

---

# CORNWALL-LEBANON REGIONAL COMPREHENSIVE PLAN

JUNE 6, 2013

ADOPTED BY

NORTH CORNWALL TOWNSHIP ON JUNE 6, 2013

NORTH LEBANON TOWNSHIP ON JUNE 6, 2013

SOUTH LEBANON TOWNSHIP ON JUNE 6, 2013

PREPARED BY



***Gannett Fleming***

Preparation of this plan was financed by a grant from the Lebanon County Commissioners and by the participating municipalities.

---

---

Intentionally blank for two-sided printing

**RESOLUTION NO. 2013-11**

**A RESOLUTION OF BOARD OF SUPERVISORS OF NORTH CORNWALLTOWNSHIP,  
LEBANON COUNTY, PENNSYLVANIA  
APPROVING THE ADOPTION OF  
THE CORNWALL-LEBANON REGIONAL COMPREHENSIVE PLAN.**

WHEREAS, the North Cornwall Township Planning Commission (the Planning Commission) serves as the official planning agency for North Cornwall Township; and

WHEREAS, Section 301.4 of the Pennsylvania Municipalities Planning Code (Act of 1968, P.L. 805, No. 247, as reenacted and amended) requires that municipal plans be generally consistent with the adopted county comprehensive plan; and

WHEREAS, the Board of Supervisors signed an intergovernmental agreement to participate in the Cornwall-Lebanon Regional Comprehensive Plan and appointed municipal representatives to the Joint Steering Committee to oversee the preparation of the Regional Comprehensive Plan and conduct a public involvement process by holding community meetings; and

WHEREAS, the socioeconomic and housing data, transportation and land use patterns, cultural and environmental resources, and community facilities and services were analyzed to create the framework for the Plan; and

WHEREAS, the Regional Comprehensive Plan is a guide to future growth, development, land use, and community character; and

WHEREAS, the Planning Commission has conducted a public meeting pursuant to Section 302 of the Pennsylvania Municipalities Planning Code as amended; and

WHEREAS, the Planning Commission approved distribution of the draft Regional Comprehensive Plan to adjacent municipalities, the Cornwall-Lebanon School District, and the Lebanon County Planning Department for review and comment, and has taken the comments of these entities into consideration in preparing the Comprehensive Plan;

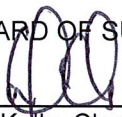
NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of North Cornwall Township, under the laws of the Commonwealth of Pennsylvania, AND IT IS HEREBY RESOLVED:

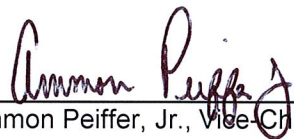
1. That the Board of Supervisors of North Cornwall Township recognizes the North Cornwall Township Planning Commission as the official planning commission for the Township and that such agency promotes public interest in, and understanding of, the Cornwall-Lebanon Regional Comprehensive Plan and the planning profession; and
2. That the Plan submitted by the Planning Commission is hereby adopted by the Board of Supervisors of North Cornwall Township as the official Comprehensive Plan of North Cornwall Township, rescinding the Comprehensive Plan adopted in 1999.
3. That the Board of Supervisors of North Cornwall Township will consider the community development goals and objectives presented in the Plan when dealing with planning issues requiring action by the Board; and
4. That the Board of Supervisors of North Cornwall Township strongly urges all Authorities, Boards, Commissions of North Cornwall Township, as well as county and state agencies to review and consider the Regional Comprehensive Plan in their planning and decision-making processes; and

5. The Township Manager shall distribute copies of this Resolution to the proper staff, Authorities and Boards in the Township whose further action is necessary to achieve the purpose of this Resolution.
6. The Township Manager shall ensure that one copy of the adopted Regional Comprehensive Plan is distributed to the Lebanon County Planning Department.

ADOPTED THIS 6th DAY OF June 2013.

BOARD OF SUPERVISORS OF North Cornwall TOWNSHIP

  
Kip Kelly, Chairman

  
Ammon Peiffer, Jr., Vice Chairman

opposed  
Sam Abram, Supervisor

(SEAL)

ATTEST:

  
Robin L. Getz, Township Manager/Secretary



NORTH LEBANON TOWNSHIP  
RESOLUTION NO. 15-2013

---

A RESOLUTION OF NORTH LEBANON TOWNSHIP,  
LEBANON COUNTY, PENNSYLVANIA,  
**APPROVING ADOPTION OF  
THE CORNWALL-LEBANON REGIONAL  
COMPREHENSIVE PLAN.**

---

WHEREAS, the North Lebanon Township Planning Commission (the Planning Commission) serves as the official planning agency for North Lebanon Township;

WHEREAS, Section 301.4 of the Pennsylvania Municipalities Planning Code (Act of 1968, P.L. 805, No. 247, as reenacted and amended) requires that municipal plans be generally consistent with the adopted County Comprehensive Plan; and

WHEREAS, the Board of Supervisors signed an intergovernmental agreement to participate in the Cornwall-Lebanon Regional Comprehensive Plan and appointed municipal representatives to the Joint Steering Committee to oversee the preparation of the Regional Comprehensive Plan and conduct a public involvement process by holding community meetings; and

WHEREAS, the socioeconomic and housing data, the transportation and land use patterns, cultural and environmental resources, and community facilities and services were analyzed to create the framework for the Plan; and

WHEREAS, the Regional Comprehensive Plan is a guide to future growth, development, land use, and community character; and

WHEREAS, the Planning Commission has conducted a public meeting pursuant to Section 302 of the Pennsylvania Municipalities Planning Code as amended; and

WHEREAS, the Planning Commission approved distribution of the draft Regional Comprehensive Plan to adjacent municipalities, the Cornwall-Lebanon School District, and the Lebanon County Department for review and comment; and has taken the comments of the entities into consideration in preparing the Comprehensive Plan;

NOW THEREFORE BE IT RESOLVED by the Board of Supervisors of the Township of North Lebanon, a Township under the laws of the Commonwealth of Pennsylvania, AND IT IS HEREBY RESOLVED:


1. That the Board of Supervisors of North Lebanon Township recognizes the North Lebanon Township Planning Commission as the official Planning Commission for the Township and that such agency promotes public interest in, and understanding of, the Cornwall-Lebanon Regional Comprehensive Plan and the planning profession; and
2. That the Plan submitted by the Planning Commission is hereby adopted by the Board of Supervisors of North Lebanon Township as the official Comprehensive Plan of North Lebanon Township, rescinding the Comprehensive Plan adopted on September 6, 1994.

3. That the Board of Supervisors of North Lebanon Township will consider the community development goals and objectives presented in the Plan when dealing with planning issues requiring action by the Board; and
4. That the Board of Supervisors of North Lebanon Township strongly urges all Authorities, Boards, Commissions of North Lebanon Township, as well as county and state agencies to review and consider the Regional Comprehensive Plan in their planning and decision making processes; and
5. The Township Manager shall distribute copies of this Resolution to the proper staff, Authorities and Boards in the Township whose further action is necessary to achieve the purpose of this Resolution.
6. The Township Manager shall ensure that one copy of the adopted Regional Comprehensive Plan is distributed to the Lebanon County Planning Department.

ADOPTED THIS 6th day of June, 2013.

NORTH LEBANON TOWNSHIP  
BOARD OF SUPERVISORS

By: \_\_\_\_\_

  
Richard E Miller, Chairman

(SEAL)  
ATTEST:

  
Cheri F. Grumbine, Manager/Secretary

  
Edward A. Brensinger, Vice-Chairman

  
Kenneth C. Artz, Treasurer

**SOUTH LEBANON TOWNSHIP  
RESOLUTION NO. 1226**

**A RESOLUTION OF SOUTH LEBANON TOWNSHIP, LEBANON COUNTY, PENNSYLVANIA  
APPROVING ADOPTION OF  
THE CORNWALL-LEBANON REGIONAL COMPREHENSIVE PLAN**

WHEREAS, the South Lebanon Township Planning Commission (the Planning Commission) serves as the official planning agency for South Lebanon Township;

WHEREAS, Section 301.4 of the Pennsylvania Municipalities Planning Code (Act of 1968, P.L. 805, No. 247, as reenacted and amended) requires that municipal plans be generally consistent with the adopted County Comprehensive Plan; and

WHEREAS, the Board of Supervisors signed an intergovernmental agreement to participate in the Cornwall-Lebanon Regional Comprehensive Plan and appointed municipal representatives to the Joint Steering Committee to oversee the preparation of the Regional Comprehensive Plan and conduct a public involvement process by holding community meetings; and

WHEREAS, the socioeconomic and housing data, the transportation and land use patterns, cultural and environmental resources, and community facilities and services were analyzed to create the framework for the Plan; and.

WHEREAS, the Regional Comprehensive Plan is a guide to future growth, development, land use, and community character; and

WHEREAS, the Planning Commission has conducted a public meeting pursuant to Section 302 of the Pennsylvania Municipalities Planning Code as amended; and

WHEREAS, the Planning Commission approved distribution of the draft Regional Comprehensive Plan to adjacent municipalities, the Cornwall-Lebanon School District, and the Lebanon County Planning Department for review and comment; and has taken the comments of the entities into consideration in preparing the Comprehensive Plan;

NOW THEREFORE BE IT RESOLVED by the Board of Supervisors of the Township of South Lebanon, a Township under the laws of the Commonwealth of Pennsylvania, AND IT IS HEREBY RESOLVED:

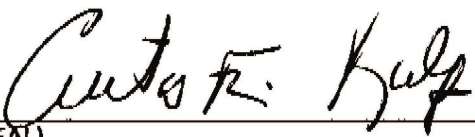
1. That the Board of Supervisors of South Lebanon Township recognizes the South Lebanon Township Planning Commission as the official Planning Commission for the Township and that such agency promotes public interest in, and understanding of, the Cornwall-Lebanon Regional Comprehensive Plan and the planning profession; and
2. That the Plan submitted by the Planning Commission is hereby adopted by the Board of Supervisors of South Lebanon Township as the official Comprehensive Plan of South Lebanon Township, rescinding the Comprehensive Plan adopted on May 23, 2000.

3. That the Board of Supervisors of South Lebanon Township will consider the community development goals and objectives presented in the Plan when dealing with planning issues requiring action by the Board; and
4. That the Board of Supervisors of South Lebanon Township strongly urges all Authorities, Boards, Commissions of South Lebanon Township, as well as county and state agencies to review and consider the Regional Comprehensive Plan in their planning and decision making processes; and
5. The Township Manager shall distribute copies of this Resolution to the proper staff, Authorities and Boards in the Township whose further action is necessary to achieve the purpose of this Resolution.
6. The Township Manager shall ensure that one (1) copy of the adopted Regional Comprehensive Plan is distributed to the Lebanon County Planning Department.

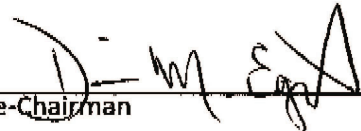
ADOPTED THIS 9<sup>th</sup> DAY OF JULY, 2013.

ATTEST:

SOUTH LEBANON TOWNSHIP  
BOARD OF SUPERVISORS

  
(SEAL)

Chairman

  
Vice-Chairman

  
Supervisor

## Table of Contents

1	Plan Purpose and Preparation .....	1
2	The Region .....	9
3	Issues and Opportunities .....	15
4	Goals and Objectives .....	19
5	Land Use and Development Plan .....	23
6	Transportation Plan .....	55
7	Economic Development and Agriculture Plan .....	83
8	Housing Plan .....	91
9	Infrastructure Plan .....	101
10	Public Services Plan .....	115
11	Natural and Historic Resources Plan .....	131
12	Consistency and Interrelationships .....	143
13	Implementation .....	149

## Appendix A Reference Data

A1	US Census Bureau Data
A2	Joint and Multi-Municipal Zoning Ordinances in Effect in Pennsylvania
A3	Councils of Government and Other Cooperative Partnerships in Central Pennsylvania

## Appendix B Meeting Summaries

B1	Interview Summary
B2	Milestone Meeting 1
B3	Milestone Meeting 2
B4	Joint Planning Commission Public Meeting
B5	Joint Public Hearing
B6	Joint Public Meeting

## Appendix C Maps

Map 1	Water Resources
Map 2	Community Facilities
Map 3	Parks, Trails and Open Space
Map 4	Water and Sewer Service Areas
Map 5	March 2011 Land Use
Map 6	Premarket Development Projects
Map 7	Generalized Zoning
Map 8	Developed vs. Zoned
Map 9	Planned Development Areas and Planned Conservation Areas
Map 10	Future Land Use Discussion
Map 11	Future Land Use
Map 12	Transportation Issues
Map 13	Specialized Travel Routes
Map 14	Land Use Consistency

## STEERING COMMITTEE

### CORNWALL BOROUGH

Rob Koehler, Councilman  
Joe Lescisko, Planning Commission Member  
Robert Simmermon, Planning and Zoning Committee Member

### NORTH CORNWALL TOWNSHIP

Robin Getz, Manager  
Kip Kelly, Supervisor  
Robert (Bob) Gearhart, Planning Commission Chairman

### NORTH LEBANON TOWNSHIP

Cheri Grumbine, Manager  
Dawn Hawkins, Former Supervisor  
Charles (Chuck) Allwein, Planning Commission Member

### SOUTH LEBANON TOWNSHIP

Curtis (Curt) Kulp, Manager  
David Eggert, Supervisor  
Jonathan (Jon) Beers, Planning Commission Chairman

### WEST CORNWALL TOWNSHIP

Frank Dombrowski, Supervisor  
Jeff Steckbeck, Municipal Engineer, West Cornwall Township and Cornwall Borough

### CEDAR CREST SCHOOL DISTRICT

Kurt Phillips, Director of Business Affairs

### LEBANON COUNTY OFFICE OF PLANNING AND DEVELOPMENT

Kris Troup, Executive Director, Lebanon County Planning Department  
Robert Sentz, Lebanon County Assistant Director  
Julie Cheyney, Senior Planner  
Jonathan Fitzkee, Transportation Planner  
Tom Kotay, Transportation Planner

### GANNETT FLEMING, INC.

Michelle Brummer, AICP  
Brian Funkhouser, AICP  
Jonathan Heilman, AICP  
Matthew Houtz, GISP

---

## ACRONYMS

### AGENCIES AND ORGANIZATIONS

AASHTO	American Association of State Highway and Transportation Officials
CB	Cornwall Borough
CCIP	Congested Corridor Improvement Program
ITS	Intelligent Transportation System
LEBCO MPO	Lebanon County Metropolitan Planning Organization, the transportation planning agency for Lebanon County
NCT	North Cornwall Township
NLT	North Lebanon Township
PA DCED	Pennsylvania Department of Community and Economic Development
PA DCNR	Pennsylvania Department of Conservation and Natural Resources
PA DEP	Pennsylvania Department of Environmental Protection
PennDOT	Pennsylvania Department of Transportation
PHMC	Pennsylvania Historical and Museum Commission
SLT	South Lebanon Township
WCT	West Cornwall Township

### OTHER ACRONYMS

AADT	Average Annual Daily Traffic
CDBG	Community Development Block Grant
CFR	Code of Federal Regulations
MPC	(Pennsylvania) Municipalities Planning Code
MS4	Municipal Separate Storm Sewer Systems
NPDES	National Pollutant Discharge Elimination System
SAFETEA-LU	The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (Public Law 109-59; SAFETEA-LU)
TIP	Transportation Improvement Plan, a four-year list of transportation projects and their funding sources



---

# 1 PLAN PURPOSE AND PREPARATION



## THE PURPOSE OF THE PLAN

The Regional Comprehensive Plan is a 10-year policy guide for the continuing development of five municipalities of the Cornwall-Lebanon (Cedar Crest) School District – Cornwall Borough and North Cornwall, North Lebanon, South Lebanon and West Cornwall Townships.<sup>1</sup> The Plan establishes policies for community and economic growth and improvement; a foundation for land use and development regulations; and a framework for investment decisions regarding transportation, housing, municipal services, utilities, and natural and historic resource conservation. Its purpose in considering these topics *simultaneously* is to ensure that municipal decisions and investments are coordinated and complementary to the land use plan and one another. Its purpose in planning for five municipalities *regionally* is to identify opportunities for intergovernmental approaches to become more consistent, more efficient and more cost effective.

The municipalities of the Cornwall-Lebanon Region recognize that they share many resources, systems and markets, and have many needs in common. In advance of the plan's preparation, municipal representatives identified seven common community development issues:

1. the impacts of extensive approved, proposed and anticipated development potential
2. zoning capacity
3. need for expanded business and employment opportunities
4. need for transportation system improvements
5. interest in cooperative municipal services
6. stormwater management compliance, and
7. opportunities for external funding.

As the planning effort sought community input through public meetings, residents expressed two additional issues that should be addressed in the plan:

8. the protection of natural and sensitive environmental resources, and
9. the preservation of the unique qualities and characteristics of rural villages and towns and significant sites.

---

<sup>1</sup> Mt. Gretna was invited to participate and declined to participate in the Regional Comprehensive Plan.

# Chapter 1

---

As willing partners, these municipalities agreed to prepare a regional comprehensive plan to characterize these issues and identify ways to cooperatively address common problems and maximize opportunities.

## AUTHORITY FOR MUNICIPAL AND INTERGOVERNMENTAL PLANNING

The Pennsylvania Municipalities Planning Code (MPC), Act 247 of 1968, as reenacted and amended, authorizes municipalities to plan for their future using a variety of planning tools. These tools include the municipal planning commission, the comprehensive plan, the official map, the subdivision and land development ordinance, the capital improvement program, the zoning ordinance, and the zoning hearing board. The MPC authorizes municipalities to plan in cooperation with one another through intergovernmental agreements.

Article III of the MPC requires that a municipal or multi-municipal comprehensive plan consider the many factors that influence a community's development. Comprehensive plans are to evaluate the existing conditions of land use, transportation system, housing, community facilities and services, and natural and cultural resources—primarily within the study area, but also in the context of surrounding areas. From this evaluation, the Comprehensive Plan projects future community and economic growth trends and recommends a future land use plan, transportation and infrastructure investments, and community service improvements to accommodate expected growth while protecting the community's resources and character. In addition, the Comprehensive Plan includes short and long range strategies to implement or carry out the plan and a process for reviewing and renewing the plan in the future.

### MUNICIPAL PLANNING TOOLS

1. Planning Agencies
2. Comprehensive Plan
3. Official Map
4. Subdivision and Land Development Ordinance
5. Capital Improvement Program
6. Zoning Ordinance
7. Zoning Hearing Board

As a policy document, the Comprehensive Plan does not add, change or remove municipal regulations, procedures or standards. It may recommend that such items be revised to guide the development of a more cohesive and sustainable community. But it is only through the actions taken to implement the plan—not the plan itself—that the community or region's quality of life will be sustained.

## THE REGIONAL COMPREHENSIVE PLAN AND ITS PREPARATION CAN...

- Form consensus on goals for the Cornwall-Lebanon region for the next 10 years.
- Engage local officials and community residents in a planning process to identify quality of life issues in their planning area and surrounding region.
- Address growth and development trends and issues in the region with best practices and innovative solutions.
- Provide a realistic projection of future land use scenarios based on current patterns and propose strategies for a more desirable and sustainable future.
- Establish consistency between future land use policies, land use regulations (zoning), infrastructure investments, and conservation policies.
- Assist state, county, and municipal officials in their decision-making process by establishing regional needs and priorities.
- Outline feasible areas for cooperation among all or multiple municipalities.

# Plan Purpose and Preparation

## THE REGIONAL COMPREHENSIVE PLAN CANNOT...

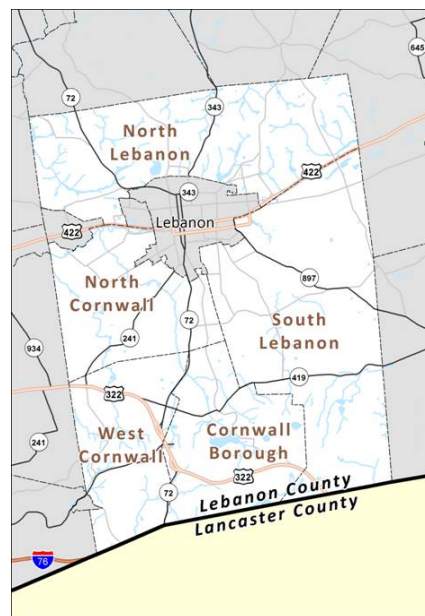
- Change land use regulation. Land use is regulated by zoning ordinances and maps.
- Require new standards for development and construction. Subdivision and land development ordinances regulate these topics.
- Determine what land will be developed. This is a property owner's decision.
- Determine what land will be owned by the public sector or by private owners. Such determination requires action by a public or private entity.

## THE BENEFITS OF THE REGIONAL COMPREHENSIVE PLAN

As stated above, the Regional Comprehensive Plan addresses common issues and opportunities with shared or coordinated approaches that are consistent, efficient, and cost effective. The Regional Comprehensive Plan in itself represented a cost effective approach to updating or establishing municipal comprehensive plans in all five municipalities of the Region.

A multi-municipal or regional comprehensive plan must meet all requirements of a municipal comprehensive plan stated in Article III of the MPO. Article XI governing intergovernmental cooperation authorizes the following optional designations for comprehensive plans:

- Designate growth areas where:
  - (i) Orderly and efficient development to accommodate the projected growth of the area within the next 20 years is planned for residential and mixed use densities of one unit or more per acre.
  - (ii) Commercial, industrial and institutional uses to provide for the economic and employment needs of the area and to insure that the area has an adequate tax base are planned for.
  - (iii) Services to serve such development are provided or planned for.
- Designate potential future growth areas where future development is planned for densities to accompany the orderly extension and provision of services
- Designate rural resource areas where:
  - (i) Rural resource uses are planned for;
  - (ii) Development, at densities that are compatible with rural resource uses, are or may be permitted.
  - (iii) Infrastructure extensions or improvements are not intended to be publicly financed by municipalities except in villages, unless the participating or affected municipalities agree that such service should be provided to an area for health or safety reasons or to accomplish one or more of the purposes set forth in section 1101.



**THE CORNWALL-LEBANON REGION**

# Chapter 1

These discretionary provisions, outlined in Article XI, Section 1103, are incorporated in this regional comprehensive plan at its 10 year planning horizon. Once adopted, the Regional Comprehensive Plan will legally enable the municipalities to implement additional planning tools, if desired, as provided by Article VIII-A and Article XI. Additional powers enabled by an adopted regional comprehensive plan are outlined in Chapter 13, Implementation.

## PREVIOUS PLANNING AND COOPERATIVE EFFORTS

The municipalities of the Cornwall-Lebanon region have not previously planned together. Four of the five municipalities each have an adopted comprehensive plan, and each has a municipal zoning ordinance and a subdivision and land development ordinance, as shown in Table 1-1. Though they have not planned together, the municipalities have cooperated in the provision of some community services as noted in Table 1-2.

**Table 1-1 Use and Currency of Municipal Planning Tools**

Municipality	Planning Commission	Comprehensive Plan	Subdivision & Land Development Ordinance	Zoning Ordinance	Zoning Hearing Board
Cornwall	Yes	2000	2002	2001; 2005	Yes
North Cornwall	Yes	1999	2000; 2006	2011	Yes
North Lebanon	Yes	1994	County 1989; 2008	1984; 2011	Yes
South Lebanon	Yes	2000	1990	2004	Yes
West Cornwall	Yes	None	County 1989; 2008	1997; 2005	Yes

Source: Lebanon County Planning Department

## RELATIONSHIP TO LOCAL PLANS AND REGULATIONS AND COUNTY PLANS

The Cornwall-Lebanon Regional Comprehensive Plan gives direction to municipal regulation, and other planning efforts. The Regional Comprehensive Plan makes recommendations to prepare, update, and implement the following municipal plans and regulations:

- Zoning Ordinances and Subdivision and Land Development Ordinances
- Act 537 Municipal Sewage Facilities Plans, a state-required 20-year plan to manage public sewerage systems and on-lot septic systems (see description on page 101)
- Recreation Plans

The Regional Comprehensive Plan also recommends that the municipalities actively represent the region and participate in county and regional planning and plan implementation efforts, such as:

- Lebanon County MPO Transportation Improvement and Long-Range Transportation Plans
- Long-term Water Supply Planning by the City of Lebanon Authority
- Long-term Sewerage Disposal Planning in conjunction with the City of Lebanon Authority

In 2007, Lebanon County adopted a new comprehensive plan – a multi-faceted planning effort with funding support from four state agencies to strengthen consistency between county and state policies. The 2007 county plan included the Lebanon County Metropolitan Planning Organization’s first long-range transportation plan and the county’s first greenways and open space plan, titled *Greenscapes*.

# Plan Purpose and Preparation

**Table 1-2 Cooperative Municipal Efforts**

Efforts (ongoing unless otherwise noted)	Cornwall	North Cornwall	North Lebanon	South Lebanon	West Cornwall
1. Police Service	To Mt. Gretna, WCT		To West Lebanon		
2. Mutual Aid-Police & Fire and Fire Police	All				
3. First on site, first to plow roads along borders	All				
4. Joint purchase of a crack sealing machine; shared crew/ machine during spring/fall use; and annual joint materials purchase. 50% grant for machine.			NLT, SLT, Jackson, and Bethel		
5. Monthly managers' meetings; informal gatherings to share information, address common issues and at times consider joint purchasing.	CB, NCT, NLT, SLT				
6. Joint purchase of an old ambulance as a converted Commercial Motor Vehicle Enforcement vehicle. Housed at NLT with 50% support billed to SLT.			NLT, SLT		
7. Borrowed use of specialized equipment, as needed.			NLT, SLT, Jackson		
8. Green waste collection yard (by permit)		NCT, SLT, Cleona			
9. Training and workshops provided in partnership Lebanon County Planning Department and Lebanon County MPO.	All				
10. 2009 Justice Assistance Grant		NCT, NLT, Palmyra Lebanon County, City of Lebanon,			
11. Lebanon County Association of Township Supervisors Annual Conferences, which have been open to elected officials and administrative staff from all local governments in the county since 2009.	All				
12. 2010 BASLE Grant for upgraded police hardware (laptops for the vehicles) and software (records management system) among other items.		NCT, NLT, City of Lebanon, Millcreek			
13. 2010 Intergovernmental Agreement for the Regional Comprehensive Plan.	All plus Cornwall-Lebanon School District				
14. 2011 PENNVEST H <sub>2</sub> O grant to provide public sewer to 75 homes in the Rockwood.			NLT, Swatara		
15. 2011 Lebanon County Clean Water Alliance.		NCT, NLT, SLT			

Source: Municipalities

# Chapter 1

---

The county plan analyzed six planning regions within the county in addition to its countywide analysis. Each of the planning regions was based on a school district, an existing sub-county region with which many residents identify. The Cornwall-Lebanon School District was one of these regions.<sup>2</sup> The county plan followed this analysis with a recommendation to update, and, where absent, to establish, municipal comprehensive plans on a multi-municipal basis – an approach that had strong state policy and funding support.

The Lebanon County Planning Department encourages municipalities to use the Lebanon County Comprehensive Plan as:

1. A guide for establishing or strengthening community development policies consistent with the county plan.
2. A benchmark for existing conditions (circa 2000-2005) as documented in Appendix I.
3. Guidance for land use and recreation planning practices as documented in Appendix II.
4. A Source of model ordinances as documented in Appendix III.

Other studies relevant to the Cornwall-Lebanon region include:

- Lebanon County Natural Areas Inventory, 2002
- The Modified Corridor Management Plan for the Route 419 Cornwall-Lebanon Scenic Byway, 2011
- Cocalico Creek and Tulpehocken Creek Stormwater Management Plans, 2001
- Swatara Creek Rivers Conservation Plan, 2000

## AN OVERVIEW OF THE PLAN PREPARATION

The preparation of the Cornwall-Lebanon Regional Comprehensive Plan blended professional planning expertise with the local knowledge and values of citizens and local officials.

## SUMMARY OF TECHNICAL PREPARATION

The technical preparation of the plan was conducted in two phases. The first phase developed a detailed understanding of the issues and opportunities facing the Cornwall-Lebanon Region through an inventory and analysis of available data and anecdotal information. Data from the U.S. Census Bureau, municipal and county records, and other plans and studies were referenced to present and analyze trends and issues in the Region. Spatial data from state and county sources was used to illustrate these conditions through various inventory maps using geographic information systems (GIS) technology.

The second phase framed the community development goals and objectives for guiding growth through land use policies and the placement of physical infrastructure in support of the existing community and planned future growth, and for enhancing the local quality of life through community services. This phase also developed a series of recommendations to advance the Region toward its shared values, while allowing each municipality to retain its autonomy. Particular emphasis was given to anticipated land use changes; transportation improvements; the need for effective community services, including recreation; and the protection of natural and cultural resource that define the character of the Region and its communities.

---

<sup>2</sup> Mt. Gretna was invited to participate and declined to participate in the Regional Comprehensive Plan.



# Plan Purpose and Preparation

---

## PUBLIC INVOLVEMENT

The public participation process included a variety of techniques to obtain specific input, foster local ownership, and build support for plan approval and implementation throughout the region. The following techniques were used:

1. A Steering Committee comprised of an elected official, a planning commission member and another representative of each municipality met throughout the planning process to oversee development of the plan and provide regular local input on issue analysis, alternative approaches, and recommendations.
2. Key person interviews were conducted with:

- Cedar Crest School District
- City of Lebanon
- Developers active in the Region
- Farmers active in the Region
- Greater Lebanon Refuse Authority
- Lebanon County Planning Department
- Lebanon County Metropolitan Planning Organization (LEBCO MPO)
- Lebanon County Conservation District
- Lebanon Valley Bicycle Coalition
- Lebanon Valley Chamber of Commerce
- Lebanon Valley Conservancy
- Lebanon Valley Economic Development Corporation
- Lebanon Valley Rails-to-Trails
- Municipal Police Chiefs
- Municipal Recreation Boards and Committees
- Volunteer Fire Departments



**INTERVIEW WITH MEMBERS OF THE  
LEBANON VALLEY BICYCLE COALITION**

3. A Public Meeting was conducted on June 16, 2011 at the Cedar Crest High School to discuss the issues raised by the Steering Committee and the technical analysis. About 30 people attended the meeting, viewed the presentation, and discussed the following questions. A complete meeting summary for Public Meeting #1 is provided as Appendix B2.

- **What are the essential qualities of this region that should not change?**
  1. Agricultural land sufficient for the agricultural industry.
  2. (Historic) Villages with distinctive development pattern and scale.
  3. Quality of life defined by convenience and reliability of service and infrastructure.
- **What issues and opportunities affect you today? What might affect you in the future?**

Quality of life is still good today but the Region is losing

  1. Its identity by way of development location and character, and
  2. The certainty and predictability of future land use and character in zoning.
- **What do you think the plan should address?**
  1. Development located in serviceable areas and fit or buffered into neighborhoods.
  2. More resident and worker transportation options.
  3. Greater open space protection.
  4. Better water conservation and stormwater management.

# Chapter 1

---

5. Employment and restaurant opportunities.
  6. Keep our quality of life, including best solutions by municipality.
4. A second Public Meeting was held on February 16, 2012 at the South Lebanon Elementary School to present the preliminary goals and recommendations. About 75 people attended the meeting, viewed maps and discussed the plan's content. Citizens asked and commented:
- How the plan relates to the Lebanon County Comprehensive Plan.
  - If policies for the protection of forest land, and preservation of the natural and historic qualities of the Mt. Gretna area could be strengthened.
  - If the plan endorses development proposals noted in the plan.
  - If outreach occurred to the landowners who would be affected by the identified rezoning recommendations.
  - If there is interest in establishing a transfer of development rights program.
  - If rural character can be maintained without changing the zoning.
  - If the plan addressed the reliability and resiliency of power supply.
  - If redevelopment of the Bethlehem Steel property as apartment buildings along a future passenger rail line adequately accommodate regional growth pressures.
  - That soils data be used as the foundation for infrastructure service area decisions and development locations.



**MILESTONE MEETING #2 AT THE  
SOUTH LEBANON ELEMENTARY  
SCHOOL**

A complete meeting summary for Public Meeting #2 is provided as Appendix B3.

## PLAN REVIEW AND FINALIZATION

A joint public meeting was conducted by the municipal planning commissions on October 4, 2012 at the South Lebanon Elementary School. The planning commissions of North Cornwall, North Lebanon and West Cornwall Townships approved the draft plan with specified revisions in response to public comments. Cornwall Borough and South Lebanon Township held subsequent planning commission meetings to approve the draft plan with revisions. Meeting summaries are provided as Appendix B4.

The Boards of Supervisors of the four townships held a joint public hearing to hear public comments on the draft Regional Comprehensive Plan on March 7, 2013. The Boards indicated that they were not ready to finalize the plan and vote on its adoption, and requested that another joint meeting be held after each Board had an opportunity to consider the public comments. A second joint Board of Supervisors meeting was held on June 6, 2013 at which time the Boards finalized the plan. A record of these joint Board meetings is provided as Appendix B5 and B6.



---

## 2 THE REGION



### THE REGION

The Cornwall-Lebanon Region is comprised of five municipalities of the Cornwall-Lebanon (Cedar Crest) School District: Cornwall Borough, and North Cornwall, North Lebanon, South Lebanon and West Cornwall Townships. These five municipalities encompass an area of 42,431 acres and a population of approximately 35,000 residents. The Region occupies the southcentral portion of Lebanon County, Pennsylvania, surrounding the City of Lebanon and West Lebanon Township.

Three major features shape ongoing community development patterns.

- The Lebanon Valley, one of 14 valley segments of the Great Appalachian Valley stretching from Quebec to Alabama. The Lebanon Valley lies between the Kittatinny Ridge and South Mountain and between the Susquehanna and Schuylkill Rivers. Naturally productive soils have developed in the valley over thousands of years, creating some of the most fertile, non-irrigated farmland in the world.
- The Highlands, a chain of hills and ridges with large unbroken tracts of forest that stretch across Pennsylvania, New York, New Jersey and Connecticut. In Lebanon County, the local ridge is known as South Mountain. The Highlands are significant ecologically for its wildlife habitat and for the clean water that both local and metropolitan communities tap for public water supply. In addition, the mountain's iron and red sandstone formations were heavily mined in the 1800s and 1900s for the iron and steel industries.
- The transportation network centered on US Route 422 and the parallel rail line, connecting the Region to Harrisburg and Reading, and PA Route 72, proving access to Interstates 78 and 81 to the north and Interstate 76, the Pennsylvania Turnpike, and Lancaster to the south. Additional state routes radiate from the City of Lebanon in the direction of other communities important to the County's historic and contemporary economies.

As a result of these features, community development patterns in the Region range from intensive urban neighborhoods and suburban business centers along the City and West Lebanon border, to a suburban residential "ring," to expansive, productive agricultural and forest landscapes interspersed with villages and rural residences along the border with Mt. Gretna Borough.

# Chapter 2

---

## A 40-YEAR GROWTH TREND

The Cornwall-Lebanon region had a resident population of 34,533 persons in 2010, as shown in Table 2-1. This reflected an increase of 3,723 persons or a growth rate of 12 percent since 2000. All five municipalities had increases in population and positive growth rates. North Cornwall Township added the most residents, 1,150 persons, and had the same growth rate as Cornwall Borough, 18 percent. West Cornwall had the smallest increase, 67 persons, and the slowest growth rate, 4 percent. The region's population density (521 persons per square mile) was higher than that of Pennsylvania (284 persons per square mile), classifying it as an urban area, as shown in Table 2-2.

Population growth in the region has largely been concentrated in North Cornwall, North Lebanon and South Lebanon Townships where land has been zoned for development and utilities have been readily available. Over the past 50 years, North Cornwall Township has grown by 4,929 persons (188 percent); North Lebanon Township by 6,716 persons (143 percent), and South Lebanon Township by 2,879 persons (44 percent). Cornwall Borough and West Cornwall Township have added fewer residents but have doubled or nearly doubled their smaller communities. Cornwall Borough has added 2,178 persons (112 percent), and West Cornwall Township, 956 persons (94 percent).

These increases continued the steady growth the region has experienced since the 1960s, largely as a result of net in-migration. Over the past 50 years, the population increase was highest in the 1970s, 3,843 persons, and fastest in the 1960s, 22 percent. Population increases dropped slightly in the 1980s and 1990s, before rising to near record levels by the end of the 2000s, despite the 2008-2009 financial crisis (also known as the great recession).

The region has been a leader in Lebanon County's growth, as well. The region represented an increasing percentage of the total county population from 1960 to 2010. The region was home to 19 percent of the county population in 1960. This figure increased to more than 25 percent by 2010. The region also absorbed more than half of the population growth in the county during the 1980s and 1990s, followed by a 28 percent share of the county's growth in the most recent decade.

Community and economic development associated with this population growth has largely occurred in locations zoned for development and serviced with public water and sewer.

As a result of the 2000 U.S. Census, the U.S. Census Bureau designated Lebanon County an "urbanized area," defined as a "densely settled territory containing 50,000 or more people."<sup>3</sup> The Federal Aid Highway Act of 1962 recognized the need to improve urban transportation planning, established the metropolitan transportation planning process specified in Federal transportation regulations (23 USC 134 and 49 USC 5303), and created metropolitan planning organizations to carry out the process in urbanized areas with a population greater than 50,000 individuals. Thus, the County's designation as an urbanized area required the formation of the Lebanon County Metropolitan Planning Organization (LEBCO MPO), which occurred in 2003. With local representation, the LEBCO MPO addresses transportation-related issues makes decisions on the use of federal transportation funds from a countywide perspective. This benefits municipalities with more direct access to transportation planning expertise and financial assistance.

---

<sup>3</sup> US Census, Federal Register, 67 FR 21962 (May 1, 2002).

**Table 2-1 Historic Population Change, 1960-2010**

Table 2-1 Historic Population Change, 1960-2010							
Area	1960	1970	Change 1960- 1970	% Change 1960- 1970	1980	Change 1970-1980	% Change 1970- 1980
Pennsylvania	11,319,366	11,800,766	481,400	4.25%	11,863,895	63,129	0.53%
Lebanon County	90853	99665	8,812	9.70%	108,582	8,917	8.95%
CLSD Region	16,875	20,582	3,707	21.97%	24,425	3,843	18.67%
Cornwall Borough	1,934	2,111	177	9.15%	2,653	542	25.68%
N Cornwall Twp	2,624	3,343	719	27.40%	4,401	1,058	31.65%
N Lebanon Twp	4,713	6,146	1,433	30.41%	8,343	2,197	35.75%
S Lebanon Twp	6,584	7,706	1,122	17.04%	7,431	-275	-3.57%
W Cornwall Twp	1,020	1,276	256	25.10%	1,597	321	25.16%
Area	1990	Change 1980- 1990	% Change 1980- 1990	2000	Change 1990-2000	% Change 1990- 2000	
Pennsylvania	11,881,643	17,748	0.15%	12,281,054	399,411	3.36%	
Lebanon County	113,811	5,229	4.82%	120,327	6,516	5.73%	
CLSD Region	27,345	2,920	11.95%	30,810	3,465	12.67%	
Cornwall Borough	3,231	578	21.79%	3,486	255	7.89%	
N Cornwall Twp	4,886	485	11.02%	6,403	1,517	31.05%	
N Lebanon Twp	9,741	1,398	16.76%	10,629	888	9.12%	
S Lebanon Twp	7,491	60	0.81%	8,383	892	11.91%	
W Cornwall Twp	1,996	399	24.98%	1,909	-87	-4.36%	
Area	2010	Change 2000- 2010	% Change 2000- 2010	20-Year Trend	30-Year Trend		
Pennsylvania	12,702,379	421,325	3.43%	6.91%	7.07%		
Lebanon County	133,568	13,241	11.00%	17.36%	23.01%		
CLSD Region	34,533	3,723	12.08%	26.29%	41.38%		
Cornwall Borough	4,112	626	17.96%	27.27%	54.99%		
N Cornwall Twp	7,553	1,150	17.96%	54.58%	71.62%		
N Lebanon Twp	11,429	800	7.53%	17.33%	36.99%		
S Lebanon Twp	9,463	1,080	12.88%	26.32%	27.34%		
W Cornwall Twp	1,976	67	3.51%	-1.00%	23.73%		

Source: US Census Bureau, 2010 Census

## Chapter 2

**Table 2-2 Population Density**

Geography	Population	Land Area (Sq. Miles)	Density (Persons per Sq. Mile)	Land Area (Acres)	Density (Persons per Acre)
Pennsylvania	12,702,379	44,817	283	28,682,880	0.44
Lebanon County	133,568	366	365	234444	0.57
<b>CLSD Region</b>	<b>34,533</b>	<b>66</b>	<b>521</b>	<b>42,430</b>	<b>0.81</b>
Cornwall Borough	4,112	10	422	6237	0.66
N Cornwall Twp	7,553	9	795	6077	1.24
N Lebanon Twp	11,429	17	683	10704	1.07
S Lebanon Twp	9,463	22	436	13902	0.68
W Cornwall Twp	1,976	9	230	5510	0.36

Source: US Census Bureau, 2010 Census

### DEMOGRAPHIC, SOCIO-ECONOMIC AND SOCIAL CHARACTERISTICS

Population growth over the past five decades has been accompanied by changes in demographic and social characteristics among the resident population. The region's population has followed state trends in aging, increasing racial and ethnic diversity, and declining household size.

According to estimates from the US Census Bureau, approximately 21 percent of the Region's population is children and youth (under 18 years), 16 percent is young adults, 43 percent is mature adults, and 19 percent is seniors (65 years and over). When compared to county figures, this age distribution shows that residents of the region are older than the populations of Lebanon County and Pennsylvania. This is due, in part, to the region's older villages and neighborhoods, its proximity to senior housing and medical services, and its proportion of age-targeted and age-restricted housing compared to the rest of the county. Families of married couples without children under the age of 18 also comprise a higher percentage of the region's households (60.8 percent) than in the county as whole (34.3 percent) for the same reasons. In addition, nearly 10 percent of the region's non-family households are seniors living alone.

In 2010, the region's population was still predominantly white, but the percentages of residents of minority races and multiple races increased in all race categories and municipalities. Residents of Hispanic, Latino, or Spanish origin comprised less than 10 percent of the total population but roughly doubled from 1,207 in 2000 (3.9 percent of the regional population) to 2,430 in 2010 (7.0 percent of the regional population). This ethnic population is concentrated in the City of Lebanon and surrounding communities, including this region. Average household and average family sizes in the region have declined. Municipal household and family size trends fell more rapidly than county and state trends—except in North Lebanon Township where household and family sizes have increased by 0.37 and 0.34 persons per unit, respectively, since 2000.

By comparison, regional residents were more educated and generally have higher incomes than their county peers. Estimates also showed that earnings generally increased with higher educational completion, however completion of "some college or associate's degree" did not necessarily result in higher earnings. Of the 22,566 residents 25 years and over, 85.7 percent completed high school and 21.3 percent held at least a bachelor's degree. County figures were 83.7 percent for high school graduation or equivalent and 17.8 percent for holding a bachelor's degree or higher. While a regional median annual earnings figure cannot be calculated from the available data, estimates of median annual earnings by municipality show that average earnings of workers who completed high school in all but South Lebanon (\$29,727) received similar or higher earnings

than the county's \$29,948 and the state's \$27,631. Workers who completed a bachelor's degree in all but North Cornwall (\$41,439) received similar or higher earnings than the county's \$43,385 and the state's \$46,637. Workers who completed a graduate or professional degree in all municipalities received similar or higher earnings than the county's \$58,605; workers in North Cornwall (\$69,625) and West Cornwall (\$71,477) had earnings substantially higher than the state's \$62,321.

Family households are more common in this region than across Lebanon County or Pennsylvania. Of the 12,088 households in the region in 2010, 73.4 percent were family households of related individuals. Specifically, 20.8 percent were married couples with children under 18 years living at home, 60.8 percent were married couples with no children under 18 years living at home, and 8.7 percent were single mothers.

## POPULATION PROJECTIONS

In selecting a population projection on which to base further analysis, three methods were considered: 30-year average, projected residents of planned developments, and Lebanon County Planning Department projection, as shown in Table 2-3.

The projection of residents from planned developments is markedly influenced by several large multi-phase developments. While all phases of the developments could be completed by 2020, economic conditions at the present time suggest that build out will occur beyond 2020. Therefore, these projections are viewed as too high for the 2020 planning horizon. This analysis also does not address growth in West Cornwall Township since there are no active residential developments in this municipality. Reviewing municipal 30-year average increases provides a second basis for a population projection.

Given the accuracy of the Lebanon County Planning Department's previous population projections, its 2020 population projection provides, a mid-range figure for population increase, was also considered.

**Table 2-3 Projected Population Increases, 2010-2020**

Geography	Population Change			30 Year Average	Projected Residents of Planned Developments*	2006 LCPD Projection	Selected Increase	Selected Population Projection
	1980-1990	1990-2000	2000-2010	1980-2010	Build-out	2010-2020	2010-2020	2020
Lebanon County	5,229	6,516	13,241	8,329	n/a	9,393	n/a	n/a
<b>CLSD Region</b>	<b>2,920</b>	<b>3,485</b>	<b>3,723</b>	<b>3,376</b>	<b>5,497</b>	<b>2,650</b>	<b>3,500</b>	<b>38,033</b>
Cornwall Borough	578	255	626	486	1,694	497	1,010	5,122
N Cornwall Twp	485	1,537	1,150	1,057	2,384	695	1,060	8,613
N Lebanon Twp	1,398	888	800	1,029	413	561	490	11,919
S Lebanon Twp	60	892	1,080	677	1,006	875	940	10,403
W Cornwall Twp	399	(87)	67	126	-	22	200	2,176

\* See Chapter 5 (Tables 5-5, 5-6, and 5-7) for population projection of Planned Developments

Sources: Gannett Fleming



## Chapter 2

---

The Steering Committee evaluated the varied projections and selected figures based on the following factors.

- Cornwall Borough will experience a marked increase in its resident population by 2020. Alden Place will in all likelihood be completed. The Woods and the Preserve will be in the latter phases of construction, estimated at 50 percent complete. An increase of 1,010 residents is projected.
- Completion of Greystone Crossing and the Lebanon Valley Catholic Homes will provide units for 565 residents in North Cornwall Township. The remaining proposed developments have only begun the plan development and review process; perhaps 25 to 30 percent of these will be completed by 2020. This approach yields a total similar to the 30-year trend for the township —1,060 additional residents by 2020.
- North Lebanon Township expects that all five of the planned developments will be completed by 2020. Additional subdivisions and small-scale developments may occur, but the overall growth rate is expected to slow. An average of the planned development build-out and the county planning development figures was selected—490 additional residents.
- South Lebanon Township expects that the majority of the seven planned developments in the township will be completed by 2020. Again, an average of the planned development build-out and the county planning development figures was selected—940 additional residents.
- Given and expected increase in new senior housing in the Quentin area (Alden Place) and potential new construction on a few existing vacant lots in the Quentin, Stoberdale, and Mine Road areas, an increase of 200 residents is projected.

These figures result in a projected increase of 3,500 residents by 2020 and a total regional population of 38,033.

---

## 3 ISSUES AND OPPORTUNITIES



### AT THE OUTSET OF THE PLANNING EFFORT

In organizing the planning effort, municipal representatives recognized that the minimum requirements of the comprehensive plan would need to be met. The Regional Comprehensive Plan would need to provide:

1. A statement of community development objectives.
2. A plan for land use.
3. A plan to meet the housing needs of present and projected residents.
4. A plan for movement of people and goods.
5. A plan for community facilities and utilities.
6. A plan for the protection of natural and historic resources to the extent not preempted by federal or state law.
7. A statement indicating land use and development compatibility with neighboring municipalities, and generally consistency with the objectives and plans of the county comprehensive plan.

As the planning effort was developed, specific concerns and topics of interest were incorporated into the planning process. The Steering Committee sought specific analysis on the topics listed below and described on the following pages.

- Land Use, Housing and Economic Development Considerations
- Transportation Improvements and Funding
- Opportunities for Shared Public Services
- Efficient Compliance with the State Water Plan and its Municipal Separate Storm Sewer Systems (MS4) Stormwater Management Program
- Opportunities for Conservation and Recreation Funding
- Consistency and Compatibility with the Lebanon County Comprehensive Plan.

### LAND USE CONSIDERATIONS

The municipalities of the Cornwall-Lebanon Region are among the fastest-growing in Lebanon County and contain a broad array of land uses and opportunities for shaping future land use. They agree with the smart

## Chapter 3

---

growth principles of directing growth to areas of existing or planned infrastructure, and protecting sensitive resources from development and its impacts. Areas zoned for development with water and sewer service access have steadily been developing. But new and innovative proposals are making their way into southcentral Pennsylvania and even into the Region. How can the municipalities prepare for and manage these unconventional proposals?

Under the umbrella of land use, municipalities were specifically interested in exploring:

1. **Planned Development and its Impacts**

How much development is approved and proposed? What are its population, housing, and service need impacts? How much age-restricted and age-targeted housing is located or planned in our Region?

2. **Zoning Capacity**

How much capacity remains in our zoning districts? What reasonable uses, if any, have limited development opportunity in our Region? Are there opportunities to share development capacity?

3. **Planning Tools to Conserve Community Character**

How can we better protect and sustain our character as development occurs? Are traditional neighborhood development, transit-oriented development, and conservation by design applicable to our Region? Where and how could they be applied to benefit our Region? Would a transfer of development rights program help manage growth and community character?

4. **Economic Development Opportunities**

How can we foster economic development – job creation, economic and employment diversity, family-sustaining wages?

5. **Applicability of Other Planning and Community Development Tools**

Would we benefit from a joint or multi-municipal zoning ordinance and map? Are any of the municipalities using a capital improvement program? What is the value of an “official map” per the Pennsylvania Municipalities Planning Code?

## TRANSPORTATION IMPROVEMENTS AND FUNDING

Whether generated by local sources or more distant employment, service and entertainment destinations, traffic in the Region seems to be increasing. Problem locations are getting worse and new locations are emerging. State roads have the highest traffic volumes and most congestion, resulting in local residents spending more time on secondary municipal roads as an alternative. Liquid fuels revenues seem to be declining, while road maintenance costs are increasing. In the absence of sidewalks, pedestrians are using narrow shoulders on roads with significant traffic volumes. Cyclists are asking for improvements to many of our roadways and shoulders. How do we maintain and improve the transportation system effectively?

Through the transportation element of the plan, municipalities sought direction for:

6. **An Evolving Transportation System**

How can we make better use of the existing transportation system? Where will improvements have real value? Can new development have a positive impact on the transportation system? If so, how?



## OPPORTUNITIES FOR SHARED PUBLIC SERVICES

As shown in Table 1-2, the municipalities have a history, perhaps even a culture, of cooperation in providing services, equipping and training personnel, and sharing information for the benefit of each municipality and the county as a whole. These efforts are largely coordinated by municipal managers. While this arrangement has worked well to date, the municipalities are curious if further or more formalized cooperation would result in cost savings or other benefits.

### 7. **Cooperation in Public Services**

How and in what service areas can we cooperate to maintain or improve service while managing cost? Will cooperation improve our eligibility for competitive grants? Do we need more formal arrangements for cooperation?

## EFFICIENT COMPLIANCE WITH THE STATE WATER PLAN AND THE MS4 STORMWATER MANAGEMENT PROGRAM

Water resource management has been gaining increased scrutiny from state and federal regulators. Public water supply (of a quality suitable for residential and other users), clean rivers and streams for aquatic habitat, and predictable flood volumes and impact areas are all part of the public discourse. The Pennsylvania Department of Environmental Protection and the U.S. Environmental Protection Agency are moving toward comprehensive, integrated water resource management in which water flow (volume) and quality are considered throughout the water cycle. This approach was instituted by the 2009 State Water Plan.

While the plan is largely aimed at state legislators and DEP's internal offices, its implementation will have implications for municipalities. The state's Chesapeake Bay Strategy is one example. Urbanized municipalities, large and small, are now required to establish and carry out a stormwater management program for their municipal separate storm sewer systems (MS4s), including system mapping, detection and elimination of non-stormwater discharges to the system, water quality sampling, regulation of construction and post-construction stormwater conditions through a stormwater management ordinance, public education and involvement, and annual reporting to PA DEP.

### 8. **Compliance with State Policies, Regulations and Programs**

Where do we need to strengthen our policies and regulations to fulfill compliance?

## OPPORTUNITIES FOR CONSERVATION AND RECREATION FUNDING

For decades, the Pennsylvania Department of Conservation and Natural Resources has been a source of funding for community-led land conservation, planting and recreation improvements. Current priorities for the agency and its programs include TreeVitalize, an urban forestry program, regional (multi-municipal) trails, and Growing Greener: Conservation by Design.

### 9. **Opportunities for State Funding**

Where do our needs for improvement align with state funding programs? Is there adequate need or interest in our Region to apply for TreeVitalize funds for tree plantings on public grounds? For trail planning beyond the Lebanon Valley Rail Trail and North Cornwall's planned system? For regional recreation services as has been done in the Northern Lebanon School District?

## Chapter 3

---

### CONSISTENCY AND COMPATIBILITY WITH THE LEBANON COUNTY COMPREHENSIVE PLAN

One of the objectives of the Lebanon County Comprehensive Plan is that it facilitates consistency between county and municipal planning and development. The County's role is primarily advisory, recommending consistency, compatibility, and efficiency of land use planning. Through its Plan, the County has provided precedents and best practices for sustainable community development and coordination between land use decision-making and other community investments.



---

## 4 GOALS AND OBJECTIVES



### A TRADITIONAL PLANNING FRAMEWORK

Goals and objectives form the framework through which municipalities and residents can guide community and economic policies and development in the Cornwall-Lebanon region. They address a wide range of topics, including the strategic issues identified at the beginning of this planning process, as well as conditions and concerns raised through research and community outreach. They are presented under the traditional community planning headings of land use, transportation, etc., but many convey the multiple inter-related aspects of community planning and development.

### LAND USE AND DEVELOPMENT

#### GOAL 1. MAINTAIN A BALANCE OF DEVELOPED, URBAN AREAS AND CONSERVED, RURAL LANDS.

##### *Objectives*

---

##### **A. Guide the majority of growth to the Planned Development Area. Within this area, municipal policies and regulations should:**

- Accommodate at least 90% of community and economic development (measured as number of new lots) to maximize use of infrastructure.
- Increase mixed land use patterns that promote walking, biking, and transit use and social activity, reducing transportation demand and increasing community connections.
- Encourage and catalyze redevelopment of underutilized or blighted areas.
- Ensure consistency between land use designation, the availability of public sewer and water service, and transportation system capacity.

##### **B. Discourage development in the Planned Conservation Area and encourage development that does locate there to be conservation-oriented. Within this area, municipal policies and regulations should:**

- Minimize forest fragmentation and restore forest connectivity, especially on South Mountain (the Highlands).
- Conserve prime farmland soils for agriculture and other open space uses.
- Preserve lands in large, contiguous blocks.

# Chapter 4

---

GOAL 2. SUSTAIN THE REGION’S URBAN AND RURAL CHARACTERS AS DEVELOPMENT OCCURS.

*Objectives*

---

- A. Encourage new development to “fit” with the region’s urban and rural characters:**
- B. Revitalize and strengthen identity of villages and neighborhoods..**

## TRANSPORTATION

GOAL 3. MAINTAIN CIRCULATION SYSTEMS; EXPAND TRAVEL OPTIONS, ESPECIALLY WITHIN THE PLANNED DEVELOPMENT AREA.

*Objectives*

---

- A. Improve the Region’s transportation asset management practices.**
- B. Diversify travel options.**
- C. Improve safety.**
- D. Increase efficiency, connectivity, and accessibility.**
  - Manage access and connectivity on the roadway network.
  - Make public transit feasible within Planned Development Areas.
  - Address congestion bottlenecks and other impediments to freight movement on the highway network.
  - Follow Smart Transportation principles (e.g., Complete Streets) in highway planning and design.
- E. Coordinate transportation improvements with land use, infrastructure, and other community development decisions.**
- F. Plan, design, and construct projects collaboratively among affected municipalities and with the private sector.**

## ECONOMIC DEVELOPMENT

GOAL 4. EXPAND AND DIVERSIFY THE ECONOMIC TAX BASE AND FAMILY-SUSTAINING, LIVING WAGE EMPLOYMENT.

---

### *Objectives*

**A. Ensure available, appropriately zoned land with shovel-ready infrastructure for leading and target industries (agricultural production expected) and for support industries, particularly services that can be provided at the neighborhood level or through home-based locations, within the Planned Development Area.**

**B. Encourage a variety of agri-business types.**

**C. Maintain reasonable regulations for businesses.**

**D. Market available business locations and service opportunities in cooperation with the county economic development and local business organizations.**

**E. Expand heritage tourism.**

GOAL 5. PROTECT FARMLAND AND THE BUSINESS OF FARMING.

---

### *Objectives*

See 1B, 4B, 4C

## HOUSING

GOAL 6. FOSTER REASONABLE HOUSING CHOICES IN TYPE, COST, AND ACCESSIBILITY.

---

### *Objectives*

**A. Encourage and incentivize a wider range of housing choices.**

**B. Consider region-wide solutions to housing needs.**

## INFRASTRUCTURE

GOAL 7. PLAN, BUILD AND MAINTAIN SUSTAINABLE PHYSICAL INFRASTRUCTURE.

---

### *Objectives*

**A. Maintain and implement timely management plans for sewer service capacity and on-lot septic systems.**

GOAL 8. INTEGRATE WATER RESOURCES MANAGEMENT.

---

### *Objectives*

**A. Minimize site disturbance and impervious surfaces, and maximize infiltration.**

**B. Maintain or improve water quality.**

**C. Coordinate MS4 Stormwater Management Program services.**

# Chapter 4

---

## PUBLIC SERVICES

GOAL 9. PROVIDE COST-EFFECTIVE LOCAL GOVERNMENT SERVICES.

*Objectives*

---

**A. Share and coordinate services where citizen values for service delivery and outcome align; maintain independent service delivery where values are distinctive.**

## NATURAL AND HISTORIC RESOURCES

GOAL 10. PROTECT SENSITIVE NATURAL RESOURCES FROM DEVELOPMENT AND ITS IMPACTS AND RESTORE CONNECTIVITY AND QUALITY, WHERE FEASIBLE.

*Objectives*

---

**A. Minimize development activity and impacts in ecologically sensitive areas: floodplains, wetlands, steep slopes, forested areas and sites of state and local natural significance.**

**B. Minimize fragmentation and improve/restore connectivity within and between ecologically sensitive areas.**

**C. Link resources with existing communities through contiguous open space, conservation greenways, and recreational paths and trails, where appropriate.**

GOAL 11. PRESERVE SIGNIFICANT HISTORIC RESOURCES AND ENCOURAGE CONSERVATION OF OTHER HISTORIC RESOURCES.

*Objectives*

---

**A. Inventory historic resources and prioritize public preservation interests.**

**B. Encourage and incentivize use and adaptive re-use of historic resources and the application of historic building patterns and designs in new development.**

**C. Promote an understanding of these resources among citizens and visitors.**

## COOPERATIVE IMPLEMENTATION

GOAL 12. PLAN, DESIGN, AND CONSTRUCT PROJECTS COLLABORATIVELY AMONG AFFECTED MUNICIPALITIES AND WITH THE PRIVATE SECTOR.

*Objectives*

---

**All goals and objectives can be cooperative in nature. Objective 3F is specific to transportation planning and improvement.**

---

## 5 LAND USE AND DEVELOPMENT



### OUR LAND USE PATTERN

While population density suggests an urban character (at least relative to Pennsylvania as a whole), land use figures shown in Table 5-1, specifically development and open space acreages, reveal greater complexity in the Region's character.

### OPEN SPACE LANDS

Open space land uses occupy more than two-thirds of the Region—more than 30,200 acres, or 71.3 percent. Agriculture is the prevailing land use, occupying 18,217.21 acres or 43.0 percent of the region, followed by forest cover at 7,615.25 acres or 18.0 percent. Agricultural land is present in every municipality. In fact, it is the most abundant land use in every municipality except Cornwall Borough, which is dominated by forest. Significant acreages of forest are also found in South Lebanon and West Cornwall.

Recreation lands contribute another 2,390.37 acres or 5.6 percent to open space lands. Public recreation lands are most prevalent in West Cornwall, where the large acreages of the Memorial Park at Governor Dick and some state game lands are located. Private recreation lands, such as golf courses, are found in North Cornwall and West Cornwall. Mowed grass and shrub/brush lands represent vacant fields and meadows. Mineral extraction is found in South Lebanon and as well as West Cornwall.

### INTENSIVE USE LAND

The development footprint of intensive land uses, including commercial, industrial, residential, and institutional uses and infrastructure, totals 12,180.50 acres or 28.74 percent of the region. Residential uses lead this category at 7,908.16 acres or 18.6 percent.

Commercial and industrial lands are concentrated in infrastructure-served areas along major transportation corridors in North Cornwall, North Lebanon, and South Lebanon.

High density residential areas are most abundant in North Lebanon, where more than half a dozen mobile home parks are located, and also found in North Cornwall and South Lebanon. Low density residential uses are found throughout all five municipalities. Parcels used for seasonal residences are documented in Cornwall Borough, North Lebanon and South Lebanon.



