



## MEMORANDUM OF MEETING

**DATE:** June 13, 2002

**MEETING DATE:** May 23 & 28, 2002

**PLACE:** Earl Township Building

**SUBJECT:** PA 23 EIS  
Land Use Visioning Conference #1  
KCI Job Order No. 18-01017

**ATTENDEES:** See Attached

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**The purpose of this meeting** was to kick off the land use component of the PA 23 EIS study. Municipal officials, community advisory committee members and representatives from state and federal regulatory agencies were invited to review an updated inventory of land use in the project area, consider how to manage the potential impacts of projected growth and articulate their visions of the future for their communities.

1. Welcome/Opening Remarks – Mark Malhenzie, the PENNDOT Project Manager (MM) welcomed the attendees, introduced himself, and led introductions of the project team and attendees. He emphasized the importance of the land use component of the PA 23 study. County and township officials have control of land use issues and will have a significant chance to contribute to the land use component of this transportation project.

MM stated that PENNDOT, Pennsylvania's counties and its municipalities are taking a proactive step forward by studying land use and transportation together on this project rather than pursuing a transportation project in response to land use patterns. MM stated that this project's land use component study could possibly serve as a future model, as it will be the first in the state.

2. Project Overview – Lisa Brozey, KCI Project Manager (LB) briefly described the steps that have brought the project to where it is today. Most significantly, the 1997 PA 23 Corridor Study was undertaken to look at the PA 23 corridor from US 30 to Blue Ball, an area identified as having existing transportation problems, including serious congestion and safety issues. Transportation alternatives have been proposed and are currently being studied in detail. LB emphasized the importance of the land use plans that will be developed along with the transportation improvement

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alternatives and built upon Mark's comments that this study may be one of the first nationally.

3. Other Planning Activities – Dave Royer, Lancaster County Planning Commission (DR) described other county planning initiatives near the PA 23 study corridor including the Eastern Lancaster County Land Use Study, joint municipal comprehensive planning, and other regional planning efforts. He noted the County's Smart-Growth Initiative, the Zoning Lexicon Project and highlighted the existence of other regional transportation planning efforts including the EIS study for Route 30 and the Wilmington to Harrisburg freight study. DR outlined three County milestones including:
  - Land use strategies and recommendations from PA 23 EIS and ELCLUS – fall/ winter 2003.
  - Amendments and changes to comprehensive plans based on these recommendations – winter 2003.
  - Adopt implementing ordinances in zoning codes and recommended land use planning tools – spring 2005.
4. Additional Opening Remarks – Lancaster County Commissioner Pete Shaub, stated that although the EIS process takes a lot of time, the time is well spent if it protects valuable community resources and leads to results with which the community is happy. He urged local officials to have land use ordinances in place to manage growth and to work together, stating that funding for regional objectives is much more easily acquired than for individual municipal purposes.
5. Presentation – Norman Day, Land Use Planner for McCormick Taylor and Associates (ND) stated that as the transportation alternatives are developed for the PA 23 study, optimized land use plans will be developed to accompany them. These plans will be carried forward as part of the overall project analysis and ultimately, the study will conclude with a preferred transportation alternative and an accompanying comprehensive land use plan including recommendations, proposed zoning ordinances, land use controls and implementation steps.

ND identified existing natural and built conditions, and presented the factors in the study area that either constrain development or make it more suitable for development. He presented socio-economic and land development patterns in the study area, including recent development and proposed development. He noted that, population growth in the corridor has been occurring steadily and will continue through the planning period, even without any transportation improvements.

ND described Lancaster County population and employment projections for the 30-year period of 2000 – 2030 and showed projections of additional land that might be required to house and provide employment locations for these new residents and employees.

