deemed necessary.
- Informally, municipal coordination is occurring within the local public works departments. For example, one municipality will share equipment with another through an informal agreement.

Challenges

- The region's water and sewer service areas do not align with UGA boundaries, although it has been proposed to do so for the Mount Joy UGA.
- Development occurring in the Donegal-Mount Joy UGA requires additional water supply (e.g., wells or alternative sources). Mount Joy Borough has explored areas appropriate for a new well(s); a new high-yield well is located near Little Chiques Park and Creek, but it may be limited in drought conditions.
- The Donegal-Mount Joy UGA water treatment plant is near capacity. In addition, the facility is landlocked by preserved farmland. East Donegal unsuccessfully tried to unlock a small portion of preserved farmland (e.g., through a land swap), but will have to look elsewhere to expand water treatment.
- There is potential for significant growth in Rapho Township over the next 20 years which could impact Mount Joy's water/sewer authority. The draft *Manheim Central Region Comprehensive Plan* found about 300 acres of vacant land within the Donegal-Mount Joy UGA (in Rapho Township) with potential for commercial, industrial, and residential development.
- Flooding is an issue in Marietta, where nearly half of the Borough lies within the 500-year floodplain. Marietta Borough and DEP are moving forward with plans to construct Phase 1 of a Flood Mitigation Project designed to be lessen the impact of 100 year floods and upgrade the stormwater drainage system.
- The Chesapeake Bay Biological Nitrogen Upgrade requires Mount Joy Borough to retrofit its sewer treatment facility. Costs are estimated at $500,000 and Mount Joy Borough is considering nutrient trading or other strategies.
- Future development in East Donegal Township near

Rowenna may require construction of a sewage treatment facility to serve the village. Currently Rowenna is within the water service area, but not the sewer service area.

Community Services and Utility Goal, Objectives, and Actions

Community Services and Utility Goal

Provide efficient and quality police, fire, and safety, schools, libraries, and utility services by:

1. Regionalizing services where feasible to reduce costs and streamline services.
2. Partnering with the Donegal School District to coordinate future school facility planning needs and promote schools as community centers.
3. Maintaining and improving the region's water supply.
4. Providing centralized sewer and water facilities within the region's UGAs.

Community Services and Utility Objectives and Actions

Objective 9.1. Encourage the greater use of Donegal School District's facilities as economic assets for the region.

Action 9.1.1. Strengthen the partnership between the school district and municipalities to include planning for growth and future facilities improvements and build community support for value of the region's schools. Encourage schools to give municipalities a first right of refusal if and when school district facilities are closed.

Action 9.1.2. Consider co-locating recreational, arts, and/or cultural facilities in existing or new schools, in order to maximize the use and investment of public buildings.

Action 9.1.3. Develop partnerships between regional employers and the Donegal School District (e.g., local employer day, education about seasonal agricultural products) to increase awareness of employment opportunities and skills needed in the region. (Agricultural Resources Objective 4.2).

Regional Funding of Services

Regional funding or revenue sharing occurs when some portion of revenues that would normally go to a municipality or other jurisdiction (e.g., school district) are allocated through an agreed upon formula to support some level of shared services, objectives, or government function. Regional funding seeks to better share resources to meet common objectives. Regional funding can be especially useful in supporting a regional economic development strategy, funding shared municipal services without consolidation, and realizing the benefits of multi-municipal planning. Pennsylvania's MPC was amended in 2000 to specifically authorize regional revenue sharing.

Source: Environmental Law Institute, 2008.

The Donegal School District has struggled with funding and growing class sizes in recent years. In order to obtain more value from school district facilities, the district and municipalities should consider co-locating facilities and sharing recreational fields where feasible to reduce costs for both economic share facilities.

The school district is moving forward with plans for a new Donegal High School building. As the school district's plans progress, both the district and municipalities would benefit from closer coordination and planning of the new high school and improvements to other school facilities. The school district's participation in this regional comprehensive planning effort is already a positive step for increased coordination. Continued communication will help to identify further areas of cost-sharing, co-locating facilities, and other ways to benefit both the district and the municipalities.

Objective 9.2. Expand the connection between the Lancaster County Career and Technology School (LCCTC), HACC, Elizabethtown College, and the region's economy.

Action 9.2.1. Explore opportunities to utilize/enhance the use of local agricultural produce as a food source in

the culinary school's curriculum (e.g., cooking classes, agricultural supply and distribution) building on the "buy-fresh, buy-local" and farm-to-table initiatives supporting local agriculture.

Action 9.2.2. Consider an internship program to link culinary and technology students with the region's restaurants, tourism organizations, and businesses to provide experience for students, greater exposure of the culinary/technology programs, and low-cost support for the region's businesses.

Located partially in Mount Joy Township and partially in Mount Joy Borough, the Lancaster County Career and Technology School's Culinary Arts, Advanced Manufacturing, and Consumer Services Center campus offers instruction to high school seniors and adults. Program coursework includes cooking, restaurant management, tourism, cosmetology, early childhood education, and graphic/website design. The Culinary Arts Center operates a 125-seat fine dining restaurant that is open to the public, a retail store, and catering business. Opportunities to expand the connection between the school and the region's economy include creating a stronger relationship between local foods and supply chains and the school's curriculum. This builds on the larger region's growing support and interest in local foods and agriculture. An expanded internship program would benefit students and the region's businesses and restaurants, in particular those with a tourism, recreation, or technology focus.

Objective 9.3. Explore partnerships among municipalities that will reduce costs, duplication of services, and increase efficiencies.

Action 9.3.1. Conduct an initial survey of the region's municipalities to identify "low-hanging fruit" or ways the municipalities can easily share resources (e.g., supplies, equipment, meeting facilities) to reduce costs. Inventory existing municipal equipment and facilities and current space needs.

Action 9.3.2. Consider creating a Northwestern Lancaster Council of Governments, similar to the Lancaster Inter-Municipal Committee (LIMC) in central Lancaster County to facilitate cooperation between municipalities and provide a forum for discussion of regional issues.

Action 9.3.3. Conduct a feasibility study to determine the costs and benefits of moving toward some form of regional funding by testing potential savings for a variety of different community services (e.g., public works, planning and zoning, economic development, etc.).

Action 9.3.4. Use the results of the feasibility study to determine which if any regional government or regional funding options are attractive and move toward a strategy for implementing the preferred option.

Through the process of developing a multi-municipal plan, Marietta Borough, Mount Joy Borough, East Donegal Township, and the Donegal School District discussed the challenge of meeting municipal budgets and securing funds for new initiatives, especially in a recession economy. This is not a unique situation for

many communities in Pennsylvania and throughout the nation. According to a study by the Environmental Law Institute, Pennsylvania communities (cities, boroughs, and townships) compete against each other for tax base and continuously struggle with either declining industry and tax base or rising populations impacting schools, roads, and other facilities. A Pennsylvania Economy League paper found that "the migration of communities toward fiscal decline is statewide." As a result, the future location of individual businesses and companies is a major concern for many municipalities competing for tax revenue.

As a starting point, the municipalities should explore partnerships to reduce costs and share resources. Examples might include shared parks and recreational facilities, meeting spaces, office supplies, and training workshops. In addition, central Lancaster municipalities have successfully formed LIMC to provide a forum for addressing regional challenges and concerns and work as a region to find solutions.

Donegal region municipalities can also consider some level of regional funding or government. An initial feasibility study is recommended to look at the costs and benefits of regionalization. Potential options include regional funding for economic development, shared parks and recreation or public works departments, regional "main street" or tourism organization, etc.

Objective 9.4. Continue to move toward regionalizing police, fire, and emergency services.

Action 9.4.1. Build on the success of the Susquehanna Regional Police Department to encourage further regionalization of police, fire, and emergency services.

Action 9.4.2. Encourage fire departments to continue discussions and consider regionalization of fire services.

Action 9.4.3. Continue to include public safety (police, fire, and emergency services) in the development review process.

The police departments are already considering regionalization from the perspective of the four existing departments in northwestern Lancaster County. Further discussions and planning is necessary, but creating a larger district to reduce costs, improve efficiency, and share resources is a long-term goal of the departments. In addition, the region's fire departments are considering some form of regionalization. The Donegal region's three fire departments could benefit greatly from cost sharing, shared volunteer fire-fighters and staff, and shared equipment. The volunteer system for fire departments would be maintained; however, by sharing resources the departments would have greater flexibility in training, equipment needs, and paid staff.

Public safety departments are not consistently part of the development review process in the Donegal region. Municipalities should provide an opportunity for police and fire departments to review development proposals and provide comments to the municipalities in an effort to reduce potential conflicts with fire and safety equipment in the future. As the police and fire departments move toward regionalization of services, they may have more staff available to review and comment on development proposals.

Objective 9.5. Increase coordination of the region's water and sewer services and infrastructure planning to meet the needs of the public.

[3] "Improving Economic Health and Competitiveness Through Tax Sharing." Environmental Law Institute, 2008.

Action 9.5.1. Study the costs and benefits of moving toward regionalization of the area's water and sewer authorities (i.e., Marietta Gravity Water Company, Marietta-East Donegal Joint Sewer Authority, and Mount Joy Borough Authority).

Action 9.5.2. Continue to create water interconnections between municipalities (e.g., Mount Joy Borough and Reams, Mount Joy or Hempfield Townships) to increase emergency back-up water reserve.

Action 9.5.3. Determine the long-term need and feasibility of a wastewater treatment facility in Rowenna.

In interviews with public officials and utility managers, a consistent priority was the need to continue to move toward regionalizing services, as appropriate. Many agencies and departments are comfortable with the concept of regionalization and have experienced or heard about local success stories (e.g., Susquehanna Regional Police Department, Marietta-East Donegal Joint Sewer Authority). Rather than regionalizing services in all cases, departments should carefully consider the costs and benefits on an individual basis.

