

**Comprehensive Plan
for
Elizabethtown Borough,
Mount Joy Township,
and
West Donegal Township**

1989

OLD



PSC Engineers & Consultants, Inc.

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**COMPREHENSIVE PLAN
FOR
ELIZABETHTOWN BOROUGH,
MOUNT JOY TOWNSHIP,
AND
WEST DONEGAL TOWNSHIP**

1989

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RESOLUTION NO. 89-6

A RESOLUTION OF THE ELIZABETHTOWN BOROUGH COUNCIL, LANCASTER COUNTY, PENNSYLVANIA, TO ADOPT THE COMPREHENSIVE PLAN FOR ELIZABETHTOWN BOROUGH, MOUNT JOY TOWNSHIP, AND WEST DONEGAL TOWNSHIP, 1989.

WHEREAS, the Elizabethtown Borough Council (the "Council") authorized the preparation of a regional comprehensive plan with Mount Joy Township and West Donegal Township; and

WHEREAS, PSC Engineers & Consultants, Inc., was selected as the consultant to assist the Planning Commissions of the Township, Elizabethtown Borough and West Donegal Township in the preparation of the regional comprehensive plan; and

WHEREAS, the Borough Planning Commission held a public meeting to consider the Comprehensive Plan for Elizabethtown, Mount Joy Township, and West Donegal Township on April 11, 1989, in accordance with Section 302 of the Pennsylvania Municipalities Planning Code, Act of July 31, 1968, P.L. 805, No. 247, as amended and reenacted, 53 P.S. §10101 et seq.; and

WHEREAS, the Planning Commission by unanimous vote recommended that the Borough adopt the Comprehensive Plan; and

WHEREAS, in accordance with the requirements of Section 302 of the MPC, the Comprehensive Plan was forwarded to the Lancaster County Planning Commission, the school districts, and the adjoining municipalities for their review and comment; and

WHEREAS, the Comprehensive Plan was revised to incorporate comments made by various entities, although the Plan was not substantially revised; and

WHEREAS, the Borough Council held a public hearing on the Comprehensive Plan on May 11, 1989 pursuant to public notice as required by the MPC; and

WHEREAS, the Borough Council desires to adopt the Comprehensive Plan for Elizabethtown Borough, Mount Joy Township and West Donegal Township, 1989, as the Comprehensive Plan for the Township in accordance with the provisions and requirements of the Pennsylvania Municipalities Planning Code.

NOW, THEREFORE, BE IT RESOLVED by the Elizabethtown Borough Council, Lancaster County, Pennsylvania, as follows:

Section 1. Borough Council adopts the comprehensive plan entitled "Comprehensive Plan for Elizabethtown Borough, Mount Joy Township and West Donegal Township, 1989", hereinafter referred to as the "Plan", prepared by PSC Engineers & Consultants, last revised on October 23, 1989, as the comprehensive plan for the Township in accordance with Article III of the Pennsylvania Municipalities Planning Code.

Section 2. The Plan shall include the chapters entitled Purpose, Introduction, Background, Land Use, Transportation, Utilities, Housing, Community Facilities, Environment, Regional Services, and Implementation, and all charts, tables, diagrams and textual matter contained therein.

Section 3. The Plan shall include the maps entitled Existing Sewer Service Areas, Areas with On-Lot Disposal Problems, Existing Water Service Areas, Park and Recreational Facilities, Future Land Use Plan, and Transportation Plan.

Section 4. Nothing in this Resolution shall be construed to affect any suit or proceeding pending in any court, or any rights or liability incurred, or any permit issued or approval granted, or any cause or causes of action existing prior to the adoption of this Resolution.

Section 5. This Resolution shall become effective and be in force immediately.

DULY ADOPTED this 16 day of November, 1989, by the Elizabethtown Borough Council, Lancaster County, Pennsylvania, in lawful session duly assembled.

By:

John N. Bueh
President Borough Council

Attest:

Wendell
(Assistant) Secretary

[SEAL]

Daniel R. Mader
Mayor

TOWNSHIP OF MOUNT JOY

RESOLUTION NO. 19-1989

A RESOLUTION OF THE BOARD OF SUPERVISORS OF THE TOWNSHIP OF MOUNT JOY, LANCASTER COUNTY, PENNSYLVANIA, TO ADOPT THE COMPREHENSIVE PLAN FOR ELIZABETHTOWN BOROUGH, MOUNT JOY TOWNSHIP, AND WEST DONEGAL TOWNSHIP, 1989.

WHEREAS, the Board of Supervisors of the Township of Mount Joy (the "Board of Supervisors") authorized the preparation of a regional comprehensive plan with Elizabethtown Borough and West Donegal Township; and

WHEREAS, PSC Engineers & Consultants, Inc., was selected as the consultant to assist the Planning Commissions of the Township, Elizabethtown Borough and West Donegal Township in the preparation of the regional comprehensive plan; and

WHEREAS, the Township Planning Commission held a public meeting to consider the Comprehensive Plan for Elizabethtown, Mount Joy Township, and West Donegal Township on April 6, 1989, in accordance with Section 302 of the Pennsylvania Municipalities Planning Code, Act of July 31, 1968, P.L. 805, No. 247, as amended and reenacted, 53 P.S. §10101 et seq.; and

WHEREAS, the Township Planning Commission adopted a Resolution recommending that the Board of Supervisors adopt the Comprehensive Plan; and

WHEREAS, in accordance with the requirements of Section 302 of the MPC, the Comprehensive Plan was forwarded to the Lancaster County Planning Commission, the school districts, and the adjoining municipalities for their review and comment; and

WHEREAS, the Comprehensive Plan was revised to incorporate comments made by various entities, although the Plan was not substantially revised; and

WHEREAS, the Board of Supervisors has held a public hearing on the Comprehensive Plan pursuant to public notice as required by the MPC; and

WHEREAS, the Board of Supervisors of the Township desires to adopt the Comprehensive Plan for Elizabethtown Borough, Mount Joy

Township and West Donegal Township, 1989, as the Comprehensive Plan for the Township in accordance with the provisions and requirements of the Pennsylvania Municipalities Planning Code.

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of the Township of Mount Joy, Lancaster County, Pennsylvania, as follows:

Section 1. The Board of Supervisors adopts the comprehensive plan entitled "Comprehensive Plan for Elizabethtown Borough, Mount Joy Township and West Donegal Township, 1989", hereinafter referred to as the "Plan", prepared by PSC Engineers & Consultants, last revised on October 23, 1989, as the comprehensive plan for the Township in accordance with Article III of the Pennsylvania Municipalities Planning Code.

Section 2. The Plan shall include the chapters entitled Purpose, Introduction, Background, Land Use, Transportation, Utilities, Housing, Community Facilities, Environment, Regional Services, and Implementation, and all charts, tables, diagrams and textual matter contained therein.

Section 3. The Plan shall include the maps entitled Existing Sewer Service Areas, Areas with On-Lot Disposal Problems, Existing Water Service Areas, Park and Recreation Facilities, Future Land Use Plan, Transportation Plan.

Section 4. Nothing in this Resolution shall be construed to affect any suit or proceeding pending in any court, or any rights or liability incurred, or any permit issued or approval granted, or any cause or causes of action existing prior to the adoption of this Resolution.

Section 5. This Resolution shall become effective and be in force immediately.

DULY ADOPTED this 9TH day of NOVEMBER, 1989, by the Board of Supervisors of the Township of Mount Joy, Lancaster County, Pennsylvania, in lawful session duly assembled.

TOWNSHIP OF MOUNT JOY
Lancaster County, Pennsylvania

By: C. Rodney Laird
(Vice) Chairman
Board of Supervisors

Attest: Richard J. Foy
(Assistant) Secretary

[TOWNSHIP SEAL]

TOWNSHIP OF WEST DONEGAL

RESOLUTION NO. 14-89

A RESOLUTION OF THE BOARD OF SUPERVISORS OF THE TOWNSHIP OF WEST DONEGAL, LANCASTER COUNTY, PENNSYLVANIA, TO ADOPT THE COMPREHENSIVE PLAN FOR ELIZABETHTOWN BOROUGH, MOUNT JOY TOWNSHIP, AND WEST DONEGAL TOWNSHIP, 1989.

WHEREAS, the Board of Supervisors of the Township of West Donegal (the "Board of Supervisors") authorized the preparation of a regional comprehensive plan with Elizabethtown Borough and Mount Joy Township; and

WHEREAS, PSC Engineers & Consultants, Inc., was selected as the consultant to assist the Planning Commissions of the Township, Elizabethtown Borough and Mount Joy Township in the preparation of the regional comprehensive plan; and

WHEREAS, the Township Planning Commission held a public meeting to consider the Comprehensive Plan for Elizabethtown, Mount Joy Township, and West Donegal Township on June 8, 1989, in accordance with Section 302 of the Pennsylvania Municipalities Planning Code, Act of July 31, 1968, P.L. 805, No. 247, as amended and reenacted, 53 P.S. §10101 et seq.; and

WHEREAS, the Township Planning Commission adopted a Resolution recommending that the Board of Supervisors adopt the Comprehensive Plan; and

WHEREAS, in accordance with the requirements of Section 302 of the MPC, the Comprehensive Plan was forwarded to the Lancaster County Planning Commission, the school districts, and the adjoining municipalities for their review and comment; and

WHEREAS, the Comprehensive Plan was revised to incorporate comments made by various entities, although the Plan was not substantially revised; and

WHEREAS, the Board of Supervisors has held a public hearing on the Comprehensive Plan pursuant to public notice as required by the MPC; and

WHEREAS, the Board of Supervisors of the Township desires to adopt the Comprehensive Plan for Elizabethtown Borough, Mount Joy Township and West Donegal Township, 1989 as the Comprehensive Plan for the Township in accordance with the provisions and requirements of the Pennsylvania Municipalities Planning Code.

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of the Township of West Donegal, Lancaster County, Pennsylvania, as follows:

Section 1. The Board of Supervisors adopts the comprehensive plan entitled "Comprehensive Plan for Elizabethtown Borough, Mount Joy Township and West Donegal Township, 1989", hereinafter referred to as the "Plan", prepared by PSC Engineers & Consultants, last revised on October 23, 1989, as the comprehensive plan for the Township in accordance with Article III of the Pennsylvania Municipalities Planning Code.

Section 2. The Plan shall include the Chapters entitled Purpose, Introduction, Background, Land Use, Transportation, Utilities, Housing, Community Facilities, Environment, Regional Services, and Implementation, and all charts, tables, diagrams and textual matter contained therein.

Section 3. The Plan shall include the maps entitled Existing Sewer Service Areas, Areas with On-Lot Disposal Problems, Existing Water Service Areas, Park and Recreation Facilities, Future Land Use Plan, and Transportation Plan.

Section 4. Nothing in this Resolution shall be construed to affect any suit or proceeding pending in any court, or any rights or liability incurred, or any permit issued prior to the adoption of this Resolution.

Section 5. This Resolution shall become effective and be in force immediately.

DULY ADOPTED this 4th day of December, 1989, by the Board of Supervisors of the Township of West Donegal, Lancaster County, Pennsylvania, in lawful session duly assembled.

TOWNSHIP OF WEST DONEGAL
Lancaster County, Pennsylvania

By: B L Harman
(Vice) Chairman
Board of Supervisors

Attest: Linda Machioni
(Assistant) Secretary

[TOWNSHIP SEAL]

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PURPOSE

The purpose of this regional Comprehensive Plan is to provide a vision of how the Elizabethtown Borough - Mount Joy Township - West Donegal Township area will develop within the next 15 years, in order to enable the community leaders to make informed decisions regarding the physical, economic, and social development of this region.

INTRODUCTION

Planning is a continuing process, which must pay attention to changing conditions and new problems that may arise. This process should take into account the changes affecting growth and development at the municipal level. To keep abreast of these changes, municipalities must take stock of their past and current planning efforts in order to adjust and reshape their actions for the future.

In more specific terms, planning is usually needed to prevent or solve problems created by the following:

1. Population growth, which creates a need for more housing.
2. Expanding residential areas, which create a need for properly located supportive land uses.
3. Increased demands for public services and facilities such as water, sewerage, storm drainage, schools, and parks and other community facilities.
4. The continued dependency on the personal automobile, which creates a demand for an improved transportation network.
5. A changing economic base, with a shift in employment emphasis.

THE PLANNING PROCESS

The planning process is a course of action that is directed toward preparing and administering the municipal comprehensive plan. It is a continuous process due to social and economic changes, new development policies, and changing conditions in general.

The municipal comprehensive plan is the official policy guide for directing the location, type, and extent of future

development. It establishes the basis for the municipality's decision-making process on zoning matters; location of public buildings, facilities, and activities; land use functions; and location of housing areas based on need over a period of time.

THE LEGAL STANDING OF THE COMPREHENSIVE PLAN

The Pennsylvania Municipalities Planning Code (Act 247, as amended) empowers municipalities to prepare a comprehensive plan, which is to include but not be limited to the following elements:

1. A statement of objectives concerning the municipality's future development.
2. A plan for land use.
3. A plan to meet the housing needs of the municipality's residents.
4. A plan for the movement of people and goods.
5. A plan for community facilities and utilities.
6. A statement of the interrelationships among the various components of the plan.
7. A discussion of short and long-range implementation strategies.
8. A statement indicating the relationship of existing and proposed development of the municipality to that of contiguous municipalities, to the objectives and plans of the County, and to regional trends.

INTERRELATIONSHIPS AMONG THE VARIOUS PLAN COMPONENTS

A well-constructed comprehensive plan consists of a number of interrelated components. This Regional Comprehensive Plan consists of the following components: Background, Land Use, Transportation, Utilities, Housing, Community Facilities, Environment, Regional Services, and Implementation. The Background relates to all other components of the Plan in that it sets the stage by providing data and describing current conditions. The Land Use and Transportation components are interrelated, with both influencing the other. Housing is similarly influenced by these two components. Utilities influence the location of housing and impact on the overall land use

pattern and the transportation network. Community facilities are provided to complement and serve residential development; housing and other land uses influence the location of community facilities. The environment is affected by and affects the land use pattern; natural areas can also interrelate with community facilities in some cases. Regional Services strongly interrelate with several other components of the Plan, including Utilities, Community Facilities, and Environment, in addition to Land Use and Transportation in general. All elements of a comprehensive plan are interrelated and must be recognized as having this role.

BACKGROUND

THE HISTORY OF THE REGION

The area was originally settled by Scotch-Irish near the mouth of Chickies Creek in 1716. By 1722, the study area as well as East Donegal Township became a political subdivision named Donegal Township after Donegal County in Ireland. In 1745, the German immigrants reached the area and within a short time had established themselves as the majority ethnic group in what is now Mount Joy Township. In 1759, the township of Mount Joy was separated from the Donegal region and organized as a separate municipality. In 1838, Donegal Township was again portioned into West and East Donegal Townships. Four years later, Conoy Township was separated from West Donegal Township, accounting for the present outer boundaries of the study area. On April 13, 1827, Elizabethtown became the third incorporated borough in the County.

In 1730, a Scotch-Irish hostelry known as the Bear Tavern was built at the intersection of Conoy Creek and an Indian trail used by pioneers traveling west from Philadelphia. This trail marked the route that would become the Paxtang-Conestoga Road and later the Lancaster-Harrisburg Turnpike. In 1757, the Black Horse Tavern was opened, evidently to serve the pioneers of German ancestry. These two establishments became the nucleus for the settlement that is present-day Elizabethtown Borough. The first lots were laid out around 1750 by Barnabas Hughes, who named the settlement after his wife Elizabeth.

After the Revolutionary War, a third inn, the General Washington Hotel, was opened and became the center of activity in the borough. It was one of three stage stops between Philadelphia and Pittsburgh and a popular stop for teamsters moving freight over the Falmouth-Elizabethtown Turnpike, which was built in 1810. The falls in the Susquehanna River at Falmouth necessitated a break in the movement of the

freight on the river. Consequently, freight was transferred to wagons and moved overland on the Falmouth-Elizabethtown Turnpike. The opening of the Erie Canal in 1825 caused a decrease in overland travel along the Lancaster, Elizabethtown, and Middletown Turnpike, while the opening of canals around the falls at Falmouth around 1830 caused a decrease in freight traffic along the Falmouth-Elizabethtown Turnpike.

The decrease in activity caused by the opening of the canals was offset when construction began on the railroad between Elizabethtown and Mount Joy in 1829. Rail service provided transportation for a number of small industries which were located in Elizabethtown during the first half of the 19th century. These early industrial plants produced a wide variety of products, including grain mills, a tannery, farm implements, and even an attempt at silk production. The borough, however, continued to be largely a trade center for the surrounding rural population.

A number of services for residents of the region had their beginnings in the 1800's. In 1836, the Friendship Fire Company was begun in Elizabethtown. In 1843, the free school of law was excepted by the residents of the area, and one-room schools were begun in the borough and the townships. Newspapers, the major news media of the time, came to the area in the 1800's. The present Elizabethtown paper, *The Chronicle*, was first printed in 1869. In the same year, the first bank was established in the borough.

The tragic events of the 1860's affected this region as they did the entire nation. A number of men from this area fought with the Union Army. But the Civil War had a long-range influence upon American life that was to be felt in this region by the late 1800's. The industrial revolution, stimulated by wartime production, would soon change the

method of earning a living for large numbers of persons.

In 1894, an electric light and power system was established to serve the borough and was followed the next year by a water system. The provision of these services provided impetus for the growth in industrial activity, as well as the founding of Elizabethtown College in 1900 and the construction of the first building of the Masonic Homes, located in West Donegal Township adjacent to the borough, in 1904.

THE HISTORY OF PLANNING IN THE ELIZABETHTOWN BOROUGH - MOUNT JOY TOWNSHIP - WEST DONEGAL TOWNSHIP REGION

In August 1966, the Lancaster County Planning Commission produced a two-volume Comprehensive Plan for the three-municipality area of Elizabethtown Borough, Mount Joy Township, and West Donegal Township; Volume I presented background data, while Volume II was the Comprehensive Plan. The significance of that Comprehensive Plan is that it was the first such plan undertaken and financed cooperatively by adjoining municipalities. That joint effort emphasized that development problems will require resolution at an inter-municipal level.

