



# **Annville-Cleona Regional Comprehensive Plan**

**Annville Township  
Cleona Borough  
North Annville Township  
South Annville Township**

**October 2012**

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**Annville-Cleona Regional Comprehensive Plan**

**Executive Summary**

## **INTRODUCTION**

Planning jointly allows allocation of land uses, housing types, densities, and development patterns over the entire region, rather than trying to fit all types of uses and densities into each municipality. It also allows for coordinated land use planning along municipal boundaries; coordinated planning for linkages, trails, recreation and open space, and transportation throughout the Region; and coordinated planning along the common road corridors in the Region. Coordinated input can be provided to County and State agencies and an overall approach to economic development can be presented, addressing retention of major components of the economy and allowing for appropriate commercial and industrial development, which complements rather than detracts from existing commercial areas.

This Plan presents a strategy to guide municipal officials and other agencies in making decisions that will assure that the Annville-Cleona Region will continue to be an attractive place in which to live, work, and visit. This Comprehensive Plan is not an ordinance or regulation, but is a basis for establishing regulations and undertaking specific functional plans designed to implement the policies set forth within the plan. Each municipality retains the right to control zoning within its municipality, whether through individual zoning ordinances or a joint zoning ordinance.

## **IDENTIFICATION OF ISSUES**

Issues were identified with the Comprehensive Plan Committee (Committee) through a tour of the Region by the Committee, Committee workshop meetings, a SWOT analysis with the Committee and a questionnaire to the Committee. Issues were also identified through a series of four focus group meetings held during the Winter and Spring of 2011. Meetings were held on transportation; economic development and land use; municipal government services and emergency management preparedness; and educational, historical, cultural, social services and recreational resources. People with particular expertise in each topic were invited to each focus group meeting; however, all citizens in the Region were invited to attend the meetings.

Some of the major issues facing the region are:

- Managing growth in North Annville and South Annville Townships.
- Addressing potential impacts of significant commercial and industrial development in the Route 422 Corridor in the western portion of the Region.
- Addressing congestion on Route 422, congestion on and safety of Route 934, and traffic on other roads feeding to or alternative to the major routes.
- Preserving agriculture in North Annville and South Annville Townships.
- Maintaining and enhancing the attractive public facilities in the Region.

- Promoting economic development in the Region.
- Increasing intermunicipal cooperation in the Region and cooperative initiatives with the Annville-Cleona School District and Lebanon Valley College.
- Maintaining the viability of Annville and Cleona downtowns while promoting the small town atmosphere.
- Enhancing alternative modes of travel, such as pedestrian, bicycle and transit.
- Historic preservation.

## REGIONAL VISION

The Regional Vision is a statement of what we want the Annville-Cleona Region to be like in the future. The Vision is attained by setting goals; establishing objectives to achieve those goals; setting forth policies to meet the objectives; and identifying actions to implement the policies.

*The Annville-Cleona Region is a vibrant, safe, attractive and livable community in which to live and work, with a high quality of life. It is comprised of desirable residential neighborhoods, revitalized downtowns with attractive streetscapes, vital commercial areas, employment opportunities, preserved agricultural communities and sustained rural resource areas. Growth is managed, environmentally sound and coordinated with the provision of infrastructure and necessary transportation improvements. The four municipalities work together to provide outstanding community service facilities such as police and fire protection, parks, recreation fields and hiking trails. Opportunities abound for alternative transportation modes such as pedestrian and bicycle. The cultural and historical heritage of the Region is embraced and protected. A cooperative partnership has been formed between residents, community organizations, educational institutions and local, county and state governments to accomplish this vision.*

## GOALS AND OBJECTIVES

Goals are relatively general aspirations for the Region, indicating desired direction and providing criteria for measuring the success of this Plan. Objectives are more specific guidelines for the Region to follow in order to realize the goals. Regional goals are listed below. Objectives are found in Chapter 4.

### STATEMENT OF REGIONAL GOALS

- Protect and preserve the natural and scenic resources and beauty of the Region.
- Protect, preserve, and enhance the remaining historic, architectural, and cultural resources and their surroundings.
- Encourage the continuation of existing productive farmland for agricultural use and support the continuation of agricultural and agricultural support operations in the Region.
- Provide for open space within the Region through the preservation of natural resources and the development and retention of recreation areas and parks. Preserve green infrastructure and develop a system of greenways to connect natural, open space, and recreation areas.

- Manage, control, and guide development to preserve natural resources, agricultural uses, and existing communities in order to retain a mix of small town atmosphere, suburban environment, and rural character within the Region. Stabilize, protect and enhance residential neighborhoods.
- Achieve a safe, efficient, accessible, interconnected multi-modal regional circulation system which will enhance pedestrian and bicycle movement, ease vehicular travel within the municipalities, minimize adverse impacts on residential neighborhoods, enhance the safety, mobility and livability of road corridors within the region, relieve congestion and manage and enhance parking resources.
- Retain and enhance a vital multi-faceted economy.
- Provide for a diversity of housing opportunities for the economic and demographic groups within the Region, in harmony with existing neighborhoods and historical and natural environments. Encourage housing types which will allow existing and potential residents of the region to live in the Region throughout the life cycle.
- Provide community facilities and services to the Region’s residents in an efficient, cost-effective and quality manner within the financial resources of the municipalities.
- Increase Regional Cooperation among municipalities, non-profits, Lebanon Valley College, the Annville-Cleona School District and businesses in the provision of municipal and non-profit services and facilities in the Region. Address issues such as library facilities, recreation facilities, police service, pedestrian and bicycle circulation, services and facilities for youth, seniors, and young families, fire protection, emergency management, code enforcement and economic development, job creation and tax base enhancement.

## **DESIGN CONSIDERATIONS**

The design of the built environment is important. It influences the day-to-day experiences of the residents of the municipalities as they commute, work and spend their leisure time. Design also influences the image of the municipalities and ensuing economic development, and the pride that people have in their community. The appearance of an area influences its appeal as a tourist destination and patronage of businesses. As new development, infill development or redevelopment occurs in the Region, it is helpful to have a vision of how such development should occur and to have guidelines for that development.

It is important for a municipality to establish locally appropriate standards for development, which are discussed in a relatively general way in this plan, but also specifically established, recommended or promoted within municipal ordinances. Locally appropriate standards help maintain a community’s identity. Ordinances can contain standards that must be met (“stick” approach) and/or have incentives for good design (“carrot” approach). Coverage, density,

intensity, and yard bonuses for architectural treatments, building design, amenities, street furniture, open spaces and parking designs consistent with the character of the area can be utilized in the zoning ordinance. It is important that municipalities and developers work together to try to establish a high quality of development in character with the existing community. Pre-development site meetings and workshops are crucial. The municipalities can also pursue grants to implement the projects identified in this plan. Streetscape plans, such as those prepared for portions of Main Street in Annville, and corridor plans can provide an overall framework for improvements to downtowns and road corridors, which are then implemented through specific projects.

Any decision to draft design guidelines for the zoning and subdivision and land development ordinances, or a separate set of design guidelines, will be made by the governing body. Likewise, any decision to form a separate design review board, or apply guidelines through existing review agencies such as the Zoning Officer, Planning Commission and governing body is a decision of the governing body.

### **BASIC PRINCIPLES REGARDING FUTURE DEVELOPMENT**

The following are basic principles regarding future development in the Annville-Cleona Region. These principles will be considered in guiding actions which influence future land use.

1. We will conserve the unique character, open spaces, and beauty of the Region in the face of continued development pressures.
2. Sprawl is not an acceptable development pattern.
3. Growth will be managed and directed to designated growth areas.
4. Natural, agricultural, historic, scenic, and cultural resources will be preserved by and protected and integrated into future developments as appropriate.
5. Existing settlements will be enhanced and infilled when appropriate.
6. We will work to achieve economic growth that preserves the quality of life that has made the Region an attractive place for residents to live and work.
7. Compact, mixed use development patterns will be encouraged where appropriate. Public sewer and water systems will be coordinated with land use policies to permit compact development.
8. Development will be attractive, well-planned and appropriately landscaped.
9. Major road corridors will be enhanced and managed to facilitate mobility and increased safety.

10. Greenways, trails, open space and recreation will continually be provided and expanded.
11. Alternatives to automobile traffic, including pedestrian, bicycle, and transit modes, will be encouraged and enhanced.

## **DESIGNATED GROWTH AREA**

The Pennsylvania Municipalities Planning Code creates the concept of a Designated Growth Area, which is a region within a multi-municipal plan that preferably includes and surrounds a borough or village, and within which residential and mixed use development is permitted or planned for densities of one unit to the acre or more, commercial, industrial and institutional uses are permitted or planned for and public infra-structure services are provided or planned. The intent of the designated growth area is to provide for orderly and efficient development to accommodate the projected growth of the Region, provide for the economic and employment needs of the Region, and allow for increase of the tax base of the Region.

In the Annville-Cleona Region, the Designated Growth Area includes the following Future Land Use Plan Categories: Commercial, Commercial/Light Industrial, Gateway Commercial, Town Center, Planned Economic Development, Industrial, Light Industrial, Suburban Residential, Residential Neighborhood, and Mobile Home Park in Annville Township.

## **FUTURE LAND USE CATEGORIES**

The Future Land Use Plan is not a zoning map, nor does it change zoning maps which have been adopted by the municipalities in the Region. The Future Land Use Plan is a guide for municipal officials to use when making decisions regarding future development and redevelopment and for amending municipal zoning ordinances and zoning maps.

The categories shown on the Future Land Use Plan are listed below.

### **Future Land Use Plan Category**

- Agricultural
- Commercial
- Commercial/Light Industrial
- Educational Campus
- Gateway Commercial
- Industrial
- Light Industrial
- Mobile Home Park
- Natural Area
- Planned Economic Development

Public  
Residential Neighborhood  
Rural Residential  
Rural Resource Area  
Suburban Residential  
Town Center  
Village

## **APPROACHES TO DEVELOPMENT**

### **Commercial Areas**

Primary techniques to use in these areas would be streetscape plans to address lighting, signage, landscaping, street furniture, access management, and improved pedestrian access; façade improvement programs to address aesthetic issues; and zoning and subdivision and land development ordinance provisions to address access management, signage standards, lighting standards, landscaping and buffering requirements, improvement requirements, and design and performance standards.

### **Villages**

In villages, commercial uses and buildings should be compatible with existing uses and typically at a smaller neighborhood scale. Highway-oriented uses are not recommended. Zoning should address signage, landscaping and buffering. Each municipality can consider whether village design standards should be adopted.

### **Downtowns**

In downtowns, objectives will be to secure appropriate re-use and infill of vacant and underutilized buildings and properties; utilize facade and beautification improvement programs; utilize Main Street Programs if funding is available; attract appropriate retail uses; prepare a coordinated downtown master plan; implement streetscape plans, pedestrian enhancements, and signage control; address parking wayfinding, management and enhancements; business retention; and improve pedestrian linkages between parking areas and retail areas.

Historic preservation efforts will continue in Annville, as will redevelopment efforts. In both Annville and Cleona it is important that if a building is replaced, a new building fits into the character of the neighborhood. Reliance on design standards is likely to occur first in Annville.

## **Rural Resource Areas**

In Rural Resource Areas, an ongoing awareness of and sensitivity toward the natural resources of the area should be encouraged. The scenic quality of those resources should be protected. Innovative land development techniques should be used to minimize land consumption, preserve ecosystems, preserve agricultural lands and preserve natural resources, landforms and open space. Use techniques such as Conservation Zoning. Determine if Transferable Development Rights is appropriate for the Region.

## **Residential Areas**

South Annville has adopted use of the Neighborhood Greenway Development in its R-1 and R-2 Districts, which has resulted in the planning of developments with significant open space and trail systems. The use of this technique should continue in remaining areas which could be developed.

North Annville and South Annville should determine whether conservation by design should also be considered when development occurs.

Providing for Traditional Neighborhood Design (TND) should be considered where development opportunities remain in Annville and South Annville.

## **Neighborhood Revitalization**

The residential neighborhoods of Annville and Cleona are generally in good condition. If it becomes necessary to stabilize and enhance residential neighborhoods and fix up and revitalize dwellings in the future, the policies described in Chapter 6 can be continued and/or considered.

## **KEY ROLE OF MUNICIPAL ZONING TO IMPLEMENT THE FUTURE LAND USE PLAN**

Ultimately, municipal zoning regulates the use of land. Municipal zoning ordinances and maps actually determine how much land is set aside for commercial and industrial development and where residential development will be permitted, of what type and at what density. Zoning regulations also determine the type and pattern of commercial development; the diversity of commercial uses to be allowed; and what use can be made of industrial areas and what standards will apply to permitted uses.

After this Comprehensive Plan is adopted, municipal zoning ordinances should be updated to implement the Plan. Without effective zoning ordinances, plan goals will not be realized. The Borough and Townships should work toward consistency among their zoning ordinances, particularly in zoning district provisions and definitions. Within each municipality the Planning Commission and governing body should work together on the ordinance update as needed. In addition, representatives of the four municipalities should meet together as needed to work toward zoning consistency.

The municipalities are contiguous, and can “share” permitted uses within their zoning ordinances. Upon consultation with municipal solicitors, if a certain use is allowed in one municipality, it might not have to be allowed in another municipality.

In general, the municipalities within the Region should consider the appropriateness of the following zoning approaches in further protecting resources and managing growth.

- Establishing environmental performance standards where none exist and reviewing adequacy of current standards.
- Using net-out provisions for protecting natural resources.
- Using Conservation Zoning to allow Conservation Development along with Neighborhood Greenway Development.
- Utilizing Traditional Neighborhood Development in portions of the Region.
- Allowing viable but appropriate use of buildings to facilitate adaptive reuse and revitalization.
- Protecting the character of existing neighborhoods.
- Allowing mixed use where appropriate.
- Expanding commercial design guidelines.
- Protecting historic resources.
- Utilizing Access Management standards.

## POTENTIAL TO ACCOMMODATE GROWTH

For the Region as a whole, from 2010 to 2020, 398 dwelling units would be necessary and from 2020 to 2030, 391 dwelling units would be necessary. Accommodation of projected growth over the next ten years, 398 dwelling units, is feasible. When this comprehensive plan is updated in ten years, land use policies will have to be reviewed at that time, though an additional 391 units might be able to be accommodated under the proposed Future Land Use Plan. Major developments which have been proposed in the Region include:

– Liberty Station (Annville)	37 Single Family Homes
– Stone Hill Village (Annville)	100 Mobile Homes
– Hess Subdivision (S. Annville)	100 Single Family Homes
– Colebrook Partners Subdivision (S. Annville)	148 Single Family Homes
– The Townes at Mayapple Woods	<u>154 Townhouses</u>
	539 Dwelling Units

The three developments in South Annville will consume less than half of the available land in the Suburban Residential category. While Liberty Station will consume 11 acres of Residential Neighborhood land, Stone Hill Village is designated Mobile Home Park. Some additional capacity for residential development also exists in land designated Agriculture, Rural Resource Area and Rural Residential on the Future Land Use Plan. The Clear Spring Business Park may be

developed for mixed use, and some residential units might be constructed if allowed by a zoning amendment.

## **HOUSING POLICIES**

As a whole, the Region has a housing stock which is primarily single family detached residential and owner occupied. Annville has a smaller percentage of single family homes (about 50%) than the other municipalities and a smaller percentage of owner-occupied units. Unfortunately, Annville's percentage of owner occupied units continues to decrease: 65% in 1990, 62% in 2000 and 59% in 2010. Of some concern are residential conversions and absentee landlords. Residential conversions should be strictly regulated and locations where conversions are allowed limited and closely monitored. Maintaining the stability of residential neighborhoods, addressing absentee landlord issues, limiting and controlling residential conversions, and maintaining the integrity of historic residential areas will be major housing issues.

Policies which help maintain the stability of residential neighborhoods include requiring buffering of impacts from adjacent non-residential uses, limiting conversions of units, encouraging home ownership, encouraging the necessary maintenance, rehabilitation and renovation of dwelling units, giving attention to what uses are allowed in each neighborhood, and maintaining and enforcing building, housing, property maintenance and rental housing codes. Annville has enacted a rental unit registration ordinance which requires rental units to be registered with the Borough.

## **INCLUSION OF HOUSING TYPES**

Given the range of permitting housing densities in zoning ordinances in the Region, the range of permitted dwelling types, noted in this Plan, and the diverse existing housing stock in the Region, the Region has an inclusionary policy and opportunities.

## **IMPLEMENTATION STRATEGIES TO PRESERVE FARMLAND**

As additional residential development occurs, the loss of farmland diminishes a component of the economy of the Region. When agricultural operations are continued, they help maintain local agricultural supplies, make it easier for remaining farmers to continue to farm, maintain a cultural heritage and lifestyle of the region, and help maintain open space, rural character and the beauty of the landscape.

- Designate Agricultural areas on the Future Land Use Plan.
- Maintain effective agricultural zoning in South Annville Township.
- Consider whether effective agricultural zoning should be adopted by North Annville Township.

- Support special techniques such as agricultural security areas, purchase of agricultural easements and the Act 319 tax relief program in areas where farming is an encouraged land use.
- Promote compact development and higher densities in designated growth areas to reduce development pressure in rural areas.
- Discourage the extension of central water and sewer services and new roads into areas where farming is the recommended land use
- Discourage preservation techniques such as agricultural security areas, agricultural zoning, and the purchase of agricultural easements in areas where residential, commercial and industrial development is recommended in the Future Land Use Plan.
- Encourage farm-related business in areas where farming is recommended.
- In areas recommended for farming, agricultural uses should be protected from residential development and non-farm activities that interfere with normal farming practices.
- Support alternatives to traditional farming practices, which can be practiced to supplement farm income or utilize smaller parcels of land to also help preserve farming.
- During subdivision and land development reviews, encourage the municipal staff and planning commissions to identify any conflicts with farm areas.
- Utilize administrative means to preserve farmland, as outlined in Chapter 6.

## **TRANSPORTATION AND CIRCULATION PLAN**

The key to implementing transportation improvements in the Region will be the four municipalities working together and working with the Lebanon County Metropolitan Planning Organization (LEBCO MPO) and Lebanon County Planning Department (LCPD) to address transportation issues in the Region. In turn, the LEBCO MPO and LCPD can coordinate with state and federal agencies to secure assistance in implementing projects in the Region. It is important that the Region's municipalities work with LEBCO MPO to secure the listing of local projects in the Lebanon County Long Range Transportation Plan (LRTP) and Transportation Improvement Program (TIP). Current listed projects are detailed in Chapter 7.

In addition to public/public partnerships, it is important to forge public/private partnerships. For example, municipalities can work with developers to encourage the provision of pedestrian and bicycle facilities and improvement of shoulders, interconnect developments, provide transit-related facilities such as park-and-ride lots and participate in congestion management strategies. Landowners at intersections of roads or roads and driveways and along roads with

inadequate shoulders could assist by providing additional right-of-way or easements for improvements.

Municipal and private participation in projects, whether it be through funding, in-kind services or right-of-way, can facilitate a project and make funding by another government agency more likely. Level of commitment to a project is important.

### **Transportation Strategies for the Region**

The following transportation strategies were identified by the Comprehensive Plan Committee, Transportation Focus Group and Lebanon County Planning Department staff:

- Make Intersection and Bridge Improvements
  - Routes 422 and 934 Intersection
  - Spruce Street Bridge
  - Congested Corridor Improvement Program Implementation
  - Clear Spring Road and Route 934 Intersection
  - North White Oak Street Bridge Design
  - Reigerts Lane and Route 934 Intersection
  - Louser Road and Route 934 Intersection
  - Royal Road and Route 934 Intersection
  - Hill Church Road and Route 934 Intersection
- Relocate Killinger Road to opposite Clear Spring Road
- Perform Route 422 and Route 934 Roadway Safety Audits to reduce accidents
- Perform Route 422 and Route 934 Pedestrian Study to improve pedestrian circulation and safety
- Implement Access Management on Routes 322, 422, and 934
- Construct Shoulder Improvements to Accommodate Farm Vehicles and improve the safety of bicycling
- Support a Potential Train Station in Annville
- Establish Park and Ride, Multi-Modal and Bus Stop Facilities
- Institute Traffic Calming where appropriate
- Improve Alternative Routes to Route 422
  - Clear Spring Road - Route 934 - Hill Church Road
  - Clear Spring Road - Mount Pleasant Road - Route 322 - Route 934

- Louser Road
  - Royal Road
  - Spruce Street
  - Annville Alleys
- Improve Wayfinding
  - Promote Shared Parking/Additional Parking Facilities
  - Encourage Bicycle Facilities Improvements
  - Improve Walkability, particularly on Routes 422 and 934. Complete gaps in sidewalk system, extensions of sidewalk system, and improvements of some sidewalks. Expand a regional trail system.
  - Encourage Improvement of Private Parking Areas
  - Realign the driveway at the Annville Sewage Treatment Plant to be a four-way intersection with Mount Pleasant Road.
  - Provide a right-turn lane on Route 422 westbound at Center Street in Cleona.

### **Pedestrian Circulation Concerns**

Given the built-up nature of Annville and Cleona and the presence of the Annville-Cleona schools in proximity to existing and proposed residential neighborhoods, a safe and efficient pedestrian system is important to the Region. Safety of the system is of particular concern given the traffic volumes on Route 422, which bisects Annville and Cleona, and Route 934, which provides access to the Annville-Cleona secondary school campus, Annville, and Lebanon Valley College. A pedestrian study should be performed of these routes to address increasing the safety of crossing Route 422 in Annville and Cleona; connecting the sidewalk systems in Annville and Cleona; and safely accessing the schools along Route 934.

### **Enhancing Bicycle Circulation**

Bicycle travel in the Region can be enhanced by improving the safety of bicycling on the Region’s roads and providing bicycle support facilities and programs such as bike parking, transit access, wayfinding, and bicyclist and motorist education. Bike travel is important for recreation, commuting, tourism and alternative travel mode. Some of the measures to enhance the safety of bicycle travel include shared roadway treatments, on-road bike facilities, intersection treatments, road maintenance, traffic calming, and markings and signage.

The four municipalities in the Region, the Lebanon Valley Bicycle Coalition, LEBCO MPO, LCPD, and PennDOT should work together to develop a program to enhance bicycle travel.

## **Road Safety Audits (RSAs)**

The Lebanon County Comprehensive Plan indicates High Occurrence Crash Locations (HOCL) in the Region on US Route 422 between Mount Pleasant Road and Chestnut Street in Annville and Cleona, at PA 241 and Lake Drive in South Annville Township, along Hill Church Road in North Annville and Cleona, and on PA 934 in North Annville at Old Hill Church Road and Hostetter Road.

Roadway Safety Audits are recommended for Routes 422 and 934.

## **Access Management**

Access management is a means of controlling the ways in which vehicles can access major roadways, using techniques such as limiting the number of driveways and intersections with local roadways. Access management can facilitate mobility, increase roadway safety, result in more attractive road corridors, increase bicycle and pedestrian safety and reduce cut-through traffic or alternative routes. In the Region, access management along Routes 322, 422 and 934 are of particular concern. As development occurs, such as Clear Spring Business Park, only limited access should be provided to Route 422 and the other roads. The municipalities can consider the adoption of access management ordinances. PennDOT has prepared a guidebook, [Access Management Model for Pennsylvania Municipalities Handbook](#), and access Management Ordinances have been adopted by some Lebanon County municipalities. The Lebanon County SALDO, in effect in North and South Annville and Cleona, does contain access management provisions.

## **LEBCO MPO CONGESTION MANAGEMENT PROCESSES**

The Congestion Management Processes (CMP) represent a set of planning tools designed to manage congestion by evaluating congested corridors and recommending a range of solutions to mitigate congestion. The LEBCO MPO Congestion Management Processes has identified three key transportation corridors partially located in the Region that are experiencing various levels of recurring congestion at specific locations and at specific times of the day. These corridors are:

- US Route 422 from the Berks County line to the Dauphin County line
- US Route 322 from the Lancaster County line to the Dauphin County line
- PA Route 934 from I-81 to US Route 322

The municipalities in the Region should continue to work with LEBCO MPO to evaluate areas of concern and implement congestion management strategies such as building roadway and transit capacity; reducing vehicular demand through such means as encouraging alternate modes of transportation and access management; managing capacity through improving safety, traffic signalization and transportation system operations; and developing a comprehensive

signing strategy for wayfinding and tourist signing. Chapter 7 lists congestion management techniques.

### **Regional Transit Initiatives**

The Annville-Cleona Region supports the initiatives to enhance transit in the Lebanon-Hershey-Harrisburg corridor. Lebanon Transit currently provides express service via Route 422 and I-81, with stops in the Region at Route 422 and Mill Street in Cleona and at Annville Square.

LEBCO MPO has encouraged Lebanon Transit and Capital Area Transit from the Harrisburg area to vigorously pursue the Corridor 2 Feasibility Study's Maximum Bus option. This option would provide frequent, limited stop, high capacity Bus Rapid Transit-like service in the Lebanon-Hershey-Harrisburg corridor along existing roadways which parallel the Norfolk-Southern rail right-of-way. Stops would be located at Center Street and Route 422 in Cleona and White Oak Street and Route 422 in Annville. If the Clear Spring Business Park is constructed, it would also be appropriate to have a stop at that location.

LEBCO MPO has recommended that the Corridor 2 commuter rail project be further analyzed via more detailed evaluations. This project would generally involve constructing a third track along the Norfolk-Southern (NS) right-of-way, for the full distance from Lebanon to Harrisburg. A Railroad Street site in Annville was recommended for a station due to its convenient location next to Lebanon Valley College, close proximity to downtown Annville and adjacent to an extra wide portion of NS right-of-way. The Annville-Cleona municipalities consider this an appropriate location for a station.

### **Multi-Modal Facilities**

Multi-modal facilities are locations where various modes of travel, such as car, bus, rail, bicycle and pedestrian come together. It is important that attention be given to providing multi-modal facilities in the Region. For instance, if a light rail station would be provided in Annville in the future, it will be necessary to provide sidewalks to that station. In addition to providing vehicle parking facilities, bicycle parking facilities should also be provided.

If the Clear Spring Business Park is constructed, that is another location where it would be appropriate to provide for multiple modes of travel. Pedestrian/bike trails should be provided to the business park from residential concentrations in South Annville and link the park to Annville and Cleona. Provision should be made for bicycle parking. As noted above, the business park should be served by Lebanon Transit. Consideration should be given to providing a park and ride facility in the business park.

As feasible, pedestrian and bicycle amenities should be provided at bus stops, including shelters, signage, bicycle parking and trash receptacles. The Annville Economic Development Authority (AEDA) and Annville businesses should work with Lebanon Transit to identify appropriate bus stops in downtown.

## **Alternate Routes to Route 422**

When Route 422 is congested, drivers often look to take shortcuts through Township roads to avoid the congestion. Traffic volumes have been increasing on these alternate routes, and volumes can be expected to increase as residential development and the Clear Spring Business Park occur in South Annville Township and a traffic light is installed at Clear Spring Road and Route 422.

The Region's municipalities should work with the LEBCO MPO to address needed improvements to the alternative routes to maintain capacity and increase safety. Routes of particular concern are Clear Spring Road - Route 934 - Hill Church Road; Clear Spring Road - Mount Pleasant Road - Route 322 - Route 934; Louser Road; Royal Road; Spruce Street; and alleys in Annville. Intersection, shoulder and other needed improvements should be programmed.

## **Parking**

Parking is an issue most pressing in Annville, and is important to economic development in the Township. The AEDA is implementing a project which will provide additional parking spaces at the northeast quadrant of the intersection of Routes 422 and 934. There is a public parking area near the Township Building along Lebanon Street, and the AEDA is investigating the potential for providing additional parking there, perhaps as a two deck parking facility. Other opportunities for additional public parking will be pursued, such as shared parking facilities at a church or other non-profit parking lots.

In downtown Annville there are a number of small private parking areas off alleys. Opportunities should be pursued to consolidate these parking areas to make them more efficient. Pedestrian ways should be provided from consolidated parking areas to downtown. The need for additional long term parking facilities in the vicinity of Lebanon Transit express bus service and enhanced bus service stops, White Oak Street, Mill Street and Center Street intersections with Route 422 should be monitored.

Additional flexibility can be built into zoning ordinances regarding parking. Zoning ordinances can allow for shared parking, meeting parking requirements through counting street parking spaces in front of the use, and allowing increased distance of off-street parking from the use in question. Should an Annville parking structure be considered in the future, in lieu of provision of off-street parking, businesses could be allowed to contribute to a fund for the construction of the parking structure.

## **Wayfinding**

The Region should work with LEBCO MPO to develop a wayfinding program for the Region. This will involve signage which will identify and help locate transit stops, parking facilities, bike routes, trails and points of interest in the community.

## **Traffic Calming**

Traffic calming can be used to mitigate the impacts of traffic, including volumes and speeds. In the Annville-Cleona Region, areas of particular concern are Route 422, Route 934, and Route 322 which traverse the settlements of Annville, Cleona, Bellegrove, Fontana and Mount Pleasant and provide access to school facilities. Also of concern are residential neighborhoods which experience increased volumes from motorists in search of alternative routes to Route 422.

The general methods of traffic calming include the following:

- Active speed reduction (constructing barriers to traffic movements, pedestrian enhancements, roadway redesign)
- Passive speed reduction (installation of signage)
- Street side design (landscaping and other enhancements that change the appearance of the area and driver attitudes)
- Opportunities for use of alternative modes (mass transportation, pedestrian, bicycle)

## **IMPORTANCE OF REGIONAL COOPERATION**

Throughout the comprehensive planning process, the plan participants have stressed the need for increased cooperation among them. It is increasingly important that municipalities find ways to reduce costs of municipal facilities and services as costs and service demands increase. One way of doing this is to increase cooperation among municipalities, school districts, authorities and service providers. The financial capabilities of the municipalities can be enhanced through cost savings and expense management achieved through increased intermunicipal cooperation and regional grantsmanship. The tax base and revenues can be increased through regional economic development initiatives. Cooperation does not have to be just limited to the four participants in this plan. The municipalities can also work cooperatively with other nearby municipalities.

## **PROPOSED REGIONAL COOPERATION PROGRAM**

### **Continue On-going Activities:**

- Staff cooperation (Managers, Secretaries, etc.)/equipment sharing. Increase cooperation in training, purchasing and service sharing as appropriate.
- Cooperation among authorities and fire companies in the region and municipal coordination and support of fire companies and volunteers
- Cooperation in recreational activities
- Cooperation in support of the library in the Region
- Cooperation in support of the senior center
- Cooperation in support of Annville-Cleona School District
- Cooperation with Lebanon Valley College

### **Comprehensive Plan Implementation Actions**

- Execute Intergovernmental Cooperative Agreement
- Establish Regional Planning Committee
- Establish responsibility for plan implementation
- Establish process to discuss intermunicipal consistency, sharing of ordinance provisions and allocation of uses
- Establish process for regional grantsmanship efforts
- Coordinate ordinance update activities

### **New Organizational/Planning Efforts**

- Periodic scheduled staff meetings
- Periodic representation at each other's meetings of the governing bodies
- Semi-annual joint governing body workshops
- Joint municipal training efforts
- Regional transportation committee to promote necessary projects in the Region, and coordination with the Lebanon County MPO
- Regional emergency management planning
- Regional recreation committee to coordinate/schedule use of recreation facilities, complement each municipality's and the School Districts' efforts and facilities and coordinate trail planning and bicycle planning efforts
- Regional economic development agency/committee (which could also incorporate regional transportation coordination efforts) -
  - Promotion/Marketing
  - Grantsmanship
  - Improve broadband/wireless capability
  - Corridor enhancement, planning and management
  - Parking

- Wayfinding
- Business recruitment/maintenance

Consideration should be given to preparing a regional economic development plan in coordination with the LVEDC

- Monitoring the possibility of pursuing a regional police force
- Consideration of regional code enforcement

## **GENERAL COMMUNITY FACILITIES POLICIES FOR THE ANNVILLE-CLEONA REGION**

Some of the policies listed in Chapter 8 include:

- Support efforts of the Free Library to enhance its facility and services. Work with it in its efforts to address space and parking issues.
- Cooperate with the School Districts and Lebanon Valley College in their efforts to provide enhanced educational and training opportunities, recreational facilities and programs, and cultural and social events for the Region's residents.
- Continue support for the fire companies in the Region in efforts to attract and train volunteers and secure equipment. Promote additional cooperation among fire companies to maximize resources.
- Work with water suppliers to improve fire protection, particularly in the southern portion of Annville.
- Work regionally to achieve increased safety in the transport of hazardous materials on the rail line.
- Plan for the continued acquisition, improvement and appropriate development of recreation facilities, greenways, and recreation programs in the Region.
- Work toward establishment of a community center in the Region.
- Upgrade the energy efficiency of the Annville Township municipal building.
- Establish maintenance programs for municipal infrastructure. Upgrade facilities, such as the Annville Wastewater Treatment Plant, as necessary.
- Assure sanitary sewer and water facilities planning is consistent with land use policies.
- Utilize on-lot disposal system management systems.
- Complete the South Annville Township sanitary sewer system project.

- Consider adoption of official maps to reserve land for identified municipal purposes.
- Prepare Capital Improvement Programs.
- Establish and maintain language in the Subdivision and Land Development Ordinances to require developers to dedicate land or pay a fee in lieu of land for all new subdivisions.

## **RECREATION, GREENWAYS AND TRAILS PLAN**

The Recreation, Greenways and Trails Plan shows existing facilities. These facilities will be maintained and enhanced in the future.

A proposed recreation facility is shown within the general area of the Clear Spring Business Park. Park developers will be encouraged to provide a recreation facility in that development. It is desired to have additional recreation fields and indoor recreation facilities, such as basketball courts, in the Region.

It is also desired to have a community center in the Region. A specific location for that has not been identified. One possible location which has been discussed is the old bakery facility in downtown Annville.

Proposed parkland is an eastward expansion of Quittie Creek Nature Park to further expand opportunities at that park and further protect the Quittie Creek.

Open space has also been proposed in three proposed developments in South Annville Township, including greenway along the Quittie Creek. Trail facilities are proposed in this open space, and these trail systems are shown as Proposed Recreational Trail.

Proposed recreational trails are also shown along Route 934 (South White Oak Street), along Bachman Road, along the Quittie Creek from Quittie Creek Park to Cleona Community Park and from the trail system in the South Annville residential developments to Clear Spring Business Park. These trails are intended to further link recreation facilities in the Region and provide an interconnected trail system in the Region.

## **ECONOMIC DEVELOPMENT**

In the Annville Cleona region, major elements of economic development include continuing agriculture in the Region, enhancing the vitality of the Annville and Cleona downtowns, maintaining and enhancing the vitality of commercial and industrial areas along Routes 422 and 322 in Cleona, Annville and South Annville and development of a business park in the western portion of South Annville along Route 422. Agricultural preservation is discussed in Chapter 6. The Annville Economic Development Corporation is currently involved in redevelopment and streetscape enhancements in downtown Annville to build upon a prior streetscape program.

The municipalities should continue to maintain appropriate zoning in the Route 422 and Route 322 corridors. LVEDC is working with the landowners to facilitate development of the business park.

Economic development activities will involve a broad spectrum of elements, and will include such activities as:

- Enhancing downtowns as unique shopping destinations and mixed use environments through streetscape programs and marketing the downtowns.
- Encouraging the adaptive reuse of vacant and underutilized properties through necessary zoning revisions and recruitment.
- Addressing parking issues discussed in Chapter 7.
- Facilitating pedestrian access to businesses to parking areas and connections between parking areas and businesses through parking management and parking facility enhancements addressing availability, visibility, wayfinding and sharing issues.
- Supporting revitalization efforts for the downtowns, such as that undertaken by AEDA.
- Supporting streetscape enhancements in commercial corridors.
- Planning efforts such as downtown master planning, streetscape planning, corridor planning and capital improvements planning, designed to preserve and enhance municipal characteristics and maintain individual uniqueness.
- Partnering with the Annville-Cleona School District, Lebanon Valley College and Lebanon County Technology and Career Center to enhance appropriate education and intern opportunities for students.
- Improving wireless capability, working with the School District, LVC and providers.
- Informing LVEDC of areas and buildings available for commercial and industrial development.
- Allowing income generating accessory uses on farms.
- Promoting utilization of workforce training programs to assure a labor force of skilled workers targeted toward existing job opportunities and target industries in the area.
- Continuing the façade improvement program and other activities of the Friends of Old Annville.

- Supporting continuation of natural resource-based industries.
- Protecting natural and scenic resources in the Region. Foster heritage and bicycle tourism within the Region by actively participating in heritage and bicycle tours of Lebanon County, such as the Heritage Trail developed by the Lebanon Valley Conservancy and Trails shown on the Lebanon Valley Scenic Bicycle Map.
- Considering whether coordinated corridor overlay zoning should be used in the Route 422 Corridor.
- Implementing the Route 422 Congested Corridor Improvement Program.
- Managing access to Route 422 and improving the appearance of the corridor.

### **Design Considerations and Historic Resources Preservation**

Economic development can be linked to providing attractive spaces for people, preserving the heritage of the Region and generally enhancing the quality of life in the Region. It is important to consider design elements (see Chapter 4, Design Considerations) and preserve the historic resources and traditional architecture (see Chapter 10, Historic Resources Preservation).

### **Intergovernmental Cooperation**

A number of State programs can be used for plan implementation. The Pennsylvania Department of Community and Economic Development (DCED) is the lead agency. Within DCED, the Community Action Team (CAT) plays a very important role in downtown revitalization. CAT creates priority “impact” projects within a community, assisting with all stages of a project and acting as a single point of contact for all State Departments.

Locally, the Lebanon Valley Economic Development Corporation (LVEDC) has a number of initiatives and the Lebanon Valley Chamber of Commerce connects local businesses to business development and management, employee recruitment and retention, marketing and other services needed.

## **HISTORIC RESOURCES PRESERVATION**

Historic resources connect us to the past, emphasize our sense of community, and often provide aesthetic value. Protected Historic resources can provide a climate for investment and tourism benefits, which in turn can lead to economic development opportunities. Planning for the protection of historic resources is especially important because historical resources are not renewable.

### **ACTIONS TO PROTECT HISTORIC RESOURCES**

- Review the adequacy of the Annville Township Historic District ordinance and the administration of the ordinance. Amend the ordinance and improve review and enforcement procedures as necessary to achieve the intent of the ordinance.
- Continue support of the Friends of Old Annville preservation efforts. Support continued efforts to educate the public regarding historic preservation.
- Determine the extent to which historic resources in the Region outside the Annville Historic District will be protected through municipal regulations. See discussion in Chapter 4, Design Considerations. Some of the alternatives include:
  - Historic Resource Overlay Zoning
  - Demolition by Neglect Provisions
  - Historic Resource Impact Study, Mitigation and Buffering Requirements
  - Adoption of Design Guidelines
  - Utilizing a type of Form-Based zoning district which is concerned with form and scale (the character) of development, rather than focusing only on distinctions in land-use types
- Determine the need to appoint a regional historical commission which is actively involved in historic preservation. Such a commission would be a creation of the municipalities. The commission could be instrumental in administration of any historic resource overlay zoning that is adopted. The commission could also coordinate with the Friends of Old Annville.

Annville would have to determine the role its HARB would play outside the Historic District and whether the HARB would be utilized rather than a historic commission.

- Determine whether efforts should be made to make remnants of the Union Canal in North Annville more visible and interpret the history of the Canal, particularly in North Annville.

- Work with corporations, lenders and organizations to develop additional local-level funding and grants for preservation. Pursue foundation grants for historic preservation.

## **METHODS OF PROTECTION OF NATURAL RESOURCES**

Natural resources can be protected through ordinances and through administrative means. Provisions in zoning, subdivision and land development, floodplain management, storm water management and wellhead protection ordinances can protect areas of critical resources and minimize the impact of development on those resources. Administrative means, such as Maps of Potential Conservation Lands and Official Maps provide guidance for ordinance provisions and other administrative conservation and acquisition programs. These maps identify conservation priorities, help identify key parcels to be preserved, and serve as a guide to developers as to what lands in their tracts should be retained as open space.

A municipal or a regional Environmental Advisory Council can work with governing bodies to preserve key tracts of open space and protect environmental resources.

## **MUNICIPAL ORDINANCE ACTIONS**

Municipal zoning ordinances can protect natural resources. The following types of regulations should be reviewed by each municipality.

1. Natural Resource Protection Standards and/or Net-Out Provisions
2. Steep Slope Protection Provisions
3. Tree and Woodland Protection, Management and Planting Provisions
4. Outdoor Lighting Standards to control light pollution and protect the night sky
5. Forestry Regulations
6. Ridgeline Protection Regulations
7. Conservation Zoning (Growing Greener Concept of Natural Lands Trust) can be adopted
8. Provisions for Wetland, Wetland Buffer, Wet Areas, Lake, Water Body, and Hydric Soil Protection
9. Floodplain Protection Provisions
10. Stream Corridor Overlay Zoning and Riparian Buffers provisions

Types of SALDO provisions for consideration include:

1. Expand plan data requirements to include a specific listing of environmental, scenic, historic and cultural resources.
2. Require developers to identify the resources within their tracts, analyze the impacts of the development and mitigate those impacts.

Require environmental assessment studies, hydrogeological studies, scenic, historic and cultural resources impact studies; plans for preservation of environmental, historic and cultural resources; and analysis of the site's ability to support the proposed use and intensity of use.

3. Require developers to identify natural, historic, scenic, architectural and cultural resources in their tracts and incorporate them into the open space system. Require management plans for open space as well as mechanisms assuring the continuation as open space.

In review of Subdivision and Land Development Plans, requirements for setting aside open space can be used to preserve Conservation Corridors and provide for greenways identified in open space and recreation plans. Greenway Design Principles in open space plans could be incorporated within the Ordinance.

Requirements for setting aside open space can also be used to protect designated undeveloped areas and identified natural areas pursuant to open space and recreation plans.

4. Require protection of vegetation during site work.
5. Limit clearance on approved, but not developed, lots. Potential techniques include tree clearance limits, deed restrictions, net-out provisions, and identification of permissible clearance areas during the development process.
6. Adopt appropriate refinements to implement the Growing Greener Conservation Development Concept if included in the Zoning Ordinance.

## **CONTINUATION OF INTERMUNICIPAL COOPERATION/FIRST IMPLEMENTATION STEPS**

The Action Plan is critical to the success of this Comprehensive Plan because it lists the actions to be taken to implement policies and accomplish goals and objectives for the Region. The Pennsylvania Municipalities Planning Code (MPC) enables municipalities to work together to undertake this challenge. The first step to implementing a multi-municipal comprehensive plan is for the Borough and the Townships to adopt an intergovernmental cooperative implementation agreement that will address future actions, such as revision of ordinances to achieve consistency with the Plan. An example of such

an agreement is found in Appendix 1. A Regional Planning Committee is established by that agreement. The Regional Planning Committee will review consistency issues; address implementation of the Plan; amend the Plan as necessary in the future; and cooperate in the regional allocation of land uses through consistent zoning ordinances based on the future land use plan.

It is absolutely critical that the Governing Bodies take initial responsibility for implementation of this Plan. Aspects of implementation can also be delegated to the Regional Planning Committee; a municipal governing body, planning commission or staff; new regional committees formed to address issues such as economic development and transportation; other entity; or combination thereof.

Those responsible for plan implementation should make contact with the identified regional partners and County and state agencies that can assist in implementation. The Transportation Plan stresses the need to work with the LEBCO MPO and LCPD to implement transportation projects. Contact with DCED (Pennsylvania Department of Community and Economic Development) and its Community Action Team should occur, as many programs for implementation start with DCED. As funding for many state grant programs is cut back, it is particularly important that the municipalities identify opportunities for joint efforts and pursue regional grantsmanship applications. Often priority will be given to funding joint municipal projects. When applying for funding to a state agency, it is important to demonstrate how a project is consistent with the objectives of the agency and the specific funding program. It is also important to demonstrate how the project is consistent with the Keystone Principles discussed in Chapter 1.

Per the MPC, the municipalities have two years from the adoption of the Plan to make sure that their zoning ordinances, subdivision and land development ordinances, Act 537 plans, and any capital improvement plans and official maps are generally consistent with this Comprehensive Plan. The Borough and Townships should cooperate to draft consistent zoning and subdivision and land development ordinance language.

To build momentum toward implementation of this plan, a priority project should be chosen for implementation within the next six (6) months, a champion for the project designated, funding secured, and the project begun. This will build momentum toward plan implementation.

### **Initial Implementation Steps**

- \* Execute an Intergovernmental Cooperative Agreement by the Governing Bodies
- \* Establish Regional Planning Committee
- \* Establish responsibility for plan implementation
- \* Contact partners for implementation
  - Establish a process for regional grantsmanship efforts
- \* Begin the consistency process for municipal ordinances and plans
  - Establish process to discuss intermunicipal consistency, sharing of ordinance provisions and allocation of uses
- \* Choose a priority project(s) to complete to build momentum

### **IMPLEMENTATION OF PROJECTS AND OTHER ACTION ITEMS**

The following table presents the project or action items, the time frame for implementation, the local responsibility for implementation, potential partners, and funding sources. Short-range projects are those anticipated for implementation in the next 2 years. Mid-range projects are those anticipated for implementation in years 3 to 5. Long-range projects are those anticipated for implementation in years 6 to 10 or beyond. Ongoing projects would be begun or continued within the next 2 years and continue over a period of time.

Acronyms used in the following table are as follows:

LCPD – Lebanon Count Planning Department

LVEDC – Lebanon Valley Economic Development Corporation

PSATS – Pennsylvania State Association of Township Supervisors

PSAB – Pennsylvania State Association of Boroughs

PADCED – Pennsylvania Department of Community and Economic Development

LVC of C – Lebanon Valley Chamber of Commerce

AEDA – Annville Economic Development Authority

A-C – Annville-Cleona

LEBCO MPO – Lebanon County Metropolitan Planning Organization

PennDOT – Pennsylvania Department of Transportation

ACSD – Annville-Cleona School District

LVC – Lebanon Valley College

LCAAOA – Lebanon County Area Agency on Aging

DCNR – Pennsylvania Department of Conservation and Natural Resources

PAWC – Pennsylvania American Water Company  
USDA – United States Department of Agriculture  
PENNVEST – Pennsylvania Infrastructure and Investment Authority  
LCTCC – Lebanon County Career and Technology Center  
LCHRA – Lebanon County Housing and Redevelopment Authority  
PHFA – Pennsylvania Housing Finance Agency  
CDBG – Community Development Block Grant  
FOOA – Friends of Old Annville  
HARB – Historical Architectural Review Board  
PADEP – Pennsylvania Department of Environmental Protection  
LCCD – Lebanon County Conservation District  
LCFB – Lebanon County Farm Bureau

<b>Project/Action</b>	<b>Implementation Range</b>	<b>Local Responsibility</b>	<b>Potential Partners/ Funding Sources</b>
Sign Intergovernmental Cooperative Implementation Agreement, appoint Regional Planning Committee, begin plan implementation process	Short Range	Governing Bodies	LCPD
Implement Regional Cooperation Program	On-going	Governing Bodies, Staffs, Commissions	LCPD, LVEDC, PSATS, PSAB, PADCED
Appoint regional Economic Development Committee (EDC) and implement regional economic development program	Short Range	Governing Bodies	LCPD, LVEDC, LVC of C, AEDA, A-C Women of Today, Kiwanis, Rotary
Appoint regional Transportation Committee to address regional transportation concerns such as traffic calming, access management, congestion management, multi-modal facilities, appearance of Route 422 wayfinding, pedestrian and bicycle studies and enhancements, safety audits, intersection improvement, alternative routes, shoulder improvements, transit enhancements	Short Range	Governing Bodies	LEBCO MPO, LCPD, PENNDOT, Landowners, Lebanon Valley Bicycle Coalition, Lebanon Transit
Appoint a Regional Recreation Committee to address recreation issues, foster regional trail system, discuss community center for the Region, cooperating with Annville Free Library and Senior Center, support expansion of Quittie Creek Park	Short Range	Governing bodies, ACSO, LVC, recreation providers, Quittie Creek Park Committee, Annville Youth League, A-C Pool Board, A-C Youth Soccer Assn., Cleona Baseball Assn., North Annville Baseball Assn.	LCAAOA, Free Library, DCNR
Coordinate regionally on emergency management planning and emergency services	On-going	Governing Bodies, Emergency Management Coordinators, Fire Companies, Police Chiefs	Lebanon County Emergency Management Agency, adjoining municipalities, PAWC, Authorities Emergency Service providers, First Aid and Safety Patrol
Update Municipal Zoning Ordinances and Maps and SALDOs	Short Range	Governing Bodies, Planning Commissions	LCPD, PADCED

<b>Project/Action</b>	<b>Implementation Range</b>	<b>Local Responsibility</b>	<b>Potential Partners/ Funding Sources</b>
Implement parking management programs	On-going	Governing Bodies, Landowners, Regional Transportation Committee, Economic Development Committee/Agencies, AEDA	LEBCO MPO, LCPD, PennDOT
Consider regional or individual Official Map	Short Range	Governing Bodies	LCPD, PADCED
Utilize Capital Improvement Programming	On-going	Governing Bodies and Staffs	LCPD, PENNVEST, USDA, LEBCO MPO, PennDOT
Implement TIP projects and CCIP projects	On-going	Governing Bodies	LEBCO MPO, LCPD, PennDOT, Landowner's FHWA
Implement South Annville Township Transportation Program	On-going	South Annville Township	LEBCO MPO, LCPD, PennDOT, Landowners
Cooperate with County agencies and educational entities and utilities in utilization of facilities, education and training of residents, and increasing broadband and other utility capabilities	On-going	Governing Bodies, ACSD, LVC, LCTCC	LVEDC, Chamber of Commerce, Utilities
Utilize rental unit licensing and inspection	On-going	Governing Bodies and Staffs	
Utilize façade improvement programs	On-going	Governing Bodies, AEDA, Friends of Old Annville, Historic Commission	PADCED
Utilize code enforcement to enhance the building stock	On-going	Governing Bodies and Staffs, LCPD	
Encourage home ownership, rehabilitation and renovation	On-going	Governing Bodies, Property Owners, Banks	LCHRA, PHFA, PADCED
Enhance neighborhood infrastructure (sidewalks, curbs, streets, utilities, lighting)	On-going	Governing Bodies	CDBG, PADOT, PADCED, PENNVEST, USDA, LEBCO MPO

<b>Project/Action</b>	<b>Implementation Range</b>	<b>Local Responsibility</b>	<b>Potential Partners/ Funding Sources</b>
Implement historic preservation programs	On-going	Governing Bodies, FOOA, Historic Commission, Annville HARB	PHMC, LEBCO Historical Society
Address residential conversions	Short Range	Governing Bodies and Planning Commissions	LCPD, PADCED
Address utilization of design guidelines	Short Range	Governing Bodies, Planning Commissions	LCPD, PADCED
Identify strategies for implementation and management of downtown revitalization programs	On-going	Governing Bodies, Planning Commissions, LVEDC, AEDA, FOOA	LCPD, PADCED, LVEDC, AEDA
Coordinate Act 537 Planning with the Future Land Use Plan, upgrade the ATWWTP	Short Range	Governing Bodies, Authorities	PENNVEST, USDA, PADEP
Work with MFS/Eastern Land and Resource Company in the design of Clear Spring Business Park in trail, transit enhancement, road and recreation facility issues	On-going	South Annville Township	LEBCO MPO, LCPD, PennDOT, LVEDC
Consider appointment of regional Environmental Advisory Council	Mid Range	Governing Bodies	
Support Agricultural Preservation Efforts	On-going	Governing Bodies, Planning Commissions, Farmers	LCCD, LCFB, Lebanon Co.

**A REGIONAL PLAN**

The ultimate objective of this Comprehensive Plan is to help create places and spaces where people want to be. People desire safe, convenient and pleasant places to live; good job opportunities; a transportation system which allows convenient movement through the area; places to walk, meet and interact; recreational opportunities; attractive areas in which to shop; good educational and health care systems; and cultural events and facilities.

In 2000, Pennsylvania adopted amendments to the Municipalities Planning Code (MPC) to allow municipalities to work together to plan regionally across municipal borders and create joint municipal Comprehensive Plans. A Joint Comprehensive Plan can address both development and preservation issues with the flexibility of allocating land uses over the entire planning area, rather than the traditional method of providing for all land uses within each municipality. Additionally, a Joint Comprehensive Plan allows for regional coordination of transportation and community facilities issues, which helps to prevent overlap of municipal resources.

A Joint Comprehensive Plan is more than just a plan for development. The Plan is a means granted to local governments by the Commonwealth of Pennsylvania by which participating communities may work together to create a vision of what they want to become and how they intend to achieve that vision. This Joint Comprehensive Plan will help to anticipate change, to identify community goals, and to examine local resources. It will provide the guidance that allows a higher degree of control in *how* change occurs in the Annville-Cleona Region.

It is important to realize that this Joint Comprehensive Plan does not have the force of law, although it provides the foundation for ordinances and regulations that do. In fact, a sound Joint Comprehensive Plan becomes critical in the event that an ordinance of any of the participating municipalities is challenged in court: if the ordinance in question is shown to be consistent with a duly adopted Joint Comprehensive Plan, a successful legal challenge is more difficult than it would be otherwise.

**WHAT DOES A COMPREHENSIVE PLAN ACCOMPLISH?**

The Comprehensive Plan contains a vision of what the Borough and Townships want to achieve and includes goals, policies and strategies for realizing that vision.

The Comprehensive Plan is an educational document, providing discussion of conditions, issues, and opportunities, and identifying resources that are worthy of protection and preservation.

The Comprehensive Plan contains policies for land use, housing, circulation and community facilities which will serve as a guide for public and private decision-making to accomplish the goals and objectives, and thus the vision for the municipalities. The Plan is a guideline as to how to shape the future of the Region in accordance with that vision.

The Comprehensive Plan provides a basis for implementation techniques, such as land use ordinances, official maps and capital improvements programs, which will implement the policies contained in this plan. The Plan also provides a framework for the creation of partnerships to implement the plan.

Planning jointly allows allocation of land uses, housing types, densities, and development patterns over the entire region, rather than trying to fit all types of uses and densities into each municipality. It also allows for coordinated land use planning along municipal boundaries; coordinated planning for linkages, trails, recreation and open space, and transportation throughout the Region; and coordinated planning along the common road corridors in the Region. Coordinated input can be provided to County and State agencies and an overall approach to economic development can be presented, addressing retention of major components of the economy and allowing for appropriate commercial and industrial development, which complements rather than detracts from existing commercial areas.

### **NEED FOR IMPLEMENTATION AND CONTINUING PLANNING**

This Comprehensive Plan is just a start. It is the foundation for the attainment of the goals and objectives established within the Plan, which can be accomplished only with the support of the municipal governments, municipal commissions, boards and committees, area businesses, area residents, and surrounding municipalities and regional planning groups.

The objective has been to prepare a plan, which will not sit on a shelf and gather dust, but a plan that will be implemented and used by municipal governing bodies, planning commissions and other groups within the municipalities to guide their actions in attaining the goals of this Plan.

The successful implementation of the Annville-Cleona Comprehensive Plan involves the acceptance of the Plan Regional Vision and the rendering of direction by the governing bodies. Certain areas such as economic development and cost savings through joint purchasing, administration, public works, grant writing and public services require the governing bodies to plan on a regional basis. To encourage inter-governmental communications, it is recommended that representatives of governing bodies meet periodically to discuss regional cooperation.

This Plan presents a strategy to guide municipal officials and other agencies in making decisions that will assure that the Annville-Cleona Region will continue to be an attractive place in which to live, work, and visit. This Comprehensive Plan is not an ordinance or regulation, but is a basis for establishing regulations and undertaking specific functional plans designed to implement the policies set forth within the plan. Each municipality retains the right to control zoning within its municipality, whether through individual zoning ordinances or a joint zoning ordinance.

Planning is an ongoing process and this Joint Comprehensive Plan must be continually reviewed in light of unforeseen changes in development trends, the state of the economy, capacity of public infrastructure, changes in community goals, and the appropriateness of the Plan's objectives, policies, and implementation program. The MPC requires the comprehensive plan to be reviewed at least every ten years.

## **THE PENNSYLVANIA MUNICIPALITIES PLANNING CODE (MPC) AND MULTIMUNICIPAL PLANNING**

In the MPC, intergovernmental cooperation is encouraged in order to accomplish the following objectives. These objectives are also objectives of this plan:

- To provide for development that is compatible with surrounding land uses and that will complement existing land development with a balance of commercial, industrial and residential uses.
- To protect and maintain the separate identity of Pennsylvania's communities and to prevent the unnecessary conversion of valuable and limited agricultural land.
- To encourage cooperation and coordinated planning among adjoining municipalities so that each municipality accommodates its share of the multimunicipal growth burden and does not induce unnecessary or premature development of rural lands.
- To minimize disruption of the economy and environment of existing communities.
- To complement the economic and transportation needs of the region and this Commonwealth.
- To provide for the continuation of historic community patterns.
- To provide for coordinated highways, public services and development.
- To ensure that new public water and wastewater treatment systems are constructed in areas that will result in the efficient utilization of existing systems, prior to the development and construction of new systems.
- To ensure that new or major extension of existing public water and wastewater treatment systems are constructed only in those areas within which anticipated growth and development can adequately be sustained within the financial and environmental resources of the area.
- To identify those areas where growth and development will occur so that a full range of public infrastructure services including sewer, water, highways, police and fire protection, public schools, parks, open space and other services can be adequately planned and provided as needed to accommodate the growth that occurs.
- To encourage innovations in residential, commercial and industrial development to meet growing population demands by an increased variety in type, design and layout of structures and by the conservation and more efficient use of open space ancillary to such structures.

- To facilitate the development of affordable and other types of housing in numbers consistent with the need for such housing as shown by existing and projected population data for the region.

Governing bodies of municipalities are authorized by the MPC to enter into intergovernmental cooperative agreements for the purpose of developing, adopting and implementing a comprehensive plan. Such agreements may also be entered into between and among counties and municipalities for areas that include municipalities in more than one county, and between and among counties, municipalities, authorities and special districts providing water and sewer facilities, transportation planning or other services within the area of a plan and with the opportunity for the active participation of State agencies and school districts.

### **KEYSTONE PRINCIPLES FOR GROWTH, INVESTMENT AND RESOURCE CONSERVATION**

The Governor’s Economic Development Cabinet announced a set of principles and criteria that will be used by state agencies to guide investment and support local growth and economic development across the Commonwealth. The principles are based on the precept that a higher quality of life is key to foster new business development and it is important to conserve our exceptional natural resources. Twenty-three state agencies and programs were involved in preparing the principles. This plan recognizes these principles.

