

Northwestern Lancaster County Comprehensive Plan

Lancaster County, Pennsylvania

Working Draft | March 2023

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Working Draft | March 2023

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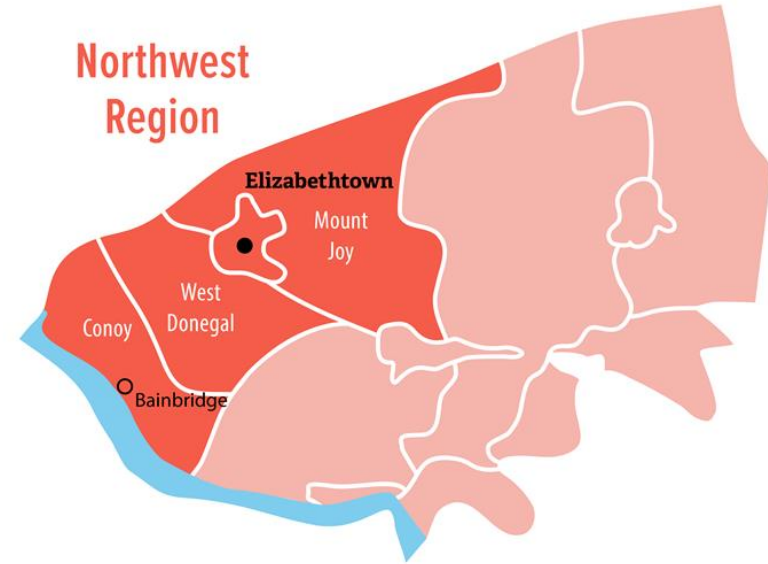
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To succeed in implementing our shared vision, partners in our region will need to rely on one another more than ever. This document is a statement of goals we hold in common in Northwestern Lancaster County – things we want to work on together.

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OUR VISION

Northwestern Lancaster County: Connecting People, Places, and Opportunities

Northwestern Lancaster County, which consists of Conoy Township, Elizabethtown Borough, Mount Joy Township, and West Donegal Townships, is uniquely located between Lancaster and Harrisburg. Residents, businesses, and visitors of the region can easily travel to downtown Lancaster or Harrisburg by taking advantage of PA 283. The Amtrak station and Keystone rail corridor in Elizabethtown Borough connect the region's residents to Philadelphia and beyond. Several large industrial employers have facilities in the region, including Amazon, Mars Wrigley, Masonic Homes, and Nordstrom.

At the heart of the region is Elizabethtown, or "E-town," which serves as the hub that connects the region. Elizabethtown is seen as "town," and is associated with two of the region's largest institutions: Elizabethtown College and Masonic Homes. Downtown Elizabethtown boasts a small-town feel with many local businesses along Market Street, as well as a public library and community park. The region also has two smaller communities, Bainbridge and Rheems, where people live, work, and play.

Residents and visitors enjoy the agricultural and natural landscapes that the region has to offer. The Conewago Recreational Trail runs along the northern edge of the region and connects to Mount Gretna and Lebanon via the Lebanon Valley Rail Trail. The Northwest River Trail runs along the Susquehanna River and connects Falmouth to communities like Marietta and Columbia. These regional trails are a critical part of our natural landscape and provide more nonmotorized connections.

Above all else, Northwestern Lancaster County is connected through the positive relationships it has fostered. The four municipalities in the region have a strong tradition of working together to solve common issues. They also have good relationships with the region's largest institutions, including Masonic Homes, Elizabethtown College, and Lancaster County Solid Waste Management Authority (LCSWMA).

These connections don't come naturally – they are intentionally made through collaboration. The purpose of the plan is to ensure Northwestern Lancaster County continues connecting its people to the places and opportunities that make the region an ideal place for residents, businesses, and visitors. The goals and strategies outlined in this document will help local decision-makers address regional transportation issues, support 21st century industries and jobs, strengthen downtown Elizabethtown, connect trails, and accommodate projected growth while continuing to protect the region's agricultural and natural resources.

OUR JOURNEY

WHAT IS A COMPREHENSIVE PLAN?

All communities need a plan for their future. It's typically called a comprehensive plan (or "comp" plan), and its purpose is to:

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

The first thing you'll notice about this plan is that it's different than the comp plans we did in the past. It's less of an encyclopedia and more of a guidebook.

Like past plans, it still focuses on land use, transportation, and quality of life – but this plan doesn't try to address every aspect of these issues. Comp plans often present a laundry list of ideas, rather than a practical "to do" list. By contrast, this plan highlights just a few things that need to happen if we really want to make a difference in the next few years. We've highlighted the issues that our residents care about – and the things we most need to change.

The ideas in this plan reflect what Northwestern Lancaster County leaders and residents said were important to them, but the policies outlined here also follow best practices in land-use planning – proven strategies to improve local quality of life. In creating this plan, we also considered the input of county planners and Partners for Place organizations, and agencies who work in Lancaster County and have expertise in particular planning issues.

In addition to being concise, this plan tries to avoid planning jargon and technical language because it's intended to be accessible and user-friendly. If you're looking for data and analysis that supports the policies in this plan, you'll find it in the appendix to this plan, and in the supporting documents for [places2040](#), the Lancaster County comprehensive plan.

Role of Past Plans

There is an active regional comp plan in use by all four municipalities in the region, [Regional Strategic Plan](#), adopted in 2010. Some transportation proposals from the current plan are carried over into this new plan. As this plan is adopted by individual municipalities in the region, it will replace the previously adopted comprehensive plan.

CREATING THE PLAN

PARTICIPANTS

Northwestern Lancaster County Officials and Residents

Municipal officials from Northwestern Lancaster County initiated the comp plan process, provided guidance about the plan’s direction, and offered input on the topics highlighted in the plan. The officials included managers, elected officials, and planning commission members from the region’s four municipalities: Conoy Township, Elizabethtown Borough, Mount Joy Township, and West Donegal Township. These participants are recognized individually on p. X of this plan. Residents also participated in an online public survey described later in this section of the plan.

Lancaster County Planning Department

With the help of comp plan committee members, department staff facilitated the planning process and prepared this plan in-house.



Partners for Place

During the planning process, county planning staff consulted with several of the county’s “Partners for Place” – 27 regional, countywide, and city organizations and agencies whose work is closely related to the topics addressed in the plan. These partners shared their expertise to ensure that the recommendations in this plan fit with what they know about the county and the type of work they do.

Partners for Place

- Building Industry Association of Lancaster County
- Coalition for Smart Growth
- Coalition for Sustainable Housing
- Discover Lancaster
- Economic Development Company of Lancaster County
- Historic Preservation Trust of Lancaster County
- Hourglass Foundation
- Lancaster Bar Association
- The Lancaster Chamber of Commerce & Industry
- Lancaster City Alliance
- Lancaster Clean Water Partners
- Lancaster Conservancy
- Lancaster County Agricultural Preserve Board
- Lancaster County Agriculture Council
- Lancaster County Association of Realtors
- Lancaster County Association of Township Supervisors
- Lancaster County Boroughs Association
- Lancaster County Community Foundation
- Lancaster County Housing and Redevelopment Authorities
- Lancaster County Solid Waste Management Authority
- Lancaster County Workforce Development Board
- Lancaster Farmland Trust
- Penn Medicine Lancaster General Health
- South Central Transit Authority
- Susquehanna Heritage
- Tenfold
- United Way of Lancaster County

PROCESS

After the Lancaster County comprehensive plan (places2040) was adopted in 2018, people inside and outside the county expressed support for the plan’s simple, direct approach – what is sometimes called an “implementable” comprehensive plan.

Municipal officials in Northwestern Lancaster County discussed the possibility of doing a new comprehensive plan for the region. They felt that places2040 was a useful model for a regional plan, and asked if county planning staff could assist.

Soon afterward, LCPD staff proposed a series of regional comp plan meetings with representatives of all four municipalities. These meetings were the backbone of the planning process. Between June 2021 and March 2023, the comp plan committee met 14 times to discuss different aspects of the plan. Their purpose was to identify the issues and opportunities that were most important to the region’s future over the next 10–15 years and put those issues and opportunities in the context of the big ideas and policies in places2040.

LCPD’s regional planner for the Northwest Planning Area typically led the discussion at these meetings, at times joined by the department’s Director for Implementation & Outreach. At times, other county planning staff and the Economic Development Company of Lancaster County (EDC) staff contributed to the plan by discussing relevant issues in greater detail with committee members.

Most of the committee meetings focused on a big idea from the places2040 plan and the priority policies associated with it. At one of the later meetings, committee members identified places in the region that were priorities for agriculture & natural land, growth management, transportation, and placemaking – improving the “look and feel” of places where people gather. This input was included in the “Issue and Opportunity Maps” that appear in this plan.

