



Manheim Central Region Comprehensive Plan

MANHEIM BOROUGH • PENN TOWNSHIP • RAPHO TOWNSHIP • MANHEIM CENTRAL SCHOOL DISTRICT



Environment

Community

Agriculture

Adoptions

Manheim Borough
October 12, 2010
Resolution No. 8-2010

Penn Township
September 27, 2010
Resolution No. 2010-22

Rapho Township
October 7, 2010
Resolution No. 2010-11

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Section 1: Executive Summary

Introduction

Located in northern Lancaster County on the border of Lebanon County, the Manheim Central Region is comprised of Manheim Borough, Rapho Township and Penn Township, and is wholly encompassed by the Manheim Central School District. Agriculture is the cornerstone of the Region's economy, environment and community character. Anchored by the goods, services and housing provided in the Manheim Urban Growth Area and the Donegal/Mount Joy Urban Growth Area, the Region's rural areas are extensive with rich soils, creeks and the mountainous highlands in the north.

Land Use

Defining Urban and Rural Areas

Manheim Borough, Rapho Township and Penn Township were the first region in Lancaster County to adopt an urban growth area in 1993. The Region adopted the urban growth area with the shared goal of supporting reinvestment and development in the Borough, preserving natural resources and strengthening the agricultural industry in rural areas.

Today the goal remains essentially the same. The Manheim Central Region seeks to efficiently develop land within designated growth areas, while preserving land in the rural areas for agricultural use and environmental conservation.

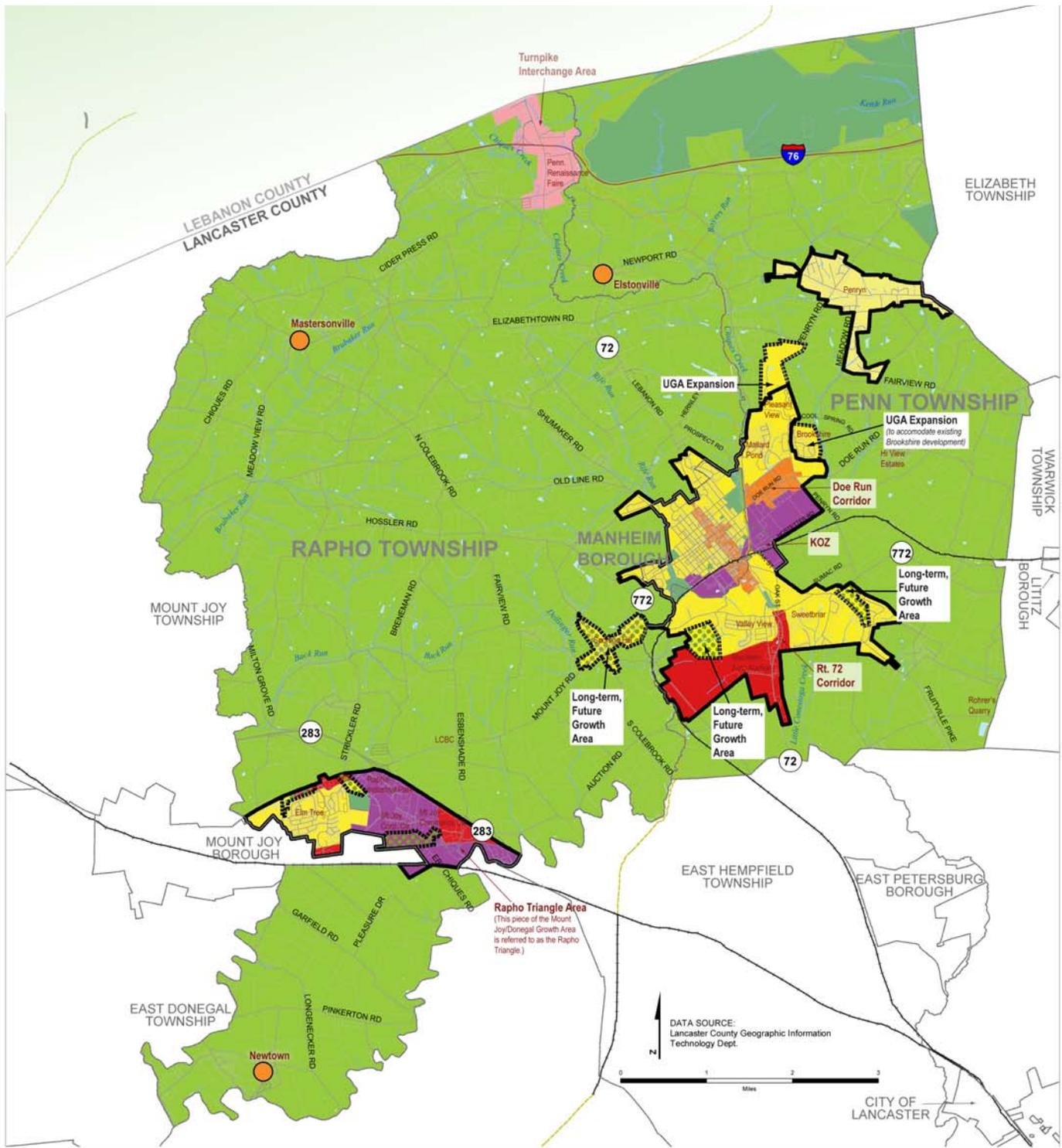
Urban Growth Area Adjustments

The Plan recommends six areas of adjustment to the existing urban growth area (UGA) - two expansions and designation of four "future growth areas" to counterbalance the expansions. One expansion area is simply encompassing the Brookshire neighborhood in Penn Township that is already developed and connected to public water and sewer. The second expansion area is in Penn Township and allows for development that would extend water and sewer infrastructure to the Penryn Village Area to ameliorate the failing on-lot systems that degrade water quality in the area.

The Manheim Central Region has a considerable amount of land inside its UGAs; however, not all of the land inside the UGAs is expected or desired to be developed in the short- to medium-term. Four such areas have been designated as future growth areas to reflect the Region's desire to preserve the current agricultural or rural development patterns. In the Manheim UGA, these include two areas in Penn Township near the southern edge of the Manheim UGA that are currently active farms and the Sporting Hill area of Rapho Township, which lacks the infrastructure to support significant new development. In the Donegal/Mount Joy UGA, all land in Rapho that is currently zoned for agricultural use has been designated a future growth area.

The map on the following page illustrates all land use recommendations.

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Future Land Use Policy Map

Future Land Use Categories

- | | | | |
|-------------|-----------------|-------------|--|
| Residential | Industrial | Park | Crossroad Community |
| Mixed Use | Rural Mixed Use | Rural | Adjustments to Growth Area |
| Commercial | Village | Growth Area | Future Growth Area
(Growth expected in the long-term) |

Housing

Providing Housing Choices

The Plan encourages the development of diverse housing types such as active adult housing, apartments, condominiums, townhomes and twins to provide more housing choices for the Region's residents. Other recommendations include developing a rental registration program and updating ordinances to encourage the development of workforce housing and the stabilization of older housing.

Economic Development

Strengthening Agriculture and the Borough

The Plan recommends strategies to ensure the long-term viability of agriculture as the economic engine for the Region by focusing on the business of farming and providing strategies to increase revenue and reduce the cost of business for farmers.

The Plan also encourages reinvestment in downtown Manheim Borough, the Keystone Opportunity Zone and the Doe Run corridor to attract jobs, provide access to goods and services, and support a strong, diversified tax base. The Plan makes recommendations to create an 'open for business' atmosphere in these areas with tax incentives, ordinance revisions and tourism attractions.

Transportation

Emphasizing all modes for the future

The Region is well served by major transportation infrastructure, including the Turnpike (I-76), Amtrak's Keystone Corridor station in Mount Joy, Route 283, Route 772 and Route 72. In addition the Region also has access to freight rail service and Red Rose Transit to Lancaster.

The Manheim Central Region depends on its transportation network to support economic development and a high quality of life. The Plan recommends investing in all modes of transportation to meet current and future motorized and non-motorized transportation demands.

Water & Wastewater

Maintain our infrastructure and Plan efficiently for new growth

Maintaining and enhancing high-quality and cost effective systems is critical to support economic and community development needs and reinforcing desired land use patterns. The Plan recommends focusing future development in the designated growth areas and limiting extensions outside these growth areas supports efficient infrastructure planning.

In addition, the Plan recommends improving water quality by protecting wellheads, addressing malfunctioning on-lot systems and improving riparian areas through reforestation and naturalizing stream channels.

Natural Resources

Sustaining Environmental Quality

The Region is united by its vital natural resources including water resources, agricultural soils, wetlands, floodplains, woodlands and important habitat areas. The Plan recommends several strategies for improving stormwater management to protect Chiques Creek watershed. Recommendations include updating local development ordinances and utilizing the Chiques Creek Watershed Alliance to promote programs and projects.

Community Character

Celebrating Our Heritage, Taking Pride in Our Future

The Region's agricultural and wooded landscapes, the Borough's dense concentration of historic resources and vibrant business district, as well as new areas of development all bring energy and vitality to the Region.

The goals for the Community Character Element of the Plan include conserving the agricultural landscape, as well as cultural and historic resources and encouraging high quality design in new development.

Community Services

Keeping Our Community Active and Safe

The Community Services element covers recreation, community facilities and emergency services. The Plan recommends developing strategic plans in each of these areas to address opportunities to coordinate and share resources. Short- and long- term strategic plans are needed for recreational facilities and programs in the Region.

Planning and fundraising for an improved library facility is also needed. Similarly, a plan and coordinated effort for funding and potentially consolidating the Region's emergency services should be explored through a regional emergency management committee.

Education

Teaching Our Community Vision

The education-related goals of this Plan include providing high-quality, cost effective educational opportunities to all children and adults in the Region and improving communication among the municipalities and the general public about the benefits of implementing this Plan.

Regional Coordination

Working Together for Long-Term Prosperity

The Region has agreed in this element of the Plan to continue to identify and pursue future opportunities to coordinate the provision of services to the citizens of the Region. Three key recommendations include continuing to evaluate the need for local police service in Rapho Township, formalizing the existing sharing of resources across municipal boundaries and pursuing shared or coordinated water and wastewater systems.

Implementation

Partnering for Success

Each of the Plan's recommendations is summarized in an implementation matrix that includes a timeline and lists potential project partners. Some projects involve several potential partners and others include only one municipality or the School District. Partners include State and County departments; local groups, such as the Manheim Area Economic Development Commission, Manheim Central Recreation Commission and Manheim Downtown Group; and municipal boards, such as Environmental Advisory Councils, Planning Commissions and others. The implementation element also includes a summary of potential funding sources for the Plan recommendations.

Section 2: Introduction

Manheim Borough and Rapho and Penn Townships make up the Manheim Central Region. This Comprehensive Plan updates the 1993 Manheim Central Region Comprehensive Plan – a thorough and innovative document. It codified the first urban growth area (UGA) in Lancaster County and designated Penryn as a village growth area – a progressive step toward protecting and enhancing the community character of downtown Manheim Borough and, conversely, the rural areas in Rapho and Penn Townships. It also resulted in the formation of the Manheim Central Recreation Commission (MC Rec) to manage the Region's recreational facilities and programs. In 2000, the Region completed a Strategic Update to the 1993 Plan that identified progress since the original Plan's adoption and recommended further actions and strategies needed to facilitate continued implementation of the initiatives identified in 1993.

See **Map 2.1: Municipal Boundaries and Current Growth Areas** for individual municipal boundaries and existing designated growth areas.

Planning Process

A Comprehensive Plan Steering Committee made up of residents, planning commissioners, elected officials, municipal and school district staff and staff from the Lancaster County Planning Commission guided the planning process. The Committee met regularly during the project to review information, develop goals and objectives, and ultimately, set the policies and strategies presented in this document. In addition to the Steering Committee meetings, community input was sought through stakeholder interviews, community workshops and meetings with elected and appointed officials from each municipality and the School Board.

A community visioning workshop was held in April 2009 to explore issues raised by the Steering Committee and to refine emerging Plan goals, objectives and strategies. Feedback from the workshop largely reinforced Steering Committee recommendations. Major issues and goals identified in the workshop included:

- Preservation of the designated growth areas as tools to contain development and preserve agricultural land
- Revitalization of the Borough's downtown
- Encouragement of green building practices
- Preservation of historic resources in the Borough
- Implementation of new economic incentives to support agriculture in the Region
- Improvements to the Manheim Borough Authority's wastewater treatment plant – participants identified this as a regional priority, not simply a Borough issue
- Long-term recreation plan for the Region
- Additional protections for water quality, with strong support for development restrictions in floodplains and wetlands and buffering of stream banks as tools to improve water quality
- Improved stormwater management

Using This Document

Following this introduction, the Plan is made up of a set of Plan “elements” that address the range of land use and policy issues affecting the Manheim Central Region today and into the future. Each element contains background information on its topic area, a list of Plan goals and objectives for that topic and a description of the strategies each regional partner should undertake to implement the Plan’s goals and objectives. Most strategies can be undertaken by each partner individually. Where a regional effort is required, we have attempted to describe potential tools for working together. The Plan includes a “community profile” in **Appendix A** that summarizes the demographic, housing and economic development research completed during the planning process to understand current conditions and trends for the future.

Regional Context

The Manheim Central Region is comprised of Manheim Borough, Penn Township, and Rapho Township, and is situated in north central Lancaster County in south central Pennsylvania. The region is located approximately ten miles north-northwest of the City of Lancaster, which serves as the County seat of government. The Manheim Central Region contains a total land area of 78 square miles, including the 47 square miles comprising Rapho Township, which is the largest municipality in Lancaster County.

The Region’s boundaries are primarily determined by man-made lines, with the exception of the western and southwestern boundary, which follows Chiques Creek along the south and Little Chiques Creek along the west. The Region is contiguous to Mount Joy Township, Mount Joy Borough and East Donegal Township on the west; West Hempfield, East Hempfield and Manheim Townships to the south; Warwick and Elizabeth Townships on the east; and South Londonderry, South Lebanon, and West Cornwall Townships and Cornwall Borough in Lebanon County to the north.

The Manheim Central Region is geographically and economically linked with the Lancaster urbanized area; however, it has a strong secondary link with Lebanon County. Pennsylvania Route 72 is the primary transportation link connecting the Manheim Central Region with the Lancaster and Lebanon metropolitan areas.

As part of the Lancaster and Lebanon metropolitan areas, residents of the Manheim Central Region enjoy excellent access to many of the large metropolitan areas of the eastern United States. Interstate 76 (Pennsylvania Turnpike), U.S. 222, U.S. 30, U.S. 322 and Pennsylvania Route 283 provide convenient access that links Lancaster County with Philadelphia, Baltimore, New York, Wilmington, Pittsburgh and Washington DC. In addition, many important regional roadways directly connect Lancaster County to nearby cities. York, Harrisburg, Reading and Lebanon are less than an hour’s driving time from Lancaster City and the Manheim Central Region.

Historic Review

The Manheim Central Region possesses a rich heritage. Within the Region, each municipality has its own unique history, which has contributed to the historic evolution of the Region as a whole. The following is a brief history of the development of each municipality within the Region:

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Manheim Borough

The present Manheim Borough, once the town of Manheim in Rapho Township, was founded and laid out by Henry William Stiegel in 1762. The name Manheim was chosen after the German city of the same name. Stiegel established the first industry in the town, the famous Stiegel glassworks, which attracted Swiss and German immigrants to the town. During the nineteenth century, the town primarily acted as a center for the surrounding rural population. In 1838, Manheim was incorporated as a borough with a population of approximately 600. Several small industries came to Manheim during the 1800s, including cabinet-making and clock-making, but they did little to change the rural nature of the Borough.

The arrival of the Reading Railroad in the 1860s brought new prosperity with prominent milling and lumber processing industries. By the turn of the century, Manheim Borough already had a public water system, electricity and telephone service. The Census of 1890 showed a population of more than 2,000. Many new industries appeared in Manheim between 1890 and 1920.

As the twentieth century progressed, the increased rate of technological advances was accompanied by a corresponding increase in the rate of change and growth within the Borough. The problems of the Borough became increasingly complex. Automotive transportation created a growing need for additional and improved streets. New and larger industrial operations needed room for expansion. Demands for housing increased and, as the population grew, the number of commercial establishments to serve local residents with goods and services increased.

Penn Township

Most of the land in the present Penn Township was split off from a larger Warwick Township in 1846. It also appears that some parts of a larger Rapho Township, mostly in the vicinity of Mount Hope, were annexed to Penn Township during the nineteenth century. Most of the first settlers in Penn Township were of Germanic or Swiss ancestry and began arriving around 1735. These early settlers located along the foot of the Furnace Hills. They slowly extended their landholding southward toward what is now White Oak (settled in 1794). Penryn, famous for the White Oak Church, is the oldest town in the Township, being founded in the 1730s. Limerock, founded by the Dr. J. C. Brobst in 1880, was originally established to take advantage of the abundant limestone found in the southeast corner of the Township. The quarried Limestone was shipped commercially via railroad to other parts of the country.

Mount Hope was an early post town with a stagecoach stop. Mount Hope also contained the Mount Hope Chemical Charcoal Works. This important industry produced some of the earliest smelting of iron ore in Lancaster County. The village of Elm was originally called Penn and was well-known for the tavern established there. Molly Plasterer's Tavern was a rendezvous for iron workers when the forges and furnaces were in full blast and a headquarters for mountaineers.

Today, Penn Township has evolved into a growing suburban area, strongly influenced by its proximity to both Manheim and Lititz Boroughs, as well as the Lancaster urbanized area.

Rapho Township

Rapho Township was organized as a political entity in 1741 when it was separated from Donegal Township, one of the seventeen original townships of Lancaster County formed in 1729. The name Rapho was derived from a parish of the same name in Donegal County, Ireland. Originally, Manheim Borough was part of Rapho Township.

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The first settlers in Rapho Township were of Scotch-Irish descent and settled in the southern portion of the Township. The northern section was settled by Swiss and Germans. One of the first significant settlers was William Patterson, a member of the Second Battalion of the Pennsylvania Militia, who settled on 300 acres in the southern part of the Township. In 1721, another settler, Samuel Scott, built the Chiques Hotel along the Chiques Creek. It should be noted that George Washington was a guest of this hotel.

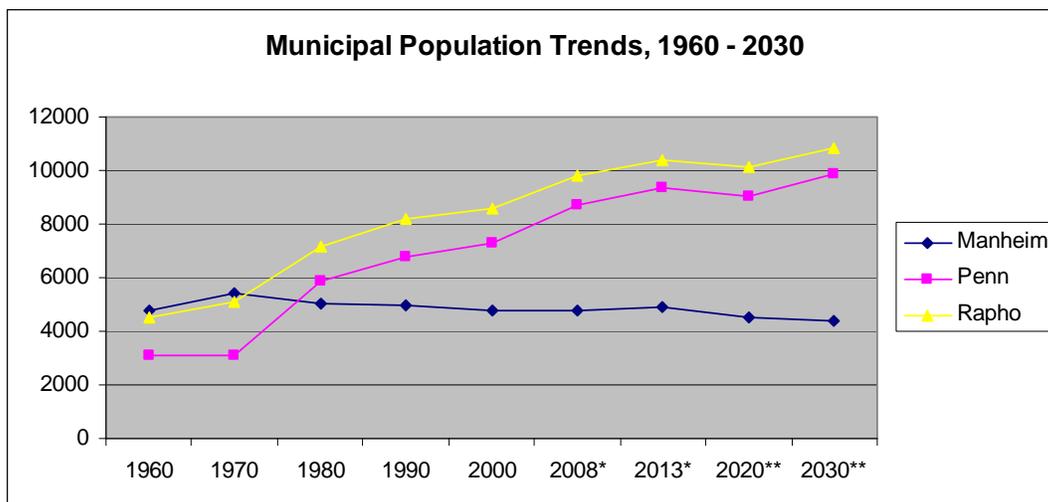
The towns within Rapho Township, with the exception of Manheim (which later became a borough), have never played important roles. Sporting Hill, west of Manheim, was originally called Casseltown. It was founded by David Cassel about 1800. Mastersonville was founded by Thomas Masterson about 1820. Newtown, a small crossroads community is located in the extreme southern portion of Rapho Township.

Demographic Summary

Unless otherwise stated all data comes from the 2000 US Census or ESRI Data. ESRI is a private firm that uses Census data and proprietary sources to provide updated demographic data between Census years. For more information on demographic and economic characteristics of the Region, please see Appendix A: Community Profile.

An understanding of the size and nature of the population of an area is essential to making decisions about land use, housing, and the provision of services for residents. This section presents an overview of the characteristics of the Region's current and projected population. Because it has been 10 years since the last Census, current statistics and projections are difficult to obtain at the municipal level. State and federal entities typically do not prepare estimates or projections at this level, so data from local sources, projections by Lancaster County, figures from reliable private sources and extrapolations from Census data have been used as necessary.

Population Trends



Sources: 1960-2000, U.S. Census, 2008* and 2013*, ESRI, 2020** and 2030**, Lancaster County Planning Commission

The Region has seen marked growth in the past fifty years, and continued moderate growth is projected through 2030, which is the Lancaster County planning horizon. For much of the first part of the twentieth century the Region could be characterized as a rural, agricultural area, surrounding the small, urban municipality of Manheim Borough. However, as the graph above indicates this

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description changed as the last century drew to a close. The population of Manheim has declined somewhat since 1970, though the estimated near-term projections indicate some growth. The two townships, however, experienced sharp growth between 1970 and 1980, and have continued to grow since. Projections from the Lancaster County Planning Commission estimate that the population of the two townships is likely to continue to increase at a steady rate while that in the Borough is anticipated to modestly decline between 2010 and 2030.

The population of the Region is expected to double between 1960 and 2030. Penn Township, starting from a smaller base, will triple in population over the period, with an increase of 6,777 persons. Rapho Township will increase by two and one-half times, adding 6,360 people. Penn Township's greatest gain came between 1970 and 1980 when almost 3,000 people moved to the Township, and Penn continues to experience considerable growth.

Rapho Township saw large increases between 1970 and 1980 and again between 1980 and 1990 with a total of over 3,000 persons moving in. Growth slowed in the 1990s, but appears to be accelerating in the first decade of the new century. Historically, the period of greatest regional growth was the 1970s, when more than 4,000 people came to the Region.

Even with growth, figures on the length of time people have lived in their homes reveal that the Region has a stable population base. According to Census data, nearly two-thirds of households resided in the same structure in 1995 as they did in 2000. This compares to only 54 percent for the nation and 60 percent for Lancaster County. About one-quarter of residents new to the Region moved here from another location within Lancaster County. The key message to consider for future planning is that Lancaster County is a desirable place to live, and the County as a whole, and the Manheim Central Region in particular, can expect continued growth pressure.

Age Characteristics

Table 2-1: Age Characteristics below shows the percentage of the population in the three municipalities and the Region by age cohort and compares these figures to County, state and national percentages. There are some noticeable differences among the municipalities and in comparison to the other jurisdictions.

Table 2-1: Age Characteristics

Age Cohort	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
<5	5.9%	6.5%	6.7%	6.3%	6.9%	5.9%	6.8%
5-9	6.7%	7.4%	7.7%	7.3%	7.6%	6.7%	7.3%
10-14	7.8%	7.8%	8.2%	7.9%	7.7%	7%	7.3%
15-19	6.6%	7.1%	6.9%	6.9%	7.3%	6.9%	7.2%
20-24	5.6%	4.9%	5.1%	5.2%	6.2%	6.1%	6.7%
25-34	13.5%	11.6%	10.5%	11.9%	12.6%	12.7%	14.2%
35-44	16.8%	15.4%	17.5%	16.6%	15.7%	15.9%	16%
45-54	11.9%	15.1%	15.6%	14.2%	13.2%	13.9%	13.4%
55-59	5%	5.5%	5.4%	5.3%	4.8%	5%	4.8%
60-64	4%	4.1%	4.6%	4.2%	3.9%	4.2%	3.8%
65-74	8.9%	7%	7.3%	7.7%	6.9%	7.9%	6.5%
75-84	6.2%	4.9%	3.5%	4.9%	5.2%	5.8%	4.4%
85+	1.3%	2.7%	1%	1.7%	1.9%	1.9%	1.5%
%18+	75.4%	73.9%	72.9%	74.1%	73.4%	76.2%	74.3%
%21+	72.3%	70.1%	69.3%	70.6%	69%	72%	70%
%65+	16.4%	14.6%	11.7%	14.2%	14%	15.6%	12.4%
Median Age	37.6	38.4	37.9	38.0	36.1	38.0	35.3

Though the average percentage of school-age persons is close to national figures, the percentage of young adults (ages 15 to 35) lags the national figures and even that of the state, especially in the 20-24 age cohort. From that cohort forward, the percentages are above the national figures. The result is that the Region has a median age higher than that of the nation, on par with that of the state and above the County figures of 36.1 years. The percentage of seniors (65+) in the Region is slightly higher than that of the County, but still below the state figure.

Interestingly, the Borough has the lowest median age, in part because of the relative strength of the age 20 through 44 cohorts and the small size of its senior cohort. Penn Township has a high percentage of the very elderly because of the presence of several retirement and assisted living facilities.

ESRI, a private firm that uses Census data and proprietary sources to provide updated demographic data, estimates indicate that the numbers of youth will decline in all three municipalities between 2008 and 2013, while the percentages of seniors will increase overall. Both Penn and Rapho Townships are expected to see a noticeable increase in the age cohort of 60 to 64, as current residents “age in place.” The percentage of very elderly in Penn Township is anticipated to remain level, though that of Rapho will grow significantly. Manheim is expected to see the increase in the 60-64 age group, as well as an increase in the very elderly. However, the Borough is projected to see a decrease in the percentage of persons aged between 64 and 84.

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The overall picture then is one of a growing, but slowly aging, population. The paucity of young adults will continue according to these projections. Manheim will have the youngest median age (39.0) by 2013, and Rapho is expected to have the highest median age despite the fact that it is estimated that approximately 25 percent of the population will be under the age of 18.

Racial and Ethnic Characteristics

According to the 2000 Census, the Region's population is predominantly (more than 95%) White with small percentages of Blacks, Asians and Other Race. The Hispanic population is also very small, relative to national and Lancaster County figures.

However, the 2008 estimates from ESRI show increases in the percentages of Blacks, Asians and Hispanics. The latter group in particular has grown according to these figures, increasing by approximately 60 percent in Manheim and doubling in Rapho Township. The number of Hispanics is small, thus making the percentage increase significant. Projections indicate that the Hispanic population in both Manheim and Penn Township will double between 2000 and 2013, while it will almost triple in Rapho. Though the Region's population will likely not become as diverse as that of the nation in the near future, the area is undergoing racial and ethnic change as the population continues to grow.

Educational Attainment

Educational Attainment figures are important to understanding many aspects of an area, especially assessing the types of jobs and industries that an area can support. The educational attainment figures for the three municipalities and the Region are shown in **Table 2-2: Educational Attainment**.

Table 2-2: Educational Attainment

Attainment	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
<9th Grade	7.4	9.5	8.4	8.4	9.3	5.5	7.5
9th - 12th, no diploma	16.0	14.6	14.5	15.0	13.4	12.6	12.1
HS Graduate	45.8	46.1	48.1	46.7	38.8	38.1	28.6
Some college, no degree	10.7	10.3	10.8	10.6	13.5	15.5	21.0
Associate degree	3.7	4.4	4.3	4.1	4.5	5.9	6.3
Bachelor's degree	11.2	11.5	9.2	10.6	13.8	14.0	15.5
Graduate or professional degree	5.3	3.6	4.7	4.5	6.7	8.4	8.9
% HS or better	76.6	75.9	77.2	76.6	77.4	81.9	80.4
% Bachelor's degree or better	16.5	15.1	13.9	15.2	20.5	22.4	24.4

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These figures are very revealing. They show a very high percentage of high school graduates relative to state and national figures, and a high percentage of persons with some high school, but no diploma. At the same time, the percentages of persons with a post-secondary education are well below the national and state figures. Thus, the overall attainment level is low relative to state and national figures.

The explanation for this may be attributed to several factors. In part, it is reflective of the “brain drain” that many Pennsylvania and rural communities face as young people leave the area for better jobs elsewhere in the country. In addition, some residents note that young people graduate from high school and go to work in agriculture, feeling that they do not need or want further education. Another factor may be that many of the Region’s older residents did not want or need higher education. Finally, in the Region’s Mennonite and Amish communities, there is not a perceived need for education past the basics.

However, the influx of new residents may be changing this pattern. The 2008 estimates (there are no projections for 2013) show modest increases in the percentages of persons with post-secondary education, especially among those with a Bachelor’s degree or better. This would reflect the influx of new, working age residents from other parts of the state or nation.

Income

An overview of households by income is also useful to the understanding of an area. The educational attainment figures do not present a promising outlook for income levels, but, in this instance, those figures are misleading. The Region had a relatively high income level in 2000, as the **Table 2-3: Household Income** demonstrates.

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Table 2-3: Household Income – 2000

Income	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
<\$10,000	5.3%	3.7%	4.3%	4.4%	5.8%	9.7%	9.5%
\$10,000- \$14,999	5.8%	4.8%	2.8%	4.5%	4.9%	7%	6.3%
\$15,000- \$24,999	14.2%	10.4%	9.8%	11.5%	11.9%	13.8%	12.8%
\$25,000- \$34,999	14.9%	13%	13.3%	13.7%	13.1%	13.3%	12.8%
\$35,000- \$49,999	22.2%	23.3%	19.7%	21.7%	19.7%	16.9%	16.5%
\$50,000- \$74,999	21.7%	27.1%	29.3%	26%	23.9%	19.5%	19.5%
\$75,000- \$99,999	10.2%	12.3%	11.1%	11.2%	10.9%	9.6%	10.2%
\$100,000- \$149,999	3.2%	4.8%	7.9%	5.3%	6.7%	6.6%	7.7%
\$150,000- \$199,999	0.8%	0.3%	1.1%	0.7%	1.6%	1.8%	2.2%
\$200,000+	1.7%	0.4%	0.7%	0.9%	1.5%	1.9%	2.4%
Median HH Income	\$41,856	\$47,205	\$50,063	\$46,375	\$45,507	\$40,106	\$41,994
Per Capita Income	\$21,276	\$18,719	\$20,412	\$20,136	\$20,398	\$20,880	\$21,587
% of Persons in Poverty	5.3	4.4	4.1	4.6	7.8	11.0	12.4

The income figures for the three municipalities show their relative affluence. The largest percentage of households (47.7 percent) earns between \$35,000 and \$75,000, and the median household income is 9.5 percent higher than the US figure. There are few wealthy households, but at the same time, there are few very low income households, and the average percentage of persons in poverty in 2000 was about one-third of the national figure. The per capita income figure was below the national figure, but the relatively higher number of persons per household increased the median household income figure.

ESRI projections for the three municipalities show a 2008 median household income of \$59,737, and a 2013 projection of \$67,122. The 2008 figure is greater than the rate of inflation for the eight year period, which means that incomes are rising consistently and well across the Region. Going forward, ESRI projects that incomes will rise almost three percent in Manheim between 2008 and 2013, two and one-half percent in Penn over the same period, but only 1.7 percent in Rapho.

Labor Supply

The supply of labor in an area is another key decision factor for expanding or relocating businesses. The labor supply in the Region appears to be tight for a number of reasons. The

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labor market, defined as those persons over the age of 16, was 15,789, according to the 2000 Census. Of this population, 11,386 persons were in the workforce, resulting in a labor force participation rate of 71.6 percent, a very high percentage relative to the state and nation. **Table 2-4: Labor Force Characteristics** shows these and other labor force statistics.

Table 2-4: Labor Force Characteristics

	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
In Labor Force	69.3%	71.4%	74%	71.6%	67.9%	61.9%	63.9%
All parents in labor force	86.6%	57%	58%	67.2%	55.7%	60.2%	58.6%
Work at home	4%	6%	7.5%	5.8%	4.8%	3%	3.3%
Commute Time to Work in Minutes	20	19.9	23.9	21.3	21.7	25.2	25.5

The percentage of participation in Rapho is especially high, though even that of Manheim, the lowest of the three, is well above the national figure. Manheim has a very high percentage of “all parents in the labor force,” though the Township percentages are close to the national norm. The high percentage of persons working at home is reflective more of workers being employed in home based businesses (farms, small construction contractors and service establishments), than of the presence telecommuters. Commute time to work is low, indicating that most workers are employed in the immediate area.