The Keystone Principles are:

1. **Redevelop first** – Support revitalization of Pennsylvania’s many cities and towns and give funding preference to reuse and redevelopment of “brownfield” and previously developed sites in urban, suburban, and rural communities.
2. **Provide efficient infrastructure** – Fix it first: use and improve existing infrastructure. Make highway and public transportation investments that use context sensitive design to improve existing developed areas and attract residents and visitors to these places. Require private and public expansions of service to be consistent with approved comprehensive plans and consistent implementing ordinances.
3. **Concentrate development** – Support infill and “greenfield” development that is compact, conserves land, and is integrated with existing or planned transportation, water and sewer services, and schools. Foster creation of well-designed developments and neighborhoods that offer healthy lifestyle opportunities for Pennsylvania residents.
4. **Increase job opportunities** – Retain and attract a diverse, educated workforce through the quality of economic opportunity and quality of life offered in Pennsylvania’s varied communities. Integrate educational and job training opportunities for workers of all ages with the workforce needs of businesses. Invest in businesses that offer good paying, high quality jobs, and that are located near existing or planned water and sewer

infrastructure, housing, existing workforce, and transportation access (highway or transit).

5. **Foster sustainable businesses** – Strengthen natural resource based businesses that use sustainable practices in energy production and use, agriculture, forestry, fisheries, recreation and tourism. Increase our supply of renewable energy. Reduce consumption of water, energy and materials to reduce foreign energy dependence and address climate change.
6. **Restore and enhance the environment** – Maintain and expand land, air and water protection and conservation programs. Conserve and restore environmentally sensitive lands and natural areas for ecological health, biodiversity and wildlife habitat.
7. **Enhance recreational and heritage resources** – Maintain and improve recreational and heritage assets and infrastructure throughout the commonwealth, including parks and forests, greenways and trails, heritage parks, historic sites and resources, fishing and boating areas and game lands offering recreational and cultural opportunities to Pennsylvanians and visitors.
8. **Expand housing opportunities** – Support the construction and rehabilitation of housing of all types to meet the needs of people of all incomes and abilities. Support local projects that are based on a comprehensive vision or plan, have significant potential impact (e.g., increased tax base, private investment), and demonstrate local capacity, technical ability and leadership to implement the project.
9. **Plan regionally, implement locally** – Support multi-municipal, county and local government planning and implementation that has broad public input and support and is consistent with these principles. Provide education, training, technical assistance, and funding for such planning and for transportation, infrastructure, economic development, housing, mixed use and conservation projects that implement such plans.
10. **Be fair** – Support equitable sharing of the benefits and burdens of development. Provide technical and strategic support for inclusive community planning to ensure social, economic, and environmental goals are met.

## **IMPLEMENTATION AGREEMENTS**

In order to implement multimunicipal comprehensive plans, municipalities shall have authority to enter into intergovernmental cooperative agreements.

Cooperative implementation agreements between one or more municipalities shall:

- (1) Establish the process that the participating municipalities will use to achieve general consistency between the county or multimunicipal comprehensive plan and zoning ordinances, subdivision and land development and capital improvement plans within participating municipalities, including adoption of conforming ordinances by participating municipalities within two years and a mechanism for resolving disputes over the interpretation of the multimunicipal comprehensive plan and the consistency of implementing plans and ordinances.
- (2) Establish a process for review and approval of developments of regional significance and impact that are proposed within any participating municipality. Subdivision and land development approval powers under this act shall only be exercised by the municipality in which the property where the approval is sought. Under no circumstances shall a subdivision or land development applicant be required to undergo more than one approval process.
- (3) Establish the role and responsibilities of participating municipalities with respect to implementation of the plan, including the provision of public infrastructure services within participating municipalities, the provision of affordable housing, and purchase of real property, including rights-of-way and easements.
- (4) Require a yearly report by participating municipalities to the county planning agency and by the county planning agency to the participating municipalities concerning activities carried out pursuant to the agreement during the previous year. Such reports shall include summaries of public infrastructure needs in growth areas and progress toward meeting those needs through capital improvement plans and implementing actions, and reports on development applications and dispositions for residential, commercial, and industrial development in each participating municipality for the purpose of evaluating the extent of provision for all categories of use and housing for all income levels within the region of the plan.
- (5) Describe any other duties and responsibilities as may be agreed upon by the parties.

Cooperative implementation agreements may designate growth areas, future growth areas and rural resource areas within the plan. The agreement shall also provide a process for amending the multimunicipal comprehensive plan and redefining any designated growth area, future growth area and rural resource area within the plan.

## **Legal Effect:**

Where municipalities have adopted a county plan or a multimunicipal plan is adopted under this article and the participating municipalities have conformed their local plans and ordinances to the county or multimunicipal plan by implementing cooperative agreements and adopting appropriate resolutions and ordinances, the following shall apply:

1. Where municipalities have adopted a multimunicipal comprehensive plan pursuant to Article XI but have not adopted a joint municipal ordinance pursuant to Article VIII-A and all municipalities participating in the multimunicipal comprehensive plan have adopted and are administering zoning ordinances generally consistent with the provisions of the multimunicipal comprehensive plan, and a challenge is brought to the validity of a zoning ordinance of a participating municipality involving a proposed use, then the zoning hearing board or governing body, as the case may be, shall consider the availability of uses under zoning ordinances within the municipalities participating in the multimunicipal comprehensive plan within a reasonable geographic area and shall not limit its consideration to the application of the zoning ordinance on the municipality whose zoning ordinance is being challenged.
2. Where municipalities have adopted a joint municipal comprehensive plan and enacted a zoning ordinance or ordinances consistent with the joint municipal comprehensive plan within a region pursuant to Articles VIII-A and XI, the court, when determining the validity of a challenge to such a municipality's zoning ordinance, shall consider the zoning ordinance or ordinances as they apply to the entire region and shall not limit its consideration to the application of the zoning ordinance within the boundaries of the respective municipalities.
3. Where municipalities have adopted a multimunicipal comprehensive plan pursuant to Article XI but have not adopted a joint municipal ordinance pursuant to Article VIII-A and all municipalities participating in the multimunicipal comprehensive plan have adopted and are administering zoning ordinances generally consistent with the provisions of the multimunicipal comprehensive plan, and a challenge is brought to the validity of a zoning ordinance of a participating municipality involving a proposed use, then the court shall consider the availability of uses under zoning ordinances within the municipalities participating in the multimunicipal comprehensive plan within a reasonable geographic area and shall not limit its consideration to the application of the zoning ordinance on the municipality whose zoning ordinance is being challenged.
4. State agencies shall consider and may rely upon comprehensive plans and zoning ordinances when reviewing applications for the funding or permitting of infrastructure or facilities.

5. State agencies shall consider and may give priority consideration to applications for financial or technical assistance for projects consistent with the county or multimunicipal plan.

**IDENTIFICATION OF ISSUES**

Issues were identified with the Comprehensive Plan Committee (Committee) through a tour of the Region by the Committee, Committee workshop meetings, a SWOT analysis with the Committee and a questionnaire to the Committee. Issues were also identified through a series of four focus group meetings held during the Winter and Spring of 2011. Meetings were held on transportation; economic development and land use; municipal government services and emergency management preparedness; and educational, historical, cultural, social services and recreational resources. People with particular expertise in each topic were invited to each focus group meeting; however, all citizens in the Region were invited to attend the meetings.

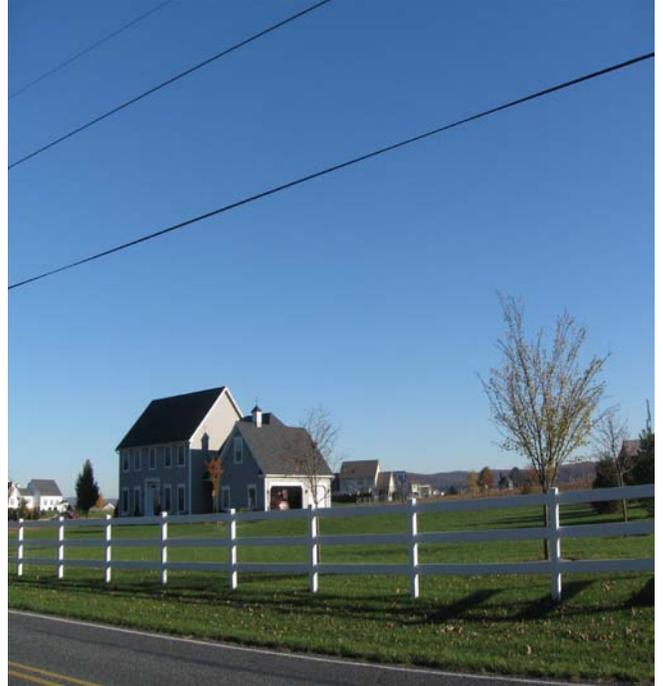
**Tour of Region**

While the primary purpose of the tour of the Region was to familiarize the Committee members and consultant with the four municipalities participating in the Comprehensive Plan, several topics for consideration were identified:

- Managing growth in North Annville and South Annville Townships.
- Preserving agriculture in North Annville and South Annville Townships.
- Addressing the potential for significant commercial and industrial development in the Route 422 Corridor in the western portion of the Region.
- Addressing the congestion on Route 422, congestion on and safety of Route 934, traffic on other roads feeding to or alternative to the major routes.
- Providing for natural resource-based industry, such as Weabers Wood Products and the Lebanon Materials Quarry.
- Maintaining the attractive public facilities in the Region such as Cleona Borough Park and Quittie Park in Annville.
- Promoting economic development in the Region.
- Increasing intermunicipal cooperation in the Region.
- Maintaining the viability of Annville and Cleona downtowns while promoting the small town atmosphere.
- Enhancing alternative modes of travel, such as pedestrian, bicycle and transit.
- Historic preservation.



**Agricultural Industry**



**Residential intrusion into agricultural area**



**Resource-Based Industry**

## **SWOT Exercise**

The Committee was asked to identify the Region's Strengths, Weaknesses, Opportunities and Threats. The following were identified:

## ANNVILLE-CLEONA AREA COMPREHENSIVE PLAN

### STRENGTHS

- Great labor force
- Caring community
- Appreciate quality of life
- People
- Educational & Entertainment Opportunities
- Farmland next to Town – open space
- Relatively easy to get around (except sometimes on 422)
- Good road network
- Easy to access interstates
- Properties well kept and attractive
- Location relative to metro areas and vacation spots
- Relative cost of living - housing costs
- Extended family networks
- Cohesive community
- Pleasant place to live
- Scenery
- Good place to which to retire

### OPPORTUNITIES

- Regional planning/cooperation
- Joint police force
- Fire company cooperation
- LVC/school district - can assist in wireless capability (umbrella)
- Create permanent open space system – farmland, accessible open areas

### WEAKNESSES

- Concerned with own municipal issues
- Amount of employment opportunities
- Lack of professional and high tech businesses
- Broadband capability/wireless communication
- Lack of diversity
- Lack of alternatives to vehicular travel
- Lack of readily accessible transit system
- No commuter railroad
- Lack of bike lanes
- Lack of regional planning in the past (cooperation)
- Duplication of service (especially police & fire)
- Coordination with state agencies
- No barber shop

### THREATS

- Loss of open space
- Loss of volunteers for fire service
- Utility capacity/capability (sewer & water)
- Increased traffic flow
- Nearness to interstates (accessible to drug traffic and other undesirable activities)
- Unfunded mandates, government requirements (Chesapeake Bay, MS4)
- Not enough jobs

## Comprehensive Plan Committee Questionnaire

The Committee was given a questionnaire to answer, and the following responses were received.

### ANNVILLE-CLEONA AREA COMPREHENSIVE PLAN STEERING COMMITTEE QUESTIONNAIRE

1. What do you like most about the Annsville-Cleona Region?

- Small Town Atmosphere
- Annsville Streetscape
- The people - industrious; proud of property; peaceful; charitable; concerned; caring
- The countryside
- The seasons
- Available facilities - recreation; entertainment; art; government
- Strong but declining religious community
- Sense of A-C community
- Ease of getting around except for 422 corridor
- Quality of services – banks, grocery store
- Municipal services in Annsville - leaf pickup, sewer, trash, green waste
- Good drinking water
- Annsville Free Library
- Movie theatre

2. What are the most important issues which face and will face the Annsville-Cleona Region?

- Housing development
- Growth
- Traffic impact
- Employment opportunities
- Agriculture is #1 employer but ag land is disappearing and the infrastructure is as well
- Cost of municipal services
- Combining/providing safety services – police, fire, EMT
- Codes and code enforcement
- Residential development
- Business development

3. What trends, projects or events in the Annville-Cleona Region concern you the most?
  - Parking for downtown Annville development area (Economic Development Authority)
  - Actually finding tenants for Annville development area (Economic Development Authority)
  - We are pretty much a bedroom community. Small business is constantly being pressured – lack of “good” employment opportunities.
  - Loss of farmland, woodlands, and green space
  - Municipal combining/cooperation of services
  
4. What kind of community do you want the Annville-Cleona Region to be in the future?
  - Same feel as 50’s-60’s with downtown Annville as a destination
  - There is much to like about the region. Continue to be like #1 above (the people, countryside, seasons, available facilities, religious community) with some industry and employment opportunities.
  - Combined residential, business and farming
  - Consolidated municipal government and services covering entire A-C region
  
5. What things should the municipalities in the Annville-Cleona Region continue doing over the next 20 years?
  - Combining services to save money/or improve services
  - Better plan for housing developments and sewers (not 5 acres/homestead)
  - A walking route that goes through each quadrant of Annville and takes them to the Annville Economic Development Area; this strengthens the Town Center concept.
  - Promote the availability of a superior labor force.
  - Secure some industry and employment opportunities.
  - Preserve more quality farmland.
  - Working together to contain municipal costs & taxes.
  - Business promotion group ... mini-chamber of commerce.
  - Encourage owners to maintain properties – code enforcement.
  - Combine/coordinate fire and police services.

6. What things should the municipalities in the Annville-Cleona Region do differently over the next 20 years?

- Do more on a united basis.
- Avoid duplication of effort.
- Working more closely together.
- Combine municipalities for better public service.

## **Transportation Issues**

The following transportation issues were identified by the Committee, Transportation Focus Group and Lebanon County Planning Department staff:

### **MAJOR TRANSPORTATION ISSUES**

- Intersection and Bridge Improvements
  - Routes 422 and 934
  - Spruce Street
  - CCIP
  - Clear Spring Road and Route 934
  - North White Oak Street Bridge Design
  - Reigerts Lane and Route 934
  - Louser Road and Route 934
  - Royal Road and Route 934
  - Hill Church Road and Route 934
- Killinger Road Relocation
- Route 422 and Route 934 Roadway Safety Audits
- Route 422 Pedestrian Study
- Access Management on Routes 322, 422, and 934
- Shoulder Improvements to Accommodate Farm Vehicles and Bicyclists  
(Need Shoulder Audit for Bicyclists)
- Potential Train Station Location
- Any Recommended Park and Ride, Multi-Modal and Bus Stop Locations
- Traffic Calming
- Alternative Route Improvement/Construction
  - Clear Spring Road - Route 934 - Hill Church Road
  - Clear Spring Road - Mount Pleasant Road - Route 322 - Route 934
  - Louser Road
  - Royal Road
  - Spruce Street
  - Annville Alleys

- Wayfinding
- Shared Parking/Additional Parking Facilities
- Bicycle Facilities
- Improve Walkability, particularly on Routes 422 and 934. Completion of gaps in sidewalk system, extensions of sidewalk system, and improvements of some sidewalks. Expanding a regional trail system.
- Improvement of Private Parking Areas
- Realignment of the driveway at the Annville Sewage Treatment Plant to be a four-way intersection with Mount Pleasant Road.
- Providing right-turn lane on Route 422 westbound at Center Street in Cleona.



**Route 422 and Center Street Intersection**



**Gap in sidewalk system between Annville and Cleona**



**Need for improved access to potential train station site**



**Opportunity to provide for bicycle facilities**

The Committee members were asked to rank the transportation issues in importance. The following are the five issues the Committee ranked most important, in descending order:

### TRANSPORTATION PRIORITIES

1. Intersection and Bridge Improvements
2. Alternative Route Improvement/Construction
3. Access Management on Routes 322, 422, and 934
4. Shoulder Improvements to Accommodate Farm Vehicles and Bicyclists
5. Route 422 and Route 934 Safety Audit



**Back-up at traffic light in Annville**



**Lack of access management along Route 422**



**Lack of access management along Route 322**



**Need to upgrade shoulder on alternative routes to Route 422**

## **Educational, Historical, Cultural, Social Service, and Recreational Resources Focus Group**

- The Annville Free Library is increasingly used as an educational, social and job seeking resource; however, State aid has been cut over time and the facility is now at capacity. Expansion and parking at the current location are problematic.
- It would be desirable to have additional recreational facilities available in the Region, such as basketball courts, playfields, and recreation center. It would be desirable to have such facilities constructed as part of the proposed business park in South Annville.
- The walkability and bikability of Routes 422 and 934 and other roads in the Region should be improved. There should also be connectivity among the walking facilities now available in the Region so it is possible to get places by walking.
- Consideration should be given to establishing a regional recreation commission serving all four municipalities in the Annville-Cleona Region.
- A community center could house recreational facilities for youth, facilities for seniors and library facilities. Investigate whether the former bakery building in downtown Annville could be a feasible location.
- Lebanon Valley College is a major asset to the community. In addition to making facilities available to the community, it is involved in redevelopment activities in downtown Annville.
- New development in South Annville will increase demand for school services. It would be desirable to improve pedestrian safety along Routes 422 and 934. A light should be placed on Route 934 at the school to facilitate crossing Route 934. Consideration could be given to a pedestrian tunnel or bridge at Route 934.
- The School District can be an integral element in providing services to families and businesses in the Region, such as after school activities and preparing students for academic, trade and farming careers.
- It would be desirable to expand Quittie Park eastward toward Cleona, but additional financial resources are needed. It would be desirable to expand the trail system to Cleona Park.
- The Friends of Old Annville would like to see expanded historic preservation activities in Annville, such as an expanded façade assistance grant program, maintaining the character of the train station environment, updating the HARB ordinance and addressing demolition by neglect, being more active in the western portion of Annville and being more active in building activities in the Historic District to maintain its historic character.

- Expansion of the Lebanon Valley College campus east of North Railroad Street could be considered in the future.
- It would be desirable to recognize the remnants of the Union Canal locks in the Region.
- A way should be found to bring the four municipalities and organizations together in an organized way to address issues facing the Region and secure money to implement projects such as a community center.
- When the bridge at Spruce Street is replaced, there should be a pedestrian underpass constructed as part of the bridge project to facilitate pedestrian and bicycle traffic through the expanded park and trail system to connect Annville and Cleona.

### **Economic Development and Land Use Focus Group**

- Clear Spring Business Park is proposed on over 500 acres in the western portion of South Annville Township, along the southern side of Route 422. A special zoning district may be needed if the Township concurs with a mixed-use concept for the site. Development of this park will raise concerns regarding needed improvements to Route 422 and other roads in the vicinity; attracting uses which will create jobs; entrance treatment at Route 422; being synergistic with downtowns; being connected to the rest of the Region via trails; providing for green space along 422 between Annville and Palmyra; and buffering of surrounding land uses.
- Maintaining the current scale of Lebanon Valley College (LVC) so it continues to fit into the community.
- Maintaining the small town, attractive character of Annville and Cleona, so the community remains a desirable place to live, work and go to school.
- Attracting needed businesses in the Region, such as hotel and restaurant facilities.
- Encouraging increased cooperation between LVC and the Annville-Cleona School District and the businesses in the Region to increase the employability of students and provide trained employees for businesses.
- Providing for attractive commercial development which is not typical “Strip Mall” development.
- Maintaining the agricultural community in the Region. Agricultural support businesses are important to maintain the agricultural infrastructure and actual farm operations. Manage residential development and limit encroachments into agricultural and rural areas.

- Maintaining rural character and beauty where it exists in North and South Annville. Conserving riparian areas and fostering sustainable working forest management.
- Maintaining viable centers in Annville and Cleona and attracting appropriate small businesses such as specialty retail. Support businesses through efforts to enhance parking, vehicular access, streetscapes, façade improvements, historic preservation and necessary rehabilitation.
- Providing for land use regulations which will allow a variety of housing opportunities in the Region.
- Addressing concerns of farmers who operate farm equipment on Township roads through widening of shoulders and reviewing speed limits. Particularly Hill Church Road and Route 934.
- Addressing land use on a regional basis.

#### **Municipal Services Focus Group**

- Improving water flow to fight fires in Annville Township, especially south of Route 422. Projects could include replacing some small diameter mains and placing some hydrants on a larger main in the Township.
- Assuring there is a traffic control plan in Annville when Route 422 is closed during the fighting of a fire.
- Installing a few more hydrants on Route 422 in Cleona.
- Maintaining an adequately trained volunteer fire fighting force. Increasing cooperation of fire companies to maximize resources.
- Regionalizing emergency management planning and use of resources.
- Increasing safety of transport of hazardous materials on the rail line, including emergency response guide placard on railroad cars.
- Performing an energy upgrade of the Annville Township municipal building.
- Continuing to assess the possibility of the regionalization of police service.
- Investigating the possibility of regional code enforcement.

- Encouraging all municipalities to have adequate codes in place, such as property maintenance codes, to facilitate emergency responder ingress and egress at buildings and safety while within a building.
- Continuing intermunicipal cooperation in provision of services to residents.

## Regional Treasures

A number of regional treasures have been identified. These are natural features, recreational facilities, areas of the Region and buildings which have special meaning for residents of the Region and contribute to the Region being a special place.

### EXAMPLES OF TREASURES

- Quittie Creek
- Swatara Creek/Swatara Creek Water Trail/Boat Launch
- Union Canal/Towpath/Lock
- Quittie Creek Park
- Cleona Park
- Annville-Cleona Middle/High School
- Lebanon Valley College
- Agricultural Lands
- Downtown Cleona
- Downtown Annville
- Woodlands
- Annville Free Library
- Residential Neighborhoods
- Annville Historic District
- Elementary Schools
- Bachman Run
- Pool
- Football and Baseball Fields near Pool
- Railroad Station
- Daisy Flour Mill
- Limestone Home next to Mill



**Water Works**



**Downtown Cleona**



**Quittee Creek**



**Lebanon Valley College**



**Downtown Annville**



**Agricultural Lands**



**Annville Free Library**

## Regional Linkages

The Borough and the Townships are linked in a number of ways including by roads, the Quittie Creek, the School District, State and County agencies, the railroad, community facilities and services and local organizations.

### EXAMPLES OF LINKAGES

- Route 422
- Route 934
- Hill Church Road - N. Center Street/Harris Street
- Weaber Street
- Mill Street
- Queen Street
- Queen Street - West Chestnut Street
- Annville-Cleona School District
- Quittie Creek
- Lebanon County Planning Department
- PADOT
- Railroad
- American Legion/Community Groups
- Library
- Pool
- Sewer Authorities
- Fire Companies
- Police
- Lebanon Valley College Facilities
- Clear Spring Road Extension
- Youth Association
- Women of Today

## REGIONAL VISION

The Regional Vision is a statement of what we want the Annville-Cleona Region to be like in the future. The Vision is attained by setting goals; establishing objectives to achieve those goals; setting forth policies to meet the objectives; and identifying actions to implement the policies.

*The Annville-Cleona Region is a vibrant, safe, attractive and livable community in which to live and work, with a high quality of life. It is comprised of desirable residential neighborhoods, revitalized downtowns with attractive streetscapes, vital commercial areas, employment opportunities, preserved agricultural communities and sustained rural resource areas. Growth is managed, environmentally sound and coordinated with the provision of infrastructure and necessary transportation improvements. The four municipalities work together to provide outstanding community service facilities such as police and fire protection, parks, recreation fields and hiking trails. Opportunities abound for alternative transportation modes such as pedestrian and bicycle. The cultural and historical heritage of the Region is embraced and protected. A cooperative partnership has been formed between residents, community organizations, educational institutions and local, county and state governments to accomplish this vision.*

## GOALS AND OBJECTIVES

Goals are relatively general aspirations for the Region, indicating desired direction and providing criteria for measuring the success of this Plan. Objectives are more specific guidelines for the Region to follow in order to realize the goals. Goals and objectives should be reviewed periodically for their continued relevancy and success in achieving them through implementation of the Action Plan.

### STATEMENT OF REGIONAL GOALS AND OBJECTIVES

#### Natural and Scenic Resources

Goal: Protect and preserve the natural and scenic resources and beauty of the Region.

Objectives:

- Prevent deterioration of air quality
- Protect forests

- Protect lakes, ponds, and creeks
- Protect hunting and fishing environments
- Protect riparian corridors, floodplains, and wetlands
- Protect groundwater aquifers and recharge areas
- Protect steep slopes
- Protect hills and ridgelines
- Preserve significant natural wildlife habitats, and preserve biodiversity
- Protect the night sky from excessive light pollution
- Protect scenic views, features and landscapes
- Encourage the preservation of scenic road corridors and viewsheds along them
- Encourage the planting of shade trees in downtowns, other neighborhoods, in new developments and along highways in the Region

### **Historic, Architectural and Cultural Resources**

**Goal:** Protect, preserve, and enhance the remaining historic, architectural, and cultural resources and their surroundings.

**Objectives:**

- Recognize, document value and protect historic buildings, sites and districts. Keep houses historically correct. Require new structures to be compatible with historic structures within the historic district.
- Encourage development and redevelopment approaches that integrate historic resources into site and building design. Encourage new construction, additions and façade remodeling in Annville’s Historic District to be compatible with the existing historic landscape.
- Encourage adaptive reuse and building rehabilitation/restoration.
- Enforce adopted preservation regulations.
- Promote historic and cultural sites and events to residents and visitors.

- Encourage maintenance of resources and discourage demolition by neglect.
- Integrate historical preservation efforts into regional initiatives.
- Develop incentives for preserving historic structures.
- Retain and celebrate the various elements of the history of the Region.
- Link historic resources and natural, scenic, agricultural and recreational resources to existing neighborhoods where appropriate.
- Encourage a Free Library which is kept up-to-date, well-stocked, open and available to the community.
- Utilize the cultural and educational opportunities afforded by Lebanon Valley College and maintain a quality, mutually beneficial relationship.

### **Agricultural Resources**

**Goal:** Encourage the continuation of existing productive farmland for agricultural use and support the continuation of agricultural and agricultural support operations in the Region.

**Objectives:**

- Protect existing farmlands.
- Promote continuation of agricultural activities.
- Encourage participation in agricultural preservation programs.
- Foster fresh local food supply.
- Minimize conflicting land uses detrimental to existing farm enterprises.

### **Open Space and Recreation**

**Goal:** Provide for open space within the Region through the preservation of natural resources and the development and retention of recreation areas and parks. Preserve green infrastructure and develop a system of greenways to connect natural, open space, and recreation areas.

## Objectives:

- Identify areas which should be protected from development or receive only very low density development because of natural constraints or assets, and/or lack of supporting facilities and services.
- Identify significant natural resource lands and stream corridors for perpetual open space conservation. Create an expanded linear park system along the Quittie Creek.
- Achieve a balance between economic growth and the need for environmental conservation and preservation.
- Emphasize open space conservation during residential development.
- Support provision of year-round recreational programs for residents of all ages, including youth, adults and seniors.
- Support provision of recreational facilities for residents of all ages as part of a recreational network within the Region. Maintain areas for both active and passive recreation.
- Optimize maintenance, use and coordination of existing facilities in the Region.
- Support development of trails that link residential neighborhoods with park and school and other trail facilities and connect park facilities.
- Encourage new development to incorporate community-serving recreation facilities and trail connections with adjacent properties.
- Encourage shared use of specialized recreational facilities that require significant investment and operations/maintenance support.
- Work together as a Region in the planning, development and operation of recreation facilities as appropriate.

## Land Use

Goal: Manage, control, and guide development to preserve natural resources, agricultural uses, and existing communities in order to retain a mix of small town atmosphere, suburban environment, and rural character within the Region. Stabilize, protect and enhance residential neighborhoods.

### Objectives:

- Promote safe, vibrant, and livable neighborhoods.
- Encourage attractive streetscapes and comprehensive community beautification planning.
- Encourage new uses within neighborhoods to be compatible with existing development patterns. Sustain the vitality of existing residential neighborhoods and preserve the character and architectural integrity of traditional areas.
- Determine appropriate residential development techniques. Utilize infill and traditional neighborhood development where appropriate.
- Discourage uncoordinated strip development along major road corridors.
- Enhance the visual image of the community at entranceways, along corridors and at gateways to downtowns.
- Guide new development in such a way as to minimize impacts on existing community character.
- Allocate land uses over the entire Region in an appropriate manner.
- Implement Smart Growth Policies.
- Ensure consistency between land use designation and the availability of public sewer and water capacity.
- Establish designated growth areas and discourage development based on land use patterns and available infrastructure outside those areas.
- Implement land use controls to guide uses toward suitable sites and away from sensitive natural resources.
- Identify areas for appropriate economic development.

- Maintain and enhance the mixed use character of existing villages such as Bellegrove and Fontana.
- Attain consistency of land use along municipal boundaries.
- Provide for mixed use where appropriate to reduce vehicular travel and encourage walkability and bikability.
- Encourage development with pedestrian scale.
- Minimize conflicts between non-residential and residential uses through allocation of land use and utilization of performance and design standards and buffer yards.
- Establish requirements for attractive, well-planned development.
- Maintain the integrity and enhance visual aesthetics of existing neighborhoods.
- Retain the rural character of designated rural areas within the Region.
- Promote revitalization within downtowns, in conformity with the general character of the downtowns. Maintain mixed use character and the existing character of streetscapes. Encourage utilization of the downtowns throughout the day.
- Identify appropriate future character for available commercial and industrial areas in the Region.
- Identify needed zoning ordinance and SALDO revisions.
- Restrict construction and activities in floodplains to prevent loss of life and property and protect stream valleys from ecologically detrimental development that may contribute to water pollution, erosion and flooding conditions.

### **Transportation and Circulation**

Goal: Achieve a safe, efficient, accessible, interconnected multi-modal regional circulation system which will enhance pedestrian and bicycle movement, ease vehicular travel within the municipalities, minimize adverse impacts on residential neighborhoods, enhance the safety, mobility and livability of road corridors within the region, relieve congestion and manage and enhance parking resources.

## Objectives:

- Relieve congestion on Routes 422 and 934.
- Enhance the functioning and appearance of the Route 422 corridor.
- Maintain a strong relationship with the Lebanon County Metropolitan Planning Organization and PennDOT.
- Support appropriate alternatives to reliance upon automobile and truck travel and plan for safe and accessible routes of travel for pedestrians and bicyclists. Address gaps in the Region's sidewalk system. Address the safety of crossing Routes 422 and 934.
- Manage access to existing and proposed roads.
- Calm traffic in existing neighborhoods as necessary.
- Improve the safety, condition and functioning of the Region's roads and intersections.
- Enhance parking, transit, bicycling, pedestrian travel and wayfinding in the Region. Incorporate walkability into development.
- Provide a system of alternative routes to destinations. Improve alternative routes to Route 422.
- Upgrade bridges as needed.
- Improve pedestrian and bicyclist safety in the Region. Enhance connectivity between and within municipalities. Provide user connections as appropriate.
- Address parking needs within downtowns. Accomplish enhanced parking management, with consideration of additional parking facilities, shared parking and improvements of existing parking areas.
- Address impacts of land uses on major road corridors in the Region. Establish developer responsibilities for transportation improvements.
- Preserve the scenic road corridors and vistas within the Region.
- Program needed improvements to the Region's transportation system, including roads, intersections and bridges.

- Encourage studies to identify means of increasing the vehicular and pedestrian safety of Routes 422 and 934.
- Program shoulder improvements to accommodate farm vehicles and bicyclists in the Region.
- Encourage expanded bus and light rail service to the Region and location of a train station in Annville, additional bus stops and multi-modal facilities.

### **Economic Development**

Goal: Retain and enhance a vital multi-faceted economy.

Objectives:

- Enhance tax revenue from business development and enhance other sources of municipal income to maintain the Region as an affordable place to live with reasonable tax rates.
- Enhance the quality of life in the Region.
- Promote job creation for local residents through cooperative efforts of municipalities, the county, economic development agencies, businesses, and educational institutions.
- Support the viability of the Region's natural-resource based businesses when conducted in a sustainable manner.
- Protect the natural environment as economic development occurs.
- Enhance downtowns as unique shopping and mixed use environments, emphasizing the unique character of the downtowns.
- Encourage the appropriate adaptive re-use of vacant and underutilized properties.
- Protect natural, historic, cultural and recreational resources and landscapes in order to enable tourism that is based on nature and historic, cultural, recreational, educational and family activities.
- Retain existing desirable businesses and industries, support their appropriate expansion.

- Identify and designate appropriate areas for future economic development consistent with existing land use patterns and transportation facilities. Determine the types of economic development which are most appropriate for the Region.
- Identify strategies to attract desirable businesses, particularly those that will serve residential neighborhoods and the agricultural community.
- Address parking needs.
- Relate economic development to available infrastructure.
- Provide for well-planned, attractive and integrated office and light industrial development which provides for job formation in the Region. Require attention to buffering, landscaping, lighting and signage which enhances development which occurs.
- Identify site improvements to be required of developers by zoning and subdivision and land development ordinances and amend ordinances accordingly.
- Facilitate pedestrian and bicycle access to businesses and places of employment.
- Establish standards to improve the design and appearance and any necessary buffering of commercial areas. Encourage the use of performance standards for commercial and industrial uses.
- Encourage alternatives to strip commercial development.
- Support revitalization efforts in downtowns.
- Support enhanced workforce development activities, including education and training.
- Support streetscape enhancement.
- Foster development of local businesses.
- Preserve and enhance the character of central business districts. Maintain the mixed use character of downtowns and encourage development and redevelopment in character and scale with existing buildings, uses, intensities and densities.

- Maintain a strong relationship with the Lebanon Valley Economic Development Corporation and the Lebanon Valley Chamber of Commerce.
- Promote appropriate mixed use development at appropriate locations.

## **Housing**

**Goal:** Provide for a diversity of housing opportunities for the economic and demographic groups within the Region, in harmony with existing neighborhoods and historical and natural environments. Encourage housing types which will allow existing and potential residents of the region to live in the Region throughout the life cycle.

### **Objectives:**

- Encourage owner-occupied housing and dwelling unit maintenance. Discourage absentee property ownership.
- Promote maintenance, renovation, and modernization of existing housing.
- Eliminate and prevent conditions that contribute to and perpetuate blight in residential areas.
- Establish appropriate policies for residential conversions which will be consistent with retention of the character, stability, and upkeep of residential neighborhoods.
- Allow a range of housing choices for seniors, which have reasonable access to required services.
- Encourage adoption and enforcement of appropriate zoning, building, housing, rental and maintenance codes.
- Provide appropriate areas for a variety of single family, two family, and multiple-family dwellings and a variety of densities to allow housing choices, while retaining the existing character of the Region.
- Require commercial properties, residential properties and rental properties to be well-kept, safe and clean.
- Maintain strong relationships with the Lebanon County Housing and Redevelopment Authorities.

## Community Facilities, Services, and Development

**Goal:** Provide community facilities and services to the Region's residents in an efficient, cost-effective and quality manner within the financial resources of the municipalities.

**Objectives:**

- Enhance and expand parks, recreation and open spaces for area residents which are accessible, inviting, well maintained and safe
- Continue to provide safe, reliable, and well-maintained sanitary sewage disposal and water supply in the Region.
- Coordinate land use and sewer and water planning.
- Encourage provision of additional community, cultural and social facilities in the Region.
- Identify community facilities and services which can aid in the attraction of and support desired economic development.
- Identify services and facilities which can be provided on a cooperative basis and work toward intermunicipal cooperation.
- Provide efficient police, fire, and emergency services to the Region and explore increased regional cooperation.
- Fund cost-effective ways to meet the needs of seniors.
- Enhance the Region's public library services to the community.
- Support adequate solid waste disposal and collection systems to serve the needs of the Region's residents.
- Encourage regional emergency preparedness planning, coordinated with the Lebanon County Emergency Management Agency.
- Identify means of encouraging and achieving energy conservation.
- Support the needed maintenance, updating and expansion of municipal infrastructure, in a cost-efficient manner, to meet the needs of residents and businesses in the Region.

## Regional Cooperation

**Goal:** Increase Regional Cooperation among municipalities, non-profits, Lebanon Valley College, the Annville-Cleona School District and businesses in the provision of municipal and non-profit services and facilities in the Region. Address issues such as library facilities, recreation facilities, police service, pedestrian circulation, services and facilities for youth, seniors, and young families, fire protection, emergency management, code enforcement and economic development, job creation and tax base enhancement.

### Objectives:

- Create appropriate cooperative mechanisms to implement this Comprehensive Plan.
- Identify opportunities for continued cooperation and planning.
- Establish a formal program for regional interaction and cooperation.
- Address transportation issues on a regional basis.
- Encourage coordination in municipal regulations for land use and development to promote quality development throughout the community.
- Position all participating municipalities to be able to utilize the tools and incentives afforded to multi-municipal plan participants in accord with Article XI and other sections of the Municipalities Planning Code.
- Encourage cooperation with the School District to enhance education opportunities for students in the Region and meet the educational needs of the community.
- Address economic development on a regional basis.
- Pursue joint opportunities for funding of projects through grant programs.

**INTRODUCTION**

The design of the built environment is important. It influences the day-to-day experiences of the residents of the municipalities as they commute, work and spend their leisure time. Design also influences the image of the municipalities and ensuing economic development, and the pride that people have in their community. The appearance of an area influences its appeal as a tourist destination and patronage of businesses. As new development, infill development or redevelopment occurs in the Region, it is helpful to have a vision of how such development should occur and to have guidelines for that development.

It is important for a municipality to establish locally appropriate standards for development, which are discussed in a relatively general way in this plan, but also specifically established, recommended or promoted within municipal ordinances. Locally appropriate standards help maintain a community's identity. Ordinances can contain standards that must be met ("stick" approach) and/or have incentives for good design ("carrot" approach). Coverage, density, intensity, and yard bonuses for architectural treatments, building design, amenities, street furniture, open spaces and parking designs consistent with the character of the area can be utilized in the zoning ordinance. It is important that municipalities and developers work together to try to establish a high quality of development in character with the existing community. Pre-development site meetings and workshops are crucial. The municipalities can also pursue grants to implement the projects identified in this plan. Streetscape plans, such as those prepared for portions of Main Street in Annville, and corridor plans can provide an overall framework for improvements to downtowns and road corridors, which are then implemented through specific projects.

Any decision to draft design guidelines for the zoning and subdivision and land development ordinances, or a separate set of design guidelines, will be made by the governing body. Likewise, any decision to form a separate design review board, or apply guidelines through existing review agencies such as the Zoning Officer, Planning Commission and governing body is a decision of the governing body.

If design guidelines are adopted, the governing body will have to determine what guidelines are appropriate for each municipality. Will guidelines be more general in nature, assuring that development is in the same general form and character as existing development, utilizing elements of form-based zoning, or be more building specific in nature? The overriding goal is that new building design and building renovations are appropriate for the community and incorporate elements of traditional local architectural styles.

Permitted uses also have an impact on the character of a community. Particularly in a downtown, it is important to allow only appropriate uses in scale, and compatible with, existing appropriate uses and discourage uses which would transform the character of the area.

When an existing building is renovated, the architectural features which define the building's style and traditional character should be maintained. If a building is replaced, it should fit into the streetscape.

### **Guidelines for Protection of Traditional Downtown Streetscapes**

Several guidelines are keys to protect the traditional streetscape in the downtowns. These keys are:

- Buildings should be located close to the street to help form the Streetscape.
- New buildings should be located in line with existing traditional buildings on a block.



**Traditional Cleona Architecture**

- Size new buildings in proportion with traditional buildings.
- Place parking to the rear or side of buildings and screen existing off-street parking with walls, fences, hedges, and other landscaping as deemed appropriate.
- Anchor street corners with buildings, not parking lots.

- Construct and maintain buildings in consideration of the height, building materials, roof shapes, architectural details and storefronts of traditional buildings.



**Traditional Annville Architecture**

- Install building and ground signs, versus free-standing signs.



**Mix of traditional and non-traditional buildings in downtown Annville**

## Pedestrian Considerations

Pedestrian travel is vital to the success of downtowns, and the downtowns should be pedestrian friendly. Considerations for pedestrians should be included in any redevelopment or adaptive reuse project and streetscape improvements. Elements to consider include:

- Provide for continuous pedestrian circulation with sidewalks and crosswalks.
- Minimize the width and number of existing and proposed curb cuts to provide safe pedestrian circulation and control vehicular access.
- Existing wide curb cuts should be “necked-down” to minimize pedestrian conflicts.
- Minimize use of drive-through facilities.
- Provide shade and screening in the streetscape.
- Provide pedestrian scaled, street lights which complement sidewalk and street tree features along the streetscape.

## Gateway Treatments



Pedestrian-oriented spaces in Annville

Gateways provide visitors with a welcoming and good first impression of the municipality or downtown. Gateways should have attractive landscaping, lighting, and signage. Typical gateway area improvements for gateways into downtowns include:

- sidewalks and crosswalks with decorative paving
- decorative street lights with underground service

- street pavement treatments
- appropriate wayfinding signage
- gateway signage and site furnishings such as benches and bicycle racks
- trees and landscaping

## Signage

Signage can have a great impact on the appearance of a downtown or a corridor, and is regulated by the zoning ordinance. Sign size, design and placement should be consistent with the traditional character of downtowns.



Signage along Route 422





Variations in signage treatments

## Parking

Parking areas, whether existing, refurbished, new or consolidated, can be enhanced with consideration of several elements:

- decorative street lights with underground service
- pavement treatments
- signage and pavement markings
- site furnishings (i.e., benches and trash receptacles)
- trees and landscape plantings



**Landscaped and non-landscaped parking areas along Route 422**



**Landscaped and non-landscaped parking areas along Route 422**

### **Streetscape Planning**

Streetscape plans can enhance the attractiveness of downtowns and commercial corridors. Annville has enhanced portions of Main Street and Lebanon Valley College has enhanced portions of its campus. Elements of streetscape plans can include:

- sidewalks and crosswalks with decorative paving
- decorative street lights with underground service
- curbs and pedestrian access ramps
- street pavements treatments
- wayfinding signage and pavement markings
- site furnishings (i.e., benches and trash receptacles)
- trees and landscaping
- creating spaces for people
- underground placement of overhead utilities (i.e., electric, telephone and cable TV)
- window and wall art



**Streetscape enhancements in Annville**

### **Guidelines for Enhancement of Commercial Corridors**

Commercial corridors outside of downtowns can be enhanced through implementing Corridor Overlay Zoning. This would be appropriate in the Route 422 corridor. The intent is to transition areas over time to more attractive and pedestrian friendly areas. Corridor zoning considerations follow.

## General Design Considerations for Corridors

- Encourage coordinated landscaping, signage, lighting, street furniture, paving materials, design of site improvements, and building façade appearance throughout the road corridor



Highway-oriented uses at gateways to downtown

- Promote increased pedestrian and vehicular connections to adjoining properties, within properties and to residential areas
- Encourage converting some automobile-oriented commercial uses to more walkable areas



Landscaping of sites in the 422 Corridor

## Design Considerations for Building Sites



**Non-traditional building treatments**

As modifications are made to commercial properties in the corridor, the following should be considered:

- Increase size and quantity of landscape material
- Provide site amenities such as bicycle racks, planters and bollards
- Renovate building facades viewable by the public
- Minimize curb cuts and unrestricted access, increase the spacing between curb cuts
- Provide more attractive signage and lighting. Consider limiting signage
- Encourage pedestrian oriented design (e.g., sidewalks and benches)
- Encourage pedestrian oriented spaces
- Screen loading areas, outdoor storage and dumpsters. Landscape parking areas and utilize landscaped islands.
- Buffer residential areas

- Avoid the scale and uniform appearance of a “big box” commercial building through façade ornamentation, building offsets, window treatments, variation in roof lines, entry treatments and building materials.



**Treatments to minimize big box appearance**

**INTRODUCTION**

The Pennsylvania Municipalities Planning Code requires the Comprehensive Plan to contain a plan for land use, which may include provisions for the amount, intensity, character and timing of development. The land use plan indicates where development is expected to occur and what type of development could occur in designated areas. In this Comprehensive Plan we are also concerned about how development occurs, which is further elaborated upon in this chapter and the chapter on Design Considerations, the Historic Resources Preservation Plan and the Economic Development Plan.

The Future Land Use Plan is not a zoning map, nor does it change zoning maps which have been adopted by the municipalities in the Region. The Future Land Use Plan is a guide for municipal officials to use when making decisions regarding future development and redevelopment and for amending municipal zoning ordinances and zoning maps.

One of the principal benefits of multi-municipal planning is that land use can be coordinated among the municipalities. This allows for coordination of land use along municipal boundaries and within road corridors. It also allows allocation of land use on a regional basis, not on a municipal basis. Thus, all types of land uses do not have to be provided for in each municipality.

**BASIC PRINCIPLES REGARDING FUTURE DEVELOPMENT**

The following are basic principles regarding future development in the Annville-Cleona Region. These principles will be considered in guiding actions which influence future land use.

1. We will conserve the unique character, open spaces, and beauty of the Region in the face of continued development pressures.
2. Sprawl is not an acceptable development pattern.
3. Growth will be managed and directed to designated growth areas.
4. Natural, agricultural, historic, scenic, and cultural resources will be preserved by and protected and integrated into future developments as appropriate.
5. Existing settlements will be enhanced and infilled when appropriate.
6. We will work to achieve economic growth that preserves the quality of life that has made the Region an attractive place for residents to live and work.

7. Compact, mixed use development patterns will be encouraged where appropriate. Public sewer and water systems will be coordinated with land use policies to permit compact development.
8. Development will be attractive, well-planned and appropriately landscaped.
9. Major road corridors will be enhanced and managed to facilitate mobility and increased safety.
10. Greenways, trails, open space and recreation will continually be provided and expanded.
11. Alternatives to automobile traffic, including pedestrian, bicycle, and transit modes, will be encouraged and enhanced.

**DESIGNATED GROWTH AREA**

The Pennsylvania Municipalities Planning Code creates the concept of a Designated Growth Area, which is a region within a multi-municipal plan that preferably includes and surrounds a borough or village, and within which residential and mixed use development is permitted or planned for densities of one unit to the acre or more, commercial, industrial and institutional uses are permitted or planned for and public infra-structure services are provided or planned. The intent of the designated growth area is to provide for orderly and efficient development to accommodate the projected growth of the Region, provide for the economic and employment needs of the Region, and allow for increase of the tax base of the Region.

In the Annville-Cleona Region, the Designated Growth Area includes the following Future Land Use Plan Categories:

- Commercial
- Commercial/Light Industrial
- Gateway Commercial
- Town Center
- Planned Economic Development
- Industrial
- Light Industrial
- Suburban Residential
- Residential Neighborhood
- Mobile Home Park in Annville Township

**FUTURE LAND USE CATEGORIES**

The Future Land Use Plan follows. The categories shown on the Future Land Use Plan are described below. The following table indicates the acreage in each category shown on the

Future Land Use Plan and the percentage of the total area in the four municipalities included in the category.

<b>Future Land Use Plan Category</b>	<b>Acres</b>	<b>% of Total</b>
Agricultural	16920.40	67.43
Commercial	48.87	0.19
Commercial/Light Industrial	43.87	0.17
Educational Campus	480.42	1.91
Gateway Commercial	76.02	0.30
Industrial	280.73	1.12
Light Industrial	138.29	0.55
Mobile Home Park	73.60	0.29
Natural Area	1660.94	6.62
Planned Economic Development	637.54	2.54
Public	7.64	0.03
Residential Neighborhood	757.85	3.02
Rural Residential	495.78	1.98
Rural Resource Area	2538.69	10.12
Suburban Residential	725.89	2.89
Town Center	35.83	0.14
Village	170.94	0.68
<b>Total</b>	<b>25093.28</b>	<b>99.98</b>

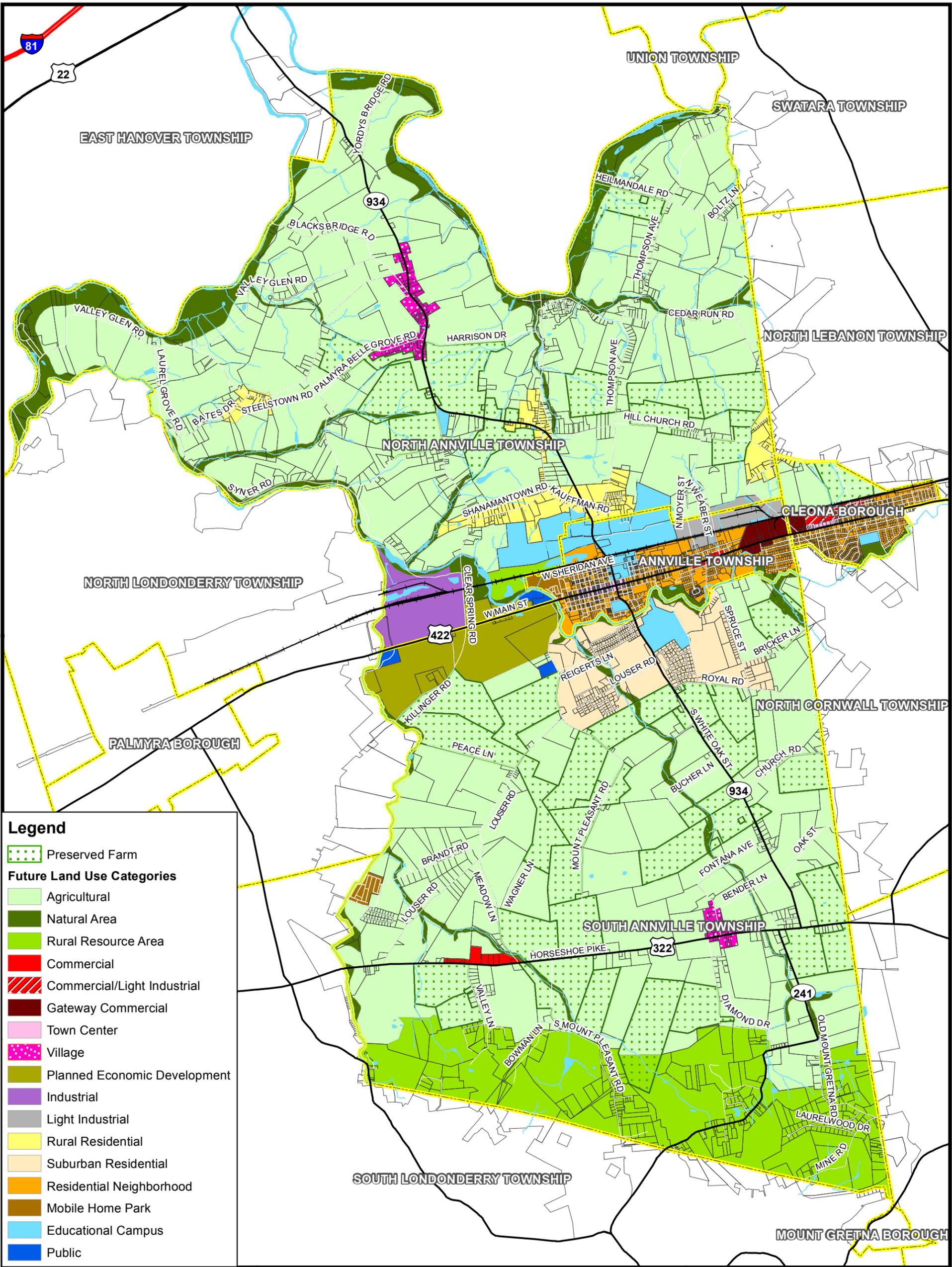
Note: Roads are included

## **FUTURE LAND USE PLAN CATEGORIES**

**Agricultural -** Agricultural areas are intended for protecting and preserving the existing agricultural lands of the Region and areas where environmental conditions are most conducive to agricultural operations. Continuation of agricultural operations is encouraged and conversion of agricultural lands to non-agricultural use is discouraged. Farm support uses will be allowed, but only limited residential and non-farm related non-residential uses.

A variety of zoning techniques could be used to allow for limited residential development, such as effective agricultural zoning or larger lot zoning. Effective agricultural zoning could involve sliding scale techniques allowing residential units at a density ranging approximately from 25 to 60 acres per unit, limiting development of prime farmland and establishing maximum lot size.

**Natural Area -** Natural areas are intended for the protection of the Region’s most sensitive natural resources from the direct and indirect impacts of development. These are resource management areas for floodplains, wetlands, steep slopes and seasonally wet areas along watercourses. Limited development would be allowed in these areas, consisting primarily of recreation related activities such as hunting, fishing, hiking, boating, camping and environmental education and park. Establishment of riparian and wetland buffers will be encouraged.



**Legend**

- Preserved Farm
- Future Land Use Categories**
- Agricultural
- Natural Area
- Rural Resource Area
- Commercial
- Commercial/Light Industrial
- Gateway Commercial
- Town Center
- Village
- Planned Economic Development
- Industrial
- Light Industrial
- Rural Residential
- Suburban Residential
- Residential Neighborhood
- Mobile Home Park
- Educational Campus
- Public

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Data source: Lebanon County GIS, PennDOT, SSM

**Legend**

- Road
- Railroad
- Stream/Pond
- Parcels
- Municipal Boundary

0 0.5 1 2 Miles

N

*Future Land Use Map  
Annville, North Annville and  
South Annville Townships and  
Cleona Borough*

*Regional Comprehensive Plan  
Lebanon County, Pennsylvania*

# Future Land Use Map Annville Township

## Regional Comprehensive Plan Lebanon County, Pennsylvania

**Legend**

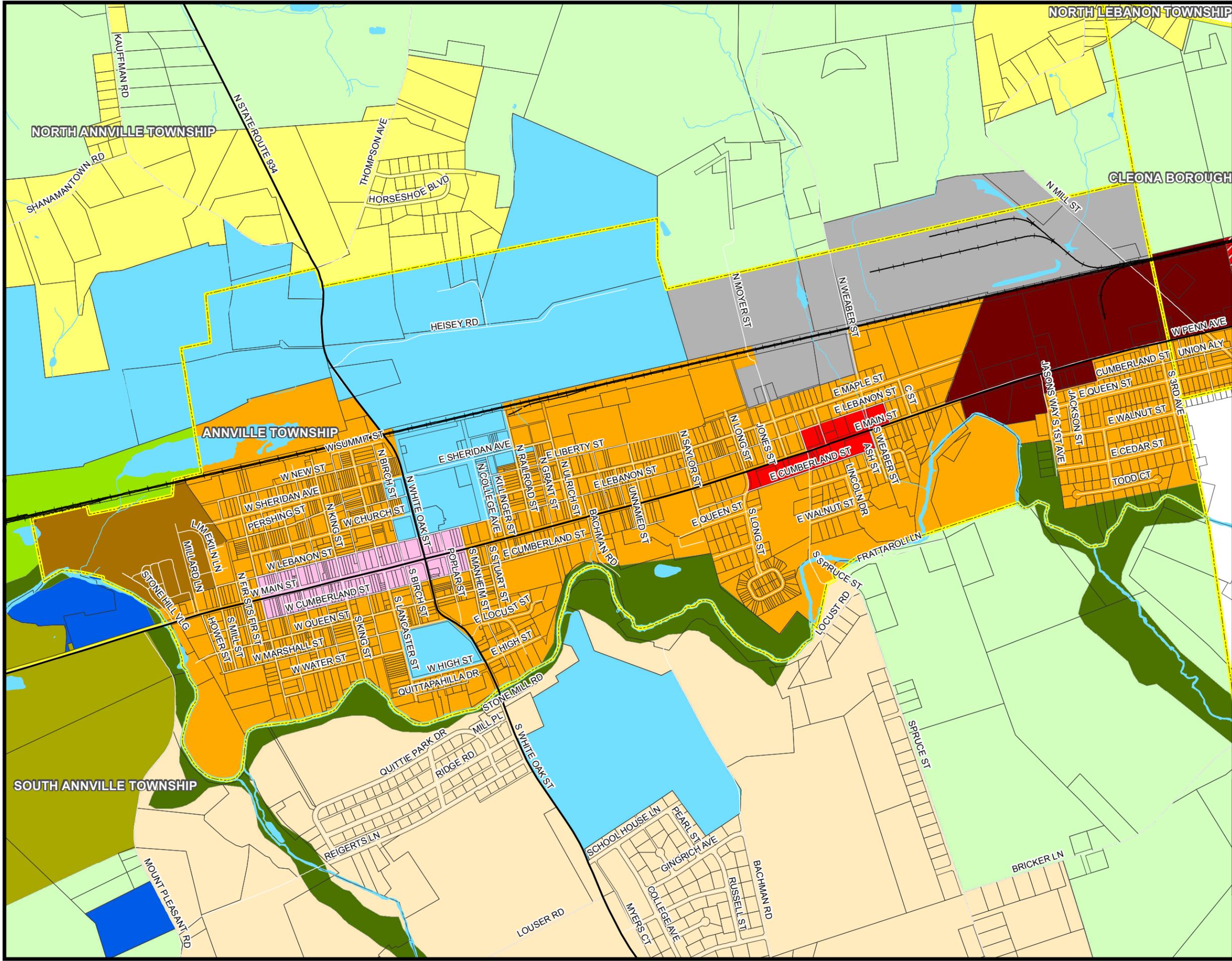
- Agricultural
- Natural Area
- Rural Resource Area
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- Commercial/Light Industrial
- Gateway Commercial
- Town Center
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- Residential Neighborhood
- Mobile Home Park
- Educational Campus
- Public



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Data source: Lebanon County GIS, PennDOT, SSM

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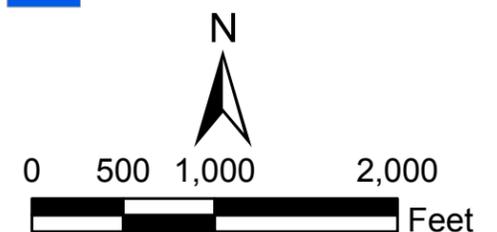
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# Future Land Use Map Cleona Borough

## Regional Comprehensive Plan Lebanon County, Pennsylvania

### Legend

- Agricultural
- Natural Area
- Rural Resource Area
- Commercial
- Commercial/Light Industrial
- Gateway Commercial
- Town Center
- Village
- Planned Economic Development
- Industrial
- Light Industrial
- Rural Residential
- Suburban Residential
- Residential Neighborhood
- Mobile Home Park
- Educational Campus
- Public



Data source: Lebanon County GIS, PennDOT, SSM

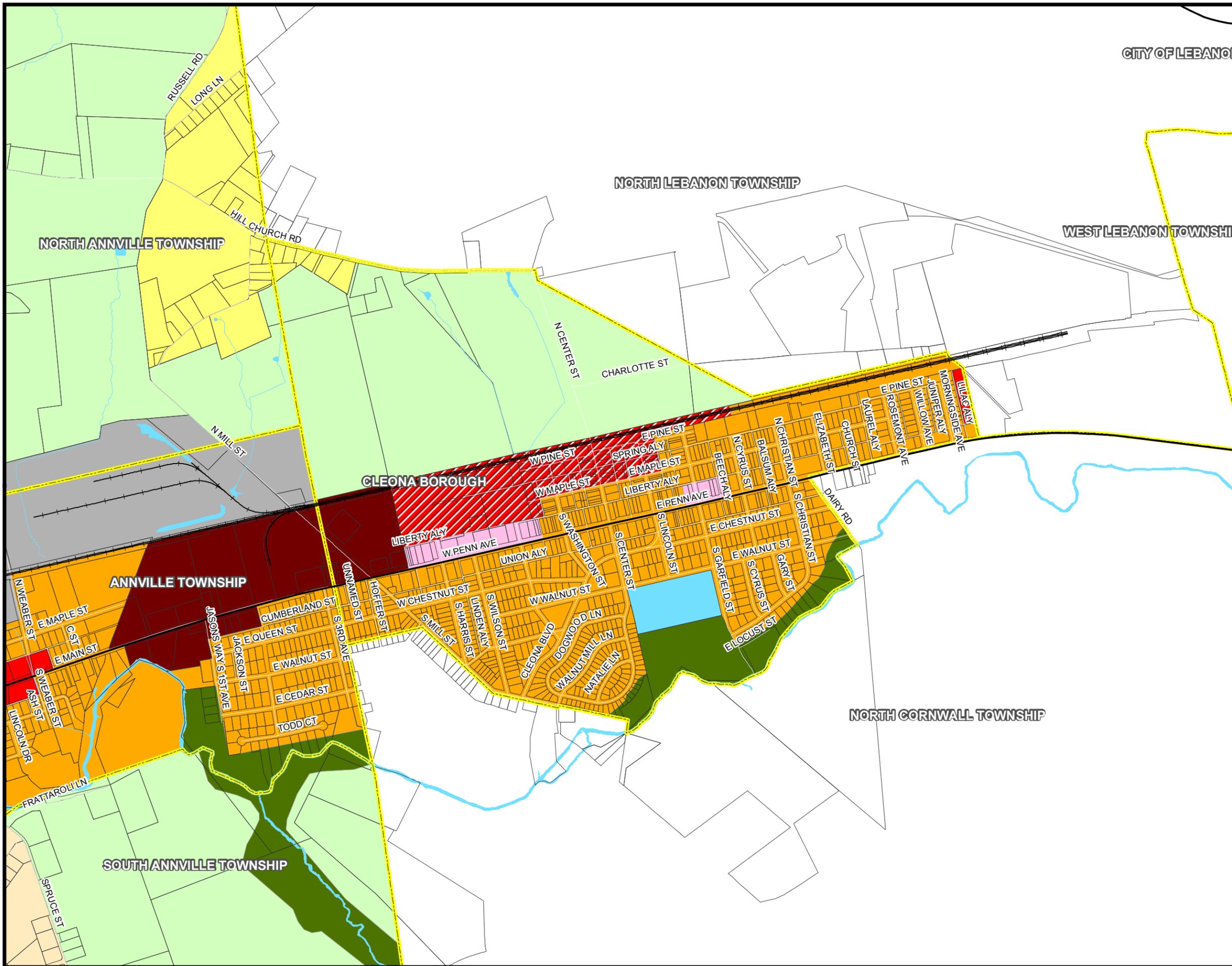
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- Rural Resource Area - Rural resource areas are intended to support the viability of the Region's agricultural, forestry, mining and other natural resource-based businesses, while minimizing adverse impacts from development on steep slopes and forest areas. Rural character is to be protected. Public and limited private recreation uses, single family home development at a density of one unit per two or three acres, and retreats could be allowed. Zoning provisions will reduce the intensity of development on steep slopes and limit clearance of wooded areas.
- Commercial - Commercial areas are intended to accommodate commercial facilities which provide goods and services to nearby residential areas and the agricultural community, and commercial activities which are based on local traffic. As these areas could be found in either a developed community or a rural, agricultural setting, it is important that permitted uses be designed and located so as to blend aesthetically with the surrounding area and be compatible with surrounding land uses. Performance standards would be appropriate.
- Commercial/Light Industrial - The Commercial/Light Industrial area is intended to facilitate a mix of resident-serving commercial and light manufacturing enterprises compatible with existing conditions in a portion of Cleona Borough, provided those uses do not adversely affect residential areas through adherence to performance standards.
- Gateway Commercial - The Gateway Commercial areas form major entryways into downtowns and established and historic neighborhoods, and help form the initial impression of communities. The intent is to encourage the further enhancement, development, revitalization and redevelopment of these areas in order to enhance safety and traffic movement along Main Streets; enhance the appearance of the Route 422 Corridor by making these areas more attractive and more compatible with nearby neighborhoods; and enhance their economic viability for the future. Gateway Commercial areas will accommodate commercial facilities which provide goods and services to the Region's residential neighborhoods. As deemed appropriate by the municipality, municipalities can work with property owners to enhance the commercial areas through coordinated landscaping, signage, lighting, street furniture, paving materials, design of site improvements and building facades.
- Town Center - The Town Center areas are intended to preserve and enhance the character of central business districts by continuing to permit a mix of retail, business, professional, institutional, governmental and residential uses which are in character and scale with the downtown's buildings, uses, intensities and densities.
- Parking, transit, pedestrian and bicycle concerns are particularly important here, including provision of multi-modal facilities and appropriate wayfinding signage.

