

*A New Comprehensive Plan
for the
City of Lancaster*



*Four Year Action Plan
1994 — 1997*

May, 1994

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CITY OF LANCASTER NEW COMPREHENSIVE PLAN

**FOUR-YEAR ACTION PLAN
1994 - 1997**

June, 1994

Four Year Action Plan: 1994—1997

INTRODUCTION

Purpose

This **Action Plan** for the **New Comprehensive Plan for the City of Lancaster** sets forth a work program for the Lancaster community for the next four years. Its purpose is to implement the high priority recommendations emerging from the two and one-half year, citizen-based comprehensive planning process that occurred from June 1991 through December 1993. The **New Comprehensive Plan** is a plan for the entire Lancaster community. City government is only one of numerous agencies/organizations responsible for the well-being of Lancaster City—the business community, banks and other financial institutions, the School District of Lancaster and parochial/private schools, churches, social service agencies, nonprofit organizations, landlords and homeowners, civic organizations, neighborhood associations, city residents, federal and state government agencies, among others, all have important roles to play in moving the city forward in a positive manner. While the City of Lancaster will be the key player in many of the recommended activities within this **Action Plan**, other public, quasi-public and private agencies will have lead and supportive roles.

Planning Process

The **Policy Plan** for the **New Comprehensive Plan**, adopted November 23, 1993, sets forth long-range community goals and policy objectives covering a broad range of subjects for the next 20 years. The **Housing Plan**, adopted December 14, 1993, also a component of the **New Comprehensive Plan**, contains a focused discussion of housing-related issues and recommends specific programs to implement a new housing policy. The goals and objectives of both **Plans** were developed through a citizen participation-based, consensus-building planning process. In order to implement the **Policy Plan** and **Housing Plan** recommendations, this first **Four-Year Action Plan** has been developed as an agenda for key players in the community.

The basis for selecting those work activities to be undertaken within the first four years includes the following: (1) priorities selected by a 25-member Action Plan Advisory Committee; (2) available staff and financial resources; (3) the amount of time

required to complete the task; and (4) the recommendations of the Lancaster City Planning Commission and Lancaster City Council.

Priority Levels

The recommended actions that follow are listed according to priority levels one, two, and three. The priorities are based on the consolidated rankings of the Action Plan Advisory Committee, the level of difficulty and time involved, resources available to undertake the activity, and federal and state mandates. Priority level one items, considered high priority, are recommended for initiation/undertaking in 1994 - 1995. Priority level two items, viewed as medium priority, will be undertaken in 1996 - 1997, and priority level three activities will be undertaken only if the higher priority actions have been satisfied and adequate staff and financial resources exist. Each specific action element includes a statement of what identifiable or measurable task is to be accomplished, who the primary and secondary responsible agents are for undertaking the task, the priority level, and a brief explanatory narrative. Where the City of Lancaster is listed as the responsible agent, the City Administration and, where necessary, City Council are included.

At the end of 1995, an evaluation of this **Action Plan** will occur to determine progress to date and to review the tasks for the last two years of the original four-year period. If circumstances in the community warrant a re-evaluation of the initial priorities, amendment of the **Action Plan** will occur through a citizen participation process.

I. COMMUNITY CHARACTER ACTIONS

1. Strengthening and expansion of neighborhood groups throughout the city.

Responsibility: City of Lancaster, Neighborhood-Based Nonprofit Organizations

Priority: One

The City of Lancaster, through the Bureau of Police Crime Prevention Program, has been effective in developing and strengthening neighborhood groups. This effort will continue. Neighborhood-based organizations, such as the Spanish-American Civic Association and the Crispus Attucks Center can also be effective in developing new, effective neighborhood groups. City involvement in neighborhood organization throughout Lancaster City will include technical support and assistance with special projects, e.g., cleanup projects, informational neighborhood meetings, crime watches, tree planting and landscaping projects, and creation of neighborhood supported and maintained tot lots.

2. Provision of information to neighborhood groups and other organizations regarding the rights and responsibilities of property owners and tenants, housing programs, community services, and other matters addressing neighborhood needs.

Responsibility: City of Lancaster

Priority: One

Ongoing education for city residents regarding available community services, ordinances and regulations impacting on property owners and tenants, the functions of local government and other matters of interest to city residents is important for the strengthening of neighborhoods. The City will investigate the provision of informational meetings and literature to neighborhood associations and other neighborhood-based organizations in order to address matters of interest to specific groups or organizations.

COMMUNITY CHARACTER ACTIONS

3. Promotion of Multicultural Understanding and Interaction.

Responsibility: Nonprofit Neighborhood-Based Organizations, School District, Churches, Neighborhood Associations, Civic Groups, Lancaster Mediation Center, City of Lancaster

Priority: One

During the early neighborhood meeting phase of the **New Comprehensive Plan**, the city's cultural diversity ranked as one of the top ten positive features of the community. The annual Celebration of Cultures held in downtown Lancaster, ongoing efforts by the School District of Lancaster to promote multicultural understanding among students, Lancaster's 250th-Year Celebration, and community events sponsored by the Downtown Investment District are among the many programs and activities celebrating Lancaster's diversity. Unfortunately, racism, discrimination and intolerance continue to exist. In order to promote better understanding and appreciation of various ethnic, cultural and religious groups, churches and neighborhood organizations will promote more personal interaction among members of different groups, such as through community forums, small discussion groups, interfaith services, and cooperative activities among youth groups. Other ongoing efforts, as mentioned above, will continue.

4. Identification of areas of the City eligible for classification as historic districts in the National Register of Historic Places.

