

# Planning Our Future Lancaster: A Deliberative Forum

July 23, 2022

**FINAL REPORT**

## **Executive Summary**

- A representative group of 24 randomly-selected residents of the City of Lancaster were brought together on July 23, 2022 to deliberate about the future of land use in the City.
- Deliberations took place on three sets of topics: regional planning and the environment; housing and transportation; and economic development and equity.
- On regional planning and the environment, participants expressed a desire to protect and expand green spaces, for more trees to be planted throughout the City, and for bike lanes and walking paths that connect various recreational parts of the City.
- With respect to housing and transportation, the dominant theme was affordable housing, which participants thought could be achieved with more mixed-use buildings with parking underground (where possible). Traffic and pedestrian safety and enhanced transportation options were also frequently mentioned.
- On economic development and equity, participants expressed sentiment for essential goods and services within walking distance. Grocery stores were identified as a top priority as were health care and childcare services. Community centers, particularly in parts of the City currently lacking them, were also desired.
- Overall, the need for affordable housing, preserved and expanded green spaces, grocery stores and vital services within walking distance, and greater transportation options emerged as near-consensus preferences.

## **Introduction**

Only July 23, 2022, Franklin & Marshall College's Center for Politics and Public Affairs and the City of Lancaster – with generous financial support from F&M's Center for Sustained Engagement with Lancaster – co-hosted a deliberative forum on future land use in the City. Thirty-three City residents, selected randomly as part of a stratified (representative) sample, agreed to participate; 24 were in attendance at the forum. Participants were assigned to one of six sites in the City and were provided with a packet of information about the City and their specific site approximately two weeks in advance of the forum (see Appendix B for materials that were sent to participants). The general information in the packet was organized around several topics: regional planning and the environment; housing and transportation; and economic development and equity. These topics served to organize each of three sessions at the forum; a fourth session was dedicated to a summary of the day's discussions. At the forum, participants were led in deliberations about the topics by a facilitator. Every effort was made to ensure equal participation among the participants in each of the site groups.

The report that follows summarizes the deliberations based on notes taken in each group; facilitators' summaries of the deliberations collected immediately following the forum; and

various markings and notes written on maps. We begin with a summary of aggregate (i.e., all groups combined) sentiment for each topic. That's followed by the general sentiment and preferences gleaned from the entire forum. Finally, we identify site-specific suggestions and preferences. *We urge caution in relying upon feedback about specific sites because a very small number of residents deliberated about any given site.*

### **Aggregate Sentiment by Topic**

Deliberations took place in four sessions. Three of these focused on specific topics; the fourth, covered in the next section of this report, was a summary of the entire day's discussions. The questions posed to the participants for each session can be found in Appendix A of this report.

#### *Session 1 – Regional Planning and the Environment*

The most obvious sentiment expressed across the groups was that more trees should be planted, and parks and green spaces preserved, in the City. Participants liked the idea of building up (not out) to provide more housing and they expressed interest in transportation – including more bike paths and lanes – that connects various recreational parts of the City.

Figures 1 and 2 display the most frequent word stems that appeared in the deliberation, by session, for all the groups combined. For the “environment” session, the most frequently used substantive word stems, after “peopl,” “hous,” “area,” and “space,” were “**park**” (which includes references to parks and to parking, though 30 of the 43 uses of this stem during this session refer to the former), “**build**,” “**citi**” (as in cities or citizens, though most frequently the latter), “**use**,” and “**tree**.”

#### *Session 2 – Housing and Transportation*

In this session, affordable housing was the dominant theme. Participants often expressed a preference for smaller residential units (for small families or elderly people) and liked the idea of mixed-use buildings, with apartments above stores or offices. In several of the groups, the need for grocery stores within walking distance was emphasized.

Participants thought underground parking, where possible, was desirable and they were concerned about traffic safety. There was also a clear demand for more – and more frequent – transportation options and several groups expressed the need for infrastructure for electric vehicles.

Figures 1 and 2 indicate that “**park**” was by far the most frequently used term in this session (referring almost exclusively to parking), followed by “peopl” and “area.” Excluding verbs (like “need” or “will”) and “particip” (which is the stem of “participant”), the terms “**hous**,” “**street**,” “**citi**,” “**car**,” “**bike**,” and “**lot**” were most frequently used.

### *Session 3 – Economic Development and Equity*

Grocery stores, small shops and local businesses (with affordable goods like clothing), and services like health care or childcare were most commonly mentioned as the kinds of businesses and services people would like to see in the City. Barber shops and a branch of the public library were needs that were also mentioned frequently. At least two groups (see site-specific suggestions below) mentioned that a community center, possibly containing a health clinic or a community kitchen, would be welcome. A number of groups shared the sentiment that the City had enough bars and clubs.

After “peopl,” “area,” “citi,” and “need,” the most frequently used substantive terms, according to Figures 1 and 2, were “**community**” and “**busi.**”

#### **General Sentiment and Preferences**

The final session of the day provided an opportunity to summarize the work the groups had done. The notes from the group deliberations suggest that top priorities were affordable/middle income housing; mixed-use buildings; grocery stores; beautification and protection of green spaces; and greater availability and consistency of public transportation. Groups were quite opposed to more luxury housing and “gentrification” in the City.

Because discussions in the final session were relatively short and produced fewer words in the notes, Figures 1 and 2 do not provide much guidance on the frequency of terms employed. Instead, Figures 3 and 4 capture all of the deliberations throughout the day. They indicate that “peopl” and “area” were the two most commonly used terms, followed by “**park**” (i.e., parks; parking), “**citi**,” “**need**,” and “**hous**” (i.e., house; housing). Ignoring “will,” “can,” “particip,” and “use,” other substantively meaningful terms that appeared throughout the day include, in order of frequency, “**space**,” “**build**,” “**lot**,” “**street**,” “**place**,” “**live**,” “**access**,” and “**walk**.”

Facilitators were asked immediately after the forum to summarizing the deliberations that took place in their groups. Affordable housing was mentioned as the number one issue by three of the six facilitators. The first concern mentioned by a fourth facilitator was that his group was “adamant against gentrification.” In virtually every group, better access to grocery stores was a top concern. As one facilitator noted, the need for accessible grocery stores “came up almost immediately... and was present throughout.” Access to affordable retail as well as to health care and childcare facilities was also frequently cited by the facilitators.

Other recurring sentiments were the protection of the environment and the preservation or development of green spaces; maintenance of roads and sidewalks; and the improvement and accessibility of public transportation (including the creation of more bike lanes).

## **Site-Specific Suggestions and Preferences**

As noted earlier, we urge caution in relying too heavily on the site-specific suggestions and preferences of any one group as some of them had as few as three participants and none had more than six. While the entire group of participants was reasonably representative of the population in the City, no single group could have been. Nevertheless, a few suggestions are noteworthy.

Group B (South End Area) emphasized the need for “community centers and services that can help care for senior citizens and keep teenagers involved in healthy outlets” (facilitator’s summary).

Group C (Manheim and Fruitville Pike Corridors) lamented the vast unused parking lot spaces at shopping centers/malls and would like to see “an expansion of the wetland as more of a destination for trail walks and picnics” (facilitator’s summary).

Group D (Northwest Triangle) suggested more high-density and mixed-use residential housing, particularly near the train station and near Clipper Magazine Stadium. They also suggested “more entertainment/tourist attractions to complement Clipper Magazine Stadium such as a carousel or indoor entertainment venue” (facilitator’s summary). Finally, they proposed allowing private parking lots to sell spots on the Lancaster parking app during off-hours.

Group E (Sunnyside Peninsula) recommended that large housing projects be avoided in this area and that archeological/historical research be conducted in order to make the area a tourist attraction. They proposed a walkable bridge and bike lanes over the river into Holly Pointe Park as well as the development of additional bike lanes and walkable trails. Finally, they suggested trolley trails be created in the area. (See picture of edited map, attached as Figure 5.)

## **Conclusion**

The land use deliberative forum, the first of its kind in Lancaster, was very successful. It brought a representative group of City residents together, after having provided them with background information on land use, and guided them through productive deliberations. Anecdotally, participants were excited to have been selected and felt empowered by the opportunity to share their perspectives, though several expressed some skepticism that the City would act on their suggestions. To the extent that they can, City leaders should indicate how feedback received from the forum has been used.

Participants had very clear preferences – for affordable housing and mixed-use buildings, for preserving and developing green spaces (and for more trees!), for enhanced transportation

options, and for better access to goods (particularly grocery stores) and services (like health care and childcare). They were aware of trade-offs, and seem to have grappled with them, but the needs of City residents were unmistakable.



