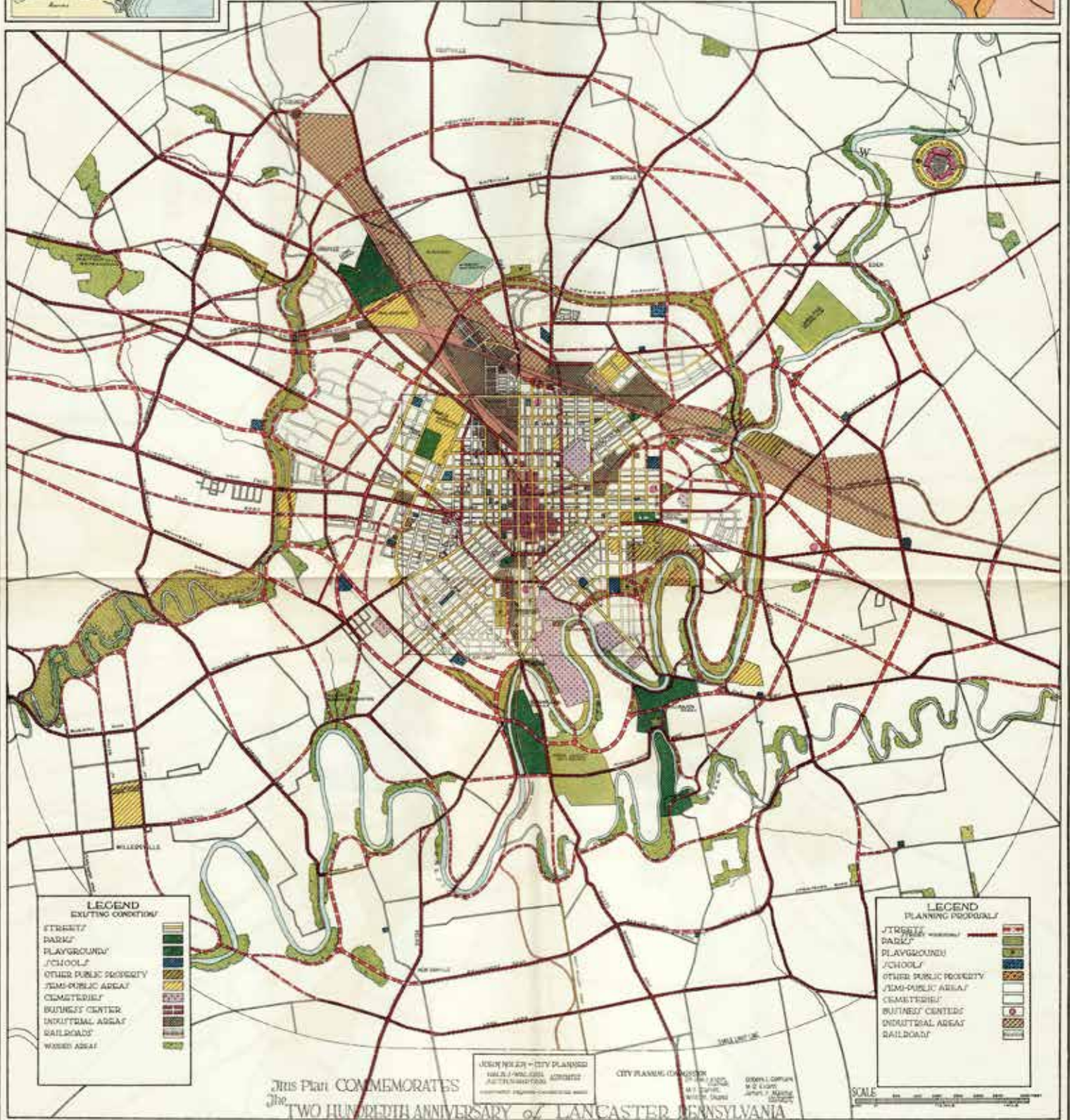


A COMPREHENSIVE PLAN *for the* CITY OF LANCASTER, PA

OUR FUTURE LANCASTER



CITY OF LANCASTER PENNSYLVANIA GREATER LANCASTER COMPREHENSIVE CITY PLAN



LEGEND
EXISTING CONDITIONS

STREETS	Black line
PARKS	Green
PLAYGROUNDS	Yellow
SCHOOLS	Blue
OTHER PUBLIC PROPERTY	Light blue
IND-PUBLIC AREAS	Orange
CEMETERIES	White with black border
BUSINESS CENTERS	Brown
INDUSTRIAL AREAS	Dark orange
RAILROADS	Black with cross-ticks
WOODS AREA	Dark green

LEGEND
PLANNING PROPOSALS

STREETS	Red line
PARKS	Green
PLAYGROUNDS	Yellow
SCHOOLS	Blue
OTHER PUBLIC PROPERTY	Light blue
IND-PUBLIC AREAS	Orange
CEMETERIES	White with black border
BUSINESS CENTERS	Brown
INDUSTRIAL AREAS	Dark orange
RAILROADS	Black with cross-ticks

This Plan COMMEMORATES
The TWO HUNDREDTH ANNIVERSARY of LANCASTER, PENNSYLVANIA
1729-1929

CITY PLANNING DIVISION
CITY OF LANCASTER, PENNSYLVANIA
1929

SCALE
1" = 1/4 MILE

The City of Lancaster 1929 Comprehensive Plan



**From our past to our future,
we work together to carry
our city forward.**

**RESOLUTION OF CITY COUNCIL OF THE
CITY OF LANCASTER, LANCASTER COUNTY, PENNSYLVANIA**

ADMINISTRATIVE RESOLUTION NO. 79 - 2023

INTRODUCED – OCTOBER 24, 2023

ADOPTED BY COUNCIL – OCTOBER 24, 2023

A RESOLUTION OF THE COUNCIL OF THE CITY OF LANCASTER ENDORSING AND ADOPTING THE NEW COMPREHENSIVE PLAN FOR THE CITY OF LANCASTER KNOWN AS “OUR FUTURE LANCASTER: A COMPREHENSIVE PLAN FOR THE CITY OF LANCASTER, PA.”

WHEREAS, the Council of the City of Lancaster wishes to adopt a comprehensive plan, which will include policies and actions, related to land use, land preservation, housing needs, movement of people and goods (including expressways, highways, streets, parking facilities, pedestrian and bikeway systems, public transportation routes and terminals), community facilities and utilities (including education and recreation, municipal buildings, fire and police stations, libraries, hospitals, water supply and distribution, wastewater treatment, solid waste management, storm drainage and flood plain management, utility corridors and associated facilities), protection of natural and historic resources, reliable supply of water, and other similar matters addressing the needs and concerns raised by Lancaster citizens and which will assist the City and the community in determining future program and funding priorities; and

WHEREAS, the Pennsylvania Municipalities Planning Code, Article III, empowers governing bodies to adopt and amend comprehensive plans and sets forth guidelines for their contents and adoption; and

WHEREAS, in 2021 the City of Lancaster embarked on a two- and one-half-year citizen-informed planning process to develop a new comprehensive plan; and

WHEREAS, Our Future Lancaster: A Comprehensive Plan for the City of Lancaster, PA reflects a community consensus regarding high priority issues that the community must address in order to assure that Lancaster City remains a successful small city and meets the requirements and conditions of Article III of the Pennsylvania Municipalities Planning Code regarding comprehensive plans; and

WHEREAS, on August 16, 2023, the Lancaster City Planning Commission unanimously endorsed Our Future Lancaster and recommended adoption of the plan to the Council of the City of Lancaster; and

WHEREAS, on October 10, 2023 the Lancaster County Planning Commission determined that Our Future Lancaster is consistent with the Lancaster County Comprehensive Plan; and

WHEREAS, the Lancaster County Planning Commission, the School District of Lancaster, and each of the City’s contiguous municipalities (East Hempfield, East Lampeter, Lancaster Township, Manheim Township, and West Lampeter) and were given an opportunity to review and provide comment on Our Future Lancaster: A Comprehensive Plan for the City of Lancaster, PA, and any and all such comments have been reviewed and received by the Council of the City of Lancaster; and

WHEREAS, the Council of the City of Lancaster has held a public hearing to both inform and review comments received from the Lancaster County Planning Commission, the School District of Lancaster, each of the City’s contiguous municipalities, and the public regarding Our Future Lancaster: A Comprehensive Plan for the City of Lancaster, PA.

NOW, THEREFORE, BE AND IT IS HEREBY ORDAINED and enacted by the Council of the City of Lancaster, Lancaster, Pennsylvania that City Council authorizes and adopts the attached document entitled Our Future Lancaster: A Comprehensive Plan for the City of Lancaster, PA as the official Comprehensive Plan for the City of Lancaster and as a statement of long-range goals serving as a guide for the City of Lancaster community; and **BE IT FURTHER RESOLVED**, that the City Council supports and encourages implementation of activities which will address the policies and actions identified in the City's official Comprehensive Plan entitled Our Future Lancaster: A Comprehensive Plan for the City of Lancaster, PA; and

BE IT FURTHER RESOLVED, that the proper officials of the City of Lancaster be and are hereby authorized and directed to take any and all steps necessary to implement Our Future Lancaster: A Comprehensive Plan for the City of Lancaster, PA as the City's Comprehensive Plan, including but not limited to those required by the Pennsylvania Municipal Planning Code; and

BE IT FURTHER RESOLVED, that Our Future Lancaster: A Comprehensive Plan for the City of Lancaster, PA shall go into effect as the City's Comprehensive Plan on the date of this Resolution and that Our Future Lancaster: A Comprehensive Plan for the City of Lancaster, PA shall repeal and replace any and all existing documents known as or referred to as the City of Lancaster Comprehensive Plan.

CITY OF LANCASTER

By: 
Danene Sorace, Mayor

ATTEST:


Bernard W. Harris Jr., City Clerk

LET THE ROSE RISE

SIR DOMINIQUE JORDAN

Call: Let the Rose Rise

Response: And Rise we will TOGETHER

As the saying goes,
we will never know where we are headed until we know
where we have been... Quite a unique duality
between the sacrificial truth, and a barbaric reality...
In the past, vicious decisions were made that brought us to
where we are today... This land,
once an honored home to many indigenous tribes,
was stolen, causing generational pain and strife, the ills of
history are quite a conundrum
and the only way to cease and then,
prevent us from continuously following it, is by
enlightening the ignorant,
respecting the ignored
with pure intentions and acknowledgment...
Liberation is the only solution
to slay each of the monsters of poverty, that over time have
silently and patiently ate away at the fabric of what
Democracy
was supposed to stand for in the first
place. DISCRIMINATION,
EXPLOITATION,
GENTRIFICATION too
Made this city so oppressive and harsh for far too many
to pursue...
But best believe we've had trailblazers, changing the
narrative on purpose, Heroes so bold
Aimlessly making Lancaster City, A place to be proud of.
Who fought for justice and broke the disastrous mold

Examples like Thaddeus Stevens and Lydia Hamilton Smith,
the inception of the basis of public education became in
our backyard
and saving lives

across a proverbial train track underground have solidified
their names in our used to be town forever more!

Or the story of Barney Ewell,
shaking off the ancestral shackles

They said would prevent him from striving, to make it all
the way to gold,

or the work our tabernacles,

religious institutions, community centers and schools

have done to help sow seeds of our youth, who knew they'd
grow to reshape a small seed of a red rose into a garden of
a city!

Their stories we tell

Their legacy we must uphold and cherish To make
this garden,

this City

thrive and flourish

But Let's be clear here, previous strategic

Planning inherently harmed our most
vulnerable neighborhoods,

many of those impacts are still visible.

Homes and community lost, if we're talking unfair, this is
the epitome, but no going

backwards, now we're shifting gears,

utilizing a new approach to planning, the input of
the people,

a more equitable than equal understanding To achieve
benefits for everyone

Call: Let the Rose Rise

Response: And Rise we will TOGETHER

Our Future Lancaster, An affirmation in a name An evolving
and involving vision

Full of vibrance for our city to reclaim

With over 5,000 voices engaged and heard The Street
Piano Capitol of the World

Culture on every Corner, especially in the South East,

Changes can be made with every word we speak
As long as we step in unison,
Our city's assets, plentiful, unique and Diverse,
artistic, walkable
So We stay ahead of the curve with environmentally
just trees,
head downtown to peep the
world-renowned architecture,
Yet Our city is more than just a structure, it's
probably better to say
we are a Red Tornado, but let me slow up, close your
eyes for a second for me,
just imagine and try to perceive, these changes we
want to see Affordable living for all the people, a
thriving business community
for our mom and pop shops especially,
Better storm drain quality and cleaner water, non
profits carrying the torch for our sons and daughters,
to take us to a new regime, and one of the most
important, safety in our streets,
so our seeds can sprout farther than we could
ever believe,
With gratitude to everyone's contribution
We offer this plan, the community's solution Our
Future Lancaster, our shared vision
It's up to us now, to shape our city's fate
To guide our city's metaphysical growth and mission
Now that community objectives are clearly
being heard
To make Lancaster the best version we can create
So let's continue to participate and lend our voice
So In the end, A healthy and vibrant city, our
ultimate reward
For a city we can all be proud to embrace
A place for everyone, with love and grace.
To make sure Our Future Lancaster is
OUR comprehensive choice to...

Call: Let the Rose Rise

Response: And Rise we will TOGETHER



A LETTER FROM MAYOR SORACE

I am proud to introduce this Comprehensive Plan, Lancaster's first one since 1993. Together, we crafted "Our Future Lancaster" for and by our community. The community engagement effort informing this plan is the City of Lancaster's most intentional outreach work to date. City staff, the Comprehensive Plan Committee, and partners helped us reach over 14,000 residents. We connected across neighborhoods, spoken languages, and economic status and showed up to meet people where they were. And this plan is better because of it.

Lancaster is a city on the move. Lancaster has topped the best places to live, visit, and retire in recent years. While these accolades feel good and are well deserved, they leave out much of the story. We are a vibrant, diverse city thriving in many ways, and we face significant challenges like the availability and cost of housing, persistent barriers to quality jobs, and more. These issues are not unique but became more apparent as the COVID-19 pandemic took hold of the nation.

Within this Comprehensive Plan, you will find a vision for a stronger, more equitable Lancaster. It presents ambitious plans for promoting a diverse, affordable housing stock. It shines the spotlight on areas primed for new economic growth. And perhaps

the most visionary piece of this plan is a shift in how we envision the Conestoga River. The plan shows us a future for the river as a remarkable asset. Our river, from recreation to ecology, has boundless potential if we unlock it.

The plan's goals will take all of us to accomplish. The City of Lancaster is positioned to step forward with the sustained support of our residents, nonprofit partners, municipal neighbors, and leaders across sectors including business, government, and faith communities. And I hope elements of this plan will both inform and inspire the strategies and investments of community partners, big and small. Now, let's get to work.



Danene Sorace
Mayor
City of Lancaster





ACKNOWLEDGEMENTS

Comprehensive Plan Committee

Ehsan Al-Hussaini

Juan Aviles

Phillip Cabassa

Heidi Castillo

Lisa Colon

Maxine Cook

Steve Cook

Casey Flores

Kirsten Krimmel

Molly Kutz

Jugens Laguerre

Vashti LaGuerre

Yaima Lopez

Sue Mackey

Mi Mi Poe

Cindy Sawicki

Kerry Sherin Wright

Mark Stoner

John Suarez

City of Lancaster Planning Commission

Region 1: Heidi Shirk

Region 2: Andrew Whalen

Region 3: Kenny Weeks

Region 4: Maxine Cook

Region 5: Nelson M. Polite, Jr.

Region 6: Miriam Ortega-Brown

**At Large: Nicole Seuffert,
Steve Hackett**

**Alternate: Tony Dastra, Amos
Stoltzfus, Kelsey Gohn Irvine**

City Council

Amanda Bakay

President

Ahmed Ahmed

Jaime Arroyo

Lochard Calixte

Faith Craig

Janet Diaz

Katherine Walsh

City of Lancaster Staff

Wyatt Behringer

Communications & Policy Strategist

Josh Beltre

Engagement Specialist

Angie Brackbill

Water Resources Engineer

Gabrielle Buzgo

Program Manager

Stephen Campbell

Director of Public Works

Milzy Carrasco

*Director of Department of
Neighborhood Engagement*

Chris Delfs

*Director of Community Planning &
Economic Development*

Zayra Falu

Language Services Coordinator

Jack Fowler

*Staff Assistant for Community Planning &
Economic Development*

Rebecca Geiser

*Deputy Director for Community Planning
& Economic Development*

Karl Graybill

Environmental Planner

Emma Hamme

Formerly Senior Planner

Barry Handwerker

City Solicitor

Todd Hutchinson

Fire Chief

Cheila Huettner

LOOP & Welcome Center Manager

Phil Johnson

Formerly GIS Analyst

Jess King

Formerly Chief of Staff

Mandali Kejjo

Senior Planner

Molly Kirchoff

*Public Art & Urban Design
Program Manager*

Denice Madonna

Redevelopment Coordinator

Cindy McCormick

Deputy Director of Engineering

Richard Mendez

Police Chief

James Nixon

*Bureau Chief of Property Maintenance &
Housing Inspections*

DJ Ramsay

Communications Manager

Glen Recknegal

GIS Coordinator

Douglas Smith

Bureau Chief of Planning

Suzanne Stallings

Historic Preservation Specialist

Amber Strazzo Righter

Communications Manager

Jameel Thrash

Zoning Officer

Craig Walt

*Bureau Chief of Lead Safety &
Community Development*

Kate Wright

Special Events & Program Manager

Funding Organizations

U.S. Department of Housing & Urban Development's Community Development Block Grant, National Endowment for the Arts, High Foundation, The Funders Network's Partners for Places Grant Program, Pennsylvania's Department of Community & Economic Development, and Ferree Foundation

**Technical Advisory
Committee Members**

CREATING GREAT PLACES

Darlene Byrd

South Ann Concerned Neighbors

Barbara Wilson

Lancaster City Housing Authority

Ben Morton

RGS Associates

Chris Kennedy

Age Friendly Lancaster

David Aichele

Downtown Investment District

Shelby Nauman

Tenfold

Jake Thorsen

Tenfold

Kate Zimmerman

Coalition for Sustainable Housing

Andrew Szalay

Lancaster Lebanon Habitat for Humanity

Kyonna Bowman and Derrick Burch

The Mix

Jack Crowley and Dan Siewert

Water Street Ministries

Ed Kaminski

Landis Communities

Josh Hunter

*Crispus Attucks Community Center,
Community Action Partnership*

Ben Leshar

SDL Devco LLC

Mike Callahan

Benchmark Construction

Frank Christoffel IV

Lancaster County Association of Realtors

Luis Ortega

SoWe-Housing Committee

Kareena Rios

School District of Lancaster School Board

Daisy Lebron

Community Police Working Group

Destiny Ponce

Neighborhood Leaders Academy

Dr. Gretchel Hathaway

NAACP Lancaster, PA

**CONNECTING PEOPLE, PLACES, &
OPPORTUNITY**

Craig Dalen and Andres Zorrilla

ASSETS

Karen Schloer

Boys and Girls Club-Lancaster

Willonda McCloud

Bright Side Opportunities Center

Valentina Ross

Church World Service-Lancaster

Maxine Cook

City Planning Commission

Jocelynn Ritchey

Formerly City Planning Commission

Adriana Atencio

Common Wheel

Dan Betancourt

Community First Fund

Ed Harris

Discover Lancaster

Lisa Riggs

*Economic Development Company of
Lancaster County*

Tracy Jones

La Academia

Greg Paulson

Lancaster Bikes

Jeremy Young

Lancaster City Alliance

Marshall Snively

Lancaster City Alliance

Heather Valudes

Lancaster County Chamber of Commerce

Bobby Pena

Lancaster County Emergency Management

Lon Wible

*Formerly of Lancaster County Office
of Aging*

Ton Martin

Lancaster County Office of Aging

Anna Ramos

*Lancaster County Workforce
Development Board*

Melissa Ressler

Lancaster Downtowners

Larry Cohen

Lancaster Parking Authority

Heather Dighe

Lancaster Recreation Commission

Karen Foley

LGBTQ+ Coalition

Dr. Daniel Wubah and

Victor DeSantis

Millersville University

Greg Downing, Jeff Glisson, and

Lauri Ahlskog

South Central Transit Authority

Marquis Lupton

TCP Media Group

Marlyn Barbosa

Tec Centro (SACA)

Pedro Rivera and Pam Smith

Thaddeus Stevens College of Technology

Pastor Timothy Mentzer

Formerly Trinity Lutheran Church

Srirupa Dasgupta

Upohar World Kitchen

TAKING CARE OF WHAT WE HAVE

Vincent Smith

*African American Cultural Alliance
of Lancaster*

Nelson Polite, Jr.

*African American Historical Society of
South Central PA / Planning Commissioner*

Zeshan Ismat

Black Birds

Crystal Weaver

Commons Company

Todd Roy

Conestoga River Club

Hawa Lissanah

DECA

Ricardo Almodovar

DEP Environmental Justice Coordinator

Liz Baldwin

ELA Group

Danielle Keperling

*Keperling Preservation Services & City
Historical Commission*

Jeremy Young

Lancaster City Alliance

Allison Gibson

Lancaster County Clean Water Partners

Michaela Allwine

Lancaster County Redevelopment Authority and City Zoning Hearing Board

Randy Harris

Lancaster Historian

Theron Mitchell

Lower Susquehanna River Keepers and Onyx Industrial Services

Maryann Marotta

Marotta/Main Architects and St. James Episcopal Church

John Meeder and Sam Wilsker

Meedcor Development

Keith Holland

National Action Network Lancaster

Eric Sauder

RegenAll

Len Bradley

RGS Associates

Rev. Shayna Watson

St. James Episcopal Church

David Martens and Corrine Wagner

Zamagias Properties

Jeremy Young

Lancaster City Alliance

Marshall Snively

Lancaster City Alliance

Jocelynn Ritchey

Formerly City Planning Commission

GROWING RESPONSIBLY

Rev. John Knight

Bright Side Baptist Church

Cheryl Love

ELA Group

Mike Wetzel

Franklin & Marshall College

Michael J. Todd

Franklin & Marshall College

Neal Fisher

Hankin Group

Mark Fitzgerald

High Companies

Ken Hornbeck

High Real Estate Group

John Suarez

Hillrise Mutual Housing Association

Jeremy Young

Lancaster City Alliance

Marshall Snively

Lancaster City Alliance

Alex Rohrbaugh

Lancaster County Planning Department

John Hershey

Lancaster County Planning Department

Blanding Watson

NAACP Lancaster, PA

Jocelynn Ritchey

Formerly City Planning Commission

Miriam Ortega-Brown

City Planning Commission and West Lancaster Jewels

Lagena Wright

City Resident

Mike DeBerdine

Rhoads Energy Corporation

Steve Hackett

Site Design Concepts and City Planning Commission

Mike McKenna

Formerly Tenfold

Alisa Jones

Union Community Care

Stacie Blake

YWCA Lancaster PA

THINKING BEYOND BOUNDARIES

Tony Collins

Blake Collins Group

Maxine Cook

City Planning Commission

Jocelynn Ritchey

Formerly City Planning Commission

Vanessa Philbert

Community Action Partnership

Jim Shultz

Developer

Ralph Hutchinson, Tara Hitchens, and Colin Siesholtz

East Lampeter Township

President Barbara Altmann, Ph.D.

Franklin & Marshall College

Smokey Glover

Fulton Bank Foundation

Luis Gonzalez

GRID Delivers

Dana Hanchin

HDC MidAtlantic

Robin Stauffer

High Foundation

Heather Valudes

Lancaster County Chamber of Commerce

Tom Baldrige

Formerly Lancaster County Chamber of Commerce

Sam Bressi

Lancaster County Community Foundation

Deb Jones

Lancaster County Homeless Coalition

Jen Koppel

Formerly Lancaster County Homeless Coalition

Scott Standish and Alex Rohrbaugh

Lancaster County Planning Department

Justin Eby

Lancaster County Redevelopment Authority

Bill Laudien and Ben Webber

Lancaster Township

Noelle Holmes

Formerly LCBC Lancaster City

Andy Bowman

Manheim Township

James Drumm

Formerly Manheim Township

Mandy Mastros

Ministerium of Lancaster City Churches

Blanding Watson and

JoAnna Martinez

NAACP

Charise Hamblin

Patients R Waiting

Alice Yoder

Penn Medicine Lancaster General Health

Brenda Buescher

Penn Medicine Lancaster General Health

Khem Subedi

Formerly Refugee Center and Community School-IU13

Matt Przywara

School District of Lancaster

Dr. Rau

Formerly School District of Lancaster

Anne Kirby

The Candy Factory

Derrick Burch

The Mix

Kevin Ressler

Formerly United Way of Lancaster County

Dee Dee McGuire

West Lampeter Township

Consultants

Barry Miller

Policy Writing

Paige Durborow

Graphic Design

David Rouse

Policy Writing

RegenAll

Community Engagement

CASA of Lancaster

Community Engagement

Church World Service Lancaster

Community Engagement

4ward Planning

Planning Analysis and Policy Writing

John Cox

Planning Analysis and Policy Writing

Joe Landis

Administrative Services

Bergmann

General Consulting

Communication Essentials LLC

Language Translation

Jeff Hawkes

Copy Editing

Age-Friendly Lancaster, PA

Community Engagement and

Policy Writing

Jake Longenecker

Floodplain Analysis

Michelle Johnsen Photography

Photography

Connect the Dots

*Community Outreach, Strategy,
and Facilitation*

Tippets/Weaver architects

Visual Renderings

Mary Gattis

Community Outreach

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County Planning Department,
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University's Ware Center, Sai
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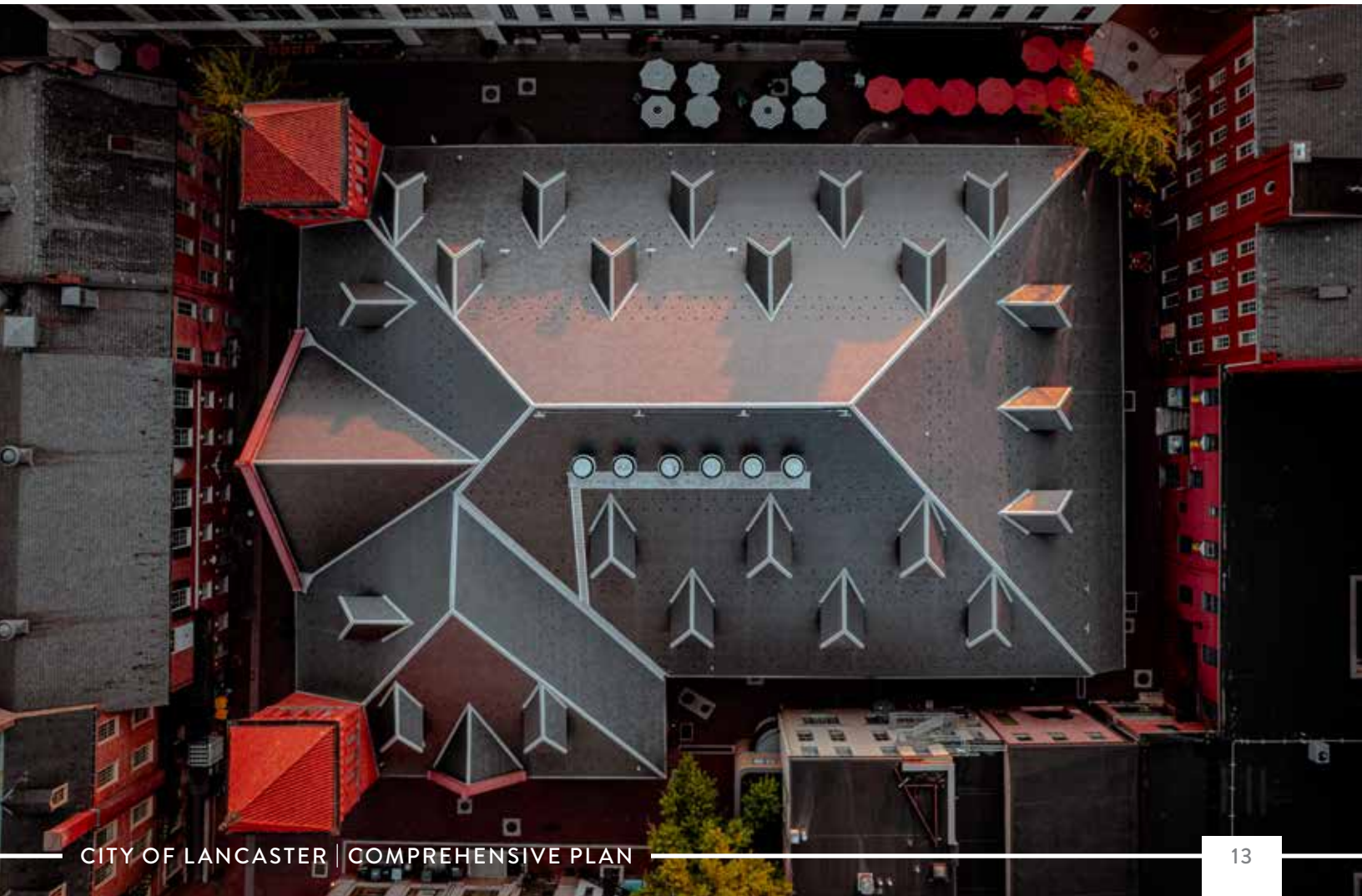


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CHAPTER 1

COMPREHENSIVE PLANNING IN LANCASTER CITY



1.1 INTRODUCTION

BACKGROUND

Lancaster City has a long history of comprehensive planning. As one of the oldest inland cities in the country, it is at once a community that honors its past while forging new ground for its future. Since the first adopted City Comprehensive Plan in 1929, efforts to direct development and municipal decision-making have been formalized through plans, studies, and initiatives. While historical plans focused on development patterns and infrastructure, one theme remains constant and embodies the spirit of Lancaster—"higher life [for] each generation" (1929 Plan).

The City's last Comprehensive Plan, adopted in 1993, went beyond the traditional master plan approach to include intangible aspects of modern community life and resident well-being. Social, emotional, and environmental health were integral to Lancaster's vision in the 1993 Plan, recognizing their relationship to the built environment and impact on quality of life. In 2007, the City did participate in and adopt a multi-municipal comprehensive plan known as Growing Together.

Although it has been nearly three decades since the last Comprehensive Plan update, Lancaster has been far from dormant in planning for its future. From 2015 to 2019 alone the City undertook an Economic Development Strategic Plan, a Strategic Plan to Cut Poverty in Half, a Ten-Year Plan for Public Art, a Complete Streets Guidebook, an Active Transportation Plan, a Housing and Walkability Analysis, and a Climate Action Plan to name a few.

Today, the City is focused on four strategic priorities: strong neighborhoods, safe places, a sustainable economy, and sound government. These priorities were echoed by the community throughout the Plan update process, further validating the administration's vision for a stronger, more equitable Lancaster.

Through this Plan update, it has been the intention of the City to connect past and present planning efforts, establish a cohesive and comprehensive vision, and set forth a means to achieve it. This Comprehensive Plan is intended as a call to action for this generation and the generations that follow.

WHAT IS A COMPREHENSIVE PLAN?

Broadly, a comprehensive plan can be defined as a formal statement of a community's shared vision for its future. It includes a series of goals and policies aimed at the achievement of this vision. As provided for by Section 301 of Pennsylvania Municipalities Planning Code (MPC), a comprehensive plan document is comprised of text, maps, and charts relating to basic elements concerning a community's future, such as:

- Land use and development
- Housing needs
- The movement of people and goods
- Community facilities and utilities
- Compatibility of existing and proposed development locally and with neighboring municipalities
- Natural and historic resource protection
- Reliability of future water supply.

Comprehensive plans consider the interrelationships between such elements and evaluate both long- and short-term strategies for success, forming the foundation upon which future land use and policy decisions are based.

Once completed, a comprehensive plan directly or indirectly informs a number of municipal functions and initiatives. These include, but are not limited to:

Land Use Regulation: The comprehensive plan serves as the legal basis for municipal development regulations. Regulatory tools such as zoning, design review, and subdivision requirements may need to be updated over time to align with the community's vision.

Budgeting & Capital Improvement Planning: The comprehensive plan can be used as a tool during the development of a municipality's annual budget. The projects and programs in the plan are often included in the budgeting process to reflect the community's priorities.

Grant Acquisitions: The comprehensive plan helps to strengthen grant application competitiveness. When a municipality formalizes clear ideas for its future, funding agencies are more likely to support initiatives derived from the plan.

In practice, a comprehensive plan should be considered a “living document.” Although the chapters of a plan ultimately come together in a static physical form, it is the process undertaken to establish it and continuous efforts to review and implement it that keep it relevant and “off-the-shelf.”

RELATIONSHIP TO OTHER PLANS

A comprehensive plan should be comprehensive in its scope, not its detail. While it is the City’s primary guiding document for land use decisions, it’s important to recognize that other municipal plans, studies, and policy instruments work together to express the community’s collective vision.

Our Future Lancaster plays an important role in bringing together broader themes and principles, but it is not intended to exhaustively address each individual issue or topic area. Rather, the Plan identifies connections to supporting planning efforts and implementation tools. It brings awareness to gaps where additional plans and actions may be necessary. To demonstrate these connections, references to other Lancaster City plans and studies have been provided.

As shown below, a comprehensive plan is an expression of the community’s vision. It provides the framework for development regulations, plans for various systems in the community (such as parks and transportation), and guidance for capital improvements and day to day operations. It is complemented by area plans that provide focused guidance for specific parts of the city.

Comprehensive Plans are an integral part of a community-wide vision for physical development and work in concert with other municipal plans and programs.



WHY UPDATE A COMPREHENSIVE PLAN?

It is recommended, and required by Pennsylvania MPC, that a comprehensive plan be reviewed at least every 10 years. The City of Lancaster 1993 Comprehensive Plan still stands the test of time with respect to “the Citizens’ Vision for... a people-oriented, well-maintained, safe community in which to live, work, and play.” However, what makes a “livable community” has changed over time. With new generations come new trends, technologies, and world events that reshape everyday life.

By regularly updating its Comprehensive Plan, Lancaster is better positioned to:

- Successfully deal with the challenges of a changing city and world
- Build community consensus for Lancaster's Future
- Preserve Lancaster's positive qualities
- Address Lancaster's pressing concerns

The planning horizon for Our Future Lancaster is 20 years. In other words, the vision and policies of this Plan have been developed looking out to the early 2040s. Some of the Plan’s actions are more immediate or short-term, but they lay the groundwork for a long-term vision. All future actions undertaken over the next two decades should be consistent with the direction provided by the Comprehensive Plan. This does not preclude interim reviews and updates based on the changing needs and values of the community.

HOW TO USE THE COMPREHENSIVE PLAN

As a legal instrument of policy adopted by City Council, the Comprehensive Plan should regularly be referenced by elected officials, City staff, and review bodies as part of their decision-making processes. Referencing the Plan helps the City to be proactive, rather than reactive, in addressing future challenges and opportunities, and establishes a common thread that connects actions shaping the physical form of the city. In this manner, future investment and municipal actions should be evaluated on their ability to advance the Plan’s objectives and approved only when found to be in alignment with the overall community vision.

Outside of City government, there are many users that may find this Plan to be a valuable resource. The Plan is an expression of the community’s voice for the future. Residents and stakeholders are encouraged to take ownership of the Plan and assist with the realization of its goals. The public may also hold the City accountable by citing the Plan when providing feedback on future policies and development actions. Lastly, the Plan serves to communicate to local, county, and state agencies the values and priorities of the Lancaster community for consideration when undertaking their own plans and projects in the Lancaster area.

1.2 A COMMUNITY-DRIVEN PLANNING PROCESS

LANCASTER’S ENGAGEMENT STRATEGY

Perhaps what makes a comprehensive planning process most special is the opportunity it provides to put the community’s voice into City government and policymaking. Updating a plan is a proactive step where the public helps decide what’s important, answering the questions “What do we want our city to be?” and “How can we work together to make it happen?”



The City of Lancaster conducted an extensive public engagement process showcasing national best practices.

Officially kicked-off in the spring of 2021, Lancaster’s Comprehensive Plan update process included a robust outreach and engagement strategy. Great care has been taken to ensure that this document is a reflection of the people of Lancaster City. From the start, the City committed to giving everyone a chance to get involved, seeking out all voices and raising up those who haven’t been heard in the past.

Leading this effort was the Comprehensive Plan Committee (CPC), a group of city residents and stakeholders of all ages, races, and income levels, who graciously volunteered two years of their time and energy to the development of this Plan. Direct support and guidance also came from a wide array of community partners, with representation across five Technical Advisory Committees organized around key issues. These partners included local and regional organizations that play an integral role in shaping the future of Lancaster City.

In addition to the CPC and Advisory Committees, the City spent the first year of the planning process reaching out to community members to better understand their aspirations for Lancaster, including opportunities for improvement. A variety of techniques was utilized to engage the community, ranging from in-person and virtual public workshops, tables at City and community events, key organizational leader meetings, community led meetings, and phone and online surveys. Translated materials and language access services were provided to reduce language barriers to participation. Through these efforts, the City heard from over 4,000 individuals, lending their unique voices and perspectives to the Plan.

For a complete summary of the planning process and public outreach efforts, see the *Planning Our Future Lancaster Final Engagement Report, Appendix F of the Comprehensive Plan*.

THE CITY’S LARGEST ENGAGEMENT EFFORT TO DATE (JUNE 2023)



- 14,000 total interactions (virtual + in-person)
- 4,200 in-person engagements
- 1,015 surveys
- 2,610 website visits
- 6,770 social media interactions
- Engagement conducted in: Arabic, English, Haitian Creole, Nepali, Spanish, and Swahili.



The public engagement process enabled a clear sense of Lancaster's top priorities, expressed through 10 community development objectives (see Chapter 2).

TIMELINE OF ENGAGEMENT

2020 (Summer/Fall)

Budgeted Funds & Secured Grants, Hired Facilitation Specialist, Recruited 17 residents for Comprehensive Plan Committee (CPC)

2021 (Winter/Spring)

Trained CPC, Issued Request for Proposals (RFP) for Primary Consultant, Selected Primary Consultant with CPC

2021 (Summer-Winter)

Initiated Phase 1 Community Engagement (Values & Priorities), Held 1st Technical Advisory Committee meeting

2022 (Spring/Summer)

Initiated Phase 2 Community Engagement (Land Use & Design), Held 2nd Technical Advisory Committee meeting

2022 (Fall/Winter)

Initiated Phase 3 Community Engagement (Policy Drafting), Held 3rd and Final Technical Advisory Committee meeting, began drafting policies and key maps.

2023 (Winter/Spring)

Completed Initial Drafts of Policies and Maps, Held May 24 policy presentation at Ware Center, and Exceeded 4,000 In-Person Interactions and Nearly 15,000 Total Interactions.

2023 (Summer/Fall)

Initiated Phase 4 Community Engagement (Plan Drafting & Adoption), Released Draft 1 of Plan, Engaged Planning Commission in Comprehensive Plan Review, and Engaged City Council in Plan Adoption.

1.3 REGIONAL PLANNING CONTEXT

This Comprehensive Plan recognizes the City's role as a regional partner, and the importance of planning in tandem with the County and other communities and agencies. Social, economic, and environmental challenges are not bound by municipal borders. Ongoing communication, coordination, and collaboration on matters related to development, municipal services, transportation, and infrastructure are necessary. This provides the added benefit of allowing municipalities to better manage shared resources and minimize duplication of effort.

This Plan also recognizes Lancaster's position as the cultural, social, and economic hub of the region, a role established in 1730 when the City was designated the County seat. While this Comprehensive Plan focuses on the elements of policy under Lancaster City control, it carries forward a longstanding and enduring relationship between the City and Lancaster County. The County's Comprehensive Plan, briefly summarized below, provides the regional context for the City's Plan.

PLACES 2040

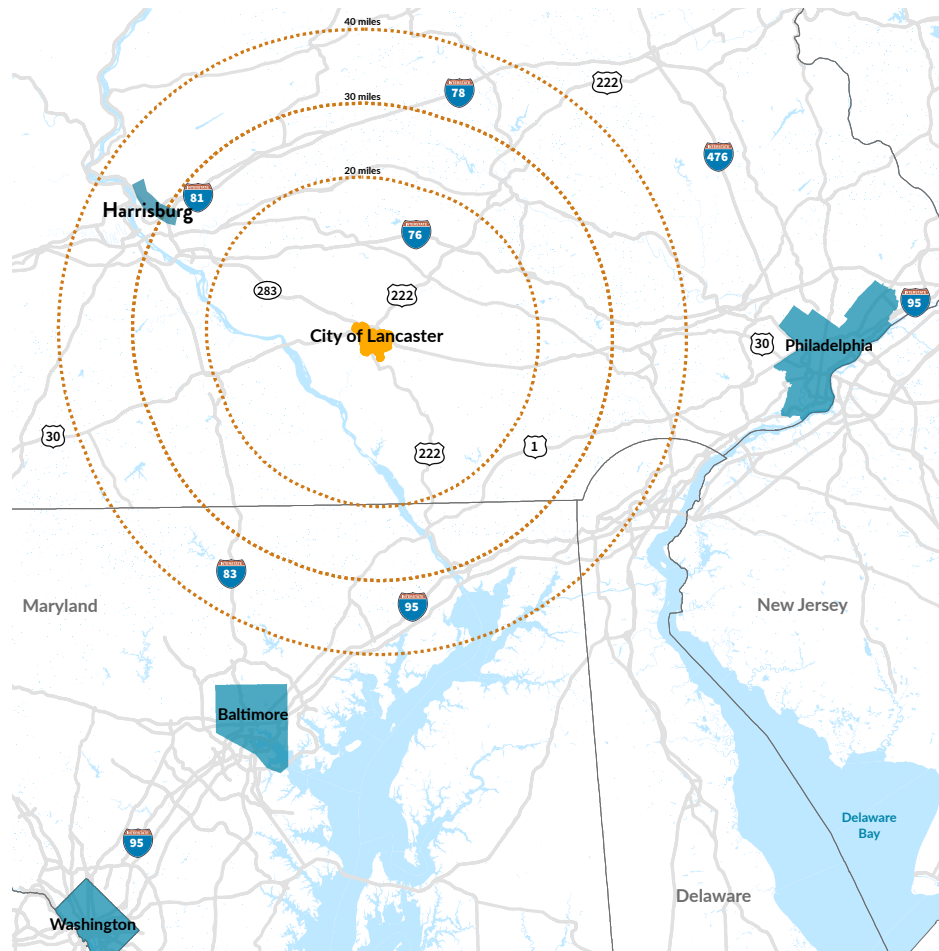
In 2018, the County completed its own comprehensive plan update—Places 2040. The County Plan identifies five “Big Ideas,” representing its future priorities:

- Creating Great Places
- Connecting People, Place and Opportunity
- Taking Care of What We Have
- Growing Responsibly
- Thinking Beyond Boundaries

For each of these Big Ideas, Places 2040 includes a summary of what must be done differently in the future to achieve the countywide vision, including metrics to measure success. The Countywide Plan calls for a direct and sustained effort by all community partners—including Lancaster City. It identifies tools and strategies to move the entire community forward. These tools include simplified zoning, complete streets, strategic investment in infrastructure and public services, alignment of resources with policies,

“ There is a region around the City of Lancaster which is responsive in one way or another to its influences as a dominant urban center. The boundaries of this region are not merely county lines but extend into the adjacent counties of southern Pennsylvania. The limits are not easily defined, because they are constantly changing with the growth and influence of the principal urban centers and their satellites. Within the political boundaries of Lancaster County there is a marked regional unity which has for its center the city of Lancaster. The radial system of pikes coming from the principal towns in the county gives evidence of the regional importance of Lancaster from the beginning. ”

City of Lancaster 1929 Comprehensive Plan



The City of Lancaster is conveniently located near large metropolitan cities in the Mid-Atlantic Region and is only 40 miles from Harrisburg, 80 miles from Philadelphia, 70 miles from Baltimore, and less than three hours by train from New York City.

and regional partnerships. Lancaster City's Comprehensive Plan incorporates these strategies.

The County's Plan also includes a Future Land Use and Transportation Map, identifying the communities, corridors, and landscapes that County residents said were most important to them. The Map uses a planning tool called "transects" to organize land into zones that reflect the intensity and character of use--from rural to urban. Seven character zones are identified, providing a framework for future zoning.

Lancaster City's Future Land Use Plan and Map support implementation of Places2040 at the local level. In particular, the Map aligns with the character zones in the Countywide Plan. It identifies Downtown Lancaster as an urban center (the most intense transect), surrounded by residential and mixed use neighborhoods (suburban and urban transects), park and open space areas (natural preservation and conservation transects), and general commercial/industrial and institutional areas (special districts). The City's Plan also shares the County Plan's commitment to create great places, grow more compactly and efficiently, and provide a greater supply and diversity of housing.

1.4 FOUNDATIONAL STUDIES & REPORTS

The Comprehensive Plan reflects the community's voice while responding to technical data on community needs and trends. Summaries of community engagement provide important context for this Plan and are included as appendices. Several studies and reports providing data and analysis on existing conditions are also included as appendices.

The appendices are formatted as separate files and are listed below:

- 1. Lancaster Today Report:** A robust existing conditions report on Lancaster City that covers a breadth of topics from transportation and housing to City services and equity.
- 2. Economic & Real Estate Analysis:** A detailed analysis of Lancaster City's economy, housing market, and land use.

- 3. Community Engagement Plan:** The guiding document for community engagement during the Comprehensive Plan process.

- 4. Deliberative Forum Report:** A summary of an innovative and intensive public engagement process completed in partnership with F&M's Center for Opinion Research and Center for Sustained Engagement.

- 5. Integrating Climate Action into the Lancaster City Comprehensive Plan:** A summary of four engagement events with English and Spanish speakers about climate change solutions that could be used in the Comprehensive Plan.

- 6. Final Engagement Report:** A summary of the entire community engagement process, strategies, goals, results, and a description of who was engaged.

1.5 ORGANIZATION OF THE COMPREHENSIVE PLAN

In 2010, the Pennsylvania Department of Community and Economic Development (DCED) performed a thorough review of comprehensive plans. Based on this review, DCED identified several common themes, along with recommendations to make plans more usable, readable, and effective. These recommendations included minimizing jargon, illustrating ideas with drawings and photos, and improving document design. This document incorporates these principles. It presents a clear picture of where the City wants to be and how it will get there.

Our Future Lancaster also addresses the interconnectedness of planning topics by focusing on systems rather than policy "silos" for individual topics. This approach organizes information by broader tenets of community life and experience. The policies and recommendations provide a holistic view of Lancaster's future, identifying the interrelationships between each topic area and making connections across planning systems. Cross references are provided to help the reader navigate the document and direct them to additional resources, as appropriate.

A brief overview of the Plan's chapters is presented below.

Chapter 1 sets the context and background for the Comprehensive Plan. It addresses the City's approach, the current planning context, the Plan's organization, and implementation.

Chapter 2 describes the Plan's policy framework and organization. It describes the guiding principles that underpin this effort.

Chapter 3 lays out five planning systems that contain citywide policies and actions. Collectively, these policies and actions guide the City toward its vision.

Chapter 4 contains the Plan's land use recommendations. Future Land Use Categories are defined and applied on a Future Land Use Map (FLUM). An Economic Development Map (EDM) is also presented, including key corridors, hubs, and land-use change areas. Finally, general and place-based land use policies are provided to give further context to the FLUM and EDM.

Chapter 5 details a future vision for the Conestoga Riverfront that builds on Chapters 3 and 4. It sets an environmental and recreational vision that will help make the Conestoga Riverfront a centerpiece to the economic and cultural identity of Lancaster City and the metro region.

Chapter 6 presents a path for implementation of the Comprehensive Plan. It includes an Action Table that identifies short-, mid-, and long-term actions for the next 10 years.

Appendices include a variety of affiliated documents and studies that were created as part of the Comprehensive Plan.

1.6 IMPLEMENTING THE COMPREHENSIVE PLAN

Adoption of the Comprehensive Plan alone will not result in immediate change. Rather, it is the consistent implementation of the Plan through future actions and operating procedures that will bring about success. The Plan's recommendations include a range of strategies. These strategies will need to be integrated into the day-to-day operations and organizational capacity of the City. Where deficiencies exist or additional direction is needed, further study or outside support may need to be pursued.

On an annual basis, it is recommended that City Staff, the Planning Commission, and/or organizational partners meet to report on the completion of tasks, set intentions for additional implementation efforts, and identify any areas in need of updating.

City leaders and decision makers also should work to ensure that municipal resources are allocated in a manner supportive of the Plan's implementation. This includes requiring capital improvement plans and budget requests to align with the policies of the Plan. It also includes aligning zoning with the Plan and ensuring that land development decisions support the Plan and its policies.

Lancaster's vision cannot be realized by the City's efforts alone. In carrying out the policies and actions of this Plan, the City should regularly communicate and collaborate with the public, the private sector, non-profit organizations, and local and regional partners. Chapter 6: Implementation, includes an Action Table with short-, mid-, and long-term actions, which should be tracked over time. The table should be periodically updated as actions are completed, and new actions are added.



Groundbreaking ceremony for 7-story mixed-use building at 347 N. Queen St.



CHAPTER 2

OUR FUTURE LANCASTER POLICY FRAMEWORK



2.1 INTRODUCTION

OVERVIEW

This Chapter provides the context for the Comprehensive Plan. It summarizes where we have been, where we are today, and where we are going, building on data and findings from the Lancaster Today report (**Appendix A**). This Chapter also explains the Plan’s policy framework, organizational structure, and Land Use Plan.

HISTORIC CONTEXT

The town of Lancaster was founded in the early 1730s and developed into a regional center serving the surrounding agricultural community. Located at the intersection of major roadways, Lancaster was an important settlement on the primary route of westward expansion through Pennsylvania. By the mid-1700s, Lancaster was one of the largest inland towns in America. Lancaster became a borough in 1742 and incorporated as a city in 1818.

Today, Lancaster City is home to about 60,000 people in a 7.4 square mile area. Most of its residents live in the 4-square mile historic area that was the original charter for the city (**image at right**). Parts of the city reach densities close to 40,000 people per square mile, nearly four times the average density of Philadelphia or Washington, DC. This creates a sense of vibrancy and walkability that make Lancaster a desirable place to live, work, and visit. The city’s extensive historic architecture is a source of pride and is protected by one of the country’s largest continuous National Register Districts. Many Lancaster residents live in compact, mixed-use urban neighborhoods that have stood the test of time.

At the time of the first US Census in 1790, Lancaster had fewer than 4,000 residents. The city grew modestly in the first half of the 19th Century and then expanded rapidly between 1850 and 1900 as the railroad arrived and industry took root. By 1900, Lancaster had over 41,000 residents. The city’s population reached nearly 64,000 by 1950, and then slightly declined and leveled off in the late 20th Century.

Population growth after World War II was modest, as suburban Lancaster County’s growth accelerated. State annexation laws allowed the City to incorporate an additional 3.2 square miles, primarily during the 1960s. Those laws were changed in the 1970s, halting the City’s expansion. Between 1970 and 2020, the population has

A LEGACY OF PLANNING

Lancaster was conceived as a planned community in 1734, centered around a courthouse for the newly created Lancaster County. The original system of quadrants has shaped the city’s growth and defined much of the Lancaster we know today.



remained fairly stable, peaking at about 59,000 in 2010. Census estimates in 2023 indicated a population of 57,088.

The most significant demographic trend over the last 50 years relates not to the size of the population, but to its racial and ethnic composition. The city has become increasingly diverse and multi-cultural. As **Figure 2-1** illustrates, fewer than half of the City’s residents identify as White today, compared to 85 percent in the County and 78 percent in the State. About 40 percent of Lancaster’s residents identified as Hispanic/Latino in 2020, compared to just four percent in 1970.

The age profile of the city is also changing (**Figure 2-2**). Lancaster tends to have a younger population than the county and state, but its median age has been increasing. The median age in the city was 32.7 in 2020, up from 30.3 a decade earlier. The fastest growing age cohort in the city is now residents over 65. This not only reflects the aging of the baby boomer generation but also Lancaster’s popularity as a place for retirement.

The city’s economy has also changed over time. Lancaster remains a regional hub, with nearly 37,000 jobs in the city in 2018. This is larger than the number of employed Lancaster city residents (24,460), indicating that a substantial number of workers commute in from surrounding areas. The top industry by employment share is the health care and social assistance sector, representing 29 percent of all jobs. Other major sectors are education services (11 percent), manufacturing (10 percent) and

retail (9 percent). The strength of the education and health sectors suggests there is an “Eds and Meds” cluster in the city that can drive future economic development.

Looking to the future, Lancaster City is expected to grow modestly. Places 2040, the Lancaster County Comprehensive Plan, indicates that the countywide population may increase by as much as 100,000 by 2040. Lancaster can potentially capture a larger share of that growth than it has in the past through strategic plans and programs that position the city for reinvestment. The city offers unique amenities and advantages that can draw new residents, businesses, and visitors. This has been affirmed by recent investments in Lancaster, and more than 1,500 more units in the local residential development pipeline.

TRENDS AND MAJOR ISSUES

Lancaster City has seen much change over its history. Today, we live in a time of accelerated change, driven by technology, information, communication, and globalization. We confront new challenges every day—climate change, a housing shortage, environmental quality, and the lingering effects of a pandemic that changed the way we live and work. Some of these challenges threaten the quality of life while others present the opportunity to improve it.

Like much of the country, Lancaster faces a housing crisis that puts homeownership (and even rental apartments) out of reach for many residents. In 2021, about 46 percent of the city’s renters were considered “cost-burdened,” meaning they paid more than 30 percent of their incomes on rent. Zillow’s Home Value Index indicates countywide home prices have increased almost 47 percent in the last five years alone. The impacts of rising rents and home prices fall disproportionately on lower income residents, who must set aside a growing share of their incomes for housing.

Lancaster City is also experiencing the impacts of climate change. In 2023, the city faced severe air pollution from Canadian wildfires and unpredictable weather patterns. Lancaster City still has a combined stormwater-sewer system (CSS) that spills untreated sewage into the Conestoga River. This is already a major infrastructural and public health problem that could be exacerbated as flood risks increase. These patterns will only intensify in future years, likely in unpredictable ways that complicate solutions.

Simultaneously, technologies such as Artificial intelligence (AI) are expected to revolutionize various industries, including healthcare, transportation, and finance, by streamlining processes, improving efficiency, and enabling faster decision-making. These advances are not without potential consequences. The widespread adoption of AI raises concerns about privacy, security, and the potential for job displacement, as automation replaces certain tasks previously performed by humans. The verdict is still out on how this will impact Lancaster City. Technology is also revolutionizing how people get around—one-wheel and two-wheel electric scooters, electric bikes, increasingly automated cars, and more. These micro transit options have implications for how we build and regulate public rights of way.

Plans for the future must also acknowledge the consequences of past land use decisions on health, equity, and income inequality. This is the result of structural factors both explicit and implicit throughout the history of the United States. During the 20th Century, practices such as racial covenants, discriminatory lending, and urban renewal resulted in communities of color remaining segregated and denied the opportunity to build generational wealth. Many of these patterns are evident in Lancaster City today. The process of becoming a more inclusive city requires a plan that is underpinned by a commitment to more equitable growth.

Given the pace of change, the challenges ahead, and the fact Lancaster City has not had an updated Comprehensive Plan in 30 years, the time to envision our future is now. By creating a well-structured plan, the community can prioritize its goals and allocate resources effectively, leading to better utilization of assets and improved problem-solving capabilities. A comprehensive plan can help the community anticipate future challenges and opportunities, and proactive measures to achieve sustainable development and resilience in the face of an uncertain future.

Figure 2-1: Race and Ethnicity in the City, County, and State, 2021

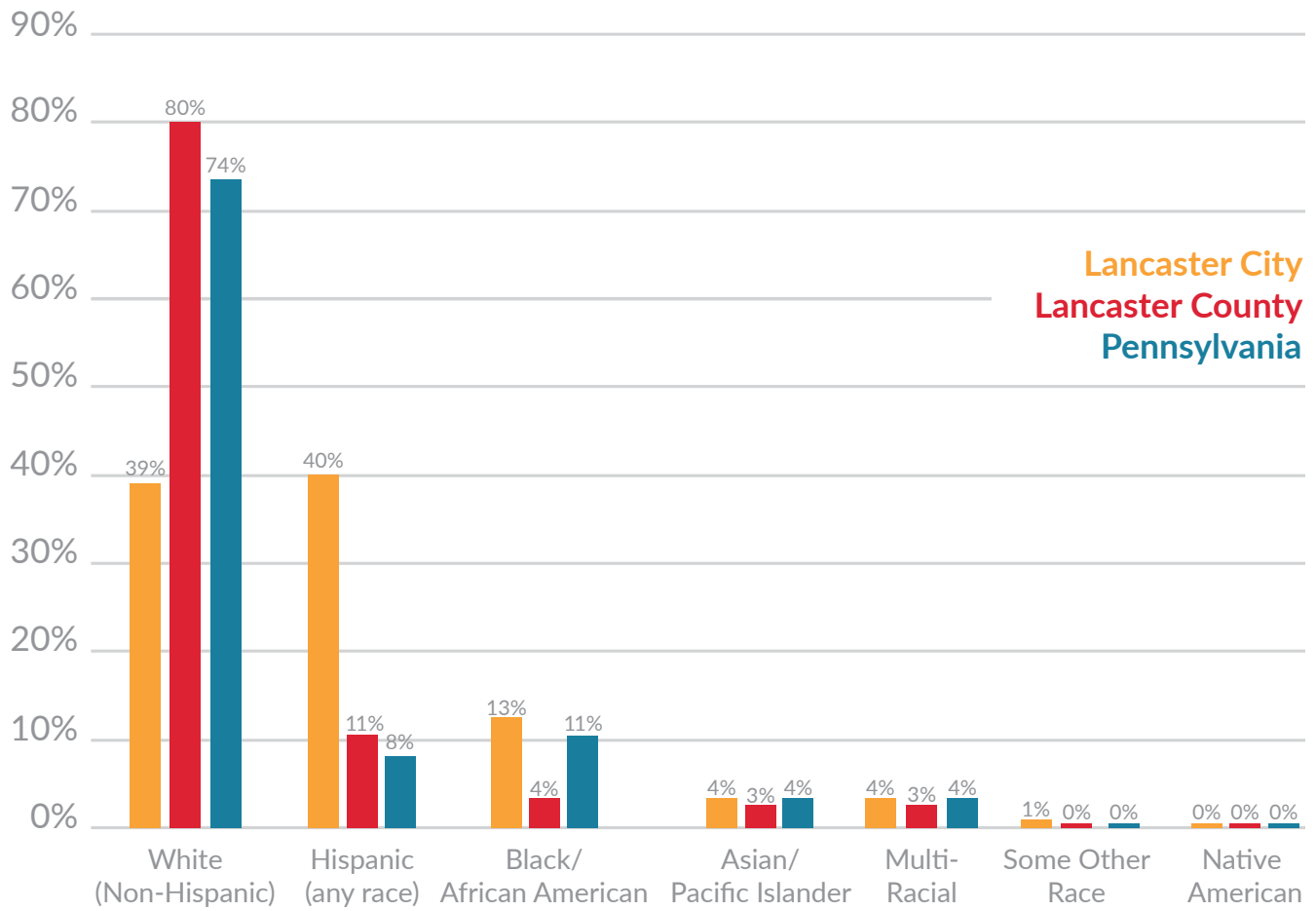
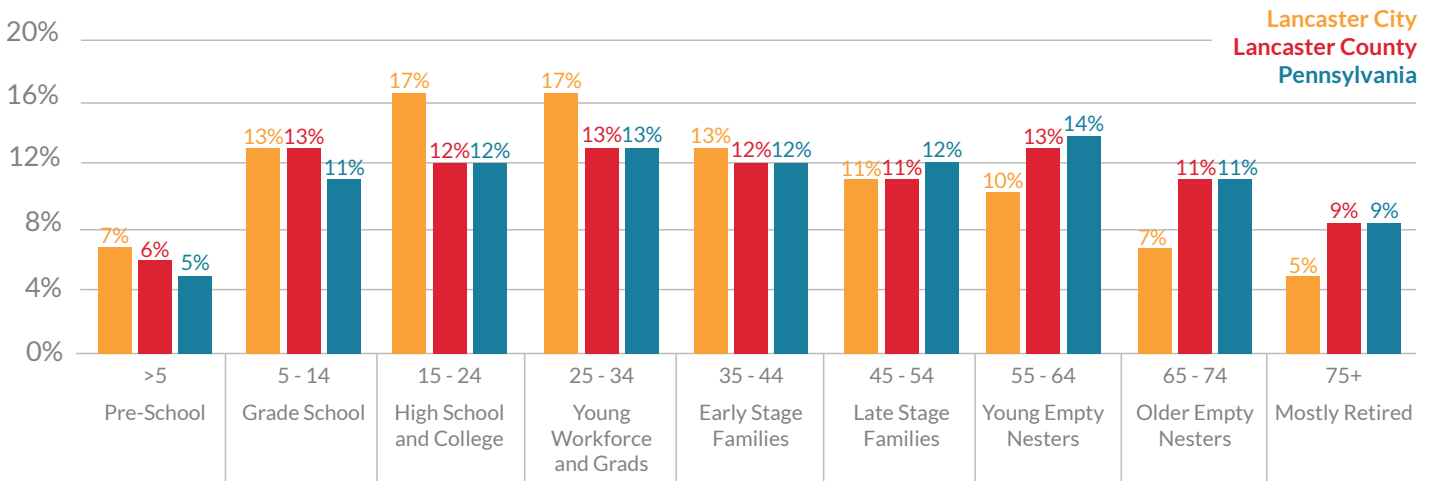


Figure 2-2: Age Distribution on the City, County, and State, 2021

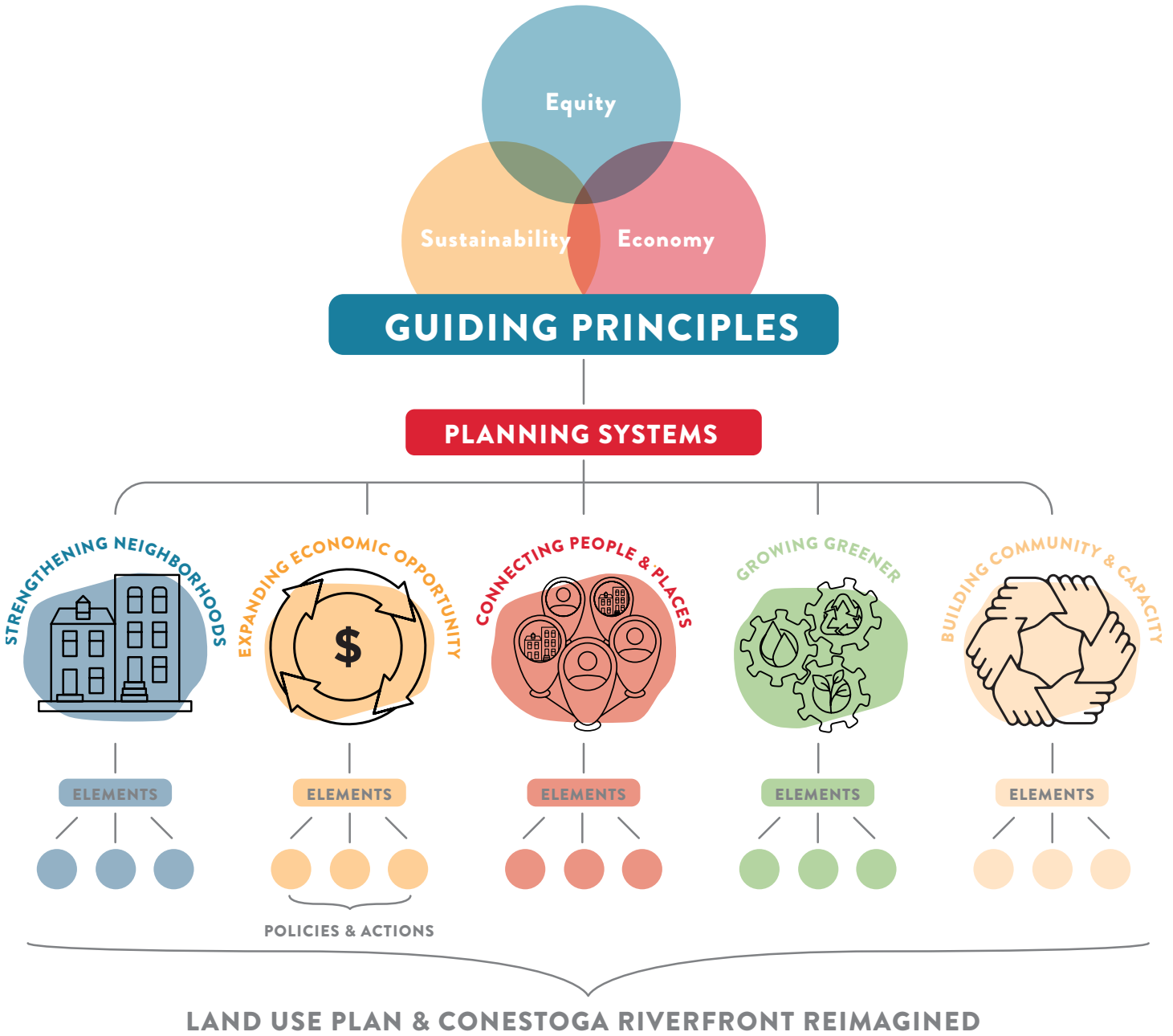


Source: ESRI; 4ward Planning Inc. 2021

2.2 FRAMEWORK FOR THE COMPREHENSIVE PLAN

The policy framework for the Comprehensive Plan is depicted in **Figure 2-3**. Each of the framework components is further explained in the sections below.

Figure 2-3: Comprehensive Plan Overview



GUIDING PRINCIPLES

The Guiding Principles name the City's broadest aspirations for the future and are an expression of Lancaster's values. Intended to guide the community in the long-term, these principles should not substantially change over time, but rather be consistent throughout this Plan's 20-year horizon. Together the three Guiding Principles represent Lancaster's vision for the betterment of its economy, environment, and quality of life for all residents. The Guiding Principles are further described below.

SOCIAL EQUITY AND INCLUSION

Guide investment so that the responsibilities and benefits of growth are shared across all areas of the City. Make community programs, services, and facilities accessible to all and focus specific efforts where support is most needed. Connect people across divides such as background, age, geography, race, ethnicity, and income level.

SUSTAINABLE AND HEALTHY ENVIRONMENT

Set rules, goals, policies, and incentives that protect and improve environmental quality, while elevating the health and well-being of community members. Restore and enhance the air, water, and open space resources of the City. Ensure that local decision-making and investment follows sustainability best practices and enhances climate resiliency.

ACCESS TO ECONOMIC OPPORTUNITY

Invest in and expand the private, public, and non-profit, assets that make Lancaster City a unique and attractive place for employers and those seeking jobs and careers. Ensure that all residents can share in economic success and earn a good living.

PLANNING SYSTEMS, ELEMENTS, AND COMMUNITY DEVELOPMENT OBJECTIVES

The Planning Systems are a set of overarching themes that encompass the city's complex development landscape. The identification of the Planning Systems stemmed directly from conversations with the public and Technical Advisory Committees during the Comprehensive Plan engagement process. The Planning Systems reflect the issues of greatest relevance and importance to the community.

Under each of the five Planning Systems are subtopics, called "Elements." The Elements represent integral parts of each system.

Each Element in the Plan is further described by a Community Development Objective. Altogether, this body of Community Development Objectives represents the community's key priorities and fulfills the Pennsylvania Municipalities Planning Code requirement to establish a core list of objectives within the Comprehensive Plan. The Planning Systems, Elements, and Community Development Objectives stated here:

PLANNING SYSTEM 1

Strengthening Neighborhoods and Housing

Element 1 – Housing Choice

Objective: Facilitate a diversity of housing types, serving a range of household compositions and income levels.

Element 2 – Historic Places

Objective: Preserve buildings and sites that contribute to the physical legacy and cultural heritage of the city's diverse populations, while allowing flexibility for adaptive reuse.

Element 3 – Investment and Revitalization

Objective: Accommodate commercial uses and job growth and focus redevelopment resources on designated commercial hubs and corridors.

Element 4 – Neighborhood Character and Identity

Objective: Protect and enrich the distinctive physical form of the city to improve the experience of Lancaster as a special and livable place.

PLANNING SYSTEM 2

Expanding Economic Opportunity

Element 1 – Economic Mobility

Objective: Support city residents in preparing for and securing good jobs that raise their standard of living.

Element 2 – Economic Growth

Objective: Advance growth and investment that will bolster the tax base and retain and attract employers that provide job opportunities for city residents.

Element 3 – Local Economy and Entrepreneurs

Objective: Boost the diversity and prosperity of small businesses and neighborhood commercial centers throughout the city.

PLANNING SYSTEM 3

Connecting People and Places

Element 1 – Mobility and Access

Objective: Expand mobility options and integrate land uses (such as jobs and housing) to ensure people can access employment, education, and other destinations.

Element 2 – System Safety and Efficiency

Objective: Provide safe city streets and efficient transportation operations for all users, especially the most vulnerable.

Element 3 – Vibrant Public Spaces and Streets

Objective: Design and maintain a public realm that is walkable, comfortable, beautiful, and interesting—and which encourages social activity and interaction.

PLANNING SYSTEM 4

Growing Greener

Element 1 – Natural Resources

Objective: Conserve and restore natural resources that are essential to the sound functioning of local ecosystems.

Element 2 – Parks, Recreation, and Open Space

Objective: Offer high-quality parks that are green, welcoming, and near all residents, and serve as places of respite, recreation, and social gathering.

Element 3 – Built Environment

Objective: Promote a sustainable built environment through best practices in the construction and maintenance of buildings, landscape, and infrastructure.

Element 4 – Climate Change

Objective: Mitigate and adapt to the impacts of climate change, with an emphasis on renewable energy and resilience to environmental shocks and stresses.

PLANNING SYSTEM 5

Building Community and Capacity

Element 1 – Environmental Health

Objective: Protect city residents from environmental hazards and improve the land, air, and water that underpins good health.

Element 2 – Community Well-Being

Objective: Nurture the well-being of city residents through the support of targeted community facilities and social services.

Element 3 – Quality Public Services

Objective: Provide excellent municipal services, including police, fire / emergency response, and recreation to sustain and enhance quality of life in the city.

Element 4 – Socialization and Engagement

Objective: Support community members and organizations in meaningful engagement with neighbors and effective participation in local government.

Element 5 – Arts and Culture

Objective: Foster arts and culture uses that serve our local artists, programs, and institutions and celebrate our varied cultures and histories.

POLICIES & ACTIONS

Specific policy and action recommendations have been developed under each Element. The policies provide broader direction for day-to-day decisions, while the actions provide more specific tasks or projects for implementing the policies.

Some of the actions reference programs, procedures, and initiatives that have already started, while others reference new commitments of resources. Although the City is already implementing some of the policies and actions, including them in the Plan helps to ensure their continuation and connects them to Lancaster’s other planning efforts.

Policies and actions may be designated as short-term, mid-term, or long-term, with completion timeframes ranging from immediate to 10 years. More detail can be found on this subject in Chapter 6: Implementation.

2.3 FUTURE LAND USE PLAN

Ultimately, the Comprehensive Plan is about the physical form of the city and how and where Lancaster should grow and change in the next two decades. As such, Chapter 4 of the Plan focuses on the physical characteristics of Lancaster City from a land use and community character perspective. It includes a citywide Future Land Use Map with identified land use categories, as well as policies related to development and urban design issues. Chapter 4 also includes “place-based” policies that are directed toward particular areas of opportunity or change within the city. This chapter provides the foundation for Lancaster City’s zoning map and also helps shape the City’s zoning regulations.

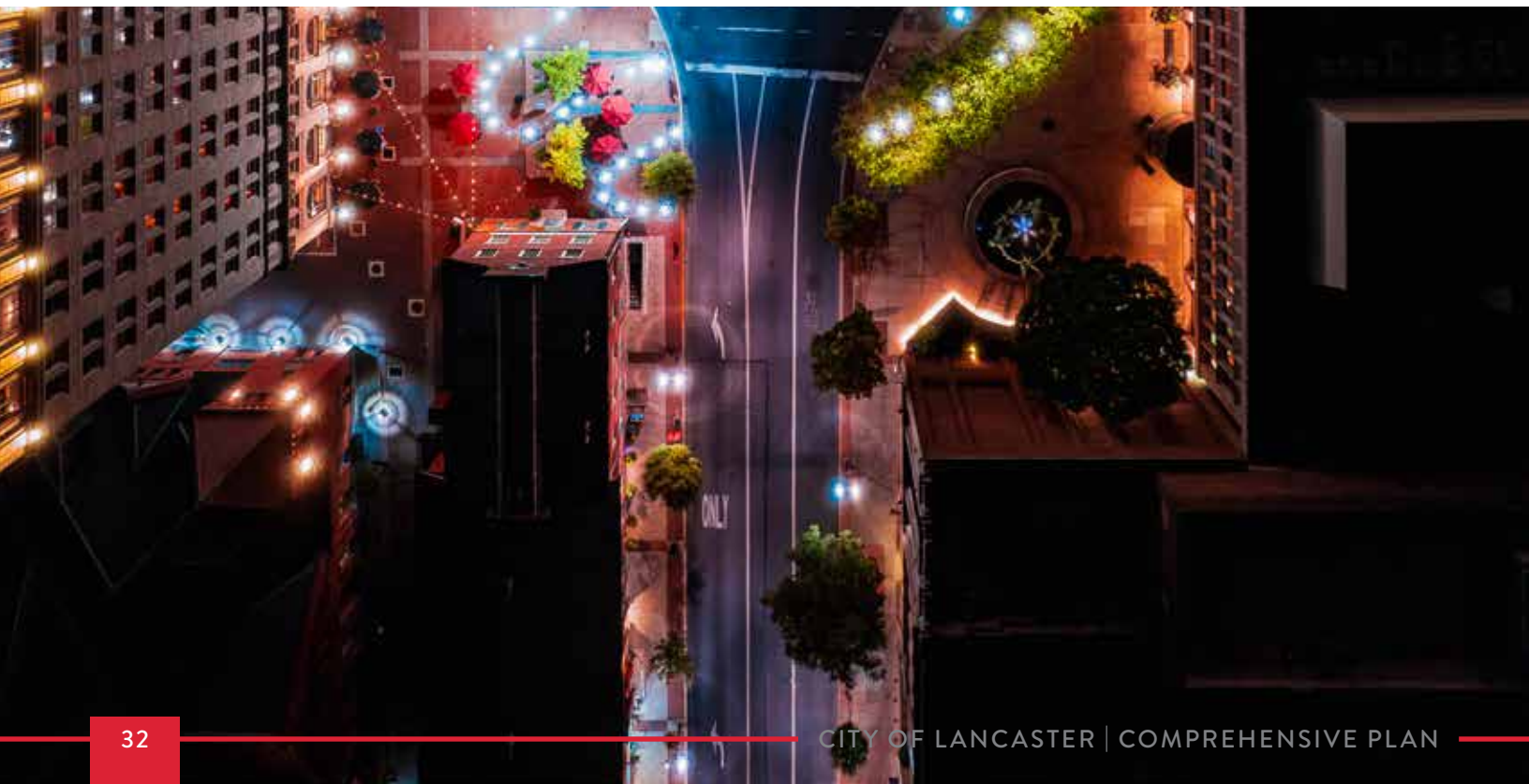
While the five Planning Systems in Chapter 3 provide the framework for future decisions, the Land Use Map and policies in Chapter 4 interpret that information spatially. The physical evolution of the city is a unique community development consideration that warrants special discussion in every plan. In Lancaster’s case, this discussion includes a particular focus on the Conestoga River, which represents both a community development opportunity to make Lancaster City more sustainable, prosperous, and healthy; and a physical planning opportunity to connect the

city and restore one of its most underappreciated assets. Chapter 5 applies the policy direction of Chapters 3 and 4 to this unique area, with a focus on the river.