# Chapter 5

**Table 5-1 Land Use Distribution, March 2011**

Land Use (acres)	Cornwall Borough	N Cornwall Twp	N Lebanon Twp	S Lebanon Twp	W Cornwall Twp	CLSD Region	% of Region
Commercial	157.47	262.32	370.96	186.79	75.30	1,052.84	2.48%
Industrial	15.32	23.05	125.38	386.31	30.26	580.31	1.37%
Commercial/Industrial Subtotal	172.79	285.37	496.34	573.09	105.56	1,633.16	3.85%
High Density Residential	70.38	206.86	441.18	346.15	221.59	1,286.16	3.03%
Low Density Residential	1,663.73	1,073.91	2,011.69	1,389.10	439.01	6,577.43	15.52%
Residential Seasonal	4.66	0.00	21.50	18.91	0.00	45.07	0.11%
Residential Subtotal	1,738.76	1,280.77	2,474.37	1,754.16	660.60	7,908.66	18.66%
Institutional	45.06	60.29	268.28	464.81	86.99	925.42	2.18%
Transportation	235.94	270.58	386.40	440.04	147.04	1,480.00	3.49%
Utility	80.07	0.64	24.33	95.75	32.47	233.26	0.55%
Community Service/ Infrastructure Subtotal	361.07	331.51	679.01	1,000.60	266.49	2,638.68	6.23%
Agriculture	909.67	3,352.31	5,016.92	7,270.74	1,667.57	18,217.21	42.98%
Forest	2,497.98	118.65	966.06	2,699.82	1,332.75	7,615.25	17.97%
Mineral Extraction	24.70	0.00	0.00	157.66	0.00	182.36	0.43%
Mowed Grass	38.85	298.86	515.41	235.01	113.74	1,201.86	2.84%
Recreation	274.35	353.07	343.63	148.44	1,270.87	2,390.37	5.64%
Shrub/Brushland	105.97	19.28	73.88	23.21	23.25	245.58	0.58%
Water	113.11	36.77	138.82	39.71	21.51	349.93	0.83%
Open Space Subtotal	3,964.62	4,178.95	7,054.71	10,574.58	4,429.69	30,202.56	71.26%
<b>Total</b>	<b>6,237.24</b>	<b>6,076.60</b>	<b>10,704.43</b>	<b>13,902.44</b>	<b>5,509.84</b>	<b>42,430.55</b>	<b>100.00%</b>

Source: Lebanon County/City GIS, Municipalities, and Gannett Fleming

## PRIME FARMLAND

According to the U.S. Department of Agriculture's Natural Resource and Conservation Service, "Prime farmland is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is also available for these uses," based on quality, growing season, adequate and dependable water supply (from precipitation or irrigation), pervious surface condition, and limited erodability and flooding frequency. Prime farmland soils are concentrated between US-422 and US-322/PA-419, and interspersed with other soils that contribute to the statewide agricultural industry north of US 422. Acreage for prime farmland soils, and soils of statewide importance are shown in Table 5-2.

Due to the physical ease of construction, agricultural areas are vulnerable to development pressures. Table 5-2 shows that more than 70 percent of the Region is underlain by quality farmland soils. While the majority of quality farmland was used for agriculture in March 2011, more than 13,000 acres of quality farmland had been "developed" for other purposes—in most cases for residential, commercial and other intensive uses.



# Land Use and Development Plan

**Table 5-2 Farmland Quality Soils**

Municipality	Prime Farmland Soils (acres)	Soils of Statewide Importance (acres)	Total Farmland Soils (acres)	Percent of Total Land	Farmland Soils (acres) in Agricultural Use, 2011	Farmland Soils (acres) in Other Uses, 2011
<b>CLSD Region</b>	<b>23,813.70</b>	<b>5,994.74</b>	<b>29,808.44</b>	<b>70.3%</b>	<b>16,668.93</b>	<b>13,139.51</b>
Cornwall	1,645.33	732.28	2,377.60	38.1%	843.56	1,534.04
N Cornwall	4,520.80	627.82	5,148.62	84.7%	2,994.53	2,154.09
N Lebanon	6,233.34	3,087.05	9,320.39	87.1%	4,646.76	4,673.63
S Lebanon	9,582.44	890.70	10,473.15	75.3%	6,652.11	3,821.04
W Cornwall	1,831.80	656.89	2,488.68	45.2%	1,531.97	956.71

Source: (soils source); Gannett Fleming

Per the Pennsylvania Municipalities Planning Code, county comprehensive planning *must* and municipal comprehensive planning *may* plan for the protection of prime agricultural land, defined as “land used for agricultural purposes that contains soils of the first, second or third class,” accounting for both current use and soil quality.

Municipalities in the Region have taken steps to protect agricultural land by limiting residential development potential in agricultural areas. Two zoning techniques are used within the Region, as shown in Table 5-3. Both permit agriculture to occur by right with residential density limitations.

- Density control techniques allow residential uses at a very low density, measured by the parent tract, but on smaller lots, often one to two acres. No commercial or industrial uses are permitted. Where the number of subdivisions is limited, this technique is known as “sliding scale zoning.”
- Large lot techniques allow residential uses at low densities on a large minimum lot size. No commercial or industrial uses are permitted.

**Table 5-3 Zoning Techniques for Agricultural Land Protection**

Municipality	Zoning Technique for Agricultural Protection
Cornwall	Density/Subdivision Control (Sliding Scale)
N Cornwall	Density/Subdivision Control (Sliding Scale)
N Lebanon	Density/Subdivision Control (Sliding Scale)
S Lebanon	Density/Subdivision Control (Sliding Scale)
W Cornwall	Large Lot (3 acre minimum)

Source: Municipal Zoning Ordinances

While municipal zoning ordinances may limit the configuration of subdivisions and amount of development on agricultural lands, they alone do not preserve land from development.

# Chapter 5

## FARMLAND AND OPEN SPACE PRESERVATION

The Lebanon County Agricultural Preservation Board and the Lebanon Valley Conservancy have protected almost 5,580 acres of farmland and open space from future development through the purchase (or donation) of development rights from willing landowners. Figures for land in agricultural use, land enrolled in Agricultural Security Areas, and preserved farmland is shown in Table 5-4. This data as of 2006 is illustrated in Figure 2-2 and preserved farmland is shown on Map 3, Parks, Trails and Protected Open Spaces.

Preserved farms comprise the majority of this protected land. These lands have met minimum requirements established by the County Agricultural Preservation Board and state farmland preservation program. They contain farmland soils that are naturally productive and are enrolled in the Agricultural Security Areas program, which protects their right to farm using conventional practices. The vast majority of farmland is enrolled in the ASA program, 81.52 percent, and 30.54 percent of farmland has been preserved. The 3,374.88 acres of farmland not enrolled in the ASA program is not currently eligible for the farmland preservation program.

The Lebanon Valley Conservancy has preserved one non-agricultural parcel between Walnut Street and the Quittapahilla Creek in North Cornwall Township.

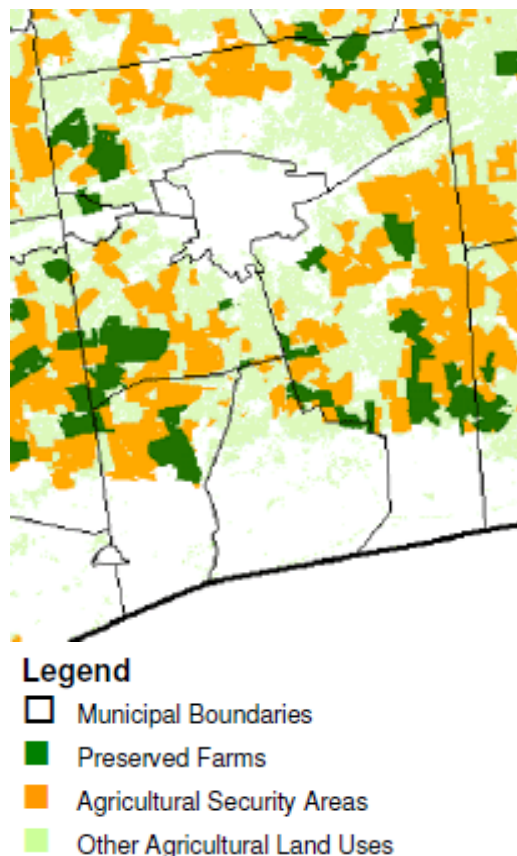


FIGURE 2-1 PRESERVED FARMLAND AND ASAS, LEBANON COUNTY COMPREHENSIVE PLAN, 2007

Table 5-4 Agricultural Land Use, Security Areas, and Preservation, 2010

Municipality	Total Municipal Acres	Land in Agricultural Use (acres)	% of Total Land in Agricultural Use	Land in Agricultural Security Areas (acres)	% of Land in Agricultural Use in ASA	Preserved Farmland (acres)	% of Land in Agricultural Use that is Preserved
<b>CLSD Region</b>	<b>42,511.53</b>	<b>18,315.14</b>		<b>14,892</b>	<b>81.31%</b>	<b>5,579.27</b>	<b>30.46%</b>
Cornwall Boro	6,237.23	909.67	14.58%	281.08	30.90%	227.66	25.03%
N Cornwall	6,075.26	3,352.31	55.18%	2,671.60	79.69%	1,148.25	34.25%
N Lebanon	10,786.68	5,067.35	46.98%	4,109.16	81.09%	1,255.67	24.78%
S Lebanon	13,902.46	7,270.74	52.30%	6,269.66	86.23%	2,267.10	31.18%
W Cornwall	5,509.90	1,715.07	31.13%	1,560.50	90.99%	680.59	39.68%

Source: Lebanon County Conservation District

# Land Use and Development Plan

## FORESTED LAND

Covering almost 18 percent of the Region, forested land is another important factor in land use and resource protection planning. The largest area of contiguous forested land is on South Mountain, however woodland patches are found throughout the agricultural landscape and even in intensively developed areas.

Forested land performs many vital ecological functions. It cleans the air, filters water and promotes groundwater recharge, and provides habitat for wildlife. Economically, it also provides the source material for the wood products industry and the environment for a variety of recreational activities. Forested land of any size can perform important functions but offers the greatest benefits when managed in large tracts.

Forested land is Pennsylvania's native landscape. The state has taken steps to protect and make portions of its forested landscape available to the public as state forests, state parks, and state game lands. In this Region, the County and some municipalities have protected forested land as public parkland. Protected public woodland areas in the Region include Stoevers Dam Park owned by the City of Lebanon, the 1,079-acre Clarence Schock Memorial Park at Governor Dick and the Lebanon Valley Rail Trail owned by the County, and 1,561.9 acres of state game land tracts, in South Lebanon and West Cornwall Townships, as shown in Figure 2-3 and on Map 3, Parks, Trails and Protected Open Spaces.

In addition, approximately 370 acres of forest land are managed for outdoor recreation by private sportsman's clubs and non-profit camp associations. These lands are not protected from development but are actively conserved as forested open space.

The state has not established a forest preservation program to parallel its farmland preservation program. The Forest Legacy Program, a USDA Forest Service partnership with states, funds acquisitions and conservation easements on forested land to prevent conversion to non-forest uses while the landowner retains ownership. The program has been used to protect 4,400 acres of forested land in Pennsylvania, as of January 2012. None of these preserved forested lands are in this region.

Per the Pennsylvania Municipalities Planning Code, all comprehensive plans must plan to protect woodlands among other natural and historic resources. Previous municipal comprehensive plans in the Region call for protection but few municipal ordinances truly regulate forest or woodland clearing.

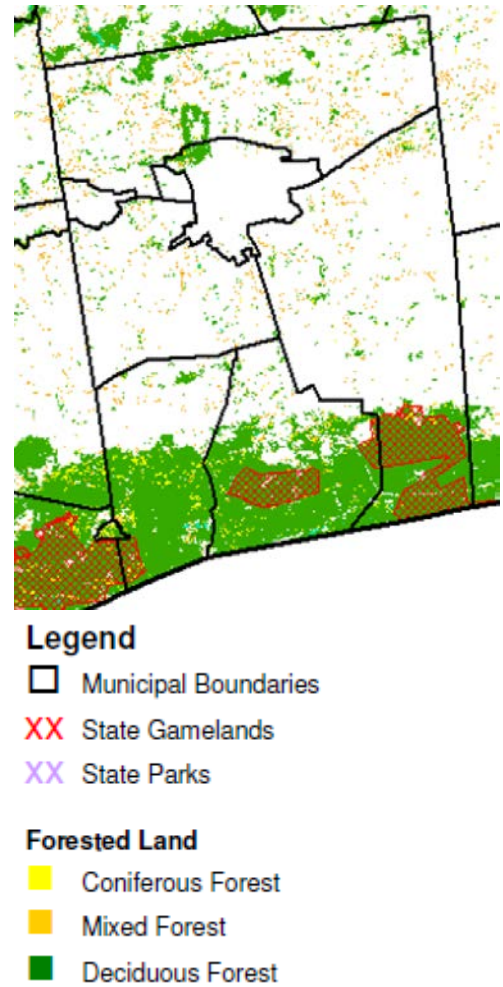


FIGURE 2-2 FORESTED LAND, LEBANON COUNTY  
COMPREHENSIVE PLAN, 2007

# Chapter 5

---

## FINDINGS ON EXISTING LAND USE

1. In March 2011, 30.3 percent of the land in the Cornwall-Lebanon Region was developed for residential, commercial, and industrial uses and supporting community infrastructure. The remaining 69.0 percent was used for agriculture, forests, mineral extraction, recreation and other open space uses.
2. Residents and officials value the Region's agricultural heritage. Municipalities have established zoning provisions that limit the subdivision and land development potential, but the zoning ordinance does not preserve the land in perpetuity.
3. Nearly 5,600 acres of farmland and open space has been protected from future development through the voluntary sale or donation of development rights by private property owners.

## PLANNED DEVELOPMENT AND ASSOCIATED IMPACTS

### PLANNED RESIDENTIAL DEVELOPMENT

Steady regional growth will continue as evidenced by the volume of subdivision and land development activity in process, approved or under construction. As of March 2010, there were 16 subdivision/land development projects approved and under construction; another six were in process. These projects were located in four of the five municipalities; there were no active projects in West Cornwall Township.

As shown in Table 5-5, the development projects approved and under construction represent 1,947 more homes that will likely be completed by 2020; those still awaiting approval would add another 1,692 for a total of 3,639 more homes, representing a variety of housing types and target markets. Several of these developments have been under construction for some time. As of March 2011, one-third of the approved homes has already been built or had building permits issued for their construction and many of these are already occupied. Economic conditions and the housing market will ultimately determine the rate at which the remaining 2,995 approved homes are built and occupied.

The 2010 residential population of the region was 34,533. In 2006, during the preparation of the county comprehensive plan, the Lebanon County Planning Department projected that the residential population of the Cornwall Lebanon region would be approximately 34,281 by 2010—a difference of 252 persons and accurate within three-quarters of one percent. Similarly, the 2010 housing count in the region was 14,281 and was projected four years earlier by the county at 14,640—a difference of 359 homes and accurate within three percent. The Department's projection for 2020 was 36,931 or an increase of 2,650 persons (eight percent); its housing projection for 2020 was 16,284 or an increase of 1,644 units (11 percent).

As shown in Table 5-6, more than half of the approved and proposed housing units (2,082 units or 59 percent) are age-targeted, age-restricted or assisted living units, which would modify the types and degree of impact these developments would have on the region. For example, households in these types of units have smaller household sizes and fewer school age children. They also make fewer trips per day than the average household; at the same time, a greater percentage of their trips is devoted to accessing medical services.

**Table 5-5 Planned Developments**

Planned Developments	Status	Municipality	Acres	Total Lots	Residential Lots	Permits Issued*	Percent complete
Alden Place	Under Construction	Cornwall Borough	233	411	409	141	34%
Northgate at Alden Place	Under Construction	Cornwall Borough	27	62	62	7	11%
The Woods at Cornwall Manor	Under Construction	Cornwall Borough	67	188	188	36	19%
Greystone Crossing	Under Construction	North Cornwall Township	45	119	119	2	2%
Lebanon Valley Catholic Homes	Under Construction	North Cornwall Township	43	245	245	11	4%
Briar Lake	Under Construction	North Lebanon Township	41	109	109	100	92%
Countryside MHP	Under Construction	North Lebanon Township	9	22	22	12	55%
Homestead Acres Phase 4	Under Construction	North Lebanon Township	27	37	37	7	19%
Narrows Glenn	Under Construction	North Lebanon Township	28	54	54	30	56%
Beckley's Corner	Under Construction	South Lebanon Township	14	21	21	15	71%
East Evergreen - Phases 5 and 6	Under Construction	South Lebanon Township	47	107	107	105	98%
Falcon Crest Estate	Under Construction	South Lebanon Township	19	36	36	24	67%
Foxridge	Under Construction	South Lebanon Township	44	265	265	86	32%
Meadows at Southfield	Under Construction	South Lebanon Township	55	99	99	31	31%
Strathford Meadows	Under Construction	South Lebanon Township	69	130	130	16	12%
Valley Chase	Under Construction	South Lebanon Township	23	45	44	21	47%
<b>Subtotal thru March 2011</b>			<b>791</b>	<b>1,950</b>	<b>1,947</b>	<b>644</b>	<b>33%</b>
Woodside Apartments (Cornwall Manor)	Final Plan Approved	Cornwall Borough	n/a	69	68		
The Preserve at Historic Cornwall Village	Preliminary Plan Approved	Cornwall Borough	456	594	590		
The Crossings at Sweetbriar	Preliminary Plan Approved	North Lebanon Township	102	200	197		
Meadow Lane Farm	Conditional Use Approved	North Cornwall Township	166	463	463		
North Cornwall Commons (east)	Settlement Agreement for Concept Plan	North Cornwall Township	82	190	160		
Royal Oaks	Conditional Use Application	North Cornwall Township	140	214	214		
<b>Subtotal thru March 2011</b>			<b>946</b>	<b>1,730</b>	<b>1,692</b>		
<b>Total thru March 2011</b>			<b>1,737</b>	<b>3,680</b>	<b>3,639</b>		

Source: Municipalities, Lebanon County Planning Department

**Table 5-6 Planned Developments**

Projected Residents of Planned Developments (built April 2011 or later)	Municipality	Projected Residents	in SFD Units	in SFA Units	in Multi 2-9 Units	in Multi 10+ Units	Age/Service Market
Alden Place	Cornwall Borough	415	358	57			Age-restricted
Northgate at Alden Place	Cornwall Borough	86	86				Age-restricted
The Woods at Cornwall Manor	Cornwall Borough	231	170	61			Age-targeted
Greystone Crossing	North Cornwall Township	284	284				
Lebanon Valley Catholic Homes	North Cornwall Township	281				281	Assisted Living
Briar Lake	North Lebanon Township	13	10		3		Age-restricted
Countryside MHP	North Lebanon Township	27	27				
Homestead Acres Phase 4	North Lebanon Township	0	0				
Narrows Glenn	North Lebanon Township	64	64				
Beckley's Corner	South Lebanon Township	15	15				
East Evergreen - Phases 5 and 6	South Lebanon Township	5	5				
Falcon Crest Estate	South Lebanon Township	30	30				
Foxridge	South Lebanon Township	443			293	150	
Meadows at Southfield	South Lebanon Township	170	170				
Strathford Meadows	South Lebanon Township	285	285				
Valley Chase	South Lebanon Township	59	59				
<b>Subtotal</b>		<b>2,406</b>	<b>1,562</b>	<b>117</b>	<b>296</b>	<b>431</b>	<b>1,341</b>
Woodside Apartments (Cornwall Manor)	Cornwall Borough	82	0	0	0	82	Assisted Living
The Preserve at Historic Cornwall Village	Cornwall Borough	881	688	78	115	0	Age-targeted
The Crossings at Sweetbriar	North Lebanon Township	309	309	0	0	0	Age-restricted
Meadowlane Farms	North Cornwall Township	1,125	474	0	651	0	
North Cornwall Commons (west)	North Cornwall Township	0	0	0	0		
North Cornwall Commons (east)	North Cornwall Township	389	0	0	389	0	
Royal Oaks	North Cornwall Township	196	14	95	0		Age-targeted
<b>Subtotal</b>		<b>3,090</b>	<b>1,667</b>	<b>92</b>	<b>1,250</b>	<b>82</b>	<b>1,577</b>
<b>Total</b>		<b>5,497</b>	<b>3,230</b>	<b>209</b>	<b>1,546</b>	<b>512</b>	<b>2,917</b>

Source: Municipalities



# Land Use and Development Plan

Projecting household sizes, including adjusted household sizes for age-restricted, age-targeted and assisted living units, the 1,947 approved residential units represent potential for 2,406 additional residents. The 1,692 residential units still in the development approval process represent another 3,090 potential residents. Upon completion of these planned developments, these 5,497 additional residents would raise the region's population to 40,030 persons, as shown in Table 5-7.

**Table 5-7 Projected Residents from Planned Developments by Municipality**

Geography	2010 Population	Projected Residents from Planned Developments (built April 2011 or later)	Projected Residents from Age-Marketed Planned Developments	Percent Age- Marketed Residents	Population upon Build-out of Planned Developments
<b>CLSD Region</b>	<b>34,533</b>	<b>5,497</b>	<b>2,602</b>	<b>47%</b>	<b>40,030</b>
Cornwall Borough	4,112	1,694	1,694	100%	5,806
North Cornwall Township	7,553	2,384	586	25%	9,937
North Lebanon Township	11,429	413	322	78%	11,842
South Lebanon Township	9,463	1,006	0	0%	10,469
West Cornwall Township	1,976	0	0	n/a	1,976

Source: Gannett Fleming

## PLANNED ECONOMIC DEVELOPMENT

Six commercial and industrial developments proposed on 766 acres are approved or seeking approval in North Cornwall, North Lebanon, and South Lebanon Townships, as shown in Table 5-8. The developments proposals include a variety of uses, including retail, office, hotel and restaurant services. Three are mixed use developments that include residential units as well. The Lebanon Veterans Administration Hospital is expanding to accommodate the North East Consolidated Patient Account Center; the VA Hospital is not seeking South Lebanon Township approval for this development on its land. Another 270 acres of infrastructure-served industrial zoned land is available in North Lebanon and South Lebanon Townships for a total of 1,036 acres of new land devoted in whole or in part to economic development.

## A POTENTIAL POWER GENERATION FACILITY

Tenaska, an energy company based in Omaha, Nebraska, is evaluating a site in North Lebanon Township for the future development of a clean-burning natural gas-fueled electric generating station. The station would have a generating capacity of no more than 950 megawatts of electricity. It would bring more than 300 temporary construction jobs, 30 permanent jobs, revenue in the form of property taxes (or payment in-lieu-of taxes), and power to meet the growing demand for electricity in the mid-Atlantic region.<sup>4</sup>

---

<sup>4</sup> Tenaska: The Lebanon Project, <http://tenaskalebanonproject.com/index.html>, accessed June 21, 2012.

**Table 5-8 Planned Business and Industry Developments**

Planned Business & Industry Developments	Status	Municipality	New Acres to be Developed	Total Lots	Commercial Lots	Industrial Lots	Other Non-residential Lots	Comments
North East Consolidated Patient Account Center at the Lebanon VA	Development on Federal Land	South Lebanon	n/a	n/a	0	0	1	Institutional
<b>Subtotal for On-site Expansion</b>					<b>0</b>	<b>0</b>	<b>1</b>	
Rocherty Commons	Final Plan Approved	North Cornwall	8	1	1			
The Preserve at Historic Cornwall Village	Preliminary Plan Approved	Cornwall Boro	456	3	3	0	0	hotel, office, retail; additional land in open space
The Crossings at Sweetbriar	Preliminary Plan Approved	North Lebanon	7	2	2	0	1	other - community center
North Cornwall Commons (west)	Settlement Agreement for Concept Plan	North Cornwall	67	19	19	0	0	retail, office, restaurant, and bank
North Cornwall Commons (east)	Settlement Agreement for Concept Plan	North Cornwall	82	30	30	0	0	1 hotel, 2 restaurant, 27 office lots
<b>Subtotal for New Land Development</b>			<b>620</b>	<b>56</b>	<b>55</b>	<b>1</b>	<b>1</b>	
Lebanon Valley Business Park	Shovel-ready sites	South Lebanon	60			as needed		
Lebanon Valley Rails Park	Shovel-ready sites	North Lebanon	90			as needed		
Hawk Acres	Shovel-ready sites	South Lebanon	120			as needed		
<b>Subtotal for Shovel-Ready Lands</b>			<b>270</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>	
Tenaska Power Plant	Concept	North Lebanon	50	1	0	1	0	Needs water supply; needs rezoning approval; remainder of site to be leased for ag
<b>Subtotal for Business Concept (no formal application)</b>				<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>	
<b>Total</b>			<b>940</b>	<b>56</b>	<b>55</b>	<b>1</b>	<b>3</b>	

# Land Use and Development Plan

---

The 350-acre site is located near the intersection of PA 343 and Kercher Avenue, though only a portion of the site would be needed for the facility. Tenaska has indicated that the balance will be leased for agriculture. The site was selected based on the presence of an existing natural gas pipeline and electric transmission line, immediate access to a state highway, and relatively limited community development on surrounding parcels. The site does not however have good access to a water supply – a waterbody or public water system – as needed for cooling operations in the station. Tenaska is evaluating options for getting water to the site. It has discussed the project with the Township but has not submitted any formal plans or requests. Since electricity demand has been relatively stable during the slow economy, Tenaska does not have a firm schedule for project development.

It is important to note that the site lies in North Lebanon Township's intensive agricultural zoning district. Since electric generating stations are not a permitted use in the intensive agricultural district, a zoning amendment would be required prior to Tenaska's submission of a land development plan. The zoning change could occur as one of two types:

- the addition of an electric generating station as a permitted use (by right, by conditional use, or by special exception) to the intensive agricultural district.
- the addition of an electric generating station as a permitted use to another district, e.g. the industrial district, and the subsequent rezoning of all or a portion of the site to that district.

The zoning change could be initiated by Tenaska as a rezoning request or as a curative amendment, since the use is not permitted in any of the township's zoning districts, or could be made by the township in advance and in support of the project.

Since project discussions have only been informal to date, township officials and planning commission members suggested that the site be shown for agricultural use on the future land use plan. Once plans or requests are submitted, they will need to take a position on the matter. Guidance for addressing rezoning requests with a comprehensive perspective is provided on page 155.

## FINDINGS ON PLANNED COMMUNITY AND ECONOMIC DEVELOPMENT

1. The existing land use pattern supported a population of 34,533 residents (April 2010). Another 3,500 residents are projected to locate in the Region by 2020. At an average rate of 2.4 persons per household and a steady vacancy rate of 6.9 percent, the projected population increase will require 1,562 new housing units.
2. Regional population growth will continue evidenced by the volume of subdivision and residential development activity in process, approved or under construction. As of March 2010, there were 13 subdivisions in the development process – either approved or under construction; another six were still in the plan review process. The developments under construction or approved represent 1,947 more homes that will likely be completed by 2020; those still awaiting approval would add another 1,692 for a total of 3,639 more homes, representing a variety of housing types and target markets. Several of these developments have been under construction for some time. As of March 2011, one-third of the approved homes has already been built or had building permits issued for their construction and many of these are already occupied. Economic conditions and the housing market will ultimately determine the rate at which the remaining 2,995 approved homes are built and occupied. Planned residential developments have more than adequate capacity to absorb the projected 10-year population increase. They offer varied density options from high to low.

## Chapter 5

---

3. Six commercial and industrial developments proposed on [766] acres are approved or seeking approval in the Region. Another 270 acres of infrastructure-served industrial zoned land is available for a total of [1,036] acres of land to be devoted, in whole or in part, to economic development and employment. Ultimately, this development will support at least 3,755 permanent jobs in the Region, as projected by three of the largest projects. As of April 2010, 688 residents of working age (2.7 percent) were unemployed; another 7,681 residents of working age (30.3 percent) were not active in the labor force. The projected economic development will attract new resident and non-resident workers to the Region.

### ZONING CAPACITY FOR FUTURE DEVELOPMENT

Concern for zoning capacity stems from a precedent established by case law (not the Pennsylvania Municipalities Planning Code) that municipalities must provide for all land uses with a zoning ordinance. By reviewing their zoning capacity, municipalities in the Region aim to minimize their risk of a zoning challenge based on this precedent.

*Map 7, Generalized Zoning*, illustrates the municipal zoning pattern in effect in the Region. Within each generalized zoning type, districts generally share a common purpose, similar uses and development density parameters. Table 5-9 shows regional acreages for 20 generalized zoning district types in the Region. The Region has zoned 17,257 acres (40.6 percent) for urban/suburban development and the remaining 25,263 acres (60.4 percent) for open space uses.

*Map 8, Developed vs. Zoned*, illustrates the location of lands already developed for intensive uses in comparison to the generalized zoning pattern.

Following the bottom line of Table 5-9, the 42,000-acre Region has a current development footprint of 12,094 acres. After accounting for planned residential, commercial, and industrial projects totaling 1,870 acres, the Region will have more than 6,000 acres zoned and available for intensive uses (residential, commercial and industrial uses), plus more than 21,200 acres of undeveloped open space. This analysis demonstrates that there is still a sufficient supply of land zoned for intensive uses.

Estimating the remaining capacity of each generalized zoning type provides a more detailed perspective.

After planned commercial and industrial developments are constructed, 2,204 acres of land zoned for business and industry may remain. The largest portion, 1,787 acres, comprises lands zoned for industrial uses, including manufacturing, available in tracts of various sizes. Lands zoned for commercial uses will be far more limited. A total of 354 acres will remain for commercial uses of all types (general, highway, and neighborhood) but is widely distributed across the Region in substantially developed districts; further development of these existing districts is fairly limited. General commercial districts have a limited potential for infill, given their size and distribution. The only effective highway commercial area is in West Cornwall. Undeveloped lands zoned for neighborhood commercial uses are very small and fragmented. Lands targeted for commercial offices are also limited; only 57 acres is projected to remain and much of this will be consumed and developed, in part for office/institutional uses, when the North Cornwall Commons project is built.

**Table 5-9 Generalized Zoning Capacity**

Zoning District	District Acreage	Developed Acreage	Available Acreage	Planned Development Acreage	Projected Available Acreage	Projected Open Space Acreage	Comments
General Commercial	730	449	241	2	239		Limited capacity; add'l permitted via NCC approval
Highway Commercial	299	117	146	43	103		Limited capacity
Neighborhood Commercial	60	39	21	10	11		Limited to no capacity
Office Institutional	251	119	98	42	57		No real capacity; add'l permitted via NCC approval
Industrial/Manufacturing	2,876	916	1,971	184	1,787		Absorbed by The Preserve
Limited Industrial	99	0	98	92	6		Capacity only in NLT, SLT
<b>Business &amp; Industry Subtotal</b>	<b>4,315</b>	<b>1,640</b>	<b>2,576</b>	<b>372</b>	<b>2,204</b>		
Percent of Subtotal		38%	60%	9%	51%		
High Density Residential	1,542	898	480	127	353		In NCT, WCT and limited infill in NLT
Medium Density Residential	533	370	163	107	56		Limited potential in SLT only
Low Density Residential	5,936	3,624	2,775	535	2,240		Capacity in all munis
Planned Development	221	100	121	206	-84		Planned Development = The Preserve in CB
Residential Institutional	207	133	74	66	8		Limited; in CB only
Residential Forest	2,384	1,277	1,107	3	1,104		In WCT only
Rural Residential	1,663	792	665	0	665		NLT and Lebanon Country Club lands (NCT)
Special Purpose (Mobile Home)	225	120	105	0	105		No real capacity in CB and WCT
Village Residential	237	163	74	29	45		Limited to no infill capacity in CB
<b>Residential Subtotal</b>	<b>12,948</b>	<b>7,476</b>	<b>5,565</b>	<b>1,073</b>	<b>4,492</b>		
Percent of Subtotal		58%	43%	8%	35%		
Generalized Agriculture	19,571	2,203	16,703	151		16,552	
Generalized Floodplain	2,293	464	1,829	99		1,730	99 acres = floodplain within development boundary; no mapped floodplain district in NCT
Conservation Recreation	1,528	172	1,356	175		1,181	175 acres = lands protected by The Preserve
Municipal Recreation	262	41	220	0		220	
Forest	1,678	98	1,580	0		1,580	
<b>Open Space Subtotal</b>	<b>25,331</b>	<b>2,978</b>	<b>21,688</b>	<b>425</b>		<b>21,263</b>	
Percent of Subtotal		12%	86%	2%		84%	
<b>Total</b>	<b>41,923</b>	<b>12,094</b>	<b>29,829</b>	<b>1,870</b>	<b>6,696</b>	<b>21,263</b>	
Percent of Total		29%	71%	4%	16%	51%	

Source: LCC/GIS; Gannett Fleming

## Chapter 5

---

A similar situation exists in the residential category, where lands zoned for low density residential uses represent almost half of the total residentially zoned land. After the planned residential developments are built, 35 percent of the residentially zoned land is projected to be available. However, the amount of projected available land for residential uses varies by type and its configuration poses some constraints for realistic development potential. There is no need to re-configure residentially zoned lands for low density and very low density residential uses. Medium and high density residential lands total 409 acres, however available lands include infill locations that are small and less likely to be developed. Lands zoned for high density residential uses are located in North Cornwall and West Cornwall with small pockets available in North Lebanon. Effective available acreages for all housing categories are likely lower, since marginal areas within developments will remain as open space and public land ownership, e.g. Lebanon Authority lands in a moderate to high density residential district, is not likely to change.

Moderate density residential is specified only in South Lebanon, and village residential, only in Cornwall Borough—each with about 50 acres available. “Planned development” is also specific to Cornwall Borough and will be consumed by the Preserve at Historic Cornwall. Residential institutional lands, largely owned by Cornwall Manor, will leave only 8 acres for future expansion after the completion of The Woods and Woodside Apartments. Cornwall Borough and West Cornwall each have a special purpose residential district (for mobile home parks) that has effectively been filled; additional land will need to be zoned for mobile home parks or the use will need to be accommodated within other zoning districts.

Though not a common source of zoning challenge, public uses and infrastructure facilities are widely permitted in the residential, commercial and industrial zoning districts. Some municipalities provide a zoning district for municipal recreation, however parks and recreation facilities are also permitted in other districts.

Planned development will consume approximately 425 acres (2 percent) of lands zoned for agriculture, forest, and other open space uses, leaving 84 percent of these lands in a natural or cultivated condition.

Municipal zoning ordinances attempt to be comprehensive in their provision for all reasonably anticipated uses. Nonetheless, some uses are not currently permitted, e.g. manufacturing, adult use, mobile home parks, and commercial recreation (amusement parks, race tracks, etc.) in North Cornwall Township. Coordinated or joint zoning provides an opportunity to provide for these uses in the Region without providing for them in every municipality.

### FINDINGS ON ZONING CAPACITY

1. There is general capacity for intensive uses within the Region. There may be excessive capacity for low density residential use. However capacity by generalized zoning districts is limited for some uses, namely, commercial, especially office complexes and neighborhood commercial nodes, and moderate to high density residential, including mobile home parks.
2. As growth pressures continue, options are to expand intensive use districts into the agricultural and forest districts, or to revised districts (boundaries, uses, and densities) within areas already zoned for development. If the Region’s prime farmland is to remain, the majority of growth pressure will need to be accommodated elsewhere. The need for action is currently tempered by the slow economic recovery but will increase as additional development proposals and rezoning requests are submitted.
3. The North Cornwall Commons project represents significant economic and residential development for the region, including office, retail, hospitality uses, as well as modern multi-family housing units.



# Land Use and Development

---

The project was deemed “approved” by the Court of Common Pleas of Lebanon County on April 20, 2010 but detailed planning and construction have been slow as a result of the recession and slow economic recovery. No change to the township’s zoning map was necessary for the court-ordered plan approval. Subdivision and land development approval is still needed. North Cornwall Township officials assume that the project will be completed and therefore indicated that the Future Land Use Map should reflect the various uses approved in the plan.

If built, North Cornwall Commons will consume most of the available industrially zoned land in North Cornwall Township. The remaining parcels in the industrial zoning district are few and fragmented, representing very little potential for industrial development. As a result, the township should consider the designation of other lands for industrial development to provide reasonable opportunity for industrial uses within its jurisdiction or a multi-municipal zoning ordinance to share opportunity for this use with one or more municipalities in the region where undeveloped industrially zoned land is available. It should also consider rezoning the parcels adjacent to North Cornwall Commons for more compatible uses.

If the project is not completed, the township, in conjunction with its planning partners, should revise the future land use map to reflect either the existing zoning, if no change is preferred, or a preferred, compatible land use pattern for this area.

## PLANNING TOOLS TO CONSERVE COMMUNITY CHARACTER

### WALKABLE MIXED USE NEIGHBORHOODS

Walkable community and neighborhood design has been a recommended practice of community planners for many years, but only recently has the public and thus the housing market taken notice. Advocates note the public health, traffic reduction, and air quality benefits, while the public (at least a portion) appreciates the smaller, safer street system, available sidewalks, walkable proximity to convenience stores, shops, and eateries, integrated parks and social spaces, and intimate neighborhood atmosphere. The Pennsylvania Municipalities Planning Code defines this type of mixed use development as traditional neighborhood development—traditional referring development patterns prior to the early 20th century and the advent of the personal automobile. This type of development is beginning to appear in central Pennsylvania. Examples in Lancaster County include Brighton and Richmond Square, just off the Fruitville Pike, and in York County, Carroll Village at Dillsburg.

The developments are typically zoned as a village mixed use district or as a residential district with an enabling mixed use overlay. This type of zoning could allow an expansion of the village of Quentin that respects its lots sizes and building scale, or the development of a small commercial center associated with apartments or townhomes in Cornwall.

Criteria for traditional neighborhood developments generally include:

- Minimum 25 acres
- Planned or Zoned for development/growth
- Access/frontage to arterial or collector road
- Available public water/public sewer service

# Chapter 5

---

Opportunities for traditional neighborhood developments can be found in several locations in the Region:

1. Farm zoned R-1 at intersection of Route 419/Sheaffer Road and Boyd St (Cornwall Borough)
2. Estate zoned R-1 along Cornwall Road between Toytown and Cornwall Center (Cornwall Borough)
3. R-1 district between Walnut Street and the Quittapahilla Creek (North Cornwall Township)
4. High density residential district between Route 72 commercial areas and Snitz Creek (North Cornwall Township)
5. Areas of adjoining commercial and residential zoning are nearly built out or planned for development; industrially zoned lands along Heilmandale Road and Route 422 east are zoned for development (not agriculture or other open space) (North Lebanon Township)
6. The industrial district along Route 422 which abuts the Union Canal Elementary School, a traditional center point of neighborhood development (North Lebanon Township)
7. Other sites that meet some of the criteria or otherwise represent infill opportunities and would require rezoning from agriculture to a more intensive use (North Lebanon Township)
8. Low density district along Wilhelm Avenue – crossed by LVRT (South Lebanon Township)
9. Low density district between Klein Avenue and Fonderwhite/Linden, and south of Linden to Evergreen. A portion of this area has already been protected with an agricultural easement (South Lebanon Township)
10. South of Evergreen to Zinns Mill Road – proximity to school - would require rezoning from agriculture (South Lebanon Township)
11. Low and high density residential districts adjacent to existing village of Quentin (West Cornwall Township)

## CONSERVATION SUBDIVISION (CONSERVATION BY DESIGN)

Conservation subdivision principles allow communities to set aside specified natural and cultural resource lands and accommodate intensive development on the remainder of the tract. An easement is used to protect the remaining open space.

This technique is most commonly used for residential subdivision and land development, however it can be applied to non-residential and mixed use districts, as well. As a subdivision and land development technique, it is generally applied to larger parcels with at least one of the specified natural or cultural features.

Natural feature to be conserved may include farmland soils, forested lands, wetlands, floodplains, and rare ecological communities. Cultural features that can be specified include historic sites, structures, viewsheds and paths or trails.

Opportunities for conservation subdivision can also be found in several locations in the Region:

1. Lebanon Country club golf courses to retain open space (North Cornwall Township)
2. South Mountain (South Lebanon Township)
3. Fairview Golf Course (West Cornwall Township)
4. South Mountain (West Cornwall Township)

# Land Use and Development

## FUTURE LAND USE

*Map 9, Planned Development and Planned Conservation Areas*, shows the primary organization for land use policy. The Planned Development Area is intended to accommodate the majority of residential, commercial, industrial, and institutional uses—existing development, new development and redevelopment—and support these moderate to intensive uses with public utilities and a multi-modal transportation system. Future land use classes within the Planned Development Area include:

- General Commercial
- Highway Commercial
- Neighborhood Commercial
- Office Institutional
- Industrial
- Limited Industrial
- Village Residential
- Medium/High Density Residential
- Low Density Residential
- Rural Residential/Residential Forest
- Special Purpose Residential
- Residential Institutional
- Municipal Recreation

The Planned Conservation Area is primarily intended for uses that require access to natural resources such as soils for forestry and agricultural activities and surface geology for quarrying and mineral extraction. These activities will require a limited amount of facility development. Future land use classes within the Planned Development Area include:

- Agriculture/Agricultural Holding
- Intensive Agriculture
- Conservation Recreation
- Forest

The General Floodplain class lies in both Planned Development and Planned Conservation Areas.

These future land use classes provide the basic parameters for zoning policy. Though they align closely with municipal zoning district boundaries, they do not constitute zoning districts. The comprehensive plan is limited to policy recommendations and cannot itself change zoning policy. The description and location of these land use classes are the first step toward a revised land use policy and management approach that will result in desired land use patterns and densities. Descriptions are provided in Table 5-10.

The description of each land use class outlines compatible uses as primary or secondary. This recommendation does not exclude other uses that a local municipality may wish to include, rather it is intended to suggest which uses should comprise the preferred majority of uses in each category, i.e., permitted uses, and which may comprise a minority of uses, i.e., conditional uses or special exceptions. The description of each land use class also recommends infrastructure as served by public or on-lot systems, and district design features compatible with the desired outcome and footprint of any future development.

**Table 5-10 Future Land Use Designations**

Future Land Use Category	Guidance for Zoning Consistency
1. General Commercial	<p><b>Primary Uses:</b> Commercial retail, commercial office</p> <p><b>Secondary Uses:</b> Light industrial, institutional (educational, health care and local government)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"><li>• public water and public sewer utilities</li><li>• street and alley system, sidewalks, bike lanes, and transit service</li></ul> <p><b>Other Considerations:</b> Streetscapes at minimum along thoroughfares</p>

# Chapter 5

**Table 5-10 Future Land Use Designations**

Future Land Use Category	Guidance for Zoning Consistency
2. Highway Commercial	<p><b>Primary Uses:</b> Commercial retail, commercial office, light industrial/warehousing</p> <p><b>Secondary Uses:</b> Institutional (educational, health care and local government)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public water and public sewer utilities</li> <li>• street and alley system, sidewalks, bike lanes, and transit service</li> </ul> <p><b>Other Considerations:</b> Streetscapes at minimum along thoroughfares</p>
3. Neighborhood Commercial	<p><b>Primary Uses:</b> Small-scale commercial (office and retail), and institutional (educational, health care and local government), and recreation (mini parks, trails)</p> <p><b>Secondary Uses:</b></p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public water and public sewer utilities</li> <li>• street system, sidewalks, bike lanes, and transit service</li> </ul> <p><b>Other Considerations:</b> Streetscapes at minimum along thoroughfares, parking (side and rear locations and shared arrangements)</p>
4. Office Institutional	<p><b>Primary Uses:</b> Commercial office, institutional (educational, health care and local government)</p> <p><b>Secondary Uses:</b> Commercial retail, high density housing (multi-family dwellings)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public water and public sewer utilities</li> <li>• street system, sidewalks, bike lanes, and transit service</li> </ul>
5. Industrial	<p><b>Primary Uses:</b> Manufacturing, warehousing</p> <p><b>Secondary Uses:</b> Commercial office, commercial retail, institutional (educational, health care and local government)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public water and public sewer utilities</li> <li>• street system, sidewalks, bike lanes, and transit service</li> </ul>
6. Limited Industrial	<p><b>Primary Uses:</b> Manufacturing</p> <p><b>Secondary Uses:</b> Commercial office, commercial retail, institutional (educational, health care and local government)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public water and public sewer utilities</li> <li>• street system, sidewalks, bike lanes, and transit service</li> </ul>
7. Village Residential	<p><b>Primary Uses:</b> Medium and high density housing (single-family attached and multi-family dwellings), small-scale commercial (Office and retail), home occupations, and institutional (educational, health care and local government), and recreation (mini parks, trails)</p> <p><b>Secondary Uses:</b> Low density housing (single-family detached and semi-detached dwellings)</p> <p><b>Continued</b></p>
Village Residential Continued	<p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public water and public sewer utilities</li> <li>• street and alley system, sidewalks, bike lanes, and transit service</li> </ul> <p><b>Other Considerations:</b> Streetscapes at minimum along thoroughfares, parking (side and rear locations and shared arrangements), architectural design</p>

# Land Use and Development

**Table 5-10 Future Land Use Designations**

Future Land Use Category	Guidance for Zoning Consistency
8. Medium/High Density Residential	<p><b>Primary Uses:</b> Medium and high density housing (single-family attached and multi-family dwellings)</p> <p><b>Secondary Uses:</b> Home occupations, low density housing (single-family detached and semi-detached dwellings), small-scale commercial, and institutional (educational, health care and local government), and recreation (mini and neighborhood parks, trails)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public water and public sewer utilities</li> <li>• street and alley system, sidewalks, bike lanes, and transit service</li> </ul> <p><b>Other Considerations:</b> Streetscapes at minimum along thoroughfares, parking (side and rear locations and shared arrangements)</p>
9. Low Density Residential	<p><b>Primary Uses:</b> Low density housing (single-family detached and semi-detached dwellings)</p> <p><b>Secondary Uses:</b> Home occupations, institutional (educational, health care and local government), and recreation (mini and neighborhood parks, trails)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public water and public sewer utilities</li> <li>• street system, sidewalks and bike lanes along thoroughfares</li> </ul> <p><b>Other Considerations:</b> Streetscapes at minimum along thoroughfares</p>
10. Rural Residential/Residential Forest	<p><b>Primary Uses:</b> Low density housing (single-family detached dwellings)</p> <p><b>Secondary Uses:</b> Home occupations</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• private water and sewer utilities; public systems where necessary to protect human health</li> <li>• street system, sidewalks, bike lanes, and transit service</li> </ul> <p><b>Other Considerations:</b> Clustering to maintain large open spaces, e.g. Conservation by Design, possibly for continued agricultural or forest uses</p>
11. Special Purpose Residential	<p><b>Primary Uses:</b> Mobile home parks</p> <p><b>Secondary Uses:</b> Home occupations</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public or private water and sewer utilities</li> <li>• street system, sidewalks, bike lanes, and transit service</li> </ul> <p><b>Other Considerations:</b> Clustering to maintain large open spaces, e.g. Conservation by Design, possibly for continued agricultural or forest uses</p>
12. Residential Institutional	<p><b>Primary Uses:</b> Housing of varied densities associated with a health care service provider</p> <p><b>Secondary Uses:</b> Commercial services associated with a health care service provider</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public or private water and sewer utilities</li> <li>• street system, sidewalks, bike lanes, and transit service</li> </ul>
Continued	
13. Municipal Recreation	<p><b>Primary Uses:</b> Recreation</p> <p><b>Secondary Uses:</b> Institutional (local government)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>• public water and public sewer utilities</li> <li>• street system</li> </ul>

# Chapter 5

**Table 5-10 Future Land Use Designations**

Future Land Use Category	Guidance for Zoning Consistency
14. Agriculture/ Agricultural Holding	<p><b>Primary Uses:</b> Crop production, agricultural supply businesses and related businesses, home occupation, farm occupation</p> <p><b>Secondary Uses:</b> Low density residential, limited recreation (trails)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>on-lot water and on-lot sewage disposal</li> <li>street system</li> </ul>
15. Intensive Agriculture	<p><b>Primary Uses:</b> Crop production, animal husbandry (confined feeding operations, concentrated animal feeding operations), agricultural supply businesses and related businesses, home occupation, farm occupation</p> <p><b>Secondary Uses:</b> Food and fiber processing operations, low density residential, limited recreation (trails)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>on-lot water and on-lot sewage disposal</li> <li>street system</li> </ul>
16. Conservation Recreation	<p><b>Primary Uses:</b> Agriculture, forestry, private recreation (camps, clubs), and recreation (parks, preserves, and trails)</p> <p><b>Secondary Uses:</b> Institutional (educational and local government)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>on-lot water and on-lot sewage disposal</li> <li>street system</li> </ul>
17. Forest	<p><b>Primary Uses:</b> Forestry, recreation (parks, preserves, and trails)</p> <p><b>Secondary Uses:</b> Institutional (educational and local government)</p> <p><b>Infrastructure provided or enabled:</b></p> <ul style="list-style-type: none"> <li>on-lot water and on-lot sewage disposal</li> <li>street system</li> </ul>
18. General Floodplain	<p><b>Primary Uses:</b> Resource management areas for land and water Bodies, recreation</p> <p><b>Secondary Uses:</b> Institutional (local government)</p> <p><b>Infrastructure provided or enabled:</b> only as needed</p>

*Map 11, Future Land Use Discussion Map* illustrates the 29 parcel clusters that were discussed as potential locations for desired uses on the existing generalized municipal zoning. Fifteen sites are recommended for rezoning consideration. Each of the recommended sites is labeled with a site identification letter, its acreage and its recommended future land use. The remaining sites are not recommended for rezoning consideration at this time. See *Table 5-11 Recommended Changes to Municipal Zoning* (page 48) for sites recommended for rezoning. See also *Table 5-12 Changes Considered but Not Recommended to Municipal Zoning* (page 51) for other sites considered but not recommended for rezoning. Alternative uses discussed and comments are noted for each site. *Map 12, Land Use Map* illustrates the desired future land use plan for 2020.

Additional areas may be considered for rezoning during the zoning update process. Any consideration for rezoning should include outreach from the governing body and planning commission to landowners to gain an understanding of their intent for land development or conservation as an early step in the zoning update process.



## GOALS, OBJECTIVES AND RECOMMENDATIONS

### GOAL 1. MAINTAIN A BALANCE OF DEVELOPED, URBAN AREAS AND CONSERVED, RURAL LANDS.

#### *Objectives*

#### A. Guide the majority of growth to the Planned Development Area. Within this area, municipal policies and regulations should:

- Accommodate at least 90% of community and economic development (measured as number of new lots) to maximize use of infrastructure.
- Increase mixed land use patterns that promote walking, biking, and transit use and social activity, reducing transportation demand and increasing community connections.
- Encourage and catalyze redevelopment of underutilized or blighted areas.
- Ensure consistency between land use designation, the availability of public sewer and water service, and transportation system capacity.

#### **Rec 1. Revise zoning district designations within the Planned Development Area.**

Revisions to zoning district designations should aim to:

- Expand commercial zones for office and services. Align permitted uses with adjacent land use, e.g. neighborhood commercial in residential areas along local and urban collector streets and general/highway commercial along arterial streets.
- Retain industrial zones along the rail corridor. Revise (narrow) permitted uses to those that can make best use of the rail access.
- Expand moderate to high density residential zones and mixed use (residential and commercial uses) in the villages, which may include “traditional neighborhood developments” and “transit-oriented developments”.

Reasonable development potential for these uses, as well as mobile home parks and other uses, could be shared among the participating municipalities through a coordinated multi-municipal zoning, a single joint zoning ordinance, or through separate municipal zoning ordinances. (See Chapter 13 for explanation). In any case, municipalities should ensure that reasonable development potential for all uses is permitted to minimize the risk of legal challenge.

The Future Land Use Map, Land Use Discussion Map and Table 5-11 recommend 15 locations for rezoning and document other locations discussed but not recommended for rezoning at this time. As conditions can change even within a few months, additional locations may be considered when rezoning is undertaken. Revisions should also ensure that mixed use buildings are permitted in the appropriate districts, especially in villages.

## Chapter 5

---

Appendix III: Model Ordinances of the Lebanon County Comprehensive Plan includes several model ordinances for town centers, traditional neighborhood developments, and live-work districts. These ordinances were compiled as a resource for municipalities and their efforts to update their ordinances with contemporary land use and housing methods.

<b>Time for Action:</b>	Short term (0-2 years)
<b>Lead Partners:</b>	Municipal Officials to delegate preparation of zoning revision; Municipal Planning Commissions to prepare zoning ordinance/map amendments
<b>Support Partners:</b>	Lebanon County Planning Department and adjacent municipalities for zoning amendment review
<b>Funding Sources:</b>	General Funds

---

**Rec 2. Explore and evaluate the use of the official map as a means to identify potential lands for future public facilities, rights-of-way and infrastructure.**

---

Article IV, Official Map, of the Pennsylvania Municipalities Planning Code enables municipalities to show existing and proposed public facilities, rights-of-way and infrastructure based on those same items identified in its comprehensive plan. The effect of the official map is to identify and reserve specific lands for future public need, such as a connector road, water or sewer line, a municipal building, or public park. The official map entitles the municipality to up to one year to acquire the specified property from the time the property owner gives notice of intent to build or develop. The map does not constitute or obligate the municipalities to take any action.

<b>Time for Action:</b>	Medium term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials
<b>Support Partners:</b>	Municipal Authorities; Municipal Planning Commissions
<b>Funding Sources:</b>	General Funds

**B. Discourage development in the Planned Conservation Area and encourage development that does locate there to be conservation-oriented. Within this area, municipal policies and regulations should:**

- Minimize forest fragmentation and restore forest connectivity, especially on South Mountain (the Highlands).
- Conserve prime farmland soils for agriculture and other open space uses.
- Preserve lands in large, contiguous blocks.

**Rec 3. Enact Conservation by Design provisions in zoning and subdivision and land development ordinances to protect natural resources.**

The Conservation by Design subdivision and land development technique limits impacts to specified resources while clustering the development potential on the remaining portion of the site. The technique is most often used to limit impacts to natural resources, such as the clearing of woodlands, construction of impervious surfaces on prime agricultural soils, but can also minimize impacts to cultural resources, such as significant viewsheds, historic buildings and other man-made features.

The technique requires authorization in both the zoning and subdivision and land development ordinances. It is recommended here for application to zoning districts in the Planned Conservation Area. It is most commonly used in residential zoning districts and could be applied or adapted to select commercial districts, such as a business park, where the protected resources would provide a distinctive setting.

The Natural Lands Trust of Media, PA has advocated conservation by design, more specifically conservation through the municipal planning, zoning and subdivision/land development process, since at least the late 1990s. After Pennsylvania's "Greenways" and "Growing Greener" initiatives led by the Pennsylvania Department of Conservation and Natural Resources (DCNR) in the early 2000s, NLT and DCNR jointly produced "Growing Greener: Conservation by Design" in 2009. The document explains the process and municipal planning tools used to protect interconnected networks of open space: natural areas, greenways, trails and recreational lands. In addition to the designation of potential conservation lands in the municipal comprehensive plan and regulation of subdivision for developable lands in the subdivision and land development ordinance, the zoning regulations designate and set aside primary conservation lands (those lands typically protected by laws and codes, such as floodplains, wetlands and steep slopes) and secondary conservation lands (those lands that contain locally determined noteworthy features, such as woodlands, greenways and trails, stream corridors, prime farmlands, hedgerows, historic and natural resource areas) from the parcel's developable area.

The Natural Lands Trust maintains model ordinances for municipal review and modification; the Trust's model ordinances as of 2007 are included in Appendix III: Model Ordinances of the Lebanon County Comprehensive Plan. As model ordinances, they are intended for modification to suit local needs, purposes, and conditions. In some cases, only a few provisions from the model ordinance may be applicable or necessary to strengthen a

## Chapter 5

---

---

municipality's existing ordinance to achieve a desired goal. South Annville Township has enacted modified Conservation by Design provisions to coordinate linked open space among multiple residential developments.

<b>Time for Action:</b>	Short term (0-2 years)
<b>Lead Partners:</b>	Municipal Officials to delegate preparation of zoning revision; Municipal Planning Commissions to prepare zoning ordinance/map amendments
<b>Support Partners:</b>	Lebanon County Planning Department and adjacent municipalities for zoning amendment review
<b>Funding Sources:</b>	General Funds

---

### Rec 4. Support farmland and woodland conservation efforts and preservation efforts.

---

Municipal support for farmland programs entails timely renewal of agricultural security areas, including outreach to non-participating farm owners, and letters of support for county farmland preservation applicants. Support may also include financial contributions to the county farmland preservation program. Woodland and forested land conservation and preservation is called for in the Lebanon County Comprehensive Plan and is supported by private, non-profit entities, e.g. the Lebanon Valley Conservancy, and state and federal programs; letters of support would increase the competitiveness of local applicants for limited conservation and preservation funds.

<b>Time for Action:</b>	Ongoing
<b>Lead Partners:</b>	Municipal Officials
<b>Support Partners:</b>	Municipal Planning Commissions, Lebanon County Conservation District, Lebanon County Agricultural Land Preservation Board, Lebanon Valley Conservancy
<b>Funding Sources:</b>	n/a for advocacy; General Funds for contributions

---

**Table 5-11 Recommended Changes to Municipal Zoning**

Map ID	Location	Acres Affected	2010 Generalized Zoning	Alternatives Considered	Recommended Zoning Change	Comments (See also note at end of table)
<b>A thru F, Considered but Not Recommended for Municipal Rezoning, See Table 5-12</b>						
<b>G</b>	US 422, North Lebanon	91	Industrial/Manufacturing	▪ Mixed use	Light Industrial/Office (with limited on-site retail)	Zoning other than industrial would isolate an adjacent truck terminal.
<b>H</b>	US 422/Prescott Dr, North Lebanon	254	Industrial/Manufacturing	▪ Mixed Use (office-retail)	Office Institutional	Site includes headwaters of Tulpehocken Creek; sensitive development required.
<b>I</b>	US 422/Prescott Dr, South Lebanon	164	Industrial/Manufacturing	▪ Commercial	General Commercial,	High volume traffic highway with more limited access to interstates via PA 72 and PA 501.
<b>J</b>	PA 897 and Short Rd, South Lebanon	40	General Commercial, Low Density Residential	▪ Mixed use	Neighborhood Commercial	5 <sup>th</sup> Avenue already has some commercial activity. Site J could provide a concentrated location for small neighborhood businesses.
<b>K, Considered but Not Recommended for Municipal Rezoning, See Table 5-12</b>						
<b>L</b>	Cornwall Center, PA 419 and Boyd St	30	Low Density Residential	▪ Village Mixed Use ▪ Village Residential	Village Residential	A residential/commercial neighborhood could re-establish a core at Cornwall Center.
<b>M</b>	East side of PA 72, south of PA 419, West Cornwall	54	High Density Residential	▪ Highway Commercial ▪ Neighborhood Commercial ▪ Village Mixed Use	Highway Commercial	Site M was expanded north to include an adjacent parcel fronting Route 419. The site is relatively flat and buffered by adjacent woodlands at the Alden Place. An opportunity for office, retail, or both.
<b>N</b>	West side of PA 72, south of PA 419, West Cornwall	23	Highway Commercial, Agriculture	▪ Village Mixed Use	High Density Residential	The site's proximity to the existing village suggests a natural expansion of the village pattern and density. Residential and small scale commercial uses are equally compatible with the surrounding development. A mixed use neighborhood could

**Table 5-11 Recommended Changes to Municipal Zoning**

Map ID	Location	Acres Affected	2010 Generalized Zoning	Alternatives Considered	Recommended Zoning Change	Comments (See also note at end of table)
						provide moderate to high density residences and several shops.
<b>O, Considered but Not Recommended for Municipal Rezoning, See Table 5-12</b>						
<b>P1</b>	Main St, Quentin, West Cornwall	9	Neighborhood Commercial, Highway Commercial	<ul style="list-style-type: none"> <li>Neighborhood Commercial</li> <li>Village Mixed Use</li> </ul>	Neighborhood Commercial	Several businesses already exist along Main Street. Economic development that re-uses and rehabilitates existing structures would be ideal.
<b>P2</b>	East side of PA 72, north of PA 419, West Cornwall (Quentin Riding Club)	48	Low Density Residential	<ul style="list-style-type: none"> <li>Neighborhood Commercial</li> <li>Village Mixed Use</li> <li>Conservation by Design</li> </ul>	Neighborhood Commercial	The Riding Club has long ties to this site and community. The feasibility of conserving structures is not known. If feasible, a conservation approach to redevelopment that re-uses structures may be possible. If not, small scale commercial redevelopment that fits the community should be permitted.
<b>Q</b>	Zinns Mill Rd, Quentin, West Cornwall	60	Low Density Residential	<ul style="list-style-type: none"> <li>Village Mixed Use</li> <li>High Density Residential</li> </ul>	Rural Residential	The site's proximity to the existing village suggests potential for natural expansion of the village pattern and density. At this point, conditions favor land use similar to Site R.
<b>R</b>	Zinns Mill Rd, West Cornwall	79	Low Density Residential	<ul style="list-style-type: none"> <li>Residential Conservation</li> </ul>	Rural Residential	The community would like to conserve the open space of Fairview Golf Course. In this rear portion, a "conservation by design" approach could locate houses between the fairways and maintain the path system for pedestrian circulation.
<b>S</b>	PA 72, West Cornwall	92	Low Density Residential	<ul style="list-style-type: none"> <li>Commercial</li> <li>Office/Institutional</li> </ul>	Neighborhood Commercial	The front portion of Fairview Golf Course high higher value for

**Table 5-11 Recommended Changes to Municipal Zoning**

Map ID	Location	Acres Affected	2010 Generalized Zoning	Alternatives Considered	Recommended Zoning Change	Comments (See also note at end of table)
						commercial uses. Strip zoning would encourage multiple access points if the land were subdivided. Deeper zoning could encourage single point of entry with internal circulation.
<b>T thru X, Considered but Not Recommended for Municipal Rezoning, See Table 5-12</b>						
<b>Y</b>	Walnut St, Hebron, South Lebanon	8	High Density Residential	<ul style="list-style-type: none"> <li>▪ Neighborhood Commercial</li> <li>▪ Medium Density Residential</li> </ul>	Neighborhood Commercial	Consider opportunity for businesses to serve the local neighborhood without the need for extensive parking.
<b>Z</b>	PA 419, Cornwall, Cornwall Borough	33	Low Density Residential	<ul style="list-style-type: none"> <li>▪ Village Mixed Use</li> </ul>	Village Residential	Like Site L, new development could bolster the vitality of the village center. Impact is limited as portions held by Freeman Estate are deed restricted as open space (farm or park). Evaluate the potential in detail.
<b>AA</b>	E Evergreen Rd at State Drive, South Lebanon	15	Industrial	<ul style="list-style-type: none"> <li>▪ Neighborhood Commercial</li> </ul>	Neighborhood Commercial	Site AA, suggested as an alternative to Site K, provides additional business opportunity along busy roads and in proximity to residences. Also, consider rezoning of adjacent general commercial district.
<b>BB and CC, Considered but Not Recommended for Municipal Rezoning, See Table 5-12</b>						

Note: Any consideration for rezoning should include outreach from the governing body and planning commission to landowners to gain an understanding of their intent for land development or conservation.