To help achieve the goals and objectives of that Comprehensive Plan, individual municipal zoning ordinances were recommended. Elizabethtown Borough already had a zoning ordinance in effect (it was adopted in 1949), while Mount Joy and West Donegal Townships enacted such regulations in March 1970. (All three ordinances were subsequently revised between 1978 and 1980.)

In February 1978, Elizabethtown Borough adopted a revised Comprehensive Plan, a fold-out brochure which focused on land use, commercial, transportation, housing, and community facilities; there was a Borough map accompanying each category. The featured graphic was the Comprehensive Land Use and Circulation Plan.

THE THREE-MUNICIPALITY REGION TODAY

The three-municipality region of Elizabethtown Borough, Mount Joy Township, and West Donegal Township consists of 45.8 square miles - Elizabethtown Borough with 2.1 square miles, Mount Joy Township with 28 square miles, and West Donegal Township with 15.7 square miles.

The region, located in northwestern Lancaster County, consists of Elizabethtown Borough in the center, with West Donegal Township surrounding the Borough to the west and south and Mount Joy Township surrounding the Borough to the north and east.

The region had a 1986 estimated population of 19,820: Elizabethtown Borough was at 9,110, Mount Joy Township was at 5,670, and West Donegal Township was at 5,040. Elizabethtown Borough was the 3rd most-populous borough in Lancaster County, while Mount Joy Township was the 14th most-populous township and West Donegal Township the 20th most-populous.

The region's density in 1986 was 433 persons per square mile: Elizabethtown Borough was at 4,338 persons per square mile, making it the 3rd most-densely developed borough in Lancaster County; Mount Joy Township was at 202 persons per square mile and West Donegal Township was at 321 persons per square mile, making them the 22nd and 10th most-densely developed townships in Lancaster County, respectively. The most-densely developed portion of the region is Elizabethtown Borough and the immediately adjacent areas of the two townships. Other areas of various densities of development exist throughout the region, with that area of Mount Joy Township north of PA 283 being the most open and least-densely developed.

SOILS

The region consists of three general soils units: Ungers-Bucks-Lansdale, Duffield-Hagerstown, and Bedington. The Ungers-Bucks-Lansdale unit consists of mostly well-

drained soils. Much of it is in agricultural use, while other uses include woodland, recreation, and residential development. Slope and stoniness are the main limitations of some areas for non-agricultural use. The Duffield- Hagerstown unit consists of well-drained soils and is mainly in cropland; sinkholes and the possibility of groundwater contamination are its major limitations. The Bedington unit consists of well-drained soils and is mostly in cropland, with some areas being woodland or in urban uses; slope is the main limitation for non- agricultural uses in some areas.

POPULATION

The region has experienced significant population increase since 1940, more than doubling between 1940 and 1986 (see Table B-1). The greatest decade of increase occurred between 1950 and 1960. It is expected that the region will continue to experience significant growth through the next several decades.

All three municipalities at least doubled in population since 1940. Elizabethtown Borough experienced the greatest growth in that time span - 4,795 persons (see Tables B-2, B-3, and B-4).

Table B-5 shows the region and each municipality broken down by age group. From these figures, it can be seen that the region's population clusters around the working force age group (18 to 64 years), with a higher proportion of the elderly in West Donegal Township. This is emphasized by the median age in the region: Elizabethtown Borough is at 29.5 years, Mount Joy Township is at 27.4 years, and West Donegal Township is at 33.1 years. The median age for the County is 30.0 years.

NOTE: All census data in this comprehensive plan (except where noted) come from the 1980 Census. As a result, some data is severely out-of-date and should be recognized as such. However, some of the data is used in conjunction with data from other decades or with projected figures; in those cases, it has validity in an historical context or as an estimate.

POPULATION PROJECTIONS

Population projections involve forecasting a future population based on certain assumptions, rather than on known quantities. These figures are usually based on continued economic stability, current zoning, and continued desirability for development in the region. The actual amounts of increase will vary according to the amount of land available for future residential development within each municipality.

In 1984, the Lancaster County Planning Commission prepared population projections for the County as a whole and for each of the County's 60 municipalities. These projections were for 1990, 2000, and 2010. Table B-6 shows population projections for the region and each of the three municipalities. The figures are reasonably close for the two Townships, but those shown for Elizabethtown Borough are low, based on 1986 figures provided by the U.S. Bureau of the Census. The Borough was projected by the County to increase by 537 persons or 6.5 percent between 1980 and 2010, bringing its population to 8,770 by 2010. However, Table B-2 shows a Census Bureau estimate of 9,110 persons for the Borough in 1986. This represents a 10.7 percent increase during just the first six years of this decade. As a result of this higher population figure and other data available for the Borough, it is apparent that projections for the Borough were underestimated and that more realistic estimates should be prepared.

However, determining more acceptable population estimates can be time-consuming and even unnecessary. In general, it can be restated that the region has grown substantially and has the potential to continue through the next several decades. This growth is not confined to the more open Townships; it is also expected to continue within the Borough, where there is developable land, which has both public sewer and water facilities available. Therefore, Table B-6 presents general population estimates based on current population, growth trends, and land available for development.

ECONOMY

The region's economy mirrors the County's economy in general - it is healthy and diverse, with strength in professional services, manufacturing, and retail trade employment. In 1980, the region's unemployment rate was 3.1 percent, further emphasizing the economic health of the region. (See Tables B-7 and B-8.)

Employment by major occupation group is somewhat evenly distributed among all of the

groups, except for Farming, Forestry, and Fishing, which for the region consists mostly of agriculture-related employment (see Table B-9).

Per capita income for each municipality within the region was below the Lancaster County figure in 1979. However, the municipal figures for median household income and median family income were all above the County figures, with one exception (see Table B-10).

Table B - 1
POPULATION GROWTH TRENDS
THREE-MUNICIPALITY REGION

YEAR	POPULATION	CHANGE	PERCENT CHANGE
1940	9,441	1,143	13.8
1950	10,504	1,063	11.3
1960	14,307	3,803	36.2
1970	16,019	1,712	2.0
1980	18,223	2,204	13.8
1986*	19,820	1,597	8.8

* U.S. Bureau of the Census estimate

Sources: U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table B - 2
POPULATION GROWTH TRENDS
ELIZABETHTOWN BOROUGH

YEAR	POPULATION	CHANGE	PERCENT CHANGE
1940	4,315	375	9.5
1950	5,083	768	17.8
1960	6,780	1,697	33.9
1970	8,072	1,292	19.1
1980	8,233	161	2.0
1986*	9,110	877	10.7

* U.S. Bureau of the Census estimate

Sources: U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table B - 3
POPULATION GROWTH TRENDS
MOUNT JOY TOWNSHIP

YEAR	POPULATION	CHANGE	PERCENT CHANGE
1940	2,729	443	19.4
1950	3,086	357	13.1
1960	4,135	1,049	34.0
1970	4,228	93	2.3
1980	5,128	900	21.3
1986*	5,670	542	10.6

* U.S. Bureau of the Census estimate

Sources: U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table B - 4
POPULATION GROWTH TRENDS
WEST DONEGAL TOWNSHIP

YEAR	POPULATION	CHANGE	PERCENT CHANGE
1940	2,397	325	15.7
1950	2,335	-62	-2.7
1960	3,392	1,057	45.3
1970	3,719	327	9.6
1980	4,862	1,143	30.7
1986*	5,040	178	3.7

* U.S. Bureau of the Census estimate

Sources: U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table B - 5
POPULATION BY AGE GROUP
THE REGION AND EACH MUNICIPALITY

AGE GROUP	REGION	PERCENT OF TOTAL	ELIZABETHTOWN BOROUGH	PERCENT OF TOTAL
Under 5 Years	1,202	6.6	446	5.4
5 to 17 Years	3,444	18.9	1,375	16.7
18 to 64 Years	11,074	60.8	5,298	64.4
65 Years & Older	2,503	13.7	1,114	13.5

AGE GROUP	MOUNT JOY TOWNSHIP	PERCENT OF TOTAL	WEST DONEGAL TOWNSHIP	PERCENT OF TOTAL
Under 5 Years	402	7.8	354	7.3
5 to 17 Years	1,102	21.5	967	19.9
18 to 64 Years	3,245	63.3	2,531	52.0
65 Years & Older	379	7.4	1,010	20.8

Sources : U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table B - 6
POPULATION PROJECTIONS
THE REGION AND EACH MUNICIPALITY

YEAR	REGION	PERCENT INCREASE OVER PREVIOUS DECADE	ELIZABETHTOWN BOROUGH	PERCENT INCREASE OVER PREVIOUS DECADE
1980 (Actual)	18,223	13.8	8,233	2.0
1990	20,310 (21,370)*	11.5 (17.3)*	8,410 (9,470)*	2.1 (15.0)*
2000	22,040 (23,910)*	8.5 (11.9)*	8,550 (10,420)*	1.7 (10.0)*
2010	23,620 (25,800)*	7.2 (7.9)*	8,770 (10,950)*	2.6 (5.0)*

YEAR	MOUNT JOY TOWNSHIP	PERCENT INCREASE OVER PREVIOUS DECADE	WEST DONEGAL TOWNSHIP	PERCENT INCREASE OVER PREVIOUS DECADE
1980 (Actual)	5,128	21.3	4,862	30.7
1990	6,090	18.8	5,810	19.5
2000	6,860	12.6	6,630	14.1
2010	7,520	9.6	7,330	10.6

* Revised to reflect higher current population estimate and trend for future growth.

Sources : U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table B - 7
SELECTED LABOR FORCE CHARACTERISTICS
THREE-MUNICIPALITY REGION, ELIZABETHTOWN BOROUGH,
MOUNT JOY TOWNSHIP, AND WEST DONEGAL TOWNSHIP

1980

	Persons 16 Years Old & Over	Civillian Labor Force	Employed Persons 16 Years Old or Over	Unemployed Persons	Unemployment Rate (Percent)
Elizabethtown					
Borough					
Total	6,666	4,150	3,988	162	3.9
Male	3,003	2,183	2,105	78	3.6
Female	3,663	1,967	1,883	84	4.3
Mount Joy					
Township					
Total	3,799	2,583	2,546	37	1.4
Male	1,851	1,569	1,542	27	1.7
Female	1,948	1,014	1,004	10	1.0
West Donegal					
Township					
Total	3,689	2,075	1,998	77	3.7
Male	1,689	1,260	1,223	37	2.9
Female	2,000	815	775	40	4.9
Region					
Total	14,154	8,808	8,532	276	3.1
Male	6,543	5,012	4,870	142	2.8
Female	7,611	3,796	3,662	134	3.5

Sources : U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table B - 8
EMPLOYMENT CHARACTERISTICS
THREE-MUNICIPALITY REGION, ELIZABETHTOWN BOROUGH,
MOUNT JOY TOWNSHIP, AND WEST DONEGAL TOWNSHIP

	1980			
	Region	Elizabethtown Borough	Mount Joy Township	West Donegal Township
Employed Persons, 16 Years Old and Older	8,532	3,988	2,546	1,998
Agriculture, Forestry, and Fisheries	358	48	195	115
Mining	22	—	—	22
Construction	339	150	95	94
Manufacturing	2,331	1,128	670	533
Transportation	287	70	143	74
Communication and Other Public Utilities	259	67	33	159
Wholesale Trade	332	168	104	60
Retail Trade	1,039	461	378	200
Finance, Insurance, and Real Estate	306	166	87	53
Business and Repair Services	157	82	19	56
Personal, Entertainment, and Recreation Services	240	139	58	43
Professional and Related Services Public Administration	346	198	76	72

Sources : U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table B - 9
OCCUPATION CHARACTERISTICS
THREE-MUNICIPALITY REGION, ELIZABETHTOWN BOROUGH,
MOUNT JOY TOWNSHIP, AND WEST DONEGAL TOWNSHIP

	1980			
	Region	Elizabethtown Borough	Mount Joy Township	West Donegal Township
Employed Persons, 16 Years Old and Older	8,532	3,988	2,546	1,998
Managerial and Professional	1,718	892	488	338
Technical, Sales, and Administrative Support	2,065	1,048	615	402
Service	1,376	661	390	325
Farming, Forestry, and Fishing	332	42	170	120
Precision Production, Craft, and Repair	1,091	432	332	327
Operators, Fabricators, and Laborers	1,950	913	551	486

Sources : U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table B - 10

**SELECTED ECONOMIC CHARACTERISTICS
LANCASTER COUNTY, ELIZABETHTOWN BOROUGH,
MOUNT JOY TOWNSHIP, AND WEST DONEGAL TOWNSHIP**

	1979			
	Lancaster County	Elizabethtown Borough	Mount Joy Township	West Donegal Township
Per Capita Income	\$ 7,087	\$ 7,016	\$ 7,064	\$ 6,701
Median Household Income	17,933	17,764	20,252	21,762
Median Family Income	20,566	21,029	21,823	22,559

Sources : U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

LAND USE

OBJECTIVES

1. Protect and enhance the rural and small-town community character of the region.
2. Protect and enhance the resources of Elizabethtown Borough as the local center of commerce, industry, culture, and education in the region.
3. Preserve and protect productive farmland and the natural resources and historic assets of the region.
4. Provide for a diversity of natural, accessible open space, parks, and recreation opportunities to meet the needs of residents of the region and to protect basic environmental assets.
5. Guide development, which will occur due to the inevitable population growth, to those areas which are properly zoned and have public sewer and water service.
6. Maintain and improve the existing residential, commercial, and industrial character of the region.
7. Encourage intermunicipal cooperation as a means of attaining desired land use patterns within the region.
8. Ensure that the varied land uses within the municipalities are logically located in their relationship to one another.
9. Develop controls for certain agricultural activities, including manure management ordinances and ordinances limiting animal densities, which would minimize the conflict between agriculture and residential and other intensive land uses while encouraging the continuation of agriculture.

INTRODUCTION

Various factors influence how land will be used. Some of these factors include specific environmentally sensitive areas, such as agricultural land and floodplains, whereas other factors include areas of extensive development. The region's potential for growth and its ability to accommodate it is a major factor in determining future land use.

LAND USE AND ZONING

It is appropriate to describe the difference between Existing Land Use, Existing Zoning, and Future Land Use, as they relate to this comprehensive plan.

Existing land use describes how each parcel within the region is currently used, in accordance with certain categories. Existing land use is usually based on a visual survey of each parcel.

Existing zoning includes the text of each current municipal Zoning Ordinance and is shown graphically in each Official Zoning Map. The Zoning Map shows use zones or districts which usually encompass more than one parcel and indicate what specific uses are permitted within each district. In the region, these districts range from Agricultural and Rural to several categories of Residential, Commercial, Industrial, and Institutional. Zoning does not always match existing land use because some uses were in existence prior to enactment of the Zoning Ordinance and because certain large areas may have been rezoned. These areas may include certain uses which are inconsistent with the new zoning category.

Future land use describes the most appropriate use of all areas within the region projected 15 years into the future. The use areas are general and may exclude certain

smaller, inconsistent uses. The Future Land Use Plan includes the following categories: Residential, Commercial, Office and Professional, Industrial, Community Facility/ Institutional, Park/Open Space/ Conservation, Rural, and Agriculture. The Future Land Use Plan is not a representation of what the region will look like in 15 years but instead shows areas which are most appropriate for each use category.

EXISTING LAND USE

The existing land use for the region was compiled during the latter half of 1987, using data provided by each municipality and updated with visual field observations. It was found that agriculture is the predominant land use in the region. Residential development is the next largest land use category, occurring within all three municipalities; the general pattern of residential development is areas of greater densities within and immediately adjacent to Elizabethtown Borough and areas of lesser densities, including subdivisions and scattered single family dwellings, in the rest of the region. Land used for community facility or institutional purposes is significant in the region, because of that which is owned by the Masonic Homes, the University Hospital Rehabilitation Center for Children and Adults, and Elizabethtown College, in addition to several large, privately owned facilities. Commercial, industrial, and park uses make up the remainder of the region; commercial and industrial uses are located between PA 230 and PA 283 and along both corridors, while public and private parkland is scattered throughout the region.

FUTURE LAND USE

The three-municipality region lies in the northwest corner of Lancaster County, adjacent to Dauphin and Lebanon Counties. The region is influenced predominantly by Lancaster and Dauphin Counties. However, the region is able to maintain its own identity and, by controlling some land uses and encouraging others, the region will be an important entity in the overall pattern of

economic growth and land development for both Dauphin and Lancaster Counties. As the region grows, it becomes most important for it to establish a balance between growth and support services and facilities, to direct future change, and to coordinate municipal decisions to these ends.

The future land use pattern for this region should take into account the rural character of the area, Elizabethtown Borough's role as the hub of local influence, and the changing nature of those areas between the hub and the rural land. Significant open space in the future is crucial. Some of this can be provided through development techniques such as transfer of development rights and cluster housing, and some can be provided through agricultural land and parkland preservation efforts.

RESIDENTIAL

Recent building permit activity reflects the desirability of the region for residential growth. There is an abundance of undeveloped, residentially zoned land in the two townships, a factor which will accommodate, if not encourage, future development. Population projections show a steady increase of nearly 20 percent over the next 20 years; the two townships are each projected to grow nearly 25 percent during this same time period.

Much of the future residential growth is appropriate for the area between PA 230 and PA 283, from Mount Joy Borough to the Dauphin County line. Growth in and around Elizabethtown Borough will be mostly medium to high density (4 units per acre and above), while other appropriate areas will see residential development mostly of a low to medium density (up to 4 units per acre). Future residential growth in Mount Joy and West Donegal Townships will depend on the availability of public sewer and water. Limited growth is projected for Mount Joy Township north and northeast of PA 283.

COMMERCIAL

Commercial development within the region is quite varied, from small shopping centers

and other highway commercial to neighborhood commercial and central business district. There is little commercial development north and northeast of PA 283 or south of the Amtrak rail line; any future commercial growth in these areas should be restricted to serving limited, day-to-day needs of the local residents and, if possible, be an extension of existing commercial areas. Expanded or new commercial areas include highway commercial along PA 230 between Mount Joy Borough and west of Cloverleaf Road, and a commercial area around the PA 283 interchange with PA 743. All additional commercial areas should be part of an integrated development plan, which would encourage the extension and/or filling in of existing commercial areas and discourage random strip and spot development. Future commercial development should also be at a scale which is harmonious with existing, surrounding land uses.

OFFICE AND PROFESSIONAL

There is a significant demand in Lancaster County for land appropriate for light industrial and office park uses. With the emphasis away from heavier industrial uses in the region, it appears that areas able to accommodate light industrial and office park uses will have a major impact on the region's future growth pattern. The most significant of these office and professional areas lie along the southern boundary of Elizabethtown Borough and south of PA 230 near the Conewago Industrial Park in West Donegal Township. Any new office and professional uses should be at a scale which is harmonious with existing, surrounding land uses.

INDUSTRIAL

There are several areas of heavier industrial uses in the region, the largest one being the Conewago Industrial Park in the northwestern corner of West Donegal Township. This is the only area in the region that has the potential for significant industrial growth; such growth would be compatible with the nearby area of office and professional use. The other industrial area

with growth potential is located along Mount Pleasant Road, east of the PA 283 interchange with Cloverleaf Road. Future industrial development should be part of an integrated development plan and be sensitive to the scale of existing, surrounding land uses.

COMMUNITY FACILITY/INSTITUTIONAL

Significant public school expansion is taking place within the Region. There will be expansions, additions, and new construction of churches and other community facilities, but these are expected to be mostly smaller scale. It is recommended that the University Hospital Rehabilitation Center for Children and Adults, when it is sold, be retained as a community facility and be developed as a conference center or recreation facility, for example.

PARK/OPEN SPACE/ CONSERVATION

Park and open space use is discussed in detail in the Community Facilities section. However, general recommendations for future land use includes providing sufficient additional parkland to meet the future need; providing additional community parks close to higher density residential areas, primarily in Mount Joy and West Donegal Townships; and expanding existing community parks where feasible. In addition, there are open space areas which exist not to provide recreation facilities but to remain undeveloped and protect environmentally critical areas. The municipal floodplain regulations provide protection for floodplains, watersheds, and groundwater recharge areas.

RURAL

These are areas in both Townships which are mostly undeveloped, are not in agricultural use or considered to be prime agricultural soils, and have scattered low density residential development located within them. There is no public sewer or water available.

These are areas which are not particularly suited or currently needed for other, more intensive land uses, and they may be reclassified based on the proposed environmental resource inventory, as noted in the Environment section, recommendation #10.

AGRICULTURE

Agricultural land is the largest land use category in the region. As a result, agriculture and agricultural land play a significant role in the local economy and culture. In addition, agricultural land is important for other reasons: it provides open space for developed areas; it can be used for limited recreation, such as hunting and horseback riding; it helps to replenish groundwater resources by keeping the land undeveloped; and it offers filtration for waste disposal. In the future, agricultural land will continue to be a dominant land use in the region. In addition, there may be scattered, smaller areas taken out of agricultural use throughout the region. It is important for the municipalities, mostly the two townships, to recognize the importance of agriculture and agricultural land and take steps to protect it.

There are several ways of preserving agricultural land in this region, including zoning, conservation easement, deed restriction, and purchase and leaseback or resale.

Strong agricultural zoning can be effective in that the control of development of the land is at the local municipal level. Such zoning, however, can be even more effective if it is coordinated with similar efforts of neighboring municipalities.

An agricultural conservation easement is an interest in farmland at less than fee simple, which may be donated or sold by the individual land owners. It prevents the development or improvement of farmland for any purpose other than agricultural production. Farmland must be located within designated Agricultural Security Areas to be eligible to sell conservation easements to the Lancaster County Agricultural Preserve Board, while farmland outside these Security Areas may donate

conservation easements to the County Agricultural Preserve Board. The Lancaster Farmland Trust may acquire or accept conservation easements from farms located either inside or outside Agricultural Security Areas. Agricultural conservation easement time periods may range from 25 years to perpetuity. Mount Joy Township and West Donegal Township have numerous farms preserved for agriculture through conservation easements. (See Table LU-1.)

A deed restriction is a provision filed with the deed to a property, which limits the non-agricultural development capability of a farm. Deed restriction time periods will range from 25 years to perpetuity. In order to further ensure a property's future use as agricultural, County and local units of government can purchase farms and then lease them to farmers or resell them with deed restrictions in place. The success in preserving agricultural land does not necessarily lie with the techniques available but rather with the ability of the unit of government to work with farmers in a cooperative effort.

TIMING, LOCATION, AND CHARACTER OF FUTURE DEVELOPMENT

Future development within the region will be varied. Elizabethtown Borough is predominantly developed at present. Future development within the Borough will take place in undeveloped and underdeveloped areas in accordance with the demand for primarily residential, commercial, and office and professional land. Development pressures are expected to remain at a moderate level, with actual development occurring at a low but relatively even rate within the next fifteen years. Future development in the two townships will be primarily residential, with commercial and other non-residential use occurring closer to Elizabethtown Borough. In order to preserve significant rural and agricultural land, development will be encouraged to take place within areas with both sewer and water. In Mount Joy Township, PA Route 283 acts as a significant dividing line between

development and the rural and agricultural areas, and this land use pattern will be encouraged to continue. Development pressures are strong in Mount Joy Township at present and are expected to remain so at least for the next fifteen years. There is no significant dividing line between development and more open areas in West Donegal Township. Development pressures are moderate at present but are expected to increase within the next fifteen years, as more areas of the Township are provided with sewer and water facilities.

RELATIONSHIP TO OTHER PLANS

The Future Land Use Plan has been developed so that it is consistent with future land use plans of surrounding municipalities. First, this Regional Comprehensive Plan is for three individual municipalities; its Future Land Use Plan shows sensitivity and concern for the needs of each individual municipality outside the region--Conoy, East Donegal, and Rapho Townships, and Mount Joy Borough in Lancaster County, Londonderry and

Conewago Townships in Dauphin County, and South Londonderry Township in Lebanon County--have been considered in the development of this Regional Plan. Residential development is shown adjacent to Mount Joy Borough, which is substantially developed residentially or planned for such. Those portions of the region which are adjacent to other townships are mostly rural, with some low density residential development; this is consistent with the character of and plans for development within these other municipalities.

The Land Use and Transportation Plan from Directions: A Comprehensive Plan for Lancaster County represents a graphic regional framework for Lancaster County. The Future Land Use Plan of this Regional Comprehensive Plan is compatible with Directions. It is also consistent with the Lancaster County Planning Commission's updated general goals of the Draft Policy Plan of the Lancaster County Comprehensive Plan (February 1989).

Table LU-1
FARMS WITH AGRICULTURAL CONSERVATION EASEMENTS

1989

Property Owner	Municipality	Acreage	Length of Agreement	Year of Agreement
Alma W. Kopp	MJT	102	25 Years	1985
Ira and Barbara Heistand	MJT	141	25 Years	1985
James and Shirley Hershey	MJT	127	25 Years	1986
Glenn and Arlene Oberholtzer	MJT	48	25 Years	1986
Christian and Ruth Brenaman	MJT	112	25 Years	1986
Dennis and Linda Umbrell*	MJT	102	Perpetual	1989
George and Patricia Baum	WDT	91	Perpetual	
Henry E. Garber	WDT	64	Perpetual	1988
H. Eugene Garber	WDT	92	Perpetual	1988
H. Eugene Garber	WDT	141	Perpetual	1988
Dale Frank*	WDT	127	Perpetual	1989
Herbert J. Garber	WDT	87	Perpetual	1989

*Pending State approval

Source: West Donegal Township

RECOMMENDATIONS

1. Encourage future development only in those areas with public sewer and public water.
2. Discourage scattered residential development from occurring in prime agricultural areas.
3. Discourage future development in that area north and northeast of PA 283 in Mount Joy Township.
4. Provide areas for office and professional use in the Elizabethtown Borough/West Donegal Township area and in Mount Joy and West Donegal Townships near Conewago Industrial Park.
5. Expand Elizabethtown Borough's Light Industrial zoning district (I-1) to accommodate and encourage professional office parks.
6. Stimulate growth of the Borough's Central Business District through expanded office and professional uses.
7. The nature and densities of future development should be compatible with adjacent and surrounding land uses.
8. Preserve agricultural land to maintain its importance in the local and regional economy.
9. Additional commercial and industrial development should be part of an integrated plan, which would encourage the extension and/or filling in of existing similar development and would discourage strip or spot development.
10. Restrict structural development from floodplains.
11. Continue current park and open space programs, focusing on additional parkland in response to future needs.
12. Review existing zoning ordinances on a continual basis to evaluate their effectiveness in achieving desired land use patterns.
13. Encourage regular land use communications among the representatives of the region's major land uses, including Elizabethtown College, the Masonic Homes, and the Chamber of Commerce.

TRANSPORTATION

OBJECTIVES

1. Develop a circulation system to adequately serve both existing and future land use, providing maximum convenience of movement to the population while assisting in establishing the region's growth pattern.
2. Promote the efficient and safe movement of vehicular and pedestrian traffic via highways, local street and road systems, parking facilities, and sidewalks.
3. Support transportation alternatives when appropriate, such as public transit, carpools, bike paths, and pedestrian ways, which reduce dependency on individual motor vehicles.

INTRODUCTION

One of the most vital elements to this region of Lancaster County is its transportation system. Highways and streets are essential to the orderly functioning of the region because they provide mobility for people and goods, as well as providing access to land. Functional planning for transportation includes highways, public transit, rail and air facilities, and pedestrian facilities and bikeways.

TRANSPORTATION CHARACTERISTICS

The majority of all trips within the region are made by individual vehicle. A larger percentage of mass transit, pedestrian, or bicycle trips occurs in the Elizabethtown

Borough area because of the more extensively developed road and street network, the existence of a mass transit route, and the nature of the Borough's development in general. Any household without access to a vehicle in the more rural areas of the region has a serious mobility problem.

Mobility problems within the region are compounded by the lack of an extensive mass transit network, including taxis, and a generally scattered pattern of commercial establishments outside of Elizabethtown Borough's downtown area.

INVENTORY

Streets and Highways

The circulation system of the region consists of specifically designated State and Township roads. Table T-1 is a listing of all State Routes within the Region.

Streets and highways are classified according to their function with respect to the total road system. Each municipality has defined streets and roads according to their function, either as arterial, collector, or local. Arterials carry the major trips and through-movements, providing mobility in the higher-volume corridors for longer trips. Collectors provide service within neighborhoods, performing as the link between local roads and arterials. All roads and streets not considered arterials or collectors are local, offering the lowest level of mobility. A complete listing of these functional classifications, by municipality, is in the Recommendations section of this chapter.

Street and road maintenance is discussed in the Regional Services section.

Table T-1
STATE ROUTES WITHIN THE REGION

State Route Number	Road/Street Name	Municipality
PA 230	Market Street	All
PA 241	Bainbridge Road/Bainbridge Street/Market Street/Linden Avenue/Hanover Street/Mount Gretna Road	All
PA 283	—	Mount Joy Township
PA 743	Maytown Road/Market Street/Linden Avenue/Hanover Street/ Hershey Road	All
SR 4008	Turnpike Road/High Street/Elizabethtown Road	All
SR 4010	Mount Pleasant Road	Mount Joy Township
SR 4012	Valley View Road	Mount Joy Township
SR 4014	Milton Grove Road	Mount Joy Township
SR 4017	Valley View Road/ Grandview Road/Snyder Road	Mount Joy Township
SR 4018	Anchor Road/Harrisburg Avenue	Mount Joy Township/ West Donegal Township
SR 4019	Bossler Road	West Donegal Township
SR 4021	Hummelstown Street/Hanover Street	Elizabethtown Borough
SR 4023	Oberholtzer Road	Mount Joy Township
SR 4025	Cloverleaf Road	Mount Joy Township
SR 4027	Lawn Road/Colebrook Road	Mount Joy Township
SR 4033	Meadow Road	Mount Joy Township
SR 4035	Fairview Road	Mount Joy Township
SR 4039	Sunny Burn Road	Mount Joy Township

Source: PSC Engineers & Consultants, Inc.

Public Transit

The region is served by Route 18 (Elizabethtown/Mount Joy) of the Red Rose Transit Authority. There are 7 daily round trips serving the region Monday through Friday, 6 of which run on Saturday, also. Service is provided along PA 230 to the northwestern portion of Elizabethtown Borough.

Rail Service

The region is provided with both passenger and freight rail service. The main rail line runs somewhat parallel to PA 230, with a spur in West Donegal Township, which serves the

Conewago Industrial Park. The Amtrak passenger station is on Wilson Avenue, along the southwestern edge of Elizabethtown Borough.

TRANSPORTATION PLAN

Historically, the transportation network has been a major influence on community development patterns. The location and character of the network has determined the extent and direction of growth and has frequently influenced the location of commercial and industrial land uses.

RECOMMENDATIONS

Transportation recommendations are focused on general recommendations, specific corridor improvements, intersection improvements, recommended functional classifications of streets and roads within the region, and railroad station improvements.

Any activities within the region which may affect or be affected by the transportation network should consider the following:

1. Traffic generated by any new development should be able to be accommodated by the existing roads and streets in the immediate area. In order to insure this, municipalities should consider requiring traffic impact studies for significant developments. These studies could be tied into related impact fees or other ordinances, most specifically the zoning ordinance and the subdivision ordinance.
2. Protect the capacity of existing and new roads and streets by controlling development of abutting properties, providing off-street parking and loading facilities, and restricting on-street parking. These control measures are often part of zoning and subdivision ordinances.
3. The design of all new roads and streets should be consistent with recommended standards for rights-of-way; horizontal and vertical alignment; intersection grades, angles, radii, offsets, and sight distances; curb cuts; and other significant features. These standards are stated in the Borough of Elizabethtown Street Improvement and Maintenance Ordinance, No. 667, as amended; the Mount Joy Township Road Ordinance, No. 96, as amended; and Chapter 21, Part 1, "Streets and Sidewalks", of the West Donegal Township Code of Ordinances.
4. Encourage developers to take advantage of existing intersections and public roads and streets when designing access points for new developments, thus minimizing hazardous conditions that might result from substandard or poorly located access points.
5. Encourage an active municipal program of improving existing road and street deficiencies, in terms of widening and realigning where necessary to meet current design standards.
6. Work closely with and support the efforts of the Lancaster Area Transportation Study regarding road, street, and bridge improvements.

**The following are recommended improvements
to corridors within the region:**

1. Follow through with planned improvements to Radio Road including the relocation north of Conoy Avenue and the new segment between PA 241 and PA 743. This would better accommodate certain north-south local traffic within this area.
2. Add a new road in Mount Joy Township between PA 230 and the PA 241 (Radio Road extended)/743 intersection. This would accommodate truck traffic to the Conewago Industrial Park and other traffic traveling between PA 230 and PA 743 without having to bring this traffic into the Borough.
3. Complete the missing segment of South Mount Joy Street between Briarcliff Road and Schwanger Road. This would allow Mount Joy Street to act as an internal "bypass" to the east of Market Street in Elizabethtown Borough.
4. Extend Ridge View Road north from PA 241 to intersect with PA 743 mid-way between the PA 743/PA 283 interchange and the PA 743/Beverly Road intersection. This would allow for easier access between PA 743 and the area around the eastern part of Elizabethtown Borough.
5. Improve that section of PA 230 between Anchor Road and the Elizabethtown Borough line in the vicinity of the shopping center. Such improvements could include signalization, speed limit reduction, and lane markings to better handle the shopping center traffic/ through traffic conflict.
6. Extend Brown Street from West High Street to PA 230 west of the Elizabethtown Borough line, completing a bypass of Market Street to the south of the Borough.

In addition, there are numerous street and road segments within the region which, because of an increased volume of traffic, should be monitored and programmed for future improvements. These segments include the entire length of Hershey Road (PA 743) within Mount Joy Township, the entire length of PA 230 between Elizabethtown Borough and the Dauphin County line, the Linden Avenue/North Hanover Street corridor leading to Hershey Road, the entire length of Turnpike Road within West Donegal Township, the entire length of Bainbridge Road (PA 241) within West Donegal Township, the entire length of Maytown Road (PA 743) within West Donegal Township, Schwanger Road, Cloverleaf Road between PA 230 and Greentree Road, Greentree Road between Cloverleaf Road and Ridge Road, and Ridge View Road between Ridge Road and Elizabethtown Road.

In addition, pay special attention to those roads which will be designated as truck routes for those haulers going to the Lancaster County incinerator in adjacent Conoy Township. Improvements should be considered if there are unsafe conditions.

