

Cornwall-Lebanon Regional Comprehensive Plan

Draft July 29, 2025

Cornwall Borough and West Cornwall Township are awaiting a fair share housing analysis for each respective municipality. These analyses are expected in August 2025 and may be referenced in their adopting resolutions as complementary studies.

Adopted by

Cornwall Borough on [month day], 2025

North Cornwall Township on [month day], 2025

North Lebanon Township on [month day], 2025

South Lebanon Township on [month day], 2025

West Cornwall Township on [month day], 2025

Prepared by



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Adopting Resolutions

Draft July 29, 2025

Pages as needed for adopting resolutions

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Joint Planning Commission Public Meeting - pending

Joint Governing Body Public Hearing - pending

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Agencies and Acronyms

Municipal Abbreviations

CB	Cornwall Borough
CLSD	Cornwall Lebanon School District
NCT	North Cornwall Township
NLT	North Lebanon Township
SLT	South Lebanon Township
WCT	West Cornwall Township

Agencies and Organizations

AASHTO	American Association of State Highway and Transportation Officials
LEBCO MPO	Lebanon County Metropolitan Planning Organization, the transportation planning agency for Lebanon County
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

Other Acronyms

AADT	Average Annual Daily Traffic
CCIP	Congested Corridor Improvement Program
CDBG	Community Development Block Grant
CFR	Code of Federal Regulations
ITS	Intelligent Transportation System
MPC	(Pennsylvania) Municipalities Planning Code
MS4	Municipal Separate Storm Sewer Systems
NPDES	National Pollutant Discharge Elimination System
TIP	Transportation Improvement Plan, a four-year list of transportation projects and their funding sources

1 Introduction

The municipalities of the Cornwall-Lebanon School District in this planning region (CLSD region) include Cornwall Borough and North Cornwall, North Lebanon, South Lebanon, and West Cornwall Townships. These jurisdictions span 66.5 square miles, or 42,573 acres, and 38,015 residents reside in the region (according to the 2023 ACS 5-Year Estimates). Together, they comprise the majority of the land area and population of the Cornwall-Lebanon School District; only Mount Gretna Borough is not included in this planning region. The first regional comprehensive planning effort produced the 2013 Cornwall-Lebanon Regional Comprehensive Plan.

Since the 2013 regional plan, the Cornwall-Lebanon planning region has been the 2nd fastest-growing planning region in Lebanon County and the 2nd fastest-growing county in PA. Residential, commercial, and industrial development have been active in the region, developing lands planned and zoned for development, generating additional passenger and truck traffic on the road network, consuming water and sewer treatment capacities, and increasing demands on local government services. At the same time, land preservation has also been active, protecting quality farmland and open space. Cooperation in providing municipal services has expanded with the addition of a regional police department and in protecting water resources through the Lebanon County Clean Water Alliance.

In 2023, municipal leaders decided to revisit and update the regional plan. They recognized the need to examine housing and economic trends including freight patterns, in light of post-pandemic conditions and to consider how future development pressure should be managed. They expressed interest in further cooperation and regionalization among volunteer fire companies, emergency service providers, road crews and maintenance, and possibly zoning to protect the region's cost of living and quality of life.

Plan Purpose

The Regional Comprehensive Plan articulates a vision for community and economic development and a strategy to achieve that vision over a 10-year planning horizon.

The comprehensive plan does the following:

- Assesses development and land conservation patterns, infrastructure and service conditions;
- Establishes or updates a community's or region's development and conservation goals;
- Recommends changes to municipal regulations and coordinates a framework for investments in transportation, housing, municipal services, utilities, and natural and historic resource conservation.

By planning for these topics simultaneously, future decisions and investments that carry out the plan advance the region toward its 2035 goals. By planning regionally, intergovernmental approaches are considered, and municipal actions can be coordinated.

Authority for Municipal and Intergovernmental Planning

The Pennsylvania Municipalities Planning Code (MPC), Act 247 of 1968, as reenacted and amended, authorizes municipalities to plan and manage community and economic development and allows the option to do so cooperatively through intergovernmental agreements through seven planning tools.

Municipal, multi-municipal, and county comprehensive plans are authorized by Article III of the MPC. Comprehensive plans are to include the following elements:

1. A statement of objectives concerning the future development of the municipality, including the location character and timing of future development; these objectives may also serve as the foundation for a zoning ordinance.
2. A plan for land use.
3. A plan to meet the housing needs of present and anticipated residents.
4. A plan for the movement of people and goods, i.e., transportation.
5. A plan for community facilities and utilities.
6. A plan for the protection of natural and historic resources to the extent allowed by federal or state law.
7. A plan for the reliable supply of water.

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

Comprehensive plans must also include statements that indicate:

1. Interrelationships among the plan components, which may estimate and/or characterize the environmental, economic, and social consequences of municipal action or inaction.
2. That the existing and proposed development is:
 - a. compatible with the existing and proposed development plans in contiguous portions of neighboring municipalities or that mitigating measures have been taken, and
 - b. consistent with the objectives and plans of the county comprehensive plan.

These statements for the 2025 Regional Comprehensive Plan are presented in Chapter 12 Consistency and Interrelationships.

A multi-municipal or regional comprehensive plan may also designate growth areas for community and economic development, public infrastructure, and services; future growth areas for longer-term development, infrastructure, and services, and rural resource areas for very low-density development to be served with limited public infrastructure.

Adoption and Status of a Comprehensive Plan

The comprehensive plan is a policy plan, adopted by resolution. An adopted plan demonstrates that the region's municipal officials and citizens agree upon the direction and degree of change needed to sustain or improve the quality of development and quality of life through the 10-year planning horizon.

As an adopted policy, the comprehensive plan remains the official guide and reference for development-related decisions and investments—even through changes in elected officials, appointed positions, and staff.

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.

After adopting the comprehensive plan, the region’s municipal officials implement the recommended regulatory updates, infrastructure projects, community service and program changes, coordinating with local and regional partners, as beneficial.

As development conditions change or as the planning horizon approaches, the region’s municipal officials amend the comprehensive plan to make near-term adjustments or renew the comprehensive plan for the next 10-year period.

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
- Subdivision and Land Development Ordinances
- Act 537 Municipal Sewage Facilities Plans
- 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 Program (TIP) 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
- Lebanon County Clean Water Alliance

Prior Planning in the Region

The municipalities of the Cornwall-Lebanon region previously planned together, and each adopted the 2013 plan. Each of the five municipalities has a municipal zoning ordinance and a subdivision and land development ordinance, as shown in Table 1.

Table 1. Use and Currency of Municipal Planning Tools.

Municipality	Planning Commission	Comprehensive Plan	Regional Comprehensive Plan	Official Map	Subdivision & Land Development Ordinance	Zoning Ordinance	Zoning Hearing Board
Cornwall	Yes	2000	2022	No	2002	2001; 2005	Yes
North Cornwall	Yes	1999	2013	No	2000; 2006; 2019	2011; 2023	Yes
North Lebanon	Yes	1994	2013	No	2024	1984; 2011	Yes
South Lebanon	Yes	2000	2013	No	1990	2004	Yes
West Cornwall	Yes	None	2022	No	County 1989; 2008	2022	Yes

Source: Lebanon County Planning Department

Implementation & Outcomes of the 2013 Regional Plan

The 2013 Regional Comprehensive Plan helped to achieve the following community and economic development outcomes:

1. All major residential and economic development proposals located within the Planned Development Area.
2. Agricultural and open space preservation increased with all easements located within the Planned Conservation Area.
3. Municipal-led rezoning occurred in North Cornwall and West Cornwall Townships. North Lebanon adopted a new subdivision and land development ordinance.
4. Housing choices increased with the addition of new townhomes and apartments, and more were proposed.
5. PennDOT completed multiple intersection improvements along PA 72 and PA 241/Rocherty Road.
6. North Cornwall Township built and opened Gloninger Woods Park on South 22nd Street and North Lebanon Township opened Lenni Lenape Park on Narrows Drive.
7. New LVRT segments were constructed and other segments advanced and are nearing completion.
8. Cornwall Borough continues to provide contract police service to West Cornwall Township, and Mount Gretna Borough.
9. North Lebanon and North Cornwall Townships merged their municipal police departments as the Lebanon County Regional Police Department.

Plan Preparation, Review, & Adoption

The governing bodies of the participating municipalities appointed a Steering Committee to guide the regional comprehensive plan update. The Steering Committee and consultant met approximately monthly from January through June 2024 to review local conditions and trends and to update goals, objectives, and recommendations.

The Steering Committee held a public meeting on September 18, 2024 to share their findings and the preliminary land use plan. Despite public advertisement, public turnout was extremely low. The presentation and a follow-up survey were made available on the municipal websites and promoted by local media. From the 43 survey responses, the Steering Committee learned that:

- A majority of respondents desire to continue living in the Cornwall-Lebanon region citing great quality of life. However, a few were uncommitted to continued residency due to the impact of new developments on demographics, environment, and rising cost of living.
- Respondents feel that younger generations are less likely to live in the region in the coming years, primarily due to rising cost of living and better job opportunities in larger cities or other states.
- Residents value small-town living and thoughtful, long-term planning to preserving the region's rural identity.

The September 18, 2024 presentation is presented in Appendix C1. The survey results are reported in Appendix C2.

[Draft Note: Red text below are placeholders for future dates and locations.]

The five municipal planning commissions each conducted a public meeting to receive public comments on the draft Regional Comprehensive Plan 2025:

Cornwall Borough on [month day], 2025

North Cornwall Township on [month day], 2025

North Lebanon Township on [month day], 2025

South Lebanon Township on [month day], 2025

West Cornwall Township on [month day], 2025.

All five planning commissions accepted the draft plan and forwarded the document to public agencies for review and to the governing bodies for adoption consideration. A meeting summary is provided as Appendix C3.

The governing bodies of the five municipalities held a joint public hearing on the draft Regional Comprehensive Plan 2025 on [date, 2025]. A record of the joint public hearing is provided as Appendix C4.

2 Overview of the Region

The Cornwall-Lebanon Region comprises the 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 42,573 acres and a population of approximately 38,000 residents. They surround the City of Lebanon and West Lebanon Township in the central and southcentral portion of Lebanon County, Pennsylvania.

Factors that Shape Development Character

Major landscape features and the roadway network continue to shape community development patterns.

- The Lebanon Valley, one of 14 valley segments of the Great Appalachian Valley stretching from Quebec to Alabama, lies between the Kittatinny Ridge and South Mountain and between the Susquehanna and Schuylkill Rivers. Naturally productive soils 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, are known locally as South Mountain. The Highlands are significant ecologically for wildlife habitat and for the clean water tapped for public water supply. Historically, 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 322 provides east-west access between Harrisburg and Ephrata, US Route 422, east-west access between Hershey-Hummelstown and Reading, and PA Route 72, north-south access between Interstates 78 and 81 near Fort Indiantown Gap and Interstate 76, the Pennsylvania Turnpike, along the border with Lancaster County. Three-digit state routes radiate outward from the City of Lebanon to smaller communities important to the region'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 Mount Gretna Borough.

Neither landscape features nor development locations have changed significantly since 2013. Highlights and changes to these conditions are discussed below with references to Maps 1-7, which illustrate the locations and extents of these features.

Natural and Cultural Landscape Features

Topography Shapes Watersheds

Map 1, Water Resources, illustrates the locations and extents of the following:

- The 15 watersheds that drain all lands across the region toward either the Susquehanna River and the Chesapeake Bay or Schuylkill and Delaware Rivers. Brandywine Creek, Snitz Creek, Beck Creek, and Bachman Run each converge with Quittapahilla Creek and drain the vast majority of the region.
- The roughly 50 square miles of the Lebanon Valley underlain by carbonate geology and susceptible to dissolution.
- Locations of six known sinkholes and thousands of documented surface depressions.
- Approximate locations of more than 500 acres of potential upland (lakeside) and riverine (streamside) wetlands interpreted from vegetative and soil conditions by the U.S. Fish & Wildlife Service in its National Wetlands Inventory; an online Wetlands Mapper is accessible [here](#).
- The hundreds of acres designated by the Federal Emergency Management Agency (FEMA) as floodplain, i.e., lands with a 1 percent chance of being indicated by a flood event in any year.

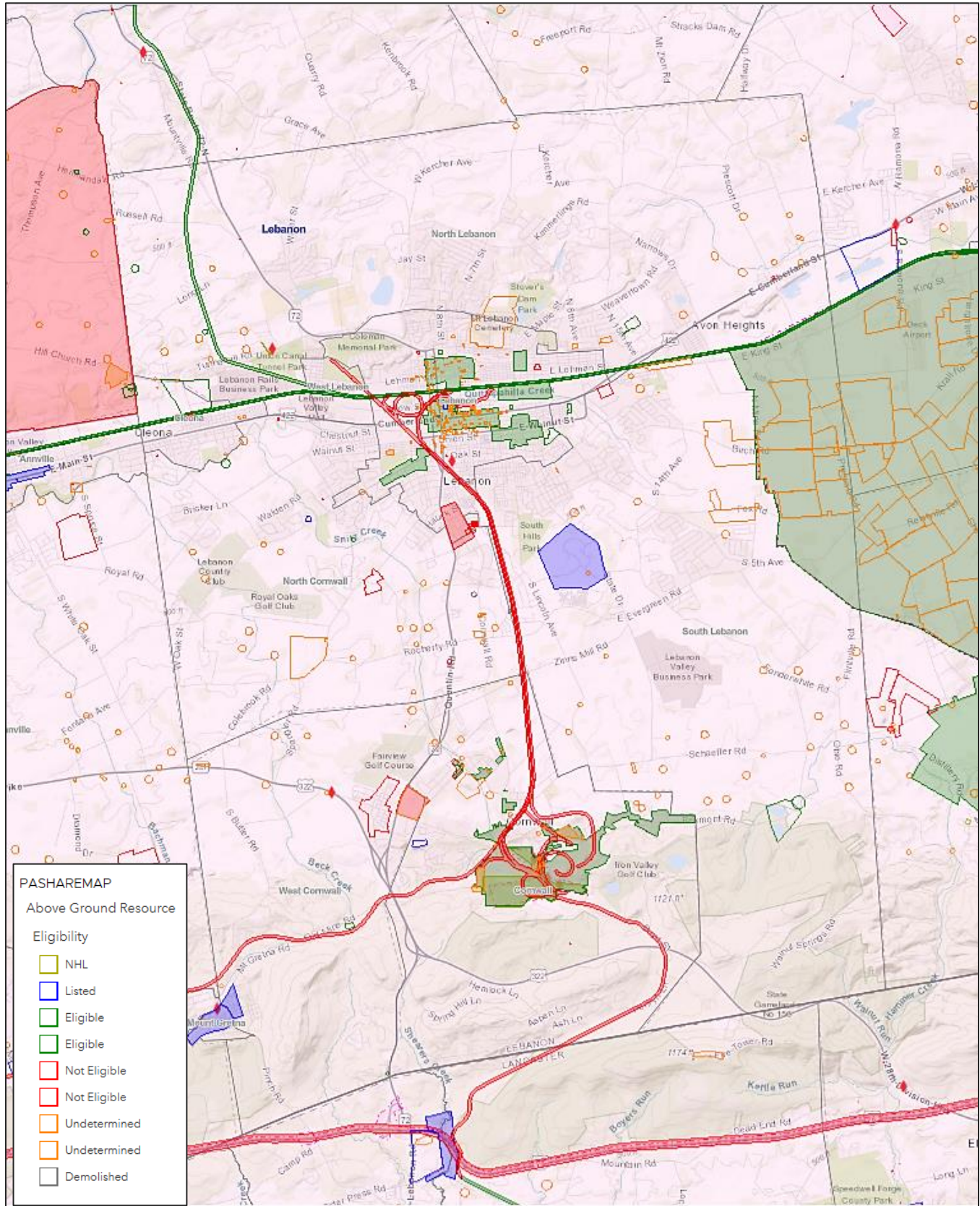
Of these resource data sets, only the floodplain data has been revised from 2012 to 2020. There was no significant change to floodplain designations in the Cornwall-Lebanon Region in 2020. The Lebanon County Floodplain Viewer is available [here](#).

Historic & Cultural Resources

PA-SHARE, the Pennsylvania's State Historic and Archaeological Resource Exchange, is the GIS and online project management tool of the Pennsylvania State Historic Preservation was released in February 2021 to replace the agency's legacy databases. Resources are added to the PA-SHARE inventory when public projects require review by the Pennsylvania State Historic Preservation Office (PA SHPO) and when communities and organizations perform research and survey activity and report data to the PA SHPO.

Figure 1 illustrates the locations of 620 above-ground historic resources in the region. Table 2 indicates the physical status and national recognitions for these resources: seven nationally recognized resources, 36 resources eligible for national recognition at the time of their most recent evaluation, and 62 resources determined ineligible for national recognition though they may be historically significant at a state or local level. Many resources are ineligible for recognition due to changes in use or function and/or modifications to architectural forms. Nationally recognized resources and resources eligible for national recognition in the region are listed in Table 3.

Figure 1. Historic Resources and Their Recognition Status in the Cornwall-Lebanon Region.



Source: PA-SHARE, accessed March 9, 2025.

Table 2. Historic Resources in the Cornwall-Lebanon Region.

Municipality	Total Resources	Demolished	National Register Listed / NRL	National Historical Landmark / NHL	National Register Eligible / NRE	Not Eligible	Undetermined
Cornwall	125	3	1	2	3	14	89
North Cornwall	125	2	0	0	3	29	91
North Lebanon	126	0	0	1	13	9	103
South Lebanon	109	0	2	0	15	3	89
West Cornwall	258	0	1	0	2	7	248
Totals	743	5	4	3	36	62	620

Source: PA-SHARE, accessed March 9, 2025.

Table 3. Recognized Historic Resources in the Cornwall-Lebanon Region.

Municipality	
Cornwall Borough	NRL – Alden Villa NHL – Cornwall Iron Furnace (District and archaeological site) NRE – Buckingham Manor, Methodist Church, unnamed structure in the former Cornwall quarry pit
North Cornwall Township	NRE – M. Kreider Farm, C.H. Shank House, Frederich Sprecher Homestead
North Lebanon Township	NHL – Union Canal Tunnel NRE – John Kreider Farm; Kreider Farm & Cemetery; Samuel Phillip Heilman Property; Mary & Peter Eckert House; Philadelphia & Reading Railroad (9)
South Lebanon Township	NRL – Lebanon Veterans Administration Hospital and H Groh property NRE – Philadelphia & Reading Railroad (9); Horst Mill Complex; Moravian Cemetery – Hebron; South Mountain Gravity Water Supply, Rexmont Dams; 2 buildings on the Lebanon VA site
West Cornwall Township	NRL – Mt Gretna Campmeeting NRE – Farmers Hope Inn, Cold Springs Reservoir

Source: PA-SHARE, accessed March 9, 2025.

