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#### INTRODUCTION

The purpose of the Comprehensive Plan is to create a planning framework for Myerstown based on the Borough's existing conditions, physical problems and potential for future development. This framework will alleviate or eliminate these problems and give direction to the community's future growth and development.

By analyzing and evaluating the current and past growth trends in Myerstown and the Lebanon Metropolitan Area, it is possible to foresee and direct future development of the Borough. Policies to guide the community's growth in an orderly and efficient manner can be formulated and presented in a Comprehensive Plan. This plan will assure that as the Borough grows and becomes more intensely developed, its existing amenities will be preserved and enhanced to the greatest extent possible. The tax base can thus grow, enabling Myerstown to undertake improvements which were postponed or that have become necessary as a result of past growth as well as those improvements which will guide and accommodate new growth.

Demands for municipal improvements are known to increase as the community grows and becomes more developed. Therefore, the underlying objective of the Comprehensive Plan is to assure the orderly growth and development of the Borough in such a way that municipal service costs be minimized while property values and the quality of investment will be protected.

Specifically, the citizens of Myerstown can expect to obtain the following benefits from the adoption and use of the Development Plan:

# Co-ordinated Community Development

Changes which take place within the Borough are the result of hundreds of individual private and public decisions. Without a plan to guide the use of land, a man may build a house in an area which is only appropriate for industry, or a school may be located where there is little chance of substantial residential development. It is the function of the Comprehensive Plan to indicate how much change is likely to take place within a given area and to show where various types of development should take place in order that land values may be enhanced and the general welfare of the citizens protected.

#### Establishment of a Plan Based on Facts

One great advantage of a well-designed Comprehensive Plan is that it permits the impartial analysis of the resources and potentials of the community to the advantage of the entire community. Everyone within Myerstown has an interest in land within the community. Only if there is an independent impartial analysis of the area can all the land be expected to be brought into optimum use.

# Proper Forecasting of Needed Community Expanditures

Borough and other officials responsible for providing schools, recreation areas, fire protection, and other services cannot plan effectively for these developments without knowing the potential growth and development of the area. It is the purpose of the Comprehensive Plan to indicate the nature and extent of future community requirements in order that long-range plans can be made for locating, designing and financing such projects. In addition, only by having a program of all future requirements is it possible to effectively attach priorities to different developments on the basis of actual need.

# Safeguarding the Taxpayers

In order to prevent wasteful expenditures on essentially unnecessary or inappropriate public facilities, taxpayers must know the Borough Plan. This will permit them to measure all proposed developments against future community growth and needs.

# Provide a Guide for the Private Investor

Builders and developers who are contemplating construction of residential, commercial and industrial buildings, must be given some guide as to the proposed direction of the community's growth and plans with respect to schools, playgrounds, streets, and other community facilities, if they are to make wise decisions. Mortgage lenders must be given assurance that the buildings which they finance are not located in areas which may become blighted because of the intrusion of industry. Government agencies are more inclined to insure or guarantee loans on properties in municipalities where there is sound planning. Also, institutional investors are greatly motivated by the type of planning in the community when choosing areas in which to lend monies. Mortgage lending is long-term; consequently anyone engaged in it is vitally interested in future values of properties. Planning, of course, can do much to protect these future values.

# Attract Commercial and Industrial Activities

Large enterprises more and more are looking to the conditions within a community and its plans for the future when selecting a location. A plan gives them an unbiased study of the future of the community on which to base rational decisions. A plan guarantees industrialists that once they choose a location in keeping with the Comprehensive Plan, their land and improvements will be protected from encroachment of other types of land use. Therefore, their investment will be protected. On the basis of a plan, they can make long-range forecast concerning the future of a community and appraise their own developments in the light of such a future. As a result, many industries which are locating in areas throughout the fast have as one of their primary locational criterion sound community planning.

# Effective Protection of Property Values

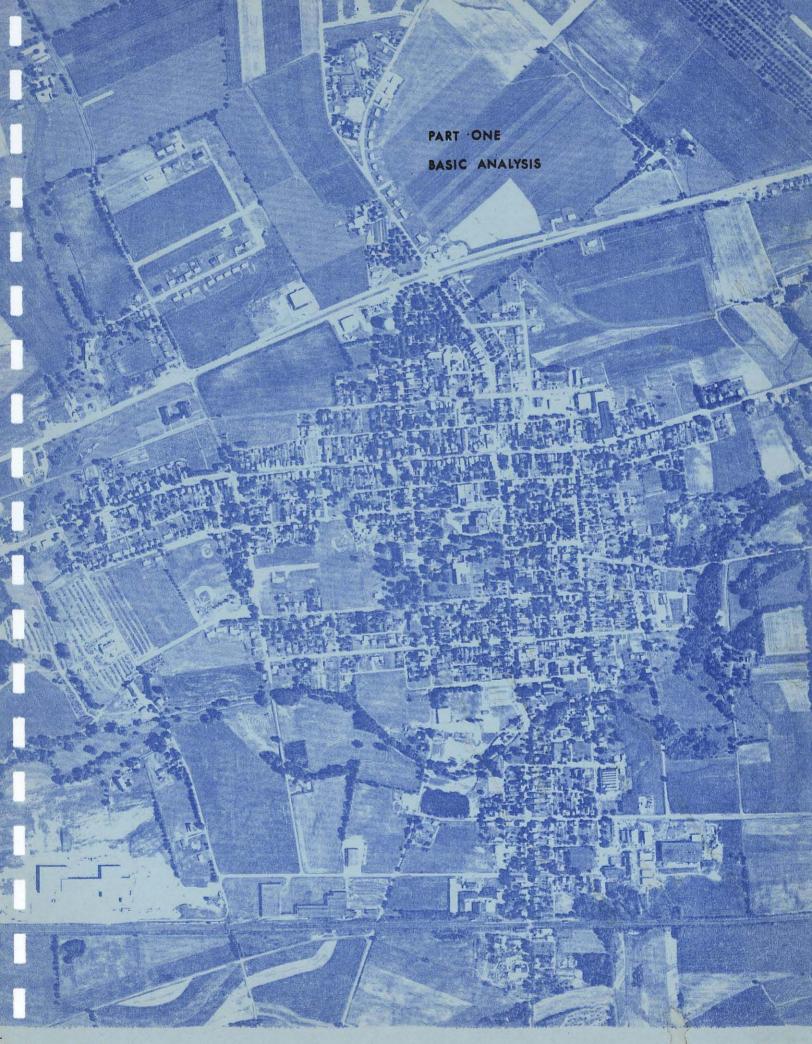
An extremely important result of planning is that all land within the community be assigned to a certain use, and the use to which it is put should reflect the highest and best use of land. It is the function of planning to protect that use in order that the owner may receive the maximum benefits from the property. Planning is the framework within which property values may be protected and sustained - always recognizing that all land within the community benefits from the provision of adequate and properly planned public services such as parks, schools, roads, and utilities.

# Create a Community in which Citizens Want to Live, Work, and Play

Planning should be a means of realizing the opinions of everyone concerning the type of community they want. Only if there is planning for orderly development of a community can such a goal be achieved. Areas are always changing. If there is no plan to control the change, they may well develop in a fashion that prevents the possibility of an area developing in a manner which would be objectionable to the community's citizens.

# Create a Community Eligible for Federal Aid

The Federal Housing Act (as amended) provides for grants and loans to assist communities in redeveloping blighted areas. Certain aspects of the Federal Housing Administration's operations authorize grants and loans for housing programs. Federal aid is also available for other aspects of the community development such as assistance with the cost of planning sanitary and storm sewer systems. The Federal Government definitely has taken the position that it will not help communities which do not have an active urban development program. A key section of such programs is a plan for future land use.



# **ECONOMIC BASE**

Any analysis of the economy of Myerstown must also consider the aspects of the regional economy as well. The economic well being of Myerstown rests not only on the productive capacity of industrial and commercial firms located within the Borough limits, but also on the amount of income the residents obtain regardless of where they work. These two segments form a large part of the economic base of the Borough and are the subject of analysis in this report. Myerstown is analyzed in terms of industrial and commercial activity and comparisons are made with the City of Lebanon and the County. The composition of the labor force and distribution of income in the Borough and region is also analyzed. The picture that emerges reflects the structures of Myerstown's economy and its relationship to the City of Lebanon and the County.

## INDUSTRIAL ACTIVITY

A review of the number of manufacturing firms and employees in 1965 indicates that there are 193 manufacturing firms in the County with a total employment of 14,960. The total number of people employed in manufacturing industries in the County is approximately 39% of the County labor force and 16% of the population. The Borough of Myerstown contains 10 firms which employ 1,845 people, even though the Myerstown total labor force contains only 1,482 people. This indicates that a number of relatively large manufacturing firms are probably located in the municipality of Myerstown and that these firms attract employees from other parts of the County who commute to work in Myerstown.

Table 1

Employment in Manufacturing Industries 1965

	Number of		Number of	
	Firms	%	Employees	%
Myerstown Borough	10	5.2	1,845	12.3
Jackson Township	8	4.2	282	1.9
City of Lebanon	90	46.6	8,211	54.9
County of Lebanon (remainder)	<u>85</u>	44.0	4,622	30.9
	193	100.0%	14,960	100.0%

Source: Pennsylvania Dept. of Internal Affairs, County Industry Report 1965 The ten firms located in Myerstown constitute over 5% of the total number of manufacturing firms in the County. The greatest number of firms in the County are located in the City of Lebanon, which contains 90 firms or 46.6% of the Total. The number of manufacturing employees who find work in Myerstown account for 12.3% of the total number of County employees, which is more than twice the percentage of firms located in the Borough. The City of Lebanon is the only other area that has a higher percentage of employees than firms. The ten manufacturing firms located in Myerstown therefore employ on the average more people per firm than either Jackson Township or the remainder of the County.

Table 2

Number of Manufacturing Industries

By Types of Products 1965

Products	Myerstown	Jackson	City of	Remainder of
Complete Com	Borough	Twp.	Lebanon	County
Food	<del></del>	1	13	28
Textile		* .	8	5
Apparel	· 1		24	14
Lumber	•	2	1	4
Furniture and Fixtures	•	<b>-</b> . ,		i
Paper			3	$\dot{\mathbf{L}}$
Printing and Publishing	2		11	6
Chemicals	1	2.	2	2
Petroleum and Coal	•	2.		1
Rubber and Misc. Plastics	1		2	1
	i 1		2	, F
Leather		•	: 1	<b>)</b> .
Stone, Clay and Glass	•	• 1	1.	>
Primary Metal	2	•	4	2
Fabricated Metal	_	. 1	8	<u>.</u>
Machinery excl. Electrical		1 .	7	5 <sub>i</sub>
Electrical Machinery & Equ	ıip.		1 '	
Transportation Equipment	,			1
Miscellaneous	* 1		3	
· .				
TOTALS		·-·		
	10	8	90 '	85

Source: Pennsylvania Dept. of Internal Affairs, County Industry Report 1965

Table 2 shows the distribution of Industries in the four areas by the types of products manufactured. The 10 firms located in Myerstown show the heaviest concentrations in printing and publishing, primary metal, and non-electrical machinery. It is interesting to note that together with Jackson Township the largest group concentrations occur in chemical and non-electrical machinery products. The City of Lebanon and the remainder of the County have the heaviest concentrations in the food and apparel categories. These two products account for 41% of the total number of firms in the City of Lebanon and 50% in the remainder of the County. The third ranking category in both latter

areas is printing and publishing. There are also quite a few manufacturing firms in the City of Lebanon and the remainder of the County which are producing textile and paper products, whereas neither Myerstown nor Jackson Township has any firms in these categories.

Manufacturing wages and salaries in Myerstown amounted to \$9,415,000 in 1965, which is 13.2% of the County total. The City of Lebanon ranks first with 57.5% of the total, followed by the remainder of the County and then Jackson Township. Table 3 below relates total wages and total value added by manufacturing to the averages per employee in each area.

Table 3

Value of Production and Wages for Manufacturing Industries, 1965 Total Value Total Average Average Wages and Value Wages and Added by Salary/ Added/ Salaries Manufacture (\$1,000)(\$1,000)**Employee** Employee \$5,103 10.1 \$7,228 9,415 \$13,335 Myerstown Borough 13.2 5,436 1,533 2.2 4,059 3.1 14,394 Jackson Township 4,980 9,447 40,888 57.5 77,572 58.8 City of Lebanon County of Lebanon <u>36,877</u> 28.0 4,170 7,979 (remainder) 19,274 27.1 100% \$131,843 100% \$71,110 TOTALS

Source: Pennsylvania Dept. of Internal Affairs, County Industry Report, 1965

Although Myerstown generates over 13% of the total wages and salaries in the County, it contributes only 10% to the value added by manufacture. The average wages per employee and value added per employee indicates that Myerstown ranks last in the County in both respects. The highest average wage is in Jackson Township, which also has the highest average value added per employee. predominance is probably due to the presence of the Whitmoyer Laboratories, a pharmaceutical firm which employees 200 people. This is equivalent to 71% of the total number of manufacturing employees in Jackson Township. Pharmaceuticles is also an industry that adds a high value to the finished product in relation to the raw material costs. The absence of any other single large manufacturer in Jackson Township probably gives added weight to the effect that this single pharmaceutical establishment has on the averages. Myerstown also has a single large pharmaceutical company, Bayer Laboratories which employees 433 people. In Myerstown's case, however, there are more employees in other industries which do not have as high an added manufacturing value as pharmaceuticals. It is likely that this lowers the average per employee in Myerstown, and diminishes the favorable effect that this one particular industry may have had on the statistical averages. It is, however, interesting to point out that these two establishments, which are located within a few miles of each other, are the only two pharmaceutical preparation firms in the County.

#### RETAIL TRADE AND SELECTED SERVICES

The trend in the number of retail establishments in Myerstown is running opposite to that of the City of Lebanon and the County as a whole. Between 1958 and 1963 the number of retail firms in Myerstown increased by 10. During the same period, the City of Lebanon lost 99 retail firms, and the County lost 132 firms in total. Table 4 shows the numerical changes by business groups between these years.

From 1958 to 1963 Myerstown actually gained 19 new retail businesses and lost nine previously established firms for a net gain of 10 additional firms. The losses are in the general merchandise group, eating and drinking places, and "other retail" establishments. The group that shows the largest gain is the food category, with the additional 12 establishments. Gasoline stations rank second in total gains with four new locations, followed by non store retail with a gain of 3. The latter category includes mail order, direct selling, and vending machine operators.

By contrast the City of Lebanon and the County both have the largest decline in the food category. The second largest decline in both areas is in other retail, followed by furniture and equipment stores in the City of Lebanon and by general merchandise in the County. The City of Lebanon has a decrease in every business group except lumber and hardware, which has an increase of 3 new firms. The one business group in the County which is running contrary to the trend in the City of Lebanon and Myerstown is the category eating and drinking places. Myerstown and the City of Lebanon lost seven eating and drinking places in total, whereas the remainder of the County gained nine of these establishments.

The percentage increase in retail sales is greater in Myerstown than in either the City of County of Lebanon. The \$1,930,000 increase in Myerstown from 1958 to 1963 represents a 35% gain in retail sales. The corresponding figures for the City and County of Lebanon are  $\frac{1}{2}$ % and  $\frac{2}{2}$ % respectively.

A closer analysis of Table 5 reveals that the business group with the largest sales gain is food, which is also the group with the most new firms established during the 1958-63 period. Gasoline stations, which added four new outlets during the period, also had large sales gains. Two other groups with large sales gains, however, experienced a reduction in the number of firms doing business. These are automotive dealers and eating and drinking places. This indicates that the larger sales volume in these business groups are now being spread over fewer firms, so that each firm remaining is doing a larger business on the average. Losses in sales volumes are being felt most heavily in the lumber and hardware business group.

Table 4

GROWTH IN NUMBER OF RETAIL TRADE FIRMS BY GROUP, 1958-1963

	<del></del>	Myersto	wn		City of	Lebanon	Co	unty c	of Lebanon
Business Gro		1963	Numer. Change	1958	1963	Numer. Change	1958	1963	Numer. Change
Lumber, Hardware, etc	- 5	5	<b>e</b> e co	10	13	+3	42	45	+3
General Mer- chandise	5	2	-3	17	14	-3	47	31	-16
Food	. 8	20	+12	134	93	-41	273	198	<del>-</del> 75
Automotive Dealers	4	3	-1	27	24	-3	61	60	-1
Gasoline Stations	4	8	+4	47	40	7	117	113	-4
Apparel and A	Ac- 4	<i>1</i> <sub>1</sub>	s.s	54	47	-7	69	61	-8
Furniture and Equipment	d 3	3		39	31	-8	70	63	<del>-</del> -7
Eating and Drinking Plac	7 ces	5	-2	<b>7</b> 8	73	<del>-</del> 5	177	186	+9
Drug and Proprietary	o- 1	1	, <b>a</b> s <b>as</b>	15	9	-6	24	· 14	-10
Other Retail	15	12	-3	<b>7</b> 9	61	-18	165	137	-28
Non-store Retail Totals	<u>6</u> 62	9	+3 +10	28 528	24 429	-4 -99 1	67 ,112	<b>72</b> 980	+ <u>5</u> 132

Source: Census of Business, 1958-1963

GROWTH IN RETAIL SALES VALUE BY GROUP, 1958-1963 (\$1,000)

· 			RSTOWN		(	CITY OF	LEBANON		CO	UNTY C	F LEBANON	1	•
		1958		1963	19	958		1963	19	58	ĩS	963	
Business Group	\$	%%	\$	%	<u> </u>	%	\$	<u>%</u>	\$	%	\$	%	
Lumber, Hardware, etc	1,024	18.8	853	11.6	1,840	3.4	3,827	6.8	5,963	6.1	8,502	7.0	
General Merchandise	231	4.2	(1)	-	6,477	12.0	6,554	11.6	8,067	8.2	10,210	8.4	
Food	1,031	18.9	.1,906	25.8	16,224	30.0	15,855	28.2	26,150	26.6	28,353	23.2	
Automotive Dealers	1,866	24.2	2.140	29.0	9,071	16.8	7,970	14.1.	19,785	20.0	24,037	19.7	
Gasoline Stations	298	5.5	635	8.6	2,664	4.9	3,141	5.6	7,135	7.3	9,826	8.1	
Apparel and Accessories	302	5.6	(1)	-	4,920	9.1	4,736	8.4	6,004	6.1	6,084	5.0	9
Furniture and Equipment	(1)	· '85	648	8.8	4,232	7.8	4,703	8.3	6,236	6.3	7,552	6.2	
Eating and Drinking Pla	ces 162	2.9	407	5.5	2,627	4.9	2,850	5.1	5,874	6.0	7,127	5.8	
Drug and Proprietary	(1)	-	(1)	-	1,410	2.6	1,300	2.3	2,146	2.3	2,116	1.7	
Other Retail	. 538	9.9	461	6.2	3,948	7.3	4,641	8.2	9,560	9.7	15,891	13.0	
Non-store Retail	(1) 5,452	100%	332 7,382	100%	719 54,132	1.2	755 56,332	1.4	1,559	1.4	2,344 122,042	1.9	
<del>-</del>		70		, 5 5 76		100/0	ے زرہ کر	100/	50,7/	100%	122,042	100%	

<sup>(1)</sup> Information withheld to avoid disclosure. Totals only for those firms allowing disclosure.

