PLANNING OUR FUTURE LANCASTER

A Deliberative Forum

JULY 23, 2022

Hosted by:

FRANKLIN & MARSHALL COLLEGE

In partnership with:

CITY OF LANCASTER

What is the Deliberative Forum?

You've agreed to help the City of Lancaster plan for its future. To do so, you'll be part of a process known as a deliberative forum. These forums are an innovative way to practice democracy and make decisions and are increasingly popular in cities and countries around the world. Forum participants are randomly selected and brought together to learn about and discuss a specific issue to foster greater understanding and develop practical recommendations.

Deliberative forums are useful tools in the public engagement process of a plan. Views expressed in town hall meetings and other channels of communication are often not an accurate representation of the general public. Opinion polls and surveys, while representative of the entire public, capture views that are often uninformed, particularly on issues that are complex and that require some level of technical understanding. Policy recommendations developed through deliberative forums are both representative of the public and well-informed.

We're asking participants to review the material in this packet prior to arriving at the forum, so you may be better informed about the topics and City site you'll be discussing. Experts will be available at the forum to answer your questions. Small-group discussions, led by facilitators, will occur on various aspects of the topics outlined in this document.

The goal of the forum is not consensus, but informed and well-considered collective thinking. Your input will help direct and shape future land use and policy recommendations for the City.

Thank you for participating!

Don't worry, this is not a test!

You don't need to know everything. This packet is only intended to provide you with relevant background information. Opportunities for questions and discussion on each topic and your assigned site will be provided.

Your assigned City site is the: County Prison
To help orient you to this area, we've included some basic land use information and maps in the Site Overview section of this packet, which begins on page 14.

Topic Overview

This packet includes introductory information to the three topic areas identified for Lancaster's deliberative forum, as outlined below. Within this document we have provided the local context for each topic area and highlighted key development themes for your consideration. Additional information on these topics will be provided by the experts during the forum.

Regional Planning & Environment

Topic Experts:

Kip Van Blarcom, Director for Planning Implementation
Lancaster County Planning Department

Kate Gonick, Senior VP of Land Protection & General Counsel
Lancaster County Conservancy

Housing & Transportation

Topic Experts:

Tammie Fitzpatrick, Director of Real Estate Operations
HDC Mid-Atlantic

Will Clark, Director of Land Use and Transportation Planning
Lancaster County Planning

Economic Development & Equity

Topic Experts:

Marshall Snively, President
Lancaster City Alliance

Winslow Mason, Connect the Dots, Director of Racial Equity
Community Action Association of PA

Comprehensive Plan: Our Future Lancaster

Lancaster City is in the process of updating its Comprehensive Plan. The comprehensive plan will help guide the City's development and determine what is important to our community from all perspectives, ultimately creating a framework to guide decision-making as it relates to future land use and policy. This Deliberative Forum is designed as a future land use exercise and will help develop community-driven policy recommendations.

Regional Planning & Environment

Demographics

TOTAL POPULATION

2021 POPULATION

61,382 Lancaster City

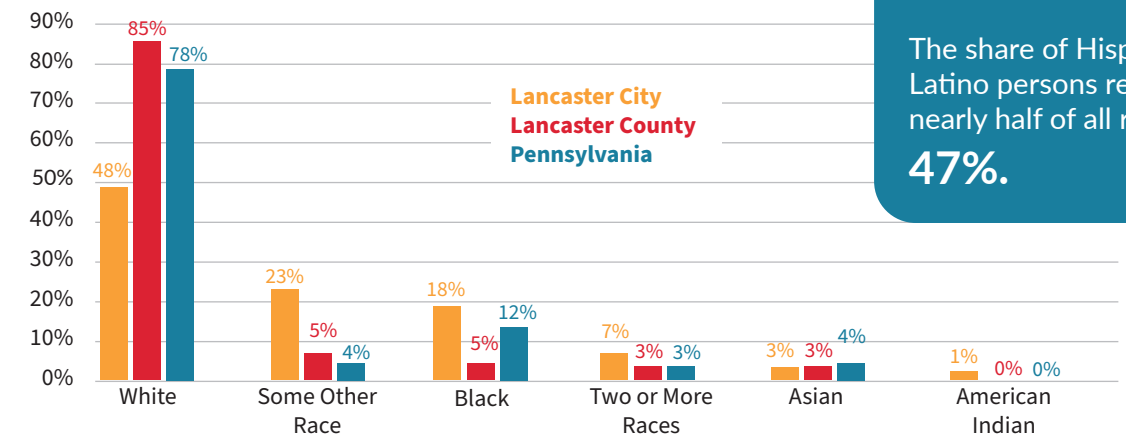
551,141 Lancaster County

12,939,709 Pennsylvania State

Population in the City has remained steady since 2010 with no significant changes projected through 2026.