**The following are recommended improvements
to specific intersections within the region:**

1. Eliminate the intersection of Old Hershey Road with PA 241 and PA 743 north of Elizabethtown Borough. Old Hershey Road and existing PA 241 would no longer be direct through roads but would terminate in cul-de-sacs north of the current five-points intersection. Old Hershey Road traffic would access PA 743 via Veterans Drive (currently designed), while PA 241 would access PA 241 via Radio Road extended.
2. Upgrade the proposed PA 241 (Radio Road extended)/PA 743 intersection in the design phase to allow for the proposed new road connecting PA 230 and PA 743 north of Elizabethtown Borough (see #2 under Corridor Improvements). Intersection changes could include signalization, widening, and lane-markings to better accommodate the traffic flow.
3. Improve the intersection of College Avenue and South Market Street. Changes could include signalization, widenings, improved sight distances, and lane markings.
4. Relocate Ridge View Road to improve its intersection with Elizabethtown Road.
5. Consider a new interchange along PA 283 where it currently passes under East High Street/Elizabethtown Road. This interchange would allow for better access between Elizabethtown Borough and PA 283.
6. Upgrade the intersection of PA 230 and Schwanger Road to better handle increasing volumes of traffic at this point. This may be accomplished through signalization, improved sight distance, or other means.
7. Improve the intersection of Cloverleaf Road and Schwanger Road. Currently, Cloverleaf Road carries a significant volume of traffic to and from PA 283; this will increase dramatically with new residential development in the area. In addition, Schwanger Road acts as a "short-cut" to Elizabethtown Borough. Improvements in this area could include signalization, widening of Cloverleaf Road to allow for turning lanes, sight distance improvements, and "dangerous intersection ahead" warning signs on Cloverleaf Road.
8. Improve the intersection of Maytown Avenue (PA 743), South Market Street (PA 230), and South Spruce Street. PA 743 handles significant traffic to and from West Donegal Township and south, while South Spruce Street handles a certain amount of traffic that wishes to avoid South Market Street. Improvements in this area could include signalization and street realignment.
9. Improve the three intersections of PA 241/Amosite Road, Stone Mill Drive/Bossler Road, and PA 241/Bossler Road by widening and improving sight distances.
10. In addition, monitor numerous other intersections within the Region for possible future improvements necessary as the result of increased traffic. The most notable is the intersection of PA 230 and Cloverleaf Road.

In addition, pay special attention to the intersections of those roads which will be designated as truck routes to the County incinerator in adjacent Conoy Township. Consider improvements if there are unsafe conditions.

The following is a listing of the recommended functional classification of streets and roads within the region. A listing of these roads is usually contained in and thereby enforced by the municipal zoning ordinance.

ELIZABETHTOWN BOROUGH

Arterial

Market Street/PA 230
East and West High Street
Linden Avenue

Minor Collector

Poplar Street
Conoy Avenue
Spruce Street (East Willow Street to South Market Street)

Major Collector

College Avenue
Radio Road (PA 743 to East High Street)
Spring Garden Street
Highlawn Avenue
Holly Street (Oak Street to PA 743)
Oak Street (North Mount Joy Street to Holly Street)
Mount Joy Street (Spring Garden Street to Groff Avenue)
East Willow Street
Maytown Avenue/PA 743
West Bainbridge Street
Groff Avenue
North Hanover Street (Linden Avenue to Highlawn Avenue)

All other Borough streets are classified as Local.

MOUNT JOY TOWNSHIP

Arterial

PA 283
PA 230
PA 743/Hershey Road

Minor Collector

Sheaffer Road (Campus Road to Ridge Road)
Ridge View Road (Elizabethtown Road to PA 743, including the extension)
Ridge Road (Greentree Road to Milton Grove Road)
Milton Grove Road
Sunny Burn Road
Anchor Road/Harrisburg Avenue
Mount Pleasant Road
Snyder Road
Colebrook Road

Major Collector

PA 241/Mount Gretna Road
Elizabethtown Road
Cloverleaf Road (PA 230 to Milton Grove Road)
Schwanger Road (Campus Road to Cloverleaf Road and Sheaffer Road to PA 230)
Campus Road
Greentree Road
Ridge View Road (Elizabethtown Road to Ridge Road), including the relocation
Ridge Road (Elizabethtown Borough to Greentree Road)
Sheaffer Road (Campus Road to Schwanger Road)

All other Township roads are classified as Local.

WEST DONEGAL TOWNSHIP

Arterial

PA 230

Minor Collector

Bossler Road

Anchor Road/Harrisburg Avenue

Colebrook Road

Major Collector

Turnpike Road

PA 241/Bainbridge Road

PA 743/Maytown Road

*All other Township roads are classified as
Local.*

Improve conditions at the Amtrak passenger station, including those which could be made to the station platform and parking lot, as a minimum.

UTILITIES

OBJECTIVES

1. Provide for utility service which accomodates growth and limits the destruction of rural and agricultural resources and is consistent with current land use policies and plans.
2. Provide efficient, economical, and environmentally sound sewer and water service to those residential, commercial, and industrial areas in need.
3. Provide sewer service to those areas which have only public water service, whenever feasible and practical.
4. Provide public water service to those areas which have only sewer service, whenever feasible and practical
5. Place utilities underground whenever feasible.

INTRODUCTION

At one time, utilities such as public sewer service and public water supply were considered luxuries. Now, to ensure water quality and to adequately handle growing amounts of wastewater, these utilities are considered necessities. The location of these utilities and their service areas greatly influence future land use decisions.

WASTEWATER MANAGEMENT

Wastewater within the three- municipality region is handled by either an individual on-lot system or a public sewer system. Almost all of Elizabethtown Borough is currently part of a public sewer system, while the majority of dwelling units in the two townships are served by on-lot systems. Both Mount Joy Township and West Donegal Township have a capped sewer ordinance,

which provides controls over public sewers being provided to future development.

Implementation of plans and the operation of sewer and water systems within Mount Joy Township and West Donegal Township are the responsibilities of their respective authorities. These authorities should function within the guidelines established in this Plan and the plans required by the Pennsylvania Sewage Facilities Act (Act 537).

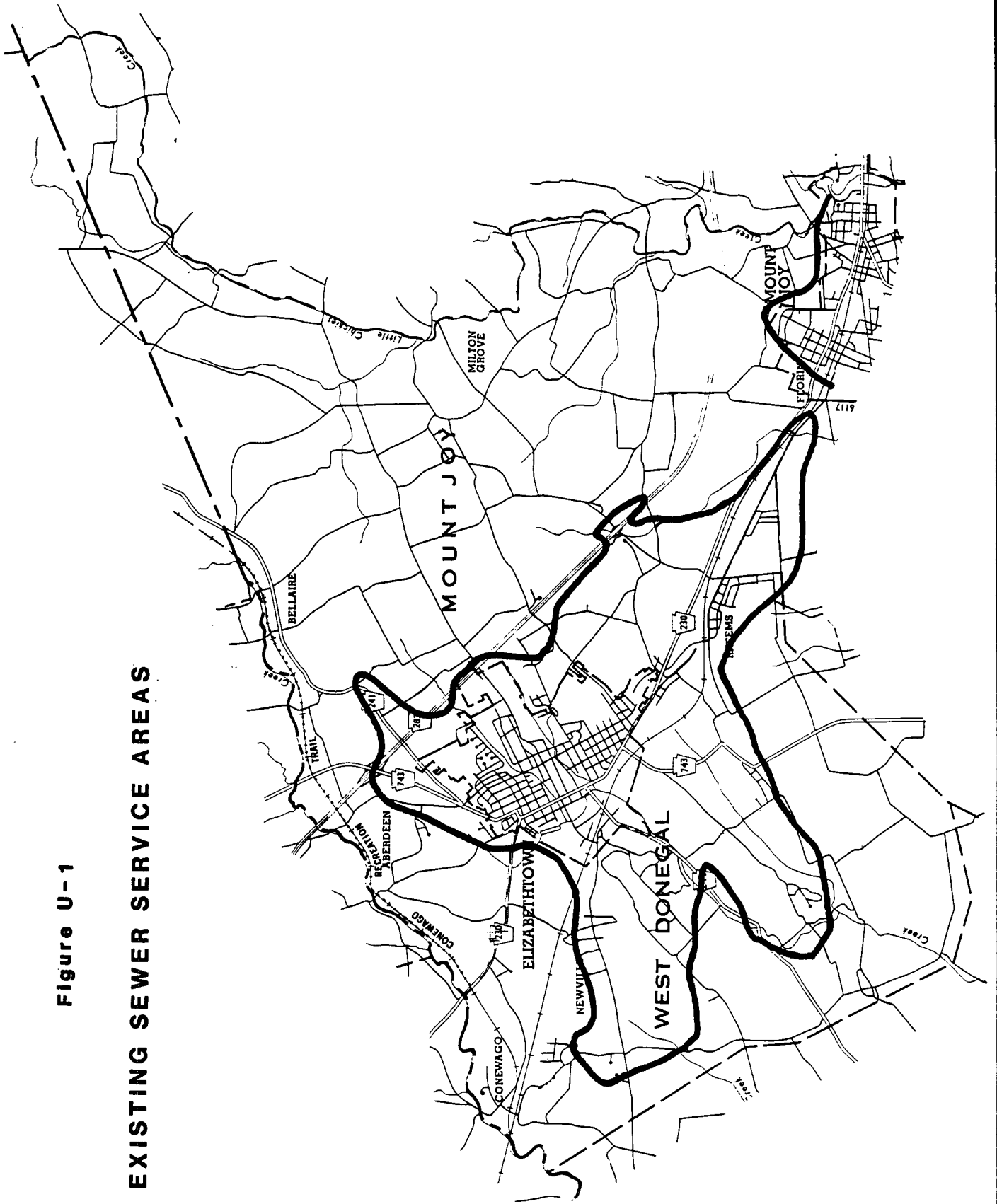
EXISTING SEWER SERVICE AREAS

Elizabethtown Borough currently operates a collection and treatment-disposal facility that serves the entire Borough, a large portion of West Donegal Township, and a smaller portion of Mount Joy Township. The existing service area lies southwest of PA 283, stretching from the PA 743/PA 283 interchange on the north to the Mount Joy Borough boundary on the east to the Conoy Township boundary on the west. Most of those portions of the two townships are served by their own collection systems, with capacity allocated for each at the Elizabethtown Sewage Treatment Plant. Capacity is available at the plant to accommodate future growth in the region. Three percent annual growth in the number of sewer customers is envisioned. In an effort to lighten the load at the Elizabethtown Treatment Plant, the Mount Joy Township Authority is exploring the option of locating additional facilities in the northwestern and southwestern areas of the Township.

Mount Joy Borough Authority operates a collection and treatment- disposal facility that serves most of Mount Joy Borough. It also serves a small portion of Mount Joy Township which lies to the north of the Borough, most specifically that area east of Plumb Street and south of Fairview Road. There are no plans for further expansion at this time. (Refer to Figure U-1.)

Figure U-1

EXISTING SEWER SERVICE AREAS



PROBLEMS WITH WASTEWATER FACILITIES

Most of the problems with wastewater facilities in the region are associated with individual on-lot systems. There are three distinct areas within the region which have unresolved on-lot disposal system problems; these are (1) southeast of Aberdeen in Mount Joy Township, (2) south of the Conewago area in West Donegal Township, and (3) at the intersection of Bossler Road and Amosite Road in West Donegal Township (see Figure U-2). The problems are due mostly to poorly planned systems, some installed prior to the most recent regulations governing such systems.

The Elizabethtown Borough sewer system was first put into operation in 1925; it has since been updated four times. A noted concern with the system is that the in-ground pipes have exceeded their life expectancy, and eventual replacement will be necessary. A significant number of lines were replaced in the early 1980's when the entire system was last studied. In addition, action has been taken to correct recent problems with phosphorus reduction and infiltration/inflow.

WATER SUPPLY

Water supply within the three- municipality region is provided by either private individual on-lot wells or a public water system. Almost all of Elizabethtown Borough is served by public water, while the vast majority of dwelling units in the two townships are served by individual wells. As mentioned earlier, Mount Joy Township Authority is responsible for public water planning within Mount Joy Township.

Future growth within the two townships will affect the regional water supply. Elizabethtown Borough has a finite supply, and this may restrict the ability of the townships to grow, if they do not locate additional sources of water.

Mount Joy Township has a capped water ordinance, which provides controls over

public water being provided to future development.

EXISTING WATER SYSTEM SERVICE AREAS

There are five public and one private water service suppliers providing water within the region, the largest of which is Elizabethtown Borough. In addition, water is supplied by the Mount Joy Township Authority to areas adjacent to the Borough, by the West Donegal Township Authority to areas adjacent to the Borough, by the Rheems Water Company to the Rheems area (south of PA 230), and by Mount Joy Borough Authority to that area of Mount Joy Township which lies directly north of the Borough, most specifically that area between Plumb Street and the Little Chickies Creek. (Refer to Figure U-3.) As the only private water supplier in the region, the Masonic Homes supplies water to meet its own needs.

Individual wells provide water to those not part of a public system. Between 1978 and 1986, 426 individual wells were installed in the region: Elizabethtown Borough had 9, Mount Joy Township had 197, and West Donegal Township had 220.

There are no significant areas within the region that are served by public water but do not have sewers. However, there are considerable areas with sewers that do not have public water; these include those areas north of and adjacent to Rheems in Mount Joy Township and those areas south and southwest of and adjacent to Elizabethtown Borough in West Donegal Township. In order to fully protect the quantity and quality of water supplies, those areas with public sewer should also have public water.

In April 1988, the West Donegal Township Authority had a water resources study prepared to research potential water sources for potable and other uses to serve the existing and future needs of the Township. This study acts as the basis for West Donegal Township's activity regarding water supply.

Proposed water system improvements include the evaluation of well locations by Elizabethtown Borough, one new standpipe

Figure U-2

AREAS WITH ON-LOT DISPOSAL PROBLEMS

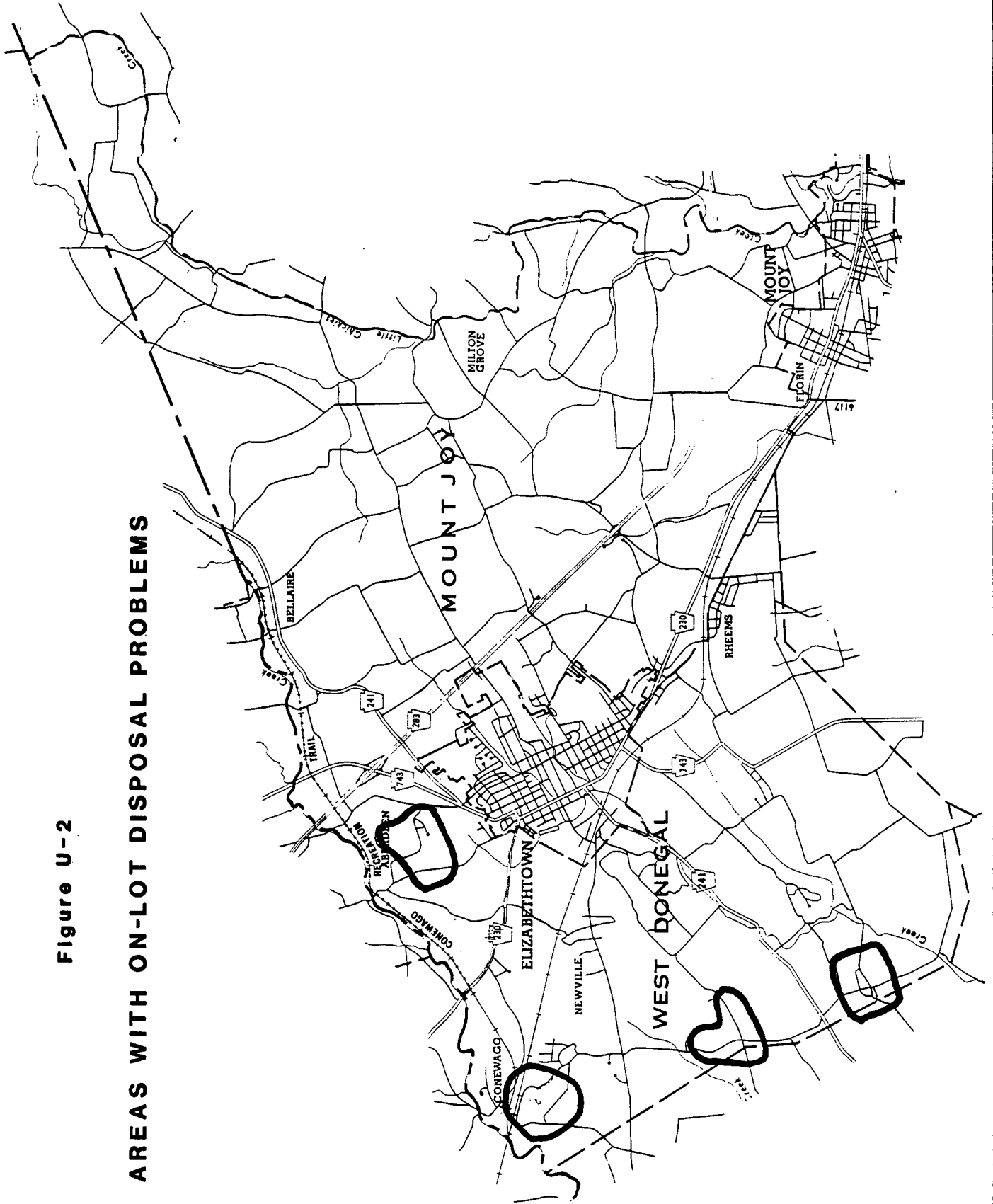
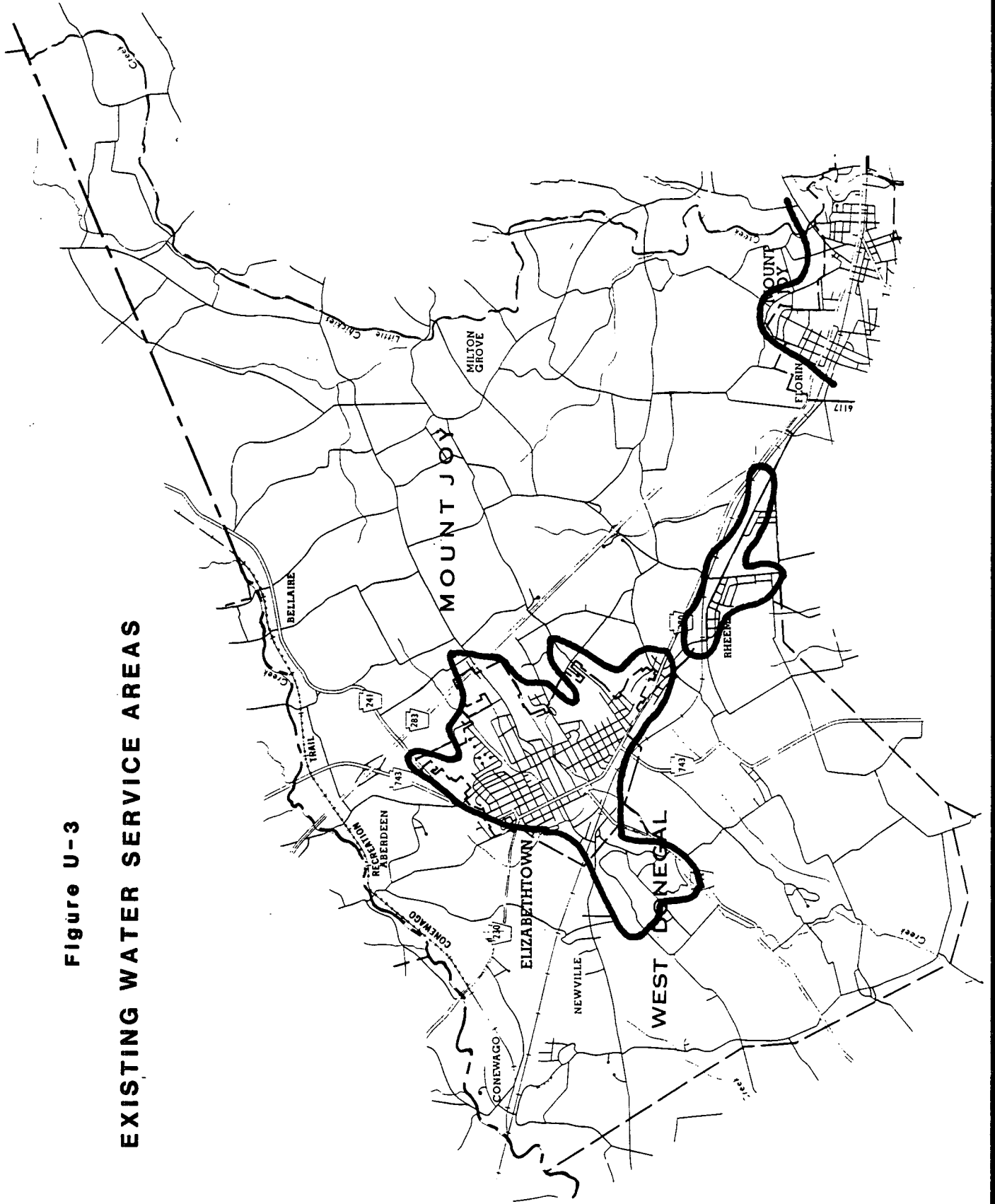


Figure U-3

EXISTING WATER SERVICE AREAS



proposed by the Masonic Homes, and a standpipe by the Mount Joy Township Authority.