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6. **Small Group Discussions** – The groups discussed the presentation and what growth management planning issues they are or will be facing in the near future. Following these discussions, the small groups reported their reactions to the presented material and issues for future consideration. These included their reactions to the growth projections and future land area requirements; farmland preservation (considering agriculture as the highest and best use); abundance of historic resources, residential density; zoning; growth boundaries; other land use controls; regional cooperation; county assistance; traffic and the study process. For a more detailed account, the material has been grouped by topic in Appendix A.
  7. **Vision of the Future** – Following the reports from the small groups, ND led a discussion to elicit participant's vision of the future for the PA 23 study area. Several individuals offered comprehensive visions of the future and other group members added other elements. The overriding theme expressed was to maintain the quality of life that communities currently enjoy but that may be slipping away. This includes preserving the agrarian way of life by protecting farmland and keeping residential, commercial and industrial development in a linear pattern along PA 23. Participants thought this vision might be achieved through different means, including those who think an offline, online or no build alternative might help. Each of these options included elements of land use controls and municipal cooperation to achieve its end. The points raised by the participants will be considered as the land use alternatives are shaped. For more details about the visioning discussion, see Appendix B.
  8. **Next Steps** – The project team will consider the group's input as it develops land use plans to accompany the transportation alternatives. The next visioning conference is anticipated in about six months. At that time, participants will be expected to provide feedback regarding the land use plans.

We believe that the above accurately reflects a summary of the key points of discussion that transpired at this conference. However, input that reflects a difference in understanding, or further explanation pertinent to the purpose of the land use component of this discussion is encouraged. A request for modification or inclusion of additional information should be forwarded to Matt Bennett [mbennett@mccormicktaylor.com](mailto:mbennett@mccormicktaylor.com) within ten (10) days of receipt of the meeting summary. If no requests are received within this time frame, we will assume that all in attendance concur with the accuracy of this transcript.

CC: CAC Members  
Project Team  
Steering Committee

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## **Appendix A: Results from small group discussions**

### *Growth Projections & Land Area Requirements*

- There were questions about how 30 year population and employment projections could be accurate, and that the percentage growth in population seemed too low. [Subsequent to the conference, a miscalculation was discovered in the percentage growth displayed on the chart. This miscalculation was a communication error and did not affect subsequent projected growth calculations. The recalculated numbers are attached to these minutes.] It was clarified that the numbers are based on county projections of increased population and employment growth in the study area over the period of 2000 – 2030. The projections allow municipalities to plan for potential future growth.
- The average household size was questioned citing large Amish families in the area. It was clarified that the average also reflects the overall downward trend in household size, partly due to an aging population.
- It was noted that the actual land area that is required for the future might be less than projected and would depend upon the land use controls that are adopted. This may include infill development opportunities, and brownfields redevelopment, as well as greenfield developments.
- New Holland and its surrounding municipalities expect commercial and industrial growth projected for New Holland to expand to adjacent townships.
- There was some discussion that development pressure may come from Chester County.

### *Farmland preservation*

- Conservation Easement programs are being utilized but officials are concerned that subsequent generations have started to, and will continue suing to get out of the easement to buy larger farms elsewhere, or just to cash in.
- There was discussion about how to designate agriculture as it is practiced in Lancaster County to be recognized as the “highest and best” use of the land.
- There is the need to address the farm value vs. land value issue to provide incentives for preserving farms for owners.

### *Residential Density*

- There is willingness to continue exploring high-density development pattern as a strategy to protect farmland. The groups understand that challenges include developing a market and acceptance for this type of housing and overcoming concerns about traffic and changes that might occur in neighborhoods with multifamily units.
- Water and sewer capacity is needed for growth. DEP sewer system requirements (Ex. extensive nitrate surveys required as a part of land analysis) can force development into already served areas and promote increased density. However, sewer caps to manage anticipated growth are not considered possible.