Another positive trend in the region is the move toward creating back-up water interconnections between municipalities. Marietta Borough and East Donegal Township have already established connections with Columbia Borough. Mount Joy Borough should continue

to explore and develop similar water reserve connections.

Future development in East Donegal Township near Rowenna may require construction of a sewage treatment facility to serve the village. Currently Rowenna is within the water service area, but not the sewer service area. The Lancaster County Planning Commission has completed a study of systems for small villages and the DEP has approved a limited number of experimental systems that could be appropriate for Rowenna.

Objective 9.6. Implement the Flood Mitigation Project as the preferred strategy for flood management in Marietta Borough.

Action 9.6.1. Work with Lancaster County and the PA DEP Bureau of Waterways to implement the Flood Mitigation Project.

Flooding occurs in Marietta Borough from the Susquehanna River on a regular basis, in particular impacting the properties along Front Street. Phase 1 of the Flood Mitigation Project is in final design and is planned to alleviate most of the impacts of a 100-year flood.

Objective 9.7. Promote a wide range of development techniques to minimize stormwater runoff, maximize groundwater recharge, and reduce the demand for new wells or other water sources.

Action 9.7.1. Implement a public awareness plan to minimize stormwater runoff and improve water conservation through a variety of techniques (e.g., green roofs, permeable pavers, rain barrels, etc.). (Natural Resources Objective 4.6).

Action 9.7.2. Encourage participation in a nutrient trading program as an approach to improve water quality in the region. (Natural Resources Objective 4.3).

Action 9.7.3. Include cost-effective, water and energy conservation practices in new buildings (e.g., new Donegal High School) and retrofitted public buildings.

Action 9.7.4. Continue to educate residents and businesses about state and federal incentives and rebates for Energy Star appliances that conserve water (washing machines, dishwashers, water heaters, showers/faucets, etc.) through municipal newsletters or similar means.

Action 9.7.5. Promote sewage treatment systems that improve groundwater recharge and work with Lancaster County to determine appropriate and environmentally sound wastewater management alternatives, in particular in rural areas.

The primary water sources in Pennsylvania include rainwater, stream inflow (from other states), surface water, and groundwater. It is estimated that groundwater provides approximately 85% of residential water supply in the state and nearly all of the water supply in the Donegal region. Chapter 4 (Natural Resources) discusses a number of ways to reduce the amount of urban and agricultural runoff negatively impacting groundwater and streams.

Water conservation is important in the Donegal region even through water resources may seem abundant. In addition to saving money on utility bills, water conservation helps prevent pollution in groundwater and streams and can help the region's municipalities and utilities significantly reduce capital expenditure costs by delaying or eliminating the need for new water supply systems and treatment plants.

The actions in this strategy include educating residents about water conservation techniques/incentives and integrating water and energy saving building and site improvements into public buildings. The new Donegal High School or other public buildings could serve as an educational and cost-effective pilot project for water and energy conservation. Through use of native landscaping, pervious pavers, cisterns, efficient irrigation systems, and interior water saving devices, municipalities and the school district could realize significant cost savings and provide a public educational tool.

In addition, the County's best practices resource: http://www.co.lancaster.pa.us/toolbox/ includes a detailed study of wastewater strategies for rural areas, including the feasibility of various systems, serving existing developed areas, and land area needs. The report includes costs estimates and case studies for various wastewater management system alternatives. Lancaster County Planning Commission staff is available to assist municipalities and utilities with understanding the alternatives.

Objective 9.8. Review municipal Act 537 plans for consistency with land use and community facilities goals and ensure sewer and water areas are consistent with the urban growth areas.

Action 9.8.1. Review and update (if necessary) Mount Joy Borough's 2009 Act 537 Plan update and Act 537 plans for Marietta Borough and East Donegal Township, especially related to restricting centralized sewer and water service areas to be as consistent as possible with the UGAs.

Municipalities are required to develop and implement Act 537 plans that provide for the resolution of existing sewage disposal problems, provide for the future sewage disposal needs of new development, and provide for future needs of the municipalities. Act 537 plans should be updated to ensure consistency with the Donegal region comprehensive plan and its growth management policies.

[4]Lancaster County Study of Municipal Wastewater Disposal Options Infrastructure Analysis Project, Browne Associates, 2009.

10. Implementation Element

Plans can only become reality through action. The actions described previously in each of the Comprehensive Plan elements are summarized in this chapter. The actions provided for each municipality are not intended as a prescriptive list, but rather as a guide to be used in defining priorities and work programs for moving forward in collaboration with the Donegal region and Lancaster County Planning Commission.

This chapter is organized first into general municipal actions (i.e., they apply to all municipalities) and second by the specific actions relevant to each of the region's municipalities (i.e., East Donegal Township, Marietta Borough, and Mount Joy Borough). In addition, the action plan includes a general time frame (short, mid, long, and ongoing) and a priority ranking.

Implementation needs to move forward not only at the municipal level, but at the regional level as well. To accomplish this, the municipalities should first create a Regional Planning and Economic Development Advisory Group and then enter into a cooperative implementation agreement pursuant to the provisions of Section 1104 of the Pennsylvania Municipalities Planning Code (MPC). A cooperative implementation agreement establishes the processes to be used and roles and responsibilities of the participating municipalities in implementing a multi-municipal (regional) plan. The benefits of implementing a cooperative agreement include: priority consideration for state financial or technical assistance for projects consistent with the plan; implementation of a regional transfer of development program; and a greater degree of protection from exclusionary zoning challenges by developers.

While the actions are listed by municipalities, a number of them involve cooperation at the regional level. This is particularly true of the economic development and community facilities actions, which promote the concepts of regional collaboration and resource sharing. Regional initiatives proposed by the comprehensive plan include:

- Regional Planning and Economic Development Advisory Group. The plan recommends East Donegal Township, Marietta and Mount Joy Boroughs, and Donegal School District representatives continue to meet after the comprehensive plan is adopted to discuss local development proposals, implementation strategies, and seek ways to coordinate with surrounding municipalities and Lancaster County. The Advisory Group would coordinate regional tourism and economic development efforts and will also include representatives from other departments (e.g., parks and recreation).

Cooperative Implementation Agreement:

Municipalities, authorities, and special districts providing water, sewer, transportation or other services may enter into a cooperative agreement to implement a comprehensive plan. The agreement establishes a process to 1) achieve general consistency between the regional comprehensive plan and zoning, SALDO, and capital improvements plans; 2) create a process for review and approval of development of regional significance and impact; 3) define implementation responsibilities including infrastructure and affordable housing; 4) require yearly annual report between municipalities and county; and 5) describe other agreed duties.

More information is available at http://mpc.landuselawinpa.com/

LCPC can provide sample intergovernmental cooperative agreements for reference.

- Regional Economic Development Coordinator. The plan proposes creating a new regional position for an economic development coordinator to work with the Regional Planning and Economic Development Advisory Group and address issues and opportunities common to all three jurisdictions with the costs shared by the municipalities. The Economic Development Coordinator would also be the point person for establishing relationship with areas commercial brokers, regional and state economic development practitioners, site selection professionals, and major employers and landowners.
- Regional Parks and Recreation Advisory Group. A Donegal Region Advisory Council made up of representatives from each municipality and the Donegal School District would meet on a regular basis to coordinate an issues related to: a Green Infrastructure Strategy; natural resource protection strategies; the Northwest Lancaster County River Trails, greenways, the Mount Joy Borough "emerald necklace" planning; resource sharing, marketing, and funding opportunities, etc.
- Green Infrastructure Strategy. The plan proposes the newly formed Regional Parks and Recreation Commission (or municipalities) develop a Donegal region green infrastructure strategy and action plan that builds on Lancaster County's *Greenscapes* Plan and Mount Joy Borough's "Emerald Necklace" conceptual trail system. The Green Infrastructure Strategy will include open space linkages between the Susquehanna River and East Donegal Township, Marietta and Mount Joy Boroughs.
- Multi-modal Transportation Initiatives. The plan recommends several actions to improve public transit options and biking and walking routes in the region. The first is to create a complete streets policy for the region utilizing PennDOT's bicycle and pedestrian checklist: ftp://ftp.dot.state.pa.us/public/PubsForms/Forms/D-310.pdf and national guidance http://www.completestreets.org. The complete streets policy will require street design that allows safe and equal access to all users – drivers, transit riders, bicyclists, pedestrians, and mobility-impaired travelers. Second, an on-street and off-street network of bicycle routes is recommended. In addition, the plan recommends a safe routes to schools program to prioritize infrastructure improvements within walking distance of schools. Finally, the comprehensive plan proposes Amtrak Station improvements and better coordination between Amtrak, PennDOT, RRTA, and the Susquehanna Regional Transit Partnership to improve schedules and connections between services.
- Regional Police, Fire, and Emergency Services. The plan recommends continued regionalization of police, fire, and emergency services. The Susquehanna Regional Police Department is a model for successful regionalization of services. The Donegal region's three fire departments are considering increased resource sharing. In addition, the northwest Lancaster County police districts are considering increased coordination and regionalization of services. Benefits include cost sharing, reduced equipment needs, and shared training resources.
- Donegal School District. The plan recommends that the municipalities coordinate with the Donegal School District on a regular basis to determine opportunities for co-locating schools and community facilities and sharing recreational resources to reduce costs. In addition, the region and school district should improve communication to better monitor how land use decisions impact school planning. The municipalities and school district should be considered equal partners in discussions about land use impacts.
- Coordination of Zoning and Development. Entering into an intergovernmental cooperative implementation agreement and establishing the Regional Planning and Economic Development Advisory Group will allow the municipalities to better coordinate zoning

and track development across municipal boundaries. The plan recommends that the municipalities review and revise zoning and other ordinances as necessary to coordinate the location and character of new development in order to achieve goals such as preservation of agriculture, redevelopment at target sites, industrial and commercial development, lower infrastructure and school district costs.