Source: Census of Business, 1958, 1963

Table 6

GROWTH IN SELECTED SERVICES BY GROUP AND RECEIPTS, 1958-1963

. •		Myerstown				City of Lebanon			County of Lebanon		
		No. of 1958	Firms 1963		Numer. Change	No. of 1958	Firms 1963	Numer. Change	No. of 1958	Firms 1963	Numer. Change
Personal Service	es	ı Tİ	14		+3	113	133	+20	202	242	+40
Auto Repair, Se Garages	rvice and	. 1	<b>-</b>		-1	22	35	+13	68	90	+22
All Others		3	12		+9	104	76	-28	200	187	-13
į.	Totals	15	26		+11	239	244	+5	470	519	+49
Receipts (\$000)	(1)	\$91	\$308		+\$217	\$3,750 \$	4,579	+\$829	\$7,190	\$9,306	+\$2,116

<sup>(1)</sup> Includes receipts for firms not allowing individual disclosure

Source: Census of Business, 1958, 1963

Retail activity is being affected adversely in the City of Lebanon, as Table 5 indicates. Even though the retail sales volume in the City increased by 4% the percentage of total County sales dropped from 55% in 1958 to 46% in 1963. Retail sales in Myerstown account for 5.5% of the total County sales in 1958 and 6.1% in 1963. The remainder of the County, therefore, is the prime beneficiary of the increase in sales volume. This increase amounts to \$19,433,000 for the remainder of the County, and only \$1,930,000 for Myerstown and \$2,200,000 for the City of Lebanon.

The specific business groups in the City of Lebanon that now have small retail sales volumes are food, automotive dealers, apparel, and drugs and proprietary. The largest sales increase occurs in the lumber and hardware group, which is just the opposite of the sales trend in Myerstown for this particular business group.

The County as a whole is increasing retail sales volume in every business group except drug and proprietary. The largest increase is in automotive, followed by food. These two business groups also constitute more than 40% of the total retail sales volume in the County.

As shown in Table 6, Myerstown added nine firms to the "all other" category from 1958 to 1963. This business group consists of hotels, motels, tourist camps, theaters, amusements, recreation, miscellaneous business and repair services. The City of Lebanon and the County, however, lost establishments in this category. The largest gains in both the City and County of Lebanon occur in the personal services group, followed by auto repair, service and garages.

The gain in selected services by receipts is \$217,000 for Myerstown, which is a 239% increase over 1958. The respective gains for the City of Lebanon and the County are 22¢ and 29%. Of the total increase in County receipts of \$2,116,000, 10% is from Myerstown and 39% is from the City of Lebanon. The remainder, \$1,070,000 or 51% is from the rest of the County.

# LABOR FORCE CHARACTERISTICS

The labor force is defined as that portion of the population that is engaged in economic activity. This includes both those who are presently employed and those who are seeking employment. At the time of the last census, 1960, Myerstown had a higher percentage of its population in the labor force than either the City of Lebanon, the County or the State. Myerstown also had the smallest percentage of unemployment, 1.2%.

Table 7
(1)

<u>Comparative Labor Force</u>, 1960

	Labor Force	% of Total Population	Unemployed	% of Total Labor Force
Myerstown	1,482 13,232	45.3 44.1	19 485	1.2 3.7
City of Lebanon County of Lebanon State		42.3 39.0	1,139 274,690	3.0 6.5

1/For those 14 years old and over.

Source U.S. Bureau of the Census, 1960

A comparison of the male and female composition of the labor force indicates that Myerstown had a higher percentage of women in its labor force, 37.7%, than any of the three other areas under consideration. This may indicate that it is necessary for women in Myerstown to enter the labor force in order to supplement the family income.

Table 8

Comparison of Labor Force by Sex, 1960

	Myei	rstown	City of	Lebanon	County of	Lebanon	State
	#	%	# .	%	#	<u></u> %%	# %
Male	923	62.3	8,278	62.6	25,196	65.6	2,997,059 67.8
Female	<u>559</u>	<u> 37.7</u>	4,954	37.4	<u>13, 198</u>	34.4	1,422,749 32.2
TOTAL	1,482	100%	13,232	100%	38,394	100%	4,419,808 100%

1/For those 14 years old and over.

Source: U.S. Bureau of the Census, 1960

Table 8 indicates that both Myerstown and the City of Lebanon have high percentages of females in the labor force. Another indication of this can be seen in Table 9, which compares the sex composition of the labor force to the male and female population in each area.

Table 9
Labor Force Participation Ratios 1960

man for the state of the state of the MALE			,		FEMALE	
	14 yrs. +		%	14 yr	s. + L.F.	%
Myerstown	1,125	923	82.0	1,350	<b>5</b> 59	41.4
City of Lebanon	10,256	8,278	80.7	11,850	4,954	41.8
County of Lebanon	31,561.	25,196	79.8	33,336	13,198	39.6
State 3,	913,815 2,	997,059	76.6	4,272,191	1,422,749	. 33.3

Source: U.S. Bureau of the Census

The percentage of females in the populations of Myerstown and the City of Lebanon in the labor force are 41.4% and 41.8% respectively. Both these figures are higher than the County or the State. These greater participation ratios may also indicate that there are more employment opportunities available to women in these areas.

Table 10

<u>Distribution of Total Employed by Type of Industry, 1960</u>

rich de la faction de la facti	· .	PERCE	NTAGE	
		. City of	County of	
Type of Industry	Myerstown	Lebanon	Lebanon	<u>State</u>
الرازي المناسف المناز المناز المناز			**	9.4
Agriculture & Forestry	0.2	0.6	4.7	2.7
Mining	1.0	1.9	2.4	1.6
Construction	6.4	4.2	5.4	5.0
Mfg., Durable Goods	16.5	18.4	15.6	21.3
Mfg., Nondurable Goods	32.0	26.2	28.3	15.1
Transp. and Communication	n 3.8	4.8	4.2	7.0
Wholesale & Retail Trade	15.9	16.0	. 13.9	17.2
Finance, Ins. & Real Est	ate 2.5	2.3	2.0	3.6
Business & Repair Service	es 2.6	1.9	1.6	2.2
Personal Services	3.7	4.2	3.6	4.6
Entertain & Recreation	0.8	0.6	0.7	0.5
Profess'l. & Related				. •
Services	10.6	10.6	10.5	11. Í
Public Administration	1.9	5.1	4.6	4.4
Not Reported	2.6	3.2	2.5	_3.7
•	100%	100%	100%	100%
Total Number Employed	1,463	12,716	36,918	4,127,208

Source: U.S. Bureau of the Census

A review of this distribution of the labor force by type of industry indicates that Myerstown has more employees in manufacturing industries than any other category. The percentage of Myerstown employees in manufacturing is also high er than in any of the other four areas. In this case the manufacture of durab and nondurable goods accounts for 48.5% of the total labor force in Myerstown.

A significant difference between the four areas also occurs in the manufacture of nondurable goods, which in Myerstown accounts for 32.0% of the labor force. Comparable figures for the City of Lebanon, the County and the State are 26.2%, 28.3% and 15.1% respectively. The third most important industry in all four areas is wholesale and retail trade. This latter industry together with manufacturing accounts for more than half of the labor force in all four areas.

Myerstown has a higher percentage of white collar workers than either the City or County of Lebanon. Of the 1,463 employed people in Myerstown, 532 or 36.4% are classified in white collar occupations. This compares to 33.4% for the City of Lebanon, 32.4% for the County, and 40.9% for the State.

Table 11

Distribution of Total Employed By

Type of Occupation 1960

PERCENTAGE

Type of Occupation White Collar	Myerstown	City of <u>Lebanon</u>	County of Lebanon	State
Profess'l, Tech'l & Kindred Farmers and Farm Mgrs. Managers, Off's & Prop. Clerical & Kindred Workers Sales Workers	7.7 8.7 12.3 7.7	7.1 0.2 6.9 12.4 6.8	7.1 2.9 5.8 10.6 6.0	10.7 1.5 7.0 14.3 7.4
Blue Collar				
Craftsmen, Foreman and Kindred Operatives & Kindred Private Household Workers Service Workers Farm Laborers and Foreman Laborers Not Reported	15.7 31.7 1.2 7.2 5.4 2.4	13.7 30.9 1.7 8.9 0.2 6.2 5.0	14.4 31.8 1.6 7.4 1.5 6.8 4.1	15.0 22.6 1.9 8.2 1.0 5.8 4.6
TOTAL Number Employed	1,463	12,716	4,	127,208

Source: U.S. Bureau of the Census, 1960

The White collar occupation in Myerstown with the highest percentage is clerical and kindred workers. This compares favorably with the City of Lebanon, and is above the County percentage.

Conversely, blue collar workers comprise a smaller percentage of the total labor force in Myerstown than in either the City of County of Lebanon. Although there is a higher percentage of craftsmen and foremen in Myerstown, there is also a lower percentage of private household workers, service workers, farm laborers and other blue colar workers in Myerstown.

## DISTRIBUTION OF INCOME

The income levels in the Borough give an indication of the purchasing power available in the community. This in turn affects the demand for goods and services, both within the Borough and in the nearby competing areas.

Table 12

Median Family Income, 1959 PERCENTAGE City of County of Myerstown Lebanon Lebanon State Under \$1,000 4.0 2.7. 3.3 3.6 4.4 \$1,000 to \$1,999 3.3 5.4 5.7 6.4 7.4 2,000 to 2,999 7.1 7.3 3,000 to 3,999 10.0 12.1 11.6 9.8 4,000 to 4,999 10.0 16.2 15.9 13.1 16.4 14.4 5,000 to 5,999 17.3 16.7 6,000 to 6,999 10.9 10.9 11.6 11.7 7.6 8.9 8.9 7,000 to 7,999 12.1 6.5 6.7 8,000 to 8,999 5.1 5.9 6.9 4.2 4.7 10,000 and over 3.3 14.0 13.3 12.0 10.8 100% 100% 100% 100% \$5,899 \$5,377 \$5,512 \$5,719 Median Family Income 8,030 23,620 2,902,611 Total Number of Families 916

Source: U.S. Bureau of the Census, 1960

An examination of Table 12 shows that the median family income in Myerstown is higher than in the three other comparable areas. This situation can probably be related to the fact that there is a high percentage of white collar workers in Myerstown, and that a relatively high percentage of the population is employed. The fact that a high percentage of the Myerstown female population is employed may also contribute to this situation.

The highest income group is in the \$5,000 to \$5,999 range in all four areas. However, a significant difference occurs in Myerstown in the second highest percentage group. In this case Myerstown has 13.3% in the \$10,000 and over group, whereas the City of Lebanon's second ranked income group is in the \$4,000 to \$4,999 range. The State, however, is comparable to Myerstown in that the second highest percentage is in the \$10,000 and over group.

In summation these figures indicate that Myerstown enjoys a higher income level than the immediate area of which it is a part. As mentioned previously, this is probably due in part to the fact that a high percentage of the Borough's population is employed, and that employment opportunities exist in manufacturing and other industries that are located in the Borough and immediately adjacent areas. Commerical activity in Myerstown from 1958 to 1963 has increase in both the number of firms located in the Borough and the amount of sales value generated. However, the remainder of the County received most of the retail sales increases, even though there were fewer retail establishments remaining in the County at the end of the period.

#### POPULATION STUDY

#### POPULATION PORTRAIT

The U.S. Bureau of the Census lists, in its 1960 Census of the Population, 3,268 persons in Myerstown. These residents form a population group that differ from the averages of the population of Lebanon County and the Commonwealth of Pennsylvania as entities. Among the special characteristics of the Myerstown residents are the following:

Higher family income
A larger ratio of labor force to total population
Smaller unemployment ratio
A nearly all-white community
An older population

## Family Income

Myerstown has a higher median family income than either Lebanon County or Pennsylvania. Median family income for the Borough in 1959 was \$5,470,00, while \$5,000.00 and \$5,031.00 were the median incomes reported for the County and State respectively. Myerstown had proportionally slightly more families than both Lebanon County had Pennsylvania in the over \$10,000 bracket.

# Labor Force

In 1960, Myerstown had a labor force of 1,482 persons. This number represents a participation ratio of 45.3%, a higher ratio than either the State or the County which had participation ratios of 39.0% and 42.2% respectively.

As a corollary to this, the unemployment rate in Myerstown was only 1.3% as compared with 2.9% for Lebanon County and 6.2% for Pennsylvania.

#### Ethnic Groups

The 1960 Census of Population records only four persons in the non-white category. These people comprise only one-eighth of one percent of the Borough's population. In Lebanon County 46 percent of the population is non-white. While for the state as a whole, eight percent of the population is non-white.

#### Education

Myerstown, Lebanon County and Pennsylvania residents have roughly similar levels of education. Myerstown median is less than the State's but more than Lebanon County. The proportion of Borough residents who have attended college (8.7%) is more than the very low figure for Lebanon County (5.1%) but less than the figure for Pennsylvania (10.1%).

Table 13

Education, Persons 25 and Over, 1960

•	Myerstown	Lebanon Co.	<u>Penna</u> .
Years completed	10.0	9.6	10.1
College attendance	8.7%	5.1%	10.1%

Source: U.S. Bureau of the Census, 1960

## Family Relationships

All but 179 or about 95 percent of the Borough's residents, live in private households consisting of related individuals, while 97 percent of the County's and 92 percent of the State's population reside in similar households. 150 of the 332 persons reside in group quarters; the remaining 29 are unrelated indivuduals in private households.

#### Age Distribution

The age distribution of Myerstown Borough is strikingly different from those of both Lebanon County and the State of Pennsylvania. Over half the population is 35 years old or older with a very low percentage of children between the ages of 0-4 and a great amount of people 65 years old and older--about  $1\frac{1}{2}$  times the percentages for Lebanon County and Pennsylvania.

Table 14

Age groups by percent, 1960

Age Group	•	Myerstown	Lebanon County	Penna.
Pre-School School Age	0-4 5-19	9 20	i 1 26	11 26
Young Working Age	20~44	31	33	32
Old Working Age Advanced Age	<b>45-6</b> 4 65+	23 15	20 11	21 10
				-

Source: U.S. Bureau of the Census, 1960

#### POPULATION GROWTH

The pattern of growth in Myerstown over the past decenial periods reflects the influence of many factors. Population growth has occurred at a decreasing rate since 1940 as shown by table 15.

Table 15

#### Population Growth

#### Myerstown

Year	Population	<u>% Increase</u>
1940	<b>2</b> 692	13.3
1950	<b>3</b> 050	7.1
1960	3268	4.2
1966	3406*	

Sources: U.S. Bureau of the Census

Lebanon County Planning Commission
\* Lebanon Co. Planning Commission estimate

Growth in Myerstown as in many small boroughs and cities, during the 1940's was greatly influenced by the desire of people to cluster around and near their place of employment. The decade of the 1950's is characterized by a general movement of populations away from established centers into suburban and semi-rural areas. Continued, increased affluence during the present decade is resulting in the continued outward movement to move spacious surroundings. The need to be close to employment, shopping and cultural centers is diminishing.

Myerstown, thus, has had no major upheaval or population explosion to hinder normal steady progress. Rather, the gradual increases during the past several years has led to a more stable population than exists in many newer suburban communities. Many of the problems created by a too rapid increase in population have not occurred in Myerstown.

#### GROWTH FACTORS

An increase or a decrease in a community's population is the result of two basic factors, migration and natural process.

#### Natural Increase

The increase in the Borough's population during the 1950-1960 decenial period was due entirely to a net natural increase (the excess of births over deaths). During the recording period there were 718 births and 450 deaths in Myerstown.

Table 16
Net Natural Increase, 1950-1966

Year	Births	Deaths	Increase
		- •	• -
1950	71	31	40
1951	<b>7</b> 5	31	. 44
1952	76	29	47
1953	<b>7</b> 0	56	14
1954	90	51	<b>3</b> 9
1955	88	53	<b>3</b> 5
1956	49	47	2
1957	71	<b>5</b> 5	16
1958	65	<b>3</b> 9	26
1959	63	58	5
1950-1959	718	450	268
1960	<b>6</b> 2	58	4
1961	57	52	5
1962	78	50	5 28
1963	48	45	3
1964	66	45	21
1965	53	63	<b>~</b> 10
1966	48	59	-11
1960-1966	412	372	40

Source: Commonwealth of Pennsylvania
Department of Health

Both births and deaths for the years 1950, 51 and 52 were based on Lebanon County birth and death rates since the department of Health records for Myerstown do not include actual statistics for these years.

Since 1960 there have been recorded for Myerstown 412 births and 372 deaths. These figures then yield a net natural increase of 40 persons.

# Migration

Migration is concerned with the movement of people into (in-migration) or out of (out-migration) a community. During the 1950-60 decade, Myers-town experienced an out-migration of people. The actual population increase for the 1950-60 decenial period was 218 while the increase from natural processes was 268. This resulted in a net out-migration of 50 persons.

Table 17

### Net Migration 1950-1960

Population increase	218
Net natural increase	<b>268</b>
Net Migration	50

Considering the net natural increase which has occurred since the 1960 Census and the 1966 population as estimated by the Lebanon County Planning Commission, there has been an in-migration during recent years. The 1966 estimate indicates that Myerstown had a population of 3,406. This was an increase of 138 persons. The net natural increase from 1960 to 1966 was 40. Thus the net in-migration for the period was 88 persons.

The effect of the 1950-1960 out-migration can be shown by applying the death rates for the ten year period and the actual number of births to a five year cohort base, with the actual 1960 Census population count.

Table 18

Effect of Migration, 1950-1960

Age Group	1950 Actual Population	1955 Projected . Population	1960 Projected Population	1960 Actual Population	Net Migration
	;				
0=4	249	<b>3</b> 20	2.73	297	+24
5-9	2 14	241	315	277	-38
10-14	201	212	237	256	+19
15-19	214	200	209	188	-21
20-24	171	213	197	189	- 8
<b>25-</b> 29	216	169	210	186	-24
30~34	230	214	166	198	+32
35-39	231	<b>2</b> 28	210	204	- 6
40-44	243	<b>2</b> 29	224	222	<b>≈</b> 2
45-49	175	239	225	192	<del>-</del> 33
50~54	, 183	171	235	<b>2</b> 25	<b>≈</b> 10
55-59	158	174	168	163	- 5
6064	168	146	171	168	<del>-</del> 3
65	<b>3</b> 97	<b>3</b> 39	478	503	+25
,				•	50
	. 126	•			

Net Out-Migration

Sources: U.S. Bureau of the Census

Penna. Dept. of Health Consultant's Computations.

The results of the migration process are not favorable to the Borough. The non-productive age groups (those which include school children, pre-school children and retired persons) have increased. Conversely the productive age groups (those groups which are generally considered capable of belonging to the labor force) have decreased significantly. The productive population decreased by 59 while the non-productive increased by 9 persons. The only significant increase among the productive population occurred in the 30-34 age group. This increase of 32 was offset by a decrease of 33 in the 45-49 age group, a group which generally has a higher earning power.

#### POPULATION CHARACTERISTICS

The increase in the Borough's population between 1950 and 1960 brought about some important changes in its characteristics. These may indicate not only trends of future growth, but may also point to some specific conditions and requirements in the development of Myerstown.

During the 1950-60 decade significant increases occurred in the 0-4, 5-9, 10-14, 65 and over, and 50-54 age groups. Of these groups, only the 50-54 are considered to be within the "productive group". The remainder are generally considered to be among the dependent group. Significant decreases occurred in the younger productive groups ranging from 20 to 45 years of age.

A comparison of the age distributions for 1950 and 1960 reveals that the "dependent" population (pre-school, school-and retirement age) has increased its proportion of the population. Conversely, the "productive" contingent has decreased. Thus there are more people requiring special services and fewer people to provide for the services. Non-productive groups gained 246 persons during the decade. This represents an increase from 41.9% of the total population in 1950 to 46.4% in 1960. The productive group was decreased by 28 persons during the same period; decreased from 58.1% of the total in 1950 to 53.6% in 1960.

Table 10

Changes in Age Distribution 1950-1960							
Years	No.	% Total	No.	%	Total	Chang No.	%
0-4	249	8.2	297		9.0	48	19
5-9	214	7.1	277	•	8.4	63	29
10-14	201	6.6	256		7.8	55	27
15-19	214	7.0	188		5.8	-26	-12
20-24	171	5.6	189		5.8	18	10
<b>25-2</b> 9	216	7.0	186		5.7	~30	-14
30-24	230	7.6	198		6.1	-32	-14
35-39	231	7.6	204		6.2	-27	-12
40-44	243	8.0	222		6.8	-21	<b>-</b> 9
45-49	175	5.7	192		5.9	17	9
50~54	183	6.0	225		6.9	42	22
55~59	158	5.2	163		5.0	5	3
60-64	168	5.5	168		5.1	0	0
65+	397	13.0	503		15.4	106	26
Total Increase 1950-1960 Source: U.S. Bureau of the Census					218	71%	

According to National and State Census figures, the number of males usually exceeds that of the females up to about 19 years of age. This is due to the higher male birth ratio, 1.06:1.50. At the end of the second decade of life of children born in a particular year, females surpass males in number. This is a dominance which that sex usually does not relinquish even in the oldest age group. According to the 1960 Census of Population, the pattern in Myerstown does not follow this general rule. The number of males under 20 is exceeded by that of females. The female contingent that is 20 and older out numbers the male component of the group. However, there are several minor variations when considering the component age groups. In the 30-34, 40-44, and 60-64 age groups the male contingents outnumber the female.

Table 20
Age-Sex Distribution, 1960

	FEMALE		MA	LE
Age Group	No. % o	f Total	No. %	of Total
04 5-9 10-14 1519 2024 2529 3034 3539 4044 4549 5054 5559 6064	165 125 127 123 95 96 97 105 108 117 121 <b>9</b> 2 <b>7</b> 9	5.0 3.8 3.9 3.8 2.9 2.9 3.0 3.2 3.6 3.7 2.8 2.4	132 152 129 65 94 90 101. 99 114 75 104 71	4.0 4.6 3.9 2.0 2.9 2.8 3.1 3.0 3.5 2.3 3.2 2.2
65+	<b>29</b> 8	9.1	205	6.3

Source: U.S. Bureau of the Census

The balance between the male and the female contingents of the population remained nearly unchanged from 1950 to 1960. In 1950, females numbered 1,636. This number comprised 53.6% of the total population. In 1960 the female contingent represented53.5% of the total population. Because, on a general rule, women tend to live longer than men, the imbalance between the male and female contingent is particularly noticeable in the oldest age group, 65 and over.

#### POPULATION ESTIMATES

Population forecasting is at best a well educated guess. Based on past growth trends, the limited space for new development and a review of "The Population of Pennsylvania, Projection to 1980" published by the State Planning Board, the population of Myerstown can be expected to increase at a rate of about 10% per decade. Projections based on this rate are compared with the Lebanon County Planning Commission projections in Table 21.

# Population Forecasts, 1960-2000

Year	Consultant's estimate	Lebanon County projection
1960 1970 1980 1990 <b>20</b> 00	3,268 (actual) 3,595 3,954 4,349 4,783	<b>3,7</b> 25 <b>4,</b> 250

#### PHYSICAL CHARACTERISTICS

#### NATURAL ENVIRONMENT

The natural environment can be analyzed in terms of climate, topographical features, geology, and soils. These are major determinants of land utilization. Adaption to the natural environment and the utilization of land in accord with its capabilities are vital steps leading toward the achievement of the highest degree of civilization and economic order. Optimum development can best be achieved through cooperation with natural conditions.

#### CLIMATE

Climate is not a major factor affecting location of land uses; however, it does thave an important overall bearing on land utilization and the general amenity of an area. Climate is the prime determinant of the natural vegetation pattern and greatly influences the type of human and economic activity that can thrive in an area. The details of climate, therefore, are important to urban planning.

The climate of the area in which Myerstown is located is quite variable. It is influenced by the prevailing westerly winds that carry many of the major weather systems eastward across the continent. Average annual precipitation varies from 38 to 42 inches with about 22 inches falling during the months of May through September. Excessively high or low temperatures as well as prolonged periods of either hot or cold weather are relatively infrequent. During the summer months, temperatures of 90 degreees or above occur on an average of less than 30 days, and temperatures of 100 or more occur only about once a year. During the colder part of the year, temperatures drop below freezing on an average of 120 days, and temperatures near zero are normally experienced about once a year. The first freezing temperature of Autumn generally occurs about mid-October and the last day of freezing temperature generally occurs about mid-April. During this period, there are generally about 120 nights of freezing temperature.

#### TOPOGRAPHY

Myerstown, as well as most of Lebanon County, forms a part of the Piedmont Province of the Appalachian Highlands. This is the physiographic province that stretches along the Atlantic Seaboard from the Hudson River to Georgia and lies between the Atlantic Coastal Plain and the Blue Ridge of the Appalachian system. Its general slope is in a southeast direction to the coastal plain. The main rock structure and therefore most ridges tend to follow a southwest to northeast pattern. Main streams tend to follow the general slope and flow to the southeast without regard to the strength and orientation of the rock formation.

The province is subdivided into several smaller areas having special characteristics. Myerstown is located in the Lebanon Valley. This is a limestone lowland mainly in Dauphin and Lebanon Counties. It extends from Steelton, near Harrisburg, to Womelsdorf in Berks County. Slopes are mostly gentle with some flats and some moderately sloping land but very little steep land. Elevations range from 320 to 600 feet.

Slope of the landform of Myerstown varies from nearly level to gently sloping. The topography of the Borough presents no problems to limit further development. Elevations in Myerstown range from approximately 430 feet at the Borough line near Broad Street and Muth Avenue to about 520 feet at the intersection of Railroad and College at the north corner of the Borough.

Surface water flows into Tulpehocken Creek which flows in an easterly direction through Myerstown. Surface drainage presents few or no problems except in the low lying area along the creek at the east edge of the Borough between the old Union Canal and Muth Avenue.

# GEOLOGY AND SOILS

The Lebanon Valley is underlain by Jacksonburg and Leesport limestones. Areas underlain by Leesport limestone are marked by low rolling hills while those underlain by Jacksonburg limestone weather into flat valleys. Jacksonburg limestone is very pure and is the most valuable economic mineral product of the area. It is used primarily in the manufacture of cement. Leesport limestone is a clay deposit which is an intermediate between limestone and shale.

Large supplies of water cannot usually be obtained from these limestone formations. However, successful wells have been drilled where the Leesport rock has been Cavernous. Four such wells are located in Myerstown as follows:

Well Depth	Yield
200	50 gal./min.
27	10
28	<b>25</b>
. 80	120

Unfortunately, arsenic contamination and a relatively high degree of bacterial contamination are present in the ground water of much of the Myerstown area. Although the arsenic levels are acceptable at times, wells in this area cannot be depended upon as a source for a public water supply.

The limestones are overlain by soils which are high in natural fertility and available moisture content. Principal soils are Duffield, Hagerstown, Ryder and Wiltshire. All are deep, well drained soils. The Ryder soil is the most erosive of the four.

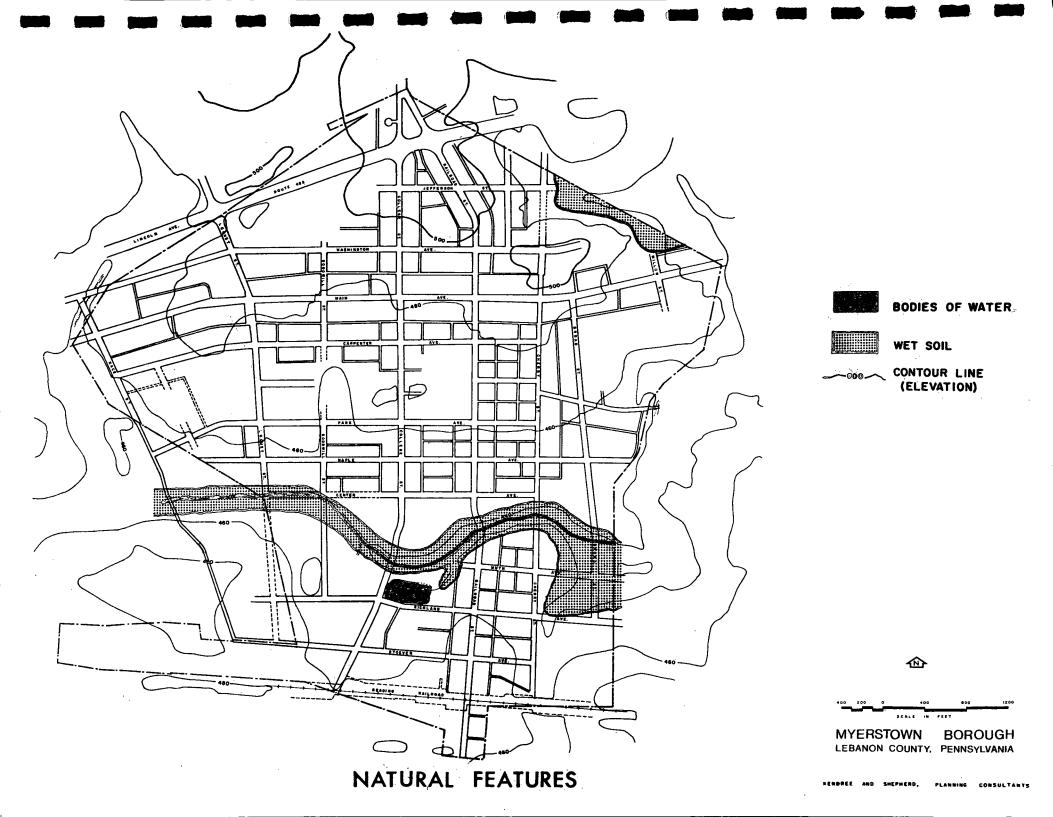
Bearing qualities of the bedrock and soils are good to excellent and therefore present no problems to continued development of the Borough. The only area where some problem may exist is along Tulpehocken Creek. Here, the internal drainage quality of the soils may be poor.

### THE CHANGING LANDSCAPE

In highly developed communities such as Myerstown, the most conspicuous features of landscape are those constructed by man. The Borough street system, the rail-road, arterial highways and building groupings are dominant features of the

landscape. These features influence future development patterns to the same or perhaps a greater extent than does the natural environment.

The modification by man of the natural envionment has not been carried to such an extent that all of the good buildable land has been consumed. Much of the Borough's land area which has remained in its natural state is good buildable land awaiting proper development. Some of the vacant land is along stream beds where drainage problems may make development difficult. This land should be retained in its natural state and/or utilized for recreation purposes.



#### EXISTING LAND USE

The character of the activities in a community is indicated by the manner in which its land is being utilized. The utilization of land creates a pattern of land use and of buildings which evolves from a complex, interlocking series of factors. Major factors influencing land utilization patterns of a community are geographic location, physical characterisitics of its site, its economic base, routes of travel through the community, and the historical period during which particular section developed.

#### GENERAL CHARACTERISTICS

Myerstown is an irregularly shaped, urban community traversed by inter-regional highways, U.S. Highway 422 and Pennsylvania Route 501 and the Lebanon Valley Branch of the Reading Railroad. These transportation systems have been catalysts to the Borough's past development. Also intrumental to past development was the Union Canal.

Generally, more intense land development has occurred along these traffic ways. Industrial uses originally occupied sites along the canal. With the coming of the railroad, land along it was utilized for industrial and heavy commercial purposes. Recent industrial additions have also occupied areas along the railroad.

The main highway through the Borough, U.S. Rte. 422, once utilized Main Avenue. The Borough's older commercial establishments are located along this artery. When the highway was moved to cross the northern end of the Borough, newer commercial uses were attracted to it.

The most intense residential development occurs along Main Avenue. The architecture of the buildings indicates development at the time when this Avenue formed a part of the main route between Reading and Lebanon.

Much of the Borough was developed during the 1800's as a result of first the Union Canal and later the railroad. The architecture of many of the buildings is of that period. The design of the buildings and the manner in which they are clustered further indicates an early economy based on industrial activity.

#### EXISTING LAND USE

Myerstown covers 640 acres of land. Of this area 80% is developed in urban type uses. The remaining 20% of the Borough's land area is vacant.

The fact that nearly 25% of the developed area of the Borough is devoted to industrial and commercial uses, coupled with the fact that less than half of the developed area is in residential uses, clearly indicates that Myerstown is a highly urbanized community. Another indicator of the degree or urbanization is the amount of land devoted to streets and railroads. In the Borough, about 19% of its developed area is consumed by rights-of-way for these uses.

Table 22
Existing Land Use

Land Use	Acres	% of Total Area	% of Developed Area
Residential	196	31	38
Commercial	46	7	9
Industrial	80	12	15
Community Facilities	55	9	.11
Recreation	<b>3</b> 9	6	8
Rights-of-way	96	15	19
Vacant	128	_20	**********
Total Land Area	<u>640</u>	100	100

Source: Consultant's Field Survey, August 1967

#### VACANT LAND

Twenty percent of the Borough's land area is unused at the present time for urban type development. This unused open space is primarily represented by large tracts of land near the peripheries of the Borough. There are some small vacant building lots scattered throughout the built-up portions of Myerstown. The importance of this land use category lies in the fact that this is, so to speak, the community's land bank awaiting proper development in accordance with a comprehensive plan.

#### RIGHTS-OF-WAY

These uses consume 15% of the Borough's land area. Streets and alleys occupy 89 acres while the railroad right-of-way occupies about six acres. The average includes rights-of-way for streets which have not as yet been constructed.

#### RECREATION

Recreation facilities include both Borough owned facilities and those owned by private and quasi-public institutions. Recreation uses in Myerstown occupy about 39 acres. This represents 6% of the Borough's land area.

#### INSTITUTIONAL

This broad classification includes public, semi-public and private facilities which serve the community and its immediate area. These uses occupy 9% of the Borough's land area. The facilities which comprise public uses are operated for the general public and are usually owned by a unit of government. In Myerstown, these uses include, among others, the elementary school, library, fire stations, post office, and Borough administrative and service functions. Semi-public uses consist of churches, the seminary, homes for the aged, service clubs and other facilities whose use is restricted to particular groups of people.

Community facilities occupy 55 acres in Myerstown. About four acres are used for utilities such as the water reservoir, telephone company and electric substations.

## INDUSTRIAL

Major industrial uses are primarily located along the railroad along the South edge of Myerstown and in the northeastern section of the Borough. There are a few small industrial operations located in basically residential areas. Industrial uses occupy 80 acres, 12% of the Borough's total land area.

# COMMERCIAL

Commercial uses occupy only 7% of the total land area of Myerstown. This low percentage is not consistent with other small communities which, like Myerstown, are sub-regional centers of cultural and industrial activities. These uses occupy 46 acres of the Borough's land area. They are confined almost entirely to three basic types: heavy commercial (those businesses dealing in builder's supplies, plumbing and heating equipment, and wholesale and warehousing activities), highway oriented businesses (gas stations, automobile dealers and eating establishments), and shops dealing in convenience goods and services.

Businesses dealing in convenience goods and services are for the most part located along Main Avenue. Other types of commercial uses are somewhat scattered throughout the Borough in such a way that they form no cohesive pattern. There are many home occupations, primarily beauty shops, scattered throughout the residential areas of Myerstown.

## RESIDENTIAL

Residential uses, largely single-family and two-family residences, account for 31% of the Borough's total land area. This use consumes 196 acres of which a very small percentage is in multi-family use. For the most part, multi-family housing takes the form of converted, older, single-family homes. There is a high incidence of housing and commercial establishments sharing the same building.

The housing accommodations in Myerstown are characterized by the dominance of small, single-family homes situated on small individual lots. Of the 1057 housing units reported in the 1960 U.S. Census of Myerstown, 925 were single family homes, 96 units were in two-family dwellings, and only 36 units were located in structures having three or more units. Nearly 68% of the residences are owner occupied.

A yardstick for measuring the quality of the Borough's housing is the estimate of fair market value at the time of the latest census of housing. At that time the median value of owner-occupied homes in Myerstown was \$8,300. The age of housing structures is also a determinant of quality. Approximately 80% of the Borough's living units are in buildings which were built prior to 1940, indicating that the majority of the housing units are 25 years old or more.

The useful life of original housing is estimated to be from 35-40 years. Thus much of the housing is now in a deteriorating condition or will be in 5 to 10 years.

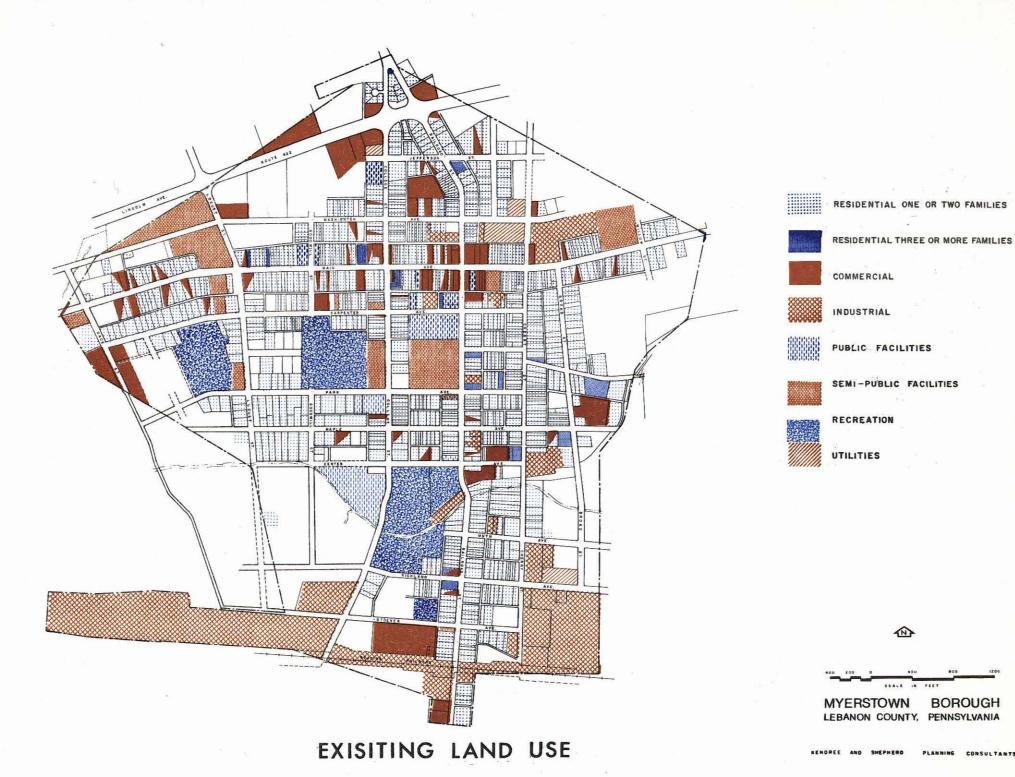
The U. S. Census Bureau in its 1960 Census of Housing indicated that 17% of the housing units were in a deteriorating condition and over 3% were dilapidated. Deteriorating housing is defined as housing which needs more repair than would be provided in the course of regular maintenance. It has one or more defect of an intermediate nature that must be corrected if the unit is to continue to provide safe and adequate shelter. Dilapidated housing no longer provides safe and adequate shelter.

The housing supply in Myerstown does not include adequate numbers of units of a quality which will attract upper-middle and upper income families. Consequently, many families who might otherwise be living in Myerstown because of job availability are living in housing provided by other communities in Lebanon County and as far away as the western suburbs of Reading in Berks County.

#### PROBLEM AREAS

In addition to the problems of deterioration of housing and inadequacy of supply for all groups, the land use analysis indicates other areas of concern. A major problem is that of compatibility. Because there has been no zoning ordinance adopted by the Borough, commercial and industrial uses have intruded upon residential areas. Conversely, residential units have been located in areas which are not compatible to commercial and industrial uses. Residential units are located within the central business areas to the detriment of both the residential uses and the commercial establishments.

Another area of concern is the general deterioration of the central business area along Main Avenue and of other commercial uses scattered throughout the Borough. Many of the commercial spaces on Main Avenue are vacant adding to the deteriorating condition.



#### COMMUNITY FACILITIES

Effective community facilities and services make a vital contribution to the health and welfare of a community whether they are public, semi-public or private. Public facilities are those which are provided by a governmental or a taxing unit and serve the entire community. Facilities provided by churches, fraternal and other philanthropic organizations are considered to be semi-public as they serve only a segment of the community. Utilities such as gas and electric and transportation are generally privately owned and serve an entire community.

#### MUNICIPAL FACILITIES AND SERVICES

### Municipal Building

The Borough maintains its administration offices at 515 South College Street, in the Municipal Building. In addition to space for borough administration and the Borough Manager, the building houses the police department and the borough maintenance shops. The administrative office also serves as the office for the Myerstown Water Authority.

### Public Works and Maintenance

Borough maintenance personnel are responsible for the following functions:

Street maintenace, cleaning and snow removal.
Maintenance of public buildings and grounds.
Care of Borough vehicles and equipment.
Park and playground maintenance.
Maintenance of sanitary and storm sewer systems.

The Borough owns the following maintenance equipment:

#### Highway Department:

4 trucks

l light grader

I backhoe and loader

 $1 \frac{1}{2}$  ton roller

1 striping machine (1 cylinder)

l tar machine (1 cylinder)

### Sewage Authority:

l tank truck

The Recreation Commission, Sewage Authority and Highway Department share:

l pickup truck
grass-cutters

#### UTILITIES

### Storm Sewers

Myerstown has two storm sewer lines. One is located under Goodwill Street, beginning at Main Avenue with a 36 inch pipe and discharging into Tulpehocken Creek from a 60 inch pipe. The second line has its beginning at Main and Rail-road Street. The flow is southward along Railroad to Madison Alley, then west to the alley behind Keystone Fire Station, south into Carpenter Street, and westward to converge with the storm sewer under Goodwill Street. A 42 inch pipe is utilized from Main and Railroad to Carpenter and College and a 48 inch pipe is used from that point to its connection with the Goodwill Street line.

Other areas of the Borough rely on natural drainage courses and street gutters for storm water run-off. Only very minor problems occur in these areas during periods of heavy downpour. The nature of these problems is such that no immediate steps need to be taken for corrective action at this time.

### Sanitary Sewers

Sanitary sewer service is provided by the Myerstown Sewer Authority. It is leased, maintained and operated by the Borough. The collected sewage is treated at the sewage treatment plant located in Jackson Township east of the Borough on Mill Avenue. Treated effluent from the plant is discharged into Tulpehocken Creek.

The sewer system was installed at a cost of about \$2,009,000. The Borough is in the process of having all properties connected to the system. By the end of 1967 there were 558 connections. This represents about 50% of the total anticipated users. The sanitary sewer system utilizes the gravity flow method. Effluent is pumped into the first unit of the treatment plant. The treatment plant is designed to take care of present needs plus another 100,000 to 160,000 gallons per day. This will allow for future industrial and residential expansion in the Borough.

Samples are taken regularly during the stages of treatment and analyzed for Bio-Chemical and Oxygen Demand and solids content. Results of these tests are entered into the weekly report to the State Health Department who, in addition to analyzing the reports, make periodic inspections of the plant primarily to determine that the water entering the stream meets the specifications of the State Water Board.

#### Garbage and Refuse Removal

The Borough has licensed two contractors to collect garbage and refuse by private subscription. Both contractors have landfills located in Jackson Township. Residents pay for this removal service individually. The Borough refuse ordinance requires weekly domestic and twice weekly commercial collection.

### Water

Water is supplied to consumers in Myerstown and in adjacent areas in Jackson Township by the Myerstown Water Authority. The water system utilizes three drilled wells, which are located about two miles northwest of the Borough, adjacent to Stracks Lake, as its source of water. Water from the wells is chlorinated at the well site and then delivered to the Borough through a 10 inch transmission main. The 10 inch main connects to a one million gallon elevated tank located at College and Jefferson Streets. From here water is distributed to consumers in Myerstown and adjacent areas in Jackson Township. About 90% of the users are located within the Borough. All of the residences in the Borough are served with this public water supply.

 $I_n$  addition to chlorination the water supply is treated by a temporary vacuum diatomite filter to remove intermittent turbidity. It is planned to introduce fluoridation by mid-1968 and the construction of a filter plant is projected for mid-1969 to correct water quality problems.

Daily water demand was .42 million gallons per day (mgd) in 1965. It is anticipated that this demand will increase to .88 mgd by 1990 and 1.24 mgd by the year 2010. Peak demand in 2010 can be expected to be 1.9 mgd.

The minimum yield of the existing wells is about 850,000 gallons per day. Based on the minimum yield and project water demand, the three existing wells can satisfy the average daily requirements until about 1985. Deficiencies inherent in the existing wells can be corrected and new wells drilled in the existing well field to satisfy anticipated demand until about 1995. After that time a new well area or some other source, such as surface water or purchase of water from another authority, will have to be utilized.

# Other Utilities

Electric service is made available to the area by the Metropolitan Edison Company. Gas service is provided by the United Gas Improvement Company. Telephone service is provided by the Bethel and Mount Aetna Telephone and Telegraph Company.

### COMMUNITY PROTECTION

#### Police

The Myerstown Police Department employs two full-time officers (Police Chief and Assistant Chief) and seven part-time policemen. It has one radio equipped car.

Twenty hour full coverage and four hour call coverage are provided. The Police Department is headquartered in the Municipal Building.

In addition to this local coverage, Pennsylvania State Police cover Myerstown and its immediate area out of the Jonestown Barracks.

### <u>Fire</u>

The Borough is served by two volunteer fire companies, the Keystone Fire Company at 25 South Railroad and the Goodwill Fire Company at 155 West Main Street. Together, the two companies have five trucks. Their combined membership includes between 40 to 50 trained firemen. Both companies are supported by yearly contributions. The two fire companies also serve areas of Jackson Township.

#### Ambulance

Ambulance service is provided to Borough residents by the Myerstown first aid unit, a private, non-profit corporation. This corporation is a member of the Lebanon County Cooperative Ambulance Association.

### PUBLIC EDUCATION FACILITIES

### <u>Schools</u>

The Myerstown School System is a member of the Eastern Lebanon County School District which includes Myerstown and Richland Boroughs and Jackson, Heidelberg and Milicreek Townships and has its administrative offices at the Eastern Lebanon County High School. There is one elementary school in Myerstown, attended by elementary children from Myerstown and some elementary children living east of Myerstown in Jackson Township. The school is located at Railroad and Carpenter Streets; the original portion was built in 1915, additions and renovations were made in 1936 and 1964. The 1964 renovations were made to convert the school from elementary-secondary to elementary use.

The school has 592 pupils and 20 teachers. There are 15 regular classrooms, 2 basement substandard special education rooms, 1 basement kindergarten room, 1 gymnasium—cafeteria, 1 health room, 1 library and 1 auditorium. The site has about three acres with playground equipment in back of the school; the site is not enclosed, and a hazard to safety is created by the movement of vehicular traffic across the playground.

Although renovations of the heating system, windows and lavatories will be necessary, there are no plans for adding to the structure.

#### Public Library

The Myerstown Library is maintained by a library board, members of which are appointed by the already existing board. An annual contribution is made by the Borough and by Jackson Township; residents of both municipalities use the library.

### RECREATION

Myerstown has a large community park and playground which includes such amenities as a swimming pool, tennis courts and playground equipment. Maintenance of the Borough's recreation areas is provided by the Myerstown Highway department.

At present the Recreation Commission provides a summer program. This is staffed with teachers and college personnel. Children's programs include:

Bowling Archery Soccer Shows and Exhibits Swimming Golf Basketball Track and Field Tennis Picnics

In addition to these the following activities are sponsored by community organizations:

Little League Baseball Legion Baseball Midget Soccer Teener Baseball Midget Football Biddy Basketball

There are also adult programs involving such sport activities as baseball, soft-ball and volleyball.

Both the Boy Scouts and Girl Scouts maintain active groups which are available to the Borough's children.

In addition to public and quasi-public sponsored recreation activity there are private recreation facilities available such as the bowling lanes on Highway 422 and at the Goodwill Fire Company, and the Lebanon Valley Golf Course near Myers-town.

There are also several parks for area wide use available such as Conrad Weiser State Park, Coleman Memorial Park and municipal parks in Lebanon, Cleona and North Lebanon.

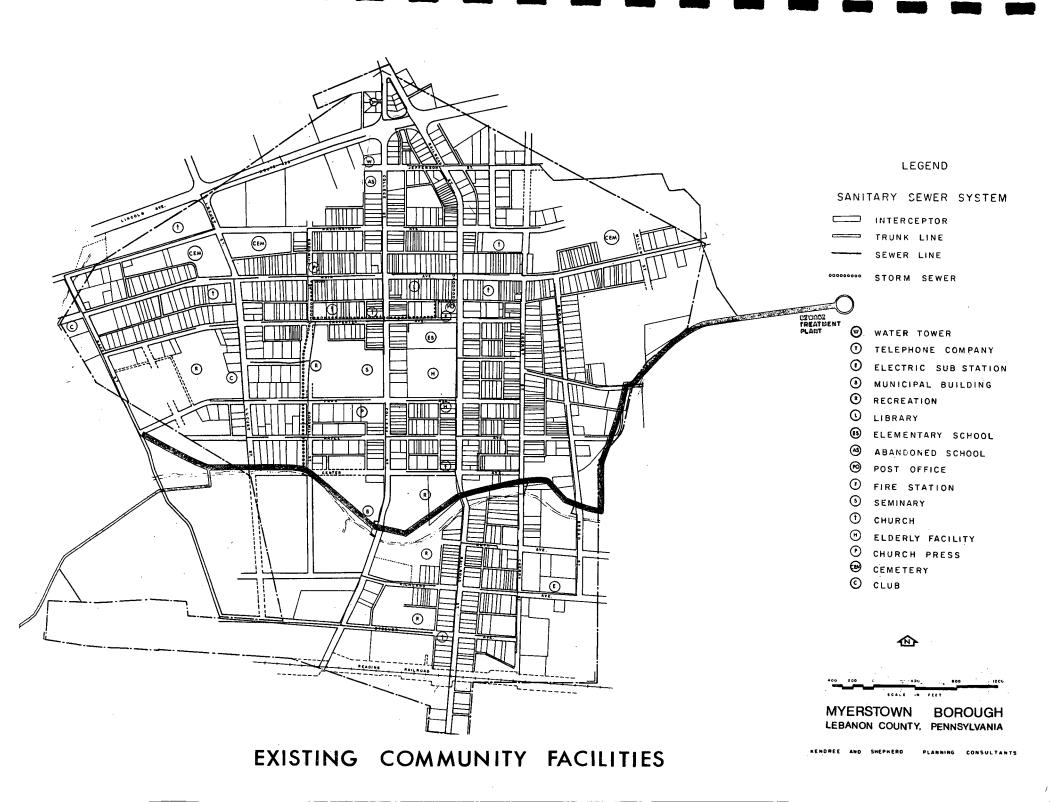
### OTHER COMMUNITY SERVICES

There are two facilities for the elderly in Myerstown. The Evangelical Congregational Church maintains the Burd-Rogers Memorial Home which accommodates approximately 125 elderly persons. The Twin Spruce Convalescent Home, located on South Railroad, can accommodate 40 to 50 elderly persons.

There are six churches in Myerstown. In addition to maintaining the Burd-Rogers Memorial Home, the Evangelical Congregational Church maintains its church press and a theological seminary in the Borough. The seminary accommodates about 40 students.

The Myerstown Post Office is located on Railroad Street at Madison Alley.

There are no hospitals in Myerstown. This service is provided in Lebanon and Reading.



# CIRCULATION

Of the major problems confronting any municipality, those that relate to traffic and circulation, are in the forefront. The reasons for this is that the efficiency and safety with which one can move about in order to reach his destination determines to a great extent the desirability of the area. Patterns of traffic, however, change as a result of the redistribution of population and the development of new facilities and establishments. Population growth, coupled with increased reliance on the use of the private automobile in preference to public forms of transportation, create an ever-increasing demand to accommodate the growing flow of traffic by improving the streets and highways. Otherwise the increased congestion may have serious economic consequences to the future well-being of the area and detract from its desirability.