The single largest resource or resource area in the region is the Reistville Historic Agricultural District Site, which spans six municipalities in southeastern Lebanon County. This district is eligible for listing on the National Register of Historic Places due to its agricultural and architectural resources with a period of significance extending from circa 1750 to circa 1960 which coincides with modernization of agricultural production in the Great Valley, according to PA-SHARE. "Most of the farmland remains under cultivation and historic farmsteads continue to be used for their original purposes. Notable architecture includes the forms and building techniques of the Pennsylvania Germans including early stone construction as well as the Pennsylvania farmhouse and barn, sometimes executed in brick. There are numerous domestic outbuildings visible in the district, reflecting labor shifts. Farm plans are

generally consistent with houses facing the road and the ridge line of the barn aligned with the house. Field patterns are largely continuous.”

Another large resource area is Cornwall Properties (IV and Rexmont Road) Project; Cornwall Iron Mining and Processing Historic District Survey / Cornwall Iron Mining and Processing Historic District in Cornwall Borough. This multi-site project has no recorded data in PA-SHARE yet is shown as eligible for the National Register of Historic Places.

Whether nationally recognized, eligible for listing, or otherwise locally significant, the presence of historic structures and other built features reflects the heritage and historic building patterns and materials of the region across eras. Preservation of select structures and features can help to convey the history and values of past generations, and the continued use of historic patterns and building materials can help to integrate new development into the region’s unique character.

Modern Development Features & Systems

Community Facilities

Map 2, Community Facilities, shows the locations of public service offices and community facilities including:

- Municipal offices.
- Public safety service facilities (municipal police departments, campus security offices, fire companies, and ambulance services).
- Health care facilities (WellSpan Good Samaritan Hospital in the City of Lebanon and personal care).
- Educational facilities (public schools, private schools, and libraries).
- Social gathering and activity services (community centers, and social/fraternity halls).
- Religious facilities (places of worship), and cemeteries in the region.

Fixed-route transit access to these facilities is marginal as shown by the Lebanon Transit routes on Map 2. Scheduled para-transit services are available to all residents and to seniors and persons with disabilities at discounted rates for essential trip purposes.

Changes in community facilities since 2012 include:

- Three changes to private schools:
 - Lebanon Catholic School in the City of Lebanon closed.
 - The opening of Our Lady of the Cross Catholic School at 1691 Grace Avenue in North Lebanon Township.
 - New Covenant Christian School, located at 452 Ebenezer Road, was added to Map 2.
- A Green Waste & Recycling Center was built in South Lebanon Township; agreements allow for use by Cornwall Borough, West Cornwall & Heidelberg residents.

Parks, Trails and Open Space

Map 3, Parks, Trails and Open Space, shows the locations and land coverage of public recreation and conservation lands. In addition to publicly owned park land, various public lands are leased for use as community sports fields, namely the City of Lebanon Authority lands in North Cornwall Township for baseball and soccer and the Cornwall-Lebanon School District Bus Garage in Cornwall Borough for soccer.

Since 2012, changes to parks, trails, and protected open spaces include:

- Multiple improvements at Lions Lake Park: shoreline restoration and riparian buffer installation along the lake's edge to reduce pollutants into the waterway; new playground equipment; and new trail and parking surfaces.
- Gloninger Woods Park opened in North Cornwall Township.
- Lenni Lenape Park opened in North Lebanon Township.
- A new playground at King and East Old Cumberland Streets in South Lebanon Township and one in the Scenic Ridge development in West Cornwall Township.
- 2.1 completed miles of the Lebanon Valley Rail Trail, namely phases 5 and 7, as well as segments 6a and 6b; segment 6c is programmed for construction in 2026.
- 12 preserved farm parcels and 1 applicant farm.
- 3 Lebanon Valley Conservancy preserved properties in Cornwall Borough and West Cornwall Township.

Water and Sewer Service Areas

The City of Lebanon Authority (CoLA) provides public water and sewer service to properties in the planning region as well as in other nearby municipalities. Map 4, Water and Sewer Service Areas, shows the extents of potable water and sanitary sewer utilities.

There has been no significant change in existing water and sewer service areas or in planned future services areas since 2013. The CoLA board has approved an average rate increase of 5%, effective April 1, 2025 for water and sewer customers. This additional income will support the required capital improvement projects and enable maintenance and improvement of the aging water and sewer infrastructure.

Public Water System

CoLA currently serves 20,315 individual water customers and 5 bulk water customers through its supply sources, water treatment plant, water storage facilities, and distribution lines. According to CoLA, the average daily water usage in 2023 was 5 million gallons per day (mgd) of its 10 mgd capacity.

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. There have been no upgrades made to the treated water storage facilities in the past 10 years. CoLA reports that its distribution and transmission system is in good to fair condition for its age. While the system is currently functioning adequately, aging infrastructure may require more frequent maintenance and upgrade. Currently, planned maintenance

projects include replacing one standpipe, adding a second standpipe at the Bunkerhill Tank location, and replacing lead service lines.

In 2023, the planning region comprised about 40 percent of water sales (Table 4). The 9,204 water customers in North Cornwall, North Lebanon, and South Lebanon Townships made up 34 percent of water sales by volume, with a total average daily usage of 565,220 gallons per day in 2023. Cornwall Borough is a bulk customer with daily usage of 255,811 gallons per day. Except for approximately 120 CoLA-served customers along US Route 322 and Zinn's Mill Road, West Cornwall Township operates its own water system as it purchases water from CoLA only under emergency conditions.

Table 4. 2023 Water Sales by CoLA.

Area	# of Customers	1,000 Gallons	% of Total	Avg. Gal/Day
CLSD Region	9,270	730,365	40.1%	2,000,999
Cornwall	1	93,371	5.1%	255,811
North Cornwall	2,476	188,516	10.4%	516,482
North Lebanon	3,407	211,975	11.6%	580,753
South Lebanon	3,321	218,426	12.0%	598,427
West Cornwall	65	18,077	1.0%	49,526

Source: City of Lebanon Authority

Although there is capacity to serve additional water customers, CoLA must consider these requests in light of its water withdrawal permit issued by the PA Department of Environmental Protection (PA DEP). Adding a customer that requires hundreds of thousands of gallons of water per day could exceed CoLA's permit. In such a case, a new permit would be required before taking on any new large customers.

Public Sewer System

The CoLA wastewater treatment plant is rated at 8 mgd and treated an average of 3.7 mgd in 2023. By total volume, the plant operated at 46 percent of its capacity, suggesting there is more than 4 mgd in treatment capacity to serve additional customers.

As shown in Table 5, the 2023 municipal usage rates were well below their allocated capacities.

Table 5. Sewage Treatment Capacity and Usage.

Area	Allocated Capacity (Gal/Day)	Daily Avg. Usage (Gal/Day)	Usage as %	Estimated Remaining Allocation	Estimated Remaining EDUs @ 220gal/EDU
CLSD Region	4,760,265	1,970,287	-	1,837,925	8,355
Cornwall	557,187	188,230	33.8%	257,520	1,171
North Cornwall	1,073,115	505,712	47.1%	352,780	1,604
North Lebanon	1,377,080	669,696	48.6%	431,968	1,963
South Lebanon	1,630,663	544,211	33.3%	760,319	3,456
West Cornwall	122,220	62,438	51.0%	35,338	161

Source: City of Lebanon Authority

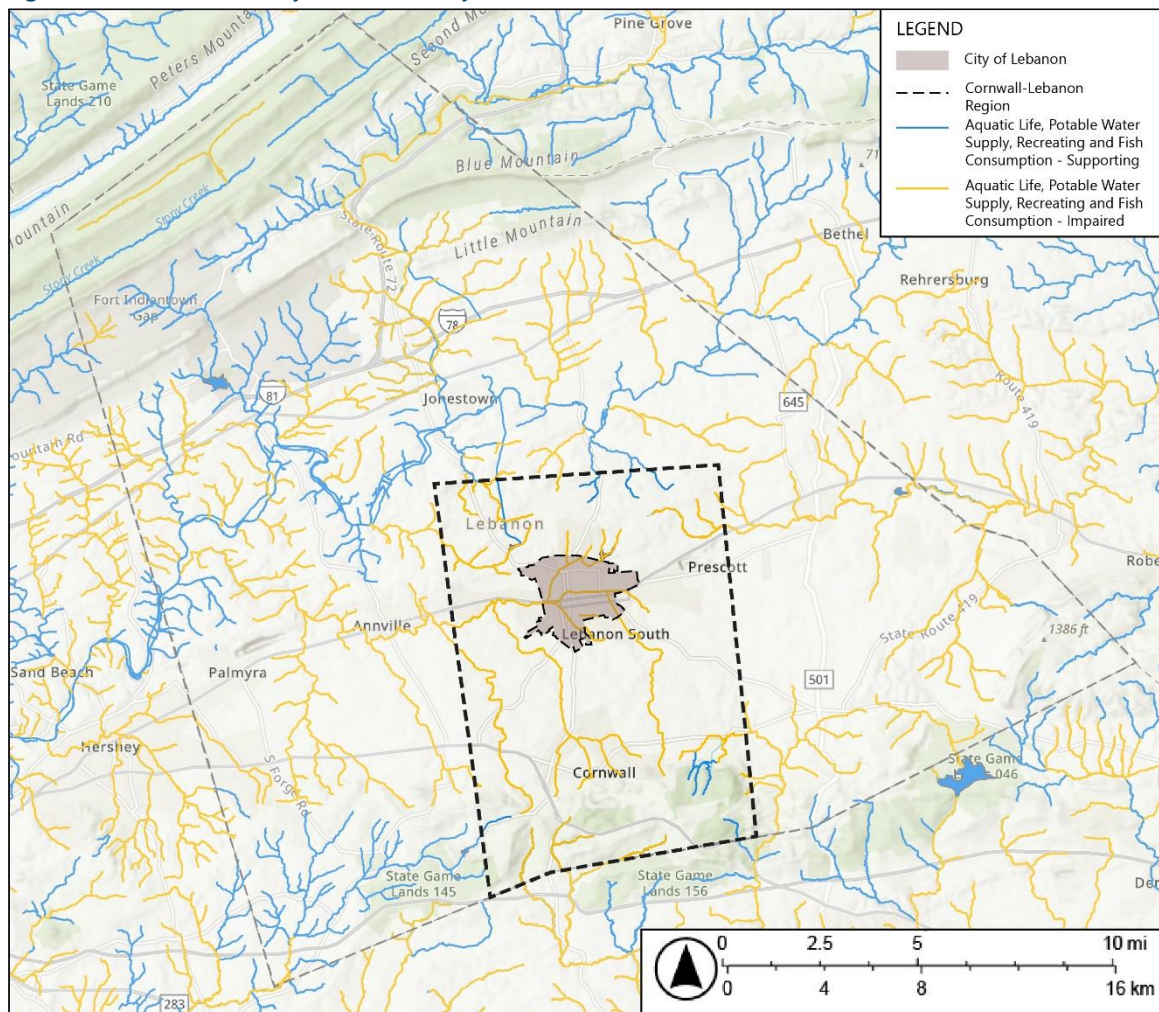
The wastewater treatment plant was built in 1960 and last upgraded in 2011. The plant is currently undergoing upgrades for a comprehensive modernization of its internal systems.

Additionally, the plant is nearing its permitted level of nitrogen discharge. CoLA plans to require high-volume users to pre-treat their wastewater to reduce nitrogen levels and enable CoLA to comply with environmental regulations without necessitating additional plant improvements and increased costs to its majority of low-volume customers.

Surface Water Quality & Stormwater Management

Streams in the Cornwall-Lebanon planning region are heavily impacted by stormwater runoff. Approximately 65% of the streams in Lebanon County and nearly all streams in the Cornwall-Lebanon planning region are considered impaired, as depicted in Figure 2 below. Impaired streams fail the safe standards for aquatic life, potable water supply, recreation and fish consumption.

Figure 2. Lebanon County Water Quality.



Source: PA DEP

In Lebanon County, the leading cause of stream impairment is runoff from agricultural activities, although urban stormwater also plays a role. When rainwater flows over farmland, or parking lots, lawns, and other surfaces, it carries sediment and nutrients into nearby waterways.

In 2013, new and stricter state regulations for stormwater management came into effect as part of the Municipal Separate Storm Sewer Systems (MS4) program. The new regulations aimed to enhance stormwater management practices to better protect water quality and address pollution from stormwater runoff. This program was mandated by the Federal Clean Water Act and enforced by the Pennsylvania Department of Environmental Protection (DEP). These regulations required municipalities to obtain National Pollutant Discharge Elimination System (NPDES) permits for stormwater discharges. In 2019, DEP renewed the NPDES permits, including for municipalities in the Lebanon-Cornwall area. As of 2024, these permits have not been reissued but have been administratively extended statewide until a new permit is finalized.

In 2017, six Lebanon County municipalities formed the Stormwater Consortium: North Lebanon Township, South Lebanon Township, and North Cornwall Township as well as Annville, Cleona, and the City of Lebanon. The consortium allows municipalities to share the costs and benefits of stormwater management projects, facilitating collaborative efforts to meet pollution reduction requirements and improve water quality.

One of the major projects undertaken in the past few years by the consortium is the restoration of a section of the Quittapahilla Creek, which lies south of US Route 422 in North Cornwall Township. The restoration project was funded by municipal stormwater fees. The project removed centuries of accumulated sediment, restored the floodplain, created wetlands, and replanted native vegetation for wildlife habitat. These restored elements are expected to reduce erosion, filter pollutants, and provide better control during storm events thus improving water quality in the Quittapahilla Main Stream. The project was completed in 2024 and is being monitored for its performance and impact.

Changes in Land Use, 2013 to 2024

Map 5, Existing Land Use, shows the pattern of land uses as of August 2024.

Major changes in land use in recent years have occurred due to the completion or near completion of planned developments identified in the 2013 Regional Comprehensive Plan. The majority of planned, now completed, development was residential in nature. Residential development project examples include Homestead Acres, the Crossings at Sweetbriar, and Narrows Glen in North Lebanon; Fox Ridge, Valley Chase, Meadows at Southfield, East Evergreen, and Falcon Crest Estates in South Lebanon; Cornwall Junction, the Woods, and Alden Place in Cornwall Borough; Scenic Ridge in West Cornwall; and Springwood/North Cornwall Commons, Pine Brooke, Heritage Run, Greystone Crossing, and Meadow Lane Farms in North Cornwall. The Preserve at Historic Cornwall project did not advance and the land was sold to Cornwall Properties, LLC.

New residential development has brought new housing options including modern townhomes and apartments to the local market, yet the majority of new residential uses have extended single-use, single-density patterns farther from employment, shopping, and service areas. There is a rising concern that these developments, particularly the neighborhoods targeted for senior residents, have isolated residents from daily services and made them dependent on motorized vehicles rather than integrating residential options into the existing urban/suburban pattern where free and low-cost walking, biking,

and transit options are available. This contributes to social segregation and a higher cost of living, i.e., housing and transportation costs, rather than fostering a sense of community, shared public infrastructure and shared public space.

North Cornwall Commons is the only modern mixed-use development in the region. Phases 1 and 1A are complete and occupied and Phase 2 and Phase 3 are currently under construction. Uses include townhomes, apartments, offices, and retail, spanning dining and hospitality services. This development is integrated with streets and rights-of-ways designed to connect pedestrians and vehicles among the varied uses. Since the site is located in a suburban large-lot context, further integration with adjacent uses is limited at this time.

Commercial redevelopment along US 422 and PA 72 since 2012 has brought mid-box stores and chain retailers, such as CVS Health, Sheetz, Jersey Mike's, Panera, Chipotle, and Chick-fil-A, as well as T-Mobile and Aspen Dental, into the region and the county. Smaller commercial reuse activity has occurred but has not changed the use pattern. Commercial warehouse and storage uses have expanded, building new along US 422 and US 72 in commercially zoned areas. While these businesses provide convenience, they bring few jobs and typically have no street presence, contributing little, or worse, detracting from, commercial street character.

New industrial uses to the region have included redevelopment of the former Alcoa property at the Lebanon Valley Business Park by DHL in South Lebanon, new businesses at the Lebanon Valley Rails Park in North Lebanon, and the Walmart Fulfillment Center along Heilmandale Drive in North Lebanon. Only the Walmart Fulfillment Center has raised complaints about additional congestion on PA 72, but complaints have been few and limited to the typical morning and evening peak travel periods.

Changes in Zoning, 2013 to 2024

There have been no major zoning map changes in the region since 2012. North Cornwall Township rezoned approximately 280 acres from agriculture to residential between Mill Street and Snitz Creek and the existing suburban residential zoning districts and 32 acres from agriculture to commercial on the northwest corner of PA 72 and Rocherty Road, as illustrated in Map 9, Planned Conservation Area (PCA) and Planned Development Areas (PDA). Lands addressed by these rezonings were located within existing water and sewer service areas.

3 Past Trends & Future Projections

Historic Population Growth

The resident population of the CLSD planning region has grown steadily since 1960. The resident population was 30,810 in 2000 and grew to 34,533 in 2010 to 37,542 in 2020, reflecting increases of 12.1 percent and 8.7 percent over these two decades. These growth rates were slightly higher than those of Lebanon County, which were 11.0 percent and 7.3 percent, respectively, and three to four times higher than state growth rates, which were 3.4 percent and 2.4 percent, respectively.

Table 6. Historic Population Change, 1960-2020.