10.1 Municipal Action Plans

Table 10.1 – General Municipal and Donegal School District Actions

Table Ref	Action Ref	Action	Phasing	Priority
Land Use				
L-1	3.1.1, 3.1.3, 4.4.3	Adopt a revised future land use map (Figure 3.3) and revise municipal zoning where necessary	Short	High
L-2	3.1.2	Concentrate new development in the region's two UGAs.	Ongoing	High
L-3	3.1.4, 3.9.1, 8.1.2	Establish and participate in the regional planning and economic development advisory group.	Short, Ongoing	Medium
L-4	3.3.3	Provide greenspace amenities (e.g., parks, trails, sidewalks, etc.) to accommodate all users in and around the UGAs.	Mid, ongoing	Medium
L-5	3.4.5	Target key redevelopment sites for investment and marketing in the Donegal region with the regional economic development coordinator.	Mid, ongoing	Medium
L-6	3.5.1, 5.2.4, 7.10.1	Develop open space, bicycle, and trail linkages between the Northwest Lancaster County River Trail, Maytown, Marietta Borough, and Mount Joy's "Emerald Necklace" trail system.	Long	Medium
L-7	3.5.2	Participate in regional tourism efforts to attract visitors to the Northwest Lancaster County River Trail.	Mid, ongoing	Medium
L-8	3.7.1, 3.7.2, 4.9.1	Develop an inventory of vacant buildings in the region (including former industrial and commercial buildings) for use in regional marketing efforts.	Short, ongoing	High
L-9	3.8.1, 7.7.2, 7.7.3	Adopt design incentives, standards and/or guidelines to improve the character of new development, its relationship to established neighborhoods, and to enhance the pedestrian environment (e.g., pedestrian-oriented facades, reduced curb cuts, and sidewalks).	Mid, ongoing	Medium
Agricultural, Natural, and Cultural Resources				
A-1	4.2.2	Work with the school district to improve agricultural education in schools. Consider either integrating learning activities into the regular curriculum or developing a regional program for agriculture.	Mid, ongoing	Medium
A-2	4.3.3, 9.7.2	Encourage participation in a nutrient trading program as an approach to improve water quality in the region.	Ongoing	Medium
A-3	4.4.1	Limit infrastructure expansion (e.g., roads, sewer lines) outside of urban growth areas (UGAs).	Short, ongoing	High
A-4	4.5.2	Work with property owners adjacent to the Little Chiques Creek to help improve water quality (e.g., monitoring, replanting buffers, fencing, education, stream bank stabilization).	Mid, ongoing	Medium
A-5	4.5.3	Establish the Upper Susquehanna and Chiques Greenways through conservation and trail easements, land acquisition, and resource management practices.	Long	Medium

Table Ref	Action Ref	Action	Phasing	Priority
Agricultural, Natural, and Cultural Resources (Continued)				
A-6	4.6.1	Educate property owners about ways to reduce stormwater runoff and limit erosion (e.g., rain barrels, pervious pavers, green roofs).	Short, ongoing	Medium
A-7	4.6.2	Consider adopting model stormwater management guidelines for streets and subdivisions.	Mid	Medium
A-8	4.7.1	Participate in the development of the regional green infrastructure strategy.	Mid	Medium
A-9	4.7.2	Work with Lancaster County to implement the long-term conservation strategies of the Lancaster County Natural Heritage Inventory.	Long	Low
A-10	4.8.2, 4.8.3	Prioritize key historic and cultural resources for preservation and participate in a regional process to coordinate preservation efforts.	Mid, ongoing	Medium
A-11	3.7.3, 3.7.4, 4.9.2	Educate developers and the public about potential funding sources for rehabilitation (e.g., Federal Historic Preservation tax credit) and consider incentives to encourage adaptive reuse of historic properties.	Short, ongoing	Medium
Recreation and Open Space				
R-1	5.1.1	Survey existing parks and recreation representatives to determine participation in the Regional Parks and Recreation Commission.	Short	Medium
R-2	5.1.2, 5.1.3, 5.1.4	Consider developing a regional parks and recreation plan to update policies and priorities with a focus on increasing efficiency and cost-sharing.	Mid	Medium
R-3	5.2.1, 5.4.2	Develop a regional green infrastructure plan and set priorities for trails, greenways, and bike routes connecting existing parks and recreation. Consider a regional parkland dedication or fee in lieu of ordinance.	Mid	Medium
R-4	5.2.2	Continue working with Lancaster County and the region to complete the Northwest Lancaster County River Trail and Greenway.	Ongoing	High
R-5	5.2.6	Produce maps, brochures, and other promotional materials to make the public aware of recreational opportunities.	Mid, ongoing	Low
R-6	5.3.1, 5.3.2	Complete a more extensive YMCA feasibility study and determine support for developing a regional parks and recreational/community center.	Mid	High
R-7	5.5.1, 5.5.2, 9.1.2	Determine opportunities where sharing facilities can be most beneficial to the school district and community and co-locate schools and community facilities (e.g., recreation center, library, arts, and community centers) to maximize investment in public buildings.	Mid, ongoing	Medium
R-8	5.7.3	Develop a master plan for the Little Chiques Creek Greenway and Trail consistent with Lancaster County's Greenscapes Plan.	Mid	Medium

Table Ref	Action Ref	Action	Phasing	Priority
Housing				
H-1	6.1.3	Consider zoning incentives for innovative design, infill housing, senior housing, affordable housing, and/or energy-efficient housing.	Short, ongoing	Medium
H-2	6.5.1	Work with the Lancaster County Housing and Redevelopment Authority (LCHRA) to adopt affordable housing incentives (e.g., that encourage 20% of units to be set aside for affordable housing in TND) through zoning incentives and/or financial incentives.	Ongoing	Low
H-3	6.5.3	Through a regional social service partnership with the LCHRA, determine the need for and feasibility of an emergency shelter, temporary housing, and separate community center that would offer "one-stop shop" housing counseling, senior services, etc.	Long	Low
H-4	6.6.1, 6.6.2	Develop and participate in a campaign to educate homeowners about energy efficiency incentives and reduced costs through home energy audits.	Short	Medium
H-5	6.6.3	Adopt energy-efficient building codes as state codes are updated.	Ongoing	High

Table Ref	Action Ref	Action	Phasing	Priority
Transportation				
T-1	7.1.1	Prioritize existing roadway network preservation (e.g., efficiency and repair of existing roads) over new roadway construction.	Ongoing	Medium
T-2	7.2.1	Require traffic impact assessment studies for large new development (e.g., industrial development in the Route 441 corridor and commercial development on PA 230 east of Mount Joy).	Short, ongoing	High
T-3	7.2.2	Require developers to fund necessary access management, traffic calming, and capacity improvements.	Short, ongoing	High
T-4	7.2.3	Create walkable, bikable, and transit-accessible patterns in developing areas and consider transportation demand management techniques (e.g., reducing peak travel demand through rideshare or flexible work schedules) before requiring costly new infrastructure.	Ongoing	High
T-5	7.3.1, 7.3.2, 3.8.2	Develop and adopt a Complete Streets Policy.	Short	Medium
T-6	7.3.3	Revise municipal and land development ordinances to be consistent with the Smart Transportation Guidebook Design Criteria.	Mid	Medium
T-7	7.3.4	Consider narrowing travel lanes to provide shoulders of at least 4 feet for cyclists.	Ongoing	Medium
T-8	7.3.5	Work towards providing sidewalks on both sides of all roadways in all UGAs.	Ongoing	Medium
T-9	7.3.6	Augment the on-road bicycle network with high quality off-road bike/multi-use paths.	Ongoing	High
T-10	7.4.1, 7.4.2, 5.2.5	Support a Safe Routes to School program to provide education about safe walking and cycling as well as for infrastructure improvements (e.g., multi-use paths, sidewalks, crosswalks, and enhanced signals).	Mid, ongoing	Medium
T-11	7.5.1	Use traffic improvements to reduce speeding and turning conflicts along Route 441.	Mid, ongoing	Medium
T-12	7.5.2	Set priorities for installing sidewalks, pedestrian crossing improvements, yield to pedestrian signs, and traffic calming features in UGAs.	Short, ongoing	High
T-13	7.5.3	Consider improving existing pedestrian crossing with treatments such as push-buttons, "Yield to Pedestrians" bollards, medians, countdown signals, and flashing crosswalks.	Mid, ongoing	Medium
T-14	7.5.4	Install auxiliary turn lanes at locations with high volumes.	Ongoing	Medium
T-15	7.6.2	Use access management techniques to limit the number of potential conflict points between cars and trucks entering and existing industrial areas.	Mid, ongoing	Medium
T-16	7.7.3, 3.4.7	Limit negative impacts of commercial and industrial uses through traffic calming measures and access management techniques.	Ongoing	Medium
T-17	7.7.4	Provide greenspace amenities (e.g., parks, trail, sidewalks, bike lanes, etc.) to accommodate pedestrians, bicyclists, and transit service in and around the UGAs.	Ongoing	Medium

