



LANCASTER COUNTY  
**PLANNING**

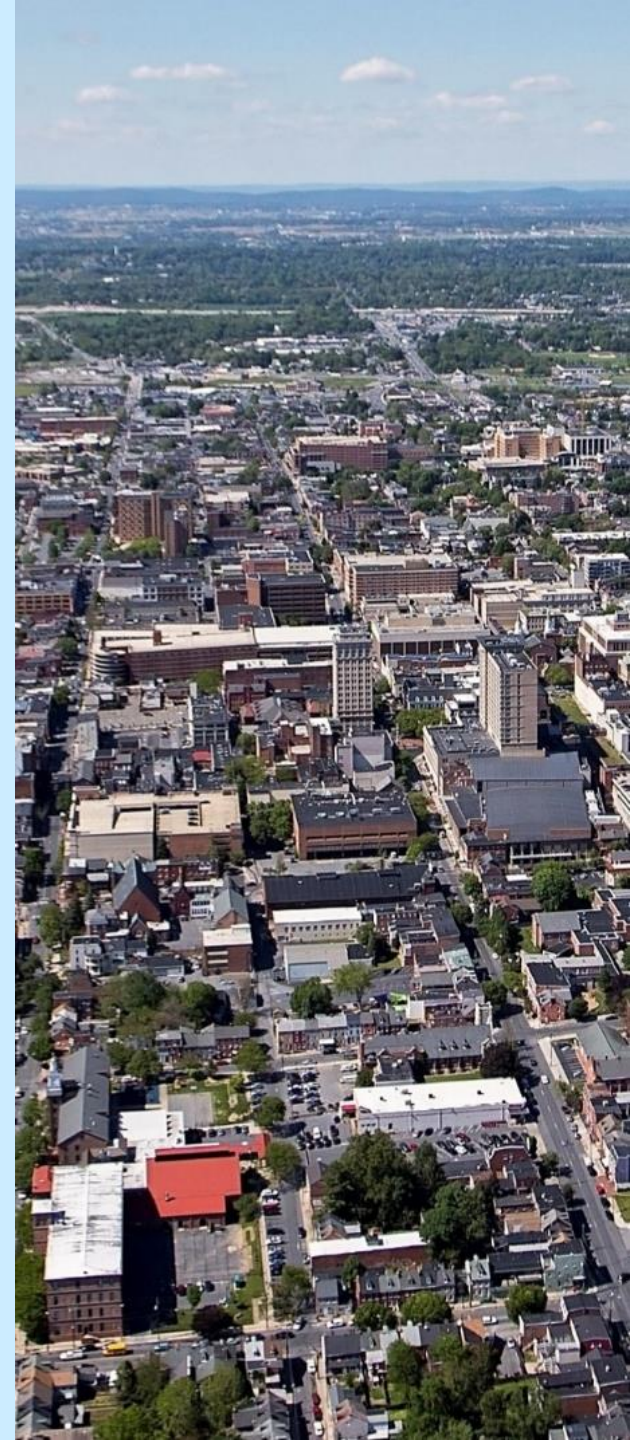
## Places2040: An Implementable Comp Plan

**Scott W. Standish**, Executive Director

**Kip Van Blarcom**, Director for  
Implementation & Outreach

**Alex Rohrbaugh**, Senior Planner

Lancaster County Planning Department  
Lancaster, Pennsylvania



# Introductions

- **Your presenters**
- **You!**

By a show of hands, which of you...

- Work in local government? County or state government? Nonprofits? Private sector?
- Have experience with comprehensive planning?
- See a comp plan in your future?

# Agenda



<b>Background</b>	<ul style="list-style-type: none"><li>• How places2040 got started</li><li>• Steps in the process</li><li>• End result</li></ul>	Scott
<b>Lessons Learned</b>	<ul style="list-style-type: none"><li>• Principles, anecdotes, and personalities from the front lines</li><li>• Your input (throughout)</li></ul>	Kip and Alex
<b>Wrap-up</b>	<ul style="list-style-type: none"><li>• What stands out to you? How can we apply these lessons in the future?</li></ul>	Scott



# Background

**Scott W. Standish**  
Executive Director

Lancaster County Planning Department  
Lancaster, Pennsylvania



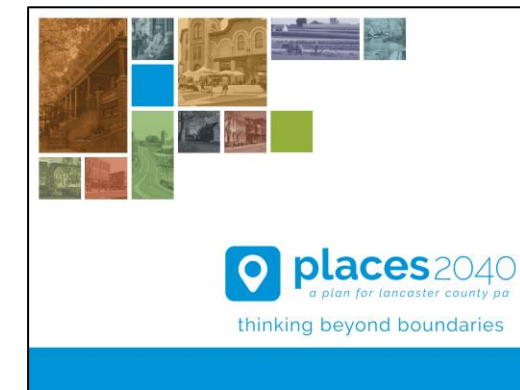
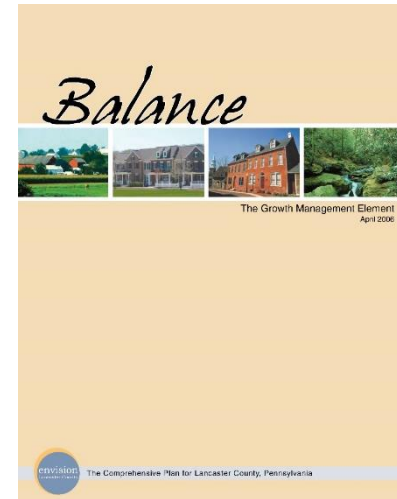
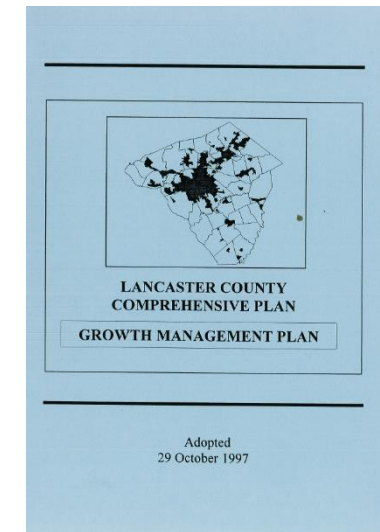
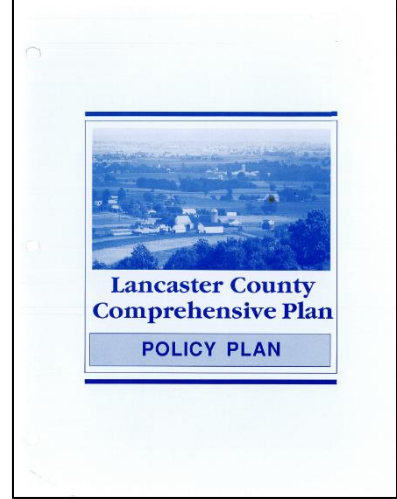
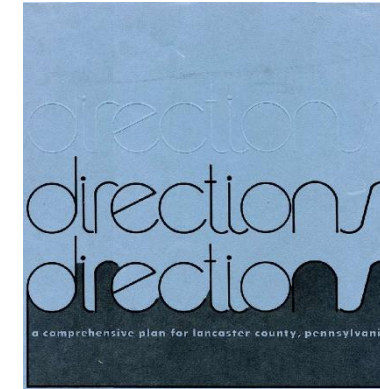




## LANCASTER COUNTY PLANNING

### A Long Tradition of Planning

1975	Directions
1991	Policy Plan
1997	Growth Management Plan
1999	Revisions
2005-12	Functional Elements
2006	Balance
2018	places2040







# Our Journey





Dan Marschka / LNP

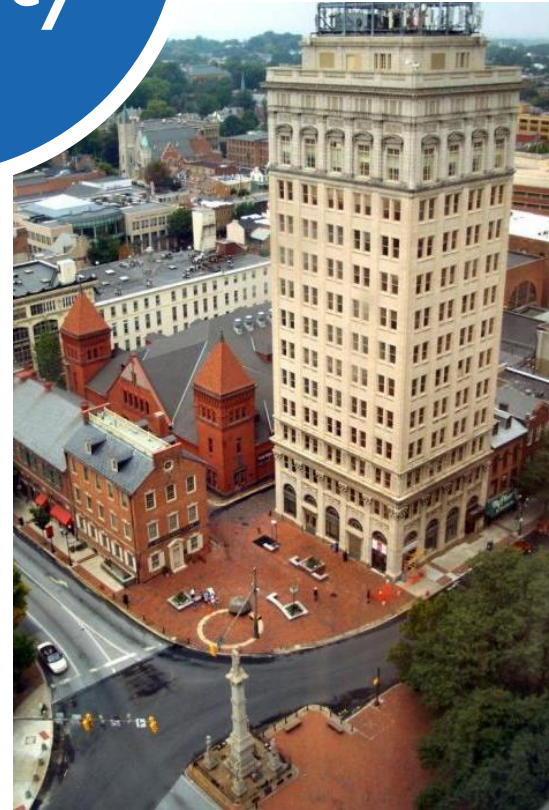
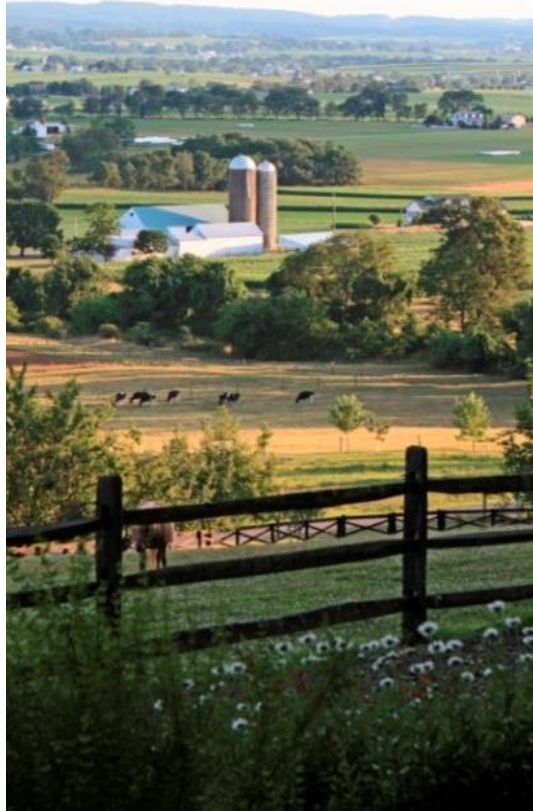


People  
&  
Place



We prepared places2040 because we wanted to keep Lancaster County special – to protect the unique identity of our people & place.

Our  
Identity

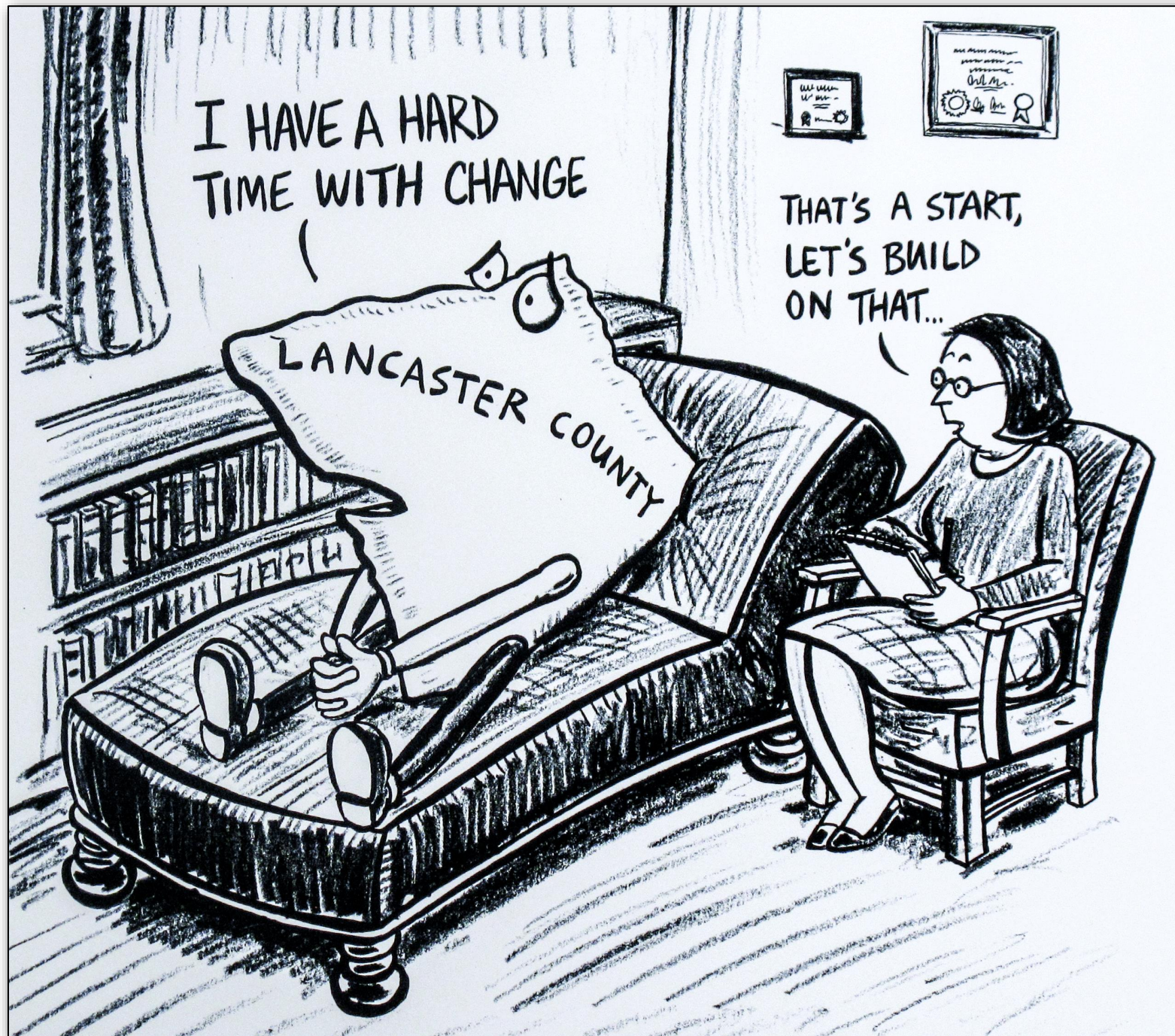






Along the way, we heard a lot of concerns about the county's future. Things were changing, and people were worried that we'd lose our character as a community.