Source: US Census Bureau; ESRI; 4ward Planning Inc. 2021

RACE

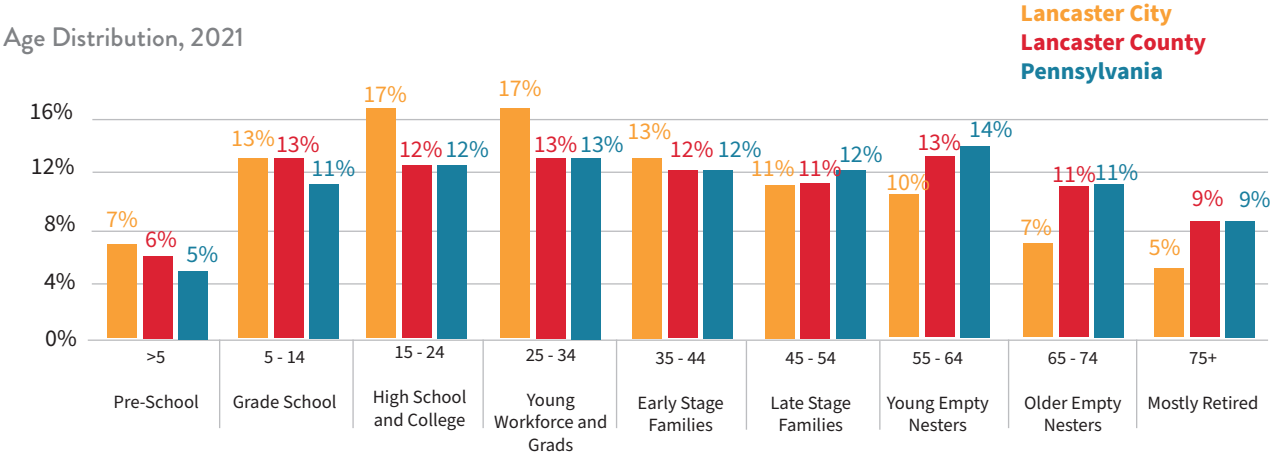


LANCASTER'S ETHNICITY

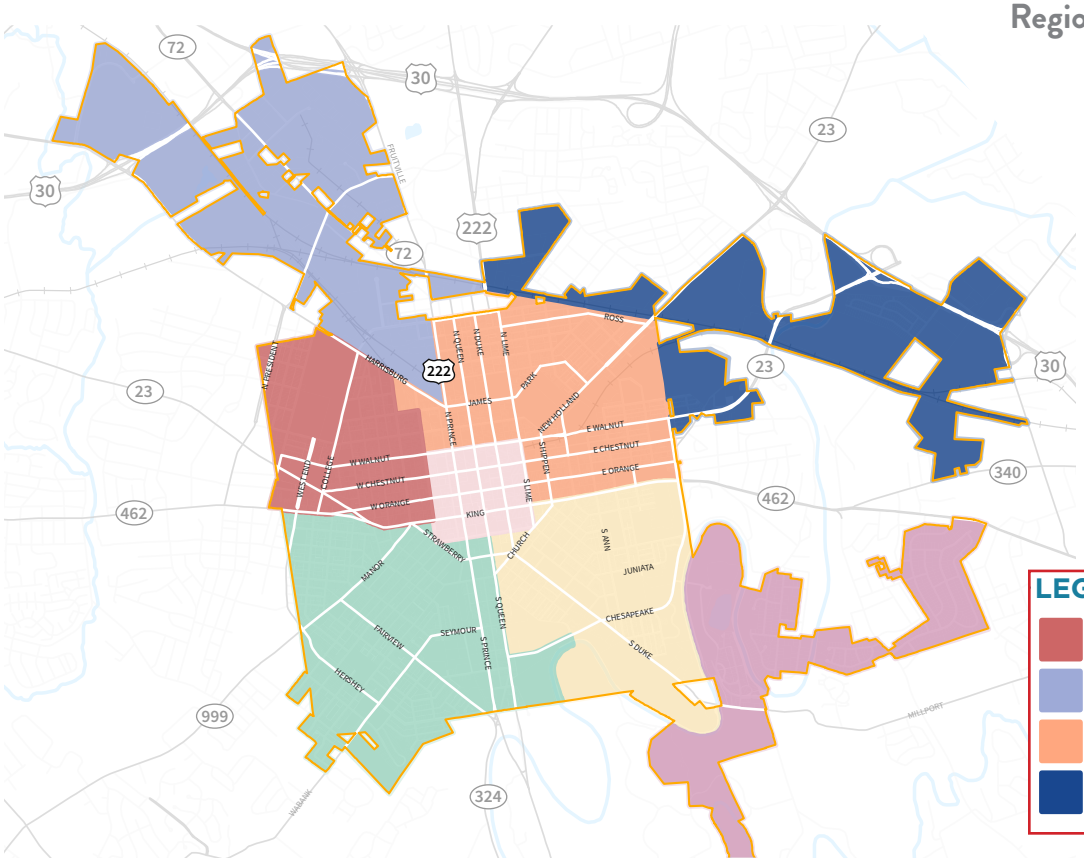
The share of Hispanic or Latino persons represents nearly half of all residents at **47%.**

Source: ESRI; 4ward Planning Inc. 2021

AGE DISTRIBUTION



Source: ESRI; 4ward Planning Inc. 2021



City Planning Regions

LEGEND

- Northwest
- Northwest Ext
- Northeast
- Northeast Ext
- Southeast
- Southeast Ext
- Downtown
- Southwest

DOWNTOWN

Downtown is the hub of activity in Lancaster. It is generally bound by Walnut Street, Lime Street, King Street, and Prince Street. This area has a diverse mix of office, commercial and residential uses with high density.

NORTHEAST

This quadrant generally encompasses the Musser Park, Ross, and East Side neighborhoods and includes the McCaskey High School campus as well as residential and commercial uses.

NORTHEAST EXTENSION OF THE CITY

The northeast extension generally encompasses low density industrial and residential uses.

NORTHWEST

The northwest quadrant generally includes the College Park and Chestnut Hill neighborhoods. It is primarily residential with other uses, including Franklin + Marshall College and Buchanan Park.

NORTHWEST EXTENSION OF THE CITY

The northwest extension includes the Stadium District and includes low density commercial, industrial and residential uses in a suburban development pattern.

SOUTHEAST

This quadrant generally includes the Stevens, Mussertown, Churchtowne, and Conestoga Heights neighborhoods. It is largely residential with a mix of uses and a diverse population.

SOUTHEAST EXTENSION OF THE CITY

The southeast extension generally encompasses low density residential development and is strongly influenced by the presence of the Lancaster County Central Park.

SOUTHWEST

This quadrant generally includes the West End, Cabbage Hill, South Side and Prospect Heights neighborhoods. This area is largely residential with mixed uses on Manor Street.

Environmental Factors

A warming climate will undoubtedly impact the Lancaster community. The way buildings are designed and land is utilized will significantly impact the energy residents and businesses utilize and the greenhouse gases that are produced as a result.

Creating a cleaner and greener environment for residents and visitors is critical to Lancaster's success. Choices the City makes about how to develop over time will need to consider impacts to the natural environment, as well as the community's overall health and wellness.

In Lancaster the average annual temperature has increased by 1.2°F or 2.4% over the last 50 years. The frequency of extreme hot days has also risen, with days above 90°F increasing by 26.6%.

The Conestoga River is the only surface water body in the City. Existing floodzones along the River are at minimal risk (1% annual chance) for flooding.

There are approximately 9,000 trees in Lancaster located along City streets and within parks. These trees help to improve air quality, absorb carbon emissions, and provide shade from extreme heat.