**TABLE 5-12 CHANGES CONSIDERED BUT NOT RECOMMENDED FOR MUNICIPAL REZONING**

Map ID	Location	Acres Affected	2010 Generalized Zoning	Alternatives Considered	Recommended Zoning Change	Comments
<b>A</b>	Heilmandale Rd, North Lebanon	121	Industrial/Manufacturing	<ul style="list-style-type: none"> <li>▪ Limited Industrial</li> <li>▪ Office/Institutional</li> </ul>	Light Industrial/Office (with limited on-site retail)	Site is approximately 6 miles from Interstates 81 and 78, primary routes for product distribution to US consumers. Owner and developer are actively seeking development opportunities. Township is concerned about traffic impacts and improvement needs from an intensive industrial use. Township is open to alternative uses and use combinations, as well as innovative approaches to “fit” any proposed development into the Heilmandale area.
<b>B</b>	Long Lane, North Lebanon	97	Agriculture	<ul style="list-style-type: none"> <li>▪ Industrial</li> <li>▪ Limited Industrial</li> <li>▪ Office/Institutional</li> </ul>	Light Industrial/Office (with limited on-site retail)	Adjacent to site A, this area has access to PA 72 and via Long Lane. Road improvements would likely be needed.
<b>C</b>	Tunnel Hill Rd, North Lebanon	20	Agriculture	<ul style="list-style-type: none"> <li>▪ High Density Residential</li> </ul>	No change	Infill opportunity constrained by slope and water resources. Portions protected by easement and wetland conditions. Pansy Hill intersection is already complicated. An open space corridor is preferred.
<b>D</b>	Hill St, North Lebanon	41	Agriculture	<ul style="list-style-type: none"> <li>▪ High Density Residential</li> </ul>	No change	
<b>E</b>	PA 72 and Old Ebenezer, North Lebanon	53	General Commercial	<ul style="list-style-type: none"> <li>▪ Mixed use</li> </ul>	No change	
<b>F</b>	8th Ave, North Lebanon	111	Agriculture	<ul style="list-style-type: none"> <li>▪ Mixed use</li> </ul>	No change	Site was requested to remain in the agricultural district in perpetuity.
<b>K</b>	E Evergreen Rd at Fonderwhite Rd, South Lebanon	27	Agriculture	<ul style="list-style-type: none"> <li>▪ Commercial, Industrial</li> </ul>	No change	Evergreen/Fonderwhite intersection is already problematic. No change unless intersection can be improved. Alternative site, AA, suggested.
<b>O</b>	PA 72 (East side), Cornwall Borough	84	General Commercial	<ul style="list-style-type: none"> <li>▪ Forest</li> </ul>	No change	Natural resource constraints adequately limit the amount further development or redevelopment. Consider whether the character of

**TABLE 5-12 CHANGES CONSIDERED BUT NOT RECOMMENDED FOR MUNICIPAL REZONING**

Map ID	Location	Acres Affected	2010 Generalized Zoning	Alternatives Considered	Recommended Zoning Change	Comments
						future development should be managed along PA 72, as the gateway or entrance corridor to the Lebanon Valley.
<b>T</b>	T PA 72 and Rocherty (NW corner), North Cornwall	53	Agriculture	<ul style="list-style-type: none"> <li>Commercial, Mixed use</li> </ul>	No change	Development potential is deed-restricted by an agreement of multiple property owners.
<b>V</b>	US 322 and PA 117, West Cornwall	18	Highway Commercial	<ul style="list-style-type: none"> <li>Agriculture</li> </ul>	No change	This site has no direct access to US 322 or PA 117 but has been zoned commercial for decades.
<b>W</b>	West side of PA 72, non-frontage lands along Hicks Creek, West Cornwall	138	Highway Commercial	<ul style="list-style-type: none"> <li>Forest</li> <li>Residential Conservation</li> <li>Office Conservation</li> </ul>	Forest (for rear portion only)	Commercial zoning is preferred for the front portion of this area, though the rear portion abuts Governor Dick lands and could be rezoned to Forest with the landowner agreement.
<b>X</b>	Oak St/Country Club, North Cornwall	149	Low Density Residential	<ul style="list-style-type: none"> <li>Residential Conservation Subdivision</li> <li>Agriculture</li> <li>Office Conservation</li> </ul>	No change	Conservation by Design is now an approved (but not required) development technique under NCT's 2011 zoning.
<b>BB</b>	Suzy Street, North Lebanon	11	Industrial		No change, Commercial office	Two smaller parcels remain undeveloped; access would require a costly stream crossing. Alternative zoning would likely be perceived as spot zoning. Explore parcel unification with an adjacent parcel or access by easement to make the site more marketable.
<b>CC</b>	Smutzy Property, North Lebanon	288	Agriculture	<ul style="list-style-type: none"> <li>Residential Conservation</li> </ul>	No change	Site is shown on old maps as the location of iron ore mining pits. Soil conditions, i.e. feasibility to support public utilities, are unknown.

# Chapter 5

## GOAL 2. SUSTAIN THE REGION’S URBAN AND RURAL CHARACTERS AS DEVELOPMENT OCCURS.

### *Objectives*

- A. Encourage new development to “fit” with the region’s urban and rural characters.
- B. Revitalize and strengthen identity of villages and neighborhoods.

### **Rec 5. Conduct a study to define localized urban and rural community characters.**

Defining the character that is to be matched or “fit into” involves both what the character is and where it is to be applied. Areas may be urban in context, such as Pleasant Hill, or rural, such as the village of Quentin or the Route 72 corridor across South Mountain.

Begin by identifying areas where the community or landscape character is distinctive, desirable, and at risk to impact by conventional development techniques. Second, define the features and characteristics of the landscape and development pattern that make each character area unique. Characteristics may include lot/street pattern, site design including natural vegetation and canopy cover, building size, height, bulk, location and orientation, etc. Third, determine the boundaries of each character area. For areas of marginal character, consider whether to exclude them, or to include them with the intent of strengthening character as development occurs. Finally, evaluate ways to maintain those characteristics in new development: requirement or incentive. This determination will direct the preparation of the appropriate tool.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions
<b>Support Partners:</b>	Lebanon Valley Conservancy; County and local historical societies
<b>Funding Sources:</b>	General Fund for professional services, as needed

### **Rec 6. Enact zoning provisions to encourage protection of desired localized character.**

As stated in Recommendation 5, there are regulatory or voluntary approaches to sustaining local character in development patterns. Overlay zoning defines an area where additional requirements apply. Cornwall Borough’s historic overlay requires that new development in Cornwall Center, Miners Village and Burd Coleman model historic design patterns. A performance or incentive-based approach would reward developers who voluntarily match new development to documented characteristics with additional lots or units.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions
<b>Support Partners:</b>	Cornwall Borough for its model ordinance and experience
<b>Funding Sources:</b>	General Fund for professional services, as needed

## **Rec 7. Install streetscape improvements in villages and neighborhoods.**

Existing villages and neighborhoods include Avon, Ebenezer, Hebron, Karinchville, Pleasant Hill, Prescott, Rexmont, Toytown, and the Lehman Street area (11th Avenue to Wal-Mart). These places may not have a traditional center, a square or park, but there was clearly a need for their development at one point in time. Acknowledging these small centers and their historic purpose could incentivize neighborhood pride and private reinvestment, such as property upgrades.

Streetscape elements include pedestrian elements such as sidewalks and crosswalks, sidewalk lighting, street trees and planters, bike racks, benches and trash/recycling receptacles, community signs and banners, and façade conditions. Improvements can add or update any of these elements as well as street paving, street lighting, bicycle lane striping, and signing. Ideally, any improvements would increase not only the visual appearance of the area, but also its accessibility and walkability. Municipalities should work with local residents to identify potential improvements.

<b>Time for Action:</b>	Long Term (0-10 years)
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions
<b>Support Partners:</b>	LEBCO MPO; PennDOT District 8-0
<b>Funding Sources:</b>	PA DCNR TreeVitalize; Liquid Fuels; General Funds; Community Development Block Grants

---

# Chapter 5

---

Intentionally blank for two-sided printing

---

## 6 TRANSPORTATION



### OUR TRANSPORTATION SYSTEM

Transportation infrastructure in the Region consists of the street and highway network serving motorized and non-motorized (bicycle and pedestrian) travelers; Norfolk Southern's Harrisburg Line; transit service provided by Lebanon Transit; and sidewalk systems in a limited number of neighborhoods. The Lebanon Valley Rail Trail passes through the region, offering a daytime transportation and recreation corridor. There are no public aviation or passenger rail facilities. This composition is typical of a rural transportation system, however it is increasingly inadequate for the needs of this diverse, growing region.

#### LEBANON COUNTY METROPOLITAN PLANNING ORGANIZATION

This same challenge of a rural system serving an urbanizing region exists for the county as a whole. Since 2003, the Lebanon County Metropolitan Planning Organization (LEBCO MPO) has provided continuous attention to the transportation needs of Lebanon County to help the county prosper. The MPO Policy Board and Technical Committee include representatives from county and local government (elected officials, planning department, emergency management), local transit, aviation, and trail organizations, business and industry (including agriculture and tourism), as well as state and federal transportation agencies. The agency prepares short- and long-range transportation plans, conducts associated public involvement activities, and provides a collaborative planning forum to address countywide and regional transportation-related issues through discussion, training, studies, and planned projects. In addition, the MPO serves as a liaison to PennDOT county maintenance, District 8-0, and central office staff, as well as to the Federal Highway Administration and Federal Transit Administration.

The MPO also serves as a liaison to PennDOT's Local Technical Assistance Program (LTAP). Municipalities can request LTAP planners and engineers to evaluate an intersection or bridge. Requests can be made through the MPO, or municipalities may contact LTAP directly. The program has been used locally. North Lebanon Township hosted a training session and requested a site visit to the intersection of PA 343/7<sup>th</sup> Street with Kimmerlings/Kochenderfer Road. The LTAP team recommended a "bump out" of the yellow center line to narrow the travel lanes at the intersection. The recommendation was reviewed and constructed by PennDOT.

# Chapter 6

## INCREASING TRAVEL DEMAND AND EXPANDING STREET/HIGHWAY SUPPLY

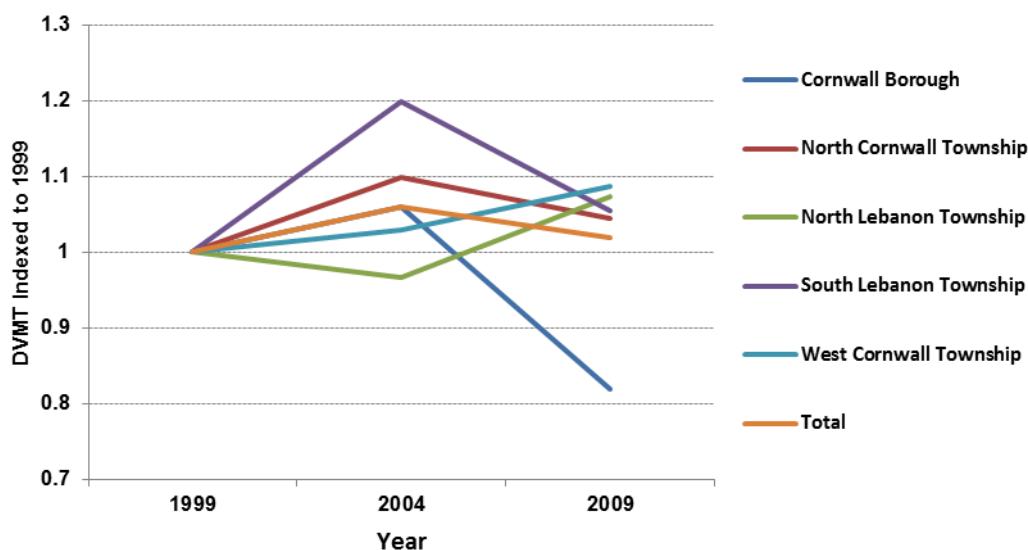
Data from PennDOT's Bureau of Planning and Research indicate that travel demand on the state-owned roadway network within the region increased slightly for the ten year period ending 2009, to a total of nearly 470,000 daily vehicle miles of travel (DVMT), as shown in Table 6-1 and Figure 6-1. A decline in Cornwall Borough due to changes in the traffic volumes on US Route 322 were offset by growth in other municipalities. Changes in travel demand on the state-owned roadway network have remained nearly the same over the past decade. (The amount of travel on local roads is not recorded by PennDOT, so travel demand for local networks is not available.) It should be noted that travel demand nationally was down in 2008-09 due to the weak economy.

**Table 6-1 Daily Vehicle Miles of Travel (DVMT) on State-owned Roadway, Various Years**

Municipality	1999	2004	2009
CLSD Region	459,741	487,142	468,174
Cornwall Borough	86,786	91,929	71,004
North Cornwall Township	84,853	93,210	88,676
North Lebanon Township	129,061	124,773	138,408
South Lebanon Township	80,711	96,738	85,107
West Cornwall Township	76,331	78,488	82,970

Source: PennDOT Bureau of Planning and Research

**Figure 3-1 Change in Daily Vehicle Miles of Travel, 1999, 2004, 2009**



Source: PennDOT Bureau of Planning and Research

Data from PennDOT's Bureau of Planning and Research indicate that the heaviest traveled state-owned roadways within the region are numbered routes such as US 322, US 422 and PA 72. Table 6-2 lists 2009 and 2002 traffic volumes for selected state highway in the region. The data show that increases in traffic volume are generally in line with the state average of 2 to 2½ percent annually, though several roadways exhibited decreases in traffic volume.



# Transportation Plan

**Table 6-2 Annual Average Daily Traffic on Selected, High-Volume Roadways**

Roadway	Location	Annual Average Daily Traffic (AADT)		
		2009	2002	Change
US 422	E. of Lebanon City	15,000	19,000	- 4,000
PA 72	S. of Lebanon	14,000	13,000	1,000
PA 72	N. of Lebanon	13,000	11,000	2,000
Cornwall Road/SR2001	North Cornwall Twp	8,900	7,200	1,700
Rocherty Road/Evergreen Road/SR 2002	Cornwall Road to State Drive; Village of Midway	7,700	11,000	- 3,300
7 <sup>th</sup> St / PA343	N. Lebanon Twp	7,400	8,200	- 800
US 322	S. of Cornwall	6,800	12,000	- 5,200
PA 241	Village of Rocherty	6,800	7,100	- 300
PA 897	South Lebanon Twp	6,400	6,800	- 400
Oak Street/SR3004	North Cornwall	6,100	6,400	- 300
Sandhill Road/Grace Avenue/SR 1003	Village of Sand Hill	5,800	4,600	1,200
Cornwall Road/SR2001	West Cornwall Twp	4,100	3,800	300
State Road/ SR2003	South Lebanon Twp	4,700	4,000	700

Source: PennDOT Bureau of Planning and Research

The region has a large and growing roadway network—more than 250 miles of public streets and highways. More than 200 miles of the network are locally-owned and maintained by the municipalities. North Lebanon and South Lebanon have the largest networks at approximately 60 miles each.

For the 10-year period ending 2009, the region added nearly 19 miles to its street and highway network. (Pennsylvania municipalities, on average, add an additional 272 linear miles each year to the public highway network. The mileage of state-owned roadway in the region has remained constant since 1999.) The largest increase was in North Lebanon Township, which added over six miles to its locally-owned roadway network. Table 6-3 lists local roadway mileages and increases by municipality.

**Table 6-3 State and Locally-owned Roadway Network (in Miles), Various Years**

Municipality	State-Owned Roadway (2009)	Locally-owned Roadway		
		1999	2004	2009
CLSD Region	50.71	183.13	189.75	202.08
Cornwall Borough	8.9	30.22	30.22	32.12
North Cornwall Township	8.82	35.25	37.83	39.68
North Lebanon Township	20.22	55.5	57.49	61.57
South Lebanon Township	20.82	51.88	53.23	57.43
West Cornwall Township	12.77	10.28	10.98	11.28

Source: PennDOT Bureau of Planning and Research

## MORE MAINTENANCE WITH SAME OR LESS FUNDS

Road maintenance is a significant service in each municipality. Minor maintenance, including paving and repair, seasonal roadside mowing and brush/tree trimming, and winter snow removal and salting are handled by municipal staff. For these services, opportunities for cost sharing and reduction include

## Chapter 6

equipment purchase and maintenance, equipment sharing (if use can be scheduled over a reasonable period), materials purchases, and staff training.

Larger road maintenance and rehabilitation projects and bridge inspections are contracted. Where maintenance/rehabilitation project sites are near a municipal border, the home and neighboring municipality could discuss if maintenance/rehabilitation is needed in nearby areas and, if so, consolidate the projects.

Line painting, street sweeping, sign and signal maintenance, and stormwater facility maintenance services are performed by a mix of municipal staff and contractors. There may be opportunities to share line painting and street sweeping equipment, as well as staff trained to operate them, and to jointly purchase new equipment, including battery back-up systems for traffic signals, both desired by North Cornwall and North Lebanon.

Roadside litter pickup is provided by volunteers through PennDOT's Adopt-a-Highway program. This service beautifies the community and reduces wear and tear on roadside mowing equipment (or the municipal staff time). North Lebanon Township has a similar program for township roads.

Staffing of the road/public works department is similar in Cornwall, North Cornwall, and North Lebanon. South Lebanon supplements its full-time staff with part-time staff and West Cornwall relies primarily on part-time staff. Average hourly wages are similar in value except in West Cornwall, which may be affected by the nature of its part-time staff.

These services rely heavily on their Liquid Fuels Allocations (LFA) from the state for non-staff expenditures and on their General Funds for wages, benefits, and expenses beyond the LFA revenue. Each municipal allocation is determined by a legislated formula, based on population and municipal roadway mileage. The formula for this disbursement is steady but the total disbursement amount varies from year to year based on miles traveled by the public, which generates the gas tax revenues that fund the program.

**Table 6-4 Municipal Liquid Fuels Allocation, 2008-11**

Municipality	2008	2009	2010	2011
<b>CLSD Region</b>	<b>\$771,402</b>	<b>\$819,878</b>	<b>\$789,507</b>	<b>\$810,378</b>
Cornwall Borough	\$108,860	\$116,789	\$112,176	\$115,210
North Cornwall Township	\$142,730	\$152,245	\$146,297	\$149,784
North Lebanon Township	\$284,806	\$274,872	\$264,099	\$270,373
South Lebanon Township	\$215,211	\$227,773	\$220,623	\$227,598
West Cornwall Township	\$45,536	\$48,199	\$46,312	\$47,413

Source: PennDOT Bureau of Municipal Services

Local disbursements have varied slightly in recent years, from FY 2011's total of \$810,378, which was up 2.7 percent from 2010, yet down overall from 2009's total of \$819,878, as shown in Table 6-4. Overall, LFA revenues have been declining in recent years as travel, fuel consumption and associated gasoline taxes by the statewide public have declined in response to a weak economy, higher fuel prices, and increasing efficiencies in vehicle fuel consumption. (Note: The state gasoline tax has not affected the change in fuel prices. This state tax of \$0.32 per gallon has not changed since 1997.) Though overall travel is down, road maintenance needs continue to accrue since residents still utilize their local roads on a daily basis.

Maintenance and improvement to local roadways is a major cost for municipalities. The source of funding for road work is generally limited to liquid fuels allocations and local general fund revenues from local tax

receipts. Considering the current financial environment, the goal of most municipalities is to maintain the existing conditions or to extend the life of the roadways through relatively low cost maintenance activities, such as cleaning and sealing cracks in bituminous pavements. In many cases, repair and reconstruction are performed only on an as-needed basis due to insufficient funding to undertake major resurfacing projects. As major roadway repair and reconstruction projects are deferred, the financial needs to repair and maintain the local roadway system will become greater over time.

Data from the Pennsylvania Department of Community and Economic Development (DCED) demonstrate how far liquid fuels allocations go toward meeting the transportation system needs of the region. Table 6-5 shows total spending on public works projects for 2007 to 2009, as reported by the municipalities to DCED. The data show that the region spent \$2.7 million in 2009 to maintain and operate its transportation infrastructure. In the same year, LFA generated \$819,878, only 30.1 percent of highway expenditures.

**Table 6-5 Spending on Public Works: Highways and Streets, 2007-09**

Municipality	2007	2008	2009
<b>CLSD Region</b>	<b>\$2,912,156</b>	<b>\$2,521,398</b>	<b>\$2,719,334</b>
Cornwall Borough	\$415,122	\$345,344	\$335,977
North Cornwall Township	\$835,066	\$564,393	\$702,069
North Lebanon Township	\$737,121	\$635,822	\$735,149
South Lebanon Township	\$779,476	\$801,324	\$708,428
West Cornwall Township	\$145,371	\$174,515	\$237,711

Source: PA Department of Community and Economic Development

## FAVORABLE LOCAL BRIDGE CONDITIONS

There are 14 locally-owned structures in the region that are greater than 20 feet in length, as listed in Table 6-6. All bridges greater than 20 feet in length are required by federal law to be inspected every two years, regardless of ownership. PennDOT monitors Pennsylvania's bridge program, including location inspections, through its Bridge Management System (BMS). Comprehensive data for locally-owned bridges, culverts and other structures less than 20 feet in length is not included in BMS.

The region's locally-owned bridge inventory has an average age of 52, which is in line with the statewide average. The condition of locally-owned bridges compares very favorably with the rest of the state, where 34 percent of such structures are classified as being structurally deficient (by number), and 30 percent by deck area. For the planning area, those rates are 7 and 3 percent, respectively. Only one of these structures has been classified as being structurally deficient and functionally obsolete, namely the Chestnut Street bridge over Quittapahilla Creek. This bridge also has the lowest sufficiency rating of any locally-owned bridge and is the oldest. It is listed on the TIP for replacement, including a wider span and higher elevation, by 2013.

## IMPROVING MOBILITY ACROSS RAIL LINES

The Norfolk Southern Harrisburg Line currently passes through the City of Lebanon at-grade, which creates an impediment to emergency responders and an inconvenience for travelers at large, including Cornwall-Lebanon school buses, when trains are passing through the City. The Bridges over Norfolk Southern Project, initiated in 1999, is in the process of constructing bridges on 9th and 10th Streets (PA 72 North and South) to accommodate the continuous flow of traffic. Construction began in 2011 at an estimated cost of \$23.5 million. The 9<sup>th</sup> Street bridge opened to traffic in mid-September 2012 and the 10<sup>th</sup> Street bridge is scheduled to open to traffic in late 2013.

# Chapter 6

**Table 6-6 Locally-owned Bridges > 20 Feet in Length**

Municipality	Route	Feature Intersected	Length	Deck Area	Year Built	Sufficiency Rating	AADT
Cornwall Boro	Burd-Coleman Rd	Snitz Creek	22'	660.0	1930	90.5	450
Cornwall Boro	N Cornwall Rd	Snitz Creek	23'	717.6	1993	97.0	100
N Cornwall Twp	Dairy Rd	Quittapahilla Creek	24'	996.0	2005	92.6	1500
N Cornwall Twp	Dairy Rd	Snitz Creek	29'	1044.0	1993	83.0	500
N Cornwall Twp	Reist Rd	Beck Creek	30'	972.0	1974	86.9	400
N Cornwall Twp	Bricker	Beck Creek	25'	770.0	1973	96.9	500
N Cornwall Twp	Chestnut St	Quittapahilla Creek	28'	504.0	1910	49.2	800
N Cornwall Twp	Walnut St	Snitz Creek	72'	2412.0	1960	88.2	1000
N Cornwall Twp	Rocherty Rd	Snitz Creek	31'	1100.5	1962	93.0	800
N Cornwall Twp	Oak St	Beck Creek	33'	1612.8	1937	67.5	900
N Cornwall Twp	Oak St	Snitz Creek	66'	2349.6	1955	85.6	1000
N Lebanon Twp	Halfway	Tulpehocken Creek	26'	657.8	1930	87.5	150
S Lebanon Twp	Walnut St	Quittapahilla Creek	30'	1170.0	1961	82.6	4000
W Cornwall Twp	Zinns Mill Rd	Snitz Creek	34'	1200.2	1940	97.0	375

Source: Source: PennDOT, Report B for Internet, PA Highway Bridges, Bridges on Local Route System, Length 20' or Greater, 3/30/11

## AFFORDABLE TRANSPORTATION THROUGH TRANSIT

More people in Lebanon County are riding the bus for their daily travel needs. Ridership on Lebanon Transit has increased 28 percent over the past three years. Rising fuels costs that have made automotive travel cost-prohibitive, or at least restrictive, for county residents have spurred much of the increase. Continued development in planned development areas, as advocated by the Lebanon County Comprehensive Plan (2007), will support further ridership increases and help to expand transit services. Transit-supportive development includes higher density residential neighborhoods, commercial destinations, and mixed use developments, like North Cornwall Commons, with walkable pedestrian patterns. In fact, developers of North Cornwall Commons have agreed to pay for the added cost of buses circulating through the site, enabling shoppers to reach stores within a few steps of the bus, rather than requiring them to cross the parking lot from Cornwall Road to the storefronts.

A 2011 Regional Transit Coordination Study<sup>5</sup> for a nine county service area recommended US 422 as a key first corridor for regionalized transit service from Lebanon to the Reading area. This corridor (the so-called "Brown" Corridor) was selected as one to study in more detail as a potential pilot for coordinated transit service, namely extending certain LT and BARTA runs to the short segment they are not currently serving along US 422.

<sup>5</sup> The study was sponsored by the Pennsylvania Department of Transportation (PennDOT) through the Berks Area Regional Transit Authority (BARTA) and the nine participating counties: Adams, Berks, Cumberland, Dauphin, Franklin, Lancaster, Lebanon, Perry, and York.

## ASSESSING BICYCLING SAFETY

Roads in the Cornwall-Lebanon region are particularly critical to bicycle travel as they connect many centrally-located destinations and provide through routes across the county. Some roads have no shoulders; bicyclists must use the travel lane and “Bikes May Use Full Lane” signage is appropriate in these locations. Other roads have poor shoulder conditions, such as narrow, collapsing shoulders or overgrown vegetation, that makes travel on the shoulder difficult. Again, signage is appropriate. Still other roads have good shoulder and pavement conditions. Other significant safety concerns include the granting of Highway Occupancy Permits and reconstruction of intersections without consideration for bicyclists.

Furthermore, motorists across the region are not knowledgeable on how to travel safely alongside bicyclists. Bicycle signage, driver training and law enforcement can help motorists to drive safely with bicyclists on the roadways.

A Lebanon County Bicycle Transportation Map has been developed by the Lebanon Valley Bicycle Coalition with the technical and financial assistance of LEBCO MPO and PennDOT. The purpose of the Map is to identify the roads most commonly used by bicyclists and that should be improved for bicyclists when resurfaced, rehabilitated, or reconstructed. At the same time, these identified roads should not become less safe due to changes in traffic volumes and operations. Roads and road segments that have a minimum shoulder width of four feet, per FHWA and AASHTO guidelines, are also shown. The map is available at <http://www.lebcounty.org/Planning/Pages/MPO.aspx>.

## BUILDING A TRAILS SYSTEM

LEBCO MPO has dedicated most of its Transportation Enhancement funds to the development of the Lebanon Valley Rail Trail (LVRT) in recent years. While the MPO is committed to the completion of the LVRT, this commitment does not preclude support for other well-designed and locally supported trails. The South Lebanon Trail presented a good opportunity to link the LVRT with South Hills Park and the Cornwall-Lebanon Middle and High School campus and included a long range goal of extension to South Lebanon Elementary School in Iona. Other trail proposals that provide connection among community destinations or loop trails that feature community resources and that have local support are considered.

The so-called “Alcoa Spur” is right-of-way that the LEBCO MPO and the Lebanon Valley Rails to Trails have been trying to acquire. The spur traverses a business park that is almost fully built out, with workers who bicycle to the plant. The effort will be coordinated with South Lebanon Township in developing points of access to the proposed trail.

An east-west bike/ped trail will be constructed through North Cornwall Commons and connect with the LVRT. The developer will also construct comfort facilities where the two trails meet.

Looking ahead, North Cornwall Township has developed a non-motorized trail plan that outlines on-road and off-road trail routes connecting neighborhoods, recreation sites, and shopping areas, as well as coordination with municipalities to the west on a streamside route to the Quittie Nature Park in Annville Township. Certain routes are recommended for township-led master planning, design and construction, while others are recommended for private development in conjunction with future land development plans. Priority routes connecting Pleasant Hill, present and future parks, and the Lebanon Plaza are designated.

# Chapter 6

---

## FINDINGS ON TRANSPORTATION

1. The Region's composition of streets and highways, single rail line, and limited bicycle, pedestrian and transit facilities is typical of a rural transportation system, however it is increasingly inadequate for the needs of this diverse, growing region.
2. The region has a large and growing roadway network—more than 250 miles of public streets and highways. Travel demand on state-owned roadways within the region over the past ten year period ending 2009 to a total of nearly 412,000 daily vehicle miles of travel. The heaviest traveled roadways within the region are numbered state highways such as US 322, US 422 and PA 72.
3. More than 200 miles of the network are locally-owned and maintained by the municipalities. In the past 10 years, nearly 19 miles were added to the local network. Maintenance and improvements to locally-owned network are funded by PennDOT's Liquid Fuels Program allocations and local general fund revenues. The combination of a weak economy, coupled with increasing efficiencies in vehicle fuel consumption, has negatively impacted liquid fuels revenues and municipal allocation statewide.
4. Locally-owned bridges compare favorably with the rest of the state, with only 7 percent of structures classified as structurally deficient by number, and 3 percent by deck area. A pair of new state-owned bridges over Norfolk Southern's Harrisburg line on 9<sup>th</sup> and 10<sup>th</sup> Streets will improve north-south access while the rail line is in use.
5. Ridership on Lebanon Transit has increased 28 percent over the past three years. Rising fuels costs that have made automotive travel cost-prohibitive, or at least restrictive, for county residents have spurred much of the increase. Land use and development patterns will further influence the efficiency of transit service in the future.
6. Within the past five years, the LEBCO MPO provided funding for the construction of a park and ride lot near Interstate 81 to serve transit riders bound for Harrisburg. Additional park and ride lots near heavy commuting corridor may be needed.
7. Roads in the Cornwall-Lebanon region are particularly critical to bicycle travel as they connect many centrally-located destinations and provide through routes across the county. A countywide assessment of road conditions for cyclists will provide LEBCO MPO and municipalities with information needed to plan improvements that address all roadway travelers and their safety.
8. North Cornwall Township has developed a non-motorized trail plan for on-road and off-road trail routes connecting neighborhoods, recreation sites, and shopping areas.
9. The MPO is committed to the completion of the LVRT and encourages will consider funding for other trail concepts that provide connection among community destinations or loop trails that feature community resources, especially where there is local support.

## LOCATIONS OF LOCAL CONCERN

As a result of growing travel demand, several segments, intersections, and other locations were identified as problems in the transportation system. They are listed in no priority order.

1. **Congestion on (US) Route 422.** This is a corridor-wide concern, extending beyond this region's borders. Traffic volume and the abundance of access points (driveways) to the corridor slow travel



times. A congested corridor improvement program (CCIP) study was completed in 2006. Following the study, North Cornwall and North Lebanon adopted access management provisions for the corridor to reduce the number of access points as lands along the corridor are redeveloped. Access management will also benefit bicyclist and pedestrians, who already use this corridor without designated bicycle lanes or sidewalks. Sidewalks are a significant component of the Route 422 Beautification Project.

The County recently performed a Roadway Safety Audit (RSA) in the eastern part of the county. The MPO routinely works with PennDOT and municipalities on RSAs. Typically, the MPO make recommendations to the PennDOT District office safety staff, which determines whether or not it would be appropriate to perform an audit at a certain location. The County receives many competing requests for audits. Requests may not always lead to audits, but to incremental improvements. The next LEBCO MPO/PennDOT Road Safety Audit has been scheduled for Spring 2013 and will address PA 241 from the City of Lebanon at PA 72 southwest to Route 322.

2. **Congestion on (PA) Route 72.** The LEBCO MPO recognizes that travel times along Route 72 and Cornwall Road have increased and intends to study these corridors and potential improvements as the commercial area along Route 72 is built out. Signal synchronization has been suggested but no improvements have been evaluated to date. Funding has been allocated for this future CCIP study. A scope has been prepared and money budgeted for it in the TIP. The limits of the study will extend from the City through Cornwall Borough and West Cornwall Township. The MPO will wait until after the area has built out and new signals have been added to the network.
3. **Congestion at Route 322 West at PA 72 South.** This left turn is difficult due to traffic volumes. Additional demand for left turns at this location will occur as the Preserve at Historic Cornwall is built and occupied. The developer of the Preserve will be required to improve this intersection as latter phases of the project are built.
4. **Congestion on Rocherty Road and Evergreen Road (SR 2001)** from PA 72 to State Drive. This heavily traveled segment is used by South Lebanon Township residents; the school district buses, students, and employees; staff and patients of the Lebanon VA Hospital; and staff and visitors to the Lebanon Expo. Peak demand is typically early, as a result of the school traffic, e.g. 7:30am to 8am and 2:30pm to 4pm. The developer of North Cornwall Commons will be required to make improvements, i.e. turning lanes, at the intersection of Cornwall Road and Rocherty Road/ Evergreen Road and at the project's entrances. In support of economic development, Pennsylvania's Secretary of Transportation has approved \$5 million in PennDOT discretionary funds for improvements at PA 72 and Rocherty Road and at Cornwall Road and Isabel Drive.

From a bicycle perspective, PennDOT widened the shoulders on its segment from Cornwall Road to State Drive, improving the facility for bicyclists and safety for all, but shoulders are still narrow to lacking from PA 72 to Cornwall Road and from State Drive to PA 897; bicycle signage is appropriate along these corridors.

5. **Cornwall Road (SR 2001).** Traffic volumes on Cornwall Road have increased as local travelers have sought less congested secondary roads as an alternative to Route 72.
6. **Kimmerlings Road/Kochenderfer Road at 7<sup>th</sup> Street.** Visibility at this intersection is difficult, safety particularly from Kimmerlings Road and Kochenderfer Road looking south. Incremental



## Chapter 6

---

improvements, including an intersection warning signal on northbound Route 343 and cautionary signage to drivers stopping on Kimmerlings Road and Kochenderfer Road to cross or turn, have been made, but safety remains a concern.

7. **East Lehman at 15<sup>th</sup> Avenue (SR 1011)** in front of WalMart – This is a busy intersection. Northbound 15<sup>th</sup> Avenue traffic coming from Route 422 is heavy and leftbound onto East Lehman to enter Walmart.
8. **Intersection of PA 72 with Tunnel Hill Road (SR 4002), Hill Street, and North 22<sup>nd</sup> Street.** The alignment of this intersection has been a challenge for many years. Alignment and turning patterns were improved in 2005. The subsequent development of the Lebanon Rails Business Park has resulted in increased truck traffic traveling through the intersection. Further improvement of the intersection will be negotiated as more businesses locate in the business park and the MPO finds funds. This is another developer-sponsored project.
9. **One lane tunnel under NS Harrisburg Line on 25<sup>th</sup> Street.** This tunnel is used by locals as the rear entrance to the Lebanon Valley Mall. 25<sup>th</sup> Street also accesses the Lebanon Rails Business Park. The structure is owned by Norfolk Southern, not North Lebanon nor West Lebanon Townships. The Lebanon Valley EDC pays to operate the traffic signal at the tunnel. The LEBCO MPO has a project placed in the out years of the county's long range plan to make the tunnel a two-lane underpass.
10. **Intersection at Cornwall Center.** This intersection also has an unconventional alignment with Route 419 "turning" from Freeman Drive to Cornwall Road as the through movement, while traffic on Burd Coleman Road and Cornwall Road are stop-controlled. This intersection was also identified as a location of safety concern in the Cornwall-Lebanon Scenic Byway Modified Corridor Management Plan, due to its unusual alignment, heavy use, and potential promotion to unfamiliar travelers. The intersection will be further impacted by traffic to and from the Preserve at Historic Cornwall and its improvement will be required by the developer.
11. **Intersection of Fonderwhite Road at Evergreen Road.** This intersection is a safety concern due to poor visibility constrained by existing buildings, topography and vegetation, and increasing travel to and from residential neighborhoods in South Lebanon.
12. **Bridges and road alignment on Mill Street (SR 3023).** Two bridges cross the Quittapahilla Creek south of Cleona in North Cornwall Township. Replacement of the single-lane bridges, which dated to circa 1920 and 1930, was completed in November 2012 and increased the width of both bridges to two lanes. The road alignment reflects a similar age when travel was slower and short distance visibility was sufficient for safety. Road alignment remains a concern but is constrained by the existing structures.
13. **Bridge gap on Zinns Mill Road.** This non-functioning bridge over the Lebanon Valley Rail Trail was removed as a safety precaution when this segment of the Rail Trail was constructed in 2003. At the time, this portion of Zinns Mill Road carried little traffic. Re-connecting Zinns Mill Road could provide an alternative route and help to alleviate congestion on Rocherty Road/Evergreen Road, parallel to the north. This concept would require study of the potential impacts to intersections with Cornwall Road and PA 72 to the west and Lincoln Avenue and State Drive to the east.

Improvements to the highway system are planned as a result of large developments occurring in the region. The transportation improvement requirements used in Lebanon County since the 1990s require developers to fund and construct improvements at the outset of development. This model results in improvements but fails to recognize the timing or cumulative impacts of multiple development proposals that affect the same roads and intersections. The LEBCO MPO is working with PennDOT to establish an Alternative Transportation Plan, whereby concurrent developers share in the cost and coordinate the construction of required improvements and improvements are phased with construction and occupancy. Such an approach provides a reduced-cost incentive for developers to invest in targeted locations and the needed improvements for that location. The MPO will likely be taking the same approach in Cornwall Borough with H&K.

## BETTER PLANNING, BETTER MAINTENANCE AND IMPROVEMENTS

### “ASSET MANAGEMENT”

PennDOT continues to work with its planning partners (including the LEBCO MPO) to improve its planning processes. “Linking Planning and NEPA”<sup>6</sup> has been a recent initiative to improve transportation program development and project delivery. This initiative has emphasized the need for earlier identification of potential environmental impacts and project alternatives to reduce the costly time and effort of alternative re-design. However, this new process will result in more clearly defined, realistic projects where new impacts are anticipated.<sup>7</sup> In the short term, the LEBCO MPO continues to focus on maintenance projects, which typically have fewer, smaller environmental impacts.

In coming years, PennDOT will extend its asset management philosophy to its planning partners, particularly for locally-owned facility data. While there is much data and information available on state-owned transportation infrastructure, very little is known about their locally-owned counterparts, such as roadways, bridges, and traffic signals. In 2011, PennDOT initiated a pilot data collection strategy for its planning partners, including the LEBCO MPO, to compile existing municipal data regarding any transportation infrastructure inventory and condition data in 2012. (PennDOT has already requested some asset information, e.g. traffic signal locations, and notification when equipment upgrades are installed.) Accessible data should help policy makers and the public alike understand the magnitude of local and county-wide transportation challenges and be an aid to prioritizing limited resources.

### “SMART TRANSPORTATION”

LEBCO MPO expects that PennDOT will prioritize projects that demonstrate smart transportation principles, land use and transportation to create better communities, and regional planning perspectives in future state funding programs. In 2008, PennDOT set aside \$60 million in federal/state transportation funds to establish the Pennsylvania Community Transportation Initiative (PCTI). This program awarded funds to local government for projects that:

---

<sup>6</sup> The National Environmental Policy Act, also used as “shorthand” in reference to the advanced environmental studies that are required in moving a project proposal through the project delivery process.

<sup>7</sup> For the 2013 TIP, the LEBCO MPO will not be requiring municipalities to complete Level 1 screening forms, as the MPO is financially constrained. The MPO and PennDOT District office will be handling Level 2 screening forms.

# Chapter 6

---

1. Support local economic or community development projects and that encourage walkable, multimodal, mixed use developments or corridors, or incorporate brownfield or greyfield redevelopment opportunities.
2. Enhance the existing transportation network infrastructure capacity to reduce the demand on the region's transportation network.
3. Improve regional connectivity, e.g., more integrated use of arterials and secondary roads to relieve congestion on state highways; multimodal circulation improvements; sidewalks and paths.
4. Improve roadside conditions for transit riders, bicyclists and pedestrians.
5. Support transit oriented, brownfield and greyfield developments.

A good example of a PCTI-funded project includes the new park and ride facility at the intersection of PA 934 and Mill Road. Lebanon Transit is now running express bus service from the area. The lot is also available for workers who want to vanpool and carpool. The LEBCO MPO is always looking for candidate park-and-ride lots and ways to enhance the county's transit services.

The program was continued in 2010 with another \$12 million in federal/state transportation funds. A third round of PCTI is uncertain at this point, however new or revised programs will likely offer communities some form of financial assistance in improving local transportation options. Whether through local projects or the MPO's long range transportation plan (LRTP) and transportation improvement program (TIP), the Cornwall-Lebanon Region should identify and prioritize eligible, competitive projects that would improve or enhance travel in the region.

## RAIL FREIGHT INFRASTRUCTURE FOR ECONOMIC GROWTH

Municipalities can support maintenance and construction investments in rail freight through advocacy or through their capital investments with finding assistance from the Pennsylvania's Rail Freight Assistance Program and Capital Budget. The Rail Freight Assistance Program offers competitive, matching grants to railroad companies, transportation organizations, rail users, municipalities and municipal authorities whose proposals meet certain eligibility requirements. The program is currently funded at \$10.5 million. Funding assistance through the Capital Budget program, which is funded at \$20 million, requires a line item proposal.

## GOAL, OBJECTIVES AND RECOMMENDATIONS

### GOAL 3. MAINTAIN CIRCULATION SYSTEMS; EXPAND TRAVEL OPTIONS, ESPECIALLY WITHIN THE PLANNED DEVELOPMENT AREA.

In addition to the transportation recommendations below, see *Map 12 Transportation Issues* and *Table 6-7 Transportation Issues and Approaches* (page 78) for locations recommended for study, improvement, or referral.

#### Objectives

#### A. Improve the Region's transportation asset management practices.

#### Rec 8. Install municipal signing that meets the latest MUTCD requirements.

As municipalities change and update their sign inventories through regular maintenance activities, new signs should satisfy the latest federal standards as required through the Manual on Uniform Traffic Control Devices (MUTCD). (See <http://mutcd.fhwa.dot.gov/index.htm>.) Compliance dates to the federal standards have been dismissed, but the new standards remain.

**Time for Action:** Short Term (0-2 years) and Ongoing in compliance with current federal standards

**Lead Partners:** Municipal Engineers and Roadmasters

**Support Partners:** n/a

**Funding Sources:** Liquid Fuels; General Funds

#### Rec 9. Improve sub-base and width of roadway shoulders and maintenance practices to accommodate non-motorized travel on local roadways. Advocate the same on state Betterment projects.

Improved shoulders can alleviate the operational complications caused by slow moving horse-drawn buggies and bicyclists along state highways. Wider shoulders is also a significant safety benefit to motor vehicle traffic, particularly in areas surrounded by farmland where slow moving farm equipment is typically present.

Begin with Sites C, D, E, and F on Map 2, Transportation Issues and Concerns, and others that are part of the bicycle route network, shown on Map 3. Where funding is limited, adding or improving shoulders on uphill sections first will give slower moving bicyclists and buggies needed maneuvering space and decrease conflict with faster moving motor vehicle traffic. Roadways with higher AADT (e.g., >1,000) could also be made a priority over lower volume roadways. The AASHTO Guide to the Development of Bicycle Facilities can provide technical guidance for these kinds of improvements.

**Time for Action:** Ongoing

## Chapter 6

---

<b>Lead Partners:</b>	Municipal Engineers and Roadmasters
<b>Support Partners:</b>	LEBCO MPO; PennDOT District 8-0
<b>Funding Sources:</b>	Liquid Fuels; General Funds; Betterment funds (state projects)

**Rec 10. Review the list of regional transportation issues and concerns annually. Update sites, conditions and actions as new data becomes available. Advance eligible projects to LEBCO MPO and state highway maintenance concerns to PennDOT District 8-8 (County Maintenance).**

Community leaders, engineers and planners should maintain an inventory of local and regional transportation deficiencies. This inventory will then provide a ready list of projects for municipal maintenance and improvement as well as candidate projects for the biennial transportation improvement program or TIP update for at high crash locations prepared by the LEBCO MPO and PennDOT District 8-8 (County Maintenance). Condition data should be shared with LEBCO planning staff for awareness as they coordinate with PennDOT District 8-0 in preparing updated TIPs and locally-owned transportation asset inventories.

Municipalities should submit candidate projects that are eligible to receive state and federal funds to the LEBCO MPO during the summer of odd-numbered years (e.g., 2013, 2015, etc.). Projects eligible for Highway Safety Improvement Program (HSIP) funding should be aimed at contributing to a reduction in traffic fatalities and serious injuries on state roads through the implementation of medium cost infrastructure-related highway safety improvements. In addition to new candidate projects, municipalities should continue their support for projects listed on each current TIP, such as the Chestnut Street bridge replacement, as priorities are reevaluated.

Maintenance concerns on the state transportation system could include pavement condition, substandard shoulders, pavement markings, drainage, sight distance concerns, and signing issues and should be shared with the county maintenance manager.

<b>Time for Action:</b>	Ongoing
<b>Lead Partners:</b>	Municipal Managers, Engineers, and Planning Commissions
<b>Support Partners:</b>	LEBCO MPO planning staff
<b>Funding Sources:</b>	n/a

**Rec 11. Be responsive to the LEBCO MPO's efforts to develop a county-wide inventory of locally-owned transportation infrastructure.**

PennDOT is working with its planning partners at the regional and county levels in developing an inventory of locally-owned transportation infrastructure. Pilot programs are underway across the state. As these conclude, further statewide guidance, e.g. for the LEBCO MPO, is expected, followed by direction to collect local data.

<b>Time for Action:</b>	Short Term (0-2 years)
-------------------------	------------------------

<b>Lead Partners:</b>	Municipal Managers and Engineers
<b>Support Partners:</b>	Municipal Planning Commissions; LEBCO MPO
<b>Funding Sources:</b>	n/a

## B. Diversify travel options.

### Rec 12. Complete the Lebanon Valley Rail Trail through the Region.

The Lebanon Valley Rail Trail complements the Region's transportation system, providing nearly 15 miles of off-road recreation and transportation opportunities. While it is unclear if federal Transportation Enhancement funding will continue under successor legislation to SAFETEA-LU, completion of this spine is an important step in establishing an off-road trail network in Lebanon County. Completed and planned segments are shown on Map 2, Transportation Issues and Concerns.

<b>Time for Action:</b>	Long Term (0-10 years)
<b>Lead Partners:</b>	Lebanon Valley Rail to Trails, Inc.; LEBCO MPO
<b>Support Partners:</b>	Municipal Officials
<b>Funding Sources:</b>	LEBCO MPO Transportation Enhancement (TE) funding

### Rec 13. Develop a plan for a regional trail network.

A regional trail plan should designate both on-road and off-road routes that link retail establishments, neighborhoods, schools, recreational areas, major employment areas, and other desired destinations. The LVRT can act as the spine of the off-road trail network with spurs and loops extending to destinations.

North Cornwall already has a Master Plan for Non-Motorized Trail Connections. Priority trails from this plan and the completed and planned route of the South Lebanon Trail are shown on Map 2, Transportation Issues and Concerns. North Lebanon would like to explore a trail route from Lenni Lenape Park to the Union Canal Elementary School.

A planning process should engage the public in the identification of desired linkages and identify an implementation agent or group to lead trail development.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions
<b>Support Partners:</b>	LEBCO MPO
<b>Funding Sources:</b>	PA DCNR

## Chapter 6

### **Rec 14. Enforce sidewalk and alternative pedestrian facility requirements; consider enacting bicycling facility standards.**

The subdivision and land development ordinance is the primary tool for municipal officials and planners in ensuring that pedestrian linkages such as sidewalks and off-road connections are provided as new neighborhoods are built. Where such provisions are in place, their enforcement is important in providing safe travel facilities for persons of all ages and abilities. Where provisions are lacking or perhaps limited to traditional sidewalks where they may not be appropriate, provisions should be added or updated. All facilities should be compliant with the Americans with Disabilities Act (ADA). Bicycling facilities, e.g. lane striping and bike racks, should be specified in the ordinance. Both AASHTO and the Association of Pedestrian and Bicycle Professionals have design guidance for these types of facilities.

<b>Time for Action:</b>	Ongoing
<b>Lead Partners:</b>	Municipal Officials, Engineers, and Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department
<b>Funding Sources:</b>	Private funding

### **Rec 15. Construct, and where necessary reconstruct, sidewalks in existing neighborhoods through public projects or property owner incentives.**

Sidewalks are an important element of a public transportation system. They meet a need for safe travel routes for those who do not or cannot drive. Their construction and maintenance must be supported and backed by municipal leaders. Sidewalk construction or reconstruction is an eligible use of CDBG funds where the residents meet the program criteria. Municipalities can also create a revolving loan fund that would provide low-interest loans to property owners looking to construct or reconstruct their sidewalks. East Lehman Street (from 11th Ave to Wal-mart; Site 23), Main Street in Quentin (Map 2, Site I), Freeman Drive in Quentin (Site F), and Rexmont (Site K) are priority locations. See also Recommendation 7.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials, Managers and Engineers
<b>Support Partners:</b>	Municipal Planning Commissions; PA DCED
<b>Funding Sources:</b>	Private funding; Community Development Block Grants (CDBG)

## **C. Improve safety.**

### **Rec 16. Request a traffic safety analysis of the intersection of PA 72 and Tunnel Hill Road.**

The intersection of PA 72 and Tunnel Hill Road is characterized by awkward roadway geometry – a challenge for motorists, bicyclists and pedestrians. A traffic safety analysis of the intersection would identify short- and long-term improvements. Short-term improvements could be addressed by PennDOT maintenance forces (signing/pavement marking



improvements, minor capacity upgrades), while longer-term fixes such as major geometric improvements or capacity upgrades, could be addressed through the TIP.

<b>Time for Action:</b>	Short Term (0-2 years)
<b>Lead Partners:</b>	Municipal Officials; Municipal Engineers; PennDOT District 8-0
<b>Support Partners:</b>	Planning Commission Members; Adjacent Property Owners
<b>Funding Sources:</b>	General funds and/or Liquid Fuels, depending on the scope of the project

## **Rec 17. Request corridor safety audits from PennDOT for PA 343 and PA 419.**

Safety audits are performed by teams of PennDOT District and County staff, in conjunction with local leaders, to identify major and minor improvements that could reduce crashes and improve safety for all modes traveling specific roadway sections.

<b>Time for Action:</b>	Short Term (0-2 years)
<b>Lead Partners:</b>	Municipal Officials, Engineers and Roadmasters
<b>Support Partners:</b>	Municipal Planning Commissions; LEBCO MPO; PennDOT District 8-0 and 8-8
<b>Funding Sources:</b>	PennDOT Planning funds

## **Rec 18. Enact airport hazard zoning provisions in South Lebanon Township to protect the approaches to Keller Brothers Airfield.**

Airport Hazard Zoning seeks to promote compatibility of adjacent land uses with the sustained operation of an airfield. Zoning is the municipality's only means to control the height of buildings, other structures, and even vegetation that may encroach upon the flight path and become a detriment to the ongoing viability of the airport itself. PennDOT's Bureau of Aviation has developed a model airport zoning ordinance to serve as a guideline. Review the provisions adopted by other Lebanon County municipalities with airfields, including North Lebanon, or visit the Aviation homepage of PennDOT's website for links to the model ordinance and other resources.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	South Lebanon Officials and Planning Commission
<b>Support Partners:</b>	Lebanon County Planning Department; PennDOT Bureau of Aviation
<b>Funding Sources:</b>	General funds

## **Rec 19. Enact access management provisions for all major roadways.**

Access management provisions of a subdivision and land development ordinance represent an inexpensive technique for managing public safety and traffic flow. Such provisions manage (in

## Chapter 6

---

many cases, reduce) the number and placement of driveways or decision points along the roadway, increasing safety for motorists, pedestrians, and bicyclists. In addition to safety, improved access management can enhance roadway capacity by removing slow moving and turning traffic. North Cornwall and North Lebanon have adopted access management provisions into their subdivision and land development ordinance or supplemental standards to manage congestion along state highways. Access management applied in advance of development could prevent or mitigate congestion from occurring later on. Lebanon County provisions apply to new development and redevelopment of lots with frontage on arterial or major collector roadways within Lebanon County that are under the jurisdiction of the Lebanon County Planning Department, namely those in North Lebanon and North Cornwall in this Region. See PennDOT Publication #574 for PennDOT's model access management ordinance and the AASHTO publication, *A Policy on Geometric Design of Highways and Streets*.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department; PennDOT District 8-0
<b>Funding Sources:</b>	General funds

---

### Rec 20. Conduct safety audits of pedestrian and bicycle routes to schools, parks and trails.

---

While the Cornwall-Lebanon School District busses 100% of its students to and from school, citizens undoubtedly walk and bike to nearby schools for recreational activities after hours and on weekends. Whether conducted under the federal/state Safe Routes to School program or as a local safety audit, this process should consider bicycle and pedestrian safety factors such as the availability and condition of sidewalks and crosswalks, signing, pavement markings, fixed objects in the pathway, and traffic control within walking and biking distances of schools, parks and trailheads. The National Center for Safe Routes to School provides a variety of tools that could support a community-led safety audit: walkability checklist, bikability checklist, instructions for audits, etc. This recommendation could be carried out by members of the municipal planning commissions, with involvement by a municipal or traffic engineer or accomplished through a citizen task force with oversight from the planning commission.

Particularly along these areas where bicycling is more common, and perhaps across the entire region, local police should collect data on non-reportable crashes that involve bicyclists and pedestrians. Analysis of this data could help to identify needs for improved facilities and/or education initiatives.

<b>Time for Action:</b>	Short Term (0-2 years)
<b>Lead Partners:</b>	Municipal Engineers, Planning Commissions, and Park and Recreation Board/Committees
<b>Support Partners:</b>	Lebanon County Planning Department; School District
<b>Funding Sources:</b>	LEBCO MPO Transportation Enhancement (TE) funding

---

## **D. Increase efficiency, connectivity, and accessibility.**

- Manage access and improve connectivity.
- Make public transit feasible within Planned Development Areas.
- Address congestion bottlenecks and other impediments to freight movement on the highway network.
- Follow Smart Transportation principles (e.g., Complete Streets) in highway planning and design.

### **Rec 21. Retime traffic signals on a 5-year cycle and upgrade, as needed.**

PennDOT's Bureau of Highway Safety and Traffic Engineering has calculated annual estimated costs for properly maintaining and operating traffic signals. This includes the standard that every signal should be retimed every five years based on current traffic demands. Proper maintenance is not occurring on many traffic signals, and very few traffic signals are retimed to optimize operations. This is particularly critical on suburban arterials that span multiple municipalities. Typical traffic signal maintenance costs, as reported in the Pennsylvania Transportation Advisory Commission's Transportation Funding Study (2010) are \$3,500/year for maintenance, \$1,500/year for operating efficiency (energy) and \$7,500 once every five years for retiming. Recent upgrade traffic signals to LED lighting are expected to have a positive impact – estimated at \$3,000 for on maintenance costs and \$900 for operating efficiency.

**Time for Action:** Short Term (0-2 years) to establish ongoing 5year cycle

**Lead Partners:** Municipal Managers and Engineers

**Support Partners:** Municipal Officials

**Funding Sources:** PennDOT CMAQ, Automated Red Light Enforcement (ARLE) Funding Program; Liquid Fuels; General Funds

### **Rec 22. Expand the congested corridor study of US 422 eastward through central Lebanon County and conduct a congested corridor study of PA 72.**

While PennDOT's Congested Corridor Improvement Program (CCIP) no longer exists, studies should still be undertaken to examine congested corridors across jurisdictional boundaries. Proposed improvements should address roadway geometry, traffic signal operations, access management, multi-modal initiatives, ITS, transportation demand management measures, and planning and zoning practices that are appropriate for a particular transportation corridor.

Lebanon County's Congestion Management Process has identified several corridors that experience recurring congestion, including US 422, PA 72 and Rocherty/Evergreen Roads. Spot locations of concern include the intersection of PA 343 with Kimmerlings Road in North Lebanon Township, and various crash cluster locations along PA 241 in North Cornwall Township. LEBCO MPO has set aside money for a study of the PA 72 corridor (to include synchronization of traffic signals). Municipalities should work through the LEBCO MPO to identify candidates for study.

## Chapter 6

---

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials and Roadmasters
<b>Support Partners:</b>	Municipal Planning Commissions; LEBCO MPO; PennDOT District 8-0
<b>Funding Sources:</b>	Studies funded by PennDOT, with engineering and construction costs through the 12 Year Plan.

---

**Rec 23. Observe travel demand through the 25th Street underpass to establish baseline data and operational trends.**

---

This one-lane tunnel under the Norfolk Southern Keystone Line (Map 2, Site O) is a bottleneck for local traffic accessing the Lebanon Valley Mall, the Lebanon Rails Business Park and Union Canal Tunnel Park with a sight distance limitation. A 2005 traffic signal investigation prior to the development of the Lebanon Rails Business Park documented the physical conditions, including the 90-degree turn immediately on the south side of the underpass, and typical use as limited to vehicular traffic. The underpass was rated at level of service B (reasonable free-flow operations) for morning and evening peak in both directions. The report recommended a traffic signal to address the safety (sight distance) concern. As additional parcels in the business park are developed and generate traffic, this location should be monitored to assess any future need for and scale of improvement. Since the structure is owned by Norfolk Southern, its replacement is subject to NS decision-makers. Having accurate information will be necessary to request an improvement or to partner with NS on the replacement.

North Lebanon should observe demand at this location and track congestion and complaints. When either observations or complaints begin to demonstrate a sustained problem or severe threat to safety, the Township should contact the LEBCO MPO for technical assistance.

<b>Time for Action:</b>	Long Term (0-10 years)
<b>Lead Partners:</b>	North Lebanon Township
<b>Support Partners:</b>	LEBCO MPO; PennDOT District 8-0
<b>Funding Sources:</b>	n/a

---

**Rec 24. Address the Route 72/Zinns Mill Road intersection and the missing link of Zinns Mill bridge as traffic conditions warrant.**

---

Since the removal of the Zinns Mill Road bridge in 2003, traffic has increased on surrounding roadways. Reconnecting Zinns Mill Road could provide an alternative route and help to alleviate congestion of Rocherty Road/Evergreen Road to the north. A study to determine the impacts of replacing the bridge and restoring this corridor is needed. The study should include the potential impacts to the intersections with PA 72 and PA 419 to the west, and Cornwall Road, Lincoln Avenue and State Drive to the east. This study could be performed in conjunction with a congestion study of the PA 72 corridor as described above.

<b>Time for Action:</b>	Long Term (0-10 years)
<b>Lead Partners:</b>	Municipal Planning Commissions
<b>Support Partners:</b>	LEBCO MPO planning staff; PennDOT District 8-0
<b>Funding Sources:</b>	PennDOT

---

**Rec 25. Evaluate the need for park and ride lots throughout the region.**

---

Park and ride facilities are an essential, yet often overlooked, element of our transportation infrastructure. Growing ridership on Lebanon Transit's "Commute King" corridor from the Allen Biehler park and ride lot at the I-81/PA 934 interchange to Harrisburg attests to the lot's value in facilitating intermodal transportation. As interest in public transportation and ridesharing continues to grow, it is essential to provide facilities and services that are convenient to and valued by the public. A study could be conducted locally with windshield surveys at ad hoc park and ride locations, or through the use of more sophisticated, analytical tools, such as GIS, in collaboration with Lebanon Transit.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Managers, Engineers and Planning Commissions
<b>Support Partners:</b>	LEBCO planning staff; Lebanon Transit; PennDOT District 8-0
<b>Funding Sources:</b>	PennDOT Congestion Mitigation/Air Quality (CMAQ) funding

---

**Rec 26. Enact transit-friendly land development standards into the respective county/municipal subdivision and land development ordinances.**

---

Land use and land development patterns can support or discourage the availability of transit service and ridership. Along a given corridor, zoning determines what uses and how many destinations may develop, suggesting whether or not the general public would have interest in service to this corridor. Land development standards influence how accessible and convenient that corridor and its development are to transit service. For example, buildings with large setbacks create long walking distances from transit stops along the roadside to the building entrance. A lack of sidewalk to the building entrance and shade near the transit stop create further disincentives for transit riders. In addition, Section 605 of the MPC further provides for the implementation of transportation-based zoning overlay districts in order to manage the traffic generation characteristics of new uses along a transportation corridor.

*The LANTA Land Use Toolkit* was prepared to help the Lehigh and Northampton Transit Agency and its service area municipalities understand how to improve development standards in support of transit serviceability, where desired, and incorporate agency review. Its principles, including transit agency review of land development plans in existing and planned transit service areas, are readily transferable to Lebanon Transit's service region.

<b>Time for Action:</b>	Long Term (0-10 years)
<b>Lead Partners:</b>	Municipal Planning Commissions

## Chapter 6

---

**Support Partners:** LEBCO MPO staff; PA DCED

**Funding Sources:** n/a

---

### **Rec 27. Promote ridesharing services.**

---

Commuter Services of Pennsylvania promotes ridesharing to reduce congestion across a 9-county region that includes Lebanon County. For workers, it hosts an online database of commuters looking to rideshare based on destination/travel route, workday schedule, and flexibility. The non-profit organization also works with employers to market its services at the workplace.

Municipalities can connect residents and local employers to Commuter Services by providing information in municipal newsletters, and posting information about their services and programs at municipal buildings and libraries.

**Time for Action:** Short term (0-2 years) and Ongoing

**Lead Partners:** Municipal Managers

**Support Partners:** Local Employers; LEBCO MPO

**Funding Sources:** n/a

---

### **Rec 28. Encourage expansion and interconnectivity of the road network, including connector roads between major roadways and parallel service roads to reduce demand on primary roadways.**

---

Traffic congestion occurs where there is high demand and few, if any, alternative routes. Planning and developing an interconnected network of roadways provides travel route options at least for those traveling to local destinations. Connectivity is most easily illustrated with a grid pattern, whether rigid with streets intersecting at 90-degree angles or curvilinear, adapted to local topography and other barriers. Roadway connectivity can be achieved through formal plans, such as use of the official map to identify planned roadway and utility locations (See Recommendation 2), or through negotiations with developers.

Service or marginal access roads can greatly improve safety and mobility along a highway corridor. They typically run parallel to a primary highway corridor, providing often stop-controlled or signal-controlled access to intensive development at cross streets rather than at multiple driveways. Development of marginal access roads also avoids the purchase of access rights during highway widening and/or upgrades; and positively affects land values and development patterns.