PROBLEMS WITH WATER SUPPLY

The problems with water supply in the region are associated with both individual wells and public systems. Because private wells are not subjected to the same testing and scrutiny as public water utilities are, specific problems aren't as easy to pinpoint. However, it is recognized that a number of private wells do have problems with water quality, especially with excessive influent nitrate levels. Poor water quality results in greater public health risks and higher costs.

Remedies to these water supply problems will reduce the public health risks by raising the quality of water, but the cost associated with these remedies will make better quality water an expensive commodity.

The following are current or potential problems associated with public systems within the region: Elizabethtown Borough - finite source and old facilities; and Rheems Water Company and Masonic Homes - old facilities and excessive influent nitrate levels.

Public sewer facilities and public water facilities are also discussed in the Regional Services section.

RECOMMENDATIONS

1. Encourage new development to take place in those areas which are sewered; this would affect development in the two Townships, since almost all of Elizabethtown Borough is sewered.
2. Extend sewers to those areas of Mount Joy Township and West Donegal Township which have been noted as having problems with on-lot disposal systems.
3. Correct other on-lot disposal system malfunctions by repairing, relocating, or expanding the disposal area; connecting to a small community system; or connecting to a larger, existing sanitary sewer system.
4. Discourage the permitting of elevated sand mounds and other alternative on-lot sewage disposal systems which have proved to be of limited reliability.
5. Encourage local planning commissions and authorities to educate customers in order to alleviate some of the problems with on-lot disposal systems.
6. Perform a comprehensive survey of sewer and water system pipes to determine those which have exceeded their life expectancy and should be replaced. Such a survey should be done every five to seven years.
7. Seek appropriate funding to replace those in-ground pipes which have exceeded their life expectancy and have been marked for replacement.
8. Seek ways to properly and effectively dispose of sludge and septage which results from wastewater management systems.
9. Begin immediately to bring the public water systems into a single unit.
10. Provide public water to those areas of Mount Joy and West Donegal Townships which currently are sewered but have no public water, especially along growth corridors and are consistent with Objective #1 of this section.
11. Provide public sewer service to those areas which currently have water but no sewers and are consistent with Objective #1 of this section.
12. Establish priorities based on need before sewer or water facilities are extended to any area of existing development. These priorities should also take into account the need for such facilities in areas of proposed development.
13. Require developers to provide public water and sewer facilities for new developments only within planned service areas and to bear the cost of such facilities. In order to accomplish this, each municipality should consider requiring sewer and water impact studies for significant developments. These studies could be tied into related impact fees or other ordinances, such as the zoning ordinance and the subdivision ordinance.
14. Encourage agricultural practices which will reduce the excessive amounts of nutrients being applied to the land, thus maintaining a higher quality of groundwater supply.
15. Size package sewage treatment plants which are intended to replace failed on-lot systems to handle only the immediate problem and provide no excess capacity.
16. Identify alternate sources of water, including the Susquehanna River and local well clusters, with the possibility of incorporating these sources into the overall public water system.
17. Encourage the development and implementation of programs, projects, and ordinances which would protect surface and ground water quality.

HOUSING

OBJECTIVES

1. Provide safe, adequate, and sanitary housing for all residents in order to have a healthy, satisfactory living environment.
2. Encourage a variety of housing types to meet the needs of current and future residents, including those of elderly, family, and single occupant households.
3. Encourage residential development procedures which protect established values and permit innovation in housing types and construction.
4. Locate residential areas within convenient travel time and distance of work, shopping, and community facilities.

INTRODUCTION

Housing is a very basic need of all individuals. Because the region is made up of an urbanized borough and two rural townships, its need for housing has been met in a wide range of ways. As the region's character changes, the means of meeting the need for housing also changes. One means that can be expected to change is that of local housing and land use-related regulations.

HOUSING CHARACTERISTICS

Between 1970 and 1980, the total housing units and total households of the region and of each of the three municipalities in it increased at a greater rate than did the population. During the same time period, the number of persons per household decreased. This emphasizes the fact that the household size is becoming smaller, thus creating more households and a demand for more housing units. (See Tables H-1, H-2, H-3, and H-4.)

Of the total number of housing units in the region in 1980, 1,826 or 30.4 percent were rental units. This number of rental units represents an increase of more than 76 percent over the number of rental units available in 1970 in the region (see Table H-1). Of all Lancaster County municipalities in 1980, Elizabethtown Borough had the second-highest percentage of total units as rental units and the seventh-highest total number of rental units.

In 1980, mobile homes made up 3.5 percent of the region's total housing stock with 213 units; this was a decrease of more than 27 percent over the number of mobile homes in the region in 1970 (see Table H-1).

The region offers a wide range of housing with regard to age and value of residential structures. According to the 1980 Census, over 75 percent of housing units were built before 1970; a higher percentage of this age of housing exists in Elizabethtown Borough. Newer housing exists in Mount Joy and West Donegal Townships; approximately 35 percent of housing in the townships was built in 1970 or later. (See Table H-5.)

In 1980, the median value of owner-occupied housing units in Lancaster County was \$47,200; all three municipalities in the region exceeded this figure: Elizabethtown Borough was at \$47,800, Mount Joy Township was at \$52,100, and West Donegal Township was at \$51,200. Over 80 percent of these specified housing units were in the \$30,000 to \$79,999 range. (See Table H-6.)

GROWTH POTENTIAL

The region is midway between Harrisburg and Lancaster and provides an area ripe for future residential development. From 1980 through 1988, 361 subdivision plans were recorded for the region, yielding 1,226 single family lots and 439 multi-family lots. While these are not synonymous with dwellings units built or building permits granted, these

numbers do reflect the interest by developers in the region.

In 1980, the region had a figure of 3.14 persons per household, down from 3.50 persons per household in 1970. Assuming a continuation of this trend and using a general figure of 3 persons per household in 1990, the projected population for the region in 1990 may result in a total of approximately 6,770 households. Since a household equals one occupied dwelling unit, it can be assumed that, by 1990, there will be at least the same approximate number of dwelling units. However, as a result of the level of subdivision plan activity described earlier, it appears that the number of housing units by 1990 may well surpass this approximate total. Recent building permit activity within the two townships indicates a strong interest in residential development. Because of the existence of an abundance of undeveloped residentially zoned land in the two townships, the region has the potential to feel continued development pressure.

FUTURE HOUSING

At the present time, the region appears to be meeting the need for housing. Land is available for development, and a wide range of housing prices exists. As more development occurs in the region, more open land will be used and more residents will be demanding greater municipal and other services. As land prices and housing costs increase, less of the total need for housing in the region will be met. Changes in this overall process will have to be made.

PROVISION OF MORE AFFORDABLE QUALITY HOUSING

The cost of most new housing is dependent on land costs, construction costs, and land improvement costs. As these increase, so

does the selling price of the housing unit. In order to continue to meet local housing needs, as much affordable quality housing as possible must be provided. This can be done in a number of ways:

1. Land use and development regulations could be modified to include provisions to permit cluster development, zero lot line design, attached housing, and manufactured housing. This would result, in many cases, in smaller, more affordable housing units on smaller-sized lots. Further benefits would include lower construction costs, lower municipal services costs, and greater open space. It shall be noted that this can only be successful if public sewers are available.
2. Development could be encouraged to take place on marginal, less fertile land. This would reduce some of the costs associated with developing higher-priced agricultural land.
3. Older residential structures can be converted into smaller multi-family units, if the original structures are large enough, or adapted for re-use as housing, if the structures are non-residential. This is usually done in more-densely developed areas but need not be restricted to such areas.
4. Housing and building codes could be adopted to assist with the maintenance and quality of existing dwelling units and with the standards of construction, insuring the quality of new housing. By adopting a standard model code and using streamlined enforcement procedures, a municipality can effectively assure quality housing at a minimal additional cost to the resident.

Code enforcement is discussed in the Regional Services section.

Table H-1

**SELECTED HOUSING CHARACTERISTICS
THREE-MUNICIPALITY REGION
1970-1980**

	1970	1980	Change	Percent Change
Total Population	16,019	18,223	2,204	13.8
Total Housing Units	4,692	6,012	1,320	28.1
Total Rental Units	1,036	1,826	790	76.3
Total Households	4,575	5,810	1,235	27.0
Persons per Household	3.50	3.14	—	—
Vacant Housing Units	78	193	115	147.4
Vacancy Rate	1.7	3.2	—	—
Mobile Homes	293	213	-80	-27.3

Sources: U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table H-2

**SELECTED HOUSING CHARACTERISTICS
ELIZABETHTOWN BOROUGH
1970-1980**

	1970	1980	Change	Percent Change
Total Population	8,072	8,223	161	2.0
Total Housing Units	2,549	3,040	491	19.3
Total Rental Units	1,017	1,198	181	17.8
Total Households	2,494	2,941	447	17.9
Persons per Household	2.83	2.50	—	—
Vacant Housing Units	52	98	46	88.5
Vacancy Rate	2.0	3.2	—	—
Mobile Homes	8	4	-4	-50.0

Sources: U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table H-3

**SELECTED HOUSING CHARACTERISTICS
MOUNT JOY TOWNSHIP
1970-1980**

	1970	1980	Change	Percent Change
Total Population	4,228	5,128	900	21.3
Total Housing Units	1,210	1,640	430	35.5
Total Rental Units	12	350	388	2,816.7
Total Households	1,183	1,590	407	34.4
Persons per Household	3.44	3.00	—	—
Vacant Housing Units	8	45	37	462.5
Vacancy Rate	0.7	2.7	—	—
Mobile Homes	179	142	-37	-20.7

Sources: U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table H-4

**SELECTED HOUSING CHARACTERISTICS
WEST DONEGAL TOWNSHIP
1970-1980**

	1970	1980	Change	Percent Change
Total Population	3,719	4,862	1,143	30.7
Total Housing Units	993	1,332	399	42.8
Total Rental Units	7	278	271	3,871.4
Total Households	898	1,279	381	42.4
Persons per Household	3.30	3.17	—	—
Vacant Housing Units	18	50	32	177.8
Vacancy Rate	1.9	3.8	—	—
Mobile Homes	106	67	-39	-36.8

Sources: U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table H-5

**AGE OF HOUSING
THREE-MUNICIPALITY REGION, ELIZABETHTOWN BOROUGH,
MOUNT JOY TOWNSHIP, AND WEST DONEGAL TOWNSHIP**

Year Structure Built	Structure in Region	Structures in Elizabethtown Borough	Structures in Mount Joy Township	Structures in West Donegal Township
1979 - March 1980	182	33	82	67
1975 - 1978	597	158	242	197
1970 - 1974	679	230	240	209
1960 - 1969	908	432	266	210
1940 - 1959	1,637	932	388	317
1930 or earlier	2,009	1,255	422	332
Total Housing Units	6,012	3,040	1,640	1,332

Sources: U.S. Bureau of the Census
PSC Engineers & Consultants, Inc.

Table H-6

**VALUE OF SPECIFIED OWNER-OCCUPIED HOUSING UNITS
ELIZABETHTOWN BOROUGH, MOUNT JOY TOWNSHIP,
AND WEST DONEGAL TOWNSHIP
1980**

	Under \$30,000	\$30,000 to \$49,999	\$50,000 to \$79,999	\$80,000 to \$99,999	\$100,000 and Over	Median Value
Elizabethtown Borough	193	678	638	51	16	\$47,800
Mount Joy Township	105	311	377	61	31	\$52,100
West Donegal Township	111	280	360	37	23	\$51,200

Sources: U.S. Bureau of the Census

RECOMMENDATIONS

1. Establish areas appropriate for development, as determined by the provision and availability of sewer and water facilities, which would be away from productive farmland; guide development to these areas.
2. Adopt and enforce subdivision ordinances which would be consistent with each other for better, local control of development.
3. Adopt and enforce housing and building codes, as appropriate, to ensure the quality of new and existing housing.
4. Review adopted codes, ordinances, and regulations annually to eliminate unnecessary restrictions while including the most current, appropriate standards.
5. Provide and maintain a broad range of housing - by type, cost, and location - in response to the broad range of needs.
6. Modify current ordinances and regulations to permit innovative housing types and designs, especially to establish buffers and landscaping standards within the residentially built environment and to encourage open space standards through cluster housing provisions and mandatory dedication of open space..
7. Encourage the conversion of older, larger structures into smaller dwelling units.
8. Encourage the development of a regional shared enforcement program, covering all codes and regulations relating to housing.

COMMUNITY FACILITIES

OBJECTIVES

1. Provide parks and recreation facilities and programs, covering both passive and active needs, throughout the year to all age groups.
2. Use school facilities as a supplement to existing recreation facilities whenever possible.
3. Reserve sites for active and passive recreation facilities and provide adequate recreational and educational facilities within neighborhoods based on need.
4. Provide fire and police protection facilities and services to ensure the welfare and safety of all residents.

this need often is established according to standards generally expressed in terms of acres per population. Directions: A Comprehensive Plan for Lancaster County has suggested a standard of 10 acres of local municipally owned parkland per 1,000 persons. Using this standard and current and projected population figures, each municipality would need the following amounts of local municipally owned parkland:

	1980	1990	2000	2010
Region	182	203	221	236
Eliz. Boro.	82	84	86	88
Mt. Joy Twp.	51	61	69	75
W. Donegal	49	58	66	73

INTRODUCTION

Community facilities are those public and private facilities which are provided in response to specific needs. These facilities usually include parks and recreation, schools, police and fire protection, and health facilities. Figure CF-1 shows the location of most of these facilities.

PARKS AND RECREATION CHARACTERISTICS

Recreation facilities in the region are made up of a variety of publicly and privately owned facilities (see Table CF-1 and Figure CF-1). In addition, there are playgrounds and playfields associated with the public and private schools in the region.

PARKLAND AND RECREATION NEEDS

Parkland and recreation facilities are important in that they exist in response to a need. Parkland which is provided to meet

At present, Elizabethtown Borough owns three parks totaling 54.5 acres, West Donegal Township owns one park totaling 1.2 acres and Mount Joy Township owns no parkland. This means that, according to the standard, the region is already deficient by 127 acres: Elizabethtown Borough is deficient by 28 acres, Mount Joy Township by 51 acres, and West Donegal Township by 48 acres. This deficiency will grow as the population of the region increases and if no additional parkland is provided by the municipalities.

It should be noted that the County-owned Conewago Recreation Trail, a 44-acre facility, is located in Mount Joy Township; in addition, there are certain trails which are used by local residents. Also, there is a variety of private facilities located in the region, a portion of which are available for use by the public. These other facilities reduce the current deficiency in certain areas of the region, but additional facilities will be needed in response to the demand of an increasing population.

The Elizabethtown Community Center is the only facility in the region to provide a location for multi-purpose activities, including

certain non-recreation oriented activities in addition to recreation activities.

