

A Plan for Land Use



Vision...

A logical land use pattern that provides for a variety of development types, recognizes land and infrastructure capabilities and limitations, is served by a multi-modal, efficient transportation system and manages rural lands for resource industries and conservation.

Lebanon County ranked 28th among the state's 67 counties in population with 120,327 residents in 2000 and 60th in size, encompassing 363 square miles or 232,256 acres. The county is expected to continue to grow through 2020 to an estimated population of 140,075 residents.



Goals and objectives...

Provide exemplary leadership in community planning and development.

- Facilitate consistency between county and municipal planning and development.
- Provide professional guidance to municipal officials and community leaders.
- Advance the application and capability of providing Geographic Information Systems (GIS) data mapping and analysis countywide.

Direct the majority of new development toward existing communities and utilities.

- Encourage the appropriate redevelopment of existing vacant or underutilized sites.
- Support the safe cleanup and productive reuse of "brownfield" sites.
- Ensure consistency between land use designation, the availability of public sewer and water service, and transportation system capacity.

Conserve land needed for rural industries and land patterns indicative of rural character.

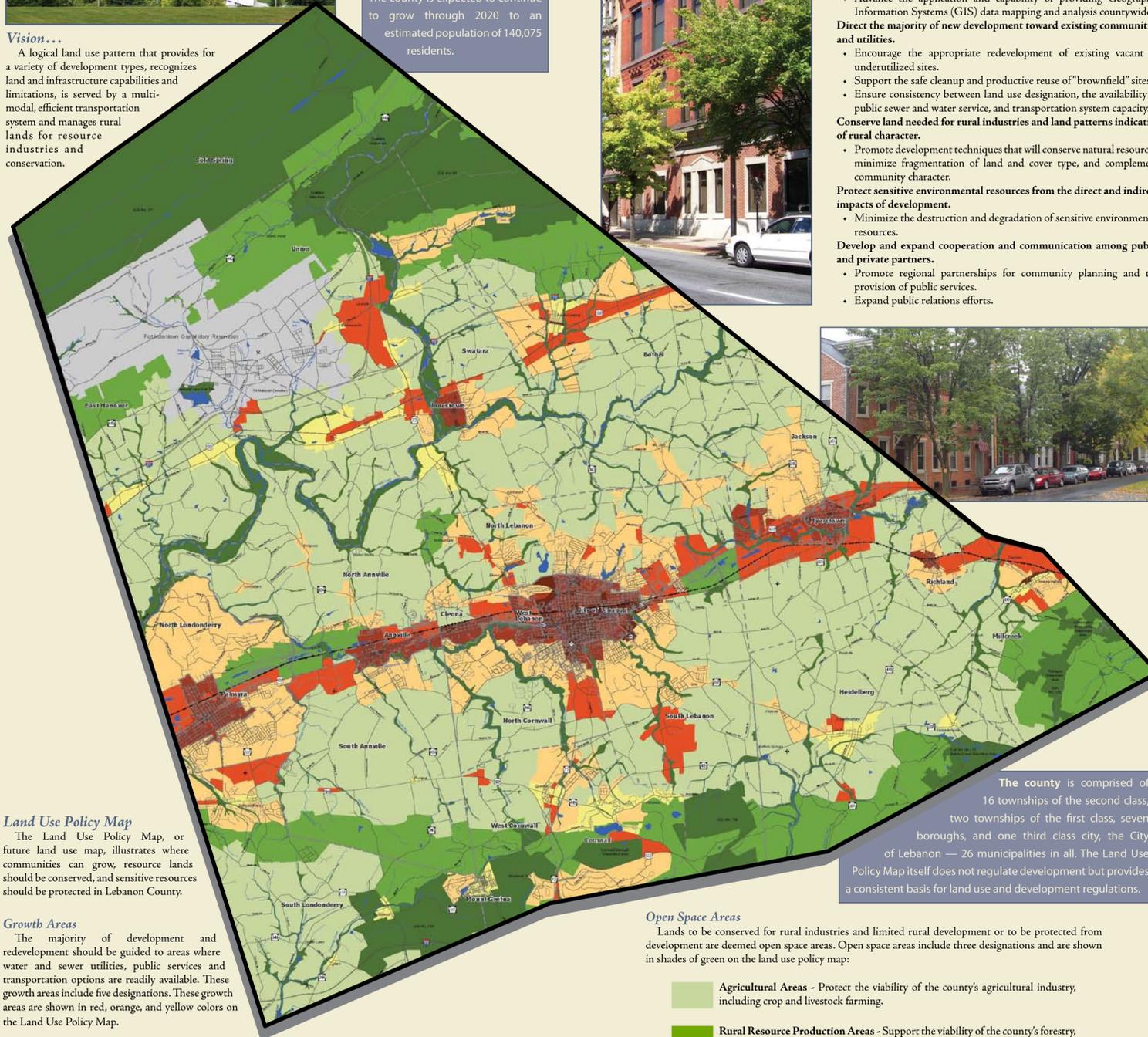
- Promote development techniques that will conserve natural resources, minimize fragmentation of land and cover type, and complement community character.