I HAVE A HARD  
TIME WITH CHANGE

THAT'S A START,  
LET'S BUILD  
ON THAT...





There seemed to be a new sense of urgency.

There was a disconnect between what we wanted and what we were doing.





The good news is, **trend is not destiny!**

We can do things differently.





thinking beyond boundaries



# Guiding Principles

- Take a placemaking approach
- Involve all segments of community
- Integrate previous plans into one
- Focus on countywide issues
- Create a framework for regional plans
- Build on past planning efforts
- Coordinate with the region, state, and nation
- Present a 25-year vision







## Adopting the Plan

- The Lancaster County Board of Commissioners adopted the plan in 2018
- Moving forward, we'll be working with our planning partners to adjust our growth boundaries countywide
- From there, we'll be updating our Future Land Use and Transportation Map to reflect those changes

# Lessons Learned

**Kip Van Blarcom, AICP**

Director for Implementation & Outreach

**Alex Rohrbaugh, AICP**

Senior Planner

Lancaster County Planning Department

Lancaster, Pennsylvania





Tell a story.







## What's Your “Comp Plan Story”?

It's what you're doing to protect and enhance your community's quality of life.

It's a “show and tell” about what you're fighting for.



# It's All about Emphasis

“Loving it” and “making it better” are two sides of the same coin. It’s about where you put your time and money.

How do you incentivize what you want to see, and discourage what you don’t?





# The Places2040 “4-Part Process”



**What We Heard** – Public input



**What the Data Tells Us** – Reality check



**What We Need to Do Differently** – Policies;  
something other than “keep doing what we’re doing.”



**How We’ll Measure Our Progress** – How will we  
know if we’re successful?

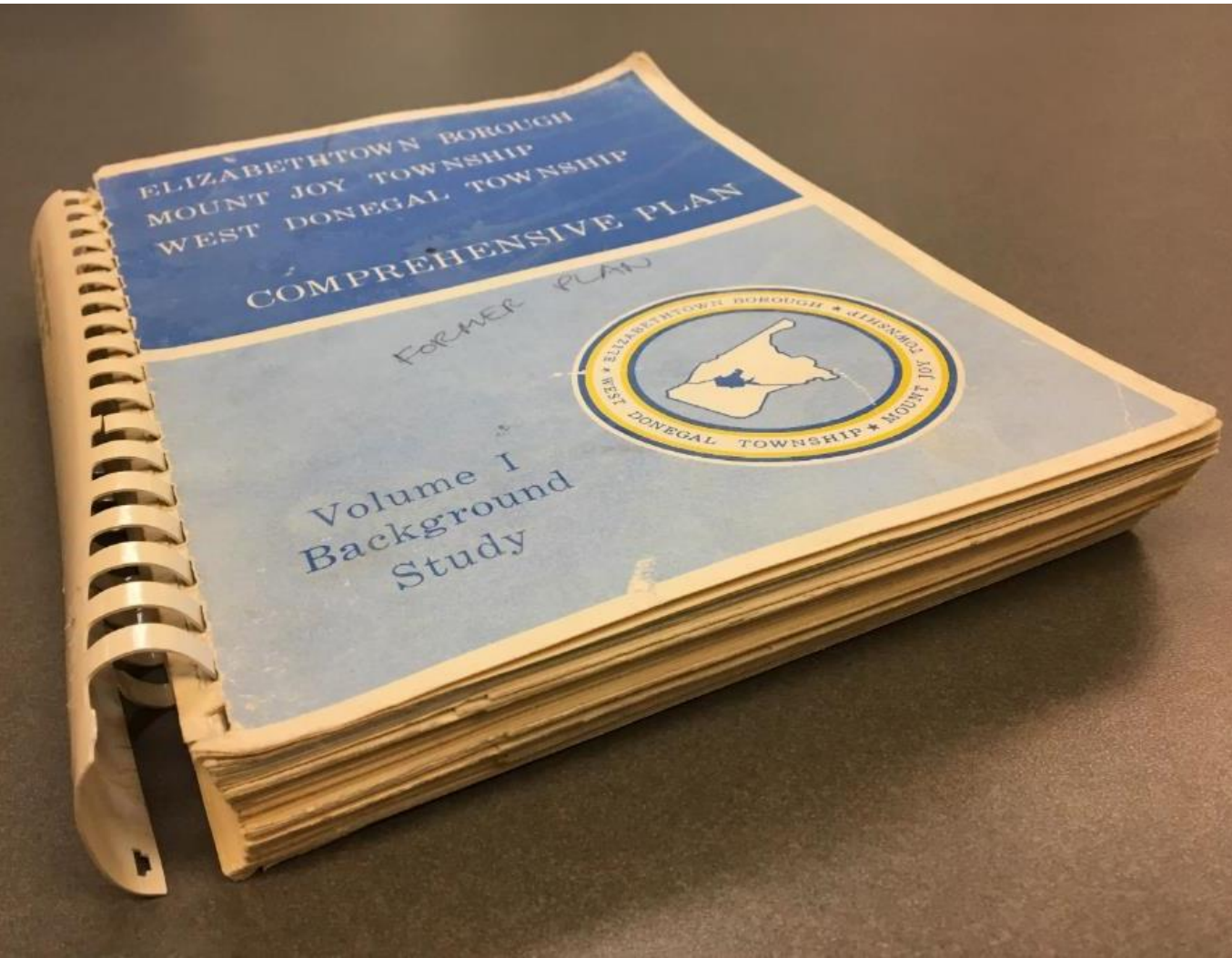
# Discussion

- What are you trying to protect or enhance in your community? What gives it a sense of place?



Don't write an encyclopedia.

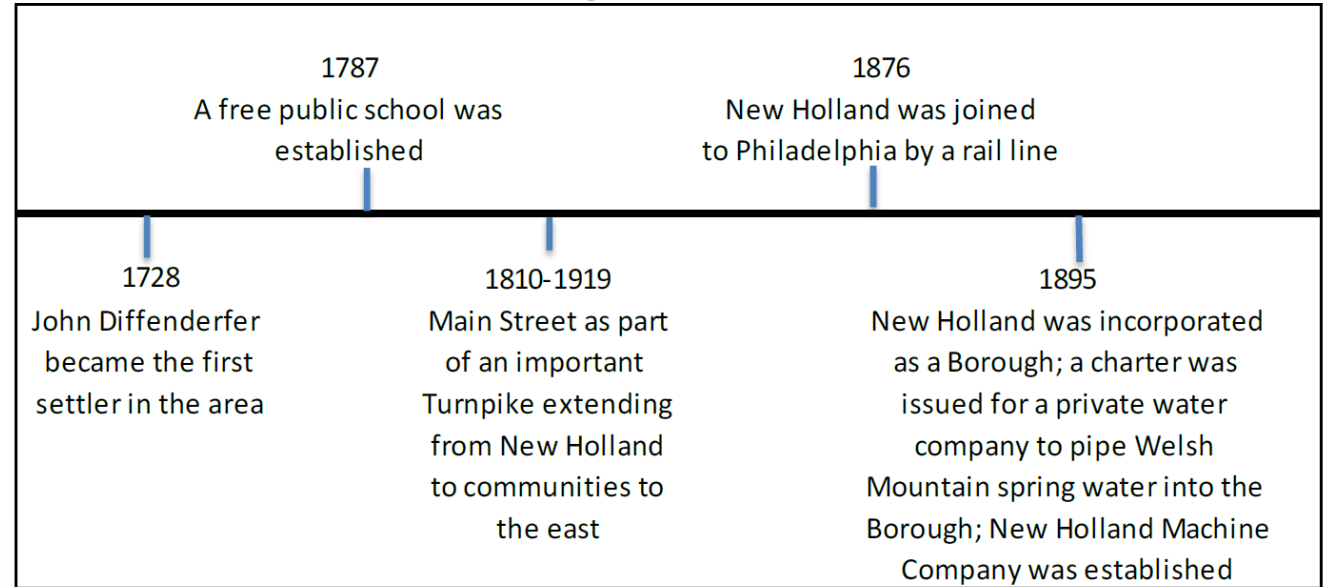
# What Comp Plans Used to Look Like





# Is It Relevant to Your Plan?

Figure 1



## *Introduction*

The ability to plan for the future is perhaps one of the most basic characteristics separating humans from animals. Most of us constantly visualize a better future, and plan for the things that are necessary to make that future possible. Governments and

## *Historical Context*

The Conestoga area was originally called "Conestoga Manor" by William Penn, reflecting the name of the Conestoga Indians, who were a sub-group of the Susquehannocks. All Susquehannocks are thought to have died by the 1700s due to disease, violence, or other causes.





## Creating Great Places

Great places are places where we're proud to live, work, learn, play, and visit. They're safe and attractive environments that improve our quality of life – and ensure the success and sustainability of our economy. When we create great places, we make it easier to achieve many of our other goals.

### What We Need to Do Differently

- Make our downtowns more vibrant, safe, and attractive
- Design communities that put people first
- Create a mix of uses in our communities and corridors
- Provide a greater supply and diversity of housing types to own and rent
- Find new and innovative ways to reduce congestion



## Connecting People, Place, & Opportunity

We need to work harder to connect people with each other and the places around them – students with schools, workers with jobs, and jobs with housing. Simply put, it should be easier for residents and visitors to get around. By maximizing connections, we make everything more efficient, and create more opportunities for interaction.

### What We Need to Do Differently

- Make our downtowns into regional hubs
- Create more places to hike, bike, play, and enjoy nature
- Make it easier for residents and visitors to get around without a car
- Connect housing, jobs, schools, transportation, and other destinations
- Intentionally cultivate, retain, and expand industry
- Maintain, attract, and retain a skilled workforce that earns a competitive wage
- Facilitate business partnerships



## Taking Care of What We Have

Our world-class farmland, urban places, and natural areas provide a strong foundation for our quality of life, and distinguish this place from any other. Stewardship of our heritage should be a priority, not just because we like the view, but because it makes the county more attractive to investment – particularly from visitors and prospective employers.

### What We Need to Do Differently

- Preserve large, contiguous areas of agricultural and natural land
- Preserve the farmer as well as the farm
- Improve water quality and work together on stormwater management
- Use existing buildings and maintain public infrastructure
- Promote entrepreneurship and help local businesses grow



## Growing Responsibly

We need to consider where development happens, when it happens, and what form it takes. By 2040, the data tells us we can expect about 100,000 new people to live here. To accommodate them, we need to improve the pattern of growth and ensure that we develop in a more compact, efficient, and fiscally responsible way.

### What We Need to Do Differently

- Grow where we're already growing
- Prioritize redevelopment and infill in Urban Growth Areas
- Manage the use of large tracts of vacant land in Urban Growth Areas
- Limit large-lot suburban development in rural areas
- Build more compactly and efficiently



## Thinking Beyond Boundaries

We need to think and act differently. We need to see places as they are, rather than dividing them up in traditional ways. Many of the issues we face aren't limited to municipal and school district boundaries. We need to approach challenges more collaboratively, cultivate leadership, and take our partnerships to the next level.

### What We Need to Do Differently

- Integrate place-based thinking into all future planning initiatives
- Break down the traditional silos that limit our effectiveness
- Make planning and regulation more efficient, consistent, and regional
- Keep ourselves accountable for the goals we've set

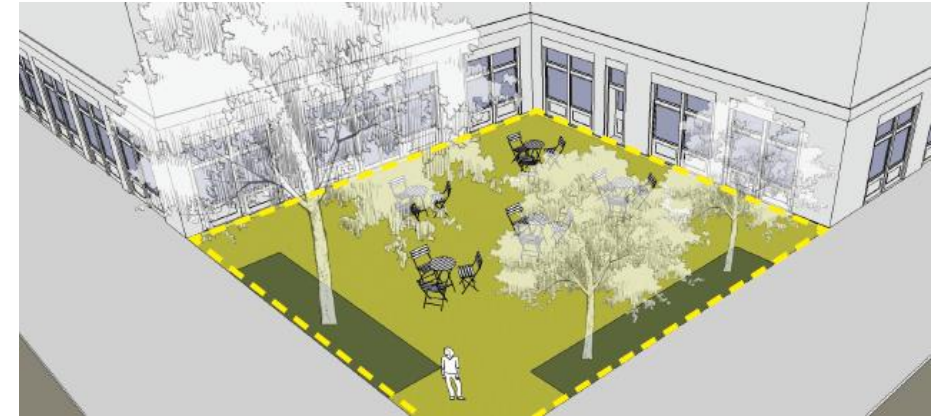
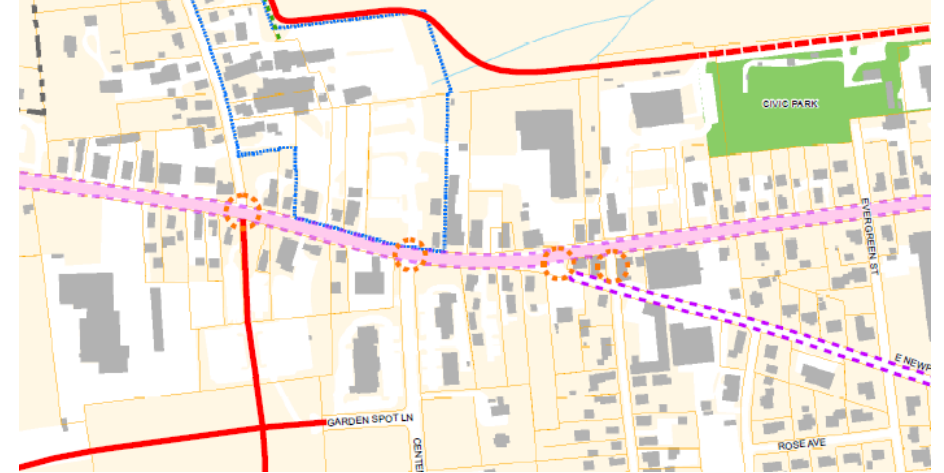




# Be Catalytic!

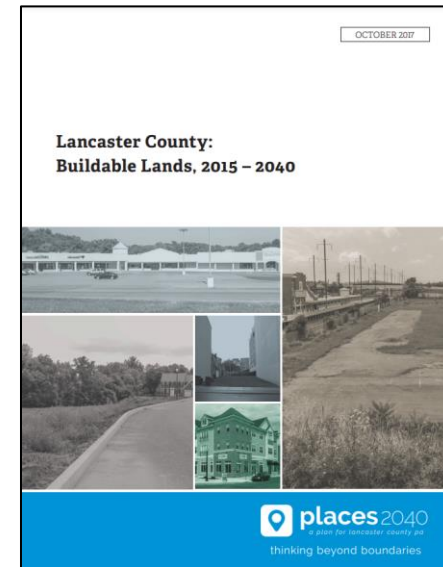
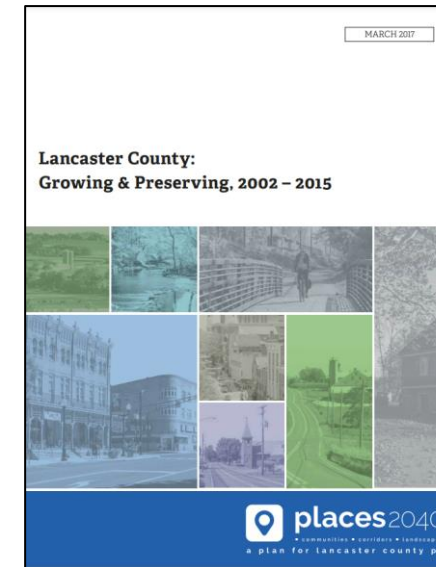
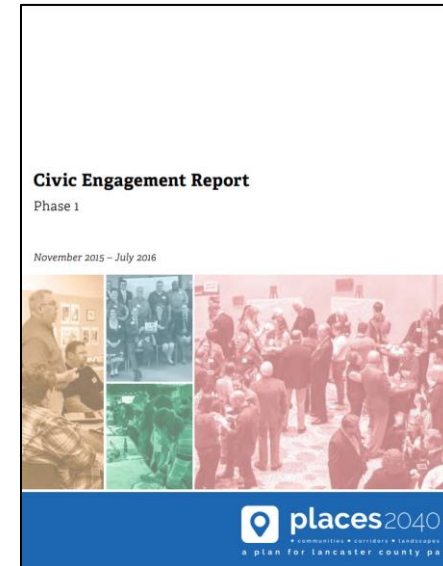
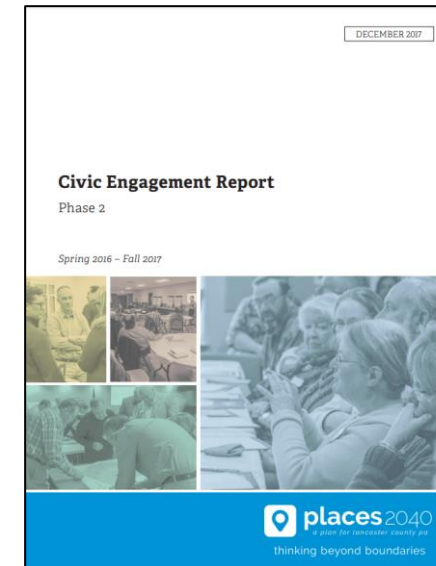
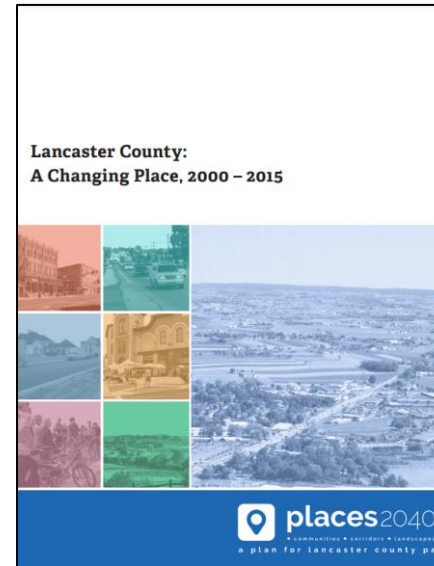
Places2040 focuses only on a handful of tools including:

- Simplify zoning
- Official maps
- Complete streets
- Infrastructure



# Where Are All the Facts?

During the places2040 process, we did a lot of analysis to support our policy goals. Rather than include it in the plan, we produced several background reports.





# Discussion

- Can you think of a time when you went overboard with facts at the expense of your message?
- At the other extreme, have you ever done a plan that didn't really say anything?

Engage a broader audience.





## Partners for Place

Traditionally, we saw state and local governments as our primary partners. With places2040, we involved the private and nonprofit sectors as well.

To do that, we brought together 27 regional, countywide, and city organizations to help us develop and implement the plan.



All of our vital systems  
depend on  
collaboration and  
working together. ”



places2040

• communities • corridors • landscapes

a plan for lancaster county pa



PARTNERS  
FOR  
PLACE



It's really important to  
the long-term  
economic vitality of  
Lancaster County. ”



# Engage in different ways!

Venue	Participants	Public Input Responses
Online survey tool	2,800	1,800
Kickoff event	150	90
CSG conversations	120	40
Lanc. Chamber YPN	90	50
Leadership Lancaster	75	60
LCAR	30	20
<b>Total</b>	<b>3,265</b>	<b>2,060</b>

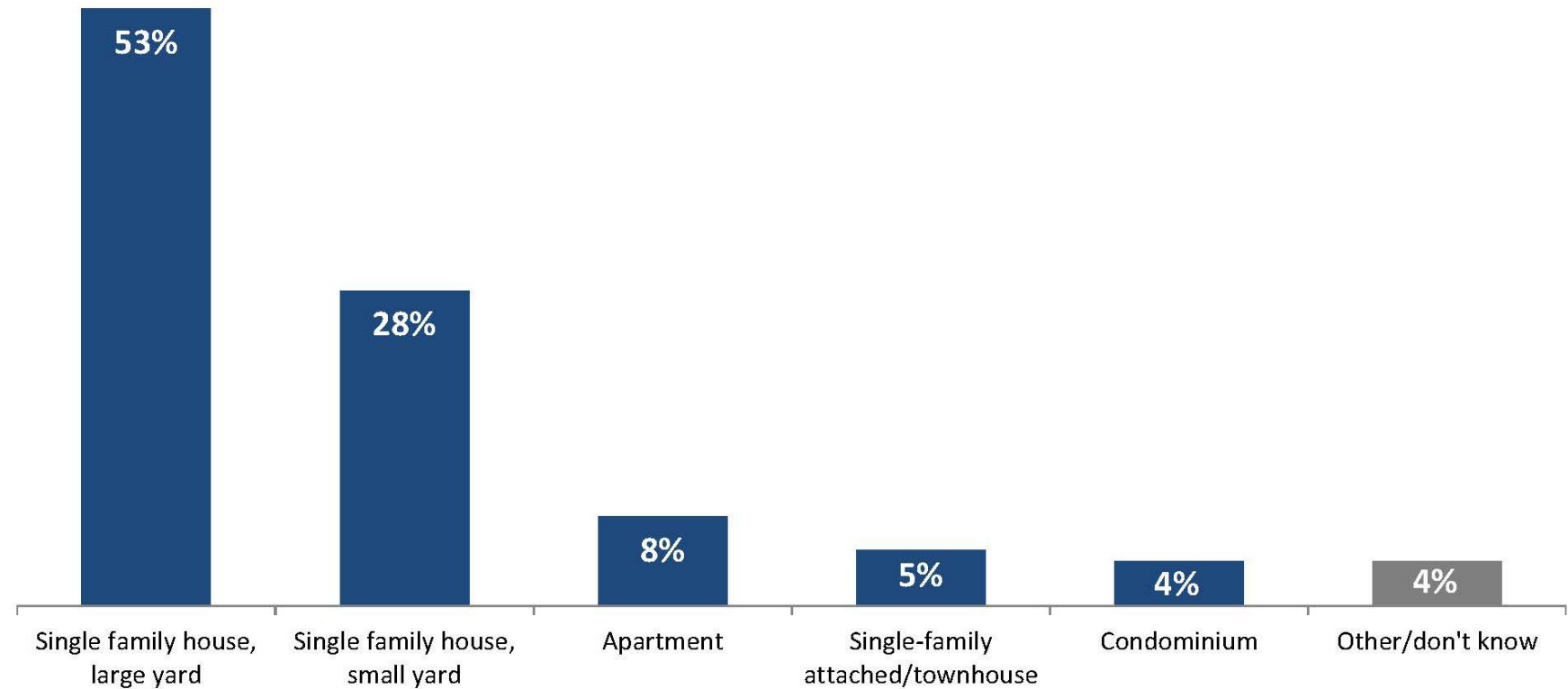


## Avoid False Choices

- Question assumes money and land are unlimited
- Is this even realistic?

## If They Could Choose, a Majority of County Residents Would Prefer to Live in a Detached House with Large Yard

*Very little change from 2019*



Q.9 And right now, if you could choose, which of the following would you PREFER to live in:

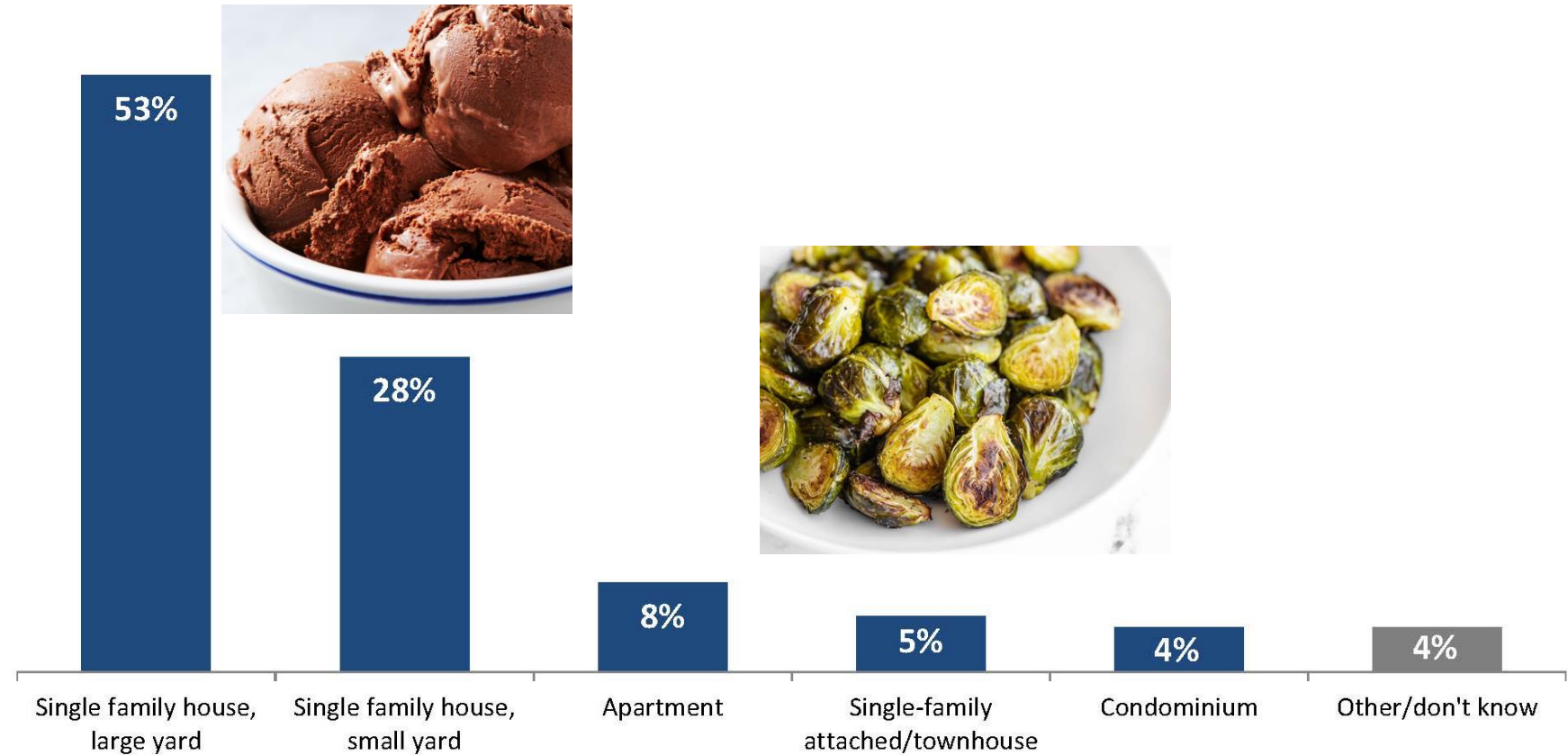


## Avoid False Choices

- People will almost always choose ice cream over brussels sprouts

# If They Could Choose, a Majority of County Residents Would Prefer to Live in a Detached House with Large Yard

*Very little change from 2019*



Q.9 And right now, if you could choose, which of the following would you PREFER to live in:

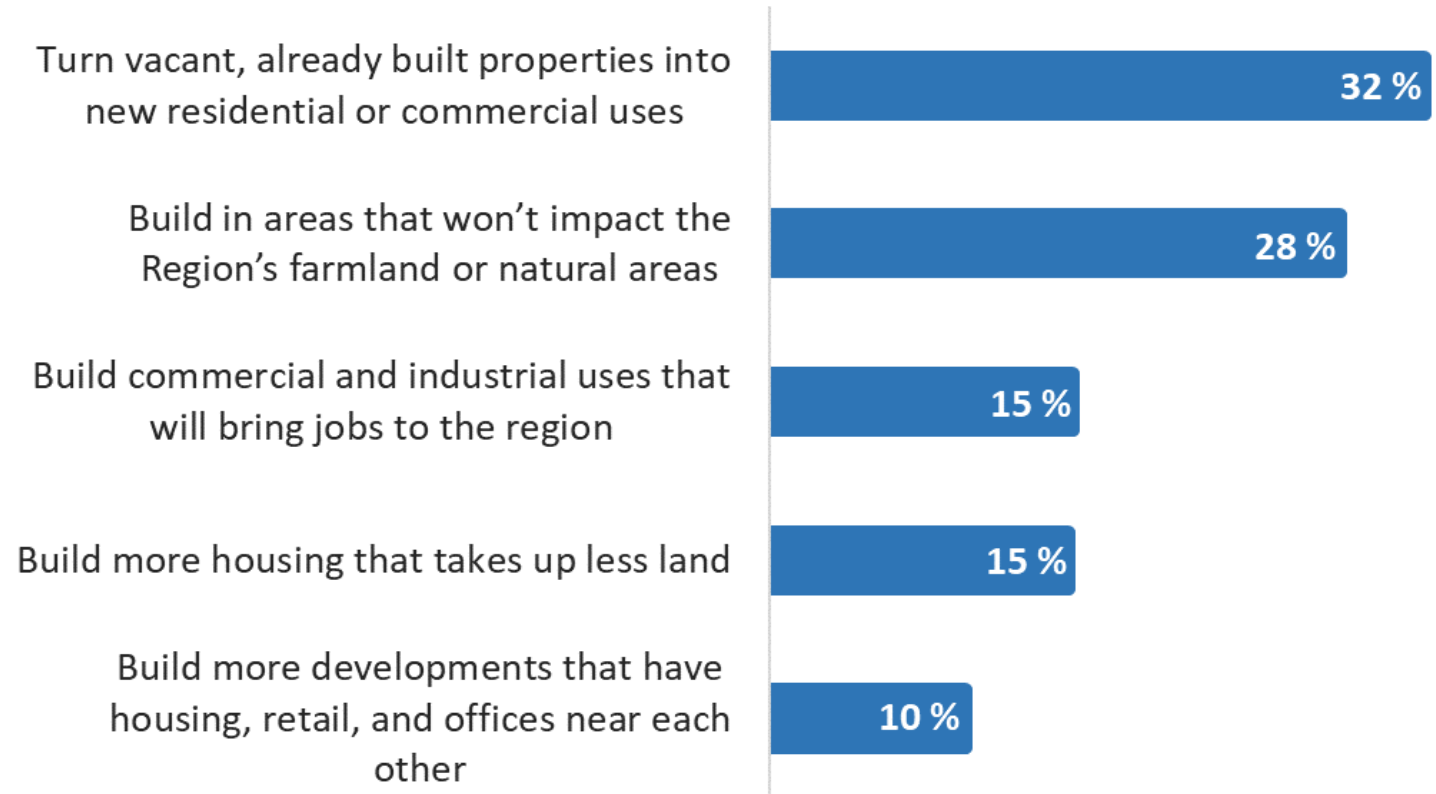
# Ask Realistic Questions

- Provide choices or have them rank key issues
- Surveys should take no more than 10 minutes

## Question 3:

Building places for new residents to live, work, and play can take many different forms.

Pick three (3) of the following that you think are the best fit for the Cocalico Region.





# Discussion

- In your community, who gets left out of planning discussions? Who shows up at meetings, and who doesn't?
- If you're doing a plan, how can you ensure that a representative sample of the community participates in the process?

Be strategic.



- Despite the term “comprehensive plan,” think strategically instead of comprehensively. Don’t plan for all time – consider a shorter timeframe. Focus on what’s needed today, and what works today.
- Comp planning is an art, not a science. Facts matter, but your vision should drive the process.
- Things don’t always fit into neat categories. Don’t go down a rabbit hole. If it’s not working, try something else.
- Set a reasonable deadline for finishing the plan.

See places as they really are.



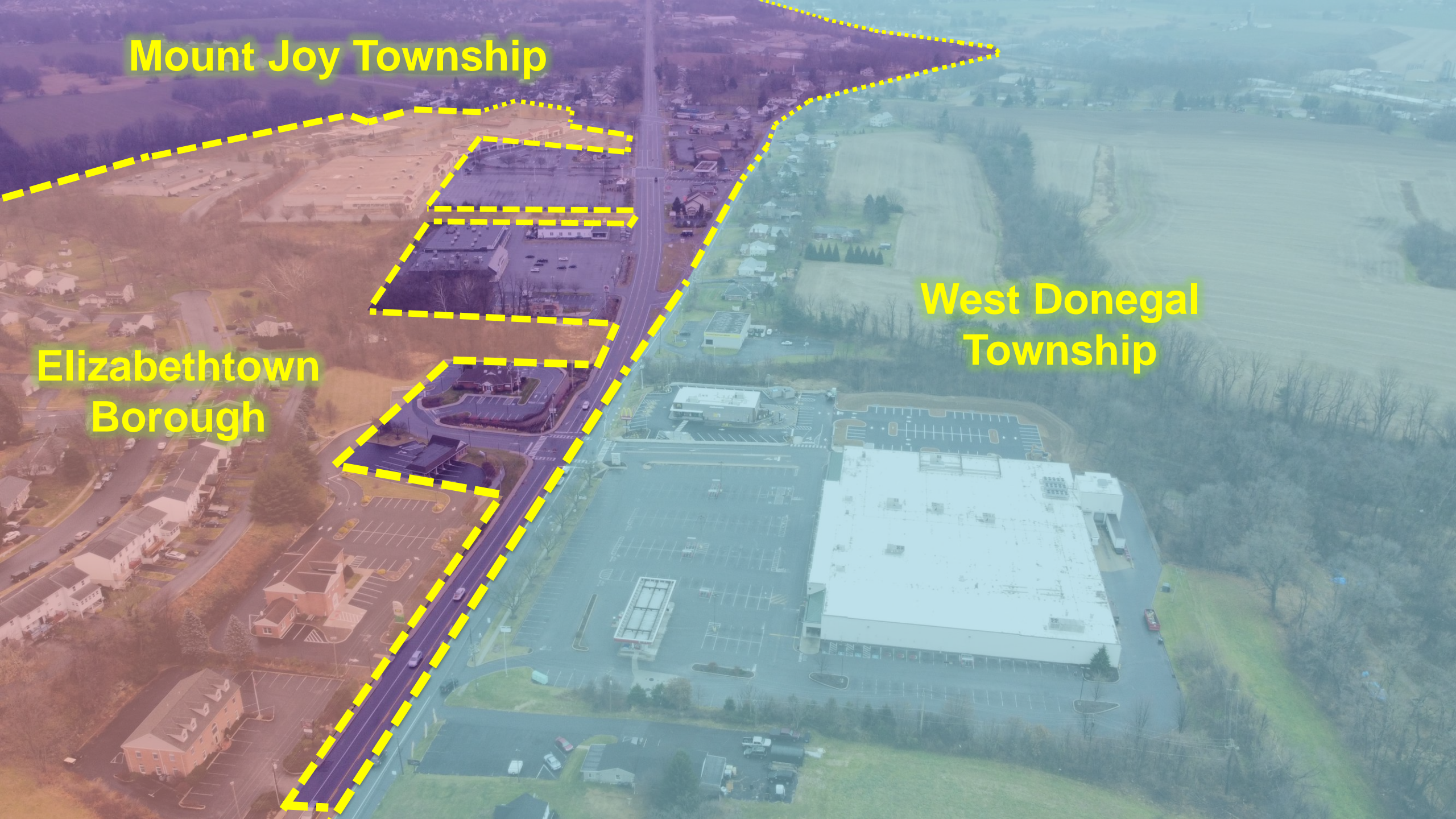




**Mount Joy Township**

**Elizabethtown  
Borough**

**West Donegal  
Township**







## Place-Based Thinking

In Lancaster County, we're looking at the land through the lens of:

- Communities, corridors, and landscapes
- Character zones

## Communities

Anything from a neighborhood to a metro area



## Corridors

Linear places: trails, roads, railroads, streams



## Landscapes

Large places with natural, historic, cultural character





# Character Zones

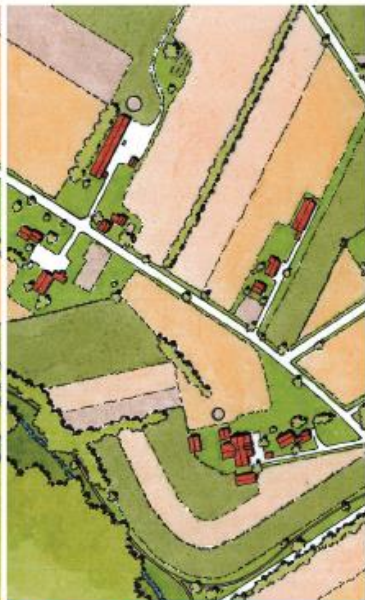
## COMMUNITIES

### CORRIDORS

### LANDSCAPES



Natural



Agriculture



Rural Community



Suburban



Urban



Urban Core



Special District



# Character Zones

## Natural

- Preservation
- Conservation

## Agriculture

- Preservation
- Conservation

## Rural Community

- Core
- Other Developed

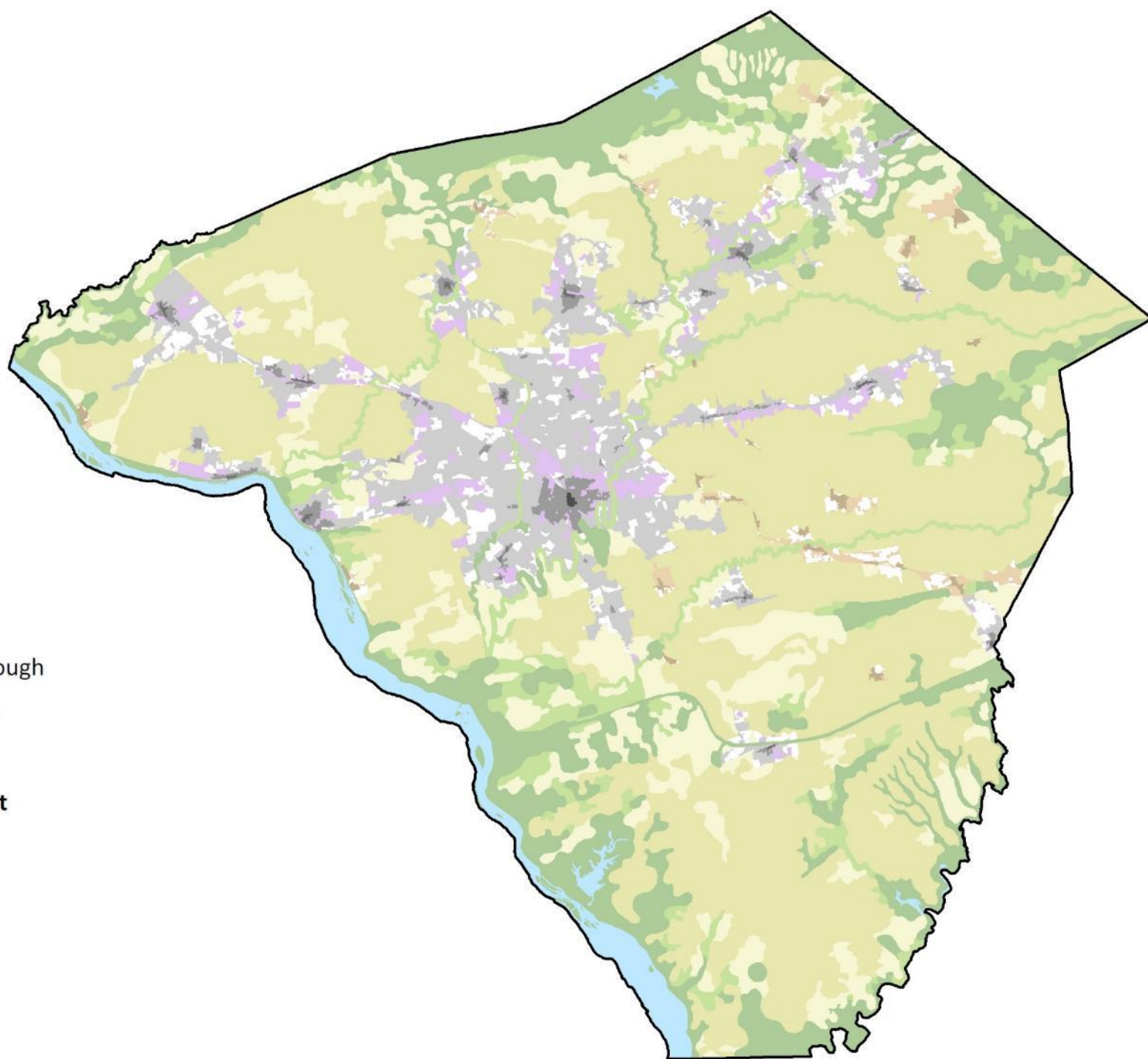
Suburban

Urban

## Urban Core

- Borough
- City

Special District





# Future Land Use and Transportation Map

## Character Zones

### Natural

- Preservation
- Conservation

### Agriculture

- Preservation
- Conservation

### Rural Community

- Core
- Other Developed

### Suburban

### Urban

### Urban Core

### Borough

### City

### Special District

### Buildable Land

## Priority Places

### Communities

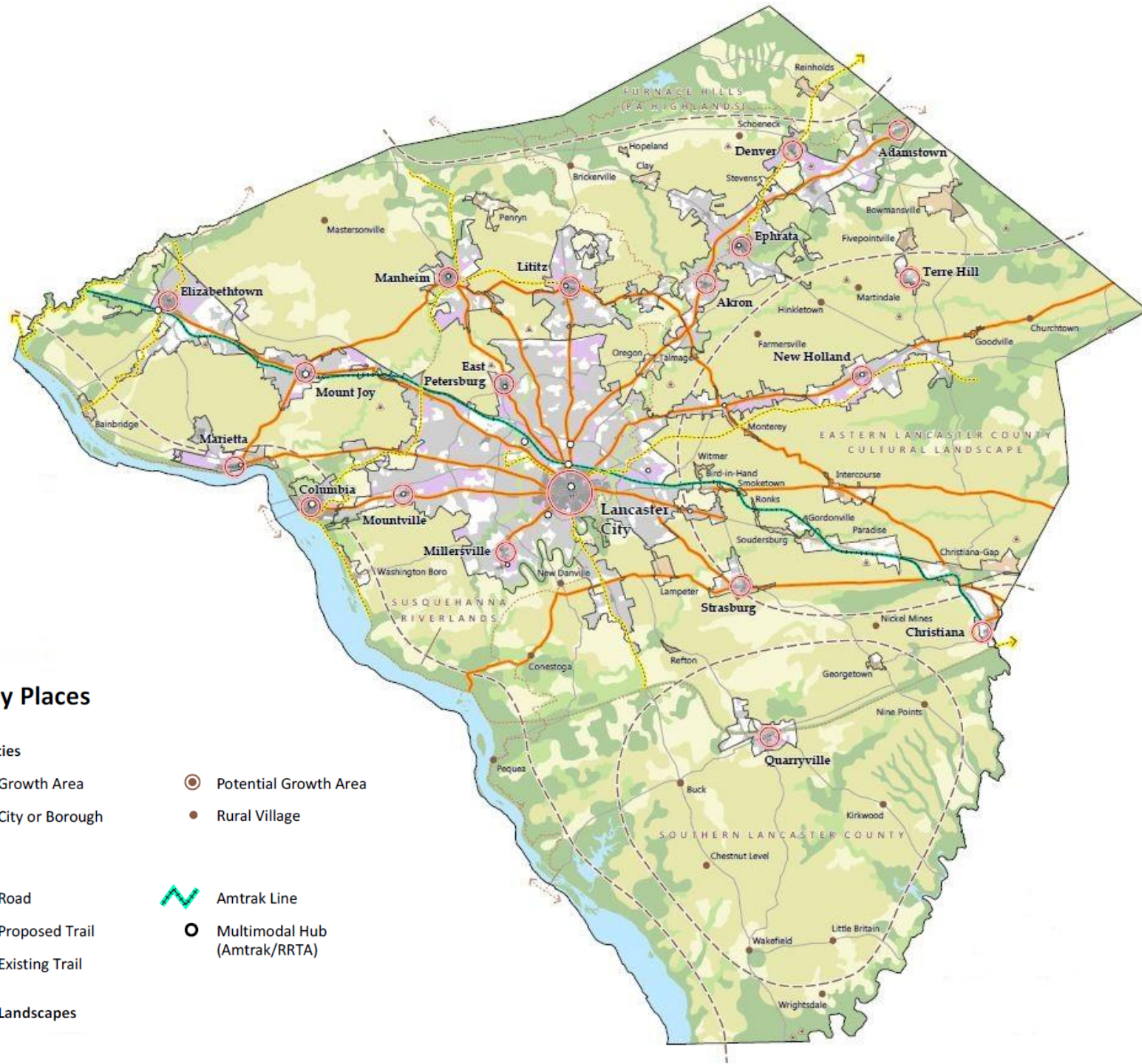
- Growth Area
- City or Borough

- Potential Growth Area
- Rural Village

### Corridors

- Road
- Proposed Trail
- Existing Trail
- Landscapes

- Amtrak Line
- Multimodal Hub (Amtrak/RRTA)



## Discussion

- In your community, how do boundaries get in the way of good planning? Think about your municipalities, zoning districts, school districts, water & sewer authorities, etc.



Understand the context.

# Workshops

All together, we held 6 sets of workshops in each of our planning areas. Participants included our staff and representatives from:

- Municipalities
- Water & sewer authorities
- School districts
- Partners for Place





## Purpose of the Workshops

In each set, we focused on one of the big ideas in the plan, and a couple of related policies.

Using tools including GIS and the census, we gathered data on a countywide basis and broke it down by region.

We used that data to identify areas of emphasis for our future planning efforts.

Feb.-Mar. 2020		Oct. 2020		Feb.-Mar. 2021	
Taking Care of What We Have		Growing Responsibly in <u>Urban</u> Areas		Growing Responsibly in <u>Rural</u> Areas	
Ag and natural land	Water quality and stormwater	Industrial land	Infill and reinvestment	Rural special districts	Rural residential zoning

May 2021		Oct.-Nov. 2021		March 2022	
Connecting People, Place, & Opportunity		Creating Great Places		Summit: <i>Lancaster 2040: Thinking Beyond Boundaries</i>	
Jobs, housing, and transportation		Housing choice	Placemaking	Consistent planning & regulation	

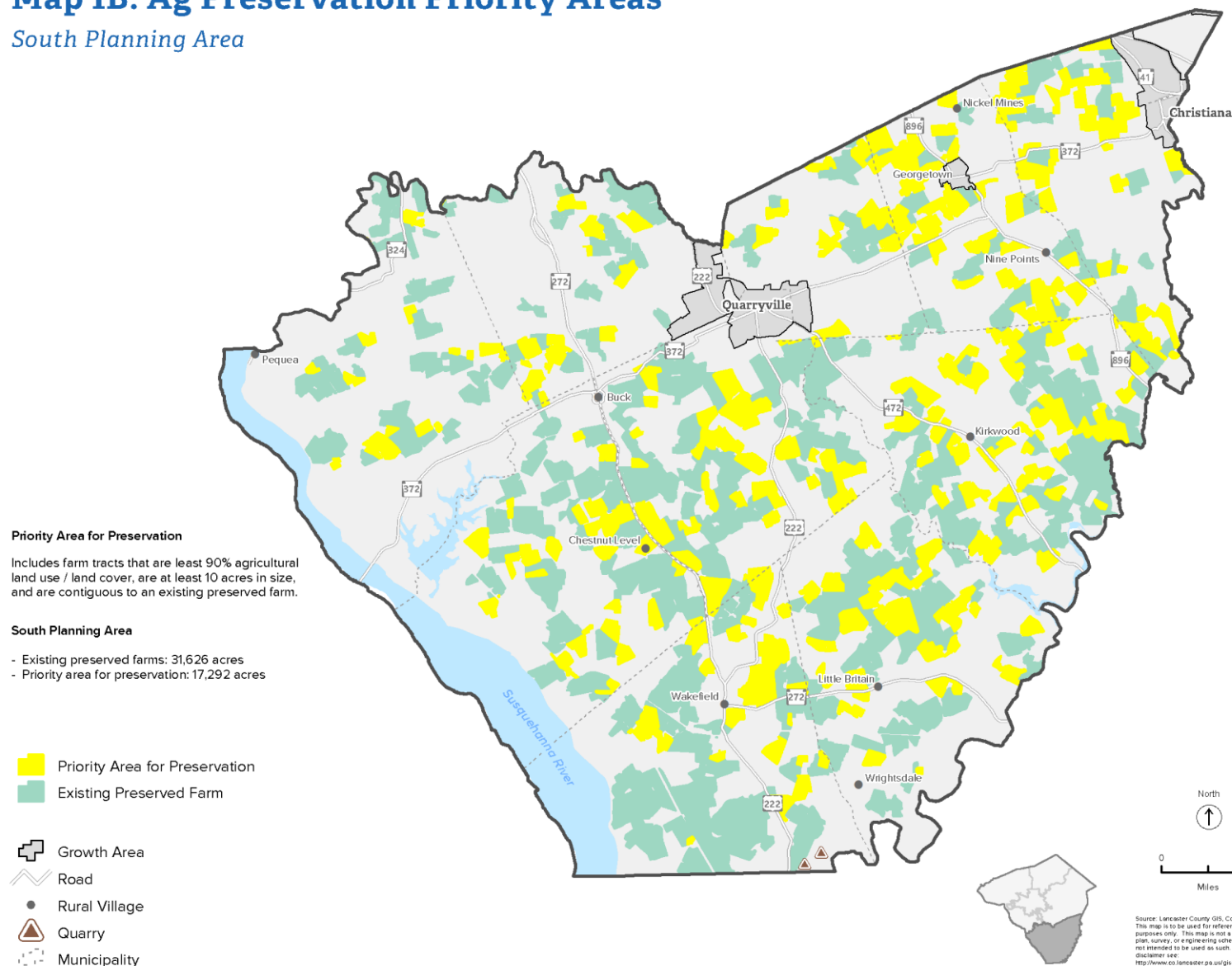


# Taking Care of What We Have

- Places where we can create larger blocks of preserved ag land

## Map 1B: Ag Preservation Priority Areas

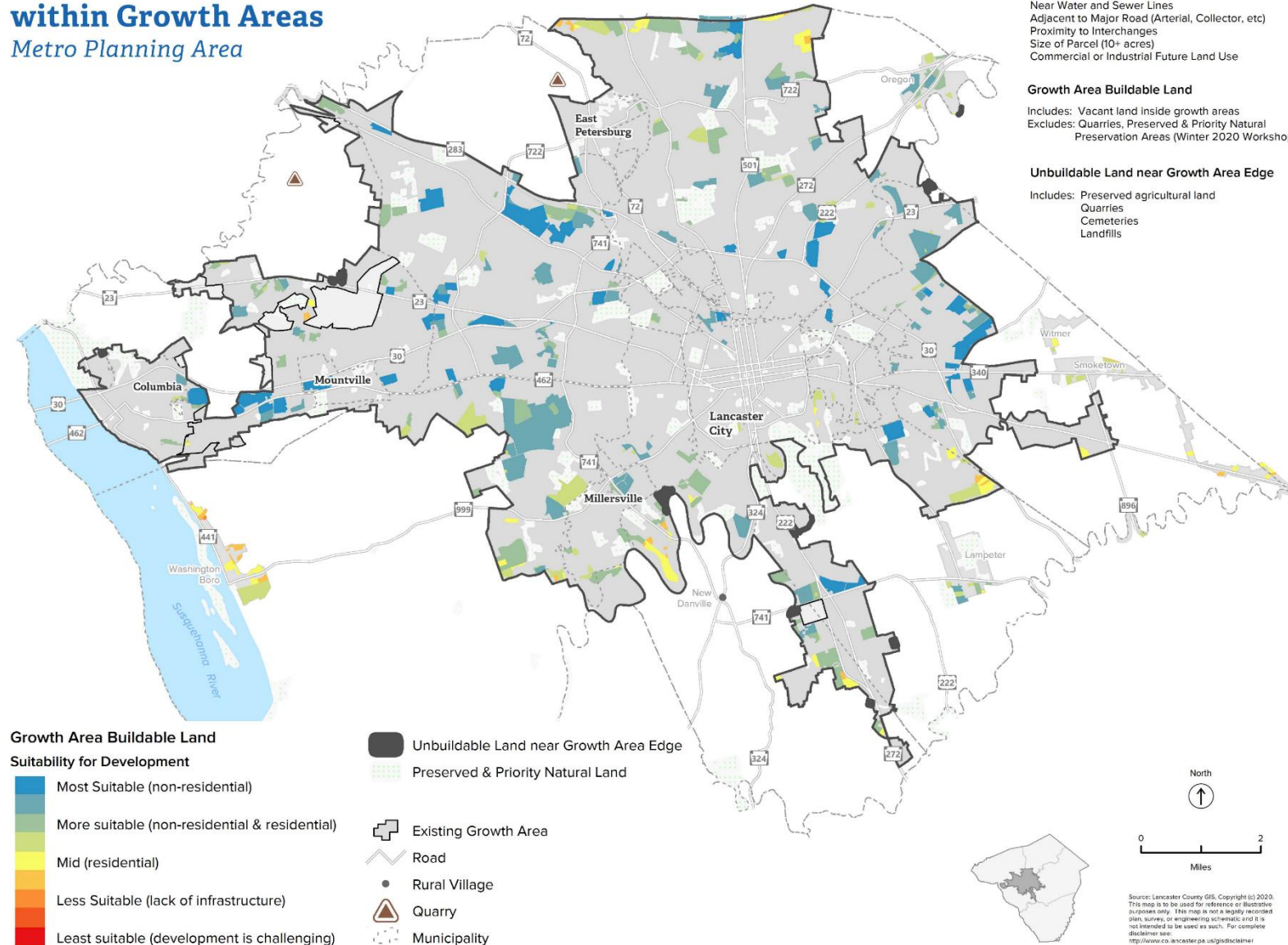
South Planning Area



# Growing Responsibly in Urban Areas

- Land best suited for industrial use (blue end of scale)

**Map 1A: Land Development within Growth Areas**  
*Metro Planning Area*

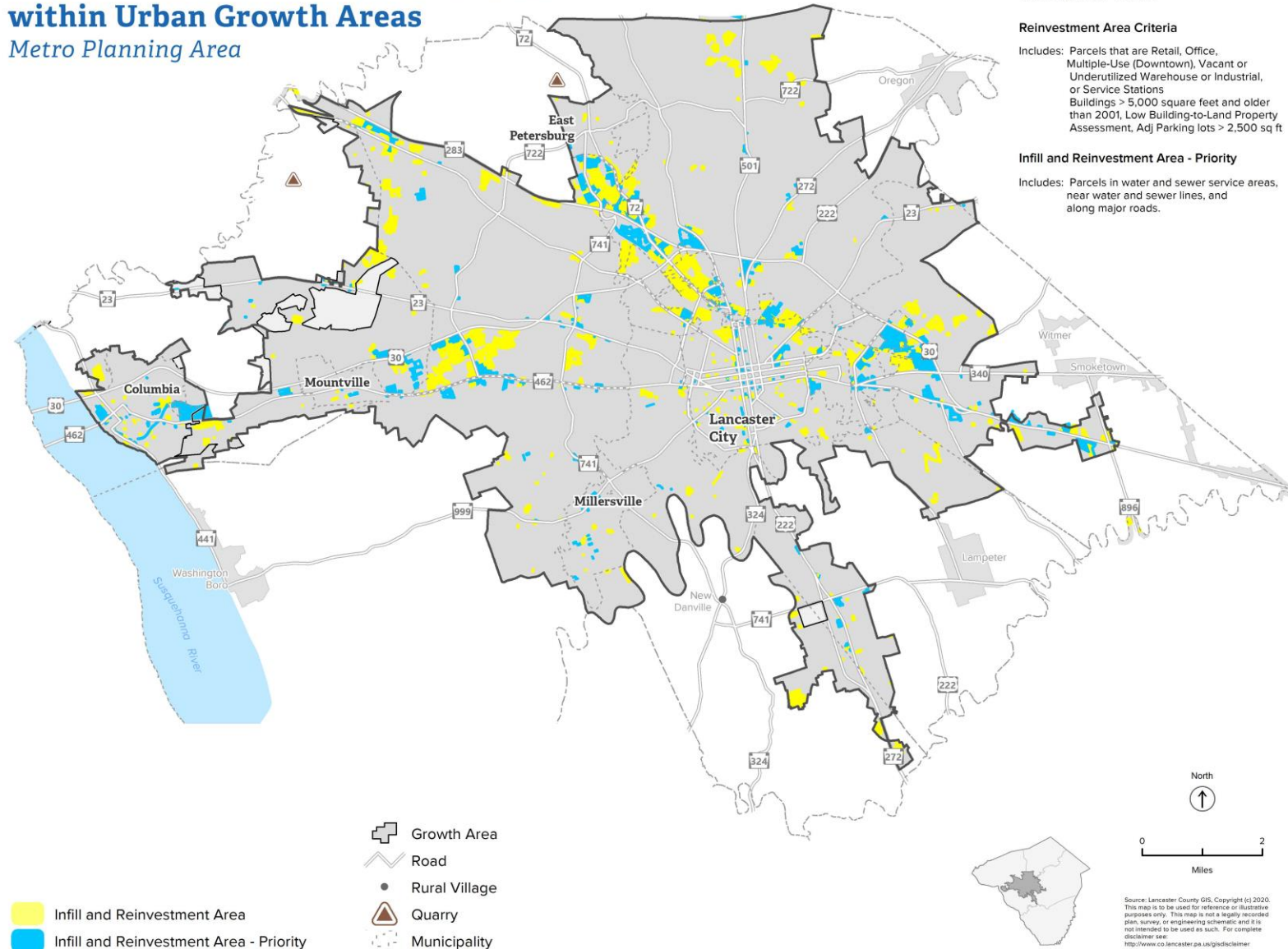




# Growing Responsibly in Urban Areas

- Land best suited for infill and reinvestment (blue)

**Map 2: Infill and Reinvestment Areas within Urban Growth Areas**  
*Metro Planning Area*



# Growing Responsibly in Rural Areas

- Residential zoning districts (red areas have the most undeveloped land)

## Map 2B: Rural Residential Development & Zoning

### East Planning Area

#### Definitions

- "Rural residential zoning district": Generally allow large lot, single-family residential uses, but not considered effective ag or conservation zoning.
- "Preserved & priority ag / natural land": Includes all preserved ag and natural lands and priority areas for ag and natural preservation identified in Winter 2020 Implementation Workshops..
- "Ag / natural land - zoning conflict": Includes all preserved and priority ag / natural land that is zoned rural residential.

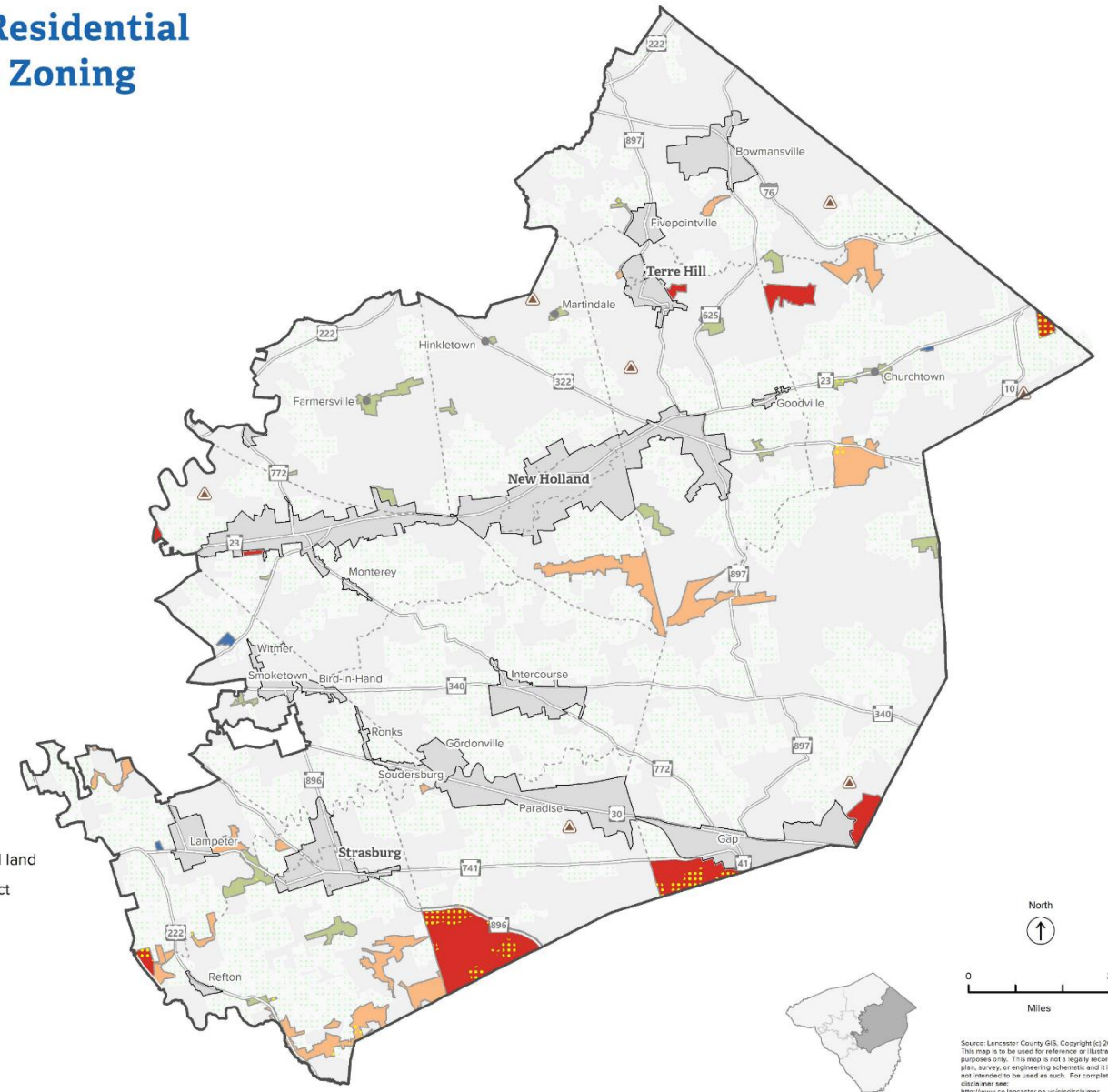
#### Rural residential zoning district

##### Percent developed

- > 90%
- 50 - 90%
- 25 - 50%
- < 25%

- Preserved & priority ag / natural land
- Ag / natural land - zoning conflict

- Existing growth area
- Road
- Rural village
- Quarry
- Municipality





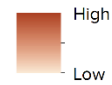
# Connecting People, Place, and Opportunity

- Concentrations of jobs (also looked at housing)

## Map 2A: Where We Work (With Focus Areas)

Northeast Planning Area

### Concentrations of Jobs



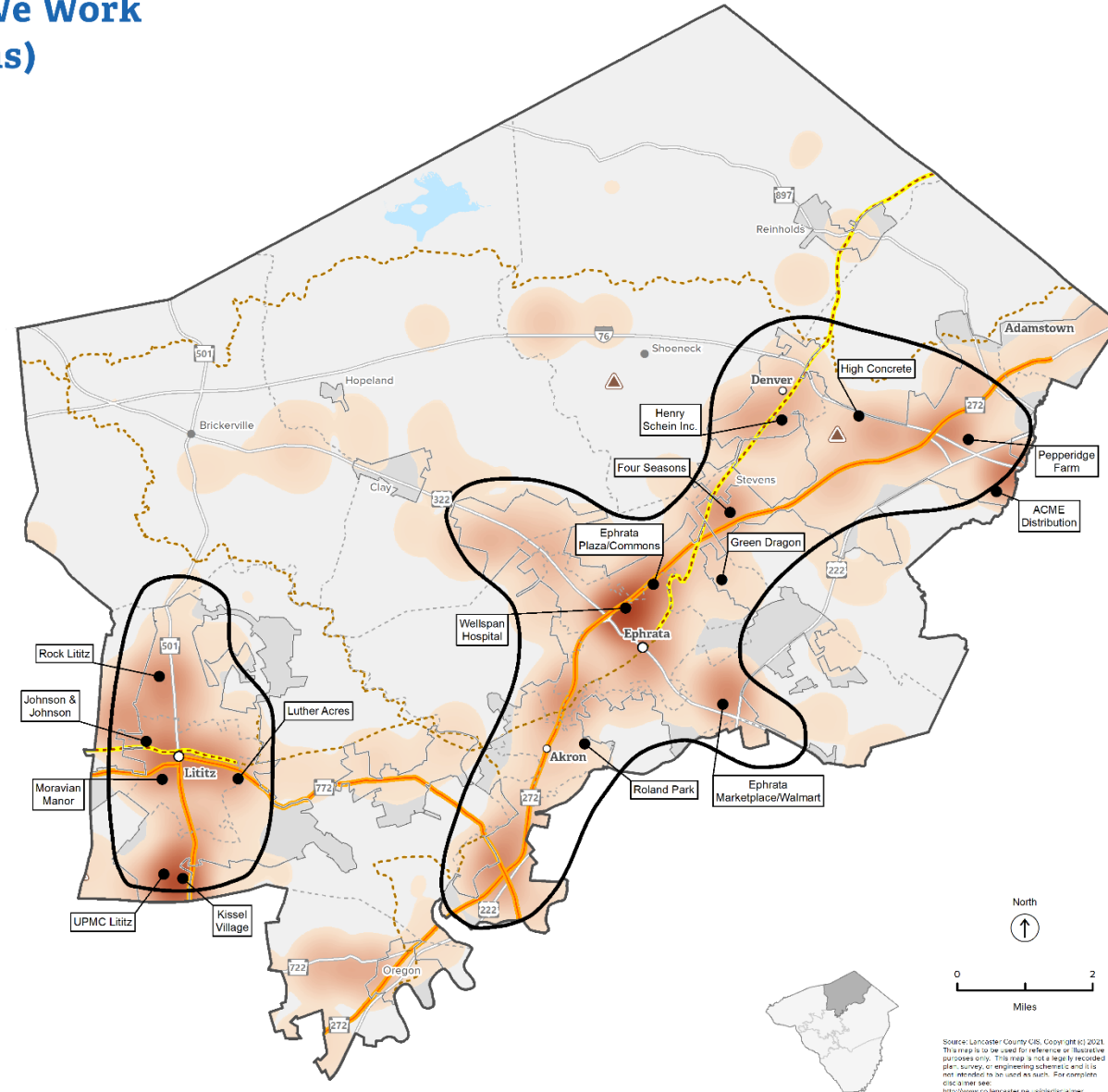
- Jobs & Housing Focus Area
- Destination within Focus Area

### Transportation Elements

- Priority Corridor (places2040)
- Existing Trail
- Proposed Trail
- Secondary Mobility Hub
- Tertiary Mobility Hub

### Other Elements

- Existing Growth Area
- Road
- Rural Village
- Quarry
- Municipality



Source: Lancaster County GIS. Copyright (c) 2021.  
This map is to be used for reference or illustrative purposes only. This map is not a legally recorded plan, survey, or engineering schematic and it is not intended to be used as such. For complete details see: <http://www.co.lancaster.pa.gov/gis/cslr.html>

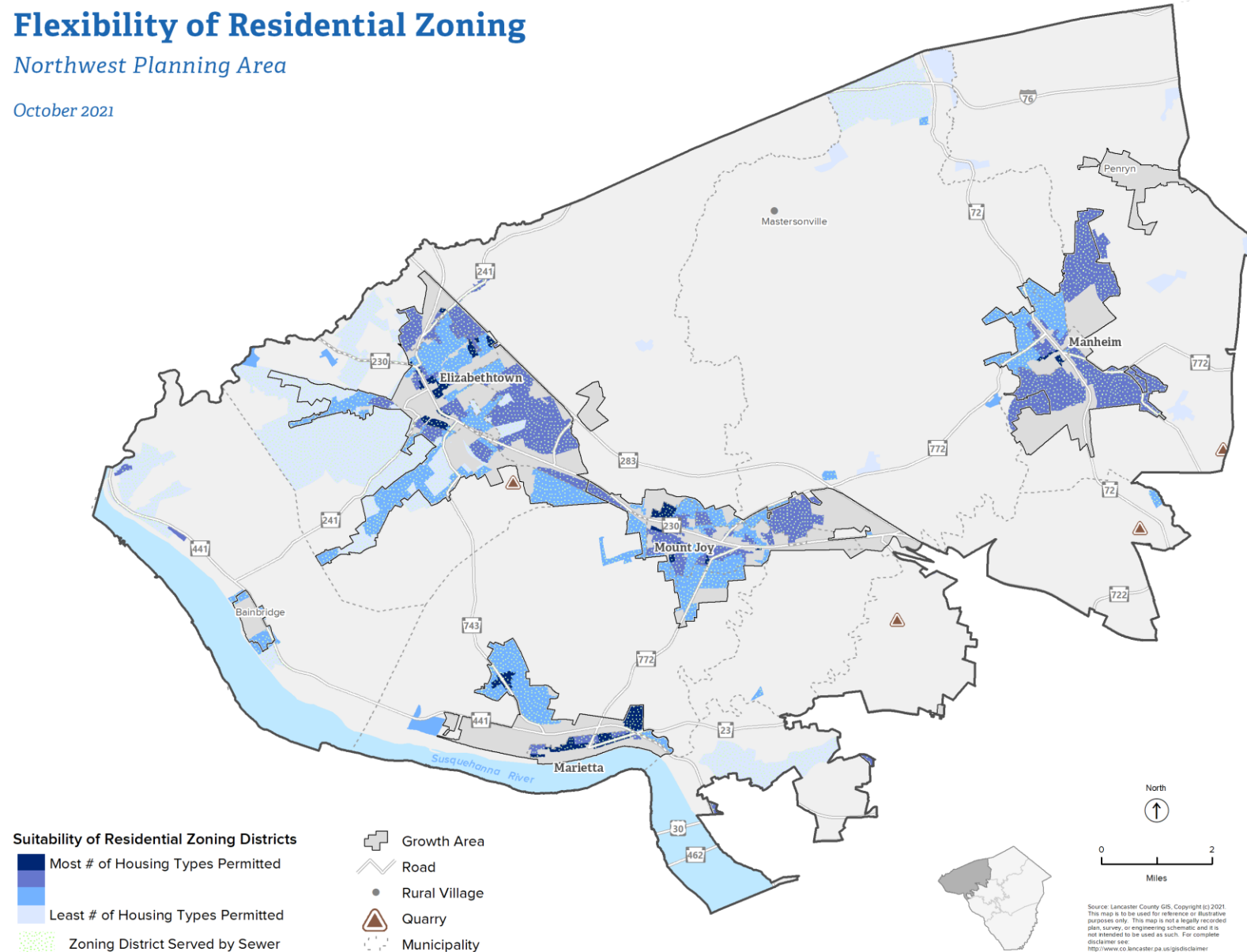
# Creating Great Places

- Darker areas allow the most housing types

## Flexibility of Residential Zoning

Northwest Planning Area

October 2021





# Our Workshop Analysis Is Online!

**lancastercountypanning.org** > places2040 > Workshops

The screenshot shows a web browser at the URL [lancastercountypanning.org/209/places2040-Implementation](https://lancastercountypanning.org/209/places2040-Implementation). The page features a green header with the text "Log in Account - Increase your productivity, customize your experience, and engage in information you care about." Below this is a blue navigation bar containing the Lancaster County Planning logo, social media icons for Facebook, Twitter, and LinkedIn, a search bar, and a menu with links to "PROGRAMS & SERVICES", "PLACES2040", "ABOUT US", and "GET INVOLVED". The main content area has a blue sidebar on the left with a list of topics: "Taking Care of What We Have", "Growing Responsibly in Urban Areas", "Growing Responsibly in Rural Areas", "Connecting People, Place, and Opportunity", and "Creating Great Places". The main content area on the right has a breadcrumb trail: "You Are Here: [Home](#) > [Places2040](#) > places2040 Implementation". The title "places2040 Implementation" is in orange. The text below explains the county's role in creating a shared vision for land use, aligning local policies and zoning codes with places2040 through partner workshops and regional plans. It states that the county is holding five workshops in each of the county's planning areas along with a summit planned for 2022. Each workshop focuses on a big idea from places2040 and highlights key policies under that idea. For each of

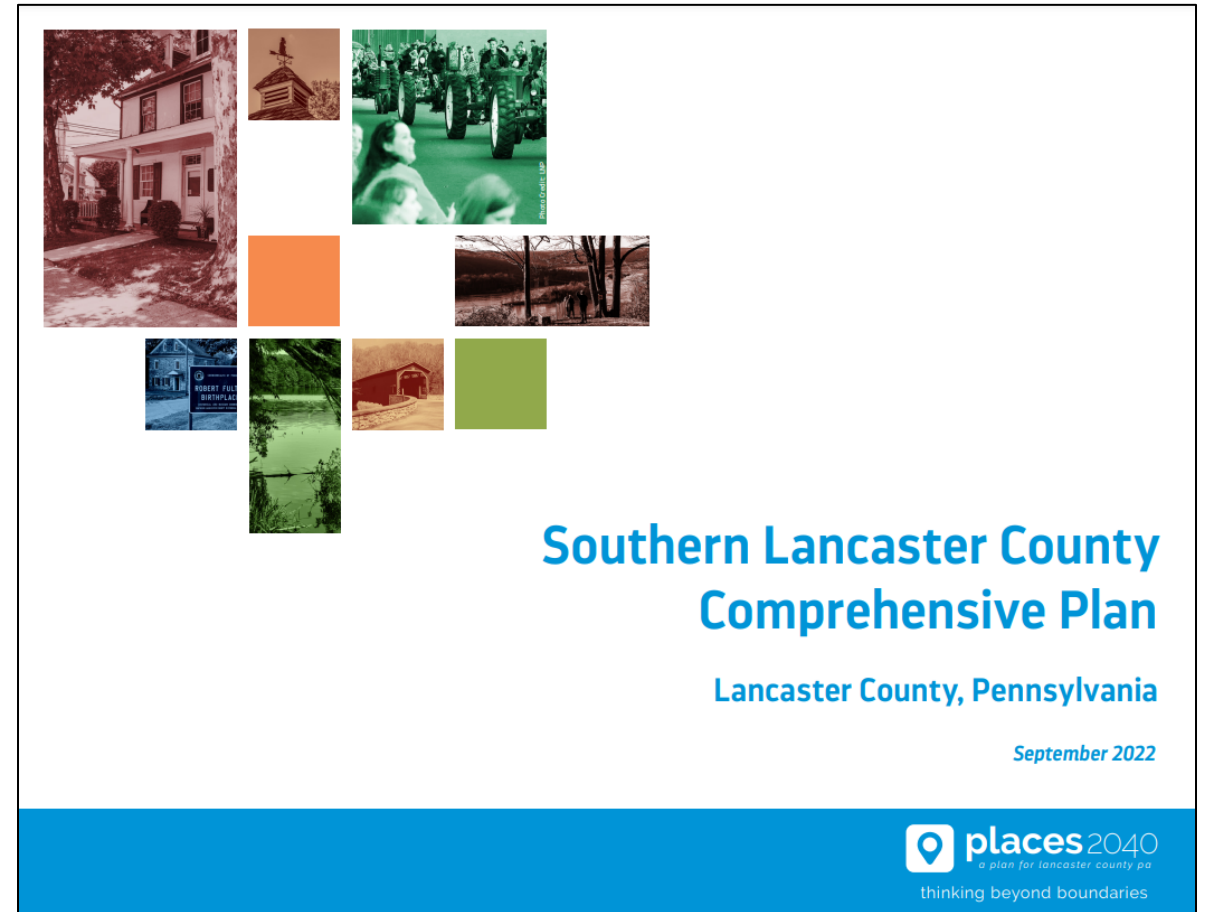
Take consistency seriously.



# What do we mean by “consistency”?

In the old days, local plans said they were consistent with our county plan and left it at that.

Today, we’re being more deliberate about creating linkages between local and countywide planning.



# Working Regionally in Lancaster County

We're highlighting a  
regional approach in  
everything we do.

So we've assigned planners and  
planning commission members to  
specific areas of the county.







## Benefits of Regional Planning

- Individual municipalities don't have to provide for every use! If every use is allowed somewhere in the region, you're covered.
- A lot of things (roads, water lines, natural areas, etc.) don't end at municipal boundaries – and plans should reflect that.

## The 80/20 Rule

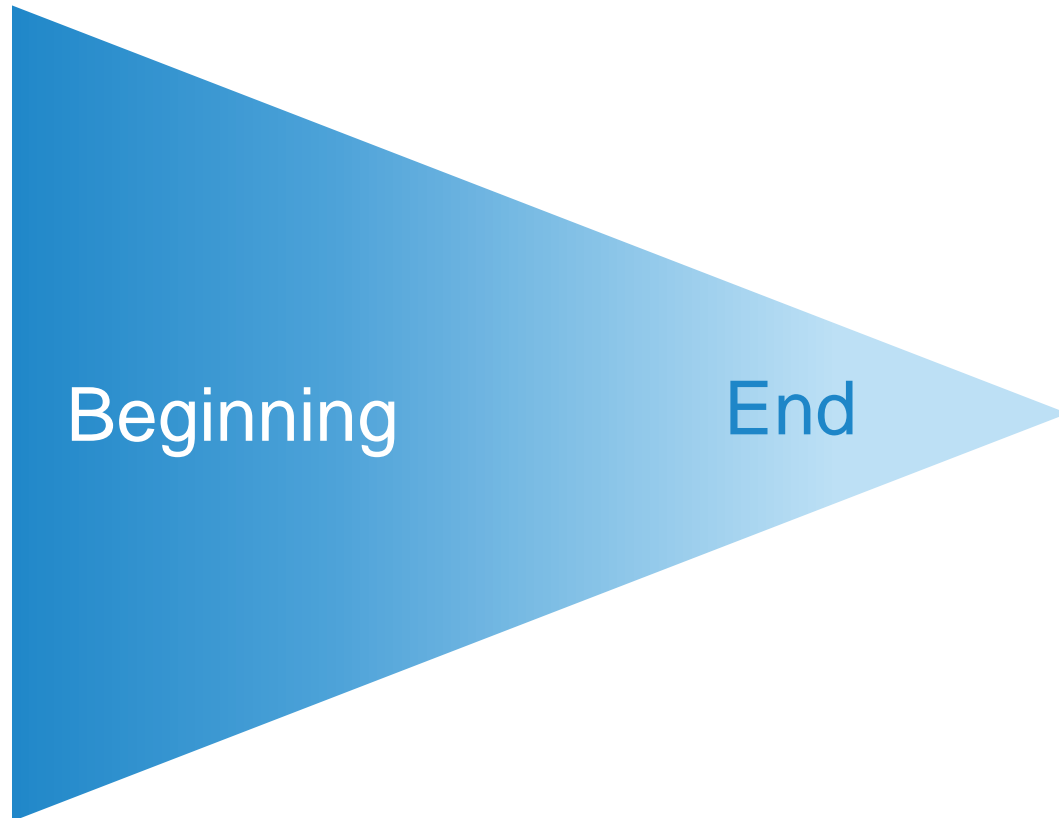
Most of us agree on 80% of what we need to do. We all want to preserve farms and natural lands and keep our urban places vibrant.

County plans should cover the 80%... So regional and local plans can focus on the 20% that makes their communities unique and different.

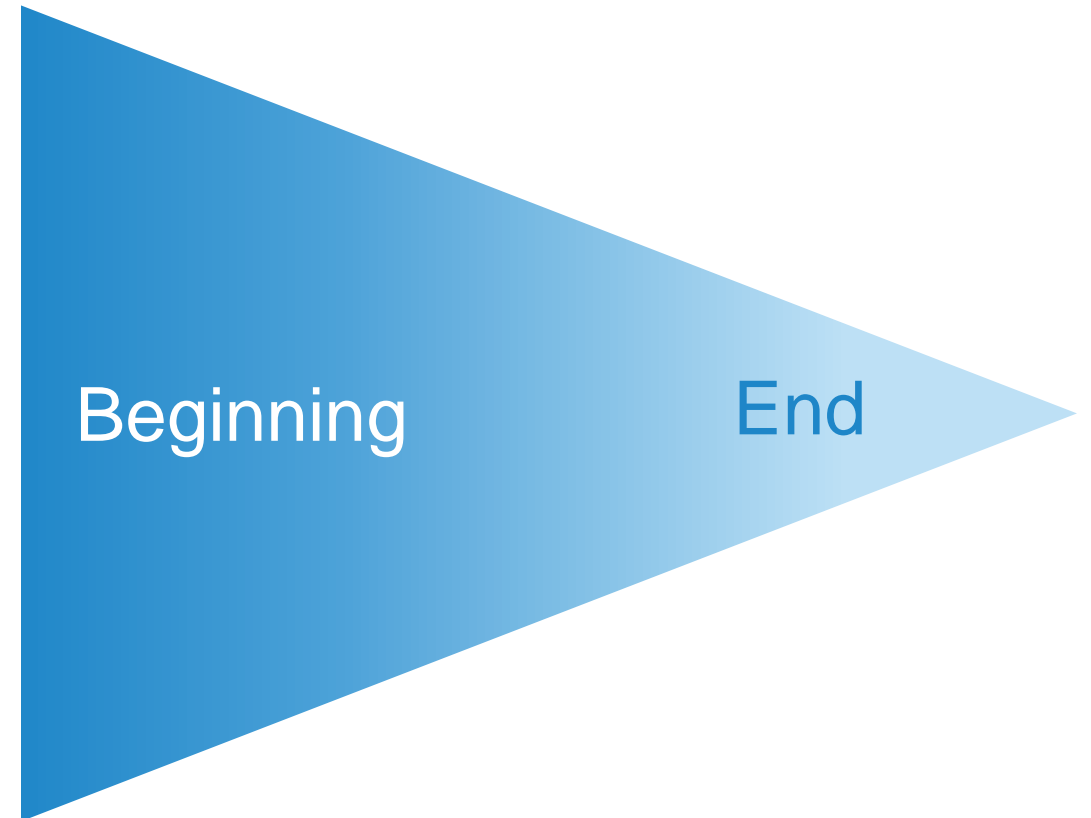


# Traditional Approach to Comp Plans

County Plan



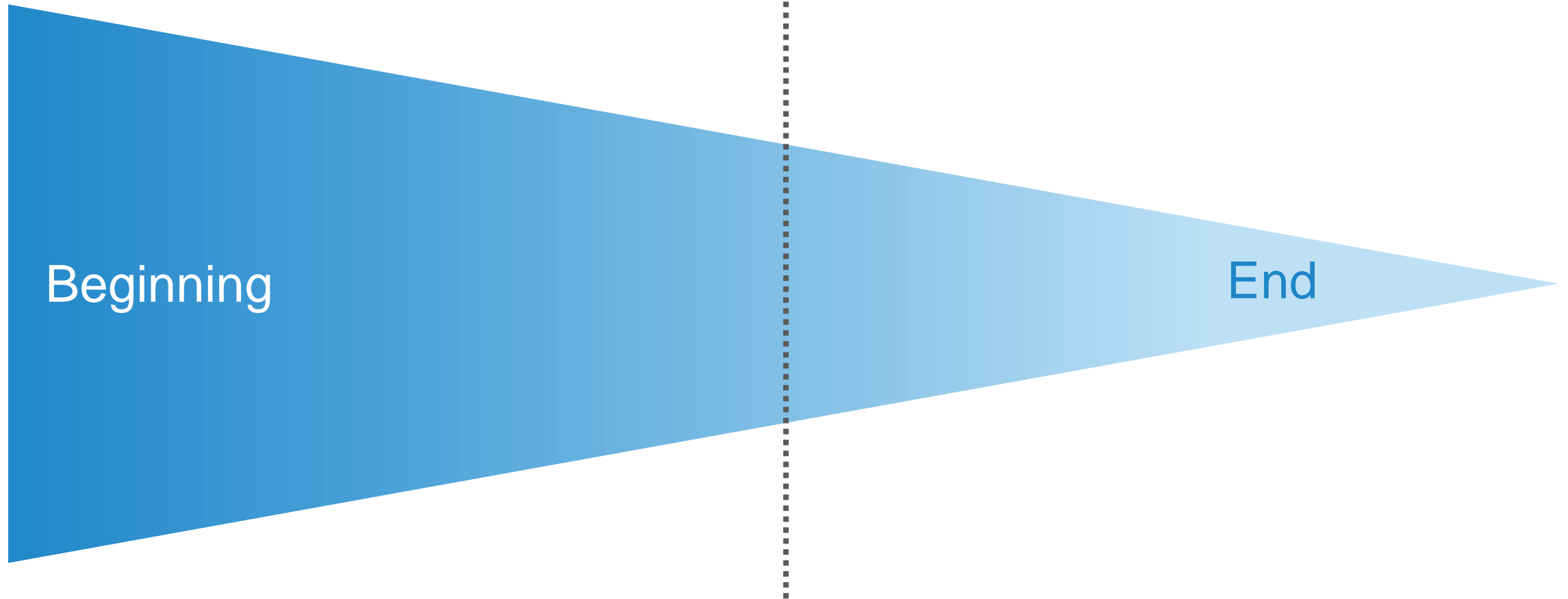
Regional or Local Plan



# New Approach to Comp Plans


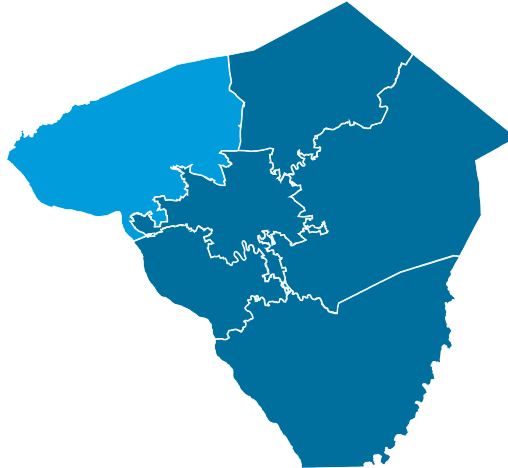
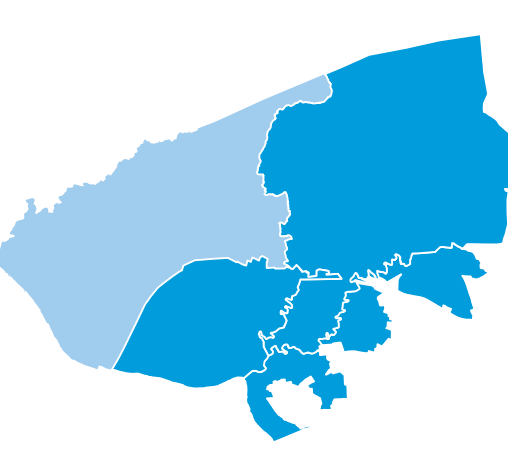
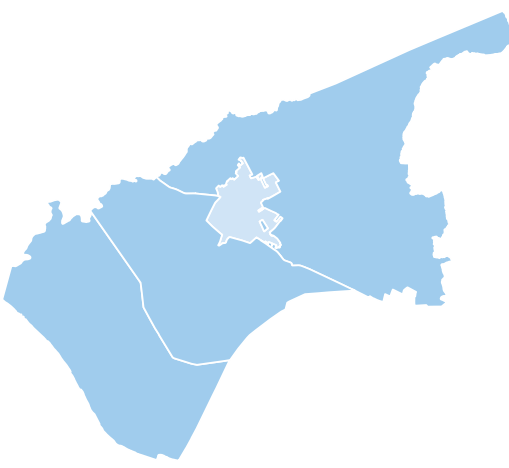
County Plan

Regional or Local Plan





# Planning at Different Scales

Countywide	Planning Area	Regional	Municipal
 A solid dark blue map of the county's geographic shape.	 A map of the county divided into several sub-regions, with one sub-region highlighted in a lighter blue.	 A map showing the county and its surrounding regions, with the county and one adjacent region highlighted in a medium blue.	 A map showing the county and its surrounding regions, with the county and one adjacent region highlighted in a light blue.

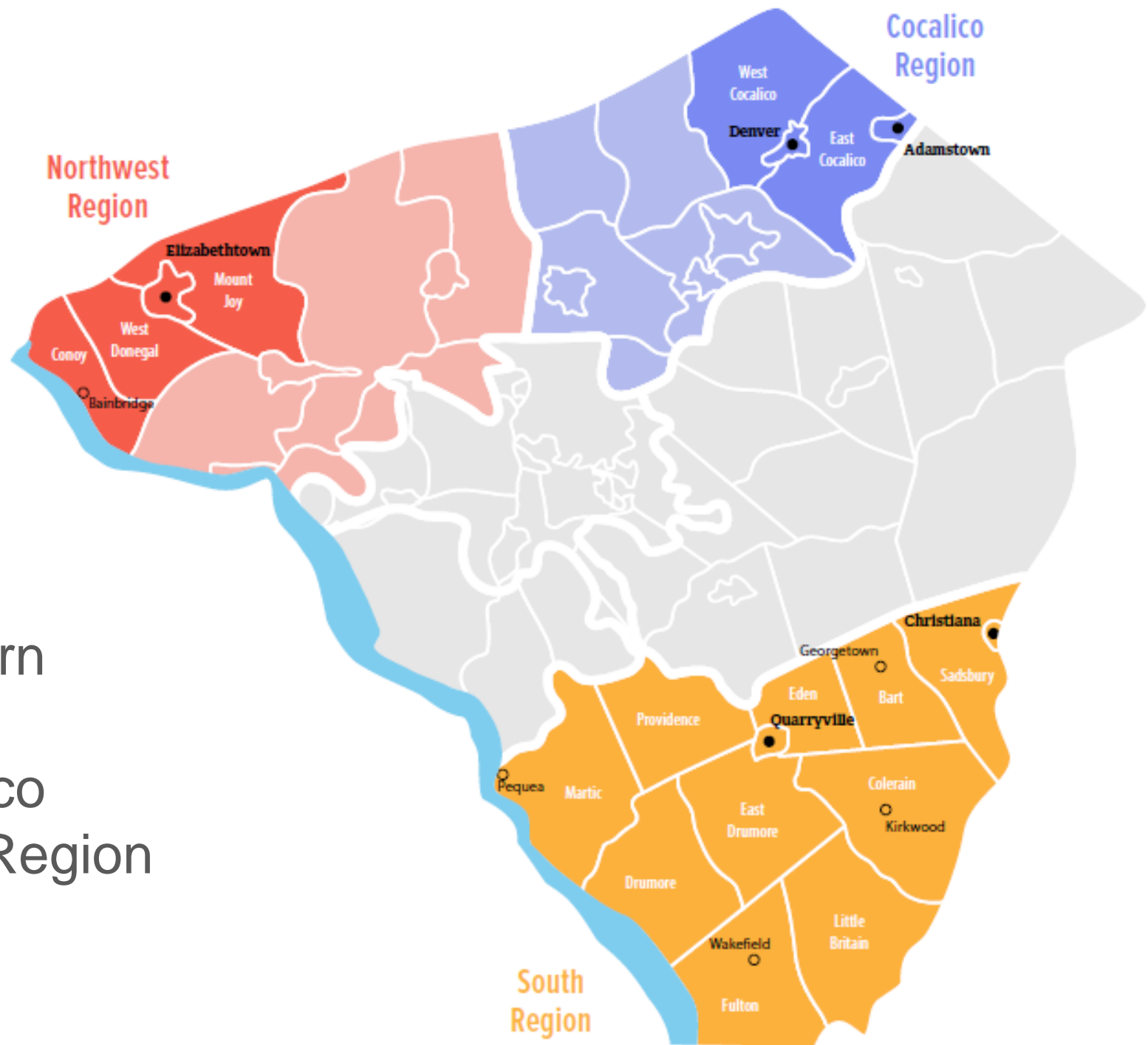
# Applying places2040 on a Smaller Scale

We're working on two levels:

- **Regional Plans** – Working with three regions of the county to develop comprehensive plans closely following the places2040 model
- **Municipal Plans** – Encouraging other communities to borrow heavily from places2040 when doing their own plans

# Regional Comprehensive Plans Using the places2040 Model

- **Complete** – Southern Lancaster County
- **Underway** – Cocalico Region, Northwest Region





# Municipal Comprehensive Plans

In addition, several Metro municipalities are doing their own plans.



# KEY OBJECTIVES BY ADVISORY GROUP TOPIC AREA

## PLANNING OUR FUTURE LANCASTER

	Growing Responsibly	Thinking Beyond Boundaries	Creating Great Places	Taking Care of What We Have	Connecting People, Place & Opportunity
Land Use					
Urban Design					
Housing					
Transportation					
Infrastructure					

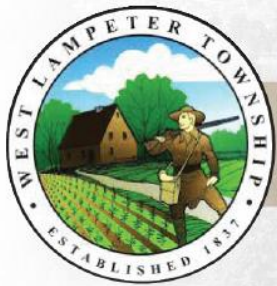
### IMPLEMENTATION STRATEGY

#### CREATING GREAT PLACES

1. Continue implementation of the Lampeter and Willow Street Traditional Village Plan.
2. Continue encouraging, where appropriate, a mix of residential and commercial uses within Village centers.
3. Encourage developers to install tot lots and park amenities in addition to dedicating land.
4. Continue to establish recreational facilities in locations within walking distance of every WLT resident.
5. Redevelop the Willow Street Community Park.

#### CONNECTING PEOPLE, PLACE & OPPORTUNITY

6. Review and revise (if necessary) zoning regulations to allow greater flexibility of uses on agriculturally zoned lands to allow greater agricultural business diversification.



WLT VISION  
2040

# Wrap-Up

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Lancaster County Planning Department  
Lancaster, Pennsylvania







## Lessons Learned

- Tell a story.
- Don't write an encyclopedia.
- Engage a broader audience.
- Be strategic.
- See places as they really are.
- Understand the context.
- Take consistency seriously.





Thank You!