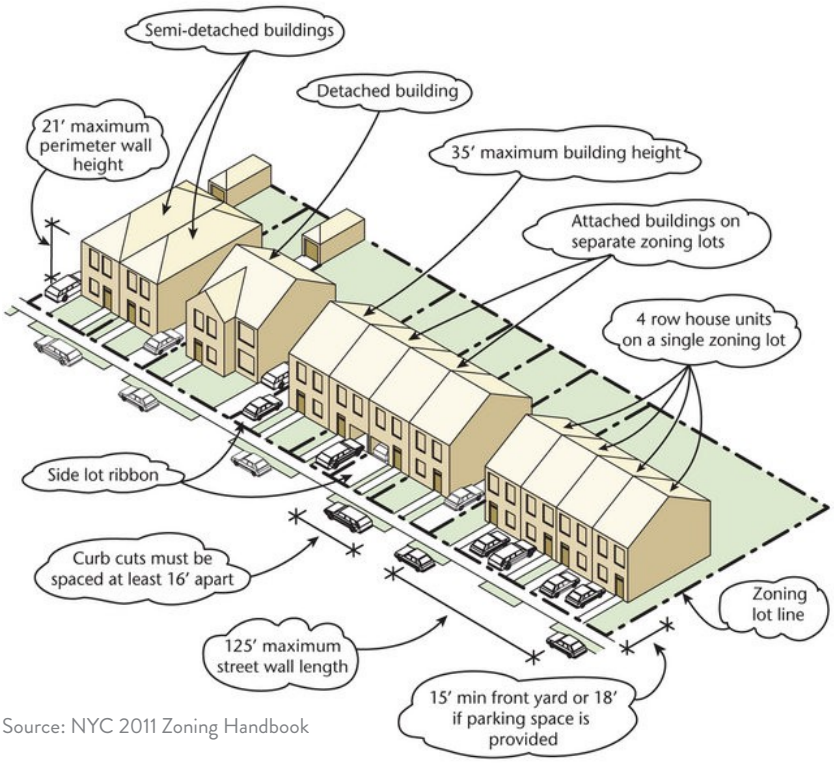
The Lancaster region has poor air quality due to farming, manufacturing, and vehicle pollution.

Utilizing the Smart Growth principles on the next page will help protect environmental resources and support sustainable development practices.

Zoning

Zoning is the division of a municipality into areas, or zones, that specify the allowable property uses and building sizes within each area. The purpose of zoning is to direct, manage, and control growth to ensure future investment is compatible with other uses in the zone and reflects the desired development pattern.

Lancaster City is divided into 16 zoning districts, including residential, commercial, manufacturing, conservation, and institutional zones. Over 57% of the City is zoned for residential use. These residential districts allow for a variety of housing types and densities.



Source: NYC 2011 Zoning Handbook

Smart Growth Principles

The Environmental Protection Agency (EPA) defines Smart Growth as an approach to land use planning that "covers a wide range of development and conservation strategies that help protect our health and natural environment and make our communities more attractive, economically stronger, and more socially diverse." The 10 basic principles that guide smart growth strategies include:

1. **MIX LAND USES.** Balancing residential, commercial, and recreational properties in close proximity to limit sprawling development, preserve open space, and reduce reliance on cars as a primary form of transportation.

2. **TAKE ADVANTAGE OF COMPACT BUILDING DESIGN.** Accommodating development within multi-story structures with smaller building footprints to support a wider variety of transportation choices, lower municipal infrastructure costs, and maximize use of land.

3. **CREATE A RANGE OF HOUSING OPPORTUNITIES & CHOICES.** Providing a mix of housing densities, single- to multi-family homes, to support households of all sizes, ages, abilities, and incomes.

4. **CREATE WALKABLE NEIGHBORHOODS.** Supporting pedestrian access and connectivity between neighborhoods and local goods and services to foster greater social interaction, environmental health, and desirable places to live, work, learn, and play.

5. **FOSTER DISTINCTIVE, ATTRACTIVE COMMUNITIES WITH A STRONG SENSE OF PLACE.** Promoting a cohesive design within the built environment that reflects local history, values, and cultures and supports the overall community fabric and identity.

6. **PRESERVE OPEN SPACE, FARMLAND, NATURAL BEAUTY & CRITICAL ENVIRONMENTAL AREAS.** Preserving undeveloped lands and removing development pressure to protect animal and plant habitats, natural aesthetics, and agricultural needs.

7. **STRENGTHEN & DIRECT DEVELOPMENT TOWARDS EXISTING COMMUNITIES.** Focusing investment in and around communities already served by infrastructure to maximize use of existing resources, lower development costs, and increase efficiency.

8. **PROVIDE A VARIETY OF TRANSPORTATION CHOICES.** Implementing a multi-modal transportation network that reduces reliance on cars by improving pedestrian, bicyclist, transit, and trail connections.

9. **MAKE DEVELOPMENT DECISIONS PREDICTABLE, FAIR & COST EFFECTIVE.** Ensuring zoning regulations and review procedures support projects in alignment with these principles to cut red-tape and incentivize desirable development.

10. **ENCOURAGE COMMUNITY & STAKEHOLDER COLLABORATION IN DEVELOPMENT DECISIONS.** Effectively communicating with the public and allowing for citizen participation in the planning process to bring new ideas and generate local support.

Housing & Transportation

Housing Tenure

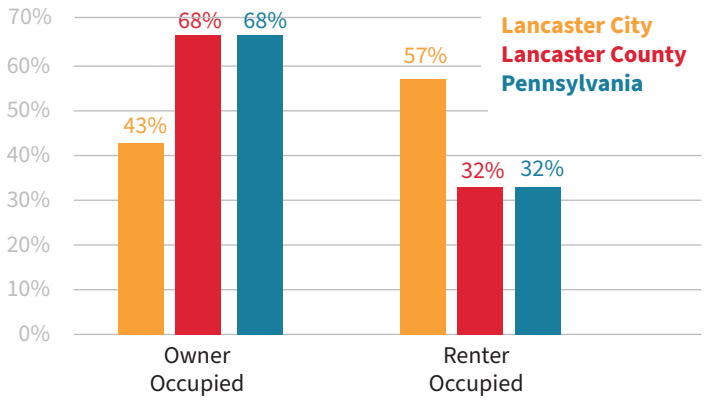
Existing housing tenure suggests there is a strong demand for both renter- and owner-occupancy units at a variety of price points in the City.