Table Ref	Action Ref	Action	Phasing	Priority
Transportation (Continued)				
T-18	7.8.2	Work with Amtrak, PennDOT, RRTA, and the Susquehanna Regional Transit Partnership to coordinate transit schedule with Amtrak and potential Red Rose – Capital Corridor commuter trains.	Long, ongoing	Medium
T-19	7.8.3	Support efforts by groups such as the Pennsylvania Walks and Bikes to gain access for full-size bicycles on Keystone trains.	Ongoing	Medium
T-20	7.10.2	Participate in regional tourism efforts, led by the Susquehanna Gateway Heritage Area, to attract visitors to the Northwest Lancaster County River Trail and the larger Susquehanna Greenway.	Ongoing	Low
T-21	7.10.4, 7.10.5	Work with LCPC, West Hempfield Township, and Columbia Borough and other stakeholders to complete the Northwest Lancaster County River Trail and extend the Trail to the Capital Area Greenbelt trail network in Harrisburg.	Long, ongoing	Medium
T-22	7.11.12	Work with the Susquehanna Regional Transit Partnership to ensure coordinated transfers to York via Rabbit Transit (York County Transit).	Long, ongoing	Low
T-23	7.11.3	Ensure good pedestrian connections to RRTA transit stops in the Donegal region.	Short, ongoing	Medium
T-24	7.11.4	Provide secure bicycle parking at major RRTA transit stops.	Short, ongoing	Medium
T-25	7.12.3	Work with tourism organizations to promote bicycling and walking to Lancaster county visitors.	Ongoing	Medium
Economic Development				
E-1	8.1.1, 8.1.3	Consider retaining the services of a fiscal agent to serve as an impartial facilitator and ensure fair and workable approaches to cost-sharing, including funding formulae, agreements, etc.	Short	Low
E-2	8.1.4	Hire an economic development coordinator to address issues and opportunities common to all three municipalities and work with the Regional Planning and Economic Development Advisory Board.	Short	Low
E-3	8.1.5	Track costs and benefits associated with new inter-governmental initiatives.	Ongoing	Medium
E-4	8.2.1, 8.2.2	Research and identify a strategic economic development "niche" or "brand" that encompasses the three municipalities and is attractive to residents, businesses, tourists, and elected officials. Potential identities could focus on innovation, historic character, and rural landscape.	Short	Medium
E-5	8.2.3	Translate the brand identity into outreach tools and strategies for tourism and economic development.	Mid, ongoing	Medium
E-6	8.2.4	Work with the Economic Development Coordinator to market the region's character as a business location asset.	Ongoing	Medium
E-7	8.3.1	Incorporate information about economic development services into public communication materials.	Ongoing	Medium
E-8	8.3.2	Identify supporting businesses required to infill local supply chains and tap local employers to help with recruitment activities.	Short, ongoing	Medium

Table Ref	Action Ref	Action	Phasing	Priority
E-9	8.3.3	Create a database of private developers with a track record of successful Pennsylvania conversion/renovation projects and apprise them of opportunities.	Short	Medium
E-10	8.3.5	Examine the zoning and other regulations affecting development along SR 441 and PA 230 to ensure that it remains responsive to both market demand and surrounding uses, especially those affecting industrial uses.	Mid	Medium
E-11	8.3.6, 8.37	Concentrate moderate and small-scale professional offices in the three existing town centers and concentrate major office and industrial development along PA 441 and PA 230 in underutilized sites.	Mid, ongoing	Medium
E-12	8.3.8	Establish relationships with area commercial brokers, regional and state economic development practitioners, site selection professionals, etc.	Ongoing	Medium
E-13	8.3.9	Initiate relationships with representatives of major employers and landowners to build trust and avoid surprises.	Short, ongoing	Medium
E-14	8.3.10	Expose schools and community colleges in the Lancaster County region to the training needs required by Donegal region employers.	Mid, ongoing	Medium
E-15	8.3.11	Support the development and growth of cultural attractions and hospitality uses in the three existing town centers: Marietta, Maytown, and Mount Joy.	Short, ongoing	Medium
E-16	8.3.12, 8.3.13	Encourage coordinated marketing among the three communities' purveyors of cultural and hospitality experiences, including restaurants and entertainment venues, and reinforce quality of life aspects geared towards industrial and office users.	Short, ongoing	Medium
E-17	8.3.14	Maintain the ability of residents to establish home occupations while enacting performance standards to limit the impact on neighbors.	Short, ongoing	Medium
E-18	8.4.1	Encourage the development of a range of additional overnight accommodations (e.g., bed-and-breakfasts, hotels) geared towards leisure and business travelers while ensuring that they remain environmentally and aesthetically compatible with their host communities.	Ongoing	Medium
E-16	8.4.2	Revise zoning, if necessary, to ensure that agro-tourism uses can be accommodated on active farms, and incorporate performance standards to limit negative impacts.	Mid	Medium
E-17	8.4.4	Develop events to attract recreational visitors and disperse them through the communities (e.g., half marathons, cycling races, progressive meals at area farms, etc.).	Mid	Medium
E-18	8.4.6	Work with the County's Tourism Promotion Agency to ensure proper representation of the Donegal region's visitor amenities, activities and appeal.	Short	Medium
E-19	8.4.7	Consider installing a tourism information kiosk at the Mount Joy train station and trailside in Marietta.	Short	Medium

Table Ref	Action Ref	Action	Phasing	Priority
Community Facilities and Services				
C-1	9.1.1	Strengthen the partnership between the school district and municipalities to include planning for growth and future facilities improvements and build community support to value the region's schools.	Ongoing	High
C-2	9.1.3, 8.3.8	Develop partnerships between regional employers and the Donegal School District (e.g., local employer day, education about seasonal agricultural products) to increase awareness of employment opportunities and skills needed in the region.	Short, ongoing	High
C-3	9.2.2	Consider an internship program to link culinary and technology students with the region's restaurants, tourism organizations, and businesses providing experience for students, greater exposure of the culinary/technology programs, and low-cost support for the region's businesses.	Mid, ongoing	Medium
C-4	9.3.1, 8.1.1	Conduct an initial survey of the region's municipalities to identify "low-hanging fruit" or ways the municipalities can easily share resources (e.g., supplies, equipment, meeting facilities) to reduce costs.	Short	High
C-5	9.3.2	Consider creating a Northwestern Lancaster Council of Governments, similar to the Lancaster Inter-Municipal Committee (LIMC) to facilitate cooperation between municipalities and provide a forum for discussion of regional issues.	Mid	Medium
C-6	9.3.3, 9.3.4	Conduct a feasibility study to determine the costs and benefits of moving toward some form of regional funding by testing potential savings for a variety of different services (e.g., public works, planning and zoning, economic development, etc.).	Mid	Medium
C-7	9.4.1, 9.4.2	Build on the success of the Susquehanna Regional Police Department to encourage further regionalization of police, fire, and emergency services.	Ongoing	Medium
C-8	9.4.3	Include public safety (police, fire, and emergency services) in the development review process.	Short, ongoing	High
C-9	9.5.1	Study the costs and benefits of moving toward regionalization of the area's water and sewer authorities (i.e., Marietta Gravity Water Company, Marietta-East Donegal Joint Sewer Authority, and Mount Joy Borough Authority).	Mid, ongoing	High
C-10	9.7.1, 4.6.1	Implement a public awareness plan to minimize stormwater runoff and improve water conservation through a variety of techniques (e.g., green roofs, permeable pavers, rain barrels, etc.).	Short, ongoing	High
C-11	9.7.3	Include cost-effective, water and energy conservation practices in new buildings (e.g., new Donegal High School) and retrofitted public buildings.	Ongoing	High
C-12	9.7.4	Educate residents and businesses about state and federal incentives and rebates for Energy Star appliances that conserve water (washing machines, dishwashers, water heaters, showers/faucets, etc.).	Short, ongoing	Medium
C-13	9.7.5	Promote sewage treatment systems that improve groundwater recharge and work with Lancaster County to determine appropriate and environmentally sound wastewater management alternatives, in particular in rural areas.	Mid, ongoing	Medium

Table 10.2- East Donegal Township Action Plan

The following actions are unique to East Donegal Township. Actions listed in Table 10.1 above apply to all of the municipalities in the Donegal region (including East Donegal Township) and the Donegal School District.

Table Ref	Action Ref	Action	Phasing	Priority
Land Use				
ED-1	3.1.1, 3.1.3, 6.2.2	Designate Rowenna as a "Crossroads Community" on the revised future land use map and direct limited rural residential development to Rowenna.	Short	Medium
ED-2	3.2.1, 4.1.1	Continue to use conservation easements to preserve large continuous blocks of farmland and explore new preservation strategies (e.g., multi-municipal TDR, targeted properties for PDR) with the Lancaster County Agricultural Preserve Board.	Short, ongoing	High
ED-3	3.2.2, 4.2.2	Revise the East Donegal Township Zoning Ordinance to require landscape buffers between residential or commercial uses and agriculture.	Mid	High
ED-4	3.2.3	Continue to permit agricultural support businesses (e.g., equipment dealers, grain suppliers, and buyers) within agriculturally zoned areas.	Short, ongoing	Medium
ED-5	3.2.4	Continue to permit low-impact, on-farm agriculture related businesses and agri-tourism.	Ongoing	Medium
ED-6	3.3.1, 6.4.2	Evaluate and revise the East Donegal Traditional Neighborhood Development Overlay District and consider its inclusion in the R-3, R-4, and R-5 base zoning districts.	Short	Medium
ED-7	3.8.3, 6.2.1	Consider adopting conservation/open space subdivision standards for use in areas to transition between traditional neighborhood development and agricultural uses (e.g., outer edges of UGAs) to protect rural landscapes and provide buffers.	Mid	Medium
Agricultural, Natural, and Cultural Resources				
ED-8	4.2.1, 8.5.2	Prepare and distribute materials describing agricultural practices common in the region, agricultural easements, and agricultural security areas for residents and new homeowners.	Short	Medium
ED-9	4.3.1	Work with the County Conservation District, the Agricultural Preserve Board, and others to educate farmers about the benefits of sustainable agricultural practices, erosion control, animal fencing, and riparian buffers.	Mid, ongoing	Medium
ED-10	4.3.2	Establish a process for monitoring and enforcing conservation plans.	Short, ongoing	Medium
ED-11	4.4.2	Implement tools that encourage diversity in the region's agricultural industry (e.g., agritourism guidelines), participate in the County's "Buy Fresh, Buy Local" campaign, and encourage agricultural support businesses in the region.	Short, ongoing	Medium