**Time for Action:** Ongoing

**Lead Partners:** Municipal Officials and Planning Commissions

**Support Partners:** Property owners; PennDOT District 8-0

**Funding Sources:** Private

---

**Rec 29. Consider innovative alternatives in transportation problem-solving, including alternatives for travel mode (e.g. bicycling vs. automotive) and design solutions (e.g., roundabouts and other unconventional treatments, etc.)**

The current funding environment at the state and national level has placed more incentive on engineers and planners to explore more cost-effective approaches to addressing transportation deficiencies. New methodologies will be needed in coming years to improve safety and capacity without the traditional reliance on the capacity-adding, expensive TIP projects of the past. The planning area municipalities should offer education for its planning commission members on cost-effective historic and emerging planning techniques, particularly those espoused by PennDOT and its growing emphasis on “Smart Transportation”. Municipalities can offer training opportunities to its volunteer planning commission members, or periodically invite subject matter experts to deliver presentations for education and awareness.

**Time for Action:** Ongoing

**Lead Partners:** Municipal Officials and Planning Commissions

**Support Partners:** Municipal Managers

**Funding Sources:** General Fund, though some education activities may be free of charge

**E. Coordinate transportation improvements with land use, infrastructure, and other community development decisions.**

**Rec 30. Revitalize business districts with streetscape improvements.**

Existing business districts in the region include the Route 422 corridor west of Lebanon in North Lebanon and North Cornwall (Map 2, Site A), the Route 422 corridor east of Lebanon in North Lebanon and South Lebanon (Map 2, Site B), the Route 72 corridor through North Lebanon and North Cornwall (Map 2, Site G), Main Street in Quentin (under recommended rezoning) (Map 2, Site I), and Cornwall Center (under recommended rezoning).

Improving streetscapes in the business districts can positively impact the appearance, vitality and economic impact of the district. Streetscape elements include pedestrian elements such as sidewalks and crosswalks, sidewalk lighting, street trees and planters, benches and trash/recycling receptacles, bicycle racks, and façade conditions, bearing relationship to the surrounding development and circulation patterns. Improvements can add or update any of these as well as street paving, street lighting, and signing. Any improvements should serve to increase not only the visual appearance of the street, but also its accessibility and walkability. Municipalities should work with merchants in each district to develop a prioritized inventory of improvement needs.

In the case of districts along Routes 422 and 72, these locations are also gateways between the City of Lebanon and the surrounding region. North Cornwall has conceptual plans for a Route 422 Beautification Project that should be advanced under this recommendation. North Cornwall should partner with the City of Lebanon (and North Lebanon and West Lebanon, depending on the project boundaries) to organize a Gateway Enhancement Project



## Chapter 6

Implementation Group charged with verifying gateway sites, identifying and prioritizing improvements, and exploring funding sources with the LEBCO MPO and PennDOT.

<b>Time for Action:</b>	Long-term (0-10 years)
<b>Lead Partners:</b>	Municipal Managers and Engineers
<b>Support Partners:</b>	LEBCO MPO; PennDOT District 8-0
<b>Funding Sources:</b>	PA DCNR TreeVitalize; Business Improvement District or Transportation Development District; Liquid Fuels; General Funds; Community Development Block Grants

### F. Plan, design, and construct projects collaboratively.

#### Rec 31. Develop and maintain a multi-municipal, 5-year Capital Improvement Program.

Future capital (non-recurring) projects and purchases are often in the minds of municipal officials and staff but rarely written down. Capital improvements programming simply means writing down and prioritizing these needs and then determining the financing means and schedule to pay for them. Of course, conditions and priorities change, so the capital improvements program (CIP) is updated each year, deleting the past year and adding a new year to the end of the program.

Capital improvements programming is a planning activity and can be conducted by planning agencies (i.e. municipal planning commissions) and recommended to the governing body under the MPC Section 209.1 (b) (7). The Pennsylvania DCED has developed guidance on developing CIPs as part of its Planning Series publications. See [www.newpa.org](http://www.newpa.org) > Planning Series No. 1 – Local Land Use Controls in PA.

<b>Time for Action:</b>	Long-term (0-10 years)
<b>Lead Partners:</b>	Municipal Officials, Managers, and Planning Commissions
<b>Support Partners:</b>	Municipal Engineers; LEBCO planning staff; PA DCED
<b>Funding Sources:</b>	n/a

#### Rec 32. Consider pooling a portion of Liquid Fuels allocations to address locations of regional concern.

Collectively, the five municipalities within the Region receive approximately \$805,000 annually (April 1) in Liquid Fuels funding. (This does not include Liquid Fuels funding received by Lebanon County, which may also be spent in the planning area.) The programming of Liquid Fuels funding against a prioritized listing of locally owned transportation infrastructure would give the municipalities within the planning area another tool to address transportation concerns that cannot be funded through the TIP. PennDOT Publication 9 includes policies and procedures for use of Liquid Fuels funding. Municipal solicitors should also review the intent of this plan recommendation.

<b>Time for Action:</b>	Long Term
<b>Lead Partners:</b>	Municipal Officials and Planning Commission Members
<b>Support Partners:</b>	PennDOT Bureau of Municipal Services; LEBCO MPO Planning Staff
<b>Funding Sources:</b>	n/a to this coordination effort

---

**Rec 33. Negotiate with developers to maintain, and where practical to improve, the transportation system.**

---

A functional transportation system is an asset to both current and future citizens; a congested, hazard-prone system is not. In principle, municipal zoning should not underestimate its capacity to serve permitted development and developers should help to expand and enhance the community and its infrastructure. Traffic impact fee ordinances are authorized in Pennsylvania but are often costly to prepare. In lieu of this expense, municipalities and private developers should collaborate to design, schedule, and at times to fund transportation improvements to maintain the level of service or, where practical, to improve it for all practical modes of travel. Consider a roundtable discussion on the topic of negotiating with developers to explore each other's experience, as well as the experience of other municipalities.

<b>Time for Action:</b>	Ongoing
<b>Lead Partners:</b>	Municipal Officials, Staff, and Planning Commission Members
<b>Support Partners:</b>	LEBCO MPO Planning Staff
<b>Funding Sources:</b>	n/a to negotiations

---

# Chapter 6

**Table 6-7 Transportation Locations of Local Concern and Potential Approaches**

Corridor	Location	Description	Potential Approach to Solution
A	US 422/W Cumberland St	Commercial strip proposed for gateway improvement	Advance the Route 422 Beautification Project; explore funding sources with the LEBCO MPO and PennDOT; partner with the City of Lebanon and West Lebanon, if appropriate
B	US 422/E Cumberland St	Moderate congestion	Ask LEBCO MPO continue to monitor this as a corridor in the county-wide Congestion Management Process (CMP) for potential traffic system management (TSM) improvements; continue enforcement of access management
C	Reist Rd	No shoulder	Paved shoulder should be 4 feet in width; any additional shoulder width is better than none at all. Refer to AASHTO's <i>Policy on Geometric Design of Highways and Streets</i> . "Bikes May Use Full Lane" signs and sharrows (shared lane markings) could be considered for PA 241, where widening is unlikely.
D	Royal Rd	No shoulder	
E	Forney Rd	No shoulder	
F	PA 241/Colebrook Rd	Narrow shoulder	
G	PA 72/Quentin Rd	Traffic congestion	A comprehensive corridor study of PA 72 and Cornwall Rd has been fully funded and programmed for FFY 2016
H	Cornwall Rd	Increasing traffic volumes	
I	Main St/Quentin	Poor sidewalk conditions	Consider sidewalk construction as a public project; alternatively, provide no- or low-interest loans to property owners for sidewalk repair and/or construction
J	Freeman Dr	No sidewalks	
K	Boyd St/Miners Village	Poor sidewalk conditions	Consider including Evergreen Rd as part of above-referenced comprehensive corridor study of PA 72 and Cornwall Rd
L	Evergreen Rd	Peak period congestion	
M	Evergreen Rd	Poor shoulder conditions	
N	PA 343	Shoulder conditions and other safety concerns	
O	Zinns Mill Road east of PA 72	Possible east-west congestion alternate	Consider including Zinns Mill Rd as part of the recommended PA 72 and Cornwall Rd corridor study
Site	Location	Description	Potential Approach to Solution
1	PA 72/Tunnel Hill Rd	Truck traffic concerns	Monitor truck traffic volumes as business park expands; Request a traffic safety analysis from PennDOT; explore a traffic study of PA 72 intersection w/public-private partnership
2	25 <sup>th</sup> St Underpass	Single lane underpass	Coordinate with LEBCO MPO in programming a project that would create a two-lane underpass
3	Quittapahilla Creek bridges on S Mill St	2, single-lane, state-owned bridges (SR 3023) with Sufficiency Ratings below 50; over 80 years old	Monitor construction of these replacement structures; notice to proceed is expected in March 2012

# Transportation Plan

**Table 6-7 Transportation Locations of Local Concern and Potential Approaches**

Corridor	Location	Description	Potential Approach to Solution
4	Int. of PA 72/PA241	No signal actuation for bicyclists	Example site for broader bicycle network improvements. (City of Lebanon to) Explore installation of video detection of bicyclists. Bicyclist-actuated buttons may be an alternative but not a substitute for detectors.
5	US 422/E. Cumberland St	Poor traffic circulation	Include this intersection in the request for LEBCO MPO monitoring (see Corridor B)
6	E Evergreen Rd/ Fonderwhite Rd	Limited sight triangle/distance (safety concern)	Address sight limitations (clear sight triangles and regarding) in collaboration with surrounding property owners
7	Industrial park	Truck circulation	Ask the LEBCO MPO to update its CMP to include an examination of goods movement and localized freight issues and concerns, including spot locations such as the industrial park
8	Main St/Quentin	Vertical sight distance	Continue enforcement of Main St speed limit. Request a Roadway Safety Audit for Route 419 from PennDOT District 8-0.
9	PA 419 at Alden St	Intersection geometry	Explore reconfiguration of intersections; public/private partnerships maybe needed
10	PA 419 at Cornwall Rd	Intersection geometry	
11	Rail trail crossing at PA 419	Safety concern	Monitor use and consider use of roadway pavement markings 100 ft from crossing and additional signing (W11-15; W11-15P; W16-2aP) 300 ft from crossing
12	PA 419, east of Willow St	Horizontal sight distance	Request a Roadway Safety Audit for Route 419 from PennDOT District 8-0. Contact County Maintenance Manager to address short-term safety improvements.
13	PA 419	Poor drainage	
14	PA 419 at State Dr	Wide, unmarked shoulder	
15	PA 419	Horizontal sight distance	
16	PA 419	Horizontal sight distance	
17	PA 419 at Rexmont Rd	Horizontal sight distance	
18	PA 419 at twp line	Horizontal sight distance	
19	US 322 WB at PA 72 SB	Difficult left turn	To be signalized in conjunction with latter construction phases of The Preserve
20	PA 72 and Spring Hill Ln	Poor sight distance	Contact PennDOT County Maintenance Manager to address
21	Zinns Mill Road missing link	Bridge gap	Consider including Zinns Mill Rd as part of the recommended corridor study of PA 72 and Cornwall Rd
22	PA 343 at Kimmerlings Road	Vertical sight distance	Include intersection in Route 343 corridor safety audit (Corridor N)
23	East Lehman Street (11 <sup>th</sup> Avenue to Wal-mart)	No sidewalk	Consider sidewalk construction as a public project; alternatively, provide no- or low-interest loans to property owners for sidewalk repair and/or construction

# Chapter 6

---

Intentionally blank for two-sided printing

## 7 ECONOMIC DEVELOPMENT & AGRICULTURE PLAN



### OUR ECONOMY

#### MAJOR EMPLOYERS

The Region has many notable employers and employment centers: Lebanon Veteran's Administration Medical Center (Lebanon VA), the school district, Cornwall Manor, various business and industrial parks, numerous shopping centers along Route 422 and PA 72, and county facilities, such as Cedar Haven and the prison—all generally located in urbanized areas of the Region. Other large employers are found just outside the Region. Major Employers within 10 miles of the Cornwall-Lebanon School District are listed in Table 7-1.

**Table 7-1 Major Employers within 10 miles of the Cornwall-Lebanon School District, April 2010**

Company	Industry	Approximate Employment
The Hershey Company	Manufacturing - Confections	8,400
Hershey Entertainment and resorts	Resorts and Entertainment	4,380
Milton Hershey School	Education - Private	1,630
Department of Military and Veterans Affairs (Fort Indiantown Gap)	Government	1,200
Good Samaritan Hospital	Health Care	1,150
VA Medical Center	Health Care	950
Lebanon County Government (various locations)	Government	950
Philhaven	Health Care	790
Tyco Electronics	Manufacturing - Electronics	700
Cornwall Lebanon School District	Education	650
Farmers Pride Inc./Bell & Evans	Manufacturing - Food Processing	550
Weaber, Inc.	Manufacturing - Lumber	500
Lebanon School district	Education	480
Bayer Consumer Care	Manufacturing - Pharmaceuticals	480
Supreme Mid-Atlantic Corporation	Manufacturing - Vehicles	310
BC Natural Chicken	Manufacturing - Food Processing	300

Source: Lebanon Valley Chamber of Commerce

# Chapter 7

---

## WORKFORCE

The labor force participation of the region's residents, or the percentage of persons age 16 and over employed, seeking employment, or serving in the armed forces, was 65.8 percent in 2010, slightly lower than the county (66.5 percent). The largest percentage of the region's workers was employed in management, professional and related occupations management, professional and related occupations. Employment in these occupations outpaced county workers by 2.9 percent but was still short of state workers by 3.9 percent. The second largest percentage of workers was employed in sales and office occupations. At 24.5 percent, this rate was lower than both county and state figures. The third largest percentage of workers (18.2 percent) was employed in production, transportation and material moving occupations – a percentage lower than the county but higher than the state.

Farmers, foresters and other natural resource workers represent a very small percentage of the workforce (0.3%) but manage the majority of the Region's landscape.

Unemployment in the Region is very low. As of April 2010, 688 residents of working age (2.7 percent) were unemployed. The skill sets of these residents and their suitability to local employment are not known. Another 7,681 residents of working age (30.3 percent) were not active in the labor force for a variety of reasons, including extended unemployment and personal choice.

Some resident workers choose the Region's quality of life for their families and travel elsewhere for employment that matches their skills and talents. This exporting of workers affects residents' availability for civic volunteerism, among other impacts.

## ECONOMIC DEVELOPMENT

Six large commercial and institutional developments are approved or seeking approval in the Region. Upon completion, the three largest projects (North Cornwall Commons, The Preserve at Historic Cornwall, and North East Consolidated Patient Account Center at the Lebanon VA) will support at least 3,755 permanent jobs. These permanent jobs will include positions in the retail, hospitality and public (health care) administration industries as well as in small- to mid-sized professional offices in a variety of service sectors. These new jobs may attract some resident workers who currently work outside the Region to positions closer to home and may attract workers from outside the Region.

Another 270 acres of infrastructure-served industrial zoned land is shovel-ready for economic development and employment—some with rail access. These lands are envisioned for production industries but may also be built as commercial offices.

## PLANNED JOB CREATION AND DIVERSITY

Planned economic development is projected to support short-term construction jobs and 3,755 permanent jobs in the region. The North Cornwall Commons project will create 4,000 construction jobs and 2,800 direct jobs upon completion, according to Springwood's project description. It's estimated that another 4,000 indirect jobs would also be created.<sup>8,9</sup> The opening of the North East Consolidated Patient Account Center at

---

<sup>8</sup> Springwood gets green light, Lebanon Daily News, April 20, 2010.

<sup>9</sup> First Springwood tenants more than 2 years away, Lebanon Daily News, April 22, 2010.



# Economic Development and Agriculture Plan

---

the Lebanon VA, which is expected in 2012, will bring about 450 jobs, mostly accounting technicians.<sup>10</sup> The Preserve at Historic Cornwall is expected to support 2,240 new on-site and off-site jobs during the construction phase, and 505 new long-term jobs in office (150), retail/shopping (200), retail/restaurant (50), and hotel/waterpark (105) operations jobs once the commercial portion of the development is in operation.<sup>11</sup> No estimates were available for the Rocherty Commons or Crossings at Sweetbriar commercial lots.

Development of the industrial parks and North Cornwall Commons would not significantly diversify the region's economy. The hotel and restaurants at North Cornwall Commons would expand hospitality services in the region but they would not add new types of services or jobs. The development of the hotel and waterpark at the Preserve, however, would create new services in the variety of hotel and cottage accommodations and the indoor waterpark and would expand the types of job opportunities in this industry. This sizeable operation would likely require service and maintenance staff as well as management personnel to a greater degree than other hotels in the region or even in Lebanon County. The North East Consolidated Patient Account Center will employ a variety of accounting technicians, managers, administrative and support staff—business office positions that are already found in the region but with some specialization in the health care industry.

## FINDINGS ON THE ECONOMY

1. The Region's economy is integrated with those of adjacent communities. Economic development opportunities in the Region should complement those in the County's core. Redevelopment of suitable commercial and industrial properties in the City of Lebanon and West Lebanon Township could relieve development pressure on valuable agricultural land.
2. Residents of the region frequently ask for more restaurants, specifically franchise restaurants.

## GOALS, OBJECTIVES AND RECOMMENDATIONS

### GOAL 4. EXPAND AND DIVERSIFY THE ECONOMIC TAX BASE AND FAMILY-SUSTAINING, LIVING WAGE EMPLOYMENT.

#### *Objectives*

- A. Ensure available, appropriately zoned land with shovel-ready infrastructure for leading and target industries and for support industries, particularly services that can be provided at the neighborhood level or through home-based or farm-based locations, within the Planned Development Area.**

#### **Rec 34. Revise commercial and industrial zoning per Recommendation 1.**

See Recommendation 1, page 47. See also Table 5-11, page 50, and *Map 1, Future Land Use Map*, for potential locations. In addition to locations shown on the map, consider additional

---

<sup>10</sup> Snyder, S. (2011, March 27). Open house for new VA facility jobs set this week. *Lebanon Daily News*.

<sup>11</sup> Fiscal Impact Analysis for *The Preserve at Historic Cornwall Village* development project, 2009.

## Chapter 7

---

opportunities for neighborhood commercial districts in walkable proximity to residential areas, such as in the Pleasant Hill area and in conjunction with rezonings to moderate to high density residential districts. See Recommendation 44.

---

**Rec 35. Review zoning ordinances and align permitted uses in commercial and industrial districts with state and federal investment and incentive programs.**

---

Federal and state administrations are encouraging economic development in energy and technology fields with various capital and workforce programs. Pennsylvania is using analytic tools to track and project workforce needs and direct training to those fields, i.e. the Department of Labor and Industry's High Priority Occupations list. While these priorities will surely change over time, that change should be manageable over the typical 10-year municipal planning horizon. Municipalities should review their ordinances to ensure that barriers to economic development and associated workforce development are minimal, especially where others are incentivizing investment.

**Time for Action:** Short Term (0-2 years)

**Lead Partners:** Municipal Officials and Planning Commissions

**Support Partners:** PA DCED; Lebanon County Planning Department; Lebanon Valley Chamber of Commerce; Lebanon Valley Economic Development Corporation

**Funding Sources:** General Funds

---

**B. Encourage a variety of agri-business types.**

---

---

**Rec 36. Revise the permitted uses of the agricultural and rural conservation districts to allow agricultural and agri-business uses.**

---

Ensure that all forms of agriculture and agri-business are appropriately permitted (by right, by conditional use or by special exception) and reasonably regulated. Be sure to consider not only production farms but also:

- Direct sales through community supported agriculture (CSA) farms, on-site markets and product stands,
- Agri-service business, such as equipment sales and repair and product suppliers, and
- Agri-tourism uses, e.g. pick-your-own fruit, corn mazes, farm vacations, and farm bed & breakfast accommodations.

**Time for Action:** Short Term (0-2 years)

**Lead Partners:** Municipal Officials and Planning Commissions

**Support Partners:** Local Farmers; Lebanon County Planning Department

**Funding Sources:** General Funds

---

# Economic Development and Agriculture Plan

## C. Maintain reasonable regulations for businesses.

### **Rec 37. Compare regulations of non-agricultural home- and farm-based businesses; consider compiling the most effective regulations as model regulations across the Region.**

The home and farm are common locations for start-up businesses and secondary income sources. Each municipality regulates these uses somewhat differently. Discuss what has worked well and what challenges each municipality faces with its current approach. Request input from current home- and farm-based business owners on their plans for business growth, business location, and potential impacts. Acknowledge all home types from single-family detached to multi-family units, as well as tenure (owner vs. renter). Consider consolidating best practices for the region and revising municipal regulations accordingly.

**Time for Action:** Short Term (0-2 years)

**Lead Partners:** Municipal Officials, Managers and Planning Commissions

**Support Partners:** Local Farmers; Small business owners; Lebanon County Planning Department; Lebanon County Conservation District; Lebanon Valley Chamber of Commerce

**Funding Sources:** General Funds

## D. Market available business locations and service opportunities in cooperation with the county economic development and local business organizations.

### **Rec 38. Work with the Chamber of Commerce in marketing commercially zoned lands and properties.**

Marketing lands zoned for business and industry is not typically a municipal function. However, given the slow economic recovery, municipalities may want to consider unconventional ways of spurring economic development. Meet with area realtors and the Chamber Board and/or staff to brainstorm ways to improve site marketing efforts. Is there a lack of information? Is the accuracy of information an issue? Engage PA DCED if state assistance is needed. Consider these potential municipal activities:

1. Maintain current zoning maps and make them available online. Too often, zoning maps are not available online or grossly outdated. If websites are a source of marketing information, establish means to update and post zoning maps in a timely manner.
2. Submit an annual report and map of commercially and industrially zoned properties to the Chamber. Focus on available properties, if data is available.

**Time for Action:** Medium Term (0-5 years)

**Lead Partners:** Municipal Officials and Planning Commissions; Lebanon Valley Chamber of Commerce

**Support Partners:** Commercial/Industrial Realtors; Lebanon County Planning Depart.

**Funding Sources:** n/a

## Chapter 7

### **Rec 39. Identify prime volunteer organizations to supplement the Lebanon area community profile.**

As prospective businesses evaluate the Lebanon area, some may consider the availability of service and volunteer organizations among their community criteria. Ensuring that a list of the larger organizations, such as the V.A. and the Good Samaritan Hospital as well as arts, cultural, historical, recreational and service organizations throughout the county, is available and current could create a competitive advantage for the region in attracting new businesses.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Planning Commissions
<b>Support Partners:</b>	Lebanon Valley Chamber of Commerce; Lebanon Valley Economic Development Corporation
<b>Funding Sources:</b>	n/a

### **Rec 40. Establish a feedback mechanism for gathering information from business prospects declining to locate or expand in the Region.**

Information on why a business chose not to locate or expand in the Region can be valuable. If the factors can be changed or influenced by municipal action, the information is clearly worth knowing. Consider asking if the Chamber and the EDC request such information and how it can be shared with the Region.

<b>Time for Action:</b>	Short Term (0-3 years)
<b>Lead Partners:</b>	Municipal Officials Planning Commissions
<b>Support Partners:</b>	Lebanon Valley Chamber of Commerce, Lebanon Valley Economic Development Corporation
<b>Funding Sources:</b>	n/a

### **E. Expand heritage tourism.**

### **Rec 41. Designate villages and major sites on the Lebanon County Heritage Trail. Support designation with banners and walking trail guides.**

The Lebanon Valley Conservancy leads this initiative. The Conservancy asks municipalities to designate villages and major sites that they would like to have added to the trail route and its marketing materials. It also asks municipalities to sponsor the production of community banners and local walking trail guides.

<b>Time for Action:</b>	Ongoing
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions; Lebanon Valley Conservancy

# Economic Development and Agriculture Plan

---

**Support Partners:** Mount Gretna Campmeeting Association, Mt. Gretna Historical Society

**Funding Sources:** General Funds; Private Sponsorships and Donations

## Rec 42. Develop a heritage tourism strategy for the Region.

The Region is home to a few heritage attractions: Cornwall Iron Furnace, the Lebanon Rail Trail, and the Lebanon County Heritage Trail with others, such as the Inn 422, located nearby. For heritage tourism to really contribute to the local economy, more attractions offering more to see and do are needed. Some offerings could come from public actions, such as local landmark designations, while others would come from the private sector.

Consider appointing a citizen task force to explore and possibly develop a heritage tourism strategy for the Region. Consider reviewing heritage tourism strategies and plans for other regions to help scope the effort and determine the need for professional services.

Key tasks include:

1. Review known historic resources. Consider updating the inventory if resources allow.
2. Determine themes that relate multiple sites to an industry, a person, or a time period for local residents and visitors to learn about through resource visits and observation. Consider historic sites, themes and resources beyond the Region's borders; these may have ties to the Region's themes and provide opportunities to expand the visitor experience.
3. The Cornwall-Lebanon Route 419 Scenic Byway Modified Corridor Management Plan identified four potential heritage themes for the byway corridor from Quentin to Newmanstown: Cultivating Agriculture, The Iron Industry, Homegrown and Handcrafted Heritage, and Building Community. Additional research could relate sites in North Cornwall and North Lebanon to these themes and advance theme development for potential heritage area designation.
4. Define what people can see, do, and learn today. Identify additional venues, programs, activities, etc. desired for the tourism experience. Identify historic preservation priorities.
5. Work with the Chamber of Commerce and the Tourism Promotion Agency to identify and promote attractions and hospitality services that entrepreneurs could fill.
6. Determine target audiences and geographic markets and appropriate marketing strategies to reach them.

**Time for Action:** Ongoing

**Lead Partners:** Municipal Officials; Lebanon Valley Conservancy

**Support Partners:** Lebanon Valley Chamber of Commerce, Mount Gretna Campmeeting Association, Mt. Gretna Historical Society

**Funding Sources:** Lebanon County Tourism Promotion Agency; Private Sector; PA DCNR C2P2 funding under Heritage Areas

# Chapter 7

---

## **Rec 43. Consider re-evaluating the visitor center location study.**

The initial visitor center feasibility study found that the Lebanon Expo was the most suitable site for the county visitor center. If expanding heritage tourism has support in the Region, consider working with the County and the Tourism Promotion Agency to re-evaluate the location in relation to heritage attractions, hospitality sites and services, and anticipated incoming traffic routes.

**Time for Action:** Long Term (0-10 years)

**Lead Partners:** Municipal Officials; Lebanon County Tourism Promotion Agency

**Support Partners:** Lebanon County Commissioners; Lebanon Valley Conservancy; Lebanon Valley Chamber of Commerce

**Funding Sources:** Lebanon County Tourism Promotion Agency; Private Sector

---

## **GOAL 5. PROTECT FARMLAND AND THE BUSINESS OF FARMING.**

### *Objectives*

See Land Use and Development Goal 1, Objective B, and associated recommendations.

See Economic Development Goal 4, Objectives B and C, and associated recommendations.

---

## 8 HOUSING PLAN



### OUR HOUSING STOCK

In 2010, there were 14,281 housing units in the region. North Lebanon had the largest number of housing units, 4,661 (33 percent). South Lebanon and North Cornwall ranked second and third with 3,606 units (25 percent) and 3,082 units (22 percent), respectively. Cornwall Borough had 1,806 units (13 percent) and West Cornwall had 1,048 units (19 percent).

Housing vacancies at the time of the 2010 census were 5.5 percent across the region, lower than the county's 6.0 percent, much lower than the state's 9.9 percent, and well within the desired 4 to 6 percent range. Municipal figures ranged from 4.0 in North Lebanon to 14.5 percent in West Cornwall where the vacancy rate is inflated by the number of seasonal homes in the Mt. Gretna area and elsewhere on South Mountain.

Home ownership in the region is strong. Among occupied housing units, owner occupancy rates by municipality are much higher than the county's 74.7 percent, except in North Cornwall Township (63.5 percent), which correspondingly has the highest rental unit percentage (36.5 percent).

The majority of housing units in the region are single family, detached units (69.8 percent). At 13.9 percent of housing units, single family attached units were a distance second. Mobile homes, concentrated in North Lebanon and West Cornwall Townships were the only other housing type to comprise more than 5.0 percent of all housing units.

Over the past 7 decades, housing construction across the region was highest in the 1990s. Cornwall Borough and West Cornwall Township have notable percentages of housing built prior to 1939, and North Lebanon Township's housing construction peaked in the 1970s.

Housing values across the region are generally higher than for the county as a whole. The region had greater percentages of homes valued between \$100,000 and \$199,999 and over \$300,000. This correlates with higher percentages of housing construction in recent decades, specifically since 1980. Median housing unit values were higher than the county median (\$149,500) in all but West Cornwall Township (\$124,500) where seasonal housing units may drive values down.

### A FORECAST OF AGE-RESTRICTED HOUSING

Age-restricted housing communities, also known as age-qualified or active adult communities, are collections of housing units, detached or attached, for sale or for rent and marketed to persons of a specified minimum



## Chapter 8

---

age. They can be the sole purpose of a master plan or can be a portion of a larger master-planned development, as long as they are separate from other parcels and continuous.

The Housing for Older Persons Act of 1995 (HOPA) establishes regulations for these communities, which are enforced by the Fair Housing Administration within HUD. In addition to not discriminating against people on the basis of race or religion, the Act requires is that one member of the household must be over 55 in 80 percent or more of the occupied homes. The Fair Housing Administration enforces the age requirement by requiring that active adult communities file affidavits every two years. Active adult communities ask their residents to show proof of age through driver's licenses, birth certificates, military IDs or state-issued ID cards.

### SUPPLY TRENDS

Construction of new senior housing and care projects has slowed across the country. The flow of financing and market demand both dwindled as a result of the economic recession.<sup>12</sup> When the market was high, empty-nester were expected to flock to 55-plus or active adult communities. Under current conditions, many in this age-group are unwilling to move or unable to sell.<sup>13</sup>

According to the third quarter 55+ Housing Market Index released by the National Association of Home Builders on November 10, 2011, builder confidence in the 55+ housing market for single-family homes fell three points to 12 compared to the same period one year ago. The 55+ single-family HMI measures builder sentiment based on current sales, prospective buyer traffic and anticipated six-month sales for the 55+ single-family market. A number greater than 50 indicates that more builders view conditions as good than poor. More specifically, present sales dropped 4 points to 11. Expected sales (six months into the future) dropped 9 points to 15. Traffic of prospective buyers rose 2 points to 13. Fifty-five-plus (55+) multifamily condo sales showed a similar trend. Alternatively, 55+ multifamily rentals remain the strongest segment of the 55+ housing market.

Approximately 2,082 of the 3,639 approved and proposed housing units (59 percent) are age-targeted, age-restricted or assisted living units.

### DEMAND TRENDS

While most households in the U.S. made up of members age 55 and older are not located in age-restricted communities (single-family homes, condominiums, and rentals), the number of those that are increased from 5.4 percent in 2001 to 7.0 percent in 2007 then fell to 6.8 percent in 2009, according to a joint report released by the MetLife Mature Market Institute and the National Association of Home Builders in January 2011.<sup>14</sup>

---

<sup>12</sup> Boom in senior living projects: Will demand meet supply? The Wichita Eagle, June 23, 2011.

<http://www.kansas.com/2011/06/23/1904477/demand-meet-supply.html#ixzz1fDFkhASI>

<sup>13</sup> 55-and-Up Complexes Shift Gears. The New York Times, June 9, 2011

[http://www.nytimes.com/2011/06/12/realestate/age-restricted-complexes-shift-gears-in-the-regionconnecticut.html?\\_r=1](http://www.nytimes.com/2011/06/12/realestate/age-restricted-complexes-shift-gears-in-the-regionconnecticut.html?_r=1)

<sup>14</sup> Housing Trends Update for the 55+ Market: New Insights from the American Housing Survey, National Association of Home Builders and MetLife Mature Market Institute, January 2011.

“The shares of households in different types of 55+ communities have been relatively stable since 2005; however, that implies an increase in demand for housing in 55+ communities going forward, as the share of households age 55+ is projected to grow annually, as the baby boomer wave rolls over the 55 year mark, to account for nearly 45% of all U.S. households by the year 2020,” according to the same report.

Tax-free retirement income makes Pennsylvania an attractive state for retirees.

Proximity to major metropolitan centers via the interstate highway system enables retirees living in Lebanon County to stay close to their families and leisure pursuits in the mid-Atlantic region.

If economic recovery continues to waver, some seniors may choose to retire in their current home.

## WHAT IF DEMAND IS LESS THAN SUPPLY?

If an excess of age-restricted housing developments were to occur, resulting in high vacancy rates or stalled construction timelines for approved units, municipalities may negotiate with developers to remove the age-restriction from such developments, as has occurred in Lansdale prior to plan approved and in several Connecticut towns—some post-construction with conditions that a set percentage of homes to “be offered at prices affordable to buyers earning 80 percent of the local median income. (The restriction does not apply to resales.)”<sup>15,16</sup>

## OUR FAIR SHARE OF HOUSING

The PA MPC requires all municipalities or multi-municipal planning regions to provide for all types of housing, including a variety of housing unit types and affordability levels for current residents and expected future residents.

### CHOICE IN HOUSING UNIT TYPES, PRESENT AND AT BUILDOUT

To ensure that each municipality is providing for its “fair share” of the various types of affordability of housing units, the courts have determined that the percentage of land available for non-single-family dwellings is relevant. This percentage must be considered in light of population growth pressures within the community and the county, and in light of the total amount of undeveloped land in the community. Where the amount of land for non-single-family dwellings is disproportionately small in relation to the above factors, the municipality will be held to be exclusionary.

The courts apply two methodologies in determining whether a municipality or region satisfies its fair share needs. For the purposes of this analysis fair share uses include: single-family attached units, also known as duplexes or twins, and townhouses, multifamily units (apartments), and mobile home parks.

- Test #1 examines the amount of land zoned for fair-share uses and compares it to the total land area of the region (gross acres). Based on the majority of development occurring in moderate to high density residential districts, the single family to multi-family housing unit ratio is approximately 4:1,

---

<sup>15</sup> Lansdale planners approve WB Homes development, Moulton Builders' appeal, Montgomery-LansdalePatch, February 15, 2011. <http://lansdale.patch.com/articles/lansdale-planners-approve-wb-homes-development-moulton-builders-appeal>

<sup>16</sup> 55-and-Up Complexes Shift Gears. The New York Times, June 9, 2011

## Chapter 8

and not an issue. Based on the buildout of approved and anticipated projects, this ratio would increase to 7:1 a trend toward fewer areas zoned for multi-family uses. See Table 8-1.

- Test #2 examines the ratio of multi-family share units to single-family detached units to determine if they are substantially unequal. If so, the courts will examine whether or not current zoning will permit the ratio to improve at buildout. The current housing composition pattern favors single-family to multi-family housing units, but is not exclusionary. Single family units comprise 69.8 percent of all units across the region. Percentages of single-family units are higher, thus a higher ratio, in Cornwall, North Lebanon and South Lebanon, and lower in North Cornwall and West Cornwall. Mobile homes exist in every municipality. Since there are existing units of every multi-family type in the region, existing conditions do not appear to be an issue. However, as pointed out above, the buildout of approved and anticipated projects would trend conditions toward fewer areas zoned and therefore less opportunity for multi-family uses. The region should consider ways to encourage or require the housing pattern to sustain a fair balance to housing type choices. See Table 8-2.

**Table 8-1 Residential Zoning District Capacity**

Zoning District	District Acreage	District Percent of Regional Total	Projected Available Acreage for Development	Projected Available Percent of Regional Total Available
High Density Residential	1,378.12	3.3%	353.24	5.3%
Medium Density Residential	533.20	1.3%	56.18	0.8%
Residential Institutional	206.93	0.5%	7.82	0.1%
Village Residential	237.09	0.6%	45.18	0.7%
Special Purpose (Mobile Home) Residential	225.45	0.5%	105.15	1.6%
<b>Moderate to High Density Subtotal (majority multi-family)</b>	<b>2,580.79</b>	<b>6.2%</b>	<b>567.57</b>	<b>8.5%</b>
Low Density Residential	6,399.05	15.3%	2,240.09	33.5%
Planned Development	221.05	0.5%	0.00	0.0%
Residential Forest	2,383.65	5.7%	1,103.94	16.5%
Rural Residential	1,456.98	3.5%	664.74	9.9%
<b>Low Density Subtotal (majority single-family)</b>	<b>10,460.72</b>	<b>25.0%</b>	<b>4,008.77</b>	<b>59.9%</b>
Residential Total	13,041.51	31.1%	4,576.34	68.3%
<b>Regional Total</b>	<b>41,923.14</b>	<b>100.0%</b>	<b>6,695.83</b>	<b>100.0%</b>
<b>Ratio</b>	<b>Existing</b>		<b>Projected</b>	
Single-family to Multi-family Housing Unit Ratio (by acres)	4:1		7:1	

Source: LCC/GIS; Gannett Fleming

**Table 8-2 Distribution of Housing Unit Types**

Housing Type	Total housing units	Single-family, detached	Single-family, attached	2 to 4 units	5 to 9 units	10 to 19 units	20 or more units	Mobile home	Boat, RV, van, etc.	Single Family to Multi-family Ratio (by units)
Pennsylvania	5,481,676	57.1%	18.1%	4.9%	3.3%	2.5%	5.3%	4.5%	--	3:2
Lebanon County	53,389	59.3%	18.0%	9.5%	3.3%	1.7%	2.8%	5.3%	0.1%	3:2
<b>CLSD Region</b>	<b>12,690</b>	<b>69.8%</b>	<b>13.9%</b>	<b>3.4%</b>	<b>2.1%</b>	<b>3.3%</b>	<b>1.2%</b>	<b>6.2%</b>	<b>0.1%</b>	<b>3:1</b>
Cornwall Borough	1,495	75.2%	19.9%	0.9%	1.3%	--	0.0%	2.7%	--	2:1
N Cornwall Twp	2,834	50.1%	21.5%	6.0%	3.8%	13.8%	4.5%	0.4%	--	1:1
N Lebanon Twp	4,171	78.4%	7.8%	2.8%	1.0%	--	--	9.9%	--	3:1
S Lebanon Twp	3,089	74.4%	14.0%	3.4%	3.3%	0.7%	0.6%	3.4%	0.3%	2:1
W Cornwall Twp	1,101	67.0%	9.7%	2.5%	--	0.7%	--	20.0%	--	2:1

Source: U.S. Census Bureau, American Community Survey, 2005-2009

## AFFORDABILITY

Affordability is defined as housing costs that do not pose a cost burden to the homeowner or renter. The US Census Bureau defines the households that spend 30% more of their monthly household income on housing costs as cost burdened. Those households that spend more than 50% of monthly household income on housing costs are considered extremely cost burdened.

## SNAPSHOT OF COST BURDENED HOUSEHOLDS

Percentages of cost burdened home owners (households spending 30% or more of household income on selected homeownership costs) are generally lower than county and state, as estimated by the US Census Bureau and shown in Table 8-3. Selected monthly owner costs include:

- the sum of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property, including payments for the first mortgage, second mortgage, home equity loans, and other junior mortgages
- real estate taxes
- fire, hazard, and flood insurance on the property
- utilities (electric, gas, and water and sewer)
- fuels (oil, coal, kerosene, wood, etc.) and
- where appropriate, the monthly condominium fees or mobile home costs (installment loan payments, personal property taxes, site rent, registration fees, and license fees).

More than 400 owner households in the Region are cost burdened, as shown in Table 8-3. Municipal percentages for this category range from 8.3 percent of owner households in West Cornwall to 25.8 percent of owner households in North Lebanon. As a region, rates of cost burdened owner households are lower than the county and the state.

Cost burdened renters are more common. More than 700 renter households spend more than 30 percent of their monthly income on housing and associated costs, as shown in Table 8-4. Municipal percentages for this category range from 24.9 percent of renter households in North Lebanon to 41.4 percent of renter households in North Cornwall. Again, Percentages of cost burdened home renters are lower than county and state.

# Chapter 8

**Table 8-3 Percentage of Household Income Spent on Owner Costs (With and Without a Mortgage)**

Geography	Owner Households with Mortgage*	Percentage of Household Income spent on Owner Costs				Owner Households without Mortgage*	Percentage of Household Income spent on Owner Costs 30% or more
		Less than 20%	20% to 29%	30% or more	Not computed		
Pennsylvania	2,200,339	824,787	662,504	713,048	7,076	1,278,726	221,465
<i>Percent of</i>		37.5%	30.1%	32.4%			21.1%
Lebanon County	23,189	9,292	7,541	6,356	34	14,339	1,640
<i>Percent of</i>		40.1%	32.5%	27.4%			11.4%
<b>CLSD Region</b>	<b>6,150</b>	<b>2,552</b>	<b>2,038</b>	<b>1,560</b>	<b>0</b>	<b>3,843</b>	<b>428</b>
<i>Percent of</i>	100.0%	41.5%	33.1%	25.4%			11.1%
Cornwall Borough	821	239	306	276	0	446	53
<i>Percent of</i>		29.1%	37.2%	33.6%			11.9%
N Cornwall Twp	1,072	534	286	252	0	604	52
<i>Percent of</i>		49.8%	26.6%	23.5%			8.6%
N Lebanon Twp	2,321	893	829	599	0	1,437	170
<i>Percent of</i>		38.5%	35.7%	25.8%			25.8%
S Lebanon Twp	1,535	680	511	344	0	970	121
<i>Percent of</i>		44.3%	33.3%	22.4%			12.5%
W Cornwall Twp	401	206	106	89	0	386	32
<i>Percent of</i>		51.4%	26.4%	22.2%			8.3%

\* Excluding units where selection monthly owner costs as a percentage of household income (SMOCAPI) cannot be computed  
Source: US Census Bureau, American Community Survey, 2005-2009

**Table 8-4 Percentage of Household Income Spent on Gross Rent**

Geography	Renter Households	Percentage of Household Income spent on Gross Rent*			
		Less than 15%	15% to 29%	30% or more	Not computed
Pennsylvania	1,283,530	183,486	467,710	605,334	112,901
<i>Percent of</i>		14.3%	38.5%	47.2%	
Lebanon County	12,119	2,272	4,772	5,075	546
<i>Percent of</i>		18.7%	39.4%	41.9%	
<b>CLSD Region</b>	<b>1,917</b>	<b>381</b>	<b>833</b>	<b>703</b>	<b>81</b>
<i>Percent of</i>		19.9%	43.5%	36.7%	
Cornwall Borough	133	21	62	50	65
<i>Percent of</i>		15.8%	46.6%	37.6%	
N Cornwall Twp	949	193	366	390	16
<i>Percent of</i>		20.3%	38.6%	41.1%	
N Lebanon Twp	293	10	220	63	12
<i>Percent of</i>		3.4%	71.7%	24.9%	
S Lebanon Twp	444	142	136	166	52
<i>Percent of</i>		32.0%	30.6%	37.4%	
W Cornwall Twp	98	15	49	34	0
<i>Percent of</i>		15.3%	50.0%	34.7%	

\* Excluding units where gross rent as a percentage of household income (GRAPI) cannot be computed  
Source: US Census Bureau, American Community Survey, 2005-2009

## UNIVERSAL DESIGN TECHNIQUES

Universal design is the design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design. When applied to housing, the intent is to make homes useable by as many people as possible at little or no extra cost. While the Americans with Disabilities Act provided the foundation for accessible or adaptable design in building codes to accommodate persons with disabilities in public buildings, the universal design principles and features can be applied to all buildings.

### UNIVERSAL DESIGN FEATURES

- Stepless Entrances
- Clear door opening width (32" minimum, 34" - 36" wide doors) for all doorways.
- Windows for viewing, 36" maximum sill height.
- Electrical receptacles placed at heights and in locations accessible by wheelchair.
- Clear knee space (minimum 29" high) under sinks (must have pipe protection), counters, and cook tops. Space may be open or achieved by fold-back or self-storing doors.
- Knee space under lavatory sinks (29" high).
- Single-lever water controls at all plumbing fixtures and faucets.
- Magnetic latches in lieu of mechanical locks
- Color contrast between floor surfaces and trim and between stair treads and risers.
- 8' minimum garage door height or alternate on-site parking for tall vehicles.

Some features are already in use by builders of age-restricted and age-targeted housing. But homes with these features would be useful in the general housing stock as well. Homes with at least some universal design features are better able to serve residents with permanent disabilities and residents with temporary disabilities, e.g. those recovering from an injury and using crutches, a cane, or a wheelchair. They also make homes more welcoming to visitors with such disabilities. Making all homes compliant with ADA would place an excessive burden on builders and code enforcement officers, but encouraging the application of universal design features could increase the value and marketability of new and renovated homes.

## ENERGY SAVING HOUSING APPROACHES

The UCC Administration and Enforcement regulation adopted the *International Energy Conservation Code 2009* for use throughout the Commonwealth of Pennsylvania, effective December 31, 2009. Municipalities expressed interest in encouraging developers to strive for higher efficiencies for these and other energy use design elements:

- Internal systems, e.g. HVAC, electricity use, low flow plumbing fixtures
- Structural design/construction, e.g. passive lighting, building massing (lower surface to interior ratio), energy-efficient windows, added insulation
- Site design, e.g. tree placement to block winds and shade summer sun,
- Community design, e.g. narrow setbacks and building separation (less heat loss), mixed use (proximate destinations, minimum road/street construction), non-vehicular travel choices (reasonable distances and continuous facilities), provision of transit facilities

# Chapter 8

---

## EMERGENCY HOUSING

In 2005, The United Way of Lebanon County recognized that, despite an excellent quality of life for many, there are persistent social and health concerns for a significant portion of the population. It conducted a *Community Needs Assessment* to begin a strategic process for addressing these concerns. The assessment found that there are no public emergency homeless shelter programs for families or individuals who have lost their housing and concluded that the availability of more affordable housing units for rental and purchase is a critical issue in the County.

The United Way began an update to its Community Needs Assessment in 2011. Upon release of the updated *Assessment*, municipalities should review its findings and consider if housing needs, particularly those in central Lebanon County, warrant a shared approach to solutions within the Region or the wider community.

The municipalities noted that while no permanent shelters have been constructed since 2005, various community organizations, including Fort Indiantown Gap, the Pennsylvania National Guard Armory in Lebanon, The salvation Army, Lebanon County Christian Ministries, and various fire companies, make their facilities available in times of need—most recently following the flood conditions resulting from Hurricane Irene and Tropical Storm Lee in Summer 2011. They appreciate this community service and don't anticipate a separate permanent shelter at this time.

## FINDINGS ON HOUSING

1. If an excess of age-restricted housing developments were to occur, resulting in high vacancy rates or stalled construction timelines for approved units, municipalities may need to take action by working with developers to revise plans to better match market conditions.
2. According to analysis for the Regional Comprehensive Plan, additional capacity for moderate to high density residential uses is not needed in the next 10 years. However, build-out of current moderate to high density residential zoning districts is possible in the next 20-30 years and could result in fewer areas available for multi-family uses. Designation of additional lands as moderate to higher density residential districts would provide for improved choice in the Region's housing stock for first-time homebuyers, individuals, couples without children, single parents with few children, seniors, regardless of income level. Higher density neighborhoods—whether smaller single-family lots or multi-family structures—require less outdoor maintenance time, effort and cost; and encourage more walking and bicycling to connected employment, service and recreational destinations, and support transit use in areas of available service and thus saving on transportation costs, among other benefits. The market demand for these features is increasing among retiring generations who are downsizing their lifestyles and among younger generations that have downsized their American dream. In addition, denser housing may extend the lifespan of the residential zoning footprint without the need to re-zone agricultural lands to residential use. Municipal Officials and Planning Commissions may want to consider what lands within the Planned Development Area would be appropriate for such uses.

The region expressed interest in these types of housing choices at the outset of the planning process. See also *Map 10, Future Land Use Discussion* and *Tables 5-11 and 5-12*, pages 50 and 53, for locations and alternative uses considered.



3. Housing affordability may be an issue in the region. One in four owner households with a mortgage and more than one in three renter households spend 30 percent or more of monthly income on housing and related costs – a threshold known as cost-burdened. These percentages may reflect the dominance of single family homes over other, smaller housing types as well as the pressures of the recession. They are, however, lower than county and state figures. These figures are worth tracking over the next ten years alongside housing and economic changes to see if housing affordability improves and cost-burdened households decrease.
4. Municipalities are also interested in encouraging, but not requiring, new home construction that incorporates universal design and energy conservation features.

## GOALS, OBJECTIVES AND RECOMMENDATIONS

### GOAL 6. FOSTER REASONABLE HOUSING CHOICES IN TYPE, COST, AND ACCESSIBILITY.

#### *Objectives*

#### **A. Encourage and incentivize a wider range of housing choices.**

**Rec 44. Establish incentives for developers to provide a variety of housing types and price levels and/or to make a percentage of units available at prices affordable for low to middle income households.**

This recommendation aims to expand choice in the housing market, particularly among newer units. Density incentives in the zoning ordinance are the most common incentive type.

**Time for Action:** Medium Term (0-5 years)

**Lead Partners:** Municipal Officials and Planning Commissions

**Support Partners:** Lebanon County Planning Department; Recent Residential Developers

**Funding Sources:** General Funds

**Rec 45. Establish incentives for developers to incorporate universal design features in new homes. Review online resources and guide developers to such sources.**

Universal design is the design of products and environments to be usable by people of all ages, sizes, and abilities, to the greatest extent possible, without the need for adaptation or specialized design. The intent is to make, in this case, housing accessible, convenient and usable by more people at little or no extra cost. Universal design is not an industry standard or a code requirement. However, incorporating some features makes each home more usable and marketable. Municipal Planning Commissions should review online resources and determine which, if any, would be appropriate references to encourage the development of accessible housing stock that is not specifically age-restricted.

**Time for Action:** Medium Term (0-5 years)

**Lead Partners:** Municipal Planning Commissions

## Chapter 8

---

**Support Partners:** Lebanon County Planning Department; Recent Residential Developers  
**Funding Sources:** n/a

### **Rec 46. Encourage site design, building orientation, and building design that are energy efficient.**

Site design principles to mitigate the need for heating, cooling, and lighting were formalized into many municipal development standards after the energy crisis of the 1970s and are still relevant today. Block winter winds (generally from the north and west) with evergreen vegetation and unheated spaces (garages). Block summer sun and allow winter sun (and radiant heat) with shade trees on the south side of structure. Use windows on the north side of the structure for year-round passive lighting. As ordinances are updated, gaps in these areas should be revised.

**Time for Action:** Short Term (0-2 years)  
**Lead Partners:** Municipal Officials and Planning Commissions; Lebanon County Planning Department  
**Support Partners:** Lebanon County Planning Department; Recent Residential Developers  
**Funding Sources:** General Funds, as needed

### **Rec 47. Ensure that on-site residential energy production is permitted and reasonably regulated.**

Public interest in renewable energy has increased and state incentives for residential and commercial applications have further developed this market in Pennsylvania. As planning commissions review their ordinances, they should assess the need to revise or update regulations related to solar panels, wind turbines, and geothermal systems, as well as outdoor furnaces.

**Time for Action:** Short Term (0-2 years)  
**Lead Partners:** Municipal Officials and Planning Commissions; Lebanon County Planning Department  
**Support Partners:** Residential energy contractors  
**Funding Sources:** General Funds, as needed

---

## 9 INFRASTRUCTURE PLAN



### OUR PUBLIC WATER & SEWER INFRASTRUCTURE

#### PUBLIC WATER SUPPLY SYSTEMS

##### THE CITY OF LEBANON AUTHORITY

The City of Lebanon Authority (CoLA) provides public water service to about 19,328 water customers in the central urbanized areas of Lebanon County, including 8,022 customers in North Cornwall, North Lebanon and South Lebanon Townships, plus Cornwall Borough as a bulk water customer.<sup>17</sup> CoLA is permitted to draw water, independently or in combination, from the 1.2 billion gallon Lebanon Reservoir, (Christian E. Seigrist Dam) located in Schuylkill County, and from the Swatara Creek. While agriculture and mining activities are found in these watersheds, the raw water contains no significant loadings of nitrogen, phosphorus or metals that would require specialized treatment.<sup>18</sup>

CoLA's water treatment plant is located off Grace Avenue in Swatara Township. Raw water is filtered and treated with chlorine for disinfection. Water quality from the plant is monitored regularly for contaminants. While the recent water quality samples have met state and federal standards, additional treatment processes may be needed to meet future water quality standards.

The plant has a treatment capacity of 10 million gallons per day (mgd) and an average rate of 7.0-7.5 mgd. With modifications and improvements, the plant's capacity rating could increase to 12mgd, 15 mgd, or even 20 mgd. The primary limitation to the plant's capacity is the hydraulic capacity of the pumps—7 mgd from the reservoir and 8 mgd from Swatara Creek.

Storage facilities for treated water include a 3 million gallon underground clearwell, a 6 million gallon underground storage reservoir; 3 standpipes with capacities of 3 million, 1.75 million, and 0.5 million gallons; and a 1 million gallon Hydropillar.

---

<sup>17</sup> CoLA Water Customers, March 10, 2010.

<sup>18</sup> Source Water Assessment Public Summary, Lebanon Water Authority, file dated 12/2007, accessed at [www.dep.state.pa.us](http://www.dep.state.pa.us).

## Chapter 9

---

Treated water is distributed to three separate systems: the North System, serving northern Lebanon County; the South System, serving Lebanon, West Lebanon, Cornwall, and portions of North Cornwall, North Lebanon, and South Lebanon Townships; and the Sandhill System, serving additional areas of North Lebanon Township.

CoLA's distribution and transmission system is in fair to good condition for its age. Current projects include construction of water mains along East Chestnut Street from South Lincoln Avenue to South 5th Avenue at South Lebanon Township and along Oak Street from 10th Street to 12th Street.

### **Water Supply Planning**

A study from October 2000 indicates that the current average daily source water demands exceed the safe yield of the existing sources of supply, i.e. the Swatara Creek and Siegrist Reservoir, under drought conditions. Significant reductions in demand could be needed in the event of a drought. The reductions in demand would likely consist of water conservation measures that would significantly limit water use, especially outdoor water use, such as irrigation. Further investigation of interconnection of systems and potential sources of supply are needed to ensure a safe water supply for current customers and potential community and economic growth. CoLA plans to address the issue of limited water supply in the coming 5-10 years. Previous plans considered construction of a dam and reservoir at Swatara State Park; however, the approved master plan for the park does not include a dam or reservoir. CoLA has considered this decision final and expects to pursue investigation of groundwater sources for additional supply.

Further water system extension is likely to occur within the municipalities already served. Extensions of the water system may be made by municipalities to address water supply for properties with failing wells and/or septic systems; by developers for new construction; or by CoLA to create loops that eliminate dead ends and balance system flow and pressure. Extensions by municipalities and developers require an agreement with CoLA for water service based on the developer's construction of system components to CoLA's standards. CoLA plans to formalize the dedication process. CoLA requires that an approved agreement with CoLA be made part of the municipal subdivision and land development approval procedures. Extensions typically include installation of hydrants every 500-800 feet.

Municipalities rely on CoLA for water public water service and for assurance that water supply is available for proposed developments. CoLA has indicated that water supply capacity for small projects is available. However, the CoLA board has concerns with taking on large industrial customers that need several hundred thousand gallons per day since one customer could use up a large portion, if not all, of the remaining capacity.

### **SMALL COMMUNITY WATER SYSTEMS**

There are a few small community water systems in the region: Countryside Mobile Home Park, Gretna Springs, Quentin Water Company, Sycamore Hill, and Timber Service Corporation. A mid-1990s study, done by the U. S. Army Corps of Engineers, identified potential interconnections and improved inspection and maintenance options to ensure water supply and improve compliance with state regulations. The first phase of the study was completed and made recommendations for each system; the second phase of the study was not completed. Further investigation of the feasibility of system interconnection is needed to ensure a safe water supply for current customers and potential community and economic growth. Mount Gretna Campmeeting and Mt. Gretna Heights also each have their own water systems; both are interconnected with Mt. Gretna Borough Authority's water system for reliability.

## PUBLIC SEWERAGE (WASTEWATER) SYSTEMS

The municipalities of the Cornwall-Lebanon region each manage their own municipal sewer collection systems and direct flows to the City of Lebanon Authority for treatment. CoLA provides treatment for approximately 20,000 sewer connections in central Lebanon County, including roughly 10,000 customers in the Cornwall-Lebanon Region.<sup>19</sup> Mount Gretna Campmeeting, Mt. Gretna Heights, and Stoberdale have separate public sewer systems served by Mt. Gretna Borough Authority's wastewater treatment plant.

All but North Lebanon direct flows to the Cornwall Borough interceptor. These plus additional flows from South Lebanon and North Cornwall contribute to the Snitz Creek interceptor and flow through the Dairy Road Pumping Station. Flows from North Cornwall are also directed to the Beck Creek interceptor and Cleona Boulevard Pumping Station as well as the Chestnut Street interceptor.

The wastewater treatment plant has a treatment capacity of 8 million gallons per day (mgd) and an average rate of 4.5 to 6 mgd. During wet weather, the flows exceed capacity-reaching 10, 15, or even 20 mgd for short periods of time.

Municipalities served by the treatment plant have purchased a total of 7.6 mgd in capacity, including the recent allocation to Heidelberg Township. Municipalities of the Cornwall-Lebanon Region hold 4.1 mgd, as shown in Table 9-1. CoLA owns the remaining capacity, 0.4 mgd. If it were to sell additional capacity above the rated 8.0 mgd, it would be in violation of exceeding daily flows.

CoLA considers all municipalities to be operating at their full allocation, assuming a portion of the allocated capacity is needed for infiltration, businesses or homes that are not using their full capacity (but could in the future), and other factors. Like the water system, municipalities rely on CoLA for sewage treatment service and for assurance that treatment capacity is available for proposed developments.

**Table 9-1 Sewage Treatment Capacity**

System	Allocated Capacity (gpd), 2010
CLSD Region	4,126,924.5
Cornwall Borough	531,666.5
North Cornwall Township	868,295.5
North Lebanon Township	1,072,640.0
South Lebanon Township	1,554,322.5
West Cornwall Township	100,000.0

Source: 2010 CoLA Municipal Meeting (Minutes & Handouts)

### Wastewater Plant Upgrade

In order to comply with the Pennsylvania Department of Environmental Protection's Chesapeake Bay Strategy for nutrient reduction in the Bay, CoLA is expanding and altering its wastewater treatment plant. Contracts totaling \$46 million have been awarded. After the upgrade is completion, the plant's treatment capacity will be re-rated. A new rating of 10 mgd is expected. However, the plant's true capacity will be limited by the nutrient concentration of its discharge rather than by the hydraulic flow. The additional 2 mgd will be owned by CoLA and sold to municipalities on an as-needed, by development project, basis and will likely include consideration for nitrogen, phosphorus, and / or biological oxygen demand, in addition to

---

<sup>19</sup> CoLA Municipal and Authority Customers Report, 2007, showed 19,200 sewer connections in central Lebanon County – 9,752 customers in the Cornwall-Lebanon Region.

## Chapter 9

hydraulic flow. Until the upgrade is complete, the CoLA board has concerns with taking on large industrial customers that need several hundred EDU's since one customer could use up a large portion, if not all, of the current available capacity.

### Sewage Facilities Planning

The Pennsylvania Sewage Facilities Act (Act 537) of 1965 requires every municipality to have a sewage facilities plan approved and filed with the Pennsylvania Department of Environmental Protection. The plan outlines the municipality's needs for public and private sewerage facilities for the next 20 years. The plan requires testing of at least 15 percent of residents' septic systems and wells to ensure that systems are not malfunctioning and contaminating drinking water.

Sewage facilities plan dates and ages are shown in Table 9-2. South Lebanon's plan is dated 1988—24 years old. Cornwall and West Cornwall's plans are each nearing the 20 year horizon, though West Cornwall has made amendments. North Cornwall's plan is 5 to 10 year old; North Lebanon made amendments in 2010.

**Table 9-2 Municipal Act 537 Sewage Facilities Plans**

Municipality	Date of Approved Sewage Facilities Plan	Age of Sewage Facilities Plan
Cornwall Borough	10/20/1993	Plan between 10 and 20 years old
North Cornwall Township	02/16/2005; amended	Plan between 5 and 10 years old
North Lebanon Township	10/30/2003; amended	Plan less than 5 years old
South Lebanon Township	04/26/1988	Plan older than 20 years old
West Cornwall Township	06/11/1992; amended	Plan between 10 and 20 years old

Source: PA DEP

## STORMWATER MANAGEMENT

### MUNICIPAL SEPARATE STORM SEWER SYSTEMS (MS4s)

Municipal Separate Storm Sewer Systems (MS4s) collect stormwater and ultimately discharged into local rivers and streams generally without treatment. In 1990, the EPA established Phase I of the National Pollutant Discharge Elimination System (NPDES) stormwater program, requiring operators of "medium" and "large" MS4s to implement a stormwater management program to reduce the discharge of pollutants. In 1999, the program was expanded to small MS4s (serving populations under 100,000 located within U.S. Census defined Urbanized Areas and select others) under Phase II. The program aims to address common pollutants, such as oil and grease from roadways, pesticides from lawns, sediment from construction sites, and litter, which can impair the waterways, discouraging recreational use of the resource, contaminating drinking water, and interfering with fish and wildlife habitat.

The majority of the Region is located in the Chesapeake Bay watershed. As a result of declining water quality in the Bay, the U.S. Environmental Protection Agency has begun to regulate non-point nutrient pollution sources. To comply with federal law, those states that are contributing to the impairment of the Bay—Pennsylvania, Maryland, Virginia, and the District of Columbia—are required to address nutrient loadings to their Bay tributaries. Dating back to 1983, the states have agreed to restore the Bay. Pennsylvania's Chesapeake Bay Tributary Strategy was established in December 2004 by the Department of Environmental Protection (DEP) and updated in 2010. Pennsylvania's strategy is to share the burden of nutrient and sediment reductions among the several groups of sources, primarily agriculture, wastewater treatment plants, urban stormwater (municipal separate storm sewer systems – MS4s), and septic systems. DEP has been working to implement the strategy update, initially emphasizing agricultural best management practices and new standards for wastewater treatment discharge.



In 2003, DEP rolled out the MS4 stormwater management requirement as a NPDES stormwater permit. DEP requires that owners/operators of MS4s (municipalities) obtain a General Permit (PAG-13) for Stormwater Discharges from MS4s or apply for a waiver. The permittee must, within the first five-year permit term, develop, implement and enforce a Stormwater Management Program to reduce the discharge of pollutants from its regulated MS4s to the Maximum Extent Practicable (MEP) to meet water quality standards and satisfy the appropriate water quality requirements of the federal Clean Water Act and the Pennsylvania Clean Streams Law. The program must be approved by DEP and contain Best Management Practices (BMPs) and measurable goals for each of the six Minimum Control Measures (MCMs):

1. Public Education and Outreach – to provide information and raise awareness among the general public
2. Public Participation and Involvement – opportunities for program involvement
3. Illicit Discharge Detection and Elimination – storm sewer system inlet and outfall mapping; water quality sampling at outfalls; elimination of discharges; and prohibition of additional discharges
4. Construction Site Runoff Control – erosion and sediment control planning
5. Post-Construction Stormwater Management in New Development and Redevelopment – structural and non-structural techniques and regular inspection
6. Pollution Prevention and Good Housekeeping for Municipal Operations and Maintenance – best practices and employee training

Given their proximity to the Lebanon Urbanized Area, all five municipalities are required to comply with the MS4 program and its requirements. Compliance includes annual reporting to DEP.