The upshot of these figures is that a high percentage of persons in the workforce, combined with the high percentage of persons of retirement age, indicate that there is little “slack” in the labor market. Many of the people in the labor market are currently working, and the pool of persons who might be induced to seek employment is likely small. Many of these persons likely are stay-at-home parents, disabled or retired, and not available or interested, even with offers of training or a good wage.

Occupation and Industry

All three municipalities have a higher than national average percentage of workers in agriculture, production and transportation occupations and a significantly lower percentage of management and professional occupations. Sales and office occupations are below national figures, while construction is above the national percentage. The production/transportation figures reflect the strength of manufacturing in the entire Lancaster/York County area. The high percentage of persons in the construction occupations stems from the numerous smaller special trades contractors located in the Region, especially Rapho Township.

In terms of the industries in which residents work, agriculture clearly has a much higher percentage than even the County, indicating its importance to the Region. Manufacturing and Wholesale are also very well represented in the Region. Manufacturing has a fifty percent greater representation in the Region than the nation, and the Wholesale Trade participation is twice the national figure. Retail Trades firms are also higher than the national percentage. Other industries, such as real estate, the arts, professional services and even health and education are relatively weak in the Region in relation to national, state and County figures.

Table 2-5: Percentage of Workers by Occupation and Industry
Average of

Occupation	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
Management/ Professional	23.3%	25.5%	23.8%	24.2%	28.1%	32.6%	33.6%
Service	14.8%	14.2%	13%	14%	13.9%	14.8%	14.9%
Sales & Office	24.9%	23.8%	21.1%	23.3%	24.9%	27%	26.7%
Farming, etc.	-	1.7%	2.5%	2.1%	1.1%	0.5%	0.7%
Construction	11.6%	8.1%	14.6%	11.4%	10%	8.9%	9.4%
Production/ Transportation	25.4%	26.7%	25%	25.7%	22%	16.3%	14.6%
Industry							
Agriculture	0.3%	5.4%	6.1%	3.9%	2.9%	1.3%	1.9%
Construction	8%	6.4%	10.9%	8.4%	7.7%	6%	6.8%
Manufacturing	24.2%	22.6%	19.4%	22.1%	22.5%	16%	14.1%
Wholesale	6.3%	9.2%	7.1%	7.5%	4.6%	3.6%	3.6%
Retail	13.4%	14.5%	14.1%	14%	13%	12.1%	11.7%
Transportation	2.1%	4.7%	4.8%	3.9%	4.3%	5.4%	5.2%
Information	1.5%	1.1%	1.5%	1.4%	1.9%	2.6%	3.1%
FIRE	3.6%	3.3%	3.3%	3.4%	4.4%	6.6%	6.9%
Professional & Management	4.6%	4.3%	5.4%	4.8%	6.7%	8.5%	9.3%
Education & Health	21.4%	17.2%	13%	17.2%	18.2%	21.9%	19.9%
Arts, Entertainment & Recreation	4%	5.4%	5.5%	5%	6.7%	7%	7.9%
Other Services	9%	5.4%	7.1%	7.2%	5.2%	4.8%	4.9%
Public Administration	1.6%	0.5%	1.8%	1.3%	2%	4.2%	4.8%

Consumer Spending

Despite their relative affluence, the residents of the Region are careful with their money. There is a tendency to dine out, and such meals are split between fast food and family restaurants. There is also a marked propensity to shop at convenience stores. Home entertainment appears to be much more common than going out to movies or concerts, as a surprisingly high percentage of homes have four or more televisions, and CD/DVD rentals are high, as is the purchase of DVD players. Travel is limited and vacations are modest. In contrast, spending on pets and home improvements is high.

Statistics from ESRI on the marketplace potential for the Region show that the area has an oversupply of auto dealers, building supply and appliance stores, as well as gasoline stations. This means that these establishments draw people from neighboring areas as customers. In contrast,

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the Region has relatively few health care and personal care stores, clothing stores, general merchandise and miscellaneous retail stores, and sporting and hobby outlets. This deficit was not raised in the several stakeholder meetings, and very likely does not represent a concern for area residents.

However, the Region does have a significant deficit of eating places according to the statistics, and this observation was made several times in the course of stakeholder meetings. The desire for a wider range of "nicer" eating establishments represents an opportunity for some economic growth.

Section 3: Land Use

Existing Land Use

At 34,803 acres or 67 percent of the total land, agriculture is the Region’s economic engine and largest land use. 23,170 acres of the Region’s farmland is in Rapho, encompassing 72 percent of Rapho Township total land acreage. Penn Township has 11,632 acres of farmland. The average agricultural lot size is about 40 acres; however, many farms operate on contiguous parcels, so the average lot size does not adequately reflect the number of large contiguous farms that characterize the Region. According to the Lancaster County Planning Commission, the average farm size in the County is 60-70 acres, and the Planning Commission estimates that the average farm size in the Manheim Region is larger than that. **Table 3.1: Manheim Region Existing Land Use and Map 3.1: Existing Land Use** show the amount of land in all uses throughout the Region.

Table 3.1: Manheim Region Existing Land Use Summary (7/09)

Source: Lancaster County Tax Assessor

	Land Use Category	# of Lots	Acres	Percent of Total Region Area	Average Lot Size (Ac)
Region	Agricultural	881	34,803.4	66.57%	39.50
	Single-family Residential	7,110	5,963.9	11.41%	0.84
	Vacant	538	3,054.5	5.84%	5.68
	Public Recreation	33	2,879.6	5.51%	87.26
	Private Recreation	77	2,210.5	4.23%	28.71
	Commercial	240	1,081.4	2.07%	4.51
	Industrial	71	669.1	1.28%	9.42
	Schools and Institutions	71	544.8	1.04%	7.67
	Utilities Transportation	84	414.5	0.79%	4.93
	Unknown	136	275.5	0.53%	2.03
	Multi-Family Residential	308	256.3	0.49%	0.83
	Two Family Residential	210	96.4	0.18%	0.46
	Mixed-use	37	30.0	0.06%	0.81
		Region Total	9,796	52,279.8	100%

Single-family residential is the second largest land use in the Region, but it is a distant second to agriculture with only 5,963 acres or 11 percent of the Region. As shown in **Table 3.2 Existing Land Use Summary by Municipality**, the average lot size for single-family residences varies in the Region, as does the land use percentage within each municipality. For example, the average size of a single-family lot in Rapho Township is 1.18 acres, which includes a combination of very small residential lots in the Rapho Triangle area and larger, rural lots scattered throughout the Township. Similar to Rapho, Penn Township has about 11 percent of land devoted to single-family residential development (11 percent), but with an average lot size of 0.79 acres, its lot sizes are smaller than Rapho’s. Penn Township also has a high percentage (14 percent) of public recreation uses because it includes the State Game Lands north of the Turnpike.

At 43 percent, single-family residential development is the predominant land use in the Borough. Single-family residential lots average about one-quarter of an acre in size. While considerably smaller than the average lot size in the townships, one-quarter acre lots are large compared to

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most Boroughs, which are typically characterized by denser residential development patterns. Vacant land, which includes vacancies in each zoning category, comprises 5 percent of the Region's land.

With the Manheim Auto Auction, Penn Township has the most commercial land in the Region with more than 650 acres, while Rapho has nearly 400 acres and the Borough has 25 acres. The Borough's Keystone Opportunity Zone has facilitated redevelopment of much of its commercial and industrial land outside of the central business district. Much of the commercial and industrial area adjacent to the Borough is located in Penn Township to the east along Doe Run Road and to the south of the Borough along Route 72. Most of Rapho's commercial and industrial land is situated between Route 283 and Route 230 adjacent to Mount Joy Borough, but Rapho has some commercial land located adjacent to the Turnpike Interchange at the northern edge of the Township.

Table 3.2: Existing Land Use Summary by Municipality (7/09)

Source: Lancaster County Tax Assessor

	Land Use Category	# of Lots	Acres	Percent of Total Municipal Area	Average Lot Size (Ac)
Penn Township	Agricultural	310	11,632.7	59.22%	37.52
	Public Recreation	18	2,730.8	13.90%	151.71
	Single-family Residential	2,742	2,177.0	11.08%	0.79
	Private Recreation	21	1,024.5	5.22%	48.79
	Commercial	104	659.3	3.36%	6.34
	Vacant	142	485.8	2.47%	3.42
	Industrial	17	285.7	1.45%	16.81
	Schools and Institutions	22	241.8	1.23%	10.99
	Utilities Transportation	35	138.2	0.70%	3.95
	Unknown	42	136.3	0.69%	3.25
	Multi-Family Residential	38	91.2	0.46%	2.40
	Two Family Residential	39	26.3	0.13%	0.67
	Mixed-use	2	13.9	0.07%	6.96
	<i>Penn Township Subtotal</i>		<i>3,532</i>	<i>19,643.7</i>	<i>100%</i>

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	Land Use Category	# of Lots	Acres	Percent of Total Municipal Area	Average Lot Size (Ac)
Rapho Township	Agricultural	569	23,170.2	72.73%	40.72
	Single-family Residential	2,924	3,450.1	10.83%	1.18
	Vacant	312	2,463.3	7.73%	7.90
	Private Recreation	53	1,179.7	3.70%	22.26
	Commercial	79	396.4	1.24%	5.02
	Industrial	20	286.7	0.90%	14.34
	Schools and Institutions	28	244.8	0.77%	8.74
	Utilities Transportation	22	240.0	0.75%	10.91
	Multi-Family Residential	200	150.5	0.47%	0.75
	Unknown	59	127.8	0.40%	2.17
	Public Recreation	5	97.0	0.30%	19.41
	Two Family Residential	33	42.1	0.13%	1.28
	Mixed-use	5	9.9	0.03%	1.97
	<i>Rapho Township Subtotal</i>		<i>4,309</i>	<i>31,858.5</i>	<i>100%</i>
Manheim Borough	Single-family Residential	1,444	336.7	43.31%	0.23
	Vacant	84	105.3	13.55%	1.25
	Industrial	34	96.6	12.42%	2.84
	Schools and Institutions	21	58.2	7.49%	2.77
	Public Recreation	10	51.7	6.65%	5.17
	Utilities Transportation	27	36.3	4.66%	1.34
	Two Family Residential	138	28.0	3.60%	0.20
	Commercial	57	25.7	3.30%	0.45
	Multi-Family Residential	70	14.5	1.87%	0.21
	Unknown	35	11.4	1.47%	0.33
	Private Recreation	3	6.4	0.82%	2.12
	Mixed-use	30	6.2	0.80%	0.21
	Agricultural	2	0.4	0.06%	0.22
	<i>Manheim Borough Subtotal</i>		<i>1,955</i>	<i>777.5</i>	<i>100%</i>
<i>Region Total</i>		<i>9,796</i>	<i>52,279.8</i>	<i>100%</i>	

Previous Planning Efforts

1993 Manheim Region Comprehensive Plan and 2000 Strategic Plan Update

The Manheim Region began planning together in the early 1990s and has benefited from the resulting designation of growth areas and effective agricultural zoning. The Region has achieved many of the land use objectives stated in its 1993 Plan and the Lancaster County Comprehensive Plan. Two urban growth areas and one village growth area have helped to steer development away from agricultural and natural resource land. The Manheim Growth Area, which includes the entire Borough, much of Penn Township and smaller portions of Rapho Township, provides for a diverse mix of land uses that has supported residential, industrial and commercial growth, mostly located in Penn Township and Manheim Borough. The Mount Joy/Donnegal Region Growth Area

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has supported Rapho Township's industrial, commercial and residential growth. The Penryn Village Growth Area is mostly residential and provides some opportunities for small scale growth in Penn Township.

The growth areas designated in 1993 were studied and modified in a strategic update to the 1993 completed in 2000 (Strategic Plan Update). As a part of this initiative, the UGA was expanded in Penn Township south of the Borough to facilitate expansion of the Manheim Auto Auction. The Strategic Plan Update also recommended that the area adjacent to the Turnpike interchange in Rapho Township be designated a growth area, a proposal that has not been implemented.

By limiting growth area expansion, most new development has been located near existing infrastructure and developed property, as opposed to being scattered throughout the landscape. To maintain this land development pattern and maximize existing infrastructure the Region will need to further hone its zoning and development standards to ensure attractive, compact development in the future.

The Future Land Use Map in the 1993 Plan is fairly representative of land use today in the Region. The largest areas of discrepancy include the following:

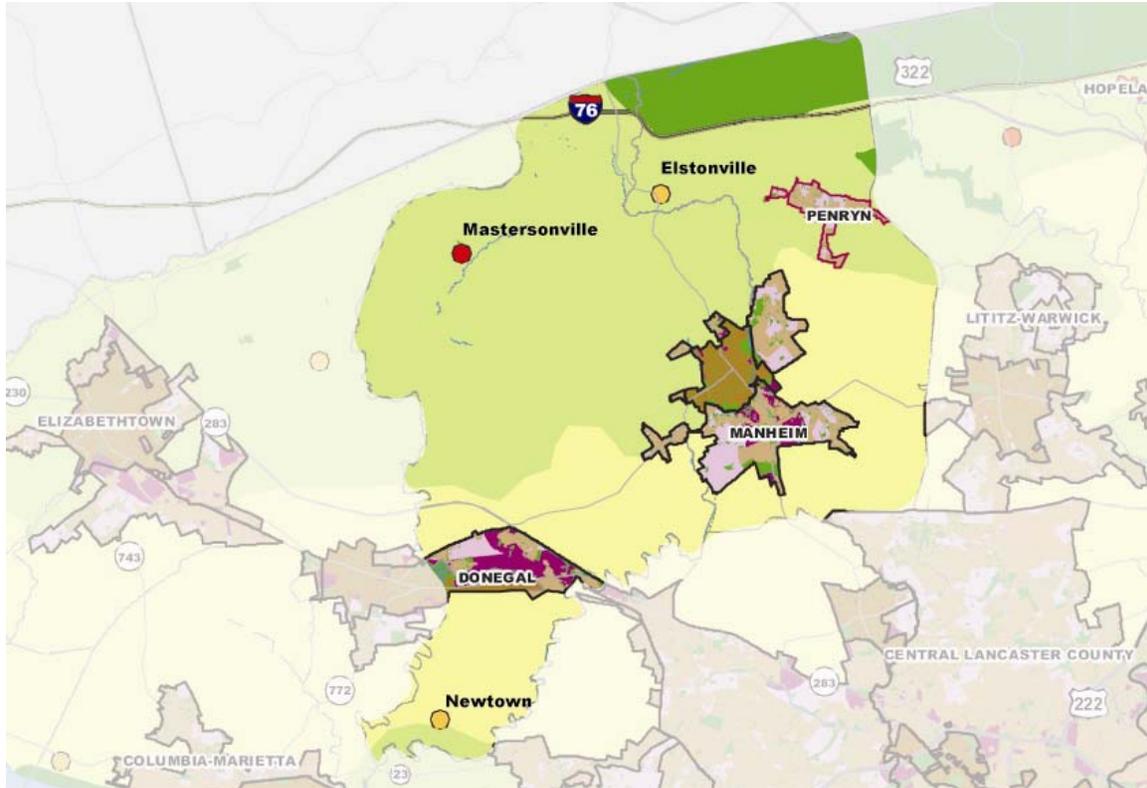
- The Auto Auction expansion area on Route 72 south of the Borough was not indicated as an area for commercial growth in the 1993 Plan, however the 2000 Strategic Plan Update recommended the expansion.
- The area between the Penryn, Cold Spring and Doe Run Roads was developed as residential. Half of that area was shown as Rural/Agricultural land use in the 1993 Plan.
- The Turnpike Interchange area was designated as a growth area to provide for limited commercial uses in the 2000 Strategic Update Plan, and today it includes a variety of commercial establishments; however, it is has not been designated as a growth area. The existing water and sewer infrastructure in the area will not support significant development and the costs to improve the infrastructure are prohibitive at this time.

Lancaster County Comprehensive Plan 2006

Balance, the Growth Management Element of the Lancaster County Comprehensive Plan, includes a **Future Growth Framework map (Map 3.2)** that includes the Region's growth areas as they are designated today. The County Plan also identifies two crossroad communities and one village growth area that have not been designated by the Region.

Elstonville and Newtown are shown as crossroad communities and Mastersonville is shown as a village growth area. The character of these communities is representative of the Region's heritage and each is still important to today's economy. The County Plan acknowledges that these areas have existing commercial and residential uses that serve the Region. It recommends that growth opportunities in these areas be limited to rural densities with the main purpose of providing services to the surrounding rural agricultural and residential communities. The Region's municipalities agree that these Elstonville and Newtown are appropriate for crossroad communities; however, due to soil conditions and the lack of sewer access, Mastersonville is not appropriate for designation as a village growth area at this time.

Map 3.2 County Growth Management Plan Framework



Growth Area Capacity Analysis

A growth area capacity analysis, shown in **Table 3.3 Build-Out Analysis**, was conducted to assist the Region in determining whether there is adequate land area contained in the existing urban and village growth areas to accommodate projected growth over the life of the Comprehensive Plan. The County's Comprehensive Plan recommends that 85 percent of future growth be targeted in urban and village growth areas, with the remaining 15 percent accommodated in Rural Areas, with at least 5 percent in village growth areas.

Density Assumptions for Growth Areas

Balance, the Growth Management Element of the County Comprehensive Plan recommends that the average density of new development within an urban growth area be 7.5 dwelling units per net acre. The County expects that, in addition to new development, urban growth areas will also encourage infill and redevelopment opportunities to provide a range of housing options, including multi-family housing. *Balance* also recommends that commercial and industrial development be directed into growth areas.

In addition to considering the County's policy guidelines for new residential densities, the Region reviewed existing – particularly recent – development densities to better understand the context for new development. Understanding what density exists versus what densities are proposed is important to understanding how the Region may need to change to meet future development goals.

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To understand existing densities and trends, this Plan analyzed existing residential densities in the Borough as well as recent development in each of the townships. The total acreage of occupied residential land in the Borough amounts to approximately 380 net acres¹, which accommodates approximately 2,009 households. The average number of households per net acre is 5.3.

The recent Brookshire development in Penn Township ranges from 2.7 to 8.4 dwelling units per net acre, for an average of 4.4 dwelling units per net acre. The new Elm Tree development in Rapho Township ranges from 3.8 to 11.4 dwelling units per net acre, for an average of 5.8 dwelling units per net acre. Penn Township's Pleasant View development contains a combination of apartments, cottages, assisted living rooms and nursing care rooms with a final approved plan of 423 units, or 8.5 dwelling units per net acre.

As is noted in the Land Use Goals and Objectives of the Plan, the Region supports the concept of more compact development in the designated growth areas. The Region seeks future development at densities that are higher than typical suburban development in order to provide more diversity in housing types, more efficient use of land and support compact mixed-use neighborhoods. The Region supports increasing development densities in concert with building design standards that ensure new development is pedestrian-supportive and incorporates appropriate scale and massing, open space areas, stormwater management and other sustainable design elements.

After carefully considering existing built densities, particularly those for recent residential projects, and the County's recommendation for average new densities in the growth areas, the Region has agreed to set the *average* minimum density at 6 dwelling units per acre for new development inside the UGAs. Given its overall rural and small-town nature, the Region considers a 6 unit per acre density target to be a challenging, yet achievable goal.

The capacity analysis assumes that the *average* density of future residential development will be 6 dwelling units per net acre. The existing zoning does not permit this intensity of development by right in most situations, and this Plan's recommendations include strategies for increasing the density of future development in the urban growth areas and ensuring that new development built at these densities adhere to high-quality design principles.

Examples of Various Densities

The following examples of residential housing densities are provided in a range from densest to least dense. These examples are from Lancaster County and some of the examples were taken from the May 2009 report by the Lancaster County Planning Commission, "The Neighborhoods of Lancaster County: A Local Guide to Visualizing Residential Densities."

The densities are provided as "Net Density" or "Dwelling Units per Net Acre." These terms are defined as the number of housing units per acre on land devoted to residential facilities. It does not include land that is public, such as right-of-ways, parks and sidewalks. Generally the parcel lot lines are considered to define the net acreage. The exception to that rule is on land where environmental features are present. In this Plan, steep slopes, wetlands and floodplains are not considered part of the net acreage.

It should be noted that the densities below are average densities of the entire neighborhood.

¹ The residential land area includes occupied, residential parcel area from the Lancaster County Tax Assessor 2008.

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9.1 dwelling units per net acre -- Hazel Street in Manheim Borough



8.5 dwelling units per net acre -- Pleasant View in Penn Township



7 dwelling units per net acre -- Castleton in Marietta Borough and Mill Creek in West Lampeter Township



5.8 dwelling units per net acre – Elm Tree in Rapho Township



4.4 dwelling units per net acre – Brookshire in Penn Township

Build-Out Methodology

Utilizing data from the Lancaster County Tax Assessor's Office, vacant and agricultural land within the urban and village growth areas was identified. Floodplains were subtracted from the land area. The build-out land use category assigned to the vacant and agricultural land was determined by identifying the underlying zoning classification (commercial, industrial, residential). The build-out assumes that the vacant residential and agricultural land located in growth areas will be developed at the density target of 6 units per net acre inside the UGAs and 2.5 units per net acre in the Penryn Village Growth Area. The commercial and industrial density assumptions are based on typical development patterns in small towns and rural areas. All density assumptions represent an average for vacant land in each growth area, for which individual developments would include a diversity of development types and densities. Some vacant land within a growth area will be better suited for development at lower densities than 6 units per acre and other areas will be appropriate for higher densities than 6 units per acre. The acreage shown for the Donegal/Mount Joy Growth Area includes only land within the Manheim Central Region.

Table 3.3: Build-Out of Existing Vacant and Agricultural Land within the Region’s Urban and Village Growth Areas

Source: Lancaster County Tax Assessor; Revised by URS

Growth Area	Land Use Category	Acres*	Density Assumption	Build-out Potential	
Manheim Urban Growth Area	Vacant Commercial	37.82	30%	494,178	Square feet commercial
	Vacant Industrial	123.18	15%	804,827	Square feet industrial
	Vacant Residential	311.16	6.00	1,867	New residential units
	Future Growth Area	94.82	6.00	569	New residential units
	Expansion Area	87.79	6.00	527	New residential units
Donegal Urban Growth Area	Vacant Commercial	41.53	30%	542,738	Square feet commercial
	Vacant Industrial	155.07	15%	1,013,240	Square feet industrial
	Vacant Residential	43.54	6.00	261	New residential units
	Future Growth Area	61.72	6.00	370	New residential units
Penryn Village Growth Area	Vacant Commercial	0.63	10%	2,732	Square feet commercial
	Vacant Industrial	0.00	0%	-	Square feet industrial
	Vacant Residential	96.48	2.50	241	New residential units
Total Region Build Out	Vacant Commercial	79.97		1,039,649	Square feet commercial
	Vacant Industrial	278.25		1,818,067	Square feet industrial
	Vacant Residential	623.65		3,835	New residential units

* Floodplains were excluded from the acreage and the acreage was reduced by 25 percent to accommodate future roads and infrastructure needs

Analysis

The Region’s designated growth areas have the potential for significant additional growth. If the municipalities meet the average density targets as assumed in the build-out analysis, the urban and

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village growth areas have enough vacant area to accommodate 4,194 dwelling units, more than one million square feet of commercial building space and 1.8 million square feet of industrial building space. Overall demand for new development between 2010 and 2030 is likely to be significantly lower than the development capacity of the Region. Residential capacity significantly exceeds the 2030 target households set by *Balance*. The targets set in *Balance* seek to accommodate 85 percent of projected population growth and resulting residential development in the designated growth areas. For the Manheim Central Region, this is only an additional 542 households – or 13 percent of remaining development capacity. **Table 3.4** below compares current estimated households with County targets for 2030.

Table 3.4: Total Households 2000, Estimated Households 2008 and County Household Targets 2030

	Total Households 2000 (US Census)	Housing Unit Construction 2000 - 2008 (Municipal Building Permit Data)	Vacancy Rate (Census 2000)	Estimate of Total Households 2008 ¹	2030 Target Households ² (Lancaster County Planning Commission)	Difference between 2008 Total Household Estimate and 2030 County Target Households
Penn Township	2,606	527	2.4%	3,120	3,689	569
Rapho Township	3,075	1122	3.5%	4,158	4,065	(93)
Manheim Borough	1,989	21	4.1%	2,009	2,075	66
Region	7,670	1670		9,287	9,829	542

¹ Households were calculated by collecting municipal building permit data for new housing unit construction between 2000 and 2008, and then assuming and subtracting the same vacancy rate as the 2000 Census. The estimate for households between 2000 and 2008 was added to the 2000 households to create a total estimate of households in the region in 2008.

² 2030 target households represent the 85 percent of the Region's projected population that is expected to be accommodated inside a designated growth area.

Table 3.5: Residential Growth Rates from 2008 to 2030 indicates that the entire Region is expected to grow by only six percent between 2008 and 2030. A six percent rate is a slow pace of growth for a 22 year period. However, during the years between 2000 and 2008 the Region and the nation experienced an unprecedented increase in housing development. The vast majority of growth is projected to occur in Penn Township, not surprising since most of the Region's vacant land inside a designated growth area is located there. Penn is projected to grow by about 18 percent. The number of housing units in Rapho Township is projected to decrease slightly, though as noted below that is unlikely. The Borough is projected to experience about three percent growth, nearly all of that through infill and redevelopment.

The extremely low growth rate for the region, and particularly for Rapho Township, is likely at least partially an artifact of faster than projected growth between 2000 and 2008 than a real decrease in households or housing units between 2008 and 2030. However, the Region should not expect the fast rate of growth experienced in the 1990s through 2007 to continue. By 2008 the amount of new housing development being permitted dramatically decreased. In 2010, when this Plan was prepared, the uncertainty in the real estate and financial markets made future projections difficult to use.

From a land use planning perspective, the important message is that the existing designated growth areas (DGAs) contain nearly eight times more land than will be needed to accommodate expected growth over the next 20 years. Even if growth significantly exceeds projections, the Region's growth areas would easily accommodate it. The excess capacity is an important issue for the Region because excess growth capacity encourages inefficient use of land with lower density development that is scattered throughout a growth area, rather than compact, contiguous development patterns. It should also be noted that the capacity for new residential development alone far exceeds the permitted water supply capacity for the Region.

For these reasons, the Region should not add undeveloped acreage to its designated growth areas – though it could consider adding already developed land that is adjacent to an existing DGA. Further, the Region's municipalities should consider reducing the amount of land in the DGAs.

Table 3.5: Residential Growth Rates from 2008 to 2030

	Estimate of Total Households 2008*	2030 Target Households (Lancaster County Planning Commission)	Difference between 2008 Total Household Estimate and 2030 County Target Households	Percent Change between 2008 and 2030
Penn Township	3,120	3,689	569	18%
Rapho Township	4,158	4,065	(93)	-2%
Manheim Borough	2,009	2,075	66	3%
Region	9,287	9,829	542	6%

* Based on the Estimated Households 2008 and County Household Targets 2030 described in Table 3.4.

Land Use Recommendations

Comprehensive Plan land use recommendations are illustrated in **Map 3.3: Future Land Use Policy Map**. The following goals, objectives and strategies – which are consistent with the Lancaster County Comprehensive Plan, the goals of the 1993 Comprehensive Plan and the 2000 Strategic Plan Update – provide details on implementation of map recommendations.

Goal 3.1: Identify and strengthen distinctions between Designated Rural Areas and Designated Growth Areas in the Region, supporting prosperity and sustainability and the preservation of natural, agricultural and cultural resources.

Objectives

- Discourage linear patterns of development contiguous to major roadways and country lanes, and encourage further development of existing crossroads and village-style patterns outside of the UGA
- Support further development of green building design and energy generation in land use regulations
- Limit development in the Turnpike Interchange area to that which capitalizes on its location, but does not require the extension of infrastructure such as water and wastewater services.

Strategies

3.1.1. **Adjust the urban growth areas to reflect recent development and future development plans**

Brookshire Development: Brookshire was developed after the completion of the 2000 Strategic Plan Update and includes a mix of single-family detached homes and twin homes. It is currently zoned for residential development and is adjacent to, but outside of, the Manheim UGA. The development has public water and sewer service. To be consistent with the infrastructure service areas, the Urban Growth Area should be expanded to include this area.

Future Brookshire Development: A developer is interested in developing an additional age-restricted community just north of Pleasant View on a parcel located just outside of the existing Manheim UGA. Adding this area to the UGA would help Penn Township to extend wastewater service to the Penryn Village Growth Area to address its failing on-lot systems as recommended in Penn's Act 537 Plan. Public water and sewer that would be provided to this area to serve new development would reduce the distance that the Township would need to extend lines to Penryn, reducing public costs. This area should be identified as a "future growth area" or added outright to the UGA. Concurrent with its addition to the UGA, zoning in this area should be revised to allow for multi-family housing, to require a minimum density of development and provide for compact traditional neighborhood design standards. Please refer to Land Use Goal 2 for more detail on zoning standards to support compact development within the UGA.

3.1.2. Designate Future Growth Areas

Future Growth Areas are essentially “holding areas” for land not needed for – or desired to be – development in the short-term. Under the guidance provided in *Balance*, land inside the UGA should be zoned for development at intensities needed to meet density targets. Land designated as a future growth area can be zoned for agricultural or open space uses for the purpose of “holding” it for development until it is needed. Rapho Township currently has land inside the Mount Joy/Donnegal UGA in the Triangle Area that is zoned for agricultural use. This land should also be designated as a future growth area.

To offset the Brookshire expansion of the Manheim UGA in Penn Township, Penn should reduce land available for development elsewhere in the UGA. Penn should designate two “future growth areas” in the southern portion of the Manheim UGA as illustrated in **Map 3.4: Recommended UGA Adjustments**. Designating future growth areas provides flexibility in the timing of zoning land for future development.

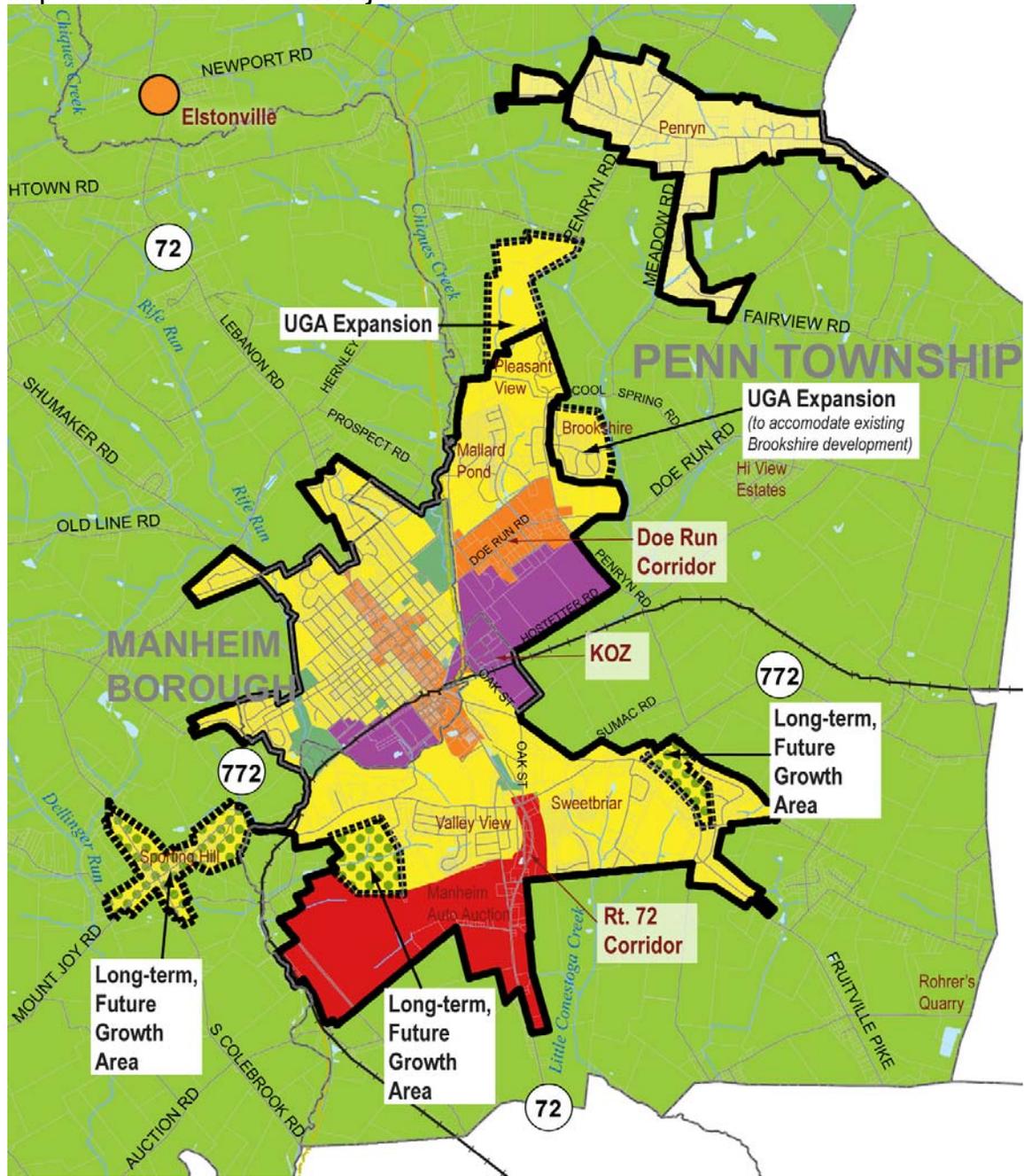
Sporting Hill: The Sporting Hill area is located at the crossroads of Route 772 and Colebrook Road in Rapho Township. It is very near to Manheim Borough, but it is not served by public water and sewer. The Rapho Township Act 537 Plan identifies it as an area with failing on-lot systems and recommends either building a package wastewater water treatment facility or connecting to the Borough Authority to solve the problem. However, recent well tests have shown improving water quality, so the 537 Plan’s immediate recommendation is to pursue additional testing prior to implementing an expensive construction solution. This means that any action – including a potential connection to the Borough Authority – is not likely to occur in the near term. Since this area is not served with water and sewer and it is not expected to be in the short-term, the Sporting Hill area should be designated a future growth area.