Area	1960 Count	1970 Count	1960-1970		1980 Count	1970-1980	
			Change	Percent		Change	Percent
Pennsylvania	11,319,366	11,800,766	481,400	4.3%	11,863,895	63,129	0.5%
Lebanon County	90853	99665	8,812	9.7%	108,582	8,917	9.0%
CLSD Region	16,875	20,582	3,707	22.0%	24,425	3,843	18.7%
Cornwall Borough	1,934	2,111	177	9.2%	2,653	542	25.7%
N Cornwall Twp	2,624	3,343	719	27.4%	4,401	1,058	31.7%
N Lebanon Twp	4,713	6,146	1,433	30.4%	8,343	2,197	35.8%
S Lebanon Twp	6,584	7,706	1,122	17.0%	7,431	-275	-3.6%
W Cornwall Twp	1,020	1,276	256	25.1%	1,597	321	25.2%

Area	1990 Count	1980-1990		2000 Count	1990-2000	
		Change	Percent		Change	Percent
Pennsylvania	11,881,643	17,748	0.2%	12,281,054	399,411	3.4%
Lebanon County	113,811	5,229	4.8%	120,327	6,516	5.7%
CLSD Region	27,345	2,920	12.0%	30,810	3,465	12.7%
Cornwall Borough	3,231	578	21.8%	3,486	255	7.9%
N Cornwall Twp	4,886	485	11.0%	6,403	1,517	31.1%
N Lebanon Twp	9,741	1,398	16.8%	10,629	888	9.1%
S Lebanon Twp	7,491	60	0.8%	8,383	892	11.9%
W Cornwall Twp	1,996	399	25.0%	1,909	-87	-4.4%

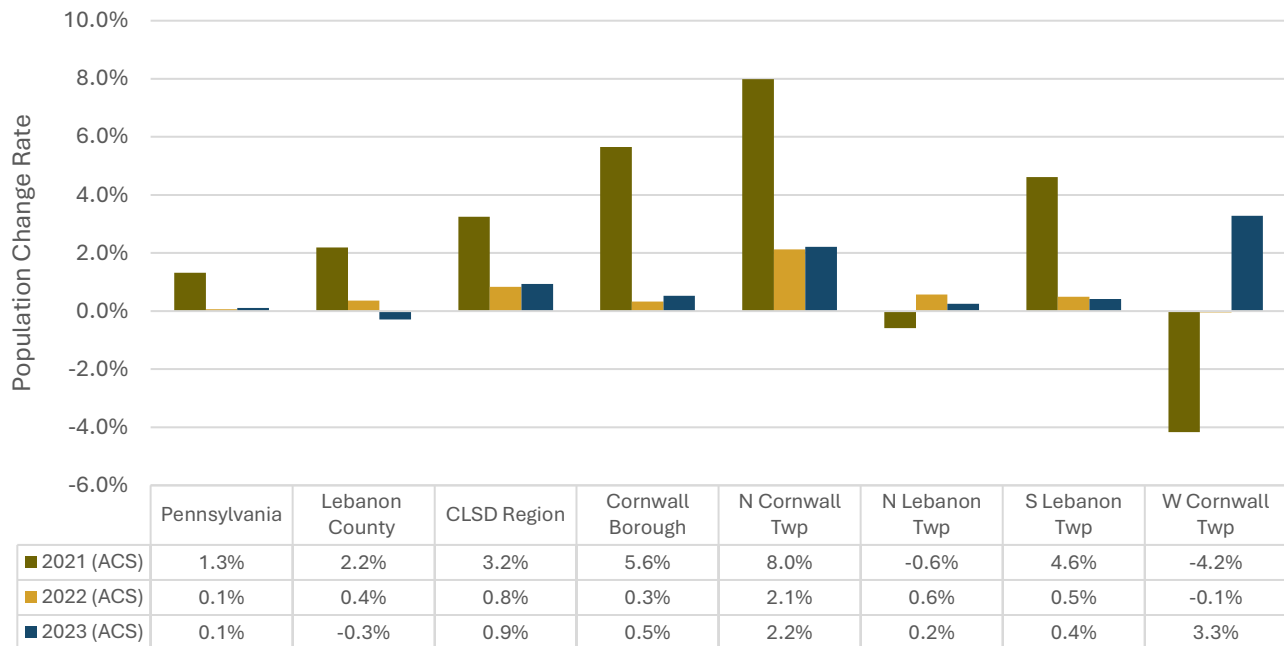
Area	2010 Count	2000-2010		2020 Count	2010-2020	
		Change	Percent		Change	Percent
Pennsylvania	12,702,379	421,325	3.4%	13,002,700	300,321	2.4%
Lebanon County	133,568	13,241	11.0%	143,257	9,689	7.3%
CLSD Region	34,533	3,723	12.1%	37,542	3,009	8.7%
Cornwall Borough	4,112	626	18.0%	4,604	492	12.0%
N Cornwall Twp	7,553	1,150	19.0%	8,489	936	12.4%
N Lebanon Twp	11,429	800	7.5%	12,041	612	5.4%
S Lebanon Twp	9,463	1,080	12.9%	10,416	953	10.1%
W Cornwall Twp	1,976	67	3.5%	1,992	16	0.8%

Source: US Census Bureau, 2010 Census

The CLSD region's 2010-2020 population growth rates were the lowest of the past six decades. Cornwall Borough, North Cornwall Township, and South Lebanon Township each had growth rates exceeding 10 percent, while North Lebanon Township grew by 5.4 percent and West Cornwall Township by just under one percent. All growth rate were at least two percent lower than the preceding 2000-2010 decade. This was largely due to the slow recovery from the 2007-2009 recession.

Annual population estimates from the U.S. Census Bureau's American Community Survey indicate that the region's resident population has continued to grow. Higher growth rates in 2021 reflect the migration of households following the onset of the COVID-19 pandemic.

Figure 3. Annual Estimated Population Growth Rates, 2021-2023.



Population Projections for Continued Growth

Statewide Projections

PA DEP and the Center for Rural Pennsylvania periodically prepare population projections to provide policy makers at all levels of government with trend-projected population estimates for the future. Both projections were analyzed as a range of projected population growth and average projected population for 2030 and 2040 were calculated (Table 7).

Both state-prepared projections suggest continued growth at a slowing rate. The resident population is expected to continue to grow—as high as 39,000 to 45,000 by 2040. These projections suggest that North Cornwall may experience the greatest increase, approximately 1,600 additional residents by 2030 and another 1,300 by 2040. North Lebanon and South Lebanon Townships could each experience an increase of approximately 1,000 by 2030 and 800-1,000 by 2040. Cornwall Borough's population could rise by about 450 in each future decade and West Cornwall could experience modest net growth of 100 residents or less.

Table 7. State-Prepared Population Projections, 2030 and 2040.

Geography	Population Count	State-Prepared Population Projection (Range)				Averaged Population Projection	
	2020	2030 Low Projection ¹	2030 High Projection ²	2040 Low Projection ³	2040 High Projection ⁴	2030	2040
CLSD Region	37,542	37,592	41,730	39,180	45,321	39,661	42,251
	3,009	50	4,188	1,589	3,591	2,119	2,590
Cornwall Borough	4,604	4,488	5,061	4,678	5,527	4,775	5,103
<i>Prior Decade Change</i>	492	-116	457	190	466	171	328
N Cornwall Twp	8,489	8,168	10,114	8,513	11,402	9,141	9,958
<i>Prior Decade Change</i>	936	-321	1,625	345	1,288	652	817
N Lebanon Twp	12,041	12,517	13,101	13,046	13,939	12,809	13,493
<i>Prior Decade Change</i>	612	476	1,060	529	838	768	684
S Lebanon Twp	10,416	10,301	11,470	10,736	12,468	10,886	11,602
<i>Prior Decade Change</i>	953	-115	1,054	435	998	470	717
W Cornwall Twp	1,992	2,118	1,984	2,207	1,985	2,051	2,096
<i>Prior Decade Change</i>	16	126	-8	90	1	59	45

Sources: ^{1,3} Center for Rural Pennsylvania (2023); ^{2,4} PA DEP (2012)

Statewide Projection Methodologies

The most recent PA DEP projections were released in 2012. PA DEP used the most recent decennial census counts (1990, 2010, 2020) to project populations for the next 30 years. Its projection method gave a greater weight to the most recent two decades and applied a regression curve to estimate future trends. To prevent unrealistic results from unusually high or low past growth rates, annual population change was limited to a maximum increase of 15% and a minimum decrease of 9% per year.

PA DEP began updating its projections in preparation for the 2022 State Water Plan but has not completed or released new projections.

The most recent projections from the Center for Rural Pennsylvania were released in 2023. To produce the 2020 to 2050 population projections, the Center used a cohort component population projection model, which accounts for changes based on births, deaths, and migration levels. The model categorizes changes into natural increase (births minus deaths) and net migration (in-migration minus out-migration). The process involves breaking down the population into demographic groups by age and sex, projecting changes over time, and adjusting for factors like survival rates, fertility rates, and migration patterns. The model is applied iteratively for subsequent 5-year periods, with each iteration serving as the base for the next, ensuring projections reflect changes in key demographic factors.

Municipal Population Forecasts

The municipalities suggested that they could forecast population based on the expected occupancy of anticipated and approved housing units. Anticipated housing unit totals were multiplied by the average household size (2022 ACS) to yield an estimated increase in residents. The estimated increase was added to the 2022 ACS population estimate to yield a 2030 population forecast of 37,662, which was comparable to the low end of the state-prepared projections.

Table 8. Local Population Forecast, 2030.

Geography	2022 Population (ACS)	Estimated New Housing Units by 2030 Assumed Occupied by 2030	Persons per Household 2022 (ACS)	Population Forecast 2030
CLSD Region Population	37,662		-	37,662 3,755 new residents; 10%
Estimated Housing Unit Increase		2,394 total new units		
Cornwall Borough Population	4,578		2.27	4,907 329 new residents; 7%
Estimated Housing Increase		145 new single-family homes Projects include: Alden Place (15), Byler Tract 1 (130)		
N Cornwall Twp Population	8,668		2.51	10,914 1,503 new residents; 26%
Estimated Housing Increase		599 new units, comprising 296 single-family homes and 129 apartments Projects include: Springwood/North Cornwall Commons (289), Meadow Lane (271), Pine Brooke (25)		
N Lebanon Twp Population	12,043		2.56	13,192 1,149 new residents; 10%
Estimated Housing Increase		626 new units, comprising 217 single-family homes, 184 townhomes; and 194 apartments Projects include: Canal Street (23), Escambia (29), Maple Dale (38), Briar Ridge (149), Estate at Hearthside (122), and Town's Edge (88)		
S Lebanon Twp Population	10,421		2.51	10,642 221 new residents; 2%
Estimated Housing Increase		88 new units, comprising 44 single-family homes and 110 townhomes Projects include: Broad Street (44), SS Wilhelm Ave (44), North Cornwall Commons (67)		
W Cornwall Twp Population	1,952		2.33	2,504 552 new residents; 28%
Estimated Housing Increase		238 new units, comprising 9 single-family homes, 16 townhomes, and 224 apartments Projects include: 419 Apartments (104), Iron Mill Townes (16), and Cavalry at Quentin, on the site of the former Quentin Riding Club (109)		

Source: Municipalities; Gannett Fleming, Inc.

Recent Employment Growth

According to OnTheMap, a dataset from the US Census Bureau that describes geographic patterns of jobs and workers based on Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics, the region was home to 15,209 total jobs from both public and private sectors in 2010. Total jobs declined to 13,452 in 2020 then climbed to 15,204 by 2022. This pattern of decline followed by increase was true for North Cornwall, North Lebanon, and West Cornwall Townships. Cornwall Borough and South Lebanon experienced jobs losses through 2022.

For the most recent year (2022), the region's jobs comprised 29.4 percent of all jobs in Lebanon County. South Lebanon Township was home to the largest share of the region's job count (35.3 percent), followed by North Cornwall Township at 33.7 percent.

More recent data, limited to jobs only, not workers, is available from the Quarterly Census of Employment and Wages (QCEW), which is compiled by the US Bureau of Labor Statistics and made available for Pennsylvania jurisdiction from the Center for Workforce Information & Analysis at PA DCED. According to QCEW, there were 16,278 jobs in the region in 2024 Q3, a significant increase from 2023 Q3.

The QCEW figures show that the jobs in the region comprised a slightly higher percentage of all jobs in Lebanon County (30.6 percent). South Lebanon still had the largest share of jobs at 36.2 percent but was followed by North Lebanon with 25.9 percent and North Cornwall at 24.7 percent. Cornwall Borough and West Cornwall Township had notably lower shares of the region's total job count.

Table 9. Employment (Jobs) in the Region.

Area	Job Counts (On the Map)				Employment (QCEW)		
	2010	2020	2022	2022 Distribution ¹	2023 Q3	2024 Q3	2024 Q3 Distribution ¹
Pennsylvania	5,389,418	5,476,696	5,786,513	n/a	5,582,119	6,026,637	n/a
Lebanon County	46,400	47,906	51,034	0.9%	46,407	53,119	0.9%
CLSD Region	15,209	13,452	15,024	29.4%	16,084	16,278	30.6%
Cornwall Borough	757	592	530	3.5%	811	854	5.2%
N Cornwall Twp	3,667	3,208	5,066	33.7%	4,121	4,014	24.7%
N Lebanon Twp	3,637	3,003	3,114	20.7%	3,995	4,211	25.9%
S Lebanon Twp	5,858	5,557	5,306	35.3%	5,875	5,888	36.2%
W Cornwall Twp	1,105	1,092	1,193	7.9%	1,282	1,311	8.1%

¹ Municipal distribution, i.e., percent of next-higher level geography

Source: U.S. Census Bureau. (2025). LEHD Origin-Destination Employment Statistics (2002-2022) [computer file]. Washington, DC: U.S. Census Bureau, Longitudinal-Employer Household Dynamics Program [distributor], accessed on 3/4/2025 at <https://onthemap.ces.census.gov>. LODS 8.3; Center for Workforce Information & Analysis (CWIA), Pennsylvania Department of Labor & Industry, accessed on 3/4/2025.

State-Prepared Employment Projections

PA DCED prepares 10-year employment projections for each metropolitan statistical area in the state. The most recent employment projections for 2032 were based on 2022 employment estimates.

Applying the most recent 2024 Q3 distribution of jobs at the sub-county level (Table 9) to the state-projected county employment total of 57,600 yields a projected employment change at the municipal and regional levels. This calculation yields a projection of 302 new jobs in the region in 2032 (Table 10), thus employment growth is expected to continue at the projected county-wide pace of 1.7 percent.

Due to South Lebanon's leading employment total, it has the largest projected increase, followed by North Lebanon and North Cornwall. Cornwall and West Cornwall show relatively smaller gains.

Table 10. Regional Employment Projection, 2032.

Area	2022 Estimated State and County Employment and Estimated Sub-County Distribution ^{1,2}	Employment 2024 Q3	2024 Q3 Distribution ³	PA Projected 2032 State and County Employment and Estimated Sub-County Distribution ^{1,2}	Projected Employment Change, 2022-2032
Pennsylvania	6,311,420	6,026,637	n/a	6,468,734	157,314; 2.6%
Lebanon County	56,610	53,119	0.9%	57,600	990; 1.7%
CLSD Region	17,348	16,278	30.6%	17,626	302
Cornwall Borough	910	854	5.2%	917	7
N Cornwall Twp	4,278	4,014	24.7%	4,354	76
N Lebanon Twp	4,488	4,211	25.9%	4,565	77
S Lebanon Twp	6,275	5,888	36.2%	6,381	111
W Cornwall Twp	1,397	1,311	8.1%	1,428	31

¹ State and County values (2022-2032) are sourced from the Center for Workforce Information & Analysis (CWIA), Pennsylvania Department of Labor & Industry.

² CLSD and municipal projections are calculated based on 2024 Q3 distribution percentages of the next-higher level geography.

³ Municipal distribution, i.e., percent of next-higher level geography

Source: Center for Workforce Information & Analysis (CWIA), Pennsylvania Department of Labor & Industry, accessed on 3/4/2025.

Applying the employment by industry distribution from OnTheMap (2022) to the projected 2032 total suggests that all major industry categories (goods-producing, services-providing, public administration, and even self-employed) could see employment expansion, though increases are small. Only health Care and Social Services has a projected regional increase (262 jobs) greater than 35 jobs by 2032.

Table 11. Industry Employment Projection, Lebanon County/Lebanon MSA and CLSD Region Estimate, 2022-2032.

NAICS	Industry Title	Employment ¹		Change		CLSD Estimate ²		CLSD Region Change	
		2022	2032	Number	Percent	2022	2032	Number	Percent
	ALL INDUSTRIES	56,610	57,600	990	1.7%	14,853	15,106	253	1.7%
	GOODS-PRODUCING	12,550	12,780	230	1.8%	2,590	2,637	47	1.8%
11	Agriculture, Forestry, Fishing & Hunting	1,290	1,380	90	7.0%	99	106	7	7.1%
23	Construction	2,070	2,150	80	3.9%	351	365	14	4.0%
31-33	Manufacturing	9,170	9,220	50	0.5%	2,140	2,151	11	0.5%
	SERVICES-PROVIDING	40,560	41,240	680	1.7%	12,263	12,471	208	1.7%
42	Wholesale Trade	2,000	1,910	-90	-4.5%	571	545	-26	-4.6%
44-45	Retail Trade	6,480	6,420	-60	-0.9%	2,063	2,044	-19	-0.9%
48-49	Transportation & Warehousing	4,150	4,370	220	5.3%	623	656	33	5.3%
51	Information	300	300	0	0.0%	77	77	0	0.0%
52	Finance & Insurance	820	840	20	2.4%	159	163	4	2.5%
53	Real Estate & Rental & Leasing	370	380	10	2.7%	73	75	2	2.7%
54	Professional & Technical Services	1,060	1,130	70	6.6%	202	215	13	6.4%
55	Management of Companies & Enterprises	480	470	-10	-2.1%	359	351	-8	-2.2%
56	Administrative & Waste Services	2,150	2,210	60	2.8%	621	638	17	2.7%
61	Educational Services	3,650	3,600	-50	-1.4%	954	941	-13	-1.4%
62	Health Care & Social Assistance	6,750	7,130	380	5.6%	4,681	4,943	262	5.6%
71	Arts, Entertainment & Recreation	470	510	40	8.5%	181	196	15	8.3%
72	Accommodation & Food Services	3,870	3,950	80	2.1%	1,101	1,124	23	2.1%
81	Other Services, Ex. Public Admin	2,660	2,610	-50	-1.9%	323	317	-6	-1.9%
	PUBLIC ADMINISTRATION								
99	Government	5,260	5,320	60	1.1%	275	278	3	
	OTHER								
	Self-Employed Workers	3,500	3,590	90	2.6%	n/a	n/a	n/a	

¹ County values (2022-2032) are sourced from the Center for Workforce Information & Analysis (CWIA), Pennsylvania Department of Labor & Industry.

² CLSD and municipal projections are calculated based on 2024 Q3 distribution percentages of the next-higher level geography.

Source: Center for Workforce Information & Analysis (CWIA), Pennsylvania Department of Labor & Industry, accessed on 3/4/2025.

4 Concerns about Existing and Future Development Conditions

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.