After each meeting, new input from the committee was added to the draft plan and submitted back to the committee for review. In April 2023, county planning staff presented the first complete draft of the plan to a public meeting of elected officials in the region.

Next Steps

- *After initial review by participants in the process, the planning commission and governing body of each participating municipality will review the draft plan.*
- *Municipal governing bodies will then consider adopting the plan as the comprehensive plan for their municipality.*
- *If the plan is adopted, county planning staff will facilitate the plan's implementation through regular regional meetings with appropriate municipal staff and/or elected officials.*

Note: When the final plan is presented for adoption, this section will be updated to reflect conditions at that stage of the process.

OUTREACH

Online Survey

As part of an effort to engage the wider community in the process, Lancaster County Planning staff created a survey to gauge public opinion about planning issues in Northwestern Lancaster County. The survey was also designed to educate the region's residents about places2040 and the purpose of the regional plan.

An initial version of the survey was made available on the Lancaster County Planning Department website from February 18 to March 23, 2022, but was not widely promoted within the region. As a result, it received only 59 responses. Due to the low response rate, planning staff reworked a few questions and ran a second version of the survey approximately one year later, from March 2 to April Day, 2023. All four municipalities in the region promoted this version of the survey, which received # responses.

Here are a few key takeaways from the second version of the survey. Participants:

[Will include bulleted summary of survey results]

For more detailed results, please see pg. # in the Appendix to this plan.

REGIONAL CONCERNS

In our conversations about the future of Northwestern Lancaster County, these topics rose to the top.

DOWNTOWN

Strengthen Elizabethtown's role as the hub of the region.

- Continue investment in downtown to attract businesses, residents, and visitors.

ECONOMIC DEVELOPMENT

Support 21st-century industries and jobs in the region.

- Strengthen the region's existing industries, attract new and emerging ones, and prepare our workforce for the future.
- Accommodate the region's non-residential (industrial) needs on available land within the Elizabethtown UGA.

GROWTH MANAGEMENT

Promote reinvestment in existing developed areas of the region.

- Promote redevelopment of vacant or underutilized commercial properties, especially along PA 230, instead of development on natural or agricultural land.
- Encourage stakeholders to work with partners to continue revitalization in Elizabethtown and Bainbridge.

HOUSING

Increase supply and affordability of housing in the region.

- Provide a variety of housing types that meets the needs of residents and incorporates context-sensitive design.

PARKS, TRAILS, AND NATURAL AREAS

Connect the region's network of trails to each other and into Elizabethtown.

- Develop a trail connection between the Conewago Recreational Trail and the Northwest River Trail. From both of these trails, create connections into the borough.

STORMWATER MANAGEMENT

Work collaboratively to address stormwater issues in the region.

- Focus resources on improving impaired watersheds that impact the whole region, such as the Conoy Creek.

TRANSPORTATION

Build a connected transportation network that is efficient, flexible, and safe for all users.

- Identify dangerous and congested locations in the region's road network. Work with state and local agencies to determine the funding and treatments needed to address these issues.
- Create a local transit service in Northwestern Lancaster County and beyond.
- Create more sidewalk connections in the Elizabethtown UGA, and in the villages of Bainbridge and Rheems.
- Ensure that proposed roads connect to existing neighborhoods and employment areas, or complete missing street segments.

WORKING REGIONALLY

Promote cooperation and coordination of facilities, services, and resources.

- Build on a strong tradition of working together in Northwestern Lancaster County. Work to address the issues raised in this plan together as a region, along with partners, state agencies, and neighboring communities.

THE BIG IDEAS

PURPOSE

Traditionally, comprehensive plans address topics one by one, focusing on separate “silos” of information. In the past, comprehensive plans for Lancaster County – and for municipalities and multi-municipal regions within Northwestern Lancaster County – followed that same pattern. [Places2040](#), the Lancaster County comprehensive plan adopted in 2018, takes a different approach. It integrates the usual planning topics into 5 “big ideas” that cut across traditional silos. These ideas help us think more holistically about how to address the challenges and opportunities ahead of us and create the future we all want to see.

This plan for Northwestern Lancaster County, like the other regional plans that the Lancaster County Planning Department (LCPD) is creating with local leaders and residents, includes the same big ideas and policies as places2040. To make these regional plans as strategic as possible, however, they only focus on the policies that are the highest priority for the next few years. Some of these policies are identified as a countywide priority and others as a priority for this region. Under each big idea in this plan, the “What We Need to Do Differently” section includes a table distinguishing between the two.

How were the countywide and regional priorities determined? Municipal officials and staff throughout Lancaster County chose the countywide priority policies in the first set of places2040 implementation workshops. Although county planning staff expected to see regional differences, they found there was broad agreement about the most important policies. During the regional planning process, Northwestern Lancaster County leaders and residents confirmed that these policies are crucial to this region as well – but they also identified a few other places2040 policies they wanted to highlight. These are the regional priority policies.

POLICY SUMMARY

In standard planning terms, the 5 big ideas are the goals of this plan, and the statements called “What We Need to Do Differently” are the policies. The big ideas and policies are based on public input gathered during the 3-year effort to create places2040, the Lancaster County comprehensive plan.

While the county’s residents didn’t necessarily express these goals and policies word for word, the thoughts and ideas they shared with county planning staff made it clear what was important to them. The language in the county plan also reflects input from local leaders who know the issues in their community and planning partners who are local experts in the work they do.

This plan for Northwestern Lancaster County focuses on the same 5 big ideas as places2040. In the columns on this page and the next, the items listed below the big ideas are the policies associated with them. Here, the policies are in order as they appear in places2040. The items with a checkmark are the policies highlighted in this plan. Some of these policies are a countywide priority, others are regional, and some are both.

Creating Great Places

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

What We Need to Do Differently

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

Connecting People, Place, & Opportunity

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

What We Need to Do Differently

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

Taking Care of What We Have

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

What We Need to Do Differently

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

Growing Responsibly

We need to consider where development happens, when it happens, and what form it takes. To accommodate a growing population, we need to improve the pattern of growth and ensure that we develop in a more compact, efficient, and fiscally responsible way.

What We Need to Do Differently

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

Thinking Beyond Boundaries

We need to think and act differently. We need to see places as they are, rather than dividing them up in traditional ways. Many of the issues we face aren't limited to municipal and school district boundaries.

We need to approach challenges more collaboratively, cultivate leadership, and take our partnerships to the next level.

What We Need to Do Differently

- Integrate place-based thinking into all future planning initiatives.
- ✓ Break down the traditional silos that limit our effectiveness.**
- ✓ Make planning and regulation more efficient, consistent, and regional.
- Keep ourselves accountable for the goals we've set.

***For more information about this concept, see "Thinking Beyond Boundaries" on p. XX.*

WHAT'S ADDRESSED IN EACH BIG IDEA

In this plan, the discussion of each big idea (except Thinking Beyond Boundaries) is split into four parts: What We Heard, What the Data Tells Us, What We Need to Do Differently, and How We'll Measure Our Progress. Each of these parts represents a different stage in the planning process. The idea is to find a healthy balance between what residents want, what works, and what's possible.

First, we listened to residents' hopes and concerns for the region's future. Then we compared their observations with the data we collected – were their perceptions about Northwestern Lancaster County the same as what the data tells us?

We also talked with local leaders and consulted with Lancaster County Planning Department staff and the county's Partners for Place (see [p. X](#)) – experts in their field. The 5 big ideas and policies highlighted in this plan reflect all of this input and analysis. Although some of the ideas in this plan challenge us to do things differently, it's a prescription for a healthier community!

What We Heard

Here, we summarized the comments we heard from local leaders and residents and grouped them into a few short statements with some explanations below.

What the Data Tells Us

County planning staff gathered this data from a variety of sources including the U.S. Census, Claritas (a database of consumer and business information), ESRI's ArcGIS Business Analyst, the Lancaster County Geographic Information System (GIS), existing countywide plans such as [places2040](#) and the [Lancaster Active Transportation Plan](#), and analysis undertaken for the [places2040 workshops](#) held in 2020 and 2021.

What We Need to Do Differently

These are the policies associated with each big idea. They don't tell us exactly how to accomplish our goals, but set a direction for us to follow. During the places2040 planning process, Lancaster County residents said these things will help us create the future we all want to see. Northwestern Lancaster County Comprehensive Plan participants agreed that many of these policies apply to this part of the county as well.

How We'll Measure Our Progress

Under this heading, we've presented a series of indicators that might be used to determine our effectiveness in implementing the big ideas and policies in this plan. Rather than listing everything that would be helpful to know, we tried to be realistic about the data that's available to measure our success.

CREATING GREAT PLACES

What are “great places?” Great places are the ones we brag about – places where we’re proud to live, work, learn, play, and visit. They promote a good quality of life and attract economic investment and opportunities. They encourage community interaction, create a sense of belonging, and have a strong sense of identity and culture. They provide residents with a wide variety of housing, transportation, and employment options.

We want to ensure that this region is a place where people feel healthy and safe. A place that encourages creativity and investment. A place where our residents can find housing, jobs, and transportation that works for them at every stage of their life, whether they’re young or old.

Great places don’t just happen – they’re created! By working together as a region, we can preserve and protect the great places we already have, while transforming ordinary places into extraordinary ones.

What We Heard

More investment is needed to attract residents and visitors into Elizabethtown and Bainbridge.

- Elizabethtown’s central business district should be enhanced to encourage more business and visitors.
- Business co-ops and flexible office spaces in downtown Elizabethtown should be supported. They will help fill storefronts and first-floor commercial spaces.
- Investment should be encouraged in Bainbridge to help improve storefronts and sidewalks.

There are few options for affordable and varied housing in the region.

- Starter homes are in short supply.
- There is demand for more housing types to be built, like townhouses. They are often sold or rented more quickly than single-family detached housing.
- Current zoning requirements like minimum lot sizes and setbacks make it difficult to do small-scale residential projects.
- The high cost of land and impact fees make it a challenge to provide affordable housing.
- The form that housing takes is important. There’s typically less pushback for multi-family housing that’s designed to look like single-family units.
- There should be more housing options for seniors besides retirement communities. If demand for housing in existing retirement communities decreases, those units should be converted to general, market-rate units.

Traffic and safety concerns are an issue along the region’s major corridors and intersections.

- Due to development in the area, the PA 283 and Cloverleaf Road interchange experiences congestion that may worsen without improvement.
- Congestion and safety are an issue at key intersections along PA 743 between Elizabethtown and Dauphin County.
- South Market Street (PA 230) experiences congestion at peak times during weekdays.
- Excessive speeding is a concern along PA 283.

What the Data Tells Us

Congestion

South Market Street (PA 230), North Hanover Street (PA 743), and the interchange of PA 283 and Cloverleaf Road typically experience significant congestion on weekdays.

Housing Age

The region has a relatively new housing stock – 53% of the region’s housing stock was built after 1980. About 22% of housing was built between 1990 and 1999.

Housing Costs

Although housing costs are more affordable than in other parts of Lancaster County, they are still high overall. A growing number of renters and homeowners in the region are becoming “housing cost burdened” – meaning they spend more than 30% of their income on housing costs.

Housing Type

The existing housing stock in the region consists mostly of single-family detached homes. 68% of dwelling units proposed between 2011 and 2021 were single-family detached.

Zoning

Residential and mixed-use zoning permits a wider variety of housing types in Elizabethtown Borough, Bainbridge, and Falmouth, but fewer options exist in other areas.

For more detail on some of this data, refer to the "Snapshot of the Region" beginning on p. XX.

What We Need to Do Differently

Countywide Priority	Regional Priority	Policy <small><i>In this section, policies are in order by countywide and regional priority rather than how they appear in places2040.</i></small>
✓	✓	Provide a greater supply and diversity of housing types to own and rent.
✓	✓	Make our downtowns more vibrant, safe, and attractive.
	✓	Find new and innovative ways to reduce congestion.
		Create a mix of uses in our communities and corridors.
		Design communities that put people first.

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

Buildable Land in Growth Areas

1. Use the workshop analyses from places2040 on buildable land suitability, infill and redevelopment, and housing flexibility.
2. Work with property owners and partners like the Lancaster County Housing and Redevelopment Authorities (LCHRA), Building Industry Association of Lancaster County, and Lancaster County Association of Realtors® to prepare land for development.

Simplify Zoning

3. Reduce the number of residential uses permitted by special exception or conditional use and permit these uses by right to streamline the land development process.
4. Identify other regulatory barriers in developing a range of housing types and densities, such as minimum off-street parking requirements, maximum building heights, minimum lot sizes, required setbacks, and impact fees.
5. Coordinate ordinance revisions between municipalities to ensure a consistent standard throughout the region.

Affordable Housing

6. Develop partnerships with housing organizations to provide resources to residents who seek affordable housing or want to transition from renting to home ownership.

Make our downtowns more vibrant, safe, and attractive.

Downtown Investment in Elizabethtown

7. Target local and state resources to attract and retain businesses in the borough.
8. Work with partner organizations like LCHRA to rehabilitate derelict or blighted properties.
9. Review ordinances (zoning, subdivision/land development, etc.) to ensure that a variety of appropriate building types, as well as commercial and residential uses, are permitted in central business districts.

Placemaking in Bainbridge

10. Develop a complete sidewalk network within the village.
11. Encourage rehabilitation of underutilized buildings.
12. Encourage more businesses to locate along Second and Race Streets in Bainbridge.

Find new and innovative ways to reduce congestion.

Congestion and Safety

13. Consider implementing new road treatments at the Cloverleaf Road and PA 743 interchanges.
14. Consider safety improvements at the PA 743 and Beverly Road intersection.
15. Consider intersection improvements to address congestion at the intersection of PA 743, PA 241, and Holly Street.
16. Explore congestion management for South Market Street (PA 230) and Cloverleaf Road to address issues at peak times.
17. Consider improvements to address congestion at the intersection of Cloverleaf Road and Harrisburg Avenue.

How We'll Measure Our Progress

Housing Type, Supply, and Affordability

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

Borough/Village Growth and Vitality

Population	▲	Increase population in boroughs and villages
Businesses	▲	Increase # of businesses in boroughs and villages
Employees	▲	Increase # of employees working in boroughs and villages
Property values	▲	Increase property value per capita in boroughs

Urban Growth Areas and New Communities

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

Health & Safety

Fatalities due to crashes	▽	Reduce # of fatalities due to crashes
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Commuting

Time spent commuting	▽	Reduce length of average commute
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Daily Vehicle Miles Traveled
(DVMT)



Reduce Daily Vehicle Miles Traveled

CONNECTING PEOPLE, PLACE, & OPPORTUNITY

For any community to be economically, culturally, and socially vibrant, it is crucial to connect people with each other and the places around them – students with schools, workers with jobs, and residents with housing.

If we build a more connected multi-modal transportation network, we'll increase efficiency – but more importantly, we'll create more opportunities for interaction. The more connections we make between people and the places they need to be, the more successful the region will be in attracting and retaining jobs, businesses, and residents.

What We Heard

Elizabethtown is seen as “town,” or the hub of the region.

- There should be more connections that drive visitors into the community. Bicycle and trail connections should be made between Elizabethtown and the Conewago Industrial Park, Conewago Recreational Trail, and Northwest River Trail.
- Better wayfinding is needed to direct residents and visitors to public parking in the borough.

The region lacks alternative transportation options.

- Incomplete sidewalk networks make it difficult to get around in Bainbridge and Rheems.
- It’s difficult and dangerous to walk along Cloverleaf Road, especially between PA 230 and Rheems.
- Some off-road connections out of the borough, like those to the fairgrounds or Masonic Homes, are underutilized. You can travel out of the borough using these connections, but not very far.
- When there are road resurfacing opportunities, the Metropolitan Planning Organization (MPO) and municipalities need to work with PennDOT as early as possible to ensure that bicycle and pedestrian improvements are included.
- The region needs flexible transportation solutions (micro-transit, on-demand services, vanpools, etc.) because traditional fixed-route buses often don’t align with alternative shift schedules. Traditional methods are unable to move residents of Masonic Homes and Elizabethtown College students around town.

Logistics and warehousing are in high demand, but the region should encourage a variety of industries to locate and expand here.

- There’s demand for logistics facilities in and around the region, particularly in the Conewago Industrial Park, along PA 283, and in nearby Dauphin County.
- Mars Wrigley is the largest employer in the borough. It’s committed to the area and is investing in its facility but has little room for expansion.
- Getting trucks from the region’s industrial parks is a challenge. Freight traffic is a regional issue.

We should ensure that the skills of our workforce match the types of jobs needed.

- Automation and changing warehouse configurations (higher cube-style) require more skilled workers.
- Many residents find work outside of the region due to its proximity to downtown Lancaster, Harrisburg, and York. At the time same, some of the region’s existing employers are experiencing labor shortages (Nordstrom, Grove, etc.).

What the Data Tells Us

Regional Trails

Northwestern Lancaster County has 11 miles of regional recreational trails. This number accounts for 7.3% of the county's total regional trail network.

Top Industries

Healthcare, manufacturing, and education are among the region's top industries. Collectively, these three sectors make up 43% of the jobs in the region.

Bicycle and Pedestrian Crashes

In the region, there were 19 crashes involving pedestrians or bicyclists between 2015 and 2020. Many of these crashes occurred along South Market Street (PA 230) in West Donegal and Mount Joy Townships.

Bicycles and Pedestrian Stress

Many roads in the region outside are considered "high stress" for bicycling. Although pedestrian stress is generally low in Elizabethtown, it is much higher in villages and suburban areas.

Public Transportation

Red Rose Transit offers traditional fixed route transit service in the region from Lancaster. The service begins in Conewago Industrial Park and travels along Market Street (PA 230) through Elizabethtown.

Household Income and Costs

The region's median household income of \$75,151 is slightly higher than the Lancaster County median of \$69,588.

Movement of Goods

Freight movement is expected to increase significantly through 2040 on PA 283.

Jobs/Housing Ratio

There are significantly more housing units than jobs within the region. Housing is largely concentrated around Elizabethtown and Rheems, while jobs are typically clustered around PA 230, the Amtrak Station, and the PA 283 and Cloverleaf Road interchange.

For more detail on some of this data, refer to the "Snapshot of the Region" beginning on p. **XX**.

What We Need to Do Differently

Countywide Priority	Regional Priority	Policy <small>In this section, policies are in order by countywide and regional priority rather than how they appear in places2040.</small>
✓	✓	Connect housing, jobs, schools, transportation, and other destinations.
✓	✓	Make it easier for residents and visitors to get around without a car.
	✓	Make our downtowns into regional hubs.
	✓	Create more places to hike, bike, play, and enjoy nature.
	✓	Maintain, attract, and retain a skilled workforce that earns a competitive wage.
	✓	Intentionally cultivate, retain, and expand industry.
		Facilitate business partnerships.

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

Roadway Connectivity

1. Connect road segments identified on the [Transportation Issues & Opportunities Map](#).
2. Work with partners to pursue funding or grant opportunities to fund feasibility studies, property acquisition, and/or construction.

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

Pedestrian and Bicycle Infrastructure

3. Work with the Lancaster MPO and PennDOT to make bicycle and pedestrian improvements to state roads, including PA 230, PA 241, PA 441, PA 743, and Turnpike Road. Consider appropriate treatments based on the available right-of-way and character zone type (rural, suburban, urban), as recommended in the 2019 [Lancaster Active Transportation Plan](#) (ATP). Coordinate improvements with road construction or resurfacing projects.

4. Make bicycle and pedestrian improvements to local roads and streets. Consider appropriate treatments based on the available right-of-way and character zone type (rural, suburban, urban), as recommended in the 2019 Lancaster ATP. Coordinate improvements with road construction or resurfacing projects.
5. Identify and fill gaps in the sidewalk networks of Bainbridge and Rheems.

Public Transit

6. Work with partners, including the Chamber of Commerce and South-Central Transit Authority (SCTA), to establish micro-transit, shuttle service, and van pool services for those working at large employment centers in the region.
7. Work with public, private, and non-profit agencies to establish transit service within the borough and the surrounding areas for Elizabethtown College students and Masonic Homes residents.

Make our downtowns into regional hubs.

Encourage Investment

8. Work with partners to create opportunities for business co-ops to locate in vacant storefronts and first-floor commercial spaces in Elizabethtown borough.

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

Trail Development

9. Develop trails that connect Elizabethtown to the Conewago Recreational Trail and Northwest River Trail. Consider trail alignments proposed in places2040 and the 2019 Lancaster ATP.
10. Explore ways to extend the Northwest River Trail to the village of Falmouth.
11. Prioritize construction of trail corridors based on need, interest, and connections to existing trails.
12. Work with partners to pursue funding or grant opportunities to fund feasibility studies, property acquisition, and/or construction.

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

Workforce Development

13. Connect the region's workforce with Elizabethtown Chamber of Commerce and Lancaster County Workforce Development Board. [Will provide an objective and detailed action items]

Intentionally cultivate, retain, and expand industry.

Growing Businesses

14. Through official maps and capital improvement plans, ensure that necessary infrastructure is in place or planned. Clarify any work that municipalities plan to do to improve infrastructure, so businesses and developers have realistic expectations about what local governments are willing to do.
15. Ensure that local zoning ordinances allow for on-site expansion of businesses in commercial and industrial districts (including building height). Review local zoning to ensure that it aligns with the most suitable land for industrial development.
16. Work with partners, like the Economic Development Company of Lancaster County (EDC), Elizabethtown Development Authority, and Elizabethtown Chamber of Commerce to recruit and retain larger industrial and manufacturing businesses in the region.

How We'll Measure Our Progress

Roadway and Sidewalk Network Connectivity

Walkability	▲	Increase walkability of boroughs and new communities (Walk Score®)
Sidewalk coverage	▲	Increase % of roads with sidewalks in Urban Growth Areas (UGAs), especially in boroughs and villages
On-road bicycle facilities	▲	Increase miles of on-road bike facilities (bike lanes and sharrows) in UGAs
Connectivity of new development	▲	Increase connections between new development and the existing road network

Transportation Choices

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

Access to Parks and Trails

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

Economy and Opportunity

Business establishments	▲	Increase # of business establishments
Industry mix	▲	Increase industry mix
Educational attainment	▲	Increase educational attainment of all types (high school, vocational, college)

Health and Safety

Fatalities due to crashes	▽	Reduce # of fatalities due to crashes
Bicycle/pedestrian fatalities	▽	Reduce # of bicycle/pedestrian fatalities due to crashes

TAKING CARE OF WHAT WE HAVE

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

If we do things right, we can leverage our assets to pay even bigger dividends down the line. We need to maintain and strengthen the infrastructure we've built – water and sewer, stormwater, transportation, and technology. Improving water quality is critical to our health and to the health of our waterways.

What We Heard

Most of the region's agricultural areas are protected by agricultural zoning or preservation easements.

- Many farms in Conoy, Mount Joy, and West Donegal Townships are preserved. Almost all farms in the region are zoned for agriculture.

The number of on-farm businesses is increasing, both in number and size.

- With these businesses becoming more common, the number of related Zoning Hearing Board cases is increasing each month.

Water quality and stormwater management affect us as a whole region.

- Both the Conewago and Conoy Creeks are impaired.
- We need to work collaboratively to improve water quality across the region.
- Most of the natural preservation that occurs in Mount Joy Township is related to water resources, like the lands owned by the Lancaster Conservancy along the Conewago Recreational Trail.

Quarries are an important resource, but existing sites have a limited lifespan.

- We should allow the reasonable expansions of existing quarries as one of the least intrusive ways to extract natural resources.

What the Data Tells Us

Agricultural Preservation and Conservation

Currently, the region has approximately 25,000 acres protected through Effective Agricultural Zoning, which limits development to a minimum of one lot per 20 to 50 acres of agricultural land (as defined by LCPD). Of that number, about 10,400 acres of farmland are preserved by the Lancaster County Agricultural Preserve Board and the Lancaster Farmland Trust.

Agricultural Preservation Priorities

Over 2,600 acres of farmland are identified by LCPD as a priority for future preservation. While the land is fairly scattered throughout the region, smaller concentrations exist next to Masonic Homes in West Donegal Township and along Elizabethtown Road in Mount Joy Township.

Natural Land Preservation and Conservation

The region has approximately 475 acres of natural lands preserved by state agencies, the County of Lancaster, and the Lancaster Conservancy. A little over 1,100 acres in Northwestern Lancaster County are in Effective Conservation Zoning, which limits development to a minimum of one lot per 20 to 50 acres of open space and/or conservation area (as defined by LCPD).

Natural Preservation Priorities

An analysis conducted by LCPD identified over 300 acres of land that are a priority for future natural lands preservation efforts. Most of this land is adjacent to the Bellaire Woods Nature Preserve, Donegal Highlands Nature Preserve, and White Cliffs of Conoy.

Existing Buildings

About 36% of the region's housing stock was built before 1980; these structures are at higher risk of containing hazardous materials such as lead and asbestos. As a result, they require continual maintenance and reinvestment to avoid blight, deterioration, and unsafe or unhealthy conditions. Despite these challenges, we should make use of existing buildings whenever we can.

Natural Resources

The region currently has one quarry with active permits issued by the Pennsylvania Department of Environmental Protection (DEP). This quarry is located just west of Rheems in West Donegal Township.

Parkland-to-Population Ratio

This metric is used to measure the availability of parkland to residents. The goal is a ratio of 10 acres of park land available for every 1,000 residents. There are 8.7 acres of municipal park land available for every 1,000 residents in Northwestern Lancaster County. This does not include any open space owned by the Elizabethtown Area School District and the Lancaster County Career & Technology School, as school district land is often not available to the public.