Housing tenure refers to whether a housing unit is owner- or renter-occupied. A healthy housing market has a sufficient supply of units to satisfy the needs of households looking to own and rent. In 2021, 57% of all occupied housing units in Lancaster City were renter-occupied, which is higher than those found in Lancaster County and Pennsylvania (32%). While the share of renter-occupied housing units in all geographies increased from 2000 to 2021, the supply is expected to remain relatively flat through 2026.*

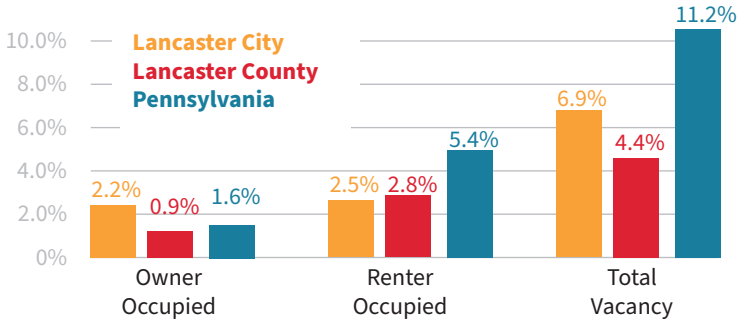
The average vacancy rate in Lancaster City is 6.9%, which is higher than the County (4.4%) but lower than the State (11.2%). The City also has a higher vacancy rate for owner-occupied units but lower rate for renter-occupied units compared to the County and State. An inventory of vacant units to determine those needing repair should take place to market them for rent or sale.

*Lancaster City housing pipeline data indicates there will be an increase in housing supply over the next several years.

Housing Tenure of Occupied Units, 2021



Vacancy Rates by Housing Tenure, 2019



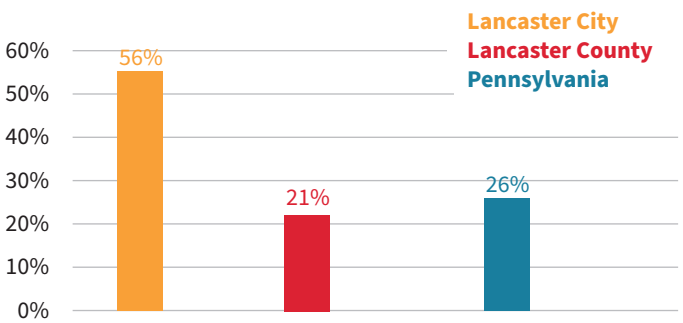
Source: ESRI; 4ward Planning Inc., 2021

Housing Age

The City's housing stock is significantly older compared to the County and State.

The age of housing units is used to analyze the condition of housing stock in terms of physical needs and historical significance. While housing built before current building codes may present potential hazards from faulty wiring or lead-based paint, older homes can also indicate historical significance which may lend to desirable community character. Compared to the County and State, Lancaster City's housing stock is relatively old. Approximately 56% of all housing units in the City were built before 1940 - compared to 21% in the County.

Housing Built in 1939 or Earlier



Source: U.S. Census Bureau, 2019 American Community Survey, 4ward Planning Inc., 2015

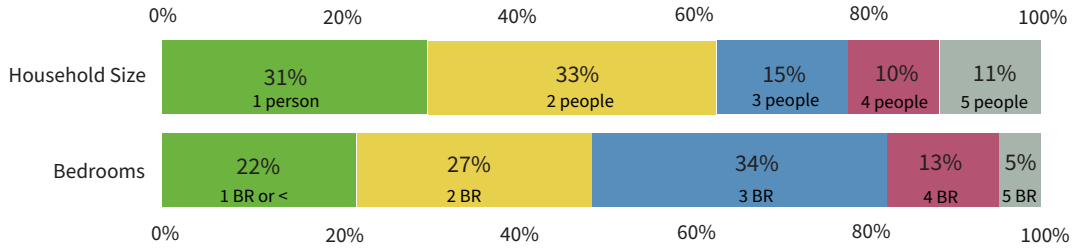
Household & Unit Size

There is a demand for smaller housing units in Lancaster City, particularly among non-family households, such as young unmarried professionals, divorces, and college students.

One way to measure whether the existing housing stock is suited to the local population is to compare household size to the number of bedrooms within dwelling units in the local inventory (unit size). The city has a higher share of one-person households (31% of all households) compared to the County (24% of all households). The city also has a higher share of studio and one-bedroom units (22% of all units) compared to the County (11% of all units). However, it should be noted that multi-generational households have been increasing in the U.S. since 2000 and this is particularly the case within non-white Hispanic households; larger three- and four-bedroom single-family attached housing units and duplexes are will remain in demand in the City for the foreseeable future.

The share of one- and two-person households in the City combined (64%) is larger than the share of studio, and one- and two-bedroom units, combined (49%). Conversely, the share of three-person households in the City (15%) is much smaller than the share of three-bedroom units (34%). This shows there is a mismatch between housing unit size and household size among City households. Allowing for and encouraging the development of smaller housing units, such as accessory dwelling units, tiny homes, studio and one-bedroom units, in the city could help relieve the existing shortage of smaller housing units, relative to household size.

Household Size Vs. Unit Size in Lancaster City, 2019



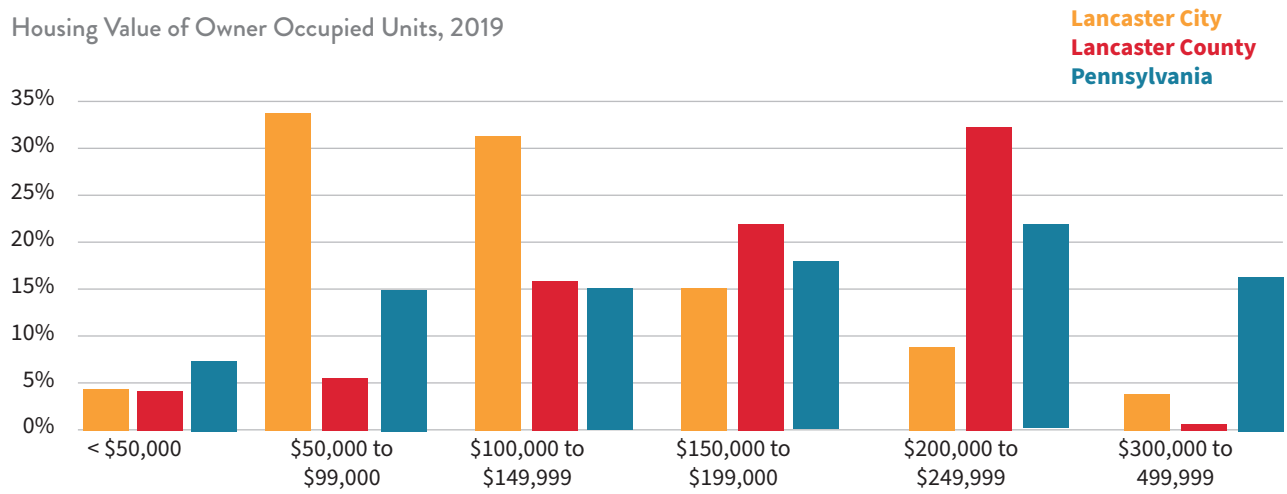
Source: 2019 ACS 1-Year Estimates, B11016; DP04

Housing Value

Increase in median housing values may suggest more expensive homes are being built in the City, pricing residents out of home ownership.