- Development and Character Considerations
- Rising Cost of Living
- Economic Development Priorities
- Transportation and Mobility Challenges
- Community Services and Quality of Life

Development and Character Considerations

As the cost of living rises along East Coast regions and residents migrate to lower cost areas, like Lebanon County, residential development pressure on the Cornwall-Lebanon region will persist. Commercial development pressure will follow those residential rooftops, seeking to offer the latest and greatest products and services. Land that is zoned for future community development and served by, or planned for, public water and public sewer is available.

The municipalities were interested in exploring:

1. Accommodating Growth & Development

- How much growth should be accommodated for the foreseeable future?
- Are the municipalities absorbing a reasonable share of development in the county and larger regional context? Or should any, or all, of the municipalities consider significant rezonings to accommodate additional development, or changes to use density and intensity provisions to accommodate growth within the existing development footprint?
- Are there specific use needs and locations to consider, e.g., warehouses, distribution centers, and fulfillment centers?
- What redevelopment trends are occurring in Central PA that could influence redevelopment in the Cornwall-Lebanon region?

2. Development that Enhances Value & Character

- How can the balance between new development and preservation of natural landscapes and farmland be achieved?
- Should development be limited to already urbanized areas to protect rural farmland and natural forested areas?
- How can we protect the heritage of the area while integrating it with new development?

Rising Cost of Living

The cost of living in the region has steadily increased over many decades, due in part to lack of affordable housing options. The cost of housing alone is a complex issue involving the costs of land, financing, and materials and labor to bring new units to market and the availability of (or lack of) a range of unit sizes for upsizing and downsizing as household composition changes, among other factors. When considering the cost of living, one should also consider daily transportation costs, monthly technology costs for mobile phones, internet service, and subscription entertainment services, and other service costs where minimum wages have risen.

The municipalities were interested in exploring:

1. Housing Affordability

- How much additional housing should be available by 2035?
- What kind of housing can help to retain and attract young families?
- How can municipalities help to make housing and the broader cost of living more affordable?
- Can smaller lot sizes and/or smaller unit sizes help lower construction costs and reduce maintenance and operations/utilities costs?
- Can more diverse housing options, including apartments, townhomes, and multi-family homes, improve the range of housing costs and cater to the varying needs of different demographic groups?

2. Household Transportation and Infrastructure Costs

- Can implementing consolidated infrastructure systems, such as shared stormwater management, water and sewer systems reduce construction and maintenance costs to make new housing developments more affordable?
- Will building housing near public transit routes and pedestrian and bicycle networks reduce the transportation costs on households?
- How can the new development be accommodated closer to existing amenities and services to encourage easy access to amenities, and reduce cost of commuting?
- How can we improve public transportation accessibility in the Cornwall-Lebanon region to reduce transportation costs for residents?

Economic Development Priorities

The region is facing economic challenges due to lack of diverse job opportunities. Younger people are relocating to other places with more job and careers options. Additionally, there are concerns about an influx of national brand retailers driving out smaller local businesses. While warehouses and distribution centers are essential for economic growth, providing jobs and supporting logistics, their expansion is seen as consuming land that is more valuable for other communities and economic uses.

The municipalities were interested in exploring:

1. Support for Local Businesses

- How can the region support small local businesses and manage the number and placement of big box stores and fast-food chains?
- How can the region foster a mix of businesses like upscale shops, restaurants, and event spaces to enhance economic diversity?
- What measures can be taken to limit the approval of repetitive business types, such as cell phone stores and fast-food chains, and instead bring in business diversity?
- How can the municipalities, particularly those surrounding the City of Lebanon, support the City's downtown and have complementary commercial uses?

2. Job Opportunities for Younger Residents

- What strategies can be implemented to foster businesses with career opportunities?
- What industries should the region try to attract to increase jobs opportunities and raise wages?

3. Large Warehouses and E-Commerce

- What are the potential impacts of large warehouses on natural landscape, rural farmland and character of the community?
- Are there any specific locations that will minimize the impact of the warehouses, distribution centers or fulfillment centers on the community?
- What are the recent economic trends in Central PA and how can these trends impact the economic opportunities in the region?

Transportation and Mobility Challenges

Congestion continues to be a concern on several state corridors and truck volumes on nearly all roads seem to have increased. There is a strong desire for regular enhancement of local road maintenance including increased speed enforcement. Residents have expressed desire to have more public transportation options, and better pedestrian and bicycle infrastructure.

The municipalities were interested in exploring:

1. Truck Traffic

- What is the percentage of trucks traveling on PA Route 72? How does the truck percentage compare to other north-south state routes such as 39, 741, and 61?

2. Congestion Mitigation

- What is the relationship between land use and traffic? How can municipalities help to mitigate congestion through land use planning?
- What are the impacts of residential household size and reliance on motorized vehicles on traffic generation?
- Can mix of uses redistribute peak vehicle volume to multiple routes and modes, and help alleviate congestion?

3. Roadway Design and Guidelines

- Are roundabouts effective in improving safety and easing congestion?

- What strategies can be used to address poor sight distance, e.g. WB Evergreen Road before the bridge over the rail trail?
- Should wider shoulders be implemented for bicycling to promote safer cycling routes?
- What intersections need improvement for reducing crashes and better traffic management?
- Are there standards or guidelines for roadway width near a transfer station?
- Can a municipality require a post-construction traffic study to validate or disprove the accuracy of the pre-construction traffic study?
- What factors make it more reasonable to synchronize traffic signals?

Community Services and Quality of Life

Residents value the parks, natural landscape and outdoor recreation opportunities in the region. There are concerns about changes to school board, declining public safety and lack of indoor community facilities. Many people do not fully value the region's history and cultural heritage, which makes it harder for the community to feel connected and to take care of important historic places. New development is bringing changes to the community, including shifts in demographics and types of housing. This growth is also putting more stress on existing community amenities and the natural environment, increasing the need to protect local resources and plan for sustainable development.

The municipalities were interested in exploring:

1. Enhancing Facilities for Public Health and Well-Being

- How can municipalities ensure access to medical facilities and offices, schools, and libraries?
- How can municipalities improve access to parks, natural landscapes, and outdoor recreation opportunities?
- How can we enhance the quality of services for young families?

2. Improving Safety and Public Services

- What measures can be taken to improve public safety and response times?
- Can municipalities address increased crime rates through education or economic improvements?
- How can municipalities and their local fire companies increase volunteerism for firefighting?

3. Environmental Quality and Community Impact

- How can we address environmental issues arising from development, such as stormwater runoff, noise, and air pollution?
- How can we ensure that the design of new developments fosters community connections and integration?
- How can the value of natural and man-made history be ingrained through events, cultural resources, or other initiatives?

5 Goals and Objectives

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.

Objective 1-A. Guide the majority of housing and job growth, e.g., 90 percent of housing units or commercial/industrial square footage, to the Planned Development Area.

Municipal policies, projects, decisions, and actions should strive to:

- Establish density requirements to prevent sprawl and encourage compact development, particularly in urban areas.
- 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.

Objective 1-B. Sustain large, contiguous land areas with economically valuable natural resources for resource-reliant uses/activity and accommodate limited, very low density, low impact development in the Planned Conservation Area.

Municipal policies, projects, decisions, and actions should strive to:

- Encourage land preservation in large, contiguous blocks.
- Minimize forest fragmentation and restore forest connectivity, especially on South Mountain (the Highlands).
- Conserve prime farmland soils for traditional agriculture, modern agriculture, and other open space uses.
- Prohibit large commercial developments, industries or large new neighborhoods in conservation areas.
- Allow transfer of development rights from conservation areas to areas where growth is encouraged.

Goal 2. Sustain the region's distinct urban and rural characters.

Objective 2-A. Encourage new development to "fit" with the region's urban and rural characters.

Municipal policies, projects, decisions, and actions should strive to:

- Ensure that the density and heights of new development complements the adjacent buildings and general scale of development in the area.
- Promote use of materials and styles of development that reflects the surrounding urban and rural character.
- Require protection of existing trees, open spaces, views and historic sites into new development, especially larger neighborhoods, and their integration into site design and circulation for visibility and access.

Objective 2-B. Revitalize and strengthen the identity of villages and neighborhoods.

- Protect and celebrate unique cultural, historic or architectural features in neighborhoods.

Transportation

Goal 3. Maintain circulation systems; expand travel options, especially within the Planned Development Area.

Objective 3-A. Improve transportation asset management practices.

Municipal policies and actions should strive to:

- Evaluate life-cycle management best practices for transportation assets.

Objective 3-B. Expand infrastructure for biking, walking, and public transit access.

Municipal policies, projects, decisions, and actions should strive to:

- Incorporate Complete Streets principles to ensure public roadways are safe and accessible for all users, including pedestrians, cyclists, and transit riders.
- Evaluate and improve pedestrian infrastructure in the vicinity of transit stops.
- Promote shared mobility options, such as carpool and bike-sharing.
- Expand public transit access within and between Planned Development Areas.

Objective 3-C. Improve safety.

Municipal policies, projects, decisions, and actions should strive to:

- Implement traffic calming.

Objective 3-D. Increase efficiency, connectivity, and accessibility.

Municipal policies, projects, decisions, and actions should strive to:

- Enhance access and connectivity between major roadways and local street network.
- Address congestion bottlenecks and other impediments to freight movement on the highway network.

Objective 3-E. 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.

- Objective 4-A. Ensure available, appropriately zoned land with shovel-ready infrastructure for leading and target industries (agricultural production expected) and for support industries, within the Planned Development Area.
- Objective 4-B. Allow a variety of agri-business types.
- Objective 4-C. Market available business locations and service opportunities in cooperation with the county economic development and local business organizations.
- Objective 4-D. Expand heritage tourism.
Municipal policies, projects, decisions, and actions should strive to support:
- Community events and activities that celebrate local heritage and culture.
 - Create walking tours of neighborhoods and surrounding landscape.

Goal 5. Protect farmland and the business of farming.

See Objectives 1-B, 4-B, 4-D.

Housing

Goal 6. Foster reasonable housing choices in type, cost, and attainability.

- Objective 6-A. Encourage and incentivize a wide range of housing choices.
Municipal policies, projects, decisions, and actions should strive to:
- Implement flexible zoning regulations that allow variety of housing types, including mixed use development and accessory dwelling units.

Infrastructure & Public Services

Goal 7. Plan, build and maintain sustainable physical infrastructure.

- Objective 7-A. Maintain and implement timely management plans for sewer service capacity and on-lot septic systems.
- Objective 7-B. Improve waste management and recycling.

Goal 8. Enhance water management and conservation

- Objective 8-A. Minimize site disturbance and impervious surfaces to maximize infiltration and reduce urban flooding.
- Objective 8-B. Maintain or improve water quality.
- Objective 8-C. Coordinate MS4 Stormwater Management Program services.

Goal 9. Provide cost-effective local government services.

- Objective 9-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 their impacts and restore connectivity and quality, where feasible.

- Objective 10-A. Minimize development activity and impacts in ecologically sensitive areas: floodplains, wetlands, steep slopes, forested areas and sites of state and local natural significance.
- Objective 10-B. Minimize fragmentation and improve/restore connectivity within and between ecologically sensitive areas.
- Objective 10-C. Link natural resources with existing communities through contiguous protected open space, such as conservation greenways and recreational paths and trails, where appropriate.
- Objective 10-D. Update resource protection standards in zoning and SALDO regulations.

Goal 11. Preserve significant historic resources and encourage conservation of other historic resources.

- Objective 11-A. Inventory historic resources and prioritize public preservation interests.
- Objective 11-B. Encourage and incentivize use and adaptive re-use of historic resources and the application of historic building patterns and designs in new development.
- Objective 11-C. Promote an understanding of these resources among citizens and visitors.

6 Land Use and Development Plan

Land Use Pattern

While population density suggests an urban character (at least relative to Pennsylvania as a whole), land use figures shown in Table 12, specifically development and open space acreages, reveal greater complexity in the region's character.

Working & Open Space Lands

Working and open space lands occupy more than two-thirds of the Region—more than 29,200 acres, or 69 percent. Agriculture is the prevailing land use, occupying 17,310.85 acres or 41 percent of the region, followed by forest cover at 7,615.25 acres or 18 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 found in South Lebanon and West Cornwall.

Recreation land contributes another 2,390.37 acres or 6 percent to working and 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 limited to South Lebanon and West Cornwall.

Intensive Use Land

In 2024, the development footprint of intensive land uses, including commercial, industrial, residential, and institutional uses and infrastructure, totals 13,086.88 acres or 31 percent of the region. Residential uses lead this category at 8,756.84 acres or 21 percent. As shown in the Table 12, there have been approximately 850 acres of new residential development from 2012 to 2024. Some of the new residential developments include Homestead Acres and Crossings at Sweet Briar in North Lebanon; Meadow Lane Farms, Greystone Crossing and Heritage Run in North Cornwall; Fox Ridge, Valley Chase and Meadows at Southfield in South Lebanon; Quentin in West Cornwall; and Alden Place and Cornwall Junction in Cornwall Borough.

Commercial and industrial lands are concentrated in infrastructure-served areas along major transportation corridors in North Cornwall, North Lebanon, and South Lebanon. From 2012 to 2024, commercial and industrial development has seen a minimal expansion, only a net 58.2 additional acres. New commercial development includes Phase 1 of North Cornwall Commons (Springwood) in North Cornwall Township, new storage facilities in North Cornwall and North Lebanon, and two new DHL facilities in the industrial park in South Lebanon.

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

Table 12. Land Use Distribution, 2024.

Land Use (acres)	2012						2024		2012-2024
	Cornwall Borough	N Cornwall Twp	N Lebanon Twp	S Lebanon Twp	W Cornwall Twp	CLSD Region	CLSD Region	% of Region	Change
Commercial	157.47	284.94	370.96	186.79	94.57	1,052.84	1,094.73	3%	41.89
Industrial	15.32	23.05	125.38	402.61	30.26	580.31	596.62	1%	16.31
Commercial/Industrial Subtotal	172.79	307.99	496.34	589.4	124.83	1,633.16	1,691.35	4%	58.19
High Density Residential	70.38	239.06	442.78	355.97	221.59	1,286.16	1,329.78	3%	43.62
Low Density Residential	1823.43	1339.76	2164.69	1584.5	469.61	6,577.43	7,381.99	17%	804.56
Residential Seasonal	4.66	-	21.5	18.91	-	45.07	45.07	<1%	-
Residential Subtotal	1,898.47	1,578.82	2,628.97	1,959.38	691.20	7,908.66	8,756.84	21%	848.18
Institutional	45.06	60.29	268.28	464.81	86.99	925.42	925.43	2%	-
Transportation	235.94	270.58	386.4	440.04	147.04	1,480.00	1,480.00	3%	-
Utility	80.07	0.64	24.33	95.75	32.47	233.26	233.26	1%	-
Community Service/Infrastructure Subtotal	361.07	331.51	679.01	1000.60	266.5	2,638.68	2,638.69	6%	-
Agriculture	749.97	3,031.64	4,862.32	7,049.22	1,617.70	18,217.21	17,310.85	41%	-906.36
Forest	2,497.98	118.65	966.06	2,699.82	1,332.75	7,615.25	7,615.26	18%	-
Mineral Extraction	24.70	0.00	0.00	157.66	0.00	182.36	182.36	<1%	-
Mowed Grass	38.85	298.86	515.41	235.01	113.74	1,201.86	1,201.87	3%	-
Recreation	274.35	353.07	343.63	148.44	1,270.87	2,390.37	2,390.36	6%	-0.01
Shrub/Brushland	105.97	19.28	73.88	23.21	23.25	245.58	245.59	1%	-
Water	113.11	36.77	138.82	39.71	21.51	349.93	349.92	1%	-0.01
Open Space Subtotal	3,804.93	3,858.27	6,900.12	10,353.07	4,379.82	30,202.56	29,296.21	69%	-906.35
Total	6,237.26	6,076.59	10,704.44	13,902.45	5,462.35	42,383.06	42,383.09	100%	0.00

Anticipated Development

The region is expected to see many new residential developments in the upcoming years. Many of these projects are either planned, approved or currently under construction. Some of the new single-family subdivisions include Manor View Estates, The Estates at Hearthside, and Mapledale Estates. While most of the new residential development projects in the past decade supplied single-family detached homes, there is an increase in planned and approved townhomes and apartments. Key developments that include high-density residential units include Edge Apartments & Townhomes, Briar Ridge Commons Apartments, 419 Apartments and Townhomes, and as well as the build out of North Cornwall Commons.

A second mixed-use development has been approved in the region, reflecting a shift towards integrated land use planning. In addition to North Cornwall Commons, a new mixed-use project has been approved at the site of the former Quentin Riding Club in West Cornwall Township. The Cavalry at Quentin development will feature senior living apartments, single-family homes, commercial spaces, a Wawa gas station, and an equine therapy facility, with additional lots designated for future commercial uses.

Two large industrial development projects are planned in South Lebanon Township: a Burkholder Tractor facility on PA 419, south of the industrial park and an ABARTA Coca-Cola Beverages state-of-the-art sales and distribution center.

Additionally, plans for a South Lebanon Community Church have been approved, and the Lebanon VA Hospital has started construction of a new nursing home with 56 private rooms.

Table 13. Anticipated Development, 2024-2035.

	Projects	Acres	Specific Uses and Quantities
Cornwall Borough			
Commercial/Industrial	2	188	78 senior apartments at Cornwall Manor
Residential	4	379	Build-out of 515 single-family homes
N Cornwall Twp			
Commercial/Industrial	4	69	3 completed retailers; 1 anticipated medical office
Residential	2	192	Build-out of 161 townhomes, 438 apartments, and 296 single-family detached homes
Mixed Use	1	80	Commercial uses, integrated with residential uses (above)
N Lebanon Twp			
Residential	6	143	194 single-family detached homes, 23 single-family attached homes, 40 townhomes, 192 garden apartments
Commercial	1	5	Convenience store and fueling station
S Lebanon Twp			
Commercial/Industrial	6	304	Commercial retail and storage service
Residential	2	45	44 single-family detached homes, 44 townhomes
Mixed Use	1	10	67 townhomes in North Cornwall Commons
Public/Non-Profit	2	240	Church and VA hospital complex projects
W Cornwall Twp			
Residential	1	13	104 apartments, 16 townhomes
Mixed Use	1	46	9 single-family detached homes, 109 senior apartments

Source: Municipalities

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 descriptions 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 14.

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 14. Future Land Use Designations.

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

Table 14. Future Land Use Designations.

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

Table 14. Future Land Use Designations.

