

A New Comprehensive Plan for the City of Lancaster



An Introduction

***Department of Housing and Community Development
City of Lancaster, Pennsylvania
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A New Comprehensive Plan for the City of Lancaster Introduction

This *Introduction* is an initial formulation of the issues Lancaster City and Lancastrians must face over the next ten years in order to remain one of America's most successful small cities. We begin by explaining why a *New Comprehensive Plan* is important, present our understanding of the emerging community consensus, set forth a series of thirteen goals, and finally outline the next steps needed to complete the *New Comprehensive Plan* in 1993. This *Introduction* is designed to set the agenda for the *New Comprehensive Plan*.

Our objective in this citizen-oriented comprehensive planning process is to produce a community plan, not a planning document satisfactory only to City Hall and professional planners. A recent article in the professional journal, *Planning* (February 1990), described the need for a "user-inviting comprehensive plan" with many citizen volunteers involved. The trend in planning, the article continues, is "toward self-help and co-production—citizens doing their own planning. The planner's responsibility will be to educate and nurture these citizen volunteers and help them achieve self-reliance." Ultimately, the credibility of the comprehensive planning process is at issue. The article on planning trends concludes: "The 'trust us' planning model will be rejected. Neither the public nor other professions will any longer accept the idea of the autocratic 'expert' planner who always claims to know what is best. Today's complex problems require negotiation, consensus building, and political awareness." "Negotiation," "consensus building" and "citizen involvement" are the basis for the proposed *New Comprehensive Plan for the City of Lancaster*.

The *New Comprehensive Plan* will be issued as a series of reports, beginning with this *Introduction*. July through September 1993 will be devoted to public presentation of draft elements, editing, and consolidation of the *New Comprehensive Plan*. Formal review by the Lancaster City and County Planning Commissions and City Council will occur October through December 1993. By the end of 1993 the new citizens plan for Lancaster should be a reality.

I

Why Do We Need a New Comprehensive Plan?

1

To Deal Successfully with the Challenges of a Changing City

The City of Lancaster is facing major challenges. Community leaders and citizenry are concerned about the rapid pace of change. Lancaster historically has been a stable community with

firm traditional values, a sturdy building stock, a strong commercial and industrial economy, well-maintained neighborhoods, and a population that for more than two centuries had a large European-American majority and a small African-American minority. Our City is now experiencing rapid social and economic change. Once the social and economic hub of a largely

rural and agricultural County, Lancaster City has become the center of a highly developed urbanized area in a County with the second highest growth rate in the Commonwealth. Furthermore, some City neighborhoods have changed significantly within one generation from largely homogenous to multicultural areas. For some Lancastrians these rapid changes have been difficult to accept. Many, however, acknowledging that we, indeed, are a "city", view these changes as an exciting challenge.

No Longer Rural?

Census Says County Among PA's Most Urban

The federal government's 1990 census says Lancaster County is one of Pennsylvania's 25 most urban counties. Number 20 to be exact. Pennsylvania has 67 counties.

According to the census, 42 are rural and 25 are urban.

In the past 20 years, the county's population has risen by about 60,000 a decade. It's Pennsylvania's second fastest growing county, second only to Bucks County of suburban Philadelphia.

Few American farm counties have the degree of industrialization that this county has.

"Lancaster County is heavily industrialized by norms for the state and nation," a Pennsylvania Department of Labor and Industry report found.

The report showed the county has 31 percent of its non-agricultural workforce in manufacturing jobs. The state has 20 percent and the country 18 percent.

Excerpts from an article by Ed Klimuska, Lancaster New Era, 6/30/92

2

To Build a Community Consensus for Lancaster's Future

Lancaster City needs a *New Comprehensive Plan* in order to build a new community consensus. What kind of city do we want to have twenty years from now and beyond? What do we want our city and neighborhoods to look like? What in our existing physical environment do we want to protect and preserve? What changes do we want? Are there certain "community values" that all people, regardless

of cultural background, should be encouraged to accept and promote? How can we assure that Lancaster City remains a successful city, where residents enjoy a positive quality of life, businesses thrive, and visitors feel welcome and safe?



To Preserve Lancaster's Positive Qualities

Lancaster has been and continues to be a successful city. Lancastrians who have participated in recent neighborhood meetings and in one-on-one interviews have exhibited a strong sense of pride and caring about their community. Many positive qualities have been identified, among them the accessibility of basic services, parks, cultural activities and employment centers; the attractiveness and historic quality of its buildings; the sense of neighborhood and neighborliness; the greenery throughout the City, including street trees and gardens; the variety of art and cultural activities; and the ethnic diversity. A comprehensive plan has as an overall goal the improvement of the quality of life. By describing the features that have made Lancaster a desirable place to live, the citizens have identified those qualities that the *New Comprehensive Plan for the City of Lancaster*, through

its policy goals, objectives and strategies, must strive to protect and enhance.



To Address Lancaster's Pressing Concerns

While Lancaster's residents and business and community leaders have identified many positives of the City, they are well aware of both real and perceived problems. As an urban center in an urban county, Lancaster is experiencing the social and economic ills of other

cities: drug-related crimes, youth violence and vandalism, homelessness and overcrowding, unemployment, litter and graffiti, and property deterioration. These problems do not permeate the entire City; however, their spread and the publicity they receive have caused serious concern among City residents and apprehension among County residents outside the City. How Lancastrians, local businesses, community and civic groups and government bodies address these issues will have a major impact on the City's future success. The comprehensive planning process will provide an opportunity for an ongoing dialogue and the development of objectives and strategies to address these concerns.

County Comprehensive Plan Gives Key Role to City

Lancaster County's *Comprehensive Plan Policy Plan*, approved January 16, 1991 emphasizes the central role of Lancaster City within Lancaster County. The *Policy Plan* sets forth the following objective:

1. Promote Lancaster City as the cultural, social and economic hub of the County.

Business, government, and citizens should work together to enhance Lancaster City as the hub of the County by ensuring a mix of cultural activities, entertainment, recreation, educational opportunities, restaurants, shops, residences and businesses.

-Lancaster County Comprehensive Plan Policy Plan, page 19.

5

To Support the Policy Recommendations of the New Lancaster County Comprehensive Plan

For over three years the Lancaster County Planning Commission has been diligently working on a new Lancaster County Comprehensive Plan in order to develop a new "vision" for the County. After numerous meetings with County residents, municipal officials, builders, farmers, environmentalists, human service providers, educators and civic leaders, the County Planning Commission has drawn forth

a consensus as to what the community envisions for Lancaster County's future.

The County *Policy Plan* presents a clear vision for the County's central city: "The City of Lancaster has re-established its role as the social, cultural, and commercial hub of the County."

The vision also describes a thriving, vibrant downtown. The Policy Plan clearly indicates that the City of Lancaster is an integral part of Lancaster County and that its health and well-being are important from a County-wide perspective.

Both the County's *Policy Plan* and *Growth Management Plan* list objectives and strategies that will protect the "sacred resources" of the County and will guide future growth in such a manner as to reduce the sprawling, consumptive land development pat-

terns of the past 45 years. The City's *New Comprehensive Plan* must complement the County's Plan. Lancaster City residents are also County residents, and the sacred resources of the County impact on the quality of life of us all. A *New Comprehensive Plan* will help support and measure the implementation, at the County level, of public policies which affect the health and vitality of the hub of the County.

6

To Meet the Requirements of Pennsylvania's Municipalities Planning Code.