The City's 2019 median housing value of $114,600 was much lower than the County ($209,400); however, it has been increasing at a faster rate in recent years. From 2010 to 2019, the median housing value in the City increased by 2.3% per year, compared to 1.5%in the County. Compared to all other geographies, the City has much higher shares of housing units valued between $50,000 and $149,000.

Housing Value of Owner Occupied Units, 2019

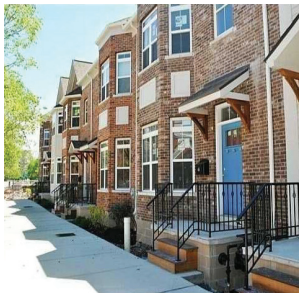


Source: 2010 and 2019 ACS 1-Year Estimates, DP04.

Housing Types



Single-Family, Detached



Single-Family, Attached

Housing types can vary in density, design, and ownership. Generally, housing types are defined by their density, or number of units provided in a building. The design of residential buildings may be adapted to best fit the character of the neighborhood in which they are located and increase compatibility between varying densities. For example, matching setbacks, building heights, or roof lines.



Multi-Family, Traditional



Multi-Family, Modern

There are trade offs between different types of housing. For instance, multi-family buildings may provide more housing units than single-family, but single-family homes provide opportunities for ownership. Also, multi-family buildings use land efficiently and can be more affordable, but parking and privacy can become challenges if not designed properly.



HUD standards define affordable housing as housing on which the occupant is paying no more than 30% of gross income for housing costs, including utilities. In Lancaster this means a 2-person low income household (defined by 80% of Area Median Income) could afford up to $1,349 per month, while the same size very low income household (50% of Area Median Income) could afford only up to $830 per month.

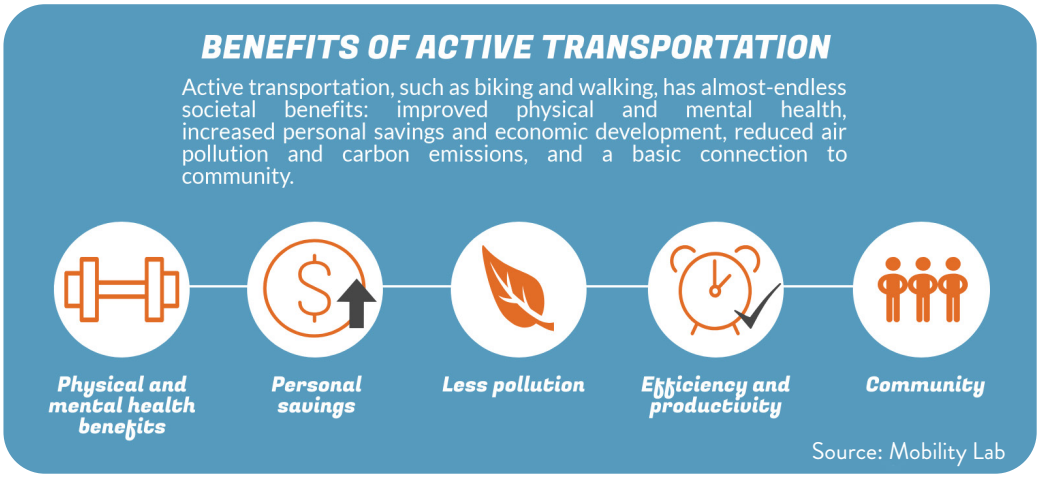


"MISSING MIDDLE HOUSING" consists of multi-unit housing types (such as duplexes, four-plexes, and bungalow courts) that provide diverse housing choices and generate enough density to support transit and locally-serving commercial amenities. Promoting the development of Missing Middle Housing in Lancaster City could help create greater choice, while still blending into existing single-family neighborhoods. Missing middle housing options enable a wider range of families to achieve homeownership by offering a wider range of housing options and prices.

Transportation Network

With the development of suburban sprawl and increased reliance on personal cars as a primary form of transport, communities' transportation networks began catering to vehicles over people. This had negative effects on neighborhoods as it demanded more land dedicated to pavement for roadways and parking, and created environments less desirable for or accommodating of non-motorists.

Lancaster has shifted focus from accommodating the auto through street expansion and parking management to improving the safety and efficiency of non-motorized transportation options. Lancaster is committed to working towards a future where users of all modes of transportation can easily navigate the city and region in safer and healthier ways, including increasing active transportation opportunities.



Lancaster's transportation network accommodates users of a wide variety of travel modes, including by car, foot, bike, bus, and passenger rail.

In 2020, the City adopted a Vision Zero Action Plan to eliminate traffic-related deaths and injuries by 2030.

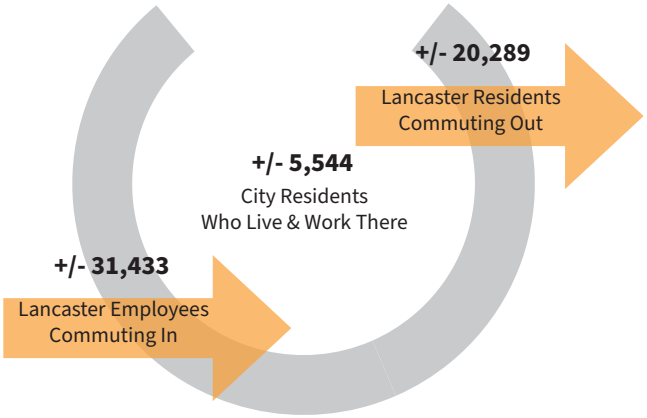
Relationship of Housing & Transportation

Transportation costs are typically a household's second-largest expenditure and those costs are largely impacted by the characteristics of the neighborhood in which a household lives.

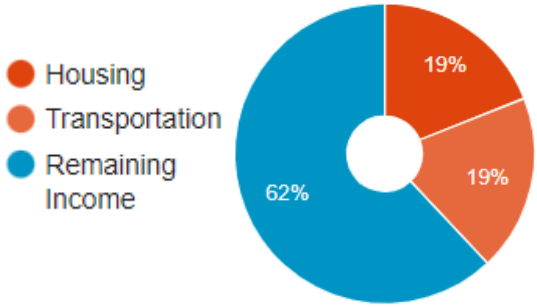
In low density neighborhoods, where homes and destinations are more dispersed, people often need personal vehicles for travel and have to drive farther distances, which increases the cost of living.

Compact, walkable neighborhoods in close proximity to jobs, goods, and services increase alternative transportation options and ultimately are more efficient, affordable, and sustainable.

On average, households in Lancaster spend approximately 19% of their income on housing and 19% on transportation.



Source: US Census Bureau, On the Map



Source: Lancaster City data from the H&T Index developed by the Center for Neighborhood Technology.

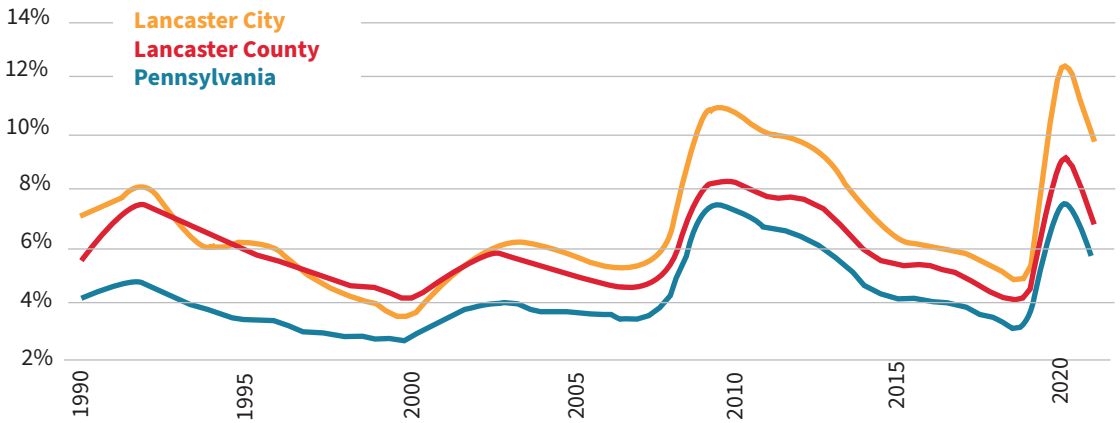
Economic Development & Equity

Unemployment Trends

Unemployment levels in Lancaster City and the region were on the lower end prior to the COVID-19 pandemic. More jobs are being filled following the spike of unemployment rates in 2020.

The U.S. Bureau of Labor Statistics (BLS) defines a labor force as all civilians classified as employed and unemployed. According to BLS data, Lancaster City's labor force reached a peak in 2020 with 27,670 persons. As of July 2021, there has been an average of approximately 27,080 persons (24,460 employed persons and 2,620 unemployed persons) in the city's labor force (equivalent to 590 less people compared to the average in 2020). The recent decline in the size of the city's labor force may be attributed to the COVID-19 pandemic and the spin-off challenges to the labor force, including childcare and individual health concerns.

Unemployment Trends, 1990 - 2021



Source: US Bureau of Labor Statistics, Local Area Unemployment Statistics, data as of July 2021

Industry Trends

The largest job sectors in Lancaster City are health care and social assistance, education service, manufacturing and retail trade. The manufacturing sector in the City is declining despite a strong industry market in the County.

In 2018, the Lancaster City hosted an estimated 36,977 jobs. The top industry by employment share in the City, representing 29% of jobs, is the health care and social assistance sector. This job sector has increased by 3,040 jobs since 2002 and is anticipated to increase 1.7% per year through 2028. The City also has a high share of education service jobs (11%), increasing by 3,060 jobs since 2002. The combination of these two sectors suggests there is a "Eds and Meds" cluster within Lancaster. The relatively high share of retail trade sector employment could be due to visitors coming from outside of the County to purchase retail goods and services in the City.

Largest Job Sectors in Lancaster City, 2018



Source: US Bureau of Labor Statistics, Local Area Unemployment Statistics, data as of July 2021

Company Name	Employment Range	Industry Group
Lancaster General Hospital	5,000+	
High Companies	1,000 - 2,499	
LSC Communications	1,000 - 2,499	
Eurofins Lancaster Laboratories	1,000 - 2,499	
Fulton Financial Corporation	1,000 - 2,499	
Arconic	500 - 999	
Armstrong Flooring	500 - 999	
Kellogg Company	500 - 999	
Y+S Candies	500 - 999	
Conestoga View Nursing	500 - 999	
Mennonite Home Communities	500 - 999	
Philhaven	500 - 999	
BB+T, Now Truist	500 - 999	
Steinman Communications	500 - 999	

Top Employers

The healthcare sector strongly influences employment opportunities in the City.

According to the Lancaster County Economic Development Company (EDC), there are 14 employers with over 500 employees in Lancaster City. Lancaster General Health (Penn Medicine) is the City's largest employer with over 5,000 employees. Seven of the top 14 employers are manufacturing industries, which produce durable and nondurable goods, while four employers are within the health care and social assistance industries, and one within the information sector (establishments responsible for distributing information and processing data).

Poverty & The Workforce

ASSETS Lancaster worked with the Mayor's Commission to Combat Poverty to create an action plan of recommendations to reduce poverty in Lancaster by 50% over 15 years titled One Good Job. The plan incorporates 14 months of research, expert testimony, and feedback from public meetings, surveys, and conversations with the community. Some key components noted to create a more equitable community are public health; the collective impact; community ownership / leadership; building adult capabilities, systemic responsibility; and hope. The plan includes strategies to combat poverty within the workforce, education, housing, and the community.