Traffic patterns in Myerstown reflect its position with respect to the overall road and travel network in the county. In addition to the Borough's irregular shape, the overall road system carves it into small areas. Yet these roads provide a potential locational advantage that can be capitalized upon with certain adjustments in the use of land and in the road network.

Because of the Borough's proximity to Lebanon, Reading and other centers, the area experiences significantly increasing traffic volumes, particularly during the rush hours. Due to its location, traffic originating in other communities passes through the Borough to destinations beyond. Facilities within the Borough generate their own volumes, which are likely to increase in the future. Similarly, the various intensities of residential and other uses contribute each in its own way to the pattern of traffic in the area. Yet, even though new traffic patterns are developing, the existing road system in Myerstown has not been adjusted to these changes.

#### TRAFFIC GENERATORS

Some land uses give rise to greater volumes of traffic than others. Some are more continuous generators through the day or at specific times of the day. Still others only intermittently generate large volumes of traffic. On the basis of these specific characteristics, it is possible to sort traffic generators into three general groups. First are the business and commercial uses which can be expected to generate relatively continuous amounts of traffic throughout the day. Then, there are uses like industry or schools which can be expected to give rise to increased amounts of traffic at the beginning and close of their respective days, with relatively small amounts during other hours. Finally, there are community uses such as churches which give rise to traffic only at intervals.

### STREETS CLASSIFICATION

The streets in Myerstown, like those in any community, can be classified into a system based on the volume of traffic carried and on the purpose each serves. In the Borough, three main categories can be established.

Arterials. These are streets which carry large amounts of traffic over long distances at moderate speeds through developed areas. Generally these routes have four lanes of moving traffic, and intersections with streets of less intense use are at grade level.

Collectors. These are streets which are used primarily for internal movement. They carry moderate volumes of traffic from one part of the Borough to another at speed limits from 25 to 35 miles per hour. They are generally two lane roadways.

Local Streets carry internal traffic directly to residential, commercial, and industrial properties. Local streets individually carry small volumes of traffic, but together they compose the majority of the mileage of the road system.

# CIRCULATION PATTERN

During the course of development, a pattern of vehicular circulation has evolved within the Borough. This pattern can be expressed in terms of the streets classifications.

Lincoln Avenue (U.S. Route 422) is an excellent example of an inter-regional arterial. Because it forms a part of the vast Pennsylvania highway system, it not only carries traffic from nearby centers to the Borough, but it also accommodates large volumes of traffic whose destination is the regional centers and beyond.

College Street (Penna. Route 501) is an important carrier of local and regional traffic. Because it provides a connecting link between Myerstown and communities to the north and south as well as major east-west highways, this street is classified as an arterial.

The map entitled "Circulation Patterns" indicates both the arterials and collectors. Streets which are classified as collectors are important to the internal movement of traffic. Railroad Street, Locust Street and Stoever Avenue are import collectors which, in addition to other traffic, carry traffic to and from the Borough's industrial complexes. Main Avenue is an important collector which serves to connect West Myerstown and Millardsville to the Borough.

All roadways which have not been classified as collectors or arterials are local streets whose primary function is to carry traffic directly to specific properties.

The following system of one-way streets has recently been put into effect:

Street	From	<u>To</u>	<u>Direction of Travel</u>	
S. Broad St. S. Cherry St. N. Railroad St. Municipal	E. Maple Ave. E. Main Ave. Lincoln Ave.	E. Main Ave. E. Richland Ave. N. College St.	Northbound Southbound Northbound	
Parking Lot	E. Main Ave.	Madison Alley	Southbound	

#### TRAFFIC VOLUMES

The ability of highways to carry large volumes of traffic is controlled by several factors. The number of traffic lanes, grades, sight distances proportion of trucks, operating speeds and roadway clearance are some of the more important elements which affect capacity. Two-lane roads can carry as many as 5,000 cars per day but only at the expense of traffic tie-ups and delay. Roads which carry this much traffic regularly require four lanes for moving traffic, preferably divided by a median strip.

Traffic counts on the arterials affecting Myerstown were made by the State Highway Department. These counts were computed in terms of an annual average flow for a 24 hour period. U.S. Route 422, Lincoln Avenue, carries 9,500 vehicles per day. Pennsylvania Route 501, College Street, carries 2,600 vehicles per day north of Myerstown. This traffic diminishes to 1,500 as it moves southward to Reistville.

#### RDAD CONDITIONS

Major streets, those classified as arterials and collectors, for the most part have heavy duty surfaces which will accommodate heavy moving loads. Local streets generally have a lighter surface and are not capable of handling heavy traffic without damage to street surface.

Newly constructed streets are, for the most part, in excellent condition. Older streets are showing signs of age and their surfaces are, generally speaking, only in good to fair condition. There are many instances of broken surfaces, particularly in areas where curbs are not provided. The sporatic use of curbing and generally fair to good surface condition of roadways tend to discredit the appearance of Myerstown. A more intensive program of street improvements should be initiated.

In general, the cartway widths are adequate for their purpose and traffic flow. Notable exceptions are Main Avenue, College Street and a portion of Broad and Cherry Streets. Although traffic hazards are not many, there is sufficient number to warrant mention as follows:

Limited visibility of traffic on College Street at Main Avenue.

Limited visibility of traffic on Broad Street at Main Avenue.

On grade crossing of the railroad at Railroad Street.

Inadequate underpass on College Street at the railroad.

Lack of traffic control at the intersection of Main Avenue with Railroad Street.

Poorly designed intersection at Main Avenue and College Street.

Poorly designed intersection at Railroad Street and Route 422.

Excessive grade on College Street near the Seminary.

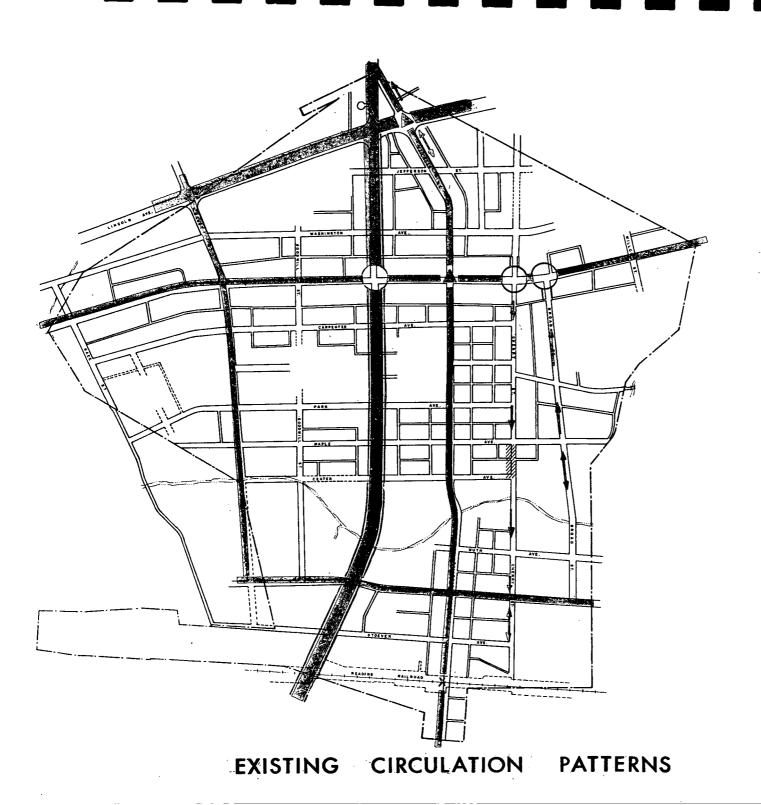
Excessive grade on Cherry Street at Center Avenue.

### PUBLIC TRANSPORTATION

Except for bus service by Continental Trailways with a regular stop at the drugstore on Main Avenue and a flag stop on Route 422, there are no major passenger services in Myerstown. Borough residents rely on the inter-regional bus, rail and air facilities located in Lebanon, Harrisburg, Lancaster and Reading for long distance commercial travel.

The Lebanon Valley Branch of the Reading Railroad provides rail freight service from its station in Lebanon. Passenger service on this line has been discontinued.

Lebanon Valley Air Park located just west of Myerstown provides charter plane, air taxi, and air freight services. A flying school is also conducted at the air park.



# LEGEND

ARTERIALS

COLLECTORS

LOCAL

O DANGEROUS INTESECTION

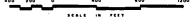
A POOR TRAFFIC CONTROL

INADEQUATE CARTWAY

X GRADE CROSSING

STEEP GRADE

仑



MYERSTOWN BOROUGH LEBANON COUNTY, PENNSYLVANIA

ENDREE AND SHEPHERD. PLANNING CONSULTANT



### COMMUNITY GOALS

A realistic Comprehensive Plan for Myerstown cannot be developed without first establishing carefully considered overall long-range general goals and subsequent development policies and objectives to give direction to the Borough's planning program. The Borough of Myerstown has developed a certain character as a community of predominately single family homes and as a small industrial center. The Comprehensive Plan proposes that the Borough expand its roll as a residential community, but with increasing diversification to include additional commercial, professional, and selected industrial uses that will attract and serve Myerstown and Eastern Lebanon County residents. With this as a basis the following goals have been established:

- 1. The identity of Myerstown should be retained and reinforced through development of the Borough as a strong social, educational, cultural and service center for the Borough and its immediate area.
- 2. The Borough should strengthen its roll as a residential community by encouraging an expanded range of housing types and values.
- 3. The various land uses should be coordinated to achieve efficient functioning of the Borough for the convenience and well-being of its residents, workers and visitors.
- 4. Traffic circulation should be coordinated with the various land uses to maximize safety and for the efficient movement of goods and people within the Borough, as well as to and from it.
- 5. Retail commercial, professional, and other service uses, to serve the needs of the Borough residents and of those of the area should be concentrated in selected areas of the Borough.
- 6. Industrial development, meeting rigorous standards of performance and design, should be encouraged in selected locations well served by roads and utilities, in order to provide additional employment in the area and to strengthen the tax base of the Borough.
- 7. Provide adequate open space and appropriate community facilities that will satisfy existing needs and reserve land for future requirements.
- 8. Coordination of the development of the Borough with the growth of surrounding communities and the County.

### PROPOSED LAND USE PLAN

The most productive long-run use of land should be achieved. Each of the broad groups of land uses, namely, residential, commercial, industrial, and community facilities, has certain site and location requirements, and each is to some degree incompatible with others. So that the most productive overall benefit may be achieved, it is essential to guide future development into an efficient and harmonious pattern of land use. Basically, this is a task of allocating the land area among the types of land use on the basis of their compatibility, site needs, location preferences, and future expansion requirements.

When unguided and unrestricted expansion is permitted, much of the community's original value may be wasted by careless entrepreneurs. Where properly coordinated planning is employed in the development of the community and the region, their maximum potential in the best interest of all can be attained.

The value of a Land Use Plan is that it can serve not only the Planning Commission, the Borough Council and other governmental bodies in their daily decision-making process, but also in its use as a guide to the citizens of the Borough and to prospective developers. The Land Use Plan can be expected to be an effective instrument in charting the path of future development in Myerstown.

#### LAND USE POLICIES AND STANDARDS

Future development within the Borough should be directed so that the most desirable locations for residential uses, adequate and suitable locations for the necessary supporting commercial uses, areas deemed necessary for community facilities, sufficient space for recreational purposes, and the most appropriate areas for the location of industrial activities are provided.

In order to accommodate the future growth of Myerstown, while retaining the Borough's desirability as a residential community, and being cognizant of its position with respect to metropolitan expansion, land use policies and standards have been generally agreed upon.

#### Residential Land Use Policies

Residential development is the predominant private land use in Myerstown. About two times as much land area is devoted to residence as is used by business, industry and utilities combined. Almost all of this residential development is in the form of single family homes. In determining the type of residential density and character of future development most suitable for various sections of the Borough, the following land use policies and standards are recommended:

1. To maintain or raise residential values by preventing the intro-

duction of incompatible uses, by requiring good standards in new residential development, and by preserving, protecting and using natural beauty wherever possible.

- 2. All residential areas should have sufficient space, privacy and convenience to meet accepted standards of community health, safety and welfare.
- 3. To create an orderly pattern of community growth by encouraging new development in areas readily serviced by utilities and roadways. Conversely, to discourage new development in areas where construction and service costs would be at a maximum.
- 4. To eliminate and prevent conditions which contribute to the creation of and which perpetuate blighted conditions.
- 5. It is recognized that residential density patterns and requirements are changing throughout the Myerstown Area and Lebanon County. While there is a continuing demand for single-family units, there is also a rapidly increasing demand for garden-type apartments and townhouses. Myerstown should encourage these in order to offer a broader range of housing types and thus attract a greater cross-section of the socio-economic spectrum.

# Commercial Land Use Policies

The growing population of Myerstown and its immediate area will require an increasing amount and variety of business development to serve it. Future business development will play an important role in the community's economy. To the degree that it is possible for residents to find the goods and services they desire in Myerstown, they will have the added convenience in this phase of their daily living and at the same time have the benefit of increased tax base produced by business development.

As the Borough and the areas contiguous to it develop, many proposals for various types of commercial development will be received. Therefore, it is important for the community to agree on the types of business development it is going to seek or encourage and the most logical places to locate this business in the interest of serving the area best and most conveniently. The following policies and standards will provide a basis for examining and deciding upon various proposals.

- 1. The amount and location of land planned for commercial development should be based on two primary factors:
  - a. Anticipated shopping needs of the residents of the Borough and adjacent areas, and the probable amount of new business development required to serve these needs.
  - b. Availability of nearby business areas.

- 2. There should be a limited number of business locations. Consideration should be given to established business groupings and the need to protect established residential areas.
- 3. Business areas should be located on streets capable of handling or of being improved to handle anticipated traffic flow to the commercial sites.
- 4. There should be a variety of types of business areas controlled through zoning regulations to meet different types of demands for commercial uses as the Borough and its areas grow.
- 5. Commercial areas should be developed to standards which reflect the best of modern development practice.
- 6. Business areas should be protected from undesirable uses.
- 7. Substantial space for off-street parking and loading in conjunction with commercial development should be required and all parking and loading areas should be fully improved, with adequate paved surfacing, proper drainage and sufficient night time illumination. Parking areas should be designed so that no vehicles must back into streets.
- 8. Site plans for commercial construction should be reviewed by the Planning Commission so that a coordination with existing and other new proposed business developments can be accomplished.

### Industrial Land Use Policies

Employment, either local or nearby, is the basis for a community's growth. Most municipalities have shown little interest where their citizens earn their livelihood, so long as they were able to do so. However, during recent years, an increasing number of people have become interested in the possibilities and desirability of encouraging local industry as a means of producing additional tax income. This interest has developed, in part, as a result of rapid residential growth with its serious problem of raising revenue to pay for additional school and other public facilities and services required by this growth.

Since so many factors are involved in industrial location, no formula can be used to predict the exact amount of land which should be reserved for industrial purposes in Myerstown. Strategic location and suitable site characteristics are of prime importance to entrepreneurs seeking industrial sites.

Myerstown is fortunate in that it contains large tracts of vacant land which are suitable for industrial development and which have relatively easy access to major transportation routes. If properly developed for industry these areas will help bolster not only the economy of the Borough but also the

economy of adjacent communities. So that the industrial areas will be developed in the best interest of Myerstown, the following standards and policies are recommended.

- Sufficient suitable land should be set aside to meet the desires and needs for the various types of industry which may wish to locate in the community.
- 2. Primary consideration should be given to selection of the types of industry which will best provide additional tax base for the Borough and its school district.
- 3. Industrial sites should be located so that they are easily accessible to roadways having capacity sufficient to serve the worker traffic. They should not be located within residential areas, or where traffic must pass through solely residential streets to gain access or egress from the industry.
- 4. Proposed industrial areas should be protected through zoning and other appropriate means from encroachment by other land uses during the period of time before these industrial sites are used.
- 5. Industry should be developed to good modern standards with adequate sites allowing for future expansion of buildings, adequate off-street parking and loading facilities, proper setbacks and use of landscaped buffer areas where adjacent to other uses.
- 6. The appearance of buildings is important; therefore, every effort should be made to have each building attractively designed by an architect.
- 7. Sites should be well designed and landscaped so that they are a credit to the community. Attractive development of industry has good advertising value for both industry and the community.
- 8. Site plans for new industrial construction should be reviewed by the Planning Commission so that a coordination with existing and other new proposed business developments can be accomplished.

### Public Land Use Policies

A necessary adjunct to planning for new land uses is a program of public facilities and buildings to serve these land uses. It is a normal consequence of growth that the need for certain services arises, and where formerly satisfactory facilities may have existed, improvements and changes often become necessary.

The Borough government, through its planning activities, has a responsibility to consider and point out the general type and location of such community

facilities as may be needed to accompany the growth of residential, commercial and industrial areas. To assure that adequate services and facilities will be provided the citizens of Myerstown, the following policies and standards concerning community facilities and public land use are recommended.

- Provide sufficient land for open space and recreation for all age groups at locations accessible from concentrations of residential development and to all residents of the Borough. Some of the recreational needs can be supplied at the school site through a program of continued cooperation between the Borough government and the school district.
- 2. Assure the development of neighborhood playgrounds by requiring donations of land from developers of new residential subdivisions.
- 3. Preserve open space along the stream bed which may be unsuited for normal development by use of restrictive zoning measures such as floodway controls and by a program of land acquisition.
- 4. Cooperate with adjacent municipalities, the county, state agencies and quasi-public groups in acquiring and developing recreation and conservation areas on a regional joint-use basis.
- 5. Encourage the construction of needed school facilities within the district, and cooperate with district officials in their expansion programs for the Myerstown school.

### FUTURE LAND USE DEVELOPMENT

#### Residential Land Use

The purpose of the proposed residential land use plan is to indicate areas that should be maintained in, or reserved for, residential use and to recommend general distribution of residential population. Since the amount of various facilities that will be needed to serve the Borough's residential population is dependent upon decisions regarding residential density, location and distribution, this aspect of the Comprehensive Plan is of prime importance.