Table CF-1

**PARK AND RECREATION FACILITIES
1988**

ELIZABETHTOWN BOROUGH

	Name of Facility	Acreage	Ownership
1.	Community Park	14.0	Public
2.	Poplar Street Park	9.3	Public
3.	Willowood Swim Club	16.6	Private
4.	Hickory Lane Park	14.6	Public
	Total	54.5	

MOUNT JOY TOWNSHIP

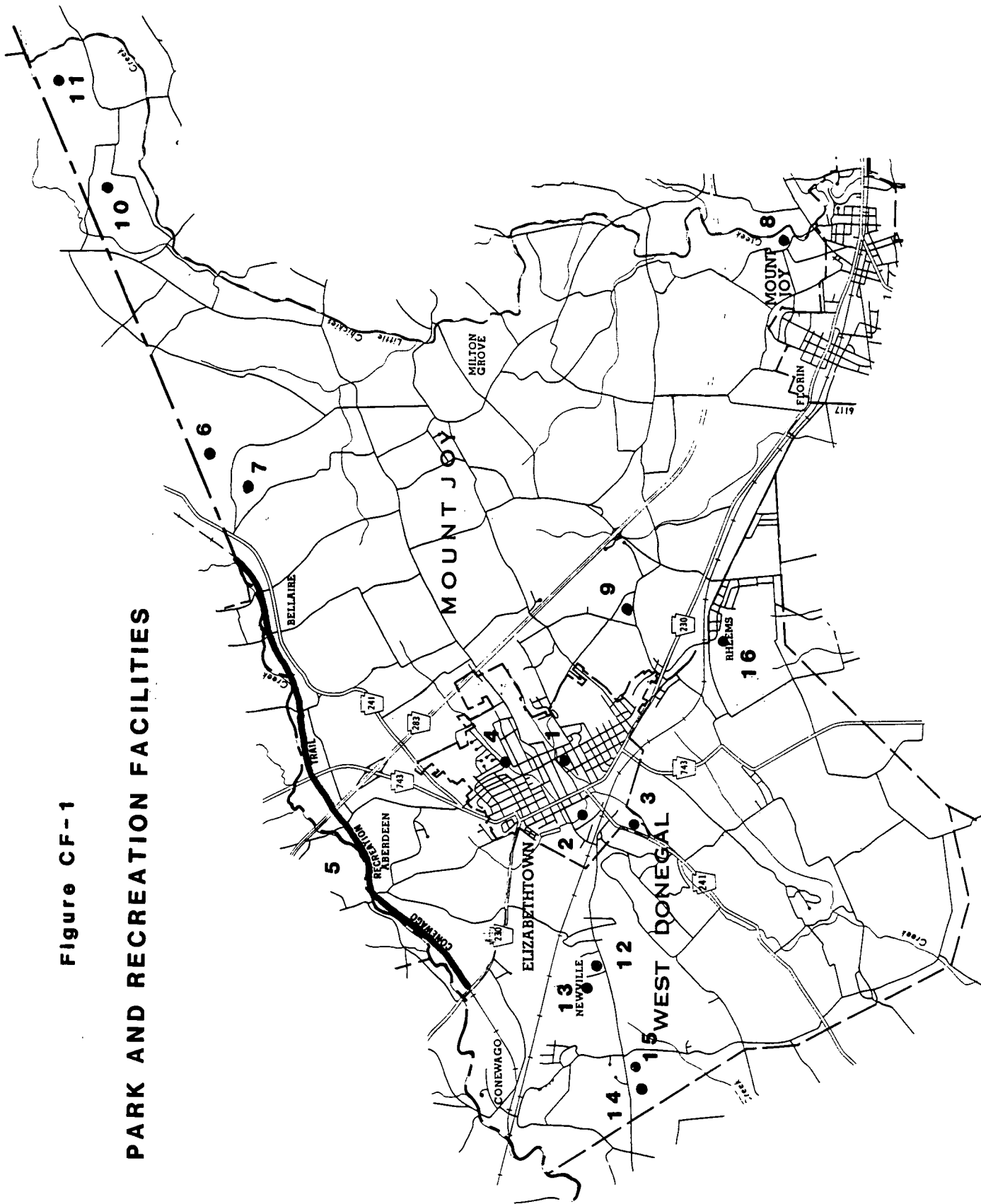
5.	Conewago Recreation Trail	44.0	Public
6.	Elizabethtown Beagle Club	73.5	Private
7.	Milton Grove Sportsman's Club	80.8	Private
8.	Mount Joy Sportsmen's Association	24.5	Private
9.	Ridge Run Campground	19.3	Private
10.	Tree Top Golf Course	88.3	Private
11.	United Zion Camp Grove	54.8	Private
	Total	385.2	

WEST DONEGAL TOWNSHIP

12.	Newville Park	1.2	Public
13.	Conewago Rod and Gun Club	166.8	Private
14.	Shaw-n-tee Golf Course	16.0	Private
15.	Shaw-n-tee Campground	33.0	Private
16.	Rheems Athletic Association	10.7	Private
	Total	227.7	

Figure CF-1

PARK AND RECREATION FACILITIES



RECREATION ORGANIZATIONS

There are two organizations in the region which have a degree of control over recreation facilities and programs: the Elizabethtown Area Community Services Authority (EACSA) and the Elizabethtown Area Recreation Commission (EARC).

The EACSA owns and operates the Elizabethtown Community Center. The Authority is made up two members from each of the four municipalities in the Elizabethtown Area School District. Although its current focus is on the Community Center, it does have the ability to expand its scope, if it desires to do so.

The EARC coordinates the provision of recreation facilities and programs in the region. It is made up of members representing the School District, Elizabethtown Borough, Mount Joy Township, and West Donegal Township. The EARC maintains strong ties to School District facilities.

Parks and recreation are discussed further in the Regional Services section.

POLICE AND FIRE PROTECTION SERVICES

Each of the three municipalities has its own police department, which is funded by the local governmental unit.

The region is served by several volunteer fire companies, including the Elizabethtown Friendship Fire Company, the Rheems Fire Company, and the Mount Joy Township Forest Fire Crew, all of which are located within the region; in addition, the Conewago, Mastersonville, Maytown, Florin, Mount Joy Friendship, and Bainbridge Fire Companies, which are located outside the region, provide coverage to specific portions of the region. All of these fire companies rely on funding from residents and local governments in the area. Because the level of funding is variable and often tentative, capital expenses cannot be properly anticipated or programmed.

Emergency services are discussed further in the Regional Services section.

SCHOOL INVENTORY

Public schools in the region are part of the Elizabethtown Area School District; these schools are the East High Street Elementary School, the Fairview Elementary School, the Mill Road Elementary School, the Rheems Elementary School, and the Elizabethtown Area Middle School and High School. These schools serve all public school students in the region, with the exception of those in the southeastern portion of Mount Joy Township, who are within the Donegal School District and are served by schools within that District. In addition, the Mount Joy Vocational-Technical School is located in the southeastern tip of Mount Joy Township, adjacent to Mount Joy Borough; this school serves secondary school students in northwestern Lancaster County. Elizabethtown College, a private institution, is located in Elizabethtown Borough.

ADDITIONAL SCHOOL FACILITIES

According to the 1987 enrollment figures of the Elizabethtown Area School District, there are 2,907 total students within the School District, including 1,380 elementary students and 1,527 secondary students. (These figures do not include students attending Bainbridge Elementary School in Conoy Township.) The School Board recently decided to limit class size to 25, a decision that will mean the need for additional classrooms. In addition, there is on-going housing construction taking place in the district; although it's not clear how much this housing growth will translate into additional students, the School District anticipates an eventual impact on the current school facilities. At the present time, renovation and construction projects are taking place at the East High Street, Fairview, and Mill Road Elementary Schools.

HEALTH FACILITIES INVENTORY

Major health facilities consist of the University Hospital Rehabilitation Center for Children and Adults. Other health services within the region are provided by private physicians and dentists, including the Norlanco Health Center.

RECOMMENDATIONS

GENERAL

1. Each municipality should consider requiring impact studies for parks, police and fire protection, and schools for any significant development. These studies could be tied into related impact fees or other ordinances, such as the zoning ordinance and the subdivision ordinance.
2. Locate future school and park facilities in areas that will provide safe pedestrian and bicycle access.

PARKS

1. Several community parks are needed, located primarily in Mount Joy Township and West Donegal Township, close to the developed areas of highest density.
2. Consider a variety of methods in acquiring and preserving open space and recreation land, including fee simple acquisition, zoning, mandatory dedication of open space, and conservation easements.
3. Where feasible, expand existing community parks or provide a wider range of facilities.
4. Continue the strong working relationship between the municipalities and the School District in order to assure the continued use of certain school facilities by the public, and to oversee the coordinated provision of park and recreation facilities in the region.
5. Encourage expanding the role of the EACSA by merging it with other recreation providers in the region, thus becoming the overall umbrella agency for regional recreation.

POLICE AND FIRE PROTECTION SERVICES

1. Consider consolidating police departments into a single regional force, thus providing adequate protection while pooling funding and expensive equipment.
2. Provide police departments and fire companies with adequate funding for current and projected needs and expenses, especially in the areas of staffing, equipment purchase, and training.
3. Consider joint acquisition of expensive and infrequently used fire fighting equipment.

SCHOOLS

1. Locate additional schools and school facilities close to existing and projected population concentrations and other community facilities.
2. Provide safe pedestrian and bicycle access to existing schools.
3. Locate schools in areas that will promote the use of school sites and facilities as neighborhood or community centers.
4. Consider a policy of shared funding and maintenance of community facilities used jointly by the School District and the local municipalities.

HEALTH FACILITIES

1. Encourage any facility expansion which would provide a needed health service and would be supported and used primarily by residents of the region.
2. Provide information at a central location which would identify the available health services within the region.

ENVIRONMENT

OBJECTIVES

1. Encourage environmental protection and the wise use of natural resources.
2. Delineate areas which should be preserved because of extensive wetlands, woodlands, agricultural land, steep slopes, or flooding.
3. Encourage the control of storm water runoff.
4. Recognize and encourage the continued development of the County's Solid Waste Management Programs and recognize these programs' effects on the region relevant to maintaining environmental quality and protection.
5. Foster greater public awareness, education, and support of sensitive environmental concerns.

INTRODUCTION

Any mention of the term "environment" usually results in thoughts about the *natural* environment -- soils, woodland, and agricultural land, for example. However, certain elements of the built or man-made environment cannot be separated from concerns about the natural environment; these elements include historic resources, solid waste management, and storm water runoff as the result of development.

TOPOGRAPHY

The majority of the region lies within the Triassic Lowlands. The southeastern portions of Mount Joy and West Donegal Townships lie within the Lancaster Plain, and the northeasternmost tip of Mount Joy Township lies within the Furnace Hills. The region can be characterized as having gently

rolling to moderately sloped topography. There are isolated areas of steeper slopes, including an area southeast of the intersection of Turnpike Road and Bossler Road and an area between Bossler Road, Furnace Hill Road, and the Conewago Creek, both of which are in West Donegal Township, and an area between Newville Road and the Conewago Creek and an area between Camp Creek Road, the Little Chickies Creek, and the Lebanon County line, both of which are in Mount Joy Township.

The highest point within the region is at approximately 720 feet above sea level and is located in the far northeastern tip of Mount Joy Township between Camp Creek Road, the Little Chickies Creek, and the Lebanon County line. The lowest point is at approximately 320 feet above sea level and is located at two points in the region: (1) in the far southeastern corner of Mount Joy Township along the Little Chickies Creek at Mount Joy Road and (2) in the far northwestern corner of West Donegal Township along the Conewago Creek at the Township boundary.

Topography influences land use. For example, industry needs land with 5 percent slope or less, while residential and commercial development is possible on land with up to 20 percent slope. Land that has slope of more than 20 percent is best used as open space, with little or no development. It is expected that the development of the region will be influenced by topography.

One important aspect of topography is floodplains. A floodplain is that area which is subject to periodic flooding. For the purpose of land use planning in this region, the following will be considered floodplain areas: (1) those areas delineated by the Federal Emergency Management Agency as within the 100-year flood boundary and (2) those areas determined to have floodplain soils, according to the Soil Survey of Lancaster County, Pennsylvania, issued May 1985. Those soils within the region which

are considered floodplain soils are Bowmansville silt loam, Holly silt loam, Lindside silt loam, and Rowland silt loam.

There are six basic reasons for protecting floodplains: (1) to prevent unnecessary property damage, (2) to minimize danger to public health by protecting the water supply and promoting safe and sanitary drainage, (3) to reduce financial burdens imposed by frequent and periodic flooding, (4) to comply with provisions of the National Flood Insurance Program, which permits private property owners to obtain flood insurance, (5) to provide adequate drainage ways for abnormal storm water flows during periods of heavy precipitation, and (6) to provide sufficient area for groundwater absorption in order to maintain the subsurface water supply.

The following floodplain watercourses exist in the region:

Elizabethtown Borough — The Conoy Creek, running generally in a southwesterly direction through the Borough; Tributary 1 of the Conoy Creek, running in a southeasterly direction from the Borough boundary to the Conoy Creek, adjacent to the reservoir; Tributary 2 of the Conoy Creek, running in a southwesterly direction parallel to the Conoy Creek between Washington Street/Park Avenue and College Avenue from the Borough boundary to the Conoy Creek; and Tributary 3 of the Conoy Creek, running in a southwesterly direction from the Borough boundary to PA 230 in the far southeastern tip of the Borough.

Mount Joy Township — The Conewago Creek and its tributaries, running generally in a southwesterly direction from the Lebanon County line to PA 230; the Little Chickies Creek and its tributaries, running generally in a southerly direction from the Lebanon County line to the Mount Joy Borough boundary and forming the eastern boundary of the Township; the Conoy Creek, running in a southwesterly direction from near Oberholtzer Road to the Elizabethtown Borough boundary; Tributary 2 of the Conoy Creek, running in a southwesterly direction from near PA 283 to along the Elizabethtown Borough boundary; Tributary 3 of the Conoy

Creek, running in a southwesterly direction from near Campus Road to the Borough boundary; and Tributary to the Donegal Creek, running generally in a southerly direction from past Cloverleaf Road to PA 230, in the southwestern portion of the Township.

West Donegal Township — The Conewago Creek and its tributaries, running generally in a southwesterly direction from PA 230 to the Conoy Township line and forming the northern boundary of the Township; the Snitz Creek, running in a southwesterly direction from the vicinity of Turnpike Road to the Conoy Township line; the Conoy Creek and Tributary 3, running generally in a southwesterly direction from the Elizabethtown Borough boundary; and the Donegal Creek, running in a southeasterly direction from the vicinity of Heisey Quarry Road to the East Donegal Township boundary.

There are other minor floodplain areas determined by soils and not having a direct relationship to an established watercourse.

SOILS

The region consists of three general soils units. The Ungers-Bucks-Lansdale unit covers the majority of the region - all of Elizabethtown Borough, the northern two-thirds of Mount Joy Township, and the northern three-quarters of West Donegal Township. The Duffield-Hagerstown unit covers the southern one-quarter of Mount Joy Township and West Donegal Township. The Bedington unit is a pie-shaped wedge between the two previously described units in Mount Joy Township.

The Ungers-Bucks-Lansdale unit consists of mostly well-drained soils, underlain with Triassic siltstone, conglomerate, shale, and sandstone. Much of it is in agricultural use, while other uses include woodland, recreation, and residential development. Slope and stoniness are the main limitations of some areas for non-agricultural use. The Duffield-Hagerstown unit consists of well-drained soils which are underlain with limestone. This unit is mainly in cropland, and sinkholes and the possibility of

groundwater contamination are its major limitations. The Bedington unit consists of well-drained soils, underlain with acid shale. This unit is mostly in cropland, with some areas being woodland or in urban uses. Slope is the main limitation for non-agricultural uses in some areas.

AGRICULTURAL LAND

According to the Lancaster County Planning Commission's November 1987 Land Use Inventory, Mount Joy Township has 13,767 acres of agricultural land and West Donegal Township has 6,643 acres of agricultural land; these figures represent a significant proportion of each Township -- 76.8 percent of Mount Joy Township's total area and 66.1 percent of West Donegal Township's total area. The Land Use Inventory listed farmland, orchards, and open fields as part of agricultural land.

The Lancaster County Agricultural Preserve Board established Agricultural Security Areas in four locations within Lancaster County as part of an overall effort to give priority to specific agricultural areas where preservation policies and expenditures should take place. Agricultural Security Area II is comprised of farmland in Conoy, East Donegal, West Donegal, and Mount Joy Townships; 11,257 acres are in Mount Joy Township and 3,646 acres are in West Donegal Township.

Both the County's Land Use Inventory and activities of the Agricultural Preserve Board and the Lancaster Farmland Trust underscore the importance of farmland to this region. The Future Land Use Plan for this area recognizes the significance of agriculture and agricultural land and encourages growth away from these important areas.

WETLANDS

A wetland is a feature of the landscape that is transitional between a terrestrial and an aquatic environment. According to the most acceptable definitions, a wetland exhibits all of the following characteristics:

- (1) evidence of flooding or standing water;
- (2) hydric and/or peat soils; and
- (3) dominant vegetation which is adapted to living in wet soils.

The following are some of the benefits of wetlands:

1. Habitat and breeding areas for waterfowl and other birds.
2. Habitat for wildlife which depend on wetlands during at least part of their life history.
3. Habitat for threatened and endangered species.
4. Timber Production.
5. Flood Control.
6. Water Quality.
7. Shoreline Stabilization
8. Recreational, Aesthetic, Scientific, and Educational Opportunities.

Wetlands are still being studied extensively. As more values are discovered for wetlands and as development pressures increase, Federal, state, and local governments are becoming more concerned about losing this resource.

On the Federal level, Section 404 of the Clean Water Act regulates the deposition of dredged and fill material in wetlands. The State regulates wetlands under the Dam Safety and Encroachment Act. Both regulations require filing of applications when work in wetlands is planned

Currently, the National Wetlands Inventory maps, developed by the U.S. Department of the Interior, Fish and Wildlife Service, are considered to be the most accurate tool for locating wetlands. However, it is recommended that these maps be used only for a preliminary analysis of an area, since the maps usually do not accurately detect wetland areas less than three acres in size, and the precise boundaries of each wetland area shown may vary significantly.

An on-site investigation is needed to determine accurate limits and acreage of wetlands. Identification must be based on the Federal and State criteria for wetlands identification and should be performed by a professional trained in wetlands identification. All designations are subject to the approval of the U.S. Army Corps of Engineers if a permit and application are needed.