> **Over the year of hearings, research, and community conversations, the Commissioners noted a theme emerging: almost all issues could be traced back to employment. Whether it was hunger, housing, childcare, or transportation, each of the barriers that low-income families in Lancaster face are either impediments to accessing gainful, living-wage employment, or consequences of the lack thereof.**
>
> One Good Job

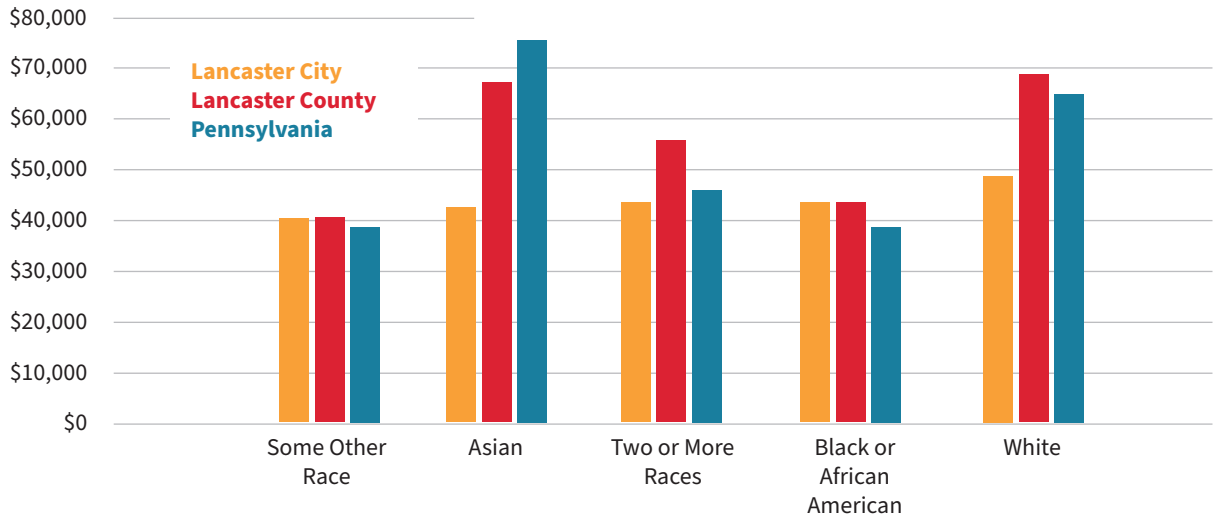
One Good Job highlights two main strategies to strengthen Lancaster City's workforce:

1. **Equip heads of household with the necessary skills and training to attain and sustain higher wage and living-wage employment; and**
2. **Align legal structures, employer culture, and support for new small businesses to create a real path to self-sufficiency.**

Racial & Ethnic Disparities

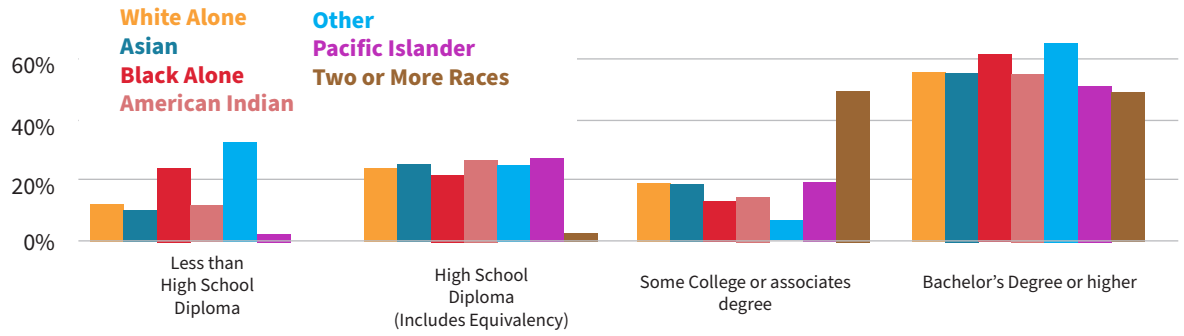
Income by Race, 2021

Lancaster City median incomes are highest among White households ($55,970) and lowest among households of Some Other Race ($40,187), signifying a gap in economic opportunity among races.



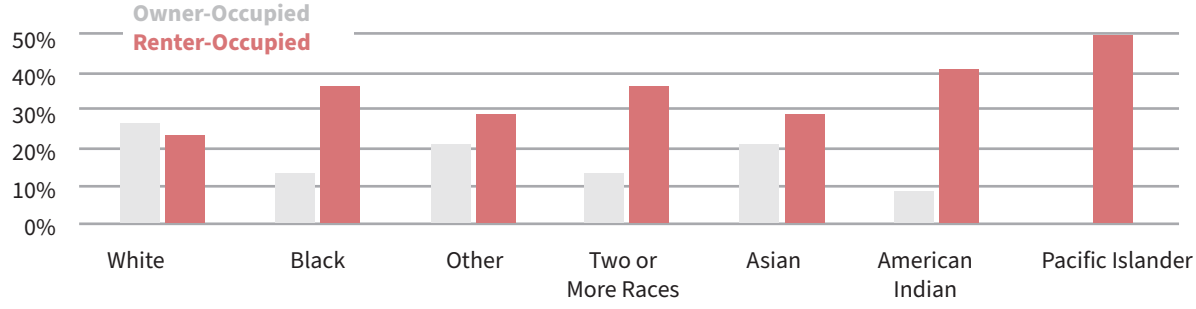
Educational Attainment by Race, 2021

There is a larger share of non-white residents with less than a high school diploma. However, non-white residents also comprise the largest share of residents reaching the highest level of educational attainment.



Housing Tenure by Race, 2021

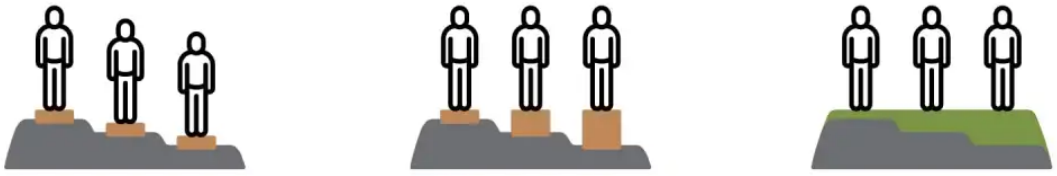
There is a slight disparity between races when it comes to homeownership in the City, as non-white residents are more likely to rent their home. This may be due to income limitations.



Planning for an Equitable Community

Lancaster City is a community with a diverse population that contributes to its desirability and vibrancy. However, leaders have recognized historical development has also contributed to many challenges that have resulted in underlying issues and inequities.

***Equality* is not the same as *equity*, and ultimately we're striving for *justice*.**



Source: Metro - LA County

Future development decisions should be made through an equity lens with a commitment to thinking about vulnerable or marginalized populations at the forefront of the discussion, which will help us to enact a vision of rising tides to lift all boats, where everyone benefits and can thrive - regardless of race, gender, income, age, or ability.