It is not intended that the Comprehensive Plan fix the details of residential zoning either as to exact densities or boundaries. The residential land use part of the Plan, when adopted, should be considered as the long-term policy of the Borough and not as an interim policy to be modified as soon as there is pressure for more intense development. It is recognized that the changing conditions may call for modification, but until the Borough considers and decides on a revision of basic policy, the Plan should be adhered to.

Areas of the Borough assigned for residential use include two basic residential types. Single and two family areas similar in character to recent

subdivisions and areas in which garden apartments and/or townhouses are to be encouraged. An area has also been designated to accommodate mobile homes.

### Commercial Land Use

The Comprehensive Plan proposed three types of commercial use be assigned to specific areas. General business will be confined to the existing business district along Main Avenue. Uses within this area should include, among others, banks, professional offices such as medical and insurance, service and small repair shops, and convenience goods stores.

The plan proposes that a large area along the south side of U.S. Route 422 between Locust and College Streets be developed as an area-wide shopping center. This would be a designed shopping center having off-street parking facilities and limited access to Route 422. A smaller, similar area is suggested on Route 422 east of Railroad Street.

Highway oriented commercial uses such as service stations, garden shops and other large-scale commercial uses would be confined to areas along the north side of U.S. Route 422.

### Industrial Land Use

Proposed industrial areas include provision for three basic industry types: heavy industry, light industry, and administrative office and research. For the most part, the industrial areas are an expansion of existing locations. The plan proposes that industry similar to the existing use in the southeast section utilize the heavy industrial area.

Light industry would utilize the indicated area along Stoever Avenue. New uses within this area would conform in type to those already existing.

Two new industrial areas have been introduced by the proposed land use plan. An area at the west end of Main Avenue is to be reserved for administrative or limited research activity. At the east end of Main an area for light industry is proposed.

#### Public and Semi-Public Uses

Indicated on the Proposed Land Use Plan are areas for open space and recreation, public facilities and utilities, and semi-public facilities. Areas indicated for semi-public uses consist of existing church land and cemeteries and known proposed church sites. Specific proposals concerning recreation, open space and public buildings are discussed in the Proposed Community Facilities Plan.

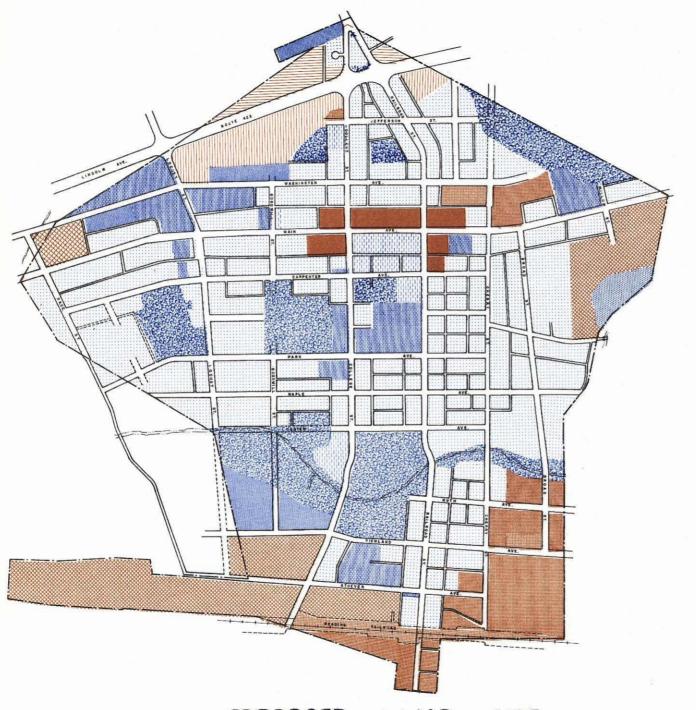
### CENTRAL BUSINESS AREA

The revitalization of the Myerstown Central Business Area will be to a great degree dependent upon a complete renewal program. Such a program because of the cost involved, should be undertaken as a Federally-aided urban renewal project.

The major step to be considered in the renewal project is the complete demolition of the block formed by Main Avenue, Railroad Street, Carpenter Avenue and College Street. This block would then be reused to develop a complete civic center. Such a center could include not only space for the administration functions of the Borough but also space for such amenities as a post office and any state or county functions that may desire to locate in Myerstown. In addition to governmental activity the civic or community center would provide space for a new library and a recreation center which would include meeting rooms, game rooms and a small auditorium. The area is large enough to accommodate open space uses such as off-street parking areas, covered walk-walkways, planting and outdoor sculpture areas, and a playground which could be used to supplement the school playground as well as provide a place for children's activities during non-school hours.

To supplement this major program, it will be necessary to have a concurrent program involving the remaining portion of the central business area. This program would be mainly one of spot clearance and renovation. Buildings which are no longer usable would be replaced with new ones which those whose structural condition is sound would be renovated. The renovated buildings and the new structures would be occupied by businesses while, because of the demolition involved in the major step, need to be relocated.

So that the area may have a harmonious effect, architectural and color schemes should be selected and adhered to in the process of renovation. Vacant lots and parking areas should be screened and landscaped.



ONE AND TWO FAMILY RESIDENTIAL GAPDEN APARTMENTS AND/OR TOWN HOUSE TRAILER PARK RECREATION AND OPEN SPACE PUBLIC FACILITIES SEMI-PUBLIC FACILITIES CENTRAL BUSINESS DISTRICT SHOPPING CENTER HIGHWAY COMMERICAL HEAVY INDUSTRY LIGHT INDUSTRY OFFICE AND RESEARCH UTILITIES





MYERSTOWN BOROUGH LEBANON COUNTY, PENNSYLVANIA

PROPOSED LAND USE

KENDREE AND SHEPHERD, PLANNING CONSULTANTS

#### COMMUNITY FACILITIES PLAN

Services and facilities must be provided according to the existing and projected needs of the community. A well rounded community needs a governmental center, shopping areas, passive and active recreation centers, schools, churches, and other facilities. It is important that these facilities be readily available. Therefore suitable land which is conveniently located should be reserved for these purposes, and a capital budget should be established so that such facilities can be provided without incurring an excessive bonded indebtedness.

### COMMUNITY FACILITIES, POLICIES AND STANDARDS

. . .

So that the Borough may keep pace with new growth and can encourage growth in the proper direction, the following policies concerning community facilities and services are recommended.

- 1. Assure adequate Borough government by providing sufficient administrative space from which government functions can operate.
- 2. Assure proper public protection by expanding the police force and fire companies and their facilities to be commensurate with increased population and by providing adequate space for unhampered operation of these protective agencies.
- 3. Assure proper public protection by the adoption of ordinances designed to protect the health and welfare of all Borough residents such as sanitary codes, housing codes, and ordinances concerning weed control and rodent harborage.
- 4. Provide all areas of the Borough with adequate facilities for removal of storm water as the need arises.
- 5. Since Myerstown is a part of an area wide school system, there is no need at this time to set forth a policy concerning school facilities except to subscribe to a cooperative effort to carry school district plans to completion.
- 6. Continue with the active program which assures the acquisition and development of an adequate park and recreation system. Such a program would include conservation areas, neighborhood parks, playfields, playgrounds, tot lots, meeting and recreation halls and other recreation facilities necessary to satisfy the needs of Borough residents.
- 7. Encourage the development of "quasi-public" facilities such as private schools, hospitals and other health-welfare institutions, churches, and similar facilities that contribute desirable services to the local and regional community.

Recent studies by the Consultant involving administrative requirements for communities can be used as a guideline to determine administrative space requirements. Studies made in five Pennsylvania and New Jersey communities indicate that the ratio of administrative space to population should be approximately one square foot of office area per resident. Accepted criteria for office needs (public or private) is an average of 300 square feet per employee.

The average ratio of personnel to population in the five communities is as follows:

general administration police public worker	0.8/1000 population 1.1/1000 population 1.0/1000 population
Total Personnel	2 8/1000 population

In addition to administrative requirements, space for maintenance and storage of equipment is necessary as well as adequate parking for employees and visitors.

Generalized standards for recreation facilities have been developed by the National Recreation Association. These recommend that one acre of space for each 100 persons be devoted to recreation, or alternatively that eight to twelve percent of the total area of the community be developed as parks and open space.

The Association has developed the following standards to be applied to three types of recreation space: Playgrounds, playfields, and neighborhood and community parks. The differences among these have been defined as follows:

Neighborhood Park - passive recreation Community Park - total population use (usually with a special purpose) Playground - active recreation for elementary school children Playfield - active recreation for secondary school students and adults

#### NATIONAL STANDARDS FOR RECREATION AREAS

Facility	Age Served	Location	Travel Distance (Miles)	Area (Acres/1,000 (Persons)
Playgrounds	5-11	Adjacent to Elementary School	1/4~1/2	1.5,
Playfields	Older Youth and adults	Adjacent to High Schools or Central	1 <del>1</del> /2	1.5
Community Park	Total Population	Central or Neighborhood	11/2	3.0

Source: National Recreation Association

The National Recreation Association has also developed unit sizes for each type of recreation space. These sizes were developed as most economical in terms of the extent and quality of the facilities to be provided on a site.

Unit	Size	Standards

Facility Area-A	<u>cres</u>
Playground Playfield Park	3 20 25
	-

Source: National Recreation Association

### COMMUNITY FACILITIES PLAN

A necessary adjunct to planning for new land uses is a program of public facilities and buildings to serve these land uses. It is a normal consequence of growth that the need for certain services arises, and where formerly satisfactory facilities may have existed, improvements and changes often become necessary.

The Borough government, through its planning activities, has a responsibility to consider and point out the general type and location of such community facilities that may be needed to accompany the growth of residential, commercial and industrial areas. To assure that adequate services and facilities will be provided the citizens of Myerstown, the following recommendations should be followed.

### Parks and Recreation

With the increasing pressure of modern-day life and the decreasing number of work hours per week, the availability of areas of recreation are rapidly assuming greater importance. Park and recreation facilities are an essential part of community environment. Residential areas which are well-equipped with recreation facilities are considered to be more desirable than those which have none.

Since all people do not have the same type of recreation needs, and since the age of individuals varies so greatly, a range of creation facilities to meet the needs of all of the people should be provided. These should include playgrounds, playfields, swimming facilities and space for quiet relaxation. The National Recreation Association has developed standards which are widely accepted. The Association recommends that there should be an overall total of about 10 acres of recreation space per 1,000 population. Half of this should be in large reservations maintained in essentially their natural state. The other half should consist of smaller tracts providing playgrounds, playfields, parks and special recreation facilities.

While large parks are located wherever suitable land may be found, it is important that active recreation areas be located near population centers. Often these sites are located in close proximity to, or developed in conjunction with schools. In this light, the Community Facilities Plan recommends an expansion of the playground facility at the Myerstown School.

In addition to the expanded playground facility at the elementary school, the plan proposes two more neighborhood playgrounds. One is to be located in the center of the block which is determined by College, Jefferson and Railroad Streets, and Washington Avenue. The second is to be located on now vacant land behind the abandoned school on College Street. This playground, in addition to providing neighborhood needs, could be utilized by the proposed adjacent shopping center as a playground for their patrons' childeren.

The Plan proposes that the two playfields, the Legion ball park and the playfield at the Seminary, continue to serve their present functions. Should circumstances arise that prevent continued use through the semipublic groups now providing the services, the Borough government should then assure continued use by either purchasing or leasing the land. Money for such leasing or purchase is available through the State's Project 500M.

The largest item concerning recreation is the continued expansion and development of the Borough Park. Much work has already been done toward land acquisition, development and improvement. The Plan proposes that the Park be expanded westward along Tulpehocken Creek to the Borough line. Project 500M money is available for both acquisition and development of such parkland. Under this program, grants are available to cover fifty percent (50%) of all related costs. Should Jackson Township join with Myerstown in extending and developing the park into the Township, the State, under Project 500M, will make available grants to cover eighty percent (80%) of all related costs.

The Community Facilities Plan indicates a small recreation area on U.S. Route 422 between College and Railroad Streets. It is intended that this area be utilized for passive recreation or perhaps a wayside park with a picnic table or two for travelers using the highway.

Undeveloped open space is indicated for an area in the northeast section of the Borough and along Tulpehocken Creek. These are lands which can be developed only under difficulty and should be preserved for later use as recreation areas or should be held for conservation.

#### Municipal Center

The Community Facilities Plan proposes a Municipal Center to be located on the south side of Main Avenue between Railroad and College Streets. The Center would include space for the Borough Administrative functions, police department, a library, a recreation center, and a small auditorium. By combining the recreation center portion of the complex with outdoor recreation, that portion of the complex would be eligible for State funds through Project 500M. Funds are also available at both State and Federal levels and through private associations for library construction.

An alternate site for this complex is adjacent to present Municipal Building on College Street.

The existing Municipal Building should continue to serve its function as the Borough's maintenance shop.

Alternate sites for the library and/or community center are indicated on the Proposed Community Facilities Plan.

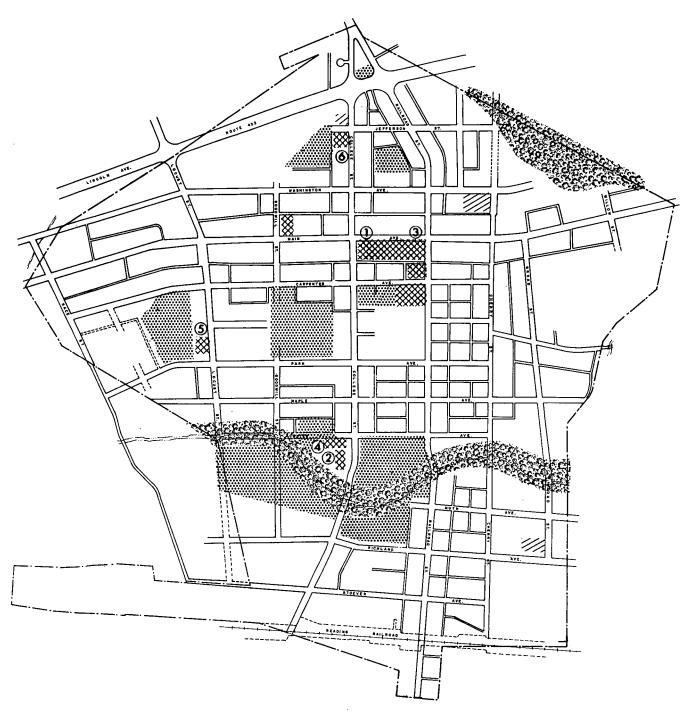
### Community Protection

To better serve the needs of the community and to eliminate unnecessary duplication of services, the two fire companies should ultimately be consolidated. The facilities at Goodwill Company should be expanded to accommodate the needs of a consolidated fire company.

### <u>Utilities</u>

The Borough should continue with its present plans to have every property served and to extend sewerage service to new developments as the need arises.

Existing water facilities will provide adequate water supply until 1985. At that time additional wells will be required. Plans for a filter plant to improve the quality of water have been made and the plant is expected to be operative in 1969.



PROPOSED COMMUNITY FACILITIES

CONSERVATION

RECREATION

PUBLIC BUILDINGS

UTILITY INSTALLATIONS

BOROUGH ADMINISTRATION

ALTERNATE SITE FOR BOROUGH ADMINISTRATION

ALTERNATE SITES FOR COMMUNITY CENTER

COMMUNITY CENTER

AND/OR LIBRARY





MYERSTOWN BOROUGH LEBANON COUNTY, PENNSYLVANIA

KENDREE AND SHEPHERD, PLANNING CONSULTANTS

### PROPOSED CIRCULATION PLAN

To accommodate and assure the achievement of the goals and objectives set forth in the proposed land use plan, consideration must be given to the movement of the Borough's population. The circulation or transportation pattern should be so designed as to accommodate the free flow of vehicular traffic to the extent possible. The traffic-carrying capacity of the main thoroughfares must be protected in order to safeguard the investments already made. Development along major streets must be guided so that the flow of traffic is not impeded. At the same time, vehicular circulation patterns must be controlled so that they do not become hazardous to pedestrian circulation.

#### CIRCULATION POLICIES AND STANDARDS

A well-functioning system of streets and highways is essential to serve present and future development of Myerstown. In addition to serving the various Borough land uses, the system must be able to accommodate the increasing volumes of non-local traffic passing through the community. As Myerstown and its adjacent communities continue to increase in population, the road system must be able to accommodate the corresponding increase in traffic. So that the community can better cope with the changing situation, the following policies and objectives regarding circulation are recommended.

- Add new streets to the road system to serve proposed new uses.
   These streets must fit into the existing system so that they will function efficiently and safely.
- 2. Improve existing major streets to handle increased traffic. Since the major roads traversing the Borough receive Federal, State or County aid, the cooperation of the proper agencies must be solicited to accomplish proper widening and surfacing of the Borough's major streets.
- On-street parking should be eliminated along major thoroughfares.
- 4. The program of resurfacing of local streets should be continued.
- 5. A program of curbing all streets should be initiated. Curbs are important for both appearance of a street and to define its cartway, and most important, curbs help reduce street maintenance costs.
- 6. Sidewalks should be provided along all streets, especially along routes used by school children.
- 7. Concentrate local maintenance funds in areas of greatest need.

- 8. Continually revise the circulation plan as new elements are proposed at Federal, State and County levels.
- 9. In order to better serve the Borough traffic needs, the following design standards should be adhered to when making road improvements and in the construction of new roads.

# Design Standards for Borough Roads

Туре	R.O.W.	Cartway	Trafficway	
Arterial	100' - 125'	68' - 88'	481	
Collector	60 '	361	241	* . • •
Local Street	ا 50	28 '	221	

- 10. While a good street network in the Borough provides for the ease in approaching a destination, parking space for vehicles provides for the ability of actually reaching it. The ever increasing reliance on the automobile, resulting in larger traffic volumes, and the additional growth of the Borough can lead to traffic congestion in the absence of sufficient parking accommodations. It is for this reason that an overall parking policy is recommended.
  - a. Off-street parking facilities should be provided for each residence whether in single-family or multi-family dwelling units.
  - b. Ample and convenient off-street parking spaces must be provided for the public near commercial establishments.
  - c. Employee off-street parking spaces in commercial, industrial and other use areas must be amply provided.
  - d. Churches, clubs and other public and private institutions should provide sufficient parking space for their respective groups.