Just as Lancaster City is part of Lancaster County, it is also part of the Commonwealth of Pennsylvania. In an effort to ensure that essential elements are not overlooked in municipalities' comprehensive plans, the Commonwealth has established a set of guidelines for Comprehensive Plans in the Pennsylvania Municipalities Planning Code, the state law which governs local planning activities. These guidelines include an outline of topics to be considered in a comprehensive plan, a process for the official adoption of the plan, and a requirement that the local plan be consistent with a county's Comprehensive Plan. One of the City's goals is to develop a plan which meets these guidelines. The objective is to have an officially adopted *New Comprehensive Plan* by the end of 1993.

The Challenges of Local Officials

Cities state wide struggle with similar issues. The Pennsylvania League of Cities says it well:

Municipalities have become "orphans". The state and federal governments have abandoned the partnership of government by cutting aid to communities, eliminating vital programs, imposing increasing numbers of mandates, ignoring the cries of local officials and balancing their budgets to the detriment of localities.

Despite the difficult road we travel, local officials are prepared to continue to meet the challenges. Municipalities have been the foundation of America, the level of government that provides for the daily needs of its citizens. A sense of state and community is destroyed without these vital core areas — the centers for culture, education, employment and opportunity.

*Pennsylvania State of the Cities Report,
March 1992, Pennsylvania League of Cities, p. 1.*

II

An Emerging Community Consensus: The Citizens' Agenda

As a result of the citizen participation process, priorities for future planning and decision-making have emerged. The common vision shared by Lancaster's adults and youths will serve as a guide to develop the *New Comprehensive Plan*. The priorities identified by citizens and community leaders have helped to set the agenda for the *New Comprehensive Plan*.

1

Neighborhood Enhancement

1. Neighborhood associations, both formal and informal, should be encouraged. Neighbors talking to each other, looking out for one another's interests and participating in social activities make city living enjoyable for many people. Contrary to many suburban communities where neighbors have limited contact

A Year of Citizen Participation

On June 25, 1991, the Lancaster City Council endorsed *A Blueprint for a Comprehensive Plan*. The Blueprint described the purpose and importance of comprehensive planning and described a year-long citizen participation process. Since that time, staff members of the City's Department of Housing and Community Development have conducted numerous interviews with community, business, education and government leaders. Informal surveys were administered to members of the Lancaster City Planning Commission, Lancaster County Planning Commission, and Lancaster Chamber of Commerce and Industry Growth Management Steering Committee. From December 1991 through April 1992, 68 neighborhood meetings, attended by a total of 631 individuals, were conducted throughout the City. Finally 200 McCaskey High School students responded to a questionnaire about their city in May of 1992.

On April 29, 1992, Columbia University presented their findings at a public meeting attended by 75 persons. Approximately 400 copies of the Columbia Report were distributed.

In an effort to keep citizens fully informed, the City of Lancaster has published two editions of *City Visions*, a newsletter focusing on the *New Comprehensive Plan*. About 28,000 copies of each edition of the newsletter were mailed to city households.

A first draft of this *Introduction to the New Comprehensive Plan for the City of Lancaster* was presented at a public meeting on July 23, 1992. Approximately 600 copies of the first draft were distributed. This current draft reflects comments received at that meeting, at a Planning Commission meeting on August 19, 1992, as well as citizen response to the first draft.

with each other, the closeness of urban living often contributes to neighborliness.

2. Property maintenance not only improves and protects the stability of neighborhoods but, throughout most of Lancaster City, preserves the historic character of neighborhoods and contributes to their attractiveness and livability. Strengthening code enforcement and providing financial incentives and assistance to property owners will promote property maintenance. Adherence to design standards that protect the architectural integrity of older buildings should be encouraged. When houses become vacant and boarded up, priority should be given to rehabilitating them and returning them to the housing

market. Since 53 percent of City housing units are renter-occupied, special emphasis should be focused on the condition of rental properties.

3. Home ownership is viewed by many as a primary tool for increasing neighborhood stability. When people have an investment in their home, they usually take greater care of its condition and appearance, as well as the condition of their entire block. Not every individual or family is able to or wishes to become a home owner; however, families able to pay more than \$500 a month for rent are candidates for home ownership. Residents of the City recognize the need for rental properties but think that most of a block should be owner-

occupied to ensure stability. Financial institutions play a key role. Also important are for-profit developers, nonprofit housing corporations, and government agencies. All should support programs that encourage new home ownership and enable existing owners to keep their properties. Programs and regulations that promote affordable home ownership should be strengthened.

4. Single-family occupancy is generally preferred over apartment dwellings in most neighborhoods. If home ownership is not possible, residents prefer single family rentals over apartments, since they feel the impact on parking and neighborhood character can be negatively affected by multifamily dwellings. At the same time senior citizens remarked that owning and occupying a two-family dwelling provided the income which permitted them to retain and maintain their property. A re-evaluation of local zoning laws in regard to the issue of new and conversion apartments should occur.

5. Neighborhood appearance includes more than the condition of buildings. Street trees, sidewalk planting areas, front yard gardens and flower boxes enhance the neighborhood character, while accumulations of trash, litter and graffiti reflect neighborhood decline. Neighborhood beautification programs on a block-by-block basis should be encouraged. Neighborhood associations should recruit young people in efforts to keep the sidewalks and

What do Neighbors Want?

200 Block of Vine Street

Some city residents hope to turn the troublesome 200 block of West Vine Street into a "role model" by standing up against lawbreakers and cleaning up their homes.

So began an article in the Lancaster New Era on efforts by residents of that block to turn their neighborhood around. The article continued:

First, residents will be responsible for keeping their own homes clean and demanding signed leases from landlords...

Second, drug buying and selling, prostitution, loitering, trespassing and "unsuitable noise" in the night will not be tolerated by residents.

Janet Kelly, Lancaster New Era, 6/30/92

gutters free of litter and the buildings free of graffiti. More aggressive enforcement of the existing trash and recycling ordinance should occur to assure that every dwelling has trash collection service. Absentee owners should participate in neighborhood beautification projects since the value of their own properties can be enhanced.

6. **Neighborhood grocery stores** are viewed as a plus by some City residents, who enjoy being able to walk to the store for milk or bread. In particular, the accessibility of neighborhood grocery stores was a positive quality mentioned frequently by the McCaskey students. A re-evaluation of existing zoning laws should occur to determine if obstacles to neighborhood stores exist.



Public Safety

1. **Drug use and drug-related crimes** are perceived by both adults and youths as Lancaster's number one problem. Drug addiction—whether illegal drugs, prescription or over-the-counter drugs, or alcohol—is often caused by people's desire to escape from life's unpleasant circumstances. Poverty, dysfunctional families, racism, unemployment, substandard living conditions, health deficiencies, or other social ills are contributing factors. Eventually the drug addiction itself be-

comes a factor that exacerbates already existing problems and causes other behavioral disorders, such as violence and criminal activity. It is estimated that at least 65 percent of crimes committed in Lancaster are drug-related in varying degrees. Burglaries, robberies, gang violence, domestic violence, auto theft, assault and battery are among the drug-related crimes that occur. A concerted effort on the part of human service providers, families, schools, churches, govern-

ment, businesses and community organizations to address the causes of drug addiction is necessary.

2. **Police protection** is a top priority of local community leaders and city residents. The plea for more foot patrols was heard throughout the City. Many residents no longer feel safe walking through the City after dark, and a greater police presence would improve their perception of safety. The Community Policing Program initiated in 1992, which

What do Neighbors Want?