Responsibility: City of Lancaster and Consulting Architectural Historian

Priority: One

Protection of the historic character of Lancaster was identified by city residents as a priority concern. In order to expand the means available to the City to promote preservation of historic structures, a city-wide identification of historic resources is necessary. As recipients of federal funds, the City and other local agencies must follow national preservation standards in all rehabilitation/new construction activities that have an impact on historic resources. Therefore, identification of historic structures and areas throughout Lancaster will enhance the community's ability to comply with federal requirements and to protect the city's historic character. A consultant will be retained to identify potential National Register historic districts throughout the city and

to prepare the necessary documentation to obtain approval of the Pennsylvania Historical and Museum Commission (PHMC) of these areas as potential districts. Unlike local Historic Districts, established through petition of property owners and approval of City Council, National Register districts require no review and approval of privately-funded improvements. Only federally-funded rehabilitation and construction activities must follow national standards.

5. Nomination of historic districts to the National Register.

Responsibility: City of Lancaster and Consulting Architectural Historian

Priority: Three

Utilizing the background data gathered in the previous task, a consulting architectural historian will prepare the actual nomination, which is a lengthy, technical process. Follow through with the PHMC and the U.S. Department of Interior will be necessary. The nomination should include all of the areas identified as potential historic districts so the historic tax credits for rehabilitation will be more readily available throughout the city.

6. Development of administrative design review standards for exterior improvements to properties within the City's local Historic Districts.

Responsibility: Historic Architectural Board of Review (HARB) and City of Lancaster

Priority: Three

While most property owners within the Historic Districts appreciate the protection of historic character and property values provided by the Historic District review process, some complain about the length of review time (about 30 days) and paperwork requirements for relatively minor changes to exteriors of properties. Design review criteria for certain minor improvements, e.g., light fixtures, flower boxes, storm doors and windows, which can be approved by the City's Building Officials, will be developed.

COMMUNITY CHARACTER ACTIONS

- 7. Preparing newsletters and conducting neighborhood meetings to educate property owners and residents within the local Historic Districts and provision of information to prospective Historic District property owners.**

Responsibility: HARB, City of Lancaster, Lancaster County Association of Realtors

Priority: Three

Ongoing education of property owners and residents is necessary to inform them of the benefits and responsibilities of Historic District designation. At least two newsletters and one workshop for Historic District property owners and residents will be undertaken each year. Realtors will be encouraged to point out to prospective buyers that a property is located in the Historic District.

- 8. Development of a Design Guide for all rehabilitation and new construction within historic areas of the city.**

Responsibility: City of Lancaster and Consultant

Priority: Three

Protection of the historic character of the city's neighborhoods is an objective of the **New Comprehensive Plan**. Within the Historic Districts, the U.S. Secretary of the Interior's "Standards for Rehabilitation" serve as a guide for rehabilitation. In order to provide Historic District property owners with an easily understood reference manual, the HARB will develop a guidebook for property improvements in the Historic Districts. In the downtown, the Exterior Commercial Property Review Committee (ECPRC) follows written design criteria in its review of signage and facade improvements. Outside of official Historic Districts and the downtown, the City has no design standards for privately funded rehabilitation and new construction activities. A Design Guide, which will be a handout for architects, developers, builders, contractors, and property owners, will be created as an item to be distributed to all individuals seeking a building permit for exterior property improvements or new construction. Both the Historic District guidebook and the ECPRC guidelines will serve as a basis for this Design Guide.

II. HOUSING ACTIONS

1. Establishment of an Employer-Assisted Home Ownership Program.

Responsibility: City of Lancaster and Major Employers

Priority: One

Increasing home ownership is a major goal of the **New Comprehensive Plan** and is viewed as a key strategy for increasing neighborhood stability. A homeowner program based on a "3/2 mortgage" will be developed. The potential homebuyer would be responsible for contributing 3% of the required 5% down payment. The remaining 2% and closing costs would be a loan from the City that must be repaid by the buyer on a monthly basis. An insurance fund supported by one-time employer contributions will protect the City from default on loan payments by those employees selected for participation in the program.

2. Increasing down payment/closing cost assistance to low- and moderate-income families through the continuation of a permanent, well-funded assistance program.

Responsibility: Local Group of Lenders, known as Partners for Affordable Housing

Priority: One

Many low- and moderate-income households are paying rent at a level that can support a mortgage but are unable to become homeowners because of down payment/closing costs. The federal Community Reinvestment Act requires that banks invest in their local communities and serve the credit needs of the population. The Partners for Affordable Housing, which includes most Lancaster County banks and savings and loan institutions, has provided down payment and closing cost assistance to low- and moderate-income households through the first-time homebuyers closing cost assistance loan fund. This program will continue to be supported. Effort will be made to broaden participation by other mortgage lenders, including private mortgage companies and other banks/savings and loan companies. Because each participating bank/savings and loan has its own mortgage program, with different income eligibility

HOUSING ACTIONS

limits, maximum house purchase prices and target locations, development of a booklet describing all bank programs would assist potential homebuyers in selecting a mortgage institution for their home purchase.

3. Rehabilitation of substandard and vacant dwellings.

Responsibility: City of Lancaster, Lancaster City Housing Authority, Nonprofit Housing Corporations, Private Investors

Priority: One

The City's Vacant Property Reinvestment Program has been effective in returning formerly vacant, blighted structures back to useful life. This Program will continue. The Lancaster City Housing Authority will complete the rehabilitation of those scattered site housing units which remain in substandard condition. The City will continue to provide technical and financial assistance to those nonprofit agencies, including but not limited to, the Community Action Program, Housing Development Corporation, Spanish American Civic Association Development Corporation, and Sunnyside Housing Corporation, which have undertaken housing rehabilitation activities. The City also will continue to apply for federal and state funds on behalf of housing developers for adaptive reuse projects and for the rehabilitation of substandard or illegally converted units.

