



FROM THE DIRECTOR | Exceeding Expectations by James Cowhey, AICP

Exceeding expectations is the Lancaster County way. We exceed expectations economically, environmentally, and culturally; we work hard to create successful communities. And Lancaster County has done it again! The first release of 2010 Census data shows our population at an unexpected 519, 445 or 10.4% greater than the 2000 population of 470,658!



The increase from 1990-2000 was 11%. The Census Bureau projected an increase of 8% for 2000-2010 for a total population of 510,000. So, while population increase has slowed somewhat, it is still increasing at a robust pace. A 10% rate is sustainable from economic and quality of life perspectives given the planning occurring at municipal, regional, and county levels. But, unless we continue to emphasize growth management, the situation will change in ways that are unacceptable to Lancasterians.

If population trends continue, we will reach 560,000 by 2020; 600,000 by 2030; and 650,000 by 2040. For every person that moves into Lancaster County, 1.4 babies are born here. So, our natural increase exceeds in-migration.

Growth management efforts have resulted in more appropriate development locations, better coordination of land use and transportation, and increasing awareness of infrastructure needs. However, in order to sustain a 10% growth rate, we must use land more efficiently. Otherwise, development will encroach into agricultural areas.

We are beginning to see the alignment of planning goals with market demand for more compact, mixed use development. This type of development, rather than being viewed as a threat to existing neighborhoods, should be integrated into them to benefit the larger community. Several municipalities have responded to market demands by adopting standards for compact, mixed use development.

We have seen some success with these new communities here resulting in more housing choices. Government leaders and developers succeeded despite naysayers who said it couldn't be done. I'm hoping that these opportunities continue. We can handle change in population by proactively managing growth – by exceeding the expectations of those who say we can't.

What do you say?

In This Issue

From the Director | Exceeding Expectations

In the Spotlight: Ray D'Agostino, LCPC Chairman

Urban Enhancement Fund Program

Connections 2040: The Long Range Transportation Plan

Strategic Planning in Lancaster County's Tourism Development Areas

Transfer of Development Rights

Smart Growth Toolbox Update

Lancaster County Natural Heritage Areas Tool

Natural Resource Conservation Covenants

Municipal Updates

Donegal Region Comprehensive Plan Nears Completion

Upcoming Meetings

[Route 23 Heritage Byway Meeting](#)

[LCPC Meeting Agendas and Minutes](#)

In the Spotlight: Ray D'Agostino, LCPC Chairman

Ray D'Agostino took over the leadership of the Lancaster County Planning Commission in January when he was elected chairman. Ray has been a



Ray D'Agostino, AICP

member of LCPC since 2005. He previously served the commission as secretary and as vice-chairman. Ray has always had a passion for community planning and development. He believes that Lancaster County is truly a special place, one that has many opportunities and at the same time some challenges.

He got involved in LCPC because, as he said, "I wanted to be part of working with a tremendous team of professional planners and community stakeholders to help guide the balance between the County's growth in appropriate areas while maintaining Lancaster as a unique place with its agricultural and small town heritage."

When asked what he would like to accomplish as chairman, Mr. D'Agostino said "I would like to foster greater partnerships and collaborative efforts among

the community stakeholders and the LCPC. Part of that unique sense of place for Lancaster is how we come together to discuss and solve local challenges... continuing and building upon that at all levels of planning is a goal."

"The LCPC is a wealth of information, knowledge and expertise that augments local municipal officials and staff work," said Mr. D'Agostino, "a resource that many other counties like to emulate." He noted that "LCPC is widely recognized as a leader in the field of community planning, in this current environment of shrinking resources, maintaining and building upon that success can be more an opportunity than a challenge."

Ray is currently the director of the Lancaster Housing Opportunity Partnership. He also brings nearly 20 years of experience as a municipal manager, in addition to experience at various state-level positions, and as a retired non-commissioned officer (NCO) of the military Reserves and Guard. His practical, hands-on knowledge and experiences add to the diverse backgrounds of the LCPC staff and other Commission members. "Being able to put my experience to work for the community as a whole is exciting," said Ray.

Ray's personal goal in his role as LCPC Chairman is to "just to do the best I can for the community and to honor the privilege of serving that the Board of Directors of LHOP, the County Commissioners and Planning Commissioners have given me." 🌟

Urban Enhancement Fund Program: 2006-2010

Lancaster County Urban Enhancement Fund Program funded 106 community and economic development projects in urban areas throughout Lancaster County from 2006 through 2010. The types of projects funded included adaptive reuse of existing structures, housing, infrastructure, parks and recreational facilities, and in the early years, plans and pre-development studies. The 10.2 million dollars awarded through the Urban Enhancement

Fund Program generated an additional 133 million dollars in private and other public investment in our urban (and suburban) communities, and included 54 projects in boroughs throughout the county, 29 projects in townships and villages within the county's designated growth areas and 23 projects in the City of Lancaster.

To date, 54 projects have been completed, 2 have

been terminated, and 50 (representing the two most recent program years) are in progress. It is anticipated that all projects will be completed within the next two years. Out of the 10.2 million dollars awarded by the program, there remains a balance of approximately 3.3 million dollars, funds that are committed to projects currently in progress.

Jane Pugliese-Thomas, Director of the Housing and Economic Planning Division, pointed out that “the Lancaster County Urban Enhancement Fund Program was the only one of its kind in the Commonwealth of Pennsylvania.” She said “it served as a model for other communities seeking to preserve valuable farmland and natural areas while promoting reinvestment in already established neighborhoods and communities.” It represented the “flip side” of Lancaster County’s Farmland Preservation Program in that its major goal was to direct growth to the county’s urban areas, including rural villages, by investing in projects to enhance the quality of life, create jobs, attract businesses and residents and thus stabilize and expand the tax base in these communities.



Due to budget constraints, 2010 turned out to be the final year for the Lancaster County Urban Enhancement Fund Program. During its five year tenure, no project was too small, or as it turns out, too big for this program. Small historic preservation rehabilitation projects carried out by dedicated bands of community volunteers were funded alongside multi-million dollar adaptive reuse projects, each critically important to the community in which they were located. In the case of the small projects, many of them would not have happened without the Urban Enhancement Fund Program. In the case of the larger projects, the “seed” money provided by this program was crucial for leveraging significantly more dollars from private and other public sources.

View the **2006-2010 Summary Report: Lancaster County Urban Enhancement Fund Program** [here](#). For a hard copy of the report, please contact Cindy Hampton, Senior Planner, 717-299-8333 or e-mail Cindy at HamptonL@co.lancaster.pa.us, or go to our website where it will be posted. 🐾

Connections 2040: Long Range Transportation Plan Update



LRTTP Task Force meeting

An update to **Connections: the Long Range Transportation Plan (LRTP) Element of the Lancaster County Comprehensive Plan** is currently underway. The LRTP is a tool for Lancaster County to

shape the transportation and economic investments over a 30 year period that will help establish and support development patterns in the region. This is an opportunity for citizens and elected officials to come together, identify trends that are taking place that impact transportation and set 20+ year goals and strategies for the region. Dave Royer, Director of the Transportation Division of LCPC, emphasized that “the LRTP is *your* transportation plan, providing

a vision of how *you* want to see transportation in Lancaster County over the next 30 years.”

There is a survey on the [LCPC website](#) that provides citizens the opportunity to review the goals in the existing LRTP and determine if they are still relevant and to state your views on the performance of the county’s transportation network. The survey only takes 10 minutes. If you haven’t taken it yet, we encourage you to do so. There will also be other avenues for public input through public meetings, a Transportation Summit, surveys, and other information provided on the Lancaster County Planning Commission’s website.

In January the Lancaster County Transportation Coordinating Committee (LCTCC), which is the Metropolitan Planning Organization (MPO)

for Lancaster County and is responsible for transportation planning in Lancaster County, established an Update Task Force made up of a broad range of stakeholders in the county. This task force includes representatives of local governments, transportation service providers such as Red Rose Transit Authority, Amtrak, and the Lancaster Airport Authority, representatives of alternative modes such as bicycling and walking, freight interests, minority and disabled community representatives, and others. The task force will meet periodically over the 18 month update period to help guide the process and review documents and data. The Update Task Force held its first meeting on March 10, 2011 and reviewed information about the documents and plans that impact LRTP development and the schedule for completion of both the LRTP and the updated Transportation Improvement Program (TIP).

Federal law requires the MPO to include eight planning factors in its LRTP, including: support economic vitality of the region, increase safety and security of the transportation system for motorized and non-motorized users, protect and enhance the environment, and promote energy efficiency. Consideration of bicycle and pedestrian needs and the needs of minority communities, the elderly and disabled must also be part of the process. The MPO must have a Congestion Management Process

(CMP) that enables the county to identify existing and future congestion as well as strategies to best mitigate this congestion. A long range transit plan is also part of the LRTP.

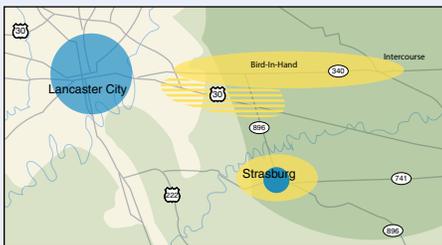
LCTCC is required to update the County’s Long Range Transportation Plan every four years or more often if the MPO would like. The current LRTP, **Connections**, was adopted by the MPO in 2008. The LRTP update process will extend over 18 months and end in June 2012 with adoption by the MPO of a new LRTP, **Connections 2040**, and the 2013-2016 Transportation Improvement Program (TIP).

For further information, contact: Harriet Parcels, Senior Transportation Planner, at hparcells@co.lancaster.pa.us or 717-299-8333. 🐾



LRTP Task Force meeting

Strategic Planning in Lancaster County’s Tourism Development Areas (TDAs)



The Lancaster County Strategic Tourism Development Plan, **Tourism**, (adopted in 2005) calls for preserving

authentic resources and sense of place as the foundation for future tourism development in Lancaster’s communities. The plan also focuses on places with the greatest potential for tourism. These places are called Tourism Development Areas, or TDAs.

All TDAs have a critical mass of attractions and services – or the *potential* to develop them. Just as importantly, local residents and municipal officials in these communities have indicated their support for sustainable tourism. While most TDAs are located within Urban Growth Areas, **Tourism** also highlights rural landscape areas that have the potential to develop ecotourism experiences and other low-impact forms of tourism.

The tourism plan prioritizes urban TDAs based on each community’s own assessment of its readiness as a visitor destination. It is important to note that this assessment was made in 2005, and many of the

Types of Lancaster County Tourism Development Areas (TDAs)

- **Primary, Tier 1** – Strong destinations that need continued enhancement
- **Primary, Tier 2** – Recognized destinations that need reinvestment to stay competitive
- **Secondary** – Significant potential, but have limited attractions and visitor services
- **Tertiary** – Long-term potential

participating communities have made significant improvements since then.

Within each TDA, local stakeholders are encouraged to work together to plan for the future of tourism in their community. According to Scott Standish, Director for Long Range and Heritage Planning, “the goal is not to ‘develop’ the community as a tourism attraction, but to focus on its potential for heritage tourism. This kind of tourism can help to preserve community character and quality of life.”

Each TDA is encouraged to create a Tourism Advisory Committee representing the public, private, and nonprofit sectors in the local area. **Tourism** also calls for the creation of a Lancaster County Tourism Council that would include representatives from all TDAs and from countywide organizations including LCPC and the PA Dutch Convention and Visitors Bureau.

One of the responsibilities of a Tourism Advisory Committee is to undertake a community assessment. Kip Van Blarcom, Senior Heritage Planner, stated that “part of this task involves identifying natural, historic, and cultural resources with an eye toward including them in the county’s heritage tourism program, called **Lancaster County Heritage**.” He

said “It is also important to evaluate other types of attractions and visitor services that contribute to the community’s ‘tourism mix.’”

Many other tools are available to TDAs, including:

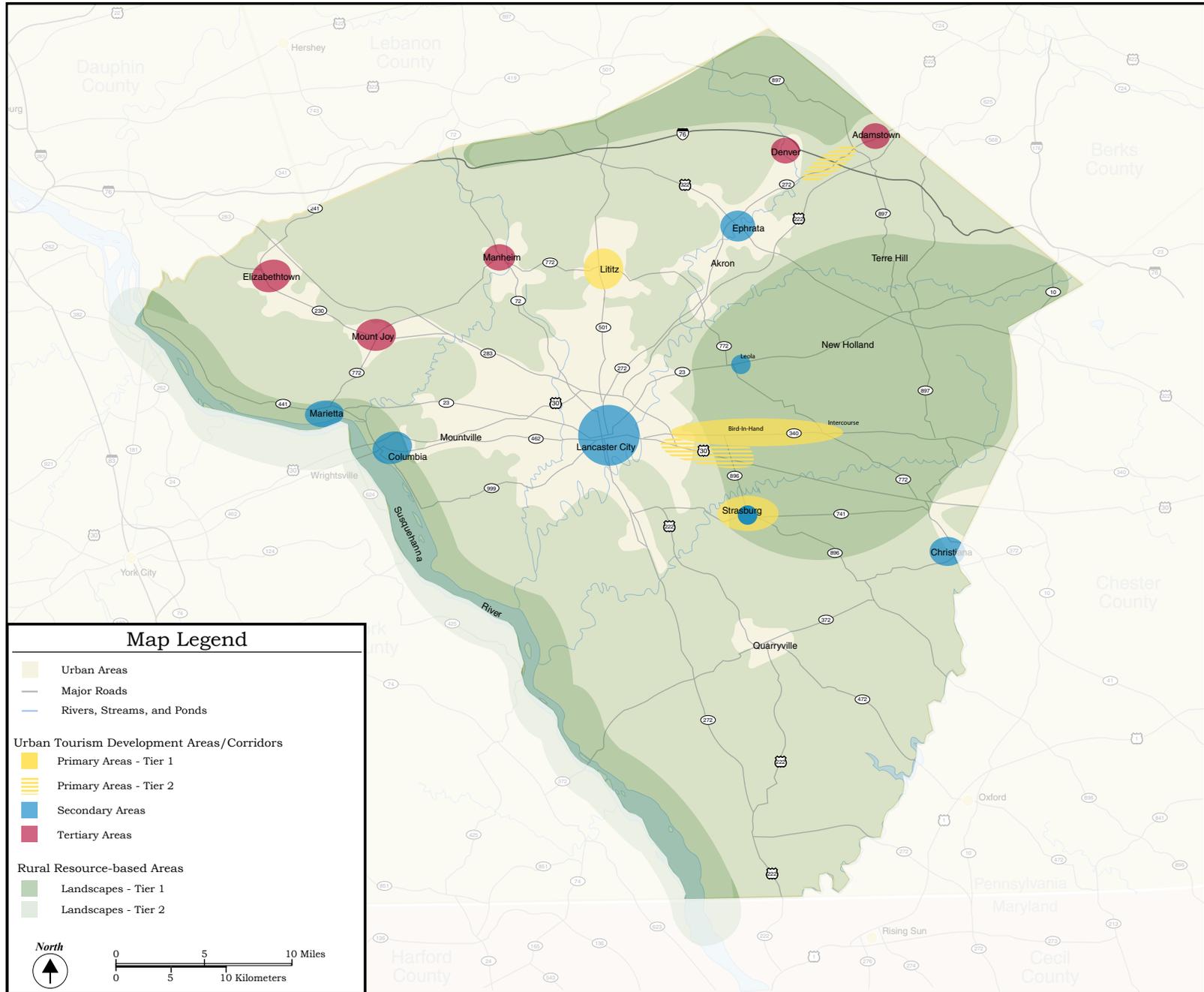
- **Lancaster County Heritage Byway Program** – In this program, local communities work with LCPC staff to complete a planning process to set goals for the future of special roadway corridors.
- **Towns & Villages Website** – This website, still under development, will highlight urban communities that have designated historic districts and/or Main Street organizations.
- **Wayfinding Signage** – TDAs can implement these signs through:
 1. The new PA Regional Wayfinding Signing System, which gives TDAs the opportunity to direct visitors to their community; and
 2. local signage districts, which allow TDAs to create locally branded signage to guide people *within* their community.

For more information on TDA planning and the programs listed here, please contact Kip Van Blarcom, Senior Heritage Planner, at kvanblarcom@co.lancaster.pa.us or 717-299-8333. 🐾

Complete county TDA map follows ➡

Lancaster County Tourism Development Areas (TDAs)

as shown in Lancaster County Strategic Tourism Development Plan (2005)



Transfer of Development Rights

Lancaster County has long been credited with having the preeminent farmland preservation program in the United States, preserving over 80,000 acres of farmland through the efforts of the Agricultural Preserve Board (APB) and the Lancaster Farmland Trust (LFT). While impressive in its accomplishments, there is more that can be done to preserve farmland. Both the [Phase 1 Report of the Blue Ribbon Commission](#) and [Balance: The Growth Management Element of the Lancaster County Comprehensive Plan](#) recommend that farmland preservation program be augmented by expanding and promoting the use of Transfer of Development Rights (TDR) programs at the multi-municipal and County levels.