Future Land Use Category	Guidance for Zoning Consistency
	<ul style="list-style-type: none"> street system, sidewalks, bike lanes, and transit service <p>Other Considerations: Clustering to maintain large open spaces, e.g. Conservation by Design, possibly for continued agricultural or forest uses</p>
12. Residential Institutional	<p>Primary Uses: Housing of varied densities associated with a health care service provider</p> <p>Secondary Uses: Commercial services associated with a health care service provider</p> <p>Infrastructure provided or enabled:</p> <ul style="list-style-type: none"> public or private water and sewer utilities street system, sidewalks, bike lanes, and transit service
13. Municipal Recreation	<p>Primary Uses: Recreation</p> <p>Secondary Uses: Institutional (local government)</p> <p>Infrastructure provided or enabled:</p> <ul style="list-style-type: none"> public water and public sewer utilities street system
14. Agriculture/ Agricultural Holding	<p>Primary Uses: Crop production, agricultural supply businesses and related businesses, home occupation, farm occupation</p> <p>Secondary Uses: Low density residential, limited recreation (trails)</p> <p>Infrastructure provided or enabled:</p> <ul style="list-style-type: none"> on-lot water and on-lot sewage disposal street system
15. Intensive Agriculture	<p>Primary Uses: Crop production, animal husbandry (confined feeding operations, concentrated animal feeding operations), agricultural supply businesses and related businesses, home occupation, farm occupation</p> <p>Secondary Uses: Food and fiber processing operations, low density residential, limited recreation (trails)</p> <p>Infrastructure provided or enabled:</p> <ul style="list-style-type: none"> on-lot water and on-lot sewage disposal street system
16. Conservation Recreation	<p>Primary Uses: Agriculture, forestry, private recreation (camps, clubs), and recreation (parks, preserves, and trails)</p> <p>Secondary Uses: Institutional (educational and local government)</p> <p>Infrastructure provided or enabled:</p> <ul style="list-style-type: none"> on-lot water and on-lot sewage disposal street system
17. Forest	<p>Primary Uses: Forestry, recreation (parks, preserves, and trails)</p> <p>Secondary Uses: Institutional (educational and local government)</p> <p>Infrastructure provided or enabled:</p> <ul style="list-style-type: none"> on-lot water and on-lot sewage disposal street system
18. General Floodplain	<p>Primary Uses: Resource management areas for land and water Bodies, recreation</p> <p>Secondary Uses: Institutional (local government)</p>

Table 14. Future Land Use Designations.

Future Land Use Category	Guidance for Zoning Consistency
	Infrastructure provided or enabled: only as needed

Map 10, Future Land Use Discussion Map, illustrates parcel clusters or areas that were identified as potential locations for future development and general uses.

Table 15. Future Land Use Alternatives.

Map ID	Location	Estimated Acres	Generalized Zoning	Alternative Future Land Use and Discussion Notes
A	East side of PA 72 north of Brandthaven Drive	255	Agriculture	Commercial/Industrial; <i>declined for better infill development opportunities</i>
B	1730 State Route 72, field behind Blouch's Mini Mart and Sunoco	35	LD Residential	Commercial/Industrial
C	1509-1711 Jay Street, northside	133	Agriculture	LD Residential
D	Sand Hill Reservoir Site	363	Agriculture	HD Residential or Residential-Commercial Mix
E	Miller Street behind Sunset Grocery above Stoever's Dam Park	100	LD Residential	HD Residential or Residential-Commercial Mix; <i>public sewer extension would be required</i>
F	1010 E Maple Street	33	Agriculture	Industrial
G	E Maple Street & Mt Zion Road	6	Agriculture	HD Residential
H	South side of Kercher Avenue at Prescott Road	113	Agriculture	Industrial; <i>declined and relabeled as an agricultural land preservation target between adjacent ag preserved lands</i>
I	Westside of S 5 th Avenue between Klein Avenue and Fonderwhite Drive; South Lebanon Township Recycling Center, not included	235	LD Residential	HD Residential or Residential-Commercial Mix; <i>declined for other infill development opportunities</i>
J	J1 – South side of Zinns Mill Road at State Drive J2-State Drive at PA 419/Schaffer Road J3 – PA Schaffer Road	170 100 68	Agriculture Agriculture Agriculture	Industrial/Future Industrial Industrial/Future Industrial Industrial/Future Industrial
K	Freeman Estate lands at 250 Cornwall Road	190	Agriculture	Heritage Tourism/Economic Development
L	Horseshoe Pike and Spangler Road between PA 241/ Colebrook Road and Beck Creek	250	Agriculture	Industrial; <i>declined. Local landowners may have interest in land preservation</i>

Map ID	Location	Estimated Acres	Generalized Zoning	Alternative Future Land Use and Discussion Notes
M	Lands between PA 241/Colebrook Road, Mill Road, and Rocherty Road	325	Agriculture	Long-range Development; <i>deferred for better infill development opportunities</i>
N	Lands between Mill Road and Snitz Creek, between PA 241 and Rocherty Road	200	Agriculture	LD and/or HD Residential; <i>deferred for better infill development opportunities</i>

Source: Gannett Fleming

Map 11, Land Use Map, illustrates the desired future land use pattern for 2035—the results of discussions about Map 10—and specifically nine areas for rezoning consideration. Each of the recommended areas is labeled with a letter and its recommended future land use. Table 15 Recommended Land Use Policy Changes lists the map identification letter, the general location street address, estimated acreage of the parcels identified, the current generalized zoning and the recommended future use to be implemented through subsequent rezoning. Table 16 lists a rationale for each of the open space, or land preservation, areas identified on Map 11.

Table 16. Recommended Land Use Policy Changes.

Map ID	Location	Estimated Acres	Generalized Zoning	Alternative Future Land Use and Discussion Notes
B	1730 State Route 72, field behind Blouch's Mini Mart and Sunoco	35	LD Residential	Commercial/Industrial
C	1509-1711 Jay St, northside	133	Agriculture	LD Residential
D	Sand Hill Reservoir Site	363	Agriculture	HD Residential or Residential-Commercial Mix
E	Miller Street behind Sunset Grocery above Stoever's Dam Park	100	LD Residential	HD Residential or Residential-Commercial Mix; <i>public sewer extension would be required</i>
F	F1 – 1010 E Maple St	33	Agriculture	Industrial
G	E Maple St & Mt Zion Rd	6	Agriculture	HD Residential
J	J1 – South side of Zinns Mill Rd at State Dr	170	Agriculture	Industrial/Future Industrial
	J2-State Drive at PA 419/Schaffer Rd	100	Agriculture	Industrial/Future Industrial
	J3 – PA 419/Schaffer Rd	68	Agriculture	Industrial/Future Industrial
K	Freeman Estate lands at 250 Cornwall Rd	190	Agriculture	Heritage Tourism/Economic Development

Source: Gannett Fleming

Table 17. Opportunities to Enhance Open Space (land) Preservation.

Map ID	Location	Rationale
Open 1	West of PA 72, downstream from Lions Lake	Undevelopable land visible from PA 72
Open 2	444 Schaffer Road	Connect adjacent preserved lands for larger, contiguous preserved areas
Open 3	180-240 Schaffer Road and WS Shore Lane	
Open 4	East side of Cornwall Road	
Open 5	East and west sides of PA	Retain open space between the Lebanon urban area and the Cornwall/Question area
Open 6	North and south sides of US 322 east of PA 241	Potential interest in expanded land preservation
Open 7	Royal Oaks Golf Course, 3350 West Oak Street	Connect adjacent preserved lands for larger, contiguous preserved area
Open 8	2370-3200 West Oak Street	

Map ID	Location	Rationale
Open 9	South Side of E Kercher Ave at N Prescott Road	Connect adjacent preserved lands for larger, contiguous preserved area

Source: Gannett Fleming

Goals, Objectives and Recommendations

Goal 1. Maintain a balance of developed, urban areas and conserved, rural lands.

Objective 1-A. Guide the majority of housing and job growth, e.g., 90 percent of housing units or commercial/industrial square footage, to the Planned Development Area.

Municipal policies, projects, decisions, and actions should strive to:

- ◆ Establish minimum density requirements to prevent sprawl and encourage compact development, particularly in urban areas.
- ◆ 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.

Priority Recommendations

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

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.

Other Recommendations to Consider

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

Implementation Guidance

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 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.

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.

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

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.

Time for Action: Medium term (0-5 years)

Lead Partners: Municipal Officials
Support Partners: Municipal Authorities; Municipal Planning Commissions
Funding Sources: General Funds

Objective 1-B. Sustain large, contiguous land areas with economically valuable natural resources for resource-reliant uses/activity and accommodate limited, very low density, low impact development in the Planned Conservation Area.

Municipal policies, projects, decisions, and actions should strive to:

- ◆ Encourage land preservation in large, contiguous blocks.
- ◆ Minimize forest fragmentation and restore forest connectivity, especially on South Mountain (the Highlands).
- ◆ Conserve prime farmland soils for traditional agriculture, modern agriculture, and other open space uses.
- ◆ Allow transfer of development rights from conservation areas to areas where growth is encouraged.

Priority Recommendations

Rec 3. Support land and resource preservation efforts through policies and municipal contributions.

Rec 4. Work with interested municipalities to host a workshop on transfer of development rights programs.

Implementation Guidance

Rec 3. Support land and resources preservation efforts through policies and municipal contributions.

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 and municipal contributions would increase the competitiveness of local applicants for limited conservation and preservation funds.

Time for Action: Ongoing
Lead Partners: Municipal Officials

Support Partners: Municipal Planning Commissions, Lebanon County Conservation District, Lebanon County Agricultural Land Preservation Board, Lebanon Valley Conservancy

Funding Sources: n/a for advocacy; General Funds for contributions

Rec 4. Work with interested municipalities to host a workshop on transfer of development rights programs.

Transfer of Development Rights (TDR) program is an urban planning tool designed to balance conservation and development. It allows property owners in areas where development is restricted (sending areas) to sell their development rights to developers in areas where growth is encouraged (receiving areas). TDR helps to protect land and sensitive and significant resources from development and promotes greater efficiency of public infrastructure systems. Transfers can be executed as a “from here to there” transaction or development rights can be purchased from the sending area and held by a municipality until needed by developers in the receiving area.

Kennett Township and West Vincent Township in Chester County and Manheim Township, Warwick Township, and West Hempfield Township in Lancaster County use TDR programs to manage development pressure. Lancaster County has even developed a TDR Practitioner’s Handbook to guide municipalities in establishing and administering TDR programs effectively. Representatives from these municipalities and Lancaster County would make an excellent panel for learning about the potential benefits and costs of a municipal or regional TDR program.

Time for Action: Mid-term (3-5 years)

Lead Partners: Municipal Officials and staff

Support Partners: Municipal Planning Commissions, Lebanon County Conservation District, Lebanon County Agricultural Land Preservation Board, Lebanon Valley Conservancy

Funding Sources: N/A. A single 2- to 4-hour introductory workshop should have nominal costs.

Goal 2. Sustain the region’s urban and rural development characters.

Objective 2-A. Encourage new development to “fit” with the region’s urban and rural characters. Municipal policies, projects, decisions, and actions should strive to:

- ◆ Ensure that the density and heights of new development complements the adjacent buildings and general scale of development in the area.
- ◆ Promote use of materials and styles of development that reflect the surrounding urban and rural character.
- ◆ Require protection of existing trees, open spaces, views and historic sites into new development, especially larger neighborhoods, and their integration into site design and circulation for visibility and access.

Priority Recommendations

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

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

Implementation Guidance

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.

Time for Action:	Medium Term (0-5 years)
Lead Partners:	Municipal Officials and Planning Commissions
Support Partners:	Lebanon Valley Conservancy; County and local historical societies
Funding Sources:	General Funds, PA DCED Municipal Assistance Program (MAP), PennDOT Connects Technical Assistance for professional services; University Planning, Architecture, and/or Landscape Architecture Departments may be interested in such a study as a class planning project.

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 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.

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

Objective 2-B. Revitalize and strengthen the identity of villages and neighborhoods.

Priority Recommendations

Rec 7. Install streetscape improvements in villages and neighborhoods that celebrate unique cultural, historic or architectural features.

Implementation Guidance

Rec 7. Install streetscape improvements in villages and neighborhoods that celebrate unique cultural, historic or architectural features.

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, benches, 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.

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

Lead Partners: Municipal Officials and Planning Commissions

Support Partners: LEBCO MPO; PennDOT District 8-0

Funding Sources: PA DCNR TreeVitalize; Liquid Fuels; General Funds; Community Development Block Grants

7 Transportation Plan

Transportation infrastructure in the Cornwall-Lebanon planning 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.

Land Use and Traffic Generation

Data from PennDOT's Bureau of Planning and Research indicates that travel demand on the state-owned roadway network within the region increase gradually from 2014 to 2023, to a total of nearly 460,000 daily vehicle miles of travel (DVMT), as shown in Table 18. A similar increase occurred for local federal aid roadways as well, with a total of nearly 710,000 DVMT in 2023.

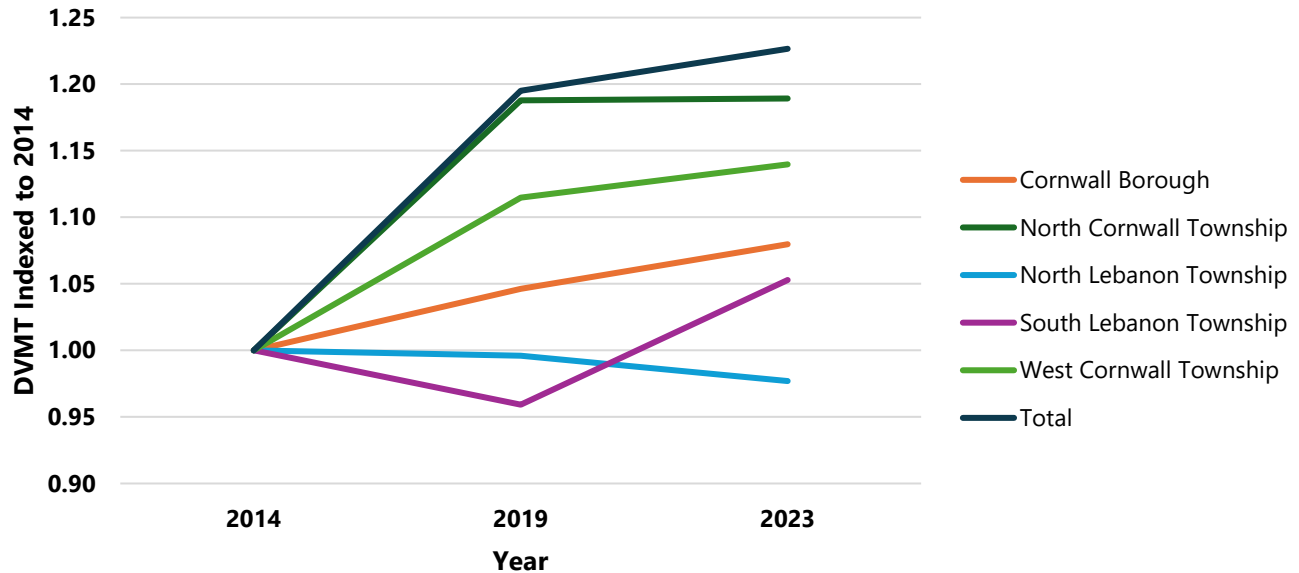
Table 17. Daily Vehicle Miles of travel (DVMT) on State Owned and Federal Aid Roadways, 2014, 2019, 2023.

Municipality	State Owned			Local Federal Aid		
	2014	2019	2023	2014	2019	2023
CSLD Region	432,068.35	448,385.54	458,572.45	61,323.73	67,981.37	71,390.66
Cornwall Borough	71,413.97	75,526.45	76,993.65	8,506.68	8,097.04	9,299.36
North Cornwall Township	62,190.63	67,702.44	66,906.99	17,779.21	27,280.44	28,194.97
North Lebanon Township	122,203.26	122,907.68	120,276.45	7,907.49	6,669.54	6,836.63
South Lebanon Township	92,073.15	88,406.77	98,445.28	27,130.35	25,934.35	27,059.70
West Cornwall Township	84,187.34	93,842.20	95,950.08	0.00	0.00	0.00

Source: PennDOT

The total DVMT data in the region indicates that road usage has steadily increased over the years, suggesting a heavy reliance on private vehicles and an increase in truck traffic. The most significant increase is observed in North Cornwall Township, followed by West Cornwall Township and Cornwall Borough. This trend is attributed to the heavy traffic on US 72 and US 322, coupled with an increase in residential development in these townships. North Lebanon Township saw a gradual decrease in DVMT, which is unexpected because the township has had several large new housing developments, and the US 422 highway runs along its southern border.

Figure 4. Changes in Daily Vehicle Miles of Travel, 2014, 2019, 2023 (State Owned and Federal Aid Roadways).



Source: PennDOT

Optimizing the Existing Road Network

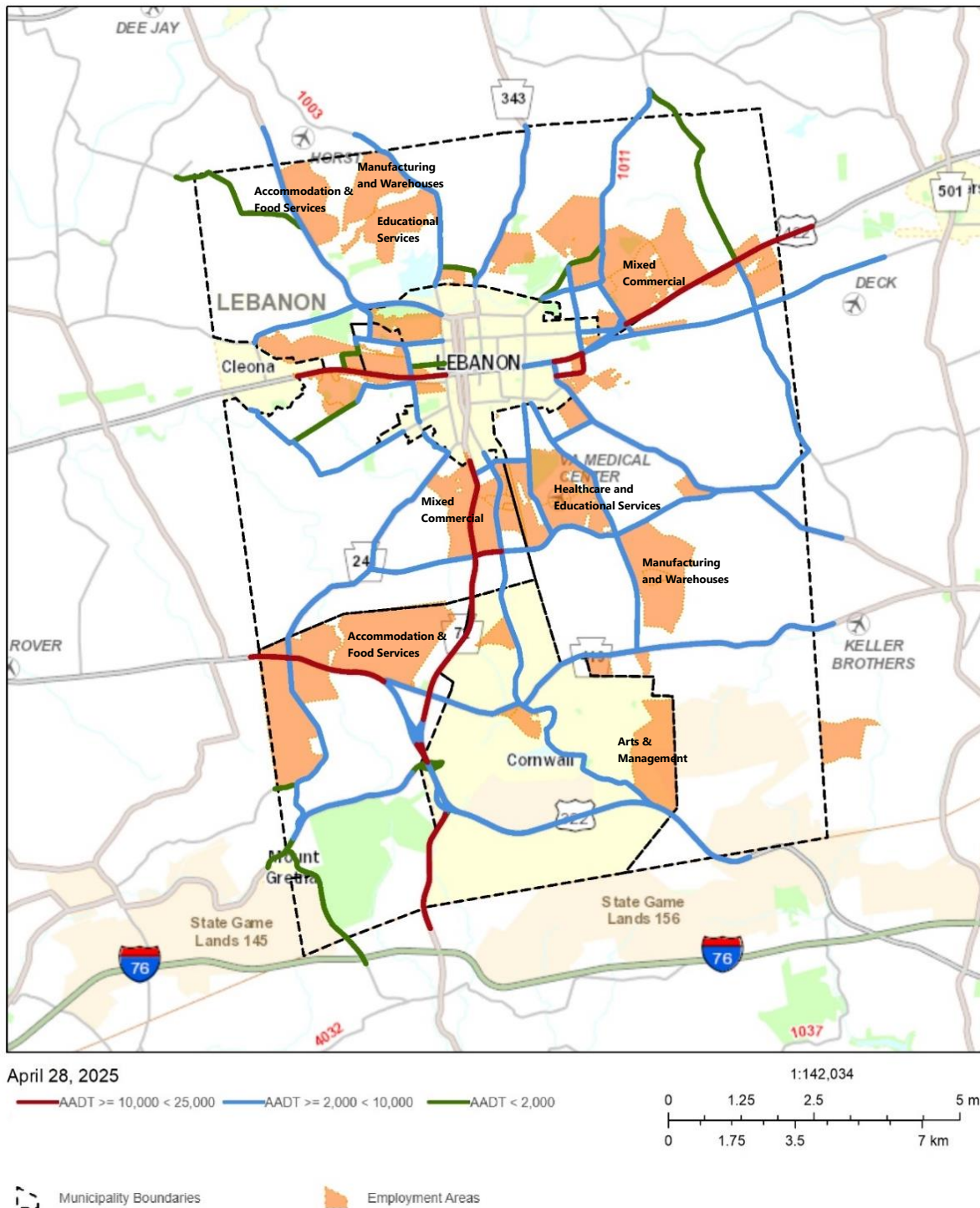
In 2024, the busiest state-owned roadways within the regions are US 322, US 422 and PA 72. Figure 5 shows the Annual Average Daily Traffic (AADT) on all state-owned routes in the region with respect to the primary employment areas. As the region continues to grow, with more residents and jobs, these roads will become increasingly congested. Additionally, state routes with AADT between 2,000 and 10,000 will also experience more traffic due to VA hospital expansion, increased employment in industrial areas, and new residential/mixed-use developments.

To prepare for this growth, the region should focus on making efficient use of existing roads and implementing better land use planning. Building more roads is not a sustainable solution, as adding lanes rarely fixes traffic problems. More roads often lead to more drivers, resulting in the same or worse congestion. Instead, municipalities should prioritize fixing existing roads, streamlining traffic for various modes of transportation, and encouraging active travel options like biking, walking, and a reliable bus system. Exploring investments into transportation systems management and operation strategies that can provide intelligent transportation systems to better manage existing roadways contributes to the efficient management and operations of the roadway.

Some of the strategies to optimize the existing road infrastructure include:

- Improved signal timing and synchronization to reduce congestion and improve traffic flow.
- Roundabouts to keep the traffic moving. However, they should not be used in areas with pedestrian traffic as they increase the crossing distance and make it harder for pedestrians to navigate.
- A connected network of bike lanes, sidewalks, and multi-use trails as convenient alternatives to motorized travel.
- Rights-of-way designed for all modes of transportation—all users and not just cars.

Figure 5. Annual Average Daily Traffic (AADT), 2024 in relation to Primary Employment Areas.



Map 12, Transportation Issues, identifies sites (e.g., intersections) and corridors of concern. Sites 2 and 3 and Corridors A and O, identified in the 2013 Regional Comprehensive Plan, have been addressed. The concern for limited sight distance at Site 22, the intersection of Kochenderfer Road and Kimmerlings Road with PA 343, is currently being studied by PennDOT.

Improving Pedestrian and Bicycle Infrastructure

As the region grows, it is important to build infrastructure for walking and biking to reduce reliance on cars. This approach not only enhances the quality of life for residents but also promotes sustainable transportation, reduces traffic congestion, and improves public health. Map 13, Bike, Ped and Transit Access, illustrates existing and future bike and pedestrian access routes, including off-road trails.

Some of the key strategies to optimize the existing infrastructure to become pedestrian and bicycling friendly include:

Pedestrian Infrastructure Improvements

- Increase sidewalk coverage and ensure connectivity between residential areas, schools, parks, and commercial centers. This makes walking a viable and safe option for short trips.
- Design and implement well-marked crosswalks, pedestrian refuge islands, and raised crosswalks to enhance safety at intersections. This is especially viable for newer developments and can be implemented incrementally as the existing infrastructure undergoes maintenance.
- Street lighting and landscape (street trees) to make walking pleasant and safe.
- Implement traffic calming measures such as speed humps, curb extensions, and narrowed lanes in commercial, residential, and school areas to reduce vehicle speeds and enhance pedestrian safety.
- Ensure that all pedestrian infrastructure is accessible to people with disabilities, including those using mobility devices. This includes installing curb ramps and tactile paving.
- Include all-weather inclusive design of sidewalks to ensure year-round usability.

Bicycle Infrastructure Improvements

- Expand roadway shoulders to 4' for the safety of bicyclists on all regional and collector roads.
- Create a network of bike lanes that connect key areas such as residential neighborhoods, business districts, parks, and schools.
- Develop dedicated bike lanes that are physically separated from car traffic, especially on roads with higher speed limits.
- Require bike parking and storage facilities at key locations such as transit stations, commercial centers, and public buildings.
- Install bike repairs stations along heavily used bike corridors and trails.

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.

Affordable Transportation through Transit

Ridership on Lebanon transit is slowly recovering since the COVID-19 pandemic. Overall, ridership is about 45% less than pre-COVID levels. Shared ridership has increased nearly 8% from 2022-2023 but is also still down about 21% compared to pre-COVID era.

Use of transit is in part dependent upon safe and convenient pedestrian access to transit stops. See Map 13, Bike, Ped and Transit Access, for existing and future bike and pedestrian access routes and transit service routes.

Goals, Objectives and Recommendations

Goal 3. Maintain circulation systems; expand travel options, especially within the Planned Development Area.

Objective 3-A. Improve the Region's transportation asset management practices.

Priority Recommendation

Rec 8. Be responsive to the LEBCO MPO's efforts to develop a county-wide inventory of locally owned transportation infrastructure.

Implementation Guidance

Rec 8. 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.

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

Lead Partners: Municipal Managers and Engineers

Support Partners: Municipal Planning Commissions; LEBCO MPO

Funding Sources: n/a

Objective 3-B. Expand infrastructure for biking, walking, and public transit access. Municipal policies, projects, decisions, and actions should strive to:

- ◆ Incorporate Complete Streets principles to ensure public roadways are safe and accessible for all users, including pedestrians, cyclists, and transit riders.
- ◆ Evaluate and improve pedestrian infrastructure in the vicinity of transit stops.
- ◆ Promote shared mobility options, such as carpool and bike-sharing.
- ◆ Expand public transit access within and between Planned Development Areas.

Priority Recommendations

- Rec 9.** Enforce sidewalk and alternative pedestrian facility requirements; consider enacting bicycling facility standards.
- Rec 10.** Support completion of the Lebanon Valley Rail Trail.
- Rec 11.** Enact transit-friendly land development standards into the respective county/municipal subdivision and land development ordinances.

Other Recommendations to Consider

- B. Construct, and where necessary reconstruct, sidewalks in existing neighborhoods through public projects or property owner incentives.
- C. 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.
- D. Develop a plan for a regional trail network.
- E. Promote ridesharing services.

Implementation Guidance

Rec 9. 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.

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

Rec 10. Support completion of the Lebanon Valley Rail Trail.

The Lebanon Valley Rail Trail complements the Region's transportation system, providing nearly 15 miles of off-road recreation and transportation opportunities. Completion of

this spine is an important step in establishing an off-road trail network in Lebanon County.

Time for Action: Ongoing
Lead Partners: Lebanon Valley Rail to Trails, Inc.; LEBCO MPO
Support Partners: Municipal Officials
Funding Sources: LEBCO MPO Transportation Enhancement (TE) funding

Rec 11. 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.

Time for Action: Long Term (0-10 years)
Lead Partners: Municipal Planning Commissions
Support Partners: LEBCO MPO staff; PA DCED
Funding Sources: n/a

Objective 3-C. Improve safety.

Priority Recommendations

Rec 12. Conduct safety audits of pedestrian and bicycle routes to schools, parks, and trails.

Implementation Guidance

Rec 12. 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.

For example, several residential developments have been completed along South 5th Avenue just north of the South Lebanon Elementary School. These neighborhoods have interconnected sidewalks but there is no sidewalk connecting the neighborhoods to the school—a distance of about 1,500 feet.

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.

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

- Objective 3-D. Increase efficiency, connectivity, and accessibility.
Municipal policies, projects, decisions, and actions should strive to:
- ◆ Enhance access and connectivity between major roadways and local street network.
 - ◆ Address congestion bottlenecks and other impediments to freight movement on the highway network.

Priority Recommendations

- Rec 13.** Enact access management provisions for all major roadways.
- Rec 14.** Retime traffic signals on a 5-year cycle and upgrade, as needed.
- Rec 15.** Establish and implement an Official Map to interconnect the roadway network and provide service roads to reduce demand on primary roadways.

Other Recommendations to Consider

- F. Expand the congested corridor study of US 422 eastward through central Lebanon County and participate in the congested corridor study of PA 72.
- G. Evaluate the need for park and ride lots throughout the region.

Implementation Guidance

Rec 13. 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 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, North Lebanon, and South 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 or worsening. 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.

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

Lead Partners: Municipal Planning Commissions
Support Partners: Lebanon County Planning Department; PennDOT District 8-0
Funding Sources: General funds

Rec 14. 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 signal have proper detection and updated signal timing parameters to optimize operations. This is particularly critical along 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 15. Establish and implement an Official Map to interconnect the roadway network and provide 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 alignments, 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:	PA DCED Municipal Assistance Fund; PennDOT Connects Planning Studies

Objective 3-E. Plan, design, and construct projects collaboratively among affected municipalities and with the private sector.

Other Recommendations to Consider

Rec 16. Negotiate with developers to maintain, and where practical to improve, the transportation system.

Implementation Guidance

Rec 16. 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.

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

8 Economic Development and Agriculture Plan

Long-term employment projections in Table 10 and Table 11 showed that employment growth projected to increase across all industries. The largest projected increase, healthcare and social services, could occur in private business establishments within existing facilities while changing employment at the VA hospital would more likely be indicated under public administration. Relatively small employment increases are not likely to be associated with significant economic land development in the coming years. However, as noted, the planning region lacks job and career opportunities especially for young workers. Planning for more diverse and more flexible development opportunities could attract or cultivate new businesses and attract or retain young adults and young families, deterring worker outflows and spending to other communities.

Worker Inflow-Outflow by Industry

According to OnTheMap from the US Census Bureau, there were more workers living in the Cornwall-Lebanon planning region than jobs: 17,566 resident workers and 15,024 jobs (Table 18). More workers than jobs was also true for 16 of the 20 industries, and specifically for the more than 4,000 workers employed in those industries. This represents knowledge, skill, and talent in these industries—industries with an average projected employment growth rate of 2.88 percent, compared to Lebanon County's overall 1percent projected growth.

Resident worker strengths in these varied industries represent opportunity for traditional economic development as well as multi-industry sectors such as the creative sector and tourism.

For example, the Construction Industry includes the trades necessary to build new structures and to repair and restore old ones. Preservation of older structures and replication of historic building patterns will require both general and specialized skills, likely available to some degree among the nearly 800 construction industry workers who live in the region. With another 350 workers commuting into the region for employment in construction, these 1,100 workers, plus property owners, real estate professionals, and trades educators, could help to meet the needs of aging building stock in the region and across the county.

The Creative Sector encompasses activities that generate original intellectual property for the consumer or that contribute to the ideation, creation, production, distribution, and use/consumption of the goods and services, even if they are intended for public or non-profit use/consumption. Creative Sector industries include:

- Marketing – Advertising and marketing agencies & professionals
- Architecture – Architecture firms & architects
- Visual Arts & Crafts – Galleries, artists, artisans & makers
- Design – Product, interior, graphic, and fashion design firms and designers
- Film & Media – Film, video, animation, TV & Radio businesses
- Digital Games – Companies, programmers & individuals producing games.
- Music & Entertainment – Producers, venues, musicians & performers

- Publishing – Print or electronic businesses & content creators, editors & writers

Table 18. Jobs by NAICS Industry Sector.

NAICS Industry Sector	Resident Workers		Comparison	Jobs	
	2022			2022	
	Count	Share	Count	Count	Share
Total Jobs	17,566	100.0%	4,092>	15,024	100.0%
			<1,550		
Goods Producing Industries					
Agriculture, Forestry, Fishing and Hunting	110	0.6%	11	99	0.7%
Mining, Quarrying, and Oil and Gas Extraction	17	0.1%	9	26	0.2%
Construction	793	4.5%	442	351	2.3%
Manufacturing	2,218	12.6%	78	2,140	14.2%
Trade, Transportation, and Utilities					
Wholesale Trade	775	4.4%	204	571	3.8%
Retail Trade	1,825	10.4%	238	2,063	13.7%
Transportation and Warehousing	1,378	7.8%	755	623	4.1%
Utilities	76	0.4%	69	145	1.0%
All Other Services					
Information	205	1.2%	128	77	0.5%
Finance and Insurance	535	3.0%	376	159	1.1%
Real Estate and Rental and Leasing	157	0.9%	84	73	0.5%
Professional, Scientific, and Technical Services	692	3.9%	490	202	1.3%
Management of Companies and Enterprises	380	2.2%	21	359	2.4%
Administration & Support, Waste Management and Remediation	850	4.8%	229	621	4.1%
Educational Services	1,475	8.4%	521	954	6.3%
Health Care and Social Assistance	3,447	19.6%	1,234	4,681	31.2%
Arts, Entertainment, and Recreation	316	1.8%	135	181	1.2%
Accommodation and Food Services	1,142	6.5%	41	1,101	7.3%
Other Services (excluding Public Administration)	563	240	240	323	2.1%
Public					
Public Administration	612	3.5%	337	275	1.8%

Source: U.S. Census Bureau. (2025). Ibid.

According to the Arts and Cultural Production Satellite Account of the U.S. Bureau of Economic Analysis, PA's creative sector added \$30.1B to the economy (a 6.8% increase over 2021) and employed more than 175,000 individuals in 2022. By these figures, PA's creative sector value ranked 8th in the nation and its employment ranked 7th.

As awareness for the economic potential of the Creative Sector grows, local governments, states, and nations are increasingly embracing the creative sector as a driver of economic vitality and a well-rounded quality of life. Creative professionals working together or individually need commercial or home-based office space, public and private places to exchange and enrich ideas, and public and

private spaces to display, pitch, and sell their products. Their ingenuity in turn generates jobs, supports lifelong learning, and attracts and retains residents, workers, and businesses.

Likewise, tourism encompasses multiple industries, most notably Arts, Entertainment, Recreation and Accommodation and Food Services. Defining, conserving, interpreting and sharing thematic aspects of the region's history, culture, and natural assets will take work and workers, not just volunteerism, to provide locals and visitors with quality, memorable experiences that draw them back again and again.

Based on these economic and employment findings, the planning region should continue infill, re-use, and redevelop its existing commercial and industrial lands, integrate smaller commercial spaces into or proximate to existing and planned residential areas for consumers and creatives, and support development and investment in the region's leading employment industries and its heritage tourism opportunity.

Goals, Objectives and Recommendations

Goal 4. Expand and diversify the economic tax base and family-sustaining, living wage employment.

Objective 4-A. Ensure available, appropriately zoned land with shovel-ready infrastructure for leading and target industries (agricultural production expected) and for support industries, within the Planned Development Area.

Priority Recommendations

Rec 17. Revise commercial and industrial zoning per Recommendation 1.

Other Recommendations to Consider

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

Implementation Guidance

Rec 17. 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 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.

Objective 4-B. Allow a variety of agri-business types.

Priority Recommendations

Rec 18. Revise the permitted uses of the agricultural and rural conservation districts to allow agricultural and agri-business uses.

Implementation Guidance

Rec 18. 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

Objective 4-C. Market available business locations and service opportunities in cooperation with the county economic development and local business organizations.

Priority Recommendations

Rec 19. Work with the Chamber of Commerce in marketing commercially zoned lands and properties.

Other Recommendations to Consider

- Identify prime volunteer organizations to supplement the Lebanon area community profile.
- Establish a feedback mechanism for gathering information from business prospects declining to locate or expand in the Region.

Implementation Guidance

Rec 19. 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

Objective 4-D. Expand heritage tourism.

Municipal policies, projects, decisions, and actions should strive to support:

- Community events and activities that celebrate local heritage and culture.
- Create walking tours of neighborhoods and surrounding landscape.

Recommendations

Rec 20. Develop a heritage tourism strategy for the Region.

Other Recommendations to Consider

K. Consider re-evaluating the visitor center location study.

Implementation Guidance

Rec 20. 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, Mount Gretna Historical Society

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

Goal 5. Protect farmland and the business of farming.

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

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

9 Housing Plan

Based on the region's proximity and highway access to major employment centers in the Harrisburg area, Lancaster County, and southeastern PA, and the comparative cost of living, housing development pressure for workers will likely continue. For these same reasons, and the lack of tax on retirement income, housing development pressure for retirees will also likely continue.

The municipal population forecast (Table 8) showed that residential development projects will bring additional modern units and diverse unit types to the housing market. These larger residential and mixed-use developments, as well as minor residential subdivisions and land development, will reasonably accommodate the region's projected 2030 population with an estimated 2,394 new units.

A longer-term household projection, shown in Table 19, shows that 2,608 units will be needed by 2040, or an additional 213 units, assuming household sizes continues to decline. When a reasonable vacancy factor of 5 percent is included, the number of additional units needed by 2040 rises to 343 units (Table 20). Additional housing of this magnitude can be accommodated in the Planned Development Area and residential zoning districts, particularly if trends in constructing smaller, more diverse unit types continue.

Table 19. Housing Demand Projection.