4. Rehabilitation of occupied substandard dwellings.

Responsibility: City of Lancaster, Private Owners, Commercial Lenders

Priority: One

The City will continue its ongoing, Community Development Block Grant, HOME and DCA-funded Housing Rehabilitation Assistance Program. This Program provides grants and low-interest loans to low- and moderate-income homeowners whose properties do not meet the minimum standards of the City's Housing Code. The Housing Rehabilitation Assistance Program is conducted in conjunction with code enforcement activities. The City also will continue to provide limited assistance to investor owners through its Rental Rehabilitation Program for the rehabilitation of substandard, occupied rental units, provided no displacement of occupants occurs. Private lending institutions will be encouraged to provide home improvement/equity loans to property owners for necessary improvements to correct code violations.

5. Abatement of lead-based paint hazard in dwelling units occupied by families with children.

Responsibility: Property Owners, City of Lancaster, State Health Department, Medical Community, Nonprofit Housing Rehabilitation Programs

Priority: One

Lead poisoning, which causes brain damage in young children, is a serious problem in the city because of the age of the housing stock. Lancaster is one of 12 cities in Pennsylvania to receive federal Housing and Urban Development funds through the Commonwealth for lead abatement in private housing. A community strategy for the reduction and control of this hazard will be developed with the City, State Health Department, and local hospitals.

6. Promotion of the quality of local public education.

Responsibility: School District of Lancaster

Priority: One

The School District of Lancaster must ensure the provision of quality education for all children. All students must possess the knowledge and skills necessary to compete in a global economy and to exercise the rights and responsibilities of citizenship. In order to broaden its constituency and to overcome negative perceptions about public education in city schools, the School District must strengthen efforts to involve parents and the community at-large in the educational process. Continuation of its newsletter, releases to the media, District calendar, and outreach efforts should occur. The School District is a key participant in the Youth Services Institute interagency family outreach program and in the Commonwealth's Family Center Program. Ongoing participation is necessary since family matters have significant impacts on a child's readiness for learning.

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7. Inspection and/or licensing of all rental housing units in the city to support Housing Code compliance.

Responsibility: City of Lancaster

Priority: One

Presently, the City only licenses multifamily dwellings containing three or more units. In order to support efforts to ensure that the hundreds of single-family and two-unit rental properties in Lancaster meet City Housing Code standards, which address the safe and sanitary conditions of dwellings, these units also should be inspected and/or licensed. Inspection of these properties will provide increased assurance for occupants and neighborhoods that rental properties will be properly maintained.

8. Development and implementation of a housing inspection plan that includes efficient administration and public support, systematic housing code enforcement, examination of the adoption of the BOCA National Property Maintenance Code, training of the City's housing inspection staff, and efficient response to complaints, utilizing a computerized complaint tracking system, including GIS.

Responsibility: City of Lancaster

Priority: One

The City's Department of Housing and Community Development has a multifaceted housing inspections system. Code violations threatening the safety of occupants and impacting a neighborhood's quality of life are found in various areas of the city. The City's housing inspectors generally learn about code violations through complaints from tenants and neighbors. However, if a complaint is not filed or the property owner does not request an inspection, violations will continue and worsen. The City must implement a housing inspection plan which ensures the health, safety and welfare of all city residents. Components of systematic code enforcement include targeted door-to-door inspections in neighborhoods with apparent signs of deterioration or ongoing complaints, mandatory code letters whenever a property is sold to provide for

buyer notification prior to settlement, administration of the Vacant Property Review Program, and door-to-door inspections of dwellings with young children to determine if lead-based paint hazards are present and to educate parents regarding hazard reduction. Development of a computer-based tracking system with mapping capability to process the 10,000 annual transactions will occur.

9. Enhancing the county-wide Fair Housing Program.

Responsibility: Lancaster County Human Relations Commission

Priority: Two

Ensuring equal housing opportunities throughout Lancaster County for all persons, regardless of race, national origin, religion, sex or disability continues to require attention. The Lancaster County Human Relations Commission will seek fair housing funding through the Federal Fair Housing Initiative Program (FHIP) to ensure that fair housing is an institutionalized and continuing effort throughout Lancaster County. Particular focus will be on the availability of credit and home mortgages to the minority community. The Human Relations Commission will also seek federal "substantial equivalency" recognition under the provisions of the federal Fair Housing Act in order that federal housing complaints can be handled locally.

10. Preparation of a "City Living" brochure to be used by realtors and developers as a handout for potential city homebuyers and by the human resources departments of major corporations for new employees relocating to Lancaster.

Responsibility: Lancaster County Association of Realtors and City of Lancaster

Priority: Two

The many positives of city living were pointed out by the hundreds of residents participating in the planning process for the **New Comprehensive Plan**. A small brochure highlighting the positives of Lancaster City will be printed and distributed to local realtors and major employers.

HOUSING ACTIONS

11. Conducting of periodic homebuyer/homeowner community workshops.

Responsibility: Local lenders, mortgage companies and human service agencies

Priority: Two

For long-term renters and first-time homeowners, the responsibilities of home ownership may be overwhelming. Education of individuals considering homeownership and/or applying for mortgage loans will contribute to positive home ownership experiences and lower default rates. Local mortgage lenders, assisted when necessary by nonprofit agencies, will conduct convenient, accessible workshops/seminars for potential homebuyers.

12. Amendment of the City's Building-Related Codes

Responsibility: City of Lancaster and Advisory Committee

Priority: Two

Thorough review of the City's Building, Fire, and Housing Codes, comparison with National Codes, and amendment as necessary will occur to ensure effective administration and enforcement of these important public safety codes. An advisory committee consisting of property owners, realtors, developers, builders, and interested citizens will assist in this process. Adjoining municipalities will be notified when this activity begins and invited to coordinate efforts, if appropriate.