Shippen-Orange Street Coalition

In November 1991, the Shippen-Orange Street Coalition submitted a ten point plan to City Council. Three of their ten points are:

A. *Examine the process whereby the Police Department fights crime, including response methods, use of walking/bicycle patrols and dogs, back up procedures, officer administrative workload, crime reporting practices, transmission coding, and the use of community watch groups;*

B. *Develop, enact, and enforce new laws that make parents responsible in all respects for crimes committed by their underage children and release the names of underage criminals;*

C. *Develop and enact stronger zoning regulations that encourage absentee landlords to maintain their properties in the best possible condition, to be responsible for maintaining the area in a litter-free manner, and to be responsible for preventing their occupants from using the property as a base for criminal activities.*

Shippen-Orange Street Coalition, Proposed Ten-Point Plan, November 12, 1991

AN EMERGING COMMUNITY CONSENSUS: THE CITIZENS' AGENDA

established a satellite police office at the Spanish American Civic Association and provides foot patrols in a 10-block neighborhood in the southeast area, should be continued and expanded. The Spanish-language and multicultural education program offered to Community Policing officers should be offered

to other members of the Police force, who must deal with people from a variety of ethnic backgrounds on an ongoing basis.

3. Youth gangs and violence are growing concerns throughout the County and have led to the formation of the County-wide Youth Violence Council of Lancaster. With 50 percent of

children within the School District of Lancaster residing in single-parent households and homelessness among children increasing, many children have a life-style which is conducive to gang involvement. The schools—in concert with families, churches, recreational agencies, and community organizations—should provide positive educational and recreational opportunities for young people and should provide the esteem, support and sense of belonging that youths seek from gangs.

4. Street lighting in many neighborhoods was considered to be inadequate. In the summer months, particularly, walking on uneven sidewalks where there are numerous mature street trees can be hazardous since the leaves block the light. Also, pedestrians have a greater sense of danger in poorly lit areas. Among the positive actions that should be explored to improve this situation are the erection of additional street lights, thinning the canopy of trees, and the lighting of porch or exterior wall lights by residents.

What do Neighbors Want?

South Lime Street Association

A neighborhood association centered around the first block of South Lime Street, the South Lime Street Association recently developed a set of principles and standards. Among the goals of the Association are some selected statements:

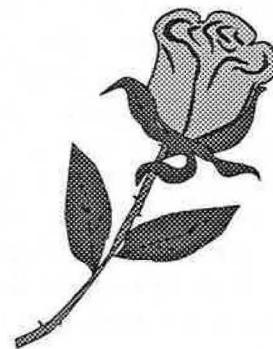
3. The residents and property owners will cooperatively monitor compliance with city codes and ordinances and work through appropriate channels to have violations corrected...

4. The residents and property owners on South Lime Street and adjacent environs will be advocates to support the City... and the County... to change existing northbound traffic patterns, enforce noise and litter ordinances, provide crime prevention and protection of persons and property and all such ordinances and... programs that will have a positive impact on the quality of life of a city neighborhood.

6. All residents shall strive to work cooperatively to maintain open and friendly relationships and communication with their neighbors.

7. A neighborhood requires that its residents have a mutual respect for its neighbors related to noise, conduct of activities, litter and a positive attitude and respect for one's neighbor as a person and fellow human being.

A Statement of Purpose of the South Lime Street Association, July 1992





Economic Development

1. The vitality of the Downtown is a major concern. Many residents and community leaders view the Downtown as the hub of the City and the County as a whole. The importance of the Downtown as the social, cultural and economic hub of the County was also pointed out by the

Lancaster County Planning Commission in the Policy Plan of the new County Comprehensive Plan. The Downtown has evolved over time from a retail center to a commercial/cultural center, although retail is still viewed as a crucial element in the Downtown fabric. During the neighborhood meetings in January and February, many residents emphasized the status of Central Market and Watt and Shand as the most important commercial entities in center city and as the keys to a vital Downtown economy. The change in ownership of Watt and

Shand to the Bon Ton has caused many downtown advocates to wonder about the future commitment of the Bon Ton to the downtown location. Signs of new vitality are emerging. New restaurants have become immediately successful and other retail shops have thriving businesses. The Brunswick Hotel has been revitalized, and new businesses are filling vacated commercial space. Every effort must be made to promote the Downtown as a commercial and cultural hub.

2. Employment opportunities for unemployed and underemployed

Columbia University's Issues for Lancaster

On January 25, 1992, seventeen graduate students enrolled in the Columbia University Graduate School of Architecture, Planning, and Preservation, travelled to Lancaster to begin their Spring 1992 Urban Planning Studio. The students were charged with the task of defining and clarifying those issues facing Lancaster City that are important to a broad range of residents and that should be addressed by the *New Comprehensive Plan*. The students were divided into four teams to study issues in the following categories: Institutions and the Political Process; Economic Issues; Social Issues; and Physical Planning Issues.

The 100-page report, entitled *Issues for Lancaster: A Preface to the Comprehensive Plan*, presents a detailed description of issues that the students formulated based on their interviews with numerous individuals in the community, from their review of various studies, plans and reports, and from U.S. Census data. The report also presents policy suggestions for each of the issues that have been identified.

Issues for Lancaster sets this priority for the *New Comprehensive Plan*:

In Lancaster today, social issues have assumed prominence, and the New Comprehensive Plan must confront them directly... The social issues have deep roots in Lancaster: shifting patterns of income distribution and population change... While the unemployment rate in the City is just a few points higher than the rate of the County as a whole, the average income in the County is 25% higher than in the City. Clearly the New Comprehensive Plan must address the complex connections between social conditions in the City and underlying economic circumstances.

Issues For Lancaster: A Preface to the Comprehensive Plan, June 1992, p. 41.

adults as well as summer and part-time employment for teens is an ongoing concern. The frequency with which the lack of jobs was mentioned by the McCaskey students sends a clear message to business and government leaders: hire teens. The overall City unemployment rate has traditionally been 2.5 to 3.0 percent higher than that of the entire County, and unemployment among African-American and Latino residents has always been higher than that of the total City unemployment rate. Existing public and private efforts to develop new businesses and to expand existing ones in the City and to improve access to jobs elsewhere in Lancaster County must be continued and strengthened.

3. Education is a key factor in creating the workforce that employers demand. The School District of Lancaster, through its Partners-in-Education Program, has fostered interaction between the business community and the classroom. Public schools not only educate future workers but also future leaders. Ongoing interaction between the community and its schools is necessary. It is interesting to note that the City's schools ranked as one of the top ten positives of Lancaster in the high school survey, while many adults commented that the schools or perception of the schools was a negative element that might cause families to move out of Lancaster. Because only 27 percent of all households in

the School District of Lancaster have children attending public schools, the awareness of the community at large about matters involving the educational system is not as great as it should be. National reports have linked the state of the American economy to the quality of education; this linkage also must be made at the local level. The public school system should be viewed as a key player contributing to the overall well-being of the community.

4. The tax base of the City is enhanced by economic development activity. While few residents cited the limited tax base of the City as a problem, many residents called for public expenditures, e.g., more foot patrols,

Human Investment a Nationwide Issue

Cities nationwide are faced with the issues seen in Lancaster. The United States Conference of Mayors identifies investment in people as one of the key issues nationwide:

For America's cities, the decade of the 90's represents an era of significant change. Change is required to balance diminishing resources, deteriorating infrastructures and escalating human service needs. For many, our cities still represent a promise of hope and prosperity. It is that shared vision for an improved "quality of life" which encourages Mayors to continue to seek new opportunities and solutions to the many issues confronting our cities.