The program represents a DEP mandate to monitor environmental quality and achieve water quality standards at the municipal level. In this Region, as well as many other urbanized municipalities across the state, there has been no baseline stormwater quality data or municipal storm sewer system mapping. Financially, it represents a significant and specialized effort for municipal staff, or its contractors, without state financial assistance.

Municipal staff and elected officials are still ramping up efforts to understand and comply with the requirements without any supplemental funding for this mandate. Municipalities have made the most progress in complying with requirements that can be integrated with existing municipal staff and services, i.e. stormwater management ordinances and public education. Water quality sampling and analysis must be conducted according to procedures approved under 40 CFR Part 136. Only North Lebanon has completed this requirement. System mapping requires a new and potentially large data collection effort for which the municipalities have relatively few available resources (staff, data collection equipment, and data management equipment).

In an effort to understand the new regulations for permit renewal, share knowledge and best practices, and possibly to cooperate in achieving program compliance among the affected municipalities in Lebanon County, the Lebanon County Clean Water Alliance has been established under the leadership of the Lebanon County Planning Department. Similar county- and multi-municipal partnerships are in place in Lancaster, Lycoming, and Delaware Counties.

In 2011, the Capital Resource Conservation and Development (RC&D) Area Council sought funding from the National Fish and Wildlife Foundation for a regional model of reduction impacts to help municipalities evaluate stormwater projections, impacts, and potential management strategies. Lebanon and Adams Counties were to be the pilot counties for modeling, given their vulnerability to development and other factors. Unfortunately, the funding request was not successful. However, the RC&D remains a potential



## Chapter 9

---

partner in researching this topic and developing sustainable financing for storm water management. Though state funding for Act 167 Stormwater Management Plans has been small in recent years, the Lebanon County Clean Water Alliance could emerge as a working group toward watershed-based plans or countywide plan.

### FINDINGS ON INFRASTRUCTURE

1. Municipalities rely on CoLA for public water service and for assurance that water supply is available for proposed developments. CoLA has indicated that water supply capacity for small projects is available. However, the CoLA board has concerns with taking on large industrial customers that need several hundred thousand gallons per day since one customer could use up a large portion, if not all, of the remaining capacity.
2. A mid-1990s study, done by the U. S. Army Corps of Engineers, identified potential interconnections and improved inspection and maintenance options among small community water systems. Further investigation of the feasibility of system interconnection is needed to ensure a safe water supply for current customers.
3. Like the water system, municipalities rely on CoLA for sewage treatment service and for assurance that treatment capacity is available for proposed developments. Until the upgrade is complete, the CoLA board has concerns with taking on large industrial customers that need several hundred EDU's since one customer could use up a large portion, if not all, of the current available capacity.
4. Three municipal sewage facilities plans are nearing or beyond their 20-year planning horizon: South Lebanon, Cornwall and West Cornwall.
5. All municipalities are required to comply with the MS4 program. Compliance with the permitting process represents a significant and specialized effort for municipal staff, or its contractors, without state financial assistance. Municipalities have made initial progress in complying with requirements that can be integrated with existing municipal staff and services, i.e. stormwater management ordinances and public education. Municipal staff and elected officials are still ramping up efforts to understand and comply with the requirements without any supplemental funding for this mandate. The Lebanon County Clean Water Alliance has been established under the leadership of the Lebanon County Planning Department with assistance from the Lebanon County Conservation District to gather and share information among the affected municipalities in Lebanon County.

### GOALS, OBJECTIVES AND RECOMMENDATIONS

#### GOAL 7. PLAN, BUILD AND MAINTAIN SUSTAINABLE PHYSICAL INFRASTRUCTURE.

##### *Objectives*

**A. Maintain and implement timely management plans for sewer service capacity and on-lot septic systems.**

**Rec 48. Update municipal Act 537 Sewage Facilities Plans.**

Act 537 plans typically have a 20-year planning horizon. South Lebanon's plan is dated 1988—24 years old. Cornwall and West Cornwall's plans are each nearing the 20 year horizon, though

West Cornwall has made amendments. North Cornwall's plan is 5 to 10 year old; North Lebanon amended its plan in 2010.

Updating these plans provides a current inventory and assessment of the system and identifies needed maintenance, improvements, and expansion to protect the health, safety and welfare of residents and businesses. It is intended to be proactive, addressing problems before or as they emerge and thus can be undertaken at any time. Where conditions are changing rapidly, an update at 5 or 10 years may be appropriate. Where conditions have had little or no change, the plan may need only minor revision but the process ensures that data, mapping, and associated municipal policies are kept current.

Following the comprehensive plan adoption and zoning amendments, municipalities should at minimum review their existing and future service area maps for consistency with *Map 11, Future Land Use Map* and zoning map and amend their 537 plans as appropriate. South Lebanon should pursue a more comprehensive update process.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials; Municipal Authorities
<b>Support Partners:</b>	Municipal Planning Commission; Lebanon Authority
<b>Funding Sources:</b>	PA DEP Act 537 Planning Assistance (reimbursement grant)

## **Rec 49. Limit water/sewer service expansion to the Planned Development Area.**

Water and sewer service should be planned, reasonable and predictable. Exceptions for public health and safety should be few.

The Planned Development Area provides a geographic boundary for both zoning of intensive land uses and water and service areas. Service extensions should follow these principles:

- Extend water/sewer service within the Planned Development Area.
- Avoid service extensions into the Planned Conservation Area except to address water supply and quality issues.
- Do not allow the expansion of new water or sewer lines into the Planned Conservation Area to be the justification for changes to municipal zoning maps that could result in more intensive development

<b>Time for Action:</b>	Ongoing
<b>Lead Partners:</b>	Municipal Officials; Municipal Authorities
<b>Support Partners:</b>	Municipal Planning Commission; Lebanon Authority
<b>Funding Sources:</b>	n/a

## Chapter 9

---

### **Rec 50. Identify and prioritize major maintenance and capital improvements to the water and sewer systems.**

Whether through a formal (e.g. Act 537) or informal planning process, annually list and prioritize infrastructure needs. Consider scheduling projects and funding through a capital improvement program.

<b>Time for Action:</b>	Short term (0-2 years) and Ongoing
<b>Lead Partners:</b>	Municipal Officials; Municipal Authorities
<b>Support Partners:</b>	Lebanon Authority
<b>Funding Sources:</b>	n/a

### **Rec 51. Adopt on-lot management districts in Cornwall and South Lebanon.**

On-lot (disposal or septic system) management requires regular pumping of on-lot disposal system tanks. Pumping of the tank provides property owner an opportunity to identify and fix problems before they become severe and offers the municipality a record of concerns. On-lot management districts are designated areas for the pumping requirement (if not the entire municipality) and are adopted by ordinance. An on-lot management program requires administration to ensure pumping occurs. The Lebanon County Planning Department administers sewage management programs in North Lebanon and West Cornwall Townships. North Cornwall has its own program.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Cornwall and South Lebanon and associated Municipal Authorities
<b>Support Partners:</b>	Lebanon County Planning Department
<b>Funding Sources:</b>	General and Authority Funds

### **Rec 52. Adopt well construction standards.**

Because of the Region's karst topography, water flows readily beneath the surface. Well construction standards are intended to protect contaminated water from entering the well. The State Water Plan suggests that well construction standards should address 1) well siting/location (to avoid proximity to potential contamination sources), 2) construction (specifications for grouting, casings and screening materials to preclude the entrance of contaminants), and 3) reporting of post-drilling water quality and quantity to the landowner and the appropriate regulatory agencies.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials, Engineers and Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department
<b>Funding Sources:</b>	General Funds

---

**Rec 53. Adopt wellhead protection zones for public water wells.**

Pennsylvania's Wellhead Protection Program is designed to provide for the protection of groundwater resources that serve as a source of drinking water for community water systems. Through the program, wellhead protection areas are delineated, potential sources of contamination are identified, and communities are encouraged to adopt land use zoning and other ordinances to ensure the protection of their water supply.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Water Authorities; Municipal Officials, Engineers and Planning Commissions
<b>Support Partners:</b>	PA DEP; Lebanon County Planning Department; Lebanon County Conservation District
<b>Funding Sources:</b>	General Funds; Pennsylvania Source Water Protection Program; Pennsylvania Water Resources Education Network; Pennsylvania Rural Water Association

---

**GOAL 8. INTEGRATE WATER RESOURCES MANAGEMENT.****A. Minimize site disturbance and impervious surfaces, and maximize infiltration.****Rec 54. Review and revise regulations to minimize site disturbance.**

Review and revise zoning and land development standards to reduce excessive impervious cover requirements, e.g. street widths, parking. The Pennsylvania Stormwater Best Management Practices Manual (2006) provides guidance, on development approaches and standards that reduce stormwater volumes.

<b>Time for Action:</b>	Short Term (0-2 years)
<b>Lead Partners:</b>	Municipal Officials, Engineers, and Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department
<b>Funding Sources:</b>	General Funds

**Rec 55. Incorporate and encourage the use of low impact development approaches.**

Incorporate low impact development approaches, such as permeable/pervious pavement (interlocking concrete, pervious concrete, or pervious asphalt) and curbs without rise (to protect pavement and allows surface flow), to reduce the stormwater load and stormwater management techniques, such as vegetated/grassed swales, constructed wetlands, and wet ponds, in addition to conventional dry retention/detention basins, to maximize on-site infiltration. Karst areas of the Region require special consideration; not all techniques are appropriate in karst areas. Consider incentives to encourage the use of these approaches.

## Chapter 9

---

The Pennsylvania Stormwater Best Management Practices Manual (2006) provides guidance, standards and references to other resources for stormwater management techniques.

<b>Time for Action:</b>	Short Term (0-2 years)
<b>Lead Partners:</b>	Municipal Officials, Engineers, and Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department
<b>Funding Sources:</b>	General Funds

---

### **Rec 56. Request a county-led groundwater study to define significant aquifer recharge areas.**

---

Because karst topography and the Region's core development coincide, the county and municipalities need to understand the groundwater capacity and recharge in order to make informed land use decisions. Since the guidance of the county comprehensive plan and the karst topography both extend beyond this Region, the county should coordinate this effort. This was recommendation 1A1 of the Natural Resources Plan of Lebanon County's Comprehensive Plan, 2007. The City of Lebanon Authority also has a stake in groundwater supply as a future water source.

In addition, the Swatara Creek watershed was nominated as a critical water planning area in the State Water Plan, 2009. If designated, a critical area resource plan could be developed to identify practical alternatives for assuring an adequate supply of water to satisfy existing and future reasonable and beneficial uses. Improving or at least sustaining groundwater recharge rates are one possible alternative.

Once a study is completed, municipalities should review zoning ordinances to confirm that areas are protected or develop overlay ordinances to protect those areas most critical to groundwater recharge.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Lebanon County Planning Department
<b>Support Partners:</b>	Municipalities; Lebanon Authority
<b>Funding Sources:</b>	PA DEP

---

### **Rec 57. Revise ordinances to require predevelopment hydro geological studies for lots to be served by septic systems and when required by federal or state law.**

---

In the absence of a groundwater study, municipalities should continue to seek information to support informed decision-making that protects water resources for existing and future citizens.

<b>Time for Action:</b>	Short Term (0-2 years) and Ongoing
<b>Lead Partners:</b>	Municipal Officials, Engineers, and Planning Commissions

**Support Partners:** Lebanon County Planning Department

**Funding Sources:** General Funds

## **B. Maintain or improve water quality.**

### **Rec 58. Incorporate stormwater filtration techniques into land development ordinances.**

Consider bioretention basins (also known as rain gardens, particularly on single residential lots), bioswales (where conveyance is needed), constructed or stormwater wetlands, and stormwater ponds. Again, karst areas of the Region require special consideration; not all techniques are appropriate in karst areas.

**Time for Action:** Short Term (0-2 years) and Ongoing

**Lead Partners:** Municipal Officials, Engineers, and Planning Commissions

**Support Partners:** Lebanon County Planning Department

**Funding Sources:** General Funds

### **Rec 59. Adopt riparian buffer ordinances when and where required by state and federal law; consider adoption of the same for all waterways and waterbodies.**

In 2010, The Environmental Quality Board amended Chapter 102, Erosion and Sediment Control and Stormwater Management, of the state code. Citing scientific literature, PA DEP determined that riparian forest buffers are necessary to protection Exceptional Value and High Quality waters of the Commonwealth from development activities. The proposed rulemaking listed requirements for incorporating riparian forest buffers. As a result of public comment and additional analysis, the final rulemaking made riparian forest buffers not mandatory, but rather an optional BMP that the applicant may choose to manage their post construction stormwater. The amendment also addresses the composition, zones, and management requirements for required riparian forest buffers.

The unnamed headwater tributaries of Chiques (Chickies) Creek in Cornwall and West Cornwall and the unnamed headwater tributaries of Cocalico Creek in South Lebanon are designated high quality cold water fisheries. These municipalities should ensure that appropriate provisions for riparian forest buffers, under both attaining and non-attaining use conditions, are included among optional BMPs for post construction stormwater management.

Municipalities may consider listing similar riparian or riparian buffer provisions for all streams, though such is not required by federal or state law at this time. Lebanon County's Subdivision and Land Development Ordinance includes a provision for riparian buffers for ponds, wetlands and streams. The buffer is to be a minimum of 25 feet wide or the width of the 100-year floodplain, where designated.

**Time for Action:** Short Term (0-2 years)

**Lead Partners:** Municipal Officials, Engineers, and Planning Commissions

## Chapter 9

---

**Support Partners:** Lebanon County Planning Department

**Funding Sources:** General Funds

### **Rec 60. Design and install stormwater management improvements on public lands as demonstration projects, where reasonable water quality improvement can be achieved.**

Given their public access, public parks and other municipal facilities are ideal locations to demonstrate new technologies and best practices for stormwater management. Sites with water bodies can be used to demonstrate riparian forest buffers. Other sites can feature approaches to maximize filtration and infiltration. Projects may be eligible for grant funding, particularly where public education signage or other materials are produced to encourage understanding and broader use of demonstrated techniques.

**Time for Action:** Long Term (0-10 years)

**Lead Partners:** Municipal Officials, Engineers, and Planning Commissions

**Support Partners:** Watershed Associations

**Funding Sources:** General Funds; Watershed Associations

### **C. Coordinate MS4 Stormwater Management Program services.**

### **Rec 61. Continue to participate in the Lebanon County Clean Water Alliance.**

The Lebanon County Clean Water Alliance provides a forum for municipal officials and staff to learn about regulations and guidance on MS4 stormwater management compliance. By working together, municipalities can share the cost of both learning and program compliance.

**Time for Action:** Short Term (0-2 years) and Ongoing

**Lead Partners:** Municipal Officials, Managers, Engineers, and Planning Commissions

**Support Partners:** Lebanon County Planning Department

**Funding Sources:** n/a

### **Rec 62. Regionalize public education efforts required by the MS4 Stormwater Management Program.**

Stormwater management education for the public generally consists of principles and practices that are applicable to a wide region. The content of public education messages is not expected to vary substantially, if at all, among the affected (mandated) municipalities in this Region. By working together, municipalities can share the cost of developing and distributing public education messages, which may include newsletter articles, website announcements, mailing, community service announcements via radio or television broadcast, and special event participation, among other modes deemed appropriate and effective.



<b>Time for Action:</b>	Short Term (0-2 years) and Ongoing
<b>Lead Partners:</b>	Municipal Officials, Engineers, and Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department
<b>Funding Sources:</b>	General Funds

---

**Rec 63. Regionalize service contracts, e.g. for water quality sampling at storm boxes, inlet and outfall mapping, for MS4 Stormwater Management Program compliance.**

---

Program compliance requires data collection and environmental monitoring that have not been typical a part of local government services in this Region. These activities will require specialized staff to be hired, trained, or contracted. These activities are not likely to support a full-time position in each municipality but will require specialized skills. Together, the municipalities could hire or train a circuit rider, a position shared among participating municipalities, or contract services at a cost effective rate.

<b>Time for Action:</b>	Short Term (0-2 years) and Ongoing
<b>Lead Partners:</b>	Municipal Officials, Engineers, and Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department
<b>Funding Sources:</b>	General Funds

---

## Chapter 9

---

Intentionally blank for two-sided printing

---

## 10 PUBLIC SERVICES PLAN



### OUR PUBLIC SERVICES

#### TRENDS IN PUBLIC SERVICE EXPENDITURES

Services to protect and promote the health, safety and welfare of residents are available in the region. A review of municipal expenditures for several services provided or supported by local governments demonstrated that municipal service costs have increased in recent decades (Table 10-1). Data was compiled from Pennsylvania's Municipal Statistics Online Database for the years 1990, 2000, and 2008 (the most recent available data at the time of analysis). It should be noted that this review was intended to analyze trends in municipal expenditures by service, not to compare per capita expenditures for service by municipality.

Service expenditures increased for six of the eight services at rates that far exceeded municipal population growth rates for the same time period. These services included general administration, police, fire, streets & highways, and parks & recreation, which many would consider among the essential public services provided by local government, as well as libraries. For the 1990-2008 period, population growth rates ranged from 0.90 percent to 34.53 percent, while service expenditure increases ranged from 91 percent to 678 percent for police, fire protection and street/highway maintenance services and varied even more widely for other services. Thus, population growth did not correlate directly to municipal service expenditure increases. Other factors, such as changes in services or service frequency provided, costs of materials, labor and benefits, and regulatory compliance, affected these expenditures more significantly than population change in recent years.

Solid waste & recycling and planning & community development were not annual expenditures for all municipalities in the surveyed time periods and thus no realistic trends can be drawn. Expenditures for solid waste & recycling varied over the 18 year period as North Cornwall, North Lebanon and South Lebanon Townships established recycling programs and facilities. Expenditures for planning & community development occurred only for municipalities that were actively preparing comprehensive plans, park and recreation plans, ordinances or amendments with the assistance of consultants.

**Table 10-1 Municipal Costs for Service Expenditures, 1990-2008**

	Population	General Admin	Police	Fire	Streets & Highways	Solid Waste & Recycling	Parks & Recreation	Libraries	Planning & Community Development
<b>1990</b>									
Cornwall	3,231	\$128,472	\$100,704	\$9,517	\$180,580	0	\$14,636	\$2,000	0
North Cornwall	4,886	\$61,200	\$306,476	\$25,989	\$72,514	0	\$4,345	\$4,401	0
North Lebanon	9,741	\$113,120	\$312,563	\$85,408	\$179,229	\$883	\$9,336	\$4,000	0
South Lebanon	7,491	\$156,148	\$232,950	\$49,869	\$166,690	0	\$76,559	\$3,000	0
West Cornwall	1,996	\$16,655	\$41,675	\$9,510	\$27,852	0	\$300	0	0
<b>2000</b>									
Cornwall Boro	3,486	\$206,201	\$431,001	\$38,046	\$260,411	0	\$38,481	\$5,000	0
North Cornwall Twp	6,403	\$170,911	\$484,769	\$117,839	\$209,557	\$1,382	\$10,107	\$7,775	\$31,309
North Lebanon Twp	10,629	\$219,070	\$652,334	\$131,578	\$403,737	\$141,854	\$131,337	\$5,000	\$8,406
South Lebanon Twp	8,383	\$425,635	\$440,704	\$145,823	\$411,525	\$280,708	\$135,107	\$6,000	\$41,909
West Cornwall Twp	1,909	\$53,117	\$76,013	\$38,937	\$88,055	0	\$900	0	0
<b>2008</b>									
Cornwall Boro	3,507	\$323,963	\$614,711	\$75,772	\$345,344	\$0	\$55,651	\$5,000	\$0
North Cornwall Twp	6,573	\$572,184	\$725,948	\$159,215	\$564,393	\$264,908	\$36,577	\$8,004	\$0
North Lebanon Twp	10,954	\$438,461	\$1,270,322	\$193,222	\$635,822	\$45,055	\$187,222	\$6,000	\$0
South Lebanon Twp	8,714	\$380,590	\$625,781	\$285,825	\$801,324	\$0	\$321,409	\$6,000	\$0
West Cornwall Twp	2,014	\$88,957	\$114,738	\$44,165	\$174,515	\$0	\$1,000	\$900	\$5,793
<b>Percent Change In Municipal Costs For Expenditures, 1990-2008</b>									
Cornwall Boro	8.5%	152.2%	510.4%	696.2%	91.2%	n/a	280.2%	150.0%	n/a
North Cornwall Twp	34.5%	834.9%	136.9%	512.6%	678.3%	n/a	741.8%	81.9%	n/a
North Lebanon Twp	12.5%	287.6%	306.4%	126.2%	254.8%	5002.5%	1905.4%	50.0%	n/a
South Lebanon Twp	16.3%	143.7%	168.6%	473.2%	380.7%	n/a	319.8%	100.0%	n/a
West Cornwall Twp	0.9%	434.1%	175.3%	364.4%	526.6%	n/a	233.3%	n/a	n/a

Source: Municipal Statistics, PA DCED, 1990, 2000, 2008, <http://www.newpa.com>, accessed on April 21, 2011; tabulations by Gannett Fleming, Inc.

## PUBLIC SAFETY SERVICES

### POLICE

Local police enforcement of state law, and any applicable local law, is provided in each municipality and supported by the County Sherriff and Pennsylvania State Police upon request. North Cornwall has emphasized a community policing approach, including outreach and education to residents and two bicycle-mounted officers. North Lebanon and South Lebanon have emphasized commercial motor vehicle enforcement through a joint purchase of equipment. In the interest of public safety, North Lebanon involves a part-time officer in its local code enforcement. North Lebanon expanded its police facility in 2000, including construction of the most sophisticated crime lab and evidence locker of all the municipalities.

Four municipal police departments serve residents of all five municipalities in the region. West Cornwall Township contracts with Cornwall Borough for police services. Department sizes are small, generally 10 or less. In 2005, these departments employed a total of 34 officers (and 2 non-officer staff), or a ratio of 1.1 officers per 1,000 residents. By 2010, North Cornwall and North Lebanon had added officers and staff, raising the regional total to 36 officers (and 4 non-officer staff), yet in comparison to rising population, the regional ratio fell slightly to 1.0 officers per 1,000 residents. Notably, North Lebanon Township hired an additional full-time officer in 2011, bringing its officer total to eleven, its township ratio to 1.0 officers per 1,000 residents, and the regional ratio back to 1.1 officers per 1,000 residents. These officer and staff expansions were made using general funds and grants, which moderated budget increases over several years.

**Table 10-2 Municipal Police Departments**

Unit	Police Department (PD)	Officers/Staff, 2005	Officers per 1000 residents, 2005	Officers/ Staff, 2010	Officers per 1000 residents, 2010
<b>CLSD Region Total/ Ratio</b>		<b>34/2</b>	<b>1.1</b>	<b>36/4</b>	<b>1.0</b>
10-19	Cornwall Borough PD (also serving West Cornwall and Mount Gretna)	9	1.6	7 FT and 2 PT officers	1.4
30-39	North Cornwall Township PD	9	1.4	9 FT and 1 PT officers; 1 FT staff	1.5
40-49	North Lebanon Township PD	9 FT officers; 1 FT and 1 PT staff	0.8	10 FT and 1 PT officers; 2 FT staff;	0.9
20-29	South Lebanon Township PD	7	0.8	7 FT officers	0.7

Source: Lebanon County Comprehensive Plan, 2007; Municipal Managers Survey, 2011

North Cornwall's department has reached capacity at its facility in the township building and anticipates a future expansion. South Lebanon's department currently has a facility expansion project underway.

Local police service was adequate per the public and officials' surveys conducted for the 2007 Lebanon County Comprehensive Plan. The cost of local police services, however, was and remains a concern among local officials and municipal staff. Police service was the largest expenditure in four of the five municipal budgets in 1990, 2000, and 2008. The total cost of staff, insurance, equipment, training and facilities ranged from \$115,000 in West Cornwall to \$1.3 million in North Lebanon in 2008 – an average of nearly 27 percent of annual municipal expenditures. By 2010, the average in the region was 32.3% of annual municipal expenditures.

# Chapter 10

**Table 10-3 Municipal Police Department Expenditures**

Municipality	Police Expenditure as a Percent of Total Expenditure, 2005	Police Expenditure as a Percent of Total Expenditure, 2008	Police Expenditure as a Percent of Total Expenditure, 2010	Comments on 2008 Police Expenditures
<b>CLSD Regional Average</b>	26.70%	28.90%	32.30%	A change in the accounting of insurance costs to a by department method increased departmental costs in 2008 for all municipalities.
Cornwall Boro	29.8%	32.9%	30.6%	
North Cornwall Twp	34.0%	32.6%	39.5%	Two years of significant health insurance and general insurance influenced increases.
North Lebanon Twp	31.4%	41.2%	49.3%	One new officer hired; one part-time staff became full-time with benefits.
South Lebanon Twp	15.0%	14.0%	12.7%	
West Cornwall Twp	23.5%	23.6%	29.2%	

Source: Municipal Statistics, PA DCED, 2005, 2008, 2010, <http://www.newpa.com>, accessed on April 21, 2011 and February 20, 2013; tabulations by Gannett Fleming, Inc.

## FIRE PROTECTION

Fire protection service is provided exclusively through 12 volunteer fire companies and their more than 200 volunteers. These services include emergency response to fires; weather-related and hazardous materials incidents; vehicle, industrial and agricultural accidents; and various rescues. Services also include homeland security preparedness and readiness to respond to threats of weapons of mass destruction and biological terrorism. The companies also provide fire prevention and training programs, as well as fire drills at public institutions and private locations. Calls for service are dispatched through the Lebanon County Emergency Management Agency. The County and State Fire Marshalls are available for assistance by request at no charge to the department, company or municipality.

Each company's ability and readiness to respond to emergency incidents and provide community services requires volunteer training, station and equipment maintenance, administrative reporting, and fundraising. Volunteer-based fire protection services are still adequate for the few major events that occur each year. However, volunteer availability during weekday business hours is declining due to volunteers working farther from their home community and local employers who are less likely to allow fire fighters to leave work to respond to a fire call than in decades past. Retention and recruitment are challenges for this same reason, as well as the initial 180-hour basic fire fighter training requirement and frequent fundraising activities. As a result, companies rely heavily on one another to respond to calls, especially during the week.

# Public Services Plan

Companies rely heavily on annual fund drives and fundraising events to draw support from the public. Annual Foreign Fire Relief distributed by the state, municipal contributions, grants and low interest loans supplement to support fire station operations and maintenance and equipment purchases. Companies serving North Lebanon have successfully prepared joint grant applications, resulting in more funds than any of the companies would have received independently.

All five municipalities make financial contributions to the fire companies that serve their respective communities. South Lebanon is the only municipality with a fire tax. North Lebanon dedicates 1.5 mill of its general real estate revenue to fire protection and distributes this amount evenly among the four companies serving its residents. North Lebanon also pays for fire truck fuel. West Cornwall makes equal contributions to the two companies serving its residents.

The Neversink is the only company to offer a junior fire fighter program. Its fire station is in need of HVAC improvements to ensure that its equipment is ready upon call.

In spite of volunteerism challenges, fire departments were highly rated by the public and officials' surveys for the Lebanon County Comprehensive Plan. At that time, the public expressed interest in further cooperation or consolidation of fire protection organizations.

**Table 10-4 Volunteer Fire Companies**

Primary Service Area	Unit	Name	Address (Lebanon, unless otherwise noted)	Volunteers	Volunteers per 1,000, 2010
Cornwall Boro	36	Community Fire Company of Cornwall Borough	300 Rexmont Road, Cornwall	19	4.6
N Cornwall Twp	14	Neversink Fire Company	1912 W Center St.	20	2.6
N Lebanon Twp	9	Ebenezer Fire Company	442 Ebenezer Road	62	5.6
	42	Glenn Lebanon Fire Company	42 Glenn Lebanon Drive		
	43	Rural Security Fire Company	1301 N. 7th Street		
	28	Weavertown Fire Company #1	1528 Suzy Street		
S Lebanon Twp	27	Citizen's Fire Company - Avon	1220 King Street	85	9.0
	26	Hebron Hose Fire Company #1	701 E. Walnut Street		
	29	Prescott Community Fire Company	300 Prescott Road		
	25	South Lebanon Friendship Fire Company	610 S. 2nd Street		
W Cornwall Twp	37	Quentin Volunteer Fire Company	30 Alden Lane	55	27.8
	38	Mt. Gretna Volunteer Fire Company #1	Boulevard St., Mt. Gretna		

Source: Lebanon County Comprehensive Plan, 2007; Municipal Managers Survey, 2011

## EMERGENCY MEDICAL SERVICES (EMS)

Emergency medical services units provide quick response, basic life support, and advanced life support during transportation from an incident scene to a medical facility or from one medical facility to another. Emergency medical services (EMS) to residents of the Cornwall-Lebanon region are provided by the private sector, namely First Aid and Safety Patrol of Lebanon, Central Medical of Cleona, and Schaefferstown



# Chapter 10

Ambulance. For the Lebanon County Comprehensive Plan, they reported an insufficient number of responders/providers for the call volume received in the county.

**Table 10-5 Emergency Medical Services**

Name	Address (Lebanon, unless otherwise noted)	Service Provided
Bunker Hill Fire Company Life Squad	434 S. Lancaster Street	Quick Response Services (QRS)
Central Medical Ambulance	3632 Hill Church Road	Basic Life Support (BLS) Basic Life Support (BLS); Advanced Life Support (ALS); Bike Medics; Alternative Transport; Mobile First Aid Station
First Aid and Safety Patrol of Lebanon	1111 Guilford Street	Mobile First Aid Station
Schaefferstown Ambulance	100 Locust street, Schaefferstown	Basic Life Support (BLS)

Source: Lebanon County Comprehensive Plan, 2007; Municipal Managers Survey, 2011

## TRENDS IN PUBLIC SAFETY SERVICES

Interviews with the police chiefs and fire companies revealed that calls for police and fire protection services have increased as the population of the region has grown. Anecdotally, police calls are concentrated in more urban areas and in response to reported theft and property crime, not serious or violent crimes. False alarms initiated by automated security systems have been the primary source of increased calls for fire protection service.

Police department facilities and equipment were reported as fair to good with the exception of South Lebanon Township, where a building expansion is planned to provide a new and expanded space for its force. Notably, the 2006 North Lebanon Township building expansion project made significant expansion and improvement to township police facilities. The project included expansion to the police department office; two new garage bays dedicated to large evidence and processing; an emergency command center/conference room; and offices for the EMA Coordinator Office and Fire Chiefs. A subsequent project to expand the police crime lab and upgrade the evidence locker room was completed in 2009.

Fire companies reported no significant concerns with their facilities. Leasing of social halls, e.g. to caterers, has provided some of these volunteer service organizations with revenue for facility maintenance, equipment, and other needs. They did, however, express concern for the increasing occurrence of the two emergency communications frequencies being used simultaneously, making clear communications among responders to multiple incidents difficult.

Both police departments and fire companies indicated opportunities for cooperation in the interest of public safety. The police suggested shared enforcement of state law across all jurisdictions.

## STREETS & HIGHWAYS

See page 57 for discussion of local streets and highways.

## PUBLIC HEALTH SERVICES

### SOLID WASTE & RECYCLING

Municipal waste management services vary across the five municipalities of the region. Cornwall Borough limits licensed waste haulers to three; others have no maximum. Property owners contract privately for curbside solid waste (trash) collection; trash removal is mandated only in North Cornwall and South

# Public Services Plan

---

Lebanon. Trash generated is directed to the Greater Lebanon Refuse Authority (GLRA) landfill, incentivized by a \$6.00 per ton reduction in tipping fee to haulers collecting from municipalities that direct waste to GLRA's facility. The landfill spans North Annville, Swatara, and North Lebanon Townships, with active landfilling occurring in North Lebanon Township. Haulers disposing of trash at the GLRA facility must be licensed and provide curbside recyclables collection at least bi-weekly. The license enables GLRA to impose minimum standards on waste collection and to exercise waste management and flow control.

North Cornwall, North Lebanon, and South Lebanon are mandated to provide recyclables collection per Act 101 of 1988, Pennsylvania's Municipal Waste Planning, Recycling and Waste Reduction Act and its population threshold (more than 5,000 residents or a population density of more than 300 people per square mile). Recycling in Cornwall Borough and West Cornwall is provided as a locally-determined service.

North Cornwall owns and operates a recycling/composting yard for paper and green materials by permit. The yard is operated by one dedicated staff person, largely for administrative tasks, and generates revenue through permit fees and paper sales, when available. Through an intermunicipal waste agreement, residents of South Lebanon and Cleona may apply for yard permits, allowing them to deposit materials at the North Cornwall recycling/composting yard. North Cornwall's recycling program is not self-sustaining, thus the township has expressed interest in a regional program.

North Lebanon also owns and operates a recycling/composting yard by permit. Public Works Department staff handle yard maintenance, including placement of the recycling trailer for newspaper, office paper, magazines, cardboard outside the fenced yard one weekend per month for free use by the general public.

All municipalities provide curbside leaf collection at least once per year through their road or public works department. There is little opportunity for equipment and operational efficiencies since demand is concurrent in all municipalities and cannot effectively be scheduled in a round-robin manner. There may however be opportunities for concurrent equipment purchase or joint equipment maintenance contracts.

North Cornwall, North Lebanon, and South Lebanon collect other green waste and woody material twice per year. Unlike leaf collection, this service could be scheduled in a round-robin manner. South Lebanon and West Cornwall Township were the only municipalities to report curbside Christmas tree collection, which the GLRA accepts for disposal at no charge. North Lebanon allows residents to drop off Christmas trees at its yardwaste facility, also at no charge.

The county's 2010 total recycling rate was 36% of municipal solid waste, which includes greenwaste and other recyclables not required by Act 1010. This figure exceeds the state target of 35%. The total recycling rate for the region was even higher – 45%. At the municipal level, North Cornwall and North Lebanon had the highest total recycling rates – 60% and 53%, respectively. South Lebanon was to the 35% target. All but North Lebanon increased their recycling rates since 2000. Percentages of required recyclables are somewhat lower but still substantial: 36%-40% of all recycled material in Cornwall, North Cornwall and North Lebanon; 62% in South Lebanon; and 84% in West Cornwall.

Trends analyzed for the 2010 Lebanon County Solid Waste Management Plan indicated that solid waste generation is increasing faster than residential growth, however projections indicate that the current landfill will not reach capacity before 2020. As a non-substantial plan update, the 2010 plan recommends continued promotion of recycling to reduce demand for waste disposal and landfill disposal operations, including landfill gas recovery by GLRA. Trends also include fewer, more cooperative grant opportunities to fund capital improvements in contrast to positive feedback and increasing use of recycling/composting yards by residents. Further cooperation in this public service area is most feasible in the areas of administration and

# Chapter 10

---

specialized equipment. Notably, PADEP has made it clear that funding priority will be given to multi-municipal/regional programs seeking Act 101, Section 902 grant funds for recycling and compost equipment and programs. Drop-off yard consolidation may not be practical as it runs counter to the close-to-home convenience that makes the most successful community recycling and composting programs work.

## PARKS & RECREATION

There are parks and/or playgrounds in every municipality. These facilities are municipally-owned with the exception of the playgrounds in Quentin and Mt. Gretna areas of West Cornwall. All municipalities provide park maintenance or make a financial contribution toward park maintenance. Only North Lebanon charges a field use/maintenance fee to support its maintenance services. Recent park improvements have been a combination of municipal, grant-funded, and volunteer projects.

North Cornwall and North Lebanon have enacted mandatory dedication of parkland provisions in their subdivision and land development ordinances to acquire public parkland, or fees-in-lieu of parkland, to meet public recreation needs.

Cornwall and North Cornwall offer summer playground programs. Cornwall employs one playground director for each playground, Cornwall and Rexmont. North Cornwall utilizes volunteers. Sports programs are provided by community sports leagues and associations; most are not affiliated with any municipality.

Community events sponsored by the municipalities focus on public health and safety. Police departments from Cornwall, North Cornwall and South Lebanon participate in National Night Out, a nation-wide program to promote crime prevention through neighborhood awareness and police-community partnerships. North Cornwall's police department also sponsors an annual bike derby, an event to teach and promote bicycle safety. North Lebanon's police department participates in the Drug Abuse Resistance Education (DARE) program at the Ebenezer and Union Canal Elementary Schools.

Cornwall, North Cornwall and North Lebanon each have a recreation board or committee to guide the respective governing body in recreation policy and planning. Only North Lebanon has a full-time parks and recreation staff person. Others utilize part-time, seasonal and volunteer labor.

## PUBLIC WELFARE SERVICES

### LIBRARIES

The Lebanon Community Library is the nearest member library of the Lebanon County Library System. The library is located on North 7th Street in Lebanon. The library has a wide array of media available, including 85,000 books, newspapers, magazines, CDs, audios, videos, DVDs and software and circulates over 295,000 items per year to its over 47,000 patrons. Services include reading programs for toddlers and preschool children, summer programs, and a computer center with Internet access.

All municipalities have made municipal contributions to the Lebanon Community Library—most since 1990. Contributions are made from the municipal general funds. Some contributions are based on population figures, while others are a fixed amount.

## PLANNING & COMMUNITY DEVELOPMENT

All municipalities have appointed volunteers to their respective planning commissions or committees and their respective zoning hearing boards. The municipal planning commission or committee is generally responsible for advising the governing body on the physical development of the community. It focuses

primarily on land use and land development though impacts to and demand upon public infrastructure and services are regularly considered. The zoning hearing board fills a judicial function in local government, whereby property owners can appeal a land use decision by the governing body. Since both of these functions are related to the municipal zoning ordinance, opportunities for cooperation are similarly linked to cooperative ordinances. That said, periodic summit-style meetings of planning commission and zoning hearing board members may foster continued dialogue among the municipalities on the pace of development, types of pressures, and compatible approaches to these issues.

Cornwall, North Lebanon, South Lebanon and West Cornwall appoint and contract with the Lebanon County Planning Department for zoning administration and enforcement, plan review per the County subdivision and land development ordinance, building permits and inspections, and sewage enforcement services. North Lebanon and South Lebanon each have supplemental subdivision and land development ordinances that they administer and enforce in addition to the county ordinance.

All municipalities collect fees, directly or via the Lebanon County Planning Department, to support the administration and enforcement of their planning policies. North Lebanon is the only municipality to pay a stipend to its citizen volunteers for their service on the township's planning commission or zoning hearing board. Such payment is allowed in Pennsylvania but is not widely practiced.

North Cornwall provides planning and development services directly or contracts a third party for their performance. The township is interested in software to streamline its plan reviews and associated notifications.

## FINDINGS ON PUBLIC SERVICES

1. Cornwall, North Cornwall, and North Lebanon have expanded their police departments since 1990, raising the regional total to 39 police officers (some full-time, some part-time), sustaining the regional ratio 1.1 officer per 1,000 residents.
2. The cost of local police services remains a concern among local officials and municipal staff. Police service was the largest expenditure in four of the five municipal budgets in 1990, 2000, and 2008. Percentage increases from 1990-2008 period ranged from 136 percent to 510 percent. The total cost of staff, insurance, equipment, training and facilities consumed 14.0 to 41.2 percent of municipal expenditures in 2008.
3. Volunteer-based fire protection services are still adequate for the few major events that occur each year. However, volunteer availability during weekday business hours is declining due to volunteers working farther from their home community and local employers who are less likely to allow fire fighters to leave work to respond to a fire call. All five municipalities make financial contributions to the fire companies that serve their respective communities. The Neversink Fire Company is the only company to offer a junior fire fighter program. Its fire station is in need of HVAC improvements to ensure that its equipment is ready upon call.
4. Interviews with the police chiefs and fire companies revealed that calls for police and fire protection services have increased as the population of the region has grown.
5. There are parks and/or playgrounds in every municipality. All municipalities provide or support park maintenance. North Cornwall, North Lebanon and South Lebanon have enacted mandatory dedication of parkland provisions in their subdivision and land development ordinances to acquire

## Chapter 10

---

public parkland, or fees-in-lieu of parkland. Only Cornwall and North Cornwall offer summer playground programs; other municipalities work cooperatively with local sports associations.

6. Cornwall, North Cornwall and North Lebanon have a recreation board or committee to guide the respective governing body in recreation policy and planning. Only North Lebanon has a full-time parks and recreation staff person. Others utilize part-time, seasonal and volunteer labor.

### ESTIMATED IMPACT OF PLANNED DEVELOPMENT ON PUBLIC SERVICES

Increases in population and households can add to the demand or need for services that protect and promote the health, safety and welfare of residents—the core mission of local government in Pennsylvania. More households require a larger effort to respond to emergencies, maintain safe road conditions, distribute water, collect and treat sewage, collect and dispose of or recycle trash, maintain recreation areas, provide educational services, and plan for needed policy and capital improvements. Local governments are mandated to provide certain services regardless of population size and other services, such as curbside recycling, at population thresholds, and authorized to provide other services at their discretion. Changes in demographics, such as age composition, racial and ethnic diversity, educational and income levels, can also influence the types and quality of services desired by residents, thus affecting service costs. These trends and the projected regional population increase suggest that the costs of these public and quasi-public services will continue to rise in the years to come.

### IMPACT ON THE CORNWALL-LEBANON SCHOOL DISTRICT

*An Analysis of Demographics and Community Growth Patterns and Projections of Public School Enrollments in the Cornwall-Lebanon School District, 2004-05*, prepared by the Pennsylvania Economy League (the PEL study), found that trends in population and housing unit growth did not have a direct correlation with public school enrollment patterns during the 1970s, 1980s and 1990s. Population and housing growth in the 1970s and 1980s were accompanied by enrollment declines. In the 1990s, population, housing units, and enrollments increased at similar rates. The PEL study suggested that population and housing unit growth will continue at double digit rates into the early 2010s, after which growth rates will subside in most municipalities due to a lack of available residentially zoned land. The continued growth in population and housing units was not expected to increase the school district's enrollments, since the number of public school pupils per household steadily declined during periods of previous community growth, and more than half of the potential future housing units were designated age-restricted or assisted living units, which would further reduce the pupil per household average across the district.

Since 2005, several of the approved and proposed developments listed in the PEL study have been completed or advanced to construction, and others have been proposed. As of March 2011, the percentage of age-restricted, age-targeted, and assisted living units among future housing units remains high. Approximately 2,082 of the approved and proposed housing units (59 percent) are age-targeted, age-restricted or assisted living units. While children are not prohibited from age-restricted or age-targeted communities, the age-requirement or target market of the homeowner often precludes traditional families with school age children from buying these homes. The trend of declining student enrollment also suggests that school district facilities overall have sufficient capacity to accommodate its short-term student population, though it may consider re-distribution of elementary school students to manage class sizes or other alternatives to maintain efficient building use. Other factors, such as building age and condition and technological improvements for instruction and building operations, could also affect the district's facilities operations and management, and thus its budget and tax rates.

## COOPERATION IN PUBLIC SERVICES

### WHY CONSIDER PUBLIC SERVICE COOPERATION?

The municipalities of the Cornwall-Lebanon Region have experienced significant growth over the past several decades. With this growth has come an increased demand for services and increased needs for the maintenance of public infrastructure and facilities. In addition, new policies and regulations have been enacted by state and federal governments, adding to the administrative burden of local government. Where these services can, at minimum, be coordinated, the municipalities could realize a variety of benefits:

- Resident and municipal costs savings through increased efficiency of municipal services
- Improved eligibility for competitive grant funding through a current, adopted multi-municipal plan
- Improved price and program leverage through economies of scale
- Improved compliance with state regulations and local ordinances

### AREAS OF OPPORTUNITY

In recognition of potential cost savings resulting from economies of scale, cooperative opportunities were identified in each of nine public service areas, except emergency medical services and library services, which are provided by the private sector. Opportunities include service and operational coordination, equipment use and purchases, and staff resources for service delivery and administration, which may require or benefit from specialized training. These opportunities are presented in Table 10-6.

**Table 10-6 Opportunities for Multi-Municipal Public Service Cooperation**

Public Service Area	Service Operations	Equipment	Staff/Administration
Road Maintenance/ Public Works	<ul style="list-style-type: none"> <li>▪ Materials and fuel purchases</li> <li>▪ Contract services, e.g. extent of contracted paving along a single road, or consolidate multiple segments</li> </ul>	<ul style="list-style-type: none"> <li>▪ Vehicle and equipment purchases</li> <li>▪ Vehicle and other maintenance contracts</li> <li>▪ Shared use, e.g. specialized equipment (line painting, street sweeper), if conducive to scheduling</li> </ul>	<ul style="list-style-type: none"> <li>▪ Shared use of staff trained to operate specialized equipment</li> <li>▪ General training</li> <li>▪ Training for operation of specialized equipment/duties</li> </ul>
Police	<ul style="list-style-type: none"> <li>▪ Materials and fuel purchases</li> <li>▪ Expansion of community alert system</li> </ul> <p><b><u>Change in Service</u></b></p> <ul style="list-style-type: none"> <li>▪ Multi-Municipal Police Force</li> </ul>	<ul style="list-style-type: none"> <li>▪ Equipment purchases</li> <li>▪ Vehicle and other maintenance contracts</li> <li>▪ Shared use of specialized equipment (NLT crime lab, NLT evidence locker)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Shared contract provisions</li> <li>▪ Shared use of specialized staff, e.g. bike officers</li> <li>▪ Shared use of specialized staff under a more detailed department structure, e.g. patrol, investigation, technical services</li> </ul>



# Chapter 10

Public Service Area	Service Operations	Equipment	Staff/Administration
Fire Protection	<ul style="list-style-type: none"> <li>Materials and fuel purchases</li> <li>Vehicle and other maintenance contracts</li> </ul> <p><b><u>Change in Service</u></b></p> <ul style="list-style-type: none"> <li>Multi-Municipal Paid Fire Staff (weekday)</li> </ul>	<ul style="list-style-type: none"> <li>Vehicle and equipment purchases</li> </ul>	<ul style="list-style-type: none"> <li>Volunteer recruiting campaign</li> <li>Outreach to business leaders</li> <li>Insurance coverage</li> <li>Grant writer/administrator</li> </ul>
Waste Disposal, Recycling and Composting	<ul style="list-style-type: none"> <li>Shared use of recycling/composting facilities</li> <li>Shared products, e.g. compost, mulch, available to public</li> <li>Shared sale of recyclables</li> </ul> <p><b><u>Change in Service</u></b></p> <ul style="list-style-type: none"> <li>Municipal or multi-municipal contract for residential waste disposal service</li> <li>Multi-municipal recycling and composting service (single point of admin./management)</li> </ul>	<ul style="list-style-type: none"> <li>Vehicle and equipment purchases</li> <li>Vehicle and other maintenance contracts</li> <li>Shared use of specialized equipment</li> </ul>	<ul style="list-style-type: none"> <li>Shared use of staff trained to operate specialized equipment</li> <li>Shared grant writer/administrator (hired or trained)</li> </ul>
Planning and Development		<ul style="list-style-type: none"> <li>Hardware, software purchases, e.g. development tracking database noted by NCT</li> </ul>	<ul style="list-style-type: none"> <li>Staff training</li> <li>PC and ZHB training</li> </ul>
Community Parks, Recreation and Events	<p><b><u>Change in Service</u></b></p> <ul style="list-style-type: none"> <li>Multi-municipal park improvement planning (and multi-municipal funding application)</li> <li>Multi-municipal trail planning and development</li> </ul>		
MS4 Stormwater Program Compliance	<ul style="list-style-type: none"> <li>Shared contract for stormwater system mapping (multi-municipal or LCCWA)</li> <li>Shared contract for water sampling (multi-municipal or LCCWA)</li> <li>Shared public education and advertising (general or location-specific)</li> </ul>	<ul style="list-style-type: none"> <li>Shared use or purchase of equipment (multi-municipal or LCCWA)</li> </ul>	<ul style="list-style-type: none"> <li>Shared staff, e.g. "compliance officer"</li> </ul>



## GOALS, OBJECTIVES AND RECOMMENDATIONS

### GOAL 9. PROVIDE COST-EFFECTIVE LOCAL GOVERNMENT SERVICES.

#### *Objectives*

**A. Share and coordinate services where citizen values for service delivery and outcome align; maintain independent service delivery where values are distinctive.**

**Rec 64. Continue use of state contracts and COSTARS for vehicle, fuel, asphalt and other purchases.**

These procurement mechanisms are already in place and should be used to acquire equipment and materials at competitive rates.

**Time for Action:** Ongoing  
**Lead Partners:** Municipal Officials and Managers  
**Support Partners:** n/a  
**Funding Sources:** n/a

**Rec 65. Develop and distribute annually a list of municipal equipment available for occasional shared use.**

Such sharing may reduce the need to purchase and maintain multiple pieces of equipment within the region.

**Time for Action:** Short term (0-2 years) and Ongoing  
**Lead Partners:** Municipal Managers, Roadmasters and Public Works Staff  
**Support Partners:** n/a  
**Funding Sources:** n/a

**Rec 66. Consider joint purchase of equipment and coordination of bid lettings.**

Where existing procurement mechanisms are not available or not cost effective, consider compiling needs into one bid or procurement. Interest in specific equipment items documented during plan development includes:

- Backhoe (Cornwall) • Battery backups for traffic signals (North Cornwall, North Lebanon)
- Street sweeper (North Cornwall, South Lebanon) • Paver (South Lebanon)

**Time for Action:** Short Term (0-2 years) and Ongoing  
**Lead Partners:** Municipal Officials, Managers, Roadmasters and Public Works Staff  
**Support Partners:** n/a  
**Funding Sources:** n/a

# Chapter 10

---

## **Rec 67. Consider joint support of specialized staff or contractors.**

Especially where the time requirement is less than full-time, such as contracted engineers, planners, inspectors, solicitors, and insurance brokers, a shared position or contract may offer a cost effective solution to greater consistency and higher quality, more specialized service.

<b>Time for Action:</b>	Short Term (0-2 years) and Ongoing
<b>Lead Partners:</b>	Municipal Officials and Managers
<b>Support Partners:</b>	n/a
<b>Funding Sources:</b>	General Funds and Project Funding (grants)

## **Rec 68. Expand the volunteer roadside maintenance program.**

Two programs exist in the Region: PennDOT's Adopt-A-Highway program and North Lebanon's volunteer program. To successfully expand the local program, municipalities should:

- Identify roads in need of roadside maintenance.
- Solicit local volunteers for these roads and other volunteer-identified roadsides.
- Arrange dates for roadside maintenance for municipal awareness and trash collection. Provide volunteers with safety gear and collection bags.
- Recognize volunteers for their efforts.

<b>Time for Action:</b>	Short Term (0-2 years) and Ongoing
<b>Lead Partners:</b>	Municipal Officials and Managers
<b>Support Partners:</b>	n/a
<b>Funding Sources:</b>	General Funds

## **Rec 69. Expand the community alert system to other interested municipalities.**

The North Cornwall Township Police Department has established a community alert (email) system to notify residents of crime and other safety threats. Other municipalities took interest in this community safety initiative.

<b>Time for Action:</b>	Short Term (0-2 years) and Ongoing
<b>Lead Partners:</b>	Municipal Officials, Managers and Police Chiefs
<b>Support Partners:</b>	n/a
<b>Funding Sources:</b>	General Funds

## **Rec 70. Study the feasibility of regional police service among interested municipalities.**

Recognize that the social and economic conditions that determine feasibility change both prior to and over the lifetime of a regional police program. A change in conditions should not be considered a failure. An exploratory workshop among an elected municipal official, the

municipal manager/secretary, and the municipal police chief facilitated by a potential study coordinator, e.g. from PA DCED Municipal Shared Services program, would be a first step. Consider discussing data needs for the study, integrated public education/participation, success factors and lessons learned from other regionalization efforts.

**Time for Action:** Medium Term (0-5 years)  
**Lead Partners:** Municipal Officials, Managers and Police Chiefs  
**Support Partners:** Police Departments  
**Funding Sources:** PA DCED

---

**Rec 71. Determine the feasibility of a regional recycling and composting program.**

---

Most residents would likely take materials to their home municipal site, but some may be closer to another municipal site. Determine if there would be cost savings in sharing one administrator.

**Time for Action:** Medium Term (0-5 years)  
**Lead Partners:** Municipal Officials and Managers  
**Support Partners:** Municipal Planning Commissions  
**Funding Sources:** PA DEP Recycling Technical Assistance Program (\$7500 grant per municipality)

---

**Rec 72. Explore public interest in recreation programs.**

---

Explore resident interest in recreational programs such as sports, fitness and wellness, including hiking/biking clubs, nature study and environmental education, arts and crafts, music and drama, local history, and self-improvement. Solicit interest from all age groups, as well as interest in volunteerism to organize and lead such programs. Evaluate the ability of volunteers to provide recreation services. Where recreation needs exceed volunteer capacity, explore municipal or regional recreation programming by a paid professional. PA DCNR's Peer Study program guides multi-municipal partners in determining the potential for a regional recreation program. This program requires a \$1,000 local match to PA DCNR's \$10,000 grant. PA DCNR's Circuit Rider grant program provides a four-year grant to fund the salary of a regional recreational coordinator. The grant pays 100% in year 1, 75% in year 2, 50% in year 3, and 25% in year 4. The balance of the salary is paid with local funds raised through program fees and charges or paid by the municipalities. The Northern Lebanon region (municipalities and school district) used the Peer Study program in their decision-making to provide recreation services jointly.

**Time for Action:** Long Term (0-10 years)  
**Lead Partners:** Municipal Officials and Parks and Recreation Boards/Committees  
**Support Partners:** Municipal Planning Commissions  
**Funding Sources:** PA DCNR Peer Study program, if recreation services are needed

---

# Chapter 10

---

Intentionally blank for two-sided printing

---

# 11 NATURAL AND HISTORIC RESOURCES PLAN



## OUR NATURAL AND HISTORIC RESOURCES

Natural resources are the physical elements of the natural environment: land (geology, soils), water, vegetation, and wildlife. Their presence and quality can support opportunities for community and economic development. Surface and subsurface waters can be integral to established local infrastructure, especially cost effective water supply and stormwater management. Geology and soils can be valued economically for production or extraction industries. Topography, water, vegetation and wildlife can all be valued for recreational use.

Natural resources can also constrain development location and intensity due to their dynamic nature, sensitivity to disturbance or legal protections. Steep slopes, karst landscapes, and hydric soils may be unstable for development. Water quality can limit use that may reduce quality or pose a risk to public health. Land inhabited by rare, threatened, or endangered species or significant natural communities may be protected by state or federal law.

The presence, quality and integrity of natural resources and systems should inform their use, protection, and management.

Historic resources are the manmade features that reflect the people, values, and technologies that define and distinguish a community from all other places. In the context of community and economic development, these resources include buildings and other structures that display specific architectural styles, often those built during a community's period or periods of economic prosperity, as well as sites of historic events. They are typically locally identified, evaluated, and designated for recognition, preservation, and/or interpretation. These same resources can also be significant to state or national history and may be eligible for state and federal recognition, preservation, and/or interpretation. Historic resources can be an integral component to local tourism, especially where public access and interpretive activities are available.

## NATURAL RESOURCES

Natural resources form three distinctive landscapes in the region: the uplands, the valley, and South Mountain. The uplands lie between US Route 422 and Blue Mountain and include the western and central portions of North Lebanon Township. Roughly one-third of the township along the Route 422 corridor and several north-south arterials has been intensively developed. Farmland and woodlots comprise the remaining open space. Natural resources of significance to use and conservation include:

- A mixed pattern of prime farmland and secondary farmland soils.

# Chapter 11

---

- Soils somewhat to very limited in suitability for on-lot sewage disposal systems.
- Several surface lakes and ponds.
- Streams that support warm water and trout stocked fisheries though aquatic habitat and recreational use are impaired by nutrients, sediment/siltation, and flow alternations sourced to agricultural uses and flow alterations from storm sewers.

The valley extends from US Route 422 past US Route 322 to the northern foothills of South Mountain. It spans portions of all five municipalities, including the eastern portion of North Lebanon Township. Farmland and public and private recreation lands comprise the majority of the valley. Approximately 25 percent of the valley has been intensively developed. Natural resources of significance to use and conservation include:

- Underlying carbonate geology (limestone and dolomite), which is prone to surface depressions and sinkholes.
- Soils almost exclusively rated as prime farmland.
- Soils somewhat limited in suitability for on-lot sewage disposal systems.
- A lack of surface streams relative to the rest of the county, indicative of the high permeability of the soils and underlying geology enabling groundwater recharge.
- Streams that support cold water and trout stocked fisheries though aquatic habitat and recreational use are impaired by nutrients, siltation, and flow alternations sourced to agricultural uses and flow alterations from storm sewers.

South Mountain (also known as Furnace Hills) spans the three southern municipalities and the county border into Lancaster County. The majority of this region is forested. Approximately 25 percent of South Mountain in the Cornwall-Lebanon region has been developed, primarily for residential uses that have retained the forest canopy. Natural resources of significance to use and conservation include:

- Precautionary and steep slopes
- Soils very limited in suitability for on-lot sewage disposal systems.
- Streams that support warm water, trout stocked, and high quality cold water fisheries. The southern headwaters of the Quittapahilla Creek (Bachman Run, Beck Creek, and Snitz Creek) and Hammer Creek are aquatic habitat and recreational use are impaired by nutrients and siltation sourced to agricultural uses and unsourced pathogens.
- Extensive forest cover.
- Six sites of statewide natural significance: Walnut Run watershed/SGL 156, Chiques (Chickies) Creek headwaters, Penryn Park Seep / Shand Kiwanis Camp, Shearers Creek Swamp, Lebanon Reservoir Seeps, and Route 322 Powerline Site.

In recognition of its significant natural resources and the need for appropriate conservation, a 1.8 million acres region of high elevation forested land from Franklin County to Northampton County, including South Mountain, and extending into Connecticut has been congressionally-designated as the Highlands and designated by PA DCNR as the Pennsylvania Highlands. Its forest cover provides expansive habitat, includes

# Natural and Historic Resources Plan

---

numerous public and private recreation areas, and is integral to the protection of water supply for millions of mid-Atlantic citizens.

## HISTORIC RESOURCES

Recognized and designated historic resources in the Cornwall-Lebanon region include:

- Campmeeting Historic District – listed on the National Register of Historic Places
- Cornwall Banks – recognized by a PA State Historic Marker
- Cornwall Iron Furnace – listed on the National Register of Historic Places, National Historic Landmark, PA State Historic Marker
- The Gloninger Estate – listed on the National Register of Historic Places
- Grubb's First Forge – recognized by a PA State Historic Marker
- The Pennsylvania Chatauqua – recognized by a PA State Historic Marker, and pursuing a future National Register designation
- Union Canal Tunnel – listed on the National Register of Historic Places, National Historic Landmark, PA State Historic Marker

Cornwall Borough has recognized the physical character of its villages and requires that new development continue these patterns through its Historic Overlay District.

Additional sites of local significance whose character and historic significance have not been formally designated include:

- Stone Farm Houses and Barns in the Township, North Cornwall Township.
- Old School Houses, North Lebanon Township.
- Moravian Cemetery, South Lebanon Township.
- Pennsylvania Chatauqua, Mount Gretna Campmeeting, Tabernacle, Quentin, The Clarence Schock Memorial Park at Governor Dick, West Cornwall Township.
- Individual Pennsylvania Chatauqua Buildings including the Playhouse, original Mount Gretna Park, Agricultural and Industrial Hall (Roller Rink), C&L Railroad Station and station entrance to Narrow Gauge railroad (constructed by Robert H. Coleman from 1882-1889,) adjacent to Mount Gretna Borough.
- Cornwall-Lebanon Railroad, now the Lebanon Valley Rail Trail, all municipalities.



# Chapter 11

---

## ISSUES AND OPPORTUNITIES

Development of any type can impact natural and historic resources. The Pennsylvania Municipalities Planning Code Development provides municipalities with the authority to plan locally for their protection. Resources of greatest concern to the Cornwall-Lebanon Region include the following:

- **Disturbance of farmland soils and fragmentation of active agricultural landscapes.** Once graded, compacted, and built upon, fertile soils are rendered less productive for many generations. Farmland soils should at minimum remain as open space to protect the viability of the soils for food production. Contiguous farmland landscapes have fewer land use conflicts with neighboring uses, thus land use policies should strive to minimize fragmentation by intensive uses. Additional policies should support the viability of the agricultural industry.
- **Forest conservation on South Mountain.** The forested open space is as important to South Mountain as farmland open space is to the valley and uplands. The forested condition secures soils on steep slopes, promotes infiltration and water supply to the headwater streams, has economic value for timber production, and provides habitat for native plant and animal species. In addition, the forest is a key element in the historic Pennsylvania Chataqua settlement and Mount Gretna Campmeeting community. As development occurs on South Mountain in West Cornwall, Cornwall Borough, and South Lebanon, forest clearing and fragmentation should be discouraged.
- **Reduction in groundwater recharge.** Since groundwater is the primary source of water for municipal, domestic, industrial, recreational, and agricultural uses in Lebanon County, the availability and quality of groundwater will be important to the continued health and growth of the county. Removal of groundwater resources faster than its recharge (rainfall infiltration) could lead to a growing water deficit, the gradual failure of water supplies, diminishing stream and spring flows, and degraded aquatic and riparian habitat. In principle, this concern can be addressed by evaluating on-site stormwater infiltration, however the karst topography in portions of this region should be further evaluated prior to implementing infiltration standards and practices. Pennsylvania recognizes the challenge of engineering groundwater management as the resource lies subsurface and entwined with geologic formations. Accurate water supply and demand figures are a priority in the Lower Susquehanna Region per the State Water Plan. Demand figures will change as communities and economies grow. Municipalities should consider the impact of groundwater withdrawals from proposed uses prior to plan approval or denial.
- **Surface water impairments.** Historically, surface water quality declined as development in the contributing watershed increased. Water flows were also affected by dams and diversions, as well as stormwater flows. Today, regulation of private and municipal stormwater management practices aims to prevent further water flow and quality impacts that affect aquatic habitat and human water supplies. Some impairments can be removed or mitigated, but some impacts cannot or cannot be removed with current technology at a reasonable cost.
- **Revised floodplain delineation and restoration of the floodplain as open space.** Recent revisions to FEMA's Flood Rate Insurance Maps become effective in June 2012. Municipal zoning ordinances and maps should be updated to reflect this date, if FIRM dates are specified, to minimize new development in the areas affected by flood waters. In addition, municipalities should continue to work with willing landowners of developed properties located in the floodplain to mitigate repetitive damages through acquisition and demolition of structures or through structural and utility elevation projects.