Table Ref	Action Ref	Action	Phasing	Priority
ED-12	4.4.4	Improve rural infrastructure and buildings (e.g., allow roads with wider shoulders to better accommodate modern farm equipment, reuse older structures for grain or machinery storage).	Long, ongoing	Medium
ED-13	4.5.1, 5.7.1	Continue to monitor water quality of the Township's streams and work with property owners to replant riparian buffers, reduce erosion, and construct livestock fencing.	Short, ongoing	Medium
Recreation and Open Space				
ED-14	5.4.1	Review existing parkland dedication/fee in lieu of subdivision requirements and increase, if necessary, existing fees (see Table 5.3).	Short	High
ED-15	5.6.1	Implement the Northwest Lancaster County River Trail extending the trail south to Columbia Borough.	Mid, ongoing	High
ED-16	5.6.2	Work with the Susquehanna Greenway Partnership to promote access to the Susquehanna River Water Trail in East Donegal township and capitalize on economic development opportunities along the trail.	Mid, ongoing	Medium
ED-17	5.7.1	Build on the success of the Donegal Fish and Conservation Association to improve water quality and natural habitat (e.g., replanting riparian buffers, reducing agricultural runoff, and reducing erosion) of Donegal Creek.	Ongoing	Medium
ED-18	5.7.2	Consider developing a catch and release trout stream program for Donegal Creek.	Mid	Medium
Housing				
ED-19	6.2.3	Direct very limited rural residential development to the Village of Rowenna (recommended as a Cross-roads Community).	Ongoing	Low
ED-20	6.4.1	Consider revising the TND Overlay District to add a provision that prohibits non-single-family units from being concentrated in a single portion of the tract (similar to Mount Joy).	Short	Medium
Transportation				
ED-21	7.5.1	Use corridor improvements to reduce speeding and turning conflicts along Route 441.	Mid, ongoing	Medium
ED-22	7.6.2	Use access management techniques to limit the number of potential conflict points between cars and trucks entering and existing industrial areas.	Mid, ongoing	Medium
ED-23	7.10.3	Develop a concentration of recreational businesses, restaurants, and retailers within walking distance of the Northwest Lancaster County River Trail.	Long, ongoing	Low
Economic Development				
ED-24	8.3.5	Concentrate major office and industrial development along the northern side of SR441 in East Donegal Township.	Mid, ongoing	Medium
ED-25	8.4.3	Explore the feasibility of developing "farm experience" vacations and farm-based bed-and-breakfast accommodations in East Donegal Township.	Short	Medium

Table Ref	Action Ref	Action	Phasing	Priority
ED-26	8.5.1	Continue to support land use regulations that allow diverse agricultural operations and facilities, as well as agri-tousim, community supported agriculture, food processing, and other programs to increase demand for local products.	Ongoing	Medium
ED-27	8.5.4	Allow accessory units in accessory structures to allow farmers to derive rental income from under-utilized structures.	Short	Medium
ED-28	8.6.1	Encourage the conversion of unused or underused commercial space at the former storefronts located around the diamond in Maytown.	Ongoing	Medium
Community Facilities				
ED-29	9.2.1	Explore opportunities to utilize the local agricultural food supply in the culinary school's curriculum (e.g., cooking classes, agricultural supply and distribution) building on the "buy-fresh, buy-local" and farm-to-table initiatives supporting local agriculture.	Short, ongoing	Medium
ED-30	9.5.3	Determine the long-term need and feasibility of a wastewater treatment facility in Rowenna.	Mid, ongoing	Medium
ED-31	9.8.1	Review and update East Donegal Township's Act 537 plan for consistency with land use and community facilities and to ensure sewer and water areas are consistent with the UGA.	Short	Medium

Table 10.3 – Marietta Borough Action Plan

The following actions are unique to Marietta Borough. Actions listed in Table 10.1 above apply to all of the municipalities in the Donegal region (including Marietta Borough) and the Donegal School District.

Table Ref	Action Ref	Action	Phasing	Priority
Land Use				
MA-1	3.3.1, 7.7.1	Consider adopting mixed-use or town center zoning districts to accommodate mixed-use redevelopment in the Marietta UGA.	Short	High
MA-2	3.3.2	Adopt design guidelines or standards to encourage infill and adaptive reuse in Marietta Borough.	Mid	High
MA-3	3.4.2, 6.1.4, 6.3.3	Adopt policies or zoning incentives that encourage mixed-use development or redevelopment with ground-floor commercial and employment uses and upper floor residential uses in targeted redevelopment areas.	Mid	High
MA-4	3.4.3, 4.4.1, 6.1.4	Encourage adaptive reuse of properties in Marietta Borough that incorporate first floor commercial uses and meet current market needs in targeted redevelopment areas.	Mid	High
MA-5	3.4.6	Encourage redevelopment for destination uses (e.g., small theater, restaurants, recreational outfitters related to the river trail, etc.)	Ongoing	High
Natural, Historic, and Cultural Resources				
MA-6	4.8.1	Use Lancaster County's historic survey of Marietta Borough (to be completed 2011) to maintain a comprehensive, up-to-date inventory of historic and cultural resources.	Ongoing	Low
MA-7	4.8.4	Adopt local historic preservation regulations through Marietta Borough's municipal zoning ordinance.	Mid	
Recreation and Open Space				
MA-8	5.4.1	Review Marietta's parkland dedication/fee in lieu of subdivision requirements and revise or develop, if necessary, parkland dedication fees (see Table 5.3).	Short	Low
MA-9	5.6.1	Implement funding for Phase 2 of the Northwest Lancaster County River Trail extending the trail south to Columbia Borough.	Mid, ongoing	High
MA-10	5.6.2	Work with the Susquehanna Greenway Partnership to promote access to the Susquehanna River Water Trail in Marietta Borough and capitalize on economic development opportunities along the trail.	Mid, ongoing	High

Table Ref	Action Ref	Action	Phasing	Priority
MA-11	5.6.3	Implement Marietta Borough Northwest River Trail Preliminary Plan, including diversifying downtown businesses, strengthening connections among Front Street, Hazel Avenue and West Market Street, between Waterford Avenue and Gay Street, and between Decatur Street and Vesta Furnace trailheads and the commercial district proposed on the Future Land Use Map.	Mid, ongoing	High
Housing				
MA-12	6.1.2	Prioritize and target sites for appropriate redevelopment or infill (e.g. for senior housing) where parking and infrastructure needs can be met.	Short, ongoing	High
MA-13	6.3.2	Revise the Marietta Borough "Historic Commercial" zoning district to prohibit residential conversions of first floor commercial uses.	Short	High
Transportation				
MA-14	7.5.1	Use traffic calming elements to reduce speeding and turning conflicts along Route 441.	Mid, ongoing	High
MA-15	7.10.3	Develop a concentration of recreational businesses, restaurants, and retailers within walking distance of the Northwest Lancaster County River Trail.	Long, ongoing	High
MA-16	7.11.1	Work with Red Rose Transit Authority to create a direct transit connection between Marietta and Mount Joy.	Mid, ongoing	High
Economic Development				
MA-17	8.3.7	Concentrate major office and industrial development in the industrial yards at Marietta's western edge.	Short, ongoing	High
MA-18	8.6.1	Encourage adaptive reuse of vacant/underutilized structures within the Historic Commercial zoning district.	Mid, ongoing	High
MA-19	8.6.3	Encourage conversion of first floor residential uses back to commercial uses in the Historic Commercial zoning district (i.e., retail/office structures in Marietta that were converted to residential).	Ongoing	High
MA-20	8.6.4	Focus regional economic development commission on parcels surrounding existing or potential traffic generators and key opportunity sites (e.g., Theatre in Marietta that is currently being evaluated by the Marietta Restoration Associates, Northwest Lancaster County River Trail).	Short, ongoing	High
Community Facilities				
MA-21	9.6.1	Work with PA DEP Bureau of Waterways to construct Phase 1 of the Flood Mitigation Project, including installation of dry hydrants as requested by the Pioneer Fire Company.	Short, ongoing	High
MA-22	9.8.1	Review and update Marietta Borough's Act 537 plan for consistency with land use and community facilities and to ensure sewer and water areas are consistent with the UGA.	Short	Low

Table 10.4 – Mount Joy Borough Action Plan

The following actions are unique to Mount Joy Borough. Actions listed in Table 10.1 above apply to all of the municipalities in the Donegal region (including Mount Joy Borough) and the Donegal School District.

Table Ref	Action Ref	Action	Phasing	Priority
Land Use				
MJ-1	3.3.1, 7.7.1	Consider revising the CBD zoning district to expand mixed-use redevelopment (e.g., increase residential units permitted on upper floors).	Short	Medium
MJ-2	3.3.2	Adopt design guidelines or standards to encourage infill and adaptive reuse in Mount Joy Borough.	Mid	High
MJ-3	3.4.2, 6.1.4, 6.3.3	Adopt policies or zoning incentives that encourage mixed-use development or redevelopment with ground-floor commercial and employment uses and upper floor residential uses in targeted redevelopment areas.	Mid	High
MJ-4	3.4.4, 4.4.1, 6.1.4	Encourage adaptive reuse of properties in Mount Joy Borough that incorporate first floor commercial uses and meet current market needs in targeted redevelopment areas (e.g., along Main Street).	Mid	High
MJ-5	3.6.1, 7.9.1	Implement the recommendations of the Plan the Keystone – Mount Joy Main Street Study, including four major themes: improve the train station; connect the station to Main Street; improve the Main Street experience; and define and promote the Mount Joy brand.	Mid, ongoing	High
MJ-6	3.6.2	Attract higher-density development in close proximity to the Amtrak Mount Joy Station.	Ongoing	Low
MJ-7	3.6.3	Improve streetscape connections between the Mount Joy station, Main Street, and key destinations in Mount Joy Borough (e.g., Milanof-Schock Library, restaurants, shops, etc.).	Mid, ongoing	Medium
Natural, Historic, and Cultural Resources				
MJ-8	4.8.1	Use Lancaster County's historic survey of Mount Joy Borough (to be completed 2011) to maintain a comprehensive, up-to-date inventory of historic and cultural resources.	Ongoing	Medium
MJ-9	4.8.4	Adopt local historic preservation regulations through Mount Joy Borough's municipal zoning ordinance. This would include municipal or zoning regulations that provide for the review of applications for demolition, rehab, or alteration to existing and inventoried historic buildings as well as providing guidelines for new buildings in historic districts.	Mid	Medium