CHAPTER 3

PLANNING SYSTEMS & ELEMENTS



3.1 INTRODUCTION

This Comprehensive Plan is organized around five overarching systems:

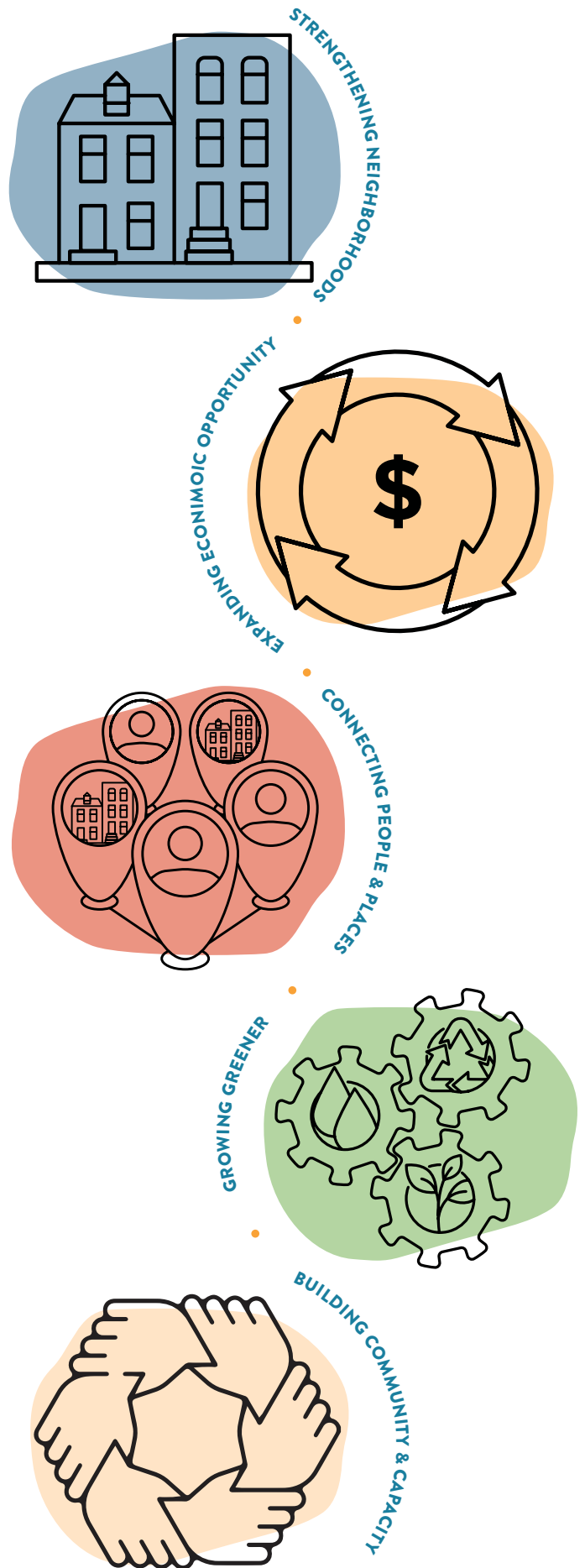
1. **Strengthening Neighborhoods**
2. **Expanding Economic Opportunity**
3. **Connecting People & Places**
4. **Growing Greener**
5. **Building Community & Capacity**

A vision statement for each system is provided in this chapter, followed by background information to set the context. This is followed by a series of "elements" that relate to the broader topic. A community development objective is provided for each element. There are 19 community development objectives in total.

Policies and actions for each community development objective are included.

- Policies are statements of principles or approach. They typically start with a verb, which indicates whether they are mandatory or advisory (e.g., "Require" vs "Encourage"). The use of advisory policies is important to maintain flexibility and balance competing objectives. The Comprehensive Plan does not predetermine every City decision. Rather, it is intended to guide the decision-making process.
- Actions are specific programs, investments, partnerships, plans, or regulations needed to carry out the policies. They may be short-term, mid-term, or long-term, with timeframes ranging from immediate to 10 years (see Action Table, Chapter 6).

The policies and actions are not mutually exclusive and are often interconnected with one another. For example, improving the safety of our streets can help drive business success and job creation. Over time, the policies and actions should reinforce common goals and create a community that aligns with the feedback provided during the community engagement process.



SYSTEM 1 - STRENGTHENING NEIGHBORHOODS & HOUSING (SNH)



In spite of widespread housing maintenance challenges, housing demand has continued to climb. Total vacancy and renter vacancy in the city is low compared to the state. (Figure 3-1). Home prices are also rising quickly, up 68% between 2019 and 2023 (Figure 3-2). These trends have threatened housing affordability and made purchasing

VISION STATEMENT

Life in Lancaster City is organized around neighborhoods. Neighborhoods foster our sense of belonging and create our collective identity. All of Lancaster’s residents deserve the chance to succeed and thrive—not in spite of their surroundings, but *because* of them. We aim to create stable, supportive, and equitable neighborhoods across Lancaster City where all residents have access to social capital, safe housing, green spaces, economic opportunity, and essential public services.

CONTEXT

Lancaster City is rich in history and culture. This land has been inhabited by Native Americans, European settlers, and immigrants and refugees from across the globe. Its architecture and community character are a source of local pride, national recognition, and even international interest. The City’s intentional efforts to protect its unique historic and cultural character have attracted tourism and development. Yet these efforts are occasionally perceived as being at odds with proposed housing and economic development projects.

Roughly 52 percent of Lancaster’s housing units and many of its commercial and industrial buildings pre-date World War II. Countywide, only 20 percent of the housing stock is that old and nationally, the figure is just 12 percent. Historic buildings are a tremendous asset, but the City’s aging building stock and infrastructure require continual reinvestment and adjustment to meet modern standards. Older buildings are more likely to contain hazards such as lead paint and pipes, faulty wiring, or structural damage which can impact the health, safety, and quality of life for residents and businesses. Preservation programs must support adaptive reuse, remediation of hazards, and reinvestment so that all neighborhoods can thrive.

a home more challenging for the 53 percent of Lancaster City households who are renters. Many households are considered cost burdened (defined as spending more than 30 percent of gross income on housing). This has led to greater housing instability, greater inequity between racial and ethnic groups, and even homelessness. The 20 percent of residents who live below the poverty line are often the most vulnerable to displacement.

On a fundamental level, residents are concerned about their ability to stay in the neighborhoods where they’ve recently moved—or have lived all their lives. Conserving existing affordable housing and production of new affordable housing are both priorities. The City also needs a mix of housing types, responding to changing needs, demographics, and market conditions. This includes housing for seniors and others with special needs, as well as market-rate housing at a variety of price points.

Figure 3-1: Vacancy Rates by Housing Tenure, per 2021 ACS

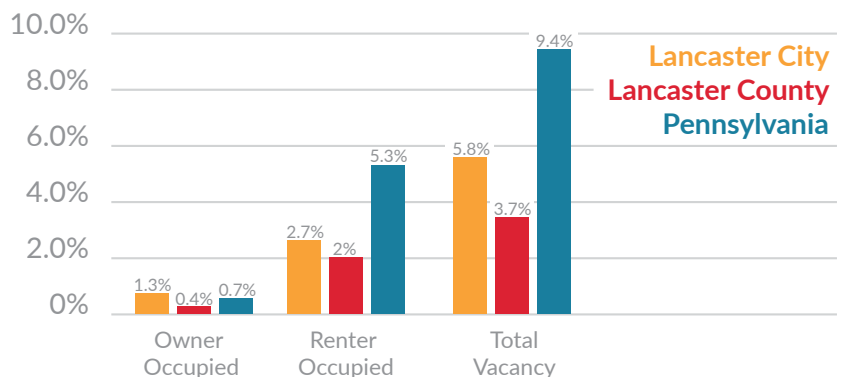
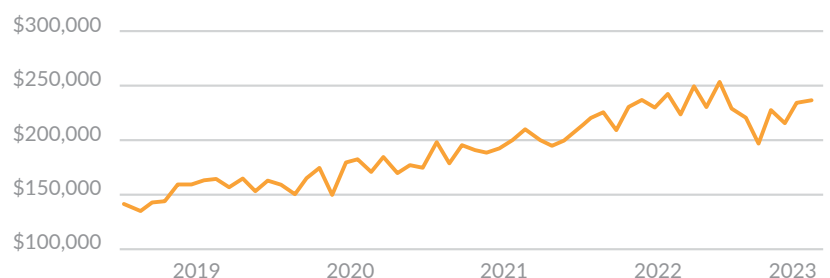


Figure 3-2: Zillow Home Value Index for Lancaster Market Area, 2019-2023



Maintaining the livability of Lancaster’s neighborhoods is also a priority. Some neighborhoods suffer from everyday nuisances, including inadequate street lighting and parking, and excessive noise and trash. Lower-income areas tend to be more heavily impacted than others, indicating a need for more equitable investment and service delivery across the city. This must be paired with strategies to enhance neighborhood character and appearance, creating a stronger sense of identity and making all parts of the city great places to live. **Figure 3-3** identifies Lancaster’s planning regions for future data gathering.

The Comprehensive Plan engagement process and analysis revealed a set of core issues related to neighborhoods and housing. These include:

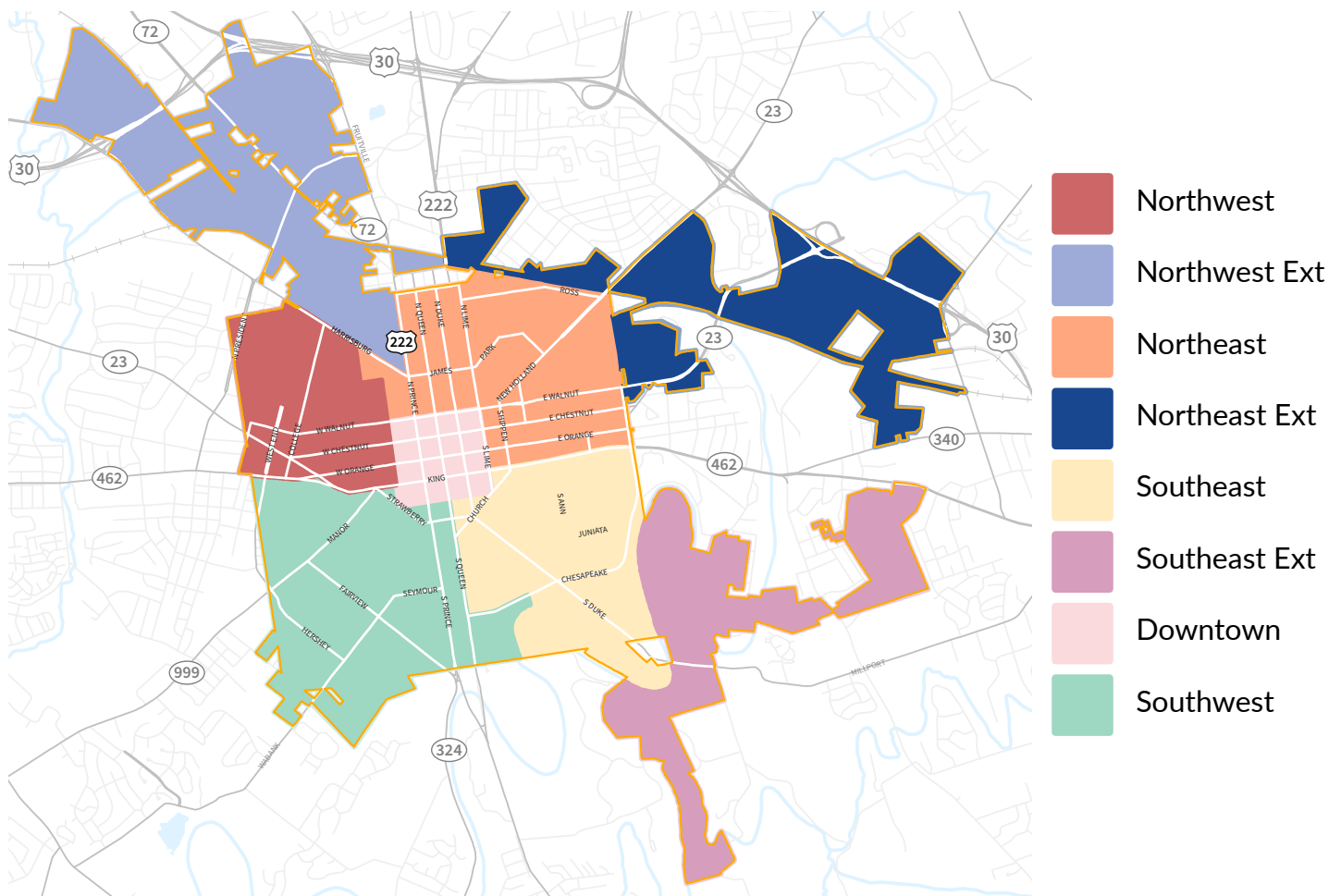
- Expanding the supply of housing, particularly affordable housing
- Improving the quality and safety of the existing housing stock
- Supporting housing stability—enabling people to stay in their homes

- Ensuring adequate shelter and services for people experiencing homelessness
- Conserving the historic and cultural character of our city
- Celebrating diversity and inclusion
- Addressing basic quality of life issues such as noise and trash
- Promoting investment in neighborhoods
- Ensuring equitable access to resources across neighborhoods

The policies and actions below respond to these issues. They are divided into four elements:

- 1. Housing Choice**
- 2. Historic Places**
- 3. Investment and Revitalization**
- 4. Neighborhood Character and Identity**

Figure 3-3: Lancaster Planning Regions



POLICIES & ACTIONS

ELEMENT SNH-1: HOUSING CHOICE

Objective: Facilitate a diversity of housing types, serving a range of household types and income levels, to meet the needs of current and future residents.

Policy SNH-1.1: Housing Production

Encourage and welcome housing production in Lancaster City. Minimize regulatory barriers such as lengthy approval processes, exclusive zoning, minimum habitable floor areas, and restrictive parking requirements. Allow and incentivize a variety of different housing types throughout the city, particularly multi-family dwelling types.

Action SNH-1.1A: Housing Strategy Implementation and Targets

Implement the City's Interim Housing Strategy. Using the Strategy's main program tools, continue to fulfill the Produce, Protect, Acquire, Innovate, and Sustain goals and track progress against stated five-year targets.

Policy SNH-1.2: Housing Preservation

Partner with Lancaster City Housing Authority and other relevant agencies and organizations to maintain and upgrade housing units that contribute to a sound supply of subsidized and naturally occurring affordable homes for City residents. This may include the exploration of new financial models to achieve economic feasibility for property managers and developers, including voucher match programs.

Policy SNH-1.3: Housing Affordability

Prioritize the production and preservation of affordable housing, including projects that mix affordable and market-rate housing units. Analyze development regulations including zoning, Subdivision and Land Development Ordinance (SALDO), and the Official Map to identify ways to promote affordable housing. Expand affordable housing options where few exist, particularly in the northern half of the city.

Action SNH-1.3A: Funding Sources for Housing

Continue to use federal funds such as HOME and CDBG to subsidize affordable housing. Tap into additional revenue sources to support housing affordability, such as Tax Increment Financing (TIF) and PHARE.

Action SNH-1.3B: Housing Partnerships

Partner with landowners of large sites and/or multiple properties to identify opportunities for future affordable housing development and construct affordable housing where feasible.

Policy SNH-1.4: Housing Quality and Safety

Proactively protect residential properties and structures through inspections and property maintenance actions. Promote and support programs that improve the quality of both renter- and owner-occupied housing, such as Lead Remediation, Healthy Homes, and the Critical Repair Grants and Loans. Expand support to address other habitability issues such as accessibility, energy efficiency, radon, security and entryways, and pest control. (See also Policies BCC-1.5 and 1.6)

Policy SNH-1.5: Homelessness

Support the expansion and management of human and homeless services to ensure equitable access for all individuals and families at risk of or experiencing homelessness. Collaborate with the Lancaster County Homelessness Coalition (LCHC), Lancaster County Housing and Redevelopment Authority, and other community partners to provide adequate shelter space, transitional and independent living facilities, and wrap-around essential services.

Action SNH-1.5A: Homeless Shelter Capacity

Partner with the Homelessness Coalition and appropriate County agencies to expand the number of low-barrier, emergency shelter beds available to persons experiencing homelessness. Establish a supportive services center that can serve as a hub for emergency needs and transitional housing.

Action SNH-1.5B: Support for Extremely Low-Income Housing

Review, and where necessary revise, zoning definitions and approval processes to support the construction of housing serving extremely low-income persons. This includes day or night emergency shelters, transitional and supportive housing, residential care facilities, and group homes.

Policy SNH-1.6: Housing Inclusion and Innovation

Embrace novel and inclusive forms of housing to meet the diverse needs of all residents. Enable housing innovation such as home sharing, co-housing, accessory dwelling units, tiny homes, micro apartments, and intergenerational and multi-generational housing. Encourage the integration of accessible or visitable design elements in housing to better meet the needs of older adults and persons with disabilities.

Action SNH-1.6A: Accessory Dwelling Units (ADUs)

Create a clear approval pathway for property owners looking to add an accessory dwelling unit. Reduce regulatory barriers to creating ADUs, such as rear yard setbacks, parking, and exclusionary zoning. Promote multilingual educational resources that clarify the ADU approval process and support ADU development.

Policy SNH-1.7: Energy-Efficient Rehabilitation

Improve the energy efficiency of the existing housing stock to address climate change and reduce utility costs. Incorporate weatherization and green energy improvements into home rehab/repair programs, such as Healthy Homes, Critical Repair, or Redevelopment Authority of the City of Lancaster (RACL) and Land Bank Authority of the City of Lancaster projects. Educate residents and support access to rebates or tax credits for energy star products, renewable energy use, and energy efficiency improvements.

Policy SNH-1.8: Housing Stability

Enable residents to stay in their current homes and neighborhoods. Support existing low-income homeowners through loans and grants for home improvements, especially for conditions that may result in condemnation or displacement.

ACCESSORY DWELLING UNIT

An Accessory Dwelling Unit (ADU) is a secondary residential dwelling unit located on the same lot as another primary structure. ADUs have been built for centuries and go by many different names, including accessory apartments, secondary suites, in-law units, and carriage houses, among others. ADUs can be developed as part of an existing building or as a standalone structure and are often “affordable by design.” They can help address the housing crisis by using existing housing more efficiently and sustainably. They can also provide a source of income for homeowners and a housing resource for older adults, students, small households, and multi-generational families.

While ADUs are permitted throughout most of Lancaster City, there can still be obstacles to their construction. Yard setbacks, utility access, parking requirements, lot coverage, and stormwater management may increase cost and limit viability on some sites. Although ADUs alone cannot meet all affordable housing needs, they are an important tool in the affordable housing toolbox.



ADUs create flexible and efficient housing by using existing building stock and/or lots with an existing primary structure.

Action SNH-1.8A: Home Repair Programs

Further develop the menu of options for renters and homeowners to protect and preserve the City’s aging housing stock through partnerships with other public or private sector funders. The intent is to bolster or complement the City’s successful Critical Repair and Lead Remediation programs to reach more homes more quickly and expand the impact on housing quality, accessibility, and safety.

Policy SNH-1.9: Home Ownership

Expand individual and cooperative homeownership among low- and moderate-income households to grow generational wealth and reduce the threat of displacement. Support programming to acquire occupied rental units for rehabilitation and sale to tenants.

Action SNH-1.9A: First Time Home Buyer Program

Continue the First-Time Home Buyer Program, which helps eligible lower-income residents become homeowners and seek resources to serve more eligible households, particularly in those census tracts with home ownership rates below 50%.

ELEMENT SNH-2: HISTORIC PLACES

Objective: Preserve buildings and sites that contribute to the physical legacy and cultural heritage of the city's diverse populations, while allowing flexibility for adaptive reuse.

Policy SNH-2.1: Preservation in City Processes

Integrate historic preservation guidance and enforcement in the planning, building, zoning, and development review process. Reduce demolition by neglect through increased education, citations, and preservation incentives.

Action SNH-2.1A: Integration of Historic Preservation and Development Review

Identify and address common sources of conflict between zoning, SALDO and historic district requirements. Include preservation staff on inspection sign-offs with significant Historical Architectural Review Board (HARB) or Historical Commission requirements or conditions.

Policy SNH-2.2: Historic and Cultural Education & Tourism

Bolster historic and cultural tourism as an economic development tool. Strengthen public understanding of Lancaster's diverse cultures, architecture, and history through interpretive signs and plaques, walking/biking tours, special events, and partnerships with allied organizations.

Policy SNH-2.3: Inclusive Preservation

Ensure that preservation efforts are culturally inclusive and recognize the contributions of all communities to the city's history and development. Elevate destinations associated with historically marginalized communities and those located in areas outside of the downtown.

Policy SNH-2.4: Restoration Trades

Support job growth in building restoration trades so that these resources become more available and accessible to all communities within the city. Support and partner with organizations providing education, training, and apprenticeship programs in historic building restoration and related fields.

Policy SNH-2.5: Preservation & Reuse of Historic Building Materials

Recognize the sustainability benefits of reusing and recycling existing building materials, including reduced landfill waste, lower carbon emissions, and less raw material consumption. Support deconstruction as an alternative to demolition through incentives, partnerships, and training, including safety measures for handling hazardous building materials.

Policy SNH-2.6: Equitable Resources for Preservation and Maintenance

Support property owner efforts to preserve the integrity of their buildings when upgrading to meet current codes and standards. Assist low and moderate-income home or business owners in complying with property maintenance standards in ways that support historic preservation goals.

Action SNH-2.6A: Historic Preservation Fund

Establish a historic preservation and property maintenance fund to assist low-income homeowners in complying with related requirements or citations. Explore methods of sustaining the fund, such as grant funding, private philanthropy, and dedicated revenue through code compliance or demolition by neglect revenue.



Historic buildings provide economic, cultural, and aesthetic benefit and are a defining element of Lancaster's character.

Policy SNH-2.7: Adaptive Reuse of Historic Buildings

Require and incentivize the reuse, conversion, and rehabilitation of historic buildings in a manner that is compatible with future land uses and surrounding neighborhoods. Promoting adaptive reuse should be at the heart of the City's approach to redevelopment.

Action SNH-2.7A: Aligning Local Regulations

Identify, study, and address common sources of disparity between zoning, SALDO, building codes, and historic district requirements. Adjust or develop new review processes to deal with interrelated urban design and historic character issues, such as height, massing, and fenestration, and to incentivize preservation and adaptive reuse.

Policy SNH-2.8: Architectural Standards for New Development

Promote development guidelines and codes that encourage compatibility with surrounding historic development patterns and architecture. Guidelines and codes also should ensure that modifications to historic properties are visually compatible with the property's contributing features and flexible where appropriate.

Policy SNH-2.9: Historic Resource Inventories

Maintain and periodically update inventories of local historic resources, using methods and definitions that are consistent with state and federal criteria. Historic resources may include sites associated with important historic events or people, archaeological resources, and landscape elements, in addition to older buildings.

Action SNH-2.9A: Evaluation of Historic District Regulations

Review the Historic Districts ordinance for opportunities to include best practices in historic preservation, including procedural improvements. Research and identify neighborhoods that may meet the qualifications for inclusion in the city's Heritage Conservation District and/or the National Register District and consider expanding those districts accordingly. Submit proposals in accordance with state and federal guidelines for approval and adopt local ordinance revisions as needed.

ELEMENT SNH-3: INVESTMENT AND REVITALIZATION

Objective: Accommodate commercial uses and job growth and focus redevelopment resources in designated commercial hubs and corridors.

Policy SNH-3.1: Priority Commercial Hubs and Corridors

Create thriving commercial hubs and corridors that provide a sense of identity, convenient locations for goods and services, and gathering places for surrounding neighborhoods. Strategically focus investment and revitalization in these areas in a way that reinforces the City's economic development strategies (see Element EEO-2) and implements the street typology and future land uses in the Comprehensive Plan.

Action SNH-3.1A: Hub and Corridor Map

Develop and maintain a map of priority commercial hubs and corridors used for land use, transportation, and economic development planning with Lancaster City Alliance and other partners.

Policy SNH-3.2: Neighborhood Service Initiatives

Focus City service intervention and partner organization resources on blocks and neighborhoods with the most critical and urgent needs. Continue to update and refine data-driven methods for identifying priority areas for housing, streetscape, safety, green space, and infrastructure improvements, such as the Block Strength Indicator (BSI).

Policy SNH-3.3: Vacant and Blighted Properties

Support the rehabilitation of vacant and blighted properties in ways that retain their affordability and benefit the community. Such properties should be moved promptly and fairly through the reinvestment process by connecting property owners with services and resources. Acquisition should be used as a last resort.

Action SNH-3.3A: Properties with Promise Revitalization Guide

Complete "Properties with Promise: A Working Revitalization Strategy for Eliminating and Preventing Blight" to guide the work of the Property Reinvestment Board, Redevelopment Authority, and Land Bank Authority. These entities work together to put vacant and condemned properties into full productive use.

Policy SNH-3.4: Investment Sites

Proactively conduct community visioning, charettes, and small area planning around key investment sites that are likely to be redeveloped within the next 5-10 years. Ensure that zoning, SALDO, and related regulations enable and reflect community vision.

Policy SNH-3.5: At-Risk Institutional Properties

Preserve and maintain iconic institutional buildings, including those that may be at risk of vacancy, deterioration, underuse, or disposition. Collaborate with owners and potential development partners to develop strategies for acquisition, shared use, maintenance, energy efficiency, or adaptive reuse with a focus on continued local stewardship and community benefit.

ELEMENT SNH-4: NEIGHBORHOOD CHARACTER AND IDENTITY

Objective: Protect and enrich the distinctive physical form of the city to improve the experience of Lancaster as a special and livable place.

Policy SNH-4.1: Neighborhood Businesses and Services

Expand the availability and variety of neighborhood-scale goods and services. Encourage the retention of existing commercial storefronts for small businesses and neighborhood-serving uses.

Action SNH-4.1A: Zoning for Neighborhood Business

Revise zoning regulations and development review procedures as needed to support the goal of having convenient neighborhood-serving businesses in all parts of

RETHINKING INSTITUTIONAL PROPERTIES

Institutions provide social, economic, and cultural benefits to our communities and are an essential component of our neighborhoods. The buildings associated with these institutions are usually architecturally prominent gathering places or employment centers that contribute to a sense of place. Just as communities evolve and transform over time, our institutions must adapt to economic and demographic trends and social preferences. To survive, institutions are often faced with the choice of consolidating, moving, or even closing. When that happens, they may leave vacant, underutilized buildings in the heart of our communities. Finding new uses for these buildings helps preserve history and heritage, maintains the continuity of our neighborhoods, and makes development more sustainable by reusing an existing resource. Examples in Lancaster include St. Joseph's Hospital (planned for mixed use), St. Peter's UCC (art and performance space), and City Hall (former post office).



the city. This may include additional limits or prohibitions on ground floor residential uses in areas where commercial uses are desired, parking flexibility for neighborhood retail, and live-work arrangement.

Policy SNH-4.2: Neighborhood Identity

Foster a strong sense of neighborhood identity by sustaining anchor institutions such as schools and community centers, maintaining quality parks and public spaces, and enhancing neighborhood gateways and memorable features.

Policy SNH-4.3: Design Compatibility

Encourage architectural and landscape design that respects local context and natural features, is compatible in scale with surrounding development, and contributes to the character of existing neighborhoods. Development regulations should recognize the qualities that contribute to neighborhood livability while balancing the need for more density and greater economic vitality.

Policy SNH-4.4: Property Maintenance

Support the maintenance of private buildings and yards by residents and businesses. Maintain code enforcement and nuisance abatement programs that maintain the visual quality of neighborhoods and sustain continued property investment.

Policy SN-4.5: Lighting

Ensure that pedestrian and vehicular ways are adequately lit for safety and security, while maintaining visibility of the night sky to the greatest extent possible. Prioritize neighborhoods with limited existing lighting and those that tend to experience higher crime rates. Eliminate nuisance lighting and expand the use of energy efficient and smart lighting technology.

Action SN-4.5A: Lighting Study & Standards

Develop an integrated lighting plan and design standards for the city. Identify appropriate lighting treatments according to street types, land uses, and urban context. The plan should support public safety, bike and pedestrian planning, Dark-Sky standards, energy efficiency, and safety and security goals, and incorporate emerging technologies.



Celebrate Lancaster Community Event

SYSTEM 2 - EXPANDING ECONOMIC OPPORTUNITY (EEO)



Closing the race and ethnicity gap is a key goal of workforce development, education, and economic development programs.

Lancaster is a Certified Welcoming city that consistently ranks high in national “best of” lists. Our diversity is a recognized economic asset and is reflected in sectors such as retail, restaurants, and hospitality.

Our businesses are extensively small and locally owned, a distinction in its own right in a national economy that rewards growth and consolidation.

Lancaster is fortunate to be home to many partners who proactively contribute to the collective economic success of its businesses. The Downtown Investment District supports a clean and safe downtown with multiple “Ambassadors” assisting residents and patrons. Lancaster Safety Coalition monitors cameras placed throughout the city, which help to deter and solve crime. Lancaster Parking Authority invests in facilities to expand parking capacity and choice and ensure that the downtown core has access to parking for shoppers, patrons and eventgoers.

VISION STATEMENT

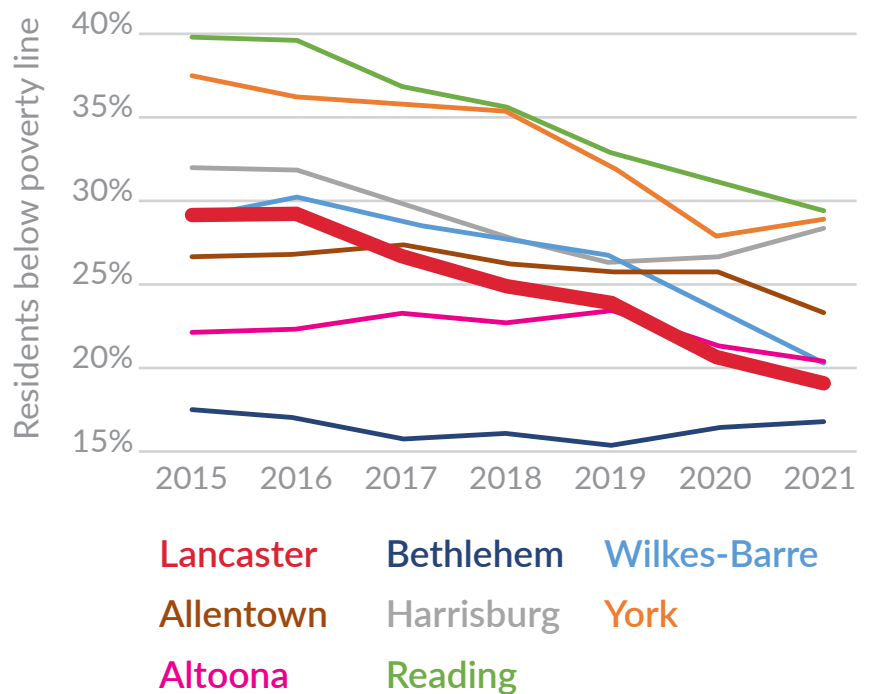
All current and future Lancaster City residents should have the opportunity to earn incomes and build assets that allow them to live safe, healthy, fulfilling lives. This especially includes those who have been denied access to such opportunity in the past. Lancaster’s major industries and economic drivers will be sustained and supported. At the same time, the City will grow the local economy and recognize opportunities in emerging sectors. It will support entrepreneurship and respond to business needs for talent, space, and capital. Prosperity will not come at the expense of people and planet; a priority will be placed on economic growth that is equitable and sustainable.

CONTEXT

Lancaster is comparable in size to the cities of York, Harrisburg, Altoona, Wilkes-Barre, Reading, and Bethlehem. Lancaster’s poverty rate is lower than these peer cities (Figure 3-4), measuring about 19 percent in 2021. The city’s poverty rate has also declined at a faster rate than the other cities, dropping 10 percentage points since 2016. Nonetheless, the incidence of poverty in the city significantly exceeds the County and State rates (8.6 percent and 11.8 percent, respectively).

Moreover, poverty is not evenly distributed across racial and ethnic groups. The Census indicates that 11.9 percent of White, Non-Hispanic Lancaster residents live below the poverty line. The poverty rate is 19.2 percent for African-American residents, 25.5 percent for Hispanic residents, and 29.5 percent for Asian residents. Unemployment and educational attainment rates among different racial and ethnic groups are similarly skewed.

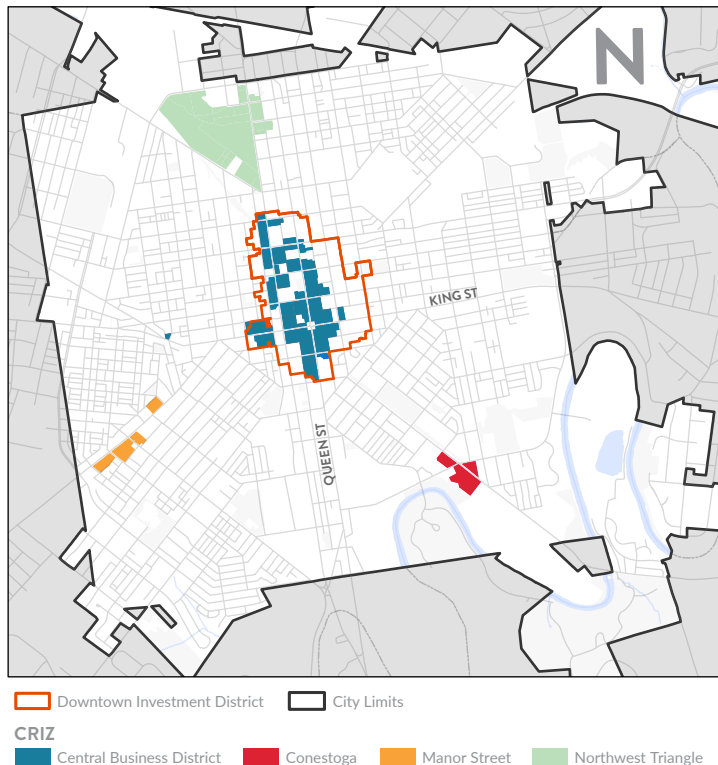
Figure 3-4: Poverty Rates in Mid-Sized Pennsylvania Cities, 2015-2021



Lancaster’s poverty rate has been declining and is lower than the rates in most mid-sized Pennsylvania cities.

Lancaster City Alliance (LCA) supports an association of Downtown Merchants and the Downtown Investment District Authority (DID) and works in tandem with the City to ensure the needs of businesses are met. LCA is advancing a 15-year economic development plan for the city that focuses on the revitalization of neighborhood corridors. LCA also operates the City Revitalization and Improvement Zone (CRIZ), which collects and reinvests revenue similar to a tax increment financing district (Figure 3-5).

Figure 3-5: Map of the DID and CRIZ.



Thaddeus Stevens College of Technology trains students in high-demand trades, with preferential programs for city residents. Tec Centro, part of the Spanish-American Civic Association, trains and equips city residents for jobs, with Spanish language support. ASSETS supports BIPOC (black, indigenous, people of color) entrepreneurs and business owners, and is working toward building a local economy reflective of the city’s diversity. A strong Lancaster Chamber of Commerce and Economic Development Corporation are mainstays of the local economy and champions of the city. These organizations contribute to the health of the local economy and vibrancy of the city as a whole.

The city continues to attract development, including an increasing number of projects geared toward older adults.

This growth has brought new buying power to the local economy and increased real estate tax revenue for both the City and the School District without adding students. Lancaster also is leveraging its position as a college town and health care hub to attract private investment in these sectors (“eds and meds”). Its retail and tourism sectors are also evolving and remain resilient in the face of challenges such as the COVID-19 pandemic.

The Comprehensive Plan engagement process and analysis revealed a set of core issues related to the expansion of economic opportunity. These include:

- **Poverty:** Despite a robust economy, Lancaster still has steep disparities in income within its boundaries. Incomes remain below the citywide average in the neighborhoods south of King Street.
- **Income Diversity:** Income distribution in Lancaster is uneven, with a dwindling middle class. The percentage of households with incomes of \$50,000-100,000 is smaller than in the county.
- **Housing Cost Burden:** A majority of the city’s renters pay more than 30% of their incomes on rent, with some paying more than half. The majority of rental real estate is owned by investors who live outside of the city, resulting in significant economic leakage.
- **Workforce Sectors & Supply:** The City’s top three job sectors are Healthcare/Social Services, Educational Services, and Manufacturing. Lancaster General Health Penn Medicine is the largest employer in the city. Businesses across the city and county report being in desperate need of employees, as well as the services needed to sustain the workforce (such as childcare and public transportation). In some cases, there are mismatches between available jobs and local skills.
- **Generational Lifestyles:** Lancaster’s largest age group is millennials, who have led the way in utilizing e-commerce over brick and mortar. This has been challenging for Lancaster’s retailers. At the same time, the emergence of an “experience” economy has benefited some businesses, including restaurants, entertainment venues, and personal services.

- **Structural Inequities:** The City is bound by State law limiting many types of tax increases, resulting in greater reliance on real estate taxes and higher property tax rates. Lancaster has been elevating efforts to increase flexibility with Earned Income Taxes, as incomes are increasing faster than real estate assessments and offer the potential for a more progressive, equitable tax system.
- **Laboratory City:** Lancaster is a microcosm of many American cities: it is racially and culturally diverse, it is young, and it holds the potential for upward mobility. Lancaster can chart a path for how to build a thriving, equitable economy in our region, state, and even across the country.

The policies and actions below respond to these issues. They are divided into three elements:

- 1. Economic Mobility**
- 2. Economic Growth**
- 3. Local Economy and Entrepreneurs**



The new Lancaster General Hospital Emergency entrance. Health care is the largest sector of the local economy, representing nearly 30 percent of local jobs.

POLICIES & ACTIONS

ELEMENT EEO-1: ECONOMIC MOBILITY

Objective: Support residents in preparing for and securing good jobs that raise their standard of living.

Policy EEO-1.1: Raising Household Income

Raise household incomes in the city, especially among disadvantaged groups and lower-income households. Ensure that workforce and economic development programs are responsive to the needs of local families, including transportation, childcare, education, and training. Prioritize job readiness programs and essential / life skills courses.

Action EEO-1.1A: Economic Needs Surveys

Conduct surveys and other data collection efforts at regular intervals to hear directly from residents what their most pressing needs are related to employment. Analyze and share data amongst Economic and Workforce Development partners to guide the delivery of services and meet the top needs of residents.

Policy EEO-1.2: Childcare Resources

Provide high-quality, affordable before and after school care and summer programs as a way to support working parents. Prioritize children of employed single heads of households to facilitate secure household incomes and a stronger workforce.