It is important for municipalities to adopt regulations that would require an undisturbed buffer completely surrounding any wetlands delineation verified by the U.S. Army Corps of Engineers to insure adequate protection for the wetlands. It is recommended, however, that the buffer be increased in environmentally sensitive areas. These areas would include locations where man-made factors, such as pesticides, disposal of manure on farms, on-lot sewage disposal, and storage or burial of hazardous materials, may adversely effect the wetlands.

SURFACE WATER

Surface water within the region is located in three watersheds or drainage basins - the Chickies, the Conewago, and the Conoy. Major streams within these drainage basins include the Little Chickies Creek and the tributary to the Donegal Creek in the Chickies basin, the Conewago Creek in the Conewago basin, and the Conoy Creek and Snitz Creek in the Conoy basin. Each watershed is primarily a hydrologically closed unit, with its quality of water dependent on the land uses, intensity of development, and wastewater discharges within it.

Each stream has a flood plain adjacent to it. Portions of many flood plains have been filled in and developed, resulting in increased flood levels and frequencies of flooding. Flood plains allow for the drainage of large amounts of water during wet weather, and any dense vegetation covering floodplains filters out sediment and pollutants. Increased development and agricultural activity close to and within flood plains have resulted in increased erosion, stormwater

runoff, and a general degradation of the quality of surface water.

WOODLANDS

Significant forested areas in the region are located in several bands close to Lebanon and Dauphin Counties in Mount Joy Township, northwest of Elizabethtown Borough between PA 230 and PA 743 in Mount Joy Township, and between the Masonic Homes and PA 230 in West Donegal Township. There are other, smaller wooded areas scattered throughout the region.

STORM WATER MANAGEMENT

As land within the region is developed, there is an overall concern about increasing amounts of storm water runoff. This accelerated runoff increases flood flows and velocities, contributes to erosion and sedimentation, often exceeds the carrying capacities of streams and storm sewers, increases the cost of public facilities to carry and control storm water, undermines flood plain management efforts in downstream communities, reduces ground water recharge, and generally threatens public health and safety. It becomes most important to develop a storm water management program, which would include reasonable regulation of development and other activities responsible for increasing storm water runoff.

The Pennsylvania Storm Water Management Act (Act 167, as amended) provides for "the regulation of land and water use for flood control and storm water management purposes," and gives certain powers and responsibilities to the State, counties, and municipalities in achieving this goal. The State's role is that of coordination, education, and provision of technical assistance, in addition to developing guidelines for stormwater management, designating watersheds within counties, reviewing and approving county watershed plans, and administering grants and reimbursement to counties. Counties are to prepare and adopt a storm water management plan for each designated watershed within their boundaries; such a

plan would provide local standards and criteria to control accelerated runoff resulting from development. Local municipalities are to adopt and enforce zoning, subdivision, building code, erosion and sedimentation, and other ordinances necessary to regulate development in a manner consistent with the County-adopted watershed plan.

It is important to address the issue of storm water management on a regional basis. The first step is to study watersheds in this area as a region. Therefore, the Chickies, the Conewago, and the Conoy watersheds should be given high priority for storm water management study. Watershed associations should be established for these streams in order to better facilitate the administration and implementation of Act 167. Municipal participation in these phases of Act 167 activity is important to insure overall coordination and local input and control. Lancaster County will prepare and adopt a storm water management plan for each watershed, with each local municipality adopting specific controls necessary to regulate development in a way which will be consistent with the County-adopted plan. As part of these controls, municipalities should adopt individual storm water management ordinances which can be either a separate ordinance or part of the municipal subdivision ordinance.

Storm water runoff is discussed further in the Regional Services section.

SOLID WASTE MANAGEMENT

The ultimate handling and disposal of solid waste has become a major environmental issue, not just within the region but also across the State and nation. As population increases, the amount of solid waste generated will increase, compounding the total amount that must eventually be disposed of.

In 1986, the Lancaster County Solid Waste Management Plan was developed. The Plan was approved by all municipalities in the County and was subsequently approved by the PA Department of Environmental Resources in 1987. The Plan is now

considered to be in effect and is binding upon local municipalities, Lancaster County, and the Lancaster County Solid Waste Management Authority.

The Plan's recommendations for the management of solid waste in the County include (1) the construction of a medium-scale, mass-burn, waste-to-energy facility, (2) the construction of up to three transfer stations to be located in different watershed areas of the County, (3) the expansion of the Creswell Landfill in Manor Township, (4) the establishment of an aggressive Countywide program of recycling and source separation, and (5) the management of other solid wastes including sludge and agricultural wastes. The mass burn incinerator will be located in Conoy Township, which is adjacent to West Donegal Township.

In July 1988, the State enacted legislation mandating recycling at the local municipal level. Act 101, the Pennsylvania Municipal Waste Planning, Recycling, and Waste Reduction Act, indicated that within two years, communities of 10,000 or more persons must have a recycling plan, and within three years, those with 5,000 or more persons must have a plan. Elizabethtown Borough is the only municipality in the Region affected by this legislation. The Borough will be working with the Lancaster County Solid Waste Management Authority in developing a plan to meet the requirements of Act 101.

The Lancaster County Solid Waste Management Authority has begun construction of both its landfill and its waste-to-energy facility. This combined construction with effective recycling will provide at least 23 years of solid waste disposal capacity for the Region and County.

A 129-acre site north of Milton Grove in Mount Joy Township is the location of a proposed tire-shredding operation and construction/demolition landfill; it is currently in the permit applications process. A construction/demolition landfill located in West Donegal Township is no longer in operation.

Solid waste management is discussed further in the Regional Services section.

HISTORIC RESOURCES

The region is rich in history. Recognized historic sites include houses, churches, taverns, schools, industrial structures, mills, farmsteads, barns, a covered bridge, Elizabethtown College, and the Masonic Homes.

The region's agricultural background and current character, in addition to the existence of many individual historic sites, are environmental elements to consider in developing any future land use plan. Also, municipalities could consider establishing local historic districts, which would provide safeguards for certain properties and areas deemed historically significant. Some of this protection could be provided through establishing an historic district overlay in the zoning ordinance.

RECOMMENDATIONS

1. Delineate floodplain areas and include them within local zoning ordinances, indicating that these areas are to remain undeveloped.
2. Support local agricultural land preservation efforts, in order to provide farmers with the ability to make individual land use and economic decisions regarding their land in concert with the common good of the region.
3. Develop individual municipal land use controls which would preserve and protect environmentally sensitive areas such as steep slopes, floodplains, agricultural areas, woodlands, and wetlands; these controls would include provisions for buffers and landscaping between various land uses.
4. Establish watershed associations for the Chickies, the Conewago, and the Conoy Creek basins, which would assist in the implementation and administration of Act 167.
5. Encourage and support Lancaster County's implementation of Act 167.
6. Support the Lancaster County Solid Waste Management Authority and its programs and efforts to plan for, implement, and manage a comprehensive solid waste management plan, which is consistent with safe and environmentally sound management techniques.
7. Establish local municipal recycling and resource recovery programs, consistent with Act 101, the State's recycling legislation, and other Countywide efforts.
8. Support local, regional, and Statewide efforts to preserve historic resources within the region, including those efforts of the Elizabethtown Historical Society, the Elizabethtown Preservation Associates, the Historic Preservation Trust of Lancaster County, and the Pennsylvania Historical and Museum Commission.
9. Support efforts to improve surface water quality, including controlling excess use of agricultural pesticides, herbicides, and fertilizers; promoting and adopting ordinances to discourage development and other disturbances of woodlands and stream banks; and encouraging green belts, grass strips, and other practices to reduce erosion and similar non-point source pollution.
10. Conduct and maintain an inventory of all natural resources within each municipality, identifying any restrictions, limitations, or hazards associated with them.

REGIONAL SERVICES

OBJECTIVES

1. Encourage intermunicipal cooperation in the study, planning, and provision of mutually provided regional services, facilities, and programs.
2. Provide for regional delivery of public services, including sewer, water, storm water management, solid waste management, transportation, police and fire protection, health care, and recreation.

INTRODUCTION

Intermunicipal cooperation is the key to solving problems and providing services on a regional level. Joint action can bring about more cost-effective results without loss of individual municipal control. Such cooperation can result in services of a quality and quantity beyond that which a single municipality can provide alone. This often means the elimination of duplication of effort, which makes government less expensive and more efficient.

LEGISLATIVE AUTHORITY

There are several Pennsylvania statutes which grant municipalities the authority to coordinate their functions and responsibilities and provide services on a regional level. The Intergovernmental Cooperation Act of 1972 enables any municipality to cooperate with any other municipal, state, or Federal government. Borough, Township, City, and County Codes include provisions which permit these units of government to cooperate with each other in carrying out specific programs each could perform separately, such as solid waste management, police and fire protection, recreation, and purchasing. The Municipal Authorities Act of 1945 authorizes the

establishment of joint authorities by any number of municipalities.

DELIVERY OF SERVICES

There are three main ways of providing regional services. First, the most popular form is an agreement, ranging from a formal, written contract to an informal, unwritten understanding. Agreements cover services such as sewer, water, solid waste management, police and fire protection, and recreation. Second, the creation of a joint authority by a number of municipalities allows projects to be planned, financed, and developed on a regional scale. Joint authorities have been successful in providing sewage disposal, water supplies, and solid waste management. Although such authorities allow for the provision of services on a regional basis, they also represent another level of government that must be reckoned with. Third, municipalities may establish councils of governments (COG) to undertake cooperative activities, including sharing data, discussing common problems, developing policies, and jointly furnishing services, aid, and parallel action.

EXISTING STRUCTURE

Elizabethtown Borough, Mount Joy Township, and West Donegal Township are part of the Northwestern Lancaster County Council of Governments, which was formed in the early 1980's; it also includes Conoy Township and Mount Joy Borough. Some of the COG's early activities included joint purchasing and joint investment of funds.

The COG provides an ideal structure to handle many issues on a regional basis. Its major advantage is the fact that it is an existing COG - the necessary cooperative structure is already in place. All that remains is for the participating municipalities to take advantage of this

structure and encourage the resolution of regional issues through intermunicipal cooperation and coordination. Some of these regional issues and potential services are explained in the following text.

PLANNING

This is one of the major areas that can benefit the most from regional cooperation. Elizabethtown Borough, Mount Joy Township, and West Donegal Township have undertaken the development of this regional Comprehensive Plan to ensure coordination among many planning concerns, most significantly, future land use. Once this Plan is adopted, other planning issues can be handled on a regional basis, such as zoning ordinance consistency with one another, agricultural land preservation, strip commercial development, official maps, and the development of a joint zoning ordinance. Once this Comprehensive Plan is completed and adopted, it represents a regional framework for local land use planning efforts. These efforts will include and impact on sewer and water facilities location, transportation network, and parks, open space and community facilities.

Directions: A Comprehensive Plan for Lancaster County was prepared and adopted by the County in 1975; it is currently being updated. The major local focus of Directions was that, through individual municipal endorsement of the Plan's Future Land Use and Transportation Plan, a framework for regional planning and a basis for individual local planning would be established. Each municipality would be able to see itself in a regional setting and be able to plan for regional rather than individual municipal land uses.

PUBLIC SEWER FACILITIES

At the present time, public sewers are provided to all of Elizabethtown Borough and to portions of both Townships that are adjacent to the Borough. The service area and treatment facility are described in the Utilities section of this Plan.

There are large areas of soils in the region which can marginally accept on-lot sewage disposal systems. In addition, there are several areas within the region that have documented problems with existing on-lot systems. With growth continuing in the region, there will be pressure to develop in areas with hazardous soils and no sewers. New development in this region should be served by public sewers. That means Elizabethtown Borough will provide capacity, as available, to those areas of the Townships that require it and can afford to install it.

Currently, sewer facilities planning in the Townships is handled by the Mount Joy Township Authority and the West Donegal Township Authority. Local Sewer Advisory Committees have been established to provide assistance. Affording wastewater treatment facilities is the major hurdle in resolving sewage disposal problems. Each municipality will have to bear its fair share of sewer improvement costs, but without significant loans or grants, the region will have to decide how to use its limited dollars. These municipalities may wish to explore the formation of a joint municipal sewer authority, if it can clearly be seen that it would provide sewers as needed without substantially increasing user fees.

PUBLIC WATER FACILITIES

Public water is provided to a considerably smaller area than that which sewers serve. Water facilities planning in Mount Joy Township is handled by the Mount Joy Township Authority. Water Advisory Committees have been established to provide assistance. The service areas and suppliers are described in the Utilities section.

Most problems with water supplies in the region include quality of well water, insufficient yields in some cases, and the age of the water distribution system, in the case of some public water suppliers. As growth in the region continues, there will be a greater demand for good quality water in sufficient quantities. Public water should be extended to all areas currently with and planned to have public sewers. This means upgrading,

modernizing, and expanding the current public water systems in the region.

Some areas may not be properly served because of the costs involved in upgrading and expanding. Without significant loans or grants, the region will have to decide how to use these limited dollars. A joint municipal water authority may be considered, if it would result in sufficient amounts of quality water without substantially increasing user fees. Another possibility might be the formation of a joint authority for both sewer and water.

CODE ENFORCEMENT

Each municipality has the option of developing and/or adopting certain codes directed at the general public health, safety, and welfare involving the specifics of structural construction, occupancy, and maintenance. Although the primary codes being referred to are housing and building, there are also plumbing, mechanical, fire prevention, energy, electrical, and industrialized dwelling codes. Model codes exist for each of these areas, and a municipality may wish to modify or adopt in its entirety any such code. Elizabethtown Borough adopted an Existing Structures and Property Maintenance Code in 1988.

The success of any code program lies with its conformance to accepted standards and its enforcement. The best step to take in a multi-municipal region is to consider a joint program of code adoption and enforcement. Such a program would result in uniformity of code standards and administrative procedures, including enforcement, and elimination of duplication. A full-time code enforcement official, unaffordable by a single municipality, can be cost effective if working for several municipalities having compatible codes. It is recommended that all three municipalities within this region adopt at least a basic building code and have a single code enforcement official perform this work for all three municipalities.

STREET AND ROAD MAINTENANCE

There are a significant number of miles of streets and roads within the region, ranging from 18 State Routes to Township roads and Borough streets. Each of the three municipalities has a separate road or street maintenance department. While it may be somewhat impractical to perform all necessary maintenance activity from one multi-municipal office, there are some street and road maintenance activities that could be coordinated or jointly handled. All activities which involve roads or streets that are in two or more municipalities should be jointly programmed; for example, if a road segment is being repaved and it continues into an adjoining municipality, the second municipality should be informed early enough to program its portion of the street or road for similar work, if appropriate. Certain equipment is quite costly, often times having limited versatility; such equipment should be purchased jointly to make the item cost effective, especially if it is not used frequently. Cooperation is also necessary when traffic signals are proposed to be located on or near a common municipal boundary line.

PARKS AND RECREATION

Currently, the region is deficient in recommended local parkland - less than 24 acres existing versus a recommended standard of 182 acres (based on 1980 population levels). Specific figures are provided in the Community Facilities section of this Plan.

However, a good regional structure for parks and recreation exists, involving all three municipalities, along with other governmental units. The Elizabethtown Area Community Services Authority (EACSA) owns and operates the Elizabethtown Community Center, which is located in the Borough and is the only facility in the region that provides a location for multi-purpose activities. EACSA is made up of 2 members from each of the 4 municipalities in the Elizabethtown Area School District (Elizabethtown Borough, Conoy Township,

West Donegal Township, and part of Mount Joy Township). The Elizabethtown Area Recreation Commission (EARC) coordinates the provision of recreation facilities and programs in the region and consists of members representing the School District, Elizabethtown Borough, Mount Joy Township, and West Donegal Township. EARC maintains strong ties to School District facilities and was developed originally as a result of the School District's efforts to create a semi-autonomous agency to administer summer recreation programs.

As mentioned in the Community Facilities section, the Lancaster County Conewago Recreation Trail and facilities associated with schools and private organizations help to reduce the current deficiency. These facilities play an important role in the overall regional approach to providing facilities and programs.

It is recommended that the regional approach to providing park and recreation facilities and programs be continued. It will be important to have one agency or organization overseeing the coordination of these facilities and programs. By combining EACSA and EARC, a broader scope of programs could be provided, appealing to a wider range of residents.

The best tool to guide the region in its park and recreation planning is a park and recreation master plan. Such a plan would examine the demand for parkland and recreation, inventory current available facilities, project demand for facilities, and establish future costs and sources of funding.

EMERGENCY SERVICES

Police protection in the region is provided by local police; there is a police department in each municipality. Funding for each department comes from its respective municipality. As the population in each municipality increases, so will the demand for service and protection. As a result, there will be a strong need within the region to provide adequate levels of protection at an affordable cost to the residents.

In order to meet this future demand, the 3 municipalities will have to take reasonable steps to provide needed protection. First, it is important to establish and continue a strong degree of cooperation and communication among the municipalities. This can be aided through mutual assistance pacts and service contracts.

Countywide Communications (911) currently plays a major role in the coordination of emergency communications. Second, joint activity should be examined in certain areas that would benefit each department. Joint record-keeping could be easily accomplished through computerized data, as an example. Another possibility would be joint training programs involving basic, refresher, and advanced courses. Third, if it appears that a different approach to police protection, other than individual departments, is needed in the region, a complete and careful evaluation should be made of the possibilities. A single, consolidated force has great potential to provide better-than-adequate multi-municipal coverage.

Fire protection for the region is provided by 3 fire companies within the region and 5 companies outside the region. These are described in the Community Facilities section of this Plan

All areas of the region are being covered adequately, but funding for volunteer fire companies is tentative and the level of membership can vary, putting the adequacy of protection in jeopardy. The cost of equipment, maintenance, and operations has increased dramatically; as a result, fire companies are forced to re-think all major capital purchases which might overlap those of nearby companies.