Geography	Projected Population Change ¹		Average Household Size	Projected Add'l Households	Projected Housing Demand w/ Vacancy Factor
	2030	2040	2000-2020 Trend	By 2040	+5%
CLSD Region	39,661	42,251	Trends of Declining Household Size Applied		
Increase	3,487	2,590		2,607	2,737
Cornwall Borough	4,775	5,103			
Increase	456	328		345	363
N Cornwall Twp	9,141	9,958			
Increase	1,281	817		869	913
N Lebanon Twp	12,809	13,493			
Increase	764	684		638	670
S Lebanon Twp	10,886	11,602			
Increase	974	717		728	764
W Cornwall Twp	2,051	2,096			
Increase	13	45		26	28

Source: Municipalities; Gannett Fleming, Inc.

Table 20. Housing Demand vs. Supply Projection.

Geography	Projected Housing Demand w/ Vacancy Factor	Housing Units in Development/ Under Construction (New Supply)	Surplus (+)/Gap (-) to Meet Demand
	+5%	Assumed Occupied by 2030	2040
CLSD Region			
Increase	2,737	2,394	-343
Cornwall Borough			
Increase	363	725	362
N Cornwall Twp			
Increase	913	895	-18
N Lebanon Twp			
Increase	670	449	-221
S Lebanon Twp			
Increase	764	88	-676
W Cornwall Twp			
Increase	28	237	209

Source: Municipalities; Gannett Fleming, Inc.

In many cases, smaller lots and smaller units can result in lower per unit costs for construction and owner maintenance. Higher density development typically means that more units share in the design and construction costs of the housing units and the associated transportation, water, sewer, and stormwater infrastructure. Attached units share one or more walls and gain heating and cooling efficiency as a cost reduction or benefit. Amenities within each unit and within the development project can also raise per unit costs but increase value for the owner or occupant. Proximity to daily destinations and the availability of pedestrian, bicycle, and transit networks lower the reliance on personal vehicles, potentially to zero, and increase social engagement with neighbors.

Meeting the Region's Fair Share of Housing Needs

Planning for housing includes planning to meet housing needs for low- and moderate-income households. As a general assessment, municipalities in the region are working to better meet a variety of housing needs in conjunction with growth management policies. The 2013 Regional Comprehensive Plan included priorities for smaller housing units in moderate- to high-density patterns to offer a range of housing types and costs, not just single-family detached units. Since 2013, multiple development projects have brought new apartments and townhomes to market in the region, expanding housing choice by type within the planned growth area where public services, including public transportation

and recreation, area readily available. Current development projects, as completed, will make additional apartments and townhomes available across the region.

The rising cost of materials and labor makes meeting housing needs for low- to moderate-income households challenging. Rising costs impact new construction as well as renovation of existing units. While municipalities have no influence on rising construction costs, they can offer transportation options that are free or low-cost for resident use, such as sidewalks, bicycle accommodations, and convenient and comfortable transit access, to reduce the overall cost of living. This plan update continues to emphasize both housing variety and transportation options.

This plan update does not include a detailed fair share analysis. Such an analysis can more thoroughly examine housing affordability and discrimination in municipal housing and development policies.

Goals, Objectives and Recommendations

Goal 6. Foster reasonable housing choices in type, cost, and attainability.

- Objective 6-A.** Encourage and incentivize a wide range of housing choices. Municipal policies, projects, decisions, and actions should strive to:
- Implement flexible zoning regulations that allow variety of housing types, including mixed use development and accessory dwelling units.

Priority Recommendations

Rec 21. Increase housing unit density and diversity through zoning requirements or incentives.

Other Recommendations to Consider

- L. Encourage site design, building orientation, and building design that are energy efficient.
- M. Ensure that on-site residential energy production is permitted and reasonably regulated.

Implementation Guidance

Rec 21. Increase housing unit density and diversity through zoning requirements or 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

10 Infrastructure and Public Services Plan

All recently completed development was located within existing or planned public water service areas with the sole exception of the Walmart Fulfillment Center in North Lebanon Township. All recently proposed development is also located within existing or planned public sewer services areas.

With adequate treatment capacity in both the water and sewer systems to serve the projected 2,737 residential units and some measure of economic development, the municipalities should work with the City of Lebanon Authority to prioritize infrastructure maintenance, efficiency and reliability.

Residents and business owners of the planning region rely on the City of Lebanon Authority, and associated municipal sewer conveyance systems, for public water and public sewer service. Both systems must be kept in view in terms of their dedicated facilities, treatment plant, storage reservoirs and tanks, and pipework, but also in terms of the environment that provide source water and receive discharges. Naturally vegetated landscapes provide free ecological filtration services that minimize the cost of water treatment for potability and surface water quality for a variety of uses. Land uses that disturb or replace such landscapes also introduce intensive pollutants that are typically more costly to mitigate. Mineral extraction and agricultural production are two of these land uses and both are present in the Cornwall-Lebanon planning region.

The municipalities of the planning region advanced multiple cooperative service efforts since 2013. Regional police services were implemented by North Cornwall and North Lebanon, while South Lebanon developed a waste recycling yard and garners revenue by sharing facility access with nearby municipalities. The municipalities should continue to explore shared services at every opportunity, even revisiting shared service options as political and regulatory conditions change over time.

Goals, Objectives and Recommendations

Goal 7. Plan, build and maintain sustainable physical infrastructure.

Objective 7-A. Maintain and implement timely management plans for sewer service capacity and on-lot septic systems.

Objective 7-B. Improve waste management and recycling.

Priority Recommendations

Rec 22. Update municipal Act 537 Sewage Facilities Plans.

Rec 23. Limit water/sewer service expansion to the Planned Development Area.

Rec 24. Identify and prioritize major maintenance and capital improvements to the water and sewer systems.

Rec 25. Adopt well construction standards.

Rec 26. Adopt wellhead protection zones for public water wells.

Implementation Guidance

Rec 22. Update municipal Act 537 Sewage Facilities Plans.

Act 537 plans typically have a 20-year planning horizon. South Lebanon's plan is dated 1988—37 years old. The four other municipal sewage facilities plans for Cornwall, North Cornwall, North Lebanon, and West Cornwall are all older than 20 years, though North Lebanon and West Cornwall have made amendments.

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.

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

Rec 23. 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.

Time for Action:	Ongoing
Lead Partners:	Municipal Officials; Municipal Authorities

Support Partners: Municipal Planning Commission; Lebanon Authority
Funding Sources: n/a

Rec 24. 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.

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

Rec 25. 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.

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

Rec 26. 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.

Time for Action: Medium Term (0-5 years)
Lead Partners: Municipal Water Authorities; Municipal Officials, Engineers and Planning Commissions

Support Partners: PA DEP; Lebanon County Planning Department; Lebanon County Conservation District

Funding Sources: General Funds; Pennsylvania Source Water Protection Program; Pennsylvania Water Resources Education Network; Pennsylvania Rural Water Association

Goal 8. Enhance water management and conservation

Objective 8-A. Minimize site disturbance and impervious surfaces to maximize infiltration and reduce urban flooding.

Priority Recommendations

Rec 27. Review and revise regulations to minimize site disturbance.

Rec 28. Allow the use of low impact development techniques and materials.

Other Recommendations to Consider

N. Request a county-led groundwater study to define significant aquifer recharge areas.

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

Implementation Guidance

Rec 27. 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.

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

Lead Partners: Municipal Officials, Engineers, and Planning Commissions

Support Partners: Lebanon County Planning Department

Funding Sources: General Funds

Rec 28. Allow the use of low impact development techniques and materials.

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.

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

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

Objective 8-B. Maintain or improve water quality.

Recommendations

Rec 29. Incorporate stormwater filtration techniques into land development ordinances.

Rec 30. Adopt riparian buffer ordinances when and where required by state and federal law; consider adoption of the same for all waterways and waterbodies.

Other Recommendations to Consider

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

Implementation Guidance

Rec 29. 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 30. 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 protect 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
Support Partners:	Lebanon County Planning Department
Funding Sources:	General Funds

Objective 8-C. Coordinate MS4 Stormwater Management Program services.

Recommendations

Rec 31. Continue to participate in the Lebanon County Clean Water Alliance.

Rec 32. Regionalize public education efforts required by the MS4 Stormwater Management Program.

Rec 33. Regionalize service contracts, e.g. for water quality sampling at storm boxes, inlet and outfall mapping, for MS4 Stormwater Management Program compliance.

Implementation Guidance

Rec 31. 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 32. 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.

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 33. 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.

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

Goal 9. Provide cost-effective local government services.

- Objective 9-A. Share and coordinate services where citizen values for service delivery and outcome align; maintain independent service delivery where values are distinctive.
- Objective 9-B. Foster inter-government collaboration and partnership.
- Objective 9-C. Improve efficiency through technology and innovation.

Priority Recommendations

Rec 34. Develop a list of municipal equipment available for occasional shared use.

Rec 35. Consider joint support of specialized staff or contractors.

Rec 36. Explore public interest in recreation programs.

Other Recommendations to Consider

Q. Expand the volunteer roadside maintenance program.

R. Expand the community alert system to other interested municipalities.

Implementation Guidance**Rec 34. Develop 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 35. 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.

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

Lead Partners: Municipal Officials and Managers

Support Partners: n/a

Funding Sources: General Funds and Project Funding (grants)

Rec 36. Study the feasibility of regional police service among interested municipalities.

The social and economic conditions that determine the feasibility of any service change or infrastructure investment can vary over time.

Where there is interest in exploring shared services, such as for police services or fire protection services, interested municipalities and associated providers should convene an exploratory workshop to discuss the costs and benefits, success factors and lessons learned from other regionalization efforts, as well as the specific data needs for a feasibility study, integrated public education/participation. As interest is confirmed, participants would then discuss programming a feasibility study.

Time for Action: Ongoing

Lead Partners: Municipal Officials, Managers and Police Chiefs

Support Partners: Police Departments

Funding Sources: PA DCED

Rec 37. 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

11 Natural and Historic Resources Plan

Natural and historic resources are not only important to quality of life, understanding and experience of place but also to its cost of living. They deserve protection for their ecological, cultural, and economic value to present and future generations.

Natural resources operate in systems that 1) drain, filter, store, and release water sources needed and used by humans and wildlife, 2) provide food and forage for people and wildlife, 3) shape air quality and atmospheric conditions, and 4) determine the suitability of lands for varied built human uses. These systems integrate landforms, geology, soils, vegetation, hydrology, and wildlife spanning areas as small as a few square feet to vast regions spanning thousands of square miles. Unique systems and conditions at all scales support biodiversity. Disturbance, displacement, or removal of one or more parts of a system impacts the system's ability to supply these services and conditions. Some studies have found that the disturbance of areas as small as 10 percent can be detrimental to the free ecological functions that humans rely on. When these systems no longer function naturally, humans build interventions to "treat" unhealthy conditions, often resulting in further disruption to the natural environment.

Historic and modern cultural resources represent social connections with past, present, and future generations. These resources are the places and events to which people attribute meaning—places of discovery, technological innovation, celebration, and memorial. Protection or preservation of these resources should never be about "all places," just those that are most significant, meaningful, and important to be shared with future generations. Their protection or preservation may entail preventing change, adaptation for modern use, or documentation before removal. Most importantly, preservation should consider site, structure, district or complex's ongoing value to the community—local, regional, national community—through interpretation or storytelling.

Goals, Objectives and Recommendations

Goal 10.	Protect sensitive natural resources from development and its impacts and restore connectivity and quality, where feasible.
Objective 10-A.	Minimize development activity and impacts in ecologically sensitive areas: floodplains, wetlands, steep slopes, forested areas and sites of state and local natural significance.
Objective 10-B.	Minimize fragmentation and improve/restore connectivity within and between ecologically sensitive areas.
Objective 10-C.	Link natural resources with existing communities through contiguous protected open space, such as conservation greenways and recreational paths and trails, where appropriate.
Objective 10-D.	Update resource protection standards in zoning and SALDO regulations.

Priority Recommendations

- Rec 37.** 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.
- Rec 38.** Seek acquisitions, easements and stewardship plans from willing land owners to protect designated greenway corridors.
- Rec 39.** Review existing steep slope protection provisions and strengthen them to address the ten aspects of model steep slope regulation.
- Rec 40.** Encourage mine land reclamation and redevelopment consistent with the community and landscape context.

Other Recommendations to Consider

- S. Designate greenways for ecological connectivity. Determine which greenways are suitable for low impact recreational trails.
- T. Restore woodland connectivity, especially in riparian areas, and expand urban forests through tree plantings.
- U. As needed, advocate monitoring and regulatory enforcement of mineral extraction and quarry operations by state and federal agencies to protect water resources.
- V. Consider adopting performance criteria to limit environmental impacts, e.g. excessive noise, dust, etc. from industrial production.

Implementation Guidance

Rec 38. 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

Rec 39. Seek acquisitions, easements and stewardship plans from willing land owners to protect designated greenway corridors.

Implement greenway conservation with willing landowners.

Time for Action: Long Term (0-10 years)
 Lead Partners: Municipal Officials and Planning Commissions
 Support Partners: Lebanon Valley Conservancy
 Funding Sources: General Funds; PA DCNR; Watershed Associations

Rec 40. 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; and 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.

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

Rec 41. 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.

Time for Action: Ongoing
 Lead Partners: Municipal Officials and Planning Commissions

Support Partners: City of Lebanon Authority
Funding Sources: n/a

Preserve significant historic resources and encourage conservation of other historic resources.

- Objective 10-E. Inventory historic resources and prioritize public preservation interests.
- Objective 10-F. Encourage and incentivize use and adaptive re-use of historic resources and the application of historic building patterns and designs in new development.
- Objective 10-G. Promote an understanding of these resources among citizens and visitors.

Priority Recommendations

- Rec 41.** 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 42.** Develop and implement a historic preservation plan for the same key locations.
- Rec 43.** Establish incentives for developers to identify and, where feasible, preserve and re-use historic features on proposed development sites.
- Rec 44.** Establish incentives for developers to apply vernacular building styles, patterns and materials.

Other Recommendations to Consider

- W.** Initiate a certification program for historic structures related to agricultural communities.

Implementation Guidance

Rec 42. 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.

Time for Action: Medium Term (0-5 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; Mount Gretna Historical Society
Funding Sources: General Funds; PHMC

Rec 43. Develop and implement a historic preservation plan.

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; Mount Gretna Historical Society

Funding Sources: General Funds; PHMC

Rec 44. 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 45. 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 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 pattern book or design guide.

Time for Action: Ongoing

Lead Partners: Municipal Officials and Planning Commissions

Support Partners: Lebanon County Planning Department; Lebanon Valley Conservancy; Cornwall Historical Alliance; the Historic Preservation Trust of Lebanon County; the Lebanon County Historical Society

Funding Sources: General Funds; PHMC

Rec 46. 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.

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

Lead Partners: Municipal Officials and Planning Commissions

Support Partners: Lebanon County Planning Department

Funding Sources: n/a

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.

Eight of the nine areas identified for land use policy change are currently zoned for agriculture; one is zoned for residential and recommended for higher density residential use if/when public infrastructure is made available. All of these sites are located within, or adjacent to, lands zoned for development as well as lands planned for public water and/or public sewer service.

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, as described below. 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. See Table 22 for a summary listing of these locations and land use planning inconsistencies.

The **City of Lebanon** borders North Cornwall, North Lebanon and South Lebanon Townships. Its zoning ordinance and map were adopted in June 2020. Nine of the 11 City zoning districts are

designated along the shared border. One inconsistency in land use planning between the City of Lebanon and South Lebanon Township at the southwest corner of South 5th Avenue and Metro Drive is listed in Table 22. Otherwise, districts are generally consistent with the designations in this area, shown on Map 14, Land Use Consistency.

West Lebanon Township lies between North Cornwall and North Lebanon Townships, as well as between Cleona Borough and the City of Lebanon. Its zoning ordinance was updated February 2020. Its zoning map remains dated 2007. Two minor but long-standing inconsistencies in land use planning between West Lebanon and the Cornwall-Lebanon Region are listed in Table 22. Otherwise, districts are generally consistent with the designations in this area, shown on Map 14, Land Use Consistency.

South Londonderry Township lies west of West Cornwall Township. Its zoning ordinance is dated April 24, 2024; its zoning map is dated May 21, 2013. South Londonderry Township has classified lands along its West Cornwall border as Multi-family and C: Conservation. These districts are generally consistent with the forest designation in this area, shown on Map 14, Land Use Consistency.

South Annville Township lies to the west of West Cornwall Township. Its zoning ordinance is dated 1978 with last amendments adopted in May 2021. Its zoning map was adopted in December 2013. South Annville Township has classified lands along its shared border as predominantly Agricultural in the valley and Rural Residential on the forested portions of South Mountain. These patterns are generally consistent with those in West Cornwall Township, shown on Map 14, Land Use Consistency.

Cleona Borough lies west of North Lebanon Township and North Cornwall Township. Its zoning ordinance is dated 1977 and its zoning map was last amended in 2007. Cleona Borough has classified lands along its shared borders as predominantly Agricultural and Residential with Commercial along its short eastern edge. While Agricultural in the Borough abuts Industrial in North Lebanon Township and Residential in the Borough abuts Highway Commercial in North Cornwall Township, these patterns are long-standing and therefore viewed as generally consistent, shown on Map 14, Land Use Consistency.

North Annville Township lies west of North Lebanon Township. Its zoning ordinance is dated 1974 and was last amended in 2019. Its zoning map was adopted in May 2020. Annville Cleona has classified lands along its shared border as predominantly Agricultural with a small area of Residential north and south of Hill Church Road along its eastern edge. While Agricultural in the Borough abuts Industrial in North Lebanon Township and Residential in the Borough abuts Highway Commercial in North Cornwall Township, these patterns are long-standing and therefore viewed as generally consistent, shown on Map 14, Land Use Consistency.

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 2013. Swatara Township's zoning map shows residential areas adjacent to residential areas in North Lebanon and two small general commercial designations, which are noted as a long-standing inconsistency in the land use pattern between the Swatara Township and North Lebanon, as shown in Table 22. Otherwise, districts are generally consistent with the designations in this area, shown on Map 14, Land Use Consistency.