3.1.3. Use rural area strategies to designate Elstonville, Newtown and Mastersonville as crossroad communities and designate other rural areas.

Elstonville and Newtown are identified as crossroad communities in *Balance*, while Mastersonville is shown as a village growth area. Given their respective development patterns, roles as centers to the surrounding agricultural uses and lack of access to water and sewer services, all three should be designated as crossroad communities as described in *Balance*. *Balance* defines crossroad communities as follows:

Crossroad Communities are compact gatherings of generally 20 to 50 dwellings with a distinct identity in a rural area, typically located where two or more roads intersect. A Crossroads Community often has a central gathering place and may have a few supporting commercial, institutional, or public uses. Where appropriate these communities may accommodate a limited amount of new development. Only development that is compatible with the traditional character and small scale of these communities, and which is feasible to support with rural infrastructure, should be permitted in Crossroads Communities. Crossroad Communities are not expected to have public water and sewer.

Map 3.4: Recommended UGA Adjustments



Future Land Use Policy Map

Future Land Use Categories

- | | | | |
|-------------|-----------------|-------------|--|
| Residential | Industrial | Park | Crossroad Community |
| Mixed Use | Rural Mixed Use | Rural | Adjustments to Growth Area |
| Commercial | Village | Growth Area | Future Growth Area (Growth expected only in the long-term) |

3.1.4. Create a process and minimum standards for making adjustments to the Region's designated growth areas.

The first three recommendations in this section address potential designated growth area adjustments raised during the comprehensive planning process. While this comprehensive plan update does not foresee a need for other designated growth area (DGA) amendments, it is intended to be a 10-year planning document. It is possible that opportunities or issues could arise during that time that would warrant consideration of an expansion or contraction of the DGAs. It is the policy of this plan that any change to the DGA must be consistent with the goals of this comprehensive plan and rooted in sound planning principles.

Designated growth areas support a regional planning approach. Allowing the expansion or contraction of a designated growth area by approval of one municipality does not achieve regional planning. Thus, any proposed expansion or contraction of a DGA affects all the municipalities that are a part of that DGA; therefore, any changes in the defined area should be done at a regional level or with input from the associated municipalities, authorities and school district.

Prior to determining any changes to one of the designated growth areas, the Region should determine what percentage of build out of residential and non-residential development can be met within the DGA prior to any expansion or contraction to the DGA.

At a minimum, any application for a change to the DGA must include:

- Any proposed expansion must include a potential contraction area of the DGA that is of a similar amount of land area. Or the application may show that a similar amount of land will be permanently preserved through the transfer of development rights or preservation of agricultural land.
- Application must indicate the acreage, location and planned density per acre of the proposed development to be included in the expansion area.
- Application must show that the land proposed for expansion is not desirable for agricultural purposes.
- Any proposed expansion must indicate how this is not intrusive to any surrounding agricultural lands.
- Expansion proposals must indicate how they will be consistent with density, design, connectivity and other recommendations of this plan.
- Any proposed expansion must be contiguous with the existing DGA, as indicated in this comprehensive plan or amended in the future.
- Any proposed expansion must be served by public water and sewer, thus public water and sewer services must have the ability to serve and be adjacent to the proposed expansion site.
- Any proposed expansion must indicate how connections will be made to existing transportation facilities, including pedestrian, bike and transit facilities.
- Any proposed expansion must provide an analysis of traffic impacts and proposed traffic mitigation strategies.

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- Any proposed expansion must provide an analysis of the potential impacts to the Manheim Central School District.
- Any proposed expansion must provide an analysis indicating that the actual population or projected population has changed from those stated in this comprehensive plan.
- Any proposed expansion or contraction of the DGA should include all other changes of the DGA that have occurred since the adoption of this comprehensive plan, stating the resultant residential and/or non-residential development and the effects on the projected population, transportation and community services of the DGA.

3.1.5. Develop a transfer of development rights program in Penn Township to support development within the Manheim Urban Growth Area and preserve agricultural and natural resource lands in rural areas.

Penn Township is working with the Lancaster Farmland Trust, the Brandywine Conservancy, the Lancaster Conservancy and the Lancaster County Agriculture Preserve Board to develop a transfer of development rights program. Additional detail on potential applications of this strategy is included in the Economic Development Element.

3.1.6. Rapho should explore the potential for a regional transfer of development rights program to assist in its ongoing protection of agricultural and natural resource lands.

Rapho has successfully used effective agricultural zoning and the purchase of development easements to preserve agricultural land. It should work with Manheim Borough and/or Mount Joy Borough to determine the potential for a multi-municipal transfer of development rights program to provide additional resources to protect agricultural and natural resource lands while encouraging reinvestment and redevelopment in the Boroughs.

3.1.7. Analyze and modify zoning in the Turnpike Interchange Area to be consistent with infrastructure capacity.

The 2000 Strategic Plan Update recommended designating the Turnpike interchange area as a growth area. The area today contains some commercial development – most oriented to opportunities presented by its location at a Turnpike exit. However, the area lacks public water and wastewater infrastructure, so its development potential is limited by the need for private systems.

As a policy, the Township is not ready to extend public infrastructure, nor is it willing to assume the considerable infrastructure costs associated with development in this area. Given this, Rapho should not designate the interchange area as an urban growth area but instead a “rural business area,” reflecting its rural infrastructure capabilities. The Township should also evaluate existing zoning to ensure that permitted densities are consistent with its rural designation and that the code does not give property owners the impression that water and wastewater infrastructure would be provided by the Township or local authorities in the Turnpike interchange area. A zoning overlay to limit development to what is appropriate without an infrastructure extension should be explored.

3.1.8. Analyze and modify zoning where needed to discourage linear development along roads or water/wastewater infrastructure extensions.

Most existing zoning in the Region allows for higher density development if public water and sewer are available. The higher densities are permitted for land outside as well as inside a designated growth area. Such a policy can serve to encourage linear development along rural roads or along water and wastewater lines that extend beyond the UGA. To avoid this, Rapho and Penn townships should revise their zoning ordinances to specify that higher densities for land served by public water and/or sewer are only permitted within a designated growth area

3.1.9. The Region should consider creating a regional review process for developments of regional impact and significance

Large developments, including as large shopping centers, major industrial parks, mines and related activities, office/business parks, large residential developments, regional entertainment and recreational complexes, hospitals, airports and other transportation facilities create impacts far beyond the boundaries of the municipalities in which they are located. It is important that when a development with regional impacts is proposed in one community, the other municipalities, School District and local service authorities are given the opportunity to comment upon it and determine whether the proposal is consistent with the objectives of this Plan.

The Manheim Central Region should define what types of development will be considered developments of regional impact and significance (DRIS) for the Region and a process that facilitates review of such developments by other members of the Region. **Appendix C** contains model standards to consider in amending zoning and subdivision ordinances to create a regional review process for DRIS.

3.1.10. Create a process and minimum standards for permitting development in future growth areas.

The future growth areas designated in this plan contain land that is not needed or desired for development in the short-term. Prior to permitting development in a future growth area, the Region should determine the need for and impacts of such development.

At a minimum, any application for development in a future growth area must include:

- Application must indicate the acreage, location and planned density per acre of the proposed development to be included in the expansion area.
- Any proposed development must indicate how this is not intrusive to any surrounding agricultural lands.
- Development proposals must indicate how they will be consistent with density, design, connectivity and other recommendations of this plan.
- Any proposed development must be served by public water and sewer, thus public water and sewer services must have the ability to serve and be adjacent to the proposed expansion site.
- Any proposed development must indicate how connections will be made to existing transportation facilities, including pedestrian, bike and transit facilities.

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- Any proposed development must provide an analysis of traffic impacts and proposed traffic mitigation strategies.
- Any proposed development must provide an analysis of the potential impacts to the Manheim Central School District.
- Any proposed development must provide an analysis indicating that the actual population or projected population has changed from those stated in this comprehensive plan.
- Any proposed development of a future growth area should consider any changes to the designated growth areas or other future growth areas that have occurred since the adoption of this comprehensive plan, stating the resultant residential and/or non-residential development and the effects on the projected population, transportation and community services of the designated growth areas.

Goal 3.2: Focus development inside formally adopted growth areas where there is sufficient infrastructure to create compact neighborhoods and thriving economic centers.

Objectives

- Provide new tools to encourage and require compact new development, infill, redevelopment and reinvestment in growth areas
- Promote innovative site design and residential choices in building types and materials to support compact development types
- Encourage the revitalization of Manheim Borough to ensure its place as the urban hub of the Manheim Central Region
- Manage adaptive reuse and infill development in the Keystone Opportunity Zone (KOZ), the Doe Run Road commercial corridor and State Route 72.

Strategies

3.2.1. Revise zoning of vacant, residentially zoned land within the urban growth areas to be consistent with the average densities in the build out analysis

The concept of compact single-family, multi-family and clustered residential development is a part of the three municipalities' overall land use goals, and this serves a number of purposes. In addition to preserving farmland and limiting sprawl, this approach limits the need for extensive and costly infrastructure improvements.

For development inside urban growth areas, each municipality should adopt zoning changes that ensure that the density target of an average of six units per net acre can be met. It is expected that a range of development densities will be permitted – some districts will permit densities less than the target and others will require densities that are higher to reach an average of six units per net acre. Each municipality should consider the role of a minimum average density for each of its residential zoning districts to ensure that development potential is not lost to subdivisions that are built significantly below maximum permitted densities.

Penn Township: Much of the vacant residential land in the Manheim UGA in Penn Township is zoned as R-2 or R-3. R-2 permits single-family detached houses, and the maximum residential density under R-2 is only four units per acre. R-3 permits single-family detached dwellings, duplexes and townhomes by right at densities ranging from five to six units per acre, depending on unit type. A recently added density bonus provision permits development of up to eight units per acre in the R-2 and R-3 zones. As the zoning written today, the only way to develop at residential densities higher than six units per acre is under the density bonus provisions.

Penn Township is currently rewriting its Zoning Ordinance to create a form-based code that will provide the tools to provide compact, walkable, attractive and environmentally sustainable development that meets established density targets. Through this process, Penn Township should ensure that it is possible to achieve density targets through a by-right development process.

Manheim Borough: The Borough does not have large tracts of vacant, residentially zoned land. The Borough could revise zoning to provide minimum densities in much of its residential zoning to ensure that redevelopment and infill development is denser than the existing development. Strategy 3 addresses the need to facilitate reinvestment and remove barriers to infill development in the Borough in more detail. The recommendations listed under Strategy 3 will also help the Borough to meet density targets.

Rapho Township: Almost all of the vacant residential land in Rapho that is located in a growth area falls within the Mount Joy/Donnegal UGA. Most of the land is zoned R-2 – Mixed Residential, though a portion is zoned R-1 – Residential. R-1 permits single-family detached dwellings. The minimum lot size for parcels with water and sewer service in the R-1 district is 10,000 square feet, providing for a maximum density of about four units per acre. The R-2 permits single-family detached dwellings, duplexes and townhomes by right. Multi-family dwellings and some commercial uses are permitted in this district under the provisions of a Village Overlay Zone. By right, the R-2 Zone permits a net density of five units per acre. Under the Village Overlay, the maximum gross density is 8 units per acre, which translates to approximately 10.7 units per acre, by netting out 25 percent of land for streets, stormwater and other infrastructure, as was assumed in the build out analysis.

It would be possible for new future development in Rapho to be built at densities of six units per net acre under current zoning; however, if the Township wishes to ensure that it meets the density target, it will need to make some adjustments to its zoning ordinance. Changes to consider include:

- Shifting some land currently zoned R-1 to R-2 to increase the amount of land available for higher intensity development
- Setting target density ranges for the Village Overlay Zone – this would entail setting a minimum as well as a maximum residential density for development
- Increasing the maximum density and setting an average minimum density for development in the R-2 Zone when not developed under the Village Overlay. The R-2 permits a mix of unit types – single-family detached, duplex and townhouse. The minimum lot sizes for duplexes and townhouses would permit development at net densities greater than six units per acre; however the current ordinance language limits by-right development in the R-2 to five units per acre. Removing

the density limitation for duplexes and townhouses would permit a development mix that could achieve development intensities of six or more units per net acre.

All Municipalities: To move from corrective to proactive solutions, each municipality could consider requiring – rather than simply encouraging – compact community design elements such as flexible roadway widths, build-to lines, front porches and alleys.

3.2.2. Review and revise residential zoning standards to ensure that they permit multi-family housing, infill development and redevelopment.

A variety of multi-family units, accessory residential units, compact lot sizes and attached housing should be permitted throughout the urban growth areas. Permitting these housing types as uses-by-right in the ordinances is the first step to this strategy. Barriers to building multi-family housing in the Region include excessive parking, lot size or setback requirements and limitations on live-work units and accessory apartments. These and potentially other provisions in the ordinances can effectively eliminate the possibility for developing compact or multi-family housing units.

Multi-family and higher density residential infill development will help each municipality meet its density target of six units per net acre for new development in the UGA. More importantly, it will help to address the shortage of quality rental housing available in the region. Please see the Background Analysis of Section 4: Housing for a discussion of the Region’s needs for rental and affordable housing options.

Each township should review its zoning and subdivision ordinances for potential barriers to the development of multi-family and infill development. See Strategy 3 below for a more detailed analysis of steps the Borough should take to address infill and redevelopment

3.2.3. Revise downtown Manheim zoning and development standards to facilitate reinvestment in downtown homes and businesses and support redevelopment within the Borough

The Borough should evaluate its ordinances and update as needed with regard to the following issues.

Density limitations: A significant portion of the Borough’s developable area is zoned R-1, which requires a minimum lot size of 12,000 square feet – in excess of one-quarter acre. While “village cluster development” is permitted, this options is not widely utilized or effective for allowing infill development in the Borough. The Borough should revise its zoning in these areas to allow for smaller lot sizes where appropriate stormwater management, parking and access to the lot exist.

Development limitations in the Conversion Office Apartment (COA) District: Lot coverage in the COA district, located at the edge of downtown, is limited to 45-60 percent, which is not achievable for most development in this area. Also, “by right” development restrictions – for example COA does not permit commercial, office or apartments by right – could be limiting development options for this important area in the Borough. Manheim should consider revising these ordinances to provide opportunities for infill development or redevelopment. Any redevelopment or infill should provide needed stormwater infrastructure, exemplify stormwater best management practices and provide for adequate parking.

Multi-family development: Regulation of multi-family development in the Borough's Zoning Ordinance may be limiting redevelopment options in some cases and resulting in substandard units in others:

- New multiple family dwellings buildings are permitted only in the R-4 district and are restricted to 16 units per building with a minimum lot size of one acre. Less restrictive requirements could encourage new, high-quality, multi-family development. Other districts that could be considered for some type of multi-family development include R-3, COA and CBD. Any redevelopment or infill should provide any needed stormwater infrastructure, exemplify stormwater best management practices and provide for adequate parking.
- COA, CBD, R-3 and PC-1 allow apartment conversions in existing buildings. Stakeholder interview participants raised concerns about the quality of the resulting units. The Borough should consider how these regulations could be adjusted to create higher quality residential units, while still encouraging reuse of large older homes. One way to address these concerns might be to require apartment conversions to have units that are more than 800 square feet in rentable floor area.

Outdoor dining - Outdoor dining is permitted by special exception in the CBD. The Borough should consider whether there are other districts where this use could be appropriate as a part of a redevelopment/revitalization strategy. Outdoor dining is typically associated with adding vitality in town center areas and contributing to economic development. Specific regulations of hours of operation, type of dining and appropriate configuration of outdoor seating to ensure pedestrian and vehicular flows could be adopted to encourage this type of use.

Retail limitation in the downtown – The CBD zoning district limits most of the retail establishments permitted by right to be a maximum of 2,000 square feet. This might be limiting for retail uses and the Borough should consider allowing larger retail establishments.

Subdivision and land development ordinance – Manheim Borough does not have its own subdivision ordinance. It processes development applications through the County's ordinance and review process. An ordinance of its own could be tailored to the specific needs of the Borough such as infill development, streetscape, stormwater infrastructure, access and other factors that could provide economic development opportunities and improve the overall appearance of downtown. The Borough should consider adopting its own ordinance. The Borough should work with the County and explore the benefits of such an approach as well as what staffing and technical capacity it would need to effectively develop and implement its own subdivision and land development ordinance.

3.2.4. Develop a conceptual plan for the KOZ and Doe Run Road area that encourages redevelopment, takes advantage of rail access, identifies a potential truck/freight relief route and improves stormwater management for the area.

These areas are important to the economic development of the Region and should be well-planned to maximize their potential. By planning for a high quality environment, Manheim Borough and Penn Township can attract a wide variety of businesses and retain existing businesses. At a minimum, the Borough and Township should review their current zoning

and development standards for this area to ensure that they are consistent with the development of a high-quality industrial and commercial development. The ordinance should establish standards for wide sidewalks, street trees, landscaping, high-quality business signage and coordinated public signage. A longer-term, more aggressive strategy could even include the development of a specific plan for the area.

3.2.5. Create a new traditional neighborhood (TND) zoning district in Penn Township adjacent to the Borough and Doe Run Road.

Penn Township should revise its zoning to implement a TND to support compact residential, mixed-use development adjacent to the Weis Shopping Center located on Doe Run Road. This area is within walking distance of the shopping center, Manheim Central Junior High School, the Township Building and other neighborhoods. It has ample water and sewer infrastructure capacity and is located near the area along Doe Run where pedestrian improvements are planned, which will better connect the area to the downtown Borough shops and attractions.

Goal 3.3: Preserve and enhance the Region's valuable agricultural and natural resources.

Background

This goal is a broad reoccurring theme throughout this Plan, and it is addressed in more detail in a number of Plan sections, including economic development, natural resources, housing, transportation and community character. The following strategies address the general land use and zoning based opportunities to support and enhance agricultural and natural resources within the Region. The Economic Development section and the Natural Resources sections of the Plan provide further specific strategies to address this goal.

Objectives

- Limit new development outside the designated urban growth areas
- Limit water and wastewater service extensions outside of the UGA to areas that have imminent public health concerns and where site-specific, decentralized options are not feasible.

Strategies

3.3.1. Revise regulations for farm-based businesses to maximize their potential to preserve farming and farmland

During this planning process local farmers were interviewed and they expressed concern about how farm-based businesses are regulated. In some cases the regulations are too restrictive – for example limiting a farm-based business to three family members. In other cases there was concern that some farm-based businesses are not really farm-based at all, but are businesses that happen to be located on farmland. Each Township should evaluate its farm-based business regulations in the context of its goals for preserving farmers and farmland and revise as needed.

3.3.2. Review zoning designations and regulations in rural areas to maximize protection of farming and farmland

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Area farmers have suggested that zoning setback requirements for development adjacent to agricultural uses should be variable based on the type of neighboring use and the type of operation of the farm facility. The Townships should review their zoning ordinances to determine whether setbacks for development located immediately adjacent to an agricultural zone provide adequate protection for the relatively high-intensity animal feeding operations and other farming practices that are typical of the Region. If not, the ordinance should be amended to increase setback requirements for non-agricultural uses located adjacent to agriculturally zoned land.

Section 4: Housing

Background

The Manheim Central Region has two distinct natures with respect to housing – the first is the urbanized Borough with its quarter acre and smaller lot neighborhoods and multi-unit structures. The other is the suburban, single-family detached or single-family partially attached (twin) home style on one-half to one acre lots that is prevalent in the two townships. In the last ten years, the Region and willing developers have made a significant effort to build on smaller lots in new developments such as Elm Tree in Rapho and Brookshire in Penn Township. Since the 1970s, most housing construction in the Region has been single-family detached dwellings, most of which are owner-occupied. It should be noted that the construction of the 1970s is now approaching forty years in age, increasing maintenance needs and emergency repairs.

Another trend in the Region is the development of senior housing and age-restricted developments. It is expected that this type of housing will remain in demand and continue to grow in the Manheim Region. Senior housing developments are relatively compact compared with the average lot size in the townships; however, they could be more compact, walkable and connected to convenience retail development than recent projects have been. Brookshire and Pleasant View developments are two examples of new senior and age-restricted housing developments in Penn Township. In Rapho, Elm Tree's Four Seasons subdivision is dedicated to age-restricted housing.

According to ESRI, a national vendor of demographic and economic data, the Region's home values increased by about 60% between 2000 and 2008, and these increases have exacerbated the affordability concerns expressed in earlier studies and plans. Despite the recent slowdown in the real estate market, affordability remains a concern. However, the Region remains an attractive location and growth pressure will return as the economy of the area and the nation recover.

The Region has only a small amount of rental housing and demand for more. Predicted growth trends indicate the need to provide housing for seniors and lower-income families, including farm laborers and Auto Auction employees, positions that typically do not pay well. Both the Lancaster County 2006-2010 Consolidated Plan and the Analysis of Impediments to Fair Housing indicate that there is a need for below market rate rental housing. However, an assessment of the pricing of the Region's rental units indicates that prices are affordable, at least at the median income level. There appears to be no developer response to the perceived need for rental housing, further indicating the current lack of a market for rental units, either market rate or below market rate.

The Land Use Section of this Plan recommends zoning changes to increase the economic feasibility and improve the design of multi-family housing in the Region – regardless of cost or ownership structure. The Housing recommendations focus on ways to encourage the development of new housing units affordable to a wide range of residents and tools maintain investment in older structures and rental housing to support high-quality, moderate-income and rental opportunities. These recommendations seek to broaden housing choices for residents of all income levels and meet the goals and objectives of *Choices*, the Lancaster County Comprehensive Plan Housing Element.

In addition to the guidance provided in *Choices*, the Municipalities Planning Code requires every municipality in the Commonwealth to provide for its fair share of multi-family housing. This provision is generally interpreted as providing a fair share of affordable units. The amount of multi-

family housing in the Region and each of its municipalities should be generally consistent with the percentage of units that are available county-wide. As seen in **Table 4.1** below, 2000 US Census data reveals that the percentage of housing in the Region that is in multi-family units is about two percentage points lower than the County's percentage. It is expected that with the new multi-family housing development in the municipalities since 2000, the percentage might increase in the 2010 US Census. As discussed in the Land Use Section, it will be important for the municipalities to review their ordinances and ensure that they are permitting multi-family housing as a use-by-right in appropriate areas within the designated growth areas.

Table 4.1: Percent of Total Housing Units that are Multi-family Housing Units

Area	Percent of Housing Units that are Multi-family (2000)*
Penn Township	18.1%
Rapho Township	18.1%
Manheim Borough	15.6%
Region	18.5%
Lancaster County	20.6%
Pennsylvania	20.8%
Nation	22.0%

* Multi-family housing includes three or more units and Mobile Homes

Housing Recommendations

Goal 4.1: Provide high-quality housing choices in appropriate areas to meet the needs of current and future residents, regardless of household size, age, ethnicity or income.

Objectives

- Maintain, preserve and revitalize Manheim Borough's residential and mixed-use neighborhoods
- Provide high-quality rental housing options throughout the Region
- Provide affordable housing options for residents of all ages and income levels to meet the needs of current residents and ensure the Region is able to attract a diverse population in the future.

Strategies

4.1.1. Stabilize older residential housing stock through effective code enforcement, zoning regulations and other programs to encourage ongoing investment

As noted above a significant portion of the Region's housing stock is older, resulting in additional repair and maintenance needs. Each municipality should consider whether changes are needed in its zoning ordinance to encourage ongoing investment in the existing housing stock. This could include provisions for flexibility in setbacks for house

additions or other strategies that would facilitate investment in older structures that may not be in full conformance with current ordinance requirements.

In Manheim Borough the conversion of older, single-family residential structures into multi-family rental units is becoming an issue of concern. The Borough should address this issue by amending its zoning and building codes pertaining to such conversions (as discussed in more detail in the Land Use Element), as well as enforcing those codes more stringently. There are a number of avenues to address this issue, such as permitting, building codes, parking regulations and prohibitions of certain types of conversions.

The Borough should also consider implementing a homeowner rehabilitation assistance program. Such programs are typically funded through Community Development Block Grants and are available to low- and moderate-income home owners. Eligible repairs include those that address structural and safety issues, such as heating and plumbing, roof repair and replacement, reduction of lead paint hazards and repairs needed to bring the property up to code. Assistance can include low to no interest loans as well as forgivable loans, depending on income levels. The City of Lancaster Homeowner Rehabilitation Program is a strong model of such initiatives. A description of this program is included as Appendix B to this Plan

4.1.2. Revise local ordinances and regulations to ensure the provision of adequate workforce housing in the Region

Affordability for owner-occupied units is a concern for the region. Prior to the economic recession of 2008-2009, housing prices had increased across the Region. The increases were not as great as in many parts of the Commonwealth and nation; however, local housing price increases outstripped income gains for most households. While prices decreased somewhat as a result of the economic slowdown, the price reduction was not enough to erase the affordability gap between prices and regional incomes.

There are a number of ways for the municipalities to encourage the development of workforce housing. Each municipality should explore requirements or incentives for building workforce housing. Each municipality should consider the potential for incorporating workforce housing provisions into its development code. Such strategies could include:

- Providing density incentives and other incentives for developments over a certain size to include a specified percentage of the project as affordable housing units or pay a fee in lieu of providing affordable housing units.
- Abating local taxes for development of affordable workforce and senior housing

4.1.3. Develop a rental registration and occupancy license program to facilitate planning for and maintenance of rental housing stock in the Region

A rental registration program requires rental property owners to register their property. It provides good information to the municipality to help inventory its rental units and plan for public safety, infrastructure and maintenance issues. Under such a program, an occupancy license is required for rental units every year to certify that the unit meets basic habitability and safety requirements. The Borough has had the most issues with rental housing and should proceed with adopting a rental registration program. The Townships might want to consider adopting programs as well, in light of the new multi-family rental

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housing projects being built. A regional rental registration program would ease the administrative burden of such a program. The City of Lancaster and Elizabethtown Borough have rental registration programs that can be used as potential models in developing local ordinances in the Manheim Central Region.

Section 5: Economic Development

Introduction

This section includes three goal areas, each addressing a separate element of economic development including the future of agriculture as the Region's economic engine, revitalization of downtown Manheim Borough and continued investment in the Region's commerce and industry. Each goal along with background information, objectives and strategies are described in the following pages.

Recommendations

Goal 5.1: Ensure the long-term viability of agriculture as an economic engine for the Region.

Objectives

- Continue farmland preservation initiatives
- Expand agricultural preservation initiatives from protection of farmland to support of farming as an industry

Background

Agriculture is the primary element in the economic make-up of the Region. In the two townships, the majority of land is used for agricultural purposes such as cash crops (primarily corn, other vegetable and melon crops), livestock (dairy and beef cattle) and poultry (broiler chickens, egg production and hatcheries). According to statistics from Dun and Bradstreet, the greatest yearly sales volumes are among the egg producers (\$13 million), followed by the dairy farms (\$6.8 million). There are three ornamental nursery operations that generate \$2.1 million in sales. Landscaping and lawn and garden services are well represented in the Region, employing more than 70 people, and these firms generate more than \$7 million in sales each year. As one would expect, there is no significant agricultural production in the Borough, though it is home to a number of businesses that support agriculture and lawn and garden services.

Penn and Rapho Townships have done an excellent job of preserving land for agricultural use through their zoning and land use controls. During stakeholder interviews and Steering Committee meetings farmers and others identified a need to expand from preservation of farmland to preservation of farming as a business. The Land Use Element of this Plan focuses on strategies to continue and enhance farmland protection; this element proposes several strategies to support the agricultural industry.

Strategies

5.1.1. Identify the role that Manheim Area Economic Development Commission (MAEDC) can play in expanding agricultural economic opportunities

MAEDC has been successful in attracting businesses and development to the Keystone Opportunity Zone (KOZ). As the KOZ becomes built out, MAEDC could be transitioning to expand its role as an important regional economic development organization. MAEDC could explore growing its economic development role to support and expand the Region's

agricultural industry. MAEDC brings considerable experience in utilizing available public resources to encourage private enterprise.

5.1.2. Identify financial and policy incentives to support and enhance the economic success of the farming industry

A considerable portion of the Region's agricultural land is preserved through development easements. The purchase of agricultural land development easements provides a one-time economic benefit, making in an attractive incentive that has been used widely in Lancaster County. The concern of many farmers is that the one-time benefit is not necessarily sufficient to support the farm over time. Though Rapho does not currently levy a property tax, another farm preservation tool to be considered is an annual property tax credit. To be eligible, properties and farming operations would be required to meet certain criteria, such as farm size, percentage of land in cultivation and percent of a farmer's annual income that comes from farming. It should be noted that the School District does offer a homestead/farmstead exclusion, though the exclusion for the 2009 tax year was only about \$130.

Alternatively, the townships could consider offering a rebate or refund of Earned Income Tax payments to residents employed full-time or exclusively in agriculture. Another way to support farmers is to freeze the millage on preserved farms. Act 4, passed by the Commonwealth in 2006, permits municipal governments to freeze the millage rates on agricultural land that has been preserved for agricultural use. This is a useful incentive to assist in the maintenance of farms, and can be an integral part of the townships' support of farming as a business.

5.1.3. Develop transfer of development right (TDR) programs as a potential farmland preservation tool

Penn Township has funding to pursue the feasibility of using transfer of development rights to fund preservation of farm land, open space and forest land. The Township has expressed an initial interest in perhaps limiting the use of transferred development rights to commercial uses, a limitation that may well reduce concerns about densification in the TDR receiving areas. This strategy is included in the Economic Development Element because, if structured as such, it could become an incentive for redevelopment along the Doe Run corridor and/or Route 72 near the Manheim Auto Auction.

Penn Township should use this funding to develop a plan for how TDR could be used to preserve land and to incentivize the types of commercial development it would like to see. Some issues to consider include:

- Location of receiving and sending areas
- Tools to address varying land costs, particularly in the receiving area
- Amount by which the base density would need to be lowered in receiving areas to make TDRs economically attractive for developers
- Tools to administer the program and make it easy to understand
- Performance and design standards for the receiving areas to ensure development is attractive and supports the surround community

5.1.4. Support the development and implementation of alternative energy generation systems in agricultural and other areas to provide local energy sources and additional income for farmers and rural landowners

New technologies are presenting farmers and other landowners with an increasing number of options for the generation of energy for use on the farm or possibly for market sale. These alternatives include geothermal, which in an open loop system, would not adversely impact the water table, wind farms, solar energy and anaerobic digester systems. The practicality of each of these systems depends upon the location and nature of the land and area, but they are worthy of exploration, as technologies improve.

In the course of the farm operator interviews, considerable interest was expressed in the anaerobic digester methodology as a means to handle large quantities of waste matter in a productive and useful fashion.

The Townships should ensure that zoning does not impede the implementation of these technologies if they are appropriately located so as not to negatively impact adjacent property owners or detract from economic development opportunities in the area. Farmers and other landowners should work with legislators and other public officials to develop and maintain grant, loan and rebate programs to support the use of these developing technologies. A roster of existing Pennsylvania programs that support alternative energy programs can be found at the Website www.dsireusa.org/incentives.