For Mayors, the challenge now is "managing change"—to bring about government efficiencies and creative solutions. In many cases "managing change" means that entire systems need to be reconstructed, new missions and policies have to be developed, and organizations must rethink how they do business. These types of systemic changes are often within bureaucracies rooted in "doing business as usual." But, as daunting as this task may be, Mayors are keenly aware that both the individuals who live in their cities and those who do business in their cities depend on them for a healthy, safe and productive environment.

*Mayors and Employment and Training: Partners in Human Investment,
US Conference of Mayors, 1992, p. 1*

more housing code enforcement, more street lights, that are funded through general tax revenues. Therefore, ongoing efforts to promote economic development must continue, and emphasis should be placed on business and job development.

4

Transportation

1. Walking is a common and appreciated form of travel in Lancaster City. Indeed, the accessibility of Lancaster and its "walkability" was the most often mentioned positive feature of the City. City residents frequently walk to work, to school, to shopping areas, to church, to cultural or social activities, or simply stroll for pleasure. In order to enhance the activity of walking on sidewalks, property owners should be encouraged to plant street trees and front yard gardens and to install flower boxes and planters. They also should be required to repair broken sidewalks that could create a hazard. Land development regulations should be amended to require sidewalks in all areas where pedestrian activity will occur. So that persons who travel by wheelchair will enjoy the pedestrian nature of the city, gradual installation of curb

cuts throughout the City also should occur.

2. Parking ranked second to crime and drugs as a City problem, and in some neighborhoods it was perceived as a greater problem than drugs. The issue has two major components: (1) the perception of inadequate parking in the Downtown, and (2) the actual inadequacy of parking in residential areas. City residents recognize that there are ample parking spaces in the garages and parking lots in the central business district and that most complaints are registered by people who do not want to pay parking fees. They also realize that residents are aggravating the neighborhood parking problem themselves by having more than one car per household parked on the street. A frequent complaint heard in many neighborhoods was the hazard created by vehicles parked too close to intersections, causing serious visibility problems for drivers. Vans more so than automobiles were cited as a problem. Efforts to promote mass transit, car pooling, bicycling and walking as forms of commuting should continue and should be strengthened by employer incentives and public policies and expenditures.

3. Traffic issues include traffic congestion on City streets, traffic violations, noise and air pollution, the conflicts between vehicles and pedestrians, and the detrimental impact of heavy traffic on residential areas and property values. City residents concerned about the negative im-

pacts of high traffic speed and volume suggested a return to the two-way street system that existed in the City years ago. They also advocated more aggressive enforcement of speeding violations.

Since the first Model T, Americans have had a love affair with their private automobiles, and Lancastrians are no different. Regional transportation planning has focused on improvements to road systems rather than expansion of mass transit and car and van pooling programs. Much of the traffic on City streets is comprised of commuters from other areas and is evidence of suburban land development patterns that are completely dependent on private automobile transportation. Regional transportation planning should support land use policies that promote development patterns which minimize the need for driving and assure access to convenient public transportation. Ongoing education to promote mass transit and car pooling should occur.



5

Quality of Life

1. Architecture/Historic Quality ranks high on the list of Lancaster City's positive qualities as identified in our neighborhood meetings. Recognizing the importance that the City's architecture has in defining the character of Lancaster, the City engaged the Historic Preservation Trust of Lancaster County to develop an historic preservation plan. The completed report, *Preserving Community Character*, points out that "the character of a community, its distinctive identity, is defined by its physical, cultural and social qualities."

2. Ethnic diversity was frequently mentioned as a positive characteristic of the City and

multiculturalism is appreciated as an important quality of urban life. The annual Celebration of Cultures and the School District of Lancaster's emerging Multicultural Enrichment Center recognize the value of our multicultural population and promote the sharing of various cultural aspects, such as food, music, dance, and art. The School District population, which includes children from 62 countries, reflects the ethnic diversity of the community as a whole. Efforts should be made to assure that persons from all ethnic backgrounds participate in planning and implementation activities designed to improve their immediate neighborhoods as well as the larger community.

3. Parks and recreation are high priorities among the City's youths. The quality of the City's public parks has been praised by adult residents and young people alike. Implementation of the re-

cently developed *Park and Recreation Plan* will assure continued improvement of the community's parks and recreational facilities and will address suggestions made by residents during the Park Plan development process.

4. South Sewage Treatment Plant odors continue to be objectionable to southwest area residents. While significant strides have been made in reducing the strength of the odors the sewage treatment plant emits, complaints continued to be registered. The City should continue its efforts to address this quality of life issue.

"The Living City"

Too many people see new construction and automatically assume that things must be either good or getting better. Nothing could be automatically further from the truth.

At a minimum, one should recognize revitalization by small signs—fresh paint, a new roof or new windows, or other recent exterior improvements indicating property investment. Well-tended landscaping or flower pots reflect the care of residents. Social activity on the street—children playing, neighbors talking, the elderly sitting—reflects the critical sense of community. Local stores doing business demonstrate some degree of economic strength. These signs, and others not readily or quickly visible, reflect resident interest and confidence in their neighborhood.

Roberta Brandes Gratz, *The Living City*, Simon and Schuster, 1989, p.57.

Recent Intelligencer-Journal Editorial

Reaffirming a Belief

Columbia U. Study Spells Out Direction for City

As studies go, a Columbia University report on recommendations for Lancaster City did not plow much ground. But it did reaffirm a common belief about a municipality that is struggling with its social, ethnic, cultural and financial diversity. That is, if Lancaster City is to move forward, it must involve all residents in the decision-making process. That means vesting minorities, who now make up more than a third of the city's population, with a greater responsibility and increasing their economic opportunities.

That idea has been kicking around for some time, as Eric Hinderliter, city director of housing and community development, noted. But the fact that 17 Columbia University students could grasp in 13 weeks what some members of this community have failed to grasp for years underlines the importance of turning words into action. The students acknowledge that Lancaster's cultural and ethnic diversity may make it more difficult to achieve a consensus but they rightly point out that to neglect a segment of the community condemns any comprehensive plan for the future to the scrap heap.

In March 1991, the Downtown Task Force arrived at a plan to revive downtown. Somewhere in the bowels of that recommendation was a suggestion that minority issues be addressed.

In fact, minority issues must play a major part in the revival of downtown. Minority business development incentives must be created. Politicians and business leaders need to do more than create room for minority businesses, they must welcome them.

The students endorse the Downtown Investment District as a way to help to attract shoppers. But if the DID is to represent all Lancaster City businesses, it, too, needs minority membership on its board.

Other items in the report that we find especially noteworthy include:

- Subsidized housing should be more equitably distributed not only throughout the city but throughout the county; and*
- The election of city council representatives by district rather than on a city-wide basis.*

These suggestions provide food for thought. If the recommendations provide a forum for discussion, so much the better.

Lancaster City remains the hub of activity for this county and this region. The recommendations put forth in this report can enhance the city, make it economically stronger and improve the quality of life for those who live and work here.

Talking about these issues is nothing new. It is time to act upon them

Editorial, Lancaster Intelligencer-Journal, 7/2/92.

III

Agenda for the New Comprehensive Plan for the City of Lancaster

Based on our discussions with hundreds of City residents and community leaders, together with our study of a variety of planning studies and issue statements, we have reframed the emerging community consensus into a set of thirteen broad goals which will provide the framework upon which the *New Comprehensive Plan* will be built.

Suggestions received at the July 23, 1992 Public Meeting on the draft *Introduction* and the August 19, 1992 meeting of the Lancaster Planning Commission, have been reflected here. A *Citizens' Questionnaire* was distributed with the July draft. Many valuable comments were made by those who returned the *Questionnaire*, and those comments have been incorporated in the present revision.

The agenda as presented here describes issues that affect the entire community. Lancaster City as a municipality has little or no direct responsibility or power to create change in some of these areas, such as education, social services, youth

and families and other areas. These items, however, are included as they have a direct affect on City residents, are seen as important to the welfare of the City as a whole, and represent the citizens' priorities of 1992. It is hoped that the emphasis put on those areas will encourage other levels of government and other organizations with more responsibility in the particular areas to work with the City in achieving our common goals.

The agenda as listed here is in no particular order. A more specific ranking of the Community Agenda is a task that will occur as the *New Comprehensive Plan for the City of Lancaster* progresses. An initial ranking of priorities has emerged from the responses to the *Citizens' Questionnaire*. The questions on the *Questionnaire* appear on page 18 and the chart on page 19 shows a tabulation of responses received. Further refinement of the agenda, as well as the development of specific action plans, will occur as we proceed with the next phases of plan development.



The Community Agenda

1. Public Participation
2. A New Community Identity
3. Public Safety
4. City Services and Facilities
5. Economic Development/Entrepreneurship
6. Jobs and Education
7. Regulations: Zoning, Historic Preservation, Urban Design
8. Housing Preservation/ Ownership Expansion
9. Social Service Coordination
10. Neighborhood Enhancement
11. Transit, Transportation, Parking
12. Intergovernmental Cooperation
13. Youth and Families

Citizen Responses

A Comprehensive Plan must have a strong element of citizen input in order to build a consensus on the needs of Lancaster City. From December 1991 through May of 1992, the Department of Housing and Community Development sought ideas from the community on the planning issues that are important to our community. Based on what we heard in the community, we developed the first draft of this document. When we distributed that draft in July of 1992, we asked the readers to fill out a survey form (shown below), letting us know their reactions to the draft. As of this writing, we have received and compiled 60 responses. Some readers offered valuable suggestions, which we appreciate. By and large, those responding felt we had identified their primary concerns.

We also asked the readers to rank the goals in order of importance to the reader. Those responses are presented in the chart on the opposite page and help us see what areas are of the greatest concern. It should not be surprising to anyone familiar with Lancaster that the top three concerns are: (1) economic development; (2) jobs and education; and (3) public safety.

We want to again thank those who took the time to complete and return the questionnaire.

The Citizens' Questionnaire

1. Of the 13 Community Goals listed in the Introduction, which are the most important? (Rank the following from 1 to 13, number 1 being the most important.)

Public Participation
Community Identity
Public Safety
City Services
Economic Development
Jobs and Education
Regulations

Social Services
Neighborhood Enhancement
Transportation
Intergovernmental Cooperation
Youth and Families
Housing Preservation

2. What is your overall reaction to the Draft Introduction?

The Introduction has adequately identified the major issues facing Lancaster City and has identified the goals the New Comprehensive Plan must address.

The Introduction has missed a number of important issues and/or goals. These are:

Do you have any general comments on the Comprehensive Plan process to date or in the future?

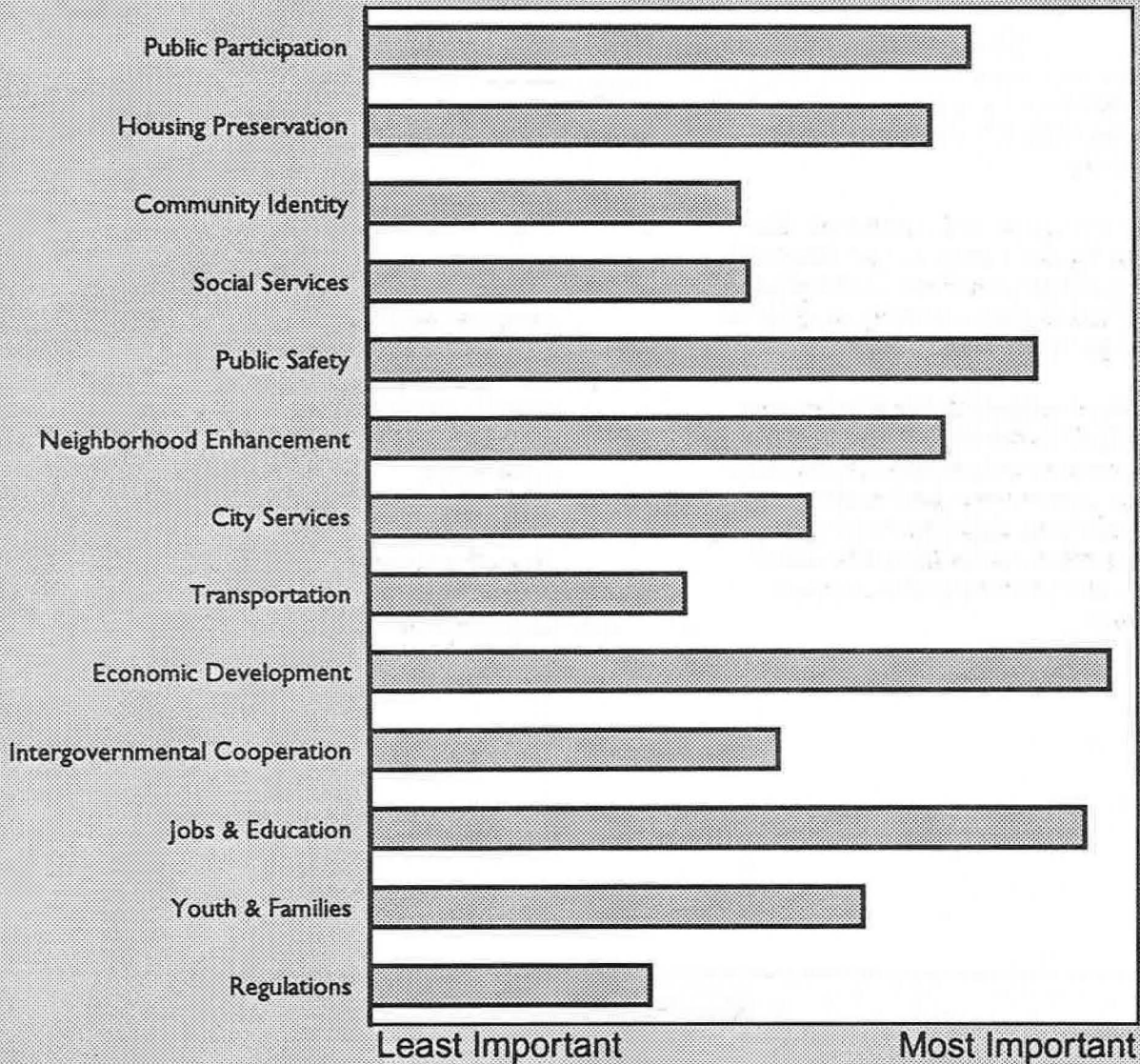
3. Please indicate how you would like to participate in the Comprehensive Plan process:

Serving on a Task Force
Attending future public meetings
Helping to set up neighborhood meetings
Other

4. Of the 13 goals listed, I am most interested in the following (list three):

5. If you wish to be a part of a task force, please give your area of interest and list your name, address, and daytime telephone number.