13. Provision of affordable housing opportunities in municipalities throughout Lancaster County.

Responsibility: Lancaster County Planning Commission, Lancaster County Redevelopment Authority, Lancaster City/County Housing Task Force, Partners for Affordable Housing, Nonprofit Corporations, HOMETies, Interagency Council on Homelessness, For-profit Developers

Priority: Two

Traditionally, the concentration of the affordable housing in Lancaster County has been within Lancaster City. Other municipalities have not provided their fair share of affordable housing opportunities. The Lancaster County Planning Commission's Comprehensive Plan Housing Plan stresses the need for affordable housing in all municipalities. Municipalities where suburban, large-lot development has been the norm will be encouraged to amend local ordinances to assure that areas zoned as residential will permit cluster housing, townhouses, multifamily dwellings or other types of affordable housing construction. Appropriate County agencies, housing consortiums and municipal associations will promote affordable housing opportunities outside of Lancaster City. A 1995 conference on affordable housing in Lancaster County is being planned by HOMETies; participation by providers, lenders, investors, municipal officials, and residents should be encouraged. In order to strengthen the City-County Housing Task Force's efforts to expand affordable housing opportunities, a dedicated funding source should be established, such as an increase in County recording fees. The federal government now provides a number of separate housing funds aimed at affordable housing; consolidated housing planning for these various funding sources should occur to increase their effectiveness.

III. ECONOMIC DEVELOPMENT ACTIONS

- 1. Preparation of a directory of economic development organizations designed to assist individuals/businesses seeking technical, financial or other assistance.**

Responsibility: Lancaster Chamber of Commerce and Industry, City of Lancaster

Priority: One

Many public and private entities and programs dedicated to economic development exist in Lancaster, at times causing confusion regarding their specific purposes. To assist individuals/businesses, the Lancaster Chamber, with assistance from the City, should develop a local directory with brief listings for each program. Suggested for inclusion under each entry are the following: (1) name of program; (2) name, address, telephone number, and business hours for each sponsoring agency; (3) brief listing of the types of technical, financial or other assistance offered; and (4) eligibility requirements for recipients of services.

- 2. Creation of "neighborhood revitalization action areas," where concentrated development and revitalization activities and neighborhood organization will occur.**

Responsibility: City of Lancaster, Nonprofit Neighborhood-based Agencies

Priority: One

One of the lessons learned from urban renewal is that physical changes alone do not result in community revitalization. While the southeast area of the city was the target of the residential component of Lancaster's Urban Renewal Program, most of the neighborhoods impacted by the Program remain characterized by higher unemployment rates and depressed social, economic and physical conditions. The concept of a neighborhood revitalization action area includes a geographically-defined area where a concentrated, integrated plan of action is developed and implemented to address the following: citizen organization and leadership development, housing, business development, employment, education, human services, health, neighborhood beautifica-

tion, public safety, substance abuse, and crime. The neighborhood plan being developed by the Spanish American Civic Association for the Pershing Avenue neighborhood will serve as a model for other neighborhoods. This program will also serve as a foundation for the Strategic Plan for the federal Enterprise Community Program (see item 4). Development of a funding plan to undertake the recommendations of the neighborhood plan will be necessary.

3. Reauthorization of the Downtown Investment District (DID) Plan.

Responsibility: DID Authority, City of Lancaster

Priority: One

The DID has been effective in promoting the downtown, organizing special events, increasing public safety, promoting beautification and litter control, and representing downtown interests before regulatory bodies and on various committees. The original City Council Ordinance establishing the DID included a three-year sunset clause, and a new DID Plan must be prepared in 1994 and subjected again to the approval of the nearly 500 downtown property owners. The many successful activities of the DID should continue. Initiatives that should be considered in the next Plan to address matters of concern to the downtown community include the following: (1) sponsor a downtown sidewalk cafe feasibility study, and coordinate, with assistance from City staff, a sidewalk cafe ordinance, if the study identifies appropriate locations for such activity; (2) lobby for the inclusion of a Downtown Truck Relief Route in the Pennsylvania Department of Transportation's Twelve-Year Program; and (3) promote tourism in the downtown.

4. Development and submission of a Strategic Plan for the federal Enterprise Community Program.

Responsibility: City of Lancaster, School District of Lancaster, Human Services Agencies, State Agencies

Priority: One

The City of Lancaster should take a lead role in the development of a Strategic Plan and application to the federal Enterprise Community Program, which offers tax-

ECONOMIC DEVELOPMENT ACTIONS

exempt financing incentives for nonmanufacturing businesses to locate in distressed areas nationwide. In addition to incentives for businesses, communities will have access to social service block grants that may be applied to a variety of programs. Since only 65 urban communities will be selected throughout the United States, a coordinated community planning process must occur to develop a Strategic Plan that will receive favorable consideration. Effective State support of Lancaster's efforts will be critical.

5. Submission of an application for Key '93 funds for improvements to Central Market and the Fulton Opera House.

Responsibility: City of Lancaster

Priority: One

In the 1993 General Election, Commonwealth voters approved the Key '93 funding program, a special bond issue for improvements to cultural resources. Applications must be submitted in 1994. The Central Market and Fulton Opera House were identified by Lancaster City residents as significant cultural and historic resources worthy of preservation. Funds will be sought for needed preservation/rehabilitation activities.

6. Expansion of efforts to develop and strengthen minority and women-owned businesses.

Responsibility: Lancaster Coalition for Business Development and Opportunity, Lancaster Enterprise, Inc., City of Lancaster, Southeast Lancaster Commercial/Industrial Revitalization Program, CRA Lending Institutions, Susquehanna Valley Community Development Loan Fund

Priority: One

Considerable effort has been devoted in recent years to the creation of minority-owned businesses. However, the shortage of businesses which are able to bid successfully on the many contracts for goods and services available in the Lancaster community, as evidenced by the January 1994 Contracting Fair, indicates that much more

effort is needed in this area. While Lancaster Enterprise, Inc. (LEI) serves minority entrepreneurs, a primary agency assisting women does not exist. Funding for the continuation of LEI and the creation of a women business development program should be established. The City and other funding entities will promote and support new economic development pilot programs or models for the creation/strengthening of minority and women-owned businesses.