For more detail on some of this data, refer to the "Snapshot of the Region" beginning on p. XX.

What We Need to Do Differently

Countywide Priority	Regional Priority	Policy <small><i>In this section, policies are in order by countywide and regional priority rather than how they appear in places2040.</i></small>
✓		Preserve large, contiguous areas of agricultural and natural land.
✓	✓	Improve water quality and work together on stormwater management.
✓	✓	Use existing buildings and maintain public infrastructure.
	✓	Preserve the farmer as well as the farm.
		Promote entrepreneurship and help local businesses grow.

Preserve large, contiguous areas of agricultural and natural land.

Agricultural Land

1. Align and adopt Agricultural Security Areas across municipal boundaries. If necessary, review and rezone land in agricultural preservation priority areas to effective agricultural zoning or effective conservation zoning.
2. Use existing countywide analyses to determine priority areas for agricultural preservation.
3. Review zoning ordinances throughout the region and adopt agricultural protection measures with consistent standards (minimum farm sizes, subdivision rights, etc.).
4. Encourage nutrient management and agricultural soil conservation planning (no-till agriculture).

Natural Land

5. Protect the few remaining high-quality natural areas that have not been preserved. Work with utilities and conservation groups to preserve lands identified as natural preservation priority areas. Reduce ecological fragmentation by preserving land that connects existing natural areas.
6. Rezone land in preservation priority areas to effective conservation zoning.
7. Add priority preservation areas to official maps for future parks or open space.

Improve water quality and work together on stormwater management.

Watershed-Level Planning

8. Preserve and protect the region’s soil and water (surface and ground) supplies.
9. Plan water quality and stormwater projects at the watershed level. Target projects for restoration in high opportunity watersheds, like Conoy Creek.
10. Work with conservation groups to preserve priority natural lands in high opportunity watersheds.
11. Work with farmland preservation groups to preserve agricultural land in high opportunity watersheds.

Regulatory Cost

12. Explore stormwater management offsets. [Will include examples or best practices in PA]

Education

13. Work with Lancaster Clean Water Partners and other groups to educate landowners on the benefits and importance of retaining natural lands along streams.
14. Encourage farmers in the region to take advantage of Penn State’s Agricultural & Environmental Center programs which improve water quality through streambank restoration, cover cropping, no-till agriculture, and livestock stream crossings.

Use existing buildings and maintain public infrastructure.

Quarry Expansion

15. Consider underlying geology and adjacent land uses when rezonings or development is proposed next to Pierson Quarry.

Preserve the farmer as well as the farm.

On-Farm Businesses

16. With input from farmers and guidance from partners like the Agricultural Preserve Board and Lancaster Farmland Trust, amend zoning ordinances to permit by right farm-based businesses as secondary to the main farm.
17. Create a sliding scale of uses permitted on farms (the larger the farm, the more uses other than agriculture that are allowed).

Simplify Zoning

MS4s and BMPs

An MS4 refers to a Municipal Separate Storm Sewer System, a system that collects and conveys stormwater runoff to local waterways. While many communities have these storm sewer systems, only communities within areas of certain populations and densities must seek an MS4 permit.

These MS4 communities must comply with particular stormwater regulations and establish a stormwater management plan (SWMP). This permit is administered under the US Environmental Protection Agency (EPA) MS4 program, and is managed by the Pennsylvania Department of Environmental Protection (DEP).

BMPs, or best management practices, are techniques used to reduce water pollution. The *Pennsylvania Stormwater Best Management Practices Manual*, published by the Pennsylvania DEP, outlines both structural and non-structural BMPs that can help to mitigate the impacts of stormwater runoff.

18. Simplify zoning regulations. Reduce the number of conditional uses, special exceptions, and variances. Create more consistent definitions in municipal ordinances throughout the region.

How We'll Measure Our Progress

Water Quality

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

Protected Agricultural Land

Agricultural land preserved	▲	Increase total acres of agricultural land preserved
Contiguous agricultural land preserved	▲	Increase % of contiguous agricultural land preserved
Agricultural land in effective agricultural zoning	▲	Increase total acres of agricultural land in effective agricultural zoning

Protected Natural Land

Natural land preserved	▲	Increase total acres of natural land preserved
Contiguous natural land preserved	▲	Increase % of contiguous natural land preserved
Natural land in effective conservation zoning	▲	Increase total acres of natural land in effective conservation zoning

Building Condition and Protection

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

Agricultural Economy

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

GROWING RESPONSIBLY

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

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

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

What We Heard

Industrial development is in high demand, especially along the PA 283 corridor.

- Commercial and industrial development should be prioritized near the Cloverleaf Road interchange. Many industries want to be close to PA 283.
- There are few buildable lots remaining in the Conewago Industrial Park.
- Non-residential development is feasible around the PA 230, PA 283, and Cloverleaf Road interchange area, but there are concerns about traffic.
- Warehouses are in high demand but must compete for the same industrially-zoned land as other businesses.

Infill and redevelopment should be prioritized in a few key communities and corridors.

- Infill and reinvestment should be encouraged in Elizabethtown and along the PA 230 corridor.
- Most development in Elizabethtown will be infill and redevelopment.
- Mixed-use development should be incentivized on infill and redevelopment sites.

If several issues are addressed, higher density development is possible.

- Geology issues and lacking infrastructure limits development possibilities at the interchange of PA 743 and PA 283.
- Sewer capacity in Conoy Township is nearly maxed out, which limits (re)development in Bainbridge and Falmouth.
- The distance between residential and commercial developments has increased traffic in the region.
- Current zoning requirements, including minimum lot size, maximum building height, and lot area coverage discourage compact and mixed-use development.
- Having transportation and utility infrastructure in place makes it easier to retain and attract a wider variety of industrial uses.

We should consider adjusting our growth areas where it makes sense.

- Currently, Bainbridge is not a locally adopted Village Growth Area (VGA), but it could become one. Currently, it's identified as a "places2040 growth area."
- We should consider adding the Conewago Industrial Park to the Elizabethtown UGA.
- Any realignment of the Elizabethtown UGA around the interchanges would need to be away from existing residential neighborhoods.

Rural development is not a major issue for the region and may even be appropriate in some areas.

- Most of the land outside of the Elizabethtown UGA in West Donegal Township is already built out or preserved farmland.
- There is limited land for rural residential development along the border of West Donegal and Conoy Townships. The area to the east is already mostly developed.

- The Lancaster County Solid Waste Management Authority (LCSWMA) Waste-to-Energy and Purdue facilities are significant rural industrial uses in Conoy Township.

What the Data Tells Us

Population Increase

From 2000 to 2020, the region's population increased 17.7%, from 29,437 to 34,665.

Urban Residential Density

We're consuming more land than necessary because we're building at lower densities than we should. From 2002 to 2015, the average residential density for new development in the Elizabethtown UGA was 3.7 units/acre. This is significantly lower than the 6.5 units/acre target set in places2040.

Buildable Land in Urban Growth Areas

There are less than 2,200 acres of buildable land remaining in the Elizabethtown UGA. That land must accommodate both residential and non-residential needs.

Large Vacant Tracts

Northwestern Lancaster County has 16 tracts of vacant, buildable land greater than 40 acres in size. Among those tracts, 140 acres have the infrastructure best suited for industrial uses.

Water and Sewer Service Areas in Urban Growth Areas

Sewer service areas generally align with the region's growth area boundaries. Public water supply for the UGAs is adequate to accommodate growth projected through 2040, but there may be deficiencies or "pinch points" in the piping systems which could limit new hookups in some parts of the UGAs.

Infill and Redevelopment

About 50 acres of previously developed properties in the region's UGAs are prime for infill and redevelopment. This acreage is not only vacant or underutilized, but also has access to water, sewer, and major roads. These properties are mostly in Elizabethtown Borough and along PA 230.

Large-Lot Suburban Development in Rural Areas

In this region, about 2,400 acres of land are zoned for large-lot suburban development outside UGAs (as defined in places2040). Much of this zoning is located west and north of Elizabethtown, and many of the areas with this zoning are still less than 50% developed.

Commercial and Industrial Areas

Two clusters (10+ acres) of commercial and industrial businesses exist in the region: the Conewago Industrial Park and the WM Lancaster Landfill. Additionally, there are approximately 1,560 acres outside of UGAs (as defined in places2040) zoned for commercial and industrial uses.

For more detail on some of this data, refer to the "Snapshot of the Region" beginning on p. XX.