In order to continue adequate fire protection, the first decision to be made is which form of company structure should be pursued - a volunteer company or a paid company. In either case, there is a need for increased financial support from the residents and the local municipality. Government support is needed to meet rising and on-going expenses, and residents must be willing to pay for adequate fire protection service. If

volunteer companies are to continue, there is a need for continued cooperation among them to reduce expenses and improve service. The fire companies in Elizabethtown Borough and Rheems have been working well together to this end. Sharing of facilities and equipment eliminates much duplication. Specialized equipment, which is not often or regularly used but is sharable, should be purchased jointly. In addition, a regional or even Countywide purchasing committee should be established to provide necessary data as to what exists and at what cost and to assist in identifying equipment needs within the region, thereby helping to reduce duplication.

Emergency medical services, including ambulance and medics, are provided to most areas of the municipalities within the region, with these services based in Elizabethtown Borough. Adequate financial support is needed from both the municipal governments in the region and the residents who have the opportunity to use these services.

STORM WATER RUNOFF

The runoff of storm water within the region is a multi-municipal problem: water runs from one municipality into another. This runoff is the result of existing agricultural land using inadequate protection measures, new development increasing impervious areas, and the lack of proper erosion and sedimentation controls. It becomes necessary for the municipalities involved to enact stormwater management ordinances that are consistent and compatible with one another.

It was pointed out in the Environment section that the control of storm water runoff is a major issue to be dealt with. As any area grows, development will create storm water runoff problems. The resolution of these problems is adequate regulation. Although this regulation must take place at the local level, the State and County have roles to play, too; these roles were discussed in the Environment section.

At this point, it is imperative that individual watersheds be studied as soon as possible.

This section is looking at regional solutions to regional problems. To address the issue of regional storm water management, it is important to begin by studying watersheds as a region. Therefore, those watersheds into which this region falls - the Chickies, the Conewago, and the Conoy - should be given high priority for storm water management study. Lancaster County will then prepare and adopt a storm water management plan for each watershed. Local municipalities will then adopt specific controls necessary to regulate development in a way which will be consistent with the County-adopted plan. As part of these controls, it will be necessary for individual municipalities to adopt separate storm water management ordinances; Elizabethtown Borough currently has a storm water management section in its subdivision ordinance, and Mount Joy Township and West Donegal Township each have their own separate storm water ordinances.

SOLID WASTE MANAGEMENT

The need for effective and comprehensive solid waste management is an issue of great magnitude which affects the region as well as the entire nation. The proper management of solid waste is crucial to environmental protection and the region's overall well-being. Strict regulatory requirements and the complexities of a booming technology have made it more difficult than ever before to meet the challenge of properly handling and disposing of solid waste.

Continued growth in the region will cause increases in the generation of solid waste. In the past, the region has been afforded with uninterrupted disposal services; however, elsewhere across the nation, the long term impacts of poor management have only recently been realized and have reinforced the continued need for prudent planning and implementation of solid waste management activities.

The region is generally served at the present by private haulers who provide garbage pick-up with ultimate disposal at facilities owned and operated by the Lancaster County

Solid Waste Management Authority. This authority has been authorized and mandated to provide solid waste management planning and implementation for Lancaster County in accordance with the Lancaster County Solid Waste Management Plan.

MUNICIPAL MANAGEMENT

Each municipality is self-governed by a strong, active unit - Elizabethtown Borough by its Borough Council and Mount Joy and West Donegal Townships by their Boards of Supervisors. Each municipality has a staff of support persons, who assist in the day-to-day running of the municipality. Several joint actions could be undertaken to improve the effectiveness and cost-efficiency of running these municipalities. First, the cost of specialized major capital items could

be sufficiently high to make it difficult or impossible for each municipality to acquire one; a solution could be that several communities would agree to jointly purchase, use, and maintain such equipment. Second, each municipality needs to invest its uncommitted, reserve, and surplus funds in such a way as to receive a maximum rate of return. By establishing a combined investment program involving several municipalities, higher rates of return can be reached. Third, municipal governments are being required to keep more detailed records on more specific items than ever before. The use of computers to accomplish this work is crucial but sometimes quite expensive. By considering joint data processing involving several municipalities, cost-savings can be seen in common areas such as tax collection, payroll, budgeting, and accounting.

RECOMMENDATIONS

PLANNING

1. Resolve planning-related issues on a regional basis, using this Comprehensive Plan as the regional framework for such decisions.
2. Endorse the County's updated Comprehensive Plan as the basis for multi-municipal planning.

PUBLIC SEWER FACILITIES

1. Encourage all new development within the region to be located in those areas which are sewered.
2. Explore the establishment of a joint municipal sewer authority, if it can be cost-effective to its customers.

PUBLIC WATER FACILITIES

1. Those areas which have or will have public sewer service should also have public water service.
2. Consider establishing a joint municipal water authority, if it can be cost-effective to its customers.
3. Explore the possibility of a regional sewer and water authority, which would handle the functions of a separate sewer authority and a separate water authority.

CODE ENFORCEMENT

1. Consider a joint program of code adoption and enforcement.
2. Encourage each municipality to adopt a basic building code, as a minimum.
3. Provide code enforcement within the region by a single enforcement official.

STREET AND ROAD MAINTENANCE

1. Consider jointly programming any road or street improvements or other work when such road or street is located in two or more municipalities.
2. Purchase certain equipment jointly, especially that which is highly specialized and infrequently used.

PARKS AND RECREATION

1. Continue the regional approach to providing park and recreation facilities and programs.
2. Encourage having one agency or organization oversee the coordination of facilities and programs.
3. Consider combining the EACSA and EARC to provide a broader scope of programs.
4. Develop a park and recreation master plan.

EMERGENCY SERVICES

1. Establish and continue cooperation and communication among municipalities.
2. Consider joint activity in certain areas, such as record-keeping and training programs, that would benefit each police department.
3. Examine the possibility of having a single, consolidated police force to provide multi-municipal coverage.
4. Provide adequate support for emergency services within the region.
5. Encourage sharing facilities and equipment to reduce costly duplication.
6. Purchase specialized equipment on a joint basis.
7. Establish a regional or Countywide purchasing committee for equipment.

STORM WATER RUNOFF

1. Encourage the State to designate the watersheds which encompass the region as ready for study, the first step in developing a regional storm water management plan.
2. Work closely with Lancaster County in the development of storm water management plans for these watersheds, since they have been designated for study.
3. Adopt and enforce the local controls - zoning, subdivision, storm water management, and erosion and sedimentation control ordinances, and building codes - necessary to regulate development in accordance with the adopted watershed plans.
4. Consider the formation of a regional stormwater management authority to ensure adequate control of stormwater on a regional basis.

SOLID WASTE MANAGEMENT

1. Cooperate with and support the efforts of the LCSWMA in providing comprehensive and reliable solid waste management services.
2. Develop a recycling plan which considers recycling on a regional level.

MUNICIPAL MANAGEMENT

1. Consider joint purchase, use, and maintenance of equipment and supplies.
2. Invest funds jointly to receive a maximum rate of return.
3. Encourage better, more detailed regional record-keeping.
4. Consider joint data processing in areas such as tax collection, payroll, budgeting, and accounting.
5. Explore a regional administration concept.

IMPLEMENTATION

OBJECTIVES

1. Encourage intermunicipal cooperation in the study, planning, and provision of mutually provided regional services, facilities, and programs.
2. Maintain a large portion of the region in a rural, agricultural, or low-density residential environment while providing necessary facilities and services to its residents.
3. Encourage and support a more equitable municipal distribution of County tax dollars, which would enable the region to provide more equitable facilities and services to its residents.
4. Upgrade municipal zoning ordinances, subdivision ordinances, and other applicable land use controls as necessary to be consistent with this Comprehensive Plan.

INTRODUCTION

The implementation phase of any comprehensive planning program is a critical point in the process. It is at this point that the community-wide goals and policy objectives are entered into the planning process, the purpose of which is to bring about the desired future land use and development patterns.

PARTICIPANTS IN THE PLANNING PROCESS

The various participants involved in the implementation of this Joint Comprehensive Plan have a wide range of roles and responsibilities in the process. These include Elizabethtown Borough Council, the Township Supervisors of Mount Joy and

West Donegal Townships, all three municipal planning commissions, the Elizabethtown Area School District, the Townships' Authorities, various Federal and State Agencies, the County Planning Commission, public and private organizations, and individual citizens. The main participants are the governing bodies and the planning commissions.

By adopting the Comprehensive Plan, the governing bodies will be making a commitment to achieve the stated objectives of the Plan. The governing bodies are not only responsible for adopting and amending the Plan but also responsible for generally overseeing planning activity in the region, to ensure that the Plan is implemented in the best interests of the citizens.

The planning commissions ensure that the Comprehensive Plan is implemented as adopted by overseeing the details of planning and development in the region. The planning commissions continually monitor the effectiveness of the planning documents and processes in achieving the land use and development policies of the municipalities. The planning commissions are the main participant in the implementation process because of their role as the review agent for planning and development proposals in the region.

In addition, the planning commissions may wish to consider the following as items needed to ensure an orderly and responsible planning process:

1. The planning commissions should annually recommend a capital improvements program to the governing bodies.
2. The planning commissions should use public hearings as a means of airing citizen opinion on proposed improvements or actions concerning the Comprehensive Plan in the light of changing conditions.

3. The planning commissions should publish annual reports familiarizing the citizens with the objectives of the Plan and summarizing progress and accomplishments.
4. The planning commissions should recommend to the governing bodies any proposed changes in the Comprehensive Plan, zoning ordinances, and other land use controls.
5. Proposed changes or additions subsequent to the adoption of this Comprehensive Plan by any of the three municipal planning commissions shall be forwarded to the other planning commissions for comment and/or endorsement and shall be recommended to the respective governing body for adoption. Following adoption, the proposed change shall become an amendment to this Comprehensive Plan and shall be incorporated as such.
6. The planning commissions should conduct regular meetings with representatives of adjacent municipalities, the County Planning Commission, School Board, and Sewer and other Authorities, to assure proper cooperation and coordination in the achievement of the Plan's goals and objectives.
7. The Joint Municipal Comprehensive Plan Review Committee, which consisted of representatives of each municipality and which met monthly during the preparation of this regional Comprehensive Plan, should meet on a quarterly basis to discuss regional problems and solutions to them. These meetings should be coordinated with the regular meetings of and other efforts by the Northwestern Lancaster Council of Governments to gauge the effectiveness of Comprehensive Plan implementation efforts.

Other agencies and organizations affecting implementation of the Comprehensive Plan, such as the School District and Authorities, impact the process by having established their own agenda for policy formulation and implementation. These policies are taken into account as the Plan is developed and should be monitored for changes which may necessitate revisions to the planning goals stated in the Plan.

Finally, individual citizens should be enlisted to participate in the planning process, as the Comprehensive Plan cannot be effectively administered without popular support. Individuals can be brought into the process on an informal level by the municipalities on a day-to-day basis, or formally, when public hearings are held for the purpose of citizen input on new ordinances, amendments to existing ordinances, or other items of particular concern.

INSTRUMENTS OF IMPLEMENTATION

Effective implementation of the Comprehensive Plan can only be achieved through proper administrative and enforcement procedures. These include various codes and ordinances, capital improvements programming, and taxation.

Land Use Controls

The land use controls currently in effect in the region are zoning ordinances and subdivision and land development ordinances.

Zoning Ordinances. The Elizabethtown Borough Zoning Ordinance of 1980, the Revised Zoning Ordinance of Mount Joy Township - 1978, and the Zoning Ordinance of West Donegal Township - 1979 are the current, adopted zoning ordinances in the region. These zoning ordinances have been effective land use planning instruments because they are based not only upon an inventory of land uses in the region but also because they represent the articulated goals and objectives for each community in the region. Because these zoning ordinances can only be effective as long as they

accurately reflect current land uses and development trends, it becomes necessary to review these ordinances periodically to analyze their performances within the context of the Comprehensive Plan. Zoning ordinances should only be amended or revised when necessary and then only upon careful consideration. Upon adoption of this Comprehensive Plan, it is recommended that each municipality evaluate its zoning ordinance and revise it based upon its conformance with the goals and objectives stated in this Plan.

Subdivision and Land Development Ordinance. The Elizabethtown Borough Subdivision and Land Development Ordinance was most recently revised and adopted in 1985. Mount Joy Township prepared its own subdivision ordinance and adopted it in November 1989. Subdivision and land development regulations seek to provide standards for the division of lands for development and the necessary improvements, such as streets and utilities, which are part of such development. By providing such design criteria, the Ordinance helps to implement a coordinated pattern of development. In assuring that the proposed development is compatible with its surroundings, the goals of the Comprehensive Plan are furthered by the reduction in public maintenance costs, the preservation of environmental quality, and the fostering of a safe and efficient transportation system, as well as other benefits. Upon adoption of this Comprehensive Plan, it is recommended that (1) Elizabethtown Borough evaluate and revise its subdivision ordinance to bring it into conformance with this Plan, and (2) West Donegal Township prepare such an ordinance, consistent with its revised zoning ordinances and this Plan.

All three municipalities must take special care when preparing or updating any ordinance to coordinate the ordinance with those of its neighboring municipalities within the region. It is essential that these ordinances be prepared and updated, but it is even more important that they be consistent with similar ordinances within the region.

Capital Improvements Program

Local municipal expenditures for public and community facilities are an important factor in the implementation of comprehensive plans. As a means of scheduling and prioritizing these expenditures, capital improvements programming is used.

Capital improvements programming is a continual planning element, which should not be confused with annual budgeting. A capital improvements program is a multi-year schedule of specific physical improvements to be funded and constructed over a given period of time, usually about five years. The capital improvements program should be reviewed yearly and revised to reflect priorities and costs.

A capital improvement is any major non-recurring expenditure or any expenditure for physical improvements that are costly, large-scale, and long term. Examples of such improvements include construction of streets and highways, construction and expansion of water and sewer facilities, acquisition of land, and purchasing of fixed equipment.

Properly administered, the capital improvements program can benefit the municipality in a number of aspects. The program can ensure that (1) specific public improvements necessary to achieve the goals of the Comprehensive Plan are constructed in a timely and efficient manner, (2) needed public lands are acquired at reasonable prices, (3) funds can be allocated and budgeted in advance, and (4) infrastructure deficiencies can be identified and remedied in a coordinated fashion.

A generalized method to evaluate the items to be included in a capital improvements program should include the following categories:

1. Those projects which are essential to alleviate dangers to the community health, safety, and welfare. These projects are viewed as critical to the fulfillment of a community necessity and should be funded when possible.

2. Those projects which are desirable for the community in order to enhance the quality of life and establish the municipality as a pleasant and stable place in which to live, work, and do business. These are not critical but are needed to implement the planning goals of the municipality.
3. Those projects which are minimally necessary for the community and non-essential if budget constraints require a reduction of expenditures.

The planning commissions are responsible for coordinating the capital improvements program with the municipal budgets so that a reasonable schedule of expenditures is established for construction of needed projects. This is a major function of the planning commissions and should be performed annually. The overall goal is to schedule projects according to the availability of funds and to spread costs evenly over time. It is recommended that a capital improvements program be prepared for each municipality, either individually or jointly.

Impact Fee Ordinance/Developers Agreements

As new growth occurs in the region, public facilities will become over-burdened and strained. It is necessary, then, for each municipal to consider means of assessing each new development for improvements to the infrastructure. The public facilities affected by growth and which need frequent updating, expansion, or maintenance are streets and roads, public sewer systems, public water system, storm water systems, parks and open space, schools, and fire and safety protection. An impact fee ordinance and related developers agreements provide municipalities with the opportunity to receive the necessary funding to make sure all residents are served by adequate infrastructure and other facilities. An impact fee ordinance provides rigid requirements to assess developments for improvements, while developers agreements encourage funding for improvements as the result of formal yet less rigid agreements.

Overlay Map

One tool which is especially effective for municipalities with significant natural resources, which are also feeling strong development pressures, is an overlay map. This consists of an up-to-date base map of the municipality and a series of transparent overlays that depict significant natural resources and man-made features. These resources include but are not limited to floodplains, wetlands, steep slopes, woodlands, agricultural land, and lakes and ponds. Man-made features would include streets and roads, developed areas, sewer and water service areas, parkland and open space, and areas of mineral extraction. This tool would assist the municipality in balancing new growth with the preservation of natural resources in a manner consistent with its objectives for growth and preservation.

SHORT AND LONG-RANGE PLAN IMPLEMENTATION STRATEGIES

The previous discussion of the instruments of implementation included both short and long-range techniques. The land use controls--zoning and subdivision and land development ordinances--can have an immediate effect on land use patterns, especially through zoning ordinances, which exist in all three municipalities. Both Elizabethtown Borough and Mount Joy Township have adopted subdivision and land development ordinances. These controls also have a long-range effect, in that, if they are properly implemented and administered now, desirable land use patterns and well-designed developments are assured for the future.

Regional capital programs do not exist at this time. Once a capital program is in place, it can have an immediate effect, while at the same time, it has both a short and a long-range effect. The short-term strategy reflects the program's approximately five to six-year time frame, while its long-term strategy provides the opportunity for a municipality to plan for future improvements and expenditures beyond the five to six-year time frame. In addition, a good capital

program is tied into the municipal comprehensive plan, which has a time frame of at least fifteen years.

Impact fees can generally be considered a short-range implementation technique in that they are assessed as new development occurs. Most new development is also short-term, not usually anticipated well in advance.

The local municipality's role in implementation is described in the Plan, with significant reference to the techniques of the Planning Commission. Most of these stated techniques are short-term in nature, assessing and reviewing progress in planning on an annual or more frequent basis.

FUTURE PLANS

It is important to view this Comprehensive Plan as a flexible document. This Plan can

be effective only if it is able to be changed. Change will come about through the review and revision of this Comprehensive Plan and the subsequent preparation of future comprehensive plans. Joint review and revision of this Plan must be done annually because conditions change, development takes a different direction, new problems arise, and new data replaces old. Any change must be considered carefully and be acceptable within the total context of the Plan. Future comprehensive plans will affect and be affected by those planning and land use controls that are used on a daily basis, such as zoning and subdivision ordinances. This Comprehensive Plan, then, is the document that not only provides guidance in dealing with planning issues today, but also lays the groundwork for developing long-term solutions through future comprehensive plans.