# Natural and Historic Resources Plan

---

- **Fragile identity of older villages and neighborhoods:** Avon, Ebenezer, Hebron, Pleasant Hill, Prescott, Rexmont, and Weavertown. These places may not have a traditional center, a square or park, but there was clearly a need for their development at one point in time. Acknowledging these small centers and their historic purpose with visible public investments, e.g. streetscapes and signage, could incentivize neighborhood pride and private reinvestment, such as property upgrades and small-scale business development related to tourism.
- **Historic village character.** Historic village character is a cultural legacy, largely influenced by cultural building practices, local materials, and periods of building often associated with economic prosperity. For example, Cornwall Center, Burd Coleman, and Miner's Village were built to support the iron mining and forging industry in the mid to late 1800s. Structures were built with local stone. Developments of today are a cultural legacy for future generations, reflecting nation-wide building practices, materials, and periods of growth and recession. Development standards can require that new construction respect select historic building, site and neighborhood patterns (gridded lots and streets, setbacks, building height and massing, sidewalks and street trees), without regulating aesthetics, to create distinctive new villages and neighborhoods or to retain these characteristics as properties redevelop within a neighborhood, e.g. after significant property damage from a fire.
- **Economic development through heritage tourism,** which requires both attractions and hospitality services. This can occur as a private sector initiative or as a collaborative effort with municipalities, the county (Tourism Promotion Agency and LVEDC), business organizations (the Chamber) and heritage organizations working together to identify and secure properties to visit, to develop interpretive programs, and to market attractions and services. The Cornwall-Lebanon Scenic Byway Modified Corridor Management Plan identified four potential heritage themes for the byway corridor from Quentin to Newmanstown: Cultivating Agriculture, The Iron Industry, Homegrown and Handcrafted Heritage, and Building Community. Additional research could relate sites in North Cornwall and North Lebanon to these themes and advance theme development for potential heritage area designation.
- **Preservation of significant local buildings, structures, sites or districts.** If key landmarks of the region's landscape are to be protected, their identification and prioritization must occur prior to the threat of demolition.

# Chapter 11

---

## GOALS, OBJECTIVES AND RECOMMENDATIONS

### GOAL 10. PROTECT SENSITIVE NATURAL RESOURCES FROM DEVELOPMENT AND ITS IMPACTS AND RESTORE CONNECTIVITY AND QUALITY, WHERE FEASIBLE.

#### *Objectives*

- A. Minimize development activity and impacts in ecologically sensitive areas: floodplains, wetlands, steep slopes, forested areas and sites of state and local natural significance.
- B. Minimize fragmentation and improve/restore connectivity within and between ecologically sensitive areas.
- C. Link resources with existing communities through contiguous open space, conservation greenways, and recreational paths and trails, where appropriate.

**Rec 73. Revise zoning to protect floodplains (FEMA updates effective June 2012), wetlands, groundwater recharge areas, and identified natural areas from intensive development.**

As inventories and delineations for various natural resources are updated, municipalities should ensure that their protection provisions reflect these revisions.

**Time for Action:** Short Term (0-2 years)  
**Lead Partners:** Municipal Officials and Planning Commissions  
**Support Partners:** Lebanon County Planning Department  
**Funding Sources:** General Funds

**Rec 74. Restore floodplains to open space through acquisition and demolition of developed properties with willing property owners; mitigate repetitive damages through structural and utility elevation projects in partnership also with willing property owners.**

PEMA and FEMA recognize that development patterns predate floodplain delineation in many communities. In order to minimize the cost of repetitive flood damages, including the loss of life and property, FEMA funds a variety of flood mitigation projects. Program participation is voluntary and landowners can retract their application up until the time of approval. Municipalities are engaged in the application process as a sponsor and as a reference to local land use policies and flood history.

**Time for Action:** Short Term (0-2 years) and Ongoing  
**Lead Partners:** Municipal Officials, Engineers, and Planning Commissions  
**Support Partners:** Lebanon County Planning Department; Lebanon Emergency Management Agency; PEMA and FEMA  
**Funding Sources:** General Funds

# Natural and Historic Resources Plan

## **Rec 75. Designate greenways for ecological connectivity. Determine which greenways are suitable for low impact recreational trails.**

Greenways are linear corridors of open space. They can protect linear features such as rivers and streams, and can connect natural areas with corridors for animal migration. In some cases, greenways can be appropriate corridors for recreational trails. A regional greenways planning effort could be integrated with a regional trails plan.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department; Lebanon Valley Conservancy; Watershed Associations
<b>Funding Sources:</b>	General Funds; PA DCNR; Watershed Associations

## **Rec 76. Seek acquisitions, easements and stewardship plans from willing land owners to protect designated greenway corridors.**

Implement greenway conservation with willing land owners.

<b>Time for Action:</b>	Long Term (0-10 years)
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions
<b>Support Partners:</b>	Lebanon Valley Conservancy
<b>Funding Sources:</b>	General Funds; PA DCNR; Watershed Associations

## **Rec 77. Review existing steep slope protection provisions and strengthen them to address the ten aspects of model steep slope regulation.**

The ten aspects of model regulations include:

- Topography, Slope Stability, and Drainage and Erosion
- Infrastructure and Access
- Aesthetics and Natural Qualities
- Fire Hazard
- Recreational Values and Open Space

Detailed descriptions of the 10 aspects are listed in the Lebanon County Comprehensive Plan, 2007. Model regulations are available from the Pennsylvania Land Trust Association as well as the Lehigh Valley Planning Commission.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials, Engineers, and Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department
<b>Funding Sources:</b>	General Funds

# Chapter 11

---

## **Rec 78. Restore woodland connectivity, especially in riparian areas, and expand urban forests through tree plantings.**

Woodland restoration and tree plantings are a current priority for PA DCNR. Funding is available to support tree planting projects on public lands. Plantings could be incorporated with stormwater management improvements or riparian forest buffer projects.

<b>Time for Action:</b>	Short Term (0-3 years)
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions
<b>Support Partners:</b>	Other public land owners in the region
<b>Funding Sources:</b>	General Funds; PA DCNR TreeVitalize

## **Rec 79. As needed, advocate monitoring and regulatory enforcement of mineral extraction and quarry operations by state and federal agencies to protect water resources.**

While there are no specific concerns at present, municipalities should be aware of the relationship between extractive land uses and water supply and water quality. Impacts could occur at the surface or below ground. If concerns arise, municipalities should advocate monitoring and enforcement by state and federal agencies.

<b>Time for Action:</b>	Ongoing
<b>Lead Partners:</b>	Lebanon County Conservation District; Municipal Officials and Managers
<b>Support Partners:</b>	Lebanon County Planning Department; Watershed Associations
<b>Funding Sources:</b>	n/a for advocacy

## **Rec 80. Consider adopting performance criteria to limit environmental impacts, e.g. excessive noise, dust, etc. from industrial production.**

These types of environmental impacts have not been excessive in the Region to date. Federal and state regulations have provided sufficient environmental quality standards for industries that operate in the Region. If industries become more intensive or new industries locate in the Region and more stringent environmental quality standards are desired by citizens, municipalities will need to consider the cost of monitoring and enforcement proposed standards prior to adopting them.

<b>Time for Action:</b>	Long Term (0-10 years)
<b>Lead Partners:</b>	Lebanon County Conservation District; Municipal Officials and Managers
<b>Support Partners:</b>	Lebanon County Planning Department
<b>Funding Sources:</b>	General Funds

# Natural and Historic Resources Plan

## **Rec 81. Encourage mine land reclamation and redevelopment consistent with the community and landscape context.**

There are multiple quarries in the Region. Federal law requires that these operations post bonds to ensure the appropriate closure and reclamation of these sites. The type of reclamation should relate to the host municipality's community development objectives. For example, the Pennsy Supply operation along Route 422 is located along a primary highway and would have higher value as a commercial site than open space alone, while open space meadows and woodlands would be an appropriate reclamation type for operations in rural areas of the Region.

If these operations announce closure, the host municipality should meet with owners to discuss reclamation objectives. Early discussions could pave the way for innovative reclamation and development ideas and coordinated actions.

<b>Time for Action:</b>	Ongoing
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions
<b>Support Partners:</b>	City of Lebanon Authority
<b>Funding Sources:</b>	n/a

## **GOAL 11. PRESERVE SIGNIFICANT HISTORIC RESOURCES AND ENCOURAGE CONSERVATION OF OTHER HISTORIC RESOURCES.**

### *Objectives*

- A. Inventory historic resources and prioritize public preservation interests.**
- B. Encourage and incentivize use and adaptive re-use of historic resources and the application of historic building patterns and designs in new development.**
- C. Promote an understanding of these resources among citizens and visitors.**

## **Rec 82. Update the historic resources inventory in key locations, such as the Lebanon Heritage Trail corridor and areas experiencing or expected to experience development pressure.**

Updating the historic resource inventory can take a significant effort. In order to manage the size of the effort, municipalities should focus on at-risk areas and areas where resources are already being promoted.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials, Engineers, and Planning Commissions
<b>Support Partners:</b>	Lebanon Valley Conservancy; Cornwall Historical Alliance; the Historic Preservation Trust of Lebanon County; the Lebanon County Historical Society; Mount Gretna Campmeeting Association; Mt. Gretna Historical Society
<b>Funding Sources:</b>	General Funds; PHMC

# Chapter 11

---

## **Rec 83. Develop and implement a historic preservation plan for the same key locations.**

With an up-to-date inventory, municipalities can develop a plan for which historic resources to protect (and which to leave in private hands), how to protect them (through public ownership or easement), and how to interpret or explain their value to citizens and visitors. A historic preservation plan should include tasks that

- Categorize resources into themes.
- Evaluate alternative means of preservation, conservation, stewardship and interpretation.
- Determine a best approach(es) for each property.

**Time for Action:** Long Term (0-10 years)

**Lead Partners:** Municipal Officials, Engineers, and Planning Commissions

**Support Partners:** Lebanon Valley Conservancy; Cornwall Historical Alliance; the Historic Preservation Trust of Lebanon County; the Lebanon County Historical Society; Mount Gretna Campmeeting Association; Mt. Gretna Historical Society

**Funding Sources:** General Funds; PHMC

## **Rec 84. Establish incentives for developers to identify and, where feasible, preserve and re-use historic features on proposed development sites.**

Historic features have both cultural and economic value. Those values are of course higher when the features are in good, usable condition. Incentives can encourage developers to consider these values and evaluate the feasibility of incorporation and re-use of a historic feature or features in their plans. Such will not be feasible in all cases, but the incentive provides a basis for municipal-developer discussion about the issue. "Historic features" will need to be defined, e.g. by age or by reference to an inventory.

**Time for Action:** Long Term (0-10 years)

**Lead Partners:** Municipal Officials and Planning Commissions

**Support Partners:** Lebanon County Planning Department

**Funding Sources:** n/a

## **Rec 85. Promote the voluntary use of vernacular building styles, patterns and materials.**

Community character, whether historic or recent, can add cultural and economic value to new construction by designing structures and neighborhoods that appear to belong together and belong in their surrounding community or landscape. The Mount Gretna Campmeeting is an example. Local or vernacular building styles often share similar building or building complex layouts, rooflines, door and window placement, and porch design and placement. They may also share material types and dimensions that can often be well-imitated even with modern



# Natural and Historic Resources Plan

---

materials. Photographs, such as those taken in conjunction with a historic resource inventory update, can provide a visual library to review, define and evaluate building styles in the preparation of a patternbook or design guide.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department; Lebanon Valley Conservancy; Cornwall Historical Alliance; the Historic Preservation Trust of Lebanon County; the Lebanon County Historical Society
<b>Funding Sources:</b>	General Funds; PHMC

---

## **Rec 86. Establish incentives for developers to apply vernacular building styles, patterns and materials.**

---

Once design guidelines have been established, municipalities may want to consider incentives for developers to apply them to new construction.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions
<b>Support Partners:</b>	Lebanon County Planning Department
<b>Funding Sources:</b>	n/a

---

## **Rec 87. Initiate a certification program for historic structures related to agricultural communities.**

---

Farms and their barns are one the most recognizable features of rural Lebanon County. Schoolhouses and granges, though fewer, also represent local history in very visible ways. Many are already included in the current historic resource inventory. However, the inventory alone provides little recognition for these sites. A certification program would acknowledge each site with a certificate, plaque or other marker and supplement the inventory of known historic resources for possible reference in land use/development incentives.

<b>Time for Action:</b>	Medium Term (0-5 years)
<b>Lead Partners:</b>	Municipal Officials and Planning Commissions; Lebanon Valley Conservancy
<b>Support Partners:</b>	Lebanon County Planning Department; Cornwall Historical Alliance; the Historic Preservation Trust of Lebanon County; the Lebanon County Historical Society
<b>Funding Sources:</b>	General Funds; PHMC

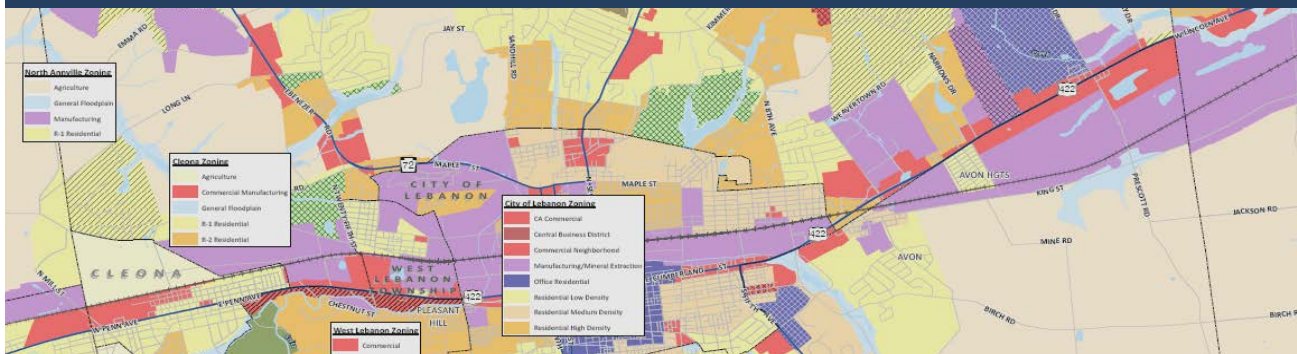
---

# Chapter 11

---

Intentionally blank for two-sided printing

## 12 Consistency And Interrelationships



### CONSISTENCY IN LAND USE PLANNING

Section 301(a)(5) of the Municipalities Planning Code requires that municipal comprehensive plans strive to minimize land use conflicts along their borders and with their home county. Specifically,

“A statement indicating that the existing and proposed development of the municipality is compatible with the existing and proposed development and plans in contiguous portions of neighboring municipalities, or a statement indicating measures which have been taken to provide buffers or other transitional devices between disparate uses, and a statement indicating that the existing and proposed development of the municipality is generally consistent with the objectives and plans of the county comprehensive plan” is required.

*Map 14, Land Use Consistency*, illustrates the municipal zoning of adjacent municipalities in Lebanon County only surrounding the Cornwall-Lebanon Region’s future land use pattern. Figures 12-1 through 12-3 show the zoning in adjacent municipalities in Lancaster County.

This Regional Comprehensive Plan recommends relatively few changes in land use policy (zoning) and only one site, namely the southside of Route 422 in South Lebanon Township, along the Region’s border is recommended for a land use policy change. Still, a review of land use policy (zoning) and land use planning, where such has been more recently completed or nearly completed, is provided below.

### CONSISTENCY WITH LEBANON COUNTY PLANNING

The Lebanon County Comprehensive Plan was adopted in 2007. Its land use policy was based largely on the municipal zoning that was in place at the time of the plan’s preparation.

Sites recommended for rezoning in the Regional Comprehensives Plan only reflect recommendations to change from one intensive use to another with only one exception on the edge of the village of Quentin. In other words, the footprint of lands to be developed for intensive uses remains unchanged. Furthermore, most recommended changes are changes within major use categories of commercial/industrial or residential. The village residential designation may integrate small-scale commercial uses as an option or requirement.

Five sites represent more significant change.

# Chapter 12

---

- One site (Site P1) currently zoned high density residential is recommended for neighborhood commercial and three sites (Sites J, P2, and S) currently zoned residential that are recommended for neighborhood commercial to increase opportunities for close-to-home commercial services.
- One site (Site N) currently zoned agriculture and commercial is recommended for high density residential.

This is consistent with the county's land use policy and its foundation.

## CONSISTENCY WITH ADJACENT MUNICIPAL PLANNING

Land use policy and planning between the Region and adjacent municipalities is generally consistent. In a few locations, land use consistency is not ideal, however the policies have been in place for many years and have not resulted in real conflicts. Therefore, no specific resolution beyond the enforcement of existing setback and buffer requirements is recommended. If development or rezoning is proposed in these areas, municipal planning commissions should consider offering the adjacent municipality an opportunity for review.

The **City of Lebanon** borders North Cornwall, North Lebanon and South Lebanon Townships. Its zoning ordinance and map were adopted in 2002. All but two of the City's zoning districts are designated along its border. Two minor but long standing inconsistencies in land use planning between the City of Lebanon and the Cornwall-Lebanon Region are listed in Table 12-1. Otherwise, districts are generally consistent with the designations in this area, shown on the *Map 12, Future Land Use Map*.

**West Lebanon Township** lies between North Cornwall and North Lebanon Townships, as well as Cleona Borough and the City of Lebanon. Its zoning ordinance was prepared in 1976 and most recently amended in 2008. Its zoning map is dated 2007. Two minor but long standing inconsistencies in land use planning between West Lebanon and the Cornwall-Lebanon Region are listed in Table 12-1. Otherwise, districts are generally consistent with the designations in this area, shown on the *Map 12, Future Land Use Map*.

**South Londonderry Township** lies to the west of West Cornwall Township. Its zoning ordinance and map are dated 2003. South Londonderry Township has classified all lands along its West Cornwall border as R2: Medium Density Residential (7 parcels east of Timber Road) and C: Conservation (Conewago/Mt. Gretna Lake area) north of Mount Gretna Borough and C: Conservation and A: Agricultural south of the Borough. These districts are generally consistent with the forest designation in this area, shown on the *Map 12, Future Land Use Map*.

The **Annville-Cleona Area** Joint Comprehensive Plan (March 2012 draft) has been prepared by the municipalities of the Annville-Cleona School District: Annville Township, Cleona Borough, North Annville Township, and South Annville Township. The plan's implementation is assumed to update municipal zoning ordinances and maps in this planning region. The Annville-Cleona Area lies west of North Cornwall, North Lebanon, and West Cornwall Townships.

The Annville-Cleona Area plan aims to conserve the region's small town atmosphere, suburban environment and rural character. It recommends 17 future land use categories, 10 of which are designated growth areas. Minor inconsistencies in land use planning between the Annville-Cleona Area and the Cornwall-Lebanon Region are shown in Table 12-1. Otherwise, districts are generally consistent with the designations in this area, shown on the *Map 12, Future Land Use Map*.

**Table 12-1 Minor Inconsistencies in Local Land Use Policy and Planning**

# Consistency and Interrelationships

Location	Adjacent Zoning/Land Use	Cornwall-Lebanon Land Use Designation	Comments
Between Bricker Lane and Quittapahilla Creek	Agriculture in South Annville	Low Density Residential (northeast of Beck Creek) in North Cornwall	North Cornwall uses Beck Creek as the Low Density Residential boundary
Southside of Route 422	Residential in Cleona	Highway Commercial in North Cornwall	Long standing zoning conditions
Norfolk-Southern Railline	Agriculture in Cleona	Industrial/Manufacturing in North Lebanon	Long standing zoning conditions
Greater Lebanon Refuse Authority landfill	Agriculture in North Annville	Industrial/Manufacturing in North Lebanon	Lands in North Lebanon are owned by the Greater Lebanon Refuse Authority and used as the GLRA landfill
Rockwood	Residential in Swatara	General Commercial in North Lebanon	Long standing zoning conditions
North of Route 422	High Density Residential in Jackson	Agriculture in North Lebanon	Long standing zoning conditions
Northside of Route 422	Manufacturing in Jackson	Rural Residential in North Lebanon	Long standing zoning conditions
25 <sup>th</sup> Street	Residential in West Lebanon	Manufacturing in North Lebanon	Long standing zoning conditions
Route 422	Residential in West Lebanon	Highway Commercial in North Cornwall	Long standing zoning conditions
22 <sup>nd</sup> Street	Manufacturing/Mineral Extraction in City of Lebanon	High Density Residential in North Lebanon	Lands in City are used as the Coleman Park (not conflicting)
16 <sup>th</sup> Street	Manufacturing/Mineral Extraction in City of Lebanon	High Density Residential in North Cornwall (Pleasant Hill)	Long standing zoning conditions

Source: Gannett Fleming

**Swatara Township** lies north of North Lebanon Township. Its zoning ordinance was prepared in 1982 and most recently amended in 2012. Its zoning map is dated 2003. Swatara Township's zoning map shows a small commercial district in the Rockwood area adjacent to residential areas of North Lebanon. One minor but long standing inconsistency in land use planning between the Swatara Township and the Cornwall-Lebanon Region are shown in Table 12-1. Otherwise, districts are generally consistent with the designations in this area, shown on the *Map 12, Future Land Use Map*.

**Bethel Township** also lies north of North Lebanon Township. Its zoning ordinance was adopted in 1973 and most recently amended in 2010. Its zoning map is dated 2004. Bethel Township's zoning map shows agricultural and rural residential districts along its border with North Lebanon. There is a high level of future land use consistency in this area.

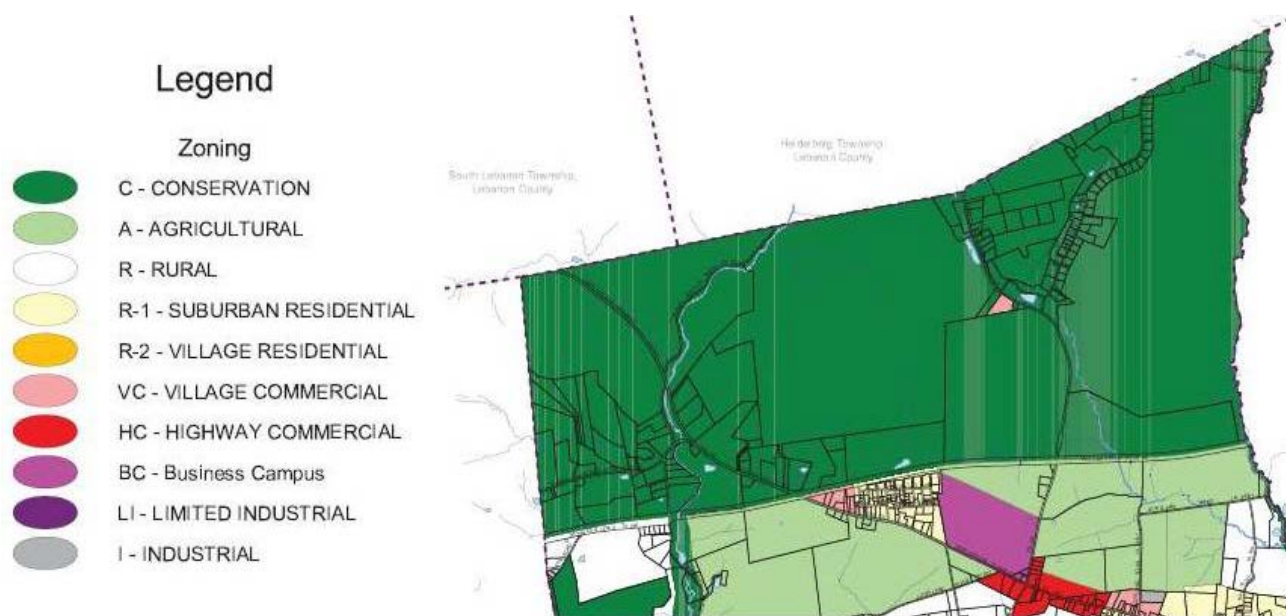
**Jackson Township** lies east of North Lebanon and South Lebanon Townships. Its zoning ordinance and map were adopted in 2008. Three minor but long standing inconsistencies in land use planning between the Jackson Township and the Cornwall-Lebanon Region are shown in Table 12-1. Otherwise, districts are generally consistent with the designations in this area, shown on the *Map 12, Future Land Use Map*.

**Heidelberg Township** also lies east of South Lebanon Township. Its zoning ordinance and map were adopted in 2007. Heidelberg Township has designated all lands along its western border as A: Agricultural or

## Chapter 12

AT: Agricultural Transitional, which is consistent with the agricultural land use designation in South Lebanon. The ordinance include airport hazard zoning provisions for the Buffalo Springs airfield and wellhead protection zones in Flintville.

**Elizabeth Township, Lancaster County**, lies south of South Lebanon Township in the area of State Game Lands 156 and Walnut Run. Its zoning ordinance was enacted in 2003. Elizabeth Township has classified all lands along its northern border as C: Conservation Zone, which also aims to protect the environmentally sensitive natural resources of the Furnace Hills from significant subdivision and development. Permitted uses include single family detached dwellings, home occupations, outdoor recreation (various), agricultural activities and farm occupations, communications antennas and municipal uses; some uses have specified criteria. These uses are generally consistent with the agriculture designation in this area, shown on the *Map 12, Future Land Use Map*.

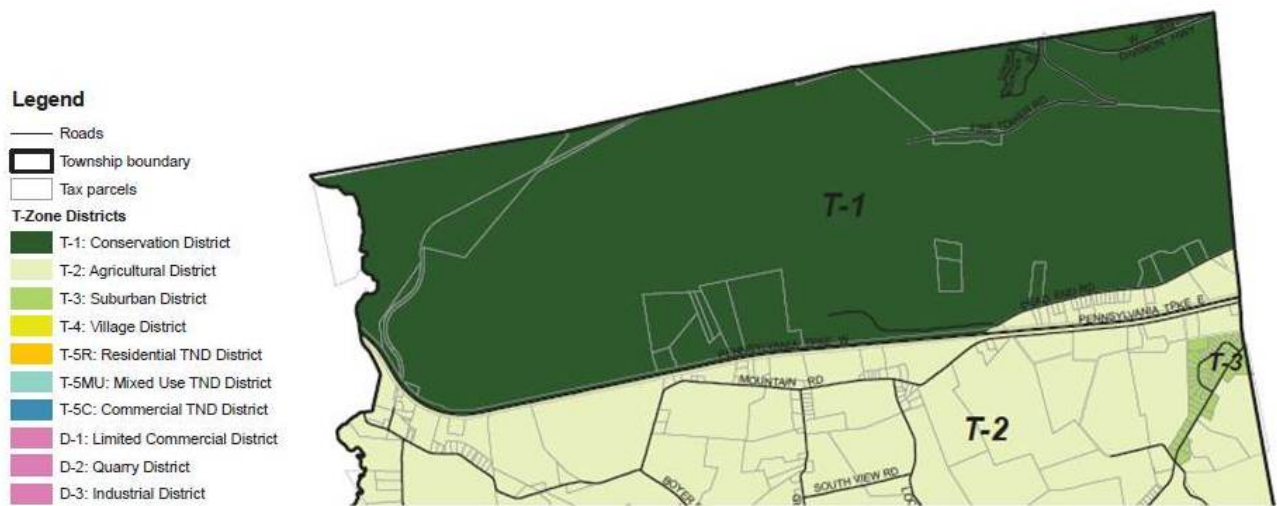


**Figure 12-1 Excerpt from Elizabeth Township Zoning Map**

**Penn Township, Lancaster County**, lies south of South Lebanon Township and Cornwall Borough, from roughly Walnut Run to Shearer's Creek almost to PA 72. Its zoning ordinance was enacted in 2011. Penn Township has classified all lands along its northern border as T-1: Conservation/Natural District, which also aims to protect the environmentally sensitive natural resources of the Furnace Hills from significant subdivision and development. This area is a sending area for the Township's Transfer of Development Rights program. Permitted uses include single family detached dwellings, home occupations, agriculture, forestry, temporary farm employee housing, outdoor recreation (various), communications antennas and municipal uses; additional standards may apply. These uses are generally consistent with the forest, and conservation recreation, and agriculture designations in this area, shown on the *Map 12, Future Land Use Map*.

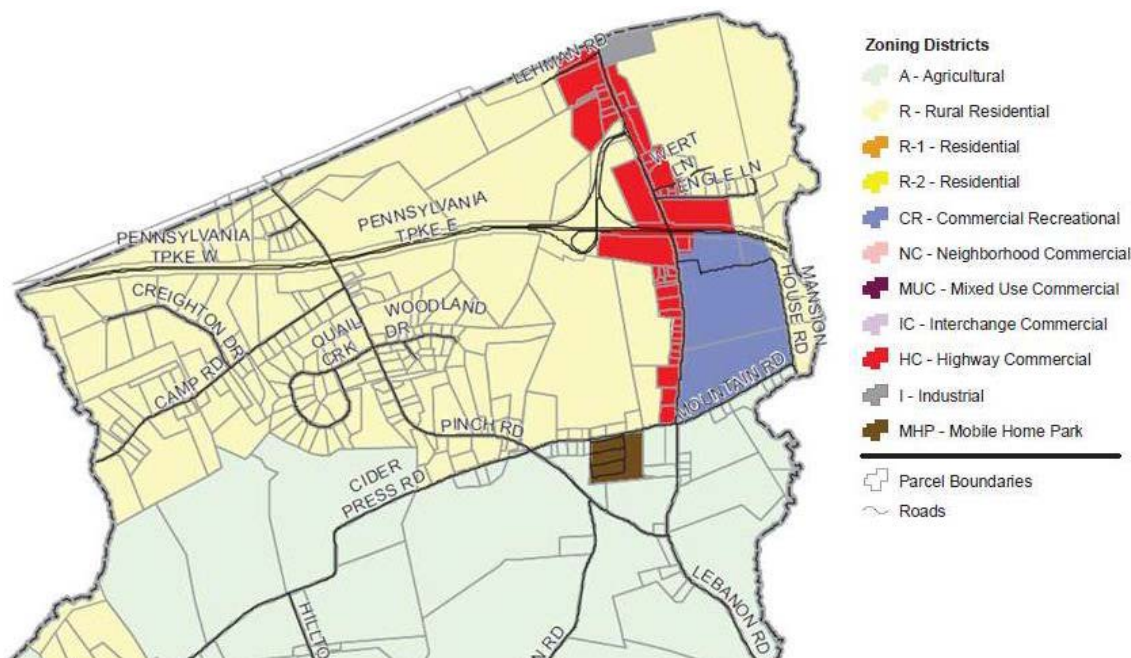


# Consistency and Interrelationships



**Figure 12-2 Excerpt from Penn Township Zoning Map**

**Rapho Township, Lancaster County**, lies south of Cornwall Borough and West Cornwall, from roughly PA 72 to the Pennsylvania Turnpike, and includes the Lancaster/Lebanon Exit of the Pennsylvania Turnpike. Its zoning ordinance was enacted in 1993 and amendments have been codified through September 1, 2005. Rapho Township has classified lands along its northern border in three zones. One parcel along the east side of PA 72 is zoned Industrial; the site is occupied by Iron Valley Harley Davidson, a motorcycle sales and repair shop. Most other parcels along PA 72 north of the Turnpike are zoned HC Highway Commercial, and are occupied by various small-scale commercial interchange uses. All remaining parcels north of the Turnpike are zoned R-1 Rural Residential and permit agriculture, forestry, very low density residential dwellings, and other small-scale uses. These uses are generally consistent with the commercial and forest designations in this area, shown on the *Map 12, Future Land Use Map*.



**Figure 12-3 Excerpt from Rapho Township Zoning Map**



# Chapter 12

---

## INTERRELATIONSHIPS

Section 301(a)(4.1) of the Pennsylvania Municipalities Planning Code requires a “statement of the interrelationships among the various plan components, which may include an estimate of the environmental, energy conservation, fiscal, economic development and social consequences on the municipality.” Interrelationships are acknowledged in the Theme and Action column of the summary recommendation tables presented in Chapter 13, Implementation.

## 13 IMPLEMENTATION



### MOVING IDEAS TO ACTION

Due to the broad range of community development issues raised through the planning process, the comprehensive plan emphasizes the need for a wide array of investments and activities. These include physical infrastructure projects but also local land use and resource planning, regulatory revisions, and educational and outreach initiatives on environmental and energy conservation topics, among others.

The responsibility for implementing the regional comprehensive plan lies with the governing bodies of the participating municipalities. Elected officials direct implementation of the comprehensive plan as they make daily decisions, approve plans, delegate tasks and initiatives to municipal staff and volunteers, and approve municipal budgets. Zoning updates are generally the first recommendations to be implemented, followed by other ordinance updates, capital improvement planning, and public education efforts.

“Time of action” periods are used to prioritize recommendations and program them sequentially, where needed. The four implementation periods – ongoing, 0-2 year, 0-5 year, and 0-10 year – are intended to distribute the demand for staff, funding and other resources over the planning horizon. These time periods allow for any recommendation to be acted upon where leadership, participation, and funding are available, or where there is an immediate need in the interest of public health, safety and welfare.

The Implementation Tables, Tables 13-1 through 13-4 (pages 146-151), which correspond to the four implementation time periods, should be used as a guide to the annual review of implementation activities and accomplishments and to the annual programming of implementation activities by the governing bodies, assisted by their municipal planning commissions, independently or in multi-municipal partnership. Using the status column, the tables can be marked to note status of each recommendation.

# Chapter 13

## IMPLEMENTATION TABLES

**Table 13-1 Recommendations for Ongoing Implementation**

Theme and Action	Recommendation	Status as of ____/____/____
Land Use and Economic Policy	Support farmland and woodland conservation efforts and preservation efforts. (Rec 4, pg 46)	
	Encourage mine land reclamation and redevelopment consistent with the community and landscape context. (Rec 81, pg 139)	
Land Use and Infrastructure Policy	Limit water/sewer service to the Planned Development Area. (Rec 49, pg 107)	
Land Development and Transportation Policy	Enforce sidewalk and alternative pedestrian facility requirements; consider enacting bicycling facility standards. (Rec 14, pg 70)	
	Negotiate with developers to maintain, and where practical to improve, the transportation system. (Rec 33, pg 79)	
	Encourage expansion and interconnectivity of the road network, including connector roads between major roadways and parallel service roads to reduce demand on primary roadways. (Rec 28, pg 76)	
Transportation Planning	Review the list of regional transportation issues and concerns annually. (Rec 10, pg 68)	
Transportation Policy	Consider innovative alternatives in transportation problem-solving, including alternatives for travel mode (e.g. bicycling vs. automotive) and design solutions (e.g., roundabouts and other unconventional treatments, etc.). (Rec 29, pg 77)	
Economic Development Practice	Designate villages and major sites on the Lebanon County Heritage Trail; support designation with banners and walking trail guides. (Rec 41, pg 88)	
	Develop a heritage tourism strategy for the Region. (Rec 42, pg 89)	
Cost-Effective Government Services Practice	Continue to participate in the Lebanon County Clean Water Alliance. (Rec 61, pg 112)	
	Continue use of state contracts and COSTARS for vehicle, fuel, asphalt and other purchases. (Rec 64, pg 127)	
Natural Resource Protection Policy	As needed, advocate monitoring and regulatory enforcement of mineral extraction and quarry operations by state and federal agencies to protect water resources. (Rec 79, pg 138)	

**Table 13-2 Recommendations for Short-Term Implementation (0-2 years)**

Theme and Action	Recommendation	Status as of ____/____/____
Land Use and Development Policy, Ordinance Revision	Revise zoning district designations within the Planned Development Area. (Rec 1, pg 43); Revise commercial and industrial zoning per Recommendation 1 (Rec 34, pg 85)	
	Enact Conservation by Design provisions in zoning and subdivision and land development ordinances to protect natural resources. (Rec 3, pg 45)	
	Review zoning ordinances and align permitted uses in commercial and industrial districts with state and federal investment and incentive programs. (Rec 35, pg 86)	
	Revise the permitted uses of the agricultural and rural conservation districts to allow agricultural and agri-business uses. (Rec 36, pg 86)	
	Compare regulations of non-agricultural home- and farm-based businesses; consider compiling the most effective regulations as model regulations across the region. (Rec 37, pg 87)	
	Encourage site design, building orientation, and building design that are energy efficient. (Rec 46, pg 100)	
	Ensure that on-site residential energy production is permitted and reasonably regulated. (Rec 47, pg 100)	
	Review and revise regulations to minimize site disturbance. (Rec 54, pg 109)	
	Incorporate and encourage the use of low impact development approaches. (Rec 55, pg 109)	
	Revise ordinances to require predevelopment hydro geological studies for lots to be served by septic systems and when required by federal or state law. (Rec 57, pg 110)	
	Incorporate stormwater filtration techniques into land development ordinances. (Rec 58, pg 111)	
Transportation Maintenance & Improvement	Adopt riparian buffer ordinances when and where required by state and federal law; consider adoption of the same for all waterways and waterbodies. (Rec 59, pg 111)	
	Revise zoning to protect floodplains, wetlands, groundwater recharge areas, and identified natural areas from intensive development. (Rec 73, pg 136)	
	Install municipal signing that meets the latest MUTCD requirements. (Rec 8, pg 67)	
	Improve sub-base and width of roadway shoulders. (Rec 9, pg 67)	
	Retime traffic signals on a 5-year cycle and upgrade, as needed. (Rec 21, pg 73)	
	Promote ridesharing services. (Rec 27, pg 76)	

# Chapter 13

Theme and Action	Recommendation	Status as of ____/____/____
Transportation Planning	Be responsive to the LEBCO MPO's efforts to develop a county-wide inventory of locally-owned transportation infrastructure. (Rec 11, pg 68)	
	Request a traffic safety analysis of the intersection of PA 72 and Tunnel Hill Road. (Rec 16, pg 70)	
	Request a corridor safety audit(s) from PennDOT for: Routes 343 and 419. (Rec 17, pg 71)	
	Conduct safety audits of pedestrian and bicycle routes to schools, parks and trails. (Rec 20, pg 72)	
Economic Development Practices	Establish a feedback mechanism for gathering information from business prospects declining to locate or expand in the Region. (Rec 40, pg 88)	
Infrastructure Planning	Identify and prioritize major maintenance and capital improvements to the water and sewer systems. (Rec 52, pg 108)	
Cost-Effective Government Services Practice	Regionalize public education efforts required by the MS4 Stormwater Management Program. (Rec 62, pg 112)	
	Regionalize service contracts for MS4 Stormwater Management Program compliance. (Rec 63, pg 113)	
	Develop and distribute annually a list of municipal equipment available for occasional shared use. (Rec 65, pg 127)	
	Consider joint purchase of equipment and coordination of bid lettings. (Rec 66, pg 127)	
	Consider joint support of specialized staff or contractors. (Rec 67, pg 128)	
	Expand the volunteer roadside maintenance program. (Rec 68, pg 128)	
	Expand the community alert system to other interested municipalities. (Rec 69, pg 128)	
Natural Resource Protection Policy	Restore floodplains to open space through acquisition and demolition of developed properties with willing property owners; mitigate repetitive damages through structural and utility elevation projects also with willing property owners. (Rec 74, pg 136)	
	Restore woodland connectivity, especially in riparian areas, and expand the urban forest through tree plantings. (Rec 78, pg 138)	

**Table 13-3 Recommendations for Medium-Term Implementation (0-5 years)**

Theme and Action	Recommendation	Status as of ____/____/____
Land Development Policy, Ordinance Revision	Conduct a study to define localized urban and rural community characters. (Rec 5, pg 52)	
	Enact provisions to encourage protection of desired localized characters. (Rec 6, pg 52)	
	Enact airport hazard zoning provisions (South Lebanon) to protect the approaches to Keller Brothers Airfield. (Rec 18, pg 71)	
	Enact access management provisions for all major roadways. (Rec 19, pg 71)	
	Establish incentives for developers to provide a variety of housing types and price levels and/or to make a percentage of units available at prices affordable for low to middle income households. (Rec 44, pg 99)	
	Establish incentives for developers to incorporate universal design features in new homes. Review online resources and guide developers to such sources. (Rec 45, pg 99)	
	Review existing steep slope protection provisions and strengthen them to address the ten aspects of model steep slope regulation. (Rec 77, pg 137)	
Transportation Planning	Develop a plan for a regional trail network. (Rec 13, pg 69)	
	Rec 22. Expand the congested corridor study of US 422 eastward through central Lebanon County and conduct a congested corridor study of PA 72. (Rec 22, pg 73)	
	Evaluate the need for park and ride lots throughout the region. (Rec 25, pg 75)	
Transportation Improvement	Construct, and where necessary reconstruct, sidewalks in existing neighborhoods through public projects or property owner incentives. (Rec 15, pg 70)	
Economic Development Practices	Work with the Chamber of Commerce in marketing commercially zoned lands and properties. (Rec 38, pg 87)	
	Identify prime volunteer organizations to supplement the Lebanon area community profile. (Rec 39, pg 88)	
Infrastructure Planning and Natural Resource Protection	Update municipal Act 537 Sewage Facilities Plans. (Rec 48, pg 106)	
	Adopt on-lot management districts in Cornwall and South Lebanon. (Rec 51, pg 108)	
	Adopt well construction standards. (Rec 52, pg 108)	
	Adopt wellhead protection zones for public water wells. (Rec 53, pg 109)	

# Chapter 13

Theme and Action	Recommendation	Status as of ____/____/____
Cost-Effective Government Services	Explore and evaluate the use of the official map as a means to identify potential lands for future public facilities and infrastructure. (Rec 2, pg 44)	
	Study the feasibility of regional police service among interested municipalities. (Rec 70, pg 128)	
	Determine the feasibility of a regional recycling and composting program. (Rec 71, pg 129)	
Natural Resource Protection Policy	Request a county-led groundwater study to define significant aquifer recharge areas. (Rec 56, pg 110)	
	Designate greenways for ecological connectivity. Determine which greenways are suitable for low impact recreational trails. (Rec 75, pg 137)	
Historic Resource Protection Policy	Update the historic resources inventory in key locations, such as the Lebanon Heritage Trail corridor and areas experiencing or expected to experience development pressure. (Rec 82, pg 139)	
	Initiate a certification program for historic structures related to agricultural communities. (Rec 87, pg 141)	



**Table 13-3 Recommendations for Long-Term Implementation (0-10 years)**

Theme and Action	Recommendation	Status as of ____/____/____
Land Use and Development Policy, Ordinance Revision	Enact transit-friendly land development standards into the county/municipal subdivision and land development ordinances. (Rec 26, pg 75)	
	Seek acquisitions, easements and stewardship plans from willing land owners to protect designated greenway corridors. (Rec 76, pg 137)	
	Consider adopting performance criteria to limit environmental impacts, e.g. ..., from industrial production. (Rec 80, pg 138)	
Transportation Improvement	Install streetscape improvements in villages and neighborhoods. (Rec 7, pg 53)	
	Complete the Lebanon Valley Rail Trail through the Region. (Rec 12, pg 69)	
	Revitalize business districts with streetscape improvements. (Rec 30, pg 77)	
Transportation Planning	Observe travel demand through the 25th Street underpass to establish baseline data and determine operational trends. (Rec 23, pg 74)	
	Address the Route 72/Zinns Mill Road intersection and the missing link of Zinns Mill bridge as traffic conditions warrant. (Rec 24, pg 74)	
Economic Development Practice	Consider re-evaluating the visitor center location study. (Rec 43, pg 90)	
Cost-Effective Government Services	Explore public interest in recreation programs. (Rec 72, pg 120)	
Natural Resource Protection Policy	Design and install stormwater management improvements on public lands as demonstration projects, where reasonable water quality improvement can be achieved. (Rec 60, pg 112)	
Historic Resource Protection Policy	Develop and implement a historic preservation plan for the same key locations. (Rec 83, pg 140)	
	Establish incentives for developers to apply vernacular building styles, patterns and materials. (Rec 86, 141) (See also Rec 6, pg 52)	
	Establish incentives for developers to identify and, where feasible, preserve and re-use historic features on proposed development sites. (Rec 84, pg 140)	
Planning/Funding Tool	Develop and maintain a multi-municipal, 5-year Capital Improvement Program. (Rec 31, pg 78)	
	Consider pooling a portion of Liquid Fuels allocations to address locations of regional concern. (Rec 32, pg 78)	

# Chapter 13

---

## INTERGOVERNMENTAL IMPLEMENTATION

The regional comprehensive plan enables intergovernmental implementation, specifically a joint or multi-municipal zoning ordinance, but does not require it. The plan recommends investments and activities that would benefit the Region whether undertaken by each municipality independently or in a multi-municipal arrangement. Thus, the plan outlines opportunities for intergovernmental cooperation under the umbrella of comprehensive planning.

## SUPPLEMENTAL IMPLEMENTATION TOOLS EMPOWERED BY AN ADOPTED JOINT OR MULTI-MUNICIPAL COMPREHENSIVE PLAN

Once adopted, the Regional Comprehensive Plan will legally enable the municipalities to implement additional planning tools, if desired, as provided by Article VIII-A and Article XI of the MPC. These additional tools include:

- Joint Zoning, whereby two or more municipalities adopt one joint zoning ordinance and zoning map that is consistent with a joint comprehensive plan. They may have a joint zoning officer or individual zoning officers. They may have a joint zoning hearing board or individual zoning hearing boards.
- Multi-municipal zoning, whereby two or more municipalities with a cooperative (plan) implementation agreement in place adopt individual zoning ordinances and zoning maps that are consistent with a joint comprehensive plan. They may have a joint zoning officer or individual zoning officers. They may have a joint zoning hearing board or individual zoning hearing boards.
- Tax revenue and fee sharing, whereby two or more municipalities with a cooperative (plan) implementation agreement in place
- Transfer of Development Rights Program by adoption of an ordinance, whereby development rights may be transferred from rural resource areas in any municipality within the plan to designated growth areas in any municipality within the plan.
- Specific Plans for any nonresidential part of the area covered by the plan, which shall include a text and a diagram or diagrams and implementing ordinances which specify all of the following in detail:
  - (1) The distribution, location, extent of area and standards for land uses and facilities, including design of sewage, water, drainage and other essential facilities needed to support the land uses.
  - (2) The location, classification and design of all transportation facilities, including, but not limited to, streets and roads needed to serve the land uses described in the specific plan.
  - (3) Standards for population density, land coverage, building intensity and supporting services, including utilities.
  - (4) Standards for the preservation, conservation, development and use of natural resources, including the protection of significant open spaces, resource lands and agricultural lands within or adjacent to the area covered by the specific plan.
  - (5) A program of implementation including regulations, financing of the capital improvements and provisions for repealing or amending the specific plan.

## SPECTRUM OF COOPERATIVE ARRANGEMENT OPTIONS

- Barter system – handshake agreement for the exchange of services of equivalent value

- Paid Service – handshake agreement to pay for services performed
- Memorandum of Understanding – written agreement to a barter or paid service arrangement
- Intergovernmental Agreement – written agreement approved by governing body to either barter a paid service arrangement
- Council of Government – separate organization to administer and manage services

## INTERGOVERNMENTAL COOPERATION AGREEMENTS

Most comprehensive recommendations can be implemented through informal coordination by township officials, staff and appointed volunteers. However, if two or more municipalities want to implement a multi-municipal or joint zoning ordinance, a formal intergovernmental agreement will be needed. It states the responsibilities of the municipalities to the planning partnership, namely what activities should be collaborative in nature, and which activities should be conducted in an independent but coordinated fashion. Municipalities may also want to specify activities they prefer to implement independently. The intergovernmental agreement also states the limits to authority and liability of the partnership.

The range of potential partnership activities includes but is not limited to:

- Preparation of ordinance amendments, including research and preparation of joint or coordinated zoning, research and preparation of model subdivision and land development provisions
- Special Planning Initiatives, e.g. a regional trails plan, regional greenway plan, and heritage tourism plan, historic resource inventory and preservation planning, etc.
- Joint Service Contracts
- Shared or Circuit Rider staff
- Public Education

Examples of joint and multi-municipal zoning partnerships and councils of government in Pennsylvania are provided in Appendix A2 and A3.

Second, the partnership should engage a variety of public and private sectors partners in addressing community issues and services beyond the scope of local government services. These partners include the Cornwall-Lebanon School District, various Lebanon County departments, including the Planning Department, the Economic Development Corporation, and the EMA, City of Lebanon Authority, Lebanon Valley Conservancy, among others listed as partners per the recommendations. Discussions of priorities and potential technical assistance and funding programs with stage agency partners can lead to readiness for state investment in the Region. Lebanon County is an essential partner for implementing the comprehensive plan. The foundation laid by the county's funding and strong working relationship with these municipalities should continue and be expanded to include greater coordination and consistency in local planning, guidance on ordinance development, administration and enforcement, and grant application and administration.

Beyond the many public sector partners, the region should also engage local business and industry to provide private sector perspective on proposed ordinance amendments and support for other actions. This engagement can occur directly and through the Lebanon Valley Chamber of Commerce.

Finally, progress can be made through education and outreach to the general public, for these are the property owners, business entrepreneurs and managers, travelers, residents and visitors that make the region a living community. Providing them with information on how they can make personal and business decisions to support and sustain the economy and the environment appeal to the citizen's sense of community and civic pride. Empowering citizens to take action for themselves and their communities in coordination with local and regional leadership brings implementation back to the heart of the planning process – the public.

# Chapter 13

---

## AUTHORITY FOR INTERGOVERNMENTAL COOPERATION AGREEMENTS

The Pennsylvania legislature enacted the Intergovernmental Cooperation Act of July 12, 1972, P.L. 762, which is now codified as 53 Pa.C.S. §§ 2301 to 2315. The Act authorizes two or more “local governments” to “...jointly cooperate...in the exercise or in the performance of their respective governmental functions, powers or responsibilities.” 53 Pa.C.S. § 2303(a). In order to do so, the local governments are required to enter into “...any joint agreements as may be deemed appropriate for such purposes.” A local government may institute intergovernmental cooperation by an ordinance of its governing body, and it may be required to take such action if so directed by voter approved initiative or referendum. 53 Pa.C.S. § 2305.

### Preparation of Intergovernmental Cooperation Agreements

Ordinances approving inter-municipal cooperation must specify the conditions of the agreement, the duration, the purposes, the manner and extent of any financing, the organizational structure necessary to implement the agreement and the manner in which any property, real or personal, shall be acquired, managed or disposed of. 53 Pa.C.S. § 2307. In addition to the basic provisions, municipalities should consider the following in preparing more formalized ICAs:

1. Draft the ordinance to allow modifications to the agreement after the ordinance is enacted. If the ordinance approves a specific draft of an agreement, there has to be a new ordinance enacted to approve any modification to the agreement.
2. Include general language authorizing municipal officials to take all actions such as “Borough Council is authorized to take such other action as may be necessary to carry out the purposes of this Ordinance in connection with the implementation of the Agreement.”
3. Ensure the ordinance for each local government has similar provisions concerning modification of the agreement and authorization to take all necessary action.
4. Consider a joint legal advertisement for the proposed ordinance for all municipalities to lessen advertising costs.
5. No municipality should enact the ordinance before the language of the Intergovernmental Cooperation Agreement is finalized.
6. Determine who will draft the agreement and how the five municipalities will allocate initial costs.
7. Make sure the agreement spells everything out. Accept no assumptions and force each governing body to consider all issues.
8. Address the procedure for making and communicating future decisions regarding the agreement.
9. Ensure that if any other statute (e.g. the PA Municipalities Planning Code) is involved, the terms of the agreement comply with that statute.
10. Clearly address how any costs are going to be allocated or shared.
11. Address whether other local governments can join into the agreement, withdrawal of a participating local government, complete termination of the agreement, and dispute resolution procedures, such as mediation.

*Source: The Pennsylvania Municipalities Planning Code, Planning Series No.1, Pennsylvania Department of Community and Economic Development, 20th Ed. July 2011*

## USING THE PLAN AS GUIDANCE DURING IMPLEMENTATION

### ADDRESSING REZONING REQUESTS WITH A COMPREHENSIVE PERSPECTIVE

Municipalities will likely be asked to consider rezoning requests before the plan's recommendations are fully implemented. These requests should prompt municipal officials, staff and planning commission members to ask the following questions, based on Article 6, Section 609 Enactment of Zoning Ordinance Amendments of the PA MPC, and specifically 609.1 Procedure for Landowner Curative Amendments:

- Does the scale and intensity of the proposed district (use) fit the site?
- How will the proposed district (use) impact roads, sewer facilities, water supplies, schools and other public service facilities?
- If the proposed district (use) is for a residential use, what is the impact of the proposal upon regional housing needs and the effectiveness of the proposal in providing housing units of a type actually available to and affordable by classes of persons otherwise unlawfully excluded by the challenged provisions of the ordinance or map?
- Are the site and its resources (soils, slopes, woodlands, wetlands, flood plains, aquifers, natural resources and other natural features) and available infrastructure suitable for the proposed district (use) and intensity?
- What impacts to natural resources are anticipated?
- How will the proposed district (use) impact the community or adjacent communities, specifically on agriculture and other land uses which are essential to public health and welfare?
- Is the proposed district (use) consistent with the goals of the comprehensive plan, and specifically with the future land use plan?
- How will the proposed district (use) impact adjacent sites?

Responses to these questions should provide the foundation for factual, informed decision-making on rezoning requests as municipal officials consider their approval/denial options, and any suggested alternatives:

1. Deny rezoning request based on compatibility and impacts.
2. Amend receiving zoning district to accommodate the proposed use by right, by conditional use, or by special exception, if compatible.
3. Subdivide property and rezone only the necessary portion (appropriate only where a relatively small footprint is to be developed on a large site and the action would not result in spot zoning).
4. Approve rezoning request, if the action would not result in spot zoning.

### ANNUAL PLAN REVIEW AND PLAN UPDATES

Amendments to the MPC (Section 302(d)) require municipal comprehensive plans to be reviewed every 10 years [Section 301(c)]. In rapidly growing planning areas, more frequent updates may be needed to maintain timely policies and priorities. In slow growing areas, a 10-year update of population, demographic, and socio-economic information that shows little or no change could provide the basis for sustaining the current plan and policies with re-adoption of the existing plan.

## Chapter 13

---

Indeed, the Cornwall-Lebanon Regional Comprehensive Plan will only be useful if its recommendations are implemented, evaluated and updated. For this to occur, it is recommended that the Borough and Township Planning Commissions jointly perform the following actions:

- Annually evaluate the Regional Comprehensive Plan and, if necessary, make modifications to the plan to ensure it remains useful regarding the future growth and preservation decisions in the region. Specifically, as recommendations are completed, remaining recommendations should be reviewed, refined, and reprioritized.
- Prepare an annual written report summarizing plan evaluation, the past year's implementation activities, upcoming implementation activities, and crucial issues that will, or may, impact the region.
- Submit the annual report to the governing bodies and shared with regional media for public awareness.