Lancaster Rates Goal Importance



Data based on 60 Citizens' Questionnaires returned between July 23 and September 8, 1992.

1 Public Participation

To assure that people of all racial and ethnic backgrounds participate in the planning and decision-making process

Facts

Government structures do not statistically represent the City's demographic diversity

Despite many dedicated volunteers, the general public does not get involved in significant numbers in the planning and decision-making process of local government

The County Comprehensive Plan recommends that municipalities establish programs to ensure that all members of the community can become involved in the decision-making processes which will ultimately affect them and the future of Lancaster County

Public Perceptions

Government is not perceived as sensitive to the needs of minorities

Government is perceived to be inaccessible

Low-income residents and minorities feel excluded from decision-making

Elected officials and administration express frustration that their efforts to increase participation are not being recognized

"Too much" public participation slows down the decision-making process

Retired citizens are not sufficiently encouraged to serve on boards and committees

Key Issues

"Rules of the game" need to be fair and well understood for public participation to be effective.

The public needs to be educated about the decision-making process in order to participate.

There are many techniques to provide the public participation—surveys, hearings, task forces, etc.—each with different outcomes.



Develop a New Community Identity

To build a new community identity which will preserve and strengthen that community character which has made Lancaster City a successful small city

Facts

20.6% of city residents are Hispanic

There has been an increase of 75% from 1980-1990 in the number of Hispanics in the City

12.2% of City residents are African-Americans, an increase of 35% since 1980

The County Comprehensive Plan has a community identity goal entitled "community character"

The City is called the "hub" of the County in the County Comprehensive Plan

Public Perceptions

Many City residents are unaware of the major demographic changes that have occurred in recent decades

The City's role is changing

Urban sprawl and the growth of suburban areas have diminished the importance of the City of Lancaster

Lancaster City and Lancaster County are classified as "urban" by the federal government, but the image of the County is one of a rural area

Key Issues

"Community Identity" is a vague topic yet one of great importance. Community Identity fosters respect and appreciation for cultural groups, creates a sense of belonging and community for all who live in this special place.

3 Public Safety

To develop better methods to increase the public safety within local budget constraints

Facts

- The City has authorized 127 sworn police officers and 110 firefighters
- There were 8 homicides in the 1991, but one to date (July 1992)
- Approximately 50-75% of all crime committed in the City is estimated to be drug related
- Arrests for drug violations increased 247% in 1991
- "Community Policing" was instituted in 1992 in the Southeast portion of the City
- Lancaster City remains one of the safest cities in the U.S.
- The Downtown Investment District recently contracted for foot patrols downtown

Public Perceptions

- There has been a drastic increase in crime, especially drug related
- The streets in the City are unsafe
- Police response times are too slow
- Youth gangs are on the rise
- More foot patrols are needed
- More street lighting is needed
- Minority representation in Police and Fire Bureaus is weak
- Senior citizens are targets of criminal activity
- Public safety is not exclusively a police matter

Key Issues

- Methods to pay for police services are a key concern among officials.
- The effectiveness of "Community Policing" efforts should be examined.
- The role of Crime-Watch and citizen based anti-crime efforts (DADD's, SOD, Town Watch, Crime Watch) should be defined.
- Intergovernmental cooperation among law enforcement agencies should be increased.
- Minority recruitment and retention efforts such as the Cadet Program should increase.

4 City Services and Facilities

To develop a better balance between the demand for local government services and the taxpayers ability and willingness to pay for services

Facts

The City of Lancaster has the only full-time paid fire department in Lancaster County

The City has a stagnant real estate tax base

25% of the assessed value of properties in the City is exempt from real estate taxes

The archaic system of local taxation in Pennsylvania limits the City's ability to collect funds needed to provide City services

Many residents complain about the long response time when requesting police assistance

Public Perceptions

Residents perceive that the City is not trying hard enough to solve problems

Many residents feel City services such as street sweeping and plowing are not sufficient

Public safety is the key city service

Many residents consider the present trash collection approach in the City to be expensive and inefficient

Key Issues

The role of special services districts such as the Lancaster Downtown Investment District Authority should be examined.

The limited ability of the City to raise local revenue is a key constraint on services.

Intergovernmental transfers (grants) are generally not available for traditional city services such as police, fire, and public works.

The City's role in providing social support services to its citizens should be defined.

Lancaster City's recently completed *Parks and Recreation Plan* should be studied and integrated into the *New Comprehensive Plan*.



Economic Development and Entrepreneurship

To promote economic development, business ownership and employment opportunities

Facts

Economic development impacts the tax base of the city which affects its ability to provide needed services

Nationally, one of 10 Korean-Americans owns a business; one of 15 whites; only one of 67 African-Americans owns a business

The City of Lancaster has the most manufacturing firms of any municipality in the County (137 of the 821 total)

Of the 100 largest employers in the County, 29 are located in the City; of those 29, 12 are manufacturing firms

Public Perceptions

Small businesses need assistance

Downtown is losing vitality

The success of department stores in downtown is critical to the vitality of downtown

The City should offer assistance to create and retain minority businesses

The City's manufacturing and industrial base must be preserved

The downtown has evolved from a retail center to a commercial/cultural center

"Mentorship" efforts are appropriate techniques to spur entrepreneurial efforts

Key Issues

Previous and ongoing economic development studies, such as *Pride and Promise (1990)*, and the *Community Economic Revitalization Plan (CERP) (1992)*, must be studied and integrated into the *New Comprehensive Plan*.

Coordination among economic development agencies such as the City, the Economic Development Corporation, the Lancaster Industrial Development Authority, and other agencies should be examined. New economic development techniques such as Tax Incentive Financing Districts may be appropriate.



Jobs and Education

To assure the provision of quality jobs for City residents

Facts

The unemployment rate for April 1992 was 8.5% for the City; 5.7% for the County; and 7.9% for the State. African-American and Latino unemployment rates are even higher

Annual salaries in the City in 1990 averaged \$21,850, below the national average of \$24,675

340 secondary students dropped out of Lancaster City schools in 1990-91, a drop-out rate of 8.66%

In 1991, City SAT scores increased in both math and verbal. The verbal score was 413, the math score was 462. National averages are 422 in verbal and 474 in math

With knowledge doubling every five years and with technological advances eliminating manual labor, the worker of the 1990's will have to retrain every five to seven years to acquire skills to fill newly emerging occupations

Public Perceptions

Opinions differ on whether the School District of Lancaster adequately addresses the needs of minority students

Students are not taught discipline and respect in school

The City needs to retain and create new jobs, especially for minorities

The highest paying jobs are leaving Lancaster City and Lancaster County as are many talented young people

Good jobs require a college degree

Vo-tech schools are "inaccessible" to minority youth

More job opportunities for senior citizens are necessary

Key Issues

The *Strategic Plan* of the School District of Lancaster should be studied as part of the *New Comprehensive Plan*.

Plans of educational and training ventures such as the Private Industry Council, LETA, Vo-tech, and Lancaster County Campus of Harrisburg Area Community College should be examined and encouraged.