### PROPOSED CIRCULATION IMPROVEMENTS

Streets and roads should be designed and improved to standards that will permit them to serve their functions properly. Since areas traversed by the Borough's major streets are nearly completely built-up, expansion of moving traffic lanes may have to be accomplished by imposing full-time parking restrictions along these routes. This, of course, will require that either the Borough or individual land owners provide adequate off-street parking and loading spaces to serve the needs of commercial enterprises already located on these routes. It will further require that all new construction be provided with similar facilities.

The provision of curbs along streets in a built-up area such as Myerstown is of vital importance. Curbs not only enhance the appearance of urban streets and define the travelway, but also reduce maintenance costs by helping to prevent breaking at the surface edges. They also enable street cleaning equipment to function more adequately. A survey to determine curbing needs and a program to provide curbs where they are lacking should be initiated.

The need for traffic control lights at the intersection of Main Avenue and Railroad has long been known to Borough residents. It is suggested that this need be accomplished as quickly as possible. Another need concerning proper traffic controls involves the intersection of Railroad Street with U.S. Highway 422. This intersection should be included within the control unit at College Street.

Broad Street, Cherry Street and College Street should be widened at their intersections with Main Avenue to eliminate traffic hazards inherent in movement from a major street into narrow well traveled streets. The acquisition of land required for such projects could lead to the removal of buildings which would also improve the clear sight distance at their intersections.

Investigation should be conducted concerning the possible elimination of the grade crossing on Railroad Street with the Reading Railroad. In addition to the Borough, the investigation would involve the State and County Highway Departments and the Railroad.

The steep grades on College Street and on Cherry Street should be reduced to the extent possible.

#### PROPOSED CIRCULATION PATTERN

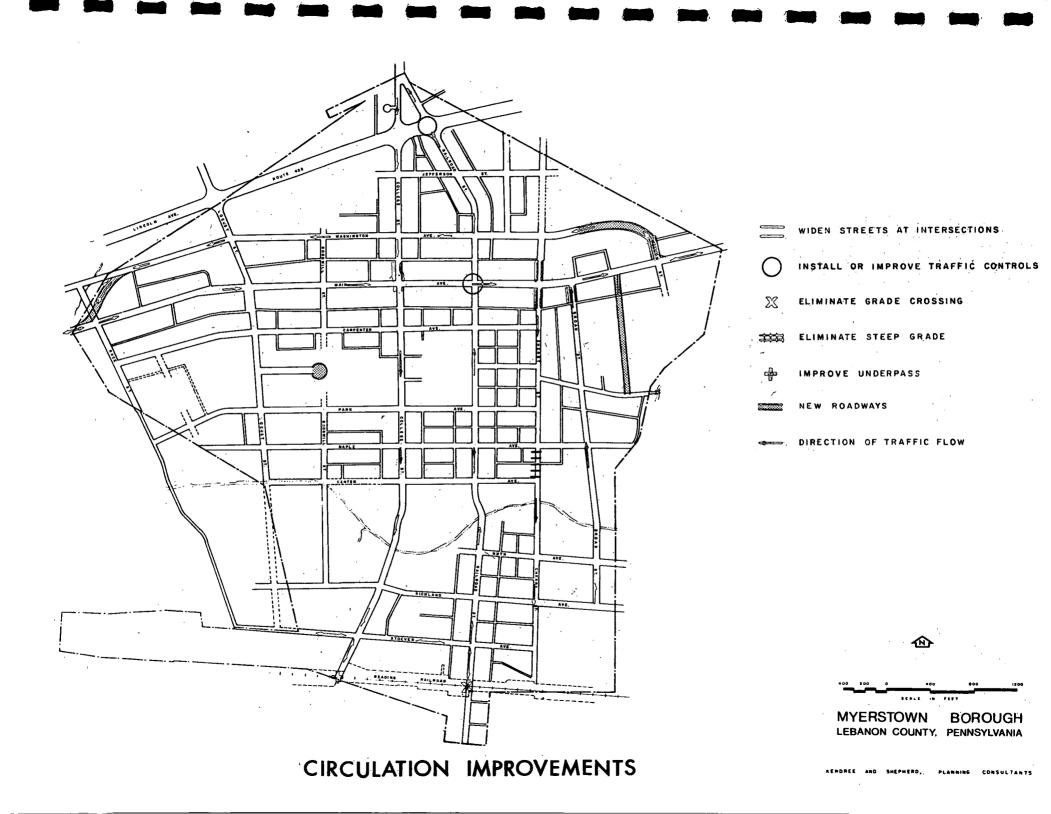
The plan showing proposed circulation improvements and patterns indicates a system of one-way streets in lieu of a street widening program or the elimination of on-street parking. Major east-west traffic would utilize Main and Washington Avenues while College and Railroad Streets would be used to carry major north-south traffic. In order to effectuate the east-west one-way system, Washington Avenue would have to be extended to Willow Street and a new street provided at the western edge of the Borough to connect Washington Avenue to Main Avenue.

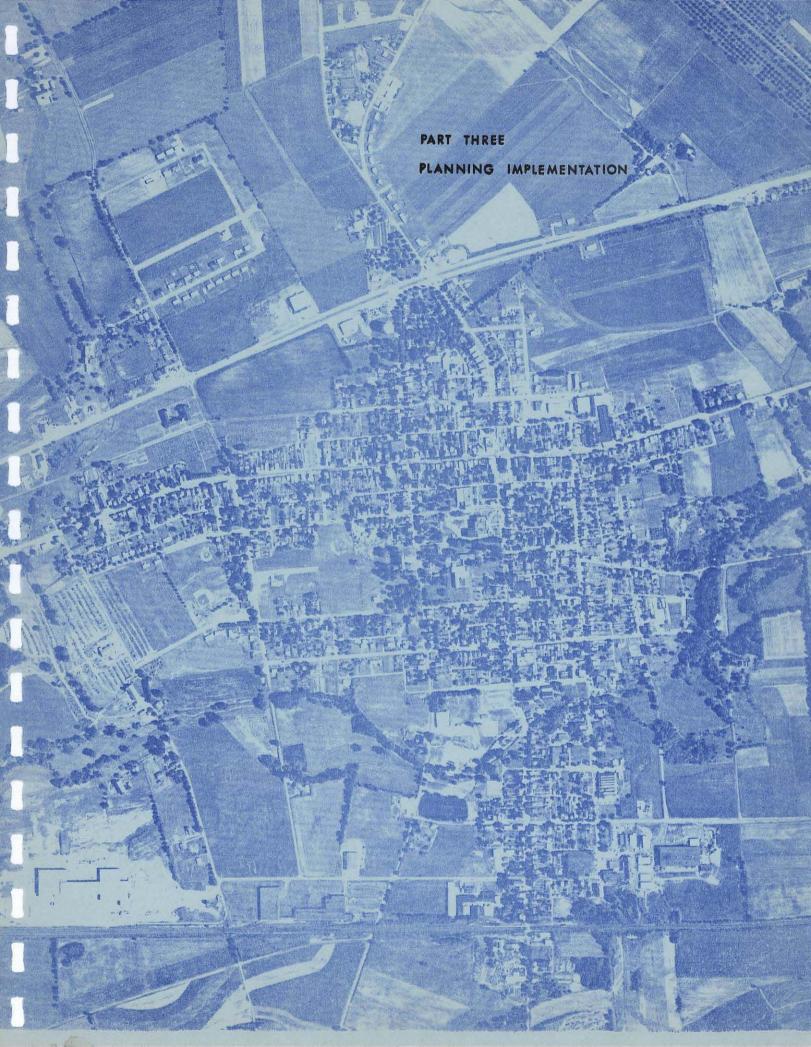
In addition to introducing a one-way system for major traffic, the plan proposes the extension of the existing one-way system including Broad and Cherry Streets.

The plan also proposes that a new street be added to serve the proposed industrial park area at the east edge of Myerstown. Such a road could be provided by the developers of the industrial tracts as the tracts are improved.

### PEDESTRIAN CIRCULATION

An often forgotten item in traffic circulation is the need for an adequate system of walkways and sidewalks for pedestrians. Although the Borough has sidewalks on many of its streets, the walkway system is not complete. On many streets the sidewalks are not complete or in such poor condition as to be hazardous. A proper and complete pedestrian traffic system is vital to the welfare of those dependent on foot-power, especially school children. The Borough should initiate a program to complete its pedestrian traffic system, adding, whenever possible, walkways which are not necessarily contiguous to the street system. Included should be a system of protected crossings across major roadways, by pedestrian overpasses, underpasses or at least walk lights which will afford pedestrian crossings with minimal interference from vehicular traffic.





#### PLANNING IMPLEMENTATION

The goals and policies for the future development of Myerstown have previously been outlined. It is now imperative that methods of effectuating this program be considered. Examination of the community goals makes it apparent that the Borough should consider a program of effectuation from two view points. The first should include a program of carrying out the local desires and goals at the municipal level, and comprise those desirable elements which will not affect neighboring communities.

The second approach involves effectuating elements of the plan from a broader regional viewpoint. Many of the long-range goals and policies involve not only the Borough but adjacent and nearby municipalities as well. Myerstown can carry out those programs which affect the local community only, but it must participate with larger governmental bodies in order to gain the necessary impetus required to carry out an overall program which would best suit the region as a whole.

Therefore, putting the proposals of a comprehensive plan into effect requires the active participation of many agencies at different governmental levels. Aside from the purely local controls which are available, many departmental actions at County or State levels already are, or can be, interrelated with municipal action to further local planning. Among others, the Board of Education can become an effective planning ally, particularly in the provision of recreation facilities, since these are normally provided as part of any school plant and can readily be put to wider use outside of school hours. County and State health inspections and requirements can supplement Municipal action to good effect, as can highway planning at both County and State levels. Highway planning and development is the one activity at higher governmental levels which has ordinarily the greatest impact on municipal development. Alterations in the regional and road network can vastly change the situation in the community. Equally important, the circulation problems which are already apparent in Myerstown can best be resolved in conjunction with the State and the County.

State and County programs for planning and development are becoming daily more important in Pennsylvania. The various components of the Pennsylvania Department of Commerce, Bureau of Community Development and the County Planning Commission are effective planning allies for any municipality. To help check the rapid loss of open space to other uses, the State legislature created "Project 70". Through this program, financial assistance is given to local and County governments for the acquisition of land for recreation and conservation purposes.

Semi-official bodies, such as the industrial development groups, have specialized knowledge which they will willingly place at the disposal of the municipalities. Altogether, effective long-range planning depends not on purely regulatory measures and fiscal effort alone but on ingenuity applied to the solution of particular problems, especially on the merging of activities which form part of the planning concern of several municipal bodies. In view of the general suburbanization which has taken place in Southeastern Pennsylvania, and of the future

transportation improvements foreseeable in the area, it would be fitting that local planning commissions meet together at intervals in an effort to resolve problems, particularly highway and circulation problems which are basically regional in nature. In Pennsylvania, as almost everywhere else, intermunicipal cooperation represents an underused area of action. It is unfortunate that this should be so.

One other indispensable implementation technique is to be found in a well-considered program for capital improvements, a time-table of public investments, for the improvement of the community, drawn up on the basis of the relative individual importance of each particular improvement and on the present and projected capabilities of the municipality.

Certain aspects of private development can be guided and controlled by the enactment of ordinances. There are, however, many improvements which can only come into being by direct public action. These need to be programmed and scheduled into a capital improvements program. Many of the decisions to be made in establishing this program depend on continuing observation and recording Borough growth and the needs which emerge as a result. A great deal of such material is already collected as part of the process of government. What is mainly needed is the establishment of departmental procedures which will ensure that data are recorded in a form which will make them readily available as an aid to analysis and evaluation of particular planning items. Administrative machinery of this kind will have to be organized in order to make easier the task of local agencies devoted to the development of Myerstown.

## LOCAL CONTROLS AND ORDINANCES

In itself, a comprehensive plan has little direct power over what will come to pass in the future. The plan represents surveys and studies of present conditions and prospects for future growth of the municipality.

However, the concepts and purposes of the comprehensive plan are embodied in ordinances specifically enacted to implement it. Three basic ordinances are necessary to achieve safe, stable land development, according to the objectives established by the plan and by the planning enabling statutes.

In addition to these three ordinances - zoning, subdivision and official map - building and housing standards in code form are necessary to assure quality of construction in new buildings or, alternatively, to establish standards for occupancy and maintenance of existing buildings. They encourage structural soundness, proper plumbing and electrical installations and reasonable safety from fire.

### LAND SUBDIVISION REGULATIONS

Subdivision regulations are concerned with establishing locational controls which insure sound community growth while at the same time safeguard the interest of the property owner. Such regulation can assure that the subdivision of land will create permanent assets for the Borough. Since the subdivision of land is both a technical and a business venture, affecting not only the return to investors in land, but also Borough finances, consideration of subdivision proposals should be very thorough.

The subdivision regulations control the way the streets are designed, the layout, showing the access roads, blocks and lots, method of sanitary sewage disposal and water, and the types of improvements, such as curbs and sidewalks. For each proposed development the developer submits a layout of its area. This is checked by the Planning Commission under the authority of these regulations to see if it conforms to them. It should be emphasized that the subdivision regulations are not directly concerned with what is to be built upon the land or how it is to be constructed, other than its possible effect on access roads, utilities, drainage and community facilities and services.

The subdivision regulations are an important planning tool because they enable the Planning Commission to examine all of the proposed development at one time, and it provides a meeting ground for discussion between the developer and the community. Finally, and probably most important, it is the method by which the community can control street design, the manner in which sewage is disposed, and other items related to the community's health and welfare. By being in a position to examine proposed subdivisions prior to construction, the community can avoid future problems by requiring the developer to properly design the subdivisions.

## **PROCEDURES**

The procedures for submittal and review of plans are divided into three separate steps:

- . 1. Pre-application or the Sketch Plan
  - 2. The Preliminary Plan
  - 3. The Final Plan

The Pre-application Sketch Plan procedure provides an initial informal contact between a developer and the municipality, by which the Planning Commission can be appraised of the developer's intentions and can determine what is necessary for consideration of this proposal. Dimensions need not be precise. The drawing need be only sufficient to enable the Planning Commission to understand the scope and magnitude of the proposed plan.

The Preliminary Plan follows approval of the Sketch Plan. The developer now submits detailed plans. The following items are among those which must be shown; name of owner and subdivider; name of engineer or other person responsible for the plan; a key map identifying the area within its surroundings; zoning data;

contour lines, data pertaining to all existing utilities, buildings and streets; a full plan for the development showing all streets and their names, sewer locations, parks and recreational facilities. Supporting data must show a typical street cross-section, profiles of cartway edges, reports of water run-off calculations and the manner in which it will be accommodated. The posting of a performance bond to insure the installation of the required improvements is also required.

The Final Plan is the working development plan for the project. It must be submitted within twenty-four months of the approval of the Preliminary Plan. This plan contains all the requirements of the preliminary plan, plus all the modifications required. In addition to this, it must show the location of all monuments, easements and building setback lines. This plan is recorded by the Recorder of Deeds. Private deed restrictions must also be filed with the plan as should an agreement stipulating the conditions under which a street may be ultimately offered for dedication.

Not all subdivisions must go through this procedure. Those which are relatively simple, in that one and two lots are proposed or that the lots are located on an existing public street may submit a Final Plan to a special Borough Subdivision Committee. Resubdivisions also have simplified procedural requirements.

### REQUIREMENTS

The restrictions imposed in subdivision regulations include design, material and construction standards. Design standards concern themselves with the layout of the development, and include streets, blocks and lots.

Of major concern are restrictions on new streets with width requirements based on the classification of street. Restrictions on blocks are rather general. Long and short blocks are restricted. They should be between 500 to 1600 feet. Blocks shall be of sufficient width to allow for two tiers of lots. A uniform system of sewage disposal, water supply and storm water disposition is required. Land set aside for public use or service areas may be provided, but they are not required.

# **ADMINISTRATION**

As with other ordinances the Borough Council is ultimately responsible for the administration of these regulations, although much power has been delegated to the Planning Commission. The Council acts as the appeal board for there is no separate commission as in most ordinances. Processing at the municipal level does not relieve the developer from the review of the County Planning Commission.

The effective and intelligent administration of these regulations is a necessity in any community which is facing a number of changes caused by potential development. The "give and take" between the developer and the community which is provided by these regulations helps to assure a development which is not objectionable or one which is likely to cause future problems. The reputable developer should have little concern about these regulations, so long as the municipality properly applies them.

### ZONING

A zoning ordinance is a vital tool for implementing the Comprehensive Plan. This chapter is offered as a guide to the various concepts and terms involved in zoning so that persons responsible for the enactment and enforcement of a zoning ordinance may better understand the code as well as be cognizant of the responsibilities and opportunities bestowed upon a municipality which adopts such an ordinance.

# PURPOSE OF ZONING

Zoning is a means by which the uses of land are regulated. Underlying the concept of zoning is the idea that the health, safety and general welfare of the community are more important than the unrestricted rights of private property owners. The legal basis for zoning ordinances is found in the police power which permits governmental units to enact laws to provide and protect the health, safety and general welfare of the community. However, this power can never be used to restrict the use of private property in such a way that the restrictions amount to an unconstitutional deprivation of property without due process of law.

Zoning is accomplished through the use of Zoning Districts. After the consideration of development policies and the preparation of a Land Use Plan, Zoning Districts are selected. These should conform generally to the Plan. Each District defines and governs the use of land within a specific area. Thus Zoning Districts are intended to provide the basis for a compatible system of Land Use which reflect the general desires and objectives of the community.

The selection of zoning districts represents only part of the zoning ordinance. Such a system of legally regulated land use must obviously be enforced. Additionally, the system must provide enough flexibility so that the community can operate the ordinance as a useful tool of community planning and development.