“A TDR program, while seemingly complex,” said Dean Severson, LCPC Principal Planner, “is very similar to most growth management tools that municipalities already use.” Simply put, the potential to develop a piece of land, whether for houses, offices, or factories, is shifted from an area where a municipality doesn’t want it to occur, to another area where it does want it to occur. For instance, almost all farmland in Lancaster County is currently zoned to strictly limit the number of lots that can be subdivided from a farm. A TDR program would allow the landowner the ability to remove whatever development potential remains and sell it. However, unlike the conservation easement programs used by the APB or LFT, which purchase the parcel’s development potential and permanently retires it, a TDR program would allow the development potential to be used in an area that the municipality has planned for future growth (see illustration). Someone who is interested in developing a piece of land in the areas designated for growth could then use this development potential to build

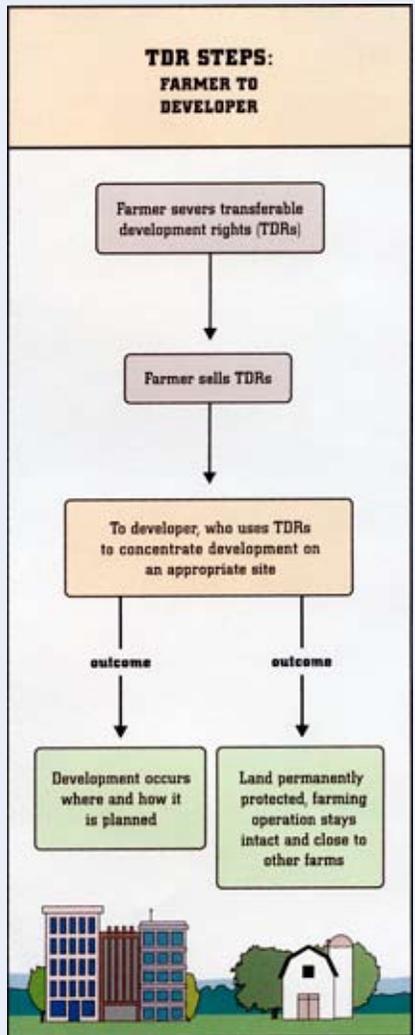
more housing units or a more dense commercial or industrial development than zoning would otherwise allow.

The [Lancaster County TDR Practitioner’s Handbook](#), prepared on behalf of Lancaster County by the Brandywine Conservancy, highlights the TDR programs of three Lancaster County municipalities, Warwick, West Hempfield, and Manheim Townships.

The Handbook also advises on basic TDR ordinance and administrative set-up steps and how to transfer TDR’s across municipal boundaries. The Handbook is available in the [Smart Growth Toolbox](#) on LCPC’s website.

Currently, there are two additional efforts to implement a TDR program in Lancaster County. The first, being developed in Penn Township, is very innovative in that it allows for a variety of ways that TDR’s may be used by a developer in areas planned for development (the receiving area for TDR’s). A developer may increase or decrease residential densities in some zoning districts, or increase the maximum square footage of any building, the maximum lot coverage, or the maximum building height, in other zoning districts.

The other TDR program currently being developed is in the Elanco area and involves Caernarvon and East Earl Townships. According to the Brandywine Conservancy, which is writing the TDR provisions, this would be the first multi-municipal TDR program in Pennsylvania. While this effort is still in the early stages, it is anticipated that it would also include a variety of options for the use of TDR’s. It may also include options for conservation lands to participate in selling development rights. The two townships also hope that other municipalities in the region may join sometime in the future. 🐾



Lancaster County Natural Heritage Areas Tool

BACKGROUND

LCPC has developed a [Natural Heritage Areas Tool](#) which is now included in the *Smart Growth Toolbox*. Michael Domin, LCPC Principal Planner, says “this tool provides another option for those interested in accessing and learning more about Lancaster County’s biological diversity and the means of protecting and preserving the future of these important natural resources.”

The tool uses the internet—more specifically, *Google Earth*—to access a color aerial photograph of Lancaster County with a map overlay highlighting the designated Natural Areas in the County. Clicking on one of the highlighted Natural Heritage Areas brings up the name of the resource, a summary of facts about the resource, along with a hyperlink to additional information and recommended management actions. Natural Heritage Areas are listed in categories of importance based on their rarity: 1) Exceptional Significance; 2) High Significance; 3) Notable Significance; and 4) Local Significance.

The 2008 *Natural Heritage Inventory of Lancaster County, Pennsylvania*, is a document that identifies areas of environmental and ecological significance for the protection of the County’s plant and animal

species diversity. It also suggests actions that can be taken by public, private, and non-profit entities to protect and preserve these important natural resources.

The Inventory recognizes two types of resources:

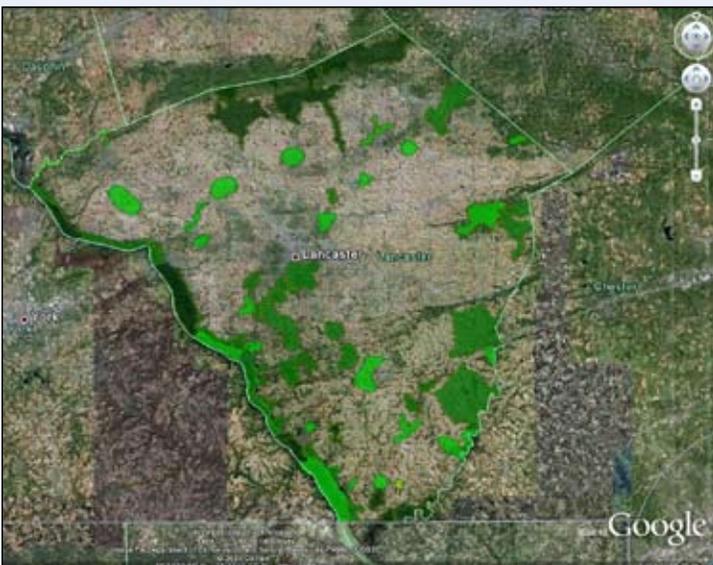
1. **Species of Concern** – Federally designated, rare, threatened, and endangered plant and animal species; and
2. **Exemplary Natural Communities** - Broad expanses of intact natural ecosystems that support components of Pennsylvania’s native species diversity.

Collectively, these resources are referred to as *Natural Heritage Areas*. Lancaster County’s Natural Heritage Areas are mapped in both the 2008 *Natural Heritage Inventory* and the County’s newest Comprehensive Plan element, titled [Greenscapes](#).

HOW TO USE THIS TOOL

This *Natural Heritage Areas Tool* can be used in the planning process to address both short and long-term natural resource issues and concerns. The following list suggests a number of ways in which this tool can help communities plan for the future of their important natural resources.

1. **Subdivision and Land Development Site Reviews** – Landscape architects and engineers preparing designs for residential, commercial, industrial, institutional, or infrastructure projects, can use the *Natural Heritage Areas Tool* to identify and avoid impacting habitats harboring species of concern. By identifying these sensitive areas early in the process, designers can avoid long delays, legal fees, and the costly redesign of projects. County and local planners can use the tool to ensure that effective conservation measures have been taken by designers and developers submitting projects during the approval process.



The tool uses *Google Earth* which has an overlay of designated natural areas in Lancaster County.

2. **Zoning Regulation Development** - The *Natural Heritage Areas Tool* can be used by public and private planners as the basis for creating zoning regulations that proactively protect habitats containing species of concern from development proposals that could adversely affect their long term viability. Planners interested in using zoning regulations to protect these habitats should consider the [Model Conservation Zoning Ordinance Tool](#) also found in the *Smart Growth Toolbox*.
3. **Comprehensive Planning** – Local and regional municipal comprehensive plans often contain detailed natural resource inventories as part of the plan’s background data. Information provided through The *Natural Heritage Areas Tool* can be used to supplement the local inventory and inform the land use decision-making process of local officials.
4. **Parks and Open Space Planning** – Incorporating sites containing rare, threatened, and endangered plant and animal species into planned or proposed parks and open spaces is an effective means of helping to ensure the long-term protection of these

habitats. These sites can often enhance and compliment a park system by providing passive recreation opportunities for hiking, wildlife watching, and environmental education.