Table Ref	Action Ref	Action	Phasing	Priority
Recreation and Open Space				
MJ-10	5.2.3	Complete the "emerald necklace" greenway planning around the perimeter of Mount Joy Borough.	Mid, ongoing	Medium
MJ-11	5.4.1	Review Mount Joy's parkland dedication/fee in lieu of subdivision requirements and revise or develop, if necessary, parkland dedication fees (see Table 5.3).	Short	Low
Housing				
MJ-12	6.1.1, 7.9.4	Attract transit-oriented development and higher-density residential uses, in close proximity to the Amtrak Mount Joy Station and downtown.	Long, ongoing	Medium
MJ-13	6.1.2	Prioritize and target appropriate redevelopment or infill sites for higher-density development (e.g., senior housing) where parking and infrastructure needs can be met.	Short, ongoing	Medium
MJ-14	6.3.1	Revise the Mount Joy Borough "CBD" zoning classification to move single-family residential uses (i.e. single-family detached, conversion of an entire building to single-dwelling unit) from permitted to either special exception or not permitted. Existing single-family uses would be considered legal, non-confirming uses.	Short	Low
MJ-15	6.4.3	Evaluate the need for increased on-street parking for the TN district in Mount Joy Borough.	Short	Medium
Transportation				
MJ-16	7.6.1	Establish designated truck routes in and around Mount Joy Borough and develop projects to ease truck flow along them.	Mid, ongoing	Medium
MJ-17	7.8.1	Work with Amtrak and PennDOT to increase the number of trains stopping at Mount Joy and ensure that arrivals and departures are spread evenly throughout the day as well as concentrated during commuter trains.	Mid, ongoing	Medium
MJ-18	7.8.4	Provide a bus waiting area at the renovated Mount Joy station at a location that allows quick and easy transfers to and from the train platforms.	Long	Medium
MJ-19	7.9.2	Construct bicycle shelters and adequate bike parking as part of the station improvement project.	Mid	Medium
MJ-20	7.9.3	Designate key corridors leading to the station and school campus for bicycle and pedestrian enhancements (e.g., bike lanes and new crosswalks on the west side of Marietta Pike) and improve access using the Complete Streets and Safe Routes to Schools models.	Short	Medium
MJ-21	7.11.1	Work with Red Rose Transit Authority to create a direct transit connection between Marietta and Mount Joy.	Mid, ongoing	Low
MJ-22	7.12.1 7.12.2	Work with Main Street Mount Joy and other groups to develop and implement a signage and wayfinding system to improve gateways and assist residents and tourist in exploring the Donegal region.	Short, ongoing	Medium

Table Ref	Action Ref	Action	Phasing	Priority
Economic Development				
MJ-23	8.3.5	Concentrate major office and industrial development in underutilized sites (e.g., shoe factory in Mount Joy Borough).	Short, ongoing	High
MJ-24	8.4.5	Recruit an automobile rental operator or car sharing company to Mount Joy.	Mid	Low
MJ-25	8.6.1	Encourage the conversion of unused or underused commercial space (e.g., vacant former factory sites on Main Street both east and west of downtown)	Mid, ongoing	High
MJ-26	8.6.2	Induce infill development at catalyst sites (e.g., vacant lots or lands devoted to surface parking along Main Street) where vacant land or obsolete, deteriorated structures interrupt the streetscape and pedestrian flow.	Mid, ongoing	Medium
MJ-27	8.6.3	Determine whether large vacant structures (e.g., former shoe factory) could be viable as hotels if coupled with other supportable uses.	Short	Medium
MJ-28	8.6.4	Focus regional economic development commission on parcels surrounding existing or potential traffic generators and key opportunity sites (e.g., Amtrak Station in Mount Joy).	Short, ongoing	Medium
MJ-29	8.6.6	Invest in placemaking infrastructure, (e.g., street furniture, street trees, bike racks, Mount Joy's planters) to create a coordinate streetscape design for Mount Joy.	Mid	Medium
Community Facilities				
MJ-30	9.2.1	Explore opportunities to expand the use of local food supply in the culinary school's curriculum (e.g., cooking classes, agricultural supply and distribution) building on the "buy-fresh, buy-local" and farm-to-table initiatives supporting local agriculture.	Short, ongoing	Low
MJ-31	9.5.2	Continue to explore creating water interconnections between municipalities (e.g., Mount Joy Borough and Reams, Mount Joy Township or Hempfield Township).	Ongoing	Medium
MJ-32	9.8.1	Review and update (if necessary) Mount Joy Borough's 2009 Act 537 Plan update, especially related to restricting centralized sewer and water service areas to be as consistent as possible with the UGAs.	Short	Medium

10.2 Partners and Potential Funding Sources

Regional and Local Partners

In most cases, municipalities and the Donegal School District will partner with Lancaster County or regional organizations to carry out the actions described in this chapter. The Lancaster County Planning Commission (LCPC) will be able to provide technical expertise and planning support for many initiatives across multiple elements. The Lancaster County Housing and Redevelopment Authority (LCHRA) can assist with housing and development focused initiatives. Other partners described throughout the Comprehensive Plan include:

- Lancaster County Agricultural Preservation Board
- Lancaster County Coalition for Smart Growth
- Lancaster County Conservation District
- Lancaster County's "Buy Fresh, Buy Local" Campaign
- Sustainable Lancaster
- PA Association of Sustainable Agriculture (PASA)
- Local and Regional Businesses
- PennDOT's Plan the Keystone Project
- Marietta Restoration Associates (MRA)
- Mount Joy Historical Society
- Maytown Historical Society
- Donegal Fish and Conservation Association
- Little Chiques Creek Watershed Association
- Susquehanna Greenway Partnership
- Mount Joy Athletic Association
- Lancaster County Area Vo-Tech School
- Susquehanna Gateway Heritage Area
- PA Department of Conservation and Natural Resources (PA DCNR)
- Social Service Organizations (e.g., Mount Joy Food Bank, Mount Joy Helping Services)
- PPL Electric

Potential Funding Sources

Securing funding for new initiatives is always a challenge for municipalities, in particular during periods of economic recession. Potential regional, state, and federal funding sources include:

- Lancaster County Purchase of Development Rights Program
- Lancaster County Transportation Enhancement Fund
- Lancaster County Urban Enhancement Fund
- Lancaster County Planning Commission (LCPC)
- Lancaster County Housing and Redevelopment Authority (LCHRA)
- Susquehanna Greenway Partnership
- Susquehanna Heritage Area
- Pennsylvania Department of Community and Economic Development (PA DCED)
- Pennsylvania Department of Environmental Protection (PA DEP)
- Pennsylvania Department of Conservation and Natural Resources (PA DCNR)
- Pennsylvania Land Trust Association (PALTA)
- Pennsylvania Department of Agriculture (PDA)
- Pennsylvania Department of Transportation (Penn DOT)
- Pennsylvania Historical and Museum Commission (PHMC)
- Community Development Block Grants
- HUD/DOT/EPA Sustainable Communities Initiative grants
- HUD's Hope VI and Choice Neighborhoods

Appendix A

2010 Community Survey Executive Summary Report

Methodology

The Donegal School District, East Donegal Township, Marietta Borough, Mount Joy Borough and Lancaster County Planning Commission conducted a Community Survey as part of a comprehensive long range plan for the Donegal Region during February and March of 2010. The purpose of the survey was to gather citizen input as a cornerstone of the long range planning effort. The survey was designed to obtain statistically valid results from households throughout East Donegal Township, Marietta Borough, and Mount Joy Borough (Donegal Region). The survey was administered by a combination of mail and phone.

ETC Institute (a market research firm) worked extensively with Donegal Region officials, as well as members of the Wallace, Roberts & Todd LLC project team in the development of the survey questionnaire. This work allowed the survey to be tailored to issues of strategic importance to effectively plan the future system.

ETC Institute mailed surveys to a random sample of 3,000 households throughout the Donegal Region. Approximately three days after the surveys were mailed each household that received a survey also received an electronic voice message encouraging them to complete the survey. In addition, about two weeks after the surveys were mailed ETC Institute began contacting households by phone. Those who indicated they had not returned the survey were given the option of completing it by phone.

The goal was to obtain a total of at least 600 completed surveys from households in the Donegal Region, including at least 125 surveys from Marietta Borough residents, 225 surveys from Mount Joy Borough residents, and 225 surveys from East Donegal Township residents. These goals were far exceeded, with a total of 821 surveys having been completed. This includes 333 completed surveys from East Donegal Township residents, 272 from Mount Joy Borough residents, and 216 from Marietta Borough residents. The results of the random sample of 821 households have a 95% level of confidence with a precision of at least +/-3.1%. The following pages summarize major survey findings.

Major Survey Findings

- Strengths of the Donegal Region. The areas that the highest percentage of respondents rated as a "very high" or "high" strength of the Donegal Region are: agricultural industry (69%), location of the region (63%), The Susquehanna River (53%), and network of highways (52%).
- Areas That Should Receive the Most Attention from Leaders. Based on the sum of their top three choices, the areas that respondents think should receive the most attention from Donegal Region leaders over the next two years are: tax base (52%), school district (50%), retail (33%), and housing affordability (19%).
- Types of Housing Needed. Fifty-two percent (52%) of respondents feel that single family homes are needed in the Donegal Region; 48% feel that senior housing is needed, 28% feel townhomes/condos are needed, and 28% feel that apartments are needed in the Donegal Region.
- Quality of New Neighborhood Residential Developments. Thirty-five percent (35%) of respondents are either very satisfied (5%) or satisfied (30%) with the quality of new neighborhood residential developments in the Donegal Region, compared to 23% who are very dissatisfied (9%) or dissatisfied (14%). In addition, 34% indicated "neutral" and 8% indicated "don't know".
- Speed of Housing Growth. Forty-four percent (44%) of respondents feel the speed of housing growth in the Donegal Region is too fast, and 24% feel it is much too fast. Twenty-six percent (26%) of respondents feel the speed of housing growth is just right, and 6% feel it's either too slow or much too slow.