Continued adaptive reuse of historic structures, conserved building facades, use of historic design features in infill or redevelopment, and historic district designation is appropriate in Annville.

Mixed uses within the neighborhoods and within buildings, “build-to” lines, streetscape enhancements and plazas, architectural design guidelines and use of on-street and off-street parking to the side and rear of structures and in parking structures can be considered.

Village - The Village areas recognize the existing villages of Bellegrove and Fontana. The intent is to protect and enhance the character of the villages and to allow single family residential and resident and agricultural-serving commercial uses compatible with existing uses, architecture and development patterns and available sanitary sewer facilities.

Planned Economic Development - The intent of the Planned Economic Development areas is to allow for well-planned, attractive and integrated office and light industrial development which provides for job formation in the Region. Most of the development is expected to occur in a business park environment. A mixed-use environment is anticipated, which could include some commercial, residential, and flex uses in addition to the office and light manufacturing uses.

New development should complement, rather than compete, with downtowns in the Region, and be linked to downtowns and residential neighborhoods via trails. Walkability should be incorporated into development.

Buffering of Route 422 and surrounding properties and substantial landscaping will be expected; signage is to be controlled; and limited road access points managed, shared and coordinated. Developers are expected to address transportation and other impacts of the development such that no adverse impacts will result, and give consideration to providing for community-serving recreational facilities.

Industrial - The Industrial area is intended to accommodate industrial, wholesaling, warehousing and extraction activities in a manner which will not be injurious to the public health, safety and welfare and not have an adverse impact on adjacent areas.

Light Industrial - The Light Industrial area is intended to establish and preserve areas for light industrial uses and commercial uses which are located most appropriately near industrial uses. Particular attention will be given to performance standards and permitting requirements to assure there will not be adverse impacts on nearby residential and agricultural areas.

Rural Residential - The Rural Residential areas are intended to accommodate low density development, primarily residential in nature, consistent with the character of the rural environment of the Township and the residential development which

has already occurred in these Rural Residential areas. It is anticipated most development will be of single family homes at a density of one unit or less per acre.

Suburban Residential - The Suburban Residential areas are intended to be the primary residential growth areas in the Region, with the possibility of service by public sewer and water. The uses allowed and the permitted density will vary with the applicable zoning district, the availability of public sewer and water facilities, and the pattern of development (whether Neighborhood Greenway Development or some other form of cluster or open space development will be utilized). The uses permitted in various zoning districts will include one, two and multiple family development, at densities ranging from one to eight dwelling units per acre.

Development has already occurred in these areas, and new development should be compatible with existing patterns. It is important that new development address impacts on roads in the area, provide for trail systems linking developments and providing access to school and recreation facilities, and provide open space amenities for residents.

#### Residential

##### Neighborhood -

The Residential Neighborhood areas are the residential neighborhoods in Annville Township and Cleona Borough. While Cleona is built-out, there are some limited opportunities for infill development in Annville. It is likely any new development or redevelopment will be served by public sewer and water facilities. In Cleona, zoning will likely allow single family development at a density of from two to five dwelling units per acre. In Annville, it is likely several zoning districts will apply, ranging from a single family residential area with a density of two to four dwelling units per acre to a single and two family residential area with a density of three to six dwelling units per acre, to an area where single, two and multiple family units are permitted at a density ranging from three to fourteen dwelling units per acre.

It is important to sustain the vitality of existing neighborhoods and that any new development be compatible with existing development. In Annville, a conservation district may be established to preserve the architectural integrity of traditional areas, ensure new buildings are compatible with existing traditional areas and promote, protect and preserve areas of historic significance. (Annville Township has created a Historical Architectural Review Board (HARB) to protect the integrity of its historic district.) Residential neighborhoods are supported by recreational, institutional, senior housing and governmental uses.

##### Mobile Home Park -

The Mobile Home Park area consists of a portion of Annville which contains a mobile home park and in which such use will be expanded and a mobile home park in South Annville Township.

Educational Campus - The Educational Campus areas consist of schools in the Annville-Cleona School District and the Lebanon Valley College campus.

Public - The public area consists of the location of the Annville Township public works facility and wastewater treatment plant.

## **RELATIONSHIP TO LEBANON COUNTY COMPREHENSIVE PLAN**

The future land use plan for the Annville-Cleona Region is generally consistent with the land use plan in the County Comprehensive Plan. The County plan shows North and South Annville Townships as predominantly Agricultural and shows an Agricultural area in the northern portion of Cleona. The southern portion of South Annville, the quarry area of North Annville and the landfill area in North Annville are designated Rural Resource Production areas. Natural areas are shown along watercourses in the Region. Suburban Neighborhoods are shown in the Suburban Residential area in South Annville in the Region's plan and some of the Rural Residential Areas in North Annville on the Region's plan.

The County Plan designates a Village neighborhood in South Annville at Fontana in South Annville. The Region's plan shows Village areas at Fontana and at Bellegrove Village in North Annville. The County Plan shows Suburban Business areas at the Planned Economic Development area in the Region's plan and Light Industrial areas in Annville. The County Plan shows Downtown Business areas in downtown Annville and Cleona and Downtown Neighborhood in the residential areas of Annville and Cleona.

## **RELATIONSHIP TO ADJOINING MUNICIPALITIES**

South Londonderry Township – Land in South Annville Township is designated Rural Resource area along its northern border with South Londonderry. In South Londonderry, land from the western Township border to about 1,500 feet east of Beech Street in zoned Low Density Residential. The rest of adjoining land to the south in South Londonderry is zoned Rural Residential, except for a small area zoned Medium Density Residential in the vicinity of Mount Gretna Borough.

Along the western boundary with South Londonderry, South Annville is designated either Agricultural, Rural Resource Area or Natural Area. In South Londonderry, land down to Hinkle Road is zoned Industrial / Commercial Land from Hinkle Road to south of Route 322 is zoned Agricultural. Remaining land is zoned Low Density Residential and Rural Residential.

West Cornwall Township – The northern portion of land in South Annville is designated Agricultural, which corresponds to Agricultural zoning in West Cornwall. The southern portion of land in South Annville is designated Rural Resource Area, which corresponds to Residential Forest zoning in West Cornwall.

North Cornwall Township – The land in South Annville Township is designated Agricultural. Adjoining land in North Cornwall Township north of Church Road is zoned Low Density Residential. The adjoining land in North Cornwall south of Church Road is zoned Agricultural.

South of Route 422, land in Cleona is designated Residential Neighborhood. Adjoining land in North Cornwall is zoned Low Density Residential. North of Route 422, land in Cleona is predominantly designated Agricultural. Land in North Cornwall is zoned Industrial east of North Center Street and Rural Residential west of North Center Street.

North Lebanon Township – A small area of Rural Residential land in the southern portion of North Annville Township is adjoined by land zoned Rural residential in North Lebanon. The remainder of the land in North Annville is designated Agricultural. Land in North Lebanon north of Cedar Run is zoned Industrial. Land south of Cedar Run is zoned Agricultural.

Swatara Township – Land in North Annville adjoining Swatara is designated Agricultural. Land in Swatara is zone Agricultural except for a small area of Low Density near Mishs Mill Road.

Union Township – Land in North Annville immediately adjoining Union is designated Natural Area (along the Swatara Creek). Land to the south of the Natural Area land is designated Agricultural. In Union Township, land is zoned Agricultural.

East Hanover Township – Land in North Annville is primarily designated Natural Area (Swatara Creek floodplain), though some land is designated Agricultural. Adjoining land in East Hanover is zoned Agricultural, but also is mostly Swatara Creek floodplain.

North Londonderry Township – Land in North Annville Township is designated Agricultural or Natural Area until land designated Industrial immediately north of Route 422. Adjoining land in North Londonderry is zoned Low Density Residential except for corresponding Industrial zoning immediately north of Route 422.

South of Route 422, land in South Annville Township is designated Planned Economic Development to Killinger Road, then Agricultural. In North Londonderry, land is zoned Highway Commercial immediately south of Route 422, High Density Residential for about 1,500 feet and then Medium Density Residential.

## **APPROACHES TO DEVELOPMENT**

### **Commercial Areas**

Commercial, Commercial/Light Industrial and Gateway Commercial areas contain a number of auto-oriented, highway-oriented, heavy commercial and industrial uses where in some cases insufficient attention has been paid to aesthetics and access management. When located at entrances to municipalities, this can affect the impression people get of the municipality.

Primary techniques to use in these areas would be streetscape plans to address lighting, signage, landscaping, street furniture, access management, and improved pedestrian access; façade improvement programs to address aesthetic issues; and zoning and subdivision and land development ordinance provisions to address access management, signage standards, lighting standards, landscaping and buffering requirements, improvement requirements, and design and performance standards.

### **Villages**

In villages, commercial uses and buildings should be compatible with existing uses and typically at a smaller neighborhood scale. Highway-oriented uses are not recommended. Zoning should address signage, landscaping and buffering. Each municipality can consider whether village design standards should be adopted.



**Steelstown**



**Fontana**



**Bellegrove**

## **Downtowns**

In downtowns, objectives will be to secure appropriate re-use and infill of vacant and underutilized buildings and properties; utilize facade and beautification improvement programs; utilize Main Street Programs if funding is available; attract appropriate retail uses; prepare a coordinated downtown master plan; implement streetscape plans, pedestrian enhancements, and signage control; address parking wayfinding, management and enhancements; business retention; and improve pedestrian linkages between parking areas and retail areas.

Downtown should be an attractive, safe and well-functioning area for those who own and conduct business and live in the area, and generate consumer and investor confidence. Areas of concern are entryways, street corridors and their streetscapes, individual buildings, parking areas and public spaces. Policies should be designed to maintain a positive image, retain and attract economic development, enhance the quality of life so Downtown will be:

- An area of attractive buildings and streetscapes which has a sense of place.
- An area which has street-life activity, including shoppers, workers, tourists and residents.
- Based on niche specialty and resident-serving retail businesses, offices, and personal services.
- A place which is hospitable and fun for people to patronize.

Historic preservation efforts will continue in Annville, as will redevelopment efforts. In both Annville and Cleona it is important that if a building is replaced, a new building fits into the character of the neighborhood. Reliance on design standards is likely to occur first in Annville.

## Rural Resource Areas

In Rural Resource Areas, the following policies would be appropriate:

- An ongoing awareness of and sensitivity toward the natural resources of the area should be encouraged. The scenic quality of those resources should be protected.
- Development should be concerned with geologic stability, soils suitability, groundwater supplies and stream flows.
- Groundwater resources should be protected against depletion and contamination.
- Methods of encouraging replenishment of the groundwater supply should be encouraged.
- Streams, ponds and wetlands should be protected against pollution from point sources and runoff.
- Appropriate forestry techniques should be used. The retention and establishment of trees and other vegetation should be encouraged to control erosion, shade surface waters, control stormwater flow, create wind breaks, provide animal habitats and provide visual amenities.
- The preservation of scenic viewsheds and scenic road corridors and provision of access to them should be encouraged.
- Steep slopes should generally be avoided.
- Innovative land development techniques should be used to minimize land consumption, preserve ecosystems, preserve agricultural lands and preserve natural resources, landforms and open space. Use techniques such as Conservation Zoning. Determine if Transferable Development Rights is appropriate for the Region.
- Encourage preservation of continuous forest areas rather than fragmentation of forest areas.
- Encourage the protection of ridgelines and scenic views.
- Limit development on slopes greater than 25%.
- Buffer industrial and extraction uses.
- Discourage the placement of billboards, neon signs, electronic message signs, and other signs which detract from rural character.

- Screen/design parking areas such that they are not intrusive in landscapes.
- Discourage strip residential development along scenic rural roads.

### **Residential Areas**

South Annville has adopted use of the Neighborhood Greenway Development in its R-1 and R-2 Districts, which has resulted in the planning of developments with significant open space and trail systems. The use of this technique should continue in remaining areas which could be developed.

North Annville and South Annville should determine whether conservation by design should also be considered when development occurs.

The typical Conservation Zoning (Growing Greener Concept of Natural Lands Trust) process is:

- Net out natural resources
- Establish maximum overall density
- Establish minimum substantial open space requirement
- Establish alternative methods of development
- Require important natural features and resources, such as scenic vistas, historic sites, agriculture, steep slopes, wetlands, and woodland to be contained in open space
- Provide visual and physical access to open space areas

If the conservation concept is used, the design procedure is:

- Identify conservation areas
- Locate house sites
- Align streets and trails
- Draw lot lines

Providing for Traditional Neighborhood Design (TND) should be considered where development opportunities remain in Annville and South Annville. The general concepts of TND are:

- Creation of a sense of community
- Central community facilities
- Street trees
- Compact development
- Historic development patterns of towns

## The Elements of Traditional Neighborhood Design

- **Limited Size:** A village or neighborhood is limited to a 1/4 mile radius (up to 200 acres), or a five minute walk from the center to the edge.
- **Mixed Uses where appropriate and permitted by zoning:** The inclusion of retail and commercial activity with residential uses brings the needs of life within walking distance for all ages and social groups. A variety of housing types is a standard element, including single family, duplex, townhouses, and apartments over shops, which can bring safety and vitality to the town center.
- **Street Network:** Interconnected streets, closer to a traditional grid or web pattern create a more understandable system and more choices for travel routes, which is effective for pedestrians as well as the automobile.
- **On-Street Parking:** Helps to slow down traffic, acts as a buffer between pedestrians and moving traffic, and increases opportunities for drivers to find convenient parking.
- **Alleys where appropriate:** Give secondary access to property for deliveries: locating parking garages, utilities and garbage collection along alleys preserves the beauty of the streetscape.
- **Sidewalks and Pedestrian Paths:** An emphasis on "walkability," or the needs of the pedestrian, makes destinations accessible to residents, including children and the elderly.
- **Public Spaces:** A central focal point for community life, providing a special place for public events, and is the appropriate place for mixing retail, civic and business life.
- **Shallow Setbacks:** Placing buildings close to sidewalks creates a friendlier "outdoor room."
- **Porches:** Create spaces for a sociable transition from the public street to the private home and provide shelter and shade.
- **Flexible Building Types:** Designed to allow for adaptation from one use to another, as markets dictate, with an emphasis on local historical style.
- **Open Space:** A variety of types are included for specific needs, from the regional parks, to the neighborhood playground, to a green, to buffers, bringing nature into the human environment.

## Neighborhood Revitalization

The residential neighborhoods of Annville and Cleona are generally in good condition. If it becomes necessary to stabilize and enhance residential neighborhoods and fix up and revitalize dwellings in the future, the following policies can be continued and/or considered:

- Utilize rental unit licensing and inspections to discourage substandard rentals.
- Identify properties in need of rehabilitation.
- Prohibit or restrict residential conversions in residential areas of the communities.
- Encourage historical and architectural integrity of existing residential neighborhoods through design guidelines in zoning ordinances and SALDOs.
- Support the deconversion of multi-family structures back to single-family homes.
- Ask local banks to investigate Neighborhood Assistance Tax credits that can be received from the State of Pennsylvania for donating money, goods or services to low-moderate income housing assistance efforts.
- Encourage neighborhood associations, special events, block parties, and other volunteer activities to increase residents' community spirit and sense of neighborhood unity.
- Respect community and neighborhood context. Preserve and enhance existing housing assets, including architecture and sound housing.
- Support efforts to attract business people, professionals, artists, artisans, craftspeople, etc. for establishing live-work units in appropriate areas of downtowns.
- Allow accessory dwelling units in zoning districts as deemed appropriate by the municipality.
- Continue to utilize the Community Development Block Grants (CDBG) Program to make neighborhood improvements.
- Actively partner with Lebanon County agencies to address housing issues and inform residents of available programs which will help residents maintain and enhance their properties, meet housing expenses and retain their homes as owner-occupied single family residences.
- Support home ownership programs, such as down payment assistance, assistance in meeting housing expenses, and assistance to those purchasers who will rehabilitate existing units.
- Support programs which encourage home renovation, rehabilitation, and enhancement.
- Provide for the accommodation of housing in different dwelling types and at appropriate densities through zoning districts.
- Maintain adequate housing, property maintenance and rental unit codes. Utilize code enforcement programs to identify code violations that can be corrected. Support rental rehabilitation programs that provide assistance in meeting code requirements.

- Maintain standards for residential subdivisions in zoning ordinances and SALDOs which support quality, yet affordable, development.
- Utilize home façade improvement programs.
- Determine whether an Elm Street program could be utilized.
- Buffer impacts from adjacent non-residential uses as appropriate.
- Review the uses permitted by zoning in each residential zoning district.

## **KEY ROLE OF MUNICIPAL ZONING TO IMPLEMENT THE FUTURE LAND USE PLAN**

Ultimately, municipal zoning regulates the use of land. Municipal zoning ordinances and maps actually determine how much land is set aside for commercial and industrial development and where residential development will be permitted, of what type and at what density. Zoning regulations also determine the type and pattern of commercial development; the diversity of commercial uses to be allowed; and what use can be made of industrial areas and what standards will apply to permitted uses.

After this Comprehensive Plan is adopted, municipal zoning ordinances should be updated to implement the Plan. Without effective zoning ordinances, plan goals will not be realized. The Borough and Townships should work toward consistency among their zoning ordinances, particularly in zoning district provisions and definitions. Within each municipality the Planning Commission and governing body should work together on the ordinance update as needed. In addition, representatives of the four municipalities should meet together as needed to work toward zoning consistency.

The municipalities are contiguous, and can “share” permitted uses within their zoning ordinances. Upon consultation with municipal solicitors, if a certain use is allowed in one municipality, it might not have to be allowed in another municipality.

In general, the municipalities within the Region should consider the appropriateness of the following zoning approaches in further protecting resources and managing growth.

- Establishing environmental performance standards where none exist and reviewing adequacy of current standards.
- Using net-out provisions for protecting natural resources.
- Using Conservation Zoning to allow Conservation Development along with Neighborhood Greenway Development.
- Utilizing Traditional Neighborhood Development in portions of the Region.
- Allowing viable but appropriate use of buildings to facilitate adaptive reuse and revitalization.
- Protecting the character of existing neighborhoods.
- Allowing mixed use where appropriate.
- Expanding commercial design guidelines.

- Protecting historic resources.
- Utilizing Access Management standards.

## **ADAPTIVE REUSE**

Adaptive reuse is reusing older structures for new purposes. The process can be of value to encouraging use of vacant and underutilized structures, and also for encouraging retention of historic structures when economic use can be made of those structures.

Some of the approaches which can be used to encourage adaptive reuse include:

- Writing in flexibility in the zoning ordinance, particularly in the historic district in Annville, regarding building usage when an historic building or underutilized building is involved.
- Creating adaptive reuse overlay zones, in which incentives could be available, such as calculation of floor area, density or intensity of land use, facilitated procedures, and relief from or more flexibility regarding some zoning requirements.
- Working within guidelines for Historic Buildings contained in the Uniform Construction Code.
- Considering tax relief for adaptive re-use projects.
- Encouraging developers to make use of existing tax credit programs and grant programs.



**Adaptive Reuse**



**Adaptive Reuse**

## **INFILL STRATEGIES**

Most new development in Annville and Cleona will occur as small infill development of vacant land, redevelopment of parcels with existing buildings, more intensive utilization of existing parcels and buildings, or adaptive reuse of existing buildings (including change of use of non-conforming buildings).

New development should be in conformity with the general character of the existing neighborhoods, or when enhancement of those neighborhoods is proposed, in conformity with the desired character of the neighborhood. The following policies can be reviewed as a starting point in determining the most appropriate methods for infill development in the Region.

Infill strategies can be applied to vacant land and also to land which becomes vacant through redevelopment activities.

### Zoning Strategies

1. Determine types of development desired.
2. Zone areas appropriately to allow desired land uses.
3. Create infill development overlay districts as necessary where new development is particularly encouraged.

4. Consider whether more design flexibility in ordinances is necessary to achieve appropriate development – such as flexibility in setbacks, yard requirements, lot widths, and lot size.
5. Consider whether density/intensity bonuses should be used to attract new development.
6. Apply appropriate standards to non-conforming buildings which can allow reasonable development, but only in conformity with the municipal vision for that area.

#### Subdivision and Land Development Strategies

7. Consider streamlining procedures timeline and permitting to facilitate desired economic development.

#### Public Relations Strategies

8. Prepare neighborhood strategies with input from residents.
9. Inform existing residents of projects, invite participation in review, and hold project meetings with developers at initial stages.
10. Prepare appropriate protective design standards such as traffic calming, landscaping, vegetation retention or replacement, and permissible land uses.
11. Encourage lending institutions to be supportive of municipal initiatives in providing lending.

#### Financial Policies

12. Foster programs which encourage building renovation and rehabilitation in existing neighborhoods.
13. Identify strategies for assembling parcels (with realtors and developers).

#### Infrastructure Policies

14. Identify need for Infrastructure improvements (utilities, streetscape improvements, drainage facilities, pathways).

## **GROWING SMARTLY TO CREATE LIVABLE COMMUNITIES**

### **Concept of Smart Growth**

The Smart Growth Network, U.S. Environmental Protection Agency (EPA), and International City/County Management Association (ICMA) have described smart growth as “development that serves the economy, community, and the environment. It provides a framework for communities to make informed decisions about how and where they grow. Smart growth makes it possible for communities to grow in ways that support economic development and jobs; create strong neighborhoods with a range of housing, commercial, and transportation options; and achieve healthy communities that provide families with a clean environment.”

To address these smart growth principles, the following policies have been promoted in this plan:

- Mixed use development is fostered in the downtowns, villages and planned economic development areas.
- Compact building design will be fostered through appropriate policies for growth areas in zoning ordinances.
- A range of housing opportunities and choices are recommended for the Region.
- Walkable neighborhoods are encouraged through appropriate infill development, traffic calming, and sidewalk and trail enhancements.
- Distinctive, attractive communities with a strong sense of place have been emphasized with the discussion of design elements in the chapters on Design Considerations, Historic Preservation and Economic Development.
- The municipalities are enhanced and investment encouraged through the enhancement policies of this plan and the economic development plan.
- Bicycle and pedestrian travel is promoted through proposed enhancements to the pedestrian systems and shoulder improvements to roads in the Region.

### **POTENTIAL TO ACCOMMODATE DEVELOPMENT**

Two tables follow. The first indicates potentially developable land within Residential Neighborhood, Rural Residential and Suburban Residential categories on the Future Land Use Plan. Potentially developable land is land which is not developed and which is not constrained by wetlands, steep slopes exceeding 25%, floodplains and hydric soils.

<u>Land Use Category</u>	<u>Available Acres</u>
Residential Neighborhood	32
Rural Residential	90
Suburban Residential	451

The second table analyzes whether there is sufficient land available to accommodate growth in the Region over the next ten years, based on the Future Land Use Plan. Year 2000 and Year 2010 census figures for population by municipality are given. Then the projected 2010 and 2020 populations from the Lebanon County Comprehensive Plan are listed. Next, alternative population projections are given for 2020 for Annville, Cleona and North Annville by projecting the rate of growth or decline from 2000 to 2010 forward to 2020. Annville and North Annville actual 2010 populations exceeded the projections for both 2010 and 2020. An alternative projection is not provided for South Annville. While South Annville experienced a decline in population from 2000 to 2010, it is not likely to do so from 2010 to 2020 because approved subdivisions will be constructed upon completion of the Township's sewer project. Cleona could continue to decline in population, as the only open land in the Borough is the farmland north of the railroad tracks, of which much is preserved.

Municipality	2000 Population <sup>1</sup>	2010 Population <sup>1</sup>	Projected 2010 Population <sup>2</sup>	Projected 2020 Population <sup>2</sup>	Alternative Projected 2020 Population <sup>3</sup>	Projected 2030 Population <sup>3</sup>	2010 Average Family Size	Projected Housing Units to Accommodate Projected 2010 to 2020 Change in Population	Projected Housing Units to Accommodate Projected 2020 to 2030 Change in Population	Projected Housing Units to Accommodate Projected 2010 to 2030 Change in Population
Annville	4,518	4,767 (+249) (+5.5%)	4,638	4,723	5,029	5,305	2.90	90	95	185
Cleona	2,148	2,080 (-65) (-3.0%)	2,093	2,098	2,017	1,956	--	0	0	0
North Annville	2,279	2,381 (+102) (+4.5%)	2,311	2,358	2,488	2,599	2.99	35	37	72
South Annville	2,946	2,850 (-96) (-3.3%)	3,021	3,646		4,400	2.91	273	259	532
Region								398	391	789

<sup>1</sup>From U.S. Census

<sup>2</sup>From Lebanon County Comprehensive Plan

<sup>3</sup>Using actual rate of growth a decline from 2000 to 2010. No alternative population projection was made for South Annville for 2020 because substantial new housing development is proposed upon completion of the Township's sewer projects. The actual rate of growth from 2000 to 2010 or decline was used to determine the 2030 projected population. Starting figure to get the 2030 projection was alternative 2020 projection, except in the case of South Annville.

Projected 2030 populations for Annville, Cleona and North Annville were arrived at by projecting the rate of growth or decline from 2000 to 2010 forward to 2030 from the alternative 2020 projection. The 2030 projection for Annville may be difficult to achieve given limited available land in the Township and the current intent of Lebanon Valley College not to significantly expand. The 2030 projected population for South Annville was arrived at by projecting the projected rate of growth from 2010 to 2020 forward to 2030 using the projected 2020 population as a base.

The average family size from the 2010 census was used to estimate people per new dwelling unit. Projected housing units to accommodate the projected 2010 to 2020 and projected 2020 to 2030 changes in population are given for Annville, North Annville and South Annville. The projected population increase over each decade was divided by the 2010 average family size. For the Region as a whole, from 2010 to 2020, 398 dwelling units would be necessary and from 2020 to 2030, 391 dwelling units would be necessary.

Accommodation of growth over the next ten years, 398 dwelling units, is feasible. When this comprehensive plan is updated in ten years, land use policies will have to be reviewed at that time, though an additional 391 units might be able to be accommodated under the proposed Future Land Use Plan. Major developments which have been proposed in the Region include:

– Liberty Station (Annville)	37 Single Family Homes
– Stone Hill Village (Annville)	100 Mobile Homes
– Hess Subdivision (S. Annville)	100 Single Family Homes
– Colebrook Partners Subdivision (S. Annville)	148 Single Family Homes
– The Townes at Mayapple Woods	<u>154 Townhouses</u>
	539 Dwelling Units

The three developments in South Annville will consume less than half of the available land in the Suburban Residential category. While Liberty Station will consume 11 acres of Residential Neighborhood land, Stone Hill Village is designated Mobile Home Park. Some additional capacity for residential development also exists in land designated Agriculture, Rural Resource Area and Rural Residential on the Future Land Use Plan. The Clear Spring Business Park may be developed for mixed use, and some residential units might be constructed if allowed by a zoning amendment.



**When the South Annville sanitary sewer project is completed, significant residential development will follow.**

## **HOUSING POLICIES**

As a whole, the Region has a housing stock which is primarily single family detached residential and owner occupied. Annville has a smaller percentage of single family homes (about 50%) than the other municipalities and a smaller percentage of owner-occupied units. Unfortunately, Annville's percentage of owner occupied units continues to decrease: 65% in 1990, 62% in 2000 and 59% in 2010. Of some concern are residential conversions and absentee landlords. Residential conversions should be strictly regulated and locations where conversions are allowed limited and closely monitored. Maintaining the stability of residential neighborhoods, addressing absentee landlord issues, limiting and controlling residential conversions, and maintaining the integrity of historic residential areas will be major housing issues.

Policies for neighborhood stabilization are discussed earlier in this Chapter. Policies for maintaining the integrity of historic residential areas, including Form Based Zoning, Historic Resource Protection Overlay Districts, and Historic Resource Impact Study and Mitigation Requirements, are discussed in Chapter 10.

Policies which help maintain the stability of residential neighborhoods include requiring buffering of impacts from adjacent non-residential uses, limiting conversions of units, encouraging home ownership, encouraging the necessary maintenance, rehabilitation and renovation of dwelling units, giving attention to what uses are allowed in each neighborhood, and maintaining and enforcing building, housing, property maintenance and rental housing codes. Annville has enacted a rental unit registration ordinance which requires rental units to be registered with the Township.

A concern in the Region is to support housing alternatives for the elderly, where consistent with the other goals and objectives of this Plan. This could include such projects as smaller-scale elderly housing units and retirement villages. Programs which help the elderly maintain and remain in their homes can be identified to those in need.

Another concern is providing for housing for people trying to enter the housing market and housing for those families living and working in Lebanon County. Allowing for a variety of housing types, including multiple family, and higher densities of development at appropriate locations when public sewer and water is available, is important to addressing this need.

## **RESIDENTIAL CONVERSIONS**

Several factors affect the demand for conversion of dwelling units, including the cost of home ownership and maintenance, particularly for those on fixed or limited incomes; and demand for small housing units from small families, students, single householders and those seeking moderately priced housing.

Residential conversions can take several forms, such as creation of one or two additional living units in a single family house, complete conversion of a house to apartments, further division of an apartment building into more apartments, or conversion of a non-residential building into residential units or a combination of non-residential and residential uses.

While residential conversion can provide a housing need within a community, conversion can also result in a threat to the stability of a residential neighborhood composed primarily of one or two family homes. Difficulties can occur when insufficient parking is provided on the site and vehicles spill over into the neighborhood, when properties are not properly maintained, and when there is a perceived change in the character of the neighborhood.

Residential conversions are typically controlled through the Zoning Ordinance, by addressing the topics which follow. In addition to regulating conversions of single family dwellings, changing converted buildings back to single family residences will be encouraged.

### **Conversions as a Principal or Accessory Use**

If permitted as a Principal Use, an entire existing structure could be divided into dwelling units. If the neighborhood is typically one or two family dwellings, permitting such conversions could affect the character of the neighborhood.

Treating a conversion as an Accessory Use can help maintain the character of the neighborhood by limiting the conversion to one additional dwelling unit, and keeping the primary use of the property as a single family dwelling.

## **Density**

The municipality can regulate the number of dwelling units per acre which will be permitted, to control the number of additional dwelling units in order to limit parking demand and change of the character of the area.

## **Lot Size**

A minimum lot area can be required before residential conversion could occur. This would provide for adequate room for parking and open space on the lot.

Consideration should be given to assuring that minimum setbacks are provided for the building, parking, and refuse storage.

## **Impervious Surface/Open Space**

Additional impervious surfaces could occur on a site through building expansions and parking areas. Consideration should be given to requiring minimum open space areas and maximum impervious areas to provide for open space for use of residents on the site and allow for management of storm water.

## **Dwelling Units Per Structure**

If a dwelling is to be converted to apartment units, the maximum number of dwelling units permitted could be established.

## **Structure Size**

Consideration can be given to allowing conversion of only those buildings which would have sufficient area to provide reasonably sized dwelling units and/or to allowing conversion only of large single family dwellings which are uneconomical to maintain.

## **Dwelling Unit Size**

Minimum requirements can be placed on the size of a dwelling unit. Another approach is to require minimum size for a dwelling unit of a certain number of bedrooms.

## **Neighborhood Compatibility**

Residential conversions should be compatible with residential structures in the area. Fire escapes should not be placed on the front or sides of the building, and should be placed where least visible.

It should be determined whether additions to buildings to accommodate conversions should be permitted. It is possible that additions to buildings would not fit in with the surrounding neighborhood.

### **Parking**

Off-street parking should be required per dwelling unit or per bedroom. Given tight parking conditions in many areas, adequate on-site parking should be provided.

It is desirable that front yards not be converted to parking lots, in order to maintain the appearance of neighborhoods. Sufficient parking should be provided in driveways or to the rear of properties.

Parking areas for conversion units should be screened.

### **Screening**

In addition to screening of new off-street parking areas, screening should be provided for common areas for residents as well as for refuse containers. The placement and visibility of refuse containers should be regulated so that the containers do not have a negative impact on the neighborhood.

### **INCLUSION OF HOUSING TYPES**

Adequate opportunity for diverse types and densities of housing will exist in the Region through municipal zoning ordinances.

Policies for each land use category cannot be definitively established at this time. The following list gives an idea of where different housing types could be accommodated. Specific policies will be established in municipal zoning ordinances, and may differ from this list. Some dwelling types will only be allowed with public sanitary sewer and public water availability. Conditional or special exception approval may be required for some dwelling types.

<u>Type of Dwelling</u>	<u>Land Use Categories Where May Be Permitted</u>
Single family detached dwellings	Rural Resource; Rural Residential; Suburban Residential; Residential Neighborhood; Town Center; Village; Agricultural (limited).
Single Family Semi-Detached Dwellings Two Family Dwellings	Portions of Suburban Residential; portions of Residential Neighborhood; portions of Town Center.

<u>Type of Dwelling</u>	<u>Land Use Categories Where May Be Permitted</u>
Multiple Family Units	Portions of Suburban Residential; portions of Residential Neighborhood; portions of Town Center.
Mobile Home Parks	Mobile Home Park.
Senior Housing Developments	Portions of Suburban Residential and Residential Neighborhood.

### **INCLUSIONARY POLICY**

The municipalities in the Region are concerned with the provision of housing for people at the different stages in their life cycle: when entering the job and housing market, when working and raising a family in the Region through retirement, and housing needs for the elderly. While a variety in types of housing is necessary, a variety in cost of housing is also necessary so there will be housing affordable to those of low to moderate income in the Region.

In addition to making provision for all housing types, including elderly housing, within the Region, a more proactive approach can be considered to encouraging affordable housing. One approach is to enact a requirement to require a percentage of dwelling units in larger new developments to be designed and provided for work force housing. Another approach is to give density bonuses to developers for inclusion of work force housing or housing units intended for the elderly.

Given the range of permitted housing densities in the Region, up to 14 dwelling units per acre, the range of permitted dwelling types, as noted above, and the diverse existing housing stock in the Region, the Region has an inclusionary policy and opportunities without such proactive measures.



**Elderly housing**



**Apartments**



**Townhouses**



**Mobile home park**



**Single Family**



**Adaptive reuse to apartments**

**A variety of housing types in the Region.**



**Townhouse development**



**Mobile home park**



**Elderly housing**



**Large lot residential**



**Rural**



**Downtown neighborhood**



**Semi-Detached housing**



**Dormitory**



**Row Housing**



**Recent Subdivision**

## Lebanon County Housing and Redevelopment Authority

The County Authority offers the following programs:

- Section 8 Housing Choice Voucher Program
- **First Time Homebuyer Program**

First time buyers are provided funding to make a home purchase affordable. Down payment assistance is provided. Recorded as a second mortgage, no repayment is required as long as the buyer owns and occupies the property. In addition, up to \$5,000 is available if the house needs repair.

Single family properties in the City selling for \$99,000 or less and properties in the County selling for \$140,000 or less may be eligible.

Buyers are expected to contribute a 3% down payment from their own funds. Household income may not exceed 80% of median income. Buyers must attend homeownership classes prior to loan closing.

- **Housing Rehab Program**

This program provides up to \$25,000 to repair single family owner occupied housing in Lebanon City or County. In addition, up to \$10,000 may be available to reduce lead paint hazards. Assistance to homeowners is in the form of grants, deferred payment loans and low interest loans. Household income may not exceed 80% of median income. Commonly repaired items include roofs, windows, doors, siding, plumbing, heating and electrical systems.

- **Housing Accessibility Program (ACCESS)**

Persons with permanent disabilities are provided grants to modify their living space making it accessible. ACCESS reduces the need for institutionalization and enables disabled persons to remain in their community setting. Eligible activities include adaptive modification such as ramps, door and hallway widening, enlarging bathrooms and grab bars. Both owner occupants and renters whose incomes do not exceed median income are eligible.

Most State programs are run by the Pennsylvania Housing Finance Agency (PHFA) or Pennsylvania Department of Community and Economic Development (DCED). PHFA and DCED should be contacted regarding currently available programs. The U.S. Department of Housing and Urban Development (HUD) and U.S. Department of Agriculture (USDA Rural Development Housing Programs) also have housing assistance programs.

This chapter will focus on the continuation of agricultural activities in the Region, thereby encouraging retention of rural character and the conservation of rural areas in the Region and maintaining a major component of the economy of the Region. Over 60% of the land in North and South Annville Townships is agricultural land.

### **AGRICULTURAL RESOURCES**

The Agriculture, Historic and Scenic Resources Map shows Agricultural Security Areas and farms preserved under the County's farmland preservation program.

#### **Agricultural Security Areas**

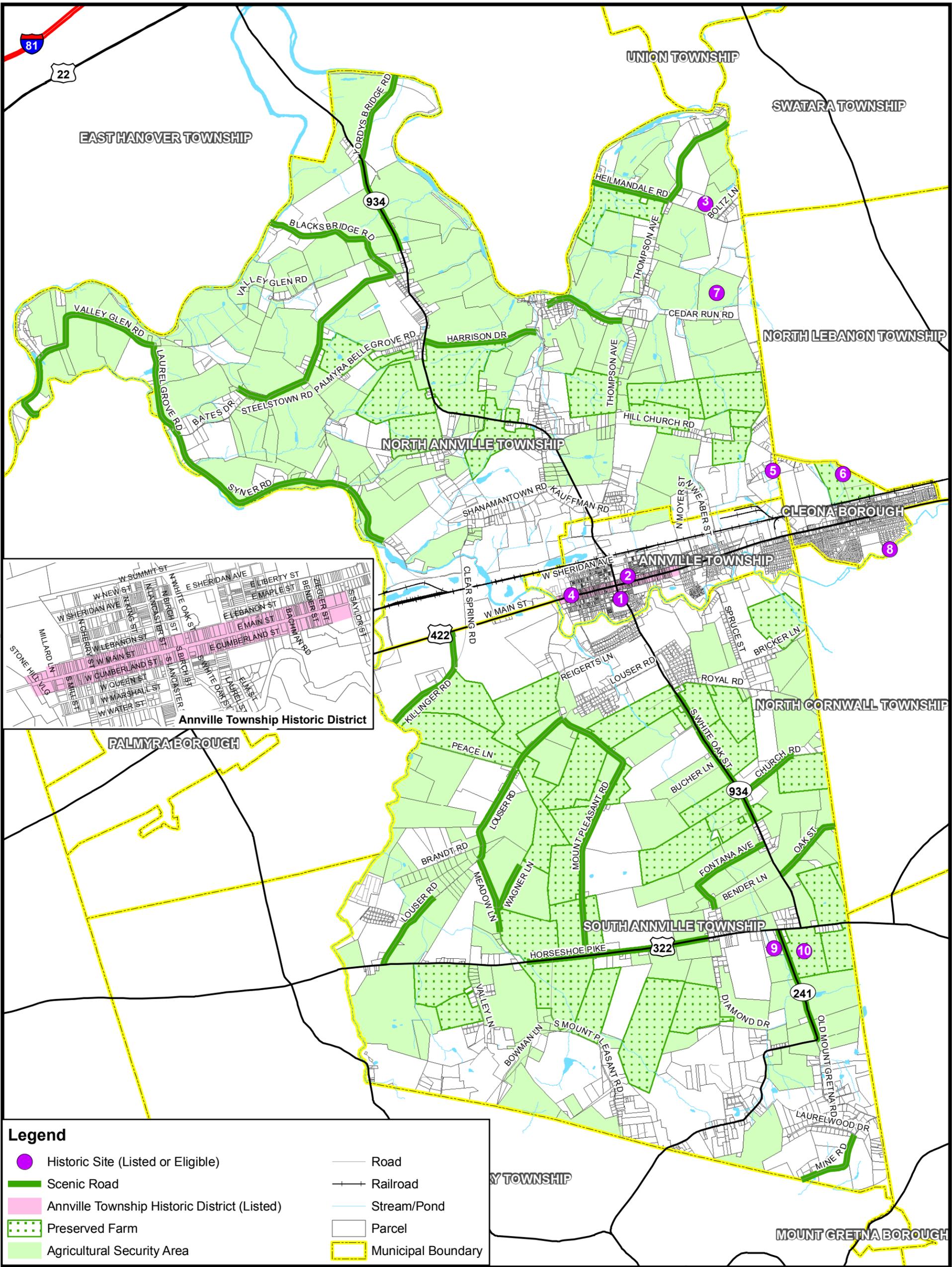
Much of North and South Annville Townships are designated as Agricultural Security Areas. This is the first step to getting lands preserved through the agricultural easement program administered by the Lebanon County Agricultural Land Preservation Board. Agricultural Security Areas are properties which owners voluntarily enroll in an agricultural security program created by a municipality. The enrollment in an Agricultural Security Area typically demonstrates a commitment to keeping a property in agricultural use and affords some protection for agricultural properties, but does not prevent development. Property owners may leave the program and develop their land.

Agricultural Area Security Law, Act of 1981, prohibits local government units from enacting nuisance regulations; addresses the use of eminent domain by government units; requires inclusion in an Agricultural Security Area for easement purchase; and provides for all agricultural conservation easements to be perpetual. Low-level radioactive waste or hazardous waste sites may not be located on agricultural land established under the Agricultural Security Area Law.

#### **Agricultural Easements (Preserved Farms)**

Agricultural Easements are found in central North Annville Township, in the northern two-thirds of South Annville Township and in the northern portion of Cleona. South Annville has more farms and acreage preserved than any other municipality in the County and North Annville ranks fifth. As of August 2011, there were 27 easements totaling 3,216 acres in South Annville and 11 easements totaling 1,214 acres in North Annville. These easements are purchased through State and County funding sources. This program has very specific guidelines which apply to each parcel under consideration. One stipulation is that the parcel(s) have to be located within an established Agricultural Security Area. Other criteria for properties in the program are:

- Contain at least 50% of soils which are available for agricultural production and are of capability classes I-IV.



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Data source: Lebanon County GIS, PennDOT, SSM

Historic Sites			
Map ID	Name	NR Status	Source
1	Biever House	Listed	CRGIS
2	Carnegie Library	Eligible	CRGIS
3	H Miller Property	Eligible	CRGIS
4	Heilman Log Home		Historical Society
5	Hill Evangelical Lutheran Church	Eligible	CRGIS
6	Kreider Farm & Cemetery	Eligible	CRGIS
7	S Heilman Property	Eligible	CRGIS
8	Farm House		County Comprehensive Plan
9	Grubb Farmstead		Township
10	Grubb Farmstead		Township

0 0.5 1 2 Miles

*Agriculture, Historic and Scenic Resources Map  
Annville, North Annville and South Annville Townships and Cleona Borough*

*Regional Comprehensive Plan  
Lebanon County, Pennsylvania*

- Contain 50% harvested crop land, pasture lands or grazing lands.
- Be at least 50 contiguous acres in size unless a minimum of 10 acres is of a unique crop or adjoining an attached perpetual agricultural conservation easement.
- Have a conservation plan meeting Resource Management System (RMS) standards and approved by the LCCD, including an “Act 38 level” of nutrient management plan review by the Conservation District by the time of closing.
- Be compatible with municipal land development plans.
- Be willing to accept a cap of \$2500 per acre.
- Not have more than 50% of its acreage enrolled in a reserve program such as CRP.

Once the County accepts a parcel, and a purchase price of the development rights is agreed upon, the development rights are sold. The land(s) can remain cultivated for profit, can be sold for agricultural purposes, and it is guaranteed that the land will be preserved as farmland and/or open space.

### **Prime Farmland Soils**

The Natural Features Map shows Prime Agriculture Soils. While there are limited prime agricultural soils in North Annville Township, much of South Annville Township and the northern portion of Cleona contain prime agricultural soils.

Agricultural preservation activities can keep large areas relatively free of non-farm development, lessening conflicts with farming operations which result from increased traffic, litter, complaints and damage to crops. Such activities can also assure a supply of agricultural land for rental by farms and protect the investment that is made in purchase of agricultural easements. Agricultural preservation protects natural systems, helps replenish groundwater and maintain stream flow, and conserves agricultural soils that are a resource that once lost, cannot be recovered. The areas of farmland throughout the Region that are actively cultivated add rural character to the municipalities as well as valuable open space and woodlands.

Most municipalities face increasing tax burdens, particularly school taxes. Land use policies can affect the taxes of residents because those policies influence land use patterns, the number of people moving into the municipality, the number of school children, and thus, school taxes.

In the study *Fiscal Impacts of Different Land Uses*, prepared by the Penn State College of Agricultural Sciences and the Cooperative Extension, it was found that residential development in general does not pay for itself. Residential development increases costs more than it

increases tax revenue, and other land uses must help subsidize school expenses. Current residents may end up paying higher taxes to cover the costs associated with new residents moving into the township. Farmland and open land provided more in tax revenue than they required back in expenditures, and can help keep residents' taxes low, even if the Clean and Green program reduces the real estate tax paid by farmers.

Another report, which looked at the relationship of land use and cost to residents, is *The Cost of Sprawl in Pennsylvania*. prepared for 10,000 Friends of Pennsylvania. Sprawl is the pattern of low density, scattered development requiring travel by motor vehicle, typically consuming agricultural land and segregating residential uses from other types of land use.

The costs which were found to result from the sprawl are increases in costs of roads, schools, utilities, and transportation, increases in air pollution and water pollution, and consumption of agricultural lands, natural areas and open space. Sprawl affects the quality of life in rural areas and results in direct costs such as higher school taxes.

As additional residential development occurs, the loss of farmland diminishes a component of the economy of the Region. When agricultural operations are continued, they help maintain local agricultural supplies, make it easier for remaining farmers to continue to farm, maintain a cultural heritage and lifestyle of the region, and help maintain open space, rural character and the beauty of the landscape.

## **METHODS OF FOSTERING AGRICULTURE**

### **Agricultural Preservation Zoning**

The intent of Agricultural Preservation Zoning is to retain areas where agriculture will be practiced. Uses related to agriculture, including agricultural support businesses, would also be permitted. The intent is to severely restrict residential development. Typically, residential development would be permitted on a certain percentage of a tract (such as 10 percent) or on a sliding scale, with the number of residential units permitted from a farm depending upon the size of the farm. Often, one dwelling may be permitted per 20 acres to 60 acres, but the municipality decides this at the time it would enact agricultural preservation zoning.

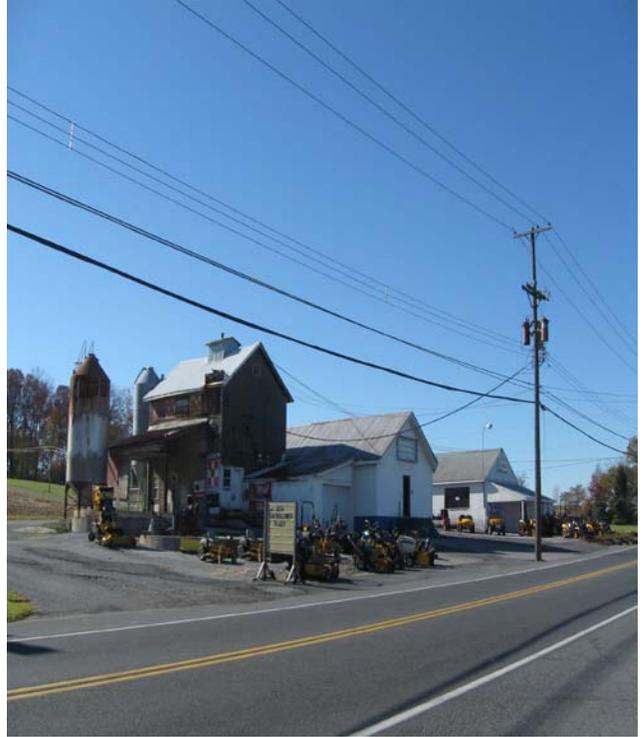
Much of the northern 80% of South Annville Township is zoned Agricultural. The Agricultural district is effective agricultural zoning. Agricultural and agricultural support uses are permitted. The maximum number of lots or uses permitted from a farm varies from 2 to 7, depending upon the size of the farm. The maximum lot size for single family dwellings is 2 acres to minimize land taken out of agricultural use.

The agricultural district in North Annville Township also encompasses most of the Township. Agriculture and agricultural support uses are allowed, but there is no limit on residential development. The minimum lot size for a house is 2 acres.

## **Administrative Means For Agricultural Preservation**

As noted above, Effective Agricultural Zoning is just one means of preserving existing agricultural activities in the Region. The following are examples of administrative and supplemental zoning policies to encourage and protect agriculture:

- Work with local farmers to ensure participation in County's Purchase of Agricultural Conservation Easements Program.
- Establish Township Purchase of Agricultural Conservation Easements Program.
- Establish Transfer of Development Program within a municipality or across municipal boundaries (development rights of properties in agricultural areas could be transferred to properties in those areas designated as residential growth areas).
- Promote the inclusion of farms in Agricultural Security Areas.
- Support measures to relieve property tax burden for farmers.
- Limit extension of public sewer and water facilities to agricultural areas.
- Permit businesses which support agricultural operations, such as farm equipment sales and service, farm supply stores, and businesses which market or process farm products.
- Allow farmers to supplement incomes through home businesses, home occupations and farm related businesses.
- Permit appropriate recreational activities, such as hayrides, corn mazes, and festivals.
- Limit non-farm uses which could cause conflicts with agricultural practices and/or require buffers for non-farm uses around the perimeter of farms. Direct any non-farm development to parcels least suited to farming.
- Allow conservation development (Growing Greener) as an option (typically 50 to 80% of the tract remains in open space and development occurs on the remaining land, allowing for the protection of some farmland).
- Allow and give incentives to compact development and higher densities where public sewer and water are available in areas designated for development, and give disincentives to inefficient development techniques.
- Support establishment and continuation of farm-related programs and organizations.
- Discourage construction of roads through agricultural areas.



**Agricultural Support Businesses**

- Work to improve relationships between farmers and non-farm neighbors.
- Make information available on the Pennsylvania agricultural loan program which permits farmers to borrow funds for land, buildings, machinery, or equipment bought, built or renovated for the benefit of the business.
- Encourage farmers to utilize the Pennsylvania Farm Link program created by the Center for Rural Pennsylvania. This program is designed to help match farmers planning for retirement, and other interested landowners, with farmers hoping to work into farm ownership on long-term leasing.

### **ALTERNATIVES TO “TRADITIONAL AGRICULTURE”**

Often agriculture has been equated with “traditional” methods such as dairy farming, raising of steers, and cultivating such crops as corn, hay, wheat, alfalfa, soybeans, barley, and oats. Increasingly, there are a number of alternatives which can be practiced to supplement farm income or utilize smaller parcels of land, including:

- Nursery/Greenhouse
- Horse Farm
- Equestrian Center
- Wildflower/Flower farm
- Winery
- Christmas Tree Farm
- Pick-Your-Own Operation
- Contracting Organic Farm
- Herb Farm
- Orchard
- “Gentleman’s” Farm
- “Agritainment” (using crafts, corn mazes, petting zoos, entertainers, hay tunnels, and hayrides to generate income and attract purchase of produce)



**Christmas Tree Farm**



**Orchard**



**Agritainment/Pick-your-own**



**Nursery**

**Alternative Agriculture**

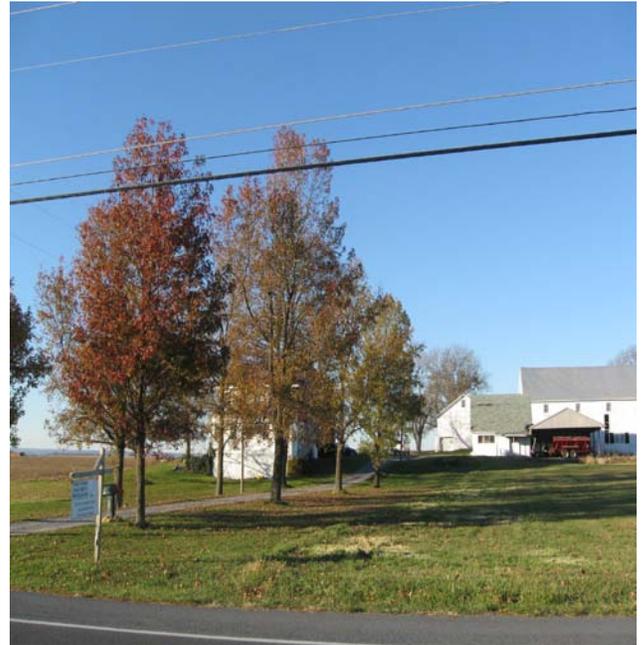
- Goat Products
- Hydroponics
- Ornamental Crops

## **IMPLEMENTATION STRATEGIES TO PRESERVE FARMLAND**

- Designate Agricultural areas on the Future Land Use Plan.
- Maintain effective agricultural zoning in South Annville Township.
- Consider whether effective agricultural zoning should be adopted by North Annville Township.
- Support special techniques such as agricultural security areas, purchase of agricultural easements and the Act 319 tax relief program in areas where farming is an encouraged land use.
- Promote compact development and higher densities in designated growth areas to reduce development pressure in rural areas.
- Discourage the extension of central water and sewer services and new roads into areas where farming is the recommended land use
- Discourage preservation techniques such as agricultural security areas, agricultural zoning, and the purchase of agricultural easements in areas where residential, commercial and industrial development is recommended in the Future Land Use Plan.
- Encourage farm-related business in areas where farming is recommended.
- In areas recommended for farming, agricultural uses should be protected from residential development and non-farm activities that interfere with normal farming practices.
- Support alternatives to traditional farming practices, which can be practiced to supplement farm income or utilize smaller parcels of land to also help preserve farming.