Goal 5.2: Facilitate continued reinvestment in downtown Manheim Borough and the Doe Run corridor to support a healthy, sustainable economic future for the Region's core.

Objectives

- Support Manheim Downtown Development Group
- Develop a Downtown Manheim Master Plan
- Encourage private reinvestment in the Borough
- Create a welcoming pedestrian environment in and around Manheim Borough

Background

Manheim Borough has long served as the commercial and industrial hub of the Region, and after two decades of decline, has the potential to become a significant commercial and industrial center again. In the past, a number of industries operated in Manheim, took advantage of rail connections, available labor and proximity to other manufacturing operations in Lancaster, York and Reading to operate their enterprises. The largest firm in the Borough for many years was Raymark, a manufacturer of brake linings and other asbestos-related auto parts. The firm employed as many as 1,500 persons on a large site and building complex in the southeast quadrant of the Borough. The firm gradually downsized the Manheim operation in the 1980s and 1990s, while confronting asbestos-related litigation. Raymark closed the facility in 1996, went through bankruptcy proceedings, and eventually transferred ownership of the property to The Phoenix Group, which continued environmental cleanup and development activities at the site.

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In 1999, Manheim Borough, and the Manheim Area Economic Development Corporation obtained Keystone Opportunity Zone status for the site. This designation offers a number of incentives to developers and tenants. The aggressive actions of the Borough, the Economic Development Corporation and the developer, supported by the cooperation of the School District and Penn Township, have led to success in redeveloping the site and attracting a range of businesses. Carel USA, a manufacturer of humidification equipment, has located a 36,000 square foot facility on the site. Other major employers on the site include Garden Spot Electric, Garden Spot Mechanical and Clair Brothers Audio Systems. A number of smaller establishments such as auto repair shops and construction contractors are located in other buildings on the 117 acre site.

Though some of the KOZ site along Chiques Creek is in a floodway, steps are being taken to reduce or eliminate this hazard, and several of the older buildings are being renovated. Infrastructure throughout the site is being upgraded and access to the site is being improved. Rail service is available though no tenants have taken advantage of this capability to date. On-going environmental remediation, flood abatement, infrastructure improvement and building renovation activities speak to the commitment to make this site a viable economic force in the Region.

Adjacent to the Borough in Penn Township, the Doe Run Road corridor has water and waste water services and offers opportunities for continued development for both commercial and light industrial uses. The area also abuts the KOZ site, though the area connecting them in a floodplain. There is opportunity for development in the Township as well as the creation of synergy with the KOZ development.

In addition to the considerable employment and industrial opportunities in this area, downtown Manheim and the Doe Run corridor form the retail/commercial center of the Region. The downtown Borough is dotted with small restaurants, shops and professional offices. The Doe Run corridor contains a shopping center, other retail, restaurants and a smattering of light industrial development. However, the character of the two areas is very different. Despite high traffic volumes and considerable truck traffic, the Borough's downtown maintains a traditional "main street" design, while the Doe Run corridor is characterized by suburban strip-style development. Both areas would benefit from improved pedestrian connections between the two and streetscape improvements that would allow area workers and residents of both communities to travel through and between the two areas by foot.

Strategies

5.2.1. Review and revise land use and other policy and incentive programs to support reinvestment in the Borough's commercial districts

Though the Borough has a significant and active business community, there is an expressed need for the Borough to present itself as a more business-friendly place. As discussed in more detail in the Land Use Element, the Borough should review its land use, policy and incentive programs with respect to density limitations, retail limitations, and outdoor dining, as well as addressing downtown development standards. We recommend approaching this as an integrated "package" of issues with the objective of developing a coherent and complete set of changes that support reinvestment and economic growth in the commercial districts.

5.2.2. Develop a corridor plan for Manheim Borough and the Doe Run corridor

Though the two areas are different in nature, they do have common problems – that is overall attractiveness, active uses, traffic concerns and consistency in appearance. The Borough’s downtown overall is attractive, but needs sidewalk repair and street improvements, as well tools to address traffic volumes and flow. The Doe Run corridor is less pedestrian-oriented than the Borough and is in need of safe walkways to link shopping, the businesses located in the Keystone Opportunity Zone (KOZ), and the downtown, consistency in signage and appearance and some improvements to traffic flow.

Penn Township has received funding for a streetscape plan for the North Penryn Road and Doe Run Road corridors under Lancaster County Municipal Transportation Grant Program. The plan should consider sidewalk design, bike access and landscaping as well as signage and development standards (building heights, position on the lot, uses, etc.) that would enhance the physical appearance, economic attractiveness and multi-modal access of the Doe Run and Penryn corridors. Penn Township should coordinate with the Borough on transition areas from the Borough into the Township. This is not to say that each community needs to have exactly the same design, but the transition should be attractive and comfortable for drivers, pedestrians, cyclists and transit users.

A streetscape plan alone will not transform this area to connect the Borough and Penn Township; the zoning must also be evaluated to encourage appropriate, neighborhood serving retail and office uses.

As discussed in more detail in the Transportation and Land Use Elements, special consideration should be given to evaluating proposals for some type of a truck by-pass so that the business community is not adversely affected by a diversion of traffic.

Goal 5.3: Promote continued investment in the Region’s commerce and industry to attract jobs, provide access to goods and services, and support a strong, diversified tax base.

Objectives

- Encourage commercial infill development along Doe Run Road
- Continue to encourage new development in the Rapho Triangle Area that complements and supports that in the adjacent Mount Joy Borough
- Coordinate provision of jobs, housing and transportation infrastructure to sustain the Region in the future
- Create a local tourism draw, building on the 250th anniversary of the Borough’s founding, the Borough’s historic district, agri-tourism, natural resources, and other regional attractions.

Background

The Keystone Opportunity Zone (KOZ) has been successful and represents an excellent opportunity for the Borough and the Region to become home to a range of firms that offer better than average jobs and wages to area residents. The impact is truly regional, in that it benefits the

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Borough through the creation of ratables, but it also creates opportunities for area residents to obtain employment and to start or to work in companies that spin off from KOZ activities. The Manheim Area Economic Development Corporation has focused on the redevelopment of the KOZ site and is now evaluating its role in the broader Region.

Rapho Township has recognized the "Triangle" area as an excellent site for development and has supported development in that area. The industrial park areas are modern in design and layout, are served by utilities and are in a location with excellent regional transportation access. The parks offer existing buildings as well as development sites.

In Penn Township, its two commercial/industrial areas are in need of revisions to the zoning code and land development ordinances to further their development and achieve the aims desired by the Township. The Doe Run Road area is discussed in detail in the previous section. The area near the Manheim Auto Auction developed more by happenstance than planning. The existing vacant lots and underutilized sites and buildings offer development opportunities, though the focus will likely remain on auto-related enterprises, dining establishments and other services that complement the Manheim Auto Auction.

The Region has considerable tourism opportunities that could be better leveraged. The Renaissance Faire draws visitors to the edge of the Region, though there is little concerted effort today to draw them deeper inside. Lancaster County has made a significant commitment to developing tourism, heritage tourism, agri-tourism and eco-tourism as a key aspect of economic development. In *Heritage*, the County Comprehensive Plan Cultural Heritage Element, significant research, analytic and marketing effort has gone into developing a wide range of tourism venues across Lancaster County to capitalize upon the history and culture of the County, as well as upon its proximity to major urban market areas.

The main focus in the Manheim Central Region for tourism development is likely to be the Borough, with its attractive downtown square area and the nucleus of a tourist destination already in place; however, the Region includes a number of other attractions and venues that could be better featured, including agricultural tourism, the Renaissance Fair and the Pennsylvania State Game Lands.

Strategies

5.3.1. Revise zoning and design standards for the commercial district adjacent to the Manheim Auto Auction, and facilitate appropriate infrastructure investments to encourage new investment and higher quality infill in this commercial corridor

As noted earlier, the area near the auto auction developed more by happenstance than planning and a review of the area's zoning and development standards is needed. The area has existing vacant lots, and underutilized sites and buildings that offer development opportunities, but the means to capitalize upon this unique aspect of the local economy should be in place in a consistent and comprehensive fashion. Further development will also be dependent on both public and private investment in infrastructure to support such growth.

5.3.2. Work with the County and Pennsylvania Commonwealth to recruit businesses to the Region's commercial and industrial areas.

Even before the current economic downturn both the Rapho Triangle Area and the Doe Run corridor had vacant buildings and undeveloped sites. While investment opportunities remain weak, now is the time to identify the types of firms that the Region should focus on recruiting. Food processing and packaging, logistics and transportation and health care providers are probable targets for recruitment to the Triangle area and are consistent with the business structure in Mount Joy. Commercial and specialty retail outlets make the most sense for the Doe Run corridor. During the stakeholder interviews, there was a consistent expression of interest in additional dining options for the Region as well.

The municipalities should work through the Economic Development Company of Lancaster County and the Pennsylvania Department of Community and Economic Development (DCED) to develop the relationships necessary to further the Region's development aims. It should be noted that implementation of the KOZ is about 85 percent complete according to the Manheim Area Economic Development Corporation (MAEDC). As implementation nears completion, MAEDC should begin working on a transition to next key development steps. If the Region chooses to pursue business recruitment jointly, MAEDC is a member of Economic Development Company of Lancaster County and would be an appropriate lead entity for a regional initiative.

5.2.3. Create a local tourism consortium under the umbrella of Manheim Downtown Development Group (MDDG) to establish the Region as a tourist destination.

Manheim Borough and the Region have the potential to be a tourist destination. The immediate need is for the Borough to identify the attractions it wishes to promote and how to differentiate itself in a crowded marketplace. The Borough's upcoming 250th anniversary in 2012 and the Stiegel glassworks are important bases for development of a tourism strategy.

A tourism strategy should build on the full array of opportunities available in the Region including the shops and historic resources in downtown Manheim, agricultural tourism, Renaissance Faire and the potential to attract visitors to the Pennsylvania State Game Lands area. In addition to the historic downtown, Manheim Borough is home to a wide variety of historic architectural styles, including many log houses – though some have been sided over. The Borough's National Register nomination provides a considerable amount of information that can be built upon to create an understanding of the evolution of growth and development over time. The surrounding farmland complements the Borough's resources with beautiful landscapes, farmsteads, roadside stands and other resources that are representative of the cultural heritage of Lancaster County

The MDDG can serve as the lead entity in creating a tourism panel or consortium to assess the situation and decide upon the strategy and tactics to be employed.

Section 6: Transportation

Background

The transportation network of the Region is sufficient to meet most of the needs of existing residential and commercial vehicular needs; however, transit, passenger rail, and bicycling options are limited. The main roads that cross the Region, Route 72 and 772, are constrained within the Borough. Truck traffic along these roads in the Borough negatively impacts the Borough's character and economic development. Freight rail access exists, though it is not well utilized. Local rural roads and bridges have been repaired systematically, though many remain in need of improvement.

Roadway Network

Map 6.1: Transportation shows the functional classification of the Region's roads. Route 72 is the north-south spine of the road network, connecting the Turnpike interchange at the north end of Rapho Township to Manheim Borough and Lancaster City. Route 72 is designated as a principal arterial with just two lanes and shoulders. It runs through the historic district of Manheim Borough. Within the Borough, turning movements can be delayed during peak periods and it is difficult for trucks to pass through due to the narrow right-of-way.

Route 772 is an important east-west principal arterial, which connects Route 283, Mount Joy Borough, Manheim Borough and Lititz Borough. While Route 72 is a straight route through the Borough, Route 772 makes two jogs in the route, which require turning in the constrained conditions of the Borough. Like the Route 72 right-of-way, Route 772 is also constrained within the Borough of Manheim, making it difficult for trucks and other turning movements. PENNDOT has completed a rerouting study for Route 772 that considers using Doe Run Road instead of Fruitville Pike in this area.

The volume of truck traffic through the Borough on Routes 72 and 772 creates challenges for businesses and homes located in the downtown Borough. On Route 72, the average daily truck traffic through the Borough is between 850 and 1,000 trucks per day. Route 772, around the Market Square averages about 800 trucks per day. The noise and dust caused by the trucks creates an uncomfortable pedestrian environment. Trucks also impact the roadway geometry through the Borough. The Borough has a tight right-of-way for Route 72 and 772. Turning movements and lane widths are maximized for truck needs – though they still do not fully meet the needs of truck movements. The geometric accommodations for trucks have limited the options to widen sidewalks along Route 72 to increase pedestrian access to businesses and homes.

Finally, Elizabethtown Road (E-town Road), a minor collector, carries significant traffic volumes east/west across the northern part of the Region, connecting Elizabethtown and Penryn Village.

Freight Rail Network

There are three rail lines in the Region. Norfolk Southern owns the Lititz Secondary line that connects Lancaster, Manheim Borough, and Lititz Borough. It is a 15-mile corridor with seven bridges. Penn Eastern Rail Lines, Incorporated owns a small rail line in Manheim that is about one-mile long. Amtrak owns the Keystone Corridor and Norfolk Southern has track rights for freight rail on the corridor.

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Transit and Passenger Rail Service

Red Rose Transit Authority (RRTA) provides bus service and paratransit to the area. The Route 19 begins in Manheim and ends in downtown Lancaster, and runs everyday except Sunday. The trip takes approximately 45 minutes. Red Rose Access is available to those who are unable to use RRTA's fixed-route bus system. It provides scheduled and on-call paratransit service.

The Amtrak station in Mount Joy Borough is adjacent to the Region and provides service on Amtrak's Keystone Corridor to Harrisburg, Lancaster, Philadelphia and Pittsburgh with connecting service to New York City, Washington DC and Chicago.

Bicycle and Pedestrian Facilities

Lancaster County has evaluated through roads in the Region for bicycle conditions as shown on **Map 6.2: Bicycle Facilities (Lancaster County Bicycle Map)** of the Region. The County's evaluation indicates that most through roads, such as Doe Run Road, Mount Joy Road (Route 772), Old Line Road, Breneman Road, Longenecker Road, Temperance Hill Road (Route 772) and Fruitville Pike have shoulders that are less than four-feet wide and traffic volumes are moderate to high. In general, the main roads in the Region are not equipped for bicyclists or pedestrians.

The map also indicates that there are no multi-use paths for bicycling except the Lancaster Junction Trail, which does not connect to major destinations. The Manheim Central Region Open Space, Recreation and Greenway Plan proposes a "loop greenway" around the Borough using a combination of residential streets with low traffic volumes and off-street paths to encircle the Borough. The Plan also studied the feasibility building a multi-use path generally along the alignment of the former Manheim/Cornwall Railroad branch line, traversing Penn Township to connect the Horseshoe Trail (described below) to Veterans Memorial Park in the Borough.

The Horse-shoe Trail – a pedestrian and equestrian trail that stretches 140 miles from Valley Forge to outside of Harrisburg where it connects to the Appalachian Trail – passes through the Region in the State Game Lands. The Conestoga Trail, located to the east of Penn Township, connects the Horseshoe Trail from State Game Lands into Lancaster City. To the north of the Region, the Conewago - Lebanon Valley Rail Trail provides hiking opportunities through woods and along a meandering portion of the Conewago Creek.

Lancaster County Long Range Transportation Plan

The Lancaster County Long Range Transportation Plan has identified ten bridge rehabilitation and replacement projects in the Region all in Rapho Township, one intersection improvement project, and one railroad underpass project. These projects are listed in **Table 6.1: Lancaster County 2009-2012 Highway Transportation Improvement Program (TIP)** below. Rapho will be partnering with neighboring municipalities on six of the bridge projects. Penn Township and the Borough will work together to complete the intersection improvements at Route 72 and Fruitville Pike. Five of the TIP bridge projects in Rapho Township were listed in the 1993 Comprehensive Plan as in need of repair.

Map 6.1: Bicycle Facilities (Lancaster County Bicycle Map)



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Lancaster County 2009-2012 Transportation Improvement Program (TIP) (Updated by LCPC Staff on 10/19/09)						
MPMS	Project Name/Location/Description	Municipality	Project Description	Phase/s*	Cost (\$ 000's)	Type
19676	SR4003 Longnecker Road Bridge over Little Chickies Creek	E. Donegal & Rapho Twps.	Bridge Replacement	P	7.1	Bridge
19807	SR4008 Elizabethtown Rd. Over Little Chiques Creek	Mount Joy & Rapho Twps.	Bridge Replacement	FURC	1,036.1	Bridge
74152	SR4027 Colebrook Rd Over Brubaker Run	R a p h o T w p .	Bridge Replacement	UC	298.6	Bridge
74955	SR4033 Meadow View Road Bridge over Little Chiques Creek	Mount Joy & Rapho Twps.	Bridge Replacement	P	337.5	Bridge
80997	SR4033 Meadowview Road Bridge #1over Brubaker Run	R a p h o T w p .	Bridge Rehabilitation	P	337.5	Bridge
79004	SR4033 Meadowview Road Bridge #2 over Brubaker Run	R a p h o T w p .	Bridge Replacement	P	337.5	Bridge
20137	T359 Garfield Road Over Big Chiques Creek	Rapho & W. Hempfield Twps.	Bridge Replacement	C	1,455.2	Bridge
19997	T364 Eby Chiques Rd Over Big Chiques Creek	Rapho & W. Hempfield Twps.	Bridge Replacement	RUC	1,847.1	Bridge
37064	T364 Eby Chiques Road over Amtrak	Mount Joy Boro. & Rapho Twp.	Bridge Replace., Close RR Crossing	C	7,779.4	Bridge
63005	T677 Newcomer Rd Over Big Chiques Creek	Rapho & W. Hempfield Twps.	Bridge Replacement	RC	1,802.2	Bridge
62319	Newcomer Road/E. Donegal Street	Rapho & E. Donegal Twps	Close Crossing/Extend Road	C	870.7	Keystone Cor.
73273	PA72 Main Street @ Railroad Crossing	Manheim Boro.	Install RR Warning Devices	C	160.0	RR Crossing
64840	P A 7 2 @ F r u i t v i l l e P i k e	Manheim Boro. & Penn Twp.	Intersection Improvements	UC	4,660.0	Signal/inters.
86479	PA-230 from Elmcrest Blvd to PA-283 (SR 0300)	Rapho Twp & Mount Joy Boro	R e s u r f a c e	PUC	2,280.0	Sys. Pres.
74145	PA72 Main Street (portion) and SR4026 Old Line Rd	Manheim Boro, Rapho Twp.	R e s u r f a c e	C	86.0	Sys. Pres.
				TOTAL	23,294.9	

Phases: P=Preliminary Engineering; F=Final Design; U=Utilities; R=Right-of-Way; C=Construction

Transportation Recommendations

Goal 6.1: Provide a transportation network that meets current and future motorized and non-motorized transportation demands while preserving the Region's community character and desired land use patterns.

Objectives

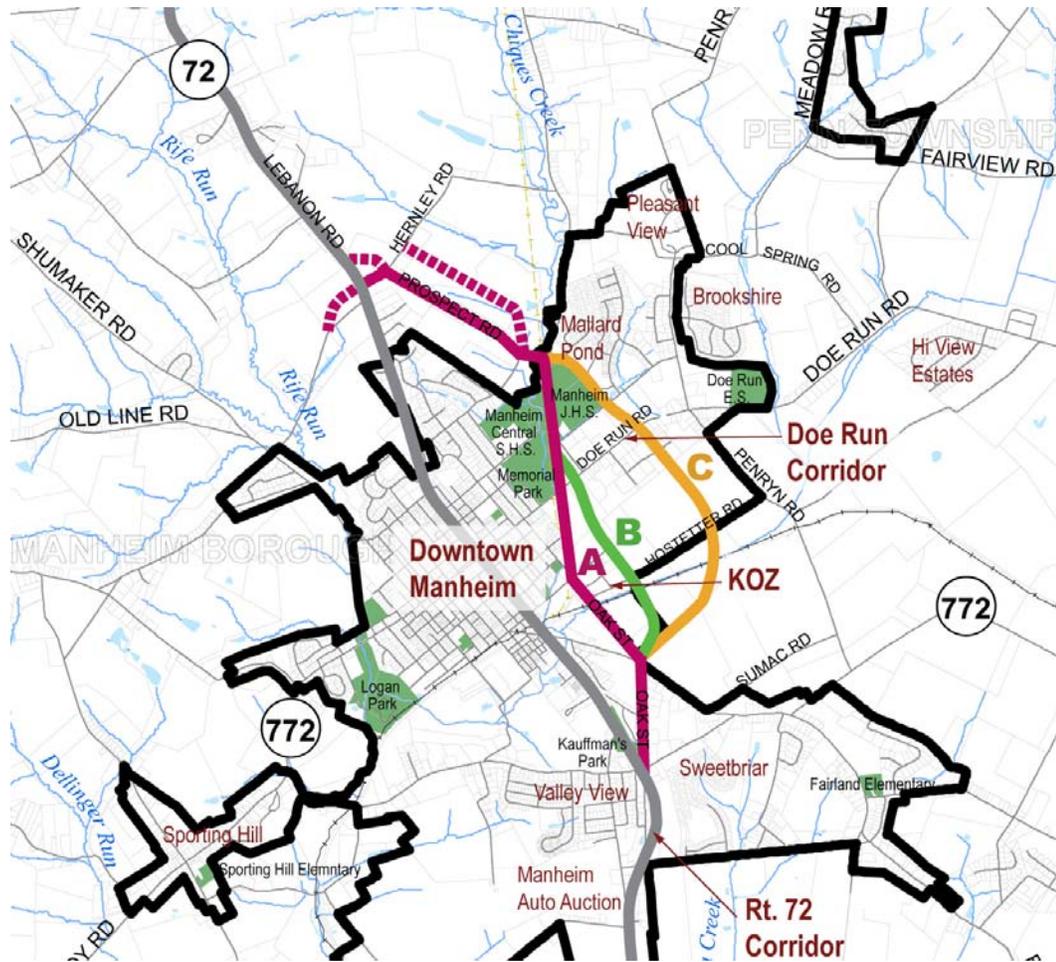
- Coordinate Regional transportation improvement strategies to maximize impact and benefit
- Manage truck traffic through downtown Manheim
- Develop a network of sidewalks, bicycle facilities, and trail systems to encourage pedestrian and other non-motorized transportation

Strategies

6.1.1. Conduct a feasibility study for a truck relief route to reduce the amount of truck traffic through the Borough's downtown

Major truck traffic through Manheim Borough on Route 72 creates traffic problems and a challenging pedestrian environment. This is an issue with regional economic impacts and is one that the Region should work together to pursue a reasonable solution. The Region should consider how to create options for truck traffic without having all traffic bypass downtown, which would reduce potential economic opportunities for the Borough. MAEDC and MDDG – with the Lancaster County Planning Commission's Transportation Group – should apply for funding to study the feasibility and projected costs of alternative routes for truck traffic. **Map 6.3: Truck Relief Route Options from Previous Planning Efforts** illustrates various relief route options that have been discussed by stakeholders over the years, but none of the studies completed to date have made recommendations about actual feasibility or projected costs.

Map 6.3: Truck Relief Route Options from Previous Planning Efforts



6.1.2. Expand freight rail options for the Region's commercial and industrial businesses, particularly the Manheim Auto Auction

Truck freight movement is a major issue for the Region, creating problems on rural roads and particularly through the Borough. Penn Township should team with Manheim Borough to work with the County, Commonwealth and local rail officials to improve freight rail access and movement to reduce the amount of truck traffic. As a first step, the Litz Secondary Line and Penn Eastern Rail Line segments should be evaluated for current conditions and the need for improvements to make the lines more useful to modern freight needs. Critical issues to consider include bridge height constraints and weight limits. This information can be incorporated into marketing materials to attract industrial users. It can also be used to form the basis of grant requests to the Pennsylvania Department of Community and Economic Development (DCED) infrastructure funding programs for needed improvements. As a first step, the Region should work through MAEDC to pursue grant funding through the Pennsylvania Department of Transportation (PennDOT) or DCED to fund an evaluation of the condition of the rail segments.

6.1.3. Work to expand transit access to the Region's residents

Existing bus transit service is limited and not meeting the needs of residents. Lower-income Borough residents with limited access to a private car and seniors with limited driving capabilities have few options for transit service. Expansion of Red Rose Transit service will be limited by funding constraints. Passenger fares pay for only a small portion of total operating costs, so other sources of funding – public or private – must be tapped to deliver new services.

The first step to advocate for expanded transit service is to articulate the specific needs and propose them in the annual and long-range service planning process for Red Rose Transit. The regional transportation improvement plan identified in Strategy 10 below is an appropriate tool for this. It should identify specific service requests, such as:

- Better circulation between the Borough and the Doe Run commercial corridor
- Service from senior housing projects to the Borough and regional commercial nodes
- Service to Mount Joy Borough to provide access to the AMTRAK station and the entire Keystone Corridor
- Service between Lititz, Manheim and Mount Joy Borough

A part of the transit service proposals should consider potential funding sources beyond the Red Rose Transit annual budget. Specific opportunities could include public/private partnerships with senior housing operators, federal job access programs administered through Pennsylvania Career Link of Lancaster County and the Lancaster County Workforce Investment Board. It may be appropriate for the Manheim Area Economic Development Council to take the lead in organizing the service request process, coordinating the needs of downtown Borough merchants, regional employers and homeowners associations for senior housing developments.

6.1.4. Develop vehicular access management standards

Access management is the practice of improving the design and placement of driveways and medians to limit traffic conflicts, improve traffic flow and increase safety. It is essentially a tool to increase roadway capacity without widening it. Done well, it can also increase the attractiveness of development and increase access by all modes of transportation. Specific strategies include consolidation of driveways, new turn lanes and improved site design to encourage internal circulation for trips within a development or set of developments.

PennDOT has specific access standards spelled out in its procedures to obtain a Highway Occupancy Permit for State-owned roads. Each municipality should define its own access standards for state (if proposed to be stricter than PennDOT standards) and locally-owned streets in its Subdivision and Land Development Ordinance.

6.1.5. Adopt official maps reflecting planned and/or desired vehicular, mass transit and pedestrian improvements

Under the Pennsylvania Municipalities Planning Code, the Official Map is an effective planning tool to reserve right-of-way for new roads, public land, open space and other

public purposes. The Municipalities Planning Code allows a municipality or region to adopt an Official Map covering a portion of or the entire municipality/region to show elements of the comprehensive plan pertaining to public lands and facilities. An adopted Official Map provides the municipality the first right of refusal to purchase property as it becomes available for sale or is developed.

Each municipality in the Region should work with Lancaster County to adopt an Official Map to preserve right-of-way for potential street connections. An ordinance must accompany an Official Map that describes the land identified for future public use. The municipality does not need to survey designated lands prior to the adoption of the Official Map and ordinance. At the time of land or easement acquisition, a survey must be performed to describe metes and bounds.

6.1.6. Facilitate improved passenger rail access for the Region's residents

Due to the scope of such an initiative, any extensions of passenger rail service will be undertaken on a County- or State-wide basis. However, the Region does have a role in advocating for better rail access for its residents. As described in Strategy 3 above the Region's municipalities can and should advocate for improved transit service to the existing rail station in Mount Joy. The initial step for this is simply stating this as a priority to pursue in this Regional Comprehensive Plan.

Other options to pursue include:

- Working with Main Street Manheim and the Manheim Chamber of Commerce to market AMTRAK service from Elizabethtown and Mount Joy to area residents and businesses
- Supporting broader initiatives to propose passenger rail access on the single track line between Lititz and Lancaster through letters of support and inclusion in the Region's Transportation Improvement Plan as described in Strategy 10 below.

6.1.7. Implement Intelligent Transportation Systems along major corridors in the Region

Intelligent Transportation Systems (ITS) involves the use of various technologies to improve the efficiency of a transportation network. One example is variable message signs – roadside signs that are remotely controlled to alert travelers of bad weather, traffic congestion or road construction. Rural applications of ITS technology enhance safety, improve emergency response, provide information on road and weather conditions, make public transportation more accessible and efficient, and enhance tourism/recreational travel experiences.

In the Manheim Region, a particularly useful application could be to provide truck access information. It is critical to note that, due to the interconnected nature of the Region's major roadways, any ITS strategy would need to be undertaken on a regional basis. In the short term, such an initiative is not likely within the capacity of the Region and should be pursued through the County's Transportation Improvement Program.

6.1.8. Improve the pedestrian network within and around the Borough

Penn Township has proposed pedestrian and streetscape improvements along Doe Run Road from the Borough to Penryn Road, and along Penryn Road from Doe Run Road to Hickory Road. The Borough should consider the condition of its sidewalks in the downtown

and along the Doe Run corridor. The standards contained in each municipality's Subdivision and Land Development Ordinance should set specific standards for sidewalks in commercial areas, neighborhoods and the Keystone Opportunity Zone to support desired development types, densities and pedestrian access.

6.1.9. Update the 2002 Open Space Plan proposed trail network

A Borough trail system loop was identified in the Open Space Plan from 2002. Some connections have been made near the School District property, but otherwise the trail has not been completed. A proposed Manheim Central Rail-Trail could serve as a recreational facility for walking and bicycling and as a transportation corridor connecting residents with destinations such as parks, schools, and businesses. However, properties along the alignment proposed in 2002 are not available.

MC Rec and its partners should review the 2002 Open Space Plan and conduct a feasibility study to determine the potential for this type of connector trail along another potential alignment.

6.1.10. Create a multi-year regional transportation improvement plan (TIP) that addresses motorized and non-motorized transportation needs

A TIP identifies the region's highest priority transportation projects, develops a multi-year program of implementation and identifies available funding for the identified projects. A TIP typically covers a four- to seven-year period of investment and is updated every couple of years. A TIP should include:

- A description of the TIP and how it is developed
- A comprehensive listing of transportation projects that are expected to be implemented over the next several years

While estimated completion dates should be given for projects in the plan, it should be noted that the TIP is not a Capital Improvement Program. The TIP should represent the Region's intent to construct or implement a specific set of projects and the anticipated flow of federal funds and matching state or local contributions.

Section 7: Water & Wastewater

Background

Three separate authorities provide water and wastewater service to the Region. The Manheim Borough Authority system serves the Borough with additional customers in Penn and Rapho Townships, and all three municipalities are represented on the Manheim Borough Authority Board. Penn Township’s Northwestern Lancaster County Authority serves Penn Township and coordinates services and facilities with the Manheim Borough Authority. Rapho Township receives service from the Mount Joy Borough Authority for the portions of Rapho located inside the urban growth area adjacent to Mount Joy Borough.

Water Supply

Water supply and conveyance is generally good in the Region. Current and upcoming projects and needs include:

- Northwestern Lancaster County Authority (NWLCA) is in the process of permitting a new well to meet future supply needs.
- Northwestern Lancaster County Authority and the Manheim Borough Authority have begun construction of an interconnect between the systems to stabilize supply in an emergency and to provide the infrastructure to enable NWLCA to become a bulk customer of the Manheim Authority if the future needs of Penn Township cannot be met by its own water supply.
- NWLCA is seeking an additional water source at the southern end of Penn Township and is considering the Rohrer’s Quarry site as a long-term regional solution involving Penn Township and a number of other municipalities outside of the Manheim Central Region.
- The Mount Joy Borough Authority, which supplies water and sewer to properties in Rapho Township, has not identified future water supply needs.

Table 7.1: Water Capacity

	Existing Treatment (gpd)	Existing EDU	DEP permitted capacity (gpd)	Total permitted EDU capacity	Estimated Capacity beyond DEP permits
NWLCA	194,400	904	324,000	1,310	406
Manheim Borough Authority	700,000	4,100	1,000,000	5,850	1,750
Mount Joy Borough Authority	1,000,000	7,766	2,016,000	10,600	2,834**

* For DEP planning purposes, 171 gallons per day is equal to one EDU.

** Mount Joy Borough Authority is in the process of permitting a third well, but that capacity is not currently in place

Wastewater

As in many rural communities, the Region faces a number of challenges with its wastewater system. These range from aging infrastructure for the Manheim Borough Authority to management of on-lot systems in areas outside of the urban growth area. The following paragraphs summarize the key wastewater issues for the Region.

The impacts of the 2010 requirements of the Chesapeake Bay Strategy on the Region's Authorities and stormwater management practices will be a major issue moving forward. The Chesapeake Bay Agreement requires a 30 percent reduction in nutrients and sediments by 2010. In Pennsylvania, only 11 percent of the total nitrogen is from point sources, such as wastewater plants, and 49 percent is from agriculture. For total phosphorus, 18 percent is from point sources and 63 percent is from non-point sources. Given this imbalance, nutrient trading between agricultural uses and the Region's authorities is one potential alternative to updating otherwise functional treatment plants that are not in compliance with the Chesapeake Bay Strategy.