Protect sensitive environmental resources from the direct and indirect impacts of development.

- Minimize the destruction and degradation of sensitive environmental resources.

Develop and expand cooperation and communication among public and private partners.

- Promote regional partnerships for community planning and the provision of public services.
- Expand public relations efforts.



The county is comprised of 16 townships of the second class, two townships of the first class, seven boroughs, and one third class city, the City of Lebanon — 26 municipalities in all. The Land Use Policy Map itself does not regulate development but provides a consistent basis for land use and development regulations.

Land Use Policy Map

The Land Use Policy Map, or future land use map, illustrates where communities can grow, resource lands should be conserved, and sensitive resources should be protected in Lebanon County.

Growth Areas

The majority of development and redevelopment should be guided to areas where water and sewer utilities, public services and transportation options are readily available. These growth areas include five designations. These growth areas are shown in red, orange, and yellow colors on the Land Use Policy Map.

- Downtown Business** - Accommodate a variety of moderately intensive, small to mid-sized developments integrating residential, commercial, office, institutional, and recreation uses.
- Downtown Neighborhoods** - Sustain the existing urban neighborhoods; maximize compatible infill and redevelopment.
- Suburban Business** - Sustain the existing suburban business centers; enhance their physical connection to downtown and suburban neighborhoods via transit and bicycle-pedestrian routes.
- Suburban Neighborhoods** - Recognize existing suburban neighborhoods; encourage new uses that will be compatible with the existing development patterns; and accommodate additional residences.
- Village Neighborhoods** - Recognize the existing villages; protect and enhance historic architectural and development patterns; accommodate new residences and compatible neighborhood uses.

Open Space Areas

Lands to be conserved for rural industries and limited rural development or to be protected from development are deemed open space areas. Open space areas include three designations and are shown in shades of green on the land use policy map:

- Agricultural Areas** - Protect the viability of the county's agricultural industry, including crop and livestock farming.
- Rural Resource Production Areas** - Support the viability of the county's forestry, mining, and other natural resource-based businesses.
- Natural Areas** - Protect, and where feasible, restore, the county's most sensitive natural resources from the direct and indirect impacts of development.

Other Designation

Fort Indiantown Gap is given its own designation as Military Lands.

- Military Lands** - Reserve and buffer federal lands for military training and related activities.



Lebanon County Principles for Growth and Resource Conservation

The development of the County Comprehensive Plan highlighted a number of important principles. These principles have much in common with "Smart Growth" initiatives and Pennsylvania's reinvestment strategy, but contain locally significant priorities. Growth and resource conservation within Lebanon County should be guided by the following:

1. Encourage distinctive, attractive communities with a strong sense of place.

- Direct development toward existing communities to strengthen and revitalize them.
- Encourage the appropriate redevelopment of vacant, blighted, or underutilized sites.
- Discourage zoning that encourages sprawl.
- Coordinate land use, utility and transportation planning to make development and redevelopment attractive to developers and sustainable by local government.

2. Plan for economic growth and development that expands employment, sustains businesses and provides family-sustaining wages.

- Enhance the stability of the local economy through business retention, expansion and diversification efforts.
- Prepare shovel ready sites for target industries.
- Provide an educated, trained workforce sufficient to maintain economic prosperity and meet modern technological demands.
- Provide a workforce skilled for modern economic prosperity.
- Implement multifaceted strategies to enhance the agricultural and forestry industries through land protection, workforce training, and sustainable production and harvesting.

3. Protect the diverse natural and cultural landscape that defines our local identity as Lebanon County.

- Facilitate the acquisition of historic resources and critical environmental areas that are important to the county for preservation of key sites.
- Link these resources with existing communities through open space planning, conservation greenways, and recreational paths and trails, where appropriate.
- Enhance this green infrastructure by conserving and managing vegetation in greenways and woodlots; by establishing street trees in developments; and by restoring vegetation along stream banks.
- Protect threatened natural features and implement appropriate restoration efforts for damaged resources, with emphasis on water resources.
- Enhance and restore the interconnections of natural systems to sustain them.
- Coordinate conservation and preservation activities on a natural scale, by watershed, mountain range or other holistic approach.
- Encourage the continued use of historic building patterns with modern materials.
- Promote an understanding of these resources among citizens.

4. Encourage compact building and development designs.

- Mix compatible land uses, especially within larger developments or revitalization projects to reduce vehicular travel and encourage walkable business and residential neighborhoods.
- Promote site design that reduces energy consumption for heating and cooling.
- Promote the use and production of alternative energy sources.

5. Broaden the range of housing opportunities and choices.

- Encourage sound maintenance, rehabilitation and modernization of existing housing units, as well as the utility infrastructure that serves them.
- Increase the range of housing types in new housing construction.
- Encourage development that provides housing, business and employment opportunities close to one another.

6. Provide transportation choices for residents, businesses and visitors.

- Maintain a safe, efficient, interconnected and accessible transportation system.
- Enhance and expand the variety of travel modes in existing and future development, with particular emphasis on energy efficiency and reduction.
- Target transportation investment for maximum local and regional benefit.
- Maintain and improve the existing transportation system first; focus on affordable operational improvements second.
- Encourage local and private financial support to expedite transportation project delivery.

7. Provide adequate, cost effective public services to meet the needs of the community.

- Expand recreation programs and services for all ages.
- Increase local parkland and interconnect parks with trails.
- Maintain and expand community services to protect human health, safety and welfare.
- Share service contracts, where cost effective.

8. Think, communicate, and plan regionally; implement locally.

- Strengthen thinking and decision-making with training and establish peer-to-peer relationships with professionals in the field.
- Share knowledge and strive for effective public communication.
- Encourage continuous dialogue among municipalities, government agencies and school districts regarding community growth and resource conservation.
- Encourage community and stakeholder input and collaborative decision-making.
- Develop partnerships among public and private sectors—public-public, public-private, and private-private—to make community planning and associated projects affordable.

Lebanon County Comprehensive Plan 2007

Executive Summary

County Leadership for Plan Implementation

The Lebanon County Board of Commissioners is ultimately responsible for the implementation of the comprehensive plan. Yet the need to address wide ranging policy, services, regulations, and private and volunteer practices presents a formidable agenda. The commissioners and the county's service departments will need to leverage their own investment with other funding sources and engage a variety of special interest partners to reach their goals. Agencies and organizations identified to lead various initiatives and projects include the following partners as well as many others:

- State and County Departments and Agencies
- State and Federal Representatives
- Municipalities and their managers, authorities, commissions, boards and committees
- School District Boards and Administrations
- Lebanon Valley Economic Development Corporation
- Lebanon Valley Chamber of Commerce
- Lebanon Valley Exposition Center & Tourist Bureau
- Lebanon Valley Conservancy
- Lebanon County Conservation District
- Lebanon Valley Planning Department
- Public service organizations

This idea that shared knowledge and resources lead to better decision making and more effective outcomes was the basis for the final principle for growth and resource conservation: Think, communicate, and plan regionally; implement locally. The comprehensive planning process demonstrated the benefits of an open and inclusive process for decision making. It revealed the public's interest in growing communities to meet their needs and conserving resources effectively. It spurred interest in continued dialogue among municipalities, government agencies, school districts and community organizations regarding practical solutions. Moreover, it showed how shared investment can make even large projects affordable.

About the Comprehensive Plan...

The Lebanon County Comprehensive Plan, adopted December 13, 2007, was prepared by the Lebanon County Planning Department with consulting assistance from Gannett Fleming, Inc. and RETTEW Associates in association with Toole Recreation Planning and Yost Strodoski Mears. The plan was jointly funded by the Lebanon County Commissioners, the Department of Community and Economic Development, PA Department of Environmental Protection, PA Department of Conservation and Natural Resources and PA Department of Transportation. The complete comprehensive plan document can be viewed at the Planning Department office or on the Planning Department's page of the county website, www.lebanoncounty.org.



Lebanon County Board of Commissioners
William G. Carpenter
Larry E. Stohler
Jo Ellen Litz

Lebanon County Planning Department
Room 206 Municipal Building
400 South Eighth Street
Lebanon PA 17042
717-274-2801 extension 2325

Plans for Development and Conservation

A Plan for Transportation

The Lebanon County Metropolitan Planning Organization (LEBCO MPO) is the local agency responsible for transportation planning and programming. The LEBCO MPO provides the county with a collaborative planning forum to address transportation-related issues from a countywide and regional perspective and to plan for and make decisions on the use of federal transportation funds. The MPO Policy Board and an MPO Technical Planning Committee include representatives from county and local government, local transit, aviation, and trail organizations, business and industry, as well as state and federal transportation agencies.



Vision...

Have safe, efficient and effective transportation and travel choices for residents, businesses and visitors.

Goals and Objectives...

- Maintain a transportation system within the county and connected to adjacent counties that is safe, accessible, and efficient; expand and interconnect the system as communities grow.
- Prioritize transportation investment for maximum benefit.
- Identify and pursue opportunities to expedite project construction and service delivery.
- Coordinate operation, maintenance, improvement and expansion with local land use, infrastructure and environmental protection policies and public input.



Transportation Priorities...

- Provide a safe, efficient, interconnected and accessible transportation system for motorized and non-motorized users.
- Focus planning efforts on integrated studies with land use, development projects, scenic and historic open space conservation, tourism, and recreation.
- Coordinate transportation improvements with land use, infrastructure and other community development decisions.
- Protect and enhance the environment; support energy conservation; improve the quality of life; and encourage a healthy lifestyle.
- Promote community and neighborhood livability by linking transportation improvements to land use decisions.
- Promote funding concepts that target transportation investments for maximum local and regional benefit, maintain and improve the existing transportation system of roads, bridges and public transit, focus on affordable and sensible operational improvements in key corridors and spot locations and encourage local and private financial support to help to expedite project delivery.

A Plan for Community Facilities

Vision...

Adequate, cost effective public services in the areas of education, health, safety, and utility services.

Goals and Objectives...

Provide access to educational services and support programs for cultural enrichment, by

- Maintaining adequate capacity for planned growth in educational and library facilities,
- Providing educational and enrichment opportunities for all ages, and
- Promoting programs and events that foster a greater understanding and appreciation of the arts.

Provide public safety services that meet local needs and reflect national and statewide standards, by

- Providing training opportunities and modern facilities and equipment for public safety staff and volunteers,
- Encouraging efficient public safety services, and
- Coordinating response to known hazards.

Encourage the planning and development of a modern, secure health care system, by

- Guiding the development of modern, secure facilities consistent with service and programming needs and
- Supporting the expansion of health and wellness programs.

Provide an adequate solid waste collection and disposal system, by

- Promoting the proper handling and disposal of hazardous materials and solid waste and
- Supporting the continuation and expansion of recycling programs.

Ensure a clean, adequate water supply and sewage disposal systems by

- Ensuring sound water and sewer infrastructure planning that is consistent with standards, conforms to land use plans and adequately meets needs and
- Maintaining water and wastewater treatment facilities that provide adequate capacity for planned development and that meet water quality standards.

Facilitate private utilities planning in support of planned growth by

- Identifying existing and emerging telecommunications infrastructure, particularly that which is crucial for retaining and attracting businesses.

Provide adequate facilities for county and local government administration and affiliated service agencies by

- Providing modern, secure facilities for government and affiliated social service agencies consistent with service and programming needs and
- Maintaining services and programs that meet local needs.



Lebanon County is served by 6 public school districts, 3 institutions of higher education, and 22 private schools.

- There are 16 municipal police departments in Lebanon County.
- Lebanon County is served by 44 fire companies.
- There are four medical services facilities in Lebanon County: Good Samaritan Health System, Lebanon Veterans Affairs (VA) Medical Center, New Perspectives at White Deer Run, and Philhaven Behavioral Healthcare Services.
- Lebanon County's recycling rate was 28% in 2006 – up from 17% in 2000.
- Public water and sewer services are provided to approximately 50% of Lebanon County residents.