---

# A

## REFERENCE DATA

### **A1 US Census Bureau Data**

Table A1-1 Age Composition

Table A1-2 Racial Composition

Table A1-3 Ethnicity

Table A1-4 Educational Attainment

Table A1-5 Median Annual Earnings (2009) By Educational Attainment

Table A1-6 Median Household, Median Family and Per Capita Income

Table A1-7 Household Composition

Table A1-8 Household Size

Table A1-9 Housing Units and Housing Density

Table A1-10 Housing Unit Occupancy and Vacancy

Table A1-11 Tenure (Owner Vs. Renter Occupancy)

Table A1-12 Housing Unit Age

Table A1-13 Owner-Occupied Housing Values

Table A1-14 Median Values and Median Monthly Owner Housing Costs

Table A1-15 Labor Force Participation

Table A1-16 Employment by Occupation for The Employed Civilian Labor Force

Table A1-17 Employment by Industry

Table A1-18 Workplace

### **A2 Joint and Multi-Municipal Zoning Ordinances in Effect in Pennsylvania**

### **A3 Councils of Government and Other Cooperative Partnerships in Central Pennsylvania**





# A1 US CENSUS BUREAU DATA

**Table A1-1 Age Composition**

Geography	Population Estimate	Age Groups (years)						
		0-17	18-24	25-34	35-44	45-64	65-74	75+
Pennsylvania	12,516,596	22.47%	9.53%	12.00%	13.81%	26.91%	7.32%	7.96%
Lebanon County	127,882	22.95%	8.39%	11.21%	13.74%	27.00%	8.09%	8.63%
<b>CLSD Region</b>	<b>31,318</b>	<b>21.14%</b>	<b>6.81%</b>	<b>9.30%</b>	<b>14.53%</b>	<b>28.93%</b>	<b>8.88%</b>	<b>10.41%</b>
Cornwall Borough	3,475	17.58%	4.81%	7.37%	14.30%	32.75%	9.53%	13.67%
N Cornwall Twp	6,530	23.94%	6.55%	11.88%	14.82%	27.24%	8.47%	7.09%
N Lebanon Twp	10,890	22.73%	7.48%	8.91%	14.10%	31.43%	7.83%	7.51%
S Lebanon Twp	8,646	20.12%	7.28%	8.91%	15.43%	25.39%	8.92%	13.96%
W Cornwall Twp	1,777	13.00%	5.23%	7.93%	12.21%	29.60%	15.31%	16.71%

Source: US Census Bureau, American Community Survey, 2005-2009

**Table A1-2 Racial Composition**

			Black or African American %	Am. Indian, Eskimo, or Aleut %	Asian or Pacific Islander %	Other (Other Race, Two or more Races) %
Geography	Population	White %				
2000						
Pennsylvania	12,281,054	85.4%	10.0%	0.1%	1.8%	2.7%
Lebanon County	120,327	94.5%	1.3%	0.1%	0.9%	3.2%
CLSD Region	30,810	94.9%	1.2%	0.1%	1.3%	2.5%
Cornwall Borough	3,486	97.8%	0.3%	0.2%	1.1%	0.6%
N Cornwall Twp	6,403	92.1%	1.5%	0.1%	2.3%	3.9%
N Lebanon Twp	10,629	94.5%	1.1%	0.1%	1.2%	3.1%
S Lebanon Twp	8,383	95.7%	1.6%	0.1%	1.0%	1.6%
W Cornwall Twp	1,909	97.0%	0.7%	0.0%	1.0%	1.3%
2010						
Pennsylvania	12,702,379	81.9%	10.8%	0.2%	2.8%	4.2%
Lebanon County	133,568	91.0%	2.2%	0.2%	1.2%	5.5%
CLSD Region	34,533	92.2%	2.2%	0.2%	1.5%	4.0%
Cornwall Borough	4112	97.5%	0.6%	0.0%	0.9%	0.9%
N Cornwall Twp	7553	87.3%	4.1%	0.2%	2.8%	5.7%
N Lebanon Twp	11429	92.3%	1.7%	0.1%	1.4%	4.5%
S Lebanon Twp	9463	92.6%	2.3%	0.2%	1.0%	3.9%
W Cornwall Twp	1976	96.9%	0.8%	0.1%	0.8%	1.5%

**Continued**

Geography	Population	White %	Black or African American %	Am. Indian, Eskimo, or Aleut %	Asian or Pacific Islander %	Other (Other Race, Two or more Races) %
<b>Change 2000-2010</b>						
Pennsylvania	421,325	-3.4%	0.9%	0.1%	1.0%	1.5%
Lebanon County	13,241	-3.4%	0.9%	0.1%	0.3%	2.3%
<b>CLSD Region</b>	<b>3,723</b>	<b>-2.7%</b>	<b>1.0%</b>	<b>0.0%</b>	<b>0.2%</b>	<b>1.5%</b>
Cornwall Borough	626	-0.3%	0.2%	-0.2%	-0.1%	0.3%
N Cornwall Twp	1,150	-4.8%	2.5%	0.1%	0.4%	1.8%
N Lebanon Twp	800	-2.2%	0.6%	0.0%	0.2%	1.4%
S Lebanon Twp	1,080	-3.1%	0.7%	0.1%	0.0%	2.3%
W Cornwall Twp	67	0.0%	0.1%	0.1%	-0.3%	0.2%

Source: US Census Bureau, Census 2000 and 2010

**Table A1-3 Ethnicity**

Geographic area	2000		2010	
	Persons of Hispanic, Latino, or Spanish origin	% of Total Population	Persons of Hispanic, Latino, or Spanish origin	% of Total Population
Pennsylvania	394,088	3.21%	719,660	5.67%
Lebanon County	5,969	4.96%	12,410	9.29%
<b>CLSD Region</b>	<b>1,207</b>	<b>3.92%</b>	<b>2,430</b>	<b>7.04%</b>
Cornwall Borough	26	0.75%	75	0.22%
N Cornwall Twp	338	5.28%	820	19.94%
N Lebanon Twp	570	5.36%	914	12.10%
S Lebanon Twp	255	3.04%	574	5.02%
W Cornwall Twp	18	0.94%	47	0.50%

Source: US Census Bureau, Census 2000 and 2010

**Table A1-4 Educational Attainment**

	Population 25 years and over	Percent high school graduate or higher	Bachelor's degree or higher
Pennsylvania	8,510,688	86.9%	26.0%
Lebanon County	87,813	83.7%	17.8%
<b>CLSD Region</b>	<b>22,566</b>	<b>85.74%</b>	<b>21.25%</b>
Cornwall Borough	2,697	92.7%	33.3%
N Cornwall Twp	4,539	89.1%	27.0%
N Lebanon Twp	7,600	81.8%	13.2%
S Lebanon Twp	6,277	83.3%	19.0%
W Cornwall Twp	1,453	93.4%	32.8%

Source: US Census Bureau, American Community Survey, 2005-2009

**Table A1-5 Median Annual Earnings (2009) By Educational Attainment**

Median Earnings In The Past 12 Months (In 2009 Inflation-Adjusted Dollars)						
	Population 25 years and over with earnings	Less than high school graduate	High school graduate (includes equivalency)	Some college or associate's degree	Bachelor's degree	Graduate or professional degree
Pennsylvania	\$34,120	\$20,338	\$27,631	\$33,510	\$46,637	\$62,321
Lebanon County	\$32,313	\$21,402	\$29,948	\$33,078	\$43,385	\$58,605
<b>CLSD Region</b>						
Cornwall Borough	\$40,709	\$12,005	\$34,199	\$41,657	\$49,556	\$58,068
N Cornwall Twp	\$34,138	\$16,650	\$31,658	\$31,411	\$41,439	\$69,625
N Lebanon Twp	\$32,441	\$19,364	\$32,430	\$32,237	\$48,258	\$62,639
S Lebanon Twp	\$33,510	\$22,262	\$29,727	\$36,750	\$47,955	\$59,330
W Cornwall Twp	\$40,500	\$13,393	\$31,298	\$30,000	\$56,875	\$71,477

Source: US Census Bureau, American Community Survey, 2005-2009

**Table A1-6 Median Household, Median Family and Per Capita Income**

	Median household income	Mean household income	Median family income	Mean family income	Per capita income
Pennsylvania	\$49,737	\$66,294	\$62,520	\$79,401	\$26,678
Lebanon County	\$51,547	\$62,138	\$61,666	\$72,798	\$24,949
<b>CLSD Region</b>					
Cornwall Borough	\$59,250	\$79,168	\$80,921	\$93,924	\$34,024
N Cornwall Twp	\$55,431	\$76,004	\$61,830	\$89,664	\$31,322
N Lebanon Twp	\$58,859	\$66,003	\$68,158	\$73,866	\$25,078
S Lebanon Twp	\$58,935	\$68,981	\$72,500	\$77,123	\$26,195
W Cornwall Twp	\$47,292	\$49,637	\$54,107	\$58,263	\$21,856

Source: US Census Bureau, American Community Survey, 2005-2009

**Table A1-7 Household Composition**

Geography	Total households	Percent of Total Households						
		Family households				Nonfamily households		
		Total	With own children under 18 years	Married-couple, no children	Female householder, no husband	Total	Householder living alone	65 yrs and over
Pennsylvania	4,893,127	65.5%	28.4%	29.9%	11.6%	34.5%	29.1%	11.4%
Lebanon County	50,384	69.1%	29.0%	34.3%	9.9%	30.9%	25.5%	10.8%
<b>CLSD Region</b>	<b>12,088</b>	<b>73.4%</b>	<b>20.6%</b>	<b>60.8%</b>	<b>8.7%</b>	<b>26.6%</b>	<b>21.6%</b>	<b>9.7%</b>
Cornwall Borough	1,465	73.9%	20.5%	49.8%	5.0%	26.1%	24.3%	9.4%
N Cornwall Twp	2,641	67.3%	14.9%	35.2%	14.0%	32.7%	25.7%	9.3%
N Lebanon Twp	4,096	77.8%	30.5%	40.0%	8.2%	22.2%	17.7%	8.1%
S Lebanon Twp	3,001	75.6%	32.6%	38.8%	8.4%	24.4%	19.8%	11.0%
W Cornwall Twp	885	62.8%	18.0%	44.2%	2.9%	37.2%	29.0%	14.4%

Source: US Census Bureau, American Community Survey, 2005-2009

**Table A1-8 Household Size**

Geography	Total Households, 2005-2009	Average residents per		Total Households, 2000	Average residents per		Change in Total Households	Change in Average residents per	
		Household	Family		Household	Family		Household	Family
Pennsylvania	4,893,127	2.46	3.05	4,777,003	2.48	3.04	116,124	-0.02	0.01
Lebanon County	50,384	2.46	2.93	46,551	2.49	2.98	3,833	-0.03	-0.05
<b>CLSD Region</b>	<b>12,088</b>			<b>11,458</b>			<b>630</b>		
Cornwall Borough	1,465	2.29	2.72	1,210	2.58	2.91	255	-0.29	-0.19
N Cornwall Twp	2,641	2.43	2.89	2,467	2.49	2.95	174	-0.06	-0.06
N Lebanon Twp	4,096	2.66	3.00	4,072	2.29	2.66	24	0.37	0.34
S Lebanon Twp	3,001	2.50	2.88	2,920	2.54	2.95	81	-0.04	-0.07
W Cornwall Twp	885	2.01	2.45	789	2.29	2.66	96	-0.28	-0.21

Source: US Census Bureau, American Community Survey, 2005-2009 and Census 2000

**Table A1-9 Housing Units and Housing Density**

Geography	Housing units	Land Area (Sq. Mi.)	Housing Unit Density (Avg. Units per Sq. Mi.)	Land Area (Acres)	Housing Unit Density (Avg. Units per Acre)
Pennsylvania	5,567,315	44,817	124.22	28,682,880	0.19
Lebanon County	55,592	366	151.76	234,444	0.24
<b>CLSD Region</b>	<b>14,281</b>	<b>66</b>	<b>215.41</b>	<b>42,430</b>	<b>0.34</b>
Cornwall Borough	1,886	10	193.53	6,237	0.30
N Cornwall Twp	3,082	9	324.58	6,077	0.51
N Lebanon Twp	4,661	17	278.68	10,704	0.44
S Lebanon Twp	3,604	22	165.92	13,902	0.26
W Cornwall Twp	1,048	9	121.73	5,510	0.19

Source: US Census Bureau, 2010 Census

**Table A1-10 Housing Unit Occupancy and Vacancy**

Geography	Housing Units	Occupied Housing Units	Vacant Housing Units	% Vacant
Pennsylvania	5,567,315	5,018,904	548,411	9.85%
Lebanon County	55,592	52,258	3,334	6.00%
<b>CLSD Region</b>	<b>14,281</b>	<b>13,491</b>	<b>790</b>	<b>5.53%</b>
Cornwall Borough	1,886	1,784	102	5.41%
N Cornwall Twp	3,082	2,908	174	5.65%
N Lebanon Twp	4,661	4,474	187	4.01%
S Lebanon Twp	3,604	3,429	175	4.86%
W Cornwall Twp	1,048	896	152	14.50%

Source: US Census Bureau, 2010 Census

**TABLE A1-11 Tenure (Owner Vs. Renter Occupancy)**

Geography	Occupied Housing Units			
	Owner-Occupied Units	%	Renter-Occupied Units	%
Pennsylvania	3,496,696	71.46%	1,396,431	28.54%
Lebanon County	37,659	74.74%	12,725	25.26%
<b>CLSD Region</b>	<b>10,026</b>	<b>79.01%</b>	<b>2,062</b>	<b>20.99%</b>
Cornwall Borough	1,267	86.48%	<b>198</b>	13.52%
N Cornwall Twp	1,676	63.46%	965	36.54%
N Lebanon Twp	3,791	92.55%	305	7.45%
S Lebanon Twp	2,505	83.47%	496	16.53%
W Cornwall Twp	787	88.93%	98	11.07%

Source: U.S. Census Bureau, American Community Survey, 2005-2009

**Table A1-12 Housing Unit Age**

Geography	Total	Period of Construction							
		2000 or later	1990 to 1999	1980 to 1989	1970 to 1979	1960 to 1969	1950 to 1959	1940 to 1949	1939 or earlier
Pennsylvania	5,481,676	6.2%	9.4%	9.9%	13.0%	10.0%	14.2%	8.5%	28.8%
Lebanon County	53,389	10.0%	11.0%	9.5%	15.4%	8.3%	12.0%	7.6%	26.1%
<b>CLSD Region</b>	<b>12,690</b>	<b>12.2%</b>	<b>16.5%</b>	<b>13.7%</b>	<b>15.2%</b>	<b>9.9%</b>	<b>12.8%</b>	<b>4.8%</b>	<b>15.0%</b>
Cornwall Borough	1,495	11.6%	19.6%	17.5%	12.0%	4.9%	10.6%	0.7%	23.1%
N Cornwall Twp	2,834	10.9%	16.2%	14.8%	16.9%	13.4%	12.7%	4.2%	10.8%
N Lebanon Twp	4,171	11.1%	15.9%	15.0%	21.1%	9.4%	11.7%	4.7%	11.1%
S Lebanon Twp	3,089	14.0%	17.7%	7.0%	10.2%	11.6%	17.5%	8.2%	13.8%
W Cornwall Twp	1,101	15.4%	12.4%	19.3%	6.6%	4.5%	6.6%	2.5%	32.8%

Source: U.S. Census Bureau, American Community Survey, 2005-2009

**Table A1-13 Owner-Occupied Housing Values**

Geography	Total Units	Less than \$50,000	\$50,000 to \$99,999	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 to \$249,999	\$250,000 to \$299,999	\$300,000 to \$499,999	\$500,000 to \$999,999	\$1,000,000 or more
Pennsylvania	3,496,696	338,114	740,410	641,475	545,341	383,353	225,095	443,620	150,432	28,856
Percent of Total	--	9.7%	21.2%	18.3%	15.6%	11.0%	6.4%	12.7%	4.3%	0.8%
Lebanon County	37,659	3,134	6,570	9,225	8,354	4,479	2,105	2,857	616	319
Percent of Total	--	8.3%	17.4%	24.5%	22.2%	11.9%	5.6%	7.6%	1.6%	0.8%
CLSD Region	10,026	670	1,439	2,716	2,380	1,065	555	979	148	74
Percent of Total	--	6.7%	14.4%	27.1%	23.7%	10.6%	5.5%	9.8%	1.5%	0.7%
Cornwall Borough	1,267	51	51	327	172	169	88	363	34	12
Percent of Total	--	4.0%	4.0%	25.8%	13.6%	13.3%	6.9%	28.7%	2.7%	0.9%
N Cornwall Twp	1,676	32	365	393	297	190	133	170	65	31
Percent of Total	--	1.9%	21.8%	23.4%	17.7%	11.3%	7.9%	10.1%	3.9%	1.8%
N Lebanon Twp	3,791	396	385	1113	1,265	282	158	176	16	0
Percent of Total	--	10.4%	10.2%	29.4%	33.4%	7.4%	4.2%	4.6%	0.4%	0.0%
S Lebanon Twp	2,505	143	415	687	584	343	127	177	13	16
Percent of Total	--	5.7%	16.6%	27.4%	23.3%	13.7%	5.1%	7.1%	0.5%	0.6%
W Cornwall Twp	787	48	223	196	62	81	49	93	20	15
Percent of Total	--	6.1%	28.3%	24.9%	7.9%	10.3%	6.2%	11.8%	2.5%	1.9%

Source: U.S. Census Bureau, American Community Survey, 2005-2009



**Table A1-14 Median Values and Median Monthly Owner Housing Costs**

Geography	Median Value	Median Owner Costs w/ a Mortgage	w/o a Mortgage
Pennsylvania	\$152,300	\$1,359	\$454
Lebanon County	\$149,500	\$1,255	\$413
<b>CLSD Region</b>		<b>Not available</b>	
Cornwall Borough	\$209,600	\$1,518	\$518
N Cornwall Twp	\$156,600	\$1,208	\$414
N Lebanon Twp	\$150,000	\$1,305	\$446
S Lebanon Twp	\$150,600	\$1,250	\$460
W Cornwall Twp	\$124,500	\$1,328	\$374

Source: US Census Bureau, American Community Survey, 2005-2009

**Table A1-15 Labor Force Participation**

Geography	Population 16 years and over	In Labor Force	Percent In Labor Force	Percent of Total in Labor Force			Percent Not in Labor Force
				In Civilian Labor Force Employed	Unemployed	In Armed Forces	
Pennsylvania	10,055,581	6,339,699	63.0%	93.1%	6.7%	0.2%	37.0%
Lebanon County	101,880	67,769	66.5%	94.1%	5.3%	0.5%	33.5%
<b>CLSD Region</b>	<b>25,358</b>	<b>16,677</b>	<b>65.8%</b>	<b>95.3%</b>	<b>4.1%</b>	<b>0.6%</b>	<b>34.2%</b>
Cornwall Borough	2,914	1,914	65.7%	98.1%	1.9%	0.0%	34.3%
N Cornwall Twp	5,062	3,552	70.2%	94.4%	5.1%	0.6%	29.8%
N Lebanon Twp	8,631	6,134	71.1%	94.5%	4.5%	1.1%	28.9%
S Lebanon Twp	7,154	4,133	57.8%	95.2%	4.3%	0.5%	42.2%
W Cornwall Twp	1,597	944	59.1%	98.0%	2.0%	0.0%	40.9%

Source: US Census Bureau, American Community Survey, 2005-2009

**Table A1-16 Employment by Occupation for The Employed Civilian Labor Force**

Geography	Occupation					Production, Transportation & Material Moving
	Management, Professional, & related	Service	Sales and Office	Farming, Fishing, & Forestry	Construction, Extraction, & Maintenance	
Pennsylvania	34.8%	16.3%	25.8%	0.4%	8.7%	14.0%
Lebanon County	28.0%	17.5%	24.8%	0.7%	9.3%	19.7%
<b>CLSD Region</b>	<b>30.9%</b>	<b>17.7%</b>	<b>24.5%</b>	<b>0.4%</b>	<b>8.3%</b>	<b>18.2%</b>
Cornwall Borough	38.4%	15.8%	22.9%	0.5%	8.8%	13.6%
N Cornwall Twp	31.6%	21.1%	23.1%	0.4%	4.4%	19.4%
N Lebanon Twp	23.9%	17.7%	28.1%	0.2%	9.4%	20.7%
S Lebanon Twp	35.3%	15.8%	20.6%	0.7%	10.0%	17.6%
W Cornwall Twp	37.6%	17.6%	26.3%	0.0%	7.8%	10.7%

Source: US Census Bureau, American Community Survey, 2005-2009

**Table A1-17 Employment by Industry**

Industry	Pennsylvania	Lebanon County	CLSD Region	Cornwall Borough	N Cornwall Twp	N Lebanon Twp	S Lebanon Twp	W Cornwall Twp
Agriculture, forestry, fishing & hunting, mining	73,203	1,287	<b>294</b>	64	38	29	149	14
Construction	376,777	3,990	<b>824</b>	99	82	311	286	46
Manufacturing	781,563	11,211	<b>2,716</b>	256	634	1,092	615	119
Wholesale trade	190,959	3,415	<b>687</b>	30	85	267	233	72
Retail trade	691,148	7,859	<b>1,876</b>	167	368	780	457	104
Transportation & warehousing, utilities	311,251	3,386	<b>802</b>	89	167	311	218	17
Information	123,885	812	<b>179</b>	40	84	25	14	16
Finance, insurance, real estate, rental & leasing	412,263	2,678	<b>712</b>	106	176	237	138	55
Professional, scientific, management, admin, waste management services	1,373,470	13,365	<b>3,701</b>	361	723	1,481	897	239
Educational, health, social services	622,727	6,812	<b>1,594</b>	205	452	471	332	134
Arts, entertainment, recreation, accommodation & food services	348,978	3,684	<b>913</b>	125	237	318	175	58
Other services (except public admin)	235,684	2,442	<b>652</b>	148	140	149	186	29
Public administration	138,834	1,403	<b>448</b>	133	106	128	69	12

Source: US Census Bureau, American Community Survey, 2005-2009

**Table A1-18 Workplace**

Geography	Total Workers Age 16 and Over	Worked in State of Residence	Worked in County of Residence	Worked outside County of Residence	Worked outside State of Residence
Pennsylvania	5,755,001	5,440,265	4,072,687	1,367,578	314,736
Lebanon County	62,530	61,976	37,983	23,993	554
<b>CLSD Region</b>	<b>15,431</b>	<b>15,246</b>	<b>10,137</b>	<b>5,109</b>	<b>185</b>
Cornwall Borough	1,799	1,716	967	749	83
N Cornwall Twp	3,201	3,190	2,184	1,006	11
N Lebanon Twp	5,723	5,678	3,728	1,950	45
S Lebanon Twp	3,831	3,797	2,650	1,147	34
W Cornwall Twp	877	865	608	257	12

Source: US Census Bureau, American Community Survey, 2005-2009

## JOINT AND MULTI-MUNICIPAL ZONING ORDINANCES IN EFFECT IN PENNSYLVANIA

1. **Crafton Rosslyn Farms Thornburg Boroughs Joint Zoning Ordinance, 1984** Allegheny County
  - Joint Planning Commission
  - Municipal Zoning Officer with an option to appoint the same person for services in all three boroughs
  - Joint ZHB – one member from each municipality
  - 9 districts
2. **Bally Bechtelsville Boroughs Joint Zoning Ordinance, 2001,** Berks County
  - Municipal Zoning Officer
  - Municipal ZHB
  - 10 districts, 1 overlay
3. **Heidelberg Township and Robesonia and Womelsdorf Boroughs Joint Zoning Ordinance, 2003** amended 2005, Berks County
  - Joint review (opportunity to comment) of proposed amendments
  - Municipal Zoning Officer with an option to appoint a Joint Zoning Officer
  - Municipal ZHB
  - 11 districts
4. **Lower Heidelberg, South Heidelberg and Wernersville Joint Zoning Ordinance, 2004 amended 2011,** Berks County
  - Municipal Zoning Officer
  - Municipal ZHB
  - 23 districts
5. **Quakertown Area Zoning Ordinance (Quakertown Borough, Trumbauersville Borough, Haycock Township, Milford Township), 1992,** Bucks County
  - Municipal Zoning Officer
  - Municipal ZHB
  - 9 districts
6. **Newtown, Wrightstown and Upper Makefield Townships, 2006 (based on Newtown Area Joint Municipal Zoning Ordinance of 1983),** Bucks County
  - Municipal Zoning officer
  - Local ZHB – Joint ZHB dissolved.
  - 27 districts



## COUNCILS OF GOVERNMENT AND SIMILAR COOPERATIVE PARTNERSHIPS IN CENTRAL PENNSYLVANIA

1. **Capital Region Council of Governments** (organized as the West Shore COG in 1970) includes 40 municipalities from Cumberland County, Dauphin County, Perry County and York County serving 295,521 residents with:
  - Joint Purchasing
  - UCC Board of Appeals
  - Public Safety Committee
  - Alcohol Drug
  - Surplus Equipment Auction CDL Testing
  - Transportation Committee
  - Equipment Sharing Program
  - Cable Franchise Cooperative
  - Volunteer Fire Recruitment Program
2. **Franklin County Council of Governments** includes 19 municipalities serving 107,966 residents with:
  - Joint Purchasing
  - Joint Surplus Auction
  - UCC Administration
3. **Lancaster Intermunicipal Committee** includes 13 municipalities serving 194,637 residents with:
  - Regional Comprehensive Plan
  - Greenway and Park Advisory Board
  - Activities Relating to Uniform Ordinances
  - Municipal Officials Training Programs
  - Advocacy on Legislation and Community Issues
  - Sharing of Municipal Information
  - Cooperative Purchasing
  - Joint Appeals Board - UCC
4. **Western Cumberland Council of Governments** includes 16 municipalities cooperating to provide:
  - Joint purchasing (road salt, road materials, traffic line painting, equipment rental, medical insurance, cellular telephone service)
  - Shared municipal services (Regional Code Enforcement Program for the administration of the Uniform Construction Code)
  - Cooperative Road Maintenance Program
  - Emergency Management Mutual Aid Pact (Newville, West Pennsboro, Upper Frankford, Lower Mifflin, Upper Mifflin, North Newton)
  - Regional Comprehensive Plan
  - Regional Transportation and Land Use Study
  - Municipal grant writing service
  - Rail-trail clearing
5. **Centre Region Council of Governments**, established in 1969, includes State College Borough and the townships of College, Halfmoon, Harris, Ferguson and Patton, serving 150 square miles with a population of 92,000 residents with:
  - Parks and Recreation Agency
  - Municipal and Regional Planning Agency
  - Code Administration Agency
  - Regional Transportation Planning Agency (MPO)
  - Fire Company
  - Refuse/Recycling Collection Program
  - Library
  - Senior Citizens' Center
  - Emergency Operations Planning
  - Regional Sewage Planning (Act 537 Plan)

- 
- Smoke Detector Give-A-Way Program
  - Regional Nature Center
  - Remembrance Tree Program
  - Regional Swimming Pools
  - Traffic Signal Preemption System
  - Regional Comprehensive Plan
  - Regional Nature Center

6. **Central Keystone Council of Governments** serves municipalities in 4 counties representing 86,022 residents with:

- Joint Code Enforcement
- Joint Purchasing
- Joint Sewage Enforcement
- Property Maintenance
- Joint Zoning Enforcement
- Regionalized Police
- Signage

#### **Other Council of Government Services**

- Health Insurance, Pooled Property and Liability Insurance, Workers Compensation Coverage
- Legislative Briefings
- Traffic Sign Inventory
- Joint Personnel and Employee Handbooks
- Park and Ride Program

---

# B

## MEETING SUMMARIES

- B1 Interview Summary
- B2 Milestone Meeting 1
- B3 Milestone Meeting 2
- B4 Joint Planning Commission Public Meeting  
followed by summaries of the Cornwall Borough Planning & Zoning Committee Public  
Meeting and South Lebanon Township Planning Commission Public Meeting
- B5 Joint Governing Body Public Hearing (pending occurrence)





## GENERAL / OVERVIEW QUESTIONS

### WHAT IS ATTRACTIVE ABOUT THE QUALITY OF LIFE HERE IN THIS REGION?

- ◆ Presence and proximity to family
- ◆ Activities and things to do
- ◆ Near the City of Lebanon
- ◆ Short distance, easy travel to metropolitan areas
- ◆ Mix of urban and rural settings
- ◆ Property values
- ◆ Slower pace of life
- ◆ Safety
- ◆ Reasonable cost of living – reasonable taxes, reasonable cost of products and services

### WHAT TRENDS HAVE YOU NOTICED IN THIS REGION IN THE PAST 5-10 YEARS?

- ◆ An aging population with concern for impact to tax base
- ◆ Increasing Hispanic population
- ◆ (Mostly) Controlled growth
- ◆ Challenge of balancing more development and keeping open space
- ◆ Some crime overflows into this region

### WHAT OPPORTUNITIES DO YOU SEE?

- ◆ More nationally known restaurants and eateries – places prospective business executives and their families would recognize – more than pizza and Friendly's
- ◆ More terrific parks and trails

### WHAT IS MOST IMPORTANT FOR THE MUNICIPALITIES TO ADDRESS?

- ◆ Keep a balance of urban and rural settings
- ◆ Promote common sense growth; consider benefits and impacts prior to decision-making
- ◆ Ensure adequately maintained infrastructure for next 20 years

## OPINIONS AND PERCEPTIONS ABOUT THE REGION

### 1. The Region's population is growing and diversifying.

- ◆ A 2004 school district study projected total population growth but declining student growth.
- ◆ School district enrollments overall are slowly declining, especially on the north side, but growing on the south side.
- ◆ Older residents are the largest growing group, not young families. They are drawn by age-targeted or age-restricted housing and services catering to seniors, e.g. the VA Hospital, medical services, etc. It's difficult to show the value of the school district (and school district taxes) to older generations of tax payers.

- 
- ◆ The Hispanic/Latino population is increasing, especially on the north side of the City. This is evident in the numbers of students qualifying for free/reduced lunch and numbers of transient students. Fortunately, cultural conflicts are few and not severe. Hispanic businesses are growing in number, too. But this population is not represented in community-wide leadership, e.g. local government or the Chamber of Commerce, nor do they participate in volunteer community services, e.g. fire protection.
  - ◆ There is somewhat of an identity issue in Lebanon County. Some consider Lebanon County “second class” to neighboring Dauphin and Lancaster Counties. We’re not second class.
  - ◆ The Region needs to continue to attract young individuals and families as its workforce. Recreational opportunities for children and multi-generational families will be important. Signage and other promotion of trails is one example.

## **2. There is land ready for economic development.**

- ◆ The industrial parks have 180 acres of shovel ready industrial land. This acreage could be build out by 2020.
- ◆ There are no existing (new) industrial spec buildings and specifically no existing buildings that meet the sterile building requirements of our top 2 industrial sectors, biomedical research and production and food manufacturing.
- ◆ There is little to no professional office space available. This Region might consider something like the Eagleview Business Park in Exton as model for mixed use development. It includes single family homes, townhomes and a town center surrounded by national and international business offices. The park has been under development for about 10 years.
- ◆ Existing local industries include several international companies. The Region’s German/PA Dutch heritage and culture has provided familiar sense of community to German companies. There are additional opportunities to market international, i.e. German, companies for US-based facilities.
- ◆ Key gaps in the County’s retail market include 1) office suppliers (one supplier, Staples, makes for minimal choice and economic competition), 2) finer apparel for men and women, 3) a warehouse club like Sam’s, BJ’s or Costco, and 4) national restaurants, like Red Lobster. This is recognizable retail for prospective businesses, their employees and their families.
- ◆ Recent zoning changes in North Cornwall may deter some real estate investors.
- ◆ Manufacturers claim they can’t find qualified workers to offset retirement, much less to expand, where there is demand. The Career and Technology Center may even drop some technical programs due to lack of student interest.

## **3. Complete Multi-Modal Transportation**

- ◆ Roads, bridges, and intersections need to be maintained or improved for vehicular travelers and improved for cyclists as one of the road-based travel modes. Such improvements should include both public and private projects. Improvements warranted by private development and its impacts should address safe travel for all existing modes using the right-of-way.
- ◆ None of the municipalities in the Region have a transportation impact fee ordinance.

- 
- ◆ Route 322 is getting busier. There are more reasons to go to Hershey and westward. Travelers need for options: more lanes, car-pooling, transit, etc.
  - ◆ Busy corridors and corridors planned for future development need access management to keep the traffic moving safely. Corridors also need interconnections.
  - ◆ The LEBCO MPO is trying to facilitate good development and fair distribution of improvement costs. The process is new and still unfolding. The MPO can be a planning partner, a funding partner and a source of training.
  - ◆ There is a need for shared-road education for all travelers to improve safe travel distance between vehicles and cyclists.
  - ◆ Road shoulders protect road longevity and serve cyclists and farmers (and their equipment).
  - ◆ School district bus routing travels through the City. It seems inefficient to travel through without picking up students. It is also challenged by at-grade railroad crossings. The 9<sup>th</sup> and 10<sup>th</sup> Street Bridges (under construction) should improve circulation.
  - ◆ Private roads are a challenge to school district transportation. These roads are not built or maintained as well as township roads and result in limitations on bus routing and bus stop locations.

#### **4. Changes in Stormwater Regulations**

- ◆ Municipalities, their stormwater systems, and their regulations for development need to be compliant with Pennsylvania's Chesapeake Bay Strategy and total maximum daily loads (TMDLs) of pollutants discharged or otherwise entering the Swatara Creek and the Quittapahilla Creek.
- ◆ Municipalities can work together to share the cost of compliance. The Lebanon County Clean Water Alliance is emerging as a multi-municipal partnership to share efforts in best practices.

#### **5. The Significance of Agriculture**

- ◆ Agriculture has been an economic stabilizer throughout the recent recession. Food production remains in demand under varying economic conditions.
- ◆ Farming is an industry. It needs all aspects its infrastructure to make it viable: farms (land), farmers (workers), feeds, seeds and fuels (supplies), good roads and reasonable distances to markets and processing plants (access to consumers).
- ◆ "Local" suppliers are located in Lebanon, Lancaster, and Berks Counties, and serve a much wider market of farmers.
- ◆ Farms are largely producers or growers selling to food processors/retailers. Very few offer direct sales to consumers
- ◆ Land use and tax rates, both under municipal control or influence, affect agriculture. Agriculture provides important open space for groundwater recharge. Community leaders need to understand and promote citizen understanding of agriculture as an essential land use, industry, and community neighbor.
- ◆ There has been some planning and progress in promoting agriculture locally:
  - ◇ Potential reconstruction of the Krall Barn at the Union Canal Tunnel Park
  - ◇ The Agrarian Country, to be developed by Dr. Barr in northern Lebanon County
  - ◇ The Amish Market initiative by LVEDC

- 
- ◆ Farming may need to change to survive in Lebanon County. It will need to change to survive. Any industry does. Changes could occur in production types (fuel/production to organic) or market types (wholesale to retail), or in other ways. Regulations need to allow industry change.

## **6. Farmland Protection**

- ◆ The naturally productive land, where no irrigation is needed, and no crop insurance is needed, is worth protecting.
  - ◇ There are Agricultural Security Areas (ASAs) in all 5 municipalities. A Save Our Soils (SOS) group working to increase enrollment in Agricultural Security Areas in South Lebanon and Heidelberg Townships.
  - ◇ Both the county and the municipalities have tools for farmland protection. Zoning is a municipal (borough and township) tool. There are few reasonable exceptions to farmland protection. Most uses are flexible in location, but some are not. Electric generation needs to locate on its “grid”, and agriculture needs to locate on quality soils.
  - ◇ Transfer of Development Rights (TDR) is another municipal tool, but has not been used in this Region.
  - ◇ Farmland preservation is a county tool (it also accepts municipal contributions).

## **7. Other Land Conservation**

- ◆ The Lebanon Valley Conservancy has designated six priority areas, including Union Canal and South Mountain/Cornwall Highlands. It also supports the Middle Creek Initiative. There are some properties of interest in the Region.
  - ◇ The South Mountain/Cornwall Highlands is part of the larger Pennsylvania Highlands, a large forested ecosystem. Forestry as a land use and an industry in this mountainous area are undervalued. Production (from sprout to harvest) is too slow to be recognized by the average citizen. Subdivision activity divides parcels and increases land owners and land management objectives. Resource managers have spoken out about the ecological functions of forests and the value and impacts of development but the public, as a whole, is unmoved and does not advocate for forest conservation.
  - ◇ The Middle Creek Initiative is centered on farmland (in Heidelberg Township and extending into South Lebanon) as the migratory feeding grounds of the tundra swans. The tundra swans also rest upon the waters of the open pit in Cornwall.

## **8. Tourism Initiatives and Opportunity**

- ◆ Hershey (trolley tour) attracts 6 million visitors annually. If just 5% spent time in Lebanon County, that would be 300,000 visitors and their spending. Tourism committee at the Tourism Promotion Agency is looking at signage from the 322 corridor to Lebanon attractions and a theme to market the 422 corridor, Palmyra-Annville-Lebanon.
- ◆ Like other food producers in the snack capital region (south central PA), Lebanon County food producers could offer factory tours.

- 
- ◆ The Lebanon County Heritage Trail, a project of the Lebanon Valley Conservancy, aims to increase heritage tourism, strengthen the county tourism economy, and promote historic preservation and stewardship. Cornwall is only village in the Region planned for a walking tour brochure.
  - ◆ Equestrian tourism. There is a cluster of equestrian attractions in the Region: Two active stables – Quentin Riding Club and Ben Tuck Stables; and the Lebanon Valley Rail Trail. There is a current gap in the promotion of equestrian activities as a recreational activity/amenity or a business opportunity.
  - ◆ Bicycle Tourism. Regional roads are already used by professional bicycle touring companies. Designation as a Bicycle Friendly Community, by the League of American Bicyclists, requires basic infrastructure and public education and creates a promotable destination for visitors.

## **9. Parks and Trails**

- ◆ There are several parks in the Region: 1 county park (Union Canal Tunnel Park), 3 community parks, 1 neighborhood park, 2 mini-parks, and handful of private ballfields and school sites with some public access. There is 1 future park (Lenni Lenape) under development. A local nature park (Stoevers Dam) is owned by City of Lebanon. There is no shared use arrangement.
- ◆ There are not enough ballfields in North Lebanon, where there are relatively more leagues.
- ◆ Interest in general recreation programs for children and youth is limited.
- ◆ Municipalities have varied levels of recreational interest and priorities:
  - ◇ North Lebanon – new park
  - ◇ North Cornwall, South Lebanon – trails
  - ◇ Cornwall and West Cornwall – no active facility planning or development
- ◆ The LEBCO MPO is interested in funding trails. The Lebanon Valley Rail Trail has been funded because it has been well-organized. Other trails are and will be considered.
- ◆ Trails are criticized for two points:
  - ◇ Are they recreation or transportation? The LVRT is primarily a recreation trail. Its use for transportation is limited by rules and regulations (dawn to dusk) and seasonal maintenance (no snow clearing).
  - ◇ Are they safe? Safety is difficult to patrol from adjacent areas (by police or community), especially when views are obscured by crops or trees. Trails need to be accessible to emergency responders. Access points need to be located at reasonable distances along the trail. Vehicular barriers need to be movable. Police fear the worst case scenario of personal harm; too many lone trail users

## **10. Police Service**

- ◆ Calls for service are more concentrated in urban areas and at schools.
- ◆ Some calls are too late help. Some say they “didn’t want to bother the police.”
- ◆ Theft and property crime appear to increase with a growing population. Alarm systems are a deterrent to thieves.
- ◆ Staffing is a challenge.

- 
- ◆ Police powers are limited by municipality. Additional enforcement could occur if officers were authorized to enforce state law, e.g. speed limits, in adjacent municipalities.
  - ◆ South Lebanon Police Department has outgrown available space. A building expansion project is planned and under construction as of April 2012.
  - ◆ Both emergency responder frequencies are occasionally in use, making communications difficult.

#### **11. Volunteer Fire Companies**

- ◆ Companies work well together on the scene of an emergency and are somewhat rivals otherwise.
- ◆ Motor vehicle accidents are more common than fires these days. There are only 2-3 notable fires each year.
- ◆ Fires in new buildings are harder to fight. Design and construction characteristics affect fires. Roof design/heights require tower/ladder trucks and cathedral ceilings make for hotter fires. Fires in older homes are more predictable.
- ◆ Property maintenance (or lack thereof, inside and outside) also affects fire.
- ◆ Fewer volunteers are available weekdays, and even on Saturdays. Time required for training (188 hours) is a hindrance to recruitment and retention. Reimbursement for personal vehicle use for public service (\$0.14) doesn't compare with business rate (\$0.51). Employers are less flexible than they used to be about leaving work for public services.
- ◆ Residents in general don't understand the cost of fire protection – the training and equipment per person is easily \$10,000.
- ◆ Fire companies foresee necessary consolidation and partial paid staff in future. Consolidation could reduce paperwork. Two companies have looked into it, but couldn't meet the response times needed. The companies have no timeline.
- ◆ Firehouses made available to the community and private business (catering) for revenue.

#### **12. Municipal Cooperation**

- ◆ Cooperation has occurred and should increase to address larger expenses, e.g. specialized equipment, and larger geography, e.g. transportation corridors, water/sewer infrastructure network, and development/conservation balance. Cooperation should extend beyond the region. The City of Lebanon is vitally important to all municipalities in the county.

#### **13. Cornwall-Lebanon School District**

- ◆ The school district promotes recreation participation for all abilities. It shows no preference for elite skill sports leagues.
- ◆ The school district is interested in knowing about larger and higher density developments; ensuring proper traffic studies, e.g. timing during school year and school traffic peaks

## **SUGGESTIONS FOR THE PLAN**

1. Explore new planning techniques and Better Models for Development.
  - ◆ Reference PA DCNR publication in plan
  - ◆ Compare to Lebanon County Principles for Growth and Conservation



- 
- ◆ Emphasize land use/development for multiple modes of travel
  - ◆ Reward/incentivize green techniques
  - ◆ Restore tree canopy
  - ◆ Explore use of Transfer of Development Rights program
  - ◆ Creative sources of revenue, e.g. facilities/services that serve communities beyond the region, challenge grants
2. Be consistent with county plan regarding natural resources, agriculture, and partnerships
  3. Recognize the opportunity to manage the cost of government (paid for with citizen taxes) through land use policy.
  4. Ask then listen to the public.
  5. Look for projects that can be phased, using different funding sources.



**JUNE 16, 2011**

**Attendees:** 31, including 19 citizens from Cornwall Borough, North Lebanon Township, South Lebanon Township, and West Cornwall Township, and 12 Steering Committee members/participants

**Source of Meeting Notice:** about 6 read about the meeting in the Lebanon Daily News (6/1/11 article or 6/13/11 legal ad), 3 were previously interviewed for the project and invited by email

**35 minute PowerPoint presentation by Project Manager, Michelle Brummer**

**50 minute Discussion of Public Comments**

---

**1. What are the essential qualities of this region that should not change?**

- The character of the region, e.g., what development looks like and how it “fits” with existing communities. Quentin is an example of a community with distinct character.
- The quality of life that many of us have come to expect.
- Intimate neighborhoods that nurture human relationships and families. A lot or two should be kept open for pick-up baseball or football games.
- No net loss of agricultural lands. It’s our strong steady leading business. We need to protect it. Communities that protect their agriculture have lower unemployment and better quality of life.

**2. What issues and opportunities affect you today?**

**3. What might affect you in the future?**

- Not enough has been done to preserve the character...there should be design guidelines, etc. The contemporary landscape should not give the region a sense of “placelessness” or “anywhere USA”. We have the opportunity to be as uniquely beautiful as Wellsboro.
- Re-zonings and the exceptions to land use policy. It seems all re-zonings are approved.
- Great way of life. Traffic congestion is bearable. Everything we need is right here with few exceptions.
- Road congestion is not good. There should be opportunities areas are developed to encourage commuting, mass transit, visioning for passenger rail.
- Water extraction to the point of a lack of water. This will crush a community. The Susquehanna River is now tapped for gas development. Tenaska needs water. People need water. Agriculture needs water. Utica shale drilling may come and pipelines are almost guaranteed.
- Fragmentation of farmland and forest land and associated impacts on land use and transportation, e.g. farther distance, more vehicles on the roads, to daily shopping, employment, and recreation destinations.

- 
- Why develop here, where there is good farmland, when other lands are vacant and non-productive, e.g. northern Pennsylvania, and development there could spark and support their local economies? State planning law currently requires all municipalities, individually or in partnership, to permit all uses; state law does not allow municipalities to stop or place a moratorium on development.

**4. What do you think the plan should address?**

- Focus development to most appropriate areas; respect views of residents.
- Improved traveler behavior. Respect for all travelers, esp. obeying speed limits.
- Improved access to Lebanon Valley Rail Trail for equestrians, stables, and other trail users
- Potential for future mixed-use development in the region as it relates to reducing travel demand on roadways
- Access management; fewer points of access and interconnectivity between adjoining developments, e.g. along PA 72 and other corridors
- Clear internal circulation patterns and entrance/exit locations
- Reasonable parking lot standards. There is too much parking at some retailers. Seems designed for the worst case scenario that we have never seen – a “100-year parking lot”.
- “Complete Streets” – accommodate all modes of transportation and all users; some corridors are constrained by right-of-way limits and existing (sometimes historic structures)
- The lack of good employment (family sustaining) opportunities in the area. Tailor our needs to what is available in the area. Use of schools for job-training and career development toward locally available employment.
- Market available rail freight service.
- Expanded employment would help attract larger restaurant chains, currently missing from the area.
- Long term impacts of age-restricted/age-targeted communities; will there be sustainable demand for age-based neighborhoods? If not, what happens to them?
- Individual municipal solutions for individual problems provides accountability to tax payers
- Cooperation among municipalities on common problems provides effective services at cost savings for tax payers
- Should we consider a large indoor/outdoor recreation center like Lititz Borough, Ephrata Borough, and New Holland Borough have? Or should residents travel to Hershey or Campbelltown for these types of facilities?
- Development that requires existing residents to hook-up to public water and public sewer or that impacts the quality of existing well water
- Alternative stormwater management...be it pervious surfaces, green roofs, wet ponds, stormwater basins with natural areas and tree canopy, or multi-use areas for recreation fields.
- Encourage participation in the Lebanon Clean Water Alliance to creatively address growing stormwater challenges.

## Public Meeting #1 – Summary

---

- When the character of a neighborhood is changed by preservation, the zoning should be changed to agriculture or conservation.
- Industrial grade buildings for industry or “temporary quality” buildings, storage units, and parking lots should be buffered or screened with vegetation, etc.
- Walkable communities and passive parks. Get us up to the level of recreation acres per capita as identified in the county comprehensive plan.
- Buffers between non-compatible uses like farming and residential.
- Augment the Route 419 Cornwall-Lebanon Scenic Byway
- Attention to streetscapes. Needs wide tree lawns (between street and sidewalk) and approved list of street tree species.
- Encourage community recreation partnerships to partner with the Lebanon County Conservation District
- South Lebanon and West Cornwall should recognize and implement conservation planning consistent with the National Highlands Coalition. Encourage and promote our wildlife assets like the regal fritillary butterfly, bog turtle, and tundra swan instead of treating them like regulatory pariahs.



## FEBRUARY 16, 2012

**Meeting Date/Location:** February, 16, 2012 6pm-8:30pm at the South Lebanon Elementary School Large Group Instruction Room

**Attendees:** 68 signed-in, 75+ in attendance

### Meeting Notice:

- 2/9/2012 Legal Ad in the Lebanon Daily News
- 2/13/2012 general ad in the Lebanon Daily News
- meeting flyer distributed to
  - municipalities for posting on municipal websites
  - persons interviewed for the project, and
  - Steering Committee members for further distribution.

### PowerPoint presentation by Project Manager, Michelle Brummer, Gannett Fleming, Inc.

---

After a welcome and an overview of the planning effort to date, including the availability of information on the project website, [www.cornwall-lebanonplan.com](http://www.cornwall-lebanonplan.com), Michelle reviewed the issues presented in Public Meeting #1, held June 16, 2011, then turned to the 12 goals and multiple recommendations prepared for the regional comprehensive plan. The presentation is included at the end of this summary. She then asked the audience what, if any, concerns had been missed or if any of the items needed additional consideration.

### Summary of Question and Comment Discussion

---

#### 5. Who is the planning effort for, how is it funded, and how was Gannett Fleming selected?

The Cornwall-Lebanon Regional Comprehensive Plan is a multi-municipal plan for Cornwall Borough, and North Cornwall, North Lebanon, South Lebanon, and West Cornwall Townships. The municipalities have been discussing their interest in regional planning since 2008. They agreed to work on a regional comprehensive plan. In 2010, they solicited proposals for consultant services for the plan. Gannett Fleming submitted a proposal for \$75,000 in services, was interviewed and was selected for the project. The municipalities applied for a grant from the Lebanon County Comprehensive Plan Implementation Fund, established by the County Commissioners, and received \$37,500. They agreed to pay the balance of the contract with municipal contributions based on the regional population distribution.

#### 6. How is the plan coordinated with the Lebanon County Comprehensive Plan? The County plan recommended multi-municipal planning regions, specifically school districts, for municipal comprehensive plans and other community planning efforts. The County Planning Department offered to facilitate discussions among municipalities, which was how this group of municipalities came together. The Planning Department is represented on the Steering Committee. The assistant director



---

and/or the senior planner attend Committee meetings, and two transportation planners have attended meetings focused on transportation.

7. **Residents of the Mt. Gretna area (residents of Mt. Gretna Borough and South Londonderry and West Cornwall Townships) have been observing the planning process. Some would like to see language in the goals, objectives and recommendations for the protection of forest land, and preservation of the natural and historic qualities of the Mt. Gretna area.** Michelle indicated that she would discuss the concern for greater specificity for protection of these resources with the Steering Committee at its next meeting.
8. **The Lebanon Valley Chamber of Commerce made a statement supporting regional planning and land use cooperation. The Chamber is reviewing the recommendations and will submit comments to the committee soon. Please summarize how the plan addresses economic development and its relationship to the Chamber, the Economic Development Corporation (EDC), and the Tourism Promotion Agency.** The plan outlines the municipal role for economic development in terms of land use policy, infrastructure, and services. It recommends coordination with the Chamber and the EDC on marketing available business and industry sites and addressing feedback from prospective businesses that choose to locate elsewhere. The plan also recommends that this region begin a heritage tourism strategy. The Lebanon County Heritage Trail, promoted by the Lebanon Valley Conservancy, is just one piece of a heritage tourism package. Municipalities, the Conservancy, and the Tourism Agency should work together on directions for heritage tourism, perhaps beginning in this region.
9. **The Lebanon County Comprehensive Plan stated that there is sufficient, even excess capacity for residential development in the county. Is this true for the Cornwall-Lebanon region? Why are areas for higher density development proposed?** The county plan did make that statement for the county as a whole. Some areas of the county have seen more development approvals than others since that analysis. While there is still capacity for the 10-year population projection and associated residential use/housing in this region, built-out of the current zoning footprint for intensive uses is approaching, as shown on the Developed vs. Zoned map. Some areas of current commercial and higher density zoning cannot be filled in. At the same time, the committee asked us to identify opportunities for new types of development, including traditional neighborhood development, where residences are placed on smaller lots and co-located with small-scale commercial services within a walkable, bikable distance. A few of these developments have been completed in Lancaster and York Counties. Committee members have said that these developments offer a contemporary type of housing that is not available in this region. These developments will require regulations that permit higher densities.
10. **A resident requested that soils, specifically agricultural soils, receive more detailed attention in the plan to acknowledge the significant quantity and quality of soils in this region for food production. Soil data should provide the foundation for infrastructure service area decisions, and then support land use and development locations.** Michelle stated that the plan references the county comprehensive plan where soils are detailed and mapped. Prime farmland soils are concentrated between Route 422 and

---

South Mountain, and in portions of North Lebanon Township, interspersed with other productive soils. She added that the Committee has expressed a desire to protect farmland as much as possible.

11. **Land owned by Tenaska for a future natural gas-fired power plant is shown on several maps. Does its appearance in the plan mean it is recommended for development?** There are several proprieties shown as “Pre-market Development Projects” on the Future Land Use Discussion map and other maps. These are development projects that have been approved (some under construction), are in the plan review process, or have been presented informally and discussed with the municipal officials and staff. The consultant requested this information from the municipalities as a measure of development pressures, namely the quantity and types of development anticipated and proposed in the region. Most of these projects have been approved for construction. A few, like the Tenaska power plant, would require a rezoning. The appearance of these projects in the plan is not a recommendation for them. It is merely meant to capture the fact that this development has been discussed and is possible. The boundary of the Tenaska property was recently expanded on the Plan’s map to accurately portray land ownership. The property occupies a significant portion of North Lebanon Township’s intensive agricultural district, which may be further evaluated.
12. **Has there been outreach to the landowners who would be affected by the identified rezoning recommendations?** To this point, no, there has not been outreach. At least one property owner has attended a few committee meetings and expressed his desire for his land not to be rezoned. The plan will direct municipalities to outreach to affected property owners to evaluate the landowners’ interests prior to taking any action.
13. **Is there interest in this region for establishing a transfer of development rights program?** North Cornwall Township is the only municipality that has asked about a transfer of development rights program.
14. **Can we maintain our rural character without changing the zoning?** Current rural character is not likely in jeopardy in the next 10 years. However, once the areas currently designated for development are filled, new opportunities for development will need to be considered to avoid the possibility of legal challenge. Choices will include 1) zone additional rural lands for more intensive development (build out), and 2) zone developed areas for more intensive redevelopment (build infill and build up).
15. **Is power supply addressed in the plan? Power outages after storms last year increased damages and prolonged recovery.** The availability and reliability of electricity have not been part of the planning discussions.
16. **Would redevelopment of the Bethlehem Steel property as apartment buildings along a future passenger rail line solve our growth, transportation and environmental protection problems?** This comment was admittedly offered in both jest and truth. Yes, some residential growth could be accommodated by redevelopment of properties either along the rail line (for future passenger rail service) or in the City of Lebanon and adjacent areas that are readily served by transit, which would expand

---

housing and transportation choices and perhaps reduce development pressure on rural lands. If the City of Lebanon is a partner in a future regional comprehensive plan, planning outline how and where such redevelopment could occur and how much development (people or commercial/industrial square footage) it could accommodate.

### **Next Steps and Closing**

---

After discussion, Michelle closed the meeting by outlining the remaining steps of plan preparation and the public review and municipal adoption schedule.

- Spring 2012 – Compile the draft plan from previous meeting handouts and discussions. The Steering Committee will meet April 5<sup>th</sup> to discuss the draft. (The March 1<sup>st</sup> meeting was cancelled to provide additional time for committee review.) Additional meetings will be scheduled as needed. Once the committee is satisfied with the draft plan, they will pass the plan to the municipal planning commissions for their review.
- Late Spring/Early Summer 2012
  - Joint Planning Commission Public Meeting, a required meeting with 2 advance meeting notices. The planning commissions will hear public comments, determine if revisions are needed, and once satisfied, will authorize distribution of the draft plan for “public review.”
  - 45-day Public Review period, a required period time for the county, adjacent municipalities, the school district and the general public to review the draft plan. The plan will be available in each municipal building and on the project website.
  - Joint Council/Board of Supervisors Public Hearing, a required hearing with 2 advance meeting notices. The governing bodies will hear public comments on the plan. They will determine if revisions are needed.
  - Municipal Adoption - Once satisfied, either at the public hearing or at a subsequent meeting, the governing bodies will adopt the plan by resolution.

For more information,

- Contact your Steering Committee representative
- Contact Michelle Brummer, Project Manager at 800-233-1055 ext 2177 or [mbrummer@gfnet.com](mailto:mbrummer@gfnet.com)
- Visit [www.cornwall-lebanonplan.com](http://www.cornwall-lebanonplan.com)

Michelle thanked the audience for their attendance and closed the meeting at 8:15pm.

Thursday, October 4, 2012

6pm at South Lebanon Elementary School

Advertised on Friday, September 21, 2012 and Thursday, September 27, 2012 in the Lebanon Daily News

## Attendance

### Municipal Planning Commissions

<b>Cornwall Borough</b>	✓ Robert Simmermon Jeff Snyder Raymond Fratini Jim Williams John Karinch	<b>North Lebanon Twp</b>	✓ Charles (Chuck) Allwein ✓ A. Bruce Sattazahn ✓ William Smeltzer ✓ William Tice Darlene Martin
<b>North Cornwall Twp</b>	✓ Robert (Bob) Gearhart ✓ Ralph Heister ✓ Heidi Bingeman ✓ Jennifer Eirich ✓ Ellie Salahub Harold Kreider Edward Copenhaver	<b>South Lebanon Twp</b>	✓ Thomas Hain ✓ Charles Malstrom Kenneth Spatz Steven Wenger Jonathan (Jon) Beers
		<b>West Cornwall Twp</b>	✓ Ben Wiley ✓ Dewey Yoder ✓ Ray Dorsch ✓ Tom Shirk

### Consultants

✓ Michelle Brummer	Project Manager, Gannett Fleming	✓ Brian Funkhouser	Gannett Fleming
--------------------	-------------------------------------	--------------------	-----------------

### Steering Committee Members (who are not Planning Commission Members)

✓ Robert (Rob) Koehler	Councilman, Cornwall Borough	✓ Curtis (Curt) Kulp	Manager, South Lebanon Twp
✓ Joe Lescisko	Planning Commission And Zoning, Cornwall Borough	David Eggert	Supervisor, South Lebanon Twp
✓ Robin Getz	Manager, North Cornwall Twp	✓ Frank Dombrowski	Supervisor, West Cornwall Twp
✓ Kip Kelly	Supervisor, North Cornwall Twp	✓ Jeff Steckbeck	Municipal Engineer, Cornwall Borough, West Cornwall Twp
✓ Cheri Grumbine	Manager, North Lebanon Twp	✓ Bob Sentz	Lebanon County Planning
✓ Dawn Hawkins	Former Supervisor, North Lebanon Twp	✓ Julie Cheney	Lebanon County Planning
		✓ Kurt Phillips	Cedar Crest School District

---

---

<b>Public Attendees</b>			
✓	Sheila Wartluft	North Lebanon Twp Asst Mgr	✓ Larry Bowman Lebanon Valley Chamber of Commerce
✓	Earl Roberts	North Lebanon Twp resident	✓ Russ Gibble West Cornwall Twp
✓	Pam Bishop	West Cornwall Twp resident	✓ Doug Lorenzen West Cornwall Twp resident
✓	Ed Bressinger		✓ Susan Wentzel Cornwall Historical Alliance
Others did not sign-in			

---

## Meeting Summary

### 1. Call to Order and Roll Call

Bob Gearhart of North Cornwall Township called the meeting to order. He asked all to stand to pledge allegiance to the US flag. He asked for a role call from each of the planning commissions. He then turned the meeting over to Michelle Brummer, Project Manager.

### 2. Overview of the Draft Regional Comprehensive Plan

Michelle Brummer, AICP, Gannett Fleming thanked everyone for attending the public meeting. She noted that the draft Regional Comprehensive Plan was prepared as comprehensive plan for policy document for the five participating municipalities. The plan focuses on opportunities for cooperation among the municipalities. She added that this public meeting was being held jointly among the municipal planning commission as required by the state planning law, the Pennsylvania Municipalities Planning Code. The meeting would include discussion among the planning commissions, opportunity for additional public comment, and potentially a motion to forward the draft plan to the governing bodies for consideration and to the public and specified public entities for their review. Since the planning commissions of Cornwall Borough and South Lebanon Township did not have a quorum, they were asked to participate in discussion and would need to hold their own public meetings to comply with the review and adoption requirements.

She asked the planning commission members to join the audience for a brief presentation, which is available on the project website, [www.cornwall-lebanonplan.com](http://www.cornwall-lebanonplan.com).

### 3. Planning Commission Discussion

Michelle stated that she had received public comments since the Steering Committee's approval of the draft Regional Comprehensive Plan at its May 5, 2012 meeting. These would be discussed shortly. She asked if any of the planning commissions would like to make comments on the draft plan for joint discussion, since this was the first meeting of all planning commission members in the region.

Cornwall Borough – no comments

---

North Cornwall Township – Bob Gearhart stated that the planning commission was generally satisfied with the draft plan but had a few concerns; Michelle had, in fact, learned of the comments earlier in the day and prepared a handout reflecting these comments for discussion. **See Table 1 on page 7** for this table and planning commission discussion of the items therein.

North Lebanon Township – no comments

South Lebanon Township – no comments

West Cornwall Township – no comments

#### **4. Public Comment**

##### ***Comments sent to Michelle Brummer, Project Manager – Page 2***

Michelle stated that she had prepared a summary table of the public comments sent to her. Copies of the summary were distributed to the planning commission members at the beginning of the meeting; some members had received a draft version earlier in the week. This summary numbered and summarized the comments, noted the source and date, and indicated Michelle’s suggested action: comment only or question answered by Michelle via correspondence (for which no response or action is needed); accept the comment and revise the draft plan; or discuss. She noted that comments could be deferred to the governing bodies for final decision, if agreement was not reached by the planning commission members. **See Table 2 on page 9** for the same summary of public comments table; *planning commission discussion and consensus is noted and italicized therein.*

Michelle asked the planning commission members to review the items suggested as “Accept and revise plan” and decide if any discussion was needed. After several moments for review, all items shown as “Accept and revise plan” were approved with minor edits by the planning commissions.

Michelle then moved to an itemized discussion of the items listed as “Discuss”.

##### ***Comments from the audience***

Doug Lorenzen, a resident of West Cornwall Township, indicated that Marla Pitt, presidents of Preserve Mount Gretna, was not able to attend. As a Board member, Doug cited Dwight Yoder’s September 2011 letter and suggested three revisions:

- a. Define Conservation by Design, since this development technique is essentially unknown this region.

Michelle briefly summarized the technique, noting that further description is listed in the county comprehensive plan. One of the planning commission members noted that the text below Recommendation 3 briefly explains the technique.

- b. Remove Conservation by Design from Recommendation 3, which states:  
“Enact Conservation by Design provisions in zoning and subdivision and land development ordinances to protect natural resources.”  
Discussion indicated that to remove Conservation by Design from the recommendation would be the same as eliminating the recommendation, which was not supported.

- c. Add woodland to Recommendation 4, which states:  
 “Support farmland conservation efforts (agricultural security areas) and preservation efforts (easements).”

This idea was supported by the discussion.

Michelle summarized the comment, as shown in **Table 3**, for planning commission agreement or opposition. Comments made by planning commission members from Cornwall and South Lebanon reflect only the opinion of persons present. Agreement from the full planning commission will be sought at each municipal planning commission public meeting.

**Table 3. Comments from North Cornwall Township**

		a. Define Conservation by Design in the plan	b. Keep Recommendation 3 (No change)	c. Amend Recommendation 4 with “and woodlands and forest”
Cornwall Borough	(comment only)	Agree	Agree	Agree
North Cornwall Twp		Agree	Agree	Agree
North Lebanon Twp		Agree	Agree	Agree
South Lebanon Twp		Agree	Agree	Agree
(comment only)				
West Cornwall Twp		Agree	Agree	Agree

Pam Bishop, a resident of West Cornwall Township, acknowledged the regional planning effort and thanked the municipalities for their regional thinking and planning.

## 5. Specified Revisions to the draft Regional Comprehensive Plan

Michelle stated several technical, non-policy revisions requested by the municipalities since the May 5, 2012 Steering Committee approval of the draft plan:

- Page numbering – Chapter 1, Plan Purpose and Preparation begins on page 1 (not 5), which will affect page numbering of the revised draft and final plans
- Data corrections to text and tables regarding North Lebanon Township public service staff and volunteers, at the request of NLT Manager, Cheri Grumbine
- Zoning update for an April 2012 approved rezoning of 12.9 acres from Ag to C2A in North Lebanon Township per NLT Manager, Cheri Grumbine; updates to Chapter 5 Land Use and Maps 7-11 and Map 14; pending as of October 2, 2012; completed October 5, 2012
- Floodplain discrepancy for North Lebanon Township per NLT Manager, Cheri Grumbine; verification/revision to Map 1 Water Resources; pending as of October 2, 2012; completed October 5, 2012
- Addition of the Lebanon County Heritage Trail to the Specialized Transportation Routes map; pending as of October 2, 2012; completed October 5, 2012
- Additional photographs are needed in several places throughout the document.



---

The North Cornwall Township Planning Commission stated that it would like the wastewater treatment plan changed from “high density residential” to “industrial” on the future land use map. Michelle suggested that an “institutional” use designation would be more appropriate for this public, not private, facility. However, since the institutional use categories already defined for the future land use map were specific to combinations with residential uses and with office uses, she agreed that “industrial” would be suitable.

**6. Motion to approve the draft Regional Comprehensive Plan, after any specified revisions have been made,...**

**a. for public review**

- i. to be available on the project website, [www.cornwall-lebanonplan.com](http://www.cornwall-lebanonplan.com)
- ii. to be available at the municipal offices of the participating municipalities
- iii. for letters to be sent to the adjacent municipalities, the school district and the county planning department, requesting plan review from the project website

**b. to forward the draft Regional Comprehensive Plan to the respective governing bodies**

The West Cornwall Township Planning Commission made a motion to accept the draft Cornwall-Lebanon Regional Comprehensive Plan, as amended by specified revisions made at the public meeting, and to forward the draft plan to the governing bodies for their consideration and to the public and public entities, as required, for review and comment.

The North Lebanon Township Planning Commission agreed. The North Cornwall Township Planning Commission agreed.

The Cornwall Borough Planning and Zoning Commission and the South Lebanon Township Planning Commission will hold future meetings to vote on the draft plan, as amended.

Michelle will await these meetings and decisions before distributing and posting the revised draft plan.

**7. Final Steps in Review and Adoption**

Michelle recapped the upcoming steps of the review and adoption process, as specified by the Pennsylvania Municipalities Planning Code.

- 45 day Public Review for public, county, adjacent municipalities, and school district with distribution as described under item 6 above.
- Joint Governing Body Public Hearing and Adoption – TBD; likely in January 2013

**8. Closing**

Bob Gearhart asked for a motion to adjourn the meeting. Chuck Allwein made the motion to adjourn. The motion was seconded by West Cornwall Township.