- During subdivision and land development reviews, encourage the municipal staff and planning commissions to identify any conflicts with farm areas.
- Utilize administrative means to preserve farmland.



The key to implementing transportation improvements in the Region will be the four municipalities working together and working with the Lebanon County Metropolitan Planning Organization (LEBCO MPO) and Lebanon County Planning Department (LCPD) to address transportation issues in the Region. In turn, the LEBCO MPO and LCPD can coordinate with state and federal agencies to secure assistance in implementing projects in the Region. It is important that the Region's municipalities work with LEBCO MPO to secure the listing of local projects in the Lebanon County Long Range Transportation Plan (LRTP) and Transportation Improvement Program (TIP).

In addition to public/public partnerships, it is important to forge public/private partnerships. For example, municipalities can work with developers to encourage the provision of pedestrian and bicycle facilities and improvement of shoulders, interconnect developments, provide transit-related facilities such as park-and-ride lots and participate in congestion management strategies. Landowners at intersections of roads or roads and driveways and along roads with inadequate shoulders could assist by providing additional right-of-way or easements for improvements.

Municipal and private participation in projects, whether it be through funding, in-kind services or right-of-way, can facilitate a project and make funding by another government agency more likely. Level of commitment to a project is important.

The Pennsylvania Infrastructure Bank (PIB) should be considered as a potential source of low interest loans to fund transportation projects, whether to accelerate construction or complete a funding package. The PIB is a PennDOT-operated program which provides loans at one-half the prime lending rate over up to 10 years.

### **Goal and Objectives**

The Annville-Cleona Region's goal and objectives for transportation and circulation are:

Goal: Achieve a safe, efficient, accessible, interconnected multi-modal regional circulation system which will enhance pedestrian and bicycle movement, ease vehicular travel within the municipalities, minimize adverse impacts on residential neighborhoods, enhance the safety, mobility and livability of road corridors within the region, relieve congestion and manage and enhance parking resources.

Objectives:

- Relieve congestion on Routes 422 and 934.
- Enhance the functioning and appearance of the Route 422 corridor.

- Support appropriate alternatives to reliance upon automobile and truck travel and plan for safe and accessible routes of travel for pedestrians and bicyclists. Address gaps in the Region's sidewalk system. Address the safety of crossing Routes 422 and 934.
- Manage access to existing and proposed roads. Adopt access management ordinances.
- Calm traffic in existing neighborhoods as necessary.
- Improve the safety, condition and functioning of the Region's roads and intersections.
- Enhance parking, transit, bicycling, pedestrian travel and wayfinding in the Region. Incorporate walkability into development.
- Provide a system of alternative routes to destinations. Improve alternative routes to Route 422.
- Upgrade bridges as needed.
- Improve pedestrian and bicyclist safety in the Region. Enhance connectivity between and within municipalities. Provide user connections as appropriate.
- Address parking needs within downtowns. Accomplish enhanced parking management, with consideration of additional parking facilities, shared parking and improvements of existing parking areas.
- Address impacts of land uses on major road corridors in the Region. Establish developer responsibilities for transportation improvements.
- Identify and preserve the scenic road corridors and vistas within the Region.
- Program needed improvements to the Region's transportation system, including roads, intersections and bridges.
- Encourage studies to identify means of increasing the vehicular and pedestrian and bicycle safety of Routes 422 and 934.
- Program shoulder improvements to accommodate farm vehicles and bicyclists in the Region.
- Encourage expanded bus and light rail service to the Region and location of a train station in Annville, additional bus stops and multi-modal facilities.

In addition, the Annville-Cleona Region supports the vision, goals and policies of the LEBCO MPO LRTP:

Vision:

The transportation system of Lebanon County will safely, efficiently and effectively serve the mobility, access and travel needs of residents, businesses and visitors.

Goals:

- Provide a safe and secure transportation system;
- Provide a multi-modal system that is efficient, interconnected and accessible;
- Promote a sustainable transportation system that complements the county's natural and built environment;
- Meet the challenges and opportunities of growth through collaborative planning, funding and project implementation;
- Target investments for maximum local and regional benefit and impact; and
- Utilize all available funding sources to finance investments for the transportation network.

Policies:

- Maintain and improve the existing transportation system;
- Improve the safety and security of the transportation system for motorized and non-motorized users;
- Increase the efficiency and connectivity for moving both people and goods, including the protection of future transportation corridors;
- Promote efficient system management and operation, including the application of access management provisions in local regulations;
- Focus on affordable and sensible operational improvements;
- Enhance the integration and connectivity of the transportation system for people and freight;
- Ensure that the county's bicycle and pedestrian network is fully integrated into the county's multimodal transportation system;
- Emphasize transit's role in support of the continued economic health of Lebanon County and its integral relationship to mobility, land use and overall community development;
- Coordinate transportation system improvements with land use, infrastructure, and other community development policies and stakeholders;
- Encourage local support for transportation improvements as well as opportunities for private sector involvement;
- Support the economic vitality of Lebanon County by contributing to its competitiveness, productivity and efficiency;

- Protect and enhance the environment, promote energy conservation, improve the quality of life and encourage a healthy lifestyle; and
- Promote community and neighborhood livability, including the protection of scenic corridors.

The Annville-Cleona Region is also supportive of the goals of the Pennsylvania Mobility Plan, which are:

- Move people and goods safely and securely.
- Improve quality of life by linking transportation, land use, economic development, and environmental stewardship.
- Develop and sustain quality transportation infrastructure.
- Provide mobility for people, goods, and commerce.
- Maximize the benefit of transportation investments.

In the implementation of these goals, objectives and policies, the Annville-Cleona Region realizes the Smart Transportation approach should be utilized, including:

- Tailor solutions to the context. Roadways should respect the character of the community, and its current, and planned land uses, and support active community life. The presence of environmental resources must be reflected as well as the availability of transportation funding.
- Tailor the approach to the specific project.
- Plan all projects in collaboration with the community.
- Plan for alternative transportation modes. Address the needs of pedestrians, bicyclists and transit users in designing roadway projects.
- Use sound professional judgment.
- Scale the solution to the size of the problem. Solutions should fit within the context, be affordable, be supported by the communities, and be capable of being implemented in a reasonable time frame. Look for lower scale alternatives, such as system management.

## Transportation Strategies for the Region

The following transportation strategies were identified by the Comprehensive Plan Committee, Transportation Focus Group and Lebanon County Planning Department staff:

- Make Intersection and Bridge Improvements
  - Routes 422 and 934 Intersection
  - Spruce Street Bridge
  - Congested Corridor Improvement Program Implementation
  - Clear Spring Road and Route 934 Intersection
  - North White Oak Street Bridge Design
  - Reigerts Lane and Route 934 Intersection
  - Louser Road and Route 934 Intersection
  - Royal Road and Route 934 Intersection
  - Hill Church Road and Route 934 Intersection
- Relocate Killinger Road to opposite Clear Spring Road
- Perform Route 422 and Route 934 Roadway Safety Audits to reduce accidents
- Perform Route 422 and Route 934 Pedestrian Study to improve pedestrian circulation and safety
- Implement Access Management on Routes 322, 422, and 934
- Construct Shoulder Improvements to Accommodate Farm Vehicles and Bicyclists
- Support a Potential Train Station in Annville
- Establish Park and Ride, Multi-Modal and Bus Stop Facilities
- Institute Traffic Calming where appropriate
- Improve Alternative Routes to Route 422
  - Clear Spring Road - Route 934 - Hill Church Road



Volumes, intersections, speeds and topography on Route 934 contribute to crashes

- Clear Spring Road - Mount Pleasant Road - Route 322 - Route 934
  - Louser Road
  - Royal Road
  - Spruce Street
  - Annville Alleys
- Improve Wayfinding
  - Promote Shared Parking/Additional Parking Facilities
  - Encourage Bicycle Facilities Improvements
  - Improve Walkability, particularly on Routes 422 and 934. Complete gaps in sidewalk system, extensions of sidewalk system, and improvements of some sidewalks. Expand a regional trail system.
  - Encourage Improvement of Private Parking Areas
  - Realign the driveway at the Annville Sewage Treatment Plant to be a four-way intersection with Mount Pleasant Road.
  - Provide a right-turn lane on Route 422 westbound at Center Street in Cleona.

The Committee members were asked to rank the transportation strategies in importance. The following are the five strategies the Committee ranked most important, in descending order:

#### **TRANSPORTATION PRIORITIES**

1. Intersection and Bridge Improvements
2. Alternative Route Improvement
3. Access Management on Routes 322, 422, and 934
4. Shoulder Improvements to Accommodate Farm Vehicles and Bicyclists
5. Route 422 and Route 934 Safety Audit

#### **South Annville Township Transportation Projects**

The following projects have been identified for South Annville Township by the Township and the LEBCO MPO:

- Route 422 and Clear Spring Road intersection, including traffic light

- Route 422 and Mt. Pleasant Road intersection, including traffic light
- Route 422 and 934 intersection (design to be determined upon review of impacts of new development in the Region by the municipalities, MPO and PennDOT)
- Route 422 and Spruce Street intersection, including traffic light
- Route 934 and Reigerts Lane Intersection
- Route 934 and Louser Road intersection, including traffic light
- Route 934 and Royal Road intersection, including traffic light

It is expected that MFS/Eastern Land and Resources Company, the anticipated developer of the Clear Spring Business Park, would be responsible for the Route 422 and Clear Spring Road intersection improvements. Residential developers would fund Route 422 and Mt. Pleasant Road improvements. The MPO would plan and fund construction of the remaining Route 422 and Route 934 improvements, with engineering and utility funding from residential developers.

#### **LEBCO MPO LRTP Recommended Projects**

The following projects are listed in the LRTP. TIP projects are listed in the 2011-2014 Transportation Improvement Program. Short-term projects have a 1-4 year time frame. Medium-Term projects have a 5-12 year time frame. Long term projects have a 13-25 year time frame.

The Region’s municipalities would like projects which address regional issues and projects in the South Annville Transportation Project Program that are not to be funded entirely by developers to be placed on the LRTP. In the case of the South Annville Program, except for the Route 422 and Route 934 intersection, specific projects have been identified. Other projects to address Region issues will be analyzed and identified by a partnership of the Region’s municipalities, the community, LEBCO MPO and LCPD, working with PennDOT and other state agencies. Each area of concern will be reviewed to determine what specific improvements should be made consistent with Regional and County objectives, the Pennsylvania Mobility Plan, and Smart Transportation.



**Back-up in Cleona along Route 422**

**LEBANON COUNTY TRANSPORTATION PLAN**  
**Listed Projects**

**Highway Improvements**

<b>Improvement</b>	<b>Description</b>	<b>Status</b>	<b>Estimated Total Cost</b>	<b>Time Frame of Improvement</b>
422 CCIP Project, FFY 2011 Funding	Congested Corridor Improvement Project from Cleona thru Palmyra Borough	Programmed TIP Construction	\$786,383	TIP
422 CCIP Project, FFY 2012 Funding	Congested Corridor Improvement Project from Cleona thru Palmyra Borough	Programmed TIP Construction	\$428,229	TIP

**Additional Long Range Transportation Plan Projects**

<b>Improvement</b>	<b>Description</b>	<b>Status</b>	<b>Estimated Total Cost</b>	<b>Time Frame of Improvement</b>
Maintenance and Operational Support for 422 CCIP Project Computerized Traffic Signal System	STU-Funded project to support the 422 CCIP Project between Cleona and Palmyra Borough over a 3-year period of time (FFY 2012 - FFY 2014)	Plan Project Construction	\$100,000 (S)	Short

**Bridge Improvements**

<b>Improvement</b>	<b>Description</b>	<b>Status</b>	<b>Estimated Total Cost</b>	<b>Time Frame of Improvement</b>
White Oak Street Bridge in Annville Township	PE & Environmental in FFY 2010	Programmed (TIP) PE & Env.	\$324,480	TIP
PA Route 934 White Oak Street Bridge Replacement over NS mainline in Annville and North Annville Townships	Final Design in FFY 2013	Programmed (TIP) Final Design	\$99,973	TIP
PA Route 934 White Oak Street Bridge Replacement over NS mainline in Annville and North Annville Townships	Final Design in FFY 2014	Programmed (TIP) Final Design	\$125,000	TIP
Gravel Hill (SR 4011) Bridge Preservation over Swatara Creek in East Hanover and North Annville Townships	All Phases in FFY 2012 and FFY 2013	Programmed (TIP) All Phases	\$796,436	TIP

## Additional Long Range Transportation Plan Projects

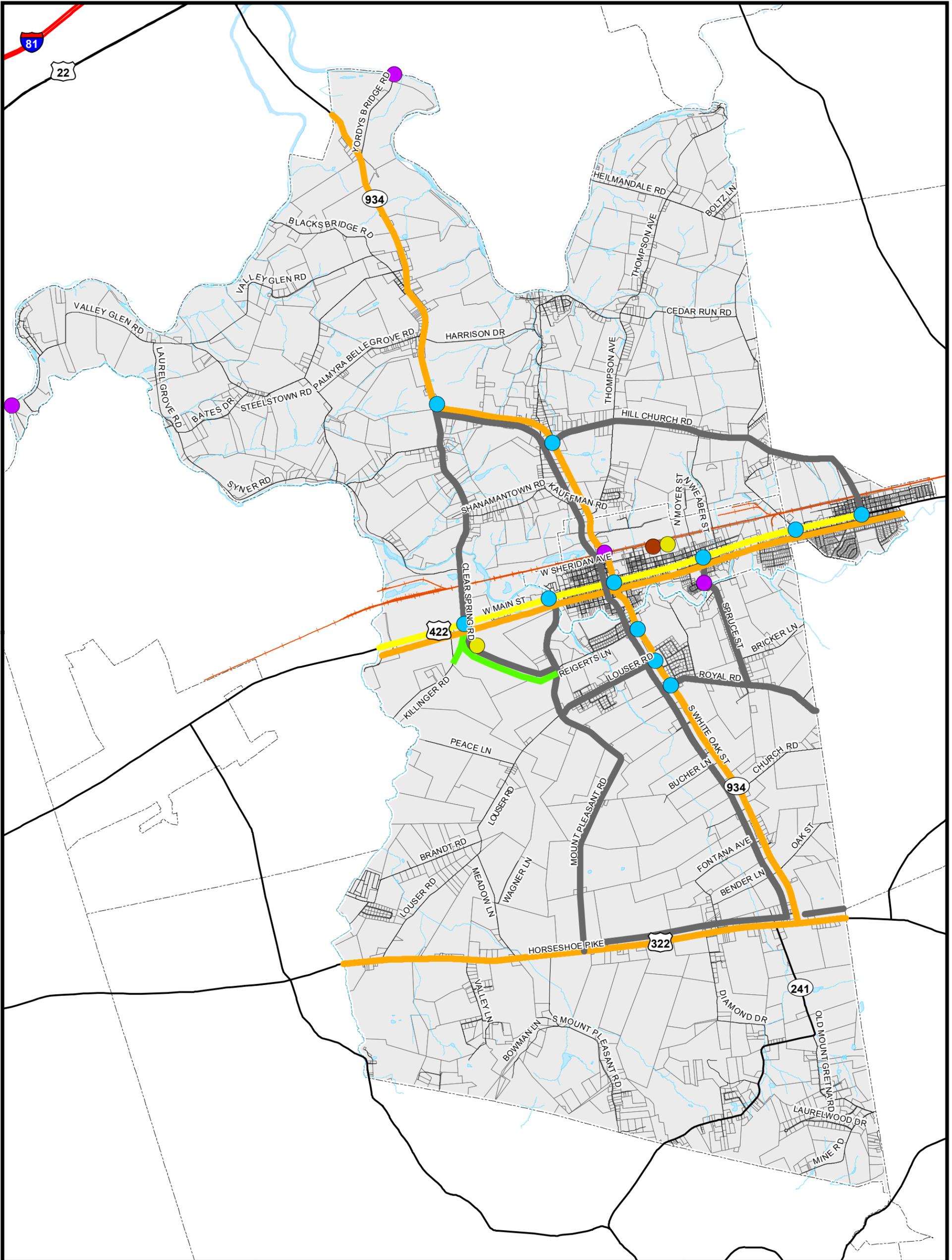
Improvement	Description	Status	Estimated Total Cost	Time Frame of Improvement
South Spruce Street Bridge Replacement over Quittapahilla Creek in Annville Township	Replace bridge and roadway realign	Plan Project All Phases	\$1,800,000 (M)	Short (1 <sup>st</sup> priority for advancement to the TIP)
Yordy's Bridge Road Bridge Replacement over Swatara Creek in N. Annville Township	Bridge replacement	Plan Project All Phases	\$4,800,000 (M)	Medium

### NON-MOTORIZED

Other bike/ped improvements that have not been fully evaluated but appear to have significant merit are: (1) creation of bike/ped networks in developing areas like South Lebanon Township and North Cornwall Township in association with the new residential, commercial and mixed use development or in the Annville area (Annville Township, North Annville Township and South Annville Township) where proposed new residential/commercial/mixed use development may occur; or in the various “downtowns” of Jonestown, Myerstown, Palmyra, Annville, etc.; and bike/ped networks in major new developments like North Cornwall Commons in North Cornwall Township and the Preserve at Historic Cornwall Village in Cornwall Borough. As municipalities, agencies, the Lebanon Valley Bicycle Coalition and other advocates identify additional candidate projects for the plan, they will receive consideration for Transportation Enhancement (TE) Funds and/or regular highway and bridge funding.



**Bicyclists on Route 422 have no dedicated space**



READING  
1047 North Park Road  
PO Box 6307  
Reading, PA 19610-0307  
PH: 610.621.2000  
FAX: 610.621.2001



SSM GROUP, INC

LEHIGH VALLEY  
City Line Plaza, Suite 300  
2005 City Line Road  
Bethlehem, PA 18017-7701  
PH: 610.849.9700  
FAX: 610.849.9701

Engineering and Environmental Services

ssmgroup.com

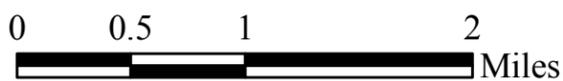
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Data source: Lebanon County GIS, PennDOT, SSM

**Legend**

- Bridge Improvement
- Intersection Improvement
- Multi-Modal Facility
- Railroad Station
- Access Management Concern
- Alternative Route Improvement
- Congested Corridor Improvement Program
- Proposed Road Relocation/Connection
- Railroad
- Stream/Pond
- Parcel
- Municipal Boundary



***Selected Transportation  
Plan Improvements  
Annville, North Annville and  
South Annville Townships and  
Cleona Borough***

***Regional Comprehensive Plan  
Lebanon County, Pennsylvania***

## Rail Freight

### Rail Freight Improvements

Improvement	Description	Status	Estimated Total Cost	Time Frame of Improvement
Improvements at Pennsy Supply, Annville Yard	Rehabilitate yard tracks at Pennsy's Annville Yard Facility in North Annville Township	Programmed (12 Year Program) All Phases	\$459,184	12 Year Program (TYP)

### Ongoing and Future Studies/Initiatives

Ongoing and Future Studies/Technical Analysis/Initiatives to Support the Inclusion of Future Projects in the LEBCO MPO Long Range Transportation Plan

Name	Status
PA Route 934 Relocation Study	Consider doing a study of 934 to relocate a portion of the roadway around Annville using Clear Spring Road and Mount Pleasant Road as a "mini-bypass" of Annville

### Route 422 Congested Corridor Improvement Program (CCIP)

CCIP projects are included in the LRTP. PennDOT initiated the CCIP to identify some of the more severely congested corridors in the Commonwealth in order to define and implement needed improvements. The goal of the CCIP is a 20 percent reduction in peak hour travel time on the improved transportation corridor.

The Lebanon County Planning Department and Harrisburg Metropolitan Planning Organization (MPO) nominated the US 422 Corridor to be a part of the CCIP as it is the most heavily traveled corridor in Lebanon County and has congestion recurring during the peak periods.

The corridor begins at the intersection of Railroad Street in the Borough of Palmyra, travels through North Londonderry, North Annville and South Annville Townships into Annville Township to the Borough of Cleona where the corridor terminates east of the Center Street intersection.

The recommendations of the Route 422 CCIP are:

## **U.S. 422 CONGESTED CORRIDOR IMPROVEMENT PROGRAM**

### **Immediate Improvements**

- White Oak Street (PA 934) and US 422 - Adjust signal cycle length and splits.
- Mill Street (SR 3023) and US 422 - Adjust signal cycle length and splits.
- Center Street (SR 4002) and US 422 - Adjust signal cycle length and splits. EB left turn phase included full yellow and all red clearance.
- Repair loop detector(s) at Center Street.
- Install tether wire for the span wire installations at Mill Street and US 422 and Center Street and US 422.
- Replace burnt signal lenses at Center Street and US 422.



**Center and Mill Streets intersections with Route 422 in Cleona**

## Short Term Improvements

- Install new mast arms.
- Install new controller assemblies.
- Install new signal heads with light emitting diode (LED) indications.
- Install emergency vehicle pre-emption.
- Adjust signal timings.
- Coordinate signal operations at Mill Street and Center Street.
- Include northbound and southbound left turn lane at Mill Street and US 422.
- Include southbound left turn lane at Center Street and US 422.
- Include Walk/Don't Walk pedestrian accommodations.
- Install pedestrian push buttons for all movements at Mill Street and US 422.
- Replace utility pole span wire installation with mast arm installation at the intersection of Center Street and US 422.
- Replace head-in angle parking along US 422 west of White Oak Street with back-in angle parking.
- Remove parking along White Oak Street north of the US 422 intersection.

## Long Term Considerations

- Implement access management.
- Improve conditions of US 422 pavement.
- Improve intersection turning radii.
- Install sidewalks to be continuous throughout the US 422 Corridor.
- Improve vertical alignments of intersections.
- Restriction of access and turns through controlled access and rear and internal access to shopping and commercial areas.
- Restriction of truck-turning movements at the intersection of White Oak Street and US 422, with alternate routes.
- Cooperation regarding road connections and access management as development in the Clear Spring Road areas occurs. Road connections would be internal and provide alternatives to US 422.
- Look at opportunities to connect the US 422 alternative through the Clear Spring Business Park to the south via Mount Pleasant Road to US 322 or a realigned Clear Spring Road and Louser Road.
- Maintain equal spacing of new signals along US 422 to allow future signals to be effectively coordinated to facilitate two-way progression along the corridor.
- Consideration could be made for some type of control at fire stations to prevent blockages of their entrances and allow the fire departments to clear vehicle queues in the direction of the response.
- Utilize bulb out and traffic calming measures along US 422.
- Consider whether a median should be provided within US 422 east of White Oak Street to create a more pedestrian friendly and walkable environment.



Pedestrian Crossing at LVC



Offset Intersection - Reigerts Lane and Route 934

## **Pedestrian Circulation Concerns**

Given the built-up nature of Annville and Cleona and the presence of the Annville-Cleona schools in proximity to existing and proposed residential neighborhoods, a safe and efficient pedestrian system is important to the Region. Safety of the system is of particular concern given the traffic volumes on Route 422, which bisects Annville and Cleona, and Route 934, which provides access to the Annville-Cleona secondary school campus, Annville, and Lebanon Valley College. A pedestrian study should be performed of these routes to address increasing the safety of crossing Route 422 in Annville and Cleona; connecting the sidewalk systems in Annville and Cleona; and safely accessing the schools along Route 934. Through Cleona, the cross-section of Route 422 is generally two parking lanes, two through lanes and two turning lanes, which makes pedestrian crossing difficult, given vehicle volumes and speeds. In Annville the cross section is not quite as difficult to negotiate. In the eastern portion of the Township there are two parking lanes, a turning lane, and two travel lanes. In downtown, there are two parking lanes and two through lanes.

As future residential development occurs in South Annville Township immediately west of Route 934, crossing Route 934 to access the secondary schools will become an even greater issue. A means of crossing safely should be designed and accomplished. The design should occur in the context of the project to provide a southbound left turn lane into the schools and realigning that new access point with Reigerts Lane.

The lack of sidewalk in the area between Mill Street in Cleona and Moyer Street in Annville should be addressed. Generally, a complete sidewalk system in good condition is available throughout Cleona and in downtown Annville. Of more concern will be access to the Annville Youth League field and Annville-Cleona Pool Association sites and potential train station in the northern portion of Annville, to Spruce Street, and in residential neighborhoods in the western portion of Annville.

When the Spruce Street bridge project is undertaken, a pedestrian underpass should be incorporated into that project to accommodate pedestrians and bicyclists.

A proposed recreational trail system is discussed in Chapter 8, the Community Facilities Plan.



**Lack of Sidewalks near recreation facilities in Annville**

## Enhancing Bicycle Circulation

Bicycle travel in the Region can be enhanced by improving the safety of bicycling on the Region's roads and providing bicycle support facilities and programs such as bike parking, transit access, wayfinding, and bicyclist and motorist education. Bike travel is important for recreation, commuting, tourism and alternative travel mode. Some of the measures to enhance the safety of bicycle travel include shared roadway treatments, on-road bike facilities, intersection treatments, road maintenance, traffic calming, and markings and signage.

The four municipalities in the Region, the Lebanon Valley Bicycle Coalition (LVBC), LEBCO MPO, LCPD, and PennDOT should work together to develop a program to enhance bicycle travel.

The LVBC supports the use of sharrows (shared-use arrows) at appropriate locations. This is a symbol placed on a roadway with a stencil to indicate the proper positioning for a bicyclist in a shared travel lane. The LVBC encourages installation at appropriate locations through consultation, coordination and agreement with state and local officials.

The Lebanon County Bicycle Transportation Map indicates the following roads in the Region are most important for bicyclists in Lebanon County to use for transportation and scenic tourism. The Map provides guidance on which roads should be prioritized to provide safer bicycling facilities, i.e. wider shoulders, and should not be made worse due to future construction changes. The Map indicates where four foot or greater shoulders exist in 2012. The Map also indicates whether shoulders are present on the roads.



**Lack of Shoulders on Louser and Royal Roads**

## ROADS FROM LEBANON COUNTY BICYCLE TRANSPORTATION MAP

	<u>4-Foot Shoulder</u>	<u>Partial 4-Foot Shoulder</u>	<u>No 4-Foot Shoulder</u>
<b><u>Regional Bike Roads</u></b>			
Route 422	X		
Route 934		X	
Route 322	X		
Route 241			X
<b><u>Collector Bike Roads</u></b>			
Louser Road			X
Royal Road			X
Spruce Street			X
Bricker Lane			X
Killinger Road			X
Church Road			X
Clear Spring Road		X	
N. Weaber Street			X
Hill Church Road			X
Ono Road			X
Long Lane			X
Heilmandale Road			X
Harrison Drive			X
Bellgrove-Palmyra Road			X
Blacks Bridge Road			X
North Center Street			X
Mill Street			X
<b><u>Scenic Bike Roads</u></b>			
Mount Pleasant Road			X
Reigerts Lane			X
Bachman Road			X
Fontana Avenue			X
Oak Street			X
Reist Road			X
Russell Road			X
Emma Road			X
Thompson Avenue			X
Water Works Way			X
Steelstown Road			X
Syner Road			X
Laurel Grove Road			X
Valley Glen Road			X

Improving and/or providing shoulders can facilitate bicycle travel. Shoulders should be a minimum of four feet wide. Bridge treatments, intersection treatments, drainage

improvements, road surface improvements and catch basin placement and design should also be addressed. The partnership should formulate a prioritized program for shoulder and other improvements in the Region. An added benefit of shoulder improvements is that it could also facilitate movement of farm equipment along roads used by farmers and provide safer pedestrian and runner travel. Wider shoulders provide additional room for emergency service providers, rural mail delivery and can improve drainage and road longevity.

### **Road Safety Audits (RSAs)**

The Lebanon County Comprehensive Plan indicates High Occurrence Crash Locations (HOCL) in the Region on US Route 422 between Mount Pleasant Road and Chestnut Street in Annville and Cleona, at PA 241 and Lake Drive in South Annville Township, along Hill Church Road in North Annville and Cleona, and on PA 934 in North Annville at Old Hill Church Road and Hostetter Road.

Roadway Safety Audits are recommended for Routes 422 and 934.

An RSA is the formal safety performance examination of a road or intersection by an independent, multidisciplinary team. It qualitatively estimates and reports on potential road safety issues and identifies opportunities for improvements in safety for all road users. The aim of an RSA is to answer the following questions:

- What elements of the road may present a safety concern: to what extent, to which road users, and under what circumstances?
- What opportunities exist to eliminate or mitigate identified safety concerns?

An RSA is a proactive process that provides recommendations which can be implemented in stages as time and resources permit. The methodology for this program is based on the 8-step RSA process developed by the Federal Highway Administration.

### **Access Management**

Access management is a means of controlling the ways in which vehicles can access major roadways, using techniques such as limiting the number of driveways and intersections with local roadways. Access management can facilitate mobility, increase roadway safety, result in more attractive road corridors, increase bicycle and pedestrian safety and reduce cut-through traffic or alternative routes. In the Region, access management along Routes 322, 422 and 934 are of particular concern. As development occurs, such as Clear Spring Business Park, only limited access should be provided to Route 422 and the other roads. The municipalities should consider the adoption of access management ordinances. PennDOT has prepared a guidebook, [Access Management Model for Pennsylvania Municipalities Handbook](#). North Cornwall and North Lebanon Townships have adopted access management ordinances, and the Lebanon County Subdivision and Land Development Ordinance contains access management requirements.

Some of the issues which can be addressed in access management regulations include:

- Number of driveways
- Access location standards
- Access point separation requirements
- Access to streets of lower functional classification
- Internal road systems
- Coordinated/shared ingress and egress
- Interconnection of properties, including access, parking, loading
- Separations from intersections
- Coordinated traffic movements
- Acceleration and deceleration lanes where appropriate
- Left and right turn lanes where appropriate
- Design standards for intersections, driveways, internal circulation, and parking lots
- Inappropriate turning movements
- Signalization of high volume driveways and signalization spacing
- Sight distance
- Access to outparcels
- Aligning driveways

## **LEBCO MPO CONGESTION MANAGEMENT PROCESSES**

The Congestion Management Processes (CMP) represent a set of planning tools designed to manage congestion by evaluating congested corridors and recommending a range of solutions to mitigate congestion. The CMP serves as a “playbook” for Lebanon County to address congestion.

The LEBCO MPO Congestion Management Processes has identified three key transportation corridors partially located in the Region that are experiencing various levels of recurring congestion at specific locations and at specific times of the day. These corridors are:

- US Route 422 from the Berks County line to the Dauphin County line
- US Route 322 from the Lancaster County line to the Dauphin County line
- PA Route 934 from I-81 to US Route 322

In addition, identified spot locations of concern were the US Route 422 CCIP recommendations, such as Clear Spring Road and Mount Pleasant Road. Non-recurring congestion occurs during fire fighting events in Annville and special events such as Historic Old Annville Days and Lebanon Valley College’s Valley Days, football games, baccalaureate and commencement.

The municipalities in the Region should continue to work with LEBCO MPO to evaluate areas of concern and implement congestion management strategies such as building roadway and transit capacity; reducing vehicular demand through such means as encouraging alternate modes of transportation and access management; managing capacity through improving safety,

traffic signalization and transportation system operations; and developing a comprehensive signing strategy for wayfinding and tourist signing.

Related to the CMP is the LEBCO MPO on-going effort to work with Commuter Services of PA to help develop, promote and implement transportation options beyond the single occupancy vehicle. Commuter Services is a program of the Susquehanna Regional Transportation Partnership and is a professionally staffed organization funded by federal Congestion Mitigation & Air Quality funds. Through its free services, it works to reduce traffic congestion by helping commuters find alternatives, other than driving alone, and by reaching out to employers so they can help their workforce find those options.

A summary of congestion management strategies is provided below:

<b>Growth Management</b>
<p><b>Land Use Policies/Regulations</b></p> <p>Encourage more efficient patterns of commercial or residential development in defined growth areas. Specific land use policies and/or regulations that could significantly decrease both the total number of trips and overall trip lengths, as well as making transit use, bicycling and walking more viable include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• Encourage development in existing communities</li> <li>• Discourage development outside of designated growth areas</li> <li>• Promote higher density and mixed uses in proximity to existing or planned transit service</li> <li>• Establish a policy for new and existing subdivisions to include sidewalks, bike paths, and transit facilities where appropriate</li> <li>• Develop and adopt Official Maps</li> </ul>
<b>Employer Work Base Options</b>
<p><b>Telecommuting</b></p> <p>Encourage employers to consider telecommuting options</p>
<p><b>Employer Flextime Benefits/Compressed Work Week</b></p> <p>Encourage employers to consider allowing employees to maintain a flexible schedule allowing employees the option to commute during non-peak hours.</p>
<p><b>Parking Management</b></p> <p>Encourage the utilization of alternative commute modes, such as carpooling and vanpooling, by providing preferential parking as a low-cost incentive.</p>
<p><b>Rideshare/Employer Shuttle Program</b></p> <p>Organize groups of commuters to travel together in a passenger van or employer-provided shuttle on a regular basis.</p>
<p><b>Employer Trip Reduction Programs</b></p> <p>Organize groups that offer tax incentives or transit subsidies on a regular basis.</p>
<b>Public Transit Operational Improvements</b>
<p><b>Service Expansion</b></p> <p>Improve service frequency and service area.</p>

<p><b>Rideshare Matching Services</b> Provide carpool/vanpool matching and ridesharing information resources and services.</p>
<p><b>Bicycle and Pedestrian Modes</b></p>
<p><b>Improved/Expanded Commuter Bicycle Network</b> Include on-road facilities, pathways, and greenways, and connection to transit.</p>
<p><b>Bicycle Storage Systems</b> Provide safe and secure places for bicyclists to store their bicycles.</p>
<p><b>Improved/Expanded Pedestrian Network</b> Include sidewalks, overpasses/tunnels, pedestrian only streets, greenways, and walkways.</p>
<p><b>Traffic Operational Improvements</b></p>
<p><b>Intersection Geometric Improvements</b> Improvements to intersection geometrics to improve overall efficiency and operation.</p>
<p><b>Intersection Channelization</b> Infrastructure improvements that provide physical separation or delineation of conflicting traffic movements.</p>
<p><b>Intersection Turn Restrictions</b> Provide intersection turn restrictions (time of day) to reduce conflicts and increase overall intersection performance.</p>
<p><b>Coordinated Intersection Signals</b> Improve traffic signal progression along identified corridors.</p>
<p><b>Intersection Signalization Improvements</b> Improve signal operations through re-timing signal phases.</p>
<p><b>Work Zones</b> Lane closures should occur outside of peak hours.</p>
<p><b>Traffic Calming</b> A variety of techniques used to reduce traffic speeds and increase safety, although no techniques should decrease capacity.</p>
<p><b>Access Management</b></p>
<p><b>Access Control</b> Reduction or elimination of “side street friction”, especially from driveways via traffic engineering, regulatory techniques, and purchase of access rights.</p>
<p><b>Median Control</b> Reduction of centerline and “side street friction”, via traffic engineering and regulatory techniques.</p>
<p><b>Land Use</b> Access management regulations should be addressed in Subdivision/Zoning Ordinances.</p>

## Regional Transit Initiatives

The Annville-Cleona Region supports the initiatives to enhance transit in the Lebanon-Hershey-Harrisburg corridor. Lebanon Transit currently provides express service via Route 422 and I-81, with stops in the Region at Route 422 and Mill Street in Cleona and at Annville Square.

LEBCO MPO has encouraged Lebanon Transit and Capital Area Transit from the Harrisburg area to vigorously pursue the Corridor 2 Feasibility Study's Maximum Bus option. This option would provide frequent, limited stop, high capacity Bus Rapid Transit-like service in the Lebanon-Hershey-Harrisburg corridor along existing roadways which parallel the Norfolk-Southern rail right-of-way. Bus movements would be expedited by such means as additional bus-only lanes and traffic control features. Stops would be located at Center Street and Route 422 in Cleona and White Oak Street and Route 422 in Annville. If the Clear Spring Business Park is constructed, it would also be appropriate to have a stop at that location.

LEBCO MPO has recommended that the Corridor 2 commuter rail project be further analyzed via more detailed evaluations. This project would generally involve constructing a third track along the Norfolk-Southern (NS) right-of-way, for the full distance from Lebanon to Harrisburg, that prioritizes passenger use during commute periods and is available to NS for freight usage during non-commute hours. Stations would be located in Lebanon, Annville and Hershey, among others further west.

A Railroad Street site in Annville was recommended for a station due to its convenient location next to Lebanon Valley College, close proximity to downtown Annville and adjacent to an extra wide portion of NS right-of-way allowing circulation to occur on two streets contingent on (a) successful acquisition of the Hershey Feeds business that shows no signs of activity, and (b) reconstruction/re-establishment of portions of two Township streets, Ulrich and Railroad. The Annville-Cleona municipalities consider this an appropriate location for a station.



**Potential Railroad Station site in Annville**

### **Multi-Modal Facilities**

Multi-modal facilities are locations where various modes of travel, such as car, bus, rail, bicycle and pedestrian come together. It is important that attention be given to providing multi-modal facilities in the Region. For instance, if a light rail station would be provided in Annville in the future, it will be necessary to provide sidewalks to that station. In addition to providing vehicle parking facilities, bicycle parking facilities should also be provided.

If the Clear Spring Business Park is constructed, that is another location where it would be appropriate to provide for multiple modes of travel. Pedestrian/bike trails should be provided to the business park from residential concentrations in South Annville and link the park to Annville and Cleona. Provision should be made for bicycle parking. As noted above, the

business park should be served by Lebanon Transit. Consideration should be given to providing a park and ride facility in the business park.

As feasible, pedestrian and bicycle amenities should be provided at bus stops, including shelters, signage, bicycle parking and trash receptacles. The Annville Economic Development Authority (AEDA) and Annville businesses should work with Lebanon Transit to identify appropriate bus stops in downtown.

### **Alternate Routes to Route 422**

When Route 422 is congested, drivers often look to take shortcuts through Township roads to avoid the congestion. Traffic volumes have been increasing on these alternate routes, and volumes can be expected to increase as residential development and the Clear Spring Business Park occur in South Annville Township and a traffic light is installed at Clear Spring Road and Route 422.

Means of addressing congestion on Route 422 have been discussed above, such as alternative modes of travel, and utilizing Commuter Services of PA. The Region's municipalities should also work with the LEBCO MPO to address needed improvements to the alternative routes to maintain capacity and increase safety. Routes of particular concern are Clear Spring Road - Route 934 - Hill Church Road; Clear Spring Road - Mount Pleasant Road - Route 322 - Route 934; Louser Road; Royal Road; Spruce Street; and alleys in Annville. Intersection, shoulder and other needed improvements should be programmed.

### **Parking**

Parking is an issue most pressing in Annville, and is important to economic development in the Township. The AEDA is implementing a project which will provide additional parking spaces at the northeast quadrant of the intersection of Routes 422 and 934. There is a public parking area near the Township Building along Lebanon Street, and the AEDA is investigating the potential for providing additional parking there, perhaps as a two deck parking facility. Other opportunities for additional public parking will be pursued, such as shared parking facilities at a church or other non-profit parking lots.

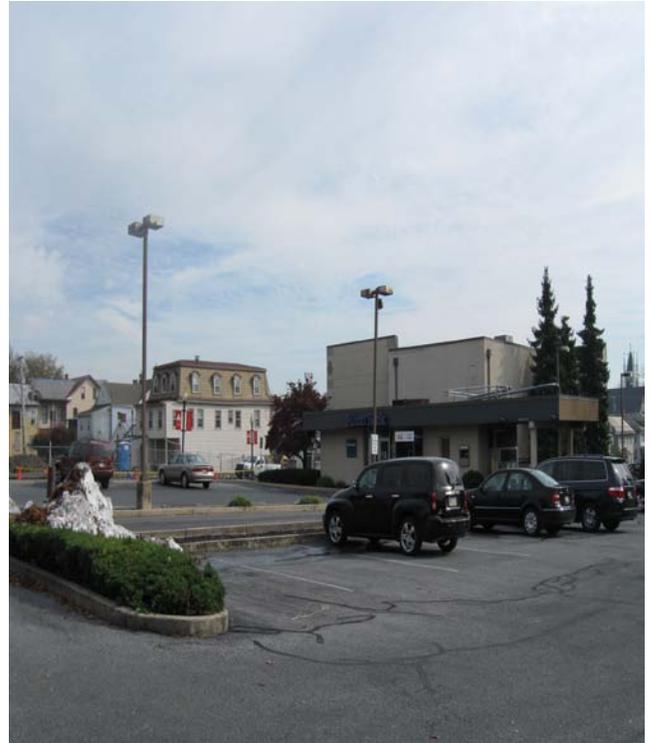
In downtown Annville there are a number of small private parking areas off alleys. Opportunities should be pursued to consolidate these parking areas to make them more efficient. Pedestrian ways should be provided from consolidated parking areas to downtown.

Parking at the Annville Free Library is inadequate, and will need to be addressed, either as shared parking in the vicinity of the existing library site or at another location should the library be relocated in the future.

The need for additional long term parking facilities in the vicinity of Lebanon Transit express bus service and enhanced bus service stops, White Oak Street, Mill Street and Center Street intersections with Route 422 should be monitored.



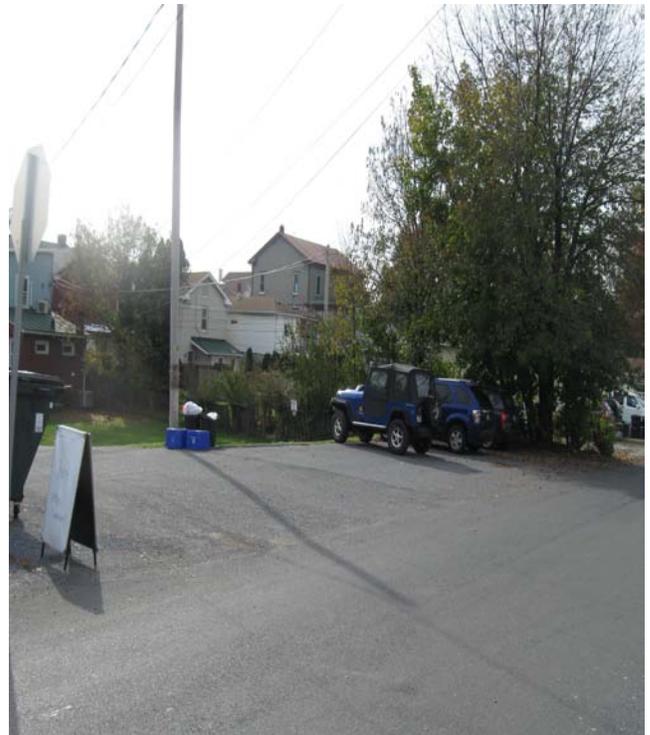
**Opportunity to enhance parking to the rear of Main Street in Annville**



**Parking Management as well as construction is important**



**Opportunity for Shared Parking**



**Opportunity for Shared Parking**

Additional flexibility can be built into zoning ordinances regarding parking. Zoning ordinances can allow for shared parking, meeting parking requirements through counting street parking spaces in front of the use, and allowing increased distance of off-street parking from the use in question.

Should an Annville parking structure be considered in the future, in lieu of provision of off-street parking, businesses could be allowed to contribute to a fund for the construction of the parking structure.

We have touched on managing available parking resources better. Management involves a number of strategies:

- Shared parking. The municipalities can encourage businesses to share and non-profits, whose parking areas are often underutilized during business hours, to share with businesses.

The municipalities can also enter agreements with non-profits to share parking and have spaces available for public parking. An on-going dialog with property owners regarding needs and opportunities is essential.

- Minimize use of project design which eliminates on-street spaces.
- Encourage businesses to enhance existing parking areas (lighting, landscaping, paving, marking of spaces, clean-up). Encourage consolidation of existing private lots when it can result in more efficient and additional parking. Encourage more efficient design of existing private parking areas where appropriate.
- Encourage businesses to have employees and owners not utilize prime on-street parking spaces. Review options for long-term parking for employees in public or public-available lots in perimeter locations.
- Create strategies for handling parking for special events. Consider LEBCO MPO congestion management processes and reaching out to Lebanon Transit to assist in providing transit service from satellite locations to minimize special event traffic and its impact. Pick can be staged at more manageable locations for traffic demand.
- Provide identified safe and attractive accessways for pedestrians from parking areas to downtown main streets.

## **Wayfinding**

The Region should work with LEBCO MPO to develop a wayfinding program for the Region. This will involve signage which will identify and help locate transit stops, parking facilities, bike routes, trails and points of interest in the community.

## **TRANSPORTATION DEVELOPMENT DISTRICTS**

The Transportation Partnership Act (Act 47 of 1985 as amended) allows municipalities to create Transportation Development Districts to assist in the financing of transportation facilities and services including roads, railroads, and public transit systems. If municipalities propose a district, property owners who represent more than fifty percent of the assessed valuation in a proposed district must be in favor of the district. The creation of the Transportation Development District allows municipalities to impose assessments upon benefited properties in the District to construct transportation improvements. The need for such a district along Route 422 in the Region should be monitored.

## **Traffic Calming**

Traffic calming can be used to mitigate the impacts of traffic, including volumes and speeds. Traffic calming is defined by the Institute of Transportation Engineers (ITE) as “the combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior and improve conditions for non-motorized street users.” The purpose of traffic calming is to manage movement through an area in a way that is compatible with the nearby land uses. Streets should be safe for local drivers, pedestrians and bicyclists. Traffic should not adversely affect the quality of life of residents.

In the Annville-Cleona Region, areas of particular concern are Route 422, Route 934, and Route 322 which traverse the settlements of Annville, Cleona, Bellegrove, Fontana and Mount Pleasant and provide access to school facilities. Also of concern are residential neighborhoods which experience increased volumes from motorists in search of alternative routes to Route 422.

The general methods of traffic calming include the following:

- Active speed reduction (constructing barriers to traffic movements, pedestrian enhancements, roadway redesign)
- Passive speed reduction (installation of signage)
- Street side design (landscaping and other enhancements that change the appearance of the area and driver attitudes)
- Opportunities for use of alternative modes (mass transportation, pedestrian, bicycle)

### *Active Speed Reduction*

- a. Road “diets” - narrowing travel lanes.
- b. Speed tables are raised areas in the street surface that extend across the width of the street, and could be raised pedestrian crosswalks. Raised intersections can be used. Speed humps have fewer opportunities for use. (See Sheridan Avenue through Lebanon Valley College as an example.)
- c. Gateway treatments, such as mini- or urban compact roundabouts, island, medians, and other physical strategies to slow traffic.
- d. Changes in roadway surface may include rumble strips, milling, and special roadway surfaces. These techniques can increase noise in areas and raise objections from area residents. Maintenance challenges with these types of treatments should be carefully evaluated.
- e. Cross-section measures such as adding curb, adding sidewalks and bicycle lanes, constructing parking lanes, using different textures for different use areas, planting street trees, utilizing pedestrian-scale lighting.
- f. Provision of pedestrian refuge areas such as center islands, providing protected parking bays through landscaped islands, reducing intersection radii and shortening pedestrian distances by constructing curb extension (bump outs). (Again, see Sheridan Avenue.)
- g. Construction of roundabouts.

### **Passive Methods of Control**

- a. Traffic signs saying “Do Not Enter”, “Stop”, “Not a Through Street”, “Local Access Only”, “No Trucks”, or signs establishing speed limits, indicating one-way street, or prohibiting turns.  

Reduction of speed limits. Speed limits should be sensitive to the context of the road, and not based solely on the functional classification of the road. Performing a speed study could have unintended consequences if the study indicates the speed limit can be raised because of changes in the road corridor. On state roads, speed limits may be reduced only to a certain speed.
- b. Traffic signals.
- c. Pavement markings, including crosswalks and edgelines. Warning signage for crosswalks.
- d. Permitting on-street parking.
- e. Speed watch/speed enforcement/signs showing speed traveled.

- f. Building and site design guidelines to ensure that development supports pedestrian travel and is consistent with aesthetic and historic character of the area.
- g. Signs indicating the residential and historic nature of an area. Signing historic buildings and historic districts. Preserving and enhancing historic structures.
- h. Wayfinding signage.
- i. Requiring motorists to stop for pedestrians in crosswalks.

Prior to implementing a traffic calming program in the Region, it is necessary to discuss the specific problems to be addressed; identify and evaluate the alternative techniques and their drawbacks, benefits, and cost; identify alternative traffic patterns that could result from implementation of the techniques and the effects of those patterns on other streets and neighborhoods; and to involve residents in the evaluation and selection of techniques. Such techniques should not detract from the character or visual quality of a neighborhood. Where State Routes are involved, PennDOT will be an active participant in the discussion of appropriate techniques, as it will be concerned regarding the effect on capacity and level of service. LEBCO MPO should also participate in the discussions to finalize traffic calming strategies in the Region.

Speed limit concerns of municipalities for State routes should be addressed. Of particular concern is Route 934 in North Annville Township. The combination of topography, horizontal and vertical alignment of the road and intersections, and number of access points to the road, raise concerns about the safety of Route 934.



**Traffic Calming on Sheridan Avenue in Annville**

## **Implementation**

As noted in the beginning of this Chapter, partnerships will be a key to implementing transportation improvements in the Region. Actions for the Region's municipalities to take are outlined in the Action Plan chapter.

There are tools available to assist in addressing transportation issues, among them Zoning Ordinances, Subdivision and Land Development and Access Management Ordinances (SALDO), Official Maps, Capital Improvements Programming and Transportation Impact Fee Ordinances. For example, in the SALDO national guidelines could be required to be followed when developers install bicycle and pedestrian facilities, such as bike parking and shared use paths.

**IMPORTANCE OF REGIONAL COOPERATION**

Community facilities consist of public services that are directly related to the physical development of the Region and the safety, health, and physical well-being of the citizens that live and work within the Region. These services include sanitary sewerage and water supply, school facilities, emergency services, police and fire protection, stormwater management, trash collection and recycling, libraries, community centers, and recreation facilities. The challenge to municipal government is to provide these services in an efficient and cost-effective manner.

Financing may be provided through resident user fees, tax revenue, state or federal funding, or through contracts with private or quasi-public agencies, thereby tailoring activities and expenditures for specific needs. Municipal governments need to evaluate the cost of these facilities and services and develop an approach for providing them.

It is increasingly important that municipalities find ways to reduce costs of municipal facilities and services as costs and service demands increase. One way of doing this is to increase cooperation among municipalities, school districts, authorities and service providers. The financial capabilities of the municipalities can be enhanced through cost savings and expense management achieved through increased intermunicipal cooperation and regional grantsmanship. The tax base and revenues can be increased through regional economic development initiatives. Cooperation does not have to be just limited to the four participants in this plan. The municipalities can also work cooperatively with other nearby municipalities.

Throughout the comprehensive planning process, the plan participants have stressed the need for increased cooperation among them. As listed below in the summary of the Proposed Regional Cooperation program, there are on-going cooperative activities. These should continue, but be enhanced or improved as noted.

The Comprehensive Plan Implementation Actions discussed previously are also listed. The final category presented is New Organizational/Planning Efforts. It is important that there be increased communication between the governing bodies, to promote the continuation of on-going cooperative activities, but also to discuss the implementation of this comprehensive plan. Economies can be achieved with joint municipal training efforts.

Regional committees are recommended to address areas of concern which are of impact beyond municipal boundaries. Including transportation, emergency management, economic development and recreation. As appropriate, cooperation with additional municipalities may be necessary.

## **PROPOSED REGIONAL COOPERATION PROGRAM**

### **Continue On-going Activities:**

- Staff cooperation (Managers, Secretaries, etc.)/equipment sharing. Increase cooperation in training, purchasing and service sharing as appropriate.
- Cooperation among authorities and fire companies in the region and municipal coordination and support of fire companies and volunteers
- Cooperation in recreational activities
- Cooperation in support of the library in the Region
- Cooperation in support of the senior center
- Cooperation in support of Annville-Cleona School District
- Cooperation with Lebanon Valley College

### **Comprehensive Plan Implementation Actions**

- Execute Intergovernmental Cooperative Agreement
- Establish Regional Planning Committee
- Establish responsibility for plan implementation
- Establish process to discuss intermunicipal consistency, sharing of ordinance provisions and allocation of uses
- Establish process for regional grantsmanship efforts
- Coordinate ordinance update activities

### **New Organizational/Planning Efforts**

- Periodic scheduled staff meetings
- Periodic representation at each other's meetings of the governing bodies
- Semi-annual joint governing body workshops
- Joint municipal training efforts
- Regional transportation committee to promote necessary projects in the Region and coordination with the Lebanon County MPO
- Regional emergency management planning
- Regional recreation committee to coordinate/schedule use of recreation facilities, complement each municipality's and the School Districts' efforts and facilities and coordinate trail planning and bicycle planning efforts
- Regional economic development agency/committee (which could also incorporate regional transportation coordination efforts) -
  - Promotion/Marketing
  - Grantsmanship
  - Improve broadband/wireless capability
  - Corridor enhancement, planning and management
  - Parking
  - Wayfinding

- Business recruitment/maintenance

Consideration should be given to preparing a regional economic development plan in coordination with the LVEDC

- Monitoring the possibility of pursuing a regional police force
- Consideration of regional code enforcement

## **GENERAL COMMUNITY FACILITIES POLICIES FOR THE ANNVILLE-CLEONA REGION**

- Continue regional cooperation and sharing of equipment, facilities and services. Implement the Regional Cooperation Program.
- Require developers to adequately manage stormwater runoff and erosion and sedimentation in manners consistent with the protection of water resources in the area and municipal ordinances. Encourage recharge of the water table as development occurs.
- Address identified areas of storm drainage concerns in the municipalities.
- Support efforts of the Free Library to enhance its facility and services. Work with it in its efforts to address space and parking issues.
- Continue to monitor the need for additional community, cultural and social facilities and services in the Region.
- Continue to support the Senior Center.
- Cooperate with the School District and Lebanon Valley College in their efforts to provide enhanced educational and training opportunities, recreational facilities and programs, and cultural and social events for the Region's residents.
- Encourage utilization and improvement of recycling programs.
- Continue support for the fire companies in the Region in efforts to attract and train volunteers and secure equipment. Promote additional cooperation among fire companies to maximize resources.
- Work with water suppliers to improve fire protection, particularly in the southern portion of Annville.
- Compile accurate data on water systems and fire hydrants.
- Work regionally to achieve increased safety in the transport of hazardous materials on the rail line.



Some of the many churches in the Region, which are important to the community

- Plan for the continued acquisition, improvement and appropriate development of recreation facilities, greenways, and recreation programs in the Region.

Investigate the use of utility easements for trail locations.

- Promote and support efforts of community organizations to provide services for all area residents.
- Involve local fire companies and school district personnel in review of subdivision and land development plans, where appropriate.
- Maintain current and workable emergency operations plans.
- Review and use as appropriate resources of PADCED to improve municipal government and enhance funding capabilities.
- Incorporate implementation of recommended solutions to the drainage problems in the annual municipal capital or maintenance budgets as funds are available.
- Cooperate in improving the walkability and bikability of the Region and a linked trail system in the Region.
- Work toward establishment of a community center in the Region.
- Upgrade the energy efficiency of the Annville Township municipal building.
- Encourage provision of community facilities in locations which maximize pedestrian and bicycle access.
- Encourage sharing and efficient use of training resources, equipment and facilities among organizations. Support mutual aid agreement as appropriate.
- Cooperate as appropriate with health care providers in efforts to serve the Region's residents.
- Establish maintenance programs for municipal infrastructure. Upgrade facilities, as necessary. Complete the upgrade of the Annville Wastewater Treatment Plant.
- Maintain updated Act 537 Sewage Facilities Plans.
- Assure sanitary sewer and water facilities planning is consistent with land use policies.

- Utilize on-lot disposal system management systems.
- Complete the South Annville Township sanitary sewer system project.
- Consider adoption of official maps to reserve land for identified municipal purposes.
- Prepare Capital Improvement Programs.
- Maintain language in the Annville Township Subdivision and Land Development Ordinance (SALDO) to require developers to dedicate land or pay a fee in lieu of land for all new subdivisions, and establish an appropriate fee.

Each subdivision or land development would have to be reviewed to determine whether the dedication of land or the fee in lieu of land would be more appropriate, based upon the size and location of the development.

Maintain standards for recreation facilities in the Annville SALDO. Review National Recreation and Park Association (NRPA) Standards for appropriateness.

- Where appropriate, work with PennDOT to widen and improve road shoulders and require developers to improve shoulders along their properties in order to accommodate pedestrian and bicycle facilities.
- In SALDOs as appropriate require new developments to provide sufficient water supplies and storage for fire protection, such as ponds, cisterns, and dry hydrants. Require developers to address fire hydrants, building protection and access of fire vehicles.
- Support legislation for additional impact fees.
- Enact zoning ordinances and SALDO provisions to protect water supplies.
- Enact BMP requirements in SALDOs for storm water management and erosion and sedimentation control.
- Require hydrogeologic studies in SALDOs for substantial water uses.

## **RECREATION, GREENWAYS AND TRAILS PLAN**

The Recreation, Greenways and Trails Plan is shown as an overall plan for the Region and a blow-up of the Annville Township and Cleona Borough area.

Existing facilities include:

- Cleona Community Park
- Cleona Elementary School
- Annville Cleona Recreation Association
- Annville Boys League Field
- Quittie Creek Nature Park
- Annville Elementary School
- Annville Cleona Secondary School Campus
- Lebanon Valley College
- North Annville Elementary School
- Bellegrove Fire Company Field
- Union Water Works Fire Company Field
- CB Sportsmens Club
- Quittapahilla Rod and Gun Club
- Thousand Trails Campground

These facilities will be maintained and enhanced in the future.