America 2000 sets national educational goals; the Chamber of Commerce has a "Youth Employment Pact" and recently set County educational goals as an *America 2000 Community*.

The School District of Lancaster has several programs to link schools and employers.



Regulations: Zoning, Historic Preservation, Urban Design

To protect and enhance the City's physical attractiveness and historic quality while allowing for reasonable growth and development

Facts

- There are five historic districts with 952 properties in the City
- Most of Lancaster City is eligible to be placed on the National Register of Historic Places
- The City's Zoning Ordinance provides for many mixed uses
- PA State law limits the ability of the City to regulate urban design
- The Exterior Commercial Property Review Committee (ECPRC) functions as an informal design process for the downtown
- The purpose of regulations is to preserve and protect the built environment
- The City has adopted the following "model" national codes: BOCA Building Code; Uniform Plumbing Code; NFPA Fire Codes; National Electric Code

Public Perceptions

- Zoning presents an obstacle to development
- The Historic Architectural Review Board (HARB) process is cumbersome and requires expensive replacements
- Zoning doesn't allow sufficient mixed uses
- Many regulations infringe on private property rights
- "Design controls" require a high degree of community consensus, which does not exist presently in Lancaster
- Preserving existing land presently zoned "industrial" is vital to the City's future
- The 1991 *Downtown Task Force* report called the approval process more burdensome than it needed to be and recommended a review of the current process in the City

Key Issues

The recommendations in the 1992 *Plan for Preserving Community Character* prepared for the City by the Historic Preservation Trust of Lancaster and the 1991 *Downtown Task Force Final Report* should be considered.



Housing Preservation/Ownership Expansion

To assure that quality housing exists for residents in all income levels and to promote pride in ownership

Facts

- The City has 21,189 housing units: 10,001 home owner; 11,188 renter
- 47% of all City residents own their own home, compared to 63.9% nationally
- The median home price in 1990 was \$59,200
- 32% of African-Americans own their own home, 22% of all Hispanics in the City own their own home
- Mortgage approval rates for minorities lag behind the approval rates for whites
- 62.5% of all housing was constructed before 1940
- The City has a small number of abandoned housing compared to other cities in Pennsylvania
- The County Comprehensive Plan sets goals for "regional fair share" housing
- Home owners with limited incomes are unable to afford basic home maintenance and repair costs

Public Perceptions

- Too many renters in the City
- Not enough affordable housing units
- The City has all the shelters for the homeless
- The City has unequal distribution of subsidized housing when compared to the County as a whole
- More home ownership is seen as the solution to many problems
- The perception of the City as the location of last choice among realtors and home buyers is growing
- More public money for housing should be available
- The City has no policy to promote middle income housing
- More systematic code enforcement is needed
- The supply of accessible housing is inadequate

Key Issues

Existing housing planning efforts such as the joint City-County Housing Task Force *Report* (1992) and the *Lancaster Consolidated Comprehensive Housing Affordability Strategy (CHAS)* (1991) should be examined and strengthened. Lancaster County is presently preparing a County-wide housing plan as part of the County's Comprehensive Plan.

Lending institutions and lending practices have a profound impact on the availability of housing loans in the City.

The concept of a "fair share" housing—a better distribution of lower income housing through all 60 municipalities in Lancaster County—should be strengthened.



Social Service Coordination

To assure that all residents in need of support services receive necessary assistance

Facts

Social service agencies are primarily located in the City

Social service providers are overburdened; for example, the Department of Public Welfare has had a 30% increase in clients yet no increase in staff

Under State law, the County handles the majority of social service funding

Senior citizens on fixed incomes have difficulty handling basic needs

According to the Columbia University report, *Issues for Lancaster*, the City houses a disproportionate share of "needy populations"

Public Perceptions

Minorities feel they are "slipping through the cracks" of the social service network

Minorities are perceived to be the major users of the social services

Coordination between social service agencies needs to be improved

Social service agencies are perceived to be supported solely through taxes

"Outsiders" are perceived to be causing the increase in demand for social services

The City has no role in social service planning, yet the City is adversely affected by the concentration of needy populations in the City

Key Issues

Existing efforts to develop integrated social services such as the Danforth Foundation-supported "Youth Services Institute", a joint effort of the School District of Lancaster, the County, the City and private social service agencies, should be examined and strengthened.

The United Way of Lancaster has sponsored several social service planning efforts: *Planning Perspectives 1989-1990*; *Analysis of Community Health and Human Service Needs* (1991); and *Creating a Community Health Agenda* (together with Lancaster General Hospital) (1991).

County of Lancaster participation will be critical to further defining how social services are delivered in the City and County.

10 Neighborhood Enhancement

To strengthen neighborhoods and to make all neighborhoods desirable, safe places to live

Facts

There has been an increase in the formation of neighborhood associations and an increase in their involvement in planning and public decision-making

Residents rate the importance of "good neighbors" very highly during neighborhood meetings

Neighborhoods have expressed a strong desire to work together to resolve common problems

Public Perceptions

Renters don't care about their neighborhood

The City does not give neighborhoods enough assistance

Lancaster is an attractive place to live compared to other nearby cities such as Reading, York, and Harrisburg

Neighborhood organizations tend to be energized around single issues; many organizations fade away after only a few years

The fundamental purpose of zoning is to protect neighborhoods

Neighborhoods define our sense of Lancaster as a special place

Achieving lower density by reducing the opportunity for apartment conversions of single family houses should be encouraged through revisions to the Zoning Ordinance

Key Issues

Role of the Lancaster Council of Neighborhoods should be examined together with the individual goals of the many neighborhood groups in the City.

Techniques to nurture and assist effective neighborhood groups should be examined.

11 Transit, Transportation and Parking

To promote the safe, efficient movement of people and goods

Facts

The Lancaster City Parking Authority has 4,031 parking spaces available in the downtown area

Many City residents have more than one car per household

No significant crime has been reported in the city garages

Only one out of every four households in the City does not have a vehicle

Independent authorities—Parking Authority, Transit Authority—play key roles in transportation

Several City intersections (for example Queen and Chestnut Streets) have some of the highest daily traffic volumes of any roads in the County

The County of Lancaster is required by federal law to have a long range County transportation plan by 1993

Public Perceptions

The buses don't go where people need to go

There isn't enough parking in the neighborhoods

Parking garages downtown are unsafe and expensive

Too much traffic congestion

Too many trucks go through the City

According to a recent study, truck traffic in the City is intended for local destinations, therefore, a bypass would not resolve the issue of truck traffic

Parking is a problem downtown

The Zoning Ordinance requires too much off-street parking

The Zoning Ordinance requires too little off-street parking

Key Issues

The role of existing transportation planning agencies—Lancaster Area Transportation Study (LATS), Red Rose Transit Authority, and the Parking Authority—must be better understood.

The limited ability of the City to influence transportation planning decisions requires a regional approach to transportation.

12 Intergovernmental Cooperation

To increase intergovernmental, interagency and private sector collaboration in achieving the community's goals

Facts

- Lancaster's citizens work and travel throughout the County
- Lancaster businesses serve customers County-wide
- The health of the County is dependent upon a strong stable City just as the health of the City is dependent upon the County
- The City of Lancaster is a member of the Lancaster Intermunicipal Committee
- The City provides services to organizations such as churches and social clubs based in the City that serve the entire County

Public Perceptions

- Many perceive the cooperation between the City and County to be insufficient
- There must be a renewed emphasis on regional approaches and solutions to common problems, according to the County Comprehensive Plan
- If a common "vision" for Lancaster County is to be achieved, an unprecedented effort of cooperation and coordination among all levels of government and planning agencies must take place, according to the County Comprehensive Plan

Key Issues

- Many constructive suggestions to improve intergovernmental cooperation will require major legislative changes at the State level.
- The interrelated roles of City government, County government, local authorities, boards, commissions, and school districts needs to be understood.