What We Need to Do Differently

Countywide Priority	Regional Priority	Policy <i>In this section, policies are in order by countywide and regional priority rather than how they appear in places2040.</i>
✓	✓	Grow where we're already growing.
✓	✓	Prioritize redevelopment and infill in Urban Growth Areas.
		Manage the use of large tracts of vacant land in Urban Growth Areas.
		Limit large-lot suburban development in rural areas.
		Build more compactly and efficiently.

Grow where we're already growing.

New Development

1. Using the workshop analyses from places2040, review and rezone the “most suitable” and “more suitable” lands for industrial development as a mixture of non-residential and residential land uses.

Urban Growth Areas

2. Realign the Elizabethtown UGA to include any adjacent, existing developments already served by public sewer and water. This may include the Masonic Homes and Conewago Industrial Park.
3. Consider adopting Bainbridge and Falmouth as Village Growth Areas (VGAs). Ensure that the Bainbridge VGA is consistent with the places2040 Future Land Use & Transportation Map. In the Falmouth VGA, only include parcels served by public sewer.

Prioritize redevelopment and infill in Urban Growth Areas.

Redevelopment and Infill

4. Using workshop analysis from places2040 on infill and reinvestment, rezone priority reinvestment areas to accommodate mixed-use development.

5. Explore financial incentives that would make reinvestment areas more enticing to develop on than vacant, undeveloped land. [Will include examples or best practices in PA]

Zoning Regulations

6. Review and amend ordinances to allow for adaptive reuse, land assembly, mixed-use, and higher density development in infill and reinvestment areas.

How We'll Measure Our Progress

Growth Inside Urban Growth Areas

New dwelling units	▲	Increase % of new dwelling units in UGAs to accommodate projected population
New non-residential square footage	▲	Increase % of new non-residential square footage on best suited lands in UGAs
Total acres developed	▽	Reduce the acres developed per year

Growth Outside Urban Growth Areas

New dwelling units	▽	Reduce % of new dwelling units outside of UGA
New non-residential square footage	▽	Reduce new non-residential square footage outside of UGAs
Total acres developed	▽	Reduce the acres developed per year

Residential Density

Net density in UGAs	▲	Increase overall net density for Elizabethtown UGA (6.5 dwelling units per acre)
Single- vs multi-family density	▲	Increase average single- and multi-family density

Employment Location

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

Building Height

Average height of new buildings	▲	Increase average height of new buildings in urban character zones (downtowns and adjacent, older neighborhoods in boroughs)
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Water and Sewer Infrastructure Inside Urban Growth Areas

Parcels with water service	▲	Increase % of UGA parcels with water service
Parcels with sewer service	▲	Increase % of UGA parcels with sewer service

Water and Sewer Infrastructure Outside Urban Growth Areas

Parcels with water service	-	Water service extensions only where a threat to community health exists
Parcels with sewer service	-	Sewer service extensions only where a threat to community health exists

Impervious Surface

Parking cover	▽	Reduce % of land covered in parking
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New Development Connectivity and Mixed-Use

Connectivity of new development	▲	Increase connections between new development and the existing road network
Mixed-use plans	▲	Increase # of new plans that include mixed-use

Redevelopment/Infill

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

THINKING BEYOND BOUNDARIES

Northwestern Lancaster County has a tradition of working together to accomplish shared goals and solve regional issues. Generally, the region's municipalities want to see the same things in their communities. By emphasizing what we agree on, we strengthen the region while saving money, time, and effort.

To plan effectively for the future, the region must continue to “Think Beyond Boundaries.” Northwestern Lancaster County, like all of Lancaster County, has many boundaries that impact how people live, work, and go to school. As you travel between the communities in our region, it's not always clear where these boundaries are. They're only visible on a map.

Here are just a few examples of the many boundaries that divide the region:

- **Local Government** – There are four municipalities in the region, including one borough and three townships. Each municipality is responsible for making its own land use decisions, so there are four municipal planning commissions and four separate governing bodies.
- **Zoning** – Each of the four municipalities in the region has its own zoning ordinance regulating land use. In the region as a whole, there are 40 unique zoning districts.
- **Water and Sewer Infrastructure** – Water and sewer infrastructure is maintained by four separate authorities.
- **Police, Fire, and Emergency Services** – There are three police departments and six fire companies that service the region.

While these boundaries are essential to administering public services, they've incentivized municipalities to solve challenges on their own. Thinking beyond boundaries is about approaching these issues more collaboratively. Forests, farmland, rivers and streams, roads, and neighborhoods don't follow municipal, school, or political boundaries. Neither does our economy and all the infrastructure that keeps it running. To address the challenges identified in this plan, we need to find ways to work around the barriers that boundaries create.

Changing Our Mindset

Thinking Beyond Boundaries is the key to implementing this plan. Of course, the plan's success depends on municipal involvement and support – but it also requires the participation of municipal authorities and school districts. County planning staff and the county's Partners for Place (countywide, regional, and city organizations involved in land use planning) are also ready to offer assistance.

Government organizations and agencies cannot be, and should not be, the only stakeholders engaged in the implementation of this plan. The only way to truly make a difference in Northwestern Lancaster County is to involve a full range of public, private, and nonprofit partners to achieve our goals.

Leaders in the region should seek out opportunities to tap into the passionate organizations, businesses, and individuals that live and service the region, especially those that have already demonstrated interest in long-range planning efforts. Developers and realtors know their markets. Legal professionals understand the impact of policy decisions. Volunteers can move mountains.

The county policies associated with Thinking Beyond Boundaries are listed on the next page. They provide a solid framework for successful change in Northwestern Lancaster County as well.

Integrate place-based thinking into all future planning initiatives.

When we think about places, we shouldn't be limited by existing political and organizational boundaries. Thinking in terms of "communities, corridors, and landscapes" will make a big difference in future land-use and transportation planning. Instead of stopping our work where a municipal boundary begins and ends, we need to think about the "functional" boundaries of the challenge we face.

For example, the PA 230 corridor is a location of significant development activity. It is also a corridor where the municipal boundaries of Elizabethtown Borough, Mount Joy Township, and West Donegal Township all come together. To ensure that new development and land use is consistent, these three municipalities must plan for the future of the corridor together.

Break down the traditional silos that limit our effectiveness.

In addition to creating stronger links between the public, private, and nonprofit sectors, we need to cultivate leadership in the community – people who can be champions for this plan. We need to educate residents about how planning issues affect their health, quality of life, environment, and economy. We need to include a broader spectrum of our community in the planning process.

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

Being fiscally responsible means simplifying our approach to land-use and making it less burdensome and time-consuming. We should incentivize what we want to see and discourage what we don't. Plan regionally and implement locally!

Keep ourselves accountable for the goals we've set.

We should set targets on a regional basis, but provide feedback to individual municipalities and other partners to ensure they're doing their part. We should use data to track our progress and report back to the community on the status of our goals. Local municipal leaders should continue to meet at regular intervals to review how Northwestern Lancaster County municipalities are making progress in implementing the policies in the plan, as well as setting goals for implementation of the plan.

Catalytic Tools & Strategies

While any step to implement this plan is a step toward making Northwestern Lancaster County a better place, we'll only make a lasting impact if we give ourselves a place to start – somewhere to focus our energy and resources first. During the places2040 planning process, county planning staff researched best practices in the field. They found that the tools and strategies listed here have the greatest potential to make a difference:

Place-Based Planning

As discussed in many parts of this plan, we need to look at places as they actually are, instead of emphasizing the boundary lines in our community. We want to infuse this philosophy into everything we do.

Simplify Zoning

In Lancaster County as a whole, there are over 500 zoning districts, and each municipality applies different terminology and policies to the same challenges. In this region alone, 40 different zoning districts exist. To help us overcome that challenge, county planning staff have developed a few guides to simplify the zoning regulations that apply to specific situations such as infill and redevelopment.

Official Maps

Official Maps are visioning documents that illustrate improvements a community wants to see in the future. These improvements usually relate to transportation, community facilities, and environmentally critical areas such as floodplains, habitats, and groundwater recharge areas. Transportation needs can focus on cars, buses, rail, pedestrians, and bicyclists. Community facilities are things like parks, utilities, and stormwater management facilities.

In Northwestern Lancaster County, Elizabethtown Borough, Mount Joy Township, and West Donegal Township have adopted official maps, while Conoy Township has not. The three municipalities with existing official maps should amend them to incorporate the recommendations in this plan, as well as other local and countywide priorities. Conoy Township should consider adopting an official map that incorporates the recommendations in this plan and other local and countywide priorities.

Complete Streets

The principle behind complete streets is that our road network (as a whole) should be designed for all modes (types of transportation) and all users (people who are young, old, and/or have disabilities that affect their mobility). This is *not* to say that every road can or should have a bike lane or a wider shoulder. It all depends on context – different environments call for different solutions. Within this Region's growth areas, additional amenities for pedestrians and bicyclists might be appropriate. In more rural areas, "complete streets" really just means improving safety and signage for motorists and buggies.