Figure 2 – Bar Chart of Most Frequent Word Stems, by Session

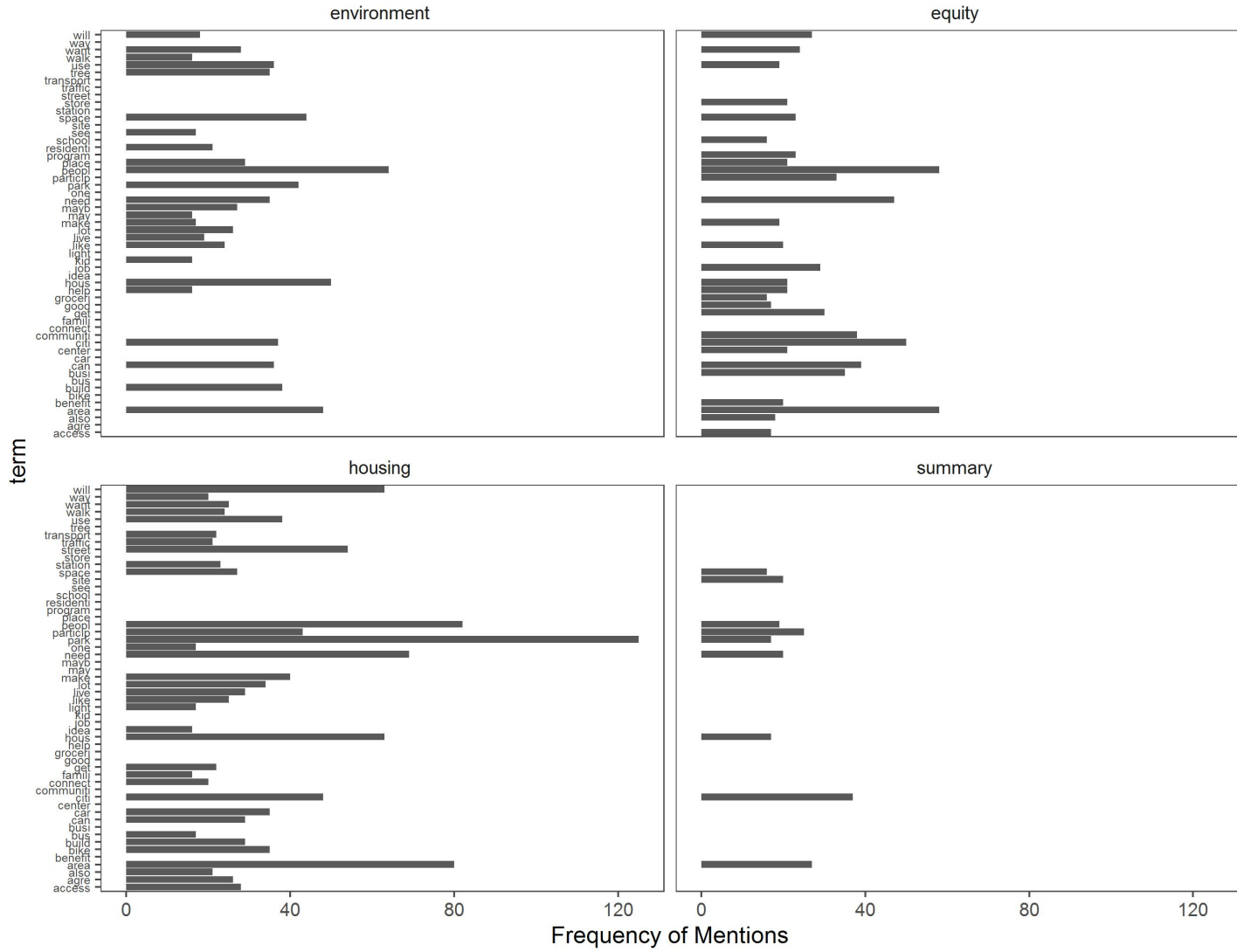






Figure 4 – Bar Chart of Most Frequent Word Stems, Entire Forum

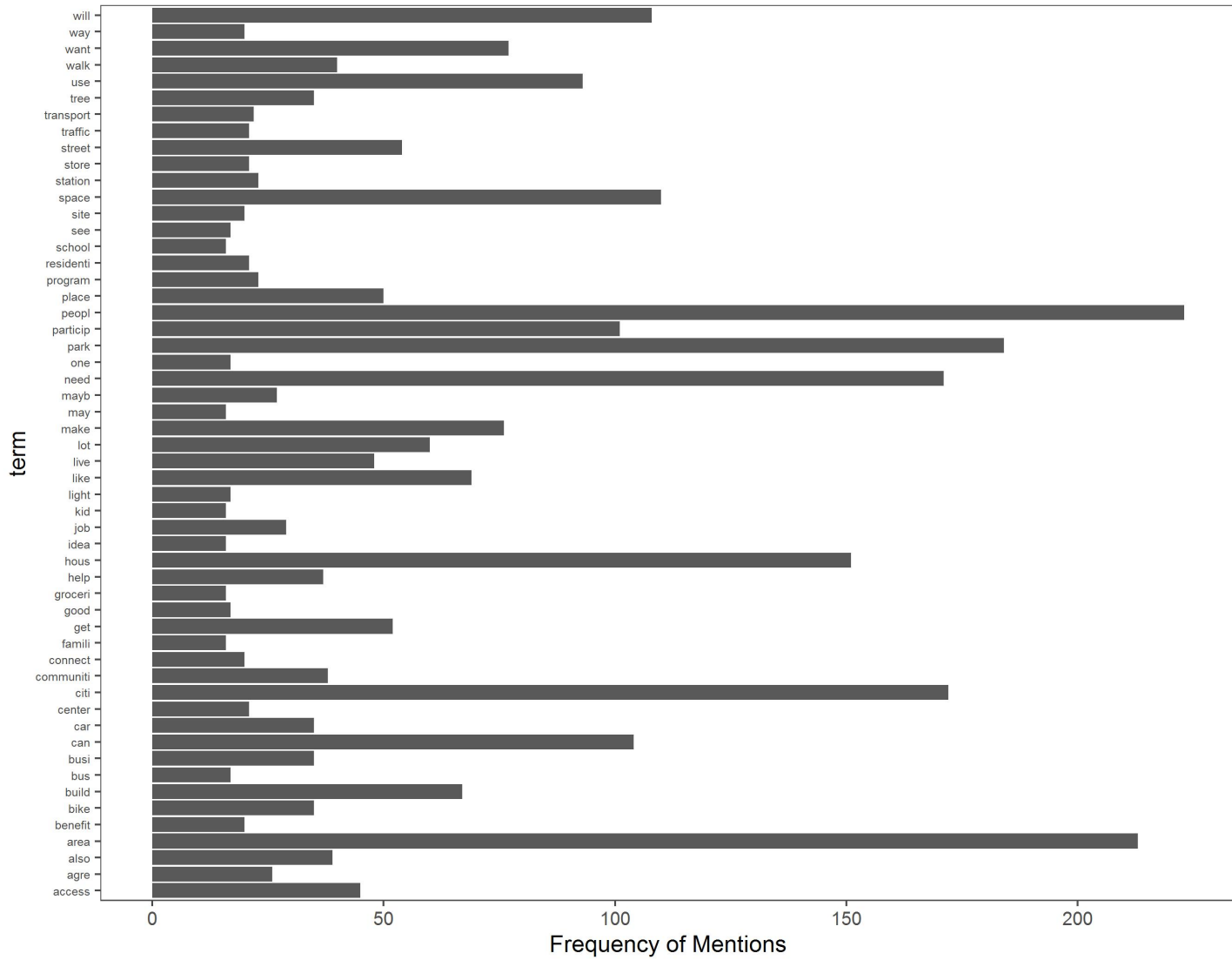
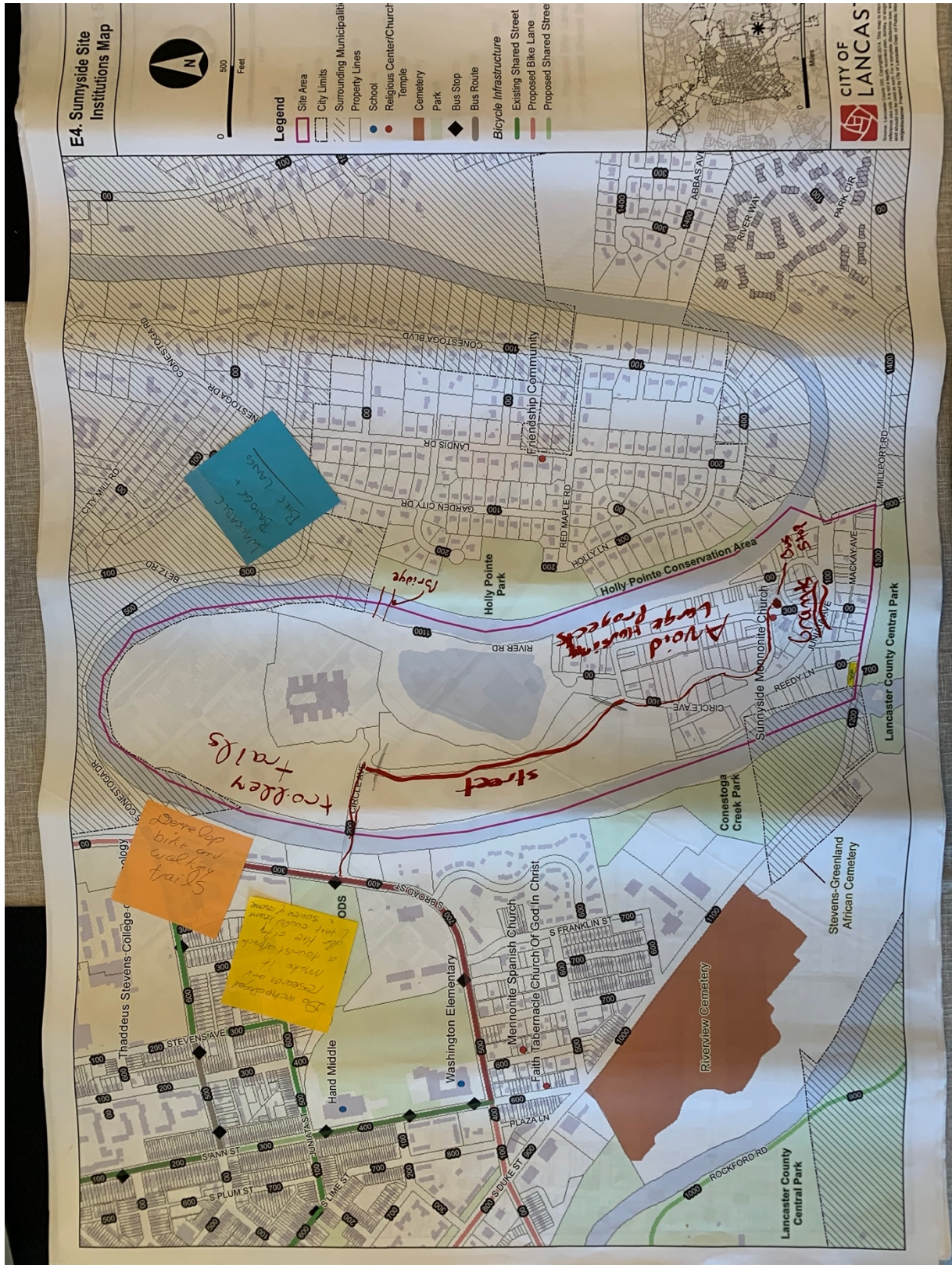


Figure 5 – Group E's Edited Map



**Appendix A: Deliberation Questions for Each Session**

## Session 1: Regional Planning & the Environment

1. Envision what the future land uses for this site should be and explain why (for example, residential, industrial, commercial, mixed use, park/open space, natural space).

**Tip** – *The goal is to imagine this area in 20 years. Consider the more permanent features that give it potential, and don't focus so much on the small stuff. Dream big!*

2. What are some of the environmental benefits and drawbacks of your proposed land use?

**Tip** – *All development comes with environmental challenges. For instance, sprawling suburban houses take up a lot of space and make it hard for people to walk to work. How can you provide the mix of uses we all need while also balancing the environmental impacts? What environmental features (trees, water bodies, etc.) should be protected on this site? How might this site help to combat climate change or reduce its impacts - for example, planting more trees, using green energy, providing cooling stations, etc.?*

3. Will the people who live or work at this site have access to recreational or open space? Describe the facilities you imagine here.

**Tip** – *Recreational and open space is a great way of providing environmental benefits and keeping people healthy. Keep in mind that recreation can take a lot of different forms – for example, small parks, playgrounds, bike trails for commuting, soccer fields, and preserved wetlands.*

4. Does this site have features or history that should be preserved or remembered – such as buildings, archeology, historical events, etc.?

**Tip** – *What stories can this site tell - does it have significance to Native Americans, early settlers, immigrants, cultural groups, or in modern memory? Should signs or public art be incorporated on this site to tell a story or express historical significance? Is the architecture unique or significant - what structures or buildings should be preserved or reused? How can this site help to strengthen our sense of identity as a City and as Lancasterians?*

## Session 2: Housing & Transportation

1. Will there be housing at this site? If so, what types do you think are needed? Be specific.

**Tip** – *We all need housing, but not all housing types accommodate all people. Small apartments are great for young professionals but maybe not for families. Large houses are great for families but may require too much upkeep for older adults. Who will live in the housing? Is the proposed*

housing available to everyone in terms of cost, preference, household size, accessibility for persons with disabilities, etc.? Who might be excluded?

2. How will you ensure this site is connected to the rest of the City and County?

**Tip** – Keep in mind the variety of ways people get around – walking, biking, driving, transit, etc. Also keep in mind the places people need to access – work, school, home, grocery store, entertainment, etc. If those things are provided within this neighborhood, will people of all abilities be able to access them? If they are not provided within this neighborhood, how will people of all abilities access them?

3. What will parking facilities look like in this neighborhood?

**Tip** – Today, cars are a necessity for most people, yet some of the most memorable places in the City are places with few cars, like the Central Market square. A dense downtown doesn't allow everyone to park in front of their building, but too many parking lots can destroy the walkable nature of a neighborhood. Will everyone in this neighborhood need parking or will they get around in other ways? Can parking be provided underneath structures or in a parking garage?

4. Imagine the streets in this neighborhood. How should they look and feel, and how can they be designed to safely accommodate everyone?

**Tip** - Some of us may take streets for granted, but if you walk with children, roll a stroller, use a wheelchair, or have other mobility challenges, then you might already know that our streets and civic spaces haven't been designed with everyone in mind. How can we make them safer and more comfortable for all users no matter how they choose to get around? Also, can these streets get people to where they want to go? Think about the multiple modes of transportation people use within a day - walking to a car, driving to your job, and walking again.

### Session 3: Economic/Community Development & Equity

1. What kinds of businesses, goods and services do you want to see in this area? And how might these businesses provide the jobs you believe are needed?

**Tip** – What kinds of services do you need and enjoy in your neighborhood (barber shops, pharmacies, movie theaters, offices, etc.)? Even though you may enjoy music venues, you may also prefer not to live near one. Although you might regularly need a grocery store, perhaps there isn't one in your neighborhood. Consider what uses you both need and want, and how these jobs can help this community become a prosperous and equitable community (wages, quality of work place, advancement, etc.).

2. And what kinds of educational opportunities and job training to support these economic activities and a family sustaining wage?

**Tip** – Overall, the Lancaster City has high poverty and low educational attainment. People need both fair wages and opportunities to advance in their careers. What kind of jobs should be offered? What training or educational opportunities will be available? Would these jobs also serve the needs of the residents there?

3. What types of community facilities and services should be available here and why?

**Tip** – Outside of jobs and career development, there are many other services people may require. For instance, the City is lucky to have many businesses and non-profits that provide services for mental health, refugee placement, health services, childcare and emergency housing, among many other things. What will this community need? Are there service gaps across the City and County and could be met here?

4. Will certain people or groups benefit or suffer disproportionately from this redevelopment vision?

**Tip** – Development can be very controversial, and sometimes a win for one group could be a loss for someone else. Who are the stakeholders within this area now, and who might the new stakeholders be in this redevelopment vision? How can you maximize the development's benefit for the greatest overall good? What features might help to make the site more usable, welcoming, and valuable to users of different ages, incomes, abilities, races and ethnicities, etc.? For instance, Women & Minority Owned Businesses help ensure a business community that looks like our entire community, but they don't have access to the same resources as others.

#### Session 4: Final Questions for Summary Session

1. Look back over the work you've done today. What are the most important things for the City planners to consider about your site?

2. What is the one most important addition you'd like to see made to your site over the next 20 years? What is the most important thing the City should avoid in planning for your site?

3. In order to accomplish the smart growth and accommodate the needs of the city, we know we must develop more intensively in some places. Based on the work you've done today, where in the city is most appropriate for intensive growth (for example, taller residential buildings)?

4. What have you learned about your specific site that you think could apply to the entire City?

**Appendix B: Sample Recruiting Letter and Forum Briefing Material**



# FRANKLIN & MARSHALL COLLEGE

July 8, 2022

«FirstName» «LastName»  
«PrimaryAddress» «SecondaryAddress»  
«City0», «State» «Zip»-«ZIP4»

Dear «FirstName» «LastName»,

You have been selected to attend the forum hosted by the City of Lancaster and the Center for Politics and Public Affairs at Franklin & Marshall College. The meeting is on Saturday, July 23 from 8:30 a.m. to 5:30 p.m. on Franklin & Marshall campus. You will receive a check for \$250, plus \$5 for travel expenses, at the conclusion of the meeting.

Enclosed is a packet of information to prepare for the meeting. **Please bring it with you to the meeting.**

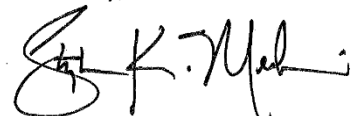
In your packet, you will find an agenda for the day and a map of Franklin & Marshall campus. The forum will be held in Room 1787, a room in building 37 on the map. You may park in the lot adjacent to building 37, and then walk between buildings 37 and 38, following signs to the forum. Student assistants will be available to point you in the right direction.

Also in your packet is a document with background information about land use. Please read this document closely before arriving at the forum on July 23. Reading it closely will help you understand the choices the City of Lancaster has to make about land use in the future, and will enable you to contribute to the small-group discussions at the forum.

The forum will be live-streamed on the City's YouTube channel, and video and photos of the event will be taken. When you arrive, you'll be asked to sign consent forms to allow your image to be used in any video and photos taken at the event. Those unwilling to sign the consent forms will not be allowed to participate. If you are not willing to provide consent, or if you have any questions, please call 1-866-366-7655 or email cor@fandm.edu.

The land use forum is the first of its kind to be held in Lancaster, and we're excited that you've agreed to be a part of it. Your feedback will be invaluable in helping the City plan for the future.

Sincerely,



Stephen K. Medvic, Ph.D.  
Kunkel Professor of Government  
Director, Center for Politics and Public Affairs  
Co-Director, Floyd Institute for Public Policy

Enclosures

# PLANNING OUR FUTURE LANCASTER

A Deliberative Forum



JULY 23, 2022

Hosted by:

FRANKLIN & MARSHALL  
COLLEGE

In partnership with:



CITY OF  
LANCASTER



# What is the Deliberative Forum?

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

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

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

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

Thank you for participating!