Equitable Growth in Lancaster

A healthy, equitable community provides all its residents complete social, physical and mental well-being. Themes for equitable growth include ensuring Lancaster City is:

- ACCESSIBLE
- AFFORDABLE
- DIVERSE
- SAFE

At Risk Populations

Lancaster has a large at-risk population for health disparities, which may be heightened due to the on-going COVID-19 pandemic.

20%
HOUSEHOLDS WITHOUT A VEHICLE

7%
POPULATION WITHOUT HEALTH INSURANCE

21%
HOUSEHOLDS LIVING BELOW THE POVERTY LINE

30%
HOUSEHOLDS HAVE A DISABLED PERSON

Site Overview: County Prison

Overview

In 2021, the Lancaster County Commissioners announced that they would begin the process of relocating the County Prison on E. King St., which has operated there for 140 years. The new prison site is just outside of the City boundary. Although it will take years to be built and operational, the prison site on E. King St. will become a historically significant development opportunity for the community. It is located directly next door to Reservoir Park and just down the street from Thaddeus Stevens College of Technology.

Total Site Acreage	Total Parcels (within & intersecting area)	Total Unique Property Owners (estimate)
4.85	1	1

Zoning & Land Use

The property is currently zoned for Criminal Detention and used as the Lancaster County Prison. The surrounding properties are primarily historic brick rowhomes with occasional commercial properties mixed throughout.

Environmental Conditions

The property is not within a floodplain and has no known hazards or environmental contamination. The site has little vegetation.

Transportation

- The prison is located on E. King St., otherwise known as Rt. 462, which is a major state road that runs east-west. It is historically known as Lincoln Highway, which is the first federal highway ever built. The remainder of the property is bounded by N. Marshall St. to the west, S. Franklin St. to the east, and E. Orange St. to the north.
- The bordering streets have been identified as among the most dangerous to pedestrians and cyclists in the City. The northwest corner of the prison is the intersection of N. Marshall St. and E. Orange St. and has some of the highest crash rates in the city. Both E. Orange St. and E. King St. have been identified as part of the city's "High Injury Network," which is a group of city streets where most of the serious injuries and fatal crashes.
- Although the Prison is well connected to the city through sidewalks and bus stops, it is somewhat disconnected from bicycling infrastructure. The site is only 0.5 miles from the Conestoga Greenway, which is a great recreational amenity along the Conestoga River.

Figure 1. County Prison Aerial Map



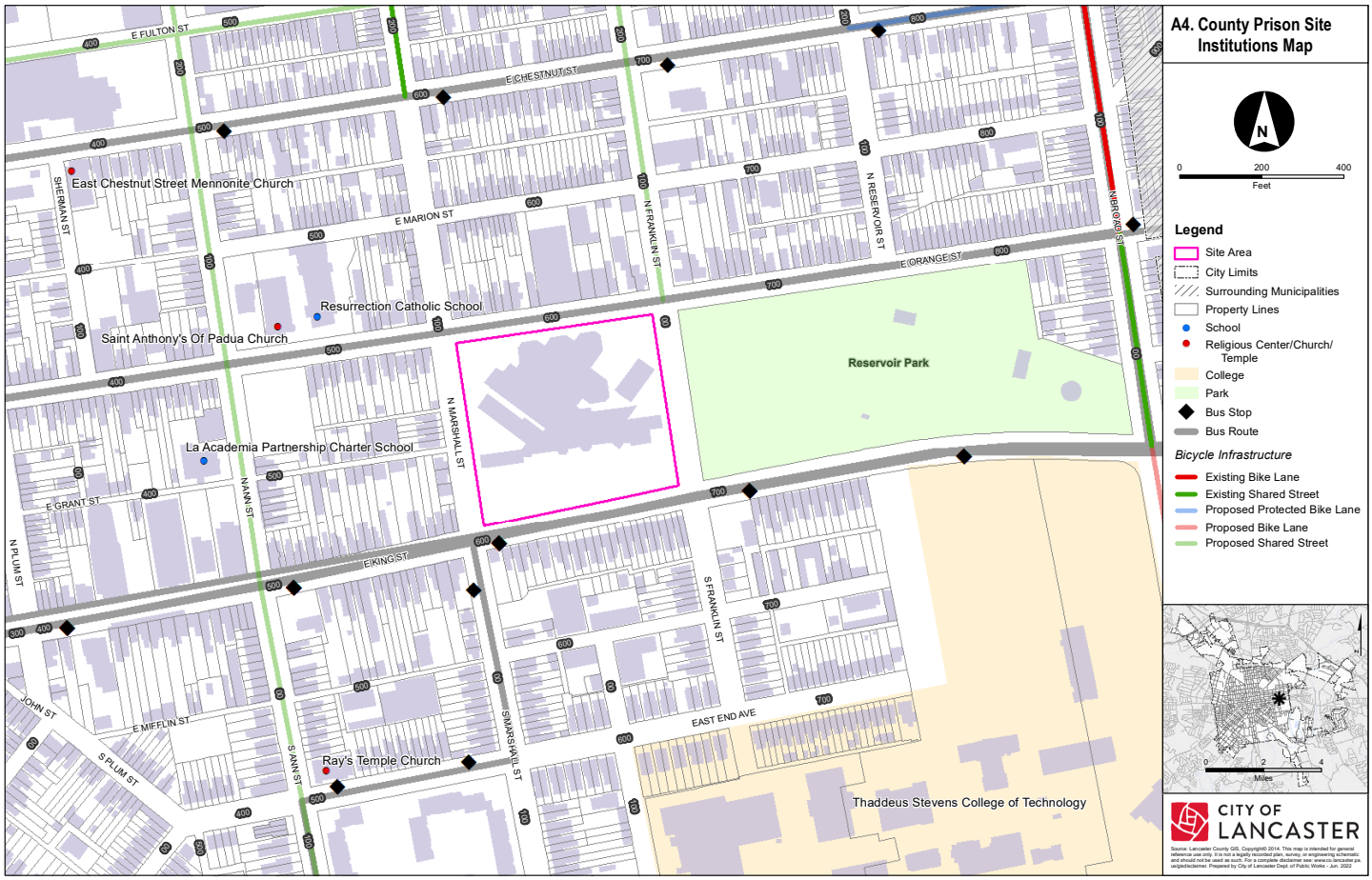
Figure 2. County Prison Land Use Map



Figure 3. County Prison Impervious Areas & Tree Canopy Map



Figure 4. County Prison Institutions Map



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