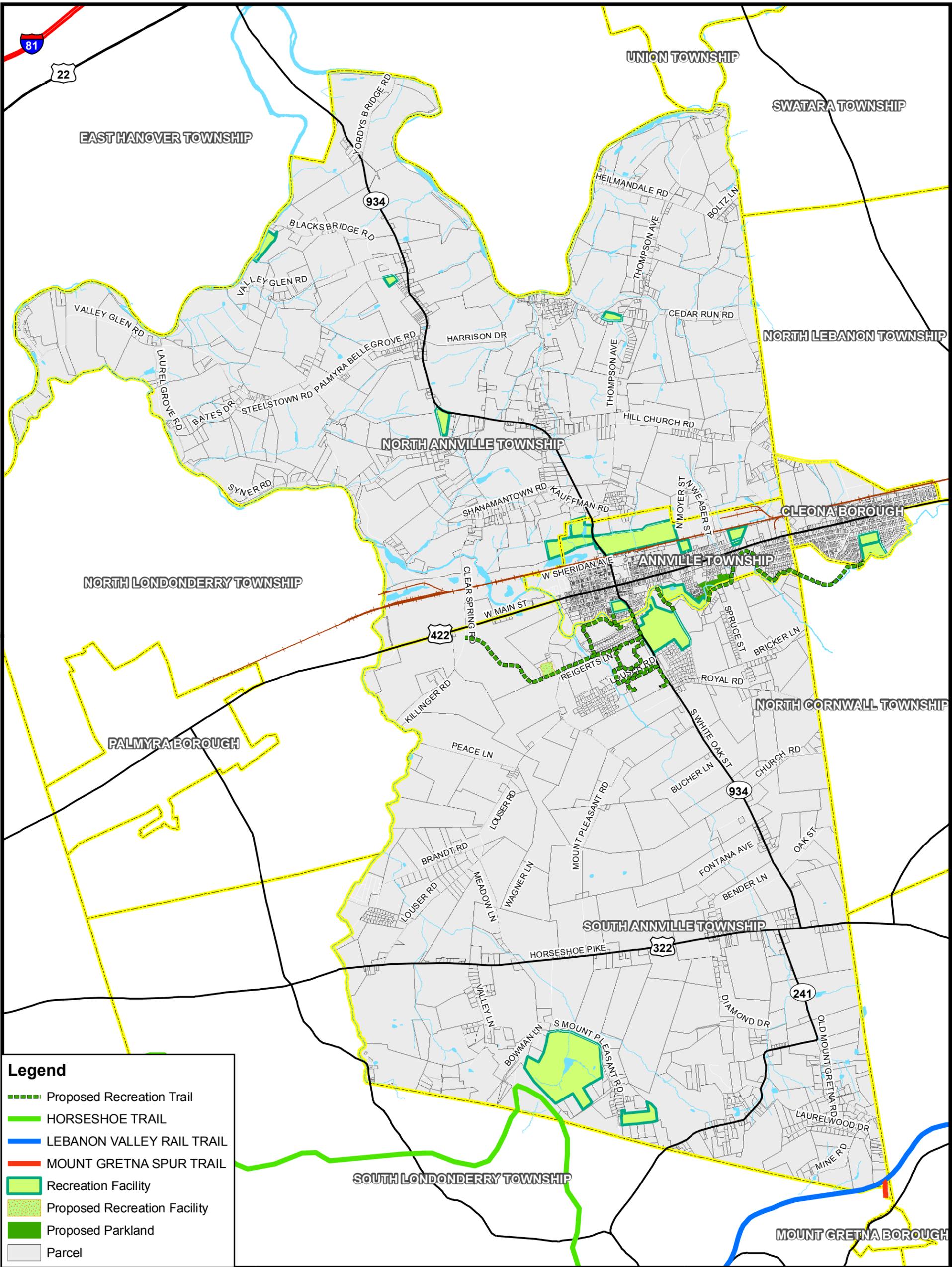
A proposed recreation facility is shown within the general area of the proposed Clear Spring Business Park. Park developers will be encouraged to provide a recreation facility in that development. It is desired to have additional recreation fields in the Region.

It is also desired to have a community center in the Region. A specific location for that has not been identified. One possible location which has been discussed is the old bakery facility in downtown Annville.

Proposed parkland is an eastward expansion of Quittie Creek Nature Park to further expand opportunities at that park and further protect the Quittie Creek.

Open space has also been proposed in three proposed developments in South Annville Township, including greenway along the Quittie Creek. Trail facilities are proposed in this open space, and these trail systems are shown as Proposed Recreational Trail.

Proposed recreational trails are also shown along Route 934 (South White Oak Street), along Bachman Road, along the Quittie Creek from Quittie Creek Park to Cleona Community Park, from the trail system in the South Annville residential developments to Clear Spring Business Park and from Lancaster Avenue in Annville to the trail system in South Annville via a new



**Legend**

- Proposed Recreation Trail
- HORSESHOE TRAIL
- LEBANON VALLEY RAIL TRAIL
- MOUNT GRETTNA SPUR TRAIL
- Recreation Facility
- Proposed Recreation Facility
- Proposed Parkland
- Parcel

READING  
1047 North Park Road  
PO Box 6307  
Reading, PA 19610-0307  
PH: 610.821.2000  
FAX: 610.821.2001

**SSM**

SSM GROUP, INC  
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LEHIGH VALLEY  
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2005 City Line Road  
Bethlehem, PA 18017-7701  
PH: 610.849.9700  
FAX: 610.849.9701

**Legend**

- Stream/Pond
- Parcel
- Municipal Boundary

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Data source: Lebanon County GIS, PennDOT, SSM



*Recreation Greenways  
and Trails Plan  
Annville, North Annville and  
South Annville Townships and  
Cleona Borough*

*Regional Comprehensive Plan  
Lebanon County, Pennsylvania*

# Recreation Greenways and Trails Plan Annville Township and Cleona Borough

## Regional Comprehensive Plan Lebanon County, Pennsylvania

### Legend

-  Proposed Recreation Trail
-  HORSESHOE TRAIL
-  Recreation Facility
-  Proposed Recreation Facility
-  Proposed Parkland
-  Parcel
-  Railroad
-  Stream/Pond
-  Municipal Boundary



Data source: Lebanon County GIS, PennDOT, SSM

READING  
1047 North Park Road  
PO Box 6307  
Reading, PA 19610-0307  
PH: 610.621.2000  
FAX: 610.621.2001



SSM GROUP, INC

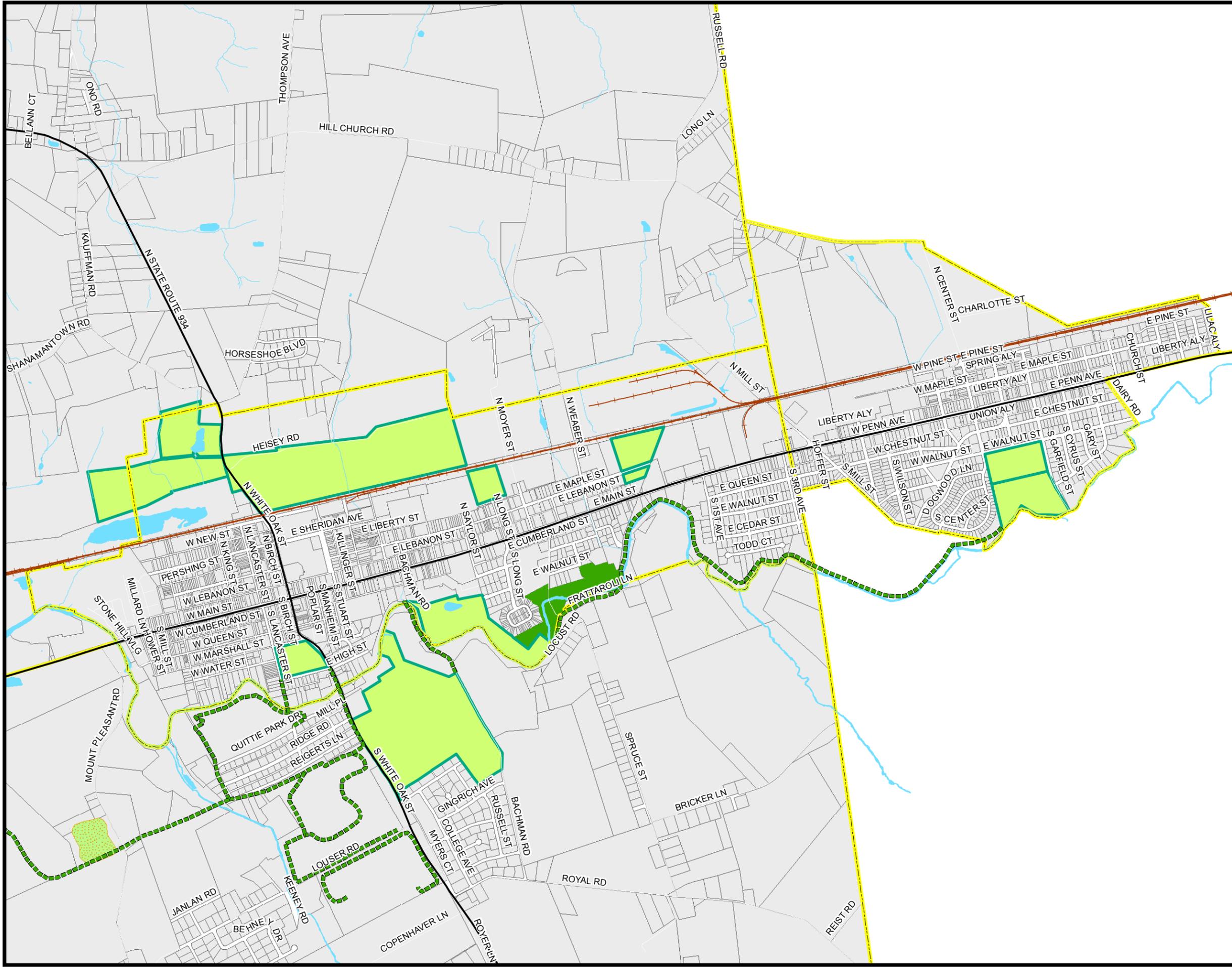
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Annville\_Cleona.mxd





**Quittie Creek Nature Park**



**Lebanon Valley College**



**Annville-Cleona Pool**



**A-C Recreation Assn.**



**Annville Youth League Field**



**Thousand Trails Campground**



**Union Water Works Fire Company Field**



**Bellegrove Fire Company Field**



**Cleona Elementary School**



**Cleona Park**



**Annville Elementary School**



**Rod and Gun Club**

pedestrian bridge. These trails are intended to further link recreation facilities in the Region and provide an interconnected trail system in the Region.

The Lebanon County Comprehensive Plan identifies the Highlands Greenway as a major greenway in the County (the southeastern tip of South Annville is in the Pennsylvania Highlands). The Swatara and Quittapahilla Creeks were identified as presenting greenway opportunities.

The Swatara Creek Water Trail was identified as a “blueway” corridor. The Quittapahilla Creek was also identified as presenting blueway opportunities. Blueways are river and stream corridors of protected open space used for conservation and recreation purposes. They protect natural, historical, cultural and recreational resources and preserve scenic landscapes.

### **PLAN FOR THE RELIABLE SUPPLY OF WATER**

Annville Township and small portions of North and South Annville Townships are supplied by PA American Water. PA American Water draws water from the Manada and Swatara Creeks and two reservoirs in North Annville Township. Cleona is supplied by the City of Lebanon System, which draws water from the Swatara Creek and the Christian E. Siegrist (Lebanon) Reservoir in Schuylkill County. Because of this, the four municipalities in the Region do not have direct responsibility for protecting municipal water supplies. We have, however, previously identified some issues with fire flows in the Region, such as the southern portion of Annville, and the municipalities, water suppliers and fire companies should work together to address these fire flow issues. Developers should also be required to provide supplies of water for firefighting where appropriate.

There is still concern for protecting surface and groundwater supplies in the Region, as much of North and South Annville Townships rely on private wells.

Actions for consideration with regard to wells include:

- Adopt well siting, construction, water quality testing, and abandonment standards as part of the subdivision and permitting process to protect groundwater quality; such requirements should involve siting wells at safe distances from potential contaminant threats, grouting, and the placement of a sanitary seal on all at- or below-grade well openings.
- Adopt aquifer testing requirements for proposed new subdivisions and land developments to assure adequate water supply and to assure no adverse impacts on adjacent existing development.
- Require that any new development within a reasonable distance of an existing municipal community water system be connected to the municipal water system.

Both surface and groundwater must be protected with regard to quality and quantity. Examples of techniques for the protection of water quality and quantity include:

- Riparian stream buffers
- Stream corridor overlay zoning
- Minimize effects of impervious surfaces
- Protect headwaters and groundwater recharge areas
- Wellhead protection
- Hydrogeologic impact analyses
- Preserve critical watershed areas
- Best Management Practices
- Implement stormwater management and erosion and sedimentation control plans
- Restore stream banks and crossings
- Sewage treatment and discharge practices
- Protect wetlands and floodplains
- Greenway development
- Conservation Development
- Increase watershed awareness
- Regulate/restrict potential contaminating uses

Key areas include floodplains, wetlands, hydric soils, adjoining steep slopes, and headwaters of streams. The granting of conservation easements or dedication of land to conservation groups will be encouraged. If land near streams is developed, developers will be encouraged to establish riparian forest buffers. Conservation development will be encouraged if development occurs, in order to protect the watersheds of watercourses and water supplies, vulnerable steep slopes, and woodlands. The density of development will be established through analysis of the natural, scenic, historic features, and resources at each site; and, steep slopes, floodplains, woodlands, and wetlands will be protected.

### PROTECTING WATER SUPPLIES

Stream Corridor Protection	Aquifer Protection	Groundwater Resource Protection Provisions	Hydrogeologic Impact Analyses
<ul style="list-style-type: none"> <li>• Restrict development and impervious surfaces</li> <li>• Require riparian vegetative buffers</li> <li>• Encourage use of best management practices</li> <li>• Encourage stream habitat improvement</li> <li>• Encourage conservation easements/donations/dedications</li> <li>• Protect wetlands and wetland margins</li> <li>• Require floodplain and wetland studies where not identified</li> <li>• Restore stream banks and crossings</li> <li>• Greenway development</li> </ul>	<ul style="list-style-type: none"> <li>• Review development plans to prevent groundwater pollution</li> <li>• Limit impervious surfaces</li> <li>• Establish performance standards for commercial and industrial uses</li> <li>• Protect aquifers through controlling uses and potential polluting activities</li> <li>• Utilize appropriate sewage disposal and water supply techniques, with appropriate standards and management</li> <li>• Protect headwaters and groundwater recharge areas. Map headwater streams</li> <li>• Best Management Practices</li> </ul>	<ul style="list-style-type: none"> <li>• Wellhead Protection</li> <li>• Increase watershed awareness</li> <li>• Regulation/restriction of potential contaminating uses</li> <li>• Performance standards</li> <li>• Design standards</li> <li>• Operating requirements</li> <li>• Review process</li> </ul>	<ul style="list-style-type: none"> <li>• Proposed supply locations</li> <li>• Geologic conditions, recharge rate, degree of renovation</li> <li>• Aquifer characteristics; groundwater movement, use, yield, quality, quantity, well interference</li> <li>• Test well results and impacts</li> <li>• Plan to protect groundwater system underlying and adjacent to the site: prevention, remediation, emergency management</li> <li>• Monitoring of groundwater quality and quantity</li> </ul>

Where watershed areas are used for public recreation purposes, any public access and usage should be consistent with the need to protect water supplies.

### **Zoning Ordinance Provisions**

Zoning Ordinances can contain provisions to protect sources of water supply through the following techniques:

1. Net-out provisions protecting floodplains, wetlands, wetland margins, steep slopes, watercourses, water bodies, and lake and pond shores.
2. Conservation zoning to protect natural resources and aquifers through open space preservation.
3. Provisions to minimize impervious cover.
4. Steep slope protection provisions to minimize erosion and sedimentation resulting from impervious surfaces and tree clearance.
5. Woodland protection provisions to maintain tree cover.
6. Wetlands, wetland margin, and hydric soil protection provisions to protect groundwater and surface water supplies from contamination and allow infiltration. Restrict development in wetlands. Establish consistent wetland, wet area, lake, and water body buffer (margin) requirements. Require wetland delineation in hydric soil areas.
7. Floodplain protection provisions to protect surface water quality and quantity. Severely restrict development.
8. Aquifer protection standards to protect groundwater supplies from contamination through use and impervious restrictions and design standards, particularly for non-residential uses.
9. Wellhead protection provisions to protect water supplies by restricting and regulating potential contaminating substances and uses.
10. Stream Corridor Overlay Zoning/Riparian Buffer Requirements to protect surface water from adverse impacts from development and other nearby disturbance.
11. Environmental performance standards and environmental assessment requirements for industrial and commercial uses. Businesses should have Spill and Pollution Prevention Plans.

## Other Strategies

Zoning strategies should be coordinated with efforts of the Lebanon County Conservation District, Penn State Cooperative Extension, Watershed Associations, and other agencies to restore, protect, and stabilize stream banks and use other Best Management Practices (BMPs) to protect stream quality. Development of impervious surfaces should be limited, riparian buffers established, and stream habitats improved. Cooperate in securing easements along streams.

Subdivision and land development ordinances should be updated to address water resource protection. When development plans are reviewed, developers should be required to adequately manage storm water runoff and erosion and sedimentation in manners consistent with the protection of water resources in the area. Storm water management should be considered as part of the hydrologic cycle with consideration of infiltration, reducing pollution, and reducing thermal impacts through BMPs. Recommendations and ordinances pursuant to adopted Act 167 Stormwater Management Plans should be implemented. Currently in Lebanon County, Act 167 Plans exist for the Tulpehocken and Cocalico Creek watersheds.

Water planning and review of development should involve fire companies in the area to ensure that there will be adequate fire hydrants and volume and pressure of water to provide adequate fire protection.

Developers should also be required to identify the resources within their tracts, analyze the impacts of development, and mitigate those impacts. Natural resources should be incorporated into the open space system. Stream corridors should be incorporated into greenways.

Watershed associations should be supported and the formation of municipal environmental advisory councils considered.

Public education programs should encourage the community to be aware of potential sources of water supply in their watersheds and to exercise good “housekeeping” and stewardship practices to help protect them.

Landscape management programs can be formulated to encourage residents to reduce nutrients and pesticides reaching streams and ground water. A regular program of household hazardous waste collection and public education programs should be maintained.

Municipalities in the Region should continue their participation in the Lebanon County Clean Water Alliance, a group formed to protect, conserve and improve water resources in Lebanon County.

Implement required National Pollution Discharge Elimination System (NPDES) regulations for storm water related non-point source pollution from existing developments. Small **Municipal Separate Storm Sewer Systems (MS4s)** in urbanized areas that discharge storm water into

surface waters (including intermittent streams and drainage channels) of Pennsylvania are required to have those discharges authorized by a NPDES storm water permit. Annville and Cleona, the Cedar Run Road portion of North Annville and portions of South Annville along Route 934 are in the Lebanon Urbanized Area. As part of the MS4 Program, municipalities hold a permit to discharge storm water into local waterways. This permit requires the municipalities to implement and maintain a storm water management program that (1) reduces the discharge of pollutants to the maximum extent possible; (2) protects water quality; and (3) satisfies the water quality requirements of the federal Clean Water Act.

The MS4 Program has six elements termed “minimum control measures” that when implemented should result in significant reduction in pollutants discharged into receiving waters. The six minimum control measures and the actions required including the following:

- 1. Public Education and Outreach**  
Distribute educational materials and conduct outreach to inform citizens about the impacts that storm water runoff has on water quality.
- 2. Public Participation/Involvement**  
Provide opportunities for citizens to participate in the storm water management program or other programs which improve water quality.
- 3. Illicit Discharge Detection and Elimination**  
Develop and implement a plan to detect and eliminate non storm water discharges into the storm water system.
- 4. Construction Site Runoff Control**  
Develop, implement and enforce an erosion and sediment control program for construction site activities that disturb one acre or greater.
- 5. Post-Construction Runoff Control**  
Develop, implement and enforce a program to address discharges of post-construction storm water runoff from new development or redevelopment areas.
- 6. Pollution Prevention/Good Housekeeping**  
Develop and implement a program that reduces or prevents pollutant runoff from municipal operations.

Stormwater management practices are increasingly being used to not only control stormwater runoff volume and velocity from sites being developed but also to protect surface water quality and preserve the hydrological cycle (i.e., the water budget). Precipitation (rain and snow) is ultimately the source of drinking water. For sites that rely on groundwater for a water supply, it is the precipitation that falls on the property and percolates into the ground that creates and replenishes the aquifer. When a property is developed, more impervious surface area is

created, reducing the amount of precipitation that can percolate into the groundwater table. Furthermore, on site wells constructed for new developments draw water from the existing aquifer, potentially reducing the groundwater table.

The objective of recharging stormwater runoff is to compensate for the loss of natural infiltration due to the addition of impervious surfaces. Other best management practices relative to water supply include the treatment and discharge of wastewater on site when appropriate (e.g., septic systems) rather than collecting wastewater and conveying it to an off site treatment facility.

**INTRODUCTION**

Economic development planning is not only the responsibility of the municipal officials. Local economic development groups, non-profit organizations, business and property owners, and State legislators all have a stake in the economic well being of the Region. The Region has access to several economic development groups, such as the Lebanon Valley Economic Development Corporation (LVEDC), Lebanon Valley Chamber of Commerce and the Annville Economic Development Authority (AEDA). These groups should work with the Region to establish a consistent approach and common focus for future economic development.

The purpose of the Economic Development Plan is to guide public and private decisions that help promote retention, expansion and stabilization of the economic base, plus the creation of quality employment opportunities in the local community. Economic development seeks to strengthen a community through the expansion of its tax and employment base and the services provided to the community. A strong tax and employment base allows the community to support a higher quality of life for its residents by improving public services, such as parks, schools, libraries, police, fire, emergency service, sewer and water services. Ideally, economic development should balance economic vitality with stability, environmental protection, and preservation of small town character. A community's economy directly affects the quality of life. It's important that a community has a variety of employers in its tax base. A community with a broad range of jobs from different sectors, will be better prepared to handle economic downturns and cycles. A community that fails to achieve diversity in the job sector is very susceptible in an economic downturn.

A healthy economy requires a balance between residential and non-residential uses, preserving residential neighborhoods to support commercial areas and provide a workforce. Communities with high quality-of-life amenities attract more affluent and skilled workers and retain existing workforces better than communities with poor quality-of-life amenities. Preserving open space, architecture, and culture helps a community maintain a sense of place and attract people and businesses to the region. We are concerned with providing places and support for the location of economic activity while at the same time protecting and enhancing the quality of life.

Municipalities can support economic vitality through municipal ordinances. Amending zoning ordinances and maps to allow additional commercial and industrial development, as well as adaptive reuse of older buildings is one method. Streetscape enhancement of commercial areas and entry or "gateway" enhancements are others. The Region must take advantage of the public/private partnerships that exist and provide leadership to the business community to help establish a common focus for future economic development.

In the Annville Cleona region, major elements of economic development include continuing agriculture in the Region, enhancing the vitality of the Annville and Cleona downtowns,

maintaining and enhancing the vitality of commercial and industrial areas along Routes 422 and 322 in Cleona, Annville and South Annville and development of a business park in the western portion of South Annville along Route 422. Agricultural preservation is discussed in Chapter 13. The Annville Economic Development Authority is currently involved in redevelopment and streetscape enhancements in downtown Annville to build upon a prior streetscape program. The municipalities should continue to maintain appropriate zoning in the Route 422 and Route 322 corridors. LVEDC is working with MFS/Eastern Land Resource Company to facilitate development of the business park south of Route 422 west of Annville. South Annville may be requested to adopt a zoning amendment to facilitate mixed use development of that park.



**The old bakery in Annville could be adaptively reused in the future**



**Current redevelopment project in downtown Annville**

Economic development activities will involve a broad spectrum of elements, and will include:

- Enhancing downtowns as unique shopping destinations and mixed use environments through streetscape programs and marketing the downtowns.
- Encouraging the adaptive reuse of vacant and underutilized properties through necessary zoning revisions and recruitment.
- Protecting historic resources as discussed in Chapter 10.
- Retaining existing desirable local businesses and industries and supporting their appropriate expansion where feasible, working with LVEDC and the Chamber of Commerce.
- Identifying strategies to attract desirable businesses.

- Addressing parking issues discussed in Chapter 7.
- Facilitating pedestrian access to businesses from parking areas and providing connections between parking areas and businesses through parking management, parking facility enhancements and addressing availability, visibility, wayfinding and sharing issues.
- Establishing zoning standards to improve the design and appearance of commercial areas.
- Supporting revitalization efforts for the downtowns, such as that undertaken by AEDA.
- Supporting streetscape enhancements in commercial corridors.
- Recruiting businesses to the business park which provide attractive job opportunities.
- Supporting the Free Library.
- Making appropriate zoning revisions in support of economic development and maintaining zoning of areas for economic development.
- Planning efforts such as downtown master planning, streetscape planning, corridor planning and capital improvements planning, designed to preserve and enhance municipal characteristics and maintain individual uniqueness.
- Participation in available county and state programs.
- Partnering with the Annville-Cleona School District, Lebanon Valley College and Lebanon County Technology and Career Center to enhance appropriate education and intern opportunities for students.
- Improving wireless capability, working with the School District, LVC and providers.
- Informing LVEDC of areas and buildings available for commercial and industrial development.
- Maintaining efficient plan processing procedures for economic development projects.
- Establishing zoning policies for home employment.
- Allowing income generating accessory uses on farms.
- Promoting utilization of workforce training programs to assure a labor force of skilled workers targeted toward existing job opportunities and target industries in the area.

- Determining whether a regional economic development committee comprised of municipal officials and economic development groups be formed to further accomplish economic development in the Region. Such a committee should also have representation from non-profits such as Women of Today and Kiwanis, and the educational institutions in the region.

Reviewing the events held throughout the municipalities in the Region and determining whether in some cases a more regional focus should be used and whether new events can be planned as joint efforts.

- Continuing the façade improvement program and other activities of the Friends of Old Annsville.
- Supporting continuation of natural resource-based industries.
- Addressing congestion on Route 422. Facilitating improvements to alternative modes of travel. Facilitating pedestrian and bicycle access to downtown Annsville.
- Protecting natural and scenic resources in the Region. Foster heritage and bicycle tourism within the Region by actively participating in heritage and bicycle tours of Lebanon County and coordination with the Lebanon Valley bicycle Coalition.
- Considering whether coordinated corridor overlay zoning should be used in the Route 422 Corridor.
- Implementing the Route 422 Congested Corridor Improvement Program.
- Managing access to Route 422 and improving the appearance of the corridor.
- Utilizing the resources of the Business Start-Up Center at HACC, Lebanon, which offers hands-on technical assistance to local entrepreneurs and small businesses for the business' first three years.



**A major employer in the Region**

## **Downtown Master Planning**

To further revitalize downtowns, a joint Downtown Master Plan could be considered for Annville and Cleona. Such a plan would have detailed recommendations for building, streetscape, public space, signage, programmatic, transportation, and parking enhancements; guidelines for accomplishing jobs, services, shops and residences in proximity; suggestions for encouraging additional periods of activity in the downtowns; suggestions for clustering of uses to facilitate interaction; and strategies for achieving walkable, attractive and distinctive business districts.

Elements of the downtown master planning would include:

- Walk each business area and note the existing strengths of each, i.e., type of businesses, duration of business, parking, ease of access, architecture, etc.
- Build on the existing strengths of each community.
- Work on recruitment.
- Build on uniqueness of area – small town/village character.
- Work with existing businesses to utilize window space. Educate on appropriate window displays or allow other groups to display to fill window space. Leave lights on in evening to encourage activity and interest in evenings.
- Consider infill and reuse development to expand opportunities in downtown areas.
- Develop an economic vision for the downtowns and appropriate focus for each individual downtown.
- Review key streetscape improvements necessary to encourage re-investment by business entities in downtown. A more detailed streetscape plan can be done in the future after activity increases.
- Focus first on easy strategies as well as existing activity areas.

Once a downtown master plan is in place, it is important that responsibility is assumed for implementation of the plan and managing strategies for revitalization of the downtowns. It will be important to forge a public and private partnership for investment in the downtowns.



**Future development site north of Route 422 in North Annville**



**Future development site south of Route 422 in South Annville**



**Businesses along Route 322 in Mount Pleasant**



**One of the businesses along Route 934 near Bellegrove**



**Typical of the rural businesses scattered throughout North Annville**





**Businesses along 322 near Fontana**



**Norfolk Southern Railroad**



**Cleona Square is the only shopping center in the Region**



**Some of the businesses along Route 422 in the western portion of Cleona**



**There are a number of industrial and heavy commercial uses in the western portion of Cleona**



**A wide variety of commercial and industrial uses are found along Route 422 in eastern Annville**

## **Design Considerations and Historic Resources Preservation**

Economic development can be linked to providing attractive spaces for people, preserving the heritage of the Region and generally enhancing the quality of life in the Region. It is important to consider design elements (see Chapter 5, Design Considerations) and preserve the historic resources and traditional architecture (see Chapter 10, Historic Resources Preservation). Some of the key concepts discussed in those chapters are:

- Respecting architectural traditions
- Retaining the character and integrity of traditional and historic buildings
- Unveiling architectural features which have been covered up
- Retaining existing buildings and encouraging any new building and uses to be in character with the downtowns. Discourage uses and buildings which would transform the character of downtowns
- Enhancing gateways to municipalities and the downtowns
- Protecting traditional streetscapes
- Enhancing parking areas and access to downtowns from parking areas, improving wayfinding to parking areas and managing existing parking better.
- Making the downtowns more walkable and pedestrian and bicycle friendly
- Protecting the character of historic districts
- Providing spaces for people, such as outdoor dining spaces
- Having appropriate signage control and encouraging more attractive signage
- Encouraging landscaping enhancements
- Improving the quality of businesses by helping them be more customer responsive and competitive
- Helping to maintain existing businesses and encouraging patronage of those businesses
- Encouraging new development to be compatible with, and integrated into, existing attractive streetscapes when appropriate.

## **Marketing and Operational Considerations**

Downtown revitalization can be fostered by any designated regional economic development group, working with the LVEDC and AEDA to market the downtowns and improve the operations of businesses in the Region. This could involve participating in any County-wide initiatives, such as a heritage trail. Local initiatives could include developing a unique branding message for signage, street signs, brochures, directories and maps; developing marketing themes related to market niches and the Region's heritages and unique businesses; encouraging businesses to offer longer operating hours; organizing special events; creating information networks to inform people about the events, and recruiting volunteers to help with event planning and special initiatives; and planning strategies to "capture" high traffic volumes for Route 422 and patrons going to school events and other destinations in the Region.

Other activities include identifying potential new businesses to be recruited; identifying underutilized and vacant buildings, notifying the LVEDC, and helping to find uses for them; working with financial institutions to establish loan pools for business start-up and façade and other physical improvements; identifying other sources of money for physical improvements to businesses; and offering assistance to or finding assistance for, as the case may be, businesses in making them more customer responsive and competitive.

A list of current business entities within the region should be maintained. This listing would be helpful to better understand the current business mix and identify needs of the businesses. Information should include how long in business, current space utilized, perceived challenges as a business in the community, specific business needs, and any perceived business clustering existing or possible.

## **Role of Land Use Regulations**

The zoning maps of the municipalities should continue to designate areas for commercial and industrial activity, agriculture and natural resource-based industry consistent with the Future Land Use Plan.

The municipalities should maintain zoning policies which allow viable and appropriate use of buildings, particularly in the downtowns and designated commercial areas of Route 322 and 422. Flexibility should be built into zoning ordinances with regard to permitted uses in order to facilitate the re-use of vacant and underutilized buildings. Adaptive reuse of buildings is also discussed in Chapter 6.

Zoning ordinances should provide efficient plan processing procedures for economic development projects so such projects are not discouraged nor unduly delayed. See also the discussion of infill promotion strategies in Chapter 6.

Zoning ordinances should also permit and establish appropriate standards for home based businesses pursuant to the MPC and for home occupations. Zoning ordinances should also

promote mixed use of downtowns. The presence of dwelling units makes for a more active downtown throughout the day and provides customers for businesses. Use of the ground floors of buildings in downtowns for commercial use, with residential uses on upper stories, can be encouraged.

Additional zoning tools include incentive zoning and overlay zoning. To encourage economic activity to locate in the Region and encourage businesses to provide streetscape amenities, incentive zoning may be used to offer developers higher density or intensity at reduced requirements in return for provision of amenities. Corridor overlay zoning can be used to provide for incentive zoning in the Route 422 corridor with the intent of enhancing that corridor.

### **Related Planning Efforts**

In this chapter, downtown master planning (revitalization and redevelopment planning) and streetscape planning are discussed. Additional planning elements include corridor planning and capital improvements planning. A study has been performed to improve the functioning of the Route 422 Corridor.

A Capital Improvements Plan (CIP) programs local capital expenditures over a 5 or 10 year period. The improvements which are programmed can contribute to the attractiveness and functioning of the municipalities, thereby enhancing the quality of life and business climate. Infrastructure improvements which directly support economic development can also be programmed.

A number of State programs can be used for plan implementation. The Pennsylvania Department of Community and Economic Development (DCED) is the lead agency. Within DCED, the Community Action Team (CAT) plays a very important role in downtown revitalization. CAT creates priority “impact” projects within a community, assisting with all stages of a project and acting as a single point of contact for all State Departments. An “impact” project is one that is a “community-changing revitalization project that includes multiple components and uses a variety of local, state, federal and private investment sources.”

Two programs administered through DCED which have been important in community revitalization are Main Street and Elm Street.

**Main Street Program** - Main Street grants are often used to enhance the business districts of Pennsylvania’s core communities with improvements to existing businesses, streetscape upgrades and other rehabilitation projects.

**Elm Street Program** - The Elm Street Program was created to bolster the older historic neighborhoods located within walking distance from our revitalized Main Streets. Along with the physical changes they make to the properties, these grants also help create a positive image for the community.

Within Main Street areas, the Anchor Building Program can be used to provide low interest loans to a developer to renovate and redevelop eligible vacant buildings. A loan of up to \$250,000, but not exceeding 30% of project costs, can be made to developers.

**Coordination with Local Economic Development Organizations**

The Lebanon Valley Economic Development Corporation (LVEDC) has a number of initiatives: It:

- Helps businesses access financing options which can further workforce training, support innovation and expansion, and attract new facilities in targeted industries.
- Maintains a database of available sites and buildings and offers assistance in locating sites for prospective businesses.
- Owns and develops business parks. Assists in the development of building sites.
- Provides technical assistance to county businesses and connects businesses to other technical assistance providers. LVECD is the local agent for the PADCED Business Retention and Expansion Program.

The Lebanon Valley Chamber of Commerce connects local businesses to business development and management, employee recruitment and retention, marketing and other services needed.

The Chamber promotes the value and products of existing businesses. It also provides members with access to workforce development and recruitment services, including the Chamber’s community based education program, TechBridge, the Lebanon Area Personnel Association, and the Lebanon Office of Careerlink.

**Lebanon County Comprehensive Plan Economic Development Plan Element**

Target Industries

The following industry clusters are recommended as appropriate candidates for primary targeting in Lebanon County:

Cluster/Sub-cluster	Recommendation
Life Sciences	By Sub-cluster
Bio-Medical	Primary Target
Health Care	Secondary Target
Business and Financial Services	Primary Target
Education	Secondary Target
Advanced Materials and Diversified Manufacturing	By Sub-cluster
Chemical, Rubber and Plastics	Primary Target
Electronics	Secondary Target

<b>Cluster/Sub-cluster</b>	<b>Recommendation</b>
Metals and Metal Fabrication	Primary Target
Building and Construction	Secondary Target
Agriculture and Food Production	By Sub-cluster
Food Processing	Primary Target
Information and Communication Services	Primary Target
Lumber Wood and Paper	Secondary Target

### Action Items

Action items related to economic development in the County plan including among others:

- Assemble task forces to guide economic development in agriculture and food products and wood products resource-based industries.
- Develop and implement a comprehensive agricultural sustainability strategy.
- Increase agri-tourism within the County.
- Support the Business Start-Up Center at HACC Lebanon.
- Support the establishment of a business incubator to nurture starting companies in targeted industries and clusters.
- Expand and diversify the promotion efforts of the Lebanon County Tourist Promotion Agency and the Lebanon Valley Expo Center to highlight niche tourism sectors such as heritage tourism, outdoor recreational tourism, agri-tourism, eco-tourism and bicycle tourism.
- Support and promote the efforts of the Educational Data Systems, Inc.
- Encourage local companies to become “CareerLinked” employers; i.e., to be listed on the CareerLink web site, particularly when they have jobs available.
- Continue to offer college classes for credit in the high schools.
- Assist local schools, colleges and training centers with appropriate workforce training programs, including entrepreneurial start-ups. Specifically, support the development of a HACC-sponsored business incubator in the City of Lebanon.
- Support development of strategic plans for economic development in downtowns throughout the County.

- Continue to monitor the transportation needs of leading and target industries to determine the needs for modal transportation improvements that will grow the local economy.
- Direct land- and transportation-intensive industries, e.g., trucking, warehousing, and distribution businesses, to sites with appropriate transportation system access and with few to no environmental constraints.

**INTRODUCTION**

Historic resources connect us to the past, emphasize our sense of community, and often provide aesthetic value. Protected Historic resources can provide a climate for investment and tourism benefits, which in turn can lead to economic development opportunities. Planning for the protection of historic resources is especially important because historical resources are not renewable.

The following information is from *Historic District Designation in Pennsylvania*, by Michael B. Lefevre of the Pennsylvania Historic Museum Commission:

In Pennsylvania, there are two main types of historic districts.

*National Register Historic Districts* are areas that possess a significant concentration, linkage, or continuity of historic buildings, structures, objects, or sites designated by the National Park Service as worthy of preservation. The National Register of Historic Places is the official federal list of resources reflecting the nation's cultural heritage. Eligibility or inclusion in the National Register affords the State Historic Preservation Office (the PHMC's Bureau for Historic Preservation), local government and the public, input from the effects of a federal agency's actions that assist, permit, or license activities on a historic resource.

*Municipally Regulated Historic Districts* are areas that are either residential or commercial neighborhoods, or a combination of both. They are delineated by boundaries that include buildings, structures, objects, or sites that may be listed in or eligible for the National Register, and are subject to regulation and protection by local ordinance. Historic district ordinances generally contain provisions regulating demolition and exterior alteration of buildings and structures within the historic district. In Pennsylvania, the Historic District Act requires that a Board of Historical Architectural Review (BHAR) be established to review and make recommendations to the elected governing body (borough council, township supervisors or township commissioners) as to the appropriateness of changes to buildings.

Listing in the National Register of Historic Places *does not* protect historic buildings or structures from demolition or inappropriate alterations by private property owners who use their personal funds. On the other hand, local historic district ordinances can regulate demolition, alterations, additions, and new construction of buildings and structures, thereby providing protection of the historic and architectural character of a historic district.

Annville has an historic district which was listed on the National Register of Historic Places in 1979. The district is located along Main Street from Saylor Street to the Quittie Creek at the western Township boundary.

The following discussion of the District is from the Lebanon County Comprehensive Plan:

“The Annville Historic District Is an excellent example of a linear community which developed along early roads and waterways. It contains a wide variety of architectural styles and building practices that were prevalent in central Pennsylvania in the 18<sup>th</sup> and 19<sup>th</sup> centuries. Many of the buildings merit individual recognition and collectively, the buildings present an outstanding picture of the settlement and growth of the small town from the primitive log cabins to the Georgian stone houses and taverns, to the standard frame workers’ houses to the imposing Victorian mansions of the 19<sup>th</sup> century industrialists.

Annville was formally laid out in 1763-64 by Andrew Miller, Adam Ulrich, and Abraham Raiguel. Prior to that date, the settlement was erratic, with houses clustered near the mills along the creek. The oldest remaining building is the small, 1½ story stone house (1753) known as the Mary Gass house at Cumberland and King Streets. The earliest name for the settlement was Millerstown, which was replaced by the name Annville. Legend has it that the town was either named after Miller’s wife, or after Queen Anne, patroness of the Palatine Germans, who made up many of the original inhabitants.

The town originally functioned as an agricultural service community for the rich farmland to the south. Small manufacturing establishments developed in the 19<sup>th</sup> century and for a short time, Annville was an important center for the manufacture of silk and felt hats.

Today, Annville Township has an Historic District Ordinance in place that controls development and redevelopment of properties in the District. The Township operates with an advisory Historic Architectural Review Board (HARB) that advises the Annville Township Commissioners of the appropriateness of requested alterations to properties in the District.”

The Friends of Old Annville (FOOA) is also active in historic preservation efforts in the Township. The mission of FOOA is to promote historic preservation and develop an awareness and appreciation of the history of Annville. The organization has instituted the annual Historic Old Annville Day, publishes a bimonthly newsletter, and sponsors a grant façade program along with other activities such as Property Pride and Historic Building Awards for restoration and maintenance efforts.

The Facade Improvement Grant Program of FOOA assists private residence owners and independent business owners within the Annville Historic District who want to preserve the historic exterior appearance of their building. The program will focus on the façade of the property, which means the exterior structure that is visible to the street and the public view.

Interested parties may apply for up to \$2,500 to support a façade restoration project, but the grant recipient is also expected to contribute to the project cost.

Annville does have historic buildings and traditional neighborhoods outside the Historic District, which are not protected from inappropriate encroachments by the Historic District Ordinance, and for which there is no review by the HARB.

Cleona and North and South Annville do not have the same concentrations of historic resources as Annville nor active historic preservation organizations. North and South Annville do have a number of farmsteads. Cleona contains the historic Kreider Farm and Cemetery and some historic properties in town.

Remnants of stone masonry of a weigh station, towpath and nearby canal locks of the Union Canal remain on private property in North Annville Township near Union Water Works. The Union Canal, completed in 1827, was an 81-mile long towpath canal designed to connect the Susquehanna River at Middletown with the Schuylkill River in Reading. It was an important route for the transportation of anthracite coal and lumber eastward. At Union Water Works, the Canal Company built a pumping station (water works) to lift water from the Swatara Creek to feed the summit at Lebanon. The Canal ceased operation in 1885.

The Agriculture, Historic and Scenic Resources Map shows the location of the Annville Township Historic District and listed and eligible for listing sites, including:

Bieber House	Listed	49 S. Whiteoak Street, Annville
Carnegie Library	Eligible	Lebanon Valley College Campus, Annville
Kreider Farm & Cemetery	Eligible	Center St., Cleona
S. Heilman Property	Eligible	Russel Road, North Annville
Hill Evangelical Lutheran Church	Eligible	North Mill Street, North Annville
H. Miller Property	Eligible	Heilmandale Rd., North Annville

## **ACTIONS TO PROTECT HISTORIC RESOURCES**

- Review the adequacy of the Annville Township Historic District ordinance and the administration of the ordinance. Amend the ordinance and improve review and enforcement procedures as necessary to achieve the intent of the ordinance.
- Continue support of the Friends of Old Annville preservation efforts. Support continued efforts to educate the public regarding historic preservation.
- Determine the extent to which historic resources in the Region outside the Annville Historic District will be protected through municipal regulations. See discussion in Chapter 5, Design Considerations. Some of the alternatives include:
  - Historic Resource Overlay Zoning
  - Demolition by Neglect Provisions

- Historic Resource Impact Study, Mitigation and Buffering Requirements
  - Adoption of Design Guidelines
  - Utilizing a type of Form-Based zoning district which is concerned with form and scale (the character) of development, rather than focusing only on distinctions in land-use types
- Determine the need to appoint a regional historical commission which is actively involved in historic preservation. Such a commission would be a creation of the municipalities. The commission could be instrumental in administration of any historic resource overlay zoning that is adopted. The commission could also coordinate with the Friends of Old Annville in efforts to:
    - Identify, evaluate, mark and foster awareness of historic resources
    - Encourage retention, restoration, enhancement and appropriate adaptive reuse of historic resources and discourage removal of historic structures
    - Develop programs, events and interpretive signage and exhibits that emphasize the history of the Region
    - Support the adoption of voluntary or mandatory Design Guidelines and Sign Controls for areas subject to historic zoning provisions

Annville would have to determine the role its HARB would play outside the Historic District and whether the HARB would be utilized rather than a historic commission.

- Determine whether efforts should be made to make remnants of the Union Canal in North Annville more visible and interpret the history of the Canal, particularly in North Annville.
- Work with corporations, lenders and organizations to develop additional local-level funding and grants for preservation. Pursue foundation grants for historic preservation.



**Annville Station**

## FORM-BASED ZONING APPROACH

Traditional neighborhoods are incorporated into an overlay district designed to preserve the architectural integrity of traditional areas, ensure new buildings are compatible with existing traditional areas and find viable uses for old buildings that are no longer suitable for their original use. The effect can be to review/regulate the following as determined appropriate by the municipality:

- The demolition of buildings
- Proposed additions to existing buildings
- The size, height and design of new buildings
- The location and design of parking lots
- Revisions to building facades

Applications for demolishing a building, constructing a building or constructing an addition to an existing building can be reviewed by a designated agency (such as the HARB, Planning Commission or historic commission) with a recommendation on the application made to the governing body.

The types of design guidelines which can be considered as appropriate include the following. The guidelines would vary with each municipality:

<b><u>Category</u></b>	<b><u>Existing buildings</u></b>	<b><u>New buildings</u></b>
Demolition	Applicant must demonstrate that there is no viable alternative.	Design review required for new buildings replacing demolished structures.
Architectural style	Retain architectural features wherever possible.	Be compatible with the architectural style of existing historic buildings.
Building placement		Should have the average setbacks as existing buildings on the same block within a certain radius.
Building size and width		Should be the average size as existing buildings on the same block within a certain radius, or appear to be from the street.

<b><u>Category</u></b>	<b><u>Existing buildings</u></b>	<b><u>New buildings</u></b>
Building height		Should be the average height of existing buildings on the same block within a certain radius.
Proportion of building walls to openings	Window and door openings visible from the street in existing historic buildings should be maintained.	The proportion of walls to openings on walls visible from the street should be compatible with surrounding historic buildings.
Building form		Buildings should match existing buildings on the same block as either vertical or horizontal form.
Texture and pattern of exterior materials	New materials, such as siding, should appear similar to original materials.  No vinyl siding over brick or stone walls.	Exterior building materials should be compatible with the materials used in nearby historic buildings.
Additions	Additions should be at the rear, in a very few cases the side, but not the front. Additions should be similar in form, scale and materials to existing building.	
Accessory Buildings		Garages should be same general size, height and placement as existing garages and similar accessory buildings on the same block within a certain radius.
Parking Lots	Should be located to the rear of buildings whenever possible. Second choice: Side of buildings. Access should be from alley or side street whenever possible.	Should be located to the rear of buildings whenever possible.  Second choice: Side of buildings  Access should be from alley or side street whenever possible.

## HISTORIC RESOURCE PROTECTION OVERLAY DISTRICT

The objectives of such an overlay are to:

- Encourage property owners and developers to preserve, protect, and enhance historic resources within the municipality.
- Foster increased public awareness of the history of and historic resources within the municipality.
- Support efforts of organizations to identify and protect historic resources.
- Require new development to reflect and consider the history, architecture and development patterns of the municipality in order to preserve the important historic and architectural resources of the area.
- Determine the role which the municipality should play in historic preservation through land use ordinance incentives, controls and regulations, and efforts to create historic districts and/or historic overlay zoning.
- Encourage adaptive re-use of historic structures where appropriate.

Such an overlay district will:

- Apply to historic resources identified on a map or list adopted by the municipality or historical commission created by the municipality.
- Create a Historical Commission
- Create classes of historic resources
- Establish application procedures and application requirements for a permit for a building on the list of historic resources.
- Require review of the application by the Historical Commission in accordance with “The Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings,” and report to the Zoning Officer. Those standards for rehabilitation follow. The standards should be made available to all applicants in the overlay district:

### Standards for Rehabilitation

- Any proposed rehabilitation, alteration, or enlargement of a historic resource should be in substantial compliance with the Secretary of the Interior’s

currently adopted Standards for Rehabilitation, as amended. Those standards were as follows:

- A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
- Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
- Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
- Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
- Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
- Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
- Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

- New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.
- Require buffering of impacts on historic resources from subdivision and land development activity.
- Discourage demolition by neglect.
- Establish a review procedure when demolition of a historic resource is proposed.
- Protect the integrity of historic settings of historic resources.
- Set standards for the location of parking facilities.
- Provide adaptive reuse opportunities for historic resources.

### **Historic Resource Impact Study and Mitigation Requirements**

When there are concerns about impacts on identified historic resources and historic districts from development nearby, or where an historic resource will be reused or demolished, an historic resources impact study can be required when site improvements are proposed.

The nature of the historic resource is analyzed, the proposed development and its impacts on the historic resource identified, and a plan for mitigating impact on historic resources prepared.



Annville



Cleona



North Annville



South Annville

**Natural Features**

The Natural Features Map indicates watercourses, 100-year floodplains, all and partially hydric soils, wetlands, major sinkholes, Natural Area Inventory Sites and watershed boundaries in the Region. The Steep Slope and Forest Land Map shows forest land and slopes 0-15%, 15-25% and greater than 25% in the Region.

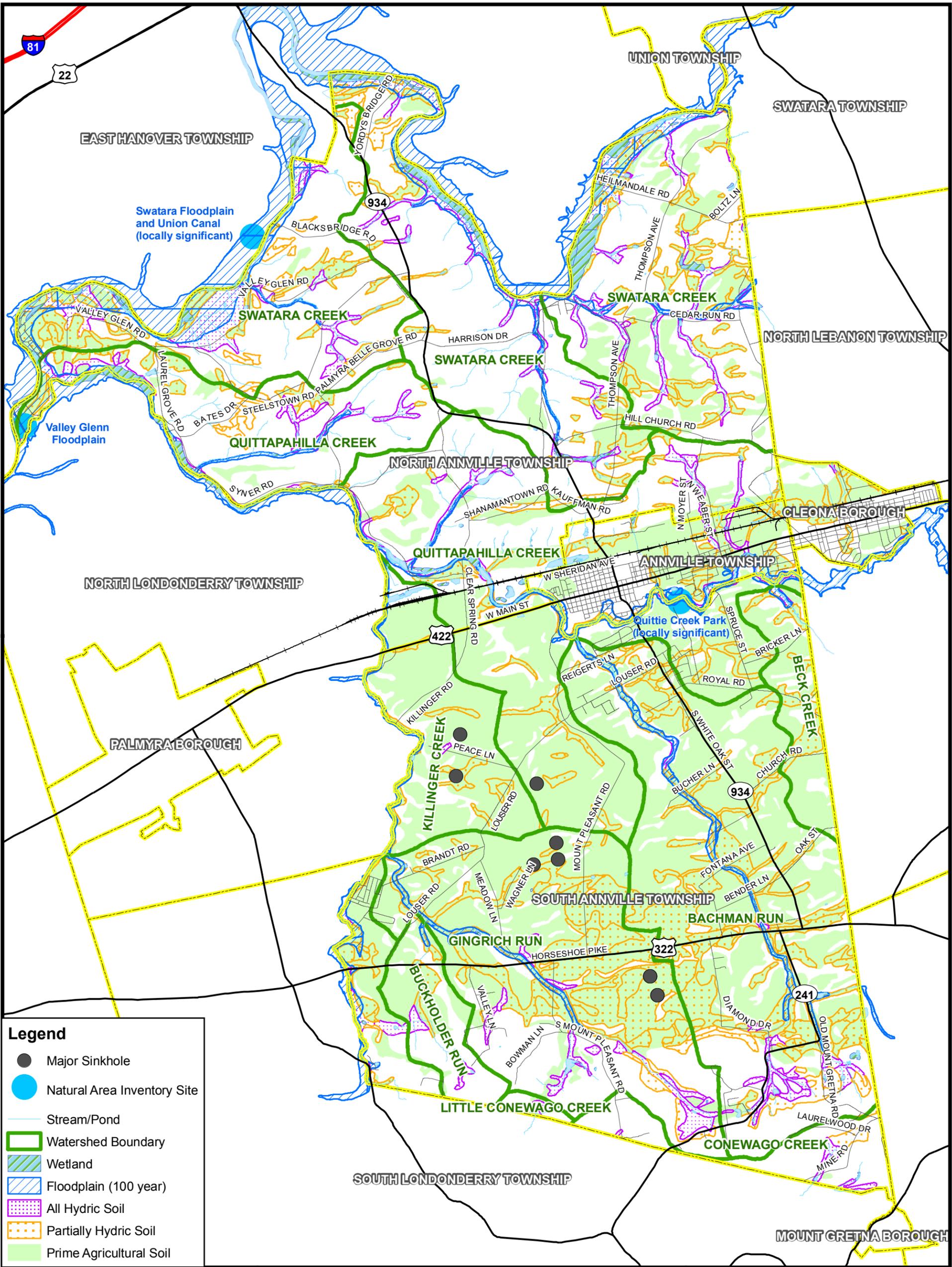
**Floodplains**

100-year floodplains are shown along the Quittapahilla (Quittie) Creek, Bachman, Buckholder and Gingrich Runs, Killinger Creek, Swatara Creek and tributaries thereto.

Floodplains are areas adjacent to watercourses which are covered by water during times of flooding. A 100-year floodplain is the area adjacent to a river or stream which has a 1% chance of being flooded during any one year, and is typically used for regulatory purposes. Floodplains should not be developed, due to the potential for damage to persons and property. If development occurs within the floodplain, it may limit the floodway, resulting in increased damage downstream because of resulting increased velocities of the floodwater downstream. Outdoor storage of materials within floodplains is not desirable because of the possibility of the materials being swept into the stream when flooding of the banks occurs. One hundred-year floodplains are shown from Federal Emergency Management Agency (FEMA) Maps.

Care must be taken in disturbing areas along watercourses because increased sedimentation within the stream (increased depositing of soil within the stream) can occur. Increased impervious cover along watercourses typically increases the volume of storm water runoff into the streams. This additional runoff can erode stream banks and channels. If sedimentation increases, streambeds may fill, causing floodwaters to affect a larger area.

Wet (or "hydric") soils and floodplains along watercourses should be preserved from development in the interest of environmental preservation. These areas act like a sponge when floodwaters rise; when coupled with established wetlands they filter out nutrients and other pollutants, thereby protecting the quality of the storm flow into local surface water. Impervious surfaces should be restricted from stream bank areas in order to facilitate absorption of storm runoff into the ground. Such increased absorption can help to replenish groundwater and to decrease flood peaks, as less runoff will flow directly into the stream. Inadequate supply of groundwater may result in reduced flows of water in a stream during dry months, and the inability to sustain stream flow can mean a greater concentration of pollutants at periods of low flow.



**Legend**

- Major Sinkhole
- Natural Area Inventory Site
- Stream/Pond
- ▭ Watershed Boundary
- ▨ Wetland
- ▨ Floodplain (100 year)
- ▨ All Hydric Soil
- ▨ Partially Hydric Soil
- ▨ Prime Agricultural Soil

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11/16/11

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Data source: Lebanon County GIS, PennDOT, SSM

**Legend**

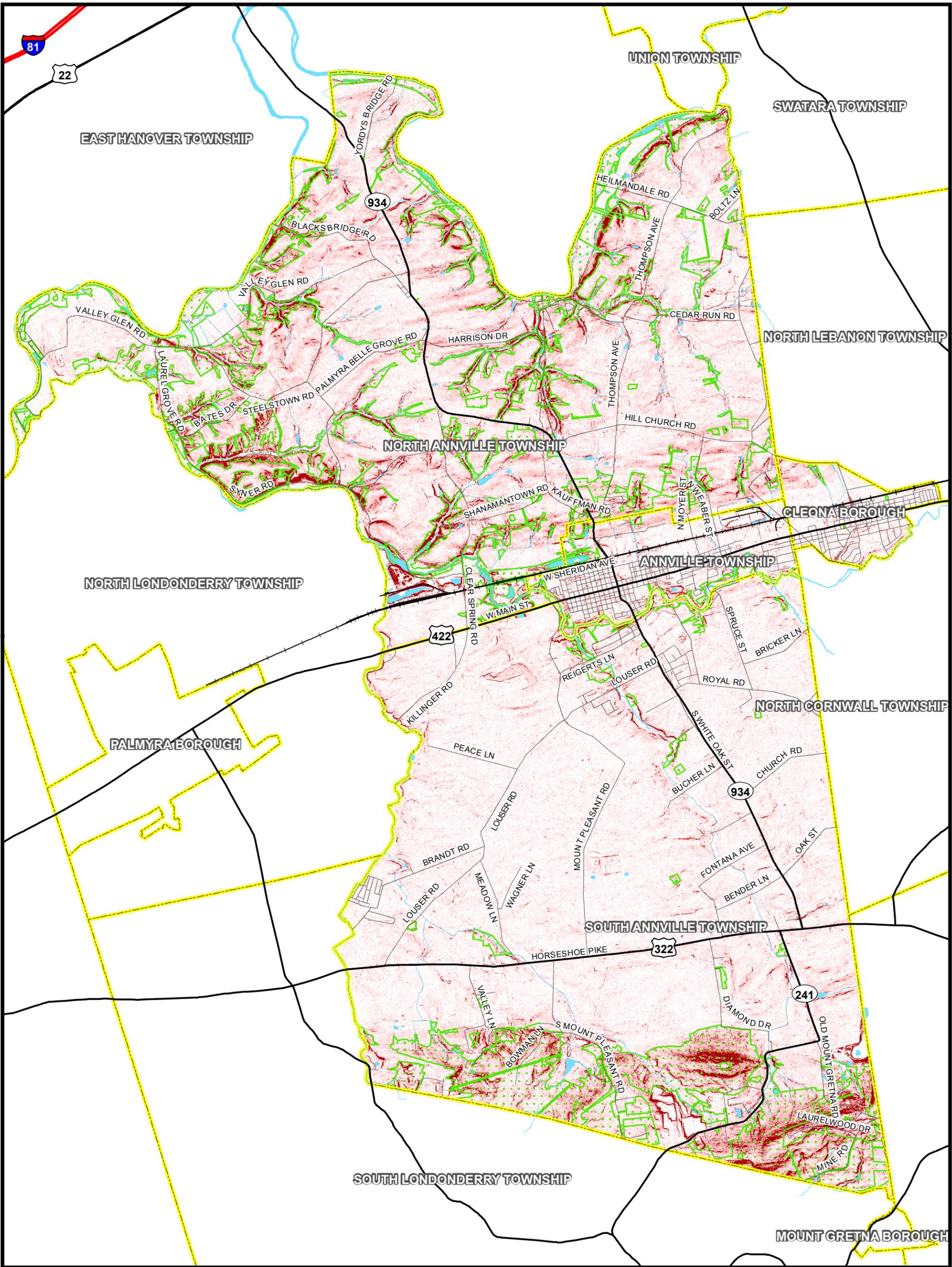
- Road
- Railroad
- ▭ Municipal Boundary

0 0.5 1 2 Miles

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*Natural Features Map  
Annville, North Annville and  
South Annville Townships and  
Cleona Borough*

*Regional Comprehensive Plan  
Lebanon County, Pennsylvania*



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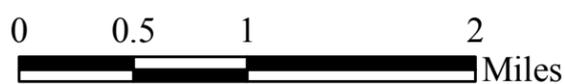
**Legend**

- Forest Land
- Steep Slope
  - 0 - 15%
  - 15 - 25%
  - Greater than 25%
- Road
- Railroad
- Stream/Pond
- Municipal Boundary

11/16/11

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Data source: PAMAP LiDAR, Lebanon County GIS, PennDOT, SSM



*Steep Slope and Forest Land  
 Annville, North Annville and  
 South Annville Townships and  
 Cleona Borough*

*Regional Comprehensive Plan  
 Lebanon County, Pennsylvania*

## **Steep Slopes**

Most areas of moderately steep slope (15-25%) and very steep slopes (greater than 25%) are found in the southern portion of South Annville Township and along watercourses in North Annville Township.