13 Youth and Families

To ensure that City youth become contributing, productive members of our community

Facts

Lancaster County has the fourth highest teen pregnancy rate in the state in 1990

Each week, 20–30 juveniles appear before local district justices on charges of underage drinking

Youth violence is increasing in both the City and the County

Approximately 65% of school age children in Pennsylvania now have working mothers

Parenting skills are weak or non-existent in many households

In 1991, 192 children between the ages of 10 to 17 were taken into custody by Lancaster City Police and formally referred to County Juvenile Authorities

Public Perceptions

Unsupervised youth cause disturbances and vandalism in neighborhoods

Curfew violations are common

Absence of any parental responsibility leads teens into trouble

There are not enough activities for teenagers

“There is a significant interrelationship among many of the most pressing problems facing families and children. The effects of one problem tend to put an individual or his or her family members at a greater risk of experiencing new problems. Without appropriate remediation and education, a cycle usually develops in which the same problems are seemingly perpetuated for generations” (United Way, 1991)

Key Issues

The youth-serving agencies in this City, the Recreation Commission, Boys and Girls Club, School District, need to be consulted as does the Youth Violence Council.

The City's role in youth affairs is unclear but important.

Minority youth are especially at risk.

IV

The Next Phase of the *New Comprehensive Plan*

1 Citizen Task Forces

Task Force Formation

Three Comprehensive Plan Task Forces will be formed to address broad areas of concern, as identified by the citizens and the Columbia Report. The three Task Forces are as follows: (1) the **Built Environment Task Force**, (2) the **Human Environment Task Force**, and (3) the **Economic Environment Task Force**. Each Task Force will be asked to focus on specific areas and issues, keeping in mind the broad goals. As in any attempt to categorize subjects, some overlap and apparent duplication is inevitable. For example, the subject of parking could be a land use matter addressed by the Built Environment Task Force as well as a business development matter discussed by the Economic Environment Task Force.

Each Task Force will be composed of 20 members and will include interested citizen volunteers, public officials and service providers. In order to assure ongoing citizen participation in the planning process, all Task Force meetings will be open to the general public and held in accessible

locations. A variety of means will be used to advertise the meetings so that other interested citizens will be able to participate.

Each Task Force will develop objectives, strategies and five-year action plans and will identify the responsible parties and resources needed to carry out the recommended actions. Background materials, such as U. S. Census and land use data and available studies and reports, as well as staff support will be provided to each Task Force.

Task Force Assignments

The general subjects and issues that each Task Force will address are as follows:

Built Environment -- (1) To assure that people of all racial and ethnic backgrounds participate in the planning and decision-making process; (2) to protect and enhance the City's physical attractiveness and historic quality while allowing for reasonable growth and development; (3) to assure that quality housing exists for residents in all income levels and to promote pride in ownership; (4) to strengthen

neighborhoods and to make all neighborhoods safe, desirable places to live; and (4) to promote the safe, efficient movement of people and goods.

Human Environment -- (1) To develop better methods to increase public safety within local budget constraints; (2) to assure that all residents in need of support services receive necessary assistance; and (3) to ensure that City youth become contributing, productive members of our community.

Economic Environment -- (1) To promote economic development, business ownership and employment opportunities; and (2) to assure the provision of quality jobs for City residents.

All Task Forces will have two goals in common -- (1) To assure that people of all racial and ethnic groups participate in the planning and decision-making process; and (2) to increase intergovernmental, interagency and private sector collaboration in achieving the community's goals.

Two additional goals—Community Identity and City Services and Facilities—will be addressed after the individual task force reports are presented.

Task Force Reports

Task Force assignments occurred in August, and an orientation for all Task Force members

was held in September. Each Task Force will conduct one town meeting at the Southern Market Center.

Task Force Reports will be presented publicly in the late Spring of 1993.

2 Public Forums

A series of public forums on important topics described in this *Introduction to the Comprehensive Plan* will be conducted from September 1992 through April 1993 in order to better educate citizens about techniques of comprehensive planning. These meetings will include local and

outside experts. Forums will be conducted on urban planning, urban real estate development, and zoning. Other topics may include urban design, housing, economic development, education, social services, and public safety. Other topics may be added as necessary.

One of the important results of the *New Comprehensive Plan* will be to educate and inform people about important planning issues. The forums may include local experts, citizens, advocacy groups, and paid consultants.

3 Action Plans

The *New Comprehensive Plan* will conclude with the development and adoption by the City of an Action Plan listing the steps needed to carry out the recommendations in the Task Force Reports and other results of the planning process.

The Action Plan will include recommendations for new legislation, policy changes, and other activities needed to carry out the recommendations in the *New Comprehensive Plan*. The Action Plan will be prepared after

the Task Force reports are completed and adopted. The Action Plan may have "annual elements" or work plans which list what actions are to be taken in a given year. Specific actions could include, for example, adoption of zoning ordinance changes, creation of new advisory groups, changes in policies relating to the expenditures of federal Community Development Block Grant (CDBG) funds, new budget priorities for the City, or other such public policy changes. The Action Plans may recommend greater collabora-

tion with other units of government, the private sector, and citizens' groups.

July through September 1993 will be devoted to public presentation of draft elements, editing, and consolidation of the elements of the *New Comprehensive Plan*. Formal review by the Lancaster City and County Planning Commissions and City Council will occur October through December 1993.

4

Citizen Participation

The *New Comprehensive Plan* promises to be a plan prepared by the Lancaster community. The broad citizen input during the first 12 months will continue but will be focused on specific goals and objectives. This *Introduction* is designed to provide a framework for discussion of the significant issues facing

the City of Lancaster today and in the future. Throughout the process of discussion of the issues over the next year, all residents of Lancaster and anyone else who has an interest in the well-being of the City is encouraged to be involved. No one should feel left out of the process since we all have a stake in the future.

The outcome should be a stronger consensus of the direction the City of Lancaster should take in setting policies acceptable to the community and designed to keep the City one of America's most successful small cities.



From a previous City Comprehensive Plan



This logo was used in 1928 as part of a dinner program on the pending comprehensive plan.

This plan should have as one of its purposes the preservation of as much possible that is memorable from earlier days, and the carrying forward of new developments adapted to modern needs, but with the same high standards and ideals that prevailed in earlier days.

John Nolan, Lancaster's 1929 Comprehensive City Plan

Janice C. Stork, Mayor

Lancaster City Council

Ronald E. Ford, President

Eugene L. Aleci

Gerald O. Harrison

Janet B. Calhoun

Ingrid O. Ruoff

Clarence E. Darcus

Jack M. Tracy

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Douglas Weidman

Staff

Eric L. Hinderliter, Director, Department of Housing and

Community Development

Paula Robinson, Chief Planner

Marc Buckius

Carolyn Faggart

Gerry Rathvon

Karen Dixon

Audrey Hirko

Dick Richard

Cheryl Holland

Craig Lenhard

Aimee Tyson

Cover photo and photo on page 35: Marsha DiBonaventuro

Photo on page 16: Craig Lenhard

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