The Region has experience in this area; in 2007, the Mount Joy Borough Authority became the first municipality to implement nutrient trading as part of its overall permit compliance plan. The Borough invested \$2.9 million in plant improvements and partnered with a local farmer to generate credits by converting more than 900 acres to continuous no-till agriculture. Mount Joy reduced its annual projected cost for nutrient treatment using the trading option from \$382,500 per year to \$248,000 per year, a 35 percent reduction.

The Manheim Borough Authority is also completing a wastewater treatment plant upgrade for \$10 million. The renovation is needed to enable the Authority to meet the 2010 requirements of the Chesapeake Bay Tributary Strategy. The Borough considered purchasing nutrient credits instead of upgrading the plant, but the cost of the credits was higher than the cost to upgrade the plant.

The Manheim Borough Authority is also working to address the considerable inflow and infiltration (I&I) issues in its wastewater conveyance system. DEP has limited the permitted capacity of the Authority's system until these problems are resolved. The Authority has initiated a work schedule to reduce I&I by 60 to 70 percent over the next five to seven years, at which point DEP will increase the permitted capacity of the Authority.

In each of the Townships, failing on-lot disposal systems are an issue and there are areas of concern identified in each municipality's Act 537 Plan. For Rapho specific areas of concern include the Newtown, Sporting Hill and Mastersonville areas. In Penn Township, the Township Northwestern Lancaster County Authority has also identified three areas of concern the Penryn Village Growth Area describe above and the Hi View and Lexington areas.

Table 7.2: Wastewater Capacity

	Existing Treatment (gpd)	Existing EDU*	DEP permitted capacity (gpd)	Total permitted EDU capacity	Estimated Capacity beyond DEP permits
NWLCA	650,000	1,793	650,000	3,403	1,793
Manheim Borough Authority	800,000	4,500	2,300,000	10,000	5,500
Mount Joy Borough Authority	850,000	6,108**	1,530,000	No data provided	***

* For DEP planning purposes, 237 gallons per day is equal to one EDU.

** This is an approximate value of residential, commercial, industrial, schools and public facilities.

*** 1,530,000 gpd is the maximum discharge into the Little Chiques receiving stream.

Water & Wastewater Recommendations

Goal 7.1: Maintain and enhance high-quality and cost-effective systems that will support economic and community development needs and reinforce desired land use patterns.

Objectives

- Provide for adequate water and wastewater supply and rate structure to support economic development initiatives, residential needs and firefighting
- Ensure that wastewater systems protect local watersheds and contribute to meeting the standards of the Chesapeake Bay Agreement
- Limit water and wastewater service extensions outside of the UGA to areas that have imminent public health concerns and where site-specific, decentralized options are not feasible

Strategies

7.1.1. Continue to pursue nutrient trading as appropriate

In some cases nutrient trading will be an effective tool to reduce the costs of meeting the requirements of the Chesapeake Bay Agreement. As noted above, a considerable portion of the nutrient load in this area comes from non-point sources, including agricultural uses, and not the Authorities. Initial experiences for the Mount Joy Borough Authority have been positive, though the trading option for the Manheim Borough Authority is not cost effective when considered in 2009.

Trading may take place between any combination of eligible point sources, non-point sources and third parties within the Chesapeake Bay watershed. Each trading entity must meet applicable eligibility criteria established by the Department of Environmental

Protection (DEP). Both long- and short-term credits can be traded, so it is possible to use credits as an interim solution while a permanent one is sought or as the final solution.

7.1.2. Explore potential service consolidation strategies between Manheim Borough Authority and the Northwestern Lancaster County Authority.

The Manheim Borough Authority was successful in obtaining a \$4.3 million grant from the Commonwealth Financing Authority as a part of its H2O Pennsylvania Program to help fund its needed \$10 million plant upgrade. Without grant funding, it was feared that the Authority's rate would need to be increased by as much as 100 percent to pay for the improvements. The grant funding will decrease the ratepayer increase but not eliminate it.

The Manheim Borough Authority and Northwestern Lancaster County Authority have been pursuing opportunities to share services and even to potentially consolidate as one Authority. A major stumbling block to the proposal has been the considerable cost burden of the Manheim Borough Authority's current facility maintenance and planned facility improvements. While the grant funding described above will help to reduce the rate differential between the two authorities, it will not eliminate it.

In order to realistically pursue consolidation, Manheim Borough will require additional outside funding sources. Alternatively, the two authorities could create an interim dual rate structure that covers the cost of financing the planned improvements, moving to a single rate structure as debt is retired through operating revenues, grant resources or other repayment measures.

7.1.3. Implement improvements to address areas identified in the Region's Act 537 Plans as sewer needs areas without increasing development pressures outside of the UGA

The 537 Plans for Rapho and Penn Townships identify a number of solutions to address malfunctioning on-lot systems outside of the UGA. Due to high costs of implementation, each of these solutions represents a long-term strategy. In the short- and medium-term, each township should continue to focus on better management of on-lot systems, including mandatory pump out requirements.

Rapho's 537 Plan recommends three new package wastewater treatment plants to resolve failing on-lot systems in Newtown, Sporting Hill and Mastersonville. The new plant in the Newtown area would serve 318 EDUs or 0.12 MGD for a construction cost of \$6.4 million. Sporting Hill's new plant would serve 130 EDUs or 0.05 MGD at a cost of \$2.6 million. The Mastersonville plant would serve 0.025 MGD and it would cost about \$1.8 million. In lieu of a package system, the Sporting Hill area could be connected to the Borough Authority system for an estimated 2.4 million; however, recent test show that water quality in this area is improving, so Rapho may not need to take any action in Sporting Hill.

Penn Township's 537 Plan indicates that the Township and Northwestern Lancaster County Authority have three areas of concern: Penryn Village Growth Area, Hi View and Lexington. Public sewer service could be extended to the Penryn Sewer Planning District in two phases in the roughly 2010 to 2012 timeframe. Exact timing is largely dependent on development occurring north of the existing UGA. (See UGA discussion in Land Use Element.) The cost to extend the sewer to Penryn is estimated to be \$6 million. The proposed private development would pay for the portion of the extension that runs through its property line, likely between \$1 million and \$1.5 million of the total cost. The

Northwestern Lancaster County Authority also intends to extend sewers into the Hi View Sewer Planning District by 2013. The Hi View area currently has a MHP package facility that needs to be upgraded if the area is not connected to the public system. In 2013, public sewer service is anticipated to be extended to the Lexington Sewer Planning District.

Lancaster County recently completed a Wastewater Treatment Alternatives Study to identify effective and cost efficient wastewater treatment alternatives that can be replicated in areas without public sewer. This document should be used as a guide to developing cost effective solutions that may not have been included in the 537 Plans.

7.1.4. Limit extensions of water and wastewater lines beyond the designated urban growth areas

The Region should develop and sign agreements with all three water and wastewater authorities to prohibit the extension of water and wastewater services beyond the UGAs except in the case of an immediate public health concern and where site specific, decentralized options are not feasible.

7.1.5. Work toward establishing a regional wellhead protection program

Wellhead protection involves setting up procedures to prevent contaminants from reaching a groundwater supply source. This may involve actions such as the installation of signs marking wellhead protection areas, educating the community of the need to protect the water supplies, setting aside land areas at the wellhead areas and passing ordinances limiting particular activities in sensitive areas.²

The Region's municipalities should implement a wellhead protection program, either individually or as a region. This is typically achieved by adopting a zoning overlay ordinance that prohibits incompatible land uses and activities in well water recharge areas. Lancaster County's Wellhead Protection Handbook provides resources and guidelines for developing a program, including model overlay ordinance language. Given the importance of well water as a drinking water supply in the Region, each municipality should strongly consider adopting an overlay ordinance that would reduce the potential for well water contamination.

² Lancaster County Wellhead Protection Handbook

Section 8: Natural Resources

Background

Stormwater management is becoming a critical issue nationally, though the Region has felt increasing pressures over the last decade as a result of the Chesapeake Bay Agreement and drainage issues associated with Lancaster County soil types. The Chiques and Little Chiques Creek watersheds constitute about 80 percent of the Region's land area. Penn Township also includes smaller portions of the Conestoga, Little Conestoga and Cocalico Creek watersheds.

As indicated in the Lancaster County Natural Heritage Inventory (2008), the Region includes large portions of the headwater areas and first order streams for these watersheds originating in the Furnace Hills Mountains. Specifically, the Chiques Creek Headwaters, Penryn Park/Walnut Run, and Indian Springs are identified as Natural Heritage Sites in the Lancaster County Update 2008. Stormwater and land management policies should protect these critical environments.

Stormwater management is currently regulated by each municipality with advisory assistance provided by Lancaster County. Each municipality has an ordinance that regulates stormwater management in new development. Penn and Rapho Townships have adopted their own ordinances. Manheim Borough utilizes the Lancaster County Planning Commission storm water management regulations as found in the Lancaster County Subdivision and Land Development Ordinance. In addition, Penn Township has signed a resolution supporting the Lancaster Conservancy in their efforts to support the Highlands Conservation Area.

In addition to municipal regulation, the Chiques Creek Watershed Alliance (CCWA) has had a strong track record of promoting good stewardship of the land within the Chiques Watershed to protect and preserve the Chiques Creek, though it is currently struggling during a leadership transition. CCWA is planning a stream assessment of the Chiques to determine the quality of the stream and identify areas for improvement projects. These might include anything from simple cleanups to planting trees and grasses along the stream banks to fencing off animal crossings. Chiques Creek is considered an impaired creek, Total Maximum Daily Load for some nutrients. Lancaster County is conducting an Act 167 watershed plan for the Chiques/Little Chiques/Donnegal Creek watersheds, which is expected to be complete in the end of 2010.

The Lancaster County Water Resources Plan provides objectives and implementation tasks to safeguard the County's water supply. The County Plan also sets forth tasks intended to support local planning efforts by providing technical assistance, guidance and funding to municipalities and water providers. The current Water Resources Plan was adopted in 1996, and the County is currently updating the Plan, which is expected to be adopted in 2010.

In addition to water quality issues, project stakeholders and the Region's municipalities identified air quality and sustainable development practices as issues to address during the planning process. **Map 8.1: Community & Environmental Features** illustrates important water resources, open spaces and agricultural resources. The recommendations below also reflect Lancaster County's Greenscapes Plan – a framework for sustainable green infrastructure needed to maintain, restore and enhance critical environmental, social and economic functions within the County.

Natural Resource Recommendations

Goal 8.1: Protect the Region's vital natural resources including water resources, agricultural soils, wetlands, floodplains, air quality, woodlands and important habitat areas.

Objectives

- Improve nutrient management
- Pursue an integrated approach to stormwater management in the Region that includes land management, structural best management practices and non-structural strategies, such as rain gardens, bio-swales, stream setbacks and others
- Pursue a regional approach to stormwater management, recognizing that 80 percent of the Region's land area is located in a single watershed
- Ensure agricultural and industrial standards provide adequate protection for air quality, noise and other potential off site impacts of economic activity
- Maintain the ecological integrity of environmentally sensitive lands

Strategies

8.1.1. Implement best management practices (BMPs) for sediment and erosion control and stormwater management to protect the Chiques Creek watershed

This strategy encompasses a wide range of specific projects ranging from updating development regulations to reduce runoff to stream restoration initiatives. The recommendations below describe a range of actions to be taken to improve water quality, environmental habitat and the creeks as community amenities.

8.1.1.1 Explore the removal of small dams in the Chiques Creek watershed to increase stormwater capacity. The Region is already taking steps to remove the White Oak Dam. The municipalities in the Region should would to revitalize the Chiques Creek Watershed Alliance and work through the organization to pursue Growing Greener or other funding sources to perform a study to identify other dams that might be suitable for removal.

Include stormwater retrofits in redevelopment and street rebuilding projects. Each municipality should amend its stormwater management regulations to ensure that all redevelopment and street rebuilding projects include stormwater retrofits. This is a critical issue for the Borough, much of which was built before the advent of modern stormwater management practices. The County's ACT 167 Plan currently under development may make such retrofitting mandatory.

8.1.1.2 Incorporate Best Management Practices in local development ordinances.

The most effective way to manage stormwater is to reduce runoff. By containing water on site, allowing it to percolate into the soil, it becomes a water resource, recharging the groundwater supply, a critical issue for the Manheim Central Region.

To reduce urban runoff, each municipality should review and revise its development ordinances as appropriate to include development standards that minimize impervious coverage and encourage mitigative measures such as pervious paving materials.

Ordinances should also include street and parking lot design standards that encourage or require on site bioretention.

To reduce agricultural runoff, each municipality should require the planting of riparian buffer zones, contour strips, and cover crops. The municipalities should require better animal waste management systems and the installation of stone ford cattle crossings, stream bank stabilization and fencing.

8.1.2. Pursue enhanced nutrient management regulations.

Tools to solve nutrient management challenges run the gamut from high-tech, high-cost technologies to relatively low-tech, affordable techniques that can be readily adopted by many farmers.

For individual farmers who operate under small profit margins, changes are driven by economics. "Sustainable agriculture" often simply means agriculture that pays for itself. On the other hand, external forces, such as the push to support renewable energy, hold new opportunities for more complex technologies that are waiting for the right mix of good timing, public policy and available resources. Increasingly, the growing surplus of animal manure is examined as part of a larger waste management stream, and opportunities exist to treat and use animal, human, and industrial waste jointly to produce marketable products that are good for the economy and the environment.

Penn and Rapho Townships should review their existing nutrient management policies and identify opportunities to provide stronger regulation or economic incentives to farmers to reduce nutrient runoff.

8.1.3. Consider a regional approach to stormwater management.

As a long-term strategy, the Region could consider developing a regional stormwater management plan. A comprehensive regional approach is likely to yield better results than each municipality could achieve on its own. As an interim step, each municipality should review relevant development and stormwater ordinances for opportunities to implement consistent protection standards across all three municipalities.

8.1.4. Revise land use and development regulations to enhance preservation of riparian corridors and planting of riparian buffers along stream banks.

Planting trees and grasses creates a "green sponge" that filters water flowing into the stream and traps excess sediment. Sediment is problematic because it blocks light to underwater vegetation and lowers the water oxygen levels that fish and other organisms need to survive. Riparian buffers are ideally 50 feet wide on either side of the stream and comprised of forested area. Each municipality should revise its development ordinances to require adequate development setbacks and appropriate improvements to degraded corridors. Ordinance language should set minimum widths for development setbacks, parameters for planted buffers and identify appropriate trees and other plantings for the buffers. As a part of this initiative, each municipality might elect to delineate primary and secondary conservation corridors and develop separate standards for protecting each.

8.1.5. Pursue stream and floodplain preservation and/or reconstruction in new development and redevelopment projects.

The floodplain is meant to store water after a hydrologic event. Development in floodplains is at risk of periodic flooding, and such development reduces their capacity to store water, increasing flooding downstream. Each municipality should consider amending its development ordinances to limit and/or prohibit fill and development in the 100-year floodplain. They can go further and offer incentives for new development to restore a disturbed floodplain. A portion of the Doe Run Creek floodplain has been reconstructed as a part of redevelopment in the KOZ. As with Strategy 4 above, each municipality might elect to delineate primary and secondary conservation corridors and develop separate standards for protecting each.

8.1.6. Support and coordinate with private watershed preservation organizations to implement natural resource goals and promote individual involvement in local environmental protection.

The Chiques Creek Watershed Alliance (CCWA), founded in 2000, has been successful in obtaining grant funding and implementing a number of projects in the watershed, including stream restoration, riparian buffer establishment, annual clean ups, stream monitoring and educational outreach. As mentioned above, it is currently struggling through organizational issues. The Region's municipalities should work with CCWA stakeholders to understand its needs for moving forward and to identify strategies for reinvigorating it so that it can again be an effective agent for environmental preservation.

8.1.7. Expand air quality management tools.

Specific issues to consider include development of burn ordinance and standards for the use of methane digesters to increase on farm treatment of waste.

8.1.8. Review zoning performance standards to ensure adequate protection for noise, air quality and glare.

Performance standards in many zoning ordinances are outdated, using obsolete measurement systems or lacking enforcement mechanisms. Each municipality should review its zoning ordinance to ensure that the performance standards meet each community's goals for environmental protection.

8.1.9. Consider including conservation subdivision standards in local Subdivision and Land Development Ordinances.

Conservation subdivision standards incorporate a range of green development strategies that can help preserve open space and natural areas in residential housing developments. By reformulating the approach to conventional subdivision design, such standards strategically concentrate home construction on the development site in order to protect sensitive and valuable open space, habitat and other environmental resources. Penn and perhaps Rapho should consider adopting conservation subdivision standards as a tool to protect such resources.

8.1.10. Consider the development of an Environmental Protection Overlay District

Environmentally sensitive land areas, such as woodlands, steep slopes, riparian corridors and wetlands are sprinkled throughout the Region, and are present in many different

zoning districts in each municipality, both inside and out of designated growth areas. Protection of such resources is a challenge facing communities throughout the Commonwealth and the nation. Many communities are looking to a zoning overlay as a tool to protect natural resources. Commonly referred to as an environmental protection overlay district (EPOD), the development standards of the EPOD supplement the base zoning and contain specific standards such as setbacks or density transfers that move development away from environmental features.

Each municipality should consider amending its Zoning Ordinance to include an environmental protection overlay district (EPOD) that would supplement underlying zoning to protect natural features such as floodplains, wetlands, steep slopes and woodlands.

8.1.11. Consider establishing Effective Conservation Zoning

In large contiguous areas of natural resource lands outside of the designated growth areas, Rapho and Penn townships should consider adopting effective conservation zoning districts. Similar in concept to effective agricultural zoning, conservation zoning seeks to preserve large areas of resource lands and connections between resource areas to maintain the integrity of the natural systems. Lancaster County has developed a model conservation ordinance that is available in Lancaster County Planning Commission's Toolbox that the townships could use as a guide to draft and implement local ordinances.

8.1.12. Establish Environmental Advisory Councils

Lancaster County's *Greenscapes* recommends the formation of Environmental Advisory Councils to assist in the protection, conservation, management, promotion and use of natural resources. An Environmental Advisory Council (EAC) is an advisory board made up of community residents who are appointed by local elected officials. They can act on a municipal or multi-municipal level.

EACs, as part of local government, work directly with municipal officials to help them make environmentally sound decisions. In the Pennsylvania Commonwealth, EACs are authorized to:

- Identify environmental problems and recommend plans and programs to protect and improve the quality of the environment
- Make recommendations about the use of open land
- Promote a community environmental program
- Keep an index of all open space areas to determine the proper use of such areas
- Review plans, conduct site visits, and prepare reports for municipal officials
- Advise local government agencies about the acquisition of property

Each municipality in the Region should consider whether to create its own EAC or to create and participate in a Manheim Central Region EAC, which can act as an advisory body to all municipalities in the Region.

8.1.13. Consider incorporating incentives energy efficiency, green building and other sustainable building practices

The Region's municipalities should encourage green design in all new development and redevelopment by amending their zoning and subdivision ordinances to provide incentives – or where appropriate requirements – for environmentally sensitive building and site design as well as for public improvements, such as streets and sidewalks.

Section 9: Community Character

Background

The Manheim Region has many resources that contribute to great community pride. The region's agricultural and wooded landscapes, the Borough's dense concentration of historic resources and vibrant business district, as well as new areas of development all bring growth and energy to the Region. The goals and strategies listed below consider what could be done to acknowledge and enhance the community character of the Manheim Region.

Founded in 1762, Manheim Borough is rich in architectural, cultural and industrial history. The Borough is actively planning for its upcoming 250th anniversary celebration in 2012. A Borough Design Committee monitors the appearance of the downtown by coordinating efforts of Borough staff and other community groups to create an inviting atmosphere and preserve the historic character of the area. This group also oversees the façade improvement guidelines and grant applications, which are available to properties located in the Commonwealth-designated Main Street area. In addition the Borough adopted a historic preservation overlay district with regulations intended to maintain the character of the entire community. The district overlays the entire Borough to ensure that dispersed historic resources are also considered.

Both Rapho and Penn Township have rich agricultural histories and, in addition to the rural landscapes, retain many 18th and 19th century farmsteads. The townships also contain several historic villages.

Community Character Recommendations

Goal 9.1: Conserve the rural agricultural landscape in the Region's Rural Areas.

Strategies

9.1.1. Identify, designate and preserve scenic vistas

The Region's farmland, natural features, and historic resources are extraordinary and draw people to the Region, residents, tourists and businesses alike. Local ordinances should acknowledge and preserve scenic vistas throughout the Region.

9.1.2. Identify rural roads that have a variety of users and develop road design standards that support movement of equipment and other needs of the Region's farms

Rural roads through farmland have a variety of users that often conflict. Farm equipment, bicyclists, horse and buggies, trucks and cars use the roads. Each Township should consider targeting narrow roads with high farm equipment use for safety improvements. Improvements could include 'green shoulders' that are reinforced vegetated surfaces, passing lanes and 'clear zones' on the side of the road that farm equipment can use to hang over instead of the in the on-coming traffic lane. Rural roads are part of this Region's community character, and they should be safe for all users.

Goal 9.2: Conserve the Region's cultural and historic resources.

Objectives

- Promote the preservation and adaptive reuse of historic properties
- Promote heritage tourism in the Region

Strategies

9.2.1. Complete a historic and cultural resources survey for the Region

Each municipality should complete or update a survey of its historic resources. It is the first step in acknowledging and documenting the history of the Region. The survey can be an educational tool for the public and public officials to illuminate the interesting history of the Region's built environment. With the survey, the public can make a more educated decision about what is important to protect. Lancaster County was recently awarded grant funds to complete and update historic resource surveys in the County's boroughs. The Borough should work with the County to obtain funding to complete an update of its survey.

9.2.2. Strengthen the Manheim Borough historic district standards and guidelines to ensure the preservation of historic resources while supporting reinvestment

Manheim Borough has a historic preservation overlay district enabled by the Municipalities Planning Code (MPC), which regulates structural changes to buildings in the historic district. The regulations were adopted shortly after a 1998 fire on the main square in the Borough's downtown.

After the fire, the Borough worked with the site's owners and provided financial assistance for the design of new buildings that would be compatible with the historic character of the square. This experience highlighted the need for and interest in protecting the historic character of the Borough, and subsequently (in 2000) most of the Borough was listed on the National Register as the Manheim Borough Historic District. A local historic preservation overlay was adopted to ensure the retention of community character.

In the past ten years, a number of successful rehabilitation projects have occurred, though during the comprehensive planning process, concerns have been expressed about the development review process in the historic district. The Borough should review its standards and the review process to ensure that they are fully protective of local resources while supporting an efficient development review.

As a part of this initiative, the Borough should consult Lancaster County's recently completed design guideline template available on the County website. It is meant to be a tool for use by municipalities that contains all the basic text and encourages municipalities to insert their own historical information, photos of architectural features, streetscapes, buildings, etc. to illustrate the character defining features of the municipality.

Goal 9.3: Encourage high quality design for new development.

Strategy

9.3.1. Include design guidelines and streetscape standards in zoning and subdivision ordinances to support compact development that is in character with rural and small-town lifestyles

To achieve high quality and sustainable design for new development, design standards should be adopted and required in areas where growth is expected in the designated growth areas. Permitting higher densities is often important to make high-quality design economically feasible. Such compact development allows for a more walkable, traditional neighborhood style of development. Each municipality should develop design standards that address requirements for sidewalks, pedestrian lighting, street trees, trails, landscaping, local materials, local architectural styles and consistent setbacks or build-to lines.

Section 10: Community Services

Introduction

This section includes three goals areas, each addressing a separate element of community services including recreation, community facilities and emergency services. Background information, objectives and strategies for each goal are described in the following paragraphs.

Goal 10.1: Coordinate the Region's recreation resources to provide a complementary and broad range of cost effective recreation facilities and programs that enhance residents' quality of life.

Background

A major goal of the 1993 Comprehensive Plan was to develop tools to share the costs of the recreation programs and facilities among the Region's partners. In 1999, the Manheim Central Regional Recreation Commission (MC Rec) was formed to implement this goal. MC Rec is a partnership that has included the three municipalities of the Manheim Central Region and the Manheim Central School District. MC Rec is the operating and programming organization for recreational facilities and services in the Manheim Central Region. At the time of its formation, all of the Region's recreation facilities were located in the Borough, and its formation helped to dissipate some friction over use of and responsibility for recreation resources.

Annually since its formation, each municipality has made a contribution to MC Rec's operating budget. The School District initially also made annual contributions, but now simply funds the MC Rec director position. In 2005, the partners of MC Rec contributed to pay down a \$400,000 debt that MC Rec had carried since its inception for a pool maintenance project completed prior to the founding of the Commission. In 1997 a capital expense account was established with equal contributions for each municipality in addition to the operating contribution.

Since the formation of MC Rec, Penn and Rapho Townships have used developer fees to add parks and open spaces as new development has occurred. The Borough and Townships have increased their budget contributions to MC Rec to maintain and operate parks, but funding increases have not kept pace with increased costs. MC Rec maintains Regional parks and recreational facilities, including playing fields, the community pool, playgrounds, trail systems, basketball courts and pavilions. The Region needs to consider additional tools for managing operating costs or increasing MC Rec maintenance resources.

In 2002, the Region undertook a study, the Manheim Central Region Open Space, Recreation and Greenway Plan, to address open space needs and the potential for more greenways.

In the October 2008 stakeholder interview, MC Rec Board members and staff expressed concern over the costs of operating and maintaining increasing recreation facilities. While grant resources and development fees-in-lieu provide good sources for land acquisition and construction of new parks and recreation facilities, few resources, aside from program fees, are available to fund increased operating costs.

MC Rec provides programs for a full spectrum of age groups. MC Rec and a variety of other community organizations currently use the former Middle School for programs at no cost, but the School District is intends to dispose of this property in the relatively short term. As the School

Manheim Central Region Comprehensive Plan

District transitions out of that space, MC Rec will need to move or come to some agreement with the District for use of the property.

The Manheim Athletic Association (MAA) manages a number of youth sports programs in the Region. Programs include softball, football, cheerleading, and baseball through affiliations with Little League International, American Softball Association, Susquehanna Softball League, Red Rose Football League and the Donegal Rheems Softball League. MAA and other youth recreation organizations use MC Rec and School District facilities for their programs.

During the comprehensive planning process, the increasing costs of recreation facility maintenance and how to structure cost sharing became a very large issue. In July 2009, Penn Township voted to resign from the organization at the end of 2009, leaving the three remaining partners – Manheim Borough, Rapho Township and the Manheim Central School District – to embark on a strategic planning process.

Strategies

10.1.1. Develop a strategic plan for MCREC and the Manheim Athletic Association's short- and medium-term operation

The strategic plan should focus on short and medium term needs of the organization and its partners and lay out a road map to address long-term recreation priorities. Specific elements of the strategic plan should include:

- Identification of current partners and potential for additional partners that could provide for higher efficiencies and greater opportunities for cost sharing
- Identification of immediate and medium-term facilities needs
- An operations funding strategy that addresses the needs of current and future services and facilities
- A strategy for funding new facilities that could be added
- A capital funding strategy for existing and potential new recreation facilities

10.1.2. Develop a long-term recreation plan that considers facility needs, services to be provided and a cost management structure

Once the organization has been stabilized, MC Rec should develop a long-term recreation strategy that builds on the strategic plan to identify top priorities for moving forward. In addition to the items above, the long-term plan should include a vision for the ultimate form of the organization, the services it will provide (on its own or in partnership with other organizations) and the facilities needed to meet those needs, such as:

- Feasibility of continued operation of the existing pool
- Potential for partnerships and/or consolidation of services and/or with other organizations, such as the Manheim Library
- Consideration of long-term facility needs for program operation, including whether a community center – at any scale – could be feasibly constructed and managed, given likely capital and operating resources

Goal 10.2: Maintain and enhance high-quality and cost effective community services that will enable the Region to attract and retain a diverse population while ensuring long-term financial stability.

Objective

- Expand the library and augment its programs to continue to meet evolving service needs.

Background

In addition to recreation and the schools, the Manheim Community Library is an important community resource shared by the Region. Demand for library services has grown dramatically in recent years. Circulation of library material is up 63 percent since 2004, and visits are up from 24,799 in 2004 to a projected 38,211 in 2009, for an increase of 54 percent. At 2,200 square feet, the library's small size greatly limits program offerings and its ability to implement new services to meet changing service needs. The library is located on the second floor of Manheim Borough Hall, which while central within the Region, limits access for persons with disabilities and families with young children. The lack of parking is also a concern.

The Manheim Library Trustees and staff have identified a new, larger library structure as a critical need. As initial steps to locate and construct a new facility, the library has developed a general set of site specifications, built a \$100,000 down payment fund and secured a line of credit for purchase and construction.

Strategy

10.2.1. Construct a new library facility capable of meeting long-term regional needs.

The Manheim Community Library will continue to pursue site acquisition and construction of a suitable new library facility. Some important criteria for a new library site were established by the Library and its funding sources, these criteria include:

- High visibility and accessibility for the Region's residents – a location within one mile of the intersection of Routes 72 and 772 would be ideal
- Sufficient size to meet primary facility needs on one floor and to supply adequate off-street parking
- Location outside of a floodplain
- Served by a local police force
- Room for growth on site as library service needs grow and change over time

Goal 10.3: Provide safe and cost effective emergency services for the Region.

Background

Penn Township and Manheim Borough each have their own police departments. Rapho does not provide local police protection, but instead relies on the Pennsylvania State Police for coverage. Fire and emergency services are largely provided by volunteer organizations, including:

- Manheim Fire Company, serving Manheim Borough, east central Rapho Township and west, central and southern Penn Township

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- Mount Joy Friendship Fire Company and Ambulance, serving southwest Rapho Township
- Penryn Fire Company, serving central and northern Penn Township and the extreme northeast of Rapho Township
- Mastersonville Fire Company, serving central and northern Rapho Township
- Salunga Fire Company, serving the extreme southeast area of Rapho Township
- East Petersburg Fire Company, serving the extreme south central area of Penn Township
- Neffsville Fire Company, serving the extreme southeastern area of Penn Township
- Lititz Fire Company, serving east central Penn Township
- Manheim Veterans Memorial Ambulance Association, providing ambulance service to about 75 percent of the Region, including all of Manheim Borough, three-quarters of Penn Township and the northern and eastern portions of Rapho Township

During the October 2008 stakeholder interviews conducted for the Comprehensive Plan, the Region's fire chiefs and ambulance providers identified a number of concerns regarding the future operation of their respective companies and provision of fire protection services within the Region, including:

- Equipment costs have escalated dramatically and the fire companies cannot continue to fully support the cost of acquiring new and better equipment.
- Increases in state-mandated training requirements require significant time commitments from volunteers and are discouraging participation.
- Donations are down considerably.
- Daytime calls are a particular challenge because the volunteers are at work
- Large facilities and special events (Pleasant View, Renaissance Faire, Farm Show, etc.) strain the resources of the volunteer programs.
- As the level of volunteer participation continues to decrease, the ambulance companies stated that they will have to rely more on hiring paid personnel, which will increase program costs.
- Uneven volunteer and funding levels have resulted in a situation in which some fire companies cannot staff the apparatus they have, while others have volunteers but lack equipment.

In summary, the Region possesses effective volunteer fire companies which cooperate closely and are committed to providing the best possible fire protection. However, as with volunteer departments throughout the nation, they face considerable staffing, monetary, equipment and facility shortages.

Strategies

10.3.1. Establish a regional emergency services committee.

- 10.3.1.1. Identify methods to provide adequate fire and ambulance response coverage in light of decreased numbers of volunteers**

Decreases in the number of volunteers have made it difficult for local fire companies and ambulance service to respond to all calls, but particularly to those that occur during the daytime work hours. To help address this shortage, all three municipalities permit municipal workers who are fire volunteers to respond to daytime calls. Additional initiatives are needed. The Commonwealth of Pennsylvania has explored a number of options to increase volunteerism including tax credits for volunteers and their employers and the establishment of grant programs to encourage emergency services volunteerism. One local response, specifically to the daytime shortage, would be to designate municipal employees to respond to emergency calls as drivers and/or firefighters during weekdays. Some municipalities have designated public works or code enforcement staff for this role.