## **Don't worry, this is not a test!**

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



### **Your assigned City site is the: Typical Residential Neighborhood**

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



# Topic Overview

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

## Regional Planning & Environment

### Topic Experts:

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

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

## Housing & Transportation

### Topic Experts:

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

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

## Economic Development & Equity

### Topic Experts:

Marshall Snively, President  
Lancaster City Alliance

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

### Comprehensive Plan: Our Future Lancaster

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



# Regional Planning & Environment

## Demographics



61,382  
Lancaster City



551,141  
Lancaster County



12,939,709  
Pennsylvania State

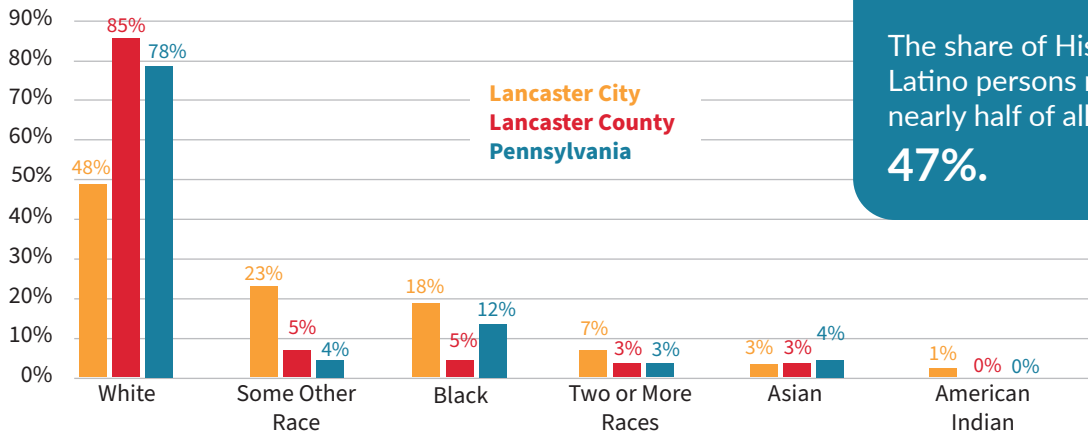
2021  
POPULATION

### TOTAL POPULATION

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

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

### RACE

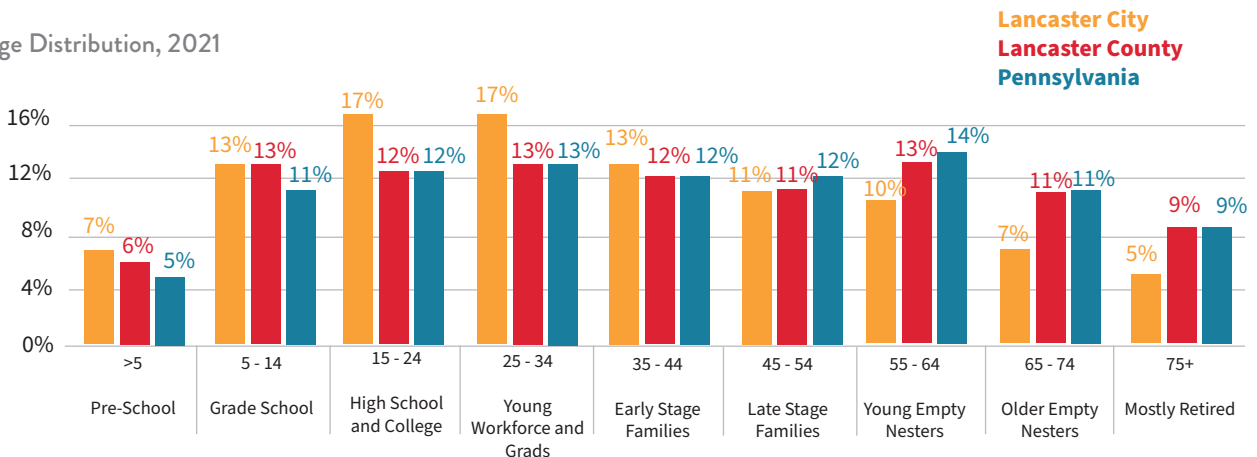


**LANCASTER'S ETHNICITY**  
The share of Hispanic or Latino persons represents nearly half of all residents at **47%**.

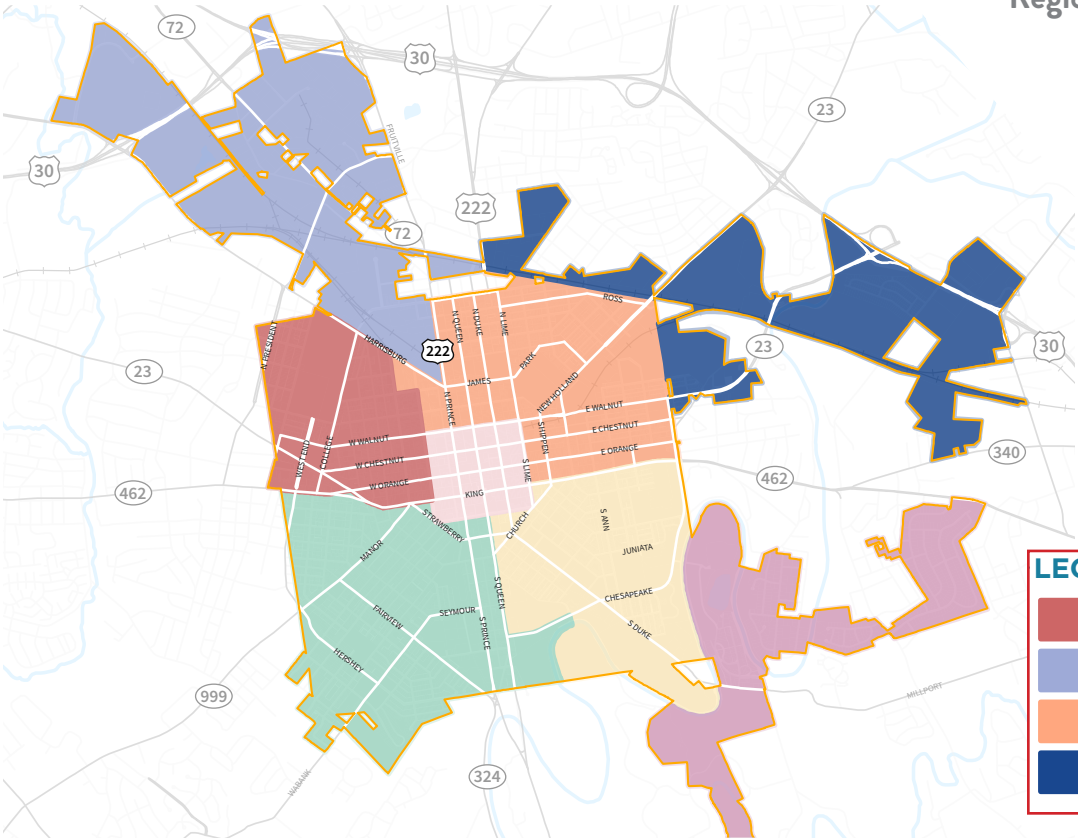
Source: ESRI; 4ward Planning Inc. 2021

### AGE DISTRIBUTION

Age Distribution, 2021



Source: ESRI; 4ward Planning Inc. 2021



City Planning Regions

LEGEND	
<span style="display:inline-block; width:15px; height:15px; background-color:red; border:1px solid black;"></span> Northwest	<span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black;"></span> Southeast
<span style="display:inline-block; width:15px; height:15px; background-color:blue; border:1px solid black;"></span> Northwest Ext	<span style="display:inline-block; width:15px; height:15px; background-color:purple; border:1px solid black;"></span> Southeast Ext
<span style="display:inline-block; width:15px; height:15px; background-color:orange; border:1px solid black;"></span> Northeast	<span style="display:inline-block; width:15px; height:15px; background-color:pink; border:1px solid black;"></span> Downtown
<span style="display:inline-block; width:15px; height:15px; background-color:darkblue; border:1px solid black;"></span> Northeast Ext	<span style="display:inline-block; width:15px; height:15px; background-color:green; border:1px solid black;"></span> Southwest

**DOWNTOWN**

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

**NORTHEAST**

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

**NORTHEAST EXTENSION OF THE CITY**

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

**NORTHWEST**

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

**NORTHWEST EXTENSION OF THE CITY**

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

**SOUTHEAST**

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

**SOUTHEAST EXTENSION OF THE CITY**

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

**SOUTHWEST**

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

### Environmental Factors

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

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



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



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



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



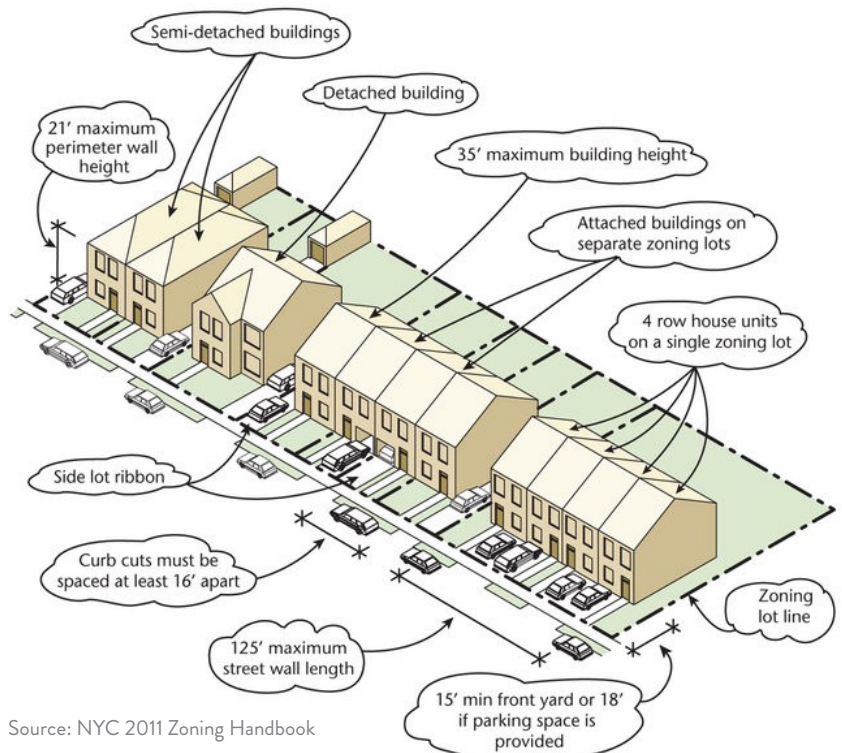
The Lancaster region has poor air quality due to farming, manufacturing, and vehicle pollution.

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

### Zoning

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

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



Source: NYC 2011 Zoning Handbook

## Smart Growth Principles

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

1. **MIX LAND USES.** Balancing residential, commercial, and recreational properties in close proximity to limit sprawling development, preserve open space, and reduce reliance on cars as a primary form of transportation.
2. **TAKE ADVANTAGE OF COMPACT BUILDING DESIGN.** Accommodating development within multi-story structures with smaller building footprints to support a wider variety of transportation choices, lower municipal infrastructure costs, and maximize use of land.
3. **CREATE A RANGE OF HOUSING OPPORTUNITIES & CHOICES.** Providing a mix of housing densities, single- to multi-family homes, to support households of all sizes, ages, abilities, and incomes.
4. **CREATE WALKABLE NEIGHBORHOODS.** Supporting pedestrian access and connectivity between neighborhoods and local goods and services to foster greater social interaction, environmental health, and desirable places to live, work, learn, and play.
5. **FOSTER DISTINCTIVE, ATTRACTIVE COMMUNITIES WITH A STRONG SENSE OF PLACE.** Promoting a cohesive design within the built environment that reflects local history, values, and cultures and supports the overall community fabric and identity.
6. **PRESERVE OPEN SPACE, FARMLAND, NATURAL BEAUTY & CRITICAL ENVIRONMENTAL AREAS.** Preserving undeveloped lands and removing development pressure to protect animal and plant habitats, natural aesthetics, and agricultural needs.
7. **STRENGTHEN & DIRECT DEVELOPMENT TOWARDS EXISTING COMMUNITIES.** Focusing investment in and around communities already served by infrastructure to maximize use of existing resources, lower development costs, and increase efficiency.
8. **PROVIDE A VARIETY OF TRANSPORTATION CHOICES.** Implementing a multi-modal transportation network that reduces reliance on cars by improving pedestrian, bicyclist, transit, and trail connections.
9. **MAKE DEVELOPMENT DECISIONS PREDICTABLE, FAIR & COST EFFECTIVE.** Ensuring zoning regulations and review procedures support projects in alignment with these principles to cut red-tape and incentivize desirable development.
10. **ENCOURAGE COMMUNITY & STAKEHOLDER COLLABORATION IN DEVELOPMENT DECISIONS.** Effectively communicating with the public and allowing for citizen participation in the planning process to bring new ideas and generate local support.





# Housing & Transportation

## Housing Tenure

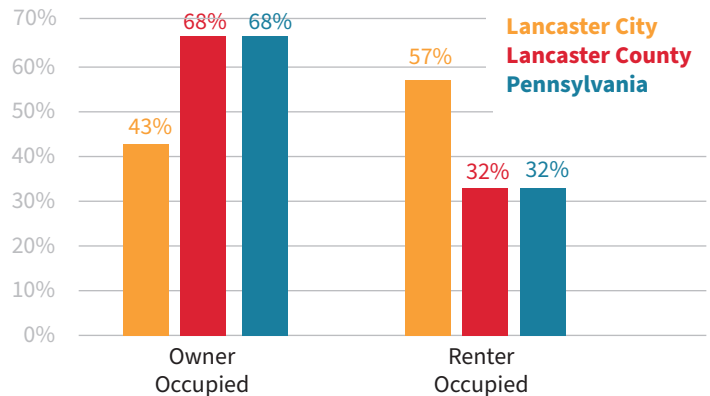
Existing housing tenure suggests there is a strong demand for both renter- and owner-occupancy units at a variety of price points in the City.

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

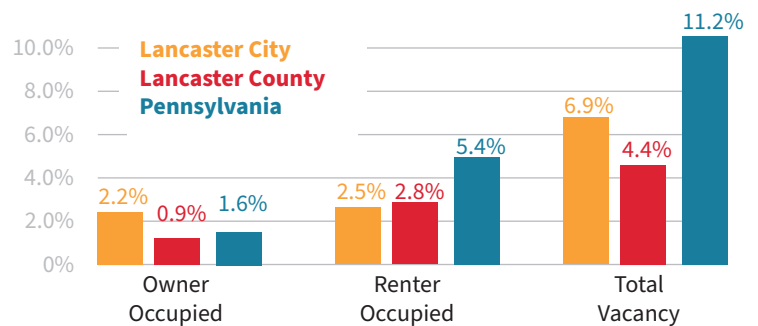
The average vacancy rate in Lancaster City is 6.9%, which is higher than the County (4.4%) but lower than the State (11.2%). The City also has a higher vacancy rate for owner-occupied units but lower rate for renter-occupied units compared to the County and State. An inventory of vacant units to determine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

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

Housing Tenure of Occupied Units, 2021



Vacancy Rates by Housing Tenure, 2019



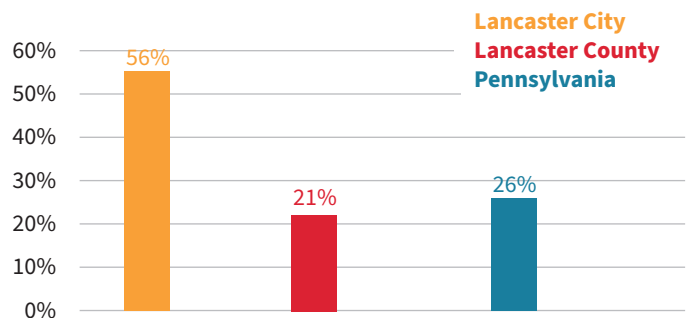
Source: ESRI; 4ward Planning Inc., 2021

## Housing Age

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

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

Housing Built in 1939 or Earlier



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

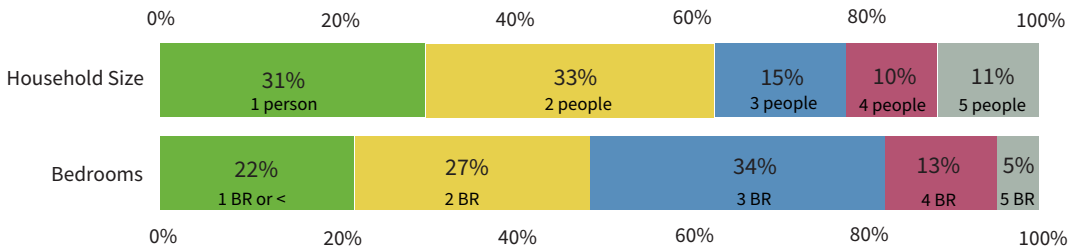
**Household & Unit Size**

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

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

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

Household Size Vs. Unit Size in Lancaster City, 2019



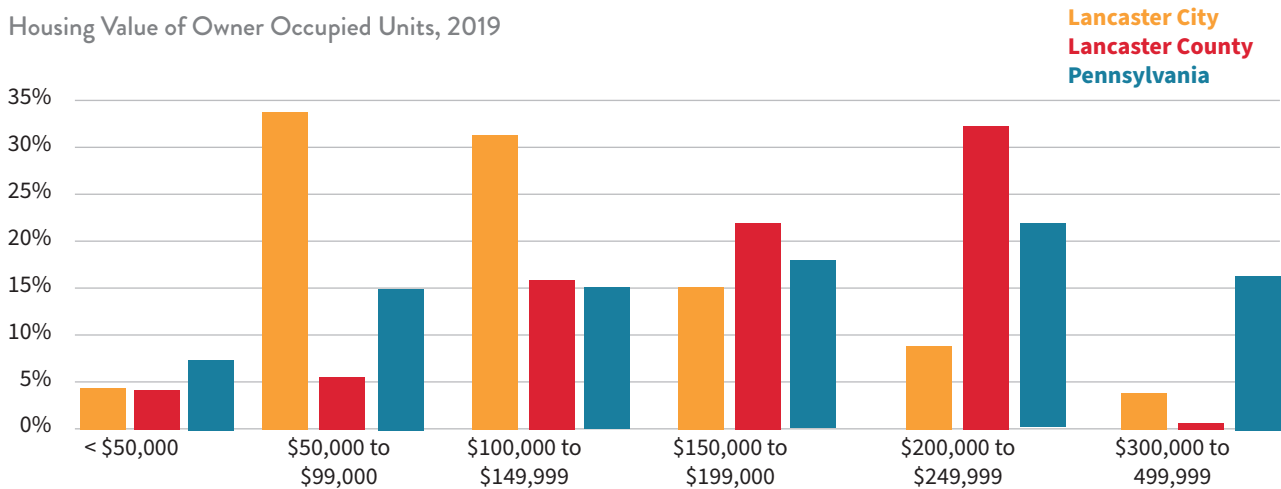
Source: 2019 ACS 1-Year Estimates, B11016; DP04

