



## **Southwest Revitalization Initiatives**

for the City of Lancaster, Pennsylvania - November 7, 2007



THOMAS COMMITTA ASSOCIATES, INC.  
Town Planners & Landscape Architects



Aerial Photograph Depicting the Southwest Initiative Area

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# Southwest Revitalization Initiatives

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**Earlier this year**, the City of Lancaster sought to develop a physical and strategic vision plan for its southwest neighborhoods in accordance with our Commonwealth's "Elm Street" objectives. Specifically, proposed neighborhood revitalization efforts were to be firmly rooted in directives received from the City's diverse residents, business owners/employees, and religious/civic leaders. These directives, combined with Mayor J. Richard Gray's *Strategic Plan*, now serve as the foundation for this Southwest Revitalization Initiative. This project is supported by LIVE (Lancaster Investment in a Vibrant Economy), and financed by a grant from the Commonwealth of Pennsylvania, Department of Community and Economic Development. Our study area is comprised of three neighborhoods as identified in the 1995 report, *The Historic City of Lancaster*: The West End, Cabbage Hill, and Prospect Heights.

Lancaster City's *Department of Economic Development & Neighborhood Revitalization* and Lancaster County's *Economic Development Planning Division* provided essential demographic, economic, and social data for the targeted study area. Key community leaders and stakeholders then worked with our project team to actively encourage neighborhood participation during this visioning process. Many local citizens contributed their creative ideas.

To fully address all components of this Southwest Revitalization Initiative, *Thomas Comitta Associates, Inc., Town Planners & Landscape Architects*, assembