

5 LAND USE AND DEVELOPMENT



OUR LAND USE PATTERN

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

OPEN SPACE LANDS

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

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

INTENSIVE USE LAND

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

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

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

Chapter 5

Draft December 19, 2012

Table 5-1 Land Use Distribution, March 2011

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

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

PRIME FARMLAND

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

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

Land Use and Development Plan

Draft December 19, 2012

Table 5-2 Farmland Quality Soils

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

Source: (soils source); Gannett Fleming

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

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

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

Table 5-3 Zoning Techniques for Agricultural Land Protection

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

Source: Municipal Zoning Ordinances

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

Chapter 5

Draft December 19, 2012

FARMLAND AND OPEN SPACE PRESERVATION

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

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

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

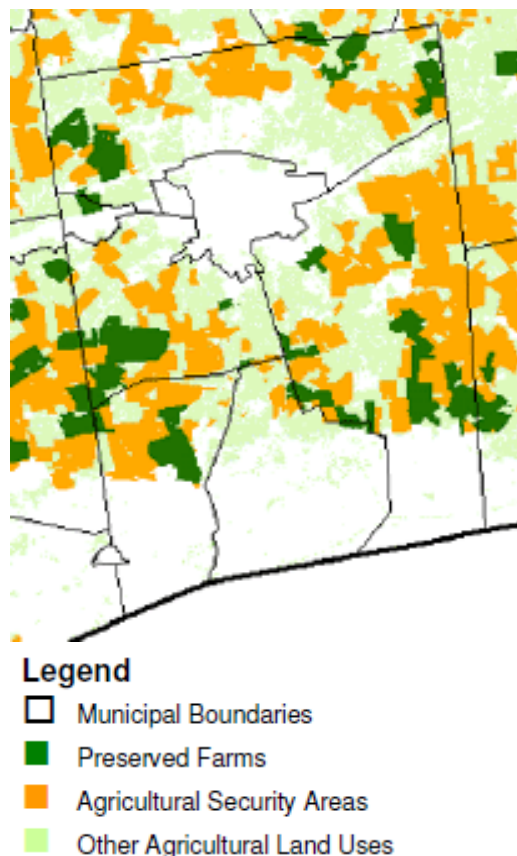


FIGURE 2-2 PRESERVED FARMLAND AND ASAS, LEBANON COUNTY COMPREHENSIVE PLAN, 2007

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

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

Source: Lebanon County Conservation District

Land Use and Development Plan

Draft December 19, 2012

FORESTED LAND

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

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

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

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

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

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

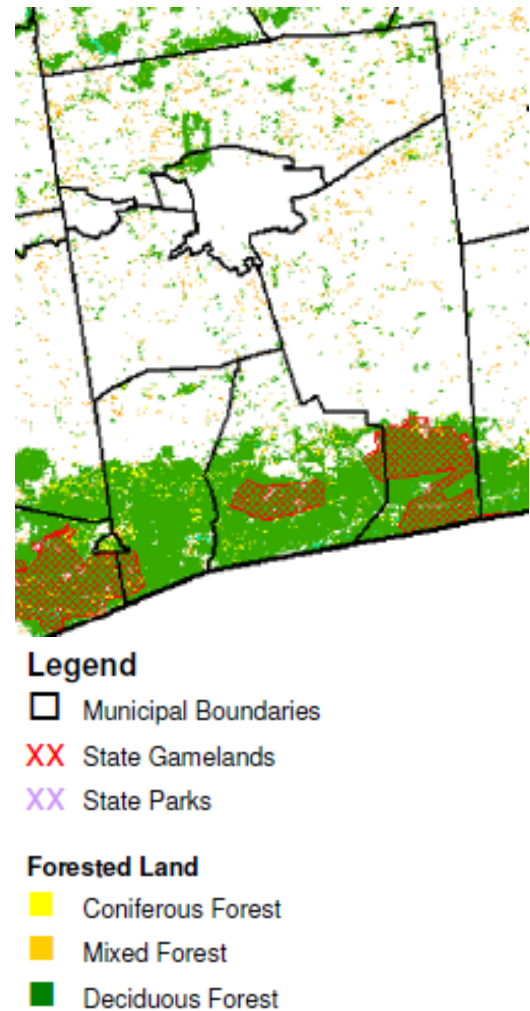


FIGURE 2-3 FORESTED LAND, LEBANON COUNTY COMPREHENSIVE PLAN, 2007

Chapter 5

Draft December 19, 2012

FINDINGS ON EXISTING LAND USE

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

PLANNED DEVELOPMENT AND ASSOCIATED IMPACTS

PLANNED RESIDENTIAL DEVELOPMENT

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

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

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

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

Land Use and Development Plan

Draft December 19, 2012

Table 5-5 Planned Developments

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

Source: Municipalities, Lebanon County Planning Department

Chapter 5

Draft December 19, 2012

Table 5-6 Planned Developments

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

Source: Municipalities

Land Use and Development Plan

Draft December 19, 2012

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

Table 5-7 Projected Residents from Planned Developments by Municipality

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

Source: Gannett Fleming

PLANNED ECONOMIC DEVELOPMENT

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

A POTENTIAL POWER GENERATION FACILITY

Tenaska, an energy company based in Omaha, Nebraska, is evaluating a site in North Lebanon Township for the future development of a clean-burning natural gas-fueled electric generating station. The station would have a generating capacity of no more than 950 megawatts of electricity. It would bring more than 300 temporary construction jobs, 30 permanent jobs, revenue in the form of property taxes (or payment in-lieu-of taxes), and power to meet the growing demand for electricity in the mid-Atlantic region.³

³ Tenaska: The Lebanon Project, <http://tenaskalebanonproject.com/index.html>, accessed June 21, 2012.

Chapter 5

Draft December 19, 2012

Table 5-8 Planned Business and Industry Developments

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

Land Use and Development Plan

Draft December 19, 2012

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

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

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

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