# ZONING DISTRICTS

Every community is subject to certain patterns of land use. Some land is more or less naturally used only for residential purposes. Other land becomes very useful for commercial enterprises. A zoning ordinance must be based upon a Comprehensive Plan. Such a Plan recognizes the natural, historical development of land use within a community and promotes the most desirable and best future pattern of land use. The Zoning Ordinance recognizes existing patterns of land use already developed and the patterns of use to be optimum land development potential developed within a community.

Zoning Districts generally fall into three major categories: Residential, Commercial and Industrial. Within each of these major divisions, a wide range of sub-categories is possible. These may be based upon varying residential densities; type of commercial use such as retail, wholesale or office; and/or the intensity of industrial activity.

General or specific uses permitted by right within each district are designated. Other uses may be permitted by Special Exception, requiring that permission be granted by the municipality before the use may be conducted. Those uses which are mentioned in the ordinance are permitted; all other uses are prohibited.

Permitted uses generally fall into two categories; Principal Use and Accessory Use. For example, a house may be the Principal use of a lot, but the parking area, adjacent to the house is Accessory to the principal use.

Within each district, certain Area and Bulk Regulations are provided as well. These regulations determine such aspects of land use as lot sizes, building heights and yard requirements. These area and bulk regulations play an important role in protecting the public health, and welfare. For example, the minimum lot size may determine the population density of an area which in turn may determine the need for municipal services such as public sewers, public water, new streets and schools.

Thus, each Zoning District defines the uses permitted and prescribes certain area and bulk regulations for the uses permitted. The Zoning District boundaries are based upon a Lane Use Plan and are delineated on a Zoning Map which is enacted along with the Zoning Ordinance and has the effect of law.

When a Zoning Ordinance is initially enacted in a community and Zoning Districts are first established, it is inevitable that certain activities which have been conducted prior to the enactment of the ordinance will fall within a Zoning District which prohibits such activities. For example, a man might operate a small grocery store in a generally residential neighborhood. Subsequently, a Zoning Ordinance is enacted and the neighborhood is placed in a residential district where retail stores are not permitted. The grocery store then becomes a Non-Conforming Use, which is an existing land use that is not now permitted in this Zoning District. Non-Conforming Uses are protected by the law and enable a businessman to continue his business; sell or transfer his property; and, in fact, may expand it on the existing lot.

#### **PROCEDURE**

# Zoning Officer

Proper administration is required for a Zoning Ordinance to benefit the whole community. The most important person in this administration is the Zoning Officer. A Zoning Officer must be thoroughly familiar with the Ordinance. He should also have intimate knowledge of the municipality and, most particularly, must be cognizant of all new development so as to prevent any from proceeding illegally. The Zoning Officer may be a part-time employee in smaller municipallities sharing duties and other offices. His salary is usally paid from the fees required for permits.

Any person desiring to engage in site preparation, new building construction or an addition to an existing structure is required to obtain a Zoning Permit. Applications for such permits are made to the Zoning Officer and should be accompanied with the following data:

- 1. A map of the lot showing all dimensions and exact location on the lot for all proposed buildings or alterations.
- 2. A statement indicating the present existing use, the proposed use and (if it is a residential building) the number of families the building is designed to accommodate.
- 3. A statement explaining the external alterations to an existing building, or removal of existing structures.

A standard form is generally provided for this purpose to assist the checking of the plan. The applicant must also pay a fee determined by the municipality.

Unless a commercial or industrial use or a group of homes is planned, this is all the applicant must do before beginning work. The Zoning Officer examines the application and checks it against the applicable zoning regulations and map. If it conforms, he approves it. Should it be disapproved, then the applicant can either correct the application to conform, or appeal to the Zoning Board of Adjustment. This procedure is discussed subsequently.

After the development work has been completed, and before property can be used for its new purpose, it is the job of the Zoning Officer to reinspect the premises to see that it has been carried out according to the plan and in conformance to established regulations issued to show that this inspection has taken place and the work approved for use.

For the common type of development, these procedures represent all that is required. There are special permits for certain types of activities. These include a permit for signs; a temporary permit for activities not normally permitted by the Zoning Code, but which may be permitted for a relatively short time period; and specialized permits that may be necessary where the approval of the Zoning Board of Adjustment is required for the conduct of certain types of activities.

# The Zoning Board of Adjustment

The Zoning Board of Adjustment is composed of members of the community who are appointed to this position. This Board is a quasi-judicial body. The members of the Board act as judges in handling cases involving the administration of a specific law. In performing this function, the Board has great power and responsibility. It is important that persons serving in this capacity be intelligent, well-informed citizens thoroughly familiar with the community and with the Zoning Ordinance.

While the Zoning Officer is responsible for the day-to-day administration of the Zoning Ordinance, the Zoning Board of Adjustment meets periodically to perform its function. Basically, the Board makes decisions in the following areas:

- 1. Appeals
- 2. Variances
- 3. Special Exceptions and Permits

Appeals are made to the Board by a person aggrieved by a decision of the Zoning Officer. An example would be a person who has applied for a Zoning Permit and the Zoning Officer denies the application. If the applicant feels that the Zoning Officer has misinterpreted the law; the applicant may appeal to the Zoning Board of Adjustment. A person nearly always has the right to appeal to the courts from an adverse decision by the Zoning Board of Adjustment.

The work involved in deciding appeals from decisions of the Zoning Officer comprises only a small part of the total work of the Board. More important is the process of deciding applications for Variances. The grant of a variance represents a grant of permission to the applicant to deviate in some particular respect to a requirement of the Ordinance. A variance applies only to a designated piece of property and may relax the prohibition against a particular use of the land or may merely relax the application of the Area and Bulk Regulations.

The standards by which an application for a variance are to be judged are established by both State Statute and the Zoning Ordinance itself. Of necessity, these standards are rigorous since the indiscriminate granting of variances tends to severely weaken the Ordinance. A variance may be granted only where a real hardship exists which is unique to the applicant's property. Any variance granted in violation of these standards is illegal. For this reason it is especially important that members of the Board be intelligent, rational individuals and that the Board have access to competent legal counsel during the course of its deliberations.

The third area of Board jurisdiction is the consideration and granting of specified uses by Special Exception. These uses are permitted only if they meet criteria established in the Ordinance and have authorization by the Zoning Board of Adjustment. Generally, exceptions are those which require large-size lots or special locations such as schools, institutions and churches, or are hazardous uses which should be reviewed to assure the health and safety of the community's residents. Exceptions usually present less problems to the Board than do applications for Variances because Special Exceptions are limited to provisions stated in the Ordinance.

# Supplemental Use Regulations

A general introduction to zoning is of necessity over-simplified and does not adequately deal with many of the more complex and detailed problems which may arise. The Zoning Ordinance itself, however, must be drafted so as to take account of more specific problems.

Within the overall Zoning Code framework there are additional necessary controls applicable to individual problems which may occur within each Zoning District. By isolating these special conditions or areas, it is possible to deal with them in more detail. One example of this is the requirement of off-street parking. Parking controls can become very involved when dealing with numerous types of commercial properties. It is desirable to develop a single comprehensive set of regulations to which cross-reference can be made in any particular Zoning District's list of requirements.

Another important area which merits careful consideration is that of sign control. It is necessary to maintain regulations governing the types of signs permitted, the size and location, as well as the method of advertising. Requirements naturally vary with the District. In residential areas stricter controls are imposed than in commercial or industrial districts.

Certain other activities such as accessory uses, need to be regulated in minute detail even though the activity itself may be a matter of right in a district. It is prefereable to establish uniform standards rather than allowing uses by special exception or special permit.

Other zoning provisions represent special considerations such as site design and landscaping standards and regulations on conversions of existing buildings for other uses. These areas of concern represent problems which the Zoning Code must be able to resolve.

# Other Considerations

Definitions are particularly important in that words defined in the zoning code have special meanings which may vary from their ordinarily accepted meanings. Other common regulations such as restrictions on the development of corner lots or exceptions to the height are applicable to all districts and are necessary in order to carry on orderly development in the community.

# **ENFORCEMENT**

No code can be effective unless it is properly enforced. The adoption of a modern ordinance including penalty provisions will generally stimulate most persons to adhere to the law. However, much depends upon the Zoning Officer who must provide the necessary supervision. Without a strong and effective administration, supported by the community, it will be impossible to obtain the desired objectives expected from a zoning ordinance.

## SUGGESTED ZONING DISTRICTS FOR MYERSTOWN

A Zoning Ordinance should have the flexibility to effectively serve the municipality over a long period of time even though socio-economic conditions and development standards continue to change. The following are capsule descriptions of zoning districts proposed for Myerstown:

# Residential

A Medium-Density District which would maintain and protect similar existing neighborhood residential development.

A High-Density District permitting two-family development while maintaining existing residential areas in which attached houses are located.

A High-Density District designed to provide suitable areas for townhouse and garden-type apartment development while maintaining adequate open space with suburban characteristics.

### Commercial

A Limited Highway Commerce District allowing for strictly controlled automobile-oriented commercial uses dependent upon adequate roadway access.

A Community Shopping Center District designed to allow for the planned-unit-development of a large regionally-oriented shopping facility serving several communities.

A Central Business District designed to accommodate and maintain concentrated inter-related primary commercial activities.

A district designed to provide areas for Research and Engineering Laboratories and Administrative Offices.

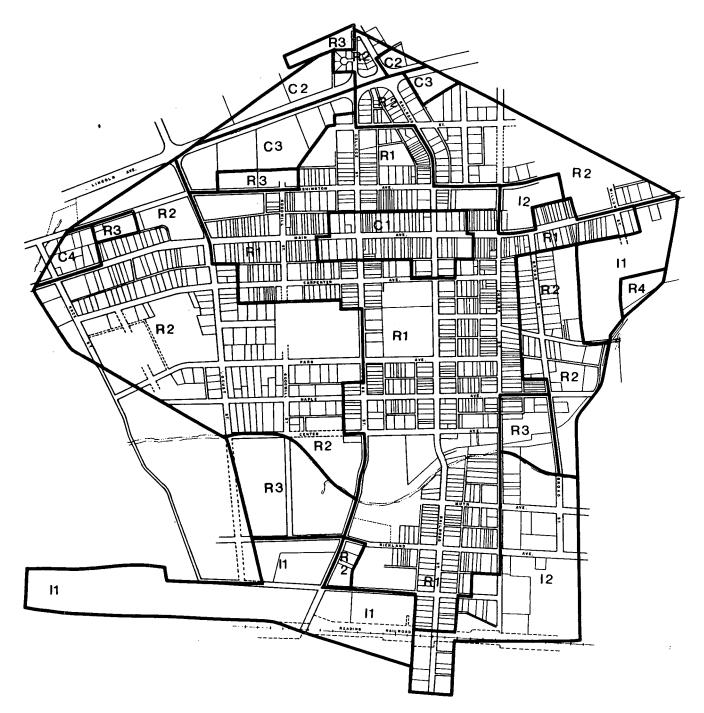
## Industrial

A district designed to accommodate General Industrial and Manufacturing uses conducted within an enclosed building.

A Limited Manufacturing district designed to encourage development free from noise, smoke, and other objectionable features.

#### 0ther

A special district for mobile home parks which sets site and individual lot limitations and provides for adequate traffic facilities within the parks.



RESIDENTIAL DISTRICTS

ONE AND TWO

R 1 FAMILY RESIDENTIAL

R 2 SINGLE FAMILY RESIDENTIAL

R3 MULTI-FAMILY RESIDENTIAL

R4 MOBILE HOME PARKS

COMMERCIAL DISTRICTS

C 1 GENERAL BUSINESS

C 2 HIGHWAY ORIENTED BUSINESS

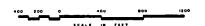
C 3 SHOPPING CENTER

C 4 GENERAL OFFICE AND RESEARCH INDUSTRIAL DISTRICTS

1 LIMITED MANUFACTURING

12 GENERAL MANUFACTURING





MYERSTOWN BOROUGH LEBANON COUNTY, PENNSYLVANIA

PROPOSED ZONING MAP

RENOMEE AND SHEPHERD PLANNING CONSULTANTS

### URBAN RENEWAL

Urban Renewal is the term used to describe the diversified efforts by localities, with the assistance of the Federal Government, for the elimination and prevention of slums and blight, whether residential or non-residential, and the removal of the factors that create slums and blighting conditions. In the Housing Act of 1949, as amended, as well as in other legislation, Congress has enacted a number of provisions which include loans, grants, technical assistance, and special mortgage insurance in urban renewal areas. Taken together they represent a "Kit of tools" making possible a partnership among local governments, private enterprise, citizens, and the Federal Government in mounting an offensive against slums and the causes of urban blight.

Urban Renewal is a local program - locally conceived, planned, and executed. It is a concerted effort by a community, through its public and private resources, to prevent and correct uban blight and decay and to set in motion long-range, planned redevelopment of both residential and non-residential neighborhoods. It has two main elements: (1) Slum prevention through neighborhood conservation and rehabilitation of structures. (2) Clearance and redevelopment of structures and neighborhoods.

Urban renewal projects within the Borough of Myerstown would be planned and carried out by the Lebanon County Redevelopment Authority in accordance with the Commonwealth of Pennsylvania Redevelopment Law.

Federal assistance is available to help the community carry out its plan when local resources alone are not adequate to do the job. To qualify for Federal assistance to an urban renewal project, a community must adopt, and have certified by the Secretary of Housing and Urban Development a Workable Program for Community Improvement, in which it commits itself to the attainment of certain objectives.

Through the requirement of a Workable Program for Community Improvement, urban renewal projects are tied to a broad and systematic effort to eliminate blight and prevent its recurrence through (1) codes and ordinances, (2) a comprehensive community plan, (3) neighborhood analyses, (4) administrative organization, (5) financing the program, (6) housing for displaced families, and (7) citizen participation.

Considering the high incidence of deterioration of both commercial and residential properties in Myerstown, it is recommended that further investigation into the possibility of utilizing this Federally aided program be investigated.

The first project should include all or part of the Borough's central business district. It is vital to the Borough's position as a small regional center that its main business district be as convenient and attractive as possible. Renewal considerations should include spot clearance and rehabilitation as well as demolition and reconstruction.

### CONTINUING PLANNING PROGRAM

Publication of the Comprehensive Plan does not mean completion of planning for Myerstown. It signifies only that preparation for future planning activity has attained a certain level. At this point, the planning policies proposed, and the codes and ordinances necessary to implement them, will have to be presented to the governing body for its consideration and for the public hearings which are requisite to the enactment of an ordinance. Public acceptance will enable the Borough to adopt the policies proposed by the Planning Commissio, to enact the ordinances, and to implement specific planning proposals.

Continuing review of specific problems and proposals forms an essential part of the planning process. Implementation of the policies contained in the plan will demand subsequent and repeated re-evaluation, addition and deletion, as circumstances alter within Myerstown. Specific plans and details of plans may be expected to alter and to improve steadily. It is the responsibility of the Planning Commission to see that they do, and that they continue to reflect established policy decisions. If particular problems cannot be solved in the light of such policies, changes or additions will be necessary in policy, and these will once again be subject to approval by the Borough Council and by the public.

In the light of the studies which have already been made, the following can be listed as specific problems demanding attention from the Planning Commission as part of the continuing planning process:

The official map of the Borough will have to be updated and the changes varified and adopted.

The proposed zoning ordinance will have to be reviewed, a public hearing held concerning its adoption, and adopted by the governing body as will the proposed changes to the subdivision regulation.

A housing code and a building code should be written and adopted.

Continuing awareness of developing trends in surrounding communities, which will have an impact on the Borough must be maintained. In particular, close contact should be maintained with the County and State Highway Departments so that the studies and proposals made in the circulation plan can be considered and implemented.

Active exploration of possibilities for inter-municipal cooperation must be undertaken, so that planning to meet regional problems can proceed on a more effective basis than that of unaided municipal effort.

Plans for acquisition of lands for public purposes, a time schedule for their improvement, and in some cases determination of possible interim uses will be a basic duty of the Planning Commission. The Planning Commission should develop an annual calendar which would establish target dates for specific planning action.

The Planning Commission should prepare very simple monthly or quarterly checklists of reports which could be provided to the Planning Commission from various departments. Of greatest significance are such records as number of building permits issued, changes in assessment data, reparcelization of land, quarterly reports on tax returns, status of bonded indebtedness, number and location of traffic violations and other matters of this nature. This data could be tabulated and analyzed as collected by the Planning Commission and thus become a matter of record.

Regularly scheduled meetings on a quarterly or semi-annual basis between the Borough Council and Planning Commission should be held to review Planning Commission activities, needs, and programs and to provide additional assistance to the governing body in screening matters of Municipal importance that should go through the Planning Commission prior to Council action.

The Planning Commission should submit a projected planning program annually, emphasizing the planning needs for the following year in light of projected Planning Commission involvement. Such annual justification in an annual report would give the Borough the necessary background material to evaluate budget needs for the Planning Commission for the coming year.

The Planning Commission and Borough Council should initiate action through the County redevelopment agency for Urban Renewal programs for Myerstown.

#### CONTINUING PLANNING PROGRAM METHODS

The Planning Commission should avail itself of professional planning help in carrying out its continuing planning program. This can be done through a number of alternate methods.

Retention of a Planning Consultant on an on-call, monthly or annual basis. The cost of such services would vary dependent upon the desired services to be performed and the amount of time involved in providing services to the community.

The Borough could consider the possibility of employing a planning staff member who would be available on a full-time or part-time basis to work with the Planning Commission and governing body. An alternate approach might be the hiring of a Planning Director in cooperation with one or more adjacent municipalities. Under such an arrangement, Myerstown would be responsible for a prorated portion of the annual budget for a Planning Office and would receive services based on a proportion of the Planner's Time.

Myerstown might consider the possibility of negotiating with the Lebanon County Planning Commission on a per diem, monthly retainer, or annual basis. The use of the County staff would, of course, be dependent upon their availability of local planning assistance work as opposed to County planning.