**Housing Value**

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

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

Housing Value of Owner Occupied Units, 2019



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

Housing Types



Single-Family, Detached



Single-Family, Attached

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



Multi-Family, Traditional

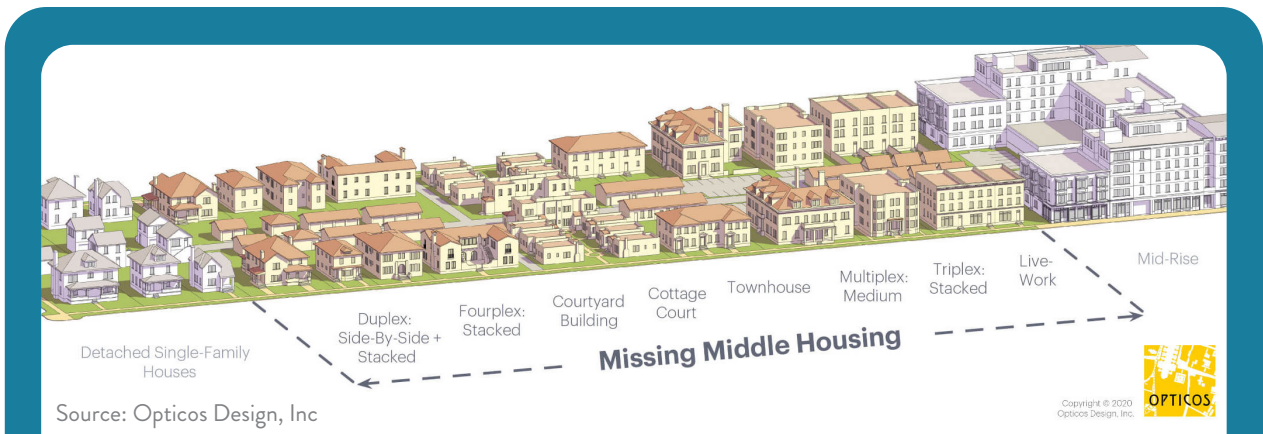


Multi-Family, Modern

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



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



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

**Transportation Network**

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

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

**BENEFITS OF ACTIVE TRANSPORTATION**

Active transportation, such as biking and walking, has almost-endless societal benefits: improved physical and mental health, increased personal savings and economic development, reduced air pollution and carbon emissions, and a basic connection to community.

- Physical and mental health benefits
- Personal savings
- Less pollution
- Efficiency and productivity
- Community

Source: Mobility Lab

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

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

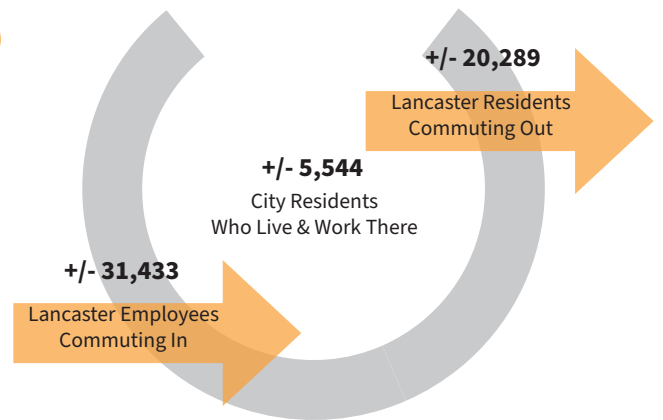
**Relationship of Housing & Transportation**

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

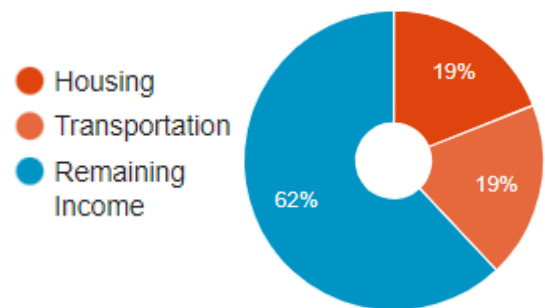
In low density neighborhoods, where homes and destinations are more dispersed, people often need personal vehicles for travel and have to drive farther distances, which increases the cost of living.

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

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



Source: US Census Bureau, On the Map



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

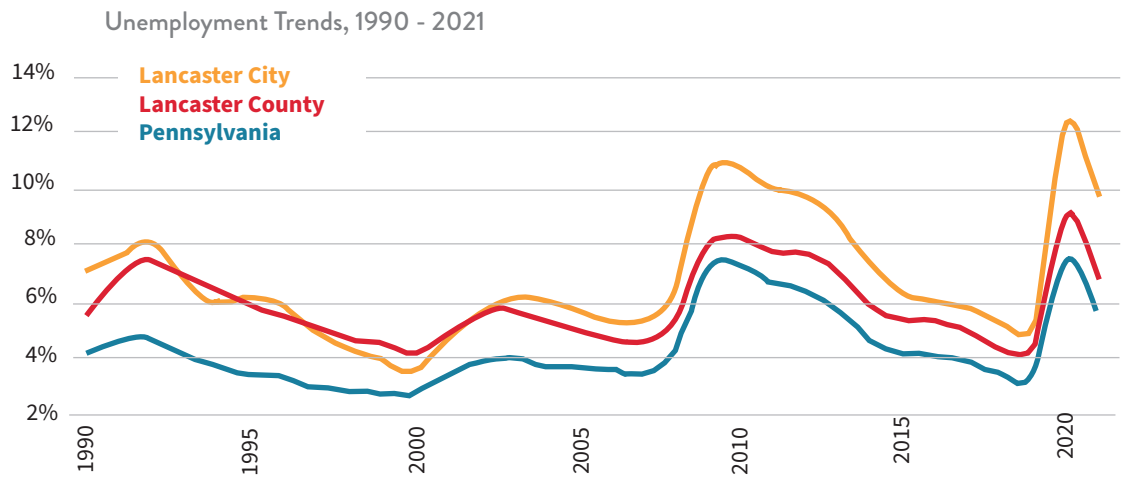


# Economic Development & Equity

## Unemployment Trends

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

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



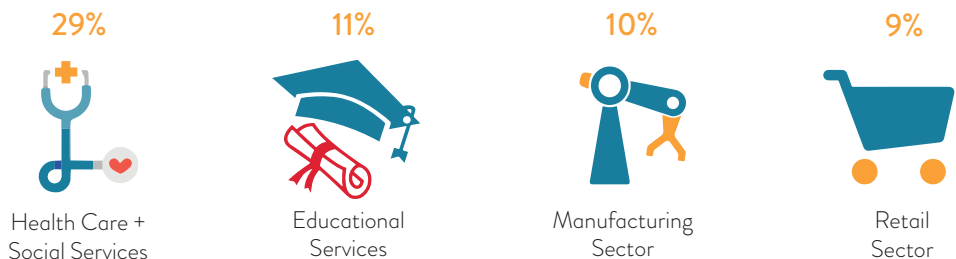
Source: US Bureau of Labor Statistics, Local Area Unemployment Statistics, data as of July 2021

## Industry Trends

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

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

Largest Job Sectors in Lancaster City, 2018



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

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

Top Employers

The healthcare sector strongly influences employment opportunities in the City.


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

Poverty & The Workforce

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

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

One Good Job



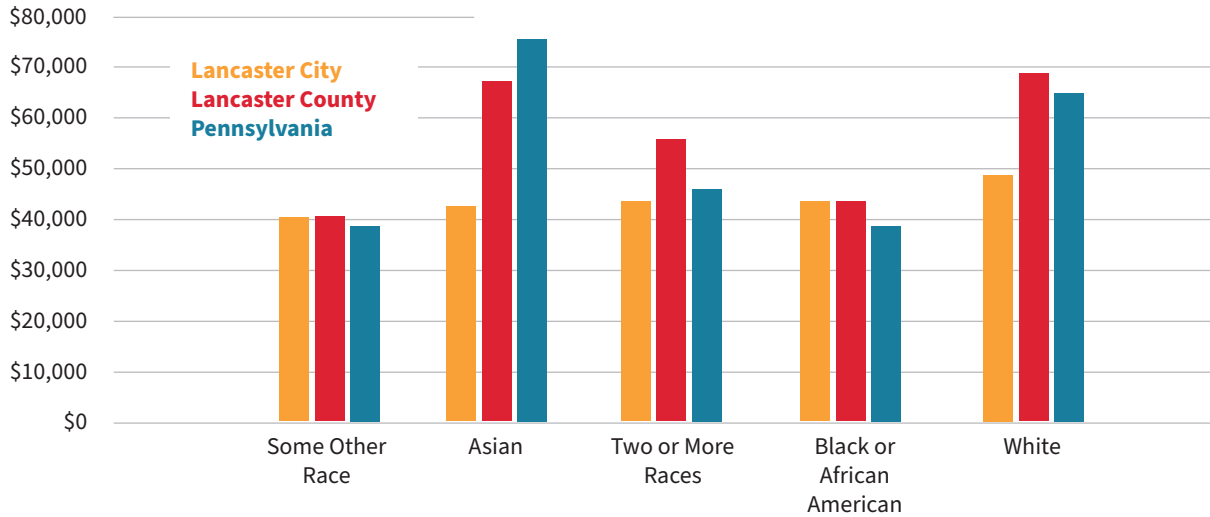
One Good Job highlights two main strategies to strengthen Lancaster City’s workforce:

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

Racial & Ethnic Disparities

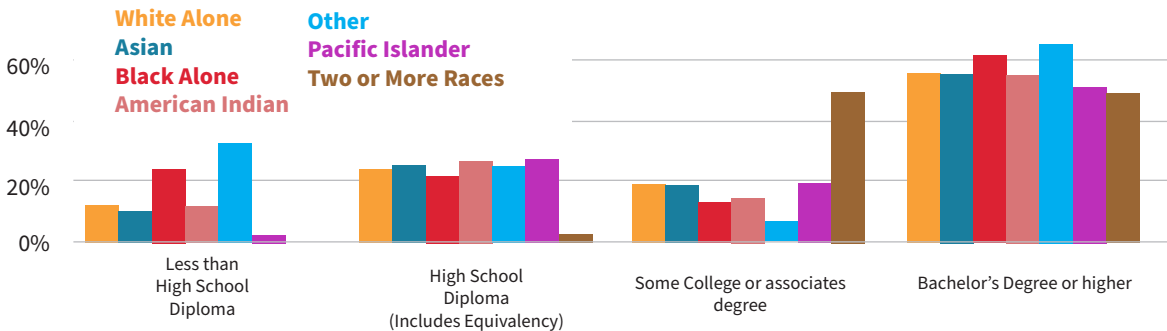
Income by Race, 2021

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



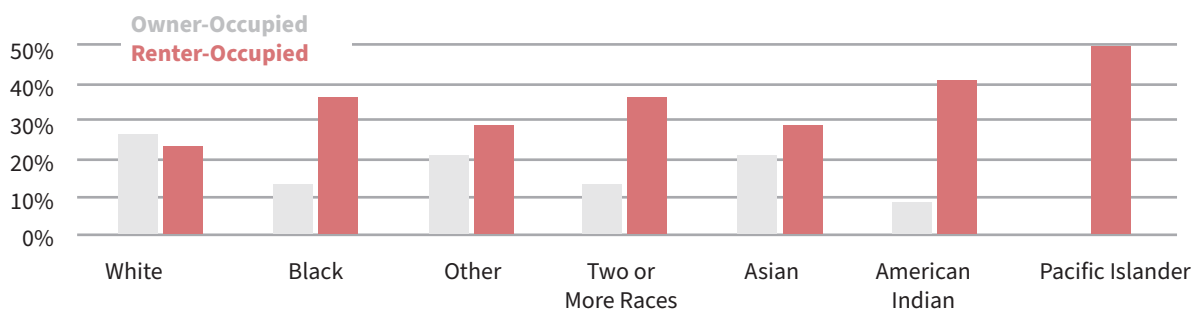
Educational Attainment by Race, 2021

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



Housing Tenure by Race, 2021

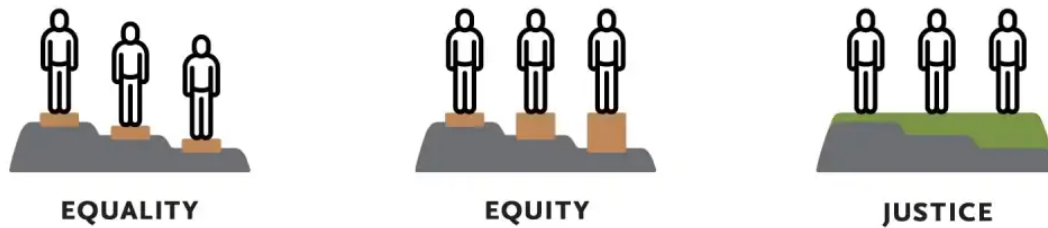
There is a slight disparity between races when it comes to homeownership in the City, as non-white residents are more likely to rent their home. This may be due to income limitations.



Planning for an Equitable Community

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

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



Source: Metro - LA County

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

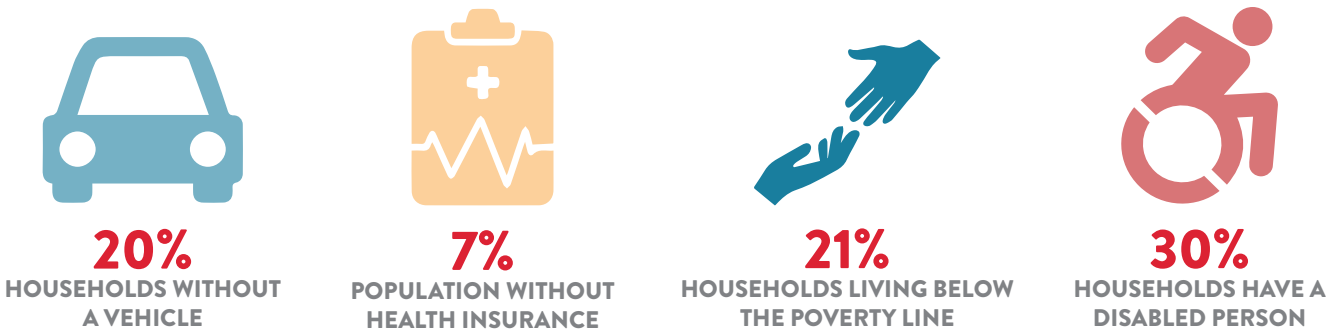
### Equitable Growth in Lancaster

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

- ACCESSIBLE
- AFFORDABLE
- DIVERSE
- SAFE

At Risk Populations

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







# Site Overview: Typical Residential Neighborhood

## Overview

Most of the city's residential neighborhoods were built between 1880-1930 and contain a variety of architectural styles. The homes are often made of brick and are built close to the street. The blocks are short and split by many alleyways, which historically accommodated many small business and industrial uses. The neighborhoods were designed before cars and are therefore compact and walkable, and buildings are typically less than 5 stories.

Total Site  
Acreage  
30.43

Total Parcels  
(within & intersecting area)  
304

Total Unique  
Property Owners (estimate)  
284

## Zoning & Land Use

The city was built before zoning or land regulations existed. Industrial, commercial, and residential existed side-by-side, although housing next to unpleasant uses was typically less desirable and low-income.

## Environmental Conditions

The majority of the City's housing stock was built before 1970, which means most of the structures contain lead paint. Lead exposure in children can have severe consequences to their brain development and remains the most significant environmental contamination in the City. The city also has an antiquated sewer system that combines rain water with sewage. Rain storms cause the sewer system to overflow into the Conestoga River, damaging water quality and the environment. Lancaster is in the top 20 metro areas with the worst air quality in the United States, which makes asthma a common health problem.

## Transportation

The city is served by the South Central Transit Agency (formerly Red Rose Transit), which connects the city to the county's towns, boroughs, and job centers. Lancaster City is also served by the Amtrak train station, which connects the City to Pittsburgh (to the west) and to major eastern cities like Philadelphia, New York, and Boston. Most people in Lancaster City use a personal car; however, the city is known for its walkability and bold vision for bicycle infrastructure.