Slope is measured by the change in vertical elevation (the “rise”) over some horizontal distance (the “run”). This measurement is then expressed as a percentage. For example, if the ground rises two feet over a distance of twenty feet, then the slope is 2/20, or 10%. Areas that have slopes greater than 15% have limitations to development. In general, development of such land can result in hazardous winter road conditions, costly excavation, erosion and sedimentation issues, and accelerated velocity of stormwater runoff. Conventional on-lot sewage disposal systems will not function properly where slope exceeds 15%. While specially designed systems will work in such areas, even custom installations will not function when the slope exceeds 25%. In steep areas, development should be controlled such that natural vegetative cover is maintained to the greatest extent possible, and erosion controls instituted. Without such cover, stormwater runoff can rapidly erode the slopes.

## **Hydric Soils**

All and partially hydric soils tend to be found along or near watercourses in the Region, though a large area of partially hydric soil is located on both sides of Route 322 in the southcentral portion of South Annville Township.

Hydric soils are soils that are flooded, ponded or saturated long enough during the growing season to develop anaerobic (without oxygen) conditions. They are typically poorly drained and have a shallow water table. Lack of oxygen in the soil leads to certain characteristics of wetlands soil such as: non-decomposed plant material, oxidized root channels, and concentrations and depletions of iron and other elements. These soils, if undrained, may exhibit wetland vegetation and be an indicator of wetlands.

## **Forest Lands**

Extensive forest lands are found in the southern portion of South Annville Township. Scattered smaller forest areas are found in North Annville Township.

Forest lands provide shade, reduce pollution, act as noise barriers, prevent erosion, provide recreational and scenic enjoyment, produce oxygen and provide a habitat for birds and animals.

## **Wetlands**

Wetlands are generally found along watercourses in the Region, with the largest areas of wetland along the Swatara Creek.

Wetlands are generally found along watercourses or in other areas subject to frequent flooding, and are characterized by soil type and the presence of hydrophytic (“water-loving”) vegetation, in addition to the presence of visible surface water. Wetlands are typically rich in plant growth, provide habitat for a variety of animals and serve as self-contained insect habitats. Furthermore, wetlands can protect water sources by acting as a natural filter, removing pollutants such as bacteria and sediment from surface water before it enters the ground. Development activity, including the placement of fill material, is already prohibited by the Pennsylvania Department of Environmental Protection and the U.S. Army Corps of Engineers.

A detailed ground level analysis of any site may result in a revision of the wetland boundaries, and it is possible that small wetlands and those obscured by dense forest cover may not be identified.

### **Natural Area Inventory Sites**

#### *Swatara Floodplain and Union Canal (North Annville Township)*

This locally significant site consists of an extensive deciduous floodplain between the Swatara Creek and Union Canal with a buttonbush-swamp rose thicket and swamp rose thicket. Due to the extensiveness of the wetland, and the lack of such wetlands in this area, this site is considered locally significant. A recommendation for this site is the control of the spread of Multiflora Rose throughout this property.

#### *Valley Glenn Floodplain (North Annville Township)*

This area contains a marginal to good-quality population of Nodding Trillium (*Trillium cernuum*), an S3 Pennsylvania plant species of concern. The species is found on a bottomland hardwood forest at the confluence of the Quittapahilla Creek and Swatara Creek. Associated and dominant species include Virginia Bluebells (*Mertensia virginica*), Garlic-Mustard (*Alliaria petiolata*), Trout Lily (*Erythronium americanum*), False-Mermaid (*Floerkea proserpinacoides*), Box-Elder (*Acer negundo*), Sugar Maple (*Acer saccharum*), Black Walnut (*Juglans nigra*), Shagbark Hickory (*Carya ovata*), American Basswood (*Tilia americana*), American Sycamore (*Platanus occidentalis*), Hackberry (*Celtis occidentalis*), Spicebush (*Lindera benzoin*), and Poison Ivy (*Toxicodendron radicans*). This area has abundant exotic species, especially Garlic Mustard, which is a threat to the population of Nodding Trillium. The area has also previously been logged. The abundant amount of exotic species degrades the habitat for this species and threatens the population to the point that the exotic species should be controlled.

#### *Quittie Nature Park (Annville Township)*

This locally significant site is situated on a limestone substrate north of a creek. A total of 108 plant species were noted during a survey in early May. This area had a fairly good representation of spring ephemeral plant species such as Mayapple (*Podophyllum peltatum*), False Solomon’s Seal (*Smilacina racemosa*), Violets (*Viola spp.*), Bloodroot (*Sanguinaria canadensis*), Jack-in-the-pulpit (*Arisaema triphyllum*), Wood Geranium (*Geranium maculatum*), Cut-leaved toothwort (*Dentaria*

*laciniata*), and Virginia waterleaf (*Hydrophyllum virginianum*). Several plants were indicators of a limestone influenced environment including Yellow Oak (*Quercus muhlenbergii*), sedge (*Carex hitchcockiana*), Wild Coffee (*Triosteum aurantiacum*), Moonseed (*Menispermum canadense*), and Wild Black Currant (*Ribes americanum*). This area does have an extensive amount of exotic invasive species. Garlic Mustard (*Alliaria petiolata*) is probably the most prolific of the exotic species, but weedy natives such as Poison Ivy (*Toxicodendron radicans*) are very common. This area is locally significant due to the fact it has potential for rare limestone plant species and for the environmental education and outdoor recreation aspect. It is recommended that some exotic species be controlled to retain the integrity of the area and to increase the chances of a rare species occupying the limestone substrate.

### **Sinkholes**

Karst features form as the limestone and dolomite rock layers are eroded by groundwater underneath, creating a void in the landscape. Common features of a karst landscape include: a presence of underground caves, a lack of surface streams and an abundance of springs and swallets or underground streams. Also prominent is evidence of sinkholes and areas of subsidence on the landscape. Major sinkholes are located in the western half of South Annville Township.

In geologic terms, a sinkhole refers to a surface collapse feature on the surface of the earth. These areas are prone to flooding and require storm water management systems, especially if the area is developed for residential, commercial or industrial purposes, to reduce the concentration of storm water on the landscape surface. Subsidence is a term used for downward movement of surface material. Subsidence occurs where carbonate bedrock, such as limestone or dolomite, is present. Subsidence occurs when there is a drop in the water table, and thus a void to be filled in, when water is channeled from its natural course and concentrated in a single area such as downspouts that are often found on residential housing units.

Sinkholes can be remediated to reduce the risk of sinkhole expansion. Best practices suggest that the void be filled with a tiered system of rock sizes, with large boulders at the bottom and smaller gravel toward the top covered with topsoil or other surface material. This pyramid of rock soils allows the water to percolate through rather than being channeled in one area. Channeling water increases the chance for subsidence to reoccur. Locations where subsidence has occurred should be documented to ensure future uses of the land do not include residential, commercial, or industrial development.

### **Watercourses**

The Region contains watersheds or portions of watersheds for the Conewago and Little Conewago Creeks; Bachman, Buckholder and Gingrich Runs; Quittie Creek; Beck and Killinger Creeks; and the Swatara Creek. The following table indicates impaired waterways and their impairments:

**Impaired Waterways**

<b>Stream</b>	<b>Impairments</b>
Bachman Run	Agriculture/Nutrients
Buckholder Run	Agriculture/Flow Alterations, Agriculture/Siltation
Cocalico Creek	Crop Related Agric/Nutrients, Grazing Related Agric/Siltation, Urban Runoff/Storm Sewers/Cause Unknown
Gingrich Run	Agriculture/Suspended Solids, Urban Runoff/Storm Sewers/Organic Enrichment/Low D.O.
Killinger Creek	Agriculture/Flow Alterations, Agriculture/Siltation, Agriculture/Nutrients
Quittapahilla Creek	Agriculture/Flow Alterations, Agriculture/Siltation, Urban Runoff/Storm Sewers/Flow Alterations, Bank Modifications/Other Habitat Alterations, Urban Runoff/Storm Sewers/Flow Alterations
Swatara Creek	Abandoned Mine Drainage/Metals, Abandoned Mine Drainage/pH, Abandoned Mine Drainage/Suspended Solids, Agriculture/Pathogens

Source: Pennsylvania Department of Environmental Protection

The protected status of creeks in the Region is as follows:

**Protected Status of Streams**

<b>Name</b>	<b>Zone</b>	<b>Protected Water Uses</b>
Cocalico Creek	Basin, source to Lancaster County	High-Quality Cold-Water Fishery
Quittapahilla Creek	Basin	Stocked Trout Fishery
Swatara Creek	Main stem, proposed Swatara Gap Dam to mouth	Warm-Water Fishery
Unnamed Tributaries to Swatara Creek	Proposed Swatara Gap Dam to Mouth	Warm-Water Fishery

Source: Pennsylvania Code, Chapter 93

Chapter 93 of the Pennsylvania Code provides stream classifications which include Trout Stocking Fisheries (TSF), Cold Water Fisheries (CWF), Warm Water Fisheries (WWF), High Quality Waters (HQ), and Exceptional Value Waters (EV). Trout Stocking, Warm Water Fishery, and Cold Water Fishery classifications are based on the maintenance or propagation of the fish species, or both, and the flora and fauna native to their habitat. The Special Protection Waters and High Quality classifications are to be maintained and protected based on the chemical and biological water quality standards established for these classifications. High Quality waters are surface waters having quality which exceeds levels necessary to support propagation of fish, shellfish, and wildlife and recreation in and on the water. High Quality waters are to be protected, but their water quality can be lowered if a discharge is a result of necessary social and economic development and all in-stream uses are protected.

<p><b>Floodplains</b></p>	<p>Areas adjacent to a watercourse (stream) temporarily covered by water when the waterway exceeds its bankfull stage. The 100-year floodplain has been determined by the U.S. Army Corps of Engineers as to where water would be during the 100-year flood event. This flood event has a 1% chance of occurring every year, and is not a flood that ‘occurs every 100 years’.</p>
<p><b>Protection Importance:</b></p> <p>Prohibiting and limiting development within the floodplain provides for protection of people and property from flood damage and minimizes downstream flood heights.</p> <p>Retention of natural stream/river floodplain corridors increases groundwater recharge and decreases stormwater runoff.</p> <p>Vegetated riparian corridors serve as buffers to sustain and improve water quality via nutrient removal and erosion and sedimentation control.</p> <p>Floodplain wildlife and plant habitats often support wetlands and hydric soils.</p> <p>Floodplain habitats can provide important open space and recreation areas.</p>	<p><b>Development Implications:</b></p> <p>Residential development within the floodplain endangers both people and property in the event of a flood.</p> <p>Building, structures and filling within the floodplain increase downstream flood elevations and potential for flood damage.</p> <p>Compaction of soils and increasing impervious surfaces along a floodway reduces infiltration and increases the rate of runoff, resulting in increased flooding downstream and higher flow velocities that cause increased flood damage.</p> <p>Removal of the natural vegetated riparian buffer along streams and rivers increases potential for water contamination from surface runoff and erosion and undesirable rise in water temperature.</p> <p>Erosion and storm runoff from development can deteriorate stream banks and cause sedimentation of waterways. Sedimentation of streambeds decreases habitat for aquatic life and navigable waterway.</p> <p>Development hinders aesthetic and recreational value of the waterway.</p> <p>Wildlife habitats can be harmed or destroyed by development.</p> <p>Outdoor storage can be washed downstream during flooding. This can have a multitude of problems ranging from polluting the water and surrounding areas with either chemical pollutants or debris.</p> <p>On-site sewage disposal can contaminate ground and surface water.</p>
<p><b>Protection Strategies:</b></p> <p>Prohibit buildings, structures and large amounts of impervious surfaces within the 100-year floodplain to prevent damage to life and property.</p> <p>Limit impervious surfaces in developments adjacent to floodways through conservation zoning.</p> <p>Prohibit mobile home developments from floodplain areas.</p> <p>Obtain conservation easements along streams to protect the floodplains and water quality.</p> <p>Cooperate with watershed associations and conservancies to promote education and outreach and conduct watershed studies.</p>	

<b>Steep Slopes</b>	Steep Slopes of 15-25% have 15-25 feet of vertical change in elevation over 100 feet or horizontal distance. Very steep slopes of greater than 25% have a vertical change greater than 25 feet over 100 feet of horizontal distance. The steepest slopes are often located along ridgelines or stream banks.	
<p><b>Protection Importance:</b></p> <p>Preserving natural vegetation on steep slopes not only protects the natural habitat along the slope but also helps protect adjacent areas from stormwater runoff related damage.</p> <p>Ridgelines are important scenic resources and protecting these areas from development preserves the vistas for all citizens and visitors to enjoy.</p> <p>The scenic and recreational value of preserved ridgelines increase property values and contribute to the tourism economy.</p> <p>Ridgelines and steep slopes provide important wildlife and plant habitats. Certain species of trees and plants are only capable of thriving on ridgelines.</p>	<p><b>Development Implications:</b></p> <p>These areas are prone to erosion if disturbed by development or timbering practices. In addition, changes in vegetation on steep slopes will affect the concentration time of stormwater runoff, potentially increasing flood, and storm damage to developments downslope.</p> <p>Once disturbed these areas are difficult to mitigate.</p> <p>These slopes present increased costs in development engineering and severe limitations with on-site sewage disposal and general road maintenance.</p> <p>Roadways and drives along steep slopes present many driving hazards, especially during the winter months.</p> <p>Increased building costs due to excavating and storm water and erosion controls.</p>	
<p><b>Protection Strategies:</b></p> <p>Identify ridgelines and scenic views as conservation areas.</p> <p>Limit development on slopes greater than 25%.</p> <p>Require detailed engineering plans for any developments proposed on steep slopes.</p> <p>Require stormwater management for individual building lots.</p> <p>Require deduction of steep slopes from minimum lot size.</p> <p>Make use of conservation subdivision design to focus development away from steep slopes.</p> <p>Support the Pennsylvania Highlands Initiative. The southeastern tip of South Annville Township falls within the Furnace Hills section of the Pennsylvania Highlands.</p>		



<b>Hydric Soils</b>	These are soils that are wet frequently enough to produce anaerobic (without oxygen) conditions and support unique habitats and influence the biology of the soil. Hydric soils may be an indication of the presence of a wetland.	
<p><b>Protection Importance:</b></p> <p>Hydric soils provide natural groundwater recharge areas which can reduce flooding and manage stormwater runoff.</p> <p>The biologic organisms in hydric soils filter contaminants from water.</p>	<p><b>Development Implications:</b></p> <p>Hydric soils are associated with seasonally high water tables and may cause flooding in developed areas.</p> <p>These soils are unsuitable for development and on-lot sewage disposal.</p> <p>Hydric soils provide poor foundation stability and flooded basements if built upon.</p>	
<p><b>Protection Strategies:</b></p> <p>Provide ordinance standards requiring wetland delineations by qualified professionals.</p> <p>Consider buffers for wetlands.</p>		

<b>Forests</b>	A forest is an area densely populated by trees and other woody plants.	
<p><b>Protection Importance:</b></p> <p>Large contiguous forested tracts play an extremely important role in the protection of high quality watersheds and water resources.</p> <p>Forest canopy along stream corridors provides shade to minimize the warming of stream temperatures and reduce impacts to fish and other aquatic species.</p> <p>Forested riparian corridors help sustain stream water quality by acting as nutrient filters and by stabilizing soil against erosion.</p> <p>Forested lands are part of the rural character and provide scenic relief and beauty.</p> <p>Forested tracts with proper forest management and good timber operations support the local forest products industry.</p> <p>Undeveloped, forested landscapes allow for relatively high rates of infiltration or groundwater recharge and decrease stormwater runoff.</p> <p>Birding and hunting areas.</p> <p>Buffer development.</p> <p>Purify air.</p> <p>Reduce noise pollution.</p> <p>Fall foliage and scenery attract tourism.</p>	<p><b>Development Implications:</b></p> <p>Development of forested lands can fragment or remove habitat for plant and animal species.</p> <p>Removal of forested riparian corridors has implications on water quality and clarity.</p> <p>Loss of these resources could have implications on quality of life and tourism.</p> <p>Poor forest management and timber harvest operations can have lasting impacts on the long range sustainability of forests.</p> <p>Improper development and management of forest resources can allow invasive species to proliferate.</p> 	
<p><b>Protection Strategies:</b></p> <p>Ordinance provisions and standards which require construction standards, protection of trees during development, landscaping standards which require native species establishment, limit of clearing until development plan approval, erosion/sedimentation plans, stormwater management, retention of forested canopy along waterbody corridors, and best management practices for forest timber operations. Involving DCNR Bureau of Forestry prior to development to assess land and determine best management of resources during development and/or timbering.</p> <p>Create a municipal Best Management Practice guide for development along steep slopes, ridgelines and stream corridors.</p> <p>Provide for maximum lot coverage requirements and minimum open space areas in residential subdivisions.</p>		

<b>Wetlands</b>	Wetlands are areas where the soil is generally saturated with water for part or most of the year; and has had a significant impact on soil development and the types of plant and animal communities living within the area, which are specially adapted to residing in the moist habitat.	
<p><b>Protection Importance:</b></p> <p>Wetlands protect water quality by acting as a natural pollutant filter removing contaminants which may be conveyed into groundwater or other surface water if not filtered by the wetland.</p> <p>Wetlands are important groundwater recharge areas.</p> <p>Wetland areas reduce potential flooding by detaining and infiltrating stormwater.</p> <p>Many unique species of plants and animals are only capable of survival in wetland habitats.</p> <p>Wetlands are self-contained insect habitats.</p>	<p><b>Development Implications:</b></p> <p>Unsuitable for on-site sewage disposal.</p> <p>Potential encroachment into, filling in or draining of wetlands during development inhibits the continued important values and functions of wetlands.</p> <p>Disturbance of wetlands and surrounding areas by development increases the potential for introduction of non-native invasive plant species that crowd out beneficial native wetland plants.</p> <p>Development adjacent to wetlands can release pollutants that impact the water quality and the groundwater recharge capacity of wetlands.</p> <p>Groundwater withdrawals can impact water levels that would otherwise sustain wetlands, particularly during dry periods</p>	
<p><b>Protection Strategies:</b></p> <p>Create buffer areas adjacent to wetland areas to supplement state and federal regulations.</p> <p>Provide ordinance standards requiring wetland delineations by qualified professionals before development.</p> <p>Limit the amount of impervious surface permitted in developments adjacent to wetland areas.</p> <p>Inventory the plant and animal species in wetland habitats to monitor changes caused by development.</p>		

<p><b>Watercourses</b></p>	<p>Watercourses encompass bodies of water on the move, most commonly streams. These watercourses serve as habitat for aquatic plants and animals. In addition, streams and rivers are important for the tourism and recreation economy.</p>	
<p><b>Protection Importance:</b></p> <p>High quality water resources serve an important role in protecting and increasing land values and in the continued development of recreation and the tourism economy.</p> <p>Protection of surface water quality directly protects groundwater water quality.</p> <p>High quality streams, rivers, lakes and other water bodies provide critical aquatic species breeding areas and habitat.</p> <p>Watercourses serve as important wildlife corridor connections and plant, bird and wildlife habitats.</p> <p>Provide important greenway linkages in the Region.</p> <p>An element in economic development in urban settings.</p>	<p><b>Development Implications:</b></p> <p>Removal of the natural vegetated riparian buffer along streams increases potential for water contamination from surface runoff and erosion.</p> <p>Erosion and storm runoff from development can deteriorate stream banks and cause sedimentation of waterways. Sedimentation of streambeds decreases habitat for aquatic life.</p> <p>Development can impact the aesthetic and recreational value of the waterways.</p>	
<p><b>Protection Strategies:</b></p> <p>Retain riparian forest buffers along watercourses.</p> <p>To lessen the impact on scenic and environmental value, limit the types and density of development along streams.</p>		

<b>Groundwater</b>	Water that resides below the surface. This water flows from subsurface into streams, springs, and waterbodies, as well as flows through aquifers into wells.	
<p><b>Protection Importance:</b></p> <p>Groundwater is a source of potable water supply.</p> <p>Groundwater is integrally connected to surface water providing the “base flow” for streams. This base flow is extremely important to the regular stream flows and aquatic communities within them, particularly during drought periods.</p>	<p><b>Development Implications:</b></p> <p>Maintenance of both quality and quantity of groundwater reserves sufficient for providing potable water supplies will require proper management as development occurs.</p> <p>Increased impervious surfaces affect the ‘recharge’ zone for groundwater supplies increasing the potential groundwater may become contaminated.</p> <p>Potential underground and surface water sources of contamination can directly impact groundwater quality.</p> <p>Increased withdrawals from groundwater aquifers can affect existing supplies and stress future provision of adequate supplies.</p> <p>Improper siting and construction of wells during development can impact potential for groundwater contamination.</p>	
<p><b>Protection Strategies:</b></p> <p>Identify key groundwater recharge areas and create protection zones for these critical areas.</p> <p>Create wellhead protection districts to protect recharge zones from harmful development or land-use.</p> <p>Development of programs which seek to prevent groundwater contamination before it occurs.</p> <p>Provide ordinance standards for water well construction including setbacks from on-lot sewage systems, stormwater treatment and infiltration and open space conservation standards.</p> <p>Require wetland delineations and consider buffers for wetlands or other identified primary groundwater recharge zones.</p> <p>Establish a groundwater monitoring program to observe any changes in aquifers levels and quality.</p> <p>Develop a public education and outreach program which highlights groundwater conservation, identification of potential sources of contamination, proper sewage system management and other areas.</p>		

### *Swatara Creek Watershed River Conservation Plan*

The Swatara Creek Watershed Association was formed with the mission “to promote the conservation of the natural resources of the Swatara Creek Watershed by conducting scientific investigations and research, disseminating information, conducting educational programs, sponsoring conservation projects and all activities incidental thereto.” The Swatara Creek Watershed River Conservation Plan was designed to be a comprehensive document that outlines both natural and man-made resources of the watershed; identifies the challenges and problems of the watershed; and presents alternative solutions and strategies for preserving and protecting the watershed resources. The plan was completed in 2000 and determined management options to address the opportunities within the watershed and issues relating to water quality, population growth, land use within the watershed, Swatara Creek State Park, and the Swatara Greenway.

Much of the plan’s goals involve state, county and municipal land use considerations in the watershed. At the state level, the plan encourages readers to show support for legislation to clean brownfield areas, limit point and non-point pollution, protect endangered species, support recycling efforts, and agricultural preservation. The plan encourages the comprehensive planning process at the local and county level to set proper goals for resource conservation and utilize environmentally conscious land use controls along the Swatara and its tributaries, especially floodplain management. The plan promotes effective sewer management through Act 537 planning, transportation and population impact studies, and forming partnerships with local school districts and universities for stream rehabilitation and education. At the grassroots level the plan seeks to hold watershed-wide cleanup days, promote best management practices in local agriculture, conduct regular water quality testing, propagate riparian buffers, educate the public to the threats of non-native species, and make the stream corridor more user friendly.

### *Quittapahilla Watershed Association*

The Quittapahilla Watershed Association was established in 1997 and became affiliated with the Swatara Creek Watershed Association in 1998. The creek’s major tributaries include Killinger Creek, Bachman Run, Beck Creek and Snitz Creek. The Quittapahilla Creek flows into the Swatara Creek, which flows into the Susquehanna River and eventually into the Chesapeake Bay. Annville Township and Cleona Borough lie completely within the Quittapahilla Watershed. North Annville and South Annville Townships are partially within the Quittapahilla Watershed.

The Quittapahilla Creek Watershed Assessment, completed in 2006, examined and mapped in-stream conditions, inventoried land use conditions and impacts, determined bankfull dimensions and analyzed morphological (stream shape/type) stability, determined floodplain delineation, and conducted biological assessment for aquatic habitat. Where poor, problematic or declining conditions were found, the study identified restoration and management strategies to address these conditions. The study also projected future problems and recommended appropriate mitigation strategies.

Overall, the study concluded that the Quittie suffers most significantly from heavy sedimentation, shallow water, low flow, and a lack of riparian cover. Its water quality is fair to poor water quality impacted predominantly by suspended solids, turbidity, and heavy metals (lead, zinc, copper), which exceed EPA standards. These conditions are more severe downstream from wastewater treatment plants. Urban impacts from channel alterations designed for flood mitigation in the early 1980s and non-point source pollution are heaviest downstream. Flow diversions (ponds for livestock, irrigation supply, etc.) have typically not caused problems except in drought years. The stream's biological community is in good and improving condition given a poor history. Tributaries are in better condition than main stem, though the mainstem has better forest cover. Killinger Creek has the heaviest sediment loads but still supports a diverse biological community.

The study reports that best management practices that have been installed or implemented are working. Stream bank fencing is working to restrict grazing of riparian buffers and manage livestock access to the stream channel. Natural buffers within fenced areas are regenerating forested vegetation and will likely narrow and deepen channels naturally. Timbering, mining and quarrying operations continue to impact conditions but are making strides to mitigate them.

The report indicates that stream conditions can be made better through restoration and management strategies. However, it would be unreasonable to expect restoration of pristine (undeveloped) stream conditions given the current development pattern.

### **On-Lot Sewage Disposal System Suitability**

The Sewer and Water Service Areas Map indicates on-lot sewage disposal system suitability. Most of North Annville Township is rated very limited. Most of the southern portion of South Annville Township is rated very limited. In the northern portion of South Annville Township, areas of very limited are interspersed among land which is rated somewhat limited. "Somewhat limited" indicates that the soil has features that are moderately favorable for the specified use. The limitations can be overcome or minimized by special planning, design, or installation. Fair performance and moderate maintenance can be expected. "Very limited" indicates that the soil has one or more features that are unfavorable for the specified use. The limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected.

### **METHODS OF PROTECTION OF NATURAL RESOURCES**

Natural resources can be protected through ordinances and through administrative means. Provisions in zoning, subdivision and land development, floodplain management, storm water management and wellhead protection ordinances can protect areas of critical resources and minimize the impact of development on those resources. Administrative means, such as Maps of Potential Conservation Lands and Official Maps provide guidance for ordinance provisions and other administrative conservation and acquisition programs. These maps identify conservation priorities, help identify key parcels to be preserved, and

serve as a guide to developers as to what lands in their tracts should be retained as open space.

A municipal or a regional Environmental Advisory Council can work with governing bodies to preserve key tracts of open space and protect environmental resources. Act 148 of 1973 authorizes any municipality or group of municipalities to establish, by ordinance, an Environmental Advisory Council to advise the local planning commission, park and recreation board, and elected officials on matters dealing with the protection, conservation, management, promotion, and use of natural resources located within the municipality's territorial limits.

Act 148 empowers Environmental Advisory Councils to:

- Identify environmental problems and recommend plans and programs to the appropriate municipal agencies for the promotion and conservation of natural resources and for the protection and improvement of the quality of the environment within its municipal boundaries;
- Promote a community environmental program;
- Keep an index of all open space, publicly and privately owned, including flood prone areas, swamps, and other unique natural areas, for the purpose of obtaining information on the proper use of such areas;
- Make recommendations for the possible use of open land areas; and
- Advise the appropriate local government agencies, including, but not limited to, the planning commission and park and recreation board or, if none, the elected governing body, on the acquisition of property, both real and personal.

Other administrative means for protecting resources include:

- Encourage an organization to assume responsibility for monitoring "protected" lands to encourage their continued protection.
- Request the Natural Lands Trust to perform "audits," or reviews, of plans and regulations regarding implications for future build-out and the degree of protection of natural, scenic, and historic resources.
- Review the appropriateness of the Transfer of Development Rights technique for use in promoting infill in the existing settlements and in designated growth areas.

Discuss the mechanics of transferring development rights from areas intended for rural conservation to allow increased intensity of development in areas designated for economic or residential development.

- Establish a program for community education and involvement in the need for, and methods of, preserving an open space system and managing growth.
- Promote and encourage landowners to participate in Forest Legacy Program.
- Promote and encourage participation in the Sustainable Forestry Initiative.
- Promote and encourage participation in Stream Releaf Program.
- Encourage developers to grant conservation easements or dedicate land to municipalities and conservation groups to protect water resources. Developers should be required to establish riparian forest buffers. Conservation development should be encouraged where development occurs, in order to protect the watersheds of watercourses and water supplies, vulnerable steep slopes, and woodlands. The density of development should be established through analysis of the natural, scenic, historic features, and resources at each site, and, steep slopes, floodplains, woodlands, and wetlands protected.

Where residential developments, businesses, or other uses propose to utilize ground water or surface water supplies in substantial amounts, hydrologic studies should be required; and, the party causing the extraction should be required to demonstrate that there will be no adverse effects on the water supplies of other entities in the area.

- Public education programs of watershed associations should encourage the community to be aware of water resources in their watersheds and to exercise good “housekeeping” and stewardship practices to help protect them. Trees should be retained, grading and direction of water consistent with approved stormwater management plans; and recharge of water encouraged.

Landscape management programs can be formulated to encourage residents to reduce nutrients and pesticides reaching streams and ground water. A regular program of household hazardous waste collection and public education programs should be maintained.

Develop watershed curricula for schools.

Educate recreational users of water resources regarding appropriate actions to protect water resources.

- Organize stream cleanup days within watersheds.

- Support efforts of the County Conservation District, watershed associations, and other agencies to manage stream corridors through cooperative efforts with landowners to establish riparian buffers, utilize best management practices for stormwater management and agriculture, and promote stream bank improvements, restoration, and stabilization. Cooperate in securing easements along the streams.
- Utilize Carbonate Area zoning in sinkhole-prone areas.
- Utilize an on-lot management program for on-lot sewage disposal.
- Encourage wellhead protection and watershed planning in order to protect community water supplies and water resources.
- Implement required PA National Pollution Discharge Elimination System (NPDES) regulations for stormwater related non-point source pollution from existing developments.
- It should be noted that lawful activities such as extraction of minerals impact water supply sources and that such activities are governed by statutes regulating mineral extraction that specify replacement and restoration of water supplies affected by such activities. Commercial agricultural production impacts water supply sources, and Best Management Practices should be applied to mitigate the impact on water supply sources.
- Identify water conservation and water re-use methods.
- Support regional conservation efforts such as the Swatara Creek Greenway, Quittie Creek Greenway and Highlands Initiative.



Swatara Creek

## MUNICIPAL ORDINANCE ACTIONS

Municipal zoning ordinances can protect natural resources. The following types of regulations should be reviewed by each municipality.

1. Natural Resource Protection Standards and/or Net-Out Provisions protect resources such as:
  - a. Floodplains
  - b. Wetlands
  - c. Wetland Margins (buffers)
  - d. >25% slope
  - e. 15-25% slope
  - f. Watercourses
  - g. Waterbodies
2. Steep Slope Protection Provisions can:
  - a. Control and limit development on steep slopes
    - Require larger lot sizes and impose stricter impervious restriction for steep slopes 15-25%
    - Prohibit or severely restrict development on slopes >25%
3. Tree and Woodland Protection, Management and Planting Provisions can:
  - a. Limit clearance for development in both subdivisions and land developments
  - b. Require tree protection and replacement during development
  - c. Require use of native species in landscaping
  - d. Establish limited clearance buffer zones around the perimeter of new developments
4. Outdoor Lighting Standards to control light pollution and protect the night sky can:
  - a. Establish illumination levels which are adequate but not excessive
  - b. Require impacts on surrounding streets and properties to be mitigated
  - c. Require full-cutoff fixtures to be used
  - d. Control glare
5. Forestry Regulations can:
  - a. Require accepted silvicultural practices
  - b. Require forestry management plan
  - c. Require stormwater and erosion and sedimentation control
  - d. Require properly constructed internal roads
  - e. Require protection of public roads
  - f. Require reforestation
  - g. Require protection during steep slope forestry

6. Ridgeline Protection Regulations can address issues such as:
  - a. Establishing areas to remain undisturbed
  - b. Restoration planting requirements
  - c. Siting of structures
  - d. Lighting
  - e. Standards for blending with the natural surroundings
  - f. Minimization of clearance of natural vegetation
  - g. Minimization of impervious surfaces
  - h. Screening
  - i. Use of underground utilities
  - j. Method of development
  
7. Conservation Zoning (Growing Greener Concept of Natural Lands Trust) can be adopted: The typical Conservation Zoning process is:
  - a. Net out natural resources
  - b. Establish maximum overall density
  - c. Establish minimum substantial open space requirement
  - d. Establish alternative methods of development
  - e. Require important natural features and resources, such as scenic vistas, historic sites, agriculture, steep slopes, wetlands, and woodland, to be contained in open space
  - f. Provide visual and physical access to open space areas
  
8. Provisions for Wetland, Wetland Buffer, Wet Areas, Lake, Water Body, and Hydric Soil Protection can:
  - a. Restrict development in wetlands
  - b. Establish consistent wetland, wet area, lake, and water body buffer (margin) requirements
  - c. Require wetland delineation in hydric soil areas
  
9. Floodplain Protection Provisions can severely restrict development in floodplains to compatible open space uses.
  
10. Stream Corridor Overlay Zoning and Riparian Buffers provisions can:
  - a. Restrict development and impervious surfaces
  - b. Require riparian (vegetative) buffers to moderate water temperatures, protect wildlife habitats, control sedimentation, and reduce pollution

A riparian buffer is an area of vegetation that is maintained along the shore of a water body to protect stream water quality and stabilize stream channels and banks.

Buffers provide the following benefits:

- filter runoff – Rain that runs off the land can be slowed and infiltrated in the buffer, settling out sediment, nutrients and pesticides (nonpoint source pollution) before they reach streams.
- take up nutrients – Fertilizers and other pollutants that originate on the upslope land are taken up by tree roots. Nutrients are stored in leaves, limbs and roots instead of reaching the stream. Through a process called “denitrification,” bacteria in the forest floor convert nitrate to nitrogen gas, which is released into the air.
- provide shade – The leaf canopy’s shade keeps the water cool, allowing it to retain more dissolved oxygen, and encouraging growth of plants and aquatic insects that provide food for fish.
- contribute leaf food – Leaves that fall into the stream are trapped on fallen trees and rocks where they provide food and habitat for organisms critical to the aquatic food chain.
- provide habitat – Streams that travel through woodlands provide more habitat for fish and wildlife. Woody debris provides cover for fish while stabilizing stream bottoms.
- provides migration corridors for wildlife.
- safeguard water supplies by protecting groundwater recharge areas.
- provide flood control.
- provide stormwater management potential – natural vegetation provides a basis for innovative stormwater management systems. Stormwater flows from retention basins can be directed to, and allowed to flow through, buffers to reduce nutrient and sediment loads.
- improve water and air quality.
- stimulate economic opportunities such as by providing valuable open space which may increase land values and, therefore, the tax base.
- provide some federal tax incentives to landowners (depending on a landowner’s financial situation) willing and able to place some of their lands under conservation easement.
- reduce grounds maintenance.
- provide recreational opportunities, and associated economic benefits for recreation-related businesses.
- provide educational and research opportunities for local schools and colleges.
- provide windbreak, shade and visual buffer.

## Provisions in Subdivision and Land Development Ordinances (SALDO) can also Protect Natural Resources

Existing Resources and Site Analysis Plans which thoroughly document the location of a large variety of site features, ranging from those deemed critical to those considered to be noteworthy can be required of developers. Erosion and Sedimentation Control Plans and Stormwater Plans for all development sites can also be required. Standards which call for the use of Best Management Practices (BMPs) on development sites can assist in natural resource protection.

Types of SALDO provisions for consideration include:

1. Expand plan data requirements to include a specific listing of environmental, scenic, historic and cultural resources.
2. Require developers to identify the resources within their tracts, analyze the impacts of the development and mitigate those impacts.

Require environmental assessment studies, hydrogeological studies, scenic, historic and cultural resources impact studies; plans for preservation of environmental, historic and cultural resources; and analysis of the site's ability to support the proposed use and intensity of use.

3. Require developers to identify natural, historic, scenic, architectural and cultural resources in their tracts and incorporate them into the open space system. Require management plans for open space as well as mechanisms assuring the continuation as open space.

In review of Subdivision and Land Development Plans, requirements for setting aside open space can be used to preserve Conservation Corridors and provide for greenways identified in open space and recreation plans. Greenway Design Principles in open space plans could be incorporated within the Ordinance.

Requirements for setting aside open space can also be used to protect designated undeveloped areas and identified natural areas pursuant to open space and recreation plans.

4. Require protection of vegetation during site work.
5. Limit clearance on approved, but not developed, lots. Potential techniques include tree clearance limits, deed restrictions, net-out provisions, and identification of permissible clearance areas during the development process.

6. Adopt appropriate refinements to implement the Growing Greener Conservation Development Concept if included in the Zoning Ordinance.

### **TREE VITALIZE PROGRAM**

The TreeVitalize is a PADCNR-led program to enhance tree canopy cover in the state's more densely populated areas. Trees can be obtained for streets, parks and streamsides. Trees can contribute to cooler temperatures, reduce storm water runoff and contribute to more attractive and utilized business districts. Annville and Cleona should consider participating in this program which can provide trees; training for community volunteers; mulch, soil and tree stakes; planting plan assistance; site preparation assistance; and planting assistance. The Lebanon County Conservation District can be used as a resource.

The municipalities would be responsible for:

- Meeting with TreeVitalize field staff to discuss planting projects
- Registering for and completing Tree Tender<sup>®</sup> training before planting dates
- Collecting tree request forms and/or obtaining property owner permission to plant
- Developing an approved planting and maintenance plan
- Watering, mulching, and pruning trees for the first two years
- Keeping the community informed about the project

### **PROTECTION OF SCENIC RESOURCES**

Scenic Roads are designated on the Agricultural, Historical, and Scenic Resources Map in Chapter 6. These roads provide a particularly pleasing aesthetic experience when they are driven because of the rural and/or agricultural nature of the land uses along the roads. Scenic Roadways help the tourism sector of the economy. The ability to drive along scenic routes can enhance the driving experience and appreciation of natural resources for residents, but can also contribute to tourism. Scenic roadways are dependent upon open space retention, the presence of natural resources within that open space, and water resources. Scenic resources are degraded by unattractive roadside development, inappropriate signage, and removal of natural resources.

To maintain scenic roadways, open space can be permanently protected. Signage should be regulated. Developers can be encouraged to incorporate natural features and resources into an open space system within the developments and to site homes with consideration of the natural features and resources.

Adoption of zoning regulations, such as scenic road overlays, to protect scenic roads can be considered by North Annville and South Annville Townships. Within such overlay zones, greater setbacks along the roads could be required, additional landscaping and screening requirements could be established, and design standards for buildings could be instituted to minimize visual impacts of any development.



Scenic resources in the Region

**IMPORTANCE OF ENERGY CONSERVATION**

Energy conservation is important for several reasons:

- Homeowners and businesses benefit from less expenditures on energy.
- As traditional energy sources become more limited, energy conservation will be critical.
- Continued reliance on fossil fuels can have significant adverse consequences on people's health, and can contribute to global environmental degradation.

**POLICIES FOR ENERGY CONSERVATION**

The following policies promote the conservation of energy:

- The municipalities can utilize energy efficient building systems, with consideration of insulation, lighting, windows and doors, HVAC systems, solar technology, appliances, energy management and control systems, water conservation and building siting.

The municipalities can look at types of traffic signal and street lighting (e.g.: LED) utilized, fuel efficiency of vehicles, and types of fuel used (e.g.: electricity, biodiesel, ethanol).

- The municipalities can encourage use of and provide incentives for green buildings in the Region. Green buildings are structures which are environmentally responsible and resource efficient by using sustainable materials, reducing waste and pollution, efficiently using energy and creating healthy indoor environments. Types of techniques include grey water systems (e.g.: reusing household waste water for irrigation), rainwater capture and green roofs. The Lebanon County Conservation District is an available resource.

Green buildings can be encouraged through code requirements, tax incentives, permit fee reductions, education meetings with developers and their architects and engineers, grants and/or loans, and partnerships with utility companies and other agencies concerned with energy conservation.

- The municipalities can regulate the removal of forest cover and plant trees in urban settings, to reduce summer temperatures.
- The municipalities can continue to mandate or encourage recycling.
- Infill development, redevelopment and revitalization of sites, and adaptive reuse of existing buildings are encouraged. This pattern of development is more energy efficient and can result in savings in fuel consumption and infrastructure. Vehicle miles traveled

and vehicle trips can be reduced and trips shortened if development is concentrated and pedestrian scale can be realized.

- Mixed use development can also result in reduced vehicle miles traveled and fewer vehicle trips.

Traditional Neighborhood Development can be utilized to attain more compact development.

- Alternative modes of transportation can result in reduced vehicle miles and vehicle trips. This Plan encourages provision of increased opportunities for pedestrian and bicycle travel.

When developments or municipal projects are planned, walkways and bicycle lanes can be incorporated as appropriate.

Opportunities to expand the Lebanon Transit System beyond what is now provided should be monitored and investigated.

Light rail service to the Region, including a train station in Annville, is encouraged.

- Use of alternative energy sources can be encouraged. Such energy sources include wind, solar, geothermal, biomass, and hydro.

Municipal zoning and subdivision ordinances or other ordinances can address:

- Site design that increases energy efficiency
  - Solar access and solar water heating and photovoltaic electricity production
  - Home businesses
  - Landscaping
  - Lighting
  - Small wind turbines
  - Geothermal heat pumps
- Reduction of traffic congestion can result in reduced travel time and increased fuel savings.
    - Promoting connectivity of developments.
    - Encouraging ride sharing and car pooling.
    - Implementing the Route 422 Congested Corridor Improvement Program.
    - Enhancing the alternative route system to Route 422.

- The public should be educated regarding the benefits of green building, energy conservation and sustainable development methods and patterns.
- Consideration of reduced and more efficient night lighting could save energy, taking safety and security issues into account.

One of the stated principles of Smart Transportation is tailoring solutions to the context. This principle can be applied more broadly to all planning – solutions proposed in all elements of the Plan, whether land use, community facilities, infrastructure, historic and natural features preservation, economic development, must be tailored to the context of the Region. The context is comprised of all of these elements, so it is important to consider how all plan elements are interrelated.

For instance, the Future Land Use Plan allocates general land use categories and specifies the recommended types of land uses and densities for those areas. The availability of sanitary sewer and water facilities influence the shaping of development patterns, including location and density. It is critical to coordinate land use and infrastructure planning so future land use reflects the availability of public sewer and water facilities and public sewer and water facilities are not proposed for those areas not intended for future development. It is intended that the Designated Growth Area be served by public sewer and water facilities to permit a variety of types and densities of residential development. In general, public sewer and water facilities should not be extended outside growth areas, such as Agricultural areas, unless necessary to alleviate public safety concerns.

Through land use planning, such as designation of the Rural Resource areas and Agricultural areas, recharge areas for ground water supplies are established. Intensive residential development is not proposed where sewer infrastructure is not planned, available, or in close proximity, to minimize adverse impacts on ground water from on-lot sewage disposal.

It is important that community facilities, including recreation and open space, are available to serve the residents of the area. The Community Facilities Plan proposes enhanced and new park facilities and trails and greenways to serve the Region's residents. It is noted that as development occurs in the Region, decisions will be made in individual cases whether parks will be required of developers or recreation fees paid in lieu of such parks. The Transportation Plan discusses trails for recreational purposes and to better link residential areas to community facilities and the regional core. Enhancing bicycle facilities is also discussed. Future public facilities should be sited to be consistent with the objectives of the Future Land Use Plan, such as maintaining the rural character of Agricultural and Rural Resource areas. Typically, public facilities should be located within or near residential areas to better serve residents. Adequate infrastructure must be made available to serve community facilities.

The Future Land Use Plan encourages economic vitality by providing areas for commercial, business and industrial development and agricultural activities, and supports revitalization in the Town Centers. Preservation of residential neighborhoods and logical growth can provide support for local businesses and provide a work force. Providing for recreation and open space and preservation of community resources supports the quality of life in the area and can encourage additional investment in the Region. Adequate sewer and water facilities and transportation systems are necessary to attract and sustain economic development. Improving the bicycle network can encourage tourism in the Region.

It is necessary to maintain a circulation system which can accommodate generated traffic volumes. In turn, future development should not adversely affect the circulation system. Land use decisions are influenced by the existing circulation system, while at the same time those land use decisions affect the circulation system and the functions which roads are expected to perform. Residential areas should be protected as much as possible from the impacts of through traffic. Safe and adequate access must be provided to community facilities such as schools. Addressing congestion in the Route 422 Corridor is important, as such congestion

can affect economic development as well as the quality of life of the Region's residents. Efforts to provide and link a variety of modes of transportation, including auto, pedestrian, bicycle, and transit are encouraged, as well as improving alternative routes to Route 422. As development occurs, access to the circulation system must be managed. Developers should also be expected to contribute to appropriate improvements to the system to facilitate their developments. Maintaining rural environments can provide a setting for a scenic road system.

Traffic calming methods discussed in the Transportation Plan are important to maintain pedestrian safety, and thus the integrity of residential areas and functioning of commercial areas.

Protection of historic areas and attention to design elements is important because it can help maintain the integrity of downtowns, residential neighborhoods and villages. Historic and design considerations can foster economic development through enhancing the downtowns, making them more attractive for investment, and promoting tourism. The transportation system should be sensitive to and compatible with historic districts and not detract from historic areas or result in removal of resources. Historic buildings can provide an attractive setting for community facilities and be used for appropriate adoptive reuse.

Economic development is crucial to the fiscal health of the Region, and maintaining and enhancing the tax base provides revenue to support the community facility and infrastructure systems and historic and agricultural preservation efforts. As economic development occurs, sufficient protection of residential areas is necessary through design standards, performance standards and buffering requirements.

**CONTINUATION OF INTERMUNICIPAL COOPERATION/FIRST IMPLEMENTATION STEPS**

The Action Plan is critical to the success of this Comprehensive Plan because it lists the actions to be taken to implement policies and accomplish goals and objectives for the Region. The Pennsylvania Municipalities Planning Code (MPC) enables municipalities to work together to undertake this challenge. The first step to implementing a multi-municipal comprehensive plan is for the Borough and the Townships to adopt an intergovernmental cooperative implementation agreement that will address future actions, such as revision of ordinances to achieve consistency with the Plan. An example of such an agreement is found in Appendix 1. A Regional Planning Committee is established by that agreement. The Regional Planning Committee will review consistency issues; address implementation of the Plan; amend the Plan as necessary in the future; and cooperate in the regional allocation of land uses through consistent zoning ordinances based on the future land use plan.

Cooperation between Planning Commissions and other local organizations in the community as well as cooperation between the Governing Bodies, is vital to the success of this Plan. The citizens of the Region must also stay involved in the planning process. The Goals and Objectives of this Plan should be monitored, and updated when necessary. The Comprehensive Plan is a living document, and should remain a valuable tool for future decision making.

It is absolutely critical that the Governing Bodies take initial responsibility for implementation of this Plan. Aspects of implementation can also be delegated to the Regional Planning Committee; a municipal governing body, planning commission or staff; new regional committees formed to address issues such as economic development and transportation; other entity; or combination thereof.

Those responsible for plan implementation should make contact with the identified regional partners and County and state agencies that can assist in implementation. The Transportation Plan stresses the need to work with the LEBCO MPO and LCPD to implement transportation projects. Contact with DCED (Pennsylvania Department of Community and Economic Development) and its Community Action Team should occur, as many programs for implementation start with DCED. As funding for many state grant programs is cut back, it is particularly important that the municipalities identify opportunities for joint efforts and pursue regional grantsmanship applications. Often priority will be given to funding joint municipal projects. When applying for funding to a state agency, it is important to demonstrate how a project is consistent with the objectives of the agency and the specific funding program. It is also important to demonstrate how the project is consistent with the Keystone Principles discussed in Chapter 1.

Per the MPC, the municipalities have two years from the adoption of the Plan to make sure that their zoning ordinances, subdivision and land development ordinances, Act 537 plans, and any capital improvement plans and official maps are generally consistent with this Comprehensive Plan. The Borough and Townships should cooperate to draft consistent zoning and subdivision and land development ordinance language.

To build momentum toward implementation of this plan, a priority project should be chosen for implementation within the next six (6) months, a champion for the project designated, funding secured, and the project begun. This will build momentum toward plan implementation.

### **Initial Implementation Steps**

- \* Execute an Intergovernmental Cooperative Agreement by the Governing Bodies
- \* Establish Regional Planning Committee
- \* Establish responsibility for plan implementation
- \* Contact partners for implementation
  - Establish a process for regional grantsmanship efforts
- \* Begin the consistency process for municipal ordinances and plans
  - Establish process to discuss intermunicipal consistency, sharing of ordinance provisions and allocation of uses
- \* Choose a priority project(s) to complete to build momentum

### **REGIONAL COOPERATION PROGRAM**

Throughout the comprehensive planning process, the Borough and Townships have stressed the need for increased cooperation among them. Chapter 8 contains the Proposed Regional Cooperation program, including on-going cooperative activities, comprehensive plan implementation actions and new organizational/planning efforts. It is important that there be increased communication between the Governing Bodies, to promote the continuation of on-going cooperative activities, but also to discuss the implementation of this comprehensive plan.

Regional committees are recommended to address areas of concern which are of impact beyond municipal boundaries, including transportation, economic development and recreation. As appropriate, such as with transportation and emergency management, cooperation with additional municipalities may be necessary.

### **IMPLEMENTATION OF PROJECTS AND OTHER ACTION ITEMS**

The following table presents the project or action items, the time frame for implementation, the local responsibility for implementation, potential partners, and funding sources. Short-range projects are those anticipated for implementation in the next 2 years. Mid-range projects are those anticipated for implementation in years 3 to 5. Long-range projects are those anticipated for implementation in years 6 to 10 or beyond. Ongoing projects would be begun or continued within the next 2 years and continue over a period of time.

Acronyms used in the following table are as follows:

LCPD – Lebanon Count Planning Department  
LVEDC – Lebanon Valley Economic Development Corporation  
PSATS – Pennsylvania State Association of Township Supervisors  
PSAB – Pennsylvania State Association of Boroughs  
PADCED – Pennsylvania Department of Community and Economic Development  
LVC of C – Lebanon Valley Chamber of Commerce  
AEDA – Annville Economic Development Authority  
A-C – Annville-Cleona  
LEBCO MPO – Lebanon County Metropolitan Planning Organization  
PennDOT – Pennsylvania Department of Transportation  
ACSD – Annville-Cleona School District  
LVC – Lebanon Valley College  
LCAAOA – Lebanon County Area Agency on Aging  
DCNR – Pennsylvania Department of Conservation and Natural Resources  
PAWC – Pennsylvania American Water Company  
USDA – United States Department of Agriculture  
PENNVEST – Pennsylvania Infrastructure and Investment Authority  
LCTCC – Lebanon County Career and Technology Center  
LCHRA – Lebanon County Housing and Redevelopment Authority  
PHFA – Pennsylvania Housing Finance Agency  
CDBG – Community Development Block Grant  
FOOA – Friends of Old Annville  
HARB – Historical Architectural Review Board  
PADEP – Pennsylvania Department of Environmental Protection  
LCCD – Lebanon County Conservation District  
LCFB – Lebanon County Farm Bureau

<b>Project/Action</b>	<b>Implementation Range</b>	<b>Local Responsibility</b>	<b>Potential Partners/ Funding Sources</b>
Sign Intergovernmental Cooperative Implementation Agreement, appoint Regional Planning Committee, begin plan implementation process	Short Range	Governing Bodies	LCPD
Implement Regional Cooperation Program	On-going	Governing Bodies, Staffs, Commissions	LCPD, LVEDC, PSATS, PSAB, PADCED
Appoint regional Economic Development Committee (EDC) and implement regional economic development program	Short Range	Governing Bodies	LCPD, LVEDC, LVC of C, AEDA, A-C Women of Today, Kiwanis, Rotary
Appoint regional Transportation Committee to address regional transportation concerns such as traffic calming, access management, congestion management, multi-modal facilities, appearance of Route 422 wayfinding, pedestrian and bicycle studies and enhancements, safety audits, intersection improvement, alternative routes, shoulder improvements, transit enhancements	Short Range	Governing Bodies	LEBCO MPO, LCPD, PENNDOT, Landowners, Lebanon Valley Bicycle Coalition, Lebanon Transit
Appoint a Regional Recreation Committee to address recreation issues, foster regional trail system, discuss community center for the Region, cooperating with Annville Free Library and Senior Center, support expansion of Quittie Creek Park	Short Range	Governing bodies, ACSO, LVC, recreation providers, Quittie Creek Park Committee, Annville Youth League, A-C Pool Board, A-C Youth Soccer Assn., Cleona Baseball Assn., North Annville Baseball Assn.	LCAAOA, Free Library, DCNR
Coordinate regionally on emergency management planning and emergency services	On-going	Governing Bodies, Emergency Management Coordinators, Fire Companies, Police Chiefs	Lebanon County Emergency Management Agency, adjoining municipalities, PAWC, Authorities Emergency Service providers, First Aid and Safety Patrol
Update Municipal Zoning Ordinances and Maps and SALDOs	Short Range	Governing Bodies, Planning Commissions	LCPD, PADCED

<b>Project/Action</b>	<b>Implementation Range</b>	<b>Local Responsibility</b>	<b>Potential Partners/ Funding Sources</b>
Implement parking management programs	On-going	Governing Bodies, Landowners, Regional Transportation Committee, Economic Development Committee/Agencies, AEDA	LEBCO MPO, LCPD, PennDOT
Consider regional or individual Official Map	Short Range	Governing Bodies	LCPD, PADCED
Utilize Capital Improvement Programming	On-going	Governing Bodies and Staffs	LCPD, PENNVEST, USDA, LEBCO MPO, PennDOT
Implement TIP projects and CCIP projects	On-going	Governing Bodies	LEBCO MPO, LCPD, PennDOT, Landowner's FHWA
Implement South Annville Township Transportation Program	On-going	South Annville Township	LEBCO MPO, LCPD, PennDOT, Landowners
Cooperate with County agencies and educational entities and utilities in utilization of facilities, education and training of residents, and increasing broadband and other utility capabilities	On-going	Governing Bodies, ACSO, LVC, LCTCC	LVEDC, Chamber of Commerce, Utilities
Utilize rental unit licensing and inspection	On-going	Governing Bodies and Staffs	
Utilize façade improvement programs	On-going	Governing Bodies, AEDA, Friends of Old Annville, Historic Commission	PADCED
Utilize code enforcement to enhance the building stock	On-going	Governing Bodies and Staffs, LCPD	
Encourage home ownership, rehabilitation and renovation	On-going	Governing Bodies, Property Owners, Banks	LCHRA, PHFA, PADCED
Enhance neighborhood infrastructure (sidewalks, curbs, streets, utilities, lighting)	On-going	Governing Bodies	CDBG, PADOT, PADCED, PENNVEST, USDA, LEBCO MPO

<b>Project/Action</b>	<b>Implementation Range</b>	<b>Local Responsibility</b>	<b>Potential Partners/ Funding Sources</b>
Implement historic preservation programs	On-going	Governing Bodies, FOOA, Historic Commission, Annville HARB	PHMC, LEBCO Historical Society
Address residential conversions	Short Range	Governing Bodies and Planning Commissions	LCPD, PADCED
Address utilization of design guidelines	Short Range	Governing Bodies, Planning Commissions	LCPD, PADCED
Identify strategies for implementation and management of downtown revitalization programs	On-going	Governing Bodies, Planning Commissions, LVEDC, AEDA, FOOA	LCPD, PADCED, LVEDC, AEDA
Coordinate Act 537 Planning with the Future Land Use Plan, upgrade the ATWWTP	Short Range	Governing Bodies, Authorities	PENNVEST, USDA, PADEP
Work with MFS/Eastern Land and Resource Company in the design of Clear Spring Business Park in trail, transit enhancement, road and recreation facility issues	On-going	South Annville Township	LEBCO MPO, LCPD, PennDOT, LVEDC
Consider appointment of regional Environmental Advisory Council	Mid Range	Governing Bodies	
Support Agricultural Preservation Efforts	On-going	Governing Bodies, Planning Commissions, Farmers	LCCD, LCFB, Lebanon Co.

APPENDIX 1

EXAMPLES OF INTERGOVERNMENTAL COOPERATIVE  
IMPLEMENTATION AGREEMENTS

## EXAMPLE

### **INTERGOVERNMENTAL COOPERATIVE IMPLEMENTATION AGREEMENT**

THIS INTERGOVERNMENTAL COOPERATIVE AGREEMENT IMPLEMENTING THE HSPS Regional Comprehensive Plan is created by and among the participants listed below:

Hamilton Township  
Pocono Township  
Stroud Township  
Stroudsburg Borough  
Monroe County Planning Commission

\* These participants are also referred to as municipalities in this agreement.

#### **SECTION I: AUTHORIZATION AND EFFECTIVE DATE OF ADOPTION**

- A. This agreement is adopted pursuant to the authority set forth in the Intergovernmental Cooperation Act of December 19, 1966, 53 Pa.C.S.A. and Article XI of the Municipalities Planning Code, as amended.
- B. This agreement shall be effective upon approval by the governing body of each of the participants adopting this agreement.

#### **SECTION II: BACKGROUND**

Each of the Municipalities has adopted the HSPS Regional Comprehensive Plan as their comprehensive plan pursuant to the requirements of Article III of the Municipalities Planning Code (the "MPC"). Each of the Municipalities has agreed to implement the adopted Plan by revising relevant ordinances (zoning, subdivision regulations, sewage facilities plans, official map) and bringing each into consistency with the adopted Plan.

#### **SECTION III: PURPOSE**

- A. The HSPS Regional Comprehensive Planning Committee (HSPSPC) is the planning advisory body for a unified and identifiable region with wooded hills, scenic vistas, attractive streams, historic borough and villages, extensive farmland, vulnerable rural areas desired to be conserved, a viable downtown in Stroudsburg, and attractive residential neighborhoods. These features combine to form a unique region with a high quality of life. The goal of the HSPSPC municipalities is to preserve and protect this quality of life from suburban sprawl. To further this aim, the HSPSPC has designated "Growth Areas" in the *HSPS Regional Comprehensive Plan of 2004*, as amended (the

Plan). New development will be directed to designated Growth Areas where the necessary infrastructure is in place, or most likely to be extended, to support it.