5. **Natural Resource Protection, Restoration and Preservation Planning** - Funding for non-profit land trusts and watershed organizations is often scarce. Prioritizing the use of funds for the protection, restoration, and preservation of sensitive environmental habitats is an absolute necessity. The information contained in the *Natural Heritage Areas Tool* can help prioritize projects and ensure that the limited funds they have available are used in the most effective manner.

If you are interested in finding out more about Lancaster County’s Rare, Threatened, and Endangered plants and animals, check out the [Natural Heritage Areas Tool](#) in the *Smart Growth Toolbox* on the County Planning Commission website.

For more information, contact Michael A. Domin, Principal Planner, at domin@co.lancaster.pa.us or 717-299-8333. 🌿

Natural Resource Conservation Covenants

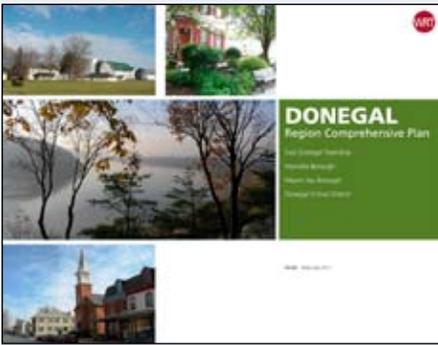
When a municipality has identified critical natural resources and enacted appropriate zoning standards to conserve them, such as the Lancaster County Planning Commission’s [Model Conservation Zoning District and Natural Resource Protection Standards](#), there is a greater chance of their protection for generations to come. However, an additional layer for long-term conservation is necessary to move beyond the zoning ordinance and into private management of resources.

Local government maintenance of conservation easements scattered throughout its boundaries can become inefficient, ineffective, and burdensome. In this light, Natural Resource Conservation Covenants can be used to protect key resource types as they

are fragmented into multiple building lots. [Natural Resource Conservation Covenants](#) may prove useful in subdivision or land development situations where the following apply:

- A municipality has enacted regulations for the identification and conservation of key natural resources.
- The use of a Conservation Easement to be held by an outside interest (e.g., the municipality or Lancaster County Conservancy) is not feasible.
- Important natural resource areas are not conducive for placement into a separate non-building lot (i.e., a conservation subdivision), and will be divided by multiple lot lines. 🌿

Donegal Region Plan Update Nears Completion



The Donegal School District, East Donegal Township, Marietta Borough, Mount Joy Borough and the Lancaster County Planning Commission have prepared

a comprehensive long range plan for the Donegal Region. A Steering Committee comprised of representatives of the four partners, as well as LCPC staff, has been meeting for over eighteen months, interviewed with citizen committees and stakeholders, and conducted several public forums to obtain citizen input, and are now ready to present the Draft Plan to the public.

Three Presentations are scheduled:

- **East Donegal Township:**
Thursday, April 7, 2011 6:30 PM
Township Office: 190 Rock Point Road, Marietta
- **Marietta Borough:**
Tuesday, April 19, 2011, 7:00 PM
Borough Office: 111 East Market Street, Marietta

- **Mount Joy Borough:**
Wednesday, May 11, 2011 7:00 PM
Borough Office: 21 East Main Street, Mount Joy

Each presentation will include background information regarding the entire Donegal Region, as well as goals and actions specific to the host community. Public Hearings and formal adoption will take place during June and July. Exact dates and locations will be posted on the LCPC website.

The current Donegal Region Comprehensive Plan was formally adopted by the three member communities (Mount Joy Borough, Marietta Borough and East Donegal Township) in 1995. The updated plan has been prepared to reflect changes in the region since that time and better prepare for and manage anticipated changes in the future. The Steering Committee contracted with WRT of Philadelphia, PA to assist them with the update.

Copies of the draft plan document are available at each of the three municipal offices as well as the Milanof-Schock Library, the Main Street Mount Joy Office, and the Lancaster County Planning Commission. A digital copy may be found at the [Lancaster County Planning Commission website](http://www.lancastercountypa.gov/planning).

For additional information contact Patricia J. Kadel, Senior Planner, AICP at kadelp@co.lancaster.pa.us or 717-299-8333. 🐾

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