- Level of Satisfaction with Various Services. The services in the Donegal Region that the highest percentage of respondents are either "very satisfied" or "satisfied" with are: fire protection (75%), libraries (70%), police protection (66%), trash and recycling (56%), and the condition of properties in your neighborhood (53%).
- Services That Should Receive the Most Attention from Leaders. Based on the sum of their top three choices, the services that respondents think should receive the most attention from Donegal Region leaders over the next two years are: schools (49%), street maintenance (40%), condition of properties in neighborhoods (17%), and bicycle and pedestrian trails (17%).
- Quality of Life in the Donegal Region. Fifty-three percent (53%) of respondents feel that the quality of life has stayed the same since they've lived in the Donegal Region. Twenty-four percent (24%) feel the quality of life has gotten worse, 17% feel the quality of life has gotten better, and 6% indicated "not sure".
- Most Important Land Uses to Promote. Based on the sum of their top two choices, the land uses that respondents feel are most important for the Donegal Region to promote are: commercial (45%), community facilities (43%), and light industrial (29%).
- Level of Support for Cooperation Among Governmental Agencies. Sixty-eight percent (68%) of respondents are either very supportive (22%) or somewhat supportive (46%) of cooperation among the governmental agencies in the Donegal Region. Only 10% of respondents are not supportive of cooperation among the governmental agencies, and 22% indicated "not sure".
- Level of Support of the Regionalization of Governmental Services. Seventy-eight percent (78%) of respondents are either very supportive (28%) or somewhat supportive (50%) of the regionalization of services provided by the governmental agencies in the Donegal Region. Only 9% of respondents are not supportive of the regionalization of services provided by the governmental agencies, and 13% indicated "not sure".
- Most Important Actions for the Donegal Region to Address. Based on the sum of their top four choices, the actions that respondents feel are most important for the Donegal Region to address are: expand employment opportunities in the region (55%), increase retail base in the region (45%), conserving agricultural farmland (34%), and redevelopment of Marietta and Mount Joy Boroughs (26%).
- Allocation of $100 Among Various Categories of Funding. Respondents would allocate $25 out of $100 towards investing in community facilities. The remaining $75 was allocated as follows: development of more employment opportunities in the region ($23), increase retail base in the region ($14), promote economic development through the region ($11), agricultural preservation ($10), improve transportation access and systems ($8), acquire more parks and open spaces ($5), and "other" ($4).

Appendix B

B. Population and Growth Capacity Trends

Population Trends

The Donegal region has been growing steadily since the 1960s. The average growth rate per decade in the Donegal region is 11% compared with 12% in Lancaster County. While the overall Donegal region has grown, the population growth has not been evenly distributed. Marietta Borough has declined or remained stagnant over the last several decades, while Mount Joy Borough and, in particular, East Donegal Township have increased. During the most recent census period (2000-2008), Marietta Borough lost 4% of population, Mount Joy grew by 7%, and East Donegal increased by 29%. During the same period, population growth in the Donegal region (13%) occurred at a higher rate than in Lancaster County (7%), Pennsylvania (1%), and the United States (8%). (See Table B.1).

In 2000, both East Donegal Township and Marietta Borough had a lower percentage of elderly (3-5%) than Lancaster County, the state, or nation. All three municipalities had a higher than average percentage of people in the 25-44 age groups. Despite the higher percentages, between 1990 and 2000, Marietta and Mount Joy lost population share in the 20-34 year old age groups and the under 5 years of age, while East Donegal's population share increased in each of these categories. In 2000, median age ranged from 34-36 years old (i.e., East Donegal: 34.4, Marietta: 35.5, and Mount Joy: 36.3). (See Figure B.1)

Future Growth Analysis

As recommended by the 1995 Donegal Region Comprehensive Plan and the Lancaster County Growth Management Plan, the region adopted the Mount Joy-Donegal and Marietta Urban Growth Areas (UGAs) in 1995. The UGAs serve as a means to preserve the region's agriculture and natural resources while encouraging growth and development in compact growth areas. A GIS analysis found that about 79% of all residential land use is currently located in the region's UGAs. Since adoption, the majority of development has occurred within the UGA boundaries. The County's Growth Management Plan recommends 85% of new development occur in UGAs and 15% occur in Rural Areas. This plan sets a target of directing all new residential development (that is not related to agriculture) to growth areas, while acknowledging that a small percentage of growth may occur outside of those areas.

Based on Lancaster County Planning Commission (LCPC) target projections, the Donegal region is projected to grow by 20% (2,700 persons) from 2000 to 2030. (See Table B.2).

However, given recent growth in East Donegal Township and Mount Joy Borough, the region's population estimates for 2009 already exceed the 2020 LCPC targets. The 2009 Census estimates that the region grew by 14% in population between 2000 and 2009, or 3% faster than projected by the Lancaster County Planning Commission. East Donegal Township experienced the largest amount of growth (27%) between 2000 and 2009.

This section examines future development in the Donegal region using the 2030 population projections developed by the LCPC. It is presented in terms of population projections and acreage needed for inside and outside the growth areas to accommodate projected new housing units by 2030. Land zoned and available for commercial and industrial uses is not included in the residential land acreage calculation.

To ensure there is sufficient capacity in the region's growth areas over the next 10 to 20 years, this Plan recommends closely track and monitor new housing development and revisit the growth area analysis within 3-5 years.

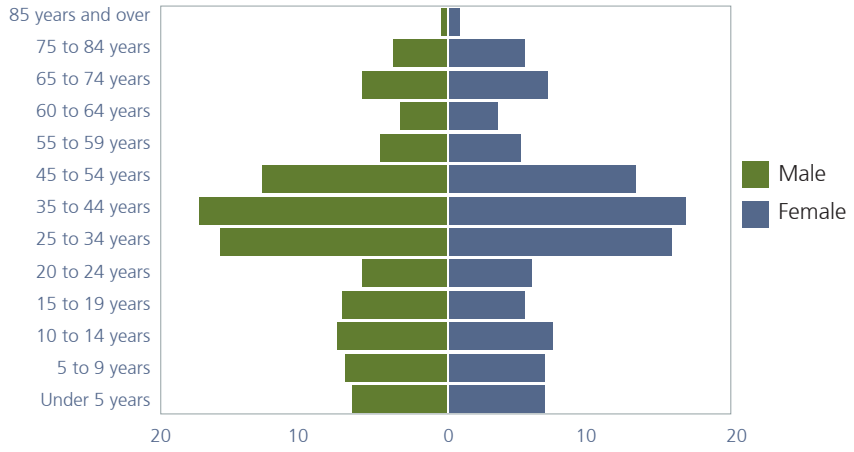
Table B.1 Population Change in the Donegal region (1960 – 2010)

	Area, Sq Mi	1970	1980	1990	2000	2008 (est)	% 1970-1980	% 1980-1990	% 1990-2000	% 2000 -2009 (Est.)
East Donegal Township	21.82	3,033	4,063	4,484	5,405	6,980	34%	10%	21%	27%
Marietta Borough	0.75	2,838	2,740	2,778	2,689	2,593	-3%	1%	-3%	-3%
Mount Joy Borough	2.35	5,041	5,680	6,398	6,765	7,249	13%	13%	6%	8%
Donegal Region Total	249.2	10,912	12,483	13,660	14,859	16,822	14%	9%	9%	14%
Lancaster County	949	319,693	362,346	422,822	470,658	502,370	13%	17%	11%	7%

Source: Census Data

Population Estimates for the 2009 from U.S. Department of Commerce, Census Bureau.

Figure B.1 – Donegal Region Age Pyramid



As indicated by the 2009 census estimates, recent population growth exceeds the 2010 projections and population targets for the Donegal region. In addition, final subdivision permits from 2000-2008 validate the housing growth that has occurred in the region. Table B.3 illustrates the estimated increase in units from final subdivision records compared with the 2010-2030 household forecast. The records may not accurately reflect actual housing units constructed. For that reason, the 2009 household census estimates are used for the growth capacity analysis (Table B.4).

Table B.2 Population Projections (2010-2030)

	2000	2009 Census Est.	2010 Projection	2010 Targets	2030 Projection	2030 Targets
East Donegal Township	5,405	7,402	6,592	6,082	7,149	7,267
Marietta Borough	2,689	2,622	2,617	2,690	2,575	2,707
Mount Joy Borough	6,765	7,331	7,522	7,238	7,835	7,944
Donegal Region total	14,859	17,355	16,731	16,009	17,559	17,918

Source: Census and Lancaster County Planning Commission, Target Population by Municipality

1. Population and Household Projections for 2010 and 2030 from Choices, the Housing Element of the Lancaster County Comprehensive Plan.

2. Population and Household Targets for 2010 and 2030 developed by the Lancaster County Planning Commission.

3. Population estimates for 2009 from the U.S. Department of Commerce, Census Bureau.

Table B.3 Approved Final Subdivision Records (ESTIMATED)

Final Subdivision Plans Recorded												
	2000 Households	2000	2001	2002	2003	2004	2005	2006	2007	2008	Total	LCPC 2010 Target
East Donegal Township	1,941	55	79	103	131	13	71	160	228	54	2,835	2,190
Marietta Borough	1,092	2	0	0	0	0	0	4	0	0	1,098	1,096
Mount Joy Borough	2,839	62	9	27	157	396	87	36	2	248	3,863	3,047
Donegal Region Total	5,872	119	88	130	288	409	158	200	230	302	7,796	6,333

Source: Lancaster County Planning Commission, 2010

The following growth analysis (Table B.4) examines the capacity for future residential development at full buildout (i.e., if all available buildable non-commercial land in the region were to be completed developed) at an average density of 6 DU/Acre and 7.5 DU/Acre. It is not intended to represent proposed or planned development, but rather to quantify how much land would be consumed if all non-commercial land were to be developed in a hypothetical "what if" scenario. Permanently protected land (agricultural and other easements, parkland, schools, etc.) is excluded from this analysis.