Elizabethtown Borough has adopted a complete streets policy, while the three townships have not.

Infrastructure and Public Services

To accommodate even modest growth, we need adequate water, sewer, and transportation infrastructure. Without it, local businesses can't expand, particularly in the industrial sector. It's also difficult to build more compactly. It's important to know where water and sewer service exists, and whether its capacity meets local needs. For that reason, a countywide water and sewer infrastructure study is underway. Data from that study will help to guide growth management decisions in the future.

Collaborate

As discussed elsewhere in this plan, most of the challenges we face are best solved by partnerships between the public, private, and nonprofit sectors. Issues like traffic congestion, stormwater management, affordable housing, trail development, stream restoration, and landscape protection are regional issues that call for regional solutions. In some cases, such as the challenge of addressing on-farm businesses that grow too big for the farm – we might want to consider a countywide approach.

Align Resources

The focus here is on avoiding duplication of effort – and using our time, talents, and treasure more wisely. As a whole, Lancaster County has a wealth of technical resources and funding opportunities. If we align these resources around the big ideas and policies in our regional and countywide plans, we'll have a much better chance of success.

Making It Happen

Despite some of the challenges of working across boundaries, stakeholders in Northwestern Lancaster County have already made efforts to cooperate as a region. The municipal managers from the four municipalities regularly meet to discuss matters of regional importance. Every quarter, the region holds meetings that consist of municipal staff, appointed commission members, and elected officials. These meetings focus on the issues and opportunities of the region, and how they could be addressed collaboratively.

The *Regional Strategic Plan*, adopted in 2010, is an example of the region’s ability to cooperate and address issues collaboratively. The same four municipalities (Elizabethtown Borough, Conoy Township, Mount Joy Township, and West Donegal Township) participated in that plan, which addressed many of the same topics mentioned in this plan.

[Will include paragraph discussing Northwest EMS collaboration]

The precedent set by these collaborative efforts provides a strong foundation for the implementation of this plan. The quarterly meeting of leaders provides an existing framework for managing the goals of this plan and encouraging intermunicipal communication.

In addition to participating in meetings with officials in the region, county staff will be organizing regular regional meetings of municipal managers (where they exist) and the chairs of municipal governing bodies. The purpose of these meetings will be to implement the goals of this plan and to identify issues and opportunities that the region shares in common. County staff will also seek the involvement of the county’s Partners for Place in helping the region to better understand and address these concerns.

Policy Priorities

The following table identifies all the places2040 policies that are highlighted in this plan and puts them in order of importance as defined by local participants in the planning process. As county staff begins to work with the region to implement the plan, these policies will be the focus.

<i>Policy</i>	<i>Big Idea</i>
Connect housing, jobs, school, transportation, and other destinations.	Connecting People, Place, & Opportunity
Intentionally cultivate, retain, and expand industry.	Connecting People, Place, & Opportunity
Make our downtowns into regional hubs.	Connecting People, Place, & Opportunity
Make our downtowns more vibrant, safe, and attractive.	Creating Great Places
Make it easier for residents to get around without a car.	Connecting People, Place, & Opportunity
Maintain, attract, and retain a skilled workforce that earns a competitive wage.	Connecting People, Place, & Opportunity
Create more places to hike, bike, play, and enjoy nature.	Connecting People, Place, & Opportunity
Find new and innovative ways to reduce congestion.	Creating Great Places
Improve water quality and work together on stormwater management.	Taking Care of What We Have
Grow where we're already growing.	Growing Responsibly
Prioritize redevelopment and infill in Urban Growth Areas.	Growing Responsibly
Provide a greater supply and diversity of housing types to own and rent.	Creating Great Places
Use existing buildings and maintain public infrastructure.	Taking Care of What We Have
Preserve the farmer as well as the farm.	Taking Care of What We Have
Preserve large, contiguous areas of agricultural and natural land.	Taking Care of What We Have
Make planning and regulation more efficient, consistent, and regional.	Thinking Beyond Boundaries
Break down the traditional silos that limit our effectiveness.	Thinking Beyond Boundaries

***FUTURE LAND
USE AND
TRANSPORTATION
MAP***

PURPOSE

This chapter of the plan focuses on the Future Land Use and Transportation Map for Northwestern Lancaster County. It's a conceptual graphic that illustrates many of the big ideas and policies in this plan. Essentially, it's the community's vision for how this part of the county will look in the future, if the plan's recommendations are implemented.

The framework for this map was taken from the countywide map in places2040, the Lancaster County comprehensive plan. Although this map borrows heavily from places2040, it includes a few additional elements not shown on the countywide map. We also made a few tweaks to the map legend and symbology (the way things are shown). Following the map, there's a "What's on the Map" section that provides additional detail about the map's content.

The Future Land Use and Transportation Map shows:

- **Character Zones** – These areas represent the different types of environments (or landscapes) found in the region – everything from the most rural to the most urban. These same zones are shown on the countywide map in places2040.
- **Priority Places** – These are places that should be our focus for the next several years. Other places are important, too – they just weren't identified as a high priority in the near term. The places shown on the map are a combination of places identified in recent countywide plans, as well as in the engagement process for this plan.
- **Other Elements** – Items that provide points of reference on the map, and that contribute to our understanding of character zones and priority places.

Things to Keep in Mind

- This map does not show growth area boundaries exactly as they might be in the future. Although residents across Lancaster County said they don't want the amount of land within growth areas to expand, they agree that some of the boundaries may need to be adjusted. Studying these boundaries and recommending potential changes will be an important implementation step for this plan. Using places2040 workshop analyses, LCPD staff will work with municipalities in the region to reassess and possibly realign growth area boundaries.
- This map is not intended to determine specific land use decisions at the local level. Instead, it's a hybrid between existing realities and future goals. The purpose of the map is to get residents thinking about new approaches to planning for the places they care about.
- This plan also includes four sets of "Issue and Opportunity" maps. These additional maps incorporate the priority places from the Future Land Use and Transportation Map, as well as some broader areas and nodes (concentrated locations) that are also a priority. These maps are found in the next chapter of this plan.

[Future Land Use & Transportation Map will be included here]

WHAT'S ON THE MAP

Character Zones

Several different colors appear in the background of the Northwestern Lancaster County's Future Land Use and Transportation Map. Each of these colors represents a different type of landscape found throughout the whole county. This way of looking at things is called a "land use transect." A transect identifies all the different types of environments or landscapes you find in a particular geographical area – in this case, Lancaster County.

Here's one way to think about it. If you could look down on the county from space, you wouldn't see a lot of detail – just farmland, natural areas, and urban areas. If you had the right lens, you might see a little more. You'd notice some differences in each of these environments. Some farmland is more productive than others; some natural areas are better preserved than others. So you could split the farmland and natural areas into more precise categories. You could do the same in the city and boroughs. For instance, the downtown areas are more built up than other parts of town.

In a transect, these different environments are usually presented as a series of zones. The most rural landscapes are at one end of the spectrum, and the most urban ones are at the other end. Each zone has its own character, so the Lancaster County comprehensive plan (places2040) calls them "character zones."

The county plan identifies seven character zones in Lancaster County. Six zones classify land from rural to urban, and one zone applies to landscapes that don't fit neatly into that scheme. It's called a "special district," and it applies to industrial, institutional, and airport uses in urban areas. Special districts can exist in rural areas as well, but they're not shown on this map. More analysis and policy development are needed on the countywide and regional levels before we start using that term.

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

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

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

If municipal zoning ordinances were tied to the character zones identified in this plan, it could simplify the way land use decisions are made and eliminate a lot of waste and redundancy. For example, municipalities in the region could apply similar policies and regulations to rural zoning districts.

How Character Zones Were Determined

Inside growth areas, the character zones reflect conditions on the ground based on aerial photos available during the places2040 planning process (2015-2018). At that time, Lancaster County Planning Department (LCPD) staff used their professional judgment to assign the appropriate character zone to all built land within these growth areas, which include the Elizabethtown and Donegal Urban Growth Areas (UGAs) and the proposed Bainbridge Village Growth Area (VGA).

Outside growth areas, the character zones are an approximation of agricultural and natural land cover. County Geographic Information System (GIS) layers with this information were simplified into smoothed contiguous areas and classified as appropriate for preservation or conservation. As a result, these rural character zones are more generalized than the urban zones. The reality on the ground is more fine-grained and complex.

In the pages that follow, you'll find a description of each character zone and the policies associated with it in the Lancaster County comprehensive plan, places2040.