Since project discussions have only been informal to date, township officials and planning commission members suggested that the site be shown for agricultural use on the future land use plan. Once plans or requests are submitted, they will need to take a position on the matter. Guidance for addressing rezoning requests with a comprehensive perspective is provided on page 149.

FINDINGS ON PLANNED COMMUNITY AND ECONOMIC DEVELOPMENT

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

Chapter 5

Draft December 19, 2012

occupied. Planned residential developments have more than adequate capacity to absorb the projected 10-year population increase. They offer varied density options from high to low.

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

ZONING CAPACITY FOR FUTURE DEVELOPMENT

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

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

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

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

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

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

Land Use and Development Plan

Draft December 19, 2012

Table 5-9 Generalized Zoning Capacity

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

Source: LCC/GIS; Gannett Fleming

Chapter 5

Draft December 19, 2012

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

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

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

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

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

FINDINGS ON ZONING CAPACITY

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

Land Use and Development

Draft December 19, 2012

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

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

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

PLANNING TOOLS TO CONSERVE COMMUNITY CHARACTER

WALKABLE MIXED USE NEIGHBORHOODS

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

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

Criteria for traditional neighborhood developments generally include:

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

Chapter 5

Draft December 19, 2012

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

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

CONSERVATION SUBDIVISION (CONSERVATION BY DESIGN)

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

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

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

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

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

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 and support these moderate to intensive uses with public utilities and a multi-modal transportation system. It also denotes where redevelopment could occur, e.g. after significant property damage; redevelopment should strive to be similar to the existing character of its surroundings, not necessarily reflect current design practices. Future land use classes within the Planned Development Area include:

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

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

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

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

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

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

Chapter 5

Draft December 19, 2012

Table 5-10 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:</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
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
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>Continued</p>

Land Use and Development

Draft December 19, 2012

Table 5-10 Future Land Use Designations

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

Chapter 5

Draft December 19, 2012

Table 5-10 Future Land Use Designations

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

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

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

GOALS, OBJECTIVES AND RECOMMENDATIONS

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

Objectives

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

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

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

Revisions to zoning district designations should aim to:

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

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

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

Appendix III: Model Ordinances of the Lebanon County Comprehensive Plan includes several model ordinances for town centers, traditional neighborhood developments, and live-work districts.