- B. It is the desire of the HSPSPC to encourage responsible development that respects the Region's sensitive environmental features and special rural character, enhances the historical quality of the borough and villages, preserves environmental features and agricultural areas, efficiently uses public infrastructure, and strengthens the regional tax base. Through multi-municipal cooperation and planning, the HSPSPC intends to:
  - 1. Protect the unique and cherished historical, cultural and natural resources of the Region.
  - 2. Accommodate the needs of existing and future residents.
  - 3. Implement effective growth management techniques to provide for orderly and well planned development throughout the Region.
  - 4. Address the specific needs and unique conditions of each municipality.
  - 5. Encourage a range of housing options.
  - 6. Direct infrastructure improvements to designated Growth Areas.
- C. The purpose of this Intermunicipal Cooperative Implementation Agreement is to achieve the objectives cited in Section B above by implementing the Plan.
- D. The further purpose of this Intermunicipal Cooperative Implementation Agreement is to comply with the provisions of Section 1104 of the MPC.

**SECTION IV: GOALS, OBJECTIVES, AND POLICIES, AND IMPLEMENTATION ROLES AND RESPONSIBILITIES,**

- A. The goals, objectives, and policies of the Plan will help guide and shape new growth and development in the four municipalities for the next 10 years. The goals, objectives, and policies set forth in the Plan are reaffirmed by this agreement.
- B. By adopting this agreement, the participants hereby define their roles and responsibilities for implementing the Plan. The Plan will be implemented by undertaking actions, as described in this agreement, that are consistent with the Plan.

**SECTION V: ADOPTION OF CONFORMING ORDINANCES AND PLANS**

Within two years after adoption of the Plan, each Municipality agrees to implement the Plan by adopting, amending, or otherwise conforming its relevant ordinances as necessary so that they are generally consistent with the Plan. These relevant ordinances and plans include the zoning ordinance, the subdivision and land development ordinance, the Sewage Facilities Plan, the official map and other development regulations authorized by the MPC.

## **SECTION VI: CREATION AND ROLE OF THE HSPS PLANNING COMMITTEE**

The HSPS Planning Committee shall serve as the advisory body for municipalities who have agreed to implement the HSPS Regional Comprehensive Plan under the agreement.

- A. Membership: Each participating municipality shall have one representative and one alternate on the HSPSPC. The municipal governing body shall appoint its representative and alternate.
- B. Organization: The HSPSPC shall establish such rules and procedures regarding but not limited to voting, quorum and withdrawal, as it deems necessary for the conduct of its business. These rules and procedures shall become effective upon acceptance by all of the participating municipalities.
- C. Administration and Expenditure of Funds: The HSPSPC may prepare an annual budget and appropriate funds for the operation of the Committee. The HSPSPC may also seek federal, state and county grants to offset the cost of operation and to hire staff, or professional consultants, as deemed necessary. All budgeted and non-budgeted items shall be approved by unanimous consent of all municipalities.
- D. Role: The role of the HSPSPC shall be to consider and facilitate planning decisions regarding proposed amendments to the Plan and its land use component as set forth in Section 1104(c) of the MPC. The HSPSPC shall establish and implement such procedures as may be necessary to fulfill this role. The procedures shall become effective upon acceptance by all of the participating municipalities.
- E. Annual Report: The HSPSPC shall prepare an annual report in conformance with the requirements of Section 1104 (b) (4) of the MPC. Each annual report shall be sent to the Monroe County Planning Commission (MCPC).

## **SECTION VII: ROLE OF THE MONROE COUNTY PLANNING COMMISSION**

- A. Reviews of plans and ordinances: The MCPC will conduct consistency reviews relative to the HSPS Regional Comprehensive Plan pursuant to the provisions of the MPC. In addition, the MCPC will continue to conduct such reviews as are necessary to carry out its responsibilities as the county planning commission. These reviews include all reviews required by the MPC, the PA Sewage Facilities Act and other applicable laws and regulations of the Commonwealth of Pennsylvania. The MCPC will send copies of the reviews to the participants.
- B. Reviews of Subdivisions and Land Developments of Regional Significance: Under this agreement, the MCPC will conduct reviews of subdivisions and land developments meeting the criteria set forth in section VIIC. In addition, the MCPC will continue to

conduct such reviews as are necessary to carry out its responsibilities as the county planning commission. The MCPC will send copies of the reviews to the participants.

C. Developments of Regional Significance. For purpose of this agreement, a development of regional significance shall be defined as "any land development that, because of its character, magnitude, or location will have substantial effect upon the health, safety, or welfare of citizens in more than one municipality." Determination of regional significance in the HSPSPC area shall be based on the following guidelines:

1. Any residential land development or subdivision that results in the creation of 75 lots or more, or results in the development of 75 units or more.
2. Any subdivision or land development that has the potential to generate substantial amounts of traffic, or adverse environmental impacts, in a municipality other than the municipality in which the subdivision or land development is located.
3. Any portion of a subdivision of 10 or more lots or land development of 10,000 square feet or more of floor area that falls within 300 feet of a municipal boundary.
4. Any non-residential commercial, retail, office, service, institutional, industrial, sports complex or recreational land development in which the floor area of the building(s) or building addition(s) equals or exceeds 50,000 square feet.
5. Any airport, trucking terminal, or sanitary landfill.

D. General Consistency Guidelines. When evaluating participant plans or ordinances or any amendments thereto for "general consistency", the MCPC shall determine if there is a "reasonable, rational, similar connection or relationship" between the plan, map(s), regulations or ordinance of each participant and the provisions of the Plan. To be generally consistent, any plans, maps, regulations or ordinances submitted to the MCPC shall be in accord with provisions of the Plan regarding the following:

1. the amount, location, density, intensity, character and timing of future land uses;
2. preservation of natural and historic resources such as wetlands, aquifer recharge zones, woodlands, steep slopes, prime agricultural land, flood plains, unique natural areas, historic sites and features;
3. provision of adequate housing opportunities with a variety of housing types and densities;
4. location, timing and character of transportation facilities, community facilities, including water, sewer, storm water, parks, recreation and other utilities.

- E. Annual Report: The MCPC will prepare an annual report as specified in Section 1104 (b) (4). The MCPC will transmit the report to the participants.
- F. Contract for Services Provided: The MCPC may contract for services provided under this agreement as deemed appropriate and agreeable to the HSPSPC and the MCPC.

## **SECTION VIII: ROLE OF THE MUNICIPALITIES**

- A. Host Municipalities: Municipalities in which a subdivision or land development application is filed that meets the criteria set forth in Section VIIC of this agreement, shall forward the plans and supplementary material to the other municipalities upon receipt. Copies of professional reviews shall also be forwarded to the other municipalities upon receipt. In taking action on the subdivision or land development, the host municipality shall consider the comments provided by the other municipalities. Municipalities in which a plan or ordinance included within Section V is proposed for adoption, shall send a copy of said plan or ordinance to the other municipalities for review and comment. The host municipality shall consider the comments provided by the other municipalities.
- B. Other Municipalities: Upon receipt of ordinances, or plans from the host municipality, other municipalities should consider the proposal as it relates to the Plan. Upon receipt of subdivisions and land developments of regional significance, the other municipalities should consider the proposal relative to its effect upon the health, safety or welfare of its citizens. In considering these plans and ordinances, the other municipalities should consider the comments provided by the MCPC. The other municipalities may provide advisory comments and recommendations to the host municipality.

## **SECTION IX: MUNICIPAL PLANNING COMMISSIONS**

Each municipality shall retain its own planning commission. Each municipal planning commission will review those subdivisions and land developments that are proposed within its own municipality, and then provide advisory comment to its elected officials. Recommendations of the municipal planning commission should be guided by the Plan and be consistent with its goals, objectives, and policies. The municipal planning commissions shall continue to perform all actions and functions as authorized by the MPC.

## **SECTION X: MUNICIPAL ZONING HEARING BOARDS**

Each municipality shall retain its individual zoning hearing boards. These boards shall carry out all functions as set forth in the MPC. In considering applications before it, the municipal zoning hearing board should be guided by the Plan and take actions consistent with its goals, objectives, and policies.

## **SECTION XI: MUNICIPAL ZONING**

Each participating municipality retains the right to adopt and administer its own individual zoning ordinance and map. Two or more participating municipalities may adopt and administer Joint Zoning Ordinances pursuant to the provisions of the Pennsylvania Municipalities Planning Code as amended.

## **SECTION XII: MUNICIPAL SUBDIVISION AND LAND DEVELOPMENT ORDINANCES**

Subdivision and land development powers shall only be exercised by the municipality in which the property where the approval is sought. Under no circumstances shall a subdivision or land development application in one municipality be required to undergo more than one approval process.

## **SECTION XIII: PLAN AMENDMENT PROCEDURES**

Any amendment of the *HSPS Regional Comprehensive Plan of 2004* and the redefinition of any designated growth area or future growth area within the plan shall be in accord with the provisions of this section and Article III of the PA Municipalities Planning Code.

The HSPSPC shall implement the procedures established pursuant to Section VI(D) of this agreement. Any and all proposed amendments to the Comprehensive Plan and redefinitions of the above-cited areas shall be effective only upon approval by resolution by each of the municipal governing bodies. In the event that each of the municipal governing bodies do not approve the proposed changes, the municipalities may avail themselves of the dispute resolution provisions of Section XIV.

## **SECTION XIV: DISPUTE RESOLUTION**

A dispute over interpretation of the Plan, an amendment to the Plan, or consistency of ordinances with the Plan may be resolved as follows:

- A. The disputing parties agree to first discuss and negotiate in good faith in an attempt to resolve the dispute amicably and informally.
- B. If the dispute cannot be settled through direct discussions and good faith negotiations, the disputing parties may utilize the mediation provisions of Sections 602.1 and 908.1 of the MPC as may be relevant.
- C. Participating municipalities mutually covenant to make best efforts to resolve disputes as they arise.

## **SECTION XV: AMENDMENTS TO THE IMPLEMENTATION AGREEMENT**

- A. Requirements - An amendment to this Implementation Agreement may be made only with the consent of all of the Participants, each of which shall execute the amendment.
- B. Consistency with the Plan - No amendment to this Implementation Agreement shall be inconsistent with the Plan. Any amendment that is not generally consistent with the Plan shall be void.
- C. Notice of Amendment - A true and complete copy of every amendment of this Implementation Agreement shall be provided to each Participant within ten (10) days of the full execution thereof or its effective date, whichever is sooner.

## **SECTION XVI: SEVERABILITY**

The unenforceability or invalidity of any provision of this Agreement shall not affect the enforceability or validity of any other provision.

APPENDIX 2

PLANNING TOOLS FOR IMPLEMENTATION

## **DESCRIPTION OF PLANNING TOOLS**

### **Zoning Ordinance**

Zoning is a method a community may use to regulate the use of land and structures. It is initiated by the adoption of a zoning ordinance designed to protect the public health, safety, and welfare and to guide growth.

When zoning was first utilized, its primary purpose was to prevent a property owner from using his or her property in ways which were a nuisance or actually harmful to neighboring property owners. However, over the years the scope of zoning has expanded. Municipal governments and the courts no longer look upon zoning only as a “negative” tool to keep certain land uses out of a neighborhood, they also recognize its value as a “positive” tool for encouraging certain development and for creating an attractive community. In addition, zoning now frequently attempts to control development in areas subject to flooding, to preserve natural features (i.e., wetlands, forest, aquifers) and historic features and to save farmland.

The zoning ordinance is composed of two parts, the text and the zoning map. The text of the ordinance contains the community development objectives and the necessary technical provisions to regulate the use of land and structures and to establish bulk, height, area, setback and other standards. The zoning map delineates the boundaries of the specific districts or zones created in the ordinance.

From: *Zoning, Planning Series #4, PADCED*

### **Traditional Neighborhood Development (TND)**

A traditional neighborhood development is an area of land developed for a compatible mixture of residential units for various income levels and nonresidential commercial and workplace uses, including some structures that provide for a mix of uses within the same building. Residences, shops, offices, workplaces, public buildings, and parks are interwoven within the neighborhood so that all are within relatively close proximity to each other. Traditional neighborhood development is relatively compact, limited in size and oriented toward pedestrian activity. It has an identifiable center and a discernible edge. The center of the neighborhood is in the form of a public park, commons, plaza, square or prominent intersection of two or more major streets. Generally, there is a hierarchy of streets laid out in a rectilinear or grid pattern of interconnecting streets and blocks that provides multiple routes from origins to destinations and are appropriately designed to serve the needs of pedestrians and vehicles equally.

From: *Municipalities Planning Code*

### **Conservation Zoning (Growing Greener) (Conservation By Design)**

Each time a property is developed into a residential subdivision, an opportunity exists for adding land to a community-wide network of open space. Although such opportunities are seldom taken in many municipalities, this situation could be reversed fairly easily by making several small but significant changes to the Municipality’s basic local land-use documents – the zoning ordinance and the subdivision and land development ordinance. Conservation Zoning rearranges the density on each development

parcel as it is being planned so that only half (or less) of the buildable land is consumed by house lots and streets. Without controversial “down zoning” (decreasing the number of house lots), the same number of homes can be built in a less land-consumptive manner, allowing the balance of the property to be permanently protected and added to an interconnected network of community green spaces. This “density-neutral” approach provides a fair and equitable way to balance conservation and development objectives.

From: *Natural Lands Trust*

### **Historic Preservation Zoning**

Historic preservation provisions can be incorporated by local governments into municipal planning and zoning through the authority of the Municipalities Planning Code (MPC). Some of the techniques that have been used as part of a local government’s zoning ordinance include demolition ordinances, historic zoning overlays, zoning bonuses for the preservation of specific historic resources, and protection of landscape features such as scenic vistas and historic roads.

Placing historic properties within the framework of a local government’s planning and zoning make sense and allows local communities to move beyond the preservation of an individual property or historic district and look at the historic everyday landscapes in their region. By incorporating historic preservation into the zoning ordinance, municipalities are in a better position to balance the preservation of resources with development.

The first critical step in protecting historic resources is to include them in the comprehensive planning process.

A historical and architectural survey or inventory may be necessary. The next step is for the public to identify those resources that the community envisions preserving for the future. The local government should incorporate those preservation tools, such as a historic zoning overlay, zoning bonuses to provide an incentive to keep these features on the landscape, and other incentives including special provisions for in-house businesses or bed-and-breakfasts.

From: *Land Use In Pennsylvania: Practices and Tools An Inventory, Governor’s Center for Local Government Services.*

### **Riparian Buffers**

A riparian buffer is an area of vegetation maintained adjacent to a stream or other body of water. It is managed to protect the integrity of the stream channel or shoreline and to reduce the impact of upland sources of pollution by trapping, filtering, and converting sediments, nutrients, and chemicals, and to supply food, cover, and thermal protection to fish and other wildlife.

Buffers can be either forested or herbaceous. While forested buffers may be preferable, buffers that are vegetated with grasses alone provide some of the same water quality benefits as forested ones. However, they do not contribute much benefit to the aquatic ecosystem, which requires shading, leaves and woody debris.

Riparian buffers protect water quality by filtering sediments and nutrients, providing cooling, shading, and dissolved oxygen, stabilizing stream banks, and regulating storm water flow. They also provide wildlife habitat by supplying food, cover, and breeding and nesting habitat close to water. As with other protection and restoration efforts, every riparian buffer does some good, but ideally adjacent landowners throughout a watershed implement them.

From: *Land Use in Pennsylvania: Practices and Tools An Inventory, Governor's Center for Local Government Services.*

## **Subdivision and Land Development Ordinance**

The subdivision and land development ordinance is the most commonly used development control mechanism in Pennsylvania. It is, indeed, the most basic of land use regulations. Subdivision is the creation of new property lines while land development involves construction of public or private improvements. Land is one of our most valuable natural resources and its division or development creates a major portion of our physical surroundings. Also significant is that the way we divide and develop land today will be a very permanent part of our daily lives in the future.

Any valuable resource must be used as reasonably and economically as possible. An important power of local government is to plan for and guide the way we use our land resources. The major purposes of subdivision and land development regulations are: to provide adequate sites for development and public use; to maintain reasonable and acceptable design standards; and to coordinate public improvements with private development interests. In an era of decreasing municipal revenues and increasing development pressures, municipalities can use the subdivision and land development process to ensure that initial costs of required site improvements be borne by developers and not placed on the municipal budget.

Subdivision and land development controls may be viewed as an "ounce of prevention." They offer the municipality a degree of protection against unwise, poorly planned development. With the proper ordinance provisions, the community ensures placement of public improvements such as road, water, sewer and drainage systems. Further, by requiring review and inspection reports from the municipal engineer, local officials guarantee that public improvements are properly designed and constructed.

A subdivision and land development ordinance does not control which uses are established within the municipality nor where a use or activity can or cannot locate; rather, it controls how a use or activity relates to the land upon which it is located. This type of ordinance cannot dictate in which area of the municipality that a given residential, commercial or industrial development should be placed. Location, density and use are the province of zoning.

The administration of a subdivision and land development ordinance involves the local planning commission and/or governing body (dependent upon the local ordinance), the developer, solicitor, municipal engineer, development designer and even the county planning commission, as well as many others not mentioned here. Working together, they all can help ensure a high quality subdivision or land development, one that will be acceptable to the municipality, to the developer and to the future occupants of the development.

From: *Subdivision and Land Development in Pennsylvania, Planning Series #8, PADCED*

## Official Map

Article IV of the Pennsylvania Municipalities Planning Code authorizes the governing body of each municipality with power to create an official map of all or a portion of the municipality which may show elements of the Joint Comprehensive Plan with regard to public lands and facilities, and which may include, but need not be limited to:

1. Existing and proposed public streets, watercourses and public grounds, including widening, narrowing, extensions, diminutions, openings or closings.
2. Existing and proposed public parks, playgrounds, and open space reservations.
3. Pedestrian ways and easements.
4. Transit right-of-ways and easements.
5. Flood control basins, floodways and floodplains, stormwater management areas and drainage easements.
6. Support facilities, easements and other properties held by public bodies undertaking the elements described in the Joint Comprehensive Plan.

The Township Supervisors and Borough Council members may make surveys and maps to identify the location of property, traffic way alignment or utility easement by use of property records, aerial photography, photogrammetric mapping or other method sufficient for identification, description and publication of the map components. For acquisition of lands and easements, boundary descriptions by metes and bounds must be made and sealed by a licensed surveyor.

The adoption of any street lines or other public lands as part of the official map does not constitute the opening or establishment of any street nor the taking or acceptance of any land, nor does it obligate the municipality to improve or maintain any such street or land. The adoption of proposed watercourses or public grounds as part of the official map does not constitute a taking or acceptance of any land by the municipality.

For the purpose of maintaining the integrity of the official map, no permit shall be issued for any building within the lines of any street, watercourse, or public ground shown or laid out on the official map. No person shall recover any damages for the taking for public use of any building or improvements constructed within the lines of any street, watercourse, or public ground after the same shall have been included in the official map, and any such building or improvements shall be removed at the expense of the owner. However, when the property of which the reserved location forms a part, cannot yield a reasonable return to the owner unless a permit shall be granted, the owner may apply to the governing body for the grant of a special encroachment permit to build.

The Township or Borough may fix the time for which streets, watercourses and public grounds on the official map shall be deemed reserved for future taking or acquisition for public use. However, the reservation for public grounds shall lapse and become void one year after an owner of such property has submitted a written notice to the governing body announcing his intentions to build, subdivide or otherwise develop the land covered by the reservation, or has made formal application for an official

permit to build a structure for private use, unless the governing body shall have acquired the property or begun condemnation proceedings to acquire such property before the end of the year.

### **Capital Improvements Planning**

Capital Improvements planning should be considered for programmed transportation improvements. Capital improvements planning includes financial analysis of past trends in the community, present conditions, and a projection of the community's revenues and expenditures, debt limit, and tax rates, to determine what the financial capabilities of the municipality are. It also includes a capital improvements program which establishes a system of priorities. The final element is the capital budget which lists the schedule of improvements over a 5-year period on the basis of the community's financial capacity and availability of grant money.

In the capital improvements program, capital expenditures are separated from Operational expenditures. Operational expenditures are those for administration, payroll, employee benefits, maintenance and similar functions, and are short term. Capital expenditures are for assets which have a substantial value compared to the total municipal budget and are expected to provide service for a number of years. The construction of a road is an example of a capital expenditure.

The capital improvements program schedules the purchase of capital items in a systematic manner rather than allocating a large amount of money for all expenditures in one year. Based on the assessment of future needs, future expenditures are planned so that the municipality can anticipate major expenditures prior to the budget year. The program is based on identified capital needs, goals for capital acquisitions, and a priority list of all proposed capital expenditures.

A time frame is established for the capital improvements program. Five-year programs are typical. Every year the schedule for capital improvements must be revised and updated as necessary, based on the current municipal priorities. For each project included in the program, estimated costs must be established and a budget prepared.

Benefits of capital improvements programs include the following:

- It ensures that projects will be based upon the ability to pay and upon a schedule of priorities determined in advance.
- It helps ensure that capital improvements are viewed comprehensively and in the best public interest of the municipality as a whole.
- It promotes financial stability by scheduling projects at the proper intervals.
- It avoids severe changes in the tax structure by the proper scheduling of projects and facilitates the best allocation of community resources.

## Specific Plans

The Municipalities Planning Code (MPC) enables municipalities that have participated in a multi-municipal plan to adopt specific plans. As part of the intergovernmental cooperative agreements, municipalities can choose to adopt specific plans individually or jointly. The MPC defines a specific plan as:

“a detailed plan for non-residential development of an area covered by a municipal or multi-municipal comprehensive plan, which when approved and adopted by the participating municipalities through ordinances and agreements, supersedes all other applications.”

A specific plan is a tool that can be used by municipal governments for the systematic implementation of a comprehensive plan. It establishes a link between the policies of the comprehensive plan and development proposals in a specifically defined area. Provisions of a specific plan shall include type, location and intensity of land uses, the design capability of infrastructure, the standards for preservation of natural resources, regulation of land development, and financing of capital improvements. A specific plan can be used to locate and prepare ordinances to regulate economic development activities.

Specific plans do not create additional planning or permitting requirements. All data collection involved in creating a specific plan is information required as a prerequisite for approval and recording of a final subdivision or land development plan. The specific plan facilitates the planning and permitting, without having to wait for a development application. When an appropriate development proposal occurs, permitting will move directly to the final plan, because all requirements for a preliminary plan (such as sewer, stormwater, sediment and erosion, highway occupancy) will have already been met.

The MPC indicates:

Participating municipalities shall have authority to adopt a specific plan for the systematic implementation of a county or multimunicipal comprehensive plan for any nonresidential part of the area covered by the plan. Such specific plan shall include a text and a diagram or diagrams and implementing ordinances which specify all of the following in detail:

1. The distribution, location, extent of area and standards for land uses and facilities, including design of sewage, water, drainage and other essential facilities needed to support the land uses.
2. The location, classification and design of all transportation facilities, including, but not limited to, streets and roads needed to serve the land uses described in the specific plan.
3. Standards for population density, land coverage, building intensity and supporting services, including utilities.
4. Standards for the preservation, conservation, development and use of natural resources, including the protection of significant open spaces, resource lands and agricultural lands within or adjacent to the area covered by the specific plan.
5. A program of implementation including regulations, financing of the capital improvements and provisions for repealing or amending the specific plan. Regulations may include zoning, storm

water, subdivision and land development, highway access and any other provisions for which municipalities are authorized by law to enact. The regulations may be amended into the county or municipal ordinances or adopted as separate ordinances. If enacted as separate ordinances for the area covered by the specific plan, the ordinances shall repeal and replace any county or municipal ordinances in effect within the area covered by the specific plan and ordinances shall conform to the provisions of the specific plan.

### **Environmental Advisory Council**

Act 148 of 1973 authorizes any municipality or group of municipalities to establish, by ordinance, an Environmental Advisory Council to advise the local planning commissions, park and recreation boards, and elected officials on matters dealing with the protection, conservation, management, promotion, and use of natural resources located in the municipality's territorial limits.

Act 148 empowers Environmental Advisory Councils to:

- Identify environmental problems and recommend plans and programs to the appropriate municipal agencies for the promotion and conservation of natural resources and for the protection and improvement of the quality of the environment within its municipal boundaries;
- Keep an index of all open space, publicly and privately owned, including flood-prone areas, and other unique natural areas, for the purpose of obtaining information on the proper use of such areas;
- Advise the appropriate local government agencies, including, but not limited to, the planning commission and park and recreation board or, if none, the elected governing body, on the acquisition of property, both real and personal.

### **Certified Local Government (CLG) Program**

This program was created in 1980 under the National Historic Preservation Act and is administered by the Pennsylvania Historical and Museum Commission. The Certified Local Government Program provides additional benefits to municipalities interested in historic preservation. Once certified, the local government is then eligible for:

- Direct participation in the federal historic preservation program,
- Greater access to historic preservation funds,
- Greater level of information exchange with the State Historic Preservation Office (SHPO),
- Access to technical assistance and training from the SHPO, and
- A higher degree of participation in statewide preservation programs and planning.

This program was established to allow local governments to participate directly in the national historic preservation program and to provide funding to local governments to carry out their historic preservation responsibilities (survey, inventory, designation and protection of their historic resources). To achieve CLG status in Pennsylvania, a municipality applies to the Bureau for Historic Preservation. All

states are required to set aside 10% of their federal historic preservation grant funds to CLGs. These grants are presently offered as a ratio of 60% funding from the Pennsylvania Historical and Museum Commission (PHMC) and 40% match from the CLG.

Critical requirements for CLG designation are:

- adopt and enforce appropriate legislation for designation and protection of historic properties,
- establish a qualified historic preservation commission,
- enact a system for surveying historic properties,
- enact a public participation component as part of the local program,
- adequately perform duties and responsibilities delegated through the certification process,
- provide continuing in-service historic preservation training for HARB and Historical Commission members (8 hours training annually per member),
- a good faith effort to appoint HARB members with appropriate professional qualifications for historic preservation backgrounds,
- submit an annual report of the municipality's historic preservation activities, and
- enforce the historic district ordinance.

## **Corridor Planning**

A transportation corridor plan is both a description and a vision of what the corridor is, what it should be and what the corridor may be in the future. The plan may include an inventory of the corridor's characteristics, problems, assets and components that make the corridor unique. By building upon the inventory, a plan is developed which establishes recommendations for managing existing or potential concerns associated with safety, land use access, mobility, capacity or aesthetics of a highway or roadway corridor. These recommendations may include changes to municipal policy or regulations, including revisions to the comprehensive plan, zoning ordinance, or subdivision and land development ordinance.

A corridor plan can also be created for green infrastructure. Such corridors could include stream valleys, hiking trails, or horse trails. The plan can be used as a tool for preserving historic or scenic qualities of local roads.

Corridor plans can be prepared by a single municipality to address local corridor concerns, but ideally are prepared by a group of municipalities to address regional corridor issues. The plan can be used for traffic management issues, to establish access management policies before development creates traffic management problems. The plan can also be used for managing existing traffic conditions.

From: *Land Use Planning In Pennsylvania: Practices and Tools An Inventory, Governor's Center for Local Government Services*

## **Sewage Facilities Planning**

Establishing policies for the ownership and management of community sewage facilities can provide adequate financing and maintenance ability throughout the life of the facility. Such policies can support planning goals that call for higher density development patterns, such as cluster development and mixed use or open space areas. These policies also ensure that high quality sewage facilities are provided in the municipality, and that the type of sewage facilities provided are the type desired by the community at large. This tool can also help municipalities carry out their primary responsibility of providing for the health, safety, and welfare of the citizenry.

Act 537 requires each municipality to provide an updated sewage facilities plan. Plan revisions to properly plan for the sewage facilities needs of a development must be approved by both the municipality and Pennsylvania Department of Environmental Protection (PA DEP).

From: *Land Use In Pennsylvania: Practices and Tools An Inventory, Governor's Center for Local Government Services*

## **Transportation Impact Fee Ordinance**

The governing body of each municipality other than a county, in accordance with the conditions and procedures set forth in the Municipalities Planning Code (MPC), may enact impact fee ordinances and establish, at the time of municipal approval of any new development or subdivision, the amount of an impact fee for any of the offsite public transportation capital improvements authorized by the MPC as a condition of final plat approval under the municipality's subdivision and land development ordinance.

Municipalities which cooperatively plan for their future can provide for transportation capital improvements in a cooperative manner. The governing body of each municipality which has adopted a joint municipal comprehensive plan, in accordance with the conditions and procedures set forth in the MPC, may cooperate with one or more municipalities to enact, amend and repeal joint transportation impact fee ordinances.

## **Traffic Impact Fee Basics**

- Allows collecting dollars for "off site" roadway improvements from developers
- Will ultimately require matching PENNDOT or municipal funds for improvements, based on the proportionate share of traffic
- Municipality sets study area, which may ultimately be broken up into one or more Transportation Service Areas (TSA); some of the study area can be eliminated
- Each TSA must be less than 7 square miles
- First step is to determine the study area and appoint an advisory committee
- Advisory committee to be at least 7 members with 40% representation of the builder/realtor community

- Must be residents or those doing business in the municipality
- Cannot be municipal officials or employees
- After committee appointed, study must be done within 18 months, but all development plans filed in that period are subject to the fee
- Background studies include
  - Land Use Assumptions
  - Roadway Sufficiency Analysis
  - Capital Improvements Plan
- Capital Improvements Plan
- Collected monies must be used within certain timeframe, set by Capital Improvements Plan
- Partial cost of the Roadway Sufficiency Analysis can be recouped through the collected fees

### **Transferable Development Rights (TDR)**

Transferable development rights is the attaching of development rights to specified lands which are desired by a municipality to be kept undeveloped, but permitting those rights to be transferred from those lands so that the development potential which they represent may occur on other lands where more intensive development is deemed to be appropriate.

Transferable Development Rights (TDRs) is a zoning tool that allows conservation and development to coexist within a municipality. Growth is directed to preferred locations through the sale and purchase of development rights. Development rights are established for a given piece of land and can be separated from the title of that property. These rights can then be transferred in fee simple to another location within a parcel of land (in the case of a planned residential development) or to another location within a municipality where development is desirable and planned for.

The sale of TDRs leaves the rural landowner in possession of title to the land and the right to use the property as a farm, open space or for some related purpose. However, it removes the owner's right to develop the property for other purposes. The transfer of development rights allows the purchaser of the development rights to then develop another parcel more intensively than would otherwise be permitted.

While the TDR program is part of the municipal zoning ordinance, the actual buying and selling of development rights remain with the property owner. TDRs are implemented on a voluntary basis.

From: *Land Use In Pennsylvania: Practices and Tools An Inventory, Governor's Center for Local Government Services.*

## Integrated Resource Planning

*Guidelines for Developing an Integrated Resource Plan Under the Delaware River Basin Commission Southeastern Pennsylvania Ground Water Protected Area Regulations* identify Integrated Resource Planning as a tool to:

1. Evaluate and develop management objectives and strategies on a subbasin basis to ensure that ground and surface water withdrawals are managed in a manner that protects both instream and withdrawal uses in the subbasin.
2. Evaluate the adequacy of existing ground and surface water resources to meet all existing and future needs in the subbasin, and assess options for meeting those needs.
  - Assess water resources and existing uses of water, including availability, quality, quantity, and limitations.
  - Estimate future water demands and resource requirements.
  - Assess the capacity of the subbasin to meet present and future demands for withdrawal and nonwithdrawal uses such as instream flows. Determine if new sources of supply are needed, and if so, how to evaluate and select such sources, with consideration of implications for the size, quality and quantity of natural resources.
  - Consider stormwater and floodplain management.

The multiple objectives that the IRP process is designed to evaluate include demands on water resources for supply purposes and for maintaining the instream flows necessary for the protection of aquatic resources, recreational use and other uses. In all cases, sufficient flows are required to protect and maintain existing and designated uses. There is the potential for conflict among these demands, and the IRP needs to identify the points of conflict, and propose methods to avoid or resolve conflicting demands. The first step in this process is to assess the ability of the water resources of the subbasin to meet the demand. After the assessment of water resources and water use, available water resources should be compared to current and future water needs (both for water supply and instream uses) to determine if potential resource shortfalls and limitations may occur.

Factors to consider in the IRP include protecting surface and ground water from over-withdrawal, and balancing withdrawals with instream uses. Developing approaches to protect resources and resolve issues must consider that water quantity and water quality are interrelated. Because of this close relationship, sufficient stream flow must be maintained to protect the physical, chemical, and biological characteristics of the stream.

Important flow levels to consider include flood/floodplain maintenance flows, flushing (of fine sediment) flows, channel maintenance flows, and even the occasional drought.

Urbanization of watersheds can rapidly alter flow regimes with pervasive effects on aquatic communities. In particular, urbanization increases impervious surface area within a watershed, which increases surface runoff rates. The first effect of this change is to decrease surface infiltration of water, which decreases ground water recharge. The second effect is to more rapidly transport precipitation to the stream network.

After urbanization, streams receive more water at a faster rate from a set precipitation level. This change in the hydrology of storm events causes peak flows to be higher (increasing the chance of a flood event per given precipitation event), increases the rate of the rising and falling water levels (i.e., they change faster), decreases the duration of the peak flows, and decreases base flow to the stream.

Base flow is reduced because ground water runs across the surface and out the stream network, instead of infiltrating into the ground and seeping out to the streams over time through ground water discharge. In addition, urbanization has the potential to cause numerous other impacts, including the delivery of fine sediments into streams during the “build-out” of the watershed, fragmenting quality stream habitat with stream crossings and/or dams, reduction in riparian habitats (direct elimination of habitat with instream consequences for water quality and nutrient sources), and the altering of ecological pathways (e.g., attempts to eliminate natural flooding).

3. Engage stakeholders as active participants in developing effective, long-term water resource management objectives and strategies.
4. Consider the inter-relationship of water quality and water availability for current and future water uses in a subbasin.
5. Assist planners to better integrate water resources protection in land use planning. Almost all land use decisions affect water resources. Growth is occurring in most subbasins of the Ground Water Protected Area. Integrated Resource Plans can assist in better managing *how* that growth occurs. The availability of ground or surface water, individually, may not be a limiting factor for growth, since a combination of both or sources of water outside of the subbasin may exist. By evaluating all water resources options, existing and future needs may be met while simultaneously protecting the resources and supporting other uses including instream flow needs.

Critical elements in Integrated Resource Planning include:

- Initiating multi-municipal effort involving all municipalities that share the resources of common subbasins for water supply and/or wastewater disposal,
- Involving the water supply and wastewater utilities operating within or planning to operate within those municipalities,
- Including the geographic area of the subbasins whose resources are shared by the municipalities and be based upon maintaining the quantity (e.g., ground water balances and dry weather stream base flows, etc.) and quality (e.g., protection of sources of water supplies from pollutant runoff, etc.) of the water resources of those subbasins;
- Addressing the municipalities’ growth and land use management objectives and the utility’s (ies’) objectives,
- Considering all reasonable options for meeting new needs, including expanded conservation management practices, available capacity in existing systems, and development of new sources,

- Guiding the placement of infrastructure to concentrate growth in designated growth areas and restrict growth in designated rural areas.

### **Agriculture Protection Zoning (APZ)**

Agricultural Protection Zoning ordinances designate areas where farming is the primary land use, and discourage other land uses in those areas.

Agricultural Protection Zoning stabilizes the agricultural land base by keeping large tracts of land relatively free of non-farm development. This can reduce the likelihood of conflicts between farmers and their non-farming neighbors. Maintaining a critical mass of agricultural land can ensure that there will be enough farmland to support local agricultural services.

From: *Land Use In Pennsylvania: Practice and Tools An Inventory, Governor's Center for Local Government Services.*

### **Agricultural Conservation Easements**

Conservation easements permanently protect farms from development. Landowners voluntarily sell conservation easements to a government entity or private conservation organization or land trust. The agency or organization usually pays them the difference between the value of the land for agricultural use, and the value of the land for its "highest and best use" which is generally residential or commercial development. A deed of conservation easement is recorded in the county recorder of deeds office.

Conservation easements may also be sold or donated to private land trusts.

Conservation easements permanently preserve land for agricultural use. Purchase of easements by municipalities on their own can be done more selectively and expeditiously as they do not have to conform to the county or State guidelines. The donation or bargain in sale of a conservation easement can also provide significant federal and state tax benefits to the land owner. PA Act 153 of 1996 allows school boards to cap real estate taxes for preserved land.

From: *Land Use In Pennsylvania: Practice and Tools An Inventory, Governor's Center for Local Government Services.*

### **Map of Potential Conservation Lands**

A Map of Potential Conservation Lands can serve as the basis for evaluation of development projects. The principal purpose of the Map is to establish an overall structure for an open space network and to demonstrate how the open space in any individual subdivision would fit into this broader framework. Such an approach would ensure that the conservation network in the Municipality will be interconnected.

The Map would outline areas that are recommended to be conserved throughout the Municipality. Resources typically shown are: wetlands and associated buffers; floodways and floodplains; moderate and steep slopes; groundwater resources and recharge areas; woodlands; productive farmland;

significant wildlife habitats; historic, archaeological and cultural features; and scenic view-sheds from public roads. However, the identification of features should be tailored to meet local needs and conditions.

The Map typically shows three broad categories. Primary Conservation Areas are deemed to be unsuitable for development due to extremely severe environmental constraints. Usually these are floodplains, wetlands and areas of slope exceeding 25%. Secondary Conservation Areas contain lands that can be developed but that are significant locally and worthy of consideration for conservation. Existing Protected Lands are shown to see the relationship to other potentially protected lands.

APPENDIX 3

GENERAL BACKGROUND DATA

## POPULATION AND HOUSING

Tables A-1 through A-21 present information on the Region's population and housing characteristics. Where 2010 Census data is available, it is included in the tables. The following observations can be made from the tables:

- The population of the Region increased by 1.6% from 2000 to 2010. Annville (5.5%) and North Annville (4.5%) experienced increases. Cleona (-3.0%) and South Annville (-3.3%) experienced decreases. From 1990 to 2000 only Annville (5.22%) experienced an increase. Cleona (-7.49%), North Annville (-6.64%) and South Annville (-2.06%) all experienced decreases. Lebanon County as a whole and Pennsylvania experienced increases in both decades, with Lebanon County growing at a faster rate than Pennsylvania.
- The percentage of females in the Region grew slightly from 2000 to 2010, from 51.7% to 51.9%. Only South Annville experienced a decline in the percentage female.
- From 2000 to 2010, Annville, Cleona and North Annville experienced a decrease in the percentage of the population 0-4 years of age. South Annville had the same percentage in both years. Lebanon County had an increase in the percentage 0-4 years of age.

Annville has a much higher percentage of its population 5 to 24 years old because of Lebanon Valley College. The percentage of the population 5 to 24 years of age increased in Annville from 2000 to 2010, from 42.8% to 44.4%. The other municipalities had decreases – Cleona from 24.9 to 24.8%, North Annville from 27.2 to 23.8% and South Annville from 25.1 to 24.2%.

From 2000 to 2010, the percentage of the Annville population 25-64 years old decreased from 39 to 38.4%. In Cleona, the percentage increased from 54.3 to 56.5%. In North Annville there was a decrease from 52.8 to 52.0%. In South Annville there was an increase from 54.2 to 55.0%.

From 2000 to 2010, the percentage of the Annville population 65 years and older remained at 13.5%. The percentage 65 and older in Cleona decreased from 14.8 to 13.2%. The percentage in North Annville increased from 14.2 to 20.0%. The percentage in South Annville remained at 15.2%.

- While the Region's population remains predominantly white, the percentage decreased slightly from 2000 to 2010. The Hispanic population approximately doubled from 2000 to 2010, though the 2010 percentage Hispanic ranged from 3.8% in Annville to 1.0% in North Annville.
- The Region experienced a 5.27% increase in total housing units from 2000 to 2010, compared to a 12.72% increase for Lebanon County as a whole. The Region had an

increase of 235 in the total of housing units from 2000 to 2010, compared to an increase of 115 from 1990 to 2000. From 2000 to 2010, the total housing units increased 6.17% in Annville, 14.63% in North Annville and 2.13% in South Annville. Cleona experienced a 1.2% decline in housing units.

- Annville and Cleona have a housing stock older than that in North Annville, South Annville and Lebanon County as a whole. South Annville has the newest housing stock in the Region. In 2000, median age of housing was 1959 in Lebanon County, 1950 in Annville, 1954 in Cleona, 1961 in North Annville and 1973 in South Annville. Much of the housing stock in Annville, 42.4%, was constructed prior to 1940.
- In 2000, 57% of housing units in Lebanon County was single family detached (SFD). In the Region as a whole, 65% were SFD. The percentages in Annville and Cleona were lower, 50 and 64, respectively, and the percentages in North Annville and South Annville higher, 83 and 74%, respectively.

Annville had 42% of its units in single attached (townhouse) units and 2-4 unit structures. Cleona had 32%, North Annville 10%, and South Annville 5%. Most units in structures 5 or more units are in Annville and Cleona. South Annville, North Annville and Annville have mobile home parks. The park in Annville is undergoing expansion.

- Average household size decreased from 2000 to 2010 in Cleona, North Annville (largest decline, 2.72 to 2.52) and South Annville. Annville's increase from 2.35 to 3.10 is questionable.

Total households increased from 2000 to 2010 by 85 in Annville, 116 in North Annville and 5 in South Annville. Cleona had a decrease of 17.

- From 2000 to 2010 owner occupied housing in Lebanon County increased from 68.6 to 72.0%. Cleona also increased from 74.6 to 78%. North Annville decreased from 78.2% to 77.4%. South Annville increased from 86.1% to 88.6%. Annville experienced a decrease in ownership from 62.0% in 2000 to 58.9% in 2010, which is problematic as the percentage of ownership is already 18 to 20% below the other municipalities in the Region.

**Table A-1: Historic Population Counts and Rates of Change, 1970-2010**

	1970	1980	% Decennial Change	1990	% Decennial Change	2000	% Decennial Change	2010	% Decennial Change
Pennsylvania	11,800,766	11,863,895	0.53%	11,881,643	0.15%	12,281,054	3.36%	12,702,379	3.4%
Lebanon County	99,665	108,582	8.95%	113,811	4.82%	120,327	5.73%	133,568	11.0%
Annville-Cleona School District	10,327	11,709	13.38%	12,065	3.04%	11,891	-1.44%	12,078	1.6%
Annville	4,704	4,493	-4.49%	4,294	-4.43%	4,518	5.22%	4,767	5.5%
Cleona	2,040	2,003	-1.81%	2,322	15.93%	2,148	-7.49%	2,080	-3.0%
North Annville	2,180	2,421	11.06%	2,441	0.83%	2,279	-6.64%	2,381	4.5%
South Annville	1,403	2,792	99.00%	3,008	7.74%	2,946	-2.06%	2,850	-3.3%

Source: U.S. Census Bureau, Lebanon County Planning Department

**Table A-2: Male/Female Distribution over the Total Population, 2000 and 2010**

	2000 Census				2010 Census			
	Male	%	Female	%	Male	%	Female	%
Lebanon County	58,610	48.70	61,717	51.30	65,161	48.80	68,407	51.20
Annville-Cleona School District	5,740	48.30	6,151	51.70	5,814	48.10	6,264	51.90
Annville	2,116	46.80	2,402	53.20	2,223	46.60	2,544	53.40
Cleona	1,057	49.20	1,091	50.80	1,024	49.20	1,056	50.80
North Annville	1,124	49.30	1,155	50.70	1,148	48.20	1,233	51.80
South Annville	1,443	49.00	1,503	51.00	1,419	49.80	1,431	50.20

Source: U.S. Census Bureau

**Table A-3: Age Distribution of Percentage of Total Population, 2000**

	2000				
	% 0-4 yrs	% 5-17 yrs	% 18-24 yrs	% 25-64 yrs	% 65 & older
Pennsylvania	5.90	17.90	8.90	51.70	15.60
Lebanon County	6.10	17.60	8.20	51.70	16.40
Annville-Cleona School District	5.40	16.00	16.20	48.20	14.30
Annville	4.80	11.60	31.20	39.00	13.50
Cleona	6.00	17.90	7.00	54.30	14.80
North Annville	5.80	20.30	6.90	52.80	14.20
South Annville	5.50	18.00	7.10	54.20	15.20

Source: U.S. Census Bureau

**Table A-4: Age Distribution of Percentage of Total Population, 2010**

Age Group	Lebanon County	Annville	Cleona	North Annville	South Annville
Under 5 years	6.3	3.8	5.5	4.2	5.5
5 to 9 years	6.3	4.1	6.0	5.0	5.8
10 to 14 years	6.4	4.9	7.0	6.8	7.3
15 to 19 years	6.5	14.0	6.3	7.0	6.5
20 to 24 years	5.8	21.4	5.5	5.0	4.6
25 to 29 years	5.6	5.7	6.7	4.5	3.2
30 to 34 years	5.5	4.2	6.3	3.4	4.2
35 to 39 years	6.2	5.1	6.3	5.4	5.5
40 to 44 years	6.5	5.5	7.7	5.7	6.4
45 to 49 years	7.4	5.0	8.2	7.8	8.9
50 to 54 years	7.3	4.4	8.8	10.4	8.9
55 to 59 years	6.9	4.4	7.0	9.0	8.7
60 to 64 years	6.1	4.1	5.5	5.8	9.2
65 to 69 years	4.8	3.0	4.0	4.6	5.3
70 to 74 years	3.7	2.0	2.9	3.4	3.5
75 to 79 years	3.1	2.1	2.7	3.5	2.7
80 to 84 years	2.6	2.4	1.8	3.6	2.0
85 years and over	2.7	4.0	1.8	4.9	1.7

Source: U.S. Census Bureau

**Table A-5: Composition by Race, 2010**

	Total Population	White	% of Total	Black	% of Total	Indian, Eskimo, or Aleut	% of Total	Asian or Pacific Islander	% of Total	Other Race or Two or More Races	% of Total
Lebanon County	133,568	121,566	91.00	2,885	2.20	250	0.20	1,569	1.20	7,349	5.50
Annville	4,767	4,499	94.40	72	1.50	6	0.10	73	1.50	117	2.50
Cleona	2,080	1,984	95.40	20	1.00	7	0.30	20	1.00	49	2.40
North Annville	2,381	2,347	98.60	4	0.20	1	0.00	5	0.20	24	1.00
South Annville	2,850	2,783	97.60	20	0.70	1	0.00	14	0.50	32	1.10

Source: U.S. Census Bureau

**Table A-6: Composition by Race, 2000**

	Total Population	White	% of Total	Black	% of Total	Indian, Eskimo, or Aleut	% of Total	Asian or Pacific Islander	% of Total	Other Race	% of Total
Lebanon County	120,327	113,662	94.50	1,548	1.30	157	0.10	1110	0.90	3,850	3.20
Annville Cleona School District	11,891	11,524	96.90	82	0.70	7	0.10	113	1.00	165	1.40
Annville	4,518	4,310	95.40	49	1.10	1	0.00	61	1.40	97	2.10
Cleona	2,148	2,074	96.60	22	1.00	1	0.00	27	1.30	24	1.10
North Annville	2,279	2,256	99.00	0	0.00	4	0.20	3	0.10	16	0.70
South Annville	2,946	2,884	97.90	11	0.40	1	0.00	22	0.70	28	1.00

Source: U.S. Census Bureau

**Table A-7: Lebanon County Population of Hispanic Origin, 2000 and 2010**

	2000			2010		
	Total Population	Hispanic		Total Population	Hispanic	
		Total	Percent		Total	Percent
Lebanon County	120,327	5,969	4.96%	133,568	12,410	9.31%
Annville	4,518	81	1.79%	4,767	180	3.8%
Cleona	2,148	29	1.35%	2,080	67	3.1%
North Annville	2,279	17	0.75%	2,381	24	1.0%
South Annville	2,946	37	1.26%	2,850	72	2.5%

“Hispanic Origin” is considered an ethnic classification, not racial, and therefore can encompass many races.  
 Source: U.S. Census Bureau

**Table A-8: 1989/1999 Poverty Comparison\***

	1989			1999			Percent Change
	Total Population	Total in Poverty	Percent in Poverty	Total Population	Total in Poverty	Percent in Poverty	
Annville-Cleona School District	12,005	495	4.12%	11,891	526	4.42%	0.30%
Annville	4,294	219	5.10%	4,518	216	4.78%	-0.32%
Cleona	2,322	51	2.20%	2,148	74	3.45%	1.25%
North Annville	2,383	70	2.94%	2,279	126	5.53%	2.59%
South Annville	3,006	155	5.16%	2,946	110	3.73%	-1.42%

Source: U.S. Census Bureau  
 Not based on 100% data.

**Table A-9: 1989/1999 Income Comparison\***

	1989			1999					
	Median Household Income	Median Family Income	Per Capita Income	Median Household Income	% Change	Median Family Income	% Change	Per Capita Income	% Change
<b>Annville-Cleona School District</b>									
Annville	\$42,600	\$48,300	\$16,700	\$43,500	2.10	\$52,000	7.70	\$19,300	15.60
Cleona	\$51,900	\$57,800	\$22,300	\$52,000	0.20	\$60,800	5.20	\$24,500	9.90
North Annville	\$52,500	\$57,200	\$24,700	\$57,700	9.90	\$65,300	14.20	\$23,900	-3.20
South Annville	\$58,000	\$67,500	\$25,400	\$59,400	2.40	\$63,700	-5.60	\$25,600	0.80

Source: U.S. Census Bureau

\*All values adjusted to 2005 dollars; median values not available at the school district level.

**Table A-10: Families with Single Mothers with Children Under Age 5 Below the Poverty Level, 1999**

	Total Families	Families with Incomes Below the Poverty Level		Families of Single Mothers with Children Under Age 5 with Incomes Below the Poverty Level		
		Total	% of Total Families	Total	% of Total Families	% of Total Families in Poverty
Pennsylvania	3,225,707	250,296	7.76%	23,309	0.72%	9.31%
Lebanon County	32,890	1,770	5.38%	240	0.73%	13.56%
<b>Annville-Cleona School District</b>	<b>3,086</b>	<b>96</b>	<b>3.11%</b>	<b>4</b>	<b>0.13%</b>	<b>4.17%</b>
Annville	918	14	1.53%	0	0.00%	0.00%
Cleona	648	18	2.78%	0	0.00%	0.00%
North Annville	641	33	5.15%	4	0.62%	12.12%
South Annville	879	31	3.53%	0	0.00%	0.00%

Source: U.S. Census Bureau

\*Not based on 100% data.

**Table A-11: Percent of Population over 25 with at Least a High School Diploma, 1990 and 2000**

	1990	2000	% Change
Pennsylvania	74.70	81.90	7.20
Lebanon County	70.00	78.60	8.60
Annville-Cleona School District	74.30	82.30	8.10
Annville	67.20	79.30	12.10
Cleona	78.90	84.90	6.00
North Annville	73.20	83.00	9.80
South Annville	80.30	83.60	3.30

Source: U.S. Census Bureau

**Table A-12: Percent of Population over 25 with at Least a Bachelor Degree, 1990 and 2000**

	1990	2000	% Change
Pennsylvania	17.90	22.40	4.50
Lebanon County	11.8	15.40	3.60
Annville-Cleona School District	15.20	16.30	1.00
Annville	12.90	16.80	3.90
Cleona	17.40	15.90	-1.50
North Annville	12.90	14.90	2.00
South Annville	18.30	16.90	-1.40

Source: U.S. Census Bureau

**Table A-13: Educational Attainment of Persons Age 25 and Older, 2000\***

	Total Sample Population	Less than High School Degree		High School Graduate or Equivalency		Some College or Associates Degree		Bachelor's Degree or Higher	
		Total	Percent	Total	Percent	Total	Percent	Total	Percent
Pennsylvania	8,266,284	1,496,105	18.10	3,150,013	38.11	1,772,535	21.44	1,847,631	22.35
Lebanon County	82,008	17,542	21.39	38,244	46.63	13,600	16.58	12,622	15.39
<b>Annville-Cleona School District</b>	<b>7,488</b>	<b>1,323</b>	<b>17.67</b>	<b>3,410</b>	<b>45.54</b>	<b>1,538</b>	<b>20.54</b>	<b>1,217</b>	<b>16.25</b>
Annville	2,438	504	20.67	1,033	42.37	492	20.18	409	16.78
Cleona	1,481	224	15.12	668	45.10	353	23.84	236	15.94
North Annville	1,520	259	17.04	781	51.38	254	16.71	226	14.87
South Annville	2,049	336	16.40	928	45.29	439	21.43	346	16.89

Source: U.S. Census Bureau

\*Based on a sample population; not based on 100% data.

**Table A-14: Historic Housing Unit Statistics and Rates of Change, 1990-2010**

	Total Housing Units 1990	Total Housing Units 2000	Total Housing Units 2010	1990-2000 Absolute Change	1990-2000 % Change	2000-2010 Absolute Change	2000-2010 % Change
Lebanon County	44,634	49,320	55,592	4,686	10.50	6,272	12.72
Annville-Cleona School District	4,344	4,459	4,694	115	2.80	235	5.27
Annville	1,442	1,556	1,652	114	7.90	96	6.17
Cleona	915	913	902	-2	-0.20	-11	-1.20
North Annville	889	861	987	-28	-3.10	126	14.63
South Annville	1,098	1,129	1,153	31	2.80	24	2.13

U.S. Census Bureau, Lebanon County Assessment Office

**Table A-15: Year of Housing Unit Construction**

	Total	Built 1990 to March 2000		Built 1980 to 1989		Built 1970 to 1979		Built 1960 to 1969		Built 1950 to 1959		Built 1940 to 1949		Built 1939 or Earlier		Median Age of Housing
		Total	%	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%	
Lebanon County	49,320	6,215	12.6	5,636	11.4	7,463	15.1	4,670	9.5	6,000	12.2	4,125	8.4	15,211	30.8	1959
Annville-Cleona School District	4,459	347	7.8	546	12.2	685	15.4	526	11.8	633	14.2	380	8.5	1,342	30.1	N/A
Annville	1,556	119	7.6	80	5.1	162	10.4	181	11.6	231	14.8	123	7.9	660	42.4	1950
Cleona	913	17	1.9	150	16.4	85	9.3	100	11.0	181	19.8	133	14.6	247	27.1	1954
North Annville	861	92	10.7	113	13.1	109	12.7	132	15.3	134	15.6	45	5.2	236	27.4	1961
South Annville	1,129	119	10.5	203	18.0	329	29.1	113	10.0	87	7.7	79	7.0	199	17.6	1973

Source: U.S. Census Bureau

**Table A-16: Housing Types by Units in Structure, 2000**

	Total	Single Detached		Single Attached		2-4 Units Per Structure		5-9 Units Per Structure		10+ Units per Structure		Manufactured Home	
		#	%	#	%	#	%	#	%	#	%	#	%
Pennsylvania	5,249,750	2,935,248	56	940,396	18	515,543	10	179,909	3	415,405	8	263,249	5
Lebanon County	49,320	28,234	57	9,137	19	5,241	11	1,691	3	2,077	4	2,940	6
Annville-Cleona School District	4,459	2,903	65	596	13	508	11	56	1	62	1	334	7
Annville Twp.	1,556	771	50	365	23	295	19	45	3	34	2	46	3
Cleona	913	586	64	186	20	110	12	4	0	24	3	3	0
North Annville	861	713	83	19	2	71	8	7	1	4	0	47	5
South Annville	1,129	833	74	26	2	32	3	0	0	0	0	238	21

Source: U.S. Census Bureau

**Table A-17: Households and Household Size Trends, 2000 and 2010**

	Households*		Absolute Change	% Change	Average Household Size*		Absolute Change	% Change
	2000	2010			2000	2010		
Lebanon County	46,551	52,258	5,707	12.26	2.49	2.49	0	0
Annville-Cleona School District	4,254	4,443	189	4.44	2.51	2.72 <sup>1</sup>	0.21	8.36
Annville	1,452	1,537	85	5.85	2.35	3.10	0.75	31.9
Cleona	879	862	-17	-1.93	2.44	2.41	-0.03	-1.23
North Annville	828	944	116	14.01	2.72	2.52	-0.20	-7.35
South Annville	1,095	1,100	5	0.45	2.61	2.59	-0.02	-0.77

Source: U.S. Census Bureau

<sup>1</sup> Calculated by dividing Census population by Census households. Average household size listed in Census is 2.25.

**Table A-18: Occupancy Statistics by Tenure, 2000 and 2010**

	% Owner Occupied 2000	% Renter Occupied 2000	% Vacant 2000	% Owner Occupied 2010	% Renter Occupied 2010	% Vacant 2010
Lebanon County	68.60	25.70	5.70	72.00	28.00	6.00
Annville	62.00	31.40	6.60	58.90	41.10	7.00
Cleona	74.60	21.70	3.70	78.00	22.00	4.40
North Annville	78.20	18.00	3.80	77.40	22.60	4.40
South Annville	86.10	10.90	3.00	88.60	11.40	4.60

Source: U.S. Census Bureau

**Table A-19: Selected Monthly Owner Costs as a Percentage of Household Income for Owner Occupied Housing, 1999**

	Total Owner Occupied Housing Units*	Less than 30%		Greater than 30%		Not computed**	
		Total	%	Total	%	Total	%
Pennsylvania	2,889,484	2,264,322	78.4	600,717	20.8	24,445	0.8
Lebanon County	28,194	22,879	81.1	5,124	18.2	191	0.7
Annville-Cleona School District	2,654	2,255	85.0	392	14.8	7	0.3
Annville	864	709	82.1	155	17.9	0	0.0
Cleona	643	559	86.9	81	12.6	3	0.5
North Annville	504	443	87.9	57	11.3	4	0.8
South Annville	643	544	84.6	99	15.4	0	0.0

Source: U.S. Census Bureau

\* Represents sample data collected on the long form and reported in Summary Tape File 3 (STF3) by the US Census Bureau.

\*\*Units reporting no income or a net loss in 1999 are included in the "not computed" category.

**Table A-20: Gross Rent for Rental Units as a Percentage of Household Income\*, 2000**

	Total Owner Occupied Housing Units*	Less than 30%		Greater than 30%		Not computed**	
		Total	%	Total	%	Total	%
Pennsylvania	1,348,824	758,499	56.2	479,644	35.6	110,681	8.2
Lebanon County	12,399	8,002	64.5	3,459	27.9	938	7.6
Annville-Cleona School District	917	632	68.9	230	25.1	55	6.0
Annville	482	324	67.2	127	26.4	31	6.4
Cleona	197	149	75.6	44	22.3	4	2.0
North Annville	133	94	70.7	34	25.6	5	3.8
South Annville	105	65	61.9	25	23.8	15	14.3

\* Represents sample data collected on the long form of the decennial census.

\*\*Units reporting no income or a net loss in 1999 are included in the "not computed" category.