Table B.4 illustrates the estimated LCPC target households in 2010 compared with the number of households targeted for 2030. Because housing growth over the last ten years has occurred at a faster pace than targeted by the Lancaster County Planning Commission, the LCPC calculation is used as the "low estimate" for projected households. Also included is a "high estimate" which is based on the most recent 2009 Census estimates. The low and high estimates result in a range of development that could occur in the growth areas.

Table B.5 compares the low and high household estimates with undeveloped land. The low estimates indicate that there is more than enough capacity for development within the existing Urban Growth Areas (UGAs) at either a density of 6 or 7.5 DU/Net Acre.

However, if growth continues to occur at a faster pace than targeted (as reflected by recent Census figures), the high estimates suggest that the region will be much closer to capacity within the existing UGAs. Lancaster County's Growth Management Element recommends region's use a market factor of two times the amount of land necessary to accommodate demand over the next five and ten year periods to allow the market to operate free of constraints that would inflate housing process and/or increase pressure for development in rural areas. Again, to ensure sufficient capacity in the region's growth areas, the Donegal region should continue to track and inventory new housing development and revisit the growth area analysis within 3 to 5 years.

Growth Analysis Summary

The future growth analysis indicates that the region as a whole has capacity for new residential development within existing UGAs. Looking at the low estimates, there is more than sufficient land available to accommodate targeted development (i.e., by a factor of 2.4 times the demand). However, to meet the high demand estimate, an average density of 7.5 DU/Net Acre for new development in the UGAs is required and the housing need compared with demand is much closer. The Future Land Use chapter is designed to achieve the appropriate balance and distribution of residential, commercial, and mixed-use development to accommodate future growth while protecting cultural and natural resources. The region should continue to inventory new development and track the number of housing units built. This growth capacity should be updated at least every five years.

Table B.4 Household Projections and Targets (2010-2030)

	2000 Households (Census) (1)	2010 Estimated Households (LCPC Target) (2)	2010 Total Housing Unit Est. (2009 Census Estimate) (3)	Target Households 2030 (LCPC) (4)	Household Change 2010-2030 (5)	Percent Target in UGAs (6)	New Households (2010-2030) in UGAs – Low Estimate (7)	New Households (2010-2030) in UGAs – High Estimate (8)
East Donegal T.	1,941	2,190	2,699	2,702	512	85%	435	1,080
Marietta B.	1,092	1,096	1,079	1,150	54	100%	54	95
Mount Joy B.	2,839	3,047	3,113	3,448	401	100%	401	859
Total	5,872	6,333	6,891	7,300	967		890	2,035

Source: Lancaster County Planning Commission GIS Data, land use and zoning. Assumptions do not include additional land area for commercial, employment, schools, parks, open space, recreation, etc.

1. 2000 Census Total Households
2. 2010 LCPC Household Target
3. Estimated Housing Units in 2009 using Census Estimates
4. 2030 LCPC Household Target
5. Change in LCPC Household Targets (2010-2030) (Change in Column 4-1)
6. Minimum Percentage of Household Targeted for UGAs
7. New Households (2010-2030) in UGAs using LCPC Targets (Low)
8. New Households (2010-2030) in UGAs using LCPC Targets plus 2009 Census Estimates (High)

Table B.5 Developable Land Need and Capacity at Full Buildout

	Low Estimate (2030) LCPC Housing Unit Target (1)	High Estimate (2030) Final Sub-division Records + LCPC Housing Unit Target (2)	Undeveloped Gross Acres (Res/Ag zoned) (3)	Undeveloped Net Acres (less 20% for ROW) (4)	At average 6 DU/ Net Acre (5)	At average 7.5 DU/Net Acre (5)
Added Household Target (2010-2030) in Marietta UGA	+ 272 Units	+ 635 Units	157 Acres (est.)	126 Net Acres	756 Units	945 Units
Added Household Target (2010-2030) in Mount Joy-Donegal UGA	+ 619 Units	+ 1,399 Units	290 Acres (est.)	232 Net Acres	1,392 Units	1,740 Units
Total	+ 891 Units	+ 2,034 Units			2,148	2,685

Source: Lancaster County Planning Commission GIS Data, land use and zoning. Assumptions do not include additional land area for commercial, employment, schools, parks, open space, recreation, etc.

1. Low estimate uses LCPC target households to determine an estimated number of new units (2010-2030).
2. Census estimates and recent subdivision data suggest that population is growing at a higher rate than LCPC households targets. The "high estimate" uses the most recent 2009 Census estimates to determine estimates for 2010 household, added to the 2030 LCPC household target to determine an estimated number of new units (2010-2030).
3. Includes all undeveloped residential and agriculturally zoned land in the UGAs.
4. Undeveloped residential and agriculturally zoned land less 20% for ROW, utilities, etc.
5. The number of units that could be accommodated at an average 6 DU/Net Acre and 7.5 DU/Net Acre.

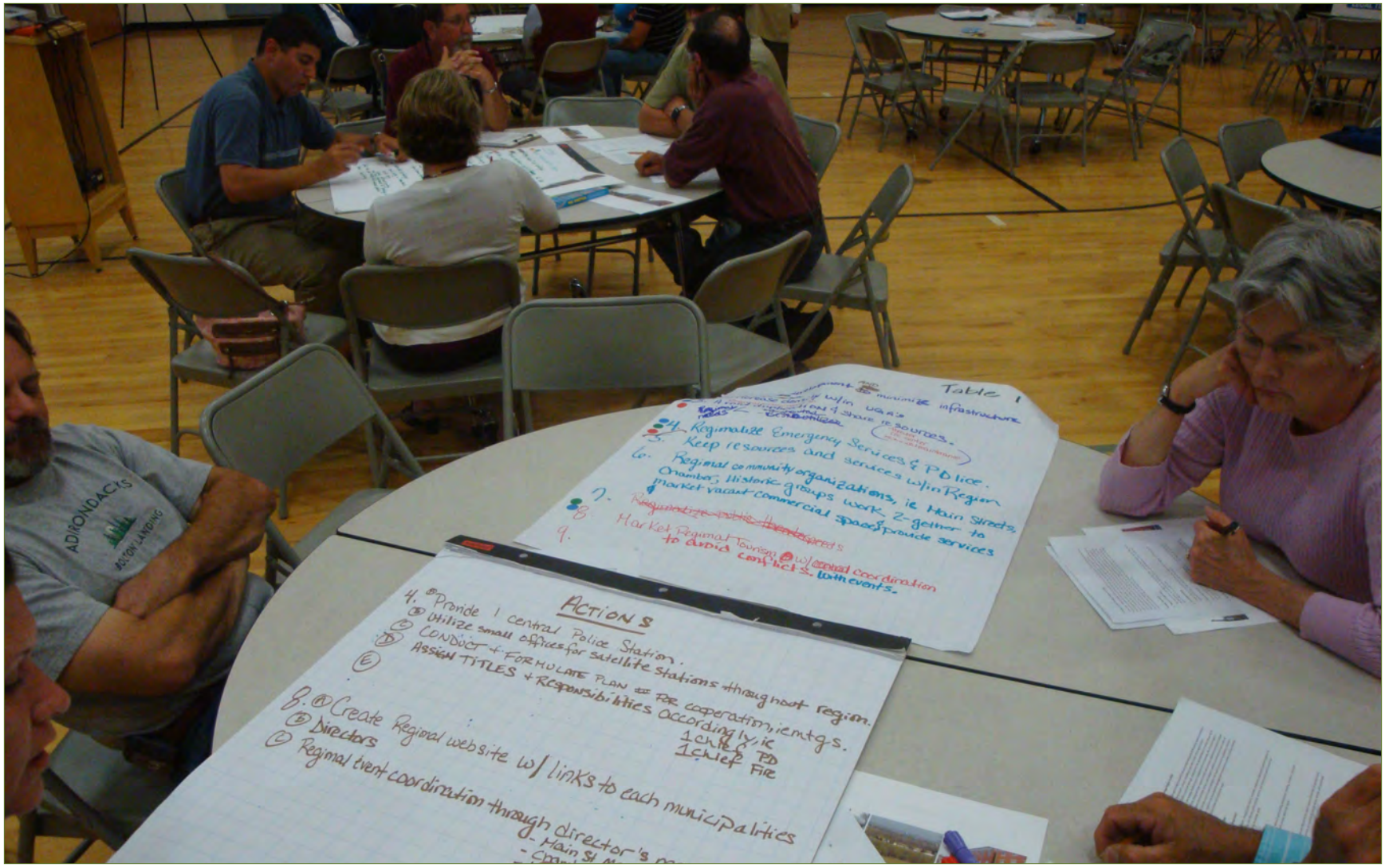


Table 1
4. Regionalize Emergency Services & Police.
5. Keep resources and services w/in Region
6. Regional community organizations, ie Main Streets, Chambers, Historic groups work 2-gether to market vacant commercial spaces/provide services
7.
8.
9.
ACTIONS
4. Provide 1 central Police Station.
(B) Utilize small offices for satellite stations throughout region.
(C) CONDUCT + FORMULATE PLAN FOR cooperation, ie mtgs.
(D) ASSIGN TITLES + Responsibilities accordingly, ie
1 chief PD
1 chief Fire
(E)
8. (A) Create Regional website w/ links to each municipalities
(B) Directors
(C) Regional event coordination through director's
- Main St
ADIRONDACKS