7. Creation of an economic development data base, which includes a GIS program, to assist in private business decisions, public funding programs, and private and public policy-making.

Responsibility: City of Lancaster, Lancaster Chamber of Commerce and Industry, County of Lancaster

Priority: Two

Businesses are regularly faced with difficult decisions regarding expansion, relocation, consolidation, facility upgrading, employee training, employee hiring or layoffs, among others. City government also is faced with difficult decisions regarding the allocation of limited entitlement resources and the application for limited federal and state competition grants and loan funds. In order to assist both the private and public sectors in decision-making activities, the City should create a data base that includes the following: a coded inventory of existing businesses and industries (excluding home occupations) in the city, number of full-time and part-time employees hired by each business/industry, location of vacant sites and commercial spaces, and other relevant information.

8. Expansion of the Community Economic Recovery Program (CERP) to include nonindustrial businesses and implementation of recommendations resulting from the CERP data collection activities.

Responsibility: City of Lancaster

Priority: Two

ECONOMIC DEVELOPMENT ACTIONS

The original focus of the CERP has been the strengthening of the city's industrial base. A survey of city industries has been undertaken to identify areas of concern, such as adequacy of existing facilities, suitability of current location, and parking, among others. A goal of the CERP is to encourage industries to remain in the city. Based on the survey results, programs are to be developed which will encourage industries to remain in Lancaster. The scope of the CERP will be expanded to include retail and commercial establishments, and specific recommendations will be implemented.

9. Development of targeted vacant land and buildings for industrial or commercial purposes.

Responsibility: City of Lancaster, Local Developers

Priority: Two

In order to improve the tax base and increase job opportunities, specific sites should be targets of development. At a minimum, land development plans should be approved by the City Planning Commission by the end of 1997. These sites/buildings include the following: Alcoa site, southern end of the Haddad site, General Cigar Building on South Lime Street, former Lancaster Press Building, Posey Iron Works Building on South Prince Street, and the Northwest Industrial Triangle. Tax increment financing should be utilized where appropriate.

10. Preparation of a brochure to market Lancaster City locally, regionally, nationally and internationally as a place to conduct business.

Responsibility: City of Lancaster

Priority: Two

In order to compete in a global economy, a professionally prepared marketing piece to sell the assets of Lancaster as a desirable place to locate a business should be prepared by the City. Assets to be included are the city's location and transportation networks, diversified local economy, public water and sewer service, fire and police service, and available work force, among others. The Economic Development Company of Lancaster County has developed an excellent marketing brochure, entitled, "Snapshot of Lancaster County Commerce," which encourages business to locate in

Lancaster County. The brochure includes the following statement: "At the hub of the County is the City of Lancaster, a richly diverse, vital center recognized for its significant history, broad-based manufacturing activity and strong sense of community." The City brochure will complement the EDC publication.

11. Improvement of mass transit and/or ride sharing services for commuters.

Responsibility: Red Rose Transit Authority (RRTA)

Priority: Two

The RRTA will provide, as a pilot project, expanded service to at least one industrial employment center where shift work occurs in order to accommodate employees working all shifts. If this new service is effective and utilized by employees, service to additional locations will be provided. Financial assistance from industries benefiting from the expanded service will be sought.

12. Development of customer service skills among all City employees that have interaction with the general public or with other City departments.

Responsibility: City of Lancaster

Priority: Two

In order to promote an attitude of cooperation and public service among all City employees, all employees that interact with the general public and with other employees will be trained/instructed about customer service skills. Enrollment in training programs offered by outside agencies and in-house training/supervision will occur.

13. Improvement of the City's development plan review procedures.

Responsibility: City of Lancaster

Priority: Two

ECONOMIC DEVELOPMENT ACTIONS

In order to expedite review of development plans and to encourage development in the city, the City will institute a plan review system that is prompt, consistent and fair. A customer service approach will be stressed.

14. Adoption of a municipal service tax for tax-exempt entities.

Responsibility: Commonwealth of Pennsylvania, City of Lancaster, School District of Lancaster, Lancaster Chamber of Commerce and Industry

Priority: Two

While many nonprofit organizations make annual "in-lieu-of-tax" contributions to the City, the amount contributed does not equal the cost of City services. The City, School District, and Lancaster Chamber of Commerce and Industry should lobby for state legislation to enable municipalities to adopt a local municipal service tax to be applied to tax-exempt properties.

15. Amendment of the Pennsylvania formula for funding school districts.

Responsibility: School District of Lancaster

Priority: Two

The School District of Lancaster, with support from the City and Lancaster Chamber, should lobby for a change to the state funding formula so that increased enrollment and the tax base are factors.

16. Development of a City-oriented training program for volunteers at the Downtown Visitor's Center, located in the Southern Market Center.

Responsibility: Downtown Investment District

Priority: Three

Many tourists coming to the Visitor's Center for information are directed to attractions outside the city. An information packet of city attractions and a training program for the Center's volunteers should be developed by the DID, with input from the City, Historic Preservation Trust, Cultural Council and other appropriate entities.

17. Nomination of the Central Business District to the National Register of Historic Places.

Responsibility: City of Lancaster, DID, Lancaster Chamber of Commerce and Industry

Priority: Three

In order to provide tax incentives for downtown development and to encourage renovations that are sensitive to the historic character of Lancaster, the City, with support of the DID and the Lancaster Chamber, will prepare a National Register District nomination for the downtown.

18. Development of a directory of employee training programs.

Responsibility: City of Lancaster, Lancaster Employment and Training Agency, Community Services of Organized Labor, Private Industry Council, Lancaster County Area Vo-Tech Schools, SACA Business School

Priority: Three

With rapidly changing technologies, the skills of employees require constant upgrading. To assist both employers and employees, the City should develop a directory of existing job-oriented education and training programs, with assistance from local agencies providing training programs.