10.3.1.2. Identify opportunities to fund services for large facilities and special events that strain the resources of the Region's volunteer programs

Large events and facilities put a particular strain on small volunteer services and local ambulance service. Each municipality should consider whether to adopt some type of fee structure to help cover the cost of serving these. Stand-by fees could be charged for events. Building or inspection fees could be set to recover at least a portion of the higher cost of servicing large facilities or structures.

10.3.1.3. Investigate the feasibility of consolidating the Region's ambulance and volunteer fire services

As funding and the number of volunteers have decreased, merger and consolidation of volunteer fire companies is beginning to see serious consideration. During the Comprehensive Plan stakeholder interview with the Region's fire chiefs, all recognized the need to continue to work more closely with each other and the communities they serve to increase service and cost efficiencies. Several recognized that, in the long-term, it would likely become necessary to consolidate, becoming one fire department with four stations.

The Region's municipalities should work with the fire companies that serve it to pursue a Pennsylvania State Department of Community and Economic Development (DCED) grant to study to understand how the departments could work together to continue to provide the highest quality service within limited resources. As potential alternatives, or even interim steps to consolidation, the study should:

- Explore the creation of a regional emergency services alliance
- Identify expected regional equipment needs over the next five to 10 years and develop a capital plan for meeting them

Section 11: Education

Background

The Region is served by the Manheim Central School District, but the relationship between the District and municipalities goes beyond educational services. Manheim Central serves as an organizing entity for the Region as a whole. Residents are proud of their school district, and appreciate its ability to provide high-quality services for a relatively low millage rate. The District enjoys the fourth lowest millage rate among the 16 school districts in Lancaster County. Residents often identify themselves as living in "Manheim," not necessarily referring to the Borough, but to the broader Region.

The District is governed by a nine member School Board, which is comprised of a number of committees to conduct the business of the District. The draft Community Facilities Map displays school locations in the 78 square mile School District. The existing schools are as follows:

- Doe Run Elementary School
- H.C. Burgard Elementary School
- Stiegel Elementary School
- Manheim Central Middle School
- Manheim Central High School

Public school enrollment is projected to stay the same or slightly decrease over the next five years. In 2009-2010 the enrollment is approximately 2,990 students. Three elementary schools were closed in 2008 – Mastersonville Elementary, Elm Tree Elementary and Sporting Hill Elementary. The elementary schools were consolidated into three existing schools – Doe Run, H.C. Burgard, and Stiegel elementary schools. A new middle school was built in 2008, just outside the Borough near to the high school. The former middle school is now being used as School District offices and community space.

The School District sold or was in the process of selling the three elementary school properties during the comprehensive planning process. Sporting Hill was sold to a private religious school. Elm Tree was sold to a tractor supply company, and the property is planned to be rezoned for commercial use. The Mastersonville property was for sale at the time this document was written. The School District does not plan to reuse the former middle school for educational uses and intends to sell it by 2015. The Manheim Central School District is preparing a Master Plan for school properties located in the Borough which is expected to be completed during 2010.

In addition to the public school district students, the number of students attending private schools and home school in the Region make up a significant percentage of school enrollments. In 2009, 215 students were being home-schooled and 561 were attending private school for a total of 776 students not attending Manheim Central School District, or 21 percent of students in the Region.

Education Recommendations

Goal 11.1: Provide high-quality, cost effective educational opportunities to all children and adults in the Region.

Objectives

- Create a more campus-like atmosphere between school facilities through pedestrian and design connections
- Continue the School District's role in supporting community initiatives and activities
- Support transition of existing outdated District-owned facilities to new and regionally beneficial uses

Strategies

11.1.1. Ensure that future school development is designed so that it becomes an integral part of the surrounding physical community fabric

The design of educational facilities has a profound impact upon how students learn and on how well they serve the communities in which they are located. Facilities that strengthen these relationships are often the most successful. Manheim Central School District will work with the Region's municipalities to ensure that new school facilities are well-integrated into the surrounding community, maximizing opportunities for students to walk to school and for the surrounding residents to enjoy school facilities outside of school hours.

11.1.2. Create continuing education opportunities for the Region's residents to meet adult education needs

The Region's educational patterns differ significantly from state and national averages. The Manheim Central Region has a higher than average percentage of high school graduates and a lower percentage of people who have attended or graduated from college. To address the relatively low levels of post-secondary education, as well as potential changes in the local job market, the Manheim Central School District should work to expand continuing education opportunities in the Region. Programs could include traditional types of classroom lectures and laboratories; however, distance learning options, including independent study, videotaped/CD-ROM material, broadcast programming, online/internet delivery and online interactive courses should be explored.

Goal 11.2: Educate the Region's residents and decision makers about the Comprehensive Plan and the importance of their actions related land use, transportation, economic development, infrastructure and natural resource protection.

Education goes beyond what is offered in the Region's schools. Sometimes termed "lifelong learning," education can be an important tool in encouraging everyone to be a part of the community, to participate and respect those that do. Specific examples include new residents learning about the importance of farming to the Region and all residents gaining an understanding of the vulnerability of the area's natural resources. Lessons can be learned in settings as varied as organized sports, experience gained through volunteering, as well as in more traditional educational settings.

Strategies

11.2.1. Improve communication between the Region's partners and with the general public about the Comprehensive Plan's role and importance of meeting its objectives.

Specific issues and audiences to include in this initiative include:

- Helping governing bodies, planning commissions and the general public understand the impacts of land use decisions, particularly on the Region's transportation network and agricultural industry
- Continued public education about the economic and environmental benefits of the Region's agricultural industry
- Outreach to major employers as to their impacts on local and regional transportation conditions – Commuter Services of Pennsylvania can be an important partner in this task.
- Improve public education relative to water and wastewater systems; noting how individuals' actions impact the systems
- Provide forums and opportunities for continuous planning and discussion of issues on a regional basis
- Utilize the municipal and School District's websites to inform the public of upcoming meetings, projects and other ways to get involved and support the implementation of the Plan. The Region's Partners should consider starting a blog about the Plan and web chats to discuss Plan issues and projects.
- Provide annual updates on the implementation of the Plan and ways in which the Plan has been utilized over the year to shape the Region's development and activities.

11.2.2. Educate local students on issues affecting the Region

The Manheim Central Region is a dynamic place and the School District does an excellent job of preparing students for life in the Region and beyond. Many of the economic, environmental and community issues discussed in the Comprehensive Plan offer interesting and relevant learning opportunities for the Region's young people.

Section 12: Regional Coordination

Background

In addition to supporting MC Rec, municipalities in the Region coordinate on a variety of public services, though much of this coordination is done informally. The Penn and Rapho Township Roadmasters frequently utilize each other's equipment and laborers. They first started working together in this way in the 1980s on a joint bridge project. Rapho often partners with other adjacent municipalities on joint bridge projects since most of its boundaries are delineated by creeks. In addition to the recommendations below, a number of existing or potential regional cooperative efforts have been identified in other parts of the Plan.

In addition to the existing and potential regional cooperative efforts described earlier in this Plan, the Region should continue to expand regional coordination as a strategy to reduce the cost and increased the effectiveness of all new initiatives

Regional Coordination Recommendations

Goal 12.1: Provide high-quality, cost effective public services for the Manheim Central Region.

Objective

- Identify and pursue future opportunities to coordinate service provision

Strategies

12.1.1. Continue to evaluate need and cost for local provision of police service in Rapho Township

The Pennsylvania State Police provides service to Rapho Township at no cost. If that changes, Rapho will need to evaluate the cost and service effectiveness of continuing that service or moving to another service model. Options include remaining with the State Police, contracting with adjacent municipal departments, establishing its own police force or some combination of the above.

12.1.2. Formalize existing equipment and staff sharing practices where needed to limit legal liability, ensure a fair burden of cost and facilitate continued coordination as administrations evolve over time

As mentioned above, municipal coordination of equipment and services is managed informally at the staff level. Each municipality will need to consider whether there are areas that need to be formalized through intergovernmental agreements or other tools to limit liability, ensure a fair cost burden and facilitate continued coordination as administrations evolve over time.

12.1.3. Pursue increased sharing and coordination of water and wastewater systems

The most significant opportunity in this area is increased coordination and even potential consolidation of services between Northwestern Lancaster County Authority and Manheim Borough Authority. Please see the Water/Wastewater Element for a discussion of this issue.

Section 13: Relation to Other Plans

The Manheim Central Region Comprehensive Plan process included an extensive data collection element. Existing plans within the Region were reviewed and a significant number of stakeholder interviews were conducted to incorporate the current planning efforts. Each element of the Plan refers to the pertinent plans that were reviewed. The following is a partial list of the plans and documents that were reviewed.

- Manheim Central Region Comprehensive Plan 1993
- Manheim Central Region Comprehensive Plan Strategic Update 2000
- Manheim Community Visioning Report for the Manheim Business District 2007
- Official Comprehensive Recreation, Parks, Open Space & Greenway Plan & Rail Trail Feasibility Study (2002)
- County Comprehensive Plan: Greenscapes: The Green Infrastructure Element 2009
- County Comprehensive Plan: Balance: The Growth Management Element 2006
- County Comprehensive Plan: Choices: The Housing Elements 2006
- County Comprehensive Plan: Heritage: The Cultural Heritage Element: 2006
- County Comprehensive Plan: Tourism: The Strategic Tourism Development Element 2005
- Manheim Central School District Enrollment projections and class size
- Lancaster County Consolidated Plan 2006-2010
- Mastersonville Elementary School Evaluation (March 2008)
- Elm Tree Elementary School Evaluation (March 2008)
- Sporting Hill Elementary School Evaluation (March 2008)
- Old Middle School Evaluation (March 2008)
- Route 72 Alternate Route maps
- Act 537 Plan for Penn Township 2003
- Act 537 Plan for Rapho Township 2008

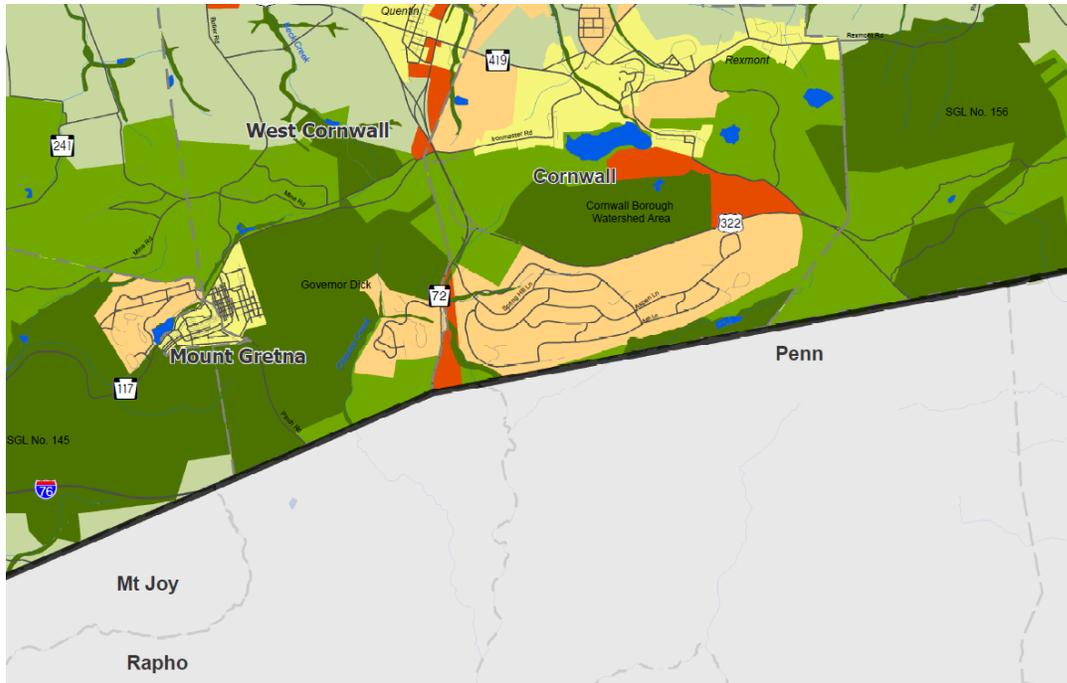
Adjacent Plan Consistency

The following comprehensive plans that are contiguous or adjacent to the Region have been reviewed for consistency with this Plan.

Lebanon County Comprehensive Plan

Lebanon County's Comprehensive Plan was completed in 2007. The County makes few references to the Region because there is a significant natural barrier separating it from the Region. The mountainous highlands area provides excellent recreation opportunities and natural resource conservation, but it also limits the opportunities for coordination between Lebanon County communities and the Region. No sewer or water systems are shared between Lebanon County and this Region. The Pennsylvania Turnpike provides access to Lebanon County at the interchange in Rapho Township.

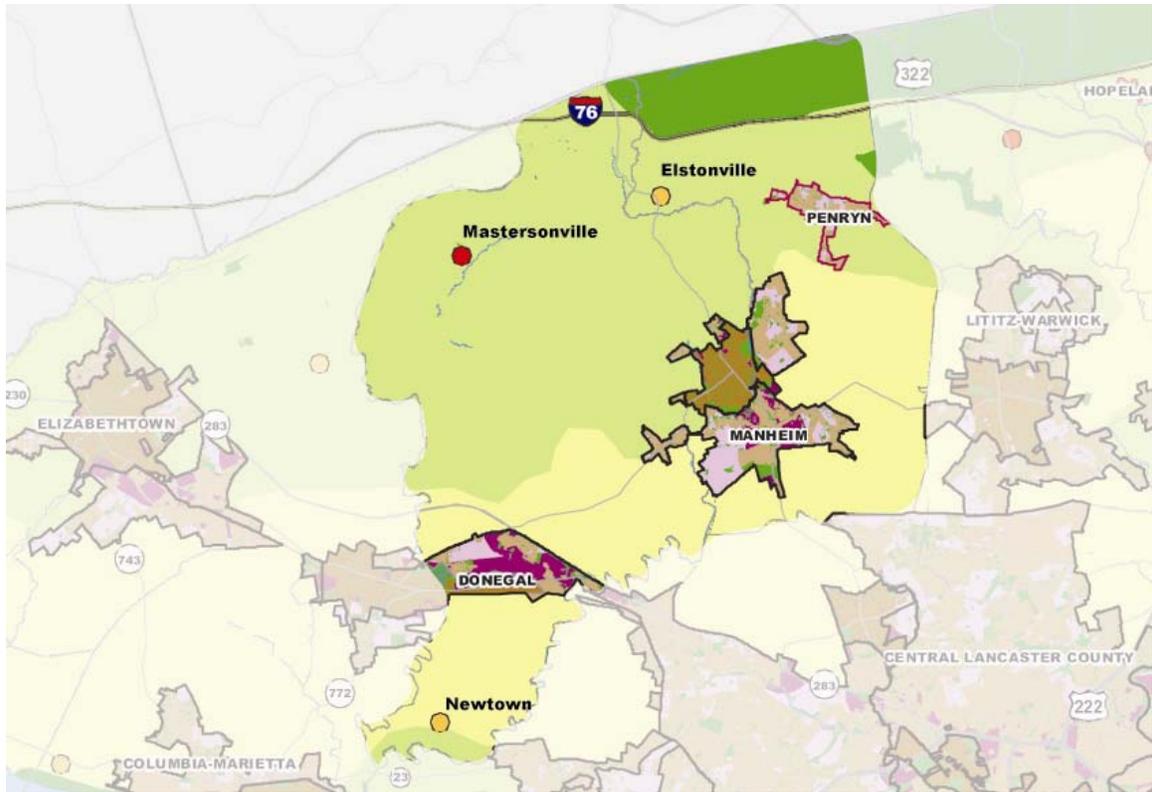
The Lebanon County Land Use Policy Map is generally consistent with this Plan's Future Land Use Policy Map. Rural areas are present along most of the shared political boundaries. The exception is along Route 72, where Lebanon County and this Region have some commercial development.



Excerpt from Lebanon County Comprehensive Plan Land Use Policy Map.

Lancaster County Comprehensive Plan: Balance

This Plan is generally consistent with the Lancaster County Comprehensive Plan: Balance Growth Framework Map. This Plan recommends changes to the Manheim growth area, but the expansion is counterbalanced with the designation of future growth areas. The only substantive area of inconsistency in this Plan's recommendations is to set the average residential density target in the urban growth areas at six dwelling units per acre, instead of the County's recommended 7.5 dwelling units per acre. The reasoning behind this inconsistency is described in detail in the Land Use Element of this Plan.



Excerpt from Lancaster County Comprehensive Plan: Balance Growth Framework Map

Donegal Region Comprehensive Plan --- Underway

The Donegal Region is currently updating its Regional Comprehensive Plan. During the update the Donegal Region should consider this Plan's designation of future growth areas in Rapho Township's portion of the Donegal/Mount Joy Growth Area.

Lititz Warwick Joint Strategic Comprehensive Plan 2006 Update

The Lititz Warwick Strategic Comprehensive Plan Future Land Use Map is generally consistent with the Plan's Future Land Use Map. Penn Township shares the political boundary with the Lititz Warwick region and it primarily consists of agricultural land. The exception is an existing medium density development along Route 772 in Warwick Township.

Section 14: Plan Interconnections

Each section of this Plan has been reviewed to ensure that the recommendations are consistent and in balance with each other. The Plan is fundamentally interconnected through all of its goals, objectives and recommendations. Its basis is provided in the Land Use Element, which discusses the importance of targeting future growth and development inside the urban growth areas, while preserving rural areas for agricultural production and natural resource preservation. The recommendations in all other Plan elements are structured to support the desired land use patterns, ensure the long-term health of the agriculture industry and support the Borough as the economic and community center of the Region.

Section 15: Implementation Strategy

This section functions as a work plan for implementing the recommendations listed in each chapter of the Comprehensive Plan. It included administrative tasks needed to manage Plan implementation and an Implementation Matrix that lists all of the recommendations identified in the Manheim Central Region Comprehensive Plan along with a time frame for strategy initiation and who will be responsible for implementing each. The four tasks listed below address steps that are needed to manage Plan implementation.

Management Tasks

1) Develop and adopt an inter-municipal implementation agreement

The purpose of an inter-municipal implementation agreement is to establish the parameters within which each Manheim Central Region Comprehensive Plan partner will work to implement the specific recommendations of this plan. It establishes the roles, responsibilities, and logistics of jointly – and separately – implementing the regional plan.

2) Empower the Regional Partners Group to act as the implementing entity for the Comprehensive Plan and work with other regional groups and organizations to implement the Plan's recommendations

The Region's municipalities meet quarterly to review issues of regional interest. These meetings, including the School District as a partner, should continue as a tool to maintain priorities and communicate direction. The Region should utilize the Regional Partners Group as a regional planning and development entity to provide advocacy, planning and implementation capacity, technical assistance and financial resources toward the completion of significant projects contained in this Plan and those that arise as the planning time frame moves forward for the Region. The duties and powers of the regional planning group should be outlined in the inter-municipal implementation agreement.

The Regional Partners Group will create subcommittees to effectively implement Plan recommendations. These subcommittees can be based on one project or element of the Plan or a set of related of projects. The subcommittees should include other entities and organizations, such as local activists, MAEDC, Downtown Manheim, Chiques Creek Watershed Alliance, historic groups, athletic groups, neighborhood organizations and others.

3) Develop and implement a zoning lexicon

As a step toward greater consistency and predictability among the individual zoning ordinances of the Region's three municipalities, a review of the general and specific terminology utilized within the zoning ordinances should be completed. Following this review, opportunities to modify terminology and provisions with each of the ordinances can be determined so that like terminology is used for like zoning districts. This will allow the municipalities and developers to communicate in a productive manner about parcels at the boundary lines as well as allow for developers to understand a specific zoning district within the region. A set of desired revisions for each municipality's zoning ordinance should be prepared and adopted to complete implementation of this task.

Implementation Matrix

The Implementation Matrix is a simplified list of the Plan recommendations that is organized by who is responsible for implementing each identified recommendation. The matrix is intended to be an easy way to track the responsibilities and progress of the Plan recommendations. The recommendations have been simplified from what is in the Plan text. Readers should refer back to the section of Plan and item number listed next to the recommendation for more detail on the project. The “item number” refers to the goal and strategy as listed in the body of the Plan. For example item number 1.2 refers to the second strategy listed under the first goal. The first matrix includes all tasks to be completed jointly by the Region. This matrix is followed by matrixes for Penn, Rapho, Manheim and the School District.

Each task has an allotted timeframe. Tasks designated as having an “implementation timeframe” will be completed when the Plan or Implementation Agreement is adopted, or these tasks are currently underway and expected to be complete by the time the Plan is adopted. Short-term tasks are expected to be complete within 2 years of Plan adoption; medium-term tasks are expected to begin in 2-5 years; and long-term tasks are expected to begin in 5-10 years. On-going tasks will be continuous or completed as need arises. Each recommendation has suggested project partners listed.

The names of many project partners and funding sources have been abbreviated. The following is a list of abbreviations:

EAC: Municipal Environmental Advisory Council (created either by the Region or by individual municipalities)

LCPC: Lancaster County Planning Commission

MAEDC: Manheim Area Economic Development Commission

MCREC: Manheim Central Recreation

MDDG: Manheim Downtown Development Group

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

PA PDE: Pennsylvania Department of Education

PennDOT: Pennsylvania Department of Transportation

In addition to the resources identified in the matrix, the Regional partners should utilize LCPC’s Lancaster County Smart Growth Toolbox, which includes a variety of tools to implement smart growth principles. Many of the tools provided, such as model ordinances, programs and best management practices, are directly related to the action items discussed in the implementation matrix. The Region should refer to the Toolbox throughout the implementation process for ideas and assistance.

Tasks to be completed jointly

Section	Item Number	Tasks to be Completed Jointly	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Land Use	3.1.1	Adjust the urban growth areas to reflect recent development and future development plans	✓					LCPC
Land Use	3.1.2	Designate Future Growth Areas – areas within the UGA that are expected to be developed later than others	✓					LCPC
Land Use	3.1.3	Designate Elstonville, Newtown and Mastersonville as crossroad communities.	✓					LCPC
Land Use	3.1.4	Create a process and minimum standards for making adjustments to the Region’s designated growth areas.	✓					LCPC
Land Use	3.1.9	Consider creating a regional review process for developments of regional impact and significance.				✓		LCPC, Partners Joint Planning Commission
Economic Development	5.3.2	Work with the County and Pennsylvania Commonwealth to recruit businesses to the Region’s commercial and industrial areas					✓	MDDG, MAEDC, LCPC, PA DCED
Economic Development	5.3.3	Create a local tourism consortium under the umbrella of Manheim Downtown Development Group (MDDG) to establish the Region as a tourism destination			✓			MDDG, MAEDC
Transportation	6.1.1	Conduct a feasibility study for a truck relief route to reduce the amount of truck traffic through the Borough’s downtown		✓				LCPC, PennDOT, PA DCED

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Section	Item Number	Tasks to be Completed Jointly	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Transportation	6.1.2	Expand freight rail options for the Region's commercial and industrial businesses, particularly the Manheim Auto Auction			✓			MAEDC, LCPC, PennDOT
Transportation	6.1.3	Work to expand transit access to the Region's residents			✓			Red Rose Transit, MAEDC, MDDG
Transportation	6.1.6	Facilitate improved passenger rail access for the Region's residents				✓		MAEDC, MDDG, PennDOT
Transportation	6.1.7	Implement Intelligent Transportation Systems along major corridors in the Region				✓		LCPC, PennDOT
Transportation	6.1.9	Update the 2002 Open Space Plan proposed trail network		✓				LCPC, PA DCNR, MCREC
Transportation	6.1.10	Create a multi-year regional transportation improvement plan (TIP) that addresses motorized and non-motorized transportation needs		✓				MAEDC, LCPC
Water & Wastewater	7.1.1	Continue to pursue nutrient trading as appropriate					✓	Manheim Borough Authority, Northwestern Lancaster County Authority, Lancaster County Agriculture Preserve Board, Lancaster Farmland Trust
Natural Resources	8.1.6	Re-establish the Chiques Creek Watershed Alliance	✓					Chiques Creek Watershed Alliance
Natural Resources	8.1.1.1	Explore the removal of small dams in the Chiques Creek watershed to increase stormwater capacity			✓			Chiques Creek Watershed Alliance, PA DCNR, PA DEP

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Section	Item Number	Tasks to be Completed Jointly	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Natural Resources	8.1.1.3	Consider a regional approach to stormwater management			✓			Chiques Creek Watershed Alliance
Natural Resources	8.1.6	Support and coordinate with private watershed preservation organizations to implement natural resource goals and promote individual involvement in local environmental protection					✓	Chiques Creek Watershed Alliance Municipal EACs
Community Services	10.1.1	Develop a strategic plan for MCREC and the Manheim Athletic Association's short- and medium-term operation	✓					MCREC, PA DCNR
Community Services	10.1.2	Develop a long-term recreation plan that considers facility needs, services to be provided and a cost management structure		✓				MCREC, PA DCNR
Community Services	10.2.1	Establish a different library facility capable of meeting long-term regional needs			✓			Manheim Library, Lancaster County, PA PDE
Community Services	10.3.1	Establish a regional emergency services committee		✓				Fire Department Chiefs, Ambulance providers, PA DCED
Community Services	10.3.1.1	Identify methods to provide adequate fire and ambulance response coverage in light of decreased numbers of volunteers			✓			Fire Department Chiefs, Ambulance providers, PA DCED
Community Services	10.3.1.2	Identify opportunities to fund services for large facilities and special events that strain the resources of the Region's volunteer programs			✓			Fire Department Chiefs, Ambulance providers, PA DCED
Community Services	10.3.1.3	Investigate the feasibility of consolidating the Region's ambulance and volunteer fire services		✓				Fire Department Chiefs, Ambulance providers, PA DCED
Education	11.2.1	Improve communication between the Region's partners					✓	LCPC

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Section	Item Number	Tasks to be Completed Jointly	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
		and with the general public about the Comprehensive Plan's role and importance of meeting its objectives.						
Education	11.2.2	Educate local students on issues affecting the Region					✓	Manheim Central School District
Regional Coordination	12.1.2	Formalize existing equipment and staff sharing practices where needed to limit legal liability, ensure a fair burden of cost and facilitate continued coordination as administrations evolve over time		✓				Municipalities
Regional Coordination	12.1.3	Pursue increased sharing and coordination of water and wastewater systems					✓	Regional Water and Wastewater Authorities

Tasks for Penn Township

Section	Item Number	Tasks for Penn Township	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Land Use, Economic Development	3.1.5, 5.1.2	Develop a transfer of development rights program in Penn Township to support development within the Manheim Urban Growth Area and preserve agricultural and natural resource lands in rural areas		✓				Lancaster County Farmland Trust, LCPC Agriculture Preserve Board
Land Use	3.1.8	Analyze and modify zoning where needed to discourage linear development along roads or water/wastewater infrastructure extensions		✓				LCPC, Solicitor, Land Use Planning Consultant
Land Use	3.2.1	Revise zoning of vacant, residentially zoned land within the urban growth areas to be consistent with the average densities in the build out analysis		✓				LCPC, Solicitor, Land Use Planning Consultant
Land Use	3.2.2	Review and revise residential zoning standards to ensure that they permit multi-family housing, infill development and redevelopment		✓				LCPC, Solicitor, Land Use Planning Consultant
Land Use, Economic Development	3.2.4, 3.2.2	Develop a conceptual plan for the KOZ and Doe Run Road area that encourages redevelopment, takes advantage of rail access, identifies a potential truck/freight relief route and improves stormwater management for the area			✓			MAEDC, Manheim Borough, LCPC, Urban Design and Planning Consultant
Land Use	3.2.5	Create a new traditional neighborhood (TND) zoning district in Penn Township adjacent to the Borough and Doe Run Road			✓			Manheim Borough, LCPC, Urban Design and Planning Consultant

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Section	Item Number	Tasks for Penn Township	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Land Use	3.3.1	Revise regulations for farm-based businesses to maximize their potential to preserve farming and farmland		✓				Solicitor, Lancaster Farmland Trust, Lancaster County Agriculture Preserve Board, LCPC
Land Use	3.3.2	Review zoning designations and regulations in rural areas and revised as needed to maximize protection of farming and farmland		✓				Solicitor, Lancaster Farmland Trust, Lancaster County Agriculture Preserve Board, LCPC
Housing	4.1.1, 4.1.2	Stabilize older residential housing stock through effective code enforcement, zoning regulations and other programs that encourage investment and ensure the provision of adequate workforce housing in the Region					✓	Solicitor, Code Enforcement, Zoning Officer
Housing	4.1.2	Revise local ordinances and regulations to ensure the provision of adequate workforce housing in the Region			✓			Solicitor, LCPC
Housing	4.1.3	Develop a rental registration and occupancy license program to facilitate planning for and maintenance of rental housing stock in the Region				✓		Solicitor, Code Enforcement
Economic Development	5.1.1	Identify financial and policy incentives to preserve farming as an industry			✓			Lancaster Farmland Trust, Lancaster County Agriculture Preserve Board
Economic Development	5.1.3	Support the development and implementation of alternative energy generation systems in agricultural areas to provide local energy sources and additional income for farmers		✓				Solicitor, consultant
Economic Development	5.3.1	Revise zoning and design standards for the commercial district adjacent to the Manheim Auto Auction, and facilitate appropriate infrastructure investments to encourage new		✓				LCPC, Solicitor, Land Use and Urban Design Consultant

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Section	Item Number	Tasks for Penn Township	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
		investment and higher quality infill in this commercial corridor						
Transportation	6.1.4	Develop vehicular access management standards			✓			Traffic Engineer
Transportation	6.1.5	Adopt an official map reflecting planned and/or desired vehicular, mass transit and pedestrian improvements			✓			LCPC
Transportation	6.1.8	Improve the pedestrian network adjacent to the Borough			✓			Manheim Borough, LCPC
Water & Wastewater	7.1.2	Explore potential service consolidation strategies between Manheim Borough Authority and the Northwestern Lancaster County Authority			✓			Water and Wastewater Authorities
Water & Wastewater	7.1.3	Implement improvements to address areas identified in the Region's Act 537 Plans as sewer needs areas without increasing development pressures outside of the UGA			✓			Northwestern Lancaster County Authority, LCPC
Water & Wastewater	7.1.4	Limit extensions of water and wastewater lines beyond the designated urban growth areas		✓				Solicitor, Water and Wastewater Authorities
Natural Resources	8.1.1.2	Revise the land development codes to require stormwater retrofits in redevelopment and street rebuilding projects			✓			Solicitor, Township Engineer
Natural Resources	8.1.1.3	Incorporate Stormwater Best Management Practices in local development ordinances					✓	Land Development Code, Solicitor, Township Engineer

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Section	Item Number	Tasks for Penn Township	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Natural Resources	8.1.2	Pursue enhanced nutrient management regulations					✓	Water and Wastewater Authorities, Lancaster County Conservation District, Township Engineer
Natural Resources	8.1.4	Revise land use and development regulations to enhance preservation of riparian corridors and planting of riparian buffers along stream banks			✓			Solicitor, EAC, Planning Commission, LCPC, Environmental or Land Use Planning Consultant
Natural Resources	8.1.5	Revise land use and development regulations to encourage or require stream and floodplain preservation and/or reconstruction in new development and redevelopment projects			✓			Solicitor, EAC, Planning Commission, LCPC, Environmental or Land Use Planning Consultant
Natural Resources	8.1.7	Expand air quality management tools				✓		Solicitor, EAC, Planning Commission, Environmental or Planning Consultant
Natural Resources	8.1.8	Review zoning performance standards to ensure adequate protection for noise, air quality and glare			✓			Solicitor, EAC, Planning Commission, Environmental or Planning Consultant
Natural Resources	8.1.9	Consider including conservation subdivision standards in local Subdivision and Land Development Ordinances			✓			Solicitor, EAC, Planning Commission, LCPC, Environmental or Land Use Planning Consultant
Natural Resources	8.1.10	Consider the development of an Environmental Protection Overlay District			✓			Solicitor, EAC, Planning Commission, LCPC, Environmental or Land Use Planning Consultant, LCPC
Natural Resources	8.1.11	Consider establishing Effective Conservation Zoning			✓			Solicitor, EAC, Planning Commission Environmental or Land Use Planning Consultant, LCPC

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Section	Item Number	Tasks for Penn Township	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Community Character	9.1.1	Identify, designate and preserve scenic vistas			✓			LCPC, Planning Commission
Community Character	9.1.2	Identify rural roads that have a variety of users and develop road design standards that support movement of equipment and other needs of the Region's farms			✓			LCPC, Transportation Planning Consultant
Community Character	9.2.1	Complete a historic and cultural resources survey for the Region.			✓			LCPC, Historic Preservation Planning Consultant
Community Character	9.3.1	Include design guidelines and streetscape standards in zoning and subdivision ordinances to support compact development that is in character with rural and small-town lifestyles		✓				LCPC, Land Use and Urban Design Consultant
Education	11.2.2	Educate local students on issues affecting the Region					✓	Manheim Central School District

Tasks for Rapho Township

Section	Item Number	Tasks for Rapho Township	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Land Use	3.1.6	Explore the potential for a regional transfer of development rights program to assist in its ongoing protection of agricultural and natural resource lands			✓			Lancaster Farmland Trust, Lancaster County Agriculture Preserve Board, LCPC, Manheim and Mount Joy Boroughs
Land Use	3.1.6	Analyze and modify zoning in the Turnpike Interchange Area to be consistent with infrastructure capacity.		✓				Solicitor, Wastewater/Water Engineer, Planning Commission, Land Use Planning Consultant
Land Use	3.2.1	Revise zoning of vacant, residentially zoned land within the urban growth areas to be consistent with the average densities in the build out analysis		✓				LCPC, Solicitor, Planning Commission, Land Use Planning Consultant
Land Use	3.2.2	Review and revise residential zoning standards to ensure that they permit multi-family housing, infill development and redevelopment		✓				LCPC, Solicitor, Planning Commission, Land Use Planning Consultant
Land Use	3.3.1	Revise regulations for farm-based businesses to maximize their potential to preserve farming, farmers and farmland		✓				Solicitor, Lancaster Farmland Trust, Lancaster County Agriculture Preserve Board, LCPC
Land Use	3.3.2	Review zoning designations and regulations in rural areas to maximize protection of farming and farmland		✓				Solicitor, Planning Commission, Lancaster Farmland Trust, Lancaster County Agriculture Preserve Board, LCPC

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Section	Item Number	Tasks for Rapho Township	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Housing	4.1.2	Revise local ordinances and regulations to ensure the provision of adequate workforce housing in the Region			✓			LCPC, Solicitor, Land Use Planning Consultant
Housing	4.1.3	Explore a rental registration and occupancy license program to facilitate planning for and maintenance of rental housing stock in the Region			✓			LCPC, Solicitor, Code Enforcement
Economic Development	5.1.1	Identify financial and policy incentives to preserve farming as an industry		✓				Lancaster Farmland Trust, Lancaster County Agriculture Preserve Board, LCPC
Economic Development	5.1.3	Support the development and implementation of alternative energy generation systems in agricultural areas to provide local energy sources and additional income for farmers		✓				Lancaster Farmland Trust, Lancaster County Agriculture Preserve Board, LCPC, energy consultant
Transportation	6.1.4	Consider access management standards			✓			Traffic Engineer
Transportation	6.1.5	Explore development of an official map reflecting planned and/or desired vehicular, mass transit and pedestrian improvements			✓			Planning Commission
Water & Wastewater	7.1.3	Implement improvements to address areas identified in the Region's Act 537 Plans as sewer needs areas without increasing development pressures outside of the UGA		✓				Solicitor, Water and Wastewater Authorities, LCPC
Water & Wastewater	7.1.4	Restrict extensions of water and wastewater lines beyond the designated urban growth areas			✓			Solicitor, Water and Wastewater Authorities

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Section	Item Number	Tasks for Rapho Township	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Natural Resources	8.1.1.2	Revise land development code to require stormwater retrofits in redevelopment and street rebuilding projects			✓			Solicitor, Township Engineer
Natural Resources	8.1.1.3	Incorporate Stormwater Best Management Practices in local development ordinances		✓				Land Development Code, Solicitor, Township Engineer
Natural Resources	8.1.2	Pursue enhanced nutrient management regulations				✓		Water and Wastewater Authorities, Township Engineer
Natural Resources	8.1.4	Revise land use and development regulations to enhance preservation of riparian corridors and planting of riparian buffers along stream banks.			✓			Solicitor, EAC, Planning Commission, LCPC, Environmental or Land Use Planning Consultant
Natural Resources	8.1.5	Pursue stream and floodplain preservation and/or reconstruction in new development and redevelopment projects.			✓			Solicitor, EAC, Planning Commission, LCPC, Environmental or Land Use Planning Consultant
Natural Resources	8.1.7	Expand air quality management tools.				✓		Solicitor, EAC, Planning Commission, Environmental or Land Use Planning Consultant
Natural Resources	8.1.8	Review zoning performance standards to ensure adequate protection for noise, air quality and glare.				✓		Solicitor, EAC, Planning Commission, Environmental or Land Use Planning Consultant
Natural Resources	8.1.9	Consider including conservation subdivision standards in the Subdivision and Land Development Ordinance.			✓			Solicitor, EAC, Planning Commission, LCPC, Environmental or Land Use Planning Consultant
Natural Resources	8.1.10	Consider the development of an Environmental Protection Overlay District			✓			Solicitor, EAC, Planning Commission , LCPC, Environmental or Land Use

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Section	Item Number	Tasks for Rapho Township	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
								Planning Consultant
Natural Resources	8.1.11	Consider establishing Effective Conservation Zoning			✓			Solicitor, EAC, Planning Commission, LCPC, Environmental or Land Use Planning Consultant
Community Character	9.1.1	Identify, designate and consider preserving scenic vistas		✓				LCPC, Planning Commission
Community Character	9.1.2	Identify rural roads that have a variety of users and develop road design standards that support movement of equipment and other needs of the Region's farms		✓				LCPC, Transportation Planning Consultant
Community Character	9.2.1	Complete a historic and cultural resources survey for the Region					✓	LCPC, Historic Preservation Planning Consultant
Community Character	9.3.1	Include design guidelines and streetscape standards in zoning and subdivision ordinances to support compact development that is in character with rural and small-town lifestyles		✓				LCPC, Land Use and Urban Design Consultant
Education	11.1.1	Ensure that future school development is designed so that it becomes an integral part of the surrounding physical community fabric					✓	Manheim Central School District
Education	11.2.2	Educate local students on issues affecting the Region					✓	Manheim Central School District
Regional Coordination	12.1.1	Continue to evaluate need and cost for local provision of police service in Rapho Township		✓				Police Departments of Mount Joy and Manheim Boroughs, and Penn Township

Tasks for Manheim Borough

Section	Item Number	Tasks for Manheim Borough	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Land Use	3.2.1	Revise zoning of vacant, residentially zoned land within the urban growth area to be consistent with the average densities in the build out analysis		✓				LCPC, Solicitor, Planning Commission, Land Use Planning Consultant
Land Use	3.2.2	Review and revise residential zoning standards to ensure that they permit multi-family housing, infill development and redevelopment		✓				LCPC, Solicitor, Planning Commission, Land Use Planning Consultant
Land Use, Economic Development	3.2.3, 5.2.1	Revise downtown Manheim zoning and development standards to facilitate reinvestment in downtown homes and businesses and support redevelopment within the Borough		✓				LCPC, Solicitor, Planning Commission, Land Use and Urban Design Planning Consultant, MDDG
Land Use, Economic Development	3.2.4, 3.2.2	Develop a conceptual plan for the KOZ and Doe Run Road area that encourages redevelopment, takes advantage of rail access, identifies a potential truck/freight relief route and improves stormwater management for the area			✓			MAEDC, Penn Township, Planning Commission, LCPC, Urban Design and Planning Consultant
Housing	4.1.1	Stabilize older residential housing stock through effective code enforcement, zoning regulations and other programs to encourage ongoing investment		✓				Solicitor, Code Enforcement, Zoning Officer
Housing	4.1.2	Revise local ordinances and regulations to ensure the provision of adequate workforce housing in the Region				✓		Solicitor, Planning Commission, LCPC

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Section	Item Number	Tasks for Manheim Borough	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Housing	4.1.3	Develop and enhance rental registration and occupancy license program to facilitate planning for and maintenance of rental housing stock in the Region	✓					LCPC, Solicitor, Code Enforcement
Transportation	6.1.4	Develop access management standards				✓		Traffic Engineer
Transportation	6.1.5	Adopt an official map reflecting planned and/or desired vehicular, mass transit and pedestrian improvements		✓				LCPC, Planning Commission, MDDG, MAEDC
Transportation	6.1.8	Improve the pedestrian network within and around the Borough		✓				Planning Commission, MDDG, MCREC, Penn Township
Water & Wastewater	7.1.2	Explore potential service consolidation strategies between Manheim Borough Authority and the Northwestern Lancaster County Authority		✓				Water and Wastewater Authorities, Penn Township
Water & Wastewater	7.1.4	Prohibit extensions of water and wastewater lines beyond the designated urban growth areas					✓	Solicitor, Water and Wastewater Authorities
Natural Resources	8.1.1.2	Revise land development codes to require stormwater retrofits in redevelopment and street rebuilding projects		✓				Solicitor, Township Engineer
Natural Resources	8.1.1.3	Incorporate Stormwater Best Management Practices in local development ordinances			✓			Land Development Code, Solicitor, Township Engineer, LCPC
Natural Resources	8.1.4	Revise land use and development regulations to enhance preservation of riparian corridors and planting of riparian buffers along stream banks			✓			LCPC, Solicitor, EAC, Planning Commission, LCPC, Environmental or Land Use Planning Consultant

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Section	Item Number	Tasks for Manheim Borough	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Natural Resources	8.1.5	Revise development codes to encourage or require stream and floodplain preservation and/or reconstruction in new development and redevelopment projects.			✓			LCPC, Solicitor, EAC, Planning Commission, LCPC, Environmental or Land Use Planning Consultant
Natural Resources	8.1.8	Review zoning performance standards to ensure adequate protection for noise, air quality and glare.					✓	Solicitor, EAC, Planning Commission Environmental or Land Use Planning Consultant
Community Character	9.2.1	Complete a historic and cultural resources survey update			✓			LCPC, Planning Commission, Historic Manheim Preservation Foundation, Cultural Resource Consultant
Community Character	9.2.2	Strengthen the Manheim Borough historic district standards and guidelines to ensure the preservation of historic resources while supporting reinvestment					✓	LCPC, Solicitor, Planning Commission, Historic Manheim Preservation Foundation, Cultural Resource Consultant
Community Character	9.3.1	Include design guidelines and streetscape standards in zoning ordinances to support compact development that is in character with rural and small-town lifestyles		✓				LCPC, Planning Commission, LCPC, Urban Design and/or Historic Preservation Planning Consultant
Community Services	10.2.1	Establish a different library facility capable of meeting long-term regional needs		✓				Manheim Library
Education	11.1.1	Ensure that future school development is designed so that it becomes an integral part of the surrounding physical community fabric					✓	Manheim Central School District
Education	11.2.2	Educate local students on issues affecting the Region					✓	Manheim Central School District

Tasks for Manheim Central School District

Section	Item Number	Tasks for Manheim Central School District	Implementation	Short-term	Medium-term	Long-term	On-going	Suggested Project Partners
Economic Development	5.1.1	Identify financial and policy incentives to preserve farming as an industry		✓				Lancaster County Farmland Trust, Lancaster County Agricultural Preserve Board, Rapho and Penn Townships
Transportation	6.1.8	Improve the pedestrian network within and around the Borough		✓				MDDG, MCREC
Education	11.1.1	Ensure that future school development is designed so that it becomes an integral part of the surrounding physical community fabric		✓				Borough, Urban Design and Planning Consultant
Education	11.1.2	Create continuing education opportunities for the Region's residents to meet adult education needs			✓			Area Community Colleges
Education	11.2.2	Educate local students on issues affecting the Region					✓	Municipal elected officials, staff presentations

Funding Sources

Some Plan recommendations will be implemented using existing municipal or School District resources; however many will be funded using a variety of outside technical assistance and grant resources. Lancaster County provides extensive technical assistance in the form of model codes, guidance documents and staff assistance. In addition, it provides some grant funding, as was provided to prepare this Plan. The Pennsylvania Commonwealth is another major funder of planning and implementation projects, though budget constraints can limit opportunities.

The following information was collected from the Commonwealth of Pennsylvania website. The Commonwealth's budget is routinely changing, and therefore it is necessary to contact the state and other funding sources to find more detailed and current information. The list below provides a general understanding of the funding that may be available over the life of the Plan.

Pennsylvania Department of Environmental Protection

Community Watershed Education Grants (WREN) - Supports community coalitions undertaking public education projects aimed at mitigating or preventing non-point source pollution in Pennsylvania watersheds. Eligible funding recipients include counties, municipalities, water and wastewater authorities, school districts, conservation district, and non-profit organizations. Average grant amount: \$4,500

Enactment of Ordinances and Implementation of Stormwater Management Plans - This program reimburses municipalities for costs incurred in the adoption or revision of ordinances or regulations and other actual administrative, enforcement, and implementation costs incurred in complying with the Pennsylvania Stormwater Management Act (1978 Act 167) and the companion regulation governing stormwater management grants and reimbursements (25 Pa. Code 111). Average grant amount: \$1,400.

Environmental Education Grants Program - The focus of the Environmental Education Grants Program is to support environmental education through schools, county conservation districts and other nonprofit conservation or educational organizations, including colleges and universities. Eligible applicants include counties, municipalities, water and wastewater authorities, school districts, conservation district, and non-profit organizations. Average grant amount: \$7,500.

Growing Greener Watershed Grants - The purpose of this program is to restore watersheds and streams. Eligible applicants include counties, municipalities, water and wastewater authorities, conservation districts, watershed associations and non-profit organizations. Average grant amount: \$95,000.

PEDA (PA Energy Development Authority) Grants - PEDA solicitations are varied and diverse. In general, PEDA provides grants, loan guarantees for alternative energy projects and related research referring to deployment projects, manufacturing or research involving the following types of fuels, technologies or measures: solar energy; wind; low-impact hydropower; geothermal; biologically derived methane gas, including landfill gas; biomass; fuel cells; coal-mine methane; waste coal; integrated gasification combined cycle, and; demand management measures, including recycled energy and energy recovery, energy efficiency and load management. Eligible applicants include counties, municipalities, authorities, school districts, non-profit organizations, corporations, legal business entities and partnerships between eligible applicants.

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Stormwater Management Planning and Implementation - DEP provides financial and technical assistance to counties for development and to municipalities for implementation, of watershed-based stormwater management plans under the Storm Water Management Act (1978 Act 167). The financial assistance consists of grants and reimbursements that cover 75% of the allowable costs for storm water management plans covered under the Act. Eligible applicants include counties and municipalities. Average grant amount: \$200,000.

Pennsylvania Department of Community and Economic Development

PA DCED funds a variety of economic and community development projects. The grant and financing tools listed below are just some of the types of projects that PA DCED will undertake. Most of the programs are included under its Single Application Program, which means that an applicant need only fill in one application and the Department will find suitable funding based on the application content.

Building PA - Financing for commercial and mixed use development in KOZ, brownfields, boroughs and low income areas.

Business in our Sites – Loans for improvements to get sites 'shovel ready' for development. Loans are 'patient' until the site is sold.

Cultural Activities, Exhibits and Expositions - Funds may be used to support facility enhancements, new construction and/or renovations, or for the development of marketing, advertising and public relations campaigns to build attendance. Other eligible activities may include: film presentations, show case activities, workshops and symposia, special promotions, preview events, open dialogs, pre and post viewing discussions, and familiarization programs. A primary goal of the program is to promote overnights stays. Applicants must, as part of the project narrative, explain how their project will meet this goal.

Community and Business Development Program - The Community and Business Assistance Program provides grants for community and business assistance projects that, in the judgment of the Department of Community and Economic Development, improve the stability of the community; promote economic and/or community development; improve existing and/or develop new civic, cultural, recreational, industrial and other facilities or activities; assist in business retention, expansion, creation or attraction; promote the creation of jobs and employment opportunities; enhance the health, welfare and quality of life of citizens of this Commonwealth; and meet all requirements of the DCED Single Application for Assistance.

Pennsylvania Department of Conservation and Natural Resources

PA DCNR provides grants for planning and development of open space, park facilities and trails and for the conservation of natural resources. Most of its grant programs fall under one four categories:

- Technical assistance to help build local, county, regional and statewide capacity to better develop and manage recreation and park facilities and to promote the conservation of natural resources through plan implementation, education and training
- Planning Projects that "lay the groundwork for future land acquisition, development and/or management of parks, recreational facilities, critical habitat, open space, natural areas, greenways, rails-to-trails, snowmobile and ATV trails and river/watershed corridors

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- Land Acquisition projects that involve the purchase and/or donation of land for park and recreation areas, greenways, trails, critical habitat areas and/or open space.
- Development projects that involve the rehabilitation and development of public parks, indoor and outdoor recreation facilities, rails-to-trails, snowmobile and ATV trails and facilities, as well as, greenways and river conservation projects
- Pennsylvania Recreational Trails funding, which is appropriated by the U.S. Congress through the federal “Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users” (SAFETEA-LU)

PENNVEST

PENNVEST has been empowered by Pennsylvania state law, [Pennsylvania Infrastructure Investment Authority Act 16 of 1988](#), to administer and finance the Clean Water State Revolving Fund (CWSRF) and the Drinking Water State Revolving Fund (DWSRF) pursuant to the federal Water Quality Act of 1987, as well as to administer the American Recovery and Reinvestment Act of 2009 (ARRA) funds. PENNVEST also finances, through the issuance of special obligation revenue bonds, water management, solid waste disposal, sewage treatment and pollution control projects undertaken by or on behalf of private entities.

Drinking Water, Wastewater and Storm water Loans and Non-Point Source Financing -

Primarily low interest loans (some grant funding available) to pay for costs associated with design, engineering, and construction of public or private owned drinking water or wastewater systems, non-point source pollution mitigation and municipal storm water projects.

On-Lot Sewage Disposal Loans – Low interest loans available to individuals to finance repair or replacement of their malfunctioning on-lot system for their primary residence.

Brownfield Redevelopment Loans - Low interest loans available for remediation of sites related to water quality benefits.

Growing Greener Grants - Supplemental grants available on a limited basis for systems with residential user rates. No separate application is necessary. Analysis is performed on each submittal for grant consideration.

Green Initiatives – Projects that promote and encourage environmental responsibility in our communities that are creative and innovative with green solutions for water quality management. These solutions can be as simple as installation of water barrels for water collection and re-use, to regional projects that reduce sediment and nutrient contamination of the Chesapeake Bay watershed by reducing storm water runoff from agricultural areas.

Pennsylvania Department of Transportation (PennDOT)

Transportation Enhancements, Federal Safe Routes to School, PA Hometown Streets/PA Safe Routes to School – The funding for these programs is currently unclear. It is likely that future transportation bills will include similar programs for funding streetscape, pedestrian, bicycle, traffic calming, transit and other transportation improvements. The Region should work with County and PennDOT staff to keep apprised of new transportation funding.

Lancaster County

Lancaster County Smart Growth Toolbox -- Lancaster County Planning Commission maintains the Lancaster County Smart Growth Toolbox. This toolbox is not a 'funding source' per se, but it includes up-to-date tools for implementing comprehensive plan strategies and goals. The toolbox provides model ordinances, program guidelines and other technical assistance that can save the Regional partners resources. In addition, case studies provide insights into finding funding and navigating various processes that might require a more creative approach than simply completing a funding application.

Urban Enhancement Fund – Provides funding for projects that directly relate to economic and community development in urban areas within urban growth areas. Projects can include infrastructure to support new development or redevelopment.

Circuit Riders Initiative and Activities – The County Planning Commission can provide technical assistance to build local capacity and assist in economic development planning.

Land Recycling Initiative – The County can provide technical assistance in completing environmental assessments on brownfield sites.

Municipal Transportation Grant Program – The County provides funds for construction and design to assist in local transportation projects.

Appendix A: Community Profile

Demographic Overview

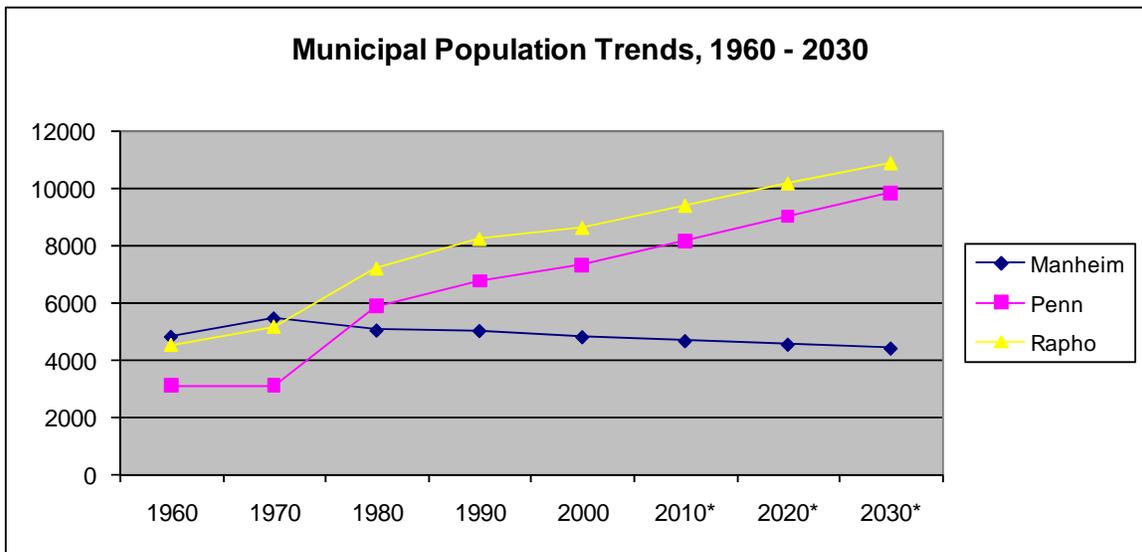
An understanding of the size and nature of the population of an area is essential to making decisions about land use, housing and the provision of services for residents. This section will present an overview of the characteristics of the current population, population and housing projections for the Region as well as a description of the housing in each municipality. Unless otherwise stated all data comes from the 2000 US Census.

Demographic Summary

The Manheim Central Region is characterized by a somewhat older and more affluent population with a modest minority presence and relatively lower education levels. The area saw substantial growth in the 1970s and 1980s, and it appears that the first decade of the 21st century will be one of growth as well. The influx of new residents is creating a more diverse population, though not a younger one.

Population Trends

The Region has seen marked growth in the past fifty years, and continued moderate growth is projected through 2030, which is the Lancaster County planning horizon. For much of the first part of the twentieth century the Region could be characterized as a rural, agricultural area, surrounding the small, urban municipality of Manheim Borough. However, as the graph below and **Table A1: Population Trends** indicate this description began to change as the last century drew to a close.



The population of Manheim Borough declined slightly, starting in the 1980s. The two townships, however, experienced sharp growth between 1970 and 1980, and Rapho Township continued this growth through the 1980s.

The projections shown below are from the Lancaster County Planning Commission. Based on these projections, the population of the two townships is likely to continue to increase at a steady rate while that in the Borough is anticipated to modestly decline.

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Table A1: Population Trends

	1960	1970	1980	1990	2000	2010*	2020*	2030*
Manheim	4,794	5,434	5,015	4,995	4,784	4,646	4,521	4,391
Penn	3,072	3,081	5,865	6,757	7,312	8,151	9,017	9,849
Rapho	4,484	5,121	7,157	8,188	8,578	9,355	10,132	10,844
Region	12,350	13,636	18,037	19,940	20,674	22,152	23,670	25,084

*Lancaster County Planning Commission

As Table A1 shows, the population of the Region is expected to double over the period 1960 to 2030. Penn Township, starting from a smaller base, will more than triple in population over the period, experiencing an increase of 6,777 persons. Rapho Township will increase by nearly 250 percent, growing by 6,360 in these projections. As noted, Penn Township's greatest gain came between 1970 and 1980 when almost 3,000 people moved to the Township. The rate of growth slowed sharply after that.

Recently released figures from the Pennsylvania State Data Center indicate that Lancaster County grew by some 28,000 persons between 2000 and 2007, a 5.9 percent increase. This was the fourth largest increase in the state, with Lancaster trailing only Chester, Berks and York Counties.

Figures from the Internal Revenue Service (based upon tax returns filed) indicate that approximately 7,200 people moved into Lancaster County from some other location within Pennsylvania, and about one-half of these people came from Chester, York and Berks Counties. Indeed, figures from a study that is part of the County's most recent HUD-mandated Consolidated Plan indicate that much of the Region's growth can be attributed to households moving from the City of Lancaster and other nearby areas to the Region.

Despite this growth, figures on the length of time people have resided in their homes reveal that the Region has a stable population base. **Table A2: Time in Residence** below indicates that almost two-thirds of households resided in the same structure in 1995 as they did in 2000. This compares to only 54 percent for the nation and 60 percent for the County.

Table A2: Length of Residence (1995 to 2000)

Residence	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
Same House	62.4%	64.2%	70%	65.5%	60.1%	63.5%	54.1%
Moved, Same County	29.2%	27.9%	24.9%	27.3%	27.2%	21.7%	24.9%
Moved, Same State	2.2%	4.7%	2.9%	3.2%	6.4%	7.6%	9.7%
Moved, Different State	5.3%	1.4%	2%	2.9%	4.9%	5.8%	8.4%
Moved from Elsewhere	0.9%	1.8%	0.1%	1%	1.3%	1.4%	2.9%

Households

In each of the municipalities approximately 98 percent of the population lives in households, with the remaining two percent in some type of institutional living situation. The percentage of households that are families exceeds the US figure of 68 percent in all three municipalities. The percentage of householders living alone is below the US figure (25.8 percent) in both Penn and Rapho Townships, and is 26.6 percent in Manheim.

The average household size of the three municipalities in 2000 was 2.66 persons. The average household size in the two Townships is slightly higher than the figures for the US (2.59) and for the Commonwealth (2.48) due to the presence of younger families. Manheim's average household size is 2.4, the lowest of the three. ESRI, a private firm that provides demographic and economic data, projects that household size for the three communities will decline to 2.54 persons per household in 2013, reflecting the aging of the population, which is discussed below.

Age Characteristics

Table A3: Age Characteristics shows the percentage of the population of the three municipalities and the Region by age cohort and compares these figures to County, state and national percentages. There are some noticeable differences among the municipalities and in comparison to County, Commonwealth and nation.

Table A3: Age Characteristics

Age Cohort	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
<5	5.9%	6.5%	6.7%	6.3%	6.9%	5.9%	6.8%
5-9	6.7%	7.4%	7.7%	7.3%	7.6%	6.7%	7.3%
10-14	7.8%	7.8%	8.2%	7.9%	7.7%	7%	7.3%
15-19	6.6%	7.1%	6.9%	6.9%	7.3%	6.9%	7.2%
20-24	5.6%	4.9%	5.1%	5.2%	6.2%	6.1%	6.7%
25-34	13.5%	11.6%	10.5%	11.9%	12.6%	12.7%	14.2%
35-44	16.8%	15.4%	17.5%	16.6%	15.7%	15.9%	16%
45-54	11.9%	15.1%	15.6%	14.2%	13.2%	13.9%	13.4%
55-59	5%	5.5%	5.4%	5.3%	4.8%	5%	4.8%
60-64	4%	4.1%	4.6%	4.2%	3.9%	4.2%	3.8%
65-74	8.9%	7%	7.3%	7.7%	6.9%	7.9%	6.5%
75-84	6.2%	4.9%	3.5%	4.9%	5.2%	5.8%	4.4%
85+	1.3%	2.7%	1%	1.7%	1.9%	1.9%	1.5%
%18+	75.4%	73.9%	72.9%	74.1%	73.4%	76.2%	74.3%
%21+	72.3%	70.1%	69.3%	70.6%	69%	72%	70%
%65+	16.4%	14.6%	11.7%	14.2%	14%	15.6%	12.4%
Median Age	37.6	38.4	37.9	38.0	36.1	38.0	35.3

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Though the average percentage of school-age persons is close to national figures, the percentage of young adults (ages 15 to 35) lags the national figures and even that of the state, especially in the 20-24 age cohort. From that cohort forward, the percentages are above the national figures. The result is that the Region has a median age higher than that of the nation, on par with that of the Commonwealth and above the County figure of 36.1 years. The percentage of seniors (65+) in the Region is slightly higher than that of the County, but still below the state figure. Interestingly, the Borough has the lowest median age, in part because of the relative strength of the age 20 – 44 cohorts and the small size of its senior cohort. Penn Township has a high percentage of the very elderly (85+) because of the presence of several retirement and assisted living facilities.

ESRI estimates and projections for 2008 and 2013 respectively, indicate that the numbers of youth will decline in all three municipalities over the period, while the percentages of seniors will increase overall. Both Penn and Rapho Townships are expected to see a noticeable increase in the age cohort of 60 to 64, as current residents “age in place.” The percentage of very elderly in Penn Township is anticipated to remain level, though that of Rapho will grow significantly. Manheim is expected to see the increase in the 60-64 age group as well as an increase in the very elderly. However, the Borough is projected to see a decrease in the percentage of persons aged between 64 and 84.

Overall, the population is increasing in size, but is becoming an increasingly older population. The number of young adults will remain small relative to the entire population according to these projections. Manheim will have the youngest median age (39.0) by 2013, and Rapho is expected to have the highest median age, despite the fact that an estimated 25 percent of the population will be under the age of 18.

Racial/ethnic Characteristics

The racial composition of the Region according to the 2000 Census is shown in **Table A4: Racial Characteristics**. As can be seen, the population is predominantly White with small percentages of Blacks, Asians and Other. The Hispanic population is also very small, relative to the US and Lancaster County figures.

Table A4: Racial Characteristics

Race	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
One Race	98.7%	99.5%	99.4%	99.2%	98.7%	98.8%	97.6%
White	96.4%	97.5%	97.7%	97.2%	91.5%	85.4%	75.1%
African-American	0.6%	0.8%	0.3%	0.6%	2.8%	10%	12.3%
Native American	0.1%	0.2%	0.1%	0.1%	0.1%	0.1%	0.9%
Asian	1%	0.7%	0.8%	0.8%	1.4%	1.8%	3.6%
Pacific Islander	-	0.1%	-	0.1%	-	-	0.1%
Other	0.6%	0.2%	0.5%	0.4%	2.9%	1.5%	5.5%
Two Races	1.3%	0.5%	0.6%	0.8%	1.3%	1.2%	2.4%
Hispanic (may be any race)	0.2%	0.9%	0.8%	0.6%	5.7%	3.2%	12.5%

However, the 2008 estimates from ESRI show increases in the percentages of Blacks, Asians and Hispanics. The latter group in particular has increased according to these figures, increasing by approximately 60 percent in Manheim and doubling in Rapho Township. The number of Hispanics is small, thus making the percentage increase significant. Projections indicate that the Hispanic population in both Manheim and Penn Township will double between 2000 and 2013, while it will almost triple in Rapho. Though the Region’s population will likely not become as diverse as that of the nation in the near future, the area is undergoing racial and ethnic change as the population continues to grow.

Educational Attainment

Educational Attainment figures are important to understanding many aspects of an area, especially assessing the types of jobs and industries that an area can support. The educational attainment figures for the three municipalities and the Region are shown in **Table A5: Educational Attainment**.

Table A5: Educational Attainment

Attainment	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
<9th Grade	7.4	9.5	8.4	8.4	9.3	5.5	7.5
9th - 12th, no diploma	16.0	14.6	14.5	15.0	13.4	12.6	12.1
HS Graduate	45.8	46.1	48.1	46.7	38.8	38.1	28.6
Some college, no degree	10.7	10.3	10.8	10.6	13.5	15.5	21.0
Associate degree	3.7	4.4	4.3	4.1	4.5	5.9	6.3
Bachelor's degree	11.2	11.5	9.2	10.6	13.8	14.0	15.5
Graduate or professional degree	5.3	3.6	4.7	4.5	6.7	8.4	8.9
% HS or better	76.6	75.9	77.2	76.6	77.4	81.9	80.4
% Bachelor's degree or better	16.5	15.1	13.9	15.2	20.5	22.4	24.4

These figures are very revealing. They show a very high percentage of high school graduates relative to state and national figures, and a high percentage of persons with some high school, but no diploma. At the same time, the percentages of persons with a post-secondary education are well below the national and state figures. Thus, the overall attainment level is low relative to state and national figures.