Chapter 5

Draft December 19, 2012

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

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

B. Allow development that is conservation-oriented in the Planned Conservation Area. Within this area, municipal policies and regulations should:

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

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

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

buildings and other man-made features.

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

The Natural Lands Trust in Media, PA maintains model ordinances for municipal review and modification; the Trust's model ordinances as of 2007 are included in *Appendix III: Model Ordinances* of the *Lebanon County Comprehensive Plan*. As model ordinances, they are intended for modification to suit local needs, purposes, and conditions. In some cases, only a few provisions from the model ordinance may be applicable or necessary to strengthen a municipality's existing ordinance to achieve a desired goal. South Annville Township has enacted modified Conservation by Design provisions to coordinate linked open space among multiple residential developments.

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

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

Municipal support for ~~these 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 conservation and preservation is not active at the county level but is supported by private, non-profit entities, e.g. the Lebanon Valley Conservancy, and state and federal programs; letters of support would increase the competitiveness of local applicants for limited conservation and preservation funds.

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

Chapter 5

Draft December 19, 2012

Table 5-11 Recommended Changes to Municipal Zoning

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

Land Use and Development

Draft December 19, 2012

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

Chapter 5

Draft December 19, 2012

Map ID	Location	Acres Affected	2010 Generalized Zoning	Alternatives Considered	Recommended Zoning Change	Comments (See also note at end of table)
				▪ Office/Institutional		Course high higher value for commercial uses. Strip zoning would encourage multiple access points if the land were subdivided. Deeper zoning could encourage single point of entry with internal circulation.
T thru X, Considered but Not Recommended for Municipal Rezoning, See Table 5-12						
Y	Walnut St, Hebron, South Lebanon	8	High Density Residential	▪ Neighborhood Commercial ▪ Medium Density Residential	Neighborhood Commercial	Consider opportunity for businesses to serve the local neighborhood without the need for extensive parking.
Z	PA 419, Cornwall, Cornwall Borough	33	Low Density Residential	▪ Village Mixed Use	Village Residential	Like Site L, new development could bolster the vitality of the village center. Impact is limited as portions held by Freeman Estate are deed restricted as open space (farm or park). Evaluate the potential in detail.
AA	E Evergreen Rd at State Drive, South Lebanon	15	Industrial	▪ Neighborhood Commercial	Neighborhood Commercial	Site AA, suggested as an alternative to Site K, provides additional business opportunity along busy roads and in proximity to residences. Also, consider rezoning of adjacent general commercial district.
BB and CC, Considered but Not Recommended for Municipal Rezoning, See Table 5-12						

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

Land Use and Development

Draft December 19, 2012

Table 5-12 Changes Considered But Not Recommended for Municipal Rezoning

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

Chapter 5

Draft December 19, 2012

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

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

Objectives

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

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

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

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

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 Fund for professional services, as needed

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

As stated in Recommendation 5, there are regulatory or voluntary approaches to sustaining local character in development patterns.

Overlay zoning defines an area where additional requirements apply. Cornwall Borough's historic overlay requires that new development in Cornwall Center, Miners Village and Burd Coleman model historic design patterns. A performance or incentive-based approach would reward developers who voluntarily match new development to documented characteristics with additional lots or units.

Time for Action:	Medium Term (0-5 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

Chapter 5

Draft December 19, 2012

Rec 7. Install streetscape improvements in villages and neighborhoods.

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

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

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