IV. HUMAN ENVIRONMENT ACTIONS

- 1. Implementation of a comprehensive human service delivery program for families of children attending targeted schools.**

Responsibility: Youth Services Institute (YSI), School District of Lancaster, Nonprofit Human Service Providers, United Way

Priority: One

Providing a nurturing environment for children is an important community goal. Unfortunately, many children come from families with numerous problems, e.g., poverty, drug addiction, health problems, family disorder. Many children with family problems are unable to perform well in school. In order to address the needs of children in a holistic manner, the YSI's comprehensive human service delivery program, including school-based health care, for children attending certain schools should continue.

The Commonwealth of Pennsylvania allocated \$1.5 million in state dollars in 1993 to be used to develop a new community-based, family-focused Family Center program. Lancaster City has been selected as one of eight new Commonwealth Family Center sites. Family Centers are viewed as a new way to integrate and provide effective community-driven services to help families and their children to become healthy, well-educated and economically independent. Integration of the local YSI program with this recent state initiative will gradually occur.

- 2. Expansion of adult literacy efforts through outreach among employers, public schools, churches, recreation centers, and community programs.**

Responsibility: Lancaster-Lebanon Literacy Council, Lancaster Chamber of Commerce and Industry, School District of Lancaster, Lancaster-Lebanon Intermediate Unit 13, Parochial Schools, Council of Churches

Priority: One

American workers are becoming increasingly unfit for employment and unable to perform jobs requiring basic reading, writing and math skills. A 1993 national survey conducted by the Princeton-based Educational Testing Service reported that approximately 90 million Americans over 16 years of age, nearly half of the people in that age group, are unfit for employment in most workplaces. Nearly one-half of American adults lack basic literacy to cope with the demands of the workplace, home and community. Parents lacking basic skills are unable to participate fully in the education of their children, and children suffer academically without adequate support at home. More recruitment of volunteer tutors will occur in workplaces, churches and community centers. Encouraging people who need assistance to come forth, often an embarrassment for adults, will be coordinated through employers, ministers, and community centers.

3. Development of a comprehensive human service delivery approach to target neighborhoods, in conjunction with the “neighborhood revitalization action area” program described above.

Responsibility: City of Lancaster as Coordinator, Youth Services Institute, United Way, School District of Lancaster, Nonprofit Agencies

Priority: Two

Targeted neighborhood revitalization involves not only improvements to housing, public improvements, and economic conditions, but also requires addressing human-oriented issues, e.g., health disorders, behavioral problems in children, alcohol and drug abuse, family violence, among others. Numerous human service providers may serve the residents of one small neighborhood. The City will convene a meeting among all agencies with clients in a targeted neighborhood for the purpose of establishing ongoing communication and collaboration linkages among agencies.

HUMAN ENVIRONMENT ACTIONS

4. Expansion of the Southeast Lancaster Health Services to serve increased demand for health services.

Responsibility: City of Lancaster, Southeast Lancaster Health Services, Inc.

Priority: Two

Southeast Lancaster Health Services, which has provided accessible, affordable health care to Lancaster City residents since the mid 1970's, is faced with space constraints and facilities that are unable to meet current health service needs. Its present location has served the community well, and expansion at the existing site will occur, provided adequate federal, state and private funds are obtained. Southeast Lancaster Health Services has initiated school-based health clinics with a focus on primary care. Expansion of this service will occur, provided adequate funds are available.

5. Creation of a consortium of providers of adult education programs to ensure that adequate, accessible and affordable opportunities for life-long learning exist and that local educational programs for employment skills training and upgrading meet the needs of Lancaster County employers.

Responsibility: County of Lancaster, Lancaster Chamber of Commerce and Industry, City of Lancaster, Educational Providers

Priority: Two

In order to ensure that the adult education needs of Lancaster County are being satisfied by existing providers of adult education, all providers will come together on an annual basis with representatives of the local business community in order to identify education/training needs that are not being satisfied by existing programs. Accessibility of vocational-technical programs to people without transportation, tuition and related costs, availability of evening programs to serve working individuals, adequacy of courses to serve employers' needs, and provision of childcare for single parents will be reviewed by the consortium. As the concept of a community college continues to be considered by the Lancaster County community, this consortium will address immediate education needs.

- 6. Conducting of an ADA (Americans with Disabilities Act) Self-Assessment Community Forum to identify what progress has been made in the Lancaster community to improve accessibility of buildings, facilities, programs, and employment and to identify obstacles that continue to exist for persons with disabilities.**

Responsibility: ADA Task Force, City of Lancaster, United Way, Lancaster Chamber of Commerce and Industry

Priority: Three

Employment, housing, transportation, social and recreational activities, aspects of life that most people take for granted, often are major hurdles for disabled persons. The ADA has caused the public sector and many members of the private sector to examine their facilities, hiring practices and programs in order to assure the removal of barriers for persons with disabilities. Persons with disabilities, human service providers, building owners and employers will be invited to attend this public forum.

V. PUBLIC SAFETY ACTIONS

- 1. Creation of a citywide Drug Suppression Task Force in order to combat the infestation of drug dealers, open drug markets and crimes related to the drug culture and to gain the support of citizens in recognizing and reporting drug-related problems in their neighborhoods.**

Responsibility: City of Lancaster

Priority: One

Lancaster City was the only Pennsylvania city and one of only 74 cities nationwide to be a recipient of new federal anti-crime monies in 1994. With the \$590,000 federal grant, a citywide Drug Suppression Task Force will be created to work with the Lancaster County District Attorney's Office and with the Lancaster County Drug Task Force. Eight officers drawn from the existing Police Bureau will be assigned to the Task Force, and eight new officers will be hired with the grant funds to replace them on the regular force. The Task Force will participate in education programs in schools and community centers designed to promote awareness of the harm caused by drug use, the warning signs of drug use, and programs to assist drug users.