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### Zoning

- Zoning is being used to preserve farmland surrounding the previous Route 23 improvements. For example, the intersection of the Goat Path with Rt. 772 as initially zoned in 1960's for commercial development (gas stations, motels envisioned) then was changed back to agricultural zoning due to desire to locate commerce in villages, and preserve farming outside of them. Despite this effort, Development still continues at a fast pace outside of the designated growth boundaries.
- Zoning in agricultural areas often allows farmers to subdivide to build farmstead businesses or homes for sons who want to farm etc. However, this is also an important economy/employment/ traffic issue that needs to be more specifically studied to find balance between economic benefit to local business and farms vs. traffic generated and the affect of subdivisions on the landscape.
- It is unclear if the increase in farmstead businesses is due to pressure on farmers, who must subsidize their income through other industries or if it is by choice. Farmers may be interested in creating more opportunities on their land for a number of reasons including the financial and lifestyle benefits. Some perceive that Lancaster county land is expensive and consequently per-unit production costs compared to competing agricultural regions are high.
- There is concern that subdivision ordinances may not be applied in a standard way, favoring some members of the community over others.

### Growth Boundaries

- Several stated that the growth boundaries should be more closely followed to promote existing linear patterns. Development within them is still occurring at too low a density, meaning that land within the growth boundaries is being converted more quickly than anticipated. Some also consider them too large.
- Commercial and industrial development should be encouraged along Route 23, within the growth boundaries, to promote the local economy. These uses provide greater revenue and less overall cost than residential. Participants noted that there is available land south of New Holland that is currently zoned industrial.
- Land re-use and infill development is starting to happen and needs to be further encouraged. Ex. Donnelley plant moving into an existing site.

### Other land use controls

- Transfer of Development Rights is an innovative concept when coupled with tax revenue sharing. This may be accomplished more easily when the joint municipal planning occurs within the same school district (ELANCO Joint Comprehensive Plan, Conestoga Valley Joint Comprehensive Plan).
- Possible unintended consequences of tight land use controls include: being unable to permit an existing and respected industry to expand, and increases in land value that have a negative effect e.g. high value in the wrong place, spillover demand for adjacent areas and subsequent problems, upward market pressure on existing residents.

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- There was concern about developers bringing suit to assert that controls unfairly restrict them from absorbing demand for residential building and that these types of ensuing problems leading to a loss of local control (the strong tradition of local control in PA was invoked).
  - Concern about how stringent land use controls may drive up the cost of housing, negatively affecting those employed in low income jobs.

### Regional cooperation

- Growth is inevitable and will occur somewhere in the corridor so we need to encourage regional comprehensive planning efforts. Zoning, and stringent land use controls are more defensible if done regionally with a more consistent, broader reach. Cooperation reduces taxpayer costs by sharing costs and allows townships to do planning and other activities they could not afford alone.
- The revisions to the municipal planning code provide important opportunities to cooperate and share land uses. Tax base sharing will have to be worked out, as will making sure all townships get a "fair share" of more and less desirable land uses.
- Local officials believe their job is to keep development trends from escalating out of control whether the road happens or not via amendments to the zoning code and other controls. They will maintain regional autonomy even with regional cooperation.
- The high turnover rate of municipal officials is a serious issue. With the decision making power in the hands of the local official, how does one ensure that the next person elected to office continues the policies of the predecessor?

### County assistance

- The County should continue to encourage and support regional planning efforts.
- Wide support exists for the County's Zoning Lexicon Project because it will assist regional conformance and make everyone's job easier.

### Traffic

- Projected job growth is greater than projected population growth. These employees will be traveling in and out of the study area daily. This fact should be considered when looking at future traffic in the area. Some believed that new employees might decide to live along corridor, which cannot be overlooked by focusing only on the employee import situation. More housing will be needed for them.
- One participant stated that noise on PA 23 is a significant problem, especially the noise associated with downshifting trucks (Jake-brakes).
- Parallel local roads are used as bypasses, which is not their intended use and it causes problems. It also points to support for bypass of Rt. 23 as a strong and supported transportation alternative.
- Existing industry is generating traffic patterns, and this traffic must be moved off of Rt. 23 (presumably through a bypass, off line etc.) to allow better commercial

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accessibility along it. This increased commercial development will inevitably mean more trucks.