A Plan for Housing

Vision...

Housing choices among a range of housing types, densities and prices that are accessible to health and human services, shopping, recreation, employment opportunities, and transportation choices, primarily in identified growth areas, throughout the county.

Goals and Objectives...

Target at least 80% of new growth to areas served by public infrastructure (25% to the downtown areas principally located in the City of Lebanon, the boroughs and first class townships and the remaining 55% in suburban or village areas with existing or planned public infrastructure) by

- Promoting residential growth compatible with land use policies and existing and planned public infrastructure,
- Supporting and incentivizing housing diversity and affordability for all residents,
- Encouraging efficient design, layout flexibility and quality construction in residential development,
- Encouraging conservation, rehabilitation, and redevelopment of deteriorating neighborhoods,
- Coordinating and consolidating housing programs to meet current needs and address homelessness, and
- Continuing to monitor housing trends and market changes and monitor housing programs; documenting data in GIS; and communicating findings with municipalities and school districts.



- There were 49,320 homes in Lebanon County in 2000; another 5,300 homes were constructed between 2000 and 2007.
- 2005 data indicates that half of the homes in the county were built before 1959.
- The projections indicate that between 2005 and 2020 approximately 15,000 additional housing units will be needed.

A Plan for Economic Development

Vision...

An economy that offers stable employment and family-sustaining wages and benefits, locates or links jobs with housing, transportation and employee services, sustains natural resources, and contributes to the community.

Goals and Objectives...

Expand and diversify the business community by

- Promoting the value and products of existing county businesses and provide other needed support to keep those businesses competitive,
- Fostering a job-ready workforce,
- Directing economic investment compatible with the growth management strategy for urban revitalization, suburban expansion, and rural resource production,
- Improving coordination among all stakeholder agencies, and
- Coordinating land use planning and infrastructure investment for economic stability and smart growth.



- 65.7% of county residents are in the workforce.
- Lebanon County's total employment in 2003 was only 15% higher than in 1980, in contrast to 40% growth in jobs for the south central PA region.
- Manufacturing still plays a large role in the county's economy employing 17% of workers. Retail trade, government, and health care and social assistance each employ another 12%-14% of workers.
- Top industries in terms of earnings per employee are utilities, manufacturing, wholesale trade, management, and government.
- Top two industries in terms of county exports are wood product manufacturing and food manufacturing.

Top 10 Employers in Lebanon County 2005

Employer	Industrial Classification (NAICS Code)	Full Time Employees	Part Time Employees
Department of Military and Veterans Affairs	National Security (928)	1,200	0
Lebanon County	Public Administration (921)	950	0
Veterans Administration Medical Center	Health Care (622)	910	40
Good Samaritan Hospital	Health Care (622)	784	363
Tyco Electronics	Electronics Manufacturing (334)	700	0
Farmer's Pride, Inc./ Bell & Evans	Food Manufacturing (311)	700	0
Weaver, Inc.	Wood Product Manufacturing (321)	600	0
Philhaven	Health Care (611)	552	239
Cornwall-Lebanon School District	Education (611)	490	164
Bayer Consumer Care	Pharmaceutical Manufacturing (325)	480	3

A Plan for Natural Resources

Vision...

Sensitive resources that are protected from development, natural resources that are sustainably managed, watershed processes that are functional for humans and wildlife, and rural character that is distinctive.

Goals and Objectives...

Maintain and enhance the quantity and quality of water resources by

- Promoting land use planning and best practices for land development,
- Completing Act 167 studies, watershed assessments and conservation plans for all watersheds in the county,
- Minimizing site disturbance and stormwater generation, maximizing infiltration, and maintaining or improving stormwater quality,
- Supporting restoration of impaired streams and best practices for stream protection, and
- Encouraging municipalities to integrate water resources planning with land use planning.

Protect Lebanon County's diverse and ecologically sensitive lands by

- Limiting development activity in ecologically sensitive areas, namely floodplains, wetlands, mountain ridges and steep slopes,
- Developing greenway corridors to provide connectivity between ecologically sensitive lands, and
- Developing assistance and incentive programs.

Protect prime farmland, sustain the agricultural economy, and promote the rural heritage of Lebanon County by

- Developing a comprehensive agricultural sustainability strategy and
- Increasing agri-tourism within the county.

Encourage a healthy balance between the economic benefits of forestry and mineral extraction and environmental sustainability by

- Supporting initiatives to minimize effects that are associated with mineral extraction and quarrying operations,
- Encouraging responsible mineral extraction operations,
- Promoting the multiple benefits of forests,
- Coordinating an educational program to promote woodland management,
- Supporting the initiatives of Audubon Pennsylvania to focus public attention on the importance of the forested ridge, promote conservation activities, and protect the ridge from further habitat loss, fragmentation, and inappropriate land use, and
- Pursuing these goals and objectives by coordinating protection efforts through the promotion of partnerships between state and local agencies, trusts, conservation groups and private entities.

- The Susquehanna and Delaware River Basins meet in Lebanon County.
- Many of the county's natural features were named by Native Americans: Swatara means "where we feed on eels"; Quittapahilla, "spring from the ground among pines"; Conewago, "place of the rapids"; Tulpehocken, "land of the turtles"; and Kittatinny, "endless hills."
- The Lebanon Valley is part of the Great Valley, which contains some of the most productive soils in the county.
- To the north, the Blue Mountain or Kittatinny Ridge hosts the largest uninterrupted forest area in central and eastern Pennsylvania. To the south, South Mountain is part of the mid-Atlantic Highlands and its iron and red sandstone formations helped to establish the county's iron works and steel industry.



Greenscapes: A Plan for Open Space, Greenways & Recreation

Vision...

A first class countywide system of parks, recreation and conservation areas, linked by trails and greenways.

Lebanon County has established a goal of 15 acres of public parkland per 1,000 residents.

Goals and Objectives...

Establish a countywide system of parks and recreation areas comprised of state, county, regional, municipal, and private parks and recreation areas by

- Acquiring and developing adequate park land to serve present and future residents,
- Promoting and facilitating the adoption of mandatory dedication ordinances,
- Updating and renovating parks, recreation facilities, and trails to meet accepted standards and residents' recreation facility needs, and
- Integrating parks, recreation facilities, greenways, and trail planning into county and community planning.

Develop a countywide network of greenways and trails to create a connected county by

- Expanding and enhance existing greenways and recreation trails,
- Facilitating local planning for parks, recreation, greenways, trails and open space conservation,
- Growing the greenway network through the local development process, and
- Working to raise public awareness about the benefits of greenways and trails.

Facilitate and promote a wide range of recreation opportunities to people of all ages who live, work, and visit Lebanon County by:

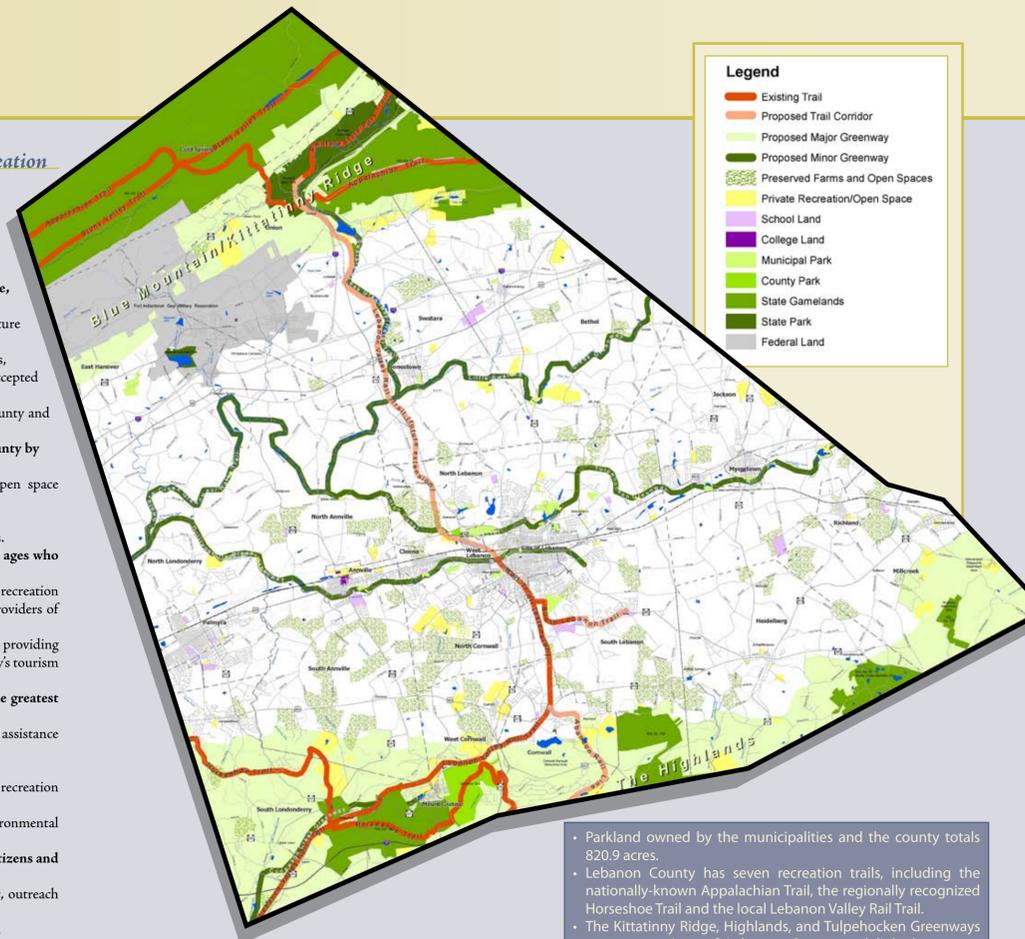
- Adopting the position that Lebanon County will not directly provide recreation programs and services but will facilitate and support the efforts of other providers of services and
- Focusing and strengthening efforts for providing close-to-home recreation, providing resource based recreation and promoting recreational areas within the county's tourism market.