- 2. Continuation of the community policing philosophy throughout the Bureau of Police and community policing in target areas of Lancaster.**

Responsibility: City of Lancaster

Priority: One

In response to widespread citizen concern about public safety and the desire for more police visibility, community policing was instituted in Lancaster City in 1992. By the end of 1993, four community policing areas had been established. Unfortunately, the state grant received by the City to establish community policing terminates September 30, 1994. To the extent possible, the Bureau of Police will apply the community policing philosophy to officer training and assignments. While the assignment of specific officers to neighborhood-based sites will not be possible without additional funding, a primary attribute of community policing, i.e., the positive interaction and

cooperation between police officers and neighborhood residents, will continue. When funds become available, community policing will be continued in target areas.

3. Increasing the complement of sworn Police officers to 140.

Responsibility: City of Lancaster

Priority: One

With public safety becoming the number one concern of city residents, ensuring adequate numbers of officers on duty at any given time is crucial to providing timely response to the thousands of calls for service received each year.

4. Continuation of Police application of domestic violence protocol in handling of domestic violence cases and continuation financial support for the Shelter for Abused Women.

Responsibility: City of Lancaster

Priority: One

All Lancaster City Police officers have extensive training in handling domestic violence incidences, since domestic violence calls are among the most frequent and dangerous assignments for officers. Under new state legislation, Police officers now have the power to arrest a suspect on the spot for committing a misdemeanor without witnessing the act of violence. Unfortunately, too often domestic violence charges are dropped by the victims before the cases are able to reach a hearing. Ongoing education and support services for victims is essential to overcome their fears about proceeding with legal action. The City's financial support of the Shelter for Abused Women through its federally-funded Emergency Shelter Grant will continue.

5. Continuation and expansion of the crime prevention activities of the Bureau of Police in order to promote increased public safety and to provide information and educational programs to additional school and community groups.

Responsibility: City of Lancaster

Priority: One

Numerous programs currently in place within the Bureau of Police will be expanded to reach all residents of the city. The Crime Prevention Office works with the local media to relay information about current affairs; this effort will be expanded. The School Safety Officer presents safety programs to pupils in kindergarten through sixth grade; this activity will expand to include the junior and senior high schools. Also, new programs directed at senior citizens will be implemented. Continued support of the neighborhood block watch program, the Lancaster Council of Neighborhoods, the Citizens' Select Committee, and the Citizens' Police Academy will occur.

6. Continuation of the City's Crime Prevention Newsletter.

Responsibility: City of Lancaster

Priority: One

In response to growing citizen concern about increasing criminal activity in Lancaster, the City initiated a crime prevention newsletter in 1993. A primary philosophy of the English-Spanish newsletter is that citizens are a major resource in helping to promote solutions to crime within our community. The newsletter serves as a communication tool designed to educate citizens about the Bureau of Police crime prevention programs and about Police enforcement policies and activities. The newsletter also provides information about laws, community services, and effective citizen response to particular issues, such as youth and domestic violence. The newsletter is distributed as an insert through the Lancaster Newspapers and as a free item at many neighborhood centers and churches.

7. Establishment of a Lancaster County Violent Crimes Unit to achieve rapid prosecution of violent criminals and obtain maximum sentences authorized under the law.

Responsibility: County of Lancaster

Priority: One

The 1993-1994 Action Plan for the County of Lancaster Comprehensive Plan lists this action as a 1994 County initiative. The City of Lancaster strongly supports this initiative.

8. Increased community response to violence and crime.

Responsibility: School District, Churches, Human Service Agencies, the Court System, Lancaster County Juvenile Probation Office, Lancaster Mediation Center, Youth-serving Organizations, the Medical Community, Neighborhood Organizations, Families

Priority: One

A collaborative, community-wide effort is needed to combat the growing problems of personal and property crime in Lancaster. The City of Lancaster is finally experiencing the wave of violence that has plagued the rest of the country, and property theft and vandalism continue to increase. A swift, concentrated, coordinated approach to dealing with this problem is necessary. Workshops in conflict resolution for youths and families, support services for children and parents dealing with violence at home, classes in parental responsibilities for teens and young adults, teen pregnancy prevention education and services, child care before and after school for working parents, low-cost recreational programs for all ages, employment for teens, School District consultation with the Police regarding crimes committed on school property, in-school suspension, and public forums on violence and crime prevention are among the community responses to the problem. Many programs are already in place. Efforts must continue and expand where necessary to address the need.

LAND USE ACTIONS

procedures, a complete revamping of the Ordinance is necessary. A technical review committee will advise City staff on proposed draft language. Review of national model ordinances and the County of Lancaster Subdivision and Land Development Ordinance will occur as part of the process.

VII. TRANSPORTATION ACTIONS

1. Development of parking management plans for the Central Business District and the city's neighborhoods.

Responsibility: Mayor's Parking Task Force, City of Lancaster, Lancaster Parking Authority, Consultant

Priority: One

The real and perceived lack of parking in the downtown and in residential areas is a frequent complaint by residents and visitors. The City's 1945 Comprehensive Plan cited parking in the downtown as a serious problem, and nearly 50 years later parking continues to be a problem. The availability and cost of parking to the consumer are important elements of the urban environment and have major impacts on people's perception of the liveability of the community. Parking management plans for the downtown and for residential neighborhoods will consider, at a minimum, the following elements of the city's parking "system": on-street parking; private, commercial/rental parking facilities; private, restricted parking facilities for residences, businesses, or institutions; and public parking facilities. Evaluation of current laws, regulations, and policies governing parking will be included in the plans.

2. Establishment of a county-wide car pooling program.

Responsibility: Lancaster Chamber of Commerce and Industry

Priority: One

Car pooling is an effective, low-cost system to reduce congestion and parking demand. Car pooling also improves air quality by reducing the number of vehicles on the road. The Lancaster Chamber of Commerce and Industry, with technical assistance from the County Planning Commission, will develop a county-wide car pooling program, utilizing the \$160,000 federal transportation grant awarded by the County Commissioners in early 1994.

3. Development of a downtown layover/transfer bus facility that utilizes an area other than the first block of North Queen Street.

Responsibility: Red Rose Transit Authority.

Priority: One

Under the current bus routing and transfer system, hundreds of passengers a day congregate on the sidewalks in the downtown, with the greatest pedestrian congestion occurring on the east side of the first block of North Queen Street. Complaints from businesses and downtown employees/shoppers are ongoing, and the lack of adequate shelter and seating for passengers in combination with the blocked sidewalks creates a negative perception of transit service. The RRTA should establish a new transfer facility, possibly with a combination of new indoor and sidewalk waiting areas, in a downtown location where impact on pedestrian activity will be diminished.

VIII. FACILITIES AND SERVICES ACTIONS

- 1. Designation of a responsible codes administrator who will assure that projects are reviewed in a consistent, fair and timely manner.**

Responsibility: City of Lancaster

Priority: Two

Presently, three City departments are primarily responsible for code administration: Public Works, Housing and Community Development, and Fire. An individual within the Department of Housing and Community Development will be assigned the responsibility of codes administrator. This person will work with developers/builders, direct questions to appropriate officials, facilitate plan approvals and guide individuals through the approval process.

- 2. Design of a more efficient, cost-effective, city-wide trash collection system that will result in lower prices for customers, a cleaner city, and improved recycling.**

Responsibility: City of Lancaster

Priority: Two

Improper or inadequate disposal of refuse by many city residents and businesses is an ongoing city problem. Based on customer lists provided by licensed haulers, at least 5,000 households do not have weekly trash pickup. In addition to a more efficient and effective collection system than that which presently exists, compliance with the recycling goal set forth in Pennsylvania Act 101 - 1988, that is, to recycle 25 percent of all waste materials by 1997, is one of the desired outcomes of an improved system.

FACILITIES AND SERVICES ACTIONS

3. Implementation of the recommendations of the Parks and Recreation Plan for the City of Lancaster.

Responsibility: City of Lancaster

Priority: Two

The City's Four-Year Parks Capital Improvement Plan includes improvements to the following parks/playlots during the next four years: (1) 1994 - Joe Jackson Tot Lot, Northwest Corridor Park, Farnum Park; (2) 1995 - Brandon Park, Conlin Field, Christian/North Tot Lot; (3) 1996 - Musser Park, Reservoir Park, Sixth Ward Park; (4) 1997 - Conestoga Pines Park. A proposed new facility is a community building within the Sixth Ward Park.

4. Development of a downtown lighting study and engineering plan, with an incremental approach, to install appropriate lighting to improve public safety.

Responsibility: PP&L, City of Lancaster, DID

Priority: Two

In order to improve pedestrian safety in the downtown and to provide a more pleasing nighttime appearance for shoppers, arts patrons, restaurant goers, visitors and residents, PP&L, with assistance from the City and DID, will develop a comprehensive lighting plan for the downtown. The plan will provide for appropriate street lights on major and minor street corridors and pedestrian ways.

5. Implementation of the City's Water Strategic Growth Plan, which addresses transmission of water from the Susquehanna River, water quality, water storage, capacity and pressure needs.

Responsibility: City of Lancaster, Lancaster City Water Authority

Priority: Three

The Water Authority will include funds in its budget for improvements needed to address the Plan's recommendations and to ensure that water quality meets national and state standards, and that an adequate water supply exists for all customers served by the City's water system.

IX. ENERGY CONSERVATION ACTIONS

- 1. Coordination of the City's affordable housing rehabilitation activities with community programs supporting energy conservation.**

Responsibility: City of Lancaster, Housing Development Corporation, PP&L, UGI

Priority: Three

Considerable housing rehabilitation activity is occurring throughout the city with government funding from the federal Community Development Block Grant and HOME Programs and the Pennsylvania Department of Community Affairs. Where the City is involved in the direct provision of funding to homeowners/investor-owners or the provision of grant or loan funds to nonprofit housing developers, City staff will assure that attention is given to meeting the standards of the Federal Model Energy Code and that property owners/developers are aware of weatherization and energy efficiency assistance/education programs.

- 2. Reduction of energy consumption by commercial, industrial, and institutional users.**

Responsibility: PP&L, UGI, Oil Companies

Priority: Three

Conducting energy audits and provision of technical assistance will be offered to customers. Energy suppliers will provide information on operational and technological improvements that will result in energy savings.

X. INTERGOVERNMENTAL/INSTITUTIONAL COOPERATION ACTIONS

1. Increased cooperation and interaction between the City and the Lancaster County Planning Commission.

Responsibility: City of Lancaster, Lancaster County Planning Commission

Priority: Two

The Lancaster County Comprehensive Plan Policy Plan refers to the City of Lancaster as the hub of Lancaster County. The County Planning Commission staff participated directly in the City's two and one-half year process to develop its **New Comprehensive Plan**. Similarly, City staff have participated in a number of Lancaster County Planning Commission committees and special planning initiatives, such as the Liveable Communities Forum, Long Range Transportation Plan, park and open space and transportation committees, among others. Continuation of these collaborative efforts will occur.

2. Development of a statewide building code.

Responsibility: Commonwealth of Pennsylvania, County of Lancaster, Lancaster Inter-Municipal Committee

Priority: Three

A statewide uniform building code would improve the current system where builders deal with different codes in various municipalities. State legislation has been introduced to establish statewide uniform building codes. If this legislation is not adopted and implemented, the County of Lancaster should proceed with the development of its own county-wide code. With changing technologies and standards, training for codes officials is an ongoing need. The Lancaster Inter-Municipal Committee will develop a low-cost, accessible training program for local municipal officials.