- Several participants raised the logical termini issue. What will happen to the east of where the improvements stop?
- Impact of a new road on new businesses must be evaluated. Will it increase desirability significantly? Will new businesses be lured? What associated problems will these new businesses bring?

### Study process

- Some officials and their constituents remain exasperated by the amount of studies done and the time they consider “wasted” on the project.
- One participant stated that the desire to “finish the goat path,” is driving the project and will influence the final transportation alternative.

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## **Appendix B: Visioning Discussion Results**

### *Compact development along existing infrastructure/scenic highway*

- What is unique and distinct is that despite Rt. 23 congestion, one half mile on either side is farmland and open space.
- Compact development preserves farmland so officials should be able to support it. Zoning should encourage these patterns especially within growth boundaries so that development is spread along existing infrastructure, replicating the linear and village development patterns. There should be no development at intersections along a new offline transportation improvement based on a “scenic highway” concept; there should be separated space for horse-drawn buggies and great farm vistas on either side.
- Same compact growth strategy, same smart land use goals as above but a transportation system that is usable without a new road. In 10-15 years by the time the road is built, smart land use will have obviated the need for the road. Connect existing streets and roads throughout villages and New Holland. Open up alleys to assist intra-village trips. Implement new transportation options, better bus service etc. Build along existing infrastructure only. Once this is implemented there will be no need for the highway.
- Preserve the village! Do not run a highway down the center. Improve secondary circulation, increase density in growth boundaries, cluster housing throughout the corridor.

### *Agricultural production-based consensus building*

- We need to look well beyond this community for our vision. How can we be a successful, thriving market-based, agricultural production area? We are close to major markets so it makes sense to have agricultural production here. We need interlocked zoning and comprehensive plans to control growth over time. That is why we need to build consensus and that’s what we are trying to do.
- These are sacred agricultural resources, not just agricultural resources. Traffic efficiency should never usurp this point.

### *Movement-oriented vision*

- Use a bypass for through-movement and Route 23 for local movement allowing traffic calming and streetscape design schemes to be implemented to make it a more local, village-connecting corridor. Get the trucks out of the villages.
  - Will need to address the problem of where the bypass will be depositing traffic back onto original Route 23, and what happens at those “load nodes”. People coming to visit Lancaster county will at some point need to be on the ‘local’ Route 23 because of the shops etc. which is why they are primarily visiting (besides landscapes)
  - Need to examine the impact of this through vs. local movement vision on local businesses.



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### Desired residential development patterns

- Encourage clustered development with zoning ordinances requiring that a percentage of the site be maintained as open space/community facilities etc. Will need to ease the approval process for multi-use/clustered development proposals.
- Provide developers with incentives, tax credits to do compact housing, traditional village design via Development by Right.
- Small-scale subdivisions should be discouraged through zoning and development approval processes.
- Creative, mixed-use zoning was implemented in Upper Leacock to preserve the "quaintness". This could be applied to other existing village centers.
- Make development intra-region (ELCLUS and beyond) transit friendly so people can work here and "don't have to live here."
- If we agree to encourage clustered development and to promote village centers then selling it to the people is what needs to happen.

### Location and type of future Industrial /Commercial development

- Available land exists along Rt. 23 where these uses should be located.
- Need appropriate industrial growth that balances with maintenance of rural environment. Appropriate means to some that existing industries are strengthened, carefully considering what will complement the area, and then controlling it through zoning and performance standards.

### Inter-municipal cooperation

- "What happens in my neighboring township does matter to me. We do need to work together. I want a say, (and) input into other township plans."
- Information sharing is critical so that officials know what other officials think, as well as what they do.
- Need to look for mutual gains rather than individual losses.

### Lets not forget we have a problem

- The whole point is that we have a problem, right now. Safety is an issue and the traffic is a problem, related to the safety. Lets not get distracted from this point.
- Our constituents are starting to ask us why we need more studies. It is time to "put up or shut up."