Plan and manage parks, recreation and open space through partnerships for the greatest public benefit and responsible uses of recreation resources by

- Establishing an organizational structure for parks and recreation planning and assistance at the county level,
- Creating a Lebanon County Trail Authority,
- Reconstituting the Peer Study regarding the City of Lebanon parks and recreation management, and
- Following the recommendations of the Peer Study of the Governor Dick Environmental Center.

Invest in parks and recreation to enhance the health, safety, and welfare of the citizens and to contribute to the economic vitality of Lebanon County.

- Providing adequate financial support to facilitate partnership development, outreach and technical assistance for parks, recreation, and trails and
- Exploring the use of a capital improvement program to implement this plan.



- Parkland owned by the municipalities and the county totals 820.9 acres.
- Lebanon County has seven recreation trails, including the nationally-known Appalachian Trail, the regionally recognized Horseshoe Trail and the local Lebanon Valley Rail Trail.
- The Kittatinny Ridge, Highlands, and Tulpehocken Greenways traverse portions of Lebanon County and link the county regionally beyond its borders.

A Plan for Historic Resources

Vision...

Today's citizens connect with the rich heritage and culture of the county's past generations through landmarks, building patterns, events and stories.

Goals and Objectives...

Safeguard and promote historical resources and the heritage of Lebanon County by

- Identifying districts and landmarks that embody important elements of county culture, history, architectural history, or prehistory,
- Protecting such districts and landmarks from unnecessary destruction and degradation and promote appropriate use and re-use of historic properties,
- Promoting the interpretation of such districts and landmarks for the education, pleasure, and enrichment of county residents and visitors, and
- Encouraging new development to fit into local architectural patterns for buildings, site design, and public spaces.

A Plan for Energy Conservation

Vision...

Energy efficient design and operation of public and private facilities and services and use and production of renewable energy sources, where appropriate.

Goals and Objectives...

Promote energy efficiency and conservation throughout the community development and community revitalization processes by

- Promoting the energy efficient design of homes, sites, and communities,
- Reducing energy consumption in construction design, materials, and processes,
- Reducing energy consumption in community facilities and service operations,
- Administering energy codes,
- Promoting the use of alternative energy sources, and
- Expanding the non-vehicular transportation system.

- Lebanon County's strong agricultural heritage comes from its Scotch-Irish and German settlers who sought out familiar looking landscapes to carry on their agricultural ways of life. To replace worn farming tools, settlers began to mine for local metal ores, establishing iron furnaces and forges that produced pig iron and eventually steel.



- Fuel oil heats 55.7% of homes in Lebanon County. Utility or natural gas heats another 21.0% of homes and electricity, 16.5%.
- Energy conservation has received increased attention from the public and government agencies in recent years.