*Subsequent to the meeting, Ellie Salahub submitted a written statement and asked that it be made part of the project record. See attached page at end.*

Table 1. Comments from North Cornwall Township

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response Provided # / Suggested Action followed by summary of municipal comment and consensus
North Cornwall Township Planning Commission October 4, 2012	<p>44. Under 4 Goals &amp; Objectives. Land Use &amp; Dev. Goal1. Obj. B. - <b>Change wording</b> to "Discourage development in the Planned Conservation Area."</p> <p>45. <b>Add bullet point:</b> Utilize conservation by design principles in portions of planned conservation areas where development is currently allowed.</p> <p>46. Under Infrastructure Plan. B Maintain or improve water quality. Rec59 - <b>Remove</b> "when and where required by state &amp; federal law" because this statement reduces the intent of the goal to "Maintain or improve water quality."</p>	<p><b>44. and 45. Discuss</b></p> <p><i>Bob Gearhart stated the suggested rewording and added that "we know some development will occur but we don't want to encourage development there.</i></p> <p><i><b>Cornwall Borough (CB):</b> How would you discourage development?</i></p> <p><i><b>North Lebanon Township (NLT):</b> We agree with the concept but how would you discourage development?</i></p> <p><i><b>South Lebanon Township (SLT):</b> no comment</i></p> <p><i><b>West Cornwall Township (WCT):</b> no comment</i></p> <p><i><b>Conclusion:</b> No consensus; deferred</i></p> <p><b>46. Discuss</b></p> <p><i>Rec 59: Adopt riparian buffer ordinances when and where required by state and federal law; consider adoption of the same for all waterways and waterbodies.</i></p> <p><i><b>NCT:</b> Municipalities should adopt ordinance provisions to protect riparian buffers that could help with MS4 compliance and stream and wetland protection.</i></p> <p><i><b>CB:</b> Not opposed; recalls a long discussion among Steering Committee members but not why this was approved or not declined</i></p> <p><i><b>NLT:</b> Ok, as long as each municipality can make their own ordinance. Bob Gearhart (NCT) agreed that acting on the recommendation would be at each municipality's discretion.</i></p> <p><i><b>SLT:</b> no comment</i></p> <p><i><b>WCT:</b> no comment</i></p> <p><i><b>Conclusion:</b> No consensus; deferred</i></p>

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response Provided # / Suggested Action followed by summary of municipal comment and consensus
North Cornwall Township Planning Commission <i>Continued</i>	<p>47. Chapter 11, Issues &amp; Opportunities. Forest Conservation on South Mountain (pg 134). <b>Suggested changes:</b> Development should be discouraged on South Mountain. Forest clearing and fragmentation should be discouraged and minimized. Please note that "Per the PA Municipalities Planning Code, all comprehensive plans must plan to protect woodlands among other natural &amp; historic resources." (pg 31 Draft 07.02.12)</p> <p>48. <b>Recommend that the following 2 statements be added to the Plan Purpose and Preparation:</b> 1. (as 8.) Protect natural and sensitive environmental resources from the direct and indirect impacts of development. 2. (as 9.) Preserve the unique qualities and characteristics of rural villages and towns and significant sites from the direct and indirect impacts of development.</p>	<p><b>47. Discuss</b></p> <p><b>NCT:</b> Forest fragmentation would be discouraged and minimized, and the economic value of the forest for timber production should be noted.</p> <p><b>CB:</b> no comment</p> <p><b>NLT:</b> Again, how would we discourage development?</p> <p><b>NCT:</b> The intent would be to discourage deforestation and preserve the area's historic character. South Mountain is environmentally and ecologically sensitive. The forest needs to remain contiguous to sustain its value and function.</p> <p><b>SLT:</b> no comment</p> <p><b>WCT:</b> Agree in principle. The statement is not saying to prohibit, just discourage.</p> <p><b>Conclusion:</b> No consensus; deferred</p> <p><b>48. Accept and Revise Plan</b></p> <p>Michelle stated that the planning process evolved to include and address these topics through public input.</p> <p><b>CB:</b> Accept</p> <p><b>NLT:</b> Accept</p> <p><b>SLT:</b> Accept</p> <p><b>WCT:</b> Accept</p> <p><b>Conclusion:</b> Accepted; Revise draft plan</p>

Table 2. Public Comments sent to Michelle Brummer, Project Manager

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response #. Suggested Action followed by summary of municipal comment and consensus
Marla Pitt, President, Preserve Mount Gretna (PMG) May 30, 2012	<ol style="list-style-type: none"> <li>1. Table numbering regarding land use</li> <li>2. Edits to the Interview Summary</li> <li>3. Requests examples of Conservation by Design</li> <li>4. <b>Requests</b> “preservation of woodlands and forest” per Sept 11, 2011 PMG letter</li> <li>5. Requests source of revision to Findings on Housing, regarding moderate to high density housing</li> </ol>	<p>Email and Phone responses; provided responses to questions only</p> <ol style="list-style-type: none"> <li>1. Comment only</li> <li>2. Question answered</li> <li>3. Examples provided</li> <li>4. <b>Discuss</b></li> </ol> <p><b>CB:</b> no comment  <b>NCT:</b> possible with easements  <b>NLT:</b> no comment  <b>SLT:</b> no comment  <b>WCT:</b> no comment</p> <p><b>Conclusion:</b> No consensus; defer.  Note: A public comment from the audience suggesting specific placement of text to promote preservation of woodlands and forests was later presented and approved.</p> <p>5. Question answered</p>
Pat Krebs, President, Lebanon Valley Bicycle Coalition July 9, 2012	<ol style="list-style-type: none"> <li>6. Notes the availability of the Lebanon County Bicycle Transportation Map on the LEBCO MPO website</li> <li>7. Notes recent improvement in shoulder conditions (wider) in the section of Rocherty/Evergreen from Cornwall Road to Lincoln; <b>implied suggestion to update text.</b></li> </ol>	<p>Email response</p> <ol style="list-style-type: none"> <li>6. Comment only</li> <li>7. <b>Accept and Revise Plan</b></li> </ol> <p><b>All:</b> Accept  <b>Conclusion:</b> Accepted; Revise draft plan</p>
Jeff Steckbeck August 2, 2012	<ol style="list-style-type: none"> <li>8. Requests clarification of population projection for West Cornwall Township</li> </ol>	<p>Phone call and Email responses</p> <ol style="list-style-type: none"> <li>8. Question answered</li> </ol>
Marla Pitt, President, Preserve Mount Gretna August 10, 2012	<ol style="list-style-type: none"> <li>9. <b>Requests clarification</b> of the “Stoberdale area” referenced in the population projects; request text change to:   “Given the installation of sewer lines in West Cornwall Township, residents are expected to increase through conversion of seasonal homes to year-round residences and the construction of new homes in the Quentin, Mine Road and Stoberdale area.</li> </ol>	<p>Email response with revised text replacement to be approved by Planning Commissions:</p> <p>Given the installation of sewer lines along Route 117, residents in the West Cornwall Township portion of the Mt. Gretna area are expected to increase through conversion of seasonal homes to year-round residences and the construction of</p>

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response #. Suggested Action followed by summary of municipal comment and consensus
	An increase of 200 residents is projected."	new homes; numbers of residents may also increase in the Quentin area and throughout the Township. An increase of 200 residents is projected. <b>9. Discuss Comments 9, 34, and 41</b> <i>This item pertained only to West Cornwall Township. The WCT planning commission had discussed the texts available as of its September planning commission meeting and determined that the text shown as comment 34 was the preferred text for the draft plan.</i> <b>Conclusion:</b> Accept text as shown as comment 34.
Larry Bowman, LV Chamber of Commerce ~August 2012	10. Requests the status of plan review/adoption 11. Noted that updated employment figures for major employers, Table 7-1, are not available from a single source, as previous	Phone call; provided status of plan review/adoption 10. Question answered 11. Comment only
Ellie Salahub, NCT Planning Commission member Sept 28, 2012	12. Asks for the source for statement regarding the historic red schoolhouse in Cornwall, page 135, which currently reads:" Efforts to protect the little red schoolhouse in Cornwall a few years ago were not successful. The building's significance was not well document and the organization of public and financial support was too little, too late.	Email 12. Question answered
Susan Wentzel, President, Cornwall Historical Alliance August 31, 2012	13. <b>Requests revision</b> of the statement regarding the historic red schoolhouse in Cornwall, page 135, shown in <b>Comment #12.</b> Suggested revision: Demolition of this historic building occurred in 2008 because members of the Cornwall-Lebanon School Board and the Cornwall Borough did not have the collective will to overcome mistrust of each other and a small group of dissenters who were concerned about their taxes being raised, for this project. They were unable	Phone call and email responses Alternative text offered; see <b>Comment #43</b> <b>13. Discuss Comments 13 and 43</b> <b>WCT:</b> Tom Shirk spoke as a former school district board member, agreeing that facts were missing and the board's decision-making process, influenced by concerns from the district's insurance carrier and the PA Department of Labor and Industry. <b>NCT:</b> Ellie Salahub noted that Susan Wentzel of the Cornwall Historical Alliance was in the audience and could speak to the issue.

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response #. Suggested Action followed by summary of municipal comment and consensus
	to collaboratively function to realize a common goal that was very important to their respective communities and Lebanon County. This should serve as a lesson and warning to the Cornwall-Lebanon School District and the participating municipalities that have come together for this Regional Comprehensive Plan, that is meant to benefit our greater community.	Michelle offered Susan an opportunity to speak. Susan asked what the point was served by citing the schoolhouse in the comprehensive plan. She went on to highlight the architectural assessment of the building and support that was raised. She ultimately suggested that the text be removed from the plan. <b>CB:</b> remove text <b>NCT:</b> remove text <b>NLT:</b> remove text <b>SLT:</b> remove text <b>WCT:</b> remove text <b>Conclusion:</b> Remove this text from draft plan
Pat Krebs, President, Lebanon Valley Bicycle Coalition Sept 12, 2012	14. Acknowledges the plan's recognition for bicycle planning and travel safety among other common value in planning. 15. <b>Recommends</b> the use of the term Bicycling, not cycling (continued)  16. <b>Requests correction</b> of LV Bicycle Club to LV Bicycle Coalition	Email response 14. Comment only <b>15. Accept and Revise Plan</b> <b>All:</b> Accept <b>Conclusion:</b> Accepted; Revise draft plan  <b>16. Accept and Revise Plan</b> <b>All:</b> Accept <b>Conclusion:</b> Accepted; Revise draft plan
Pat Krebs, President, Lebanon Valley Bicycle Coalition Sept 12, 2012 Continued	17. Concur with current description of a key safety condition for bicyclists – adequate shoulder widths; <b>notes (implies suggestion to add) other bicycle safety issues</b> that include new Highway Occupancy Permits and intersections improvements that add turning lanes.  18. <b>Recommends replacing</b> “share the road” with “Bikes May Use Full Lane” 19. <b>Recommends including sharrows</b> (shared lane markings) for roads that require bicyclists to take the travel lane (no shoulder)	<b>17. Discuss</b> <b>CB:</b> Accept <b>NCT:</b> Accept <b>NLT:</b> Accept <b>SLT:</b> Accept <b>WCT:</b> Accept <b>Conclusion:</b> Accept and revise draft plan  <b>18. Accept and Revise Plan</b> <b>All:</b> Accept <b>Conclusion:</b> Accepted; Revise draft plan <b>19. Discuss</b> <b>CB:</b> Accept

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response #. Suggested Action followed by summary of municipal comment and consensus
	<p>20. "A countywide assessment" paragraph is inaccurate; <b>suggests:</b></p> <p>A Lebanon County Bicycle Transportation Map has been developed by Lebanon Valley Bicycle Coalition with the technical and financial assistance of LEBCO MPO and PennDOT. This Map is available at <a href="http://www.lebcounty.org/Planning/Pages/MPO.aspx">http://www.lebcounty.org/Planning/Pages/MPO.aspx</a>. Roads are identified that are most important for bicyclists' travel in the County as well as roads that have scenic, tourism value. Roads and road segments have been identified that have four feet or greater shoulders. The FHWA and AASHTO guideline for shoulders is four feet minimum. The purpose of the Map is to enable planners, municipalities, Penn DOT, developers to know which roads should be improved when road segments are scheduled for resurfacing, rehabilitation, reconstruction. An equally important function of the Map is to identify which roads should not become less safe due to changes being made in the roadways. An example of a road that is excellent for bicycle travel is Cornwall Road which can become less safe due to the intersection reconstruction and turning lanes into the North Commons project (granting HOP).</p>	<p><i>NCT: Accept</i>  <i>NLT: Accept</i>  <i>SLT: no comment</i>  <i>WCT: Accept</i>  <b>Conclusion:</b> Accept and revise draft plan</p> <p><b>20. Accept and Revise Plan</b></p> <p><i>All: Accept</i>  <b>Conclusion:</b> Accepted; Revise draft plan</p>
	<p>21. Recognizes heritage tourism, a shared value</p>	<p>21. Comment only</p>
Pat Krebs, President, Lebanon Valley Bicycle	<p>22. <b>Recommends</b> the addition of bicycling to:          "Install streetscape improvements in villages and neighborhoods" with a pedestrian focus (page 56)</p>	<p><b>22. Accept and Revise Plan</b></p> <p><i>There was some discussion of inserting "consider" prior to "install", however the group concluded that "consider" implied in</i></p>



From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response #. Suggested Action followed by summary of municipal comment and consensus
Coalition Sept 12, 2012 <i>continued</i>		<i>the comprehensive plan, a policy document, not a legally binding one.</i> <b>All:</b> Accept <b>Conclusion:</b> Accepted; Revise draft plan
	23. <b>Suggests</b> that video detection for bicycles be used in place of traffic signals that detect bicycles; reference to the traffic signal at Docherty and 241 is incorrect; the location is Rocherty and SR 72 (spelling correction).	<b>23. Discuss</b> <i>Michelle noted that she had contacted Jon Fitzkee, transportation planner for the Lebanon County Planning Department and LEBCO MPO, who stated that video detection is becoming the norm in traffic signals. He stated the MPO would support this.</i> <b>CB:</b> Accept <b>NCT:</b> Accept <b>NLT:</b> Accept <b>SLT:</b> Accept <b>WCT:</b> Accept <b>Conclusion:</b> Accept and revise draft plan
	24. <b>Recommends</b> that safety audits address all modes of transportation that use these roads	<b>24. Accept and Revise Plan</b> <b>All:</b> Accept <b>Conclusion:</b> Accepted; Revise draft plan
	25. <b>Suggests</b> land development standards for bicycle pedestrian facilities that comply with AASHTO and the Assn of Pedestrian and Bicycle Professionals.	<b>25. Accept/Revise or Accept and modify as a reference to ordinance updates</b> <b>CB:</b> no comment <b>NCT:</b> Accept <b>NLT:</b> Accept <b>SLT:</b> prefer to note these as references, not local standards themselves <b>WCT:</b> Accept <b>Conclusion:</b> Accept and revise draft plan
	26. Notes 8 reportable motor vehicle/bicycle crashes (required medical treatment or vehicle towing), 2010-2011 with bicyclists at fault in 6 crashes. No data on non- reportable bicycle crashes; <b>suggests</b> that	<b>26. Discuss</b> <b>CB:</b> Accept <b>NCT:</b> Accept <b>NLT:</b> Accept

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response #. Suggested Action followed by summary of municipal comment and consensus
	<p>local police collect data on bicycle crashes to identify needs for improved facilities and/or education</p> <p>27. Notes that some Amish transportation safety concerns overlap with bicyclist's concerns</p> <p>28. <b>Suggests</b> revising this:  "pedestrians are walking on busy road shoulders"  As  "Pedestrians are using narrow shoulders on roads with significant traffic volumes."</p>	<p><i>SLT: Accept in principle, though it may not be practical. How useful will the data be?</i></p> <p><i>WCT: Accept</i></p> <p><i>Conclusion: Accept and revise draft plan</i></p> <p>27. Comment only</p> <p><b>28. Accept and Revise Plan</b></p> <p><i>Removal of the word "narrow" was suggested, since pedestrians use shoulders regardless of width.</i></p> <p><i>All: Accept</i></p> <p><i>Conclusion: Accepted; Revise draft plan</i></p>
<p>Bruce Gettle, President, Mt. Gretna Campmeeting Board of Managers, Sept 19, 2012</p>	<p>29. Recognizes the multi-municipal planning effort</p> <p>30. Notes the Campmeeting and Mt. Gretna area are not highlighted in the plan</p> <p>31. Sept 4, 2012 listing of the Campmeeting Historic District on the National Register; request showing this designation in the plan; <b>suggests</b> that the Campmeeting and Mt. Gretna area be mentioned as examples in Chapter 7, Economic Development Plan, Goal 4, Objective D, "Market available service opportunities," Recommendation 39, "Identify prime volunteer organizations," and Objective E, "Expand heritage tourism," Recommendations 41 and 42</p> <p>32. <b>Suggests</b> adding the Campmeeting as an example in the Natural and Historic Resources Plan, on pages 133-135</p> <p>33. <b>Suggests</b> adding the Campmeeting and Mt. Gretna Area Historical Society as support</p>	<p>Email response</p> <p>29. Comment only</p> <p><b>30. Discuss</b></p> <p><i>All: Incorporate</i></p> <p><i>Conclusion: Accepted; Revise draft plan</i></p> <p><b>31. Accept and Revise Plan</b></p> <p><i>All: Accept</i></p> <p><i>Conclusion: Accepted; Revise draft plan</i></p> <p><b>32. Accept and include as an example of vernacular land development pattern in both historic and land use/development chapters</b></p> <p><i>All: Accept</i></p> <p><i>Conclusion: Accepted; Revise draft plan</i></p> <p><b>33. Accept and Revise Plan</b></p>

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response #. Suggested Action followed by summary of municipal comment and consensus
	<p>partners under Goal 11, "Preserve significant historic resources," Recommendations 82 and 83</p> <p>34. <b>Suggests revision to</b></p> <p>"Given the installation of sewer lines in West Cornwall Township, residents are expected to increase through conversion of seasonal homes to year-round residences and the construction of new homes in the Quentin, Mine Road and Stoberdale area. An increase of 200 residents is projected."</p> <p>as</p> <p>"Given an expected increase in new senior housing in the Question area (Alden Place) and potential new construction on a few existing vacant lots in Quentin, Stoberdale, and Mine Road areas, an increase of 200 residents is projected."</p> <p>35. <b>Requests explanation</b> of what the Planned Development designation means for the Campmeeting, "since there is no growth potential in Camp meeting and it is now a National Historic District."</p>	<p><i>All: Accept</i></p> <p><i>Conclusion: Accepted; Revise draft plan</i></p> <p><b>34. Discuss comments 9, 34 and 41</b></p> <p><i>This item pertained only to West Cornwall Township. The WCT planning commission had discussed the texts available as of its September planning commission meeting and determined that the text shown as comment 34 was the preferred text for the draft plan.</i></p> <p><i>Conclusion: Accept text as shown as comment 34.</i></p> <p><b>35. Discuss; reference Chapter 5, Future Land Use, page 43 and Goal 2, Obj A, regarding the Planned Development designation</b></p> <p><i>Michelle noted that the Planned Development designation, described on page 43, not only recognizes where new development can occur but also denotes where <u>re</u>development of even a single site, e.g. after property damage, could occur. Redevelopment's character should strive to be similar to the existing character, and not necessarily reflect "current" design practice. There was discussion and a recommendation that the National Historic District designation and its implications be stated in the plan.</i></p> <p><i>CB: Accept</i></p> <p><i>NCT: Accept</i></p> <p><i>NLT: Accept</i></p> <p><i>SLT: Accept</i></p> <p><i>WCT: Accept</i></p> <p><i>Conclusion: Accept and revise draft plan</i></p>
Bruce Gettle, President,	36. Under Small Community Water Systems, page 102, <b>requests addition:</b> the	<p><b>36. Accept and Revise Plan</b></p> <p><i>All: Accept</i></p>

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response #. Suggested Action followed by summary of municipal comment and consensus
Mt. Gretna Campmeeting Board of Managers, Sept 19, 2012 <i>continued</i>	<p>Campmeeting and Mt. Gretna each have their own water systems, which are interconnected with Mt. Gretna Borough Authority's water system for reliability</p> <p>37. Page, 103, <b>requests addition:</b> the Campmeeting, Mt. Gretna Heights, and Stoberdale all have separate public sewer collection systems that are served by the treatment plant owned and operated by the Mt. Gretna Borough Authority. Supports portions of the plan that champion forest preservation and protection of the area's sensitive natural features, including streams, wetlands, and wildlife habitat. Specific goals noted.</p>	<p><b>Conclusion:</b> Accepted; Revise draft plan</p> <p><b>37. Accept and Revise Plan</b></p> <p><b>All:</b> Accept</p> <p><b>Conclusion:</b> Accepted; Revise draft plan</p>
Pat Krebs, President, Lebanon Valley Bicycle Coalition Sept 23, 2012	<p>38. Appreciates that the plan recognizes bicycling interests</p> <p>39. <b>Suggests</b> revising "Rec 29. Consider innovative alternatives in transportation problem-solving (e.g., roundabouts and other unconventional treatments, etc.)" to include bicycling as an alternative.</p> <p>40. Points out that trips diverted from cars to bicycles could 1) reduce school district bussing costs and 2) reduce/delay cost of road improvements.</p>	<p>38. Comment only</p> <p><b>39. Discuss;</b> recommendation was intended to address design alternatives</p> <p><i>Michelle stated that the intent of the recommendation was to address design alternatives; bicycling as an alternative is a travel choice alternative that could be supported by municipal policy or advocacy. This distinction could be noted in the plan, acknowledging that both are relevant to the use and design of the transportation system.</i></p> <p><b>CB:</b> Accept</p> <p><b>NCT:</b> Accept</p> <p><b>NLT:</b> Accept</p> <p><b>SLT:</b> Accept</p> <p><b>WCT:</b> Accept</p> <p><b>Conclusion:</b> Accept and revise draft plan with note</p> <p>40. Comment only</p>
Marla Pitt, President, Preserve Mount	<p>41. Restates objection to the rationale of the West Cornwall Township population projection (unchanged since the July 2,</p>	<p><b>41. Discuss comments 9, 34 and 41</b></p> <p><i>This item pertained only to West Cornwall Township. The WCT planning commission</i></p>

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response #. Suggested Action followed by summary of municipal comment and consensus
Gretna Sept 24, 2012	<p>2012 draft) (see Comment #9); noting “0” Projected Residents from Planned Development in Table 5-7 (and Table 2-3) and, per Jeff Steckbeck’s explanation, emphasizing Quentin as the focus of planned development, Preserve Mount Gretna suggests:</p> <p>“Given the rezoning of 40 acres of land for a 55+ community (Alden Place) in the Quentin area along with the installation of sewer lines along Route 117, residents in the Quentin and WCT portion of Mt. Gretna area are expected to increase primarily through the new senior housing project. The Township also may see some increase through the conversion of seasonal homes to year- round residences and through new construction elsewhere in the Township. An increase of 200 residents is projected.”</p>	<p>had discussed the texts available as of its September planning commission meeting and determined that the text shown as comment 34 was the preferred text for the draft plan.</p> <p><b>Conclusion:</b> Accept text as shown as comment 34.</p>
North Cornwall Township Planning Commission Meeting summary and response September 26/29, 2012	42. Add the Cornwall Historical Alliance, the Historic Preservation Trust of Lebanon County, and the Lebanon County Historical Society to the supporting partners for Recommendations 82 (update historic resource inventory), Rec. 83 (develop historic preservation plan), Rec. 85 (promote voluntary use of vernacular building styles), and Rec. 87 (initiate certification program for historic agricultural structures).	<p><b>42. Accept and Revise Plan</b></p> <p><b>All:</b> Accept</p> <p><b>Conclusion:</b> Accepted; Revise draft plan</p>
Ellie Salahub, North Cornwall Township resident, and Susan Wentzel, President, Cornwall Historical Alliance October 3, 2012	<p>See note at right.</p> <p>43. Suggests revision to Comment #13 (addition underlined):</p> <p>“Demolition of the historic red schoolhouse in Cornwall occurred in 2008 because members of the Cornwall-Lebanon School Board and the Cornwall Borough did not have the collective will to overcome mistrust of each other and a small group of dissenters who were concerned about their</p>	<p><b>43. Discuss Comments 13 and 43</b></p> <p><b>Alternative text offered and declined:</b></p> <p>“The historic red schoolhouse in Cornwall was owned by the Cornwall-Lebanon School District. The district sought to demolish the building and retain the real estate for future school district facilities. Community members expressed interest in the preservation of the schoolhouse and its re-use as a museum. The school</p>

From, Dated	Comments (requests for revision are shown in bold)	Acknowledgement / Response #. Suggested Action followed by summary of municipal comment and consensus
	<p>taxes being raised for this project. They were unable to collaboratively function to realize a common goal that was very important to their respective communities and Lebanon County. <u>There were many potential reuses, a municipal building for Cornwall Borough and their police department, museum, educational venue, scenic by-way visitors' center, etc. Fundraising and grants for the project were to be an ongoing endeavor dependent on its reuses. Many parties were involved to save the schoolhouse including representatives from the Pennsylvania Historical and Museum Commission, PA Department of Education, Senator Brightbill, Representative Zug, Earl Meyer, Executive Director of the Lebanon County Planning Department, Cornwall Historical Alliance, Lebanon Valley Conservancy and countless Lebanon County residents. It was, unfortunately, a lack of vision and commitment by public officials of the Cornwall-Lebanon School District and Cornwall Borough who were pivotal to securing its preservation and reuse. This should serve as a lesson to the Cornwall-Lebanon School District and the participating municipalities that have come together for this Regional Comprehensive Plan that is meant to benefit our greater community."</u></p>	<p>district temporarily deferred its decision to demolish the building, allowing citizens an opportunity to raise funds for its purchase and preservation. Dissenters to the effort expressed opposition, fearing a tax increase in Cornwall Borough. Ultimately, the fundraising effort was not successful in the timeframe allotted by the school district, and the district took action in 2008 to demolish the building. There are many other buildings, sites and other structures of cultural and historic value to the region's citizens. If such landmarks are to be successfully protected, citizens, organized privately, and/or municipalities through their planning commissions must identify significant landmarks and communicate their interests in working with property owners or purchasing property from property owners through proactive preservation planning, not as a reactive response to demolition."</p> <p><b>Conclusion:</b> Remove this text from draft plan (See discussion under Comment 13)</p>





# B5 JOINT PUBLIC HEARING SUMMARY

Thursday, March 7, 2013

6pm at Cedar Crest High School LGI Room

Advertised on Thursday, February 21, 2013 and Thursday, February 28, 2013 in the Lebanon Daily News

## Attendance

### Boards of Supervisors

<b>North Cornwall Twp</b> (NCT)	✓ Kip Kelly, Chairman Ammon Peiffer, Vice-Chair Sam Abram, Jr.	<b>South Lebanon Twp</b> (SLT)	✓ Robert Arnold, Chairman ✓ David Eggert, Vice-Chair ✓ Stephen Krause
<b>North Lebanon Twp</b> (NLT)	✓ Richard (Dick) Miller, Chairman ✓ Ed Bressinger, Vice-Chair ✓ Ken Artz	<b>West Cornwall Twp</b> (WCT)	✓ Russ Gibble, Chairman ✓ Frank Dombrowski, Vice-Chair ✓ Glenn Yanos

### Consultants

✓ Michelle Brummer	Project Manager, Gannett Fleming
--------------------	-------------------------------------

### Steering Committee Members (who are not Supervisors)

✓ Robert (Rob) Koehler	Councilman, Cornwall Borough	✓ Curtis (Curt) Kulp	Manager, South Lebanon Twp
Joe Lescisko	Former Planning and Zoning, Cornwall Borough	Jon Beers	Planning Commission, South Lebanon Twp
Robert Simmermon	Planning and Zoning, Cornwall Borough	✓ Jeff Steckbeck	Municipal Engineer, Cornwall Borough, West Cornwall Twp
✓ Robin Getz	Manager, North Cornwall Twp	✓ Bob Sentz	Lebanon County Planning
✓ Robert Gearhart	Planning Commission, North Cornwall Twp	Julie Cheney	Lebanon County Planning
✓ Cheri Grumbine	Manager, North Lebanon Twp	Kurt Phillips	Cedar Crest School District
✓ Charles Allwein	Planning Commission, North Lebanon Twp	✓ Sheila Warluft	Asst Manager, North Lebanon Twp (Alternate)
✓ Dawn Hawkins	Former Supervisor, North Lebanon Twp		

---

## Meeting Summary

At least 46 persons were in attendance based on the sign-in sheet.

### 1. Call to Order and Roll Call

Kip Kelly, Chairman of the North Cornwall Township Board of Supervisors called the meeting to order. He asked all to stand and to pledge allegiance to the US flag. He asked for a role call from each of the Boards of Supervisors. He then turned the meeting over to Michelle Brummer, Project Manager.

### 2. Overview of the Draft Regional Comprehensive Plan – December 2012

Michelle Brummer, AICP, Project Manager from Gannett Fleming, thanked everyone for attending the public hearing. She noted that the draft Regional Comprehensive Plan was prepared as comprehensive policy document for five municipalities; in recent weeks, Cornwall Borough has opted out of the regional plan. The plan focuses on opportunities for cooperation among the municipalities. She stated that the purpose of the public hearing was to hear comments from the public on the revised draft plan dated December 2012, as required by the state planning law, the Pennsylvania Municipalities Planning Code. The supervisors might take the opportunity to discuss the comments but were not required to do so.

She made a few remarks about the issues and opportunities the plan intended to address, referencing a similar presentation, which was given at the joint planning commission public meeting and is available on the project website, [www.cornwall-lebanonplan.com](http://www.cornwall-lebanonplan.com). Regarding comments, Michelle said that revisions approved by a majority of the municipal partners would be incorporated in the final document.

Dick Miller, NLT, asked Michelle about the legal status of a municipal or multi-municipal comprehensive plan. She said that municipalities may adopt a comprehensive plan but are not required to do so. Dick Miller then asked if there is a penalty or other negative impact of not having an adopted comprehensive plan. Michelle replied that an adopted comprehensive plan can be helpful when applying for state, federal or other private grants. Specifically, a comprehensive plan that is 10 years old or less is viewed as current. Dick Miller asked if not having a current comprehensive plan could impact a municipality's NPDES permit, or other similar permits. Michelle said she was not aware of any such impact.

### 3. Public Comment

Michelle reviewed the sign-in sheet to estimate the number of attendees who wanted to make a comment to the boards of supervisors. She asked for volunteers who wished to make a comment, then called on persons in the order they appeared on the sign-in sheet.

- a. Kamie Downen, a resident and business owner of Preparation PA from North Lebanon Township, spoke about the benefit of comprehensive plan to her business operation.
- b. Marla Pitt, resident of Mount Gretna Borough and President of Preserve Mount Gretna (PMG), recognized the planning effort, its accommodation of previous PMG comments, and emphasized its February 6, 2013 letter and its focus on resource protection.

- 
- c. Jeff Steckbeck, resident of the region and business owner in West Cornwall Township, spoke about the increased cost of development from 1990 to present as a result of increased regulation and cited public documents advocating incorporation of the United Nations Agenda 21 principles into US government policies and documents rejecting such principles. He asked for no more regulation.
  - d. Pam Bishop, resident of West Cornwall Township, commented on the timing and content of the March 5, 2013 submission of a preamble by West Cornwall Township.

Frank Dombrowski clarified that the preamble was not endorsed by the West Cornwall Township Board of Supervisors. He said that he had recently read a book, *Behind the Green Mask*, and then re-read the regional comprehensive plan draft. From his new perspective, he and Jeff Steckbeck, West Cornwall Township municipal engineer, had collaborated on the proposed preamble and asked the West Cornwall Township secretary to distribute it to the municipal partners. He stated it was not reviewed by all the West Cornwall Township supervisors and had not been discussed in a public forum; this was a proposal for all to consider.

- e. John Dernbach, Professor at Widener Law School, who attended the United Nations Conference on Environment and Development in 1992, attended at the request of Pam Bishop and spoke about Agenda 21 as a policy of balancing development and the environment.
- f. Phil Stober, resident and business owner of West Cornwall Township, spoke in favor of protecting agricultural lands as a local food source.
- g. Earl Roberts, resident of North Lebanon Township, spoke about property owners in North Lebanon Township whose rezoning requests were denied and not addressed in the regional comprehensive plan and another property identified as a potential future use where no rezoning request has been submitted.
- h. Doug Lorenzen, resident of West Cornwall Township, deferred to comment based on the previous comments by Pam Bishop and John Dernbach.
- i. Ellie Salahub, resident and planning commission member of North Cornwall Township, spoke in favor of the comments from the North Cornwall Township planning commission made at the October 4, 2012 joint public meeting.
- j. Dawn Hawkins, former supervisor of North Lebanon Township and steering committee member for the regional comprehensive plan, spoke in favor of the plan as a plan of common sense in local government.
- k. Bob Sentz, Lebanon County Planning Department, spoke in favor of the plan as a long-standing idea to work together for development and conservation.

After the public comments were heard, Kip Kelly called for a short break.

#### **4. Comments since October 4, 2012**

After resuming the public hearing, Michelle stated that she had prepared a summary table of the public comments sent to her. Copies of the summary were distributed to the boards of supervisors via the municipal managers and secretaries in late February. An updated summary was provided to the supervisors as a public hearing handout; it numbered the items and provided a suggestion for each item from Michelle, the planning consultant.

---

These comments focused on 10 items in the plan. Some addressed the language and focus of objectives, some addressed specific recommendations, and some addressed narrative text in the plan.

In addition, a proposed preamble was sent earlier in the week by the West Cornwall Township secretary to Michelle and copied to the municipal partners.

## **5. Discussion of Comments by the Boards of Supervisors**

Kip asked the supervisors if they wished to discuss any of the comments, the preamble or the plan in general. Glenn Yanos, WCT, and Dick Miller, NLT, each said they would like more time to consider their vote on adoption of the plan. Ed Bressinger, NLT, said he was willing to discuss items with other supervisors during the hearing. Dick Miller noted that Agenda 21 will be a session topic at the PA Association of Township Supervisors (PSATS) in April.

Steve Krause, SLT, expressed his support for the plan and no need for a preamble statement when the comprehensive plan is non-binding.

Michelle Brummer offered a potential option that municipalities might consider, that is, for each municipality to insert more progressive or more restrictive language in its adopting resolution. This would have no bearing on the other adopting municipalities. If interested, the supervisors should discuss with their solicitors.

Dave Eggert, SLT, stated the plan does not intend to burden any property owner. It is a document to help the municipalities think about the future. Kip Kelly agreed.

Russ Gible, WCT, didn't think anyone would oppose parts of the preamble. He then read from *No Tickets for His Funeral*, a poem about a Vietnam War veteran. He concluded by saying he supported including the preamble.

Dave Eggert, SLT, felt the preamble wasn't necessary. He mentioned the planning effort as a means to build a community among residents. He referenced being elected to guide the community's future.

Kip asked if there was consensus among the SLT supervisors on the preamble.

Steve Krause, SLT, said not as is. He might consider in some other form. He noted the plan is for cooperation and has good goals. He doesn't want to violate property rights but reasonable controls are needed. We should work together. It's a non-binding document.

Sam Abram, Jr., asked if an acceptable revision could be crafted.

Steve Krause, SLT, said the preamble should be reviewed by a solicitor and mandates removed.

Ammon Peiffer, NCT, expressed that no preamble was necessary and municipalities could accept or reject the plan as is.

Steve Krause, SLT, restated that the comprehensive plan is non-binding.

Sam Abram, Jr., NCT, expressed interest in a compromise to gain broader cooperation, to show unity, and potentially to encourage Cornwall Borough to rejoin the effort.

---

Dave Eggert, SLT, emphasized that the plan was prepared over a long period and there were many opportunities for input.

Sam Abram, Jr., NCT, suggested this final review period was an opportunity for the supervisors to be leaders. A little more time could make it stronger.

Kip asked Michelle if she has ever seen a preamble to a comprehensive plan. She replied that she knew of one instance – a preamble to a comprehensive recreation plan that stated the voluntary participation of the municipalities in preparing the plan and in any and all implementation of the plan. The preamble provided sufficient assurance for municipalities that were concerned with being or feeling required to implement the plan to adopt the plan.

Sam Abram, Jr., NCT, asked if anyone was opposed to reaching out to Cornwall Borough. Looking at the supervisors, Kip said that no one opposed.

Kip asked Michelle if she could provide a similar statement for this plan; she agreed. Kip asked the supervisors if they consider an alternate statement; they agreed to consider an alternate statement.

Kip asked if the supervisors wanted to accept any of the comments submitted, particularly those from the Lebanon Valley Bicycle Coalition (items 7 and 8), which were comments to clarify the text. The Boards of Supervisors of North Lebanon, South Lebanon, and North Cornwall approved the incorporation of these comments as shown in the handout.

## **6. Next and Final Steps in Review and Adoption**

Michelle summarized that the boards of supervisors would review and discuss the remaining comments at their respective meetings and ask their managers to convey the results to Michelle. Michelle will prepare a brief preamble and distribute to the managers for consideration by the boards of supervisors.

Kip proposed a joint meeting to review the results of the supervisors' input prior to adoption. Several supervisors agreed that it was a good idea.

Kip asked for a motion to adjourn the meeting. Dick Miller, North Lebanon Township made the motion to adjourn. The motion was seconded by Ken Artz, North Lebanon Township.

The meeting adjourned at approximately 8:50pm.



6pm on June 6, 2013 at the Cedar Crest High School LGI Room

Advertised on Thursday, May 16, 2013 and Thursday, May 23, 2013 in the Lebanon Daily News

## Attendance

### Boards of Supervisors

<b>North Cornwall Twp</b>	✓ Kip Kelly, Chairman ✓ Ammon Peiffer, Jr. Vice-Chair ✓ Sam Abram, Jr.	<b>South Lebanon Twp</b>	✓ Robert Arnold, Chairman ✓ David Eggert, Vice-Chair Stephen Krause
<b>North Lebanon Twp</b>	✓ Richard (Dick) Miller, Chairman ✓ Ed Bressinger, Vice-Chair ✓ Ken Artz	<b>West Cornwall Twp</b>	✓ Russ Gible, Chairman ✓ Frank Dombrowski, Vice-Chair ✓ Glenn Yanos

### Consultants

✓ Michelle Brummer, Project Manager, Gannett Fleming

### Steering Committee Members (who are not Supervisors)

✓ Robin Getz	Manager, North Cornwall Twp	✓ Curtis (Curt) Kulp	Manager, South Lebanon Twp
✓ Robert Gearhart	Planning Commission, North Cornwall Twp	Jon Beers	Planning Commission, South Lebanon Twp
✓ Cheri Grumbine	Manager, North Lebanon Twp	✓ Jeff Steckbeck	Municipal Engineer, Cornwall Borough, West Cornwall Twp
Charles Allwein	Planning Commission, North Lebanon Twp	Bob Sentz	Lebanon County Planning
✓ Sheila Warluft	Asst Manager, North Lebanon Twp (Alternate)	✓ Julie Cheney	Lebanon County Planning
Dawn Hawkins	Former Supervisor, North Lebanon Twp	Kurt Phillips	Cedar Crest School District

Twenty-two citizens were in attendance based on the sign-in sheet.



---

## Meeting Summary

Kip Kelly, Chairman of the North Cornwall Township Board of Supervisors, called the meeting to order, welcomed the attendees, and led the pledge of allegiance. He then turned the meeting over to Michelle Brummer, Project Manager for the Regional Comprehensive Plan.

Michelle Brummer, AICP, Project Manager from Gannett Fleming, greeted the Boards of Supervisors and attendees. She stated that the purpose of the joint public meeting was to:

1. Reach consensus in addressing the remaining comments to the December 2012 Draft of the Cornwall-Lebanon Regional Comprehensive Plan
2. Adopt the Cornwall-Lebanon Regional Comprehensive Plan, including any revisions approved by the Boards, for those municipalities ready to do so.

She reminded the Boards and the audience that the comprehensive plan is an advisory, non-binding policy document that records the issues considered and the decisions made about the best approaches to those issues.

She also stated that the Boards of Supervisors held its joint public hearing on March 7, 2013 at which time they heard verbal public comments on the draft Regional Comprehensive Plan. The Boards indicated that they were not ready to finalize the plan and vote on its adoption, and requested that another joint meeting be held after each Board had an opportunity to consider the public comments. Michelle understood that all four Boards had met since March 6 and she had received preferences from the Boards of North Cornwall, North Lebanon, and West Cornwall for nearly all of the remaining comments. South Lebanon reported that the plan was discussed and had reached a consensus on most if not all comments.

For tonight's meeting, Michelle prepared an advance agenda for the Boards, aiming to clearly outline and, where appropriate, narrow the choices for how to address the remaining eight comments. In some cases, new text was drafted to provide greater clarity or explanation. In all cases, she offered her recommendation. She emphasized that the Boards should discuss and ultimately decide the best manner in which to address each comments, which could include retaining the December 2012 draft.

In preparation for the meeting, Michelle discussed with Kip Kelly whether any additional public comments would be allowed at the meeting. He indicated that brief public comments would be permitted prior to the Boards discussion of the plan.

Marla Pitt of Preserve Mount Gretna, stated concern that the preamble proposed at the June 6, 2013 meeting, and prepared by Frank Dombrowski and Jeff Steckbeck, may be a barrier to plan adoption. She stated that she attended the West Cornwall Township Board of Supervisors meeting on June 3, 2013, where the plan was discussed. On behalf Preserve Mount Gretna, she stated that the preamble is unnecessary.

Harry Fies, resident of Quentin, West Cornwall Township, stated his concern that there is no concern for citizens or citizens' rights expressed in the plan. He requested that the Boards not adopt the plan.

Ellie Salahub, Planning Commission member of North Cornwall Township, spoke on behalf of Rodney Gernert, a resident of West Cornwall Township, who was not able to attend. She presented a prepared letter

---

(attached) referencing the June 3, 2013 West Cornwall Township Supervisors meeting and the preparation, review and approval process used to bring the preamble to the joint Board meetings. Mr. Gernert's letter requested that the preamble be declined as not representative of the residents of West Cornwall Township, that the alternative preamble prepared by Ms. Brummer be accepted, or that no preamble be attached to the comprehensive plan. He closed with support for regional planning about the townships and boroughs of Lebanon County.

Jeff Steckbeck, municipal engineer for West Cornwall Township, stated his objection to the comments submitted by the public and municipalities since the July 2012 draft plan, which the steering committee approved. He expressed that there was ample opportunity for such comments to have been brought to the committee. Regarding the June 3, 2013 West Cornwall Township Supervisors meeting, he stated that people don't understand the comprehensive plan. He read two statements from the Pennsylvania Municipalities Planning Code:

**Article III – Comprehensive Plan, Section 303. Legal Status of Comprehensive Plan within the Jurisdiction that Adopted the Plan.**

(c) Notwithstanding any other provision of this act, no action by the governing body of a municipality shall be invalid nor shall the same be subject to challenge or appeal on the basis that such action is inconsistent with, or fails to comply with, the provision of a comprehensive plan.

**Article VI – Zoning, Section 603. Ordinance Provisions.**

(j) Zoning ordinances adopted by municipalities shall be generally consistent with the municipal or multimunicipal comprehensive plan or, where none exists, with the municipal statement of community development objectives and the county comprehensive plan. If a municipality amends its zoning ordinance in a manner not generally consistent with its comprehensive plan, it shall concurrently amend its comprehensive plan in accordance with Article III.

Kip Kelly stated that the process allowed input and comment even after the planning commissions' recommendation. Michelle added that the public review period required by the state planning code occurs after the planning commission recommendation to the governing body. Jeff responded that input of comments (during this period) may have influenced Cornwall Borough's decision (to drop out of the regional plan).

At this time, there were no additional public comments.

## **1. Proposed Preambles**

At the March 7, 2013 Joint Public Hearing, Frank Dombrowski presented a preamble for the Regional Comprehensive Plan. He stated that he prepared the preamble with the assistance of Jeff Steckbeck. That preamble was not viewed favorably by the Boards and after discussing the relevance of a preamble to the Regional Comprehensive Plan, the Boards requested that Ms. Brummer draft an alternate preamble for consideration.

---

Michelle stated that as the Boards reported their preferences to her, they indicated the following:

**Dombrowski/Steckbeck Preamble**

North Cornwall – opposed  
North Lebanon – opposed  
South Lebanon – no opinion provided  
West Cornwall – no opinion provided

**Planning Consultant Preamble**

North Cornwall – acceptable  
North Lebanon – acceptable; open to minor modification  
South Lebanon – no opinion provided  
West Cornwall – no opinion provided

She asked each Board to confirm their preference and asked the Boards to discuss their opinions toward consensus. North Cornwall and North Lebanon confirmed and South Lebanon preferred no preamble. Frank Dombrowski handed out a single page (attached) to the Board members, indicating the proposed addition of 2 paragraphs to the consultant preamble. Ms. Brummer read the consultant preamble she had prepared in March and the 2 proposed paragraphs for the public. After some discussion, Mr. Dombrowski stated that the 2 paragraphs were his proposal, not an approved proposal of the West Cornwall Township Supervisors as indicated on the handout.

Doug Lorenzen and Pam Bishop, residents of West Cornwall Township, expressed concern for the process by which the new text was presented to the Boards without opportunity for public comment. She outlined the multiple opportunities available (to present a preamble or other municipal comment) since the draft plan was approved by the steering Committee in summer 2012. In addition, she objected to the language referencing the United Nation Agenda 21.

Moving the discussion toward municipal action, Kip Kelly asked each municipality for its current opinion toward the consultant preamble, the consultant preamble amended with the additional language presented, or no preamble.

North Cornwall – no preamble  
North Lebanon – no preamble  
South Lebanon – no preamble  
West Cornwall - the consultant preamble amended with the additional language presented

There was majority consensus that the plan have no preamble. Michelle asked the West Cornwall Township Board if it was comfortable in using the option of adopting the plan by resolution with its own preamble. The Board said yes.

Pam Bishop made a closing comment indicating that West Cornwall Township had already adopted a separate resolution expressing its views of the United Nations Agenda 21.

---

## 2. Comments (Revision) Approved

---

Michelle Brummer stated that of the 10 written comments, items 7 & 8 regarding bicycle facilities were accepted by vote at the March 7, 2013 joint public hearing.

## 3. Comment with Consensus, pending approval

---

Michelle Brummer stated that item 4 was a comment in regard to potential locations for conservation subdivisions, as listed in Chapter 5, Land Use, Page 38 of the December 2012 draft. North Cornwall and North Lebanon deferred to the municipalities that have jurisdiction on South Mountain. South Lebanon and West Cornwall both preferred to keep South Mountain on the list of locations for conservation subdivisions per the December 2012 draft.

### Decision: No change to December 2012 draft

Michelle noted that Item 10 regarding Forest Conservation on South Mountain incorrectly listed under this item on the draft agenda and would be discussed later in the meeting.

## 4. Comments with Discussion Needed

---

Michelle explained that for each of the remaining items/comments for which a decision is needed, the text from the December 2012 draft and one or more alternatives is provided. New or revised text is underlined. Long passages that are unchanged are represented with "...". The alternatives reflect text preferred by one or more of the Boards of Supervisors, or suggested by the planning consultant, Gannett Fleming, in response. A planning consultant recommendation is also provided.

### Item 1 - The Plan's Issue/Goal Statement

Chapter 1, Page 1

- ***Dec 2012 draft***  
"Protect natural and sensitive environmental resources from the direct and indirect impacts of development."  
"Preserve the unique qualities and characteristics of rural villages and towns and significant sites from direct and indirect impacts of development."
- ***Alternative 1***  
"Protect natural and sensitive environmental resources."  
"Preserve the unique qualities and characteristics of rural villages and towns and significant sites."

**Planning Consultant Recommendation:** Alternative 1. These are goals for the plan, being introduced on page 1 and to be elaborated upon in the rest of the document.

Michelle stated each Board's preference as received, and asked for confirmation:

North Cornwall – Dec 2012 draft

---

North Lebanon – Alternative 1  
South Lebanon – Alternative 1  
West Cornwall – Alternative 1

There was brief discussion of whether municipalities receive information on the impacts of development. North Cornwall agreed to compromise.

**Decision:** Alternative 1 will be used in the final plan.

---

## **Item 2 - Future Development in the Planned Conservation Area**

Chapter 4, Goals and Objectives page 19 and Chapter 5, Land Use page 44

Land Use Goal 1, Objective B

GOAL 1. MAINTAIN A BALANCE OF DEVELOPED, URBAN AREAS AND CONSERVED, RURAL LANDS.

**A. Guide the majority of growth to the Planned Development Area. Within this area, municipal policies and regulations should: ...**

**B. Allow development that is conservation-oriented in the Planned Conservation Area. Within this area, municipal policies and regulations should:...**

- *Dec 2012 draft*  
Allow development that is conservation-oriented in the Planned Conservation Area.
- *Alternative 1*  
Restrict development in the Planned Conservation Area.
- *Alternative 2 (New)*  
Require development locating in the Planned Conservation Area to be conservation-oriented.

**Planning Consultant Recommendation:** The original intent is perhaps better expressed in Alternative 2. It maintains the amount of development permitted currently but recommends that such development be placed more sensitively to protect natural and sensitive resources as specified by ordinance.

Michelle stated each Board's preference as received, and asked for confirmation:

North Cornwall – Alternative 1  
North Lebanon – Dec 2012 draft  
South Lebanon –  
West Cornwall – Alternative 2

**Decision:** Alternative 3 will be used in the final plan:  
Discourage development in the Planned Conservation Area and encourage development that does locate there to be conservation-oriented.

---

---

### Item 3 - Goals of the Planned Conservation Area

Chapter 4, Goals and Objectives page 19 and Chapter 5, Land Use page 44

#### Objective's Bullets

- *Dec 2012 draft*

Within this area (the Planned Conservation Area), municipal policies and regulations should:

- Minimize forest fragmentation and restore forest connectivity, especially on South Mountain (the Highlands).
- Conserve prime farmland soils for agriculture and other open space uses.
- Preserve lands in large, contiguous blocks.

- *Alternative 1*

Add a 4<sup>th</sup> bullet:

- Utilize conservation by design principles in portions of planned conservation areas where development is currently allowed.

- *Alternative 2 (suggested by West Cornwall)*

Add a 4<sup>th</sup> bullet:

- Utilize conservation by design principles as described in the "Growing Greener: Conservation By Design" manual as published by the Natural Lands Trust and PA DCNR in the portions of the planned conservation areas where development is currently allowed.

**Planning Consultant Recommendation:** Dec 2012 draft. The action or application is stated in Recommendation 3: Enact Conservation by Design provisions in zoning and subdivision and land development ordinances to protect natural resources, which is listed under the Planned Conservation Area objectives and therefore recommended to be applied in the Planned Conservation Area, which includes floodplains and wetlands throughout the region, including urbanized areas.

Michelle noted that this item was closely related to the previous item. Her perspective was that conservation by design principles were a tool to achieve the three bulleted outcomes, and were already listed among the recommendations under this objective, thus the new bullet was redundant. She added that redundancy is sometimes worthwhile, and that if the Boards found it helpful to reference conservation by design multiple times, there was certainly no harm.

Michelle stated each Board's preference as received, and asked for confirmation:

North Cornwall – Alternative 1  
North Lebanon – Dec 2012 draft  
South Lebanon – Dec 2012 draft  
West Cornwall – Alternative 2

North Cornwall and West Cornwall agreed to accept the Dec 2012 draft.

**Decision:** The language of the Dec 2012 draft will remain in the final plan.

---

Michelle introduced Item 5 as the longest passage and included the entire passage for context. She noted that Growing Greener: Conservation by Design publication could be mentioned as a specific resource, as noted in Alternative 1. The process's distinction of primary and secondary conservation lands might also be useful. In Alternative 2, she noted that conservation by design uses three related planning tools to accomplish planned

---

conservation. The phrase “planned conservation areas” has slightly different meanings in the conservation by design process, where the areas are resource determined, and in the regional comprehensive plan, where we referenced existing zoning districts (though the two uses may result in the same geography).

## **Item 5 - Definition and Purpose of Planned Conservation Area**

Chapter 5, Land Use, Page 44

- *Dec 2012 draft*

Rec 3. Enact Conservation by Design provisions in zoning and subdivision and land development ordinances to protect natural resources.

The Conservation by Design subdivision and land development technique limits impacts to specified resources while clustering the development potential on the remaining portion of the site. The technique is most often used to limit impacts to natural resources, such as the clearing of woodlands, construction of impervious surfaces on prime agricultural soils, but can also minimize impacts to cultural resources, such as significant viewsheds, historic buildings and other man-made features.

The technique requires authorization in both the zoning and subdivision and land development ordinances. It is recommended here for application to zoning districts in the Planned Conservation Area. It is most commonly used in residential zoning districts and could be applied or adapted to select commercial districts, such as a business park, where the protected resources would provide a distinctive setting.

The Natural Lands Trust in Media, PA maintains model ordinances for municipal review and modification; the Trust’s model ordinances as of 2007 are included in Appendix III: Model Ordinances of the Lebanon County Comprehensive Plan. As model ordinances, they are intended for modification to suit local needs, purposes, and conditions. In some cases, only a few provisions from the model ordinance may be applicable or necessary to strengthen a municipality’s existing ordinance to achieve a desired goal. South Annville Township has enacted modified Conservation by Design provisions to coordinate linked open space among multiple residential developments.

- *Alternative 1*

Rec 3. Enact Conservation by Design provisions in zoning and subdivision and land development ordinances to protect natural resources in the Planned Conservation Area.

The Conservation by Design subdivision and land development technique ... features.

The technique... setting.

The Natural Lands Trust (NLT) in collaboration with the Pennsylvania Department of Conservation and Natural Resources (DCNR) prepared a booklet in 2009 entitled “Growing Greener: Conservation by Design”. The booklet explains the conservation by design process used to protect interconnected networks of open space: natural areas, greenways, trails and recreational lands. NLT maintains model ordinances...developments.



---

Planned Conservation Areas are either 1. - Primary conservation lands that are wet, flood-prone or steep or 2. - Secondary conservation lands that contain noteworthy features such as woodlands, greenways and trails, stream corridors, prime farmlands, hedgerows, historic and natural resource areas. Conservation by Design (CBD) should not be used in Primary Conservation Lands under any circumstances and should only be used in Secondary Conservation Lands if development is allowed by ordinance.

- *Alternative 2 (Revised from Alternative 1; revisions in **bold**)*

Rec 3. Enact Conservation by Design provisions in zoning and subdivision and land development ordinances to protect natural resources in the Planned Conservation Area.

The Conservation by Design subdivision and land development technique ... features.

The technique... setting.

The Natural Lands Trust (NLT) in collaboration with the Pennsylvania Department of Conservation and Natural Resources (DCNR) prepared a booklet in 2009 entitled "Growing Greener: Conservation by Design". The booklet explains the process used to protect interconnected networks of open space: natural areas, greenways, trails and recreational lands. **The process uses three interrelated planning tools to achieve conservation goals:**

- **the comprehensive plan or other adopted policy designates a map of potential conservation lands; in the Cornwall-Lebanon Regional Comprehensive Plan, this is the Planned Conservation Area shown on Map 9, Planned Development Area and Planned Conservation Area Map.**
- **zoning regulations designate and set aside primary conservation lands (those lands typically protected by laws and codes, such as floodplains, wetlands and steep slopes) and secondary conservation lands (those lands that contain locally determined noteworthy features, such as woodlands, greenways and trails, stream corridors, prime farmlands, hedgerows, historic and natural resource areas) from the parcel's developable area.**
- **subdivision and land development regulations provide options for subdividing and developing the remaining land at various densities; generally none exceed the maximum density allowed by the previous ordinance.**

NLT maintains model **zoning and subdivision/land development** ordinances for municipal review and modification. NLT's model ordinances as of 2007 **were** included in Appendix III: Model Ordinances of the Lebanon County Comprehensive Plan. **Municipalities should contact NLT for the most current model ordinance.**

#### **Planning Consultant Recommendation: Alternative 2**

Michelle stated each Board's preference as received, and asked for confirmation:

North Cornwall – no early input

North Lebanon – Dec 2012 draft

South Lebanon – Dec 2012 draft

West Cornwall – Alternative 2

---

All agree that referencing the publication was acceptable. South Lebanon advocated to include the 2<sup>nd</sup> bullet that explains the primary and secondary conservation lands. Others agreed.

**Decision:** The Dec 2012 draft text with the addition of a reference to “Growing Greener: Conservation by Design” and the addition of the zoning paragraph was approved for the final plan, such as:

Rec 3. Enact Conservation by Design provisions in zoning and subdivision and land development ordinances to protect natural resources in the Planned Conservation Area.

The Conservation by Design subdivision and land development technique ... features.

The technique... setting.

The Natural Lands Trust (NLT) of Media, PA has advocated conservation by design, more specifically conservation through the municipal planning, zoning and subdivision/land development process, since at least the late 1990s. After Pennsylvania’s “Greenways” and “Growing Greener” initiatives led by the Pennsylvania Department of Conservation and Natural Resources (DCNR) in the early 2000s, NLT and DCNR jointly produced “Growing Greener: Conservation by Design” in 2009. The document explains the process and municipal planning tools used to protect interconnected networks of open space: natural areas, greenways, trails and recreational lands. In addition to the designation of potential conservation lands in the municipal comprehensive plan and regulation of subdivision for developable lands in the subdivision and land development ordinance, the zoning regulations designate and set aside primary conservation lands (those lands typically protected by laws and codes, such as floodplains, wetlands and steep slopes) and secondary conservation lands (those lands that contain locally determined noteworthy features, such as woodlands, greenways and trails, stream corridors, prime farmlands, hedgerows, historic and natural resource areas) from the parcel’s developable area.

The Natural Lands Trust maintains model ordinances for municipal review and modification; the Trust’s model ordinances as of 2007 are included in Appendix III: Model Ordinances of the Lebanon County Comprehensive Plan. As model ordinances, they are intended for modification to suit local needs, purposes, and conditions. In some cases, only a few provisions from the model ordinance may be applicable or necessary to strengthen a municipality’s existing ordinance to achieve a desired goal. South Annville Township has enacted modified Conservation by Design provisions to coordinate linked open space among multiple residential developments.

---

## **Item 6 - Status of Woodland/Forested Land Protection**

Chapter 5, Land Use Recommendation 4 (description), Page 45

- ***Dec 2012 draft***

Woodland conservation and preservation is not active at the county level but is supported by private, non-profit entities, e.g. the Lebanon Valley Conservancy, and state and federal programs; letters of support would increase the competitiveness of local applicants for limited conservation and preservation funds.

---

- **Alternative 1**

Woodland and forested land conservation and preservation is called for in the County Plan and is supported by private, non-profit entities, e.g. the Lebanon Valley Conservancy, and state and federal programs; letters of support would increase the competitiveness of local applicants for limited conservation and preservation funds.

**Planning Consultant Recommendation:** Alternative 1

Michelle stated that both the draft and Alternative 1 are true and accurate; however, Alternative 1 is a more positive statement that recognizes more should be done in the topic area of conservation.

She listed each Board's preference as received, and asked for confirmation:

North Cornwall – Alternative 1  
North Lebanon – Dec 2012 draft  
South Lebanon – Dec 2012 draft  
West Cornwall – Alternative 1

North Lebanon and South Lebanon agreed to accept Alternative 1.

**Decision:** Alternative 1 will appear in the final plan.

At this point, the meeting was adjourned for a 10-minute break.

---

## **Item 9 - Recommendation for Riparian Buffers**

Chapter 9, Infrastructure Plan, Goal 8 Integrate water resources management.

Obj. B Maintain or improve water quality.

Recommendation 59, Page 107

- **Dec 2012 draft**

Adopt riparian buffer ordinances when and where required by state and federal law; consider adoption of the same for all waterways and waterbodies.

- **Alternative 1**

Adopt riparian buffer ordinances for high quality and exceptional value streams.

- **Alternative 2**

Adopt riparian buffer ordinances for high quality and exceptional value streams; consider voluntary incentives for riparian buffer conservation and restoration for all waterways and waterbodies.

- **Alternative 3 (added June 3, 2013 as preferred by North Cornwall Township)**

Adopt riparian buffer ordinances; consider adoption of the same for all waterways and waterbodies.

**Planning Consultant Recommendation:** Alternative 1 *or* Alternative 2

Replace “when and where required by state and federal law” with “for high quality and exceptional value streams”. This revision is specific to the current requirement and more easily understood than

---

a reference. If enacted, the ordinance would bring municipalities into compliance with current law. If laws change, ordinances will need to change, too.

Voluntary incentives for riparian buffer conservation and restoration could be offered to property owners and/or developers.

Michelle noted that in preparing the alternatives, she specified where riparian buffers are currently required by state law (as further explained above). She added that Alternative 3 was requested by North Cornwall.

She listed each Board's preference as received, and asked for confirmation:

North Cornwall – Alternative 3  
North Lebanon – Alternative 1  
South Lebanon – Dec 2012 draft  
West Cornwall – Alternative 2

These options and modifications were discussed. Ultimately, all four Boards agreed to retain the Dec 2012 draft language.

**Decision:** The Dec 2012 draft text will appear in the final plan.

---

## **Item 10 - Forest Conservation on South Mountain**

Chapter 11, Issues & Opportunities, Page 134

- ***Dec 2012 draft***

**Forest conservation on South Mountain.** The forested open space is as important to South Mountain as farmland open space is to the valley and uplands. The forested condition secures soils on steep slopes, promotes infiltration and water supply to the headwater streams, has economic value for timber production, and provides habitat for native plant and animal species. In addition, the forest is a key element in the historic Pennsylvania Chautauqua settlement and Mount Gretna Campmeeting community. As development occurs on South Mountain in West Cornwall, Cornwall Borough, and South Lebanon, forest clearing and fragmentation should be minimized.

- ***Alternative 1***

**Forest conservation on South Mountain.** The forested open space is ... and Mount Gretna Campmeeting community. Development should be discouraged on South Mountain. Forest clearing and fragmentation should be discouraged and minimized.

**Planning Consultant Recommendation:** Dec 2012 draft

She listed each Board's preference as received, and asked for confirmation:

North Cornwall – Alternative 1  
North Lebanon – deferred to others with justification of South Mountain  
South Lebanon – Dec 2012 draft  
West Cornwall – Dec 2012 draft

---

North Cornwall suggested that forest clearing and fragmentation should be discouraged (altogether), not just minimized. South Lebanon and West Cornwall agreed to replace “minimized” with “discouraged” in the Dec 2012 draft text.

**Decision: The Dec 2012 draft text will be retained but** “minimized” will be replaced by “discouraged”: As development occurs on South Mountain in West Cornwall, Cornwall Borough, and South Lebanon, forest clearing and fragmentation should be discouraged.

---

Michelle stated that she received one new comment from Ellie Salahub as listed below. Ms. Salahub’s concern was that consistency in character is not always the best goal in redevelopment. Michelle indicated that the intent was to point out that the planned development area was an appropriate location for existing development, future development and redevelopment, emphasizing that communities continue to grow and change through redevelopment. She said that she agreed that the consistency in character statement (after the semicolon in line 6 of the paragraph below) was not necessary in this paragraph and that character is addressed in separate objectives and recommendations of the plan.

### **New Comment – 5/23/2013**

Chapter 5 Land Use Plan

Page 39

- *Dec 2012 draft*

*Map 9, Planned Development and Planned Conservation Areas*, shows the primary organization for land use policy. The Planned Development Area is intended to accommodate the majority of residential, commercial, industrial, and institutional uses and support these moderate to intensive uses with public utilities and a multi-modal transportation system. It also denotes where redevelopment could occur, e.g. after significant property damage; redevelopment should strive to be similar to the existing character of its surroundings, not necessarily reflect current design practices. Future land use classes within the Planned Development Area include:...

- *Alternative 1*

*Map 9, Planned Development and Planned Conservation Areas*, shows the primary organization for land use policy. The Planned Development Area is intended to accommodate the majority of residential, commercial, industrial, and institutional uses existing development, new development and redevelopment – and support these moderate to intensive uses with public utilities and a multi-modal transportation system. Future land use classes within the Planned Development Area include:...

**Planning Consultant Recommendation:**

In the Dec 2012 draft, the sentence beginning, “it also denotes” was inserted as a clarification in mid-December to acknowledge the potential for redevelopment of existing developed areas.

Alternative 1 is recommended. Reference to redevelopment striving to be similar to the character of its surroundings should be removed. Recommendations regarding character are provided under Goal 2 as recommendations 5 and 6.

---

After discussion of the appropriateness of retaining character in new or re- development, the Boards agreed to accept Alternative 1.

**Decision:** Alternative 1 will be shown in the final plan.

## **5. Municipal Adoption of the Regional Comprehensive Plan**

---

Kip Kelly made a motion to adopt the Cornwall-Lebanon Regional Comprehensive Plan, as finalized by the Boards of Supervisors at the June 6, 2013 Joint Public Meeting. Richard Miller seconded the motion.

The Board members of North Cornwall, North Lebanon, and South Lebanon unanimously approved the Cornwall-Lebanon Regional Comprehensive Plan, as finalized by the previous discussion. West Cornwall Township declined to adopt the plan at the meeting and decided to continue consideration of the plan on its own.

Kip Kelly made a motion to adjourn the joint public meeting. Ammon Peiffer seconded the motion. The meeting was adjourned.



Map 1	Water Resources
Map 2	Community Facilities
Map 3	Parks, Trails and Open Space
Map 4	Water and Sewer Service Areas
Map 5	March 2011 Land Use
Map 6	Premarket Development Projects
Map 7	Generalized Zoning
Map 8	Developed vs. Zoned
Map 9	Planned Development Areas and Planned Conservation Areas
Map 10	Future Land Use Discussion
Map 11	Future Land Use
Map 12	Transportation Issues
Map 13	Specialized Travel Routes