Action EEO-1.2A: Childcare Study

Work with the School District of Lancaster, Lancaster Recreation Commission, and nonprofit partners to evaluate the supply and demand of current childcare resources and make recommendations to fill gaps where they may exist.

Policy EEO-1.3: Promotion of Residents to Employers

Connect Lancaster residents to local employers, especially employers within the city limits. Local residents should be positioned as the best candidates to fill jobs in the city. Job matching programs should prioritize residents who may face barriers to employment, including non-native English speakers, refugees and immigrants, youth, older adults, persons with disabilities, and single parents.

Action EEO-1.3A: Job Board

Launch a new, online City Job Board to post employment opportunities within City government. Ensure residents are aware of the Job Board and market these opportunities in more creative and accessible ways.

Policy EEO-1.4: Meeting Employer Workforce Needs

Reinforce employment and training programs led by organizations such as Workforce Development Board, Thaddeus Stevens, and Tec Centro, which respond to business trends and create the skills and abilities needed by local businesses. Work with local employers to identify their needs. Collaborate with educational institutions to meet these needs and prepare residents for jobs in the local economy.

ECONOMIC IMPACT OF CHILDCARE FOR WOMEN

Access to affordable childcare is an obstacle to employment and financial stability for many families, especially lower income families and single mothers. Public investment in childcare has not kept pace with demand, resulting in a gender pay gap and a higher rate of poverty among women than men at every stage in life. In Lancaster City, the poverty rate is 15.8 percent for men and 22.1 percent for women. Investing in high-quality, affordable childcare can increase women's lifetime earnings and retirement savings and reduce gender inequity in earnings

Early childhood education is a critical ingredient for the well-being of children, parents, and the community at-large. According to advocacy group Start Early, children who participate in quality early learning and care programs are 25 percent more likely to graduate high school and four times more likely to receive a bachelor's degree or higher. Unfortunately, early childhood education can be costly, particularly for single mothers with lower incomes. In addition, more than half of Lancaster City qualifies as a "childcare desert." The City is working to expand options, especially for single-parent families.



Action EEO-1.4A: Workforce Development Analysis

Evaluate the efficacy of existing workforce development programs for city residents by tracking data on services delivered and outcomes achieved and comparing against best practices. Invest in workforce development initiatives that benefit residents and employers, increase the tax base, and strengthen neighborhood fabric.

Action EEO-1.4B: Employer Hiring Network

Establish an Employer Hiring Network comprised of aligned employers, including the City of Lancaster, to recruit city residents into family-sustaining employment. Connect these employers with workforce development organizations so that education programs are responsive to needs and opportunities.

Policy EEO-1.5: Workforce Collective Impact

Improve coordination among workforce development, education, human services and business to reduce barriers, leverage resources, and increase collective impacts. Identify emerging trends and technologies so that residents have the skills to succeed as the economy changes.

Policy EEO-1.6: Education and Employment Linkage

Link education and employment in ways that create the potential for income, employment, and population growth for all residents. This includes the creation of family-sustaining local jobs, along with education and job training programs that improve the ability of Lancaster residents to fill those jobs. It also includes growth in manufacturing, construction, trades, and other sectors that do not require advanced degrees.

Policy EEO-1.7: Public School Partnerships

Deepen the relationship between the City and the School District of Lancaster, including understanding graduate and job trends, connecting students with City jobs and other prospective employers, matching businesses with schools, and nurturing local talent.

Policy EEO-1.8: Vulnerable Populations

Expand employment resources and support for vulnerable populations in Lancaster City, including persons exiting the criminal justice system and persons with mental health needs and/or other disabilities. Support employment for formerly incarcerated persons to reduce recidivism among this population. (see also Policy BCC-2.4)

Policy EEO-1.9: Nontraditional Income

Promote opportunities for residents to expand their earning potential through non-traditional, part-time, informal, and creative economy pursuits. Examples include expansion of Accessory Dwelling Units (generating income through rent), home-based businesses, freelancing, technology entrepreneurship, and job-sharing.

ELEMENT EEO-2: ECONOMIC GROWTH

Objective: Advance growth and investment that will bolster the tax base and retain and attract employers that provide job opportunities for city residents.

Policy EEO-2.1: Geography of Economic Development

Prioritize economic growth and revitalization activities in the areas designated in the Comprehensive Plan Economic Development Policy Map. Prepare Small Area Plans where necessary to direct investment, guide land development, and maximize community and economic benefit.

Action EEO-2.1A: Building on Strength Recalibration

Update the city's Economic Development Plan, titled *Building on Strength*. Use the Comprehensive Plan's general Economic Development Policy Map (see Figure 4-3) to organize strategies and initiatives. Integrate and further detail (as needed) place-based policies for the mixed-use, commercial Corridors and Hubs.

Action EEO-2.1B: Redevelopment Area Plan Update

Update the City's Redevelopment Area Plan, which guides the work of the Redevelopment Authority of the City of Lancaster (RACL). The Redevelopment Plan establishes broad topical goals and geographic areas for RACL activities, as well as identifying key sites or land parcels for acquisition that may catalyze revitalization and economic growth.

Policy EEO-2.2: Economic Development Toolbox

Maintain effective economic development tools including Local Economic Revitalization Tax Assistance (LERTA), the City Revitalization Improvement Zone (CRIZ), and Tax Increment Financing (TIF) as ways to grow commercial and mixed-use business in the city and incentivize physical improvements where there may otherwise be barriers. Adapt, improve, and add to the toolbox as feasible, coordinating with the County and/or State as needed to achieve the desired results.

Policy EEO-2.3: Small Business Grants and Loans

Encourage and support economic development partner organizations such as Lancaster City Alliance, ASSETS, Lancaster Economic Development Company, and Community First Fund to develop and expand grant and loan programs for small businesses seeking capital to start, improve, or expand. Emphasize opportunities for disadvantaged businesses and businesses owned by women and persons of color.

Action EEO-2.3A: Housing Impact Fund

Create a revolving loan and/or grant fund(s) to help close financing gaps for land development projects that will produce new housing in the City, including affordable and workforce housing. This fund is intended to address the high demand for housing and limited supply, which is an impediment to economic growth.

Policy EEO-2.4: Infrastructure and Economic Development

Where feasible, utilize public infrastructure investments and site clean-up or preparation to overcome economic and/or environmental barriers and enable redevelopment. Partner with land developers wishing to activate priority areas or sites (designated in the Comprehensive Plan or related planning documents) to identify and apply appropriate funding sources and tools.

Policy EEO-2.5: Broadband Access

Establish and maintain broadband internet access for all households and businesses within the City of Lancaster. Achieving this standard helps to provide equitable access to information, reduce transportation costs, and support economic development and job growth.

Policy EEO-2.6: Light Industry and Innovation

Use land designated as “Light Industry and Innovation” on the Future Land Use Map to augment the number and diversity of jobs in the city and increase tax revenues. These lands can advance existing job sectors in Lancaster while providing space for emerging job sectors.

Action EEO-2.6A: Commercial and Industrial Lands Study

Conduct a citywide commercial and industrial lands study, with a focus on areas north of the train tracks, to assess the viability of these areas for current and future users. Develop land use and economic development strategies for key sites

to attract investment, create jobs and revenue, and provide amenities for Lancaster City residents.

Policy EEO-2.7: Education and Health Care Sectors

Recognize the role of education and health care as core industries and economic drivers. Collectively, these sectors represent 40 percent of the city’s jobs, and their retention is critical to Lancaster’s economic health. Maintain a favorable business climate that allows these industries to adapt, expand, and thrive.

ELEMENT EEO-3: LOCAL ECONOMY AND ENTREPRENEURS

Objective: Boost the diversity and prosperity of small businesses and neighborhood commercial centers throughout the city.

Policy EEO-3.1: City Brand and Marketing

Refine and promote the City’s brand so it remains fresh, identifiable, and compelling both locally and in the mid-Atlantic region. Build on the fact that Lancaster is seen as a wholesome, unique, and beautiful place. Ensure that the city’s unique attributes are reflected in an expanded brand that includes recreation, tourism, cultural diversity, and independent entrepreneurs.

Policy EEO-3.2: Promoting Local Shopping

Encourage local purchasing of goods and services by residents, workers, businesses, and visitors in order to support Lancaster City businesses, generate revenue, and cycle dollars back into the economy. Support initiatives such as “Downtown Dollars” that promote patronage of local businesses by residents and visitors.

Policy EEO-3.3: Leadership in the Impact Economy

Invest in the “impact economy” and businesses, products, and services that differentiate Lancaster City as a special place and market. Grow BIPOC-owned businesses to build an economy that reflects the makeup of the community. Incentivize organizations to shift purchasing toward local, BIPOC-owned, women-owned, and “B Corp” businesses.

THE IMPACT ECONOMY

The “Impact Economy” is an economic model built around sustainable development goals. Economic gain is balanced by consideration of social and environmental benefits. An impact economy aims to balance profit and impact. Representative businesses might include B Corporations (businesses that have been certified for environmental and social responsibility), small and minority owned businesses, Social Enterprises, Cooperatives and more. Lancaster is home to one of the highest per-capita number of B Corps in the country, giving Lancaster a strong footing in the Impact Economy.

the City’s Welcome Center; upgrading guest services and resources; continuing to invest in placemaking, including public art and public spaces; and promoting the history of racial equity in Lancaster, including the emerging Thaddeus Stevens and Lydia Hamilton Center for History and Democracy.

Policy EEO-3.4: Economic Partnerships at Neighborhood and Community Scale

Foster relationships with community development organizations including ASSETS, Community Action Partnership (CAP), Spanish American Civic Association (SACA), YWCA, Tenfold, and members of the Lancaster Equity coalition to ensure that economic development is thoughtful, intentional, and beneficial at the neighborhood level, throughout the city.

Policy EEO-3.5: Local Business Information

Disseminate information to local businesses on topics such as training, lending, contracting/ procurement, facade improvement, business development, networking, and real estate resources. Assist displaced businesses in finding new office or retail locations that can contribute to commercial success and effectively serve consumers.

Action EEO-3.5A: Business Registry

Promote local businesses widely by establishing an improved City Business Registry.

Policy EEO-3.6: Hospitality Sector

Recognize and support tourism and hospitality as a significant contributor to Lancaster’s economy. Ensure that tourism initiatives are authentic and culturally inclusive. Promote activities that celebrate Lancaster’s history, outdoor environment, and scenic resources, including the Conestoga River.

Action EEO-3.6A: Tourism Master Plan

Complete a Tourism Master Plan and expand partnerships with Discover Lancaster to expand local, regional, and Mid-Atlantic tourism in Lancaster City. Key aspects of the plan may include making physical design improvements to

Policy EEO-3.7: Production Economy

Celebrate and grow Lancaster’s production economy of locally grown and produced food, beverages, art, crafts, clothing, and more. Support maker spaces and non-traditional retail spaces to innovate, create, and sell local products. Local marketing campaigns and targeted events should bolster local makers and producers.

Policy EEO-3.8: Local Attractions

Invest in cultural arts, sports, convention, and entertainment venues to create amenities for residents and draw regional consumers. Encourage venues to work collaboratively in scheduling, marketing, and offerings.



SYSTEM 3 - CONNECTING PEOPLE & PLACES (CPP)



VISION STATEMENT

Lancaster is a compact and connected city. Residents are connected to their workplaces, services, schools, parks, families, and friends by an excellent transportation network that provides opportunities for people of all ages and abilities to get around. The city is connected to the region by a variety of travel modes. Transportation is becoming cleaner, safer, more energy efficient, more affordable, and less impactful on the environment. Streets and other public spaces provide places to gather, places for art and trees, and an aesthetic asset that make Lancaster a more beautiful city.

CONTEXT

Historically, Lancaster County was developed with a “hub-and-spoke” roadway pattern, with the city at the center (see **Figure 3-6**). Lancaster City has a traditional street grid, fostering an environment that is walkable and easy to navigate. Mobility in the city and metropolitan region is quite good compared to other cities in the country, as traffic congestion is minimal most of the day and it is easy to get around by car.

Efficiency of travel is an asset for Lancasterians and our quality of life. At the same time, it encourages single occupancy driving and driving for short trips. These habits are becoming less sustainable as the region grows, congestion gets worse, and greenhouse gas emissions increase.

Lancaster’s compact character, combined with its relatively flat topography, make the city ideal for relatively short trips by bike and on foot. Lancaster’s streets and sidewalks are a point of pride and have been rated 81 on Walk Score’s walkability scale. Additionally, Lancaster County’s bucolic countryside draws millions of visitors each year and is renowned as a bicycling destination. As the County seat, Lancaster City has been developing bike infrastructure that benefits local neighborhoods and connects the city to its surroundings (See **Figure 3-7**).

The City is also working to improve bicycle and pedestrian safety and reduce the number of collisions.

Lancaster is the primary destination for many trips within Lancaster County and neighboring counties via Routes 30, 283, and 222. Residents in Lancaster have a shorter than average commute time (23 minutes)

compared to the average US worker (25.5 minutes). The City of Lancaster is the regional hub for mass transit, including an extensive public bus network with a transit station downtown. The Amtrak train station is the second busiest station in Pennsylvania, providing easy access to Philadelphia, New York, Harrisburg, and Pittsburgh.

Seventeen percent of households in the city have no vehicle and 44 percent have just one vehicle (ACS, 2023). While this situation can present an access challenge, it is also a competitive advantage. Transit ridership is stronger than in many comparably sized cities. Continuing to invest in mass transit and other alternative modes of transportation is imperative to get our residents where they need to go. Access to employment is especially important, given higher unemployment rates and lower incomes in the city relative to its surroundings.

Transportation is also a major land use in Lancaster City, with public rights of way and parking lots representing 23 percent of the city’s land area. This acreage is complemented by other public spaces, including urban parks, plazas, schoolyards, and utilities, that collectively form what is called the “public realm.” These spaces provide common ground that connects Lancasterians while also defining the image of the city and its neighborhoods.

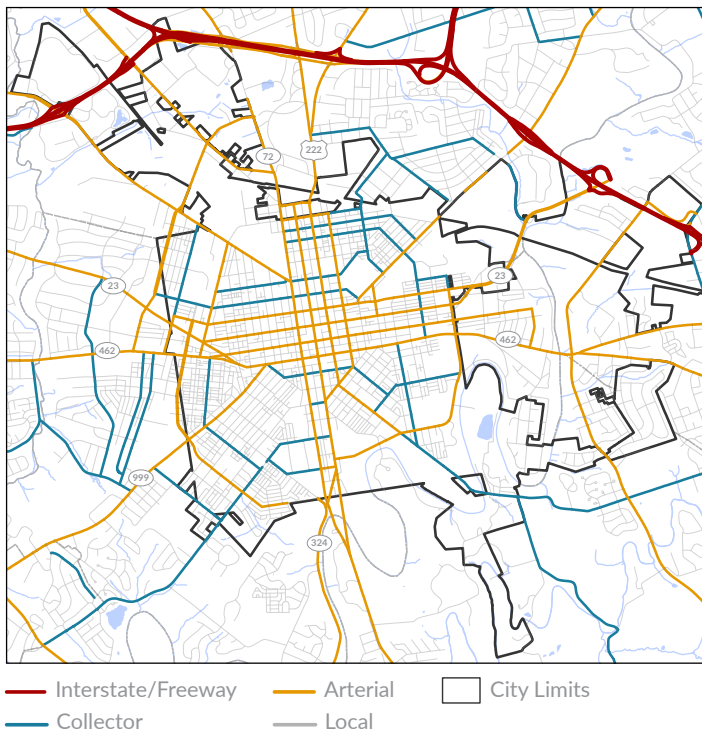
The Comprehensive Plan engagement process and analysis revealed a set of core issues relating to and connecting the city. These include:

- Linking residents to jobs and other destinations, with an emphasis on equity
- Expanding effective, efficient, and affordable alternatives to driving
- Improving transit access, travel time, and predictability
- Eliminating fatalities and reducing serious injuries on the transportation network
- Investing in maintenance and repair of sidewalks, roadways, and bridges

- Reducing the environmental and climate impacts of transportation
- Adapting to changing transportation technology and innovation in travel
- Managing commercial goods movement and parking in ways that support economic development.

Future strategies should focus on moving people rather than simply moving vehicles. This requires more than just maximizing automobile speed and making it easier to drive. Lancaster City is planning for a shift to multi-modal travel that is convenient, efficient, comfortable, and affordable. The City also recognizes the indispensable role that public rights of way and transportation services play in the vitality of Lancaster’s economy, character, and culture.

Figure 3-6: Lancaster Street System

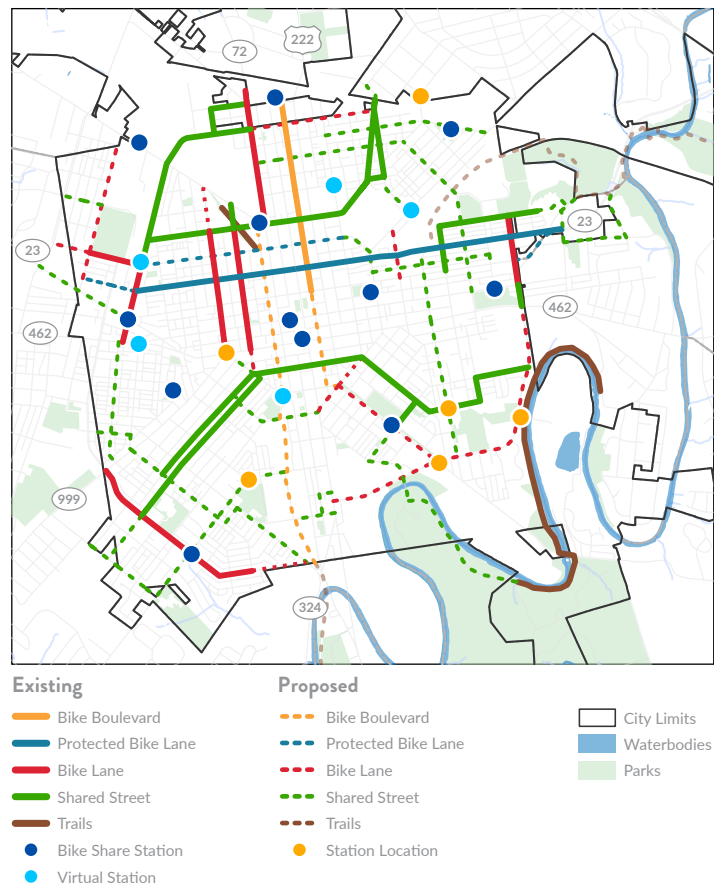


Many Pennsylvania State highways traverse Lancaster City, although a majority of the city is comprised of historic, narrow streets and alleyways built before cars.

The policies and actions below respond to these issues. They are divided into three major elements:

- 1. Mobility and Access**
- 2. System Safety and Efficiency**
- 3. Vibrant Public Spaces and Streets**

Figure 3-7: Cycling Network



The City of Lancaster had 15.4 miles of on-road bicycling facilities in April 2023 and is actively implementing an Active Transportation Plan to expand this network.

POLICIES & ACTIONS

ELEMENT CPP-1: MOBILITY AND ACCESS

Objective: Expand mobility options and integrate land uses (such as jobs and housing) to ensure people can access employment, education, and other destinations without hardship.

Policy CPP-1.1: Active Transportation

Prioritize projects that advance walking, bicycling, transit, and other “active” modes of transportation. Foster mobility innovations that make transportation healthier, safer, more affordable, and more sustainable.

Action CPP-1.1A: Active Transportation Plan

Implement the recommendations of the City's Active Transportation Plan, adopted by City Council.

Policy CPP-1.2: Bicycle Infrastructure

Proactively invest in the City's bicycle infrastructure and establish specific performance goals for installing new bike lanes, trails, and other facilities. Design and install bicycle amenities that can serve a wide range of users, including children and older individuals.

Policy CPP-1.3: Micro Mobility Systems

Increase the availability of micro-mobility systems that allow people to move around the city quickly and conveniently, such as bike share, car share, and on-demand transit services. Accommodate short trips without dependence on abundant parking and personal cars.

Policy CPP-1.4: Transit Service Quality

Partner with Red Rose Transit Authority (RRTA) to identify practical changes in bus routing, frequency, and reliability to meet the needs of current and future customers. Support RRTA in the development and implementation of its Transit Development Plan, which will determine ways to improve the quality of public transportation services and maintain and attract riders.

Policy CPP-1.5: Transit Circulation Around the City

Collaborate with RRTA to improve the ability of residents and visitors to conveniently travel from one neighborhood to another and between destinations in the Downtown. Improve service for the local trips that support daily economic activities and tourism, above and beyond the traditional, regional “hub and spoke” system that emphasizes longer trips. Strive for greater equity in the routing, frequency, and affordability of transit service.

Action CPP-1.5A: Micro Transit Pilot

Undertake a pilot program to test micro transit service in the city in order to improve the efficiency and experience of city residents trying to access employment, health care, and education. Obtain federal and other grant funding in partnership with RRTA to enact the pilot, offering on-demand services within defined geographic areas, including low to moderate income neighborhoods.

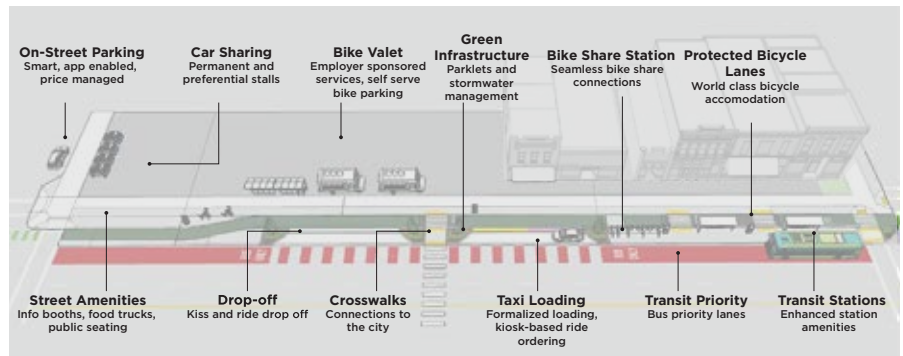
Policy CPP-1.6: Mobility Hubs and Intermodal Connections

Establish mobility hubs at key locations within the city where people can transfer from one transportation mode to another. Develop the Lancaster Train Station area and RRTA Center to better facilitate seamless connections

MOBILITY HUBS

Mobility hubs are places where different modes of travel converge. They provide an integrated suite of complementary services and technologies for travelers. Typical amenities include a covered transit stop, automated transit information, Wi-Fi access, educational materials on transportation alternatives, and bike share and/or parking facilities. Lancaster County and Lancaster City have adopted an Active Transportation Plan that identified Primary, Secondary, and Tertiary Mobility Hubs.

Three Primary Mobility Hubs are identified within the city: the downtown transit station, the train station, and Park City Mall.



Some or all of these elements may be used in a Mobility Hub, depending on surrounding land uses and local context.

between trains, buses, cars, bicycles, and other relevant modes. Identify smaller hubs in each quadrant that can enrich the intermodal network and facilitate travel.

Policy CPP-1.7: Transportation Services Information and Marketing

Work with appropriate partners to better educate community members about public transportation options. Promote the use of those options to reduce traffic congestion and parking demand and facilitate access to employment and other important destinations. Include multi-lingual outreach to refugee and immigrant populations and user-friendly tools to overcome barriers and negative perceptions of transit services.

Policy CPP-1.8: Reducing Vehicle Miles Traveled (VMT)

Reduce Vehicle Miles Traveled (VMT) as a strategy for curbing greenhouse gas emissions, improving physical and mental health, and reducing traffic congestion. Facilitate shorter trip lengths and fewer overall vehicle trips by locating housing, services, and employment in proximity to each other; encouraging carpooling and

other transportation demand management measures; accommodating telecommuting; and maintaining walkable streets and neighborhoods.

Policy CPP-1.9: Transportation and Land Use Coordination

Make significant land development decisions and transportation investments in concert to ensure they mutually support one another. Encourage transit-supportive development densities and a mix of land uses at major transportation assets like the Lancaster Train Station. Steer transportation capital funds towards priority development corridors and hubs identified in the Comprehensive Plan and Small Area Plans.

Policy CPP-1.10: Metropolitan Planning

Better coordinate local and regional transportation planning through the metropolitan planning organization (MPO) process to ensure that major City capital needs are reflected in the Lancaster MPO's Metropolitan Transportation Improvement Program (TIP) updates, which contains long-range (25-year) investments for the

LANCASTER STATION: PAST AND FUTURE HUB

Lancaster County is served by passenger rail, with Amtrak stations in Lancaster City, Mount Joy and Elizabethtown. Lancaster Station was built in 1929 for the Pennsylvania Railroad and is now on the National Register of Historic Places. It is the second busiest Amtrak station in Pennsylvania, and 21st busiest in the country with a ridership of 577,305 passengers in 2019. A large percentage of passengers travel to and from Philadelphia and other points east. Lancaster Station is served by the Keystone and Pennsylvanian Services, with 10 eastbound departures on weekdays and seven eastbound departures on weekends. There are 10 weekday westbound departures and eight weekend departures. The Pennsylvanian provides service from New York to Pittsburgh once per day.



region. Metropolitan areas that prioritize improvements to address multi-municipal problems are the most successful in leveraging competitive state and federal transportation funds and creating positive impacts on the regional economy.

ELEMENT CPP-2: SYSTEM SAFETY AND EFFICIENCY

Objective: Provide safe city streets and efficient transportation operations for all users, especially the most vulnerable.

Policy CPP-2.1: Roadway Maintenance and Operations

Maintain roads and other infrastructure in public rights-of-way in good condition. Apply sound asset management practices, such as condition assessments, pavement indexes, and coordination with land developers and utility companies to prioritize capital improvements. Utilize sound financial planning to maximize repairs and upgrades relative to available City revenues.

Action CPP-2.1A: Alley Study and Plan

Evaluate existing alleys throughout the city and develop a strategy for their long-term ownership, design, and maintenance. Maximize these assets for city-wide planning goals around transportation, stormwater, public safety, housing, and more. Future designs should maximize low-impact development strategies and benefits to adjacent properties.

Policy CPP-2.2: Sidewalks

Ensure that safe, good-quality sidewalks are present on at least one side of every street and preferably on both sides. Because sidewalks are the legal responsibility of adjacent property owners, the City should work with property owners to facilitate needed repairs.

Action CP-2.2A: Sidewalk Repair Assistance

Develop a program or programs to assist low- to moderate-income property owners with sidewalk repairs. Build on and refine program(s) according to lessons learned.

Policy CPP-2.3: Traffic Safety

Focus road design and operational improvements on high-collision intersections and roadway segments, and on areas with vulnerable populations including children, older adults, and persons with disabilities.

Action CPP-2.3A: Vision Zero Plan

Implement the recommendations in the City's Vision Zero Plan, and eliminate traffic fatalities and serious injuries by 2030.

Action CPP-2.3B: Traffic Calming

Create and implement a City Traffic Calming Policy. The objective of traffic calming is to improve the livability of neighborhoods while maintaining a safe and efficient street system. The Policy should include strategies to slow down neighborhood traffic and to reduce hazards and speeding on arterials and collectors.

Action CPP-2.3C: Two-way Roadway Conversions

Analyze the conversion of select roads from one-way to two-way operations, with the intent of calming traffic and improving the safety, comfort, and vitality of those corridors. The City has experienced success with two-way conversions on Mulberry and Charlotte Streets. Other conversions may prove beneficial on streets such as Duke, Lime, Orange, Church, and select non-City streets such as Willow Street Pike. Safety and access advantages must be weighed against the impacts on mobility and network operations.

Policy CPP-2.4: Congestion Management

Periodically evaluate traffic levels of service and travel times to understand changing travel patterns and delays. The city experiences very little congestion during most times of day, with the exception of short peak periods during the morning and evening. This condition may change as local and regional growth continue.

Policy CPP-2.5: Truck Routing

Minimize the impact of trucks and other heavy vehicles on the quality of life within the city. Coordinate with the PA Department of Transportation to route through-truck traffic around the Downtown and city neighborhoods where possible. Assign and enforce designated truck routes for delivery of goods to appropriate locations within the city and utilize roadway design to control speed and noise.

Policy CPP-2.6: Parking

Develop parking standards that respond to land use and transportation conditions. Reduce or eliminate parking requirements in designated "Urban Centers" (see Chapter 4, FLUM) and develop reduced requirements for mixed use districts where alternatives to driving (such as transit) are

available. In residential areas, explore strategies to use existing parking resources more efficiently and increase the supply of shared parking.

Action CPP-2.6A: Residential Parking Management Strategies

Explore and implement a range of residential parking management strategies such as amending the residential parking permit program, incentivizing fewer vehicles per household, facilitating shared parking (such as church or business parking lots during off hours), and promoting rear parking pad installations with stormwater management.

Policy CPP-2.7: Electric Vehicles and Supporting Infrastructure

Promote the expansion of private and public electric vehicles through the provision of supporting infrastructure. Install electric vehicle charging stations in public parking garages and encourage the requisite infrastructure in private developments and parking facilities. Make changes to Building and Zoning codes as needed.

Policy CPP-2.8: Transportation Innovation

Monitor and manage the effects of changing transportation technology on mobility, including the need for design changes to roads and traffic control systems. This includes the impacts of autonomous vehicles and connected vehicle technology, as well as the ongoing impacts of Transportation Network Companies (TNCs), which provide prearranged transportation services using an online application or platform to connect drivers using their personal vehicles with passengers, such as Uber and Lyft.

ELEMENT CPP-3: VIBRANT PUBLIC SPACES AND STREETS

Objective: Design and maintain a public realm that is walkable, comfortable, beautiful, and interesting—and which encourages civic activity and interaction.

Policy CPP-3.1: Complete Streets

Design and build street improvements that serve a range of users and transportation modes. Where it is not possible to serve every mode on every street due to space constraints, safety, or other barriers, ensure that there is a continuous and complete network of facilities for each mode across the street system.

Policy CPP-3.2: Public Realm Design

Design, develop, and maintain high-quality public spaces for social interaction, connection to nature, and civic activities. The public realm, including parks, plazas, and streets, is a key part of the city's identity and supports civic interaction and economic activity. Public spaces should incorporate creative design features, such as car-free streets, pocket parks, public art, murals, sidewalk cafes, and a mix of programmed and non-programmed spaces. These spaces should be welcoming, flexible, and designed with clear intent for their programming and operation.

Policy CPP-3.3: Walkability

Recognize walkability as one of Lancaster City's greatest competitive advantages. Actively strengthen this asset in ways that boost the economy, health, and environmental quality.

Action CPP-3.3A: Downtown Walkability Analysis

Continue to implement the recommendations of the City's Downtown Walkability Analysis. Seek ways to expand the main ideas in the report beyond the Downtown into other neighborhoods.

Policy CPP-3.4: Streetscape

Use landscape design and tree planting to soften the built environment, enhance neighborhood appearance, and advance complementary City goals related to neighborhood improvement (see System 1) and environmental quality (see System 4).

Action CPP-3.4A: Streetscape Guidelines

Update the Lancaster Streetscape Design Guidelines, which direct the look, feel, and function of physical upgrades in the City's public rights of way. The guidelines should address features such as paving materials, tree boxes, planting areas, stormwater retention, lighting, benches, charging stations, bike racks, and shade.

Policy CPP-3.5: Gateways and Wayfinding

Use public art, landscaping, trees, signage, and/or other design treatments to distinguish key gateways into the city and distinctive districts. Enhance pedestrian, bicycle, and driver wayfinding to help residents and visitors easily locate cultural sites, historic resources, recreational opportunities, public buildings, and other primary destinations.

Policy CPP-3.6: Signage

Maintain signage regulations that complement and enhance the visual character of commercial and mixed-use districts. Limit the location and concentration of billboards in ways that maintain historic viewsheds and avoid visual clutter.

Action CPP-3.6A: Billboard Regulations

Evaluate regulations for static and digital billboards, including potential prohibition of new billboards or amortization of existing billboards in specified locations.

Action CPP-3.6B: Sign Ordinance

Evaluate and update the City's sign ordinance to ensure it aligns with Comprehensive Plan policies and urban design objectives. Signs, even on private buildings and spaces, should enrich and enliven the public realm.

Policy CPP-3.7: Crime Prevention through Environmental Design

Incorporate Crime Prevention Through Environmental Design (CPTED) principles in the design of public and private space, creating spaces that contribute to personal safety and general security.

Policy CPP-3.8: Safe and Welcoming Downtown and Neighborhood Experience

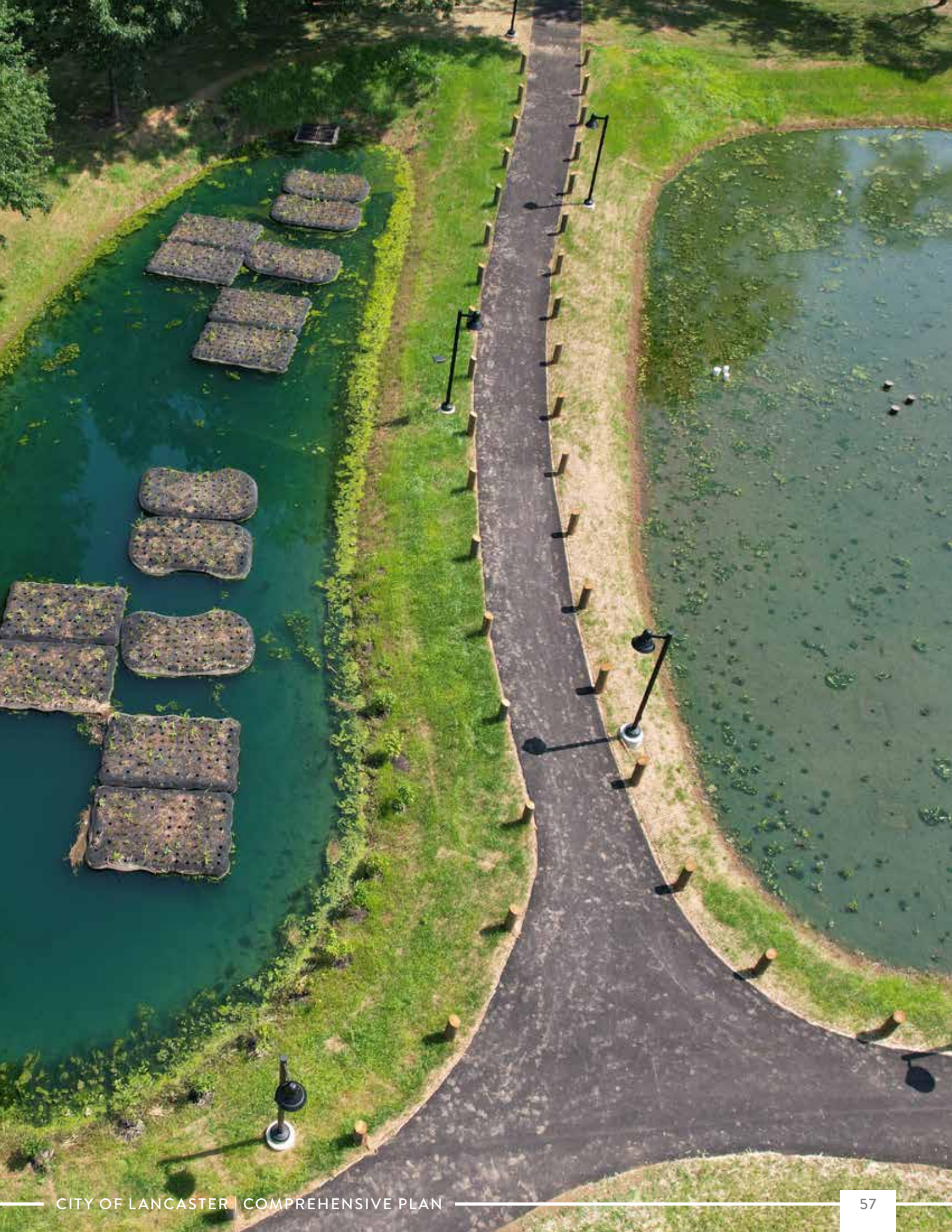
Support community partnerships and organizations that contribute to a safe, welcoming, and positive experience in the Downtown and surrounding City neighborhoods. Downtown Investment District programs such as the Ambassadors and Clean Team, can serve as models for other growing neighborhoods. The Lancaster Office of Promotion and partners should also continue their focus on programming public spaces to ensure they are vibrant and well maintained.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

According to the International CPTED Association, Crime Prevention Through Environmental Design (CPTED) is a multi-disciplinary approach of crime prevention that uses urban and architectural design and the management of built and natural environments to influence human behavior. CPTED strategies aim to reduce victimization, deter offender decisions that precede criminal acts, and build a sense of community.

The theory is based on five principles:

- **NATURAL SURVEILLANCE** - The intended users can observe the property (for example, through lighting)
- **NATURAL ACCESS CONTROL** - Controlling and reducing the number of access points to a property.
- **TERRITORIAL REINFORCEMENT** - Creating a clear delineation of space.
- **ACTIVITY SUPPORT** - Placing activity where individuals become part of natural surveillance.
- **MAINTENANCE** - Regularly scheduled maintenance demonstrates territoriality, civic pride, and a sense of common ownership.



SYSTEM 4 - GROWING GREENER (GG) VISION STATEMENT



Our city is made up of natural resource areas, parks and open spaces, and an urban environment that has adapted over time to coexist with nature. These elements are balanced so that Lancaster is more resilient and prepared for the impacts of climate change. The city is “growing greener,” with better air and water quality, an expanded urban forest, a restored Conestoga River, and more sustainable living. Residents will benefit through better health, more opportunities for social and physical activity, and a stronger local economy.

CONTEXT

Prior to European settlement, the area now known as Lancaster City was a nearly continuous old growth forest inhabited by indigenous peoples. Today, Lancaster is a densely developed community that has limited remaining examples of its natural heritage. The Conestoga River and a few small patches of woodland are the only reminders of what once existed here (**Figure 3-8**).

Numerous environmental challenges have emerged during the city’s history. Many of these persist today, including inequitable distribution of trees and green spaces, poor air quality, and combined sanitary-storm sewer overflows (CSOs) into the Conestoga River. Many of the area’s streams are considered impaired for aquatic life.

Lancaster City is proactively responding to these challenges. The City is a leader within the Chesapeake Bay Watershed and among small- to mid-sized municipalities nationwide in its use of green infrastructure to treat stormwater and reduce CSOs. It has taken a holistic approach to managing urban runoff and incorporates low impact development into nearly all capital improvement projects, including park renovations, new buildings, street reconstruction, and even public art (**Figure 3-9**). Green infrastructure provides a host of other benefits, such as beautifying the city, improving mental health, sequestering carbon, and mitigating summer heat.

Lancaster City has only begun to reap the benefits of its urban greening efforts. As extreme weather events become more common, it is more important than ever that the City develop resiliency strategies that will protect life and property. Restoring and protecting the environment can make Lancaster more livable and ensure the

continued success and health of the community.

The Comprehensive Plan engagement process and analysis revealed a set of core issues relating to growing greener.

These include:

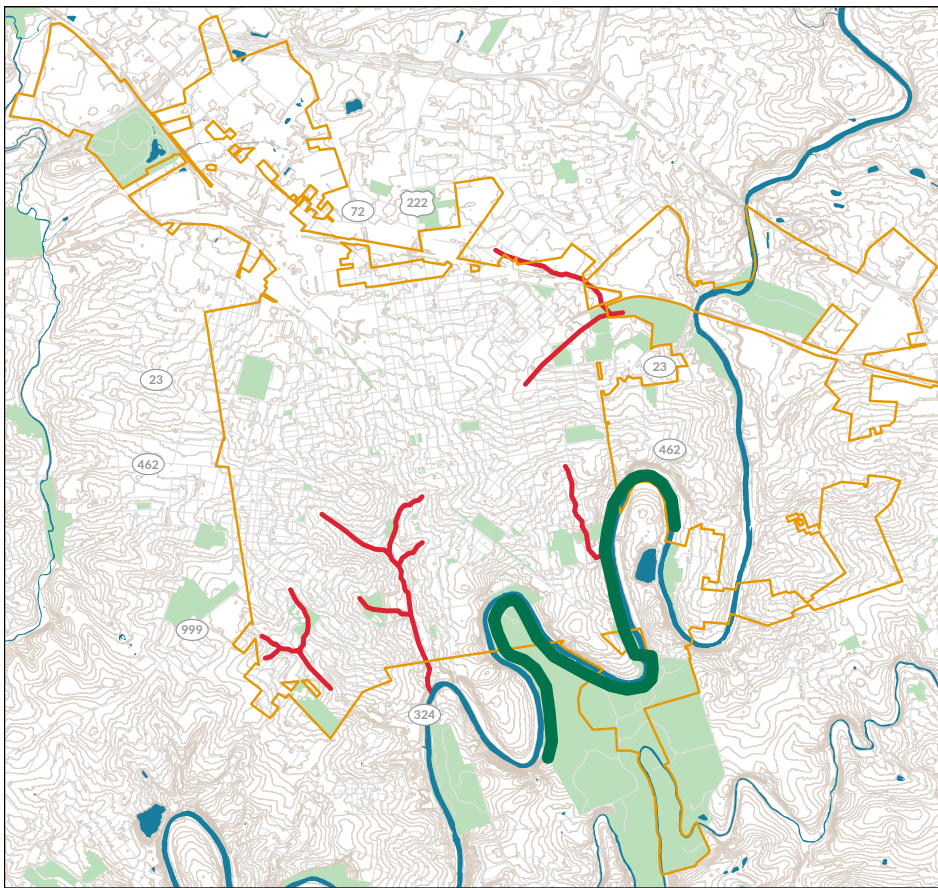
- Improving water quality in the Conestoga River and other waterways
- Enhancing the number and quality of parks, recreational facilities, and open spaces
- Ensuring that green spaces are accessible to everyone
- Overcoming barriers to tree planting and preservation, particularly in underserved neighborhoods
- Investing in resilient public infrastructure that provides equitable benefits
- Adopting practical, progressive policies to address climate change
- Enacting regulations and incentives to achieve environmental goals
- Investing in environmental initiatives that improve quality of life and the economy

The policies and actions below respond to these issues.

They are divided into four major elements:

- 1. Natural Resources**
- 2. Parks, Recreation, and Open Spaces**
- 3. Sustainable Built Environment**
- 4. Climate Change**

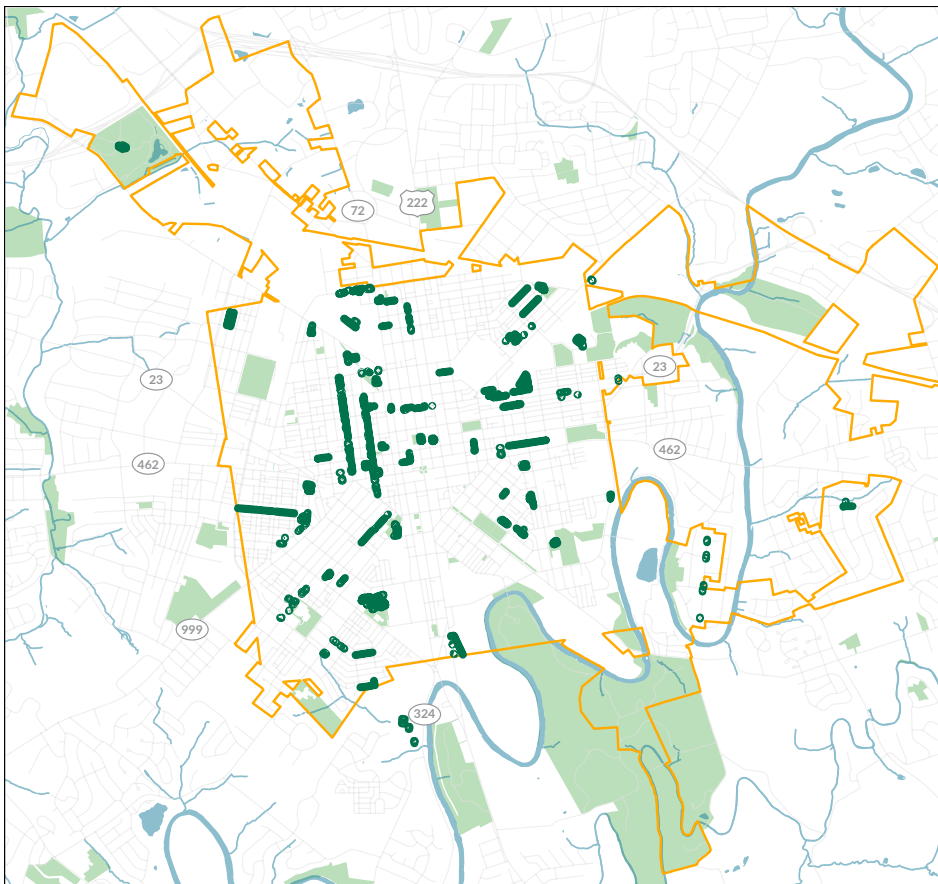
Figure 3-8: Green Systems



- Historic Streams
- Greenway
- Waterbodies
- Parks
- Contours
- Roadways
- City Limits

Lancaster has a limited amount of green space, with most undeveloped land located along the Conestoga River and on urban parks, campuses, and cemeteries.

Figure 3-9: Green Infrastructure Projects



- Green Infrastructure
- Waterbodies
- Parks
- Roadways
- City Limits

The green dots indicate stormwater infrastructure projects and other municipal projects designed to improve environmental quality.

POLICIES & ACTIONS

ELEMENT GG-1: NATURAL RESOURCES

Objective: Conserve and restore natural resources that are essential to the function of local ecosystems.

Policy GG-1.1: Land Conservation

Identify important natural resource areas and proactively work toward their conservation. This may include fee simple acquisition, easements, and community partnerships. Priority properties may include riparian buffers, floodplains, steep slopes, wooded/forested tracts, trail connections, sensitive habitat, and other areas critical to achieving long-term environmental objectives.

Action GG-1.1A: Natural Resources Inventory

Create an inventory of natural assets to identify the types, locations, and quality of environmental resources in and around the city. The inventory should serve as a basis for protection and a baseline for monitoring conditions over time. City-owned properties with natural resources should be identified for future planning and protection.

Policy GG-1.2: Natural Hydrology

Restore elements of natural hydrology as an element of the City's green infrastructure program. Identify opportunities to reveal or restore historic stream beds, enhance existing wetlands, and reconnect parts of the natural hydrologic system altered by past development. (see also policies in Chapter 5 on Conestoga River restoration and management)

Action GG-1.2A: Floodplain Management

Update the City's floodplain management regulations to balance the beneficial functions of floodplains as natural resource amenities with inherent risks to structural land uses. Floodplain regulations should consider climate change, future increases in flood risk, and development limitations.

Policy GG-1.3: Biophilic City and Habitat Creation

Establish larger and more continuous habitat corridors that extend from beyond the city into Lancaster neighborhoods. Connect existing urban forests, wetlands, the Conestoga River, and other waterways and integrate these natural areas into the urban fabric. Potential locations for improvement include streetscapes, rooftops, backyards,

plazas, and other public places. Habitat expansion should be coordinated with long-term planning objectives, especially for trails, parks, the urban tree canopy, and stormwater.

Policy GG-1.4: Coexisting with Wildlife

Improve co-existence between people and wildlife, including animals that have adapted to the urban environment and special status species that may be locally present. Promote the use of native plant species and control invasive plants.

Policy GG-1.5: Water Efficiency and Conservation

Promote water efficiency and conservation through municipal and community-wide programs. Reducing water use through technology and behavioral change is good stewardship of a natural resource, financially responsible, and can reduce wastewater entering the City's combined sewer system. Incorporate

BIOPHILIC CITIES

A biophilic city promotes connections between people and nature. The intent of biophilic planning and design is to create built environments that celebrate nature in all its forms and recognize daily contact with nature as an essential human need. This is based on an ethical responsibility to conserve nature and wild spaces as shared habitat for people and other living things. There are many benefits to such a philosophy—from better physical and mental health to community resilience and economic prosperity.



best practices in the City's building codes, landscape design standards, water conservation initiatives, and environmental education programs.

Policy GG-1.6: Water Quality

Work with surrounding communities and regional partners to implement actions that improve water quality and minimize impacts associated with development. Encourage Low Impact Development and other techniques that retain urban runoff and filter stormwater before it reaches streams and rivers.

Action GG-1.6A: Green Stormwater Infrastructure

Implement the City's green stormwater infrastructure plan. Combined sewer overflows (CSOs) impact the health of the Conestoga River and pose a health risk to recreational users of the river. The "Green It! Lancaster Plan" is a means to both reduce CSOs and achieve a healthier and more sustainable community.

ELEMENT GG-2: PARKS, RECREATION, AND OPEN SPACES

Objective: Offer high-quality parks that are green, welcoming, and near all residents—serving as places of respite, recreation, and social gathering.

Policy GG-2.1: Parks and Recreational Facilities

Create a highly accessible and high-quality system of parks, recreational facilities, and open spaces. Ensure that parks are appropriately designed for key user groups, consistently maintained, and provide a safe and welcoming environment for all residents.

Action GG-2.1A: Parks, Recreation, and Open Space Planning

Update the City's Parks, Recreation, and Open Space Master Plan through a process involving extensive public engagement and thorough existing conditions analysis. Create a plan for an accessible, intergenerational, interconnected, and multipurpose system that meets diverse community needs. Continue to implement existing park plans.

Action GG-2.1B: Recreational Facilities for New Development

Update the parks and recreation requirements in the City's Subdivision & Land Development Ordinance. The Pennsylvania Municipal Planning Code permits municipalities to require new developments to construct,

dedicate, reserve, or pay fees in lieu of providing park and recreation facilities. Review the current provisions to ensure they meet industry best practices, reflect current land and construction costs, and align with City planning initiatives.

Policy GG-2.2: Equitable Access to Parks

Strive for equitable access to parks and open space across the city. Focus acquisition and improvement efforts on areas that are underserved by parks relative to the city as a whole, particularly in higher-density areas that lack private backyards. Explore joint use of school facilities and other public lands for recreation in underserved areas.

Policy GG-2.3: Interconnected Parks and Trail System

Establish connections between parks, recreational facilities, open spaces, and the communities they serve. Connectivity may be achieved through trails, enhanced streetscapes and public rights of way, improved wayfinding signage, land acquisition and easements, and other means. Priorities include filling open space gaps within the city and connecting local parks to regional and countywide networks.

Policy GG-2.4: Multipurpose Green Infrastructure

Design parks, recreational facilities, and open spaces to serve multiple environmental purposes, including stormwater and flood management, urban heat island mitigation, habitat creation and expansion, and more. Properties that are low-lying, along waterways, and/or can be made more permeable present good opportunities for multipurpose green infrastructure.

Policy GG-2.5: Private Open Space

Recognize the importance of private open space lands such as cemeteries, institutional uses, recreational courses or fields, and agricultural properties, to the open space network, the visual character of the city, and the quality of the environment.

ELEMENT GG-3: BUILT ENVIRONMENT

Objective: Promote a sustainable built environment through best practices in the construction and maintenance of buildings, landscape, and infrastructure.

Policy GG-3.1: Green Buildings

Promote the use of green building methods in new construction and rehabilitation projects. Greener buildings can reduce energy use and related greenhouse gas emissions, while making housing healthier and more affordable. Offset the costs of new regulatory requirements with incentives for innovative design and construction.

Policy GG-3.2: Sustainable Community Strategies

Encourage sustainable community planning principles, such as microgrids (for energy generation), bioswales and rain gardens (for stormwater) and local food production. This could include the application of Eco District planning strategies to support more sustainable living.

Policy GG-3.3: Solid Waste Reduction

Support municipal and communitywide programs that reduce solid waste and convert waste streams to valuable resources. Salvaging materials from construction and demolition projects, diverting organic waste for composting, recycling, e-cycling, and consumer education are examples of strategies that can help reduce waste streams and related greenhouse emissions.

Action GG-3.3A: Composting Pilot Program

Develop a pilot program to support composting by residents and businesses. The program should accommodate multiple organic waste streams, including yard waste and commercial food waste.

Policy GG-3.4: Environmental Literacy

Lead by example to further environmental literacy and empower people to create a more sustainable city. Opportunities to educate the community about environmental stewardship include parks, green buildings, and municipal operations such as public works and street lighting. Invest in infrastructure and programs to support these education efforts.

Policy GG-3.5: Tree Protection and Urban Forestry

Protect, maintain, and expand Lancaster's urban tree canopy. Trees create shade, reduce energy costs, support wildlife, provide natural beauty, and absorb stormwater and carbon. Seek ways to expand the urban forest through street tree planting, robust tree preservation and maintenance programs, and engagement of the community and local partners.

Action GG-3.5A: Urban Tree Canopy

Prioritize projects that offer multiple benefits, such as creating shade, reducing stormwater runoff, and enhancing habitat.

ELEMENT GG-4: CLIMATE CHANGE

Objective: Mitigate and adapt to the accelerating impacts of climate change, with an emphasis on renewable energy and resilience to environmental shocks and stresses.

Policy GG-4.1: Urban Heat Island Mitigation

Reduce urban heat islands across the city through tree planting and preservation, green and cool roofs, impervious surface reduction, and green stormwater infrastructure. Prioritize areas with heat-vulnerable residents.

Policy GG-4.2: Resilient Infrastructure

Plan, design, and construct infrastructure that increases Lancaster's ability to withstand, recover from, and adapt to the impacts of climate change. Incorporate resiliency strategies into all capital improvement projects, so that investments are equitable, climate resilient, resource efficient, and environmentally sustainable. Explore existing and emerging models and programs to understand best practices and explore their applicability in Lancaster City.

Policy GG-4.3: Energy Conservation and Efficiency

Promote more efficient use of energy through weatherization, conservation, use of energy-efficient fixtures and appliances, application of energy-saving technologies, and environmental education. Encourage site planning and development practices that utilize solar access to reduce heating and cooling needs.

Policy GG-4.4: Alternative Energy

Support the development and use of community-scale alternative energy, which may include community solar, power purchase agreements, microgrids, fuel cells, district geothermal, and other sources. Identify capable partners and funding sources to develop community energy resources.

Action GG-4.4A: Solar Power Generation

Study, plan, and construct solar array(s) at Oyster Point (and other feasible City-owned locations) to collect and produce solar power for municipal use and other Citywide applications.

Action GG-4.4B: Anaerobic Digester

Explore the feasibility of constructing an anaerobic digester to turn biosolids from the City's wastewater treatment plant into combustible "green" methane, which could assist in powering the facility and generating electricity for sale back to the power grid.

Policy GG-4.5: Reducing Greenhouse Gas Emissions

Reduce the greenhouse gas emissions that contribute to global climate change through coordinated efforts relating to land use, buildings, energy systems, transportation, utilities, and environmental stewardship.

Action GG-4.5A: Climate Action Plan

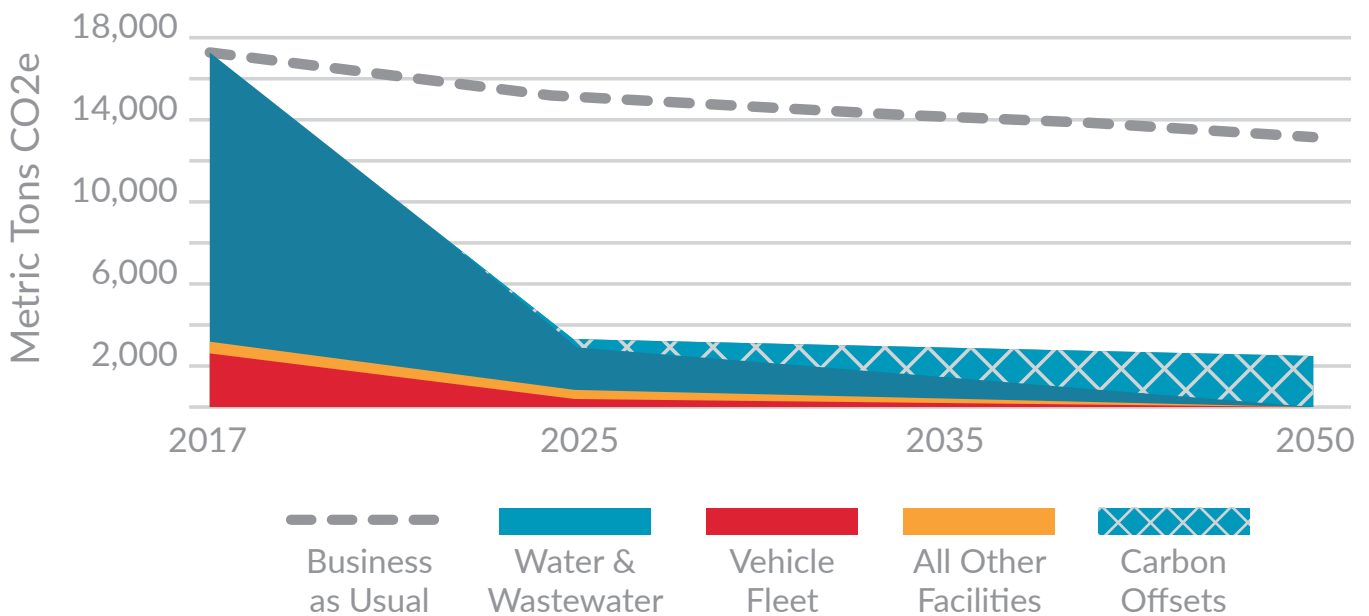
Implement the City's 2019 Municipal Climate Action Plan and update portions where appropriate. Prioritize projects with the greatest projected reduction in greenhouse gas emissions and those that create energy security for critical community facilities and services. Incorporate new and innovative technologies that may achieve the general goals of the plan. Use savings to fund additional efforts.

Action GG-4.5B: Municipal Fleet Conversions

Further analyze and enact changes to the City's municipal fleet management, including replacing more gas-powered vehicles with electric vehicles and capturing efficiencies through vehicle sharing practices and on-demand services.

LEADING BY EXAMPLE: LANCASTER'S CLIMATE ACTION PLAN

The City of Lancaster is leading by example through preparation of a Municipal Climate Action Plan. The Plan aims to decrease greenhouse gas emissions generated through the delivery of water and wastewater services, street lighting, City vehicle use, and other municipal operations. Among its targets are a 50% reduction in municipal energy consumption by 2050, 100% renewable energy use, a 30% reduction in vehicle miles traveled, and zero waste sent to landfills. A variety of strategies will reduce emissions from 16,000 metric tons of carbon dioxide equivalent in 2017 to zero by 2050. The Climate Action Plan also affirms a renewed commitment to Lancaster's future through updated infrastructure and reduced waste.



SYSTEM 5 - BUILDING COMMUNITY & CAPACITY (BCC)



VISION STATEMENT

Lancaster is more than the sum of its homes, businesses, and institutions—it is a place where residents can thrive, grow, and belong. It embodies “community” in every sense. All people—regardless of their age, race, ethnicity, or life circumstances—feel welcome. Residents have the opportunity to participate in government and have a voice in decisions about their future. All neighborhoods are safe, healthy, livable places. Services are provided efficiently and with a commitment to excellence. The arts thrive and are an intrinsic part of city life.

CONTEXT

The Comprehensive Plan is about people as well as places. While the four other policy systems are focused on the physical environment, this system focuses on improving resident well-being, health and education, creative potential, and overall life outcomes. The topics addressed include environmental health, community services, governance, and arts and culture.

Historical development in Lancaster has contributed to underlying issues and inequities in conditions related to these topic areas. The Our Future Lancaster planning process looked at ways that future development could be guided to create more equitable growth for all residents. Many of the policies and actions below express a commitment to assisting vulnerable or marginalized populations who may have had poorer health conditions and less access to community services in the past.

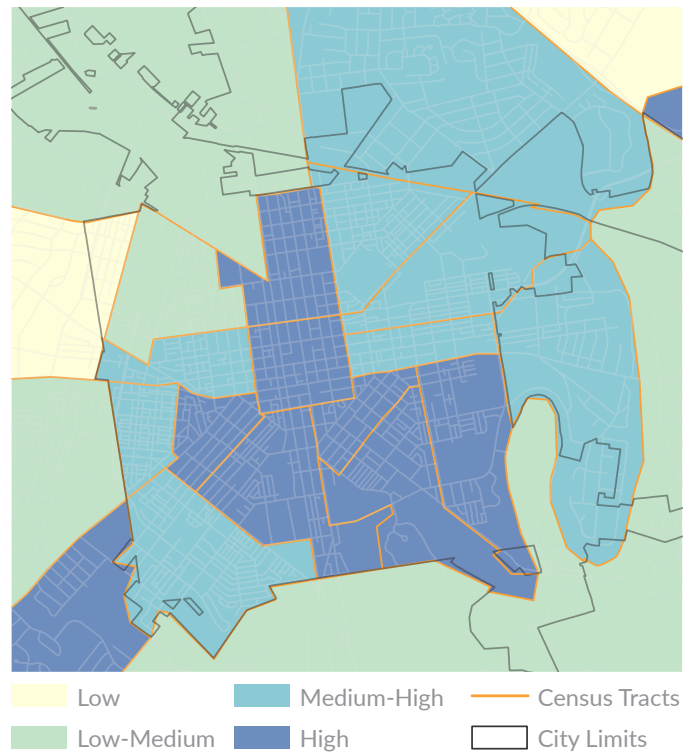
All census tracts in Lancaster City, except for Census Tract 4 divided by the northwest extension and the northeast quadrant, are considered potential Environmental Justice Areas (EJ Area). EJ Areas are defined by the Pennsylvania Department of Environmental Protection as places where residents may not have the same degree of protection from environmental and health hazards as the populations at large. Fifteen census tracts in the city are considered to have a high level of social vulnerability, according to the 2020 data from the Center for Disease Control. This metric

is an indicator of susceptibility to disaster, and tends to vary with income, race, and disability status (**Figure 3-10**).

Policies in this Comprehensive Plan aim to reduce air and water pollution, address noise as an environmental health factor, and reduce exposure to hazardous materials, including hazardous building materials.

This includes directing resources to neighborhoods and populations that have historically had poorer health indicators.

Figure 3-10: Social Vulnerability by Census Tract



A majority of the census tracts in Lancaster have high social vulnerability, meaning residents are more susceptible to external stresses on their health

Another area of focus is on social well-being, mental health, and services for persons with special needs. City Health Dashboard, a national indicator of health metrics, indicates slightly higher incidences of physical and mental distress in Lancaster relative to comparably sized U.S. cities. Parts of Lancaster also meet the criteria for “food deserts,” meaning that residents lack convenient access to supermarkets and grocery stores. Approximately 16 percent of Lancaster City residents reported having one or more disabilities, compared to 11 percent in Lancaster County and 14 percent statewide.

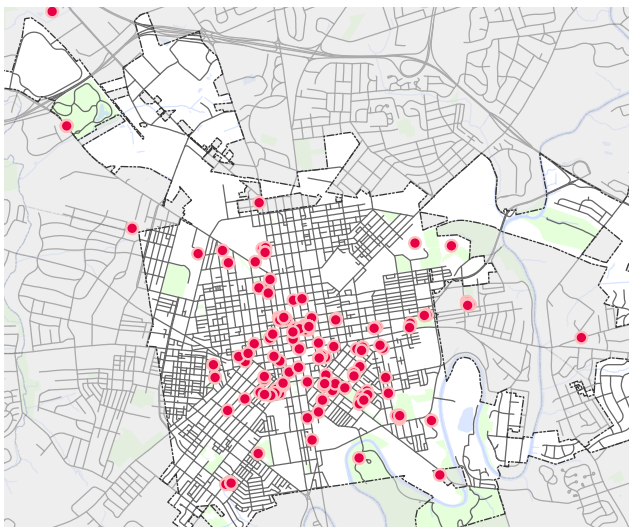
The City provides a strong foundation to address community needs through its core services and public facilities. However, Lancaster cannot meet all of these

needs on its own. It relies on partnerships with local institutions and organizations to close gaps in the public service delivery system. Partnerships have been developed in areas such as health care, childcare, education, homelessness prevention, and public safety to round out and extend the reach of the City’s programs.

Another essential part of creating community is making civic life more inclusive, accessible, and responsive to the needs of all residents. The City has made commitments to racial and social equity across all its own departments. It has maintained a respected identity as a safe city with a police force that actively builds trust with the community they serve.

The City also has pioneered neighborhood engagement efforts such as the Leadership Academy, Language Access Program, the City Government 101 program, and the on-line Engage Lancaster platform. These efforts are helping to build the next generation of leaders in Lancaster City who will guarantee its continued strength and success.

Figure 3-11: Engagement Efforts During Comprehensive Plan Update

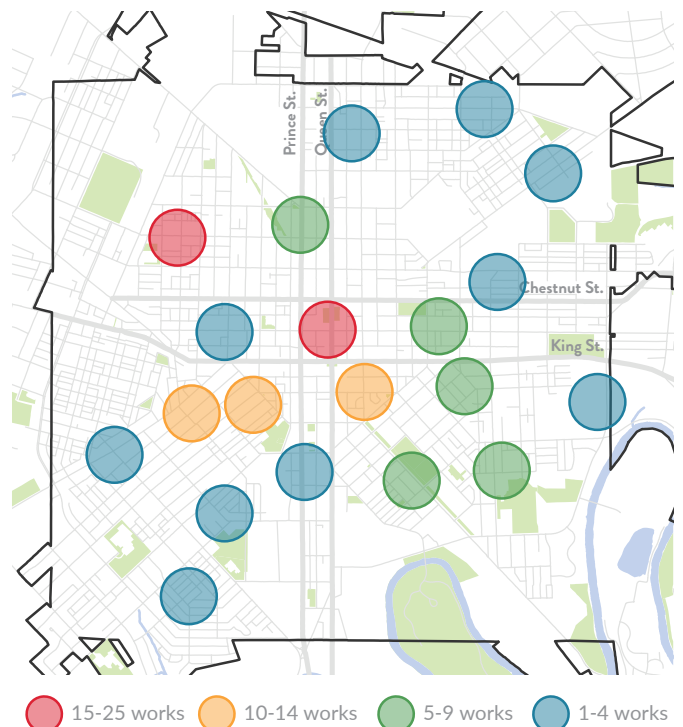


Engagement efforts for the Comprehensive Plan Update were geographically dispersed across the entire city. Each red dot indicates the location of an outreach event.

The Comprehensive Plan update itself is emblematic of these efforts. **Figure 3-11** is a map of engagement efforts completed over the course of the project, illustrating the range and intensity of geographic coverage.

Holistically improving public health, safety, and civic engagement increases Lancaster’s capacity to realize its social and cultural potential. And that is what’s most notable about this city. Lancaster has received accolades from around the world for its food, art, music and more. These are directly attributable to the collective energy

Figure 3-12: Public Art Installations in Lancaster City



The colored circles reflect the number of public art installations in different parts of the city.

of the city’s residents. Residents’ passion and creativity generates new businesses, events, and works of art that breathe life into the cityscape. The impacts are palpable to residents and visitors alike. In fact, Lancaster City has over 150 works of public art that are documented, although the list is constantly growing (**Figure 3-12**). One of the secrets to this success lies in the ability to embrace cultural diversity and authentic expression.

The Comprehensive Plan engagement process and analysis revealed a set of core issues relating to building community and capacity:

- Access to services for all individuals
- Food deserts and lack of nutrition-oriented programs
- The need for greater community involvement and initiatives that foster pride in community
- Improving awareness and visibility of art and cultural resources
- Increasing opportunities for artists and enhancing cultural spaces
- Stronger beautification efforts
- Support for community centers and recreation programs
- Age-friendly amenities and accommodations

The policies and actions below respond to these issues. They are divided into five major elements:

1. **Environmental Health**
2. **Community Well-Being**
3. **Quality Public Services**
4. **Socialization and Engagement**
5. **Arts and Culture**

POLICIES & ACTIONS

ELEMENT BCC-1: ENVIRONMENTAL HEALTH

Objective: Protect city residents from environmental hazards and improve the land, air, and water essential to a healthy community.

Policy BCC-1.1: Air Quality

Improve indoor and outdoor air quality and take steps to reduce exposure to air pollutants and improve related health outcomes. Work with surrounding communities, the Metropolitan Planning Organization, and relevant authorities to undertake measures that improve air quality, especially in regard to ozone and particulate matter, and other pollutants that threaten public health.

Policy BCC-1.2: Water Source Protection

Maintain and improve the health, safety, and supply of potable water for current and projected population and to meet all state and federal standards. Improve surface water quality through the control of point sources such as industry and wastewater treatment facilities and nonpoint sources such as stormwater runoff.

Action BCC-1.2A Source Water Protection Plan

Develop a DEP-approved Source Water Protection Plan in collaboration with a steering committee of experts and local stakeholders that identifies areas of water sources, sources of contamination, protective management strategies, a plan for emergencies, and new water supply options.

Policy BCC-1.3: Noise Management

Reduce excessive noise in ways that minimize adverse health impacts. Improve public awareness of the potential impacts of noise, common contributors, and populations that are most vulnerable to noise impacts. Consider acoustics, noise pollution, and noise mitigation in urban design, roadway design, building standards, and the development approval process. Work with stakeholders (such as community groups, transportation agencies, and landscapers) to identify equitable mitigation and enforcement strategies.

Action BCC-1.3A: Noise Ordinance Update

Review and update the Noise Ordinance. As part of this process, evaluate noise sources, levels, hot spots, issues, and potential measures to reduce noise levels and impacts.

NOISE MANAGEMENT

Community or environmental noise can include construction, loud music, transportation noise (trucks, airplanes/airports, sirens), leaf blowers, and more. According to the Center for Disease Control, continual exposure to noise can cause stress, anxiety, depression, high blood pressure, heart disease, and health problems such as hearing loss. Common measures to mitigate noise impacts include natural features such as vegetation and topography; physical features such as sound walls, insulation, and building design; the use of technology (quieter motors and pavements, etc.), and the regulation of operations through noise ordinances and conditions of approval.



Policy BCC-1.4: Hazardous Materials

Support and implement programs that reduce the risk of exposure to hazardous materials. Provide safe distances between areas where hazardous materials are handled or stored, and sensitive land uses such as schools and residences. Ensure that previously contaminated sites and larger brownfields are remediated to appropriate levels before they are developed.

Policy BCC-1.5: Lead Awareness & Mitigation Outside of Homes

Build on the City's lead remediation efforts by increasing awareness of and mitigation efforts to remove lead from sources beyond the home. Common sources include water lines and urban soils that may have been contaminated with lead paint flakes. Eliminate lead water lines rapidly, and promote urban soil testing, raised beds, and other techniques to limit exposure to lead contamination in soil.

Policy BCC-1.6: Pest and Vector Control

Continue to expand the pest and vector control program to further mitigate common insects and vermin. Incorporate emerging best practices as they become available and partner with property owners to improve effectiveness of the program.

ELEMENT BCC-2: COMMUNITY WELL-BEING

Objective: Nurture the well-being of city residents through the support of targeted community facilities and social services.

Policy BCC-2.1: Food Systems Planning

Evaluate the City's food systems to identify access gaps and develop strategies to increase access to healthy food. Assess existing food sources and programs for access to healthy food options. Strategies should consider issues beyond physical proximity and include culturally preferred foods and existing informational resources that connect residents to food assistance.

Policy BCC-2.2: Childcare and Youth Programming

Support childcare services, youth programming, and other supportive services, especially for low-income families. Align zoning and permitting to simplify the process for

establishing childcare facilities and ensure the availability of these services throughout the city.

Policy BCC-2.3: Populations with Special Needs

Recognize the special needs of certain groups, including older adults and persons with disabilities, in planning and service delivery. Housing, transportation, recreation, and other programs should work for everyone, regardless of age or ability.

AGE-FRIENDLY PLANNING

Lancaster is among more than 1,000 members of a global network of Age-Friendly Cities. The designation is recognized by the World Health Organization based on a local commitment to creating buildings and outdoors spaces, programs, services, and attitudes that promote healthy aging and purposeful living at every stage of life. Lancaster viewed the age-friendly planning process as an opportunity to bring people of all ages together to make our neighborhoods more responsive to the needs of every generation.

Age-friendly considerations have been an important part of the comprehensive planning process since the start. Cross-cutting intergenerational perspectives were included in each of the eleven policy area study sessions. Applying this lens in the comprehensive planning process ensures that our community will be a good place for everyone throughout their lives.



Lancaster's Age-Friendly Advisory Committee

Action BCC-2.3A: Age-Friendly Action Plan

Work to accomplish the Age-Friendly Action Plan, completed in January 2022, and the four project focus areas: 1) Access to Services: Communications and Outreach; 2) Purpose & Meaning: Promoting Intergenerational Connections; 3) Housing Creation and Preservation; and 4) Vision Zero and Public Space Design

Policy BCC-2.4: Supportive Services

Provide for supportive services and programs in appropriate places throughout the city, as a shared responsibility across quadrants. These include service centers, group homes, residential care facilities, and other facilities that provide a safety net for residents with special

needs, including formerly incarcerated residents, veterans, and those in recovery. Evaluate zoning provisions to ensure adequate service levels, fair housing protections, and proper conditions for operation. (See also Policy EEO-1.8)

Policy BCC-2.5: Local Public Health and Access to Health Services

Promote public health and support equitable access to services that improve the health of individuals and families. Improve outcomes through public health analyses and coordination of health initiatives across the City in planning, public works, and neighborhood engagement.

Action BCC-2.5A: Assess Community Health and Well-being

Complete an assessment of community health and well-being, outcomes, and disparities to better understand community needs and environmental conditions that impact public health. Ensure representation inclusive of all City residents and conduct data analysis according to key demographic attributes such as race, ethnicity, income, geography, and educational level. Update the assessment on an established schedule, build partnerships throughout the study, and work with community partners including health care institutions, schools, and nonprofit organizations to utilize the data to effectively meet the health needs of residents.

Policy BCC-2.6: Community Mental Health

Leverage partnerships with organizations to heighten education around community mental health and related safety and wellness issues, such as domestic violence, child safety, and behavioral warning signs.

Action BCC-2.6A: Trauma-Informed Service Provision

Train staff at all levels in trauma-informed practices and relevant applications to municipal work. Continue City efforts to become a trauma-informed community that acknowledges and addresses adverse experiences through the provision of local services.

ELEMENT BCC-3: QUALITY PUBLIC SERVICES

Objective: Provide excellent municipal services, including police, fire / emergency response, and recreation to sustain and enhance quality of life in the city.

Policy BCC-3.1: Equitable Access to Services

Deliver public services in a way that is accessible, people-centered, equitable, and responsive to the needs of a diverse, multi-cultural community. Equitable access should be achieved geographically, by making services accessible in all neighborhoods and areas, and systematically, by tailoring services to meet the needs of specific populations as determined through data, customer feedback, and technology.

Policy BCC-3.2: Planning for Schools

Work collaboratively with the School District of Lancaster on long-range planning issues, including growth projections, enrollment forecasts and capacity, school facility planning, safe routes to school, and land use issues on and around school campuses.

Policy BCC-3.3: Public Library and Learning Resources

Support the Lancaster Public Library in its mission to deliver excellent library facilities and coordinate networks of learning resources available to the public. Enhance the library's role as a community asset by providing flexible spaces that incorporate multidisciplinary programming and dedicated spaces for meetings and community gatherings.

Policy BCC-3.4: Recreation Programming

Maintain and strengthen relationships with the Lancaster Rec Commission and other nonprofit agencies to provide a diverse offering of affordable recreational activities and programs that serve residents of all ages and abilities. Ensure that programming is adapted in response to trends and cultural preferences. Programs should promote health, fitness, knowledge, creativity, personal growth, and fun.

Policy BCC-3.5: Trash and Waste

Provide efficient, reliable solid waste collection, recycling, and disposal services. Continue the City Bureau of Solid Waste and Recycling's work and partnerships in reducing and remediating litter and illegal dumping, including Adopt It (the adopt a block program), the Tiny Can initiative, and neighborhood cleanups.

Policy BCC-3.6: Public Safety Services

Provide excellent, responsive Police and Fire services that meet the changing needs of Lancaster residents and businesses. Keep critical assets such as police and fire stations well-designed, efficient, and effective.

Action BCC-3.6A: Emergency Preparedness

Develop and maintain plans for natural and human-caused emergencies and disasters, including coordination with local, county, and regional response teams. Educate City Police and Fire personnel on emergency plan components and responsibilities, and regularly assess and update equipment inventories. Establish a regular review period to ensure plans remain up to date.

Policy BCC-3.7: Public Safety Capacity

Regularly evaluate the capacity of public safety services and facilities as the city grows and changes. Coordinate across City departments to review planned land developments and capital improvement projects that impact public safety. Train public safety personnel to address difficult or emerging issues in the community and invest in recruitment and retention as a means of creating a highly capable response team.

Policy BCC-3.8: Police and Community Relations

Foster a holistic community-based model for crime prevention and public safety as a means of improving policing outcomes and building trust with the community. Continue police programs that draw resident interaction, such as the mounted patrol, Police Athletic League, Social Work Team, and bike program.

Policy BCC-3.9: Emergency Management Services (EMS) Evaluations

Coordinate with Lancaster County EMS to conduct periodic assessments of EMS services and facilities to ensure they meet current and expected future needs. This should include evaluating infrastructure limitations (such as water pressure and street width) that hinder levels of service and response times, reviewing critical assets such as fire stations, adapting systems to address deficiencies, and integrating emerging technology.

Policy BCC-3.10: Capital Improvement Planning

Maintain a capital improvement plan that is aligned with Comprehensive Plan objectives, including its focus on equity and growth, and executes relevant policies and actions. Prioritize areas that have been historically underserved, and plan and design for long-term solutions based on land use and transportation forecasts.

ELEMENT BCC-4: SOCIALIZATION AND ENGAGEMENT

Objective: Support community members and organizations in meaningful engagement with neighbors (near and far) and effective participation in local government.

Policy BCC-4.1: Neighborhood Organizations and Leadership

Partner with existing neighborhood and community groups to build capacity at the neighborhood level, particularly among grassroots leaders and representatives. Foster two-way communication between City staff and neighborhood stakeholders both in-person and virtually.

Action BCC-4.1A: Neighborhood Leadership Academy

Continue the success of the Neighborhood Leadership Academy program, to educate and empower residents to participate effectively in government. Adapt and develop the program based upon performance assessment and participant feedback.

Policy BCC-4.2: Boards, Commissions, and Authorities (BCAs)

Support City Boards, Commissions, and Authorities as a primary means of community engagement. Appoint capable residents to the public bodies and secure their success through staff support and ongoing training. Create consistency in appointments, operations, transparency, and accessibility across all BCAs to better serve residents and promote effective operations. Strive for board and commission compositions that reflect the diversity of the city.

Policy BCC-4.3: Inclusive Involvement

Partner with community-based organizations to engage populations whose voices have been under-represented in public processes because of language, mobility, age, citizenship, economic, and other barriers. Use creative and community-driven methods for reaching these groups, such as markets, churches, home visits, school events, cultural activities, and informal social networks.

Action BCC-4.3A: Engaging Under-Represented Groups

Undertake initiatives to better engage those who are under-represented in public processes, such as immigrant communities, people of color, youth, older adults, and younger families. Examples include City programs such as:

Language Access, Love Your Block Mini-Grant, and Public Art and Community Engagement (PACE), Welcoming City certification, and more.

ELEMENT BCC-5: ARTS AND CULTURE

Objective: Foster arts and culture uses that serve our local artists, programs, and institutions—and which celebrate our varied cultures and histories.

Policy BCC-5.1: Arts and Quality of Life

Recognize the potential for the arts to enrich and inspire residents, contribute to economic vitality, and enhance civic identity and community spirit. Encourage an array of arts and cultural programming that reflects the diversity of the city.

Policy BCC-5.2: Arts and Culture in Public Spaces

Enliven the city by activating the public realm (i.e., streets, parks, and plazas) and non-traditional venues through events, performances, and happenings. Utilize the Lancaster City Office of Promotion (LOOP) and partner organizations to spur fun, honor people and cultures, and showcase community attractions.

CREATIVE PLACEMAKING IN LANCASTER

Creative placemaking is a process that engages the public, private, and non-profit sectors in designing places around arts and cultural activities. Making art an organizing principle for planning and community development allows us to energize everyday spaces and reimagine underutilized areas. It is a way to leverage community assets, elevate local culture, and express social identity through physical space. Culliton Park in Southwest Lancaster provides a good local example. In 2018, a mural celebrating the neighborhood was recognized by Americans for the Arts as one of 50 outstanding public art projects in the United States.



Public Art installation near Culliton Park

Action BCC-5.2A: Promoting and Facilitating Special Events

Review City regulations, ordinances, and procedures to identify potential barriers for events and programming. Remove these barriers where feasible to allow for expanded artistic and cultural expression and provide opportunities for social activity and joy amongst our residents of all ages and abilities.

Policy BCC-5.3: Space for the Arts

Encourage the development of affordable spaces for artists to live, learn, practice, teach, and present their work. These spaces are important for maintaining the arts as an integral part of the city's vibrant culture and economy.

Policy BCC-5.4: Creative Capital

Strengthen connections between artists, institutions, local foundations, nonprofits, and other partnering organizations to support and sustain arts programming. Coordinate resources to address the educational, training, and production needs of the arts community.

Policy BCC-5.5: Art in Capital Planning and Private Development Projects

Facilitate the integration of public art into the built environment. For public projects, incorporate art elements into select capital improvement projects and streetscape upgrades. For private projects, pursue opportunities to include art that can be viewed or experienced in some form by the public.

Action BCC-5.5A: Public Art Planning

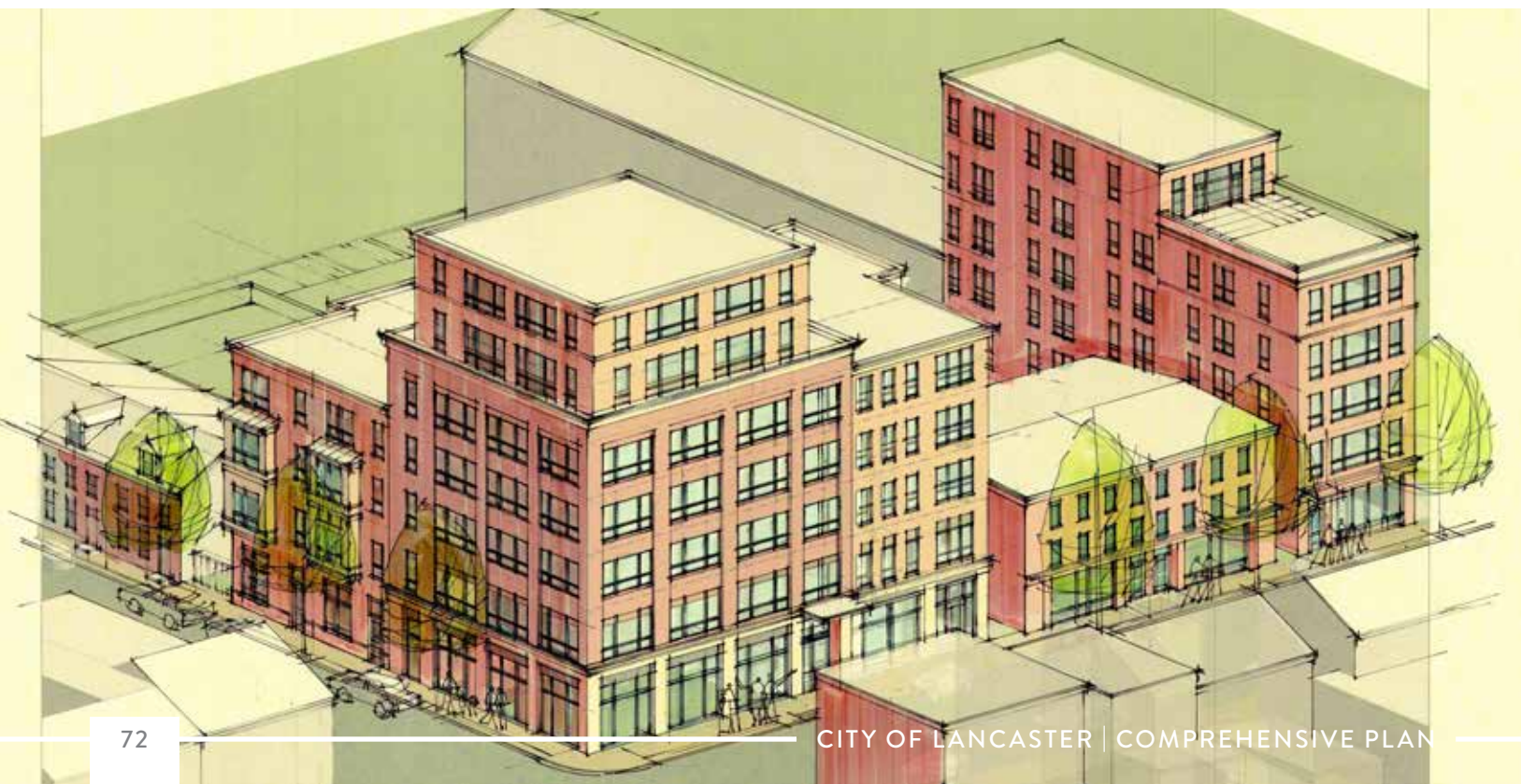
Develop plans and programs to expand public art in Lancaster City. This should include a process for including art in new private development projects as well as in City parks, plazas, public facilities and streetscape projects. Future activities should include mapping of cultural assets to identify patterns, inform future land use decisions, and identify deficiencies and opportunities that can be addressed through future plans and projects.





CHAPTER 4

FUTURE LAND USE PLANNING



4.1 INTRODUCTION

While Our Future Lancaster is focused on the cross-cutting systems that shape life in Lancaster City, this Plan also has the regulatory authority to direct growth and development. Chapter 4 includes the City’s official Future Land Use Map, showing the types of land uses allowed in different parts of the city in the coming years. Definitions of the land use categories presented in this Chapter provide the framework for the City’s zoning map and land development regulations.

As a well-established, historic city, land use changes in Lancaster must be strategic and context-sensitive. Most future development will occur on sites that are being repurposed rather than on vacant land or open space. Infill development presents an opportunity to enhance neighborhoods and business districts, but without proper guidance and coordinated public investment, it also has the potential for adverse effects. The Future Land Use Planning Chapter strives to avoid such effects by setting specific parameters for development and revitalization. It also strategically directs change and provides guidance on the character and form of new development.

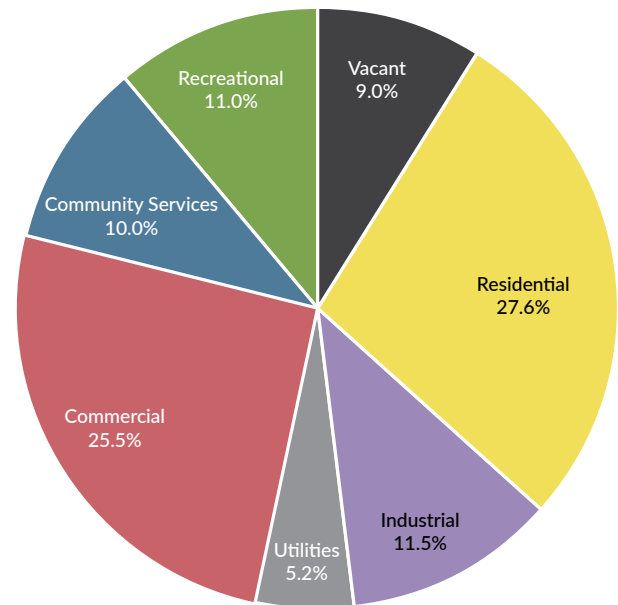
Chapters 3 and 4 work in tandem so that future land use decisions are coordinated with transportation, housing, historic preservation, infrastructure, resource management, and economic development plans. The maps and policies in this chapter provide a physical planning framework to achieve the community development objectives in Chapter 3.

4.2 FUTURE LAND USE PLAN

CONTEXT

Lancaster’s most prevalent land uses are residential (27.6%) and commercial (25.5%). These two uses are located throughout the city, with a central commercial core in the downtown and along major streets. Community services (10.0%), which includes libraries, schools, hospitals, and emergency services, are also located throughout the city. Industrial uses (11.5%) are generally in the annex areas beyond the original city grid. Roughly nine percent of Lancaster’s land is vacant. (**Figure 4-1**)

Figure 4-1: Composition of Existing Land Uses in Lancaster City, 2021



There is a significant difference in character between the historic core of Lancaster City and the annexed areas on the northwest, northeast, and southeast. The heart of the city is comprised of small parcels that are densely developed, with a fine-grained, urban character. The areas annexed during the mid 20th Century are more suburban, with larger parcels and more auto-oriented building forms. The City has 16 zoning districts that respond to prevailing character and form. In older parts of the city, zoning recognizes the mixed use character of neighborhoods. It permits greater densities and more diverse land uses. Compatibility between uses is managed through specific zoning standards, approval conditions for new development, and various codes and regulations.

Since the advent of modern city planning, most land use plans have used siloed land use categories. These categories presume that different land uses (such as housing and retail) must be separated and designed principally for convenient access by car. Such categories overlook the importance of mixed-use neighborhoods and the historic form of older American cities. In the historic core of Lancaster City, neighborhoods are not entirely residential or commercial. They include different uses, building forms, and activities that intersect and co-exist in organic ways.

Lancaster City’s vision for its future land use presents a more holistic vision and strategy for community development. The Future Land Use Map incorporates land use categories that embrace the city’s unique

mix of building types and land uses. These categories reinforce Lancaster as a vibrant, distinctive, and walkable community. The policies in this chapter aim to enhance those attributes and even extend them into areas of the City that may see redevelopment in the future.

Special consideration has been given to the relationship between the built environment, the natural environment, and the transportation network. Future land uses reflect and support the transportation system and vice versa. Built areas transition to natural areas in ways that connect residents to nature and promote resilience and environmental health. The result is a vision for future land use that reflects the policies throughout this Comprehensive Plan and serves as a clear decision-making guide for growth and reinvestment.

COMPONENTS OF FUTURE LAND USE

Figure 4-2 is the Future Land Use Map (FLUM) for Lancaster City. The Map shows the pattern of land uses envisioned within the city limits by the horizon year of this Plan. In most cases, the designation of a given site reflects its current use, but in some cases new uses are shown, indicating future land use change. Future land use and development decisions should not be inconsistent with the designations on this map, nor the definitions of each category provided in this chapter.

The FLUM is not the same as the zoning map. Zoning maps are parcel-based and correspond to districts with prescriptive regulations for what may be built, including standards for height, yards, parking, and so on. The FLUM is more generalized and is used to make long-term decisions about infrastructure, investment, and development.

A total of seven categories appear on the FLUM, plus an eighth category used for dual land uses (areas where more than one land use may be appropriate). Descriptions of each category appear below, including distinguishing characteristics and common elements. The characteristics may vary across each category, reflecting historic development patterns, natural features, and other factors.









The following components are included in each description below:

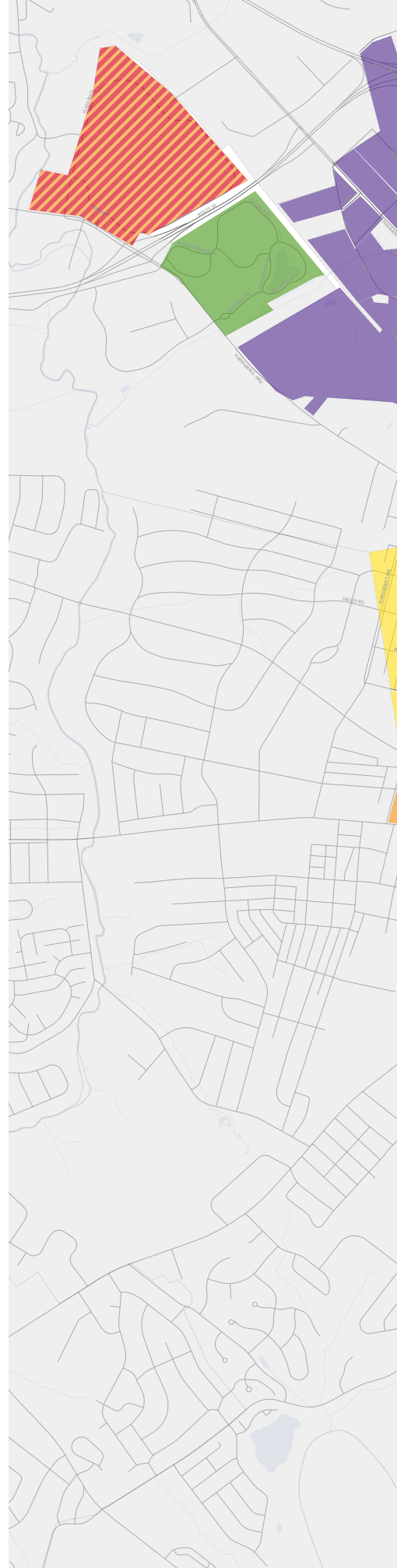
- **Definition:** a brief statement conveying the general intent of each land use category. The colors in the text correspond to the FLUM legend.
- **Development Styles:** a description of the existing and future physical character of the area, especially regarding land uses and building types.
- **Ground Floor:** where appropriate, guidance is provided on how the ground floor of a building should be used.
- **Mobility:** a description of how people are expected to travel through the area and what infrastructure may be present to facilitate that.
- **Intensity:** a description of lot and building characteristics, including height, setbacks, and lot size.
- **Primary Uses:** a description of the predominant land uses found in the area.
- **Secondary Uses:** a description of the supporting uses that are sometimes found in the area. Certain secondary uses may be more appropriate along Main Street Corridors or within Commercial Hubs (see Economic Development Policy Map).

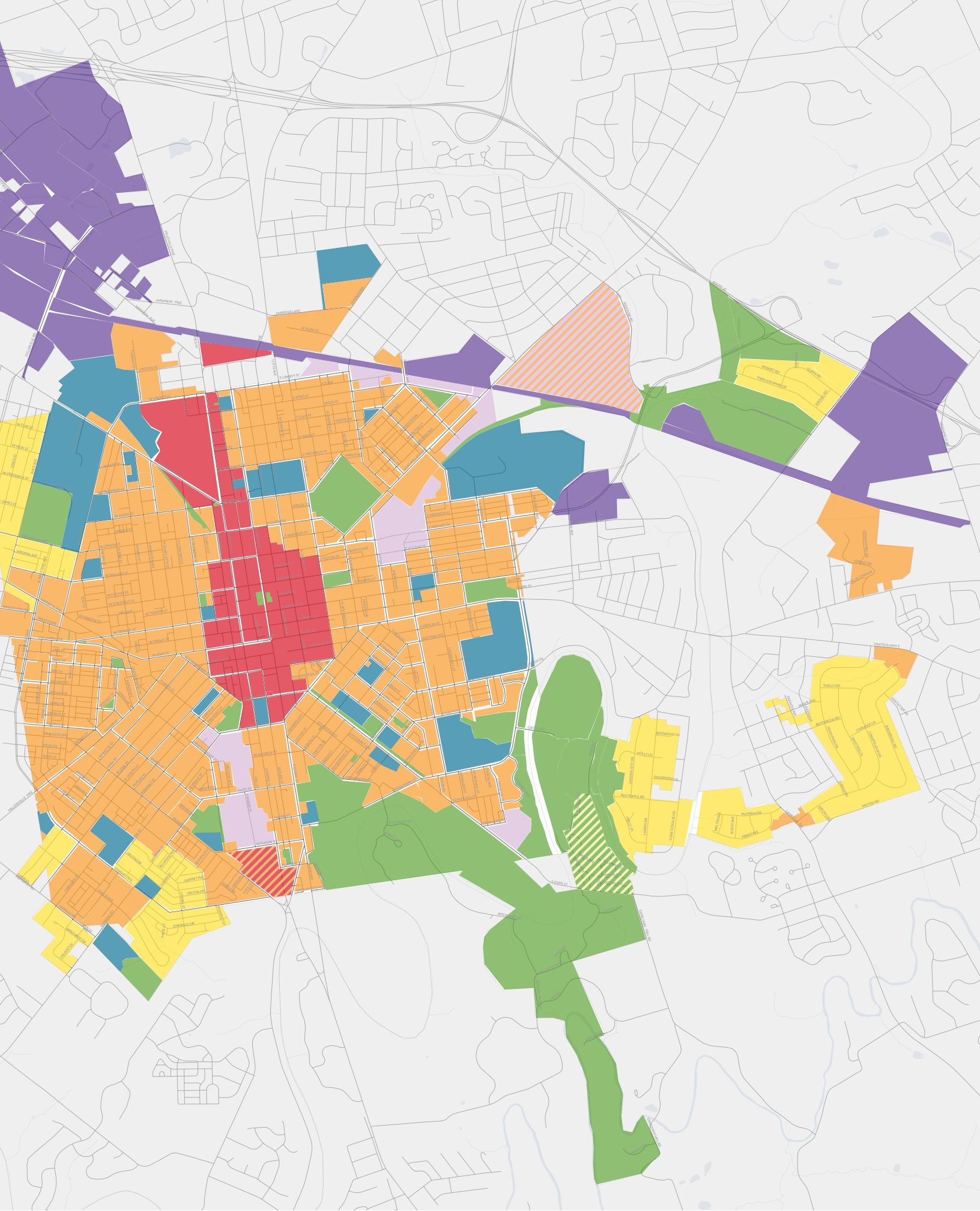


Figure 4-2: Future Land Use Map (FLUM)

FUTURE LAND USE KEY

-  **Residential**
Defines primarily residential neighborhoods of moderate density with medium-sized lots and minimal small-scale commercial amenities, which are suited for moderate density housing.
-  **Neighborhood Mixed-Use**
Defines primarily medium density residential neighborhoods with occasional neighborhood-scale commercial amenities.
-  **Urban Centers**
Defines a compact, mixed-use neighborhood that serves as an employment center, regional destination, and neighborhood with mixed-use buildings and high-density residential.
-  **Institutional**
Defines a relatively cohesive group of buildings and public spaces owned by public or quasi-public institutions such as colleges, universities, schools, hospitals, religious organizations, non-profits, and their supportive services.
-  **General Commercial/Industrial**
Defines an area generally, but not exclusively, suited for high-intensity industrial and regional commercial uses that draw from a broad market area and are connected to Limited Access Highways and other major roads.
-  **Light Industry & Innovation**
Defines an area generally within an urban context that is suited for small-scale commercial, light industry, and emerging low-impact industrial sectors, such as technology. Some long-term operating heavy manufacturing may also exist.
-  **Parks & Open Space**
Defines an area that includes a broad mix of passive and active parks, open space, recreational areas, and environmental conservation, which may also include designated monuments, cemeteries, trails, and supportive facilities.
-  **Dual Land Use**
Areas on the FLUM that are striped with two future land use categories indicate that area is appropriate for both land uses and/or an innovative mix of the two. Further planning analysis would be required to determine the most ideal mix and locations for the land uses.





DESCRIPTIONS OF FUTURE LAND USE CATEGORIES

RESIDENTIAL (RES)

Definition: Moderate-density neighborhoods with medium-sized lots and incidental small-scale commercial amenities.

Development Style: Housing set back from the street. Future development includes single-family, two-family, low-rise multi-family, accessory dwelling units, and live-work units, which are built to a scale and layout consistent with existing buildings. Most parcels have front, back, and side yards.

Ground Floor: Not applicable

Mobility: Bicycle and pedestrian facilities are accommodated. Frequent transit is found near these areas but may not exist within them. On-street parking is common, although some houses have driveways and garages accessed from the front, side, or alleyway.

Intensity: Buildings are generally one to three stories. New development has nine dwelling units per net acre or greater.

Primary Uses: Single-family houses, accessory dwelling units, live work units, and open space

Secondary Uses: Cultural and institutional uses, which generally occur along higher-volume streets.





DESCRIPTIONS OF FUTURE LAND USE CATEGORIES

NEIGHBORHOOD MIXED USE (NMU)

Definition: Medium-density residential neighborhoods with occasional neighborhood-scale commercial amenities.

Development Style: Housing situated on relatively small lots with sidewalk-adjacent front porches, stoops, small front yards, or no front setbacks. Service alleys are typical, but side yards are less common. Future development includes dense single-family, two- to four-family, multifamily, accessory dwelling units, live-work units, and mixed use buildings, which are built to a scale and layout consistent with existing buildings.

Ground Floor: Building façades engage streets with windows, doors, stoops, porches, and other elements that are consistent with surrounding buildings. Storefronts for smaller, neighborhood-scale commercial retail/services may be common at or near intersections and along Main Street Commercial Corridors.

Mobility: Bicycle, pedestrian and transit facilities are accommodated, and frequent transit is accessible nearby. On-street parking is prioritized. Front driveways are generally incompatible but service alleys and rear parking are provided wherever possible.

Intensity: Buildings are generally two to six stories and are commonly attached. The building size, density, and uses may vary depending on neighborhood context.

Primary Uses: Single-family houses, accessory dwelling units, two- to four-family, live work units, multi-family, and open space.

Secondary Uses: High-density residential uses, cultural, institutional, and neighborhood-scale commercial uses. These uses typically occur along Main Street Corridors (see Economic Development Policy Map) or at intersections.





DESCRIPTIONS OF FUTURE LAND USE CATEGORIES

URBAN CENTERS (UC)

Definition: Compact, mixed-use neighborhood that serves as an employment center, regional destination, and neighborhood with mixed-use and high-density residential buildings.

Development Style: Development patterns are urban, pedestrian- and transit-oriented, and pay special attention to the public realm. Buildings are frequently horizontally and vertically mixed, with upper floors that accommodate both commercial and/or residential uses. New development may be larger in scale but should respond thoughtfully to the surrounding historic character and context. Appropriate block lengths and through-site pedestrian routes are necessary.

Ground Floor: Active ground floor uses that engage the public right-of-way are required. Street-fronting façades use features that create transparency and interaction with the public, such as windows, doors, storefronts, and other engaging elements. Activation of the public realm (e.g., sidewalk cafes and seating) is promoted where space permits.

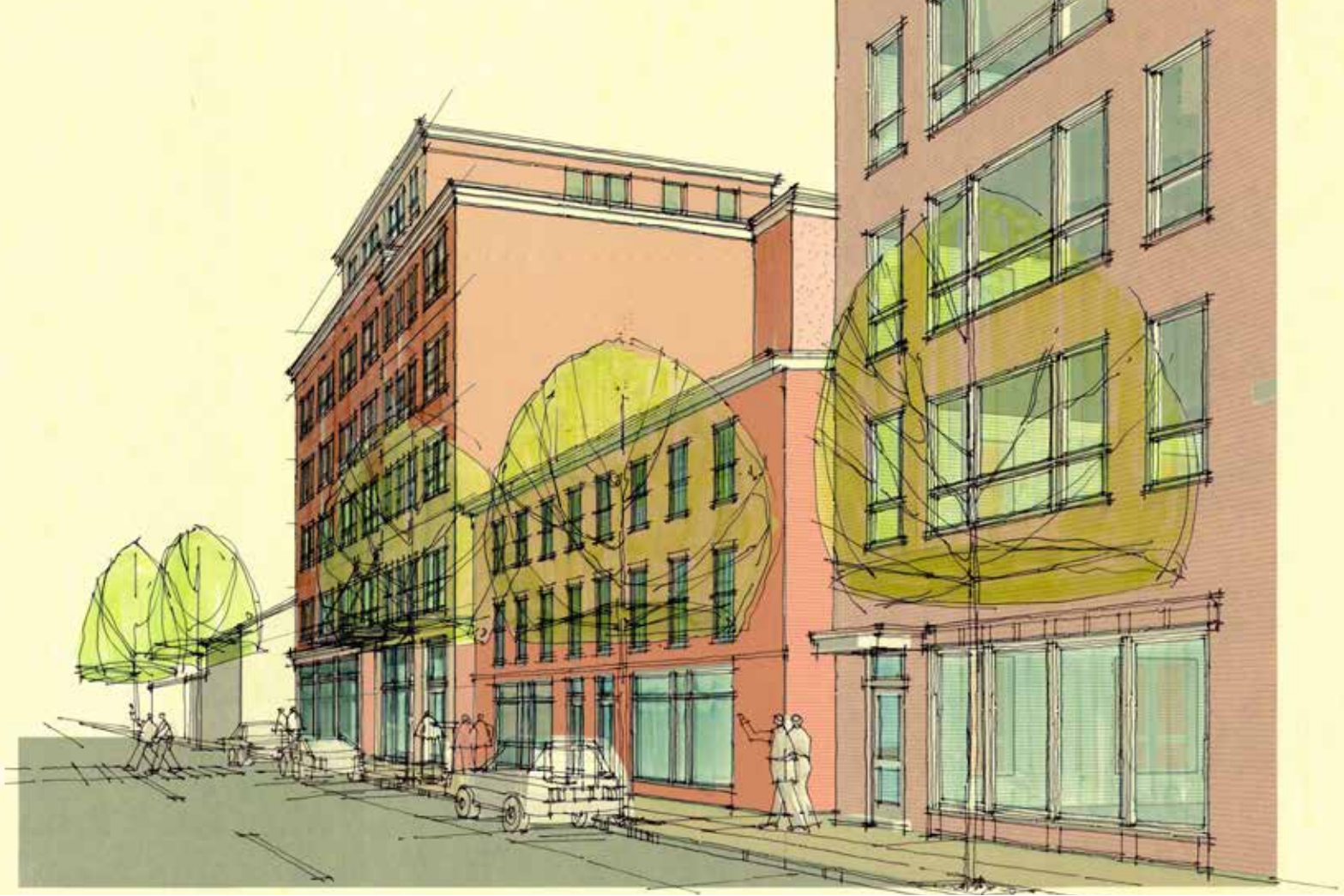
Mobility: Urban Centers are transit-oriented and accommodate several modes of transportation. Bicycle, pedestrian and transit facilities are provided throughout and are prioritized. The streetscape is highly amenitized for maximum pedestrian comfort and safety. Surface parking lots are prohibited as a principal use and accessory parking is located at a building's rear, accessed from a side street and appropriately screened. Parking requirements are minimal to none. Driveways are unfavorable along primary street frontages and instead occur along alleys and side streets.

Intensity: Buildings typically range from three to 12 stories and are commonly attached. Low-scale buildings may exist adjacent to new taller buildings.

Primary Uses: Mixed-use buildings with multi-family, pedestrian-oriented commercial, institutional, government, cultural, and open space.

Secondary Uses: Institutional, government, single-family homes, two- to four-family, and live-work units.





DESCRIPTIONS OF FUTURE LAND USE CATEGORIES

INSTITUTIONAL (INST)

Definition: Defines relatively cohesive groups of buildings and public spaces owned by public or quasi-public institutions such as colleges, universities, schools, hospitals, religious organizations, non-profits, and supportive services.

Development Style: Institutions may have a variety of uses onsite. Buildings may vary by type and size depending on the particular use. An institutional use may occupy one large site or multiple adjacent sites that are aesthetically integrated. New development works towards a unified appearance for the institution and adaptive reuse of existing historic structures. Building and site design fosters connections to the public realm and adheres to the desired block structure and street network.

Ground Floor: Buildings adjacent to streets are designed with active ground floor uses that engage the public. Street-fronting façades use features that create transparency and interaction such as windows, doors, and storefronts.

Mobility: Bicycle, pedestrian and transit facilities are accommodated, and frequent transit is standard. Institutional uses often have internal pedestrian or street networks and promote multi-modal transportation connections. Structured parking may be suitable, but surface parking is prohibited adjacent to street frontages.

Intensity: The intensity of development may vary significantly between buildings, lots, and different types of uses. Building heights are a minimum of two stories and generally no more than six stories, although some high-rise construction may be suitable for more intensive uses.

Primary Uses: Primary uses may vary depending on the institution and may include office, research and development, government, cultural, education, recreation, and open space.

Secondary Uses: Commercial, multi-family, hospitality, and other accessory uses intended to support workers, visitors, and residents. A small portion of non-institutional uses exist within this district.



DESCRIPTIONS OF FUTURE LAND USE CATEGORIES

GENERAL COMMERCIAL/INDUSTRIAL (GCI)

Definition: Areas generally, but not exclusively, suited for high-intensity industrial and regional commercial uses that draw from a broad market area and are connected to Limited Access Highways and other major roads.

Development Style: Buildings vary by type and size depending on the particular use, but this category is generally characterized by low- to mid-rise structures. Although some uses may require large-scale facilities with buffering and setbacks from adjacent uses, building and site design still fosters connections with the public realm and adheres to the desired block structure and street network. Redevelopment of these areas prioritizes compact and smart growth development patterns.

Ground Floor: Where it is not desirable to situate a building and/or use near the right-of-way, adequate landscape buffers are provided.

Mobility: Although existing development patterns are auto-oriented, new development enhances the public realm and accommodates pedestrian, bicycle, and transit access. Cross-access between adjoining sites helps limit the number of driveways and improves pedestrian safety. Parking is located at a building's rear, accessed from a side street, and appropriately screened from the public right of way.

Intensity: Buildings are generally one to six stories and are commonly detached. Lot sizes are relatively large with increased setbacks, and intensity may vary significantly. Common nuisances (e.g., traffic, noise, odors, glare) are mitigated through high quality site design. Ingress and egress are designed to limit impacts on neighborhoods and open spaces.

Primary Uses: Industrial, light and heavy commercial, and open space.

Secondary Uses: Retail, office, and institutional.



DESCRIPTIONS OF FUTURE LAND USE CATEGORIES

LIGHT INDUSTRY & INNOVATION (LIO)

Definition: Areas generally within an urban context that are suited for smaller scale commercial, light industry, and emerging low-impact industrial sectors such as technology; legacy uses such as heavy manufacturing also may exist.

Development Style: Buildings may vary by type and size depending on the particular use, but this land use is generally characterized by low- to mid-rise structures. Some may be historic structures that are adaptively reused. Existing designs are largely auto-oriented but are complemented by an urban streetscape. Buffering and setbacks are limited because of the surrounding urban character, and site design fosters connections with the public realm. Redevelopment of these areas prioritizes compact and smart growth development patterns.

Ground Floor: Given the variety of building types and sizes and the potential for buffering, engagement with the public realm on the ground floor may not always be feasible but is desired where possible. Public entrances should be easily accessed via the public rights of way. For buildings being reused, the design of the original structure may present limitations for ground floor use and access.

Mobility: Surrounding development patterns are primarily mixed use and accommodate pedestrian, bicycle, and transit access. Parking is located at a building's rear or side and is accessed from a side street as much as possible, unless adaptive reuse of a historic building creates access constraints.

Intensity: Buildings are generally one to six stories and are commonly detached. Lot sizes and intensities may vary significantly; however, uses within this district are low-impact enough that they may coexist with nearby residential uses. Potential nuisances are mitigated through high quality site design. Ingress and egress is designed to limit impacts on neighborhoods and open spaces.

Primary Uses: Light industrial, technology, and medium intensity commercial uses such as small-scale warehousing and distribution.

Secondary Uses: Retail, office, institutional, and open space.



DESCRIPTIONS OF FUTURE LAND USE CATEGORIES

PARKS & OPEN SPACE (POS)

Definition: Includes a broad mix of passive and active parks, open space, recreational areas, and environmental conservation, which may also include designated monuments, cemeteries, trails, and supportive facilities.

Development Style: Buildings vary according to the purpose of the open space. Uses may include but are not limited to civic buildings, maintenance buildings, community or environmental centers, rest rooms, pavilions, and other structures to support typical activities. Active uses and structures are located to limit impacts to environmental features. Limited commercial uses may be compatible in some areas

Ground Floor: Not applicable

Mobility: Bicycle, pedestrian and transit facilities are accommodated, and sites are designed to maximize access for all modes and users. Public rights-of-way and internal circulation networks are well connected. Parking is limited to maximize other public amenities.

Intensity: Built facilities are generally low-rise and sensitively integrated into the site. Intensity of use may vary significantly between different types of facilities (e.g., urban plaza, environmental conservation) but directly correlate to site conditions and intended use.

Primary Uses: Parks, open space, and environmental conservation.

Secondary Uses: Government, cultural, institutional, and essential utilities.

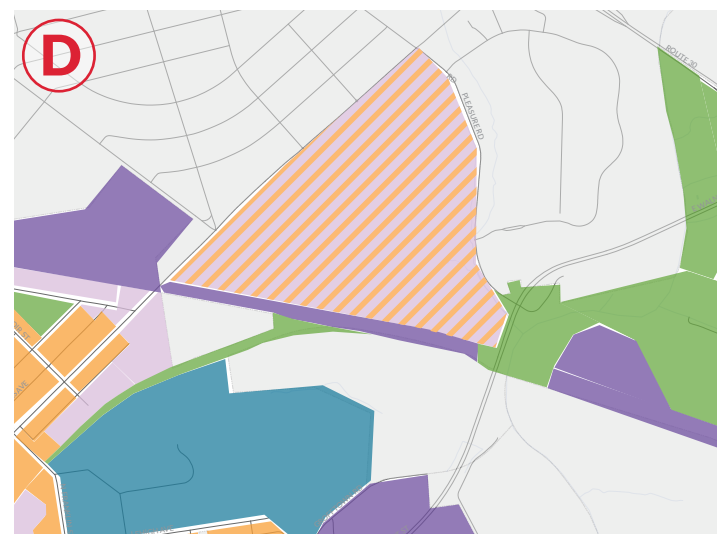
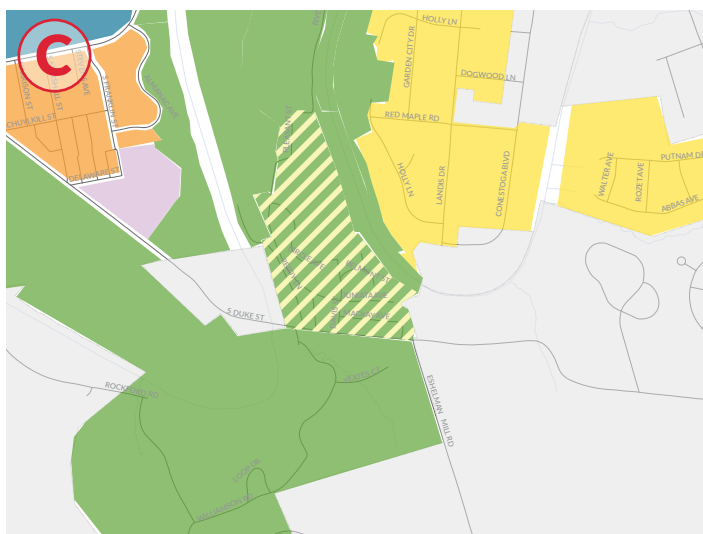
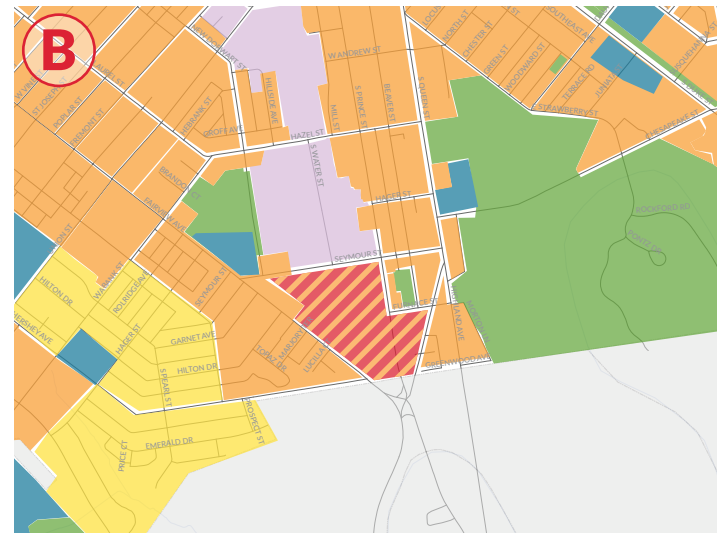
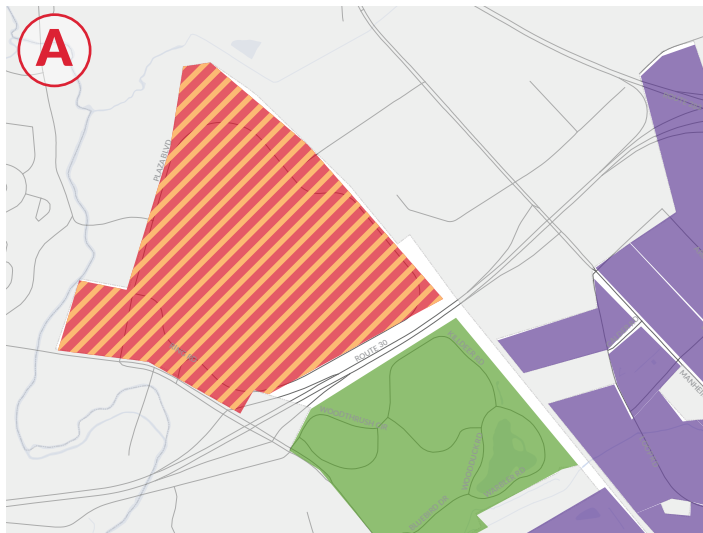
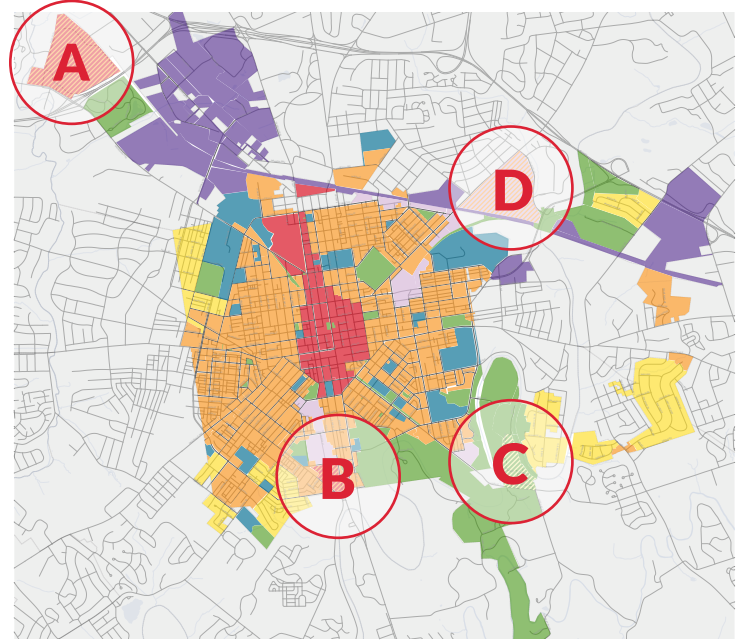


DESCRIPTIONS OF FUTURE LAND USE CATEGORIES

DUAL LAND USE (DLU)

Definition: Appears on the Map as striped with two future land use categories to indicate the area is appropriate for both land uses and/or an innovative mix of the two. Further planning and analysis is required to determine the ideal mix and locations for the land uses.

The other components (i.e., development style, ground floor, mobility, intensity, primary uses, and secondary uses) are not specified here because they are dependent on the specific land uses comprising a dual land use area. In general, a dual land use area should be reflective of the components of each respective use as defined in this chapter.





4.3 PRIORITY REDEVELOPMENT AREAS & CORRIDORS

CONTEXT

Strategies for economic success must be supported by sound land use and development policies. Lancaster City is fortunate to have strong commercial and retail areas that have become local and regional destinations. Some examples are the retail on the 300 block of N. Queen St., the art galleries on the 100 block of N. Prince St., and the Lancaster County Convention Center area. Land use policies should support the continued success of these areas, while creating opportunities for other areas of the city to similarly thrive.

In 2014, Lancaster City Alliance (LCA) in partnership with the City of Lancaster developed an economic development strategic plan known as Building on Strength. This plan presents a vision to enhance the community's quality of life and ensure economic growth. Together, LCA and the City continue to implement the plan and track its success.

ECONOMIC DEVELOPMENT POLICY DESIGNATIONS

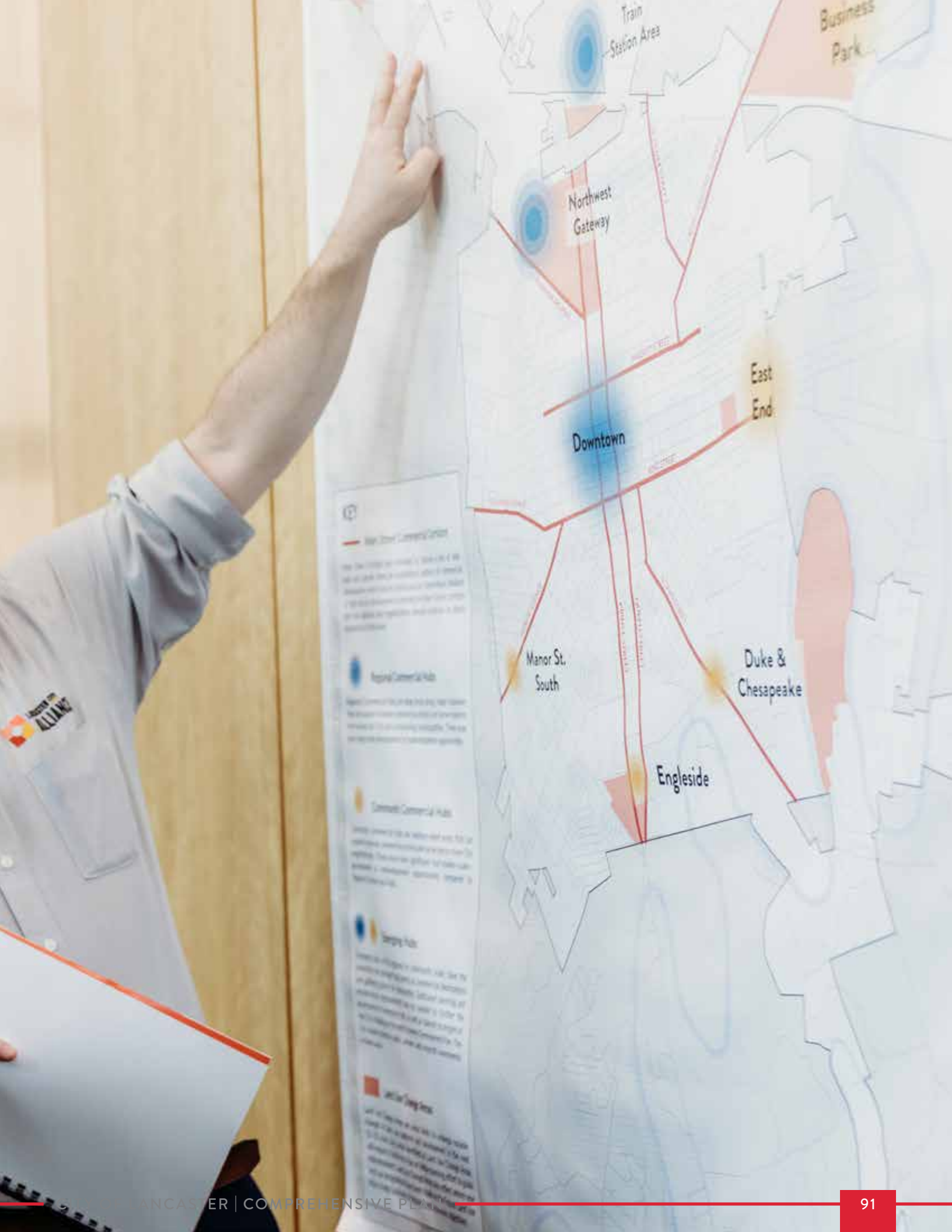
The guidance provided below expands on the efforts of Building on Strength and describes the next generation of economic development in Lancaster City. Strategic investment opportunities have been identified using the concept of “corridors” and “hubs” outlined in Building on Strength. The following categories are used to implement economic development policies:

- **Main Street Commercial Corridors:** Main Street Corridors feature a mix of land uses and typically have an established pattern of commercial development. This pattern may be continuous or intermittent. Medium to high density development is desired on Main Street corridors, and City agencies and organizations should continue to direct resources to these areas.
- **Regional Commercial Hubs:** Regional Commercial Hubs are large areas along major roadways that can support intensive commercial activity and serve residents from across the city and surrounding

municipalities. These areas have large-scale development or redevelopment opportunities.

- **Community Commercial Hubs:** Community Commercial Hubs are medium-sized areas that can support moderate commercial activity and serve one or more city neighborhoods. These areas have significant—but smaller-scale—development or redevelopment opportunities compared to Regional Commercial Hubs.
- **Emerging Hubs:** Emerging hubs have the potential to be stronger regional or community destinations and gathering places. Dedicated planning strategies and infrastructure improvements may be needed to further the development of emerging hubs, including the tailored strategies in the Building on Strength Plan. The City should prioritize public, private, and nonprofit investments in these areas.
- **Land Use Change Areas:** Land Use Change Areas are areas likely to undergo notable changes in land use patterns and development in the next 10–20 years. Any area identified as a Land Use Change Area will require a Small Area Plan or similar planning initiative to guide redevelopment. Land Use Change Areas also reflect where new land use designations have been made on the Future Land Use Map to help facilitate community and economic development objectives.

Figure 4-3 presents the Economic Development Policy Map for the city, using these categories. The designations above work in tandem with the Future Land Use Map to establish a land use and economic development framework for the city.



- Regional Commercial Hub**
This hub is located in the center of the city and is a major commercial hub. It is a major commercial hub and is a major commercial hub. It is a major commercial hub and is a major commercial hub. It is a major commercial hub and is a major commercial hub.
- Central Commercial Hub**
This hub is located in the center of the city and is a major commercial hub. It is a major commercial hub and is a major commercial hub. It is a major commercial hub and is a major commercial hub. It is a major commercial hub and is a major commercial hub.
- Strategic Hub**
This hub is located in the center of the city and is a major commercial hub. It is a major commercial hub and is a major commercial hub. It is a major commercial hub and is a major commercial hub. It is a major commercial hub and is a major commercial hub.
- Local Strategic Hub**
This hub is located in the center of the city and is a major commercial hub. It is a major commercial hub and is a major commercial hub. It is a major commercial hub and is a major commercial hub. It is a major commercial hub and is a major commercial hub.

Figure 4-3: Economic Development Policy Map

ECONOMIC DEVELOPMENT KEY

Main Street Commercial Corridors

Main Street Corridors are intended to feature a mix of land uses and typically have an established pattern of commercial development, which may be continuous or intermittent. Medium to high density development is desired on Main Street corridors and city agencies and organizations should continue to direct resources in these areas.

Regional Commercial Hubs

Regional Commercial Hubs are large areas along major roadways that can support intensive commercial activity and serve residents from across the City and surrounding municipalities. These areas have large-scale development or redevelopment opportunities.

Community Commercial Hubs

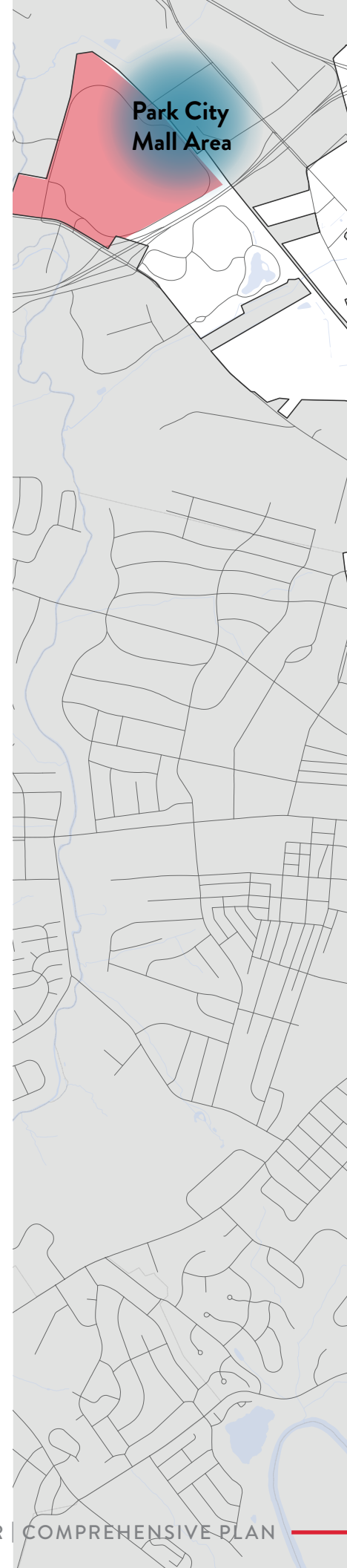
Community Commercial Hubs are medium-sized areas that can support moderate commercial activity and serve one or more City neighborhoods. These areas have significant—but smaller-scale—development or redevelopment opportunities compared to Regional Commercial Hubs.

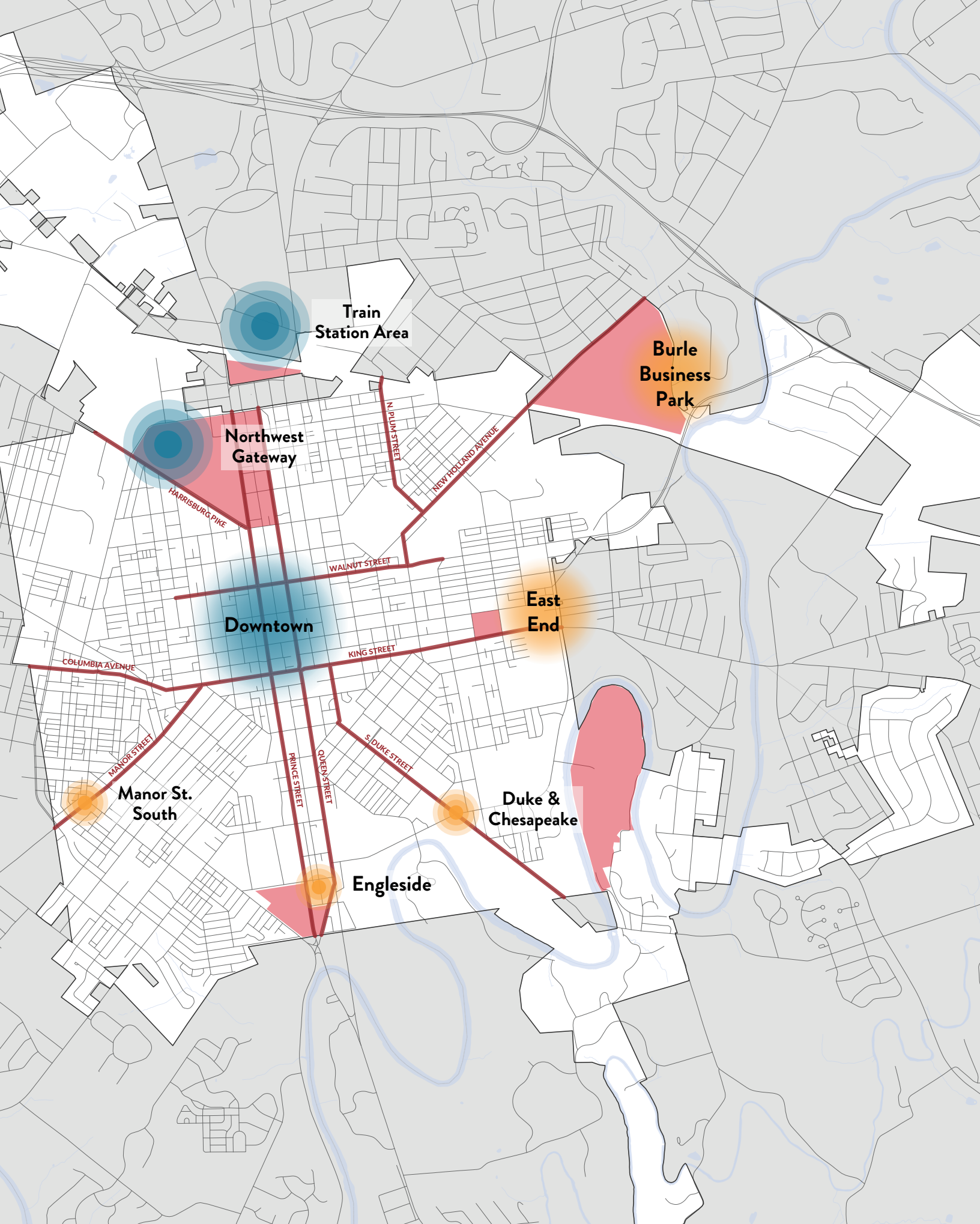
Emerging Hubs

Emerging hubs, at the regional or community scale, have the potential to be stronger focal points as commercial destinations and gathering places for communities. Dedicated planning and infrastructure improvements may be needed to further the development of emerging hubs, as well as tailored strategies in the City’s Building on Strength Economic Development Plan. The City should prioritize public, private, and nonprofit investments in these areas.

Land Use Change Areas

Land Use Change Areas are areas likely to undergo notable changes in land use patterns and development in the next 10–20 years. Any areas identified as Land Use Change Areas will require a Small Area Plan or similar planning effort to guide redevelopment. Land Use Change Areas also reflect where new land use designations have been made on the Future Land Use Map to help facilitate community and economic objectives.





**Train
Station Area**

**Burle
Business
Park**

**Northwest
Gateway**

Downtown

**East
End**

**Manor St.
South**

**Duke &
Chesapeake**

Engleside

4.4 GENERAL LAND USE POLICIES & ACTIONS

The policies in this section complement the maps in Sections 4.2 and 4.3. They serve the dual purpose of guiding development and guiding changes to land use regulations and development review procedures so that the vision expressed by this Plan can be realized. The policies align with those in Chapters 3 and 5. For instance, promoting mixed use development (Policy GLU-6 below) can reduce reliance on cars, spur economic development, and create housing opportunities.

Policy GLU-1: Updating Codes and Ordinances

Update City codes and ordinances so they are consistent with the policies, actions, and maps in the Comprehensive Plan. Create regulations and processes that are easy to understand and that promote a high standard of public health, safety, and welfare.

Action GLU-1A: Zoning Update

Adopt new zoning regulations consistent with the policies of the City's adopted Comprehensive Plan and Future Land Use Map, giving special consideration to creating and sustaining mixed-use neighborhoods.

Action GLU-1B: Subdivision and Land Development Ordinance (SALDO)

Adopt new subdivision and land development regulations consistent with the policies of the City's adopted Comprehensive Plan and Future Land Use Map.

Action GLU-1C: Official Map

Adopt a new Official Map consistent with the policies of the City's adopted Comprehensive Plan and Future Land Use Map. Identify and plan for land acquisition, street, and infrastructure projects that are essential to the community's growth and well-being. The Map should be regularly updated to reflect various strategic planning initiatives, with an emphasis on planning for capital improvements and transportation connections.

Policy GLU-2: Customer-Focused Development Services

Create a development review and approval process that is efficient, customer-friendly, and understandable to those without technical expertise. Establish an integrated review process for boards, commissions, and authorities as a part of development approvals to reduce potential delays. Efficiency is paramount to support economic

growth. The review process should achieve high quality land development and urban design, while recognizing economic realities and development costs.

Action GLU-2A: Streamlining the Permit System

Update the City's permit application system to create a customer-friendly and integrated digital platform providing access to all City departments. The permitting process should be simple, streamlined, and easy for residents to navigate and understand.

Policy GLU-3: Flexibility and Responding to Change

Provide land use and building code regulations that are sufficiently flexible to respond to construction trends, changes in technology, market demand, and the evolving needs of local businesses. For example, the conversion of underused office space to residential uses should be accommodated in response to recent changes in the office market and workplace design.

Policy GLU-4: Inter-Municipal Planning and Development

Coordinate land use planning with adjacent municipalities. This should include collaborative planning to address land use and physical development opportunities that cross political boundaries, as well as planning to address cross-jurisdictional issues such as transportation and water quality. County and municipal comprehensive plans and other joint planning initiatives (for example, the Train Station Small Area Plan) are foundational documents that can guide these efforts. Special emphasis should be placed on meeting County density goals, enhancing the Conestoga River corridor, and achieving joint infrastructure projects like multi-modal trails.

Policy GLU-5: Small Area Planning

Utilize Small Area Plans, Master Site Plans, Neighborhood Studies, and other forms of planning analyses to conduct in-depth evaluations of select areas and to determine a clear and detailed direction for land use and physical design.

Action GLU-5A: Change and Focus Areas

Undertake Small Area Plans (or similar scopes of work) in response to major, anticipated land use changes and/or where significant investment is occurring in neighborhoods, particularly in neighborhoods with Emerging Commercial Hubs.

Policy GLU-6: Mixed Use Development

Create zoning districts for mixed-use neighborhoods of various scales and densities to encourage walkable and vibrant neighborhoods. Develop practical standards for neighborhood commercial uses that safeguard residential livability while also encouraging a viable and appropriate blend of retail and office spaces. Residential density and commercial intensity should be highest in the city's Urban Centers.

Policy GLU-7: Regional Smart Growth

Employ smart growth land use patterns in Lancaster City that contribute to infill and concentrated physical development within the metro region. Think beyond boundaries and partner with adjacent municipalities to identify smart growth opportunities. Work toward shared goals that mitigate traffic congestion, improve air quality, and preserve farmland.

Policy GLU-8: Jobs-Housing Balance

Plan for a balanced mix of jobs and housing to sustain Lancaster City as a complete community with opportunities to live, work, shop, and play. Consider the needs of local residents and businesses when expanding the housing stock and growing the economic base.

Policy GLU-9: Livable Suburban Corridors

Support efforts to provide multi-modal capital improvements on suburban corridors north and east of the city. Multi-municipal coordination will be essential as these roads are shared with adjoining municipalities. Enhancing multi-modal access will connect residents to commercial services and promote long-term land use changes, including residential infill development where appropriate.

Policy GLU-10: Building Transitions

Promote logical transitions in urban form, particularly with respect to building placement and height. Each Future Land Use Category allows for a range of building heights so that new development can step "up" or "down" to adjacent buildings. Exceptions to this policy may be considered within designated Land Use Change Areas and Regional Commercial Hubs, as they establish new land use patterns.

Policy GLU-11: Lot Consolidation

Support the consolidation of underutilized or vacant parcels to create sites that are more viable for development, particularly in commercial and mixed use districts. Where larger sites are assembled, development should still respect the fine-grained character of nearby uses and should be articulated into multiple components rather than long, unbroken facades.

Policy GLU-12: Public and Institutional Land Uses

Recognize public and institutional land uses as potential neighborhood hubs and gathering places. Such facilities should provide safe, attractive places for the delivery of services and should foster interaction among residents and civic pride in the community.

Policy GLU-13: Utility Coordination

Coordinate all Future Land Use Map changes with City utility planning. This includes an assessment of the availability of water, sewer, and stormwater facilities. Areas with utility capacity limitations should be identified early on so that improvements can be planned or development expectations are modified.



101 N. Queen is a mixed-use building complex in the Regional Commercial Hub of Downtown Lancaster City.

4.5 PLACE-BASED POLICIES

The place-based policies should be used in concert with the Economic Development Policy Map (**Figure 4-3**). As noted in Section 4.3, that map identifies specific commercial corridors, hubs, and land use change areas. The policies below provide guidance for individual areas and may be referenced as projects in each area are proposed.

Policy PB-1: Main Street Commercial Corridors

Continue to direct resources to areas designated as Main Street Commercial Corridors on the Economic Development Policy Map. These correspond to the Building on Strength Corridors, plus North Plum Street. Higher density land development on these corridors is appropriate and should “step down” to nearby residential areas. Private investment on Main Street Commercial Corridors may be paired with public investments, such as infrastructure or streetscape improvements, as needed.

Policy PB-2: Downtown

Continue to position Downtown as the economic engine of Lancaster City and the metro region. Promote a range of complimentary land uses, building forms, and activities. Incentivize density to create a critical mass of goods and services. Make Downtown a distinct place that is safe, comfortable, and enjoyable for all people.

Policy PB-3: Northwest Gateway

Partner with landowners to craft a vision and small area plan that creates a high-density, mixed-use, and walkable neighborhood in the Northwest Gateway area. Ensure cohesion between the stadium district and adjacent institutional properties owned by Franklin & Marshall College and Lancaster General Hospital. Establish a sensible street grid to promote good urban form and connections between uses. Ground floor commercial uses should leverage opportunities created by the stadium, while upper floors should add vitality by including housing.

Policy PB-4: Train Station Area

Develop the Lancaster Train Station Area as a cohesive and well-designed urban gateway neighborhood. Development should connect the station to local transportation modes while accommodating a diverse mix of residents, housing, and businesses that are compatible with and supportive

of increased transit ridership. Continue working with Lancaster County Planning and Manheim Township to implement the 2023 Train Station Small Area Plan, including creating an Implementation Committee, amending development regulations for intermunicipal consistency, and aligning funding tools.

Policy PB-5: Burle Business Park Site

Work with the landowner to develop a mixed use vision for Burle Business Park. Future development should include new residential and Light Industry & Innovation land uses. Create a site plan and design that enables a high-quality living environment that co-exists with commercial and industrial uses. The site has the potential to extend successful development along New Holland Avenue and connect with the Grandview Heights neighborhood to the west. Regulations should remain flexible to adapt to changing market demands.

Policy PB-6: East End Neighborhood and Prison Site

Create a small area plan for the East End, including options for redevelopment of the prison site. The Plan should close gaps in the existing neighborhood fabric and maximize Reservoir Park as a community anchor. Integrate neighborhood-serving commercial uses, such as a grocer or food market, into new development. Although prison buildings and structures may ultimately be removed, the history of the neighborhood should be commemorated in ways that reflect input from the surrounding community.

Policy PB-7: Sunnyside Peninsula

Prioritize partnerships, projects, and land use regulations that advance the vision for Sunnyside Peninsula as a nature and recreation preserve on the north and an ecologically sensitive residential area on the south. Central to this vision is reinvestment in the infrastructure serving the existing low-density households near S. Duke Street and the protection and management of natural lands along the Conestoga River and in the northern part of the peninsula.

See Policies CRF 4.3 and CRF 4.4 and Actions 4.3A, 4.3B, and 4.3C detailing further direction at Sunnyside.

Policy PB-8: South Duke and Chesapeake Streets

Support the continued growth of mixed commercial and residential uses as the South Duke area emerges as a community hub. Make safe and attractive pedestrian and bicycle connections to new housing, County park, and

future riverfront amenities. Explore stronger ties to nearby workforce development programs, including programs at Thaddeus Stevens College of Technology and Tec Centro and job opportunities along the South Duke corridor.

Policy PB-9: Engleside

Establish land use regulations and capital plans that support the vision for Engleside as a dense, mixed-use riverfront neighborhood. Engleside should serve as a crossroads for the southern quadrants of the city and capitalize on the relatively large scale of buildings, parcels, and infrastructure. Safe and inviting connections to the riverfront should be developed to create a special place that melds the area's unique natural and commercial assets.

See Policy CRF 4.1 and Action CRF 4.1A detailing further direction at Engleside.

Policy PB-10: Manor Street South

Invest in the revitalization of the southern end of Manor Street. Encourage business growth in this area that serves the immediate community, accompanied by upper floor residential units where feasible. Beautify the hub area, attract economic interest, and instill a sense of pride

through strategies such as streetscape and building façade improvements, and renovation of vacant properties. Create safe and vibrant pedestrian connections to the park and shopping centers just south of the city.

Policy PB-11: Park City Mall Site

Work with the owner(s) of the Park City Mall properties to create a detailed vision and site plan for the next generation of development at this important regional hub. Given that the land area at this site is nearly as large as Downtown Lancaster, any plan should include housing and aim to create a vibrant walkable place with a mix of uses. Development ideas could include a medium to high density town center and/or the phased integration of multifamily buildings with larger commercial stores. No significant land development changes should occur until a plan for this area has been completed.

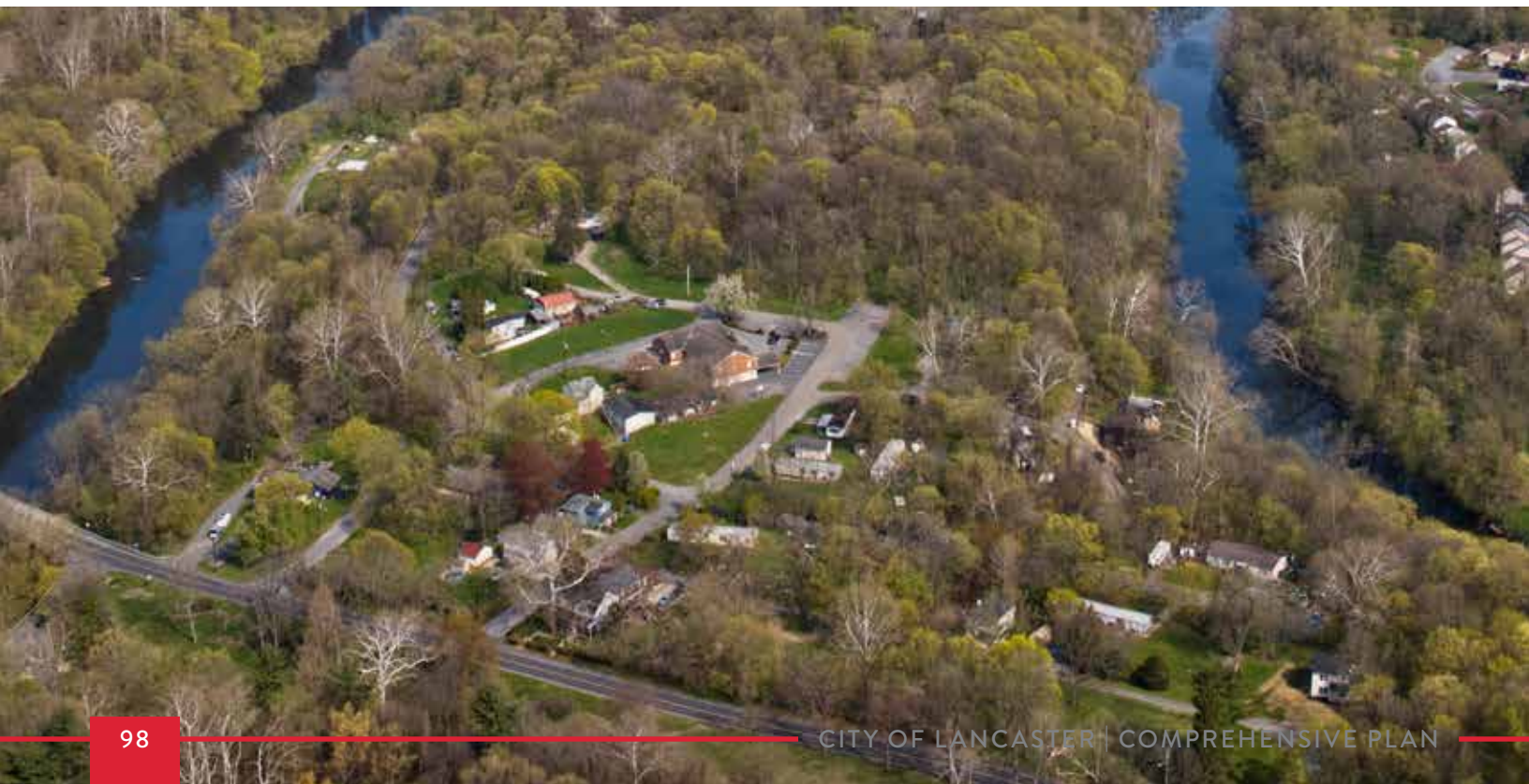


Engleside, an emerging Community Commercial Hub at the southern gateway of Lancaster City.



CHAPTER 5

CONESTOGA RIVERFRONT REIMAGINED



5.1 INTRODUCTION AND CONTEXT

This chapter of the Comprehensive Plan presents a strategy to restore the Conestoga River and transform Lancaster City into a center of excellence for clean water, environmental stewardship, and sustainable waterfront development. The Conestoga River has been a polluted and neglected part of our city's landscape for too long. The policies and actions in this Element reimagine the river as a recreational and aesthetic amenity, ecological asset, economic driver, and focal point of community life.

Roughly 62 miles in length, the Conestoga begins in southern Berks County and northern Lancaster County and flows southwest to the Susquehanna River just north of the state line. The river and its tributaries drain a watershed of nearly 491 square miles. Generations ago, the Conestoga River was a freight route for steamboats and a focal point for recreation. City dwellers boarded riverboats for pleasure cruises and excursions to and from Rocky Spring Park, while fishers and swimmers were drawn to the river for summer fun.

Agriculture and urbanization of the watershed, including factories and sewage plants, caused erosion and impaired water quality. By 1922, the river was deemed unsafe. The riverboats disappeared, and swimming and fishing largely came to an end. What was once a scenic waterway mostly vanished from public usage and view.

Recent decades have seen the gradual, early stages of renewal. The Clean Water Act of 1972 spurred the cleanup of the nation's waterways, and Lancaster County's streams and rivers are healthier and continuing to improve. Public interest in water recreation and river trails has grown. Cities across the United States have demonstrated the intrinsic value of reopening their riverfronts for public enjoyment.

An ongoing challenge is the City's combined sanitary-stormwater system, which overflows into the river during heavy rains. The City has been working to reduce these overflows under a consent decree with the U.S. Environmental Protection Agency and Pennsylvania Department of Environmental Protection. Since 2010, Lancaster has prioritized green infrastructure to detain and treat stormwater where it is generated, reducing runoff and the discharge of pollutants. Efforts to improve

water quality and protect ecological resources are underway.

In 2018, Lancaster County established a Countywide Action Plan for meeting federal Total Maximum Daily Load (TMDL) goals for sediment, nitrogen and phosphorous—which has further set the stage for ecosystem repair and sustainable development. Lancaster County and the City of Lancaster have both developed the professional capacity



Fishing along the Conestoga River

for thoughtful environmental work. Today, the City and surrounding municipalities are poised to redefine the river corridor and riverfront lands as a special place.

5.2 VISION

The inspiration to reclaim the Conestoga Riverfront as a community asset arose through engagement with residents and stakeholders during the Comprehensive Plan Update. The Riverfront Vision can be summarized through four core priorities:

1. **Ecology:** Align and advance conservation and water quality efforts to improve health outcomes and biodiversity, plan for flood resilience and mitigate the impacts of climate change.
2. **Education:** Provide educational and workforce learning opportunities for City residents related to water systems and environmental health.
3. **Recreation:** Develop recreation opportunities centered on the river to promote exercise, enjoyment, learning, tourism, and business growth.

4. **Economic Development:** Encourage, through investment and other supports, concerted economic and land development at select neighborhood nodes where mixed-use building is appropriate and beneficial.

Restoration initiatives must be rooted in equity: the river itself has been treated as a sewer for more than a century. The residential communities bordering the river in the city are predominantly lower income communities of color that have experienced decades of disinvestment. Through foresight and good planning, it is possible to chart a new path. This could include partnerships with the School District and other educational institutions to prepare young people for “green collar” jobs in environmental science, water, and sustainability.

This Comprehensive Plan sets the stage for a new Conestoga Riverfront Initiative. Its scope is ambitious and multi-faceted and will require the engagement of partner organizations, completion of numerous projects, and effective multi-jurisdictional coordination over the next 20 years and beyond.

5.3. CONESTOGA RIVERFRONT FRAMEWORK

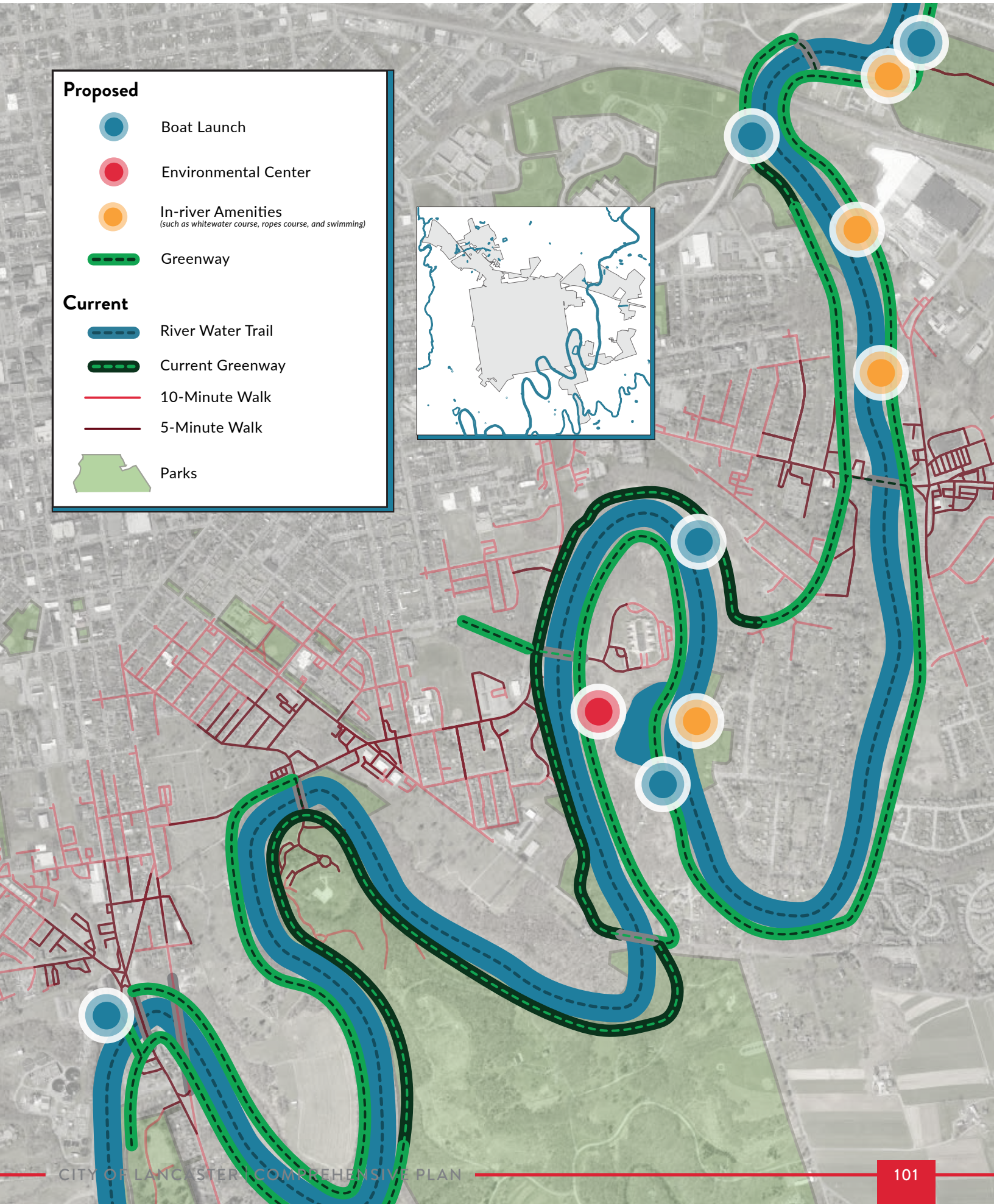
Figure 5-1 provides the policy map for the Conestoga River and illustrates how the river will be reimagined in the coming years. The City’s efforts are part of a broader effort to incorporate the river in Lancaster County’s green infrastructure network, including improved points of access, points of extension, and points of development.

Points of access include the locations where the community can physically connect to the river. Few of the historic access points still exist and most that do are not readily accessible or are in poor condition. Creating non-motorized access points such as trailheads and parking, will help propel the overall riverfront strategy. Access improvements include a water trail in the river, along with extension of the Conestoga River Greenway to better serve nearby neighborhoods. This will be paired with opportunities for river access in future shoreline development, and on City-owned parcels such as those on the Sunnyside Peninsula.

Points of extension include ways to better integrate the river into community life, including education, conservation, recreation, and economic development. This includes school curricula on the river and water quality. It also includes protection of natural resources and environmental restoration. The City will also integrate the river into the park system and include the river in neighborhood economic development strategies.

Points of development are the geographic locations where future community development activities can incorporate the river as a focal point and amenity. These include Engleside, Bridgeport, and Sunnyside, as well as other smaller connection points near the shoreline. Land use planning and infrastructure improvements in these locations should anticipate ways for residents and visitors to better engage with the river.

Figure 5-1: Conestoga Riverfront Policy Map



5.4 POLICIES & ACTIONS

The policies and actions in this section affirm the Conestoga River as an asset and major focus of the City's long-range plans. Four major elements are presented, corresponding to the framework concepts described above:

1. Laying the foundation for riverfront revitalization
2. Enhancing points of access to the riverfront
3. Extending community activities and assets to the riverfront
4. Realizing community development opportunities at specific points of interest on the riverfront

Policies and actions use the acronym "CRF" in their titles, indicating they are part of the Conestoga Riverfront Framework.

ELEMENT CRF-1: LAYING THE FOUNDATION FOR RIVERFRONT REVITALIZATION

Policy CRF-1.1: Conestoga Riverfront Corridor

Define and distinguish the importance of the Riverfront Corridor by identifying it as a special place and area of focus on the Comprehensive Plan maps and other official maps. Identify key locations for river access, facilities, and community and economic development activities.

Action CRF-1.1A: Conservation Overlay District

Establish a Conservation Overlay District along the Conestoga River that emphasizes the protection, conservation, and restoration of the most environmentally sensitive lands. Specific areas to consider for inclusion are Sunnyside, Conestoga Pines, City Water Works, City Operations Center at Riverside Avenue in Lancaster Township, Hands Woods, Holly Pointe Park and Nature Preserve (partially owned by Lancaster County Conservancy), and adjacent cemeteries.

Action CRF-1.1B: Integrating the River into Parks Master Planning

Emphasize recreational opportunities in and around the Conestoga River in the City's upcoming Parks and Recreation Plan. Specify and prioritize capital improvement projects that connect the river to the broader park system and enhance the City park experience as a whole. Include projects that improve river access, such as trailheads, trail links, active and passive park spaces along the river, paddling facilities and

other amenities. Developing these amenities requires new and innovative approaches that can amplify the power and impact of the Parks Plan.

Policy CRF-1.2: Intermunicipal Cooperation for Riverfront Initiative

Work with adjacent municipalities to gain agreement on the Conestoga River Corridor designation and participation in a broader Conestoga Riverfront Initiative to realize the river's full potential. Opportunities for re-engagement with the river are not uniquely contained within a single municipality. Explore utilizing the existing Lancaster Inter-Municipal Council to coordinate specific projects and actions, including development of river trails and mixed use development at key nodes.

Action CRF-1.2A: Infrastructure and Land Development Alignment

Develop collaborative agreements to align infrastructure and land development along the river. Potential agreements could address connections to Bridgeport, Combined Sewer Overflow (CSO) solutions, and improvements at other City-owned properties such as Conestoga Pines and the Operations Center.

Policy CRF-1.3: Shared Clean Water Investments

Cooperate with neighboring municipalities and partner organizations upstream on the Conestoga River to clean up tributaries in the watershed. Seek policy changes with Pennsylvania and federal agencies to allow the City and its partners to invest in upstream projects that will directly benefit the City's water quality goals, natural environment, and residents. Upstream projects may include pollution reduction plans, stormwater system improvements, riparian tree planting, and other interventions that achieve regional objectives in a more cost-effective, less piecemeal fashion.

ELEMENT CRF-2: ENHANCING POINTS OF ACCESS TO THE RIVERFRONT

Policy CRF-2.1: Conestoga River Water Trail Development

Facilitate the creation of a viable, contiguous water trail for boaters and paddlers, including accessible points of entry through easements or other means. Water trail development may also include other supporting facilities such as signage, trail heads, and connections.

Action CRF-2.1A: River Water Trail Access Points

Identify locations for boat launches on City property and/or within City boundaries, including at least two to three boat launches with ADA universal design. Consider recommendations from the Conestoga River Water Trail Access Improvement Plan.

Policy CRF-2.2: River Water Trail Management

Work with relevant government agencies (e.g., Fish and Game Commission, DCNR, DEP) and local organizations (e.g., Conestoga River Club) to ensure adequate management and operation of River Trail facilities, including boat launches and portages. Enhance safety of the trail through good design, surveillance, emergency contact systems, and best practices.

Policy CRF-2.3: Conestoga Greenway Development

Complete a contiguous Conestoga Greenway walking and biking trail along the full extent of the City’s riverfront (and beyond). Clearly designate the Greenway trail on City-owned properties and acquire property or easement rights on private property to fill in missing trail segments.

Action CRF-2.3A: Greenway Connection Extensions

Extend the existing Conestoga Greenway north to connect with the Lancaster Heritage Pathway at Conestoga Pines and with the Water Street Trail at Engleside.

Action CRF-2.3B: Intermunicipal Trail Cooperation

Develop a cooperative agreement with the Lancaster Intermunicipal Committee or neighboring municipalities to extend the Conestoga Greenway to and through neighboring municipalities. Achieving full connectivity between the Lancaster Heritage Pathway and Engleside, for example, requires City coordination with East Lampeter, West Lampeter, and Lancaster Townships. Work for future regional connections to other trails, such as west to Millersville and south to the Enola Low Grade Trail.

Action CRF-2.3C: Riverfront Development Organization

Establish a new entity or partner with an existing organization to acquire riverfront parcels and easements within the Conestoga Riverfront Corridor. The acquisition of properties would be focused on sites that could be redeveloped for riverfront access and revitalization.

Policy CRF-2.4: In-River Recreation Amenities

Promote recreational use of the river beyond fishing and non-motorized boating. Investigate concepts such as a

whitewater kayaking course, ropes courses over the river, obstacle courses, and other scalable activities. One or more unique and commercially viable attractions should be facilitated.



Conestoga River Club-led float on the Conestoga River

ELEMENT CRF-3: EXTENDING COMMUNITY ACTIVITIES AND ASSETS TO THE RIVER

Policy CRF-3.1: Neighborhood Connections to the Riverfront

Identify and prioritize connections to locations where residents can experience and appreciate the river's ecology and beauty. Proactively incorporate such spaces in land development and capital improvement projects, which may include trails, public access to natural features, and community gathering spaces. Strawberry Street Bridge, Hand's Woods, and Conestoga Pines Park each present unique opportunities for enhancing neighborhood connections to the river.

Policy CRF-3.2: Environmental Center of Excellence

Pursue the creation of an independent Environmental Center of Excellence that advances the core priorities of the Conestoga Riverfront Vision: Ecology, Education, Recreation, and Economic Development. This Center is proposed to include elements such as natural lands, low-impact building(s) or facilities, and community programs. Development of a Center should involve the direct partnership and investment of a stakeholder organization or organizations who can provide leadership and expertise.

Policy CRF-3.3: Ecological Conservation Standards

Within the Conservation Overlay District, set standards for the sustainable community use of riverfront lands for recreation and development. Advance best management practices for clean water, as well as proactive restoration of habitat. Ensure community use of the riverfront maintains or improves the quality of its ecosystems.

Policy CRF-3.4: Community Partnerships and Programming

Partner with neighborhood, resident, and organizational stakeholders to help guide decisions regarding the design of riverfront programs and facilities. Input from neighbors, educational institutions, recreation organizations, and economic agencies should be invited, and best practices from other communities should be considered.

ELEMENT CRF-4: REALIZING COMMUNITY DEVELOPMENT OPPORTUNITIES ON THE RIVERFRONT

Policy CRF-4.1: Neighborhood Development at Engleside

Create a vibrant place and dense, mixed-use hub at and around Engleside, with direct public connections to the riverfront. Assign appropriate land uses to facilitate these goals. Plan and design major infrastructure improvements (such as CSO upgrades, redevelopment of the Public Works building in Lancaster Township, and roadway changes) with a clear intention to make Engleside a place where the public can access the river, recreation, and commercial attractions. The design of private development and public infrastructure should emphasize stormwater retention and water quality, in line with the City's consent decree (*see also Policy PB-9 in Chapter 4.*)

Action CRF-4.1A: Small Area Plan for Engleside

Undertake and complete a Small Area Plan for the Engleside area to carry out the Policy above. Because the Engleside area spans three municipalities, establish an intermunicipal agreement and work in concert with Lancaster Township and West Lampeter to execute the plan and bring it to reality.

Policy CRF-4.2: Neighborhood Development at Bridgeport

Create a vibrant place and dense mixed-use hub at and around Bridgeport, with direct public connections to the Riverfront. Build upon the planning and development efforts in the Bridgeport Crossroads report, which lays out intermunicipal priorities east of the river. Implement recommended infrastructure projects and maximize economic benefits to city residents.

Action CRF-4.2A: Planning Analysis for Bridgeport

Undertake and complete the next phase of planning for the Bridgeport area. Further review City land uses, as well as key projects and actions, to increase neighborhood livability and align with emerging plans for Bridgeport. Facilitate direct links to jobs, shopping, health care, and other needs. Improve facilities for active transportation modes, including Greenway and River trail connections, as well as non-motorized upgrades to the Bridgeport bridge.

Policy CRF-4.3: Environmental Center of Excellence at Sunnyside Preserve

Site an Environmental Center of Excellence at the Sunnyside Preserve. Any facility should uphold high standards of green design and be integrated with the preserve and its planned activities. A center could allow residents and organizations to convene and learn about the key issues facing the community and ways to conserve, restore, and celebrate the natural habitat and environment at the preserve, in our region, and beyond.

Action CRF- 4.3A: Sunnyside Nature and Recreation Preserve

Establish a preserve on the undeveloped northern portion of the Sunnyside Peninsula (approximately 70 acres owned by the City). Seek non-profit options for the long-term stewardship, management, and operations of the preserve. Use zoning regulations, easements, and other tools to designate the Sunnyside Preserve as a permanent natural asset and opportunity for community recreation. Any parkland designation should allow for specific complementary, commercial uses that support and sustain the Preserve.

Action CRF-4.3B: Master Design of Sunnyside Preserve

Undertake and complete a Master Design or Small Area Plan for the Sunnyside Preserve. This Master Site Design will guide the fine-grained decisions with respect to the physical design, programming, and governance of the spaces and facilities that support the overarching mission of a nature and recreation preserve. The Master Design process should be guided by an expert consultant and involve local environmental groups, neighborhoods, educational institutions, and recreation organizations.

Action CRF-4.3C: Eco District at Sunnyside Peninsula South

Establish an Eco District Overlay on the southern portion of the Sunnyside Peninsula, in keeping with the preserve to the north. Future infrastructure, housing and other buildings should be developed at standards that have a net benefit or minimal impact on the sensitive Sunnyside environment. Building and site design should favor green features, such as renewable energy, solar orientation, low lot coverage, and water/sewer facilities that do not require additional City infrastructure. (See Policy PB-7 in Chapter 4 for additional guidance on Sunnyside.)

Policy CRF-4.5: Re-Use of the County Youth Intervention Center (YIC)

Redevelop or adaptively re-use the building and site that currently functions as the Youth Intervention Center. The current building and parking lot are much too large for the services being provided. Seek opportunities to relocate the YIC functions and redevelop the site in line with the Sunnyside Preserve vision. If YIC functions remain at this site, seek a compatible partner or partners to share the building space. Utilize excessive parking on site to serve Sunnyside Preserve activities and amenities.

Policy CRF-4.6: Conestoga Pines Park

Develop Conestoga Pines Park as a unique urban open space with enhanced natural features and exceptional connectivity to the city and surrounding areas. Add connections to adjacent trail systems, create boating amenities, restore the natural lands, improve links to the Conestoga Pines neighborhood to the north. Support complementary education and recreation programming that serves City residents.

Action CRF-4.6A: Conestoga Pines Park Master Plan

Implement the Master Plan for Conestoga Pines Park and Walnut Street Fishing Area, completed in 2023, which further details the policy goals and execution.

Policy CRF-4.7: Lancaster County Central Park

Facilitate expanded awareness and use of the County Central Park as a nature and recreation asset for city residents. Increasing residential and commercial development along Chesapeake Street and Duke Street will attract residents to the river and require greater multi-modal connectivity to the County Park, added wayfinding signage, and new accessways through surrounding properties.

Action CRF-4.7A: Strawberry Street Bridge Gateway

Establish the Strawberry Street Bridge entering County Central Park as a key gateway to the Conestoga River and the Lancaster County Central Park. Explore the provision of amenities at or around this gateway for park users, such as boat launches and low-intensity food and drink.

ECO DISTRICTS

The Comprehensive Plan proposes an Eco District Overlay on the southern portion of the Sunnyside Peninsula. An Eco District is a community that embraces sustainable living at the neighborhood scale. Eco Districts are small enough to innovate quickly and big enough to have a meaningful impact. While traditional development focuses on developing the built environment, Eco District planning focuses on simultaneously developing the built environment and social connections. Physical space is developed in harmony with a community's social and cultural networks. People work together to improve the quality of life through engagement, stewardship, and community leadership. The adjoining communities of Millvale and Etna Pennsylvania are the first two certified Eco Districts in the world and are nearby examples of success. The communities have focused on self-reliance through food and energy production and flood protection







CHAPTER 6 IMPLEMENTATION



6.1 INTRODUCTION

The lasting impact of this Comprehensive Plan will be determined by how effectively its policies and actions are implemented. This chapter provides a guide for the City and its partners to carry out the Plan over time. Due to capacity and funding constraints, prioritizing actions to achieve maximum impact will be critical. The guiding principles defined in Chapter 2 should be used as benchmarks to determine priorities (see sidebar).

As the “road map” for Lancaster City’s future, the Comprehensive Plan should be used to guide decisions on annual budgets and work programs, capital investments, development review and approval, and City initiatives. Its maps should be consulted when making decisions about proposed development and transportation improvements. It should be referenced as the “umbrella plan” to ensure that more detailed plans, programs, and projects are consistent with its policies and actions. It should be used by the City administration and departments to align strategic planning, decision-making, management, and operations. It should also be used to build partnerships and leverage outside resources for implementation. In short, the Comprehensive Plan should be a living, working resource and instrument for protecting Lancaster's strengths, for improving the quality of life for all current and future residents, and for addressing the impacts of climate change through responsible future land use and development.

GUIDING PRINCIPLES FOR IMPLEMENTATION

Implementation of the Comprehensive Plan should consider the extent to which each action supports and advances its three guiding principles:

- **Social Equity and Inclusion**
- **Sustainable and Healthy Environment**
- **Access to Economic Opportunity**

6.2 FROM PLAN TO ACTION

Detailed guidance for Plan implementation is provided through the policies and actions for the five citywide planning systems (Chapter 3), general and place-specific land uses (Chapter 4), and the Conestoga Riverfront (Chapter 5). While policies and actions are both needed to successfully implement the plan, the latter will yield the most tangible, demonstrable results. The actions identified in Chapters 3 to 5 can be grouped into five broad categories:

Capital Investment: This category involves capital expenditures and budgetary allocations to develop public facilities and services. Expenditures on buildings, infrastructure, land, and other tangible items are identified in the capital improvements program (CIP). The CIP should align with the goals and priorities set by the Comprehensive Plan.

Planning: This category involves the preparation of more detailed plans and technical studies needed to implement the Comprehensive Plan. It includes new plans and studies as well as updates to existing ones.

Partnerships: This category involves working with external agencies, organizations, and jurisdictions to implement Comprehensive Plan policies and actions. The City has a robust network of existing partners such as the Lancaster City Alliance, Franklin and Marshall College, Lancaster County Community Foundation, Lancaster County, and adjacent jurisdictions. Partnerships are a powerful way to leverage resources for plan implementation. It should be noted that the other action types listed here also may involve partnerships.

Program: This category involves coordinated efforts that support a defined mission and achieve tangible results. It includes existing programs and new programs identified by the Plan’s actions. Programs are typically ongoing but may have a designated end date.

Regulations: This category involves revising or developing new ordinances, codes, standards, or incentives to implement Plan policies. Actions involving revisions to Zoning and the Subdivision and Land Development Ordinance are most effectively implemented through a coordinated update process.

An Action Table (**Table 6-1**) has been developed to help City staff manage Comprehensive Plan implementation. The Table provides a complete list of all actions contained in the Plan. The Action Table also can be used by City officials as they evaluate budget priorities and programs. It is also intended to be a helpful tool for the public, since it communicates priorities, timing, and responsibilities for carrying out the Plan.

Information for each action is presented in columns to the right of the action title. This includes:

- Action Type (planning, capital investment, partnership, program, and/or regulations)
- Lead Agency (typically within City government)
- Primary Partner(s) (external agency/organization/ jurisdiction, if applicable)
- Timeframe (short-term, mid-term, long-term)

This information will be updated and augmented over time as individual actions move forward.

Timeframes are approximate and subject to change based on implementation progress, changing conditions, and new priorities or opportunities (for example, funding availability). In general, “short-term” denotes actions to be completed within two years of Plan adoption, mid-term denotes three to five years from Plan adoption, and long-term denotes six to ten years from Plan adoption.



Landis Drive green storm water infrastructure installation

Table 6-1: City of Lancaster Comprehensive Plan Action Table

Completion Timeframes: Short-Term = 1-2 Years; Mid-Term = 3-5 Years; Long-term = 6-10 Years

Action	Action Type	Lead Agency	Primary Partner(s)	Timeframe
SNH-1.1A: Housing Strategy Implementation and Targets	Program	City-CPED	Coalition for Sustainable Housing and related partners	Mid-term
SNH-1.3A: Housing Funding Sources	Capital Investment	City-CPED	HUD, DCED, LCHRA, and PA Housing Finance Agency, and related partners	Long-term
SNH-1.3B: Housing Partnerships	Partnership	City-CPED	Private, public, and non-profit organizations	Long-term
SNH-1.5A: Homeless Shelter Capacity	Partnership, Capital Investment	Lancaster County Housing & Redevelopment Authority	Homelessness Coalition and shelter providers	Short-term
SNH-1.5B: Support for Extremely Low-Income Housing	Regulation	City-CPED	Lancaster City Housing Authority, Partners with Purpose, HDC Mid-Atlantic, Tenfold, and related partners	Short-term
SNH-1.6A: Accessory Dwelling Units (ADUs)	Regulation	City-CPED	CDFIs, property owners	Short-term
SNH-1.8A: Home Repair Programs	Program, Partnership	City-CPED	City residents and Penn Medicine Lancaster General Health	Mid-term
SNH-1.9A: First Time Home Buyer Program	Program	City-CPED	Tenfold, SoWe, SACA, Habitat, Thaddeus Stevens, and related partners	Mid-term
SNH-2.1A: Integration of Historic Preservation and Development Review	Program	City-CPED		Mid-term
SNH-2.6A: Historic Preservation Fund	Capital Investment	City-CPED	Public Funding and Private Philanthropy	Long-term
SNH-2.7A: Aligning Local Development Regulations	Regulation	City-CPED		Mid-term
SNH-2.9A: Evaluation of Historic District Regulations	Planning	City-CPED		Mid-term
SNH-3.1A: Hub and Corridor Map	Planning	City-CPED	LCA	Short-term
SNH-3.3A: Properties with Promise Revitalization Guide	Planning, Partnership	City-CPED	City of Lancaster's Property Reinvestment Board, City Redevelopment Authority, and Land Bank Authority	Short-term
SNH-4.1A: Zoning for Neighborhood Business	Regulation	City-CPED	LCA, SoWe, ASSETS, and neighborhood organizations	Mid-term
SNH-4.5A: Lighting Study & Standards	Planning	City-DPW	City-CPED, LCA, DID	Mid-term
EEO-1.1A: Economic Needs Surveys	Planning	City-CPED	F&M's Floyd Institute of Public Policy, EDC	Mid-term
EEO-1.2A: Childcare Study	Planning	City-Mayor's Office	School District of Lancaster, Lancaster Recreation Commission, and CAP	Short-term
EEO-1.3A: Job Board	Program	City-Mayor's Office	Chamber of Commerce and ASSETS	Mid-term
EEO-1.4A: Workforce Development Analysis	Planning, Partnership	City-Mayor's Office	Workforce Development Board	Long-term
EEO-1.4B: Employer Hiring Network	Partnership	City-Mayor's Office	ASSETS, SACA Tec Centro, Thaddeus Stevens College, School District of Lancaster, CAP, and Chamber of Commerce	Long-term

Action	Action Type	Lead Agency	Primary Partner(s)	Timeframe
EEO-2.1A: Building on Strength Recalibration	Planning	Lancaster City Alliance	City of Lancaster	Short-term
EEO-2.1B: Redevelopment Area Plan Update	Planning	City-CPED	LCA, City Planning Commission, and Redevelopment Authority of the City of Lancaster	Mid-term
EEO-2.3A: Housing Impact Fund	Capital Investment	CRIZ Authority	LCA, City-CPED, Tenfold, lenders	Short-term
EEO-2.6A: Commercial and Industrial Lands Study	Planning	City-CPED	Economic Development Company of Lancaster County	Mid-term
EEO-3.5A: Business Registry	Program	City-DoNE	LCA and ASSETS	Mid-term
EEO-3.6A: Tourism Master Plan	Planning	City-DoNE; LOOP	City-CPED, Discover Lancaster, LCA	Short-term
CPP-1.1A: Active Transportation Plan	Program, Capital Investment, Partnership	City-DPW	MPO, Lancaster County Planning Department, SCTA, and adjacent municipalities	Long-term
CPP-1.5A: Micro Transit Pilot	Program, Partnership	City-Mayor's Office	RRTA	Short-term
CPP-2.1A: Alley Study and Plan	Planning	City-DPW	City-CPED	Long-term
CP-2.2A: Sidewalk Repair Assistance	Program, Capital Investment	City-DPW	Property Owners	Short-term
CPP-2.3A: Vision Zero Plan	Program, Capital Investment, Partnership	City-DPW	PennDOT, Age-Friendly Advisory Committee, MPO, ATAC	Mid-term
CPP-2.3B: Traffic Calming	Planning	City-DPW	Lancaster County MPO and PennDOT	Mid-term
CPP-2.3C: Two-way Roadway Conversions	Planning	City-DPW	MPO, PennDOT, LCA, and Lancaster County Planning	Long-term
CPP-2.6A: Residential Parking Management Strategies	Planning	City-DPW	Lancaster Parking Authority and neighborhood groups	Long-term
CPP-3.3A: Downtown Walkability Analysis	Program	City-DPW	City-CPED	Mid-term
CPP-3.4A: Streetscape Guidelines	Planning	City-DPW	City-CPED, LCA, and Downtown Investment District	Short-term
CPP-3.6A: Billboard Regulations	Regulation	City-CPED		Short-term
CPP-3.6B: Sign Ordinance	Regulation	City-CPED	City-DPW	Mid-term
GG-1.1A: Natural Resources Inventory	Planning	City-DPW	City-CPED and Lancaster County Conservancy	Short-term
GG-1.2A: Floodplain Management	Regulation	City-CPED	City-DPW, DCED and FEMA	Long-term
GG-1.6A: Green Stormwater Infrastructure	Program, Capital Investment	City-DPW	City-CPED, Clean Water Partners	Long-term

Action	Action Type	Lead Agency	Primary Partner(s)	Timeframe
GG-2.1A: Parks, Recreation, and Open Space Planning	Planning	City-DPW	City-CPED and Lancaster Recreation Commission	Short-term
GG-2.1B: Recreational Facilities for New Development	Regulation	City-CPED	DPW, Developers	Mid-term
GG-3.3A: Composting Pilot Program	Program	City-DPW	City residents	Mid-term
GG-3.5A: Urban Tree Canopy	Program, Capital Investment	City-DPW	City-CPED	Long-term
GG-4.4A: Solar Power Generation	Planning, Capital Investment	City-DPW	Green Energy Companies	Mid-term
GG-4.4B: Anaerobic Digester (Analysis)	Planning	City-DPW	Pennsylvania Utility Commission	Short-term
GG-4.5A: Climate Action Plan	Program, Capital Investment	City-DPW	City Departments and Bureaus	Long-term
GG-4.5B: Municipal Fleet Conversions	Planning, Program	City-DPW	City Departments and Bureaus	Short-term
BCC-1.2A: Water Source Protection Plan	Planning	City-DPW	Local municipalities, PA DEP	Short-term
BCC-1.3A: Noise Ordinance Update	Regulation	City-Mayor's Office	City-CPED and City Police	Short-term
BCC-2.3A: Age-Friendly Action Plan	Program, Partnership	Age-Friendly Advisory Committee	City-CPED and City-DPW	Mid-term
BCC-2.5A: Assess Community Health and Well-being	Planning	City CPED; Health, Housing and Community Development Division	Union Health Care, Penn Medicine Lancaster General Health, F&M	Short-term
BCC-2.6A: Trauma-Informed Service Provision	Program	City-Administrative Services	Penn Medicine Lancaster General Health	Short-term
BCC-3.6A: Emergency Preparedness	Planning, Program	City-Fire Bureau	LCEMA	Mid-term
BCC-4.1A: Neighborhood Leadership Academy	Program	City-DoNE	School District of Lancaster	Short-term
BCC-4.3A: Engaging Under-Represented Groups	Program	City-DoNE	City Departments and Bureaus	Short-term
BCC-5.2A: Promoting and Facilitating Special Events	Regulation	City-DoNE; LOOP	Convention Center Authority, LCA, Discover Lancaster	Mid-term
BCC-5.5A: Public Art Planning	Planning, Program	City-CPED	PCAD, F&M, Millersville-Ware Center	Mid-term
GLU-1A: Zoning Update	Regulation	City-CPED; Bureau of Planning	City-DPW, City Planning Commission	Short-term
GLU-1B: Subdivision and Land Development Ordinance (SALDO)	Regulation	City-CPED; Bureau of Planning	City-DPW, City Planning Commission	Short-term
GLU-1C: Official Map	Planning	City-CPED; Bureau of Planning	City-DPW	Short-term

Action	Action Type	Lead Agency	Primary Partner(s)	Timeframe
GLU-2A: Streamlining the Permit System	Program	City-CPED	City Departments and Bureaus	Short-term
GLU-5A: Change and Focus Areas	Planning	City-CPED; Bureau of Planning	LCA	Long-term
CRF-1.1A: Conservation Overlay District	Regulation	City-CPED	Lancaster County Planning Department, Lancaster County Conservation District	Mid-term
CRF-1.1B: Integrating the River into Parks Master Planning	Planning	City-DPW	City-CPED, Lancaster Recreation Commission	Short-term
CRF-1.2A: Infrastructure and Land Development Alignment (Agreements)	Partnership	City-Mayor's Office	Adjacent municipalities	Mid-term
CRF-2.1A: River Water Trail Access Points	Planning	City-DPW	Conestoga River Club, Lancaster County Planning Department, and adjacent municipalities	Mid-term
CRF-2.3A: Greenway Connection Extensions	Capital Investment, Partnership	City-DPW	City-CPED, Conestoga River Club, Lancaster County Planning Department, and adjacent municipalities	Long-term
CRF-2.3B: Intermunicipal Trail Cooperation	Partnership	City-DPW	City-CPED, Conestoga River Club, Lancaster County Planning Department, and adjacent municipalities	Short-term
CRF-2.3C: Riverfront Development Organization	Partnership, Capital Investment	City-Mayor's Office	Lancaster County Planning Department, adjacent municipalities, and philanthropic organizations	Mid-term
CRF-4.1A: Small Area Plan for Engleside	Planning, Partnership	City-CPED	City-DPW, Lancaster County Planning Department, property owners, and adjacent municipalities	Mid-term
CRF-4.2A: Planning Analysis for Bridgeport	Planning, Partnership	City-CPED	City-DPW, Lancaster County Planning Department, property owners, and adjacent municipalities	Mid-term
CRF-4.2A: Sunnyside Nature and Recreation Preserve	Partnership	City-CPED	City-DPW, non-profit organizations	Short-term
CRF-4.3B: Master Design of Sunnyside Preserve	Planning	City-CPED	City-DPW, non-profit organizations	Short-term
CRF-4.3C: Eco District at Sunnyside Peninsula South	Regulation	City-CPED	City-DPW	Mid-term
CRF-4.6A: Conestoga Pines Park Master Plan (Implementation)	Capital Investment, Partnership	City-DPW	City-CPED, Lancaster Recreation Commission, PA DEP	Mid Term
CRF-4.7A: Strawberry Street Bridge Gateway	Planning	City-CPED	City-DPW and County of Lancaster, PA	Long-term

Acronym Key

CPED-Lancaster City Department of Community Planning and Economic Development, CRIZ-Lancaster City Revitalization and Improvement Zone, DID- Lancaster City Downtown Investment District Authority, DoNE - Lancaster City Department of Neighborhood ENGagement, DPW - Lancaster City Department of Public Works, EDC - Lancaster Economic Development Corporation, F&M - Franklin & Marshall College, FEMA - U.S. Federal Emergency Management Agency, HDC Mid-Atlantic - Housing Development Corporation Mid-Atlantic, HUD - U.S. Department of Housing and Urban Development, LCHRA - Lancaster County Housing & Redevelopment Authority, LCEMA - Lancaster County Emergency Management Agency, LOOP - Lancaster City Office of Promotion, MPO - Lancaster County Metropolitan Planning Organization, PA DEP - P.A. Department of Environmental Protection, PA DCED - P.A. Department of Community and Economic Development, PCAD - Pennsylvania College of Art & Design, PennDOT - Pennsylvania Department of Transportation, SACA - Lancaster Spanish American Civic Association, SCTA - South Central Transit Agency, RRTA - Red Rose Transit Authority

6.3 ENSURING PLAN PROGRESS

Implementation is a dynamic, ongoing process that requires monitoring, review, and periodic Plan updates based on progress and changing community conditions. Key components of this process include 1) a system to monitor implementation; 2) an annual progress report and work program; and 3) procedures to amend and update the Comprehensive Plan over time. The City should continue to engage community members and stakeholders as the Plan is implemented, and keep the public informed about progress, amendments, and subsequent actions.

MONITORING IMPLEMENTATION PROGRESS

Progress on Plan implementation is measured through the monitoring of individual actions and through the use of performance measures or metrics.

Implementation monitoring tracks whether or not actions identified in the comprehensive plan are being carried out. Once this Plan is adopted, a “Status” column will be added to Table 6-1 to track overall progress in implementing each action. A more detailed tracking tool should be developed for actions identified in the one-year work program.

Performance monitoring involves the use of numeric targets (or metrics) that can be used to measure progress in achieving a specific goal over time. An example is the Vision Zero Plan’s aspiration to achieve zero fatalities and serious injuries on Lancaster’s streets by 2030. Other examples include the reduction in gallons of combined sanitary-stormwater sewer overflows (CSO) into the Conestoga River and the elimination of greenhouse gas emissions from municipal operations.

The City should develop and maintain a set of metrics to monitor progress in implementing the Comprehensive Plan. Some of these metrics already exist in existing plans (such as Vision Zero and Green It! Lancaster). Others can be developed for actions in the short-term work program. The Parks, Recreation, and Open Space Master Plan (GC-2.1A), for example, should set targets and indicators of progress for meeting community needs for parks and recreation.

ANNUAL PROGRESS REPORT AND WORK PROGRAM

Progress reports should be completed annually in coordination with the annual budget and capital improvement processes. Using the results of implementation and performance monitoring, the annual review should focus on progress made in completing actions in the previous year’s work program while addressing the status of other items contained in the Action Table. The review should also address changes in community conditions, priorities, and any new initiatives launched during the previous year that may affect implementation moving forward. A progress report should be made publicly available so that community members and stakeholders are aware of the assessment and have an opportunity to provide input on current issues and priorities.

A primary function of the progress report is to inform development of an annual work program that identifies priority actions for the coming year. The work program itself should inform the annual City budget and capital improvements program. Its format should be modeled after the detailed work program to be developed for high-priority actions after the Comprehensive Plan is adopted. Key implementation partners, such as local non-profits and other agencies, should be engaged in developing the program, as it may also affect their resources and workloads.

FUTURE PLAN UPDATES

The comprehensive plan is not a static document. Rather, it is a dynamic instrument designed to be amended as conditions change and new issues and opportunities arise. Keeping the Plan current and relevant requires that procedures be established to guide regular reviews, amendments, and updates. This is especially important given increasing uncertainty in today’s world, as well as changes in property ownership, development trends, and market conditions.

This Comprehensive Plan, Our Future Lancaster, is the first major update in 30 years. It effectively amounts to a new Plan. Lesser revisions and amendments are anticipated between now and the Plan’s horizon year, in accordance with the guidance below.

Minor Amendments: In addition to evaluating implementation progress each year, the annual progress report should identify any minor modifications or additions to the existing Plan that may be needed. A regular procedure for minor amendments should be developed, including amendments initiated by City staff and those requested by others.

Five-Year Update: A more in-depth review of the Comprehensive Plan should be conducted every five years. The purpose of the five-year update is to evaluate implementation accomplishments and challenges; address changes that have occurred since the Plan was adopted; and affirm or adjust Plan priorities, policies, and actions as needed (in other words, to “reset” the plan for the next five years).

Ten-Year Update: By the 10-year mark, many of the initial actions contained in this Plan will have been carried out. Community conditions will have changed, new issues and priorities will emerge, and new policies and actions may be required to address them. For these reasons, the City should conduct a more substantial Plan update every 10 years, including a meaningful community engagement process. By grounding the Plan in community values and aspirations, the next Comprehensive Plan should build on this and previous planning efforts, again setting the direction for Lancaster to be an equitable, sustainable, and prosperous 21st Century community.



OUR FUTURE LANCASTER

EVITA COLON POET LAUREATE, CITY OF LANCASTER

We are like the quiltwork of the Amish Many
colorful pieces sewn with the intentionality
of togetherness

Each piece of us standing out

Stand back and view Lancaster's beautiful display

May we sow seeds of understanding which harvest
in our future's garden

Exhibiting the art filled guide through a
diverse bouquet

Let our differences be the flowers crocheted in the
fabric of our tomorrow

Let our home find strength in our sorrows

The impact of our planning, reaching pinnacles the
heights of the Killaminjaro

Spanning cities far and wide

Familiarize yourself with the plight in your
neighbor's eye

Let our future be the wind left behind in Barney
Ewell's stride

We are in this race together

We must hear the song of the Conestoga's cries
The success of our purpose shall be more than a
glistening prize to the tourist's eyes

We cannot grow under the guise of togetherness
Unity realizes some have been left behind

So this time

We lift our voices

We build champions from our challenges We make
transformation from inequitable imbalances

Without fear of old norms we move forward
full throttle

I imagine Lancaster being the model
Of an embrace of home

A place that people of all walks of life never
feel alone

Where the artist paints the story of the foundation
of which we've grown

The voice and needs of the people are enthroned

May our small businesses be the economic tone
Of reaping the harvest of the seeds the community
has sewn

Acknowledge inclusivity requires accountability
Our rise requires responsibility

From the non-profits mobility to the advocates
strength and agility

We know the beauty of the red rose is knowing the
concrete's fertility and durability

Bringing visibility to the nourishment in the
indigenous hands

And ability to bring humility to the continued
growth of a stolen land

Our Future Lancaster

Is not only an affirmation but command

From Cunningham's to Watt and Shand

We are more than just a brand

**Our future takes the collective garden of voices
and experiences**

**Honors the culture of ALL of its people and
EXPANDS**

**What our community will grow to be in now in
your hands.**





**DEPARTMENT OF COMMUNITY PLANNING
& ECONOMIC DEVELOPMENT**
120 North Duke Street • P.O. Box 1599
Lancaster, PA 17608