Character Zones: Description

The Future Land Use and Transportation Map for the region displays the same character zones found on a similar countywide map in places2040, the Lancaster County comprehensive plan. The seven types of zones are listed here (as they appear on the map's legend) and are described in more detail on this page and the next. After these tables, you'll find another set of tables outlining the policies associated with zone as presented in places2040.

Character Zones: Policy

Here, we've restated the policies associated with each character zone as presented in the Lancaster County comprehensive plan, places2040.

Priority Places

Priority places are places that should be our focus for the next several years. Other places are important, too – they just weren't identified as a high priority in the near term. The places shown on the map are a combination of places identified in recent countywide plans, as well as in the engagement process for this plan.

Growth Area

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

UGAs – These areas are particularly important to the county's future, because they will accommodate the majority of our population and employment growth.

- *Location* – Surrounding or adjacent to the city or a borough (in some cases, more than one borough).
- *Character Zones* – Developed land generally is classified as Suburban, Urban, Urban Core (City or Borough), or Special District.
- *Adoption Status/Boundaries* – Map shows UGAs and UGA boundaries that existed in 2015, based on data available to the Lancaster County Planning Department.

VGAs – Although these communities were mentioned less often in our civic engagement process, they are important because they will accommodate some rural growth.

- *Location* – Surrounding or adjacent to a village outside UGAs.
- *Character Zones* – Developed land generally is classified as Rural Community (Core or Other Developed).
- *Adoption Status/Boundaries* – Map shows VGAs that are proposed to exist by 2040, based on provision of sewer infrastructure. For VGAs that existed in 2015 – and also have sewer infrastructure or plans to provide it – boundaries are shown as they existed at that time, based on data available to the Lancaster County Planning Department. For VGAs that did not exist in 2015, boundaries are shown for illustrative purposes only.

Proposed Village Growth Area

In places2040, Bainbridge was identified as a VGA intended to accommodate rural growth because of its existing water and sewer infrastructure. As it has not been adopted locally, Bainbridge's VGA boundary was approximated based on the location of existing buildings. Based on these factors, this plan recommends adoption of the VGA as shown in places2040.

Rural Industrial Area

A significant industrial area outside the growth area in Conoy Township that includes the LCWSMA Waste-to-Energy and Purdue facilities. This site was identified in the places2040 Growing Responsibly in Rural Areas workshop.

Priority Road

The roads highlighted on this map were identified in recent countywide plans and in the engagement process for this plan. They were identified for several reasons including:

- The need for improvements to reduce congestion, improve safety for different users and modes, or improve connectivity.
- Recreational potential.
- Protecting the region's identity and sense of place.

Priority Trail

Trail segments highlighted on this map are existing regional (multi-municipal) trails, as well as proposed trail connections that would link to other regional trails to form a more complete countywide network. In some cases, the proposed connections would link to multi-county trails extending outside Lancaster County.

Amtrak Line

This line is part of the Keystone Corridor and is highlighted because it is a countywide priority identified in places2040.

Mobility Hub (Primary)

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

Other Elements

Buildable Land

Inside Growth Areas (UGAs and VGAs), areas shown in white represent areas of land that were considered “unbuilt” based on analysis undertaken during development of the Lancaster County Future Land Use and Transportation Map featured in places2040. It’s important to note that these areas are a generalized visual representation of unbuilt land, not a representation of the data in *Lancaster County: Buildable Lands, 2015–2040*, a report completed during the places2040 planning process. The data in that report was generated using a different methodology.

Other Railroad

All railroads other than Amtrak.

Other Trail

All other existing trails and walking paths

Quarry

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

Municipality**Other Road (Major)**

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

Other Road

- The Region map shows a selection of significant roads, also as a point of reference, to provide additional locational context.
- The Growth Areas map shows all other roads.

Water Body

For clarity, this map shows the two most significant water bodies in the region, the Susquehanna River and Conoy Creek.

Inset Map Indicator

A reference that provides the general location of the insets that appear on the Growth Areas map.

Defining Villages

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

Villages that meet these criteria appear on the Growth Management Framework Map developed for Balance (2006), the growth management element of the previous Lancaster County comprehensive plan – and the same villages appear on the Lancaster County Future Land Use and Transportation Map in places2040.

On this map, villages intended to accommodate growth are identified as Village Growth Areas (VGAs) and shown with boundaries.

ISSUE AND OPPORTUNITY MAPS

PURPOSE

This chapter of the plan includes four sets of “Issue and Opportunity” maps. These maps highlight specific places where action is needed to achieve the vision illustrated in the Future Land Use and Transportation Map. The Issue and Opportunity Maps include all the priority places from the Future Land Use and Transportation Map, as well as some broader areas and nodes (concentrated locations) that are also important. The places on these maps were primarily identified by local residents, but the maps also include places that are highlighted in countywide plans, identified in places2040 workshops, or suggested by the county’s Partners for Place (see p. XX). Although the original idea was to provide a map for each of the big ideas, we found it made more sense to use these categories:

- **Natural & Agriculture** – Natural areas, farmland preservation, water quality, recreation
- **Growth Management** – Housing, jobs, industry, infill and redevelopment
- **Transportation** – Congestion and safety
- **Placemaking** – Places where people gather; places that could be made safer and more attractive

Each set of maps is followed by a key that lists all the places that appear on that set of maps. Following all the maps and keys, there’s a “What’s on the Maps” section that provides additional detail about the maps’ content.

[The following maps will be included here:

- Issue & Opportunity Natural & Agriculture Map – Region & Growth Areas
- Issue & Opportunity Growth Management Map – Region & Growth Areas
- Issue & Opportunity Transportation Map – Region & Growth Areas
- Issue & Opportunity Placemaking Map – Region & Growth Areas]

WHAT'S ON THE MAPS

Priority Places

Priority places are places that should be our focus for the next several years. Other places are important, too – they just weren't identified as a high priority in the near term. The places shown on these maps are a combination of places identified in recent countywide plans, as well as in the engagement process for this plan.

Area

Large-scale places that highlight a specific issue or opportunity. These places are shown only on the Region maps.

Priority Road

These are corridors that highlight a specific issue or opportunity such as:

- Improvements to reduce congestion, improve safety for different users and modes, or improve connectivity.
- Recreational potential.
- Protecting the region's identity and sense of place.

Priority Trail

Trail segments highlighted on these maps are existing regional (multi-municipal) trails, as well as proposed trail connections to form a more complete countywide network. In some cases, the proposed connections link to trails extending outside Lancaster County.

Amtrak Line

This line is part of the Keystone Corridor and is highlighted because it is a countywide priority identified in places2040.

Priority Water Body

Water bodies that highlight a specific issue or opportunity, such as improving water quality, protecting natural resources, increasing recreational potential, or addressing deforestation along stream banks.

Node

Smaller, concentrated places that highlight a specific issue or opportunity. These places are shown only on the Growth Area maps.

Other Elements

Municipality

Growth Area

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

UGAs – These areas are particularly important to the county’s future, because they will accommodate the majority of our population and employment growth.

- *Location* – Surrounding or adjacent to the city or a borough (in some cases, more than one borough).
- *Character Zones* – Developed land generally is classified as Suburban, Urban, Urban Core (City or Borough), or Special District.
- *Adoption Status/Boundaries* – Map shows UGAs and UGA boundaries that existed in 2015, based on data available to the Lancaster County Planning Department.

VGAs – These communities are important because they can accommodate some rural growth.

- *Location* – Surrounding or adjacent to a village outside UGAs.
- *Character Zones* – Developed land generally is classified as Rural Community (Core or Other Developed).
- *Adoption Status/Boundaries* – Map shows VGAs that are proposed to exist by 2040, based on provision of sewer infrastructure. For VGAs that existed in 2015 – and also have sewer infrastructure or plans to provide it – boundaries are shown as they existed at that time, based on data available to the Lancaster County Planning Department. For VGAs that did not exist in 2015, boundaries are shown for illustrative purposes only.

Other Trail

All other existing trails and walking paths.

Other Road (Major)

These roads represent a selection of major roads in Lancaster County and are shown as a point of reference – a visual aid in locating places on each map.

Other Road

These are local roads that are shown only on the Growth Area maps. *Note: By contrast, the Future Land Use and Transportation Map includes “Other Roads” on both the Region map and Growth Area maps.*

Quarry

Quarries are shown on this map because mining is a natural resource extraction industry that can exist only in certain locations. The quarries shown on this map are those with active permits (2018) issued by the Pennsylvania Department of Environmental Protection (DEP). Quarries in proximity to one another (and under the same ownership) are represented by a single symbol.

Water Body

For clarity, this map only shows a selection of the largest and most significant water bodies in the region.

Inset Map Indicator

A reference that provides the general location of the insets that appear on the Growth Area maps.

[Appendix will be included here]