Source: U.S. Census Bureau

**Table A-21: Percent of Home Owner Households and Renter Households by Income Category, 2000**

	Income Level							
	<i>Extremely Low Income</i>		<i>Very Low Income</i>		<i>Low Income</i>		<i>Moderate Income and Above</i>	
	HH Income less than 30% of median		HH Income 30%-50% of median		HH Income 50%-80% of median		HH Income over 80% of median	
	% of Renter Occupied Households	% of Owner Occupied Households	% of Renter Occupied Households	% of Owner Occupied Households	% of Renter Occupied Households	% of Owner Occupied Households	% of Renter Occupied Households	% of Owner Occupied Households
Lebanon County	20.59	4.92	20.02	9.72	25.10	18.33	34.30	67.03
Annville-Cleona School District	15.39	3.80	17.17	8.02	22.62	19.21	44.82	68.97
Annville	18.57	4.71	20.68	5.44	13.50	25.63	47.26	64.23
Cleona	7.11	3.36	17.26	8.77	37.56	18.13	38.07	69.74
North Annville	16.77	4.15	8.70	9.94	24.84	16.77	49.69	69.14
South Annville	14.63	2.97	14.63	8.71	30.89	15.37	39.84	72.95

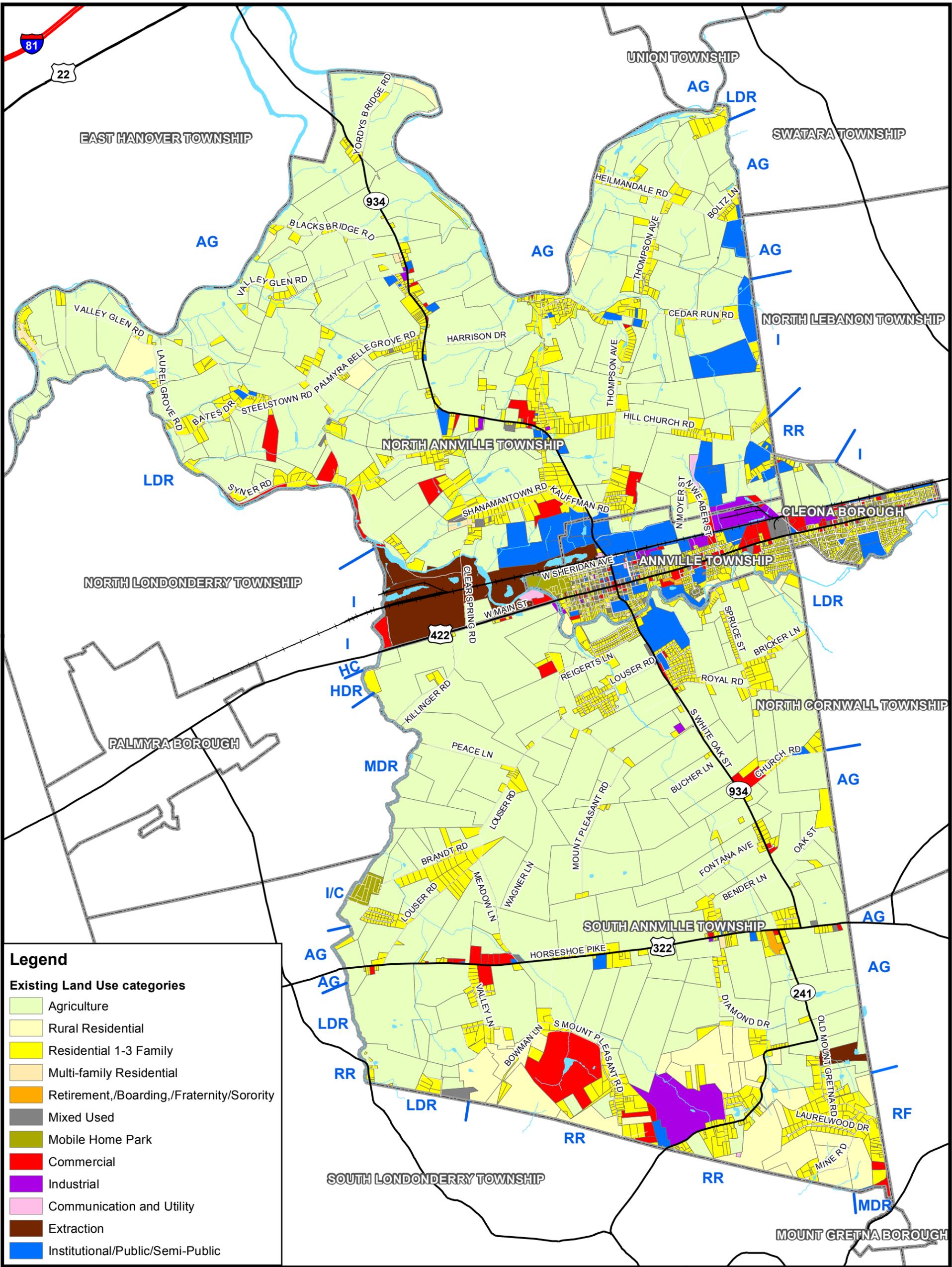
Source: Department of Housing and Urban Development; U.S. Census Bureau, Summary Tape File 3 (STF3)

## EXISTING LAND USE

The following map shows Existing Land Use in the Region from Lebanon County GIS data, as adjusted upon Steering Committee reviews. The map also shows zoning in surrounding municipalities, which is discussed as it relates to the Future Land Use Plan in Chapter 5. Table A-22 gives the distribution of land use from the Existing Land Use Map.

**Table A-22: Existing Land Use - Annville-Cleona Region**

Existing Land Use	Acres	Percent
Agriculture	17,639	71.5
Commercial	627	2.5
Communication and Utility	23	0.09
Extraction	503	2.0
Industrial	297	1.2
Institutional/Public/Semi-Public	897	3.6
Mixed Use	92	0.37
Mobile Home Park	80	0.32
Multi-family Residential	44	0.18
Residential 1-3 Family	3,325	13.5
Retirement/Boarding/Fraternity/Sorority	18	0.07
Rural Residential	1,128	4.6
<b>Total</b>	<b>24,673</b>	



**Legend**

**Existing Land Use categories**

- Agriculture
- Rural Residential
- Residential 1-3 Family
- Multi-family Residential
- Retirement, /Boarding, /Fraternity/Sorority
- Mixed Used
- Mobile Home Park
- Commercial
- Industrial
- Communication and Utility
- Extraction
- Institutional/Public/Semi-Public

READING  
1047 North Park Road  
PO Box 6307  
Reading, PA 19610-0307  
PH: 610.621.2000  
FAX: 610.621.2001

LEHIGH VALLEY  
City Line Plaza, Suite 300  
2005 City Line Road  
Bethlehem, PA 18017-7701  
PH: 610.849.9700  
FAX: 610.849.9701

**SSM**  
SSM GROUP, INC  
Engineering and Environmental Services  
ssmgroup.com

01/05/12

G:\projects\w100000\w109613\w0001\projects\P11x17\Existing\_Luse\_S\_zoning.mxd

Data source: Lebanon County GIS, PennDOT, SSM

**Legend**

- Road
- Railroad
- Stream/Pond
- Municipal Boundary



*Existing Land Use Map with Surrounding Zoning  
Annville, North Annville and South Annville Townships and Cleona Borough*

*Regional Comprehensive Plan  
Lebanon County, Pennsylvania*

Land use in the Region as a whole is predominantly agricultural, 71.5%, as most of North Annville and South Annville are in agriculture. Rural residential land use is primarily concentrated in the southern portion of South Annville Township. Residential 1-3 Family is concentrated in Annville and Cleona and the northernmost portion of South Annville, and scattered throughout North Annville and the remainder of South Annville. Most of the retirement/boarding/fraternity/sorority and mixed use categories are located in Annville and Cleona. Mobile home parks are found in North Annville, South Annville and Annville.

Commercial uses tend to be concentrated along Route 422 in Annville and Cleona and in Mount Pleasant in South Annville. Some are scattered in North Annville and South Annville. The large commercial use in the southern part of South Annville is a campground. The large industrial area near that campground is a wood products business. Otherwise, most of the industrial uses are located in eastern Annville and western Cleona, except for the concrete business in central Annville. The large extraction use in North Annville and Annville is a quarry and materials plant.

Institutional/Public/Semi-Public uses include Lebanon Valley College, Annville-Cleona School District properties, municipally-owned properties, churches, cemeteries, fire companies and recreational associations, among others. The Greater Lebanon Refuse Authority owns land in eastern North Annville. The extensive institutional area in southern North Annville and central and northern Annville is Lebanon Valley College.

### **Land Use Regulations**

Annville has adopted a subdivision and land development ordinance. Cleona, North Annville and South Annville are under the jurisdiction of the County Ordinance. All four municipalities have adopted zoning ordinances.

### **ECONOMIC DATA**

Tables A-23 and A-24 provide data for Pennsylvania, Lebanon County and the Region for employment by industry in 2000 and employment by occupation in 2000.

**Table A-23: Employment by Industry 2000, in Percent**

	<b>Pennsylvania</b>	<b>Lebanon County</b>	<b>Annville-Cleona School District</b>
Agriculture, Forestry, Fishing, Hunting and Mining	1.3	2.8	3.1
Construction	6.0	6.5	4.8
Manufacturing	16.0	21.9	19.1
Wholesale Trade	3.6	4.9	3.8
Retail Trade	12.1	11.3	11.5
Transportation, Warehousing, Utilities	5.4	4.6	3.7
Information	2.6	1.7	1.6
Finance, Insurance, Real Estate, Rental Leasing	6.6	3.8	3.2
Professional, Scientific, Management, Administrative, and Waste Management Services	8.5	5.6	6.0
Education, Health and Social Services	21.9	21.1	24.5
Arts, Entertainment, Recreation, Accommodation & Food Services	7.0	7.4	10.3
Other Service Industries	4.8	4.6	4.6
Public Administration	4.2	3.8	3.8

Source: U.S. Census Bureau

**Table A-24: Employment by Occupation 2000, in Percent**

	Pennsylvania	Lebanon County	Annville-Cleona School District
Management, Professional and Related	32.6	25.4	27.5
Service	14.8	16.0	18.4
Sales and Office	27.0	23.9	23.5
Farming, Fishing and Forestry	0.5	1.1	1.1
Construction, Extraction and Maintenance	8.9	10.4	9.9
Production, Transportation and Material Moving	16.3	23.2	19.6

Source: U.S. Census Bureau

Compared to Lebanon County as a whole with regard to industry, the Region had higher percentages in agriculture, etc.; retail trade; professional, etc.; education, health and social services; and arts, entertainment, recreation, accommodation and food services.

Compared to Lebanon County as a whole with regard to occupation, the Region had higher percentages in management, professional and related services.

Table A-25 lists the top commuter destinations for residents of the Annville-Cleona School District in 2000.

**Table A-25: Top Commuter Destinations, Annville-Cleona School District - 2000**

Top Commuter Destinations	Commuters	
	#	Percent
Derry Township, Dauphin Co.	1,016	16.4
Annville Township	909	14.7
City of Lebanon	634	10.2
South Annville Township	268	4.3
Cleona Borough	224	3.6
Palmyra Borough	206	3.3
City of Harrisburg, Dauphin Co.	187	3.0
North Cornwall Township	161	2.6
North Annville Township	152	2.5
South Lebanon Township	144	2.3
<b>Total traveling to top 10</b>	<b>3,901</b>	<b>63.0</b>

Source: Lebanon County Comprehensive Plan

Top destinations were Derry Township in Dauphin County (where Hershey Foods Corporation is located); Annville Township, where Lebanon Valley College, Butler Manufacturing, and approximately 97 businesses are located; the City of Lebanon; South Annville Township (where Weaver, Inc. is located); and Cleona Borough, where a number of businesses are located along and near Route 422.

Table A-26 lists the top 50 employers in Lebanon County.

**Table A-26: Lebanon County Top 50 Employers**

4<sup>th</sup> Quarter 2010 Initial Data - Federal and State Government Entities Aggregated

Rank	Name of Employer	Rank	Name of Employer
1	Federal Government	26	Lowe's Home Centers, Inc.
2	The Good Samaritan Hospital	27	Supreme Mid-Atlantic Corp.
3	Farmers Pride, Inc.	28	Weis Markets, Inc.
4	Lebanon County	29	Giant Food Stores LLC
5	Temp Force LP	30	LutherCare
6	Ingram Micro CLBT	31	Boyo Transportation Services, Inc.
7	Cornwall-Lebanon School District	32	Schott North America, Inc.
8	Philhaven	33	Murry's Inc.
9	Lebanon School District	34	Annville Cleona School District
10	State Government	35	Bluescope Buildings
11	Tyco Electronics Corporation	36	Lebanon Valley Brethren Home
12	Wal-Mart Associates, Inc.	37	R&L Carriers Shared Services
13	Bayer Healthcare LLC	38	Ballantine Restaurants LP
14	Swift Transportation Co., Inc.	39	Heartland Employment Services
15	Sid Tool Co., Inc.	40	YMCA of Lebanon County
16	Lebanon Valley College	41	Ask Foods, Inc.
17	BC Natural Chicken, LLC	42	Axious Employment Group, Inc.
18	Palmyra Area School District	43	Pennsylvania Precision

Rank	Name of Employer	Rank	Name of Employer
19	Northern Lebanon School District	44	Hain Pure Protein Corporation
20	Brightbill Transportation, Inc.	45	Synergy Employment Group, Inc.
21	ECC Retirement Village	46	Boscovs Department Store, LLC
22	Eastern Lebanon County School District	47	D B Fisher School Student Trans, Inc.
23	Cornwall Manor Retirement Community	48	Milprint, Inc.
24	Dutchman's Country Market, Inc.	49	DAS Distributors, Inc.
25	Weaber, Inc.	50	Kohls Department Stores, Inc.

\*Pennsylvania State Government includes all state employment except Pennsylvania State University, SEPTA, and the System of Higher Education.

Center for Workforce Information & Analysis

The federal government ranks first (Fort Indiantown Gap and VA Medical Center). Top 50 employers located in the Annville-Cleona Region include Lebanon Valley College (16), Weaber, Inc. (25), Giant Food Stores (29), Annville-Cleona School District (34) and Bluescope Buildings (Butler Manufacturing (35).

Lebanon County typically has one of the better unemployment rates in the State. In October 2011, the unemployment rate in Pennsylvania was 7.2% while the unemployment rate for Lebanon County was 5.9%.

## RECREATION

Table A-27 is the Lebanon County Park and Recreation Land Classification System contained in the Lebanon County Comprehensive Plan.

**Table A-27: Lebanon County Park and Recreation Land Classification System**

Type/Size/Service Radius	Definition	Benefits	Appropriate Amenities	Maintenance Level
<b>Mini Park</b> 0-5 acres ¼-mile service radius	Smallest park type, addresses limited recreation need	<ul style="list-style-type: none"> <li>▪ Provides close-to-home recreation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Playground</li> <li>▪ Benches, seating area</li> </ul>	High level of maintenance associated with well developed park and playground and reasonably high visitation
<b>Neighborhood Park</b> 5-15 acres minimum ½-mile service radius	Focus of neighborhood; in walking/biking distance of visitors	<ul style="list-style-type: none"> <li>▪ Provides access to basic recreation opportunities</li> <li>▪ Contributes to neighborhood identity</li> <li>▪ Establishes sense of community</li> </ul>	<ul style="list-style-type: none"> <li>▪ Play areas</li> <li>▪ Ball fields</li> <li>▪ Game Courts</li> <li>▪ Picnic/Seating</li> <li>▪ Pathways</li> <li>▪ Community gardens</li> </ul>	High level of maintenance associated with well-developed park and reasonably high visitation.
<b>Community Park</b> 25-50 acres, preferably 50-80 acres 2-mile service radius	Large park for active & passive recreation; serves residents municipality-wide. Accommodates large groups.	<ul style="list-style-type: none"> <li>▪ Variety of recreation opportunities for all ages and interests</li> <li>▪ Space for organized, large scale, high participation events</li> <li>▪ Family destination</li> <li>▪ Fitness and wellness opportunities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Play areas</li> <li>▪ Organized sports facilities</li> <li>▪ Pavilions</li> <li>▪ Permanent restrooms</li> <li>▪ Lighting</li> <li>▪ Amphitheaters</li> <li>▪ Pools, Rinks</li> <li>▪ Parking</li> </ul>	Moderate level of maintenance associated with moderate level of development, budget restrictions, inability to perform higher levels of maintenance. Potential for park "friends" or adopt-a-park partners.
<b>School/Community Park</b> Variable	Parkland adjoining a school used for both recreation and education.	<ul style="list-style-type: none"> <li>▪ Combines two public entities for expanded year round recreation.</li> <li>▪ Maximizes public resources</li> <li>▪ Expands recreation opportunities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Youth-oriented game courts and ball fields</li> <li>▪ Play areas</li> <li>▪ Seating</li> <li>▪ Pathways</li> <li>▪ Lighting</li> <li>▪ Parking</li> </ul>	Moderate level of maintenance associated with moderate level of development, budget restrictions. Potential for cooperative agreement with school.
<b>Sports Complex</b> 30+ acres; preferably 50-80 acres	Consolidates sports fields and related facilities in a centralized location.	<ul style="list-style-type: none"> <li>▪ Economy of scale</li> <li>▪ Improved management</li> <li>▪ Municipal showcase</li> <li>▪ Attracts visitors who stimulate local economy</li> </ul>	<ul style="list-style-type: none"> <li>▪ Ball fields</li> <li>▪ Lighting</li> <li>▪ Spectator areas</li> <li>▪ Restrooms, Concessions</li> <li>▪ Landscaping</li> <li>▪ Parking</li> </ul>	State of the art maintenance applied to high quality facilities. Associated with high visitation; revenue generating facilities, tourism.
<b>Special Use Facility</b> Variable	Facility for a single purpose use.	<ul style="list-style-type: none"> <li>▪ Provides special focus recreation opportunities</li> <li>▪ Contributes to community identity</li> </ul>	<ul style="list-style-type: none"> <li>▪ Depends on purpose</li> </ul>	High level of maintenance associated with well-developed park and reasonably high visitation.
<b>Greenways and Trails</b> Variable	Tie park areas and community together to form a contiguous park environment.	<ul style="list-style-type: none"> <li>▪ Connects community</li> <li>▪ Reduces auto dependency</li> <li>▪ Improves air quality</li> <li>▪ Contributes most desired recreation facility for people throughout their lifetime</li> <li>▪ Attracts visitors</li> </ul>	<ul style="list-style-type: none"> <li>▪ Pathways – multipurpose</li> <li>▪ Trailheads</li> <li>▪ Support facilities</li> <li>▪ Signage</li> </ul>	Lowest level of maintenance. Focus on trailheads and trail safety.
<b>Natural Resource Area/ Preserve</b>	Natural areas for the protection and management of natural environment	<ul style="list-style-type: none"> <li>▪ Protects resources</li> <li>▪ Provides wildlife habitat</li> <li>▪ Offers opportunities for environmental education</li> </ul>	<ul style="list-style-type: none"> <li>▪ Trails</li> <li>▪ Signage</li> <li>▪ Support facilities</li> </ul>	Lower level of maintenance.

The County Plan inventoried municipal parks in the Region, including Quittie Creek Natural Park in Annville. This park contains 23.1 acres and was classified as a Natural Resources Area. Cleona Community Park was classified as a neighborhood park containing 15.0 acres.

Listed private parks in the Region were the Annville Cleona Community Park in Annville (14.5 acres owned by the Annville-Cleona Recreation Association and the American Legion); Lebanon Valley College Ball Fields (89.1 acres) in Annville Township; and the Waterworks Park in North Annville (6.6 acres owned by the Union Water Works Fire Company).

Listed school and colleges recreation lands included the Annville-Cleona Secondary School (76.0 acres in South Annville); Annville Elementary School (7.7 acres in Annville); North Annville Elementary School (11.6 acres in North Annville); Cleona Elementary School (10.7 acres in Cleona); and Lebanon Valley College Campus and lands (119.6 acres in Annville).

In the County Comprehensive Plan 10.5 acres of active public park and recreation per 1,000 residents was used as the low standard to compare existing versus recommended parkland for the County. If this standard is applied to the Annville-Cleona Region for 2010, the Region should have about 126 acres of active public park and recreation land (2010 population was 12,078). The County Plan also suggested Natural Areas, such as Quittie Creek Nature Park, be excluded.

Active municipally-owned parkland in the Region falls far short of 126 acres (15 acres at Cleona Community Park). Total active public park and recreation land in the Region exceeds 126 if School District land (106 acres) and Lebanon Valley College land (89 acres) is included. These resources are at times available to the general public. Proposed residential developments in South Annville will contain open space, though much of it will not be conducive for active recreation. Water Works Park and A-C Recreation Association land provide additional opportunities.

The National Park and Recreation Association has suggested a more community-based approach to determining appropriate acreage for parkland and diversity of recreational opportunities. The Community Facilities Plan (Chapter 8) begins such a community-based approach, suggesting that as a start additional recreation fields in the Clear Spring Business Park property be provided and opportunities for a community center be pursued. A regional recreation commission to further discuss regional recreational needs is recommended.

## **COMMUNITY FACILITIES**

The Region is served by the Annville-Cleona School District. Schools in the District include the Annville Elementary School on South White Oak Street in Annville, the Cleona Elementary School on East Walnut Street in Cleona, and the Annville-Cleona Middle/Senior High School on South White Oak Street in South Annville. Current enrollment is about 1,560. Major building and renovation projects have provided the District with modern, well-equipped facilities designed to meet current enrollment projections and safety standards and program requirements. The North Annville Elementary School on Route 934 has been closed. It could be used as a back-up option should the District get a lot of new students from new development in the Region.

The Annville-Cleona secondary school (Grades 7-12) is built on 132 acres. One piece of land remains to be developed for soccer fields, 40 acres near Bachman Road. The school can handle 900 students, has 783, and should be able to handle students from new developments. The school is relatively new and in good condition.

Capacity at the elementary schools could be tight at build-out of the developments. Up to 50 additional students could be accommodated in each of the buildings. The art and music rooms at the schools could be used for classrooms.

Private schools include the Fontana Parochial School along Route 322 in South Annville (grades 1-8, 30+ students) and Cedar Run Mennonite School on Cedar Run Road in North Annville (grades 1-10, 30+ students).

Lebanon Valley College (LVC) is a private four-year college located in Annville. Enrollment ranges from 1550 to 1650 students, and is expected to rise to about 1700. The College has about 350 employees. A number of building projects have occurred or are underway so there will not be a lot of additional building projects in the immediate future. The College has constructed an additional residence hall so most students can live on campus. LVC facilities are made available to residents of the community, and Annville-Cleona students can take courses at the College.

LVC likes the small-town atmosphere of Annville and believes it fits in well with the community and is at the right scale. The College is working with the Township to address such issues as economic development and access to downtown, as a vital downtown provides resources for students.

### **Library**

The Annville Free Library, at 216 East Main Street in Annville, is part of the Lebanon County Library System. The Library serves the entire school district. The Free Library prepared a strategic plan for 2008 to 2012. The common themes about the Library were:

- Library usage is on the increase.
- Library is viewed as a positive community asset.
- Library building is at or near capacity and in need of improvement.
- Increased demand for library programs, especially computer training.

Recommendations in the Strategic Plan included, among others:

- Offer separate story times for 1 to 3 year olds and 3 to 5 year olds, with separate age appropriate reading and activities.
- Develop programs for senior citizens.
- Develop collection and programs to aid job seekers.
- Create procedure and plan for on-going as well as unscheduled maintenance and repair of the library.
- Purchase and install a central dehumidifying and radon ventilation system.
- Develop a plan to make the library building in compliance with ADA.
- Create a five year plan to guide technology updates.
- Implement patron and community surveys on a regular schedule.
- Establish a working relationship with home schooling community.
- Develop computer and Internet training programs for specific constituents.
- Separate youth and young adult programs.
- Research the need for more library space.
- Plan for new capital campaign for building expansion.

## Police Departments

The four municipalities have individual police departments. Past efforts to pursue regionalization of police service were not fruitful.

<u>Department</u>	<u>Address</u>	<u>Staff</u>
Annville Township Police Department	36 North Lancaster Street	5 full time, 3 part time
South Annville Township Police Dept.	972 Church Road	3
North Annville Township Police Dept.	1020 N. Rte. 934	3
Cleona Borough Police Dept.	140 West Walnut Street	4

## Fire Departments

Fire departments in the Region include:

<u>Name</u>	<u>Address</u>	<u>Primary Service Area</u>	<u>Apparatus</u>
Bellegrove Fire Company	1743 Black Bridge Road, Annville	Bellegrove, North Annville Twp.	Engine 6, Tanker 6, Tanker 6-1, QRS 6
Cleona Fire Company #1	136 W. Walnut St., Cleona	Cleona Borough	Engine 8, Squad 8, Utility 8, Duty Officer 8
Union Hose Company	215 E. Main St., Annville	Annville Township	Engine 5, Rescue 5, Truck 5, Utility 5, Command 5
Union Water Works Fire Company #1	2875 Water Works Way, Annville	Water Works, North Annville Twp.	Engine 7, Tanker 7, Utility 7

## Emergency Medical Service Providers

Emergency medical service providers serving the Region include:

<u>Name</u>	<u>Address</u>	<u>Location</u>	<u>Service</u>
Bellegrove Fire Company Life Squad	1743 Black's Bridge Road	Annville	QRS
Central Medical Ambulance	3632 Hill Church Road	Lebanon and 201 E. Penn Ave., Cleona	BLS
Cleona Fire Company	136 W. Walnut Street	Cleona	QRS
First Aid and Safety Patrol of Lebanon	1111 Guilford Street	Lebanon	ALS
Lebanon County EMA	400 S. 8 <sup>th</sup> Street - Room 12	Lebanon	QRS
Union Hose Fire Company	215 E. Main Street	Annville	QRS

ALS - Advance Life Support

BLS - Basic Life Support

QRS - Quick Response Services

## Nursing and Personal Care Homes

The following facilities are located in the Region:

### Nursing Homes

Name/Address/Phone	Type of Ownership	Licensure Status	Number of Beds	Payment Options
Countryside Christian Community 200 Bellann Court Annville PA 17003	Non-Profit	Regular	33	Private Medicare Medicaid
Lebanon Valley Home 550 East Main Street Annville PA 17003	Non-Profit	Regular	55	Private Medicare Medicaid

### Personal Care Homes

Facility	Resident Capacity	Type of Operation	Status and Licensure Type
Countryside Christian Community 200 Bellann Court, Annville	24	Non-Profit	Licensed/Full
Hill Farm Estate 200 Kauffman Road, Annville	65	Profit	Licensed/Full
Lebanon Valley Home 550 East Main Street, Annville	40	Non-Profit	Licensed/Full

## GREATER LEBANON REFUSE AUTHORITY (GLRA)

The GLRA is responsible for managing a comprehensive solid waste disposal system for Lebanon County. It owns over 400 acres in North Annville, Swatara and North Lebanon Townships. The active landfill operations are in North Lebanon Township, though farms have been purchased in North Annville. Soil has been mined for cover for landfill operations, which affects the ability of the land to be used for agriculture in the future. North Annville does get truck traffic on Township roads.

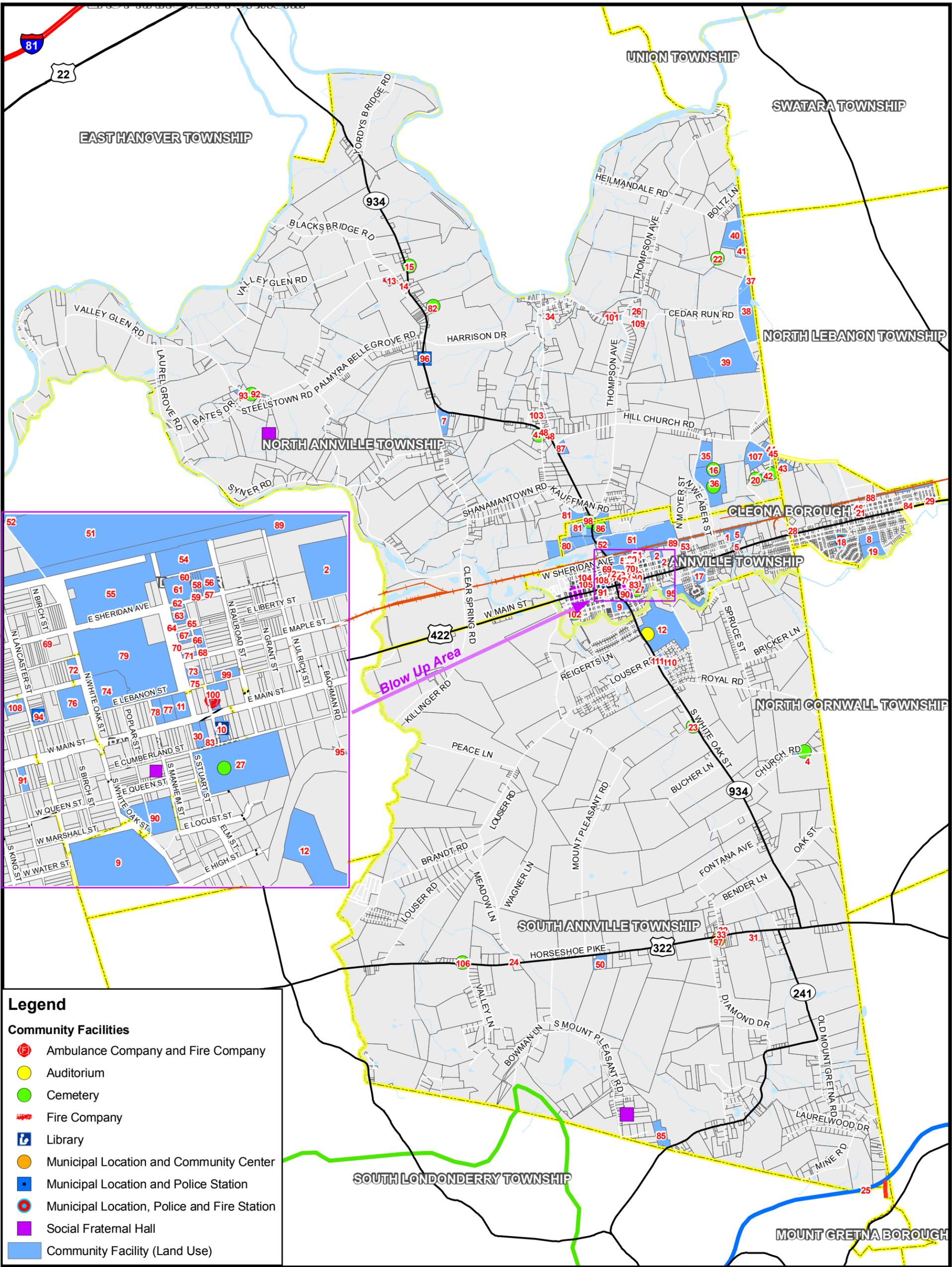
The Lebanon County Municipal Waste Management Plan Non-Substantial Revision 2010 to 2020 indicates the landfill site has adequate capacity to dispose of Lebanon County wastes at the pads currently being used south of Russell Road for the current 10-year planning period. Current capacity will not fulfill the requirements for the next planning period, and planning, design permitting and construction of future capacity must take place during the period 2011 to 2019.

## COMMUNITY FACILITIES MAP

The Community Facilities Map shows the location of properties used for various community facilities. The accompanying table indicates the property owner, location/address, and number on the Map.

**Table A - Properties Used for Community Facilities**

Owner	Location/Address	Map No.
American Legion Home of Annville	NS E. Maple St.	1
Annville Church of the Brethren	495 E. Maple St.	2
Annville Church of the Brethren	495 E. Maple St.	3
Annville Church of the Brethren	739 Church Road	4
Annville Cleona Recreation Assoc	NS E. Maple St.	5
Annville Cleona Recreation Assoc	NS E. Maple St.	6
Annville Cleona School District	470 N. State Route 934	7
Annville Cleona School District	50 E. Walnut St.	8
Annville Cleona School District	205 S. White Oak St.	9
Annville Free Library Assoc	216 E. Main St.	10
Annville United Methodist Church	1 N. College Ave.	11
Annville Cleona School District	500 S. White Oak St.	12
Bellegrove Fire Co.	1743 Blacks Bridge Road	13
Bellegrove Fire Co.	1743 Blacks Bridge Road	14
Bellegrove United Methodist Church	1530 N. State Route 934	15
Bishop of Diocese of Harrisburg	W of E. Weaber St.	16
Bishop of Diocese of Harrisburg	125 S. Spruce St.	17
Borough of Cleona	140 W. Walnut St.	18
Borough of Cleona	251 S. Garfield St.	19
Brethren in Christ Church	SS N. Mill St.	20
Cleona Post Office	25 N. Lincoln St.	21
Cemetery	S of Heilmandale Road	22
Cemetery	WS Royer Lane	23
Commonwealth of PA	1807 Horseshoe Pike	24
County of Lebanon	Abandoned Railroad	25
Dohners Mennonite Church	2771 Cedar Run Road	26
Evergreen Cemetery	SS W. Cumberland St.	27
Fairland Brethren in Christ Church	529 W. Penn Avenue	28
Faith Fellowship Church	721 E. Penn Avenue	29
First Evangelical Lutheran Church	200 E. Main St.	30
Fontana Parochial School	902 Horseshoe Pike	31
Fontana Union Sunday School	ES Fontana Ave.	32
Fontana Union Sunday School	22 Fontana Ave.	33
Forster-Defresne, Sandra	1660 Church Avenue	34
Grand View Cemetery Co.	ES N. Weaber St.	35
Grand View Cemetery Co.	500 N. Weaber St.	36
Greater Lebanon Refuse Auth.	SS Russell Road	37
Greater Lebanon Refuse Auth.	1610 Russell Road	38
Greater Lebanon Refuse Auth.	1615 Russell Road	39
Greater Lebanon Refuse Auth.	SS Russell Road	40
Greater Lebanon Refuse Auth.	SS Russell Road	41



**Legend**

**Community Facilities**

- Ambulance Company and Fire Company
- Auditorium
- Cemetery
- Library
- Municipal Location and Community Center
- Municipal Location and Police Station
- Municipal Location, Police and Fire Station
- Social Fraternal Hall
- Community Facility (Land Use)

READING  
1047 North Park Road  
PO Box 6307  
Reading, PA 19610-0307  
PH: 610.621.2000  
FAX: 610.621.2001

LEHIGH VALLEY  
City Line Plaza, Suite 300  
2005 City Line Road  
Bethlehem, PA 18017-7701  
PH: 610.849.9700  
FAX: 610.849.9701

**SSM**  
SSM GROUP, INC  
Engineering and Environmental Services  
ssmgroup.com

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Data source: Lebanon County GIS, PennDOT, SSM

**Legend**

**Trails**

- HORSESHOE TRAIL
- LEBANON VALLEY RAIL TRAIL
- MOUNT GRETNA SPUR TRAIL

- Railroad
- Stream/Pond
- Parcel
- Municipal Boundary

0 0.5 1 2 Miles

N

*Community Facilities Map  
Annville, North Annville and  
South Annville Townships and  
Cleona Borough*

*Regional Comprehensive Plan  
Lebanon County, Pennsylvania*

<b>Owner</b>	<b>Location/Address</b>	<b>Map No.</b>
Hill Lutheran Church	998 N. Mill St.	42
Hill Lutheran Church	S of Hill Church Road	43
Hill Reform Church	3801 Hill Church Road	44
Hill United Church of Christ	3709 Hill Church Road	45
Immanuel United Methodist	29 E. Maple St.	46
Kauffmans Cemetery	WS Kauffman Road	47
Kauffmans United Methodist Church	501 N. State Route 934	48
Kauffmans United Methodist Church	501 N. State Route 934	49
Lebanon Valley Bible Church	1482 Horseshoe Pike	50
Lebanon Valley College	ES N. White Oak St.	51
Lebanon Valley College	ES N. White Oak St.	52
Lebanon Valley College	N. of N. Long St.	53
Lebanon Valley College	WS N. Railroad St.	54
Lebanon Valley College	NS E. Sheridan Ave.	55
Lebanon Valley College	207 N. Railroad St.	56
Lebanon Valley College	228 E. New St.	57
Lebanon Valley College	226 E. New St.	58
Lebanon Valley College	224 E. New St.	59
Lebanon Valley College	222 E. New St.	60
Lebanon Valley College	206 N. College Ave.	61
Lebanon Valley College	150 N. College Ave.	62
Lebanon Valley College	144 N. College Ave.	63
Lebanon Valley College	136 N. College Ave.	64
Lebanon Valley College	138 N. College Ave.	65
Lebanon Valley College	217 E. Maple St.	66
Lebanon Valley College	124 N. College Ave.	67
Lebanon Valley College	219 E. Maple St.	68
Lebanon Valley College	24 W. Sheridan Ave.	69
Lebanon Valley College	118 N. College Ave.	70
Lebanon Valley College	104 N. College Ave.	71
Lebanon Valley College	106 N. White Oak St.	72
Lebanon Valley College	44 N. College Ave.	73
Lebanon Valley College	ES N. White Oak St.	74
Lebanon Valley College	36 N. College Ave.	75
Lebanon Valley College	WS N. White Oak St.	76
Lebanon Valley College	NS E. Main St.	77
Lebanon Valley College	103 E. Main St.	78
Lebanon Valley College	101 N. College Ave.	79
Lebanon Valley College	WS N. White Oak St.	80
Lebanon Valley College	W of N. State Route 934	81
Lutheran Church	1334 N. State Route 934	82
Lutheran Parsonage	204 E. Main St.	83
Luz de Vida	519 E. Penn Avenue	84
Mount Wilson Church	1261 Mount Wilson Rd.	85
Mt. Annville Cemetery	ES N. State Route 934	86
North Annville Bible Church	4590 Hill Church Road	87
Pennsylvania Lines, LLC	Railroad	88
Pennsylvania Lines, LLC	Railroad	89
Reformed Church and Cemetery	200 S. White Oak St.	90
St. Anthony Coptic Orthodox Church	118 W. Main St.	91
St. John's Evangelical Cong	690 Steelstown Rd.	92
Steelstown E C Church	7005 Bates Dr.	93

<b>Owner</b>	<b>Location/Address</b>	<b>Map No.</b>
Township of Annville	36 N. Lancaster St.	94
Township of Annville	ES Bachman Rd.	95
Township of North Annville	1020 N. State Route 934	96
Township of South Annville	1036 Horseshoe Pike	97
UC Meeting House	WS N. State Route 934	98
Union Hose Co.	31 N. Railroad St.	99
Union Hose Company of Annville, Inc.	215 E. Main St.	100
Union Water Works Fire Company	2875 Water Works Way	101
United Brethren Cemetery	SS W. Marshall St.	102
United Christian Board of TRST	WS Kauffman Road	103
United Christian Board of TRST	ES N. Chestnut St.	104
United Christian Board of TRST	245 W. Church St.	105
United Christian Board of TRST	1991 Horseshoe Pike	106
United Christian Campmtg. Assoc.	NS N. Mill St.	107
United States Postal Service	51 N. Lancaster St.	108
Weaver, Nathan E Trustee	2770 Cedar Run Rd.	109
Zion Evangelical Cong. Church	710 S. White Oak St.	110
Zion Evangelical Congregational	ES S. White Oak St.	111

## **PUBLIC SANITARY SEWER AND WATER FACILITIES**

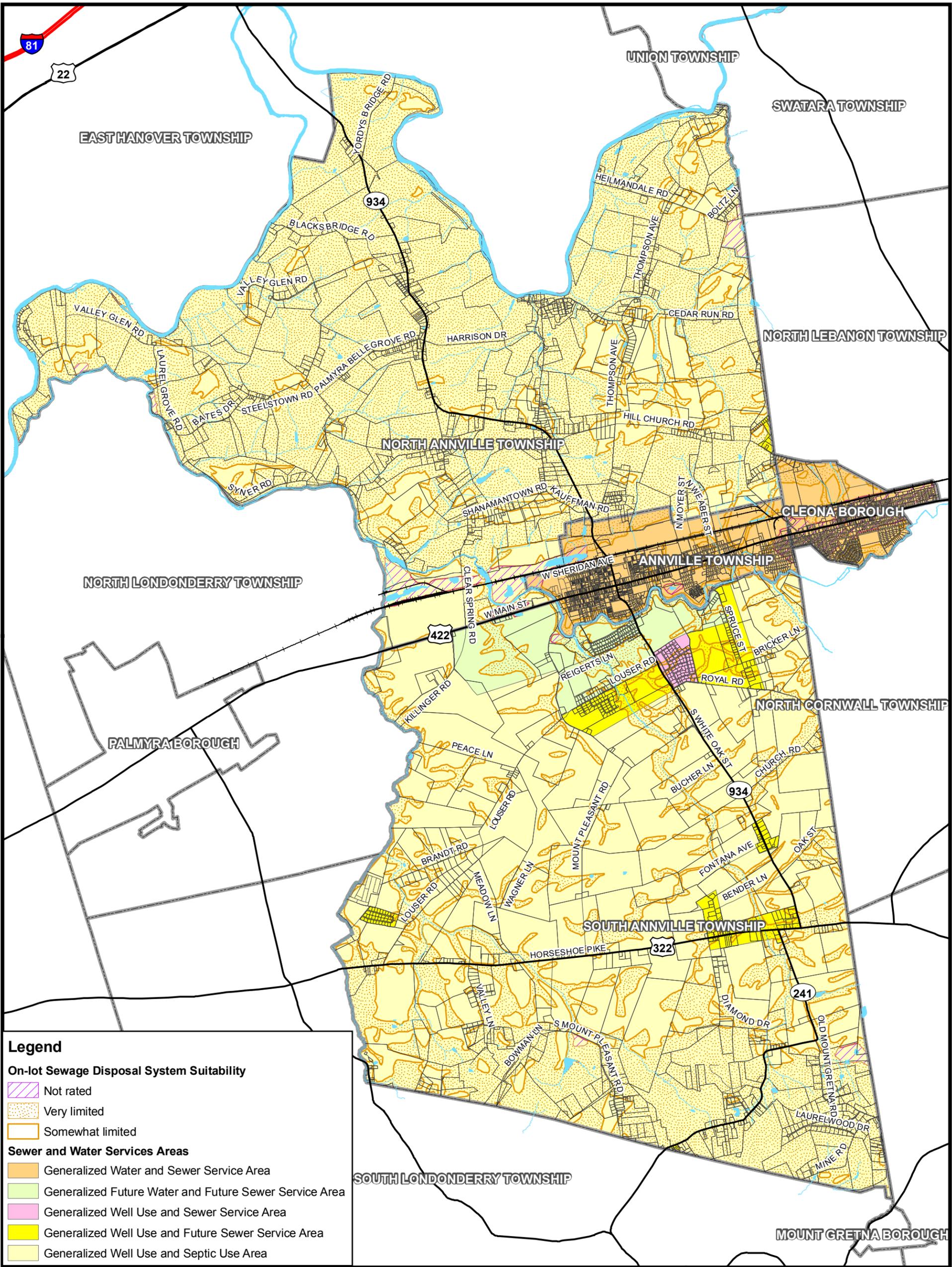
### **Water Service**

The Sewer and Water Service Areas Map shows areas served and expected to be served by public water. Public water is or will be available in Annville Township and Cleona Borough and in the growth area in the northern portion of South Annville Township. Cleona is served by the City of Lebanon Authority. The PA American Water Company serves Annville, a few customers in North Annville and the Annville-Cleona School and additional customers in South Annville. The number served in South Annville will continue to expand as growth occurs in the Township and water line extensions are completed. Water is from sources outside the region. In North Annville, PA American has a 200,000 gallon reservoir which is not used and a 100,000 gallon tank which is used for daily storage. North Annville will continue to be served by on-lot wells in the future.

### **Sanitary Sewer Service**

Annville and Cleona are served by public sewers. A few properties in North Annville are served. The sanitary sewer construction project underway in South Annville will allow construction of the proposed developments in the Township.

The Annville Township Authority manages sewage facilities for the Township. The Township's wastewater treatment plant is located north of Route 422 in North Annville Township. The plant discharges into the Quittapahilla Creek and is being upgraded to meet PADEP Chesapeake Bay standards. The plant serves Annville Township, properties located along Shanmantown



**Legend**

**On-lot Sewage Disposal System Suitability**

- Not rated
- Very limited
- Somewhat limited

**Sewer and Water Services Areas**

- Generalized Water and Sewer Service Area
- Generalized Future Water and Future Sewer Service Area
- Generalized Well Use and Sewer Service Area
- Generalized Well Use and Future Sewer Service Area
- Generalized Well Use and Septic Use Area

READING  
1047 North Park Road  
PO Box 6307  
Reading, PA 19610-0307  
PH: 610.821.2000  
FAX: 610.621.2001

**SSM**

SSM GROUP, INC  
Engineering and Environmental Services  
City Line Plaza, Suite 300  
2005 City Line Road  
Bethlehem, PA 18017-7701  
PH: 610.849.9700  
FAX: 610.849.9701  
ssmgroup.com

LEHIGH VALLEY  
City Line Plaza, Suite 300  
2005 City Line Road  
Bethlehem, PA 18017-7701  
PH: 610.849.9700  
FAX: 610.849.9701

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Data source: Lebanon County GIS, PennDOT, SSM

**Legend**

- Road
- Railroad
- Stream/Pond
- Parcel
- Municipal Boundary

0 0.5 1 2 Miles

N

*Sewer and Water Service Areas Map  
Annville, North Annville and South Annville Townships and Cleona Borough*

*Regional Comprehensive Plan  
Lebanon County, Pennsylvania*

Road and the Hill Farm Estates in North Annville, the Annville-Cleona School in South Annville and a few properties in Cleona.

North Annville relies on on-site sewage disposal except as noted above. Soils in the Township are marginal for on-site disposal, and it is likely more areas of the Township will need pumping of septic systems in the future. Public sewer service is not planned.

South Annville has an allocation of between 1600 and 1800 EDUs at the City of Lebanon sewage treatment plant. The sewer system is intended to handle the approved and existing residential development in the vicinity of Route 934 and the Clear Spring Business Park.

Except for a few properties served by the Annville plant, sewage from Cleona is conveyed to the City of Lebanon treatment plant.

## **TRANSPORTATION**

### **Road System**

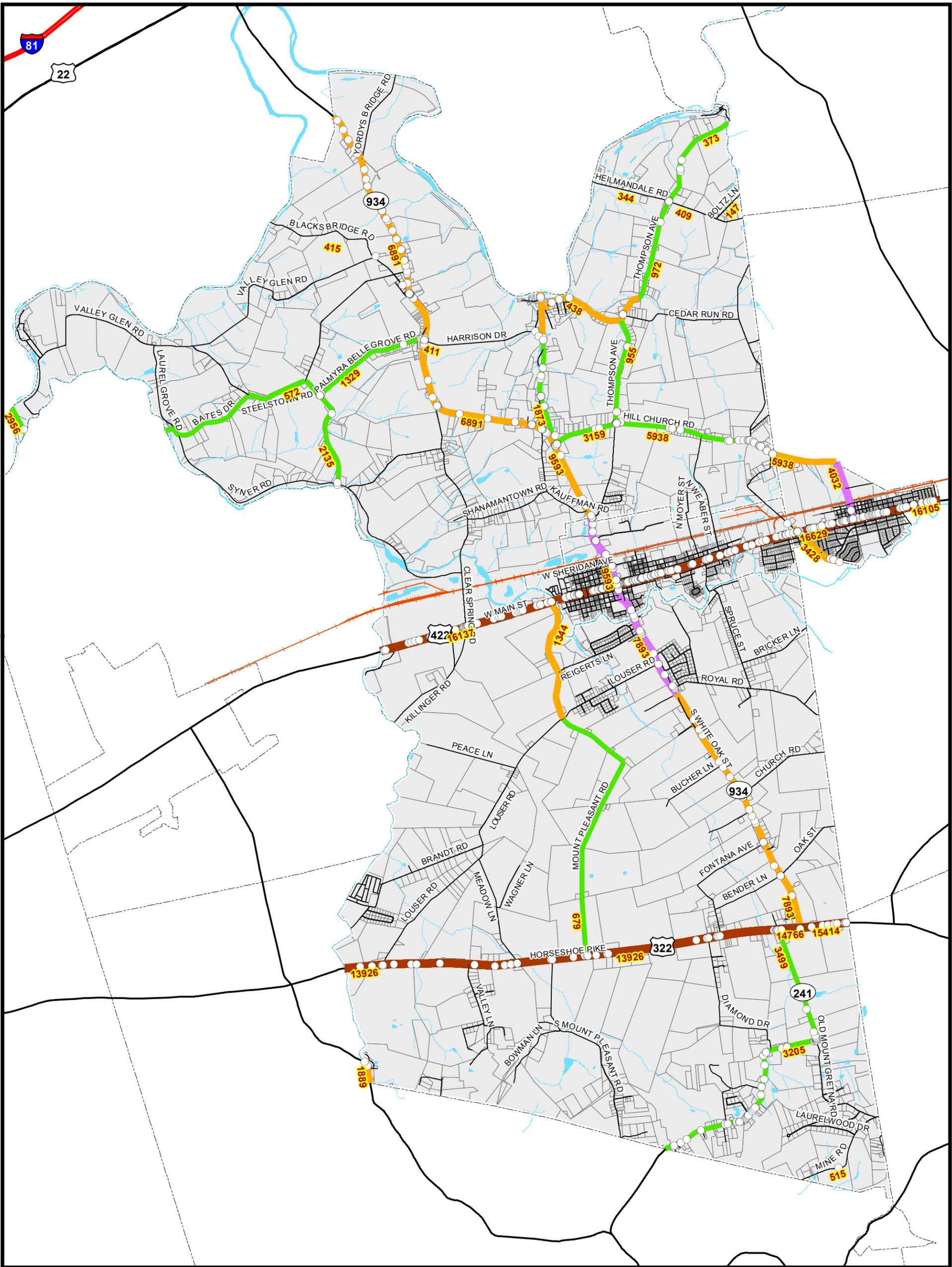
The Transportation Map indicates the functional classification of roads in the Region, shows crash locations from 1996-2001 and provides annual average daily traffic volumes. The Lebanon County Comprehensive Plan provides the following descriptions of the functional classifications and the major roads within the County:

**Principal Arterials** are roads that provide land access while retaining a high degree of through traffic mobility as well as serving major centers of urban activity and traffic generation.

**Minor Arterials** are roads that provide land access with a lower level of through traffic mobility than principal arterials and serve larger schools, industries, institutions, and small commercial areas not incidentally served by principal arterials.

**Major and Minor Collectors** are roads that collect traffic between local roads and arterial streets and that provide access to abutting properties.

**Local** roads and bridges are those that serve the immediate local area, providing access to farms, residences, businesses and neighborhoods. Some roads classified "Local" by PennDOT are actually owned by the Commonwealth but are functionally classified Local due to the nature of the traffic they serve.



READING  
1047 North Park Road  
PO Box 6307  
Reading, PA 19610-0307  
PH: 610.621.2000  
FAX: 610.621.2001

LEHIGH VALLEY  
City Line Plaza, Suite 300  
2005 City Line Road  
Bethlehem, PA 18017-7701  
PH: 610.849.9700  
FAX: 610.849.9701

**SSM**  
SSM GROUP, INC  
Engineering and Environmental Services  
ssmgroup.com

11/16/11

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Data source: Lebanon County GIS, PennDOT, SSM

**Legend**

- Crash (1996 - 2001)
- Functional Classifications**
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local Road
- Railroad
- Stream/Pond
- Parcel
- Municipal Boundary

**16137 = Current Annual Average Daily Traffic**

0 0.5 1 2 Miles

*Transportation Map  
Anville, North Anville and  
South Anville Townships and  
Cleona Borough*

*Regional Comprehensive Plan  
Lebanon County, Pennsylvania*

Highway or Roadway	Limits/Location	Functional Classification(s)	Key Features
<p><b>U.S. Route 422</b></p>	<p>Berks County line to Dauphin County line via Jackson Township, Myerstown Borough, North Lebanon Township, South Lebanon Township, City of Lebanon, West Lebanon Township, North Cornwall Township, Cleona Borough, Annville Township, North Annville Township, South Annville Township, North Londonderry Township, Palmyra Borough</p>	<p>Principal Arterial</p>	<ul style="list-style-type: none"> <li>• Predominantly 2 lanes with sections of 3-lane and 4-lane; pavement width ranges from 34 ft. to 44 ft.</li> <li>• Daily traffic volume along US 422 has been stable during the last 10 years on the portion of the roadway west of the City of Lebanon.</li> <li>• Recent increases in daily traffic are observed east in Jackson Township and Myerstown.</li> <li>• In 1970, US 422 was overwhelmingly the roadway in the County with the heaviest usage. Today, it ranks fourth behind the interstates by a wide margin.</li> <li>• The heaviest use of US 422 occurs in Palmyra, approximately 21,000 vehicles per day; in Myerstown daily use exceeds 14,000 VPD.</li> <li>• US 422 was frequently cited in stakeholder interviews, along with US 322 and PA 72, as the roadways within the County most in need of improvement.</li> <li>• A congested corridor improvement program (CCIP) study was completed in 2006. A project to improve numerous intersections between Cleona and Palmyra is proceeding.</li> </ul>
<p><b>U.S. Route 322</b></p>	<p>Lancaster County line to Dauphin County line via South Lebanon Township, Cornwall Borough, West Cornwall Township, South Annville Township, South Londonderry Township</p>	<p>Principal Arterial</p>	<ul style="list-style-type: none"> <li>• Predominantly 2 lanes with sections of 4-lane; pavement width ranges from 22 ft. to 48 ft.</li> <li>• Traffic is heaviest along US 322 in Campbelltown, which serves over 16,000 vehicles per day.</li> <li>• The eastern portion of the roadway, from Quentin to the Lancaster County line, has experienced the greatest percentage traffic increase recently with traffic volumes tripling since 1993.</li> <li>• The Campbelltown Connector project would divert some traffic away from Campbelltown and add additional through capacity for US Route 322.</li> </ul>
<p><b>U.S. Route 241</b></p>	<p>Lancaster County line to the City of Lebanon via South Londonderry Township, South Annville Township, West Cornwall Township and North Cornwall Township</p>	<p>Minor Collector and Major Collector</p>	<ul style="list-style-type: none"> <li>• 2 lanes with a 24 ft. pavement width.</li> <li>• PA 241 operates in three distinct segments in the southwestern portion of Lebanon County.</li> <li>• The most heavily used segment connects the City of Lebanon at PA 72, to US 322 through North Cornwall.</li> <li>• The second segment connects US 322 with the village of Colebrook in South Londonderry.</li> <li>• The third segment operates between Colebrook and the Lancaster County border.</li> </ul>
			<ul style="list-style-type: none"> <li>• 2 lanes with pavement width ranging from 20 ft. to 22 ft.</li> <li>• PA 934 is a north-south roadway that</li> </ul>

Highway or Roadway	Limits/Location	Functional Classification(s)	Key Features
<b>U.S. Route 934</b>	South Annville Township to Fort Indiantown Gap via Annville Township, North Annville Township, and East Hanover Township.	Minor Collector and Minor Arterial	extends from US 322 in South Annville to I-81 in East Hanover. It is the main north-south route through North and South Annville and it crosses US 422 in the center of Annville. <ul style="list-style-type: none"> <li>• The largest volume of daily traffic occurs just north of the PA 934 intersection with US 422 in Annville, where the number of daily vehicle trips exceeds 9,000.</li> </ul>

Routes 422, 934, 322 and 241 and a section of Hill Church Road near Russell Road experienced most of the crashes in the Region between 1996 and 2001. Route 422 had the highest traffic volumes, followed by Route 322, Route 934, Hill Church Road and Route 241.

### Public Transportation

Lebanon Transit provides Monday through Friday and Saturday service to the Region along Route 422. Stops are made at Cleona, Cleona Square Mall, Hoss' Restaurant and Annville Square. In addition, morning and evening runs are available in Annville and Cleona to QUEST, Inc. which provides vocation opportunities to people with disadvantages. Express service is provided via Route 422 and I-81 to Harrisburg, with stops in Cleona and Annville. Demand responsive service is provided via shared ride trips.

### Freight Rail

The Norfolk Southern Harrisburg line runs east-west between Harrisburg and Reading parallel to US 422 through the center of Lebanon County. The railroad operates daily freight service.

### Airport Facilities

The only airport facility in the Region is the private Millard asphalt strip in South Annville Township within the site of the proposed Clear Spring Business Park. There is not a general use public airport in Lebanon County. The nearest commercial airports are Lancaster Airport in Lititz and Harrisburg International Airport.

### Non-Motorized Facilities

The Recreation, Greenways and Trails Plan is discussed in Chapter 8. Existing pedestrian facilities of note are the sidewalk systems in Annville and Cleona, the Horseshoe Trail which enters the southern portion of South Annville, the Lebanon Valley Rail Trail and Mount Gretna Spur Trail in the southeastern corner of South Annville and the Quittie Creek Park Nature Trail in Annville. Walking/biking trails have been proposed in the proposed developments in South Annville Township.

A number of scenic bicycle rides have been mapped in the Region, including the Preserved Farm Loop in South Annville and Annville; the Coleman Legacy ride in South Annville and Annville; Union Canal and the Swatties in North Annville; and Horses and Creeks in North Annville.

### Lebanon County Heritage Trail

The Lebanon County Heritage Trail was designed to create community-wide greenway networks and connect to county identified greenways and trails. Currently, this 100 mile driving trail is in the beginning stages of development. It follows existing roadways through 22 of the 26 municipalities within the County interconnecting historic villages. Eventually each municipality that touches the trail will bear signage, and historic sites along the trail will boast informational plaques of interest. Future plans also include a safe route for bicycling. The Lebanon County Heritage Trail is a joint project of the Lebanon Valley Conservancy, the Lebanon County Historical Society, and the Lebanon County Preservation Trail.

The Region’s municipalities can be active participants in the development of this Trail.

### System Locations for Further Evaluation

The Lebanon County Comprehensive Plan notes that many county roadway segments have experienced significant traffic volume increases. Locations where traffic has increased and where accidents occur with regularity are candidates for further evaluation in the Long Range Transportation Plan and elsewhere. Locations identified in the Annville-Cleona Region include:

Roadway	Municipality or Community	Location/ Intersection	HOCL	Increased Traffic	Supporting Information/Data
US 422	Annville Twp/Cleona Borough	Between Mt. Pleasant Rd. & Chestnut Street	X	X	HOCL, 67% traffic increase since 1993
PA 241	South Annville Twp.	Lake Drive	X		HOCL
PA 934	North Annville Twp.	Old Hill Church Rd.	X	X	HOCL, 46% traffic increase since 1993
PA 934	North Annville Twp.	Hostetter Rd.	X	X	HOCL, 46% traffic increase since 1993
Hill Church Road	North Annville Twp./Cleona Boro	Between Weaber St. & Tunnel Hill Rd.	X		HOCL
Hill Church Road	North Annville Twp.	Thompson Avenue	X		HOCL

HOCL stands for High Occurrence Crash Location