The explanation for this may be attributed to several factors. In part, it is reflective of the “brain drain” that many Pennsylvania and rural communities face as young people leave the area for better jobs elsewhere in the country. In addition, some residents note that young people graduate

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from high school and go to work in agriculture, feeling that they do not need or want further education. Another factor may be that many of the Region's older residents did not want or need higher education. Finally, in the Region's Mennonite and Amish communities, there is not a perceived need for education past the basics.

However, the influx of new residents may be changing this pattern. The 2008 estimates (there are no projections for 2013) show modest increases in the percentages of persons with post-secondary education, especially among those with a Bachelor's degree or better. This would reflect the influx of new, working age residents from other parts of the state or nation.

Housing Analysis

Number and type of Housing Units

In 2000 Manheim Borough had 2,075 housing units of which 1,989 (95.9 percent) were occupied. The same year, Penn Township had 2,671 housing units, of which 2,606 (97.6 percent) were occupied, and Rapho Township contained 3,185 units with 3,075 (96.5 percent) were occupied. Both homeowner and renter vacancies in all three jurisdictions were low (approximately 1.1 percent for owners and 4.0 percent for rentals) indicating a "tight" housing market at that time. The owner to renter ratio in Manheim is close to the national figure, but the two Townships have much higher percentages of owner-occupied units and correspondingly fewer rental units. (See **Table A6: Housing Ownership**)

Table A6: Housing Ownership by Percent

Units	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
Occupied Units	95.9%	97.6%	96.5%	96.7%	95.9%	91%	91%
Vacant	4.1%	2.4%	3.5%	3.3%	4.1%	9%	9%
Seasonal	0.2%	0.1%	0.4%	0.2%	0.4%	2.8%	3.1%
Owner-occupied	67.3%	77.1%	84.4%	76.3%	70.8%	71.3%	66.2%
Renter-occupied	32.7%	22.9%	15.6%	23.7%	29.2%	28.7%	33.8%

Table A7: Housing Units by Type shows the percentages of housing by types in the three municipalities, as of the 2000 Census. The average for the three municipalities is shown for each type of structure, but the difference between the Borough's urban nature and the rural/suburban nature of the Townships is clear; the Borough has a much greater percentage of multiple unit structures, as one would expect of an urbanized area. The prevalence of one-unit attached and two unit structures in Manheim reflects the historic architectural and building preferences in Lancaster County and Pennsylvania, as opposed to the use of the same structures nationwide.

Table A7: Housing Units by Type

Units in Structure	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
1-unit, detached	54.8%	71.4%	74.7%	67%	56.1%	55.9%	60.3%
1-unit, attached	19.8%	6.7%	4%	10.2%	18.9%	17.9%	5.6%
2 units	9.9%	3.6%	3.3%	5.6%	4.4%	5.2%	4.3%
3 or 4 units	8.5%	4.3%	1.1%	4.6%	4.9%	4.6%	4.7%
5 to 9 units	3.7%	1.5%	0.2%	1.8%	4.8%	3.4%	4.7%
10 to 19 units	2.1%	1.5%	4.6%	2.7%	2.5%	2.5%	4%
20 + units	-	1.9%	-	1.9%	3.7%	5.4%	8.6%
Mobile Home	1.3%	8.9%	12.2%	7.5%	4.7%	4.9%	7.6%
Boat, RV, van	-	-	-	-	-	0.1%	0.2%

Growth and Projections

Projections from ESRI show the continued growth in the number of housing units, paralleling the population increase. The ESRI figures show the percentage of vacant units to maintain the 2000 levels. Though the percentage of owner-occupied units will remain well above 70 percent in Rapho, the percentage of owner-occupied units will decline to about 70 percent in Penn Township by 2013 and get to almost the national percentages in the Borough by that year. This means that a number of rental units will come to market over this period. **Table A8: Housing Unit Projections** shows these projections in terms of numbers of units.

Table A8: Housing Unit Projections

YEAR	Manheim		Penn		Rapho	
	2008	2013	2008	2013	2008	2013
Total Housing Units	2,119	2,164	3,326	3,612	3,851	4,159
Owner Units	1,357	1,347	2,448	2,555	3,070	3,253
Renter Units	675	727	798	956	625	727
Vacant	87	90	80	101	156	179

These figures show an increase of about fifty new rental units in Manheim and Penn, and 100 new rental units in Rapho.

Age of Units

Though much of the housing stock in the Townships was constructed in the 1970s and 1980s, even that stock is now approaching twenty years in age and the earliest of 1960s vintage stock in Penn Township is now approaching fifty years. In addition to the over 20 percent of pre-1939

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housing in the two Townships, more than 50 percent of the Borough's housing stock is in this age group. The figures in **Table A9: Year Structure Built** imply that the three municipalities will need to consider expanding their housing rehabilitation and emergency repair programs, especially in light of the increasing age of the residents. Furthermore, the pre-1970s housing stock very likely has high concentrations of lead-based paint and programs to remediate this hazard will need to be continued and expanded.

Table A9: Year Structure Built (2000 Census)

Year/Period	Manheim	Penn	Rapho	Average	Lancaster	Pennsylvania	Nation
				of Combined			
1990-2000	4.1%	17%	13.6%	11.6%	16.7%	10.5%	17%
1980-1989	2.3%	17.7%	21.6%	13.9%	15.8%	10.1%	15.8%
1970-1979	6.7%	23.8%	24.6%	18.4%	15.1%	13.5%	18.5%
1960-1969	9.8%	10.5%	8.5%	9.6%	10.5%	11.4%	13.7%
1940-1959	27.2%	9.2%	9.2%	15.2%	16.5%	24.3%	20%
Pre-1939	50%	21.7%	22.5%	31.4%	25.5%	30.3%	15%

Housing Values

One of the reasons for the continued growth pressure in the Manheim Central Region, in addition to the perceived high quality of life, is the relative affordability of housing. The table below demonstrates that housing values in the two Townships were only eight percent higher than national and Lancaster County figures, though they were significantly higher than the state median. Values in the Borough were higher than those of the state, but were still lower than those of the County. Fifty percent of homes were valued at between \$100,000 and 150,000. Less than one percent of homes were valued at over \$500,000, and none were priced over \$1,000,000.

In 2000 there were 5,944 owner-occupied units in the three municipalities of which approximately 50 percent have a mortgage. Almost 27 percent of owner-occupied units had mortgage payments of between \$1,000 and \$1,500. Only 94 units had a mortgage payment of more than \$2,000. The median mortgage payment was very close to state and national norms. Regional buyers were able to purchase a larger (median 6 rooms versus US median of 5.3 rooms), and likely newer, home for a payment in line with broader norms.

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Table A10: Housing Value Comparison -- 2000

Value	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
<\$50,000	0.4%	0.9%	1.7%	1%	1.9%	15.1%	9.9%
\$50,000-\$99,999	46.5%	16.4%	17.8%	26.9%	29.1%	37.4%	30.4%
\$100,000-\$149,999	42%	59.4%	50.8%	50.7%	42.8%	24.3%	23.7%
\$150,000-\$199,999	9.3%	16.3%	17.2%	14.3%	15.8%	11.9%	14.6%
\$200,000-\$299,999	1.8%	4.3%	9.5%	5.2%	7.7%	7.4%	11.9%
\$300,000-\$499,999	-	2.2%	2.4%	2.3%	2.1%	2.9%	6.5%
\$500,000-\$999,999	-	0.6%	0.7%	0.65%	0.6%	0.8%	2.4%
>\$1,000,000	-	0%	-	0%	-	0.2%	0.6%
Median Value	\$103,000	\$124,100	\$128,000	\$118,367	\$119,300	\$97,000	\$119,600
Median Mortgage Payment	\$996	\$1,075	\$1,058	\$1,043	\$1,054	\$1,010	\$1,086
Owner Cost as % of HH Income 30-34%	7.2	8.4	5.7	7.1	6.3	5.7	6.0
Owner Cost as % of HH Income 35% or Greater	14.5	12.2	9.5	12.1	12.6	15.1	15.8

Looking forward, the ESRI estimates and projections present very telling numbers. Home values increased by 60 percent in the period 2000 to 2008, a fact of which many residents and potential home buyers are well aware. The projected increases between 2008 and 2013, however, are much more modest, in the range of three percent, as **Table A11: Housing Value Projections** shows.

Table A11: Housing Value Projections

YEAR	Manheim			Penn			Rapho		
	2000	2008 est.	2013 Proj.	2000	2008 est.	2013 Proj.	2000	2008 est.	2013 Proj.
Median Value	\$103,000	\$164,109	\$169,064	\$124,100	\$198,219	\$203,491	\$128,000	\$206,909	\$213,079
Increase %		\$61,109	\$4,955		\$74,119	\$5,272		\$78,909	\$6,170
Increase		59.3%	3.0%		59.7%	2.7%		61.6%	3.0%

These figures predate the collapse of the national housing bubble, and the value figures for 2013 may well be zero or even negative in light of recent events. However, it appears that the regional market was less impacted by the inflation of housing prices than many areas of the nation.

Affordability – Owner Market

As noted above, mortgage payments in 2000 were on par with state and national figures, and the percent of home owners who are “cost-burdened,” defined as paying more than 30 percent of income for shelter, is relatively low. In 2000 Penn Township had the highest percentage of owners who were cost-burdened (8.4 percent), and the average for the Region was 7.1 percent, one percentage point higher than the national figure. Figures for households spending more than 35 percent of income for shelter in each of the municipalities were lower than the state and national percentages.

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However, the picture has changed since the Census data was collected, in large measure because of the dramatic increase in housing prices over the past seven years. Housing prices have increased much faster than incomes, and affordability is an issue for residents seeking to purchase a home. Realtor.com indicates that the median asking price for a home in the Region has declined from \$234,900 to \$199,900. The estimated median household income is \$59,737 per ESRI. Using the National association of Realtors Affordability Calculator, a household at that income could afford a home valued at \$195,000 (monthly payments of \$1,400). This gap is approximately \$5,000, though that is based upon the household income at the median figure – many first-time buyers are at 80 percent of the median, creating a gap of approximately \$40,400.

It should be noted that to some extent housing prices are influenced by the external nature of the market. That is, households coming from outside the Region, may well see housing prices in the Region as affordable relative to prices in their area. This inflation of pricing in new homes also impacts the pricing of existing homes for sale, thus creating a situation in which all housing prices rise. The collapse of the housing “bubble” and increased standards for loans will very likely result in the decline of housing prices, though it may not make them entirely affordable.

Affordability - Rental Market

The situation is different for renters in the Region. **Table A12: Rental Unit Statistics** shows the structure of rents in 2000. There were 1,597 rental units in the three municipalities. Despite the relative paucity of rental units across the Region, the median rent was \$537, well below the national median. Well over one-half (59.2 percent) of the units rented for between \$350 and \$550. The next largest group (13.6 percent) rented for between \$550 and \$650. There were no rents over \$900, and 5.6 percent of households paid no cash rent. The percentages of households that were cost-burdened were at or below national figures in all three municipalities.

Table A12: Rental Unit Statistics – 2000

Rent	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
<\$200	1.5%	0%	3.9%	1.8%	2.8%	6.3%	5.2%
\$200-\$299	4.6%	4.2%	5.2%	4.7%	3.7%	6.6%	5.2%
\$300-\$499	28.8%	28.5%	32.1%	29.8%	27%	28.9%	22%
\$500-\$749	51.2%	50.8%	46.6%	49.5%	44.2%	33.7%	33.7%
\$750-\$999	9.3%	9.4%	5.7%	8.1%	13.1%	12.4%	17.2%
\$1,000-\$1,499	-	1.2%	-	1.2%	3.9%	4.8%	8.7%
>\$1,500	-	0%	-	0%	1.8%	1.5%	2.9%
No Cash Rent	4.5%	5.8%	6.5%	5.6%	3.6%	5.8%	5.2%
Median Rent	\$560	\$531	\$521	\$537	\$572	\$531	\$602
Renter Cost as % of HH Income 30- 34%	-	7.4	6.0	6.7	7.2	6.9	7.3
Owner Cost as % of HH Income 35% or Greater	26.5	26.5	15.5	22.8	25.4	28.6	29.5

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There appear to be few rental units on the market, but the price, even for the largest of units, is within the affordable range. The listed rent for a three bedroom unit was just over \$1,000, while the affordable limit for the median income is \$1,394. Figures from the National Low Income Housing Coalition, a very reliable source, indicate that rents in the Region are, in fact, lower than those of the County as a whole at all unit sizes.

Economic Analysis

Income

An overview of households by income is also useful to the understanding of an area. The educational attainment figures do not present a promising outlook for income levels, but, in this instance, those figures are misleading. The Region had a relatively high income level in 2000, as the **Table A13: Household Income** demonstrates.

Table A13: Household Income – 2000

Income	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
<\$10,000	5.3%	3.7%	4.3%	4.4%	5.8%	9.7%	9.5%
\$10,000- \$14,999	5.8%	4.8%	2.8%	4.5%	4.9%	7%	6.3%
\$15,000- \$24,999	14.2%	10.4%	9.8%	11.5%	11.9%	13.8%	12.8%
\$25,000- \$34,999	14.9%	13%	13.3%	13.7%	13.1%	13.3%	12.8%
\$35,000- \$49,999	22.2%	23.3%	19.7%	21.7%	19.7%	16.9%	16.5%
\$50,000- \$74,999	21.7%	27.1%	29.3%	26%	23.9%	19.5%	19.5%
\$75,000- \$99,999	10.2%	12.3%	11.1%	11.2%	10.9%	9.6%	10.2%
\$100,000- \$149,999	3.2%	4.8%	7.9%	5.3%	6.7%	6.6%	7.7%
\$150,000- \$199,999	0.8%	0.3%	1.1%	0.7%	1.6%	1.8%	2.2%
\$200,000+	1.7%	0.4%	0.7%	0.9%	1.5%	1.9%	2.4%
Median HH Income	\$41,856	\$47,205	\$50,063	\$46,375	\$45,507	\$40,106	\$41,994
Per Capita Income	\$21,276	\$18,719	\$20,412	\$20,136	\$20,398	\$20,880	\$21,587
% of Persons in Poverty	5.3	4.4	4.1	4.6	7.8	11.0	12.4

The income figures for the three municipalities show their relative affluence. The largest percentage of households (47.7 percent) earns between \$35,000 and \$75,000, and the median

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household income is 9.5 percent higher than the US figure. There are few wealthy households, but at the same time, there are few very low income households, and the average percentage of persons in poverty in 2000 was about one-third of the national figure. The per capita income figure was below the national figure, but the relatively higher number of persons per household increased the median household income figure.

ESRI projections for the three municipalities show a 2008 median household income of \$59,737, and a 2013 projection of \$67,122. The 2008 figure is greater than the rate of inflation for the eight year period, which means that incomes are rising consistently and well across the Region. Going forward, ESRI projects that incomes will rise almost three percent in Manheim between 2008 and 2013, two and one-half percent in Penn over the same period, but only 1.7 percent in Rapho.

Labor Supply

The supply of labor in an area is another key decision factor for expanding or relocating businesses. The labor supply in the Region appears to be tight for a number of reasons. The labor market, defined as those persons over the age of 16, was 15,789, according to the 2000 Census. Of this population, 11,386 persons were in the workforce, resulting in a labor force participation rate of 71.6 percent, a very high percentage relative to the state and nation. **Table A14: Labor Force Characteristics** shows these and other labor force statistics.

Table A14: Labor Force Characteristics

	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
In Labor Force	69.3%	71.4%	74%	71.6%	67.9%	61.9%	63.9%
All parents in labor force	86.6%	57%	58%	67.2%	55.7%	60.2%	58.6%
Work at home	4%	6%	7.5%	5.8%	4.8%	3%	3.3%
Commute Time to Work in Minutes	20	19.9	23.9	21.3	21.7	25.2	25.5

The percentage of participation in Rapho is especially high, though even that of Manheim, the lowest of the three, is well above the national figure. Manheim has a very high percentage of "all parents in the labor force," though the Township percentages are close to the national norm. The high percentage of persons working at home is reflective more of workers being employed in home based businesses (farms, small construction contractors and service establishments), than of the presence telecommuters. Commute time to work is low, indicating that most workers are employed in the immediate area.

The upshot of these figures is that high percentage of persons in the workforce, combined with the high percentage of persons of retirement age, indicates that there is little "slack" in the labor market. Many of the people in the labor market are currently working, and the pool of persons who might be induced to seek employment is likely small. Many of these persons likely are stay-at-home parents, disabled, or retired, and not available or interested, even with offers of training or a good wage.

Occupation and Industry

Closely related to the income figures are statistics for occupation and industry of employment for the Region. These data address wage and skills data in an indirect fashion, demonstrating what types of work experience and employment residents have. **Table A15: Percentage of Workers by Occupation and Industry** from the 2000 Census data, reveals that the three municipalities have a higher than average percentage of workers in agriculture and production and transportation occupations, and a significantly lower percentage of management and professional occupations. Sales and office occupations are below national figures, while construction is above the national percentage. The production/transportation figures reflect the strength of manufacturing in the entire Lancaster/York County area. The high percentage of persons in the construction occupations stems from the numerous smaller special trades contractors located in the Region, especially Rapho Township.

In terms of the industries in which residents work, agriculture clearly has a much higher percentage than even the County. Manufacturing and Wholesale are also very well represented in the Region, manufacturing having a fifty percent greater representation than the nation and the Wholesale Trade being twice the national figure. Retail Trades firms are also higher than the national percentage, though the Transportation industry, which is usually strong in proximity to manufacturing operations, is not as prevalent. Other industries, such as real estate, the arts, professional services, and even health and education are relatively weak in the Region in relation to national, state and County figures.

Table A15: Percentage of Workers by Occupation and Industry

Occupation	Manheim	Penn	Rapho	Average of Combined	Lancaster	Pennsylvania	Nation
Management/ Professional	23.3%	25.5%	23.8%	24.2%	28.1%	32.6%	33.6%
Service	14.8%	14.2%	13%	14%	13.9%	14.8%	14.9%
Sales & Office	24.9%	23.8%	21.1%	23.3%	24.9%	27%	26.7%
Farming, etc.	-	1.7%	2.5%	2.1%	1.1%	0.5%	0.7%
Construction	11.6%	8.1%	14.6%	11.4%	10%	8.9%	9.4%
Production/ Transportation	25.4%	26.7%	25%	25.7%	22%	16.3%	14.6%
Industry							
Agriculture	0.3%	5.4%	6.1%	3.9%	2.9%	1.3%	1.9%
Construction	8%	6.4%	10.9%	8.4%	7.7%	6%	6.8%
Manufacturing	24.2%	22.6%	19.4%	22.1%	22.5%	16%	14.1%
Wholesale	6.3%	9.2%	7.1%	7.5%	4.6%	3.6%	3.6%
Retail	13.4%	14.5%	14.1%	14%	13%	12.1%	11.7%
Transportation	2.1%	4.7%	4.8%	3.9%	4.3%	5.4%	5.2%
Information	1.5%	1.1%	1.5%	1.4%	1.9%	2.6%	3.1%
FIRE	3.6%	3.3%	3.3%	3.4%	4.4%	6.6%	6.9%
Professional & Management	4.6%	4.3%	5.4%	4.8%	6.7%	8.5%	9.3%
Education & Health	21.4%	17.2%	13%	17.2%	18.2%	21.9%	19.9%
Arts, Entertainment & Recreation	4%	5.4%	5.5%	5%	6.7%	7%	7.9%
Other Services	9%	5.4%	7.1%	7.2%	5.2%	4.8%	4.9%
Public Administration	1.6%	0.5%	1.8%	1.3%	2%	4.2%	4.8%

Consumer Spending

Despite their relative affluence, the residents of the Region are frugal. There is a tendency to dine out, and such meals are split between fast food and family restaurants. There is also a marked propensity to shop at convenience stores. Home entertainment appears to be much more common than going out to movies or concerts, as a surprisingly high percentage of homes have four or more televisions, and CD/DVD rentals are high, as is the purchase of DVD players. Travel is limited and vacations are modest. In contrast, spending on pets and home improvements is high.

Statistics from ESRI on the marketplace potential for the Region show that the area has an oversupply of auto dealers, building supply and appliance stores, as well as gasoline stations. This means that these establishments draw people from neighboring areas as customers. In contrast, the Region has relatively few health care and personal care stores, clothing stores, general merchandise and miscellaneous retail stores, and sporting and hobby outlets. This deficit was not raised in the several stakeholder meetings, and very likely does not represent a concern for area residents.

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However, the Region does have a significant deficit of eating places according to the statistics, and this observation was made several times in the course of stakeholder meetings. The desire for a wider range of “nicer” eating establishments represents an opportunity for some economic growth.

Appendix B: City of Lancaster Homeowner Rehabilitation Program Description

Source: City of Lancaster Website

The City of Lancaster Housing and Neighborhood Revitalization Unit administers a loan program to provide financial and technical assistance to rehabilitate eligible, substandard, owner-occupied, single family housing units in the City of Lancaster. Repairs are completed according to Lancaster City Housing Code.

City staff members interview and determine program eligibility, conduct a preliminary inspection, prepare cost estimates, assist in bidding to selected contractors and conduct the final inspection. Staff inspects for code compliance and completion of repairs.

Types of Improvement and Repairs Funded by the Program

- Heating Units
- Sewer Pipes/Plumbing
- Electrical Wiring/Smoke Detectors
- Roof Repair/Replacements
- Structural Problems
- Bathroom/Kitchen Repairs
- Reduction of Lead Paint Hazards
- Repairs to bring property up to Lancaster City Housing Code

Program Requirements

- All City accounts must be current (water/sewer, taxes, trash and municipal liens).
- Applicant must be deed holder and reside at the property for at least one year, have current homeowner's insurance and be current with mortgage obligations.
- A lien search and credit report is conducted and taken into consideration to determine eligibility.
- Property must be located within the City of Lancaster, have conditions requiring repair as per the housing code and/or HUD housing standards and be economically feasible to rehabilitate for less than \$25,000.

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2009 FAMILY INCOME GUIDELINES

(1/1/09-12/31/09)

Number of Persons in Family	<u>Extremely Low Income</u> Ceiling for the Lancaster SMSA (30% of Median Family Income)	<u>Very Low Income</u> Ceiling for the Lancaster SMSA (50% of Median Family Income)	<u>Low Income</u> Ceiling for the Lancaster SMSA (80% of Median Family Income)
1	\$14,150	\$23,600	\$37,750
2	16,150	26,950	43,100
3	18,200	30,350	48,500
4	20,200	33,700	53,900
5	21,800	36,400	58,200
6	23,450	39,100	62,500
7	25,050	41,800	66,850
8	26,650	44,500	71,150

* These figures are based on the U.S. Department of Housing and Urban Development (HUD) estimate for the Fiscal Year 2009 Median Family Income of \$67,400 for the Lancaster Standard Metropolitan Statistical Area (SMSA). The SMSA and the area covered by Lancaster County are identical. As required by statute, the definition of "Extremely Low Income" is tied to 30 percent of the median income, the definition of "Very Low Income" is tied to 50 percent of the median income, and the definition of "Low Income" is tied to 80 percent of the median income for the area. Using the median income, a four-person family income limit is calculated and adjustments then made for other family sizes.

Higher income limits apply to families with more than eight persons, although they are not shown because of space limitations. For each person in excess of eight, 8 percent of the four-person base should be added to the eight-person income limit (for example, the nine-person limit equals 140 percent of the relevant four-person income limit). All limits are rounded to the nearest \$50.

Two Types of Financial Assistance

1. Repayment Loans

- 0% Interest
- 15 years, 180 payments
- Repayment Loans are provided to homeowners who have incomes more than 50% and less than 80% of HUD's median income for the area

2. Forgivable Loans

- 10% of loan is forgiven annually.
- Forgiveness loan are provided to homeowners who are at the income level below 50% of HUD median income. This type of loan requires the homeowner to have resided in the property for 10 years. Every year, 10% of the loan amount is forgiven.
- Applicants who meet the criteria for the Homeowner Rehabilitation Program and are interested in applying, can download and complete the [Homeowner Rehabilitation Assistance application](#) (PDF) and mail it to:

City Of Lancaster
Attention: Housing and Neighborhood Revitalization Unit
120 North Duke Street
Lancaster, PA 17602
(717) 291-4730

Applications are placed on a waiting list once received until funding becomes available.

Frequently Asked Questions

What is a rehabilitation loan?

It is a zero percent (0%) loan from the City of Lancaster funded by HUD through the Housing and Community development Act of 1974 to rehabilitate owner-occupied properties.

What types of loans are available?

Depending on family size and income, homeowners may qualify for either a repayment loan or a forgiveness loan. Repayment loans are paid back monthly for a term of 15 years. Forgiveness loans allow for 10% of the total loan amount to be forgiven annually. A combination of the two types may also be arranged. The homeowner would pay a portion of the loan and the remaining portion would be forgiven over ten years. The homeowner must remain living in the property for the term of the loan.

What is the maximum amount available for a rehabilitation loan?

The amount of the repairs equals the amount needed to bring the property up to code. The maximum amount to be funded for the repairs is \$24,999 including any repairs made through the Critical Repair Program.

Who is eligible for a loan?

Owners who occupy the home, meet the current family income guidelines and all criteria as established by the Homeowner Rehabilitation Program and HUD.

Will a lien be placed on my property?

Yes. A Mortgage (lien), which is recorded at the Lancaster County Recorder of Deeds Office, will be placed on your property. When your loan balance is \$0.00, the lien will be satisfied.

What if I move or sell my property before the lien is satisfied?

The balance of your loan, whether a repayment or a forgiveness loan, will be due.

Can the property be located anywhere?

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To be eligible, the property must be within the city limits.

What kind of work may be done?

Any work needed to bring the property up to the current City of Lancaster Housing Code as adopted by Lancaster City Council.

What if the funds are not enough to bring my home up to these standards?

A determination is made by the Rehabilitation Specialist to ensure the property justifies rehabilitation within the allotted grant and loan maximum limits.

Who decides what work is needed?

The City of Lancaster's Rehabilitation Specialists will create a work write-up only including work that brings the property up to the current City Housing Code.

What if I have an emergency?

Contact our office. The Critical Repair Program is specifically designed to assist with emergency repairs.

Who will do the work?

The owner will choose contractors to bid on work as stated in the bid packet. If homeowners are not familiar with any contractors, the City staff will provide you with a list of licensed and lead trained contractors to choose from. Contractors may bid on work only if they meet specific qualifications. The contractors will bid on the work and you choose the contractor you want as long as they provide a responsible bid. Responsible bids are those that include all work as specified in the work write-up and must be within 15% of the Rehabilitation Specialists estimate.

Who will inspect the work?

The Rehabilitation Specialist and/or City Housing staff will make periodic inspections of all work performed.

How long does the rehabilitation work take?

The length of time depends on the amount of work necessary to bring your house up to the Rehabilitation standards. Work must begin within 30 days of signing the agreement with the contractor and must be completed within 90 days of signing the contract. Contract extensions may be given for change orders or for unforeseen setbacks such as in-climate weather.

Appendix C: Guidance for Creating a Regional Review Process for Developments of Regional Impact and Significance

Large developments, such as large shopping centers, major industrial parks, mines and related activities, office/business parks, storage facilities, large residential developments, regional entertainment and recreational complexes, hospitals, airports and other transportation facilities, which meet those thresholds listed below (or any others that the regional planning agency may determine), shall be regarded as Developments of Regional Impact and Significance (DRIS) and shall require special care and consideration during their review and approval process.

The host municipality shall effectuate this heightened attention by amending its development ordinances to include the policies below and any others that the regional planning agency may determine. These policies shall require extra circulation and notification by the host municipality so that neighboring municipalities and other agencies may thoroughly evaluate and have a better understanding of how the DRIS impacts their concerns over budgetary, economic, environmental, land-use, social and transportation issues.

Municipalities within the Manheim Central Region shall amend their respective subdivision and land development and/or zoning ordinances to include the following policies regarding DRIS:

- Before any municipality considers and approves a DRIS for new or expanded land development, subdivision or rezoning, the host municipality's governing body shall hold at least one public meeting. This meeting may be combined with other meetings as may be required by other provisions of a municipality's ordinances.
- The governing body of the host municipality shall determine if the municipality wants the DRIS to be (1) circulated for informational purposes only or (2) reviewed and commented on by the Regional Planning Agency. Until the Regional Planning Agency is operating the municipality would send materials to adjoining municipalities. Upon establishment of the Regional Planning Agency such agency shall notify the adjoining municipalities within 10 (ten) days of receipt of any information regarding a DRIS.
- If the host municipality decides to request review and comment then it shall circulate and notify, in writing, the Regional Planning Agency (until such agency is established individual municipalities and the Manheim Central School District shall be individually notified), and county planning agency, of its intention to consider a DRIS. A complete package of background documents and plans shall be provided to the Regional Planning Agency so that an evaluation of the DRIS and its potential impacts may be determined. Notice of the DRIS application or proposal shall also appear in the legal advertising section of a local newspaper of general circulation, once, a minimum of 30 days prior to the consideration and approval by the host governing body.
- In considering and reviewing a proposed DRIS, the governing body of the host municipality shall consider the comments of the Regional Planning Agency, the county, as well as the general public. These comments shall merely be advisory, and in no way binding on the decision of the host governing body.
- Those Regional Planning Agency (until such agency is established the adjacent municipalities and school district) and agencies who receive the complete package of background documents and plans shall be afforded 30 days from receipt of the package to

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return comments to the governing body of the host municipality in writing. The host municipality shall not officially approve a DRIS application until such comments have been received. If, however, comments are not returned within 30 days, the governing body of the host municipality may take action.

- The Regional Planning Agency reviews the proposal and either (1) makes comments or (2) decides that it will not make comments, and then notifies the host municipality and the other municipalities of that decision. If the Regional Planning Agency decides to make comments, those comments shall relate to the DRIS' general consistency with the Regional Comprehensive Plan, and to traffic/roadway improvements, utility locations and capacity, and other items to mitigate the impacts of the DRIS and to foster the use of neighboring lands in a manner that is consistent with the Manheim Central Region Comprehensive Plan. In conducting its review, the Regional Planning Agency may consult with the Lancaster County Planning Commission or other parties with relevant expertise. The Regional Planning Agency shall be guided by the definitions of "general consistency" and "consistency" in the Pennsylvania Municipalities Planning Code.
- DRIS shall include those uses that involve any of the following thresholds, either in the initial or ultimate cumulative phases: (these may be altered, added to, or subtracted from by the regional planning agency, when established)

DEVELOPMENTS INSIDE DGA	
USE	THRESHOLD
Airport	New or runway addition
Commercial/Retail	150,000 gross square feet
Entertainment, Recreational Facilities, Gathering Spaces and/or Attractions	100,000 gross square feet or 500 seating capacity or 100 acres or greater
Hospital and/or Health Care Facilities	150 new beds or more
Hotel/Motel	Greater than or equal to 200 rooms or 100,000 gross square feet
Industrial, Wholesale and/or Distribution	200,000 gross square feet or 400 employees or 100 acres or greater
Office	100,000 gross square feet
Quarries, Asphalt & Cement Plants, Mines	25 acres or greater
Residential	100 new lots or units
Schools	500 or more students

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Mixed Uses	More than 400,000 gross square feet or 100 acres or greater
Sanitary Landfills, waster handling facilities, prisons, juvenile detention facilities	All new developments or expansions
Other uses	Any development causing more than 100 acres of earth disturbance, projected to have more than 500 vehicle trips during the peak hour, projected to have more than 100 truck trips per day, and/or deemed by the host municipality to be a DRIS
DEVELOPMENTS OUTSIDE DGA	
USE	THRESHOLD
All uses listed within developments inside UGA and VGA	All requirements above, except for those listed below.
Residential	25 or more new lots or dwelling units
Other uses	Any development with more than 25 acres, more than 25,000 gross square feet, more than 100 parking spaces, more than 100 vehicle trips during peak hour, and/or deemed by the host municipality to be a DRIS.

NOTE: Gross square feet shall mean a structure(s) with that amount of gross square feet under roof.

The applicant of a DRIS and/or host municipality may utilize a per-review consultation with the host municipality and adjacent municipalities and agencies to help expedite the consideration of these types of plans through the approval process. The burden shall be on the applicant to coordinate and provide all necessary documentation.

The host governing body shall ensure that the DRIS is reasonably consistent with its comprehensive plan, as well as other planning documents for the municipality and region. Where significant inconsistencies are evident, an amendment application shall also be included as part of the DRIS application.

The host municipality shall provide copies of any action taken by the host municipality to the Regional Planning Agency (or the individual municipalities and school district until such agency is established.) The Regional Planning Agency shall provided copies of the action to the other municipalities.



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