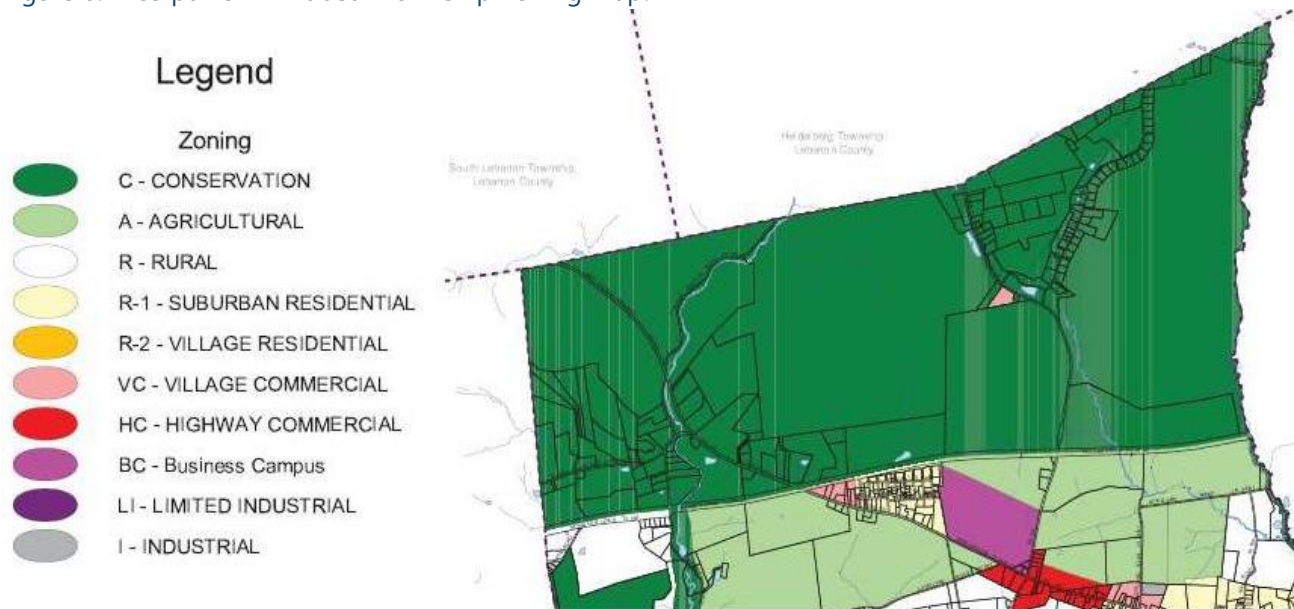
Bethel Township also lies north of North Lebanon Township. Its zoning ordinance was adopted in 1973 and most recently amended in 2010. Its zoning map is dated 2004. Bethel Township's zoning map shows agricultural and rural residential districts along its border with North Lebanon. There is a high level of future land use consistency in this area, shown on Map 14, Land Use Consistency.

Jackson Township lies east of North Lebanon and South Lebanon Townships. Its zoning ordinance dates to 1978 with text amendments through 2018 and its map was last amended in 2023. Three minor but long-standing inconsistencies in land use planning between the Jackson Township and the Cornwall-Lebanon Region are shown in Table 22. Otherwise, districts are generally consistent with the designations in this area, shown on Map 14, Land Use Consistency.

Heidelberg Township also lies east of South Lebanon Township. Its zoning ordinance and map were adopted in 2020. Heidelberg Township has designated all lands along its western border as A: Agricultural or AT: Agricultural Transitional, which is consistent with the agricultural land use designation in South Lebanon. The ordinance includes airport hazard zoning provisions for the Buffalo Springs airfield and wellhead protection zones in Flintville. These uses are generally consistent with Map 14, Land Use Consistency.

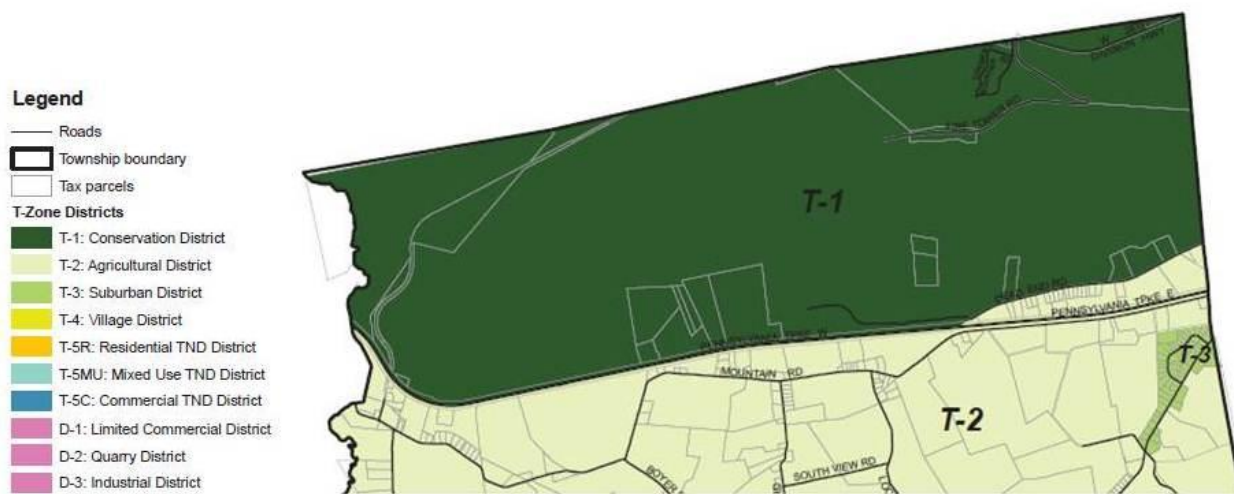
Elizabeth Township, Lancaster County, lies south of South Lebanon Township in the area of State Game Lands 156 and Walnut Run. Its zoning ordinance was enacted in 2003. Its map was last amended in 2020; there were no changes along the northern border. Elizabeth Township has classified all lands along 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 Map 14, Land Use Consistency.

Figure 6. 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. Its map was last amended in 2023; there were no changes along the northern border. 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 Map 14, Land Use Consistency.

Figure 7. 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. Its map was last amended in 2022; there were no changes along the northern border. 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 Map 14, Land Use Consistency.

Figure 8. Excerpt from Rapho Township Zoning Map

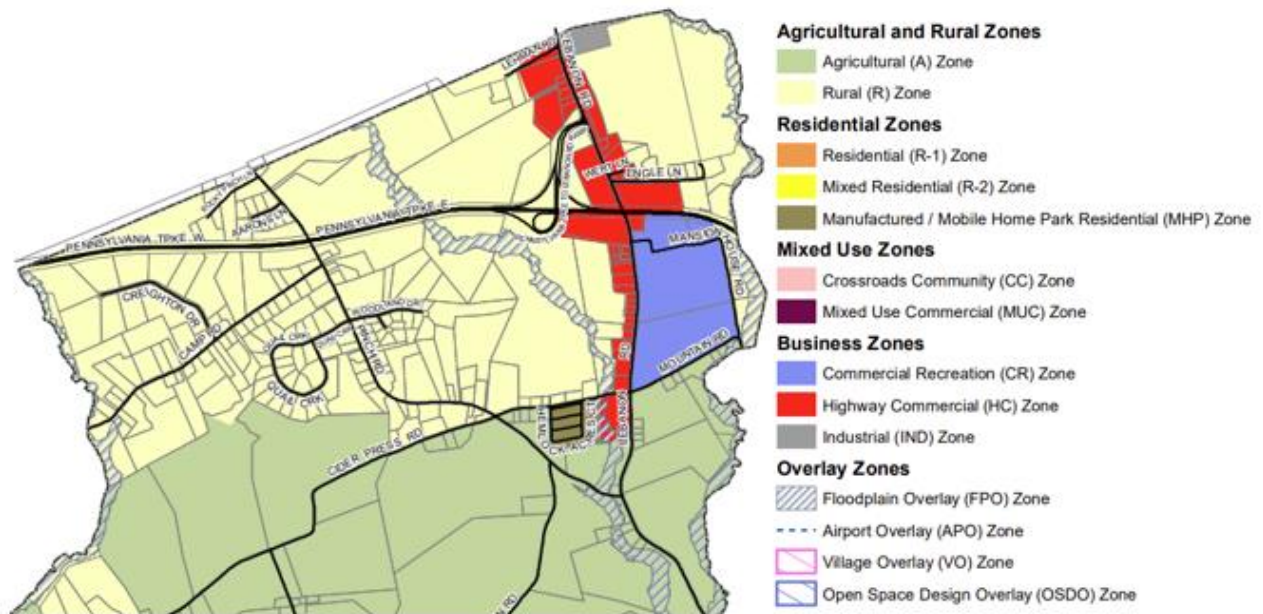


Table 21. Minor Inconsistencies in Local Land Use Policy and Planning.

Location	Adjacent Zoning/Land Use Planning	Cornwall-Lebanon Land Use Designation	Comments
S. 5 th Avenue and Metro Drive	Residential in the City of Lebanon	Commercial in South Lebanon Township	Lands along the border are currently used for agriculture.
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
Glenn Lebanon Drive	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 th 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

Source: Gannett Fleming

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

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 23 through 26, 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.

Implementation Tables

Table 22. Recommendations for Ongoing Implementation

Theme and Action	Recommendation	Page
Land Use and Economic Policy	Rec 3. Support farmland and woodland conservation efforts and preservation efforts.	42
	Rec 40. Encourage mine land reclamation and redevelopment consistent with the community and landscape context	77
Land Use and Infrastructure Policy	Rec 23. Limit water/sewer service to the Planned Development Area.	67
Land Development and Transportation Policy	Rec 9. Enforce sidewalk and alternative pedestrian facility requirements; consider enacting bicycling facility standards.	51
	Rec 16. Negotiate with developers to maintain, and where practical to improve, the transportation system.	56
Transportation Planning	Rec 10. Support completion of the Lebanon Valley Rail Trail.	51
	Rec 15. Establish and implement an Official Map to interconnect the roadway network and provide service roads to reduce demand on primary roadways.	55
Economic Development Practice	Rec 20. Develop a heritage tourism strategy for the Region.	61
Cost-Effective Government Services Practice	Rec 31. Continue to participate in the Lebanon County Clean Water Alliance.	71
Historic Resource Protection	Rec 44. Promote the voluntary use of vernacular building styles, patterns and materials.	79

Table 23. Recommendations for Short-Term Implementation (0-2 years)

Theme and Action	Recommendation	Page
Land Use and Development Policy, Ordinance Revision	Rec 1. Revise zoning district designations within the Planned Development Area.	40
	Rec 17. Revise commercial and industrial zoning per Recommendation 1.	59
	Rec 21. Increase housing unit density and diversity through zoning requirements or incentives.	65
	Rec 18. Revise the permitted uses of the agricultural and rural conservation districts to allow agricultural and agri-business uses.	60
	Rec 27. Review and revise regulations to minimize site disturbance.	69
	Rec 28. Allow the use of low impact development approaches.	69
	Rec 29. Incorporate stormwater filtration techniques into land development ordinances.	70
	Rec 30. Adopt riparian buffer ordinances when and where required by state and federal law; consider adoption of the same for all waterways and waterbodies.	70
Transportation Planning	Rec 8. Be responsive to the LEBCO MPO's efforts to develop a county-wide inventory of locally owned transportation infrastructure.	50
	Rec 12. Conduct safety audits of pedestrian and bicycle routes to schools, parks and trails.	53
	Rec 14. Retime traffic signals on a 5-year cycle and upgrade, as needed.	55
Infrastructure Planning	Rec 24. Identify and prioritize major maintenance and capital improvements to the water and sewer systems.	68
Cost-Effective Government Services Practice	Rec 32. Regionalize public education efforts required by the MS4 Stormwater Management Program.	72
	Rec 33. Regionalize service contracts for MS4 Stormwater Management Program compliance.	72
	Rec 34. Develop a list of municipal equipment available for occasional shared use.	73
	Rec 35. Consider joint support of specialized staff or contractors.	73
Natural Resource Protection Policy	Rec 38. Restore floodplains to open space; mitigate repetitive damages.	74

Table 24. Recommendations for Medium-Term Implementation (0-5 years)

Theme and Action	Recommendation	Page
Land Development Policy, Ordinance Revision	Rec 2. Explore and evaluate the use of the official map as a means to identify potential lands for future public facilities and infrastructure.	41
	Rec 4. Work with interested municipalities to host a workshop on transfer of development rights programs.	43
	Rec 5. Conduct a study to define localized urban and rural community characters.	e
	Rec 6. Enact provisions to encourage protection of desired localized characters.	44
	Rec 13. Enact access management provisions for all major roadways.	54
	Rec 40. Review existing steep slope protection provisions and strengthen them to address the ten aspects of model steep slope regulation.	77
Economic Development Practices	Rec 19. Work with the Chamber of Commerce in marketing commercially zoned lands and properties.	60
Infrastructure Planning and Natural Resource Protection	Rec 22. Update municipal Act 537 Sewage Facilities Plans.	67
	Rec 25. Adopt well construction standards.	68
	Rec 26. Adopt wellhead protection zones for public water wells.	68
Cost-Effective Government Services	Rec 36. Study the feasibility of regional police and fire protection services among interested municipalities.	74
Historic Resource Protection Policy	Rec 42. Update the historic resources inventory in key locations, such as the Lebanon Heritage Trail corridor and areas experiencing or expected to experience development pressure.	e

Table 25. Recommendations for Long-Term Implementation (0-10 years)

Theme and Action	Recommendation	Page
Land Use and Development Policy, Ordinance Revision	Rec 11. Enact transit-friendly land development standards into the county/municipal subdivision and land development ordinances.	52
	Rec 39. Seek acquisitions, easements and stewardship plans from willing land owners to protect designated greenway corridors.	77

Theme and Action	Recommendation	Page
Transportation Improvement	Rec 7. Install streetscape improvements in villages and neighborhoods.	45
Cost-Effective Government Services	Rec 37. Explore public interest in recreation programs.	74
Historic Resource Protection Policy	Rec 43. Develop and implement a historic preservation plan.	79
	Rec 45. Establish incentives for developers to identify and, where feasible, preserve and re-use historic features on proposed development sites.	79
	Rec 46. Establish incentives for developers to apply vernacular building styles, patterns and materials.	81

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

- Paid Service – 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 Department of Emergency Services, 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.

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 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 portion of a large site is to be developed 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.

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.

Appendix A Map Set – a separate file

Appendix B Implementation Guidance for Non-Priority Recommendations

There are many policies, projects, and actions that municipalities can undertake toward their development goals, but not all are equally urgent. The following lettered recommendations are listed in the 2025 Regional Comprehensive Plan as Other Recommendations for Considerations. These recommendations are less urgent or complementary to the priority recommendations. Detailed descriptions and implementation guidance for these non-priority recommendations are provided below. Lead and support partners and funding sources are identified. No time for action is listed. Municipalities will determine if and when these recommendations should be initiated.

Rec A. 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 development 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 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 (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 (PA DCNR) in the early 2000s, NLT and PA 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.

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 enacted modified Conservation by Design provisions to coordinate linked open space among multiple residential developments.

Lead Partners:	Municipal Officials to delegate preparation of zoning revision; Municipal Planning Commissions to prepare zoning ordinance/map amendments
Support Partners:	Lebanon County Planning Department and adjacent municipalities for zoning amendment review
Funding Sources:	General Funds

Rec B. 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.

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

Rec C. 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.

Lead Partners:	Municipal Engineers and Roadmasters
Support Partners:	LEBCO MPO; PennDOT District 8-0

Funding Sources: Liquid Fuels; General Funds; Betterment funds (state projects)

Rec D. 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.

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

Lead Partners: Municipal Officials and Planning Commissions

Support Partners: LEBCO MPO

Funding Sources: PA DCNR

Rec E. 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.

Lead Partners: Municipal Managers

Support Partners: Local Employers; LEBCO MPO

Funding Sources: n/a

Rec F. 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.

Lead Partners: Municipal Officials and Roadmasters

Support Partners: Municipal Planning Commissions; LEBCO MPO; PennDOT District 8-0

Funding Sources: Studies funded by PennDOT, with engineering and construction costs through the 12 Year Plan.

Rec G. 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.

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

Lead Partners: Municipal Managers, Engineers and Planning Commissions

Support Partners: LEBCO planning staff; Lebanon Transit; PennDOT District 8-0

Funding Sources: PennDOT Congestion Mitigation/Air Quality (CMAQ) funding

Rec H. 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.

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

Rec I. 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.

Lead Partners:	Municipal Planning Commissions
Support Partners:	Lebanon Valley Chamber of Commerce; Lebanon Valley Economic Development Corporation
Funding Sources:	n/a

Rec J. 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.

Lead Partners:	Municipal Officials Planning Commissions
Support Partners:	Lebanon Valley Chamber of Commerce, Lebanon Valley Economic Development Corporation
Funding Sources:	n/a

Rec K. 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.

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

Rec L. 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.

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 M. 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.

Lead Partners: Municipal Officials and Planning Commissions; Lebanon County Planning Department

Support Partners: Residential energy contractors

Funding Sources: General Funds, as needed

Rec N. 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.

Lead Partners: Lebanon County Planning Department

Support Partners: Municipalities; Lebanon Authority

Funding Sources: PA DEP

Rec O. 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.

Lead Partners: Municipal Officials, Engineers, and Planning Commissions

Support Partners: Lebanon County Planning Department

Funding Sources: General Funds

Rec P. 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.

Lead Partners: Municipal Officials, Engineers, and Planning Commissions
Support Partners: Watershed Associations
Funding Sources: General Funds; Watershed Associations

Rec Q. 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.

Lead Partners: Municipal Officials and Managers
Support Partners: n/a
Funding Sources: General Funds

Rec R. 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.

Lead Partners: Municipal Officials, Managers and Police Chiefs
Support Partners: n/a
Funding Sources: General Funds

Rec S. 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.

Lead Partners: Municipal Officials and Planning Commissions
Support Partners: Lebanon County Planning Department; Lebanon Valley Conservancy; Watershed Associations
Funding Sources: General Funds; PA DCNR; Watershed Associations

Rec T. 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.

Lead Partners: Municipal Officials and Planning Commissions

Support Partners: Other public land owners in the region

Funding Sources: General Funds; PA DCNR TreeVitalize

Rec U. 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.

Lead Partners: Lebanon County Conservation District; Municipal Officials and Managers

Support Partners: Lebanon County Planning Department; Watershed Associations

Funding Sources: n/a for advocacy

Rec V. 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.

Lead Partners: Lebanon County Conservation District; Municipal Officials and Managers

Support Partners: Lebanon County Planning Department

Funding Sources: General Funds

Rec W. 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.

Lead Partners:	Municipal Officials and Planning Commissions; Lebanon Valley Conservancy
Support Partners:	Lebanon County Planning Department; Cornwall Historical Alliance; the Historic Preservation Trust of Lebanon County; the Lebanon County Historical Society
Funding Sources:	General Funds; PHMC

Appendix C Public Meeting Records