Figure 1. Typical Residential Neighborhood Aerial Map



Figure 2. Typical Residential Neighborhood Land Use Map

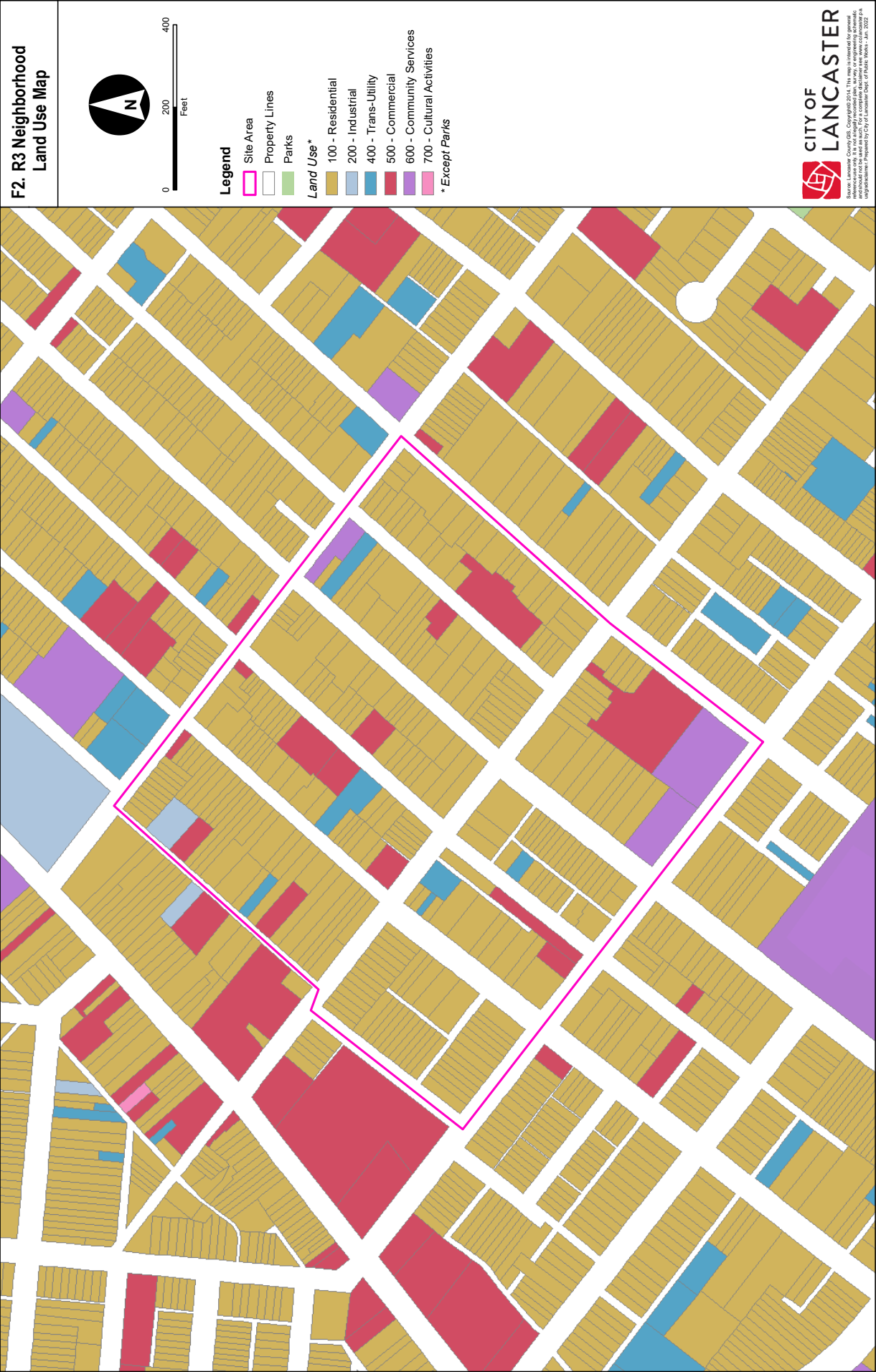


Figure 3. Typical Residential Neighborhood Impervious Areas & Tree Canopy Map

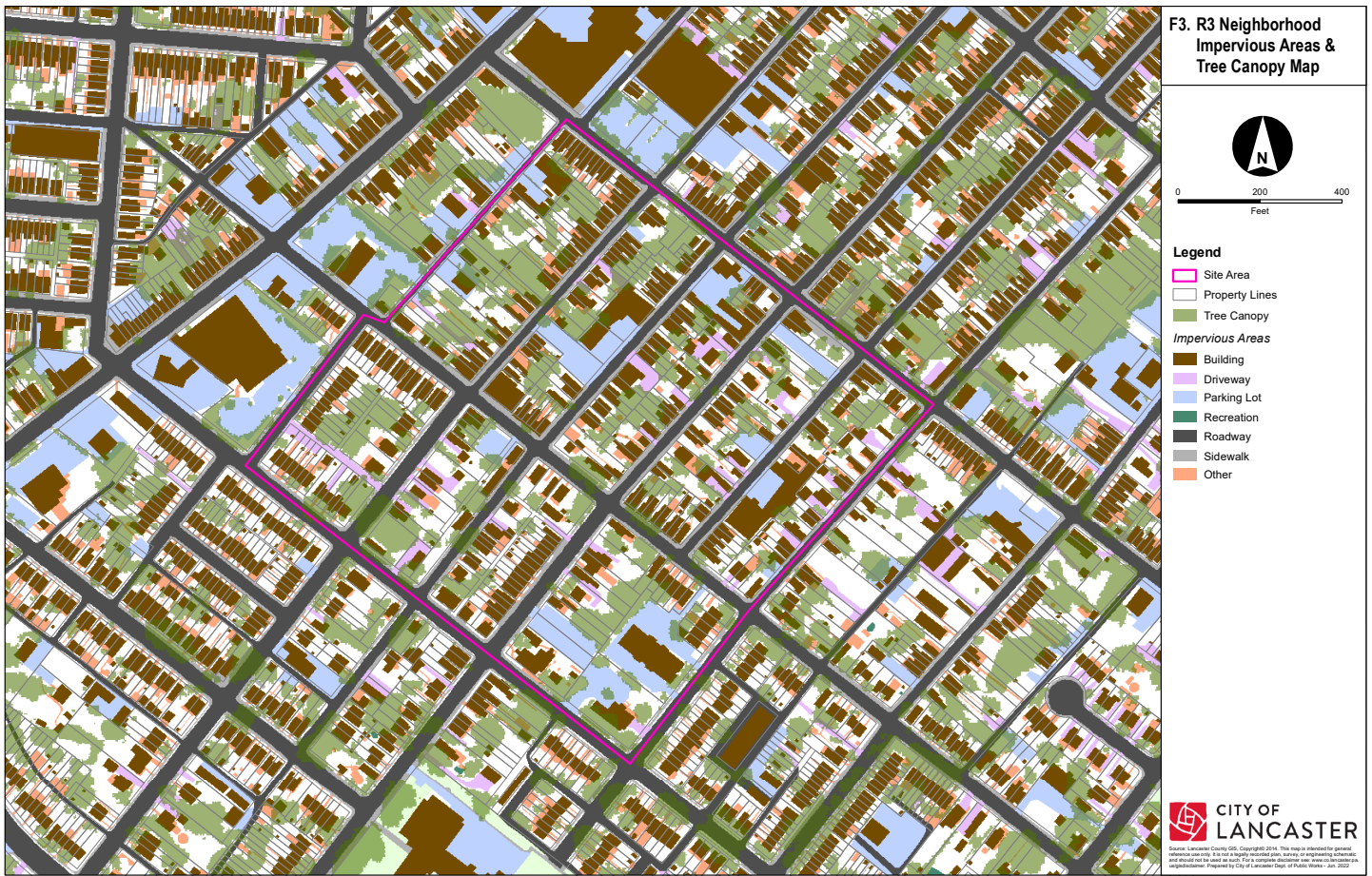
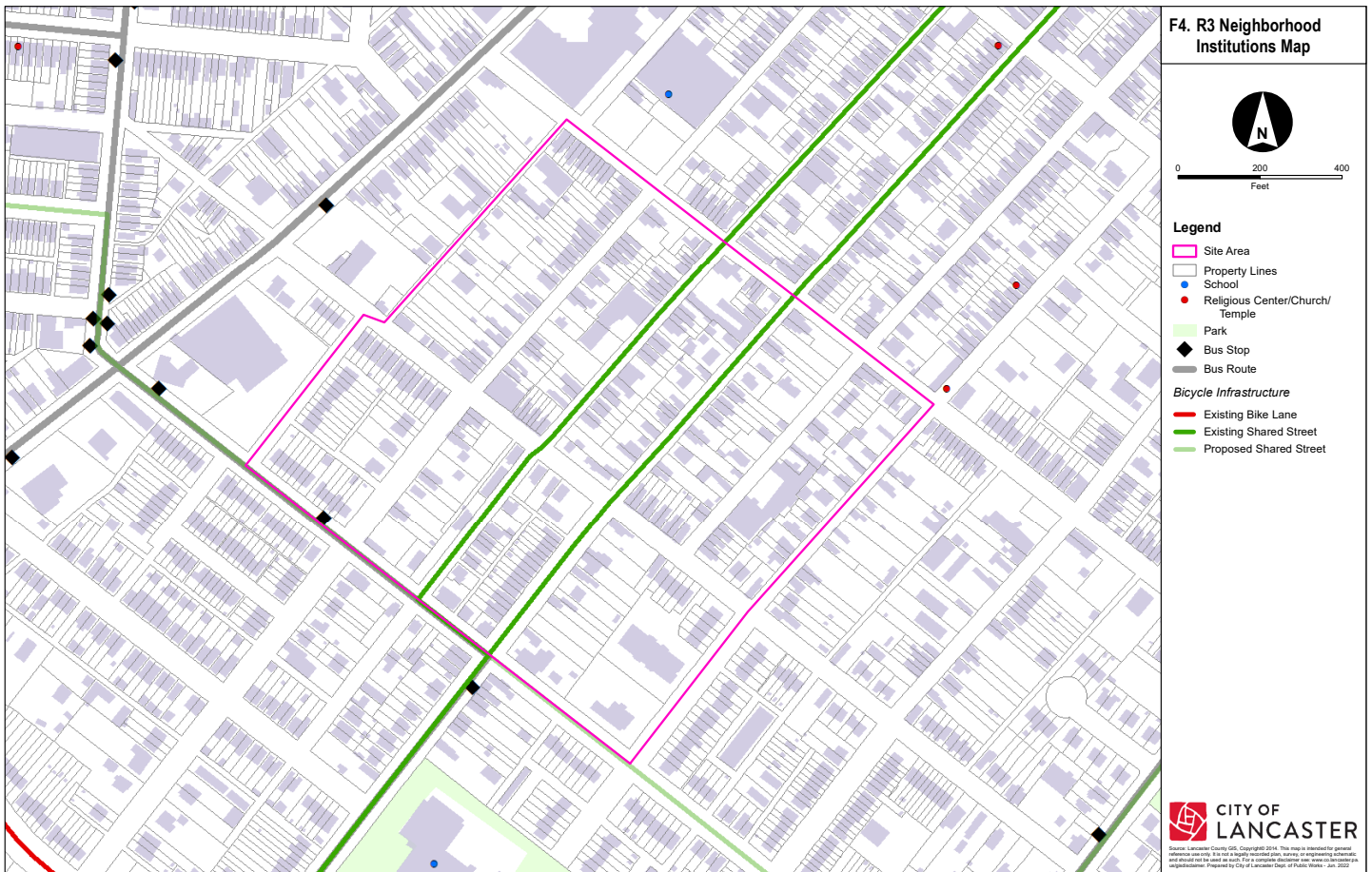


Figure 4. Typical Residential Neighborhood Institutions Map





Interested in staying involved?

# PLANNING OUR FUTURE LANCASTER

Visit [www.OurFutureLancaster.com](http://www.OurFutureLancaster.com) to stay up to date on in-person and virtual public engagement opportunities so your voice can be heard!



CITY OF  
LANCASTER



**Planning Our Future Lancaster:  
A Deliberative Forum**

**Saturday, July 23, 2022  
8:30 am – 5:30 pm  
Franklin & Marshall College, Room 1787**

8:30 – 9:00 a.m.	Registration
9:00 – 9:30	Welcome from Dr. Stephen Medvic and Mayor Danene Sorace; explanation of the agenda for the day
9:30 – 10:15	Small groups – participants introduce themselves; ice-breaker; facilitators gather questions about briefing documents
10:15 – 10:45	Plenary session to introduce <i>Regional Planning and the Environment</i>
10:45 – 11:45	Small group deliberation on <i>Regional Planning and the Environment</i>
11:45 – 12:30 p.m.	Lunch
12:30 – 1:00	Plenary session to introduce <i>Housing and Transportation</i>
1:00 – 2:00	Small group deliberation on <i>Housing and Transportation</i>
2:00 – 2:30	Plenary session to introduce <i>Economic Development and Equity</i>
2:30 – 3:30	Small group deliberation on <i>Economic Development and Equity</i>
3:30 – 3:45	Break
3:45 – 4:45	Small groups to summarize preferences for specific sites and to extrapolate to entire city
4:45 – 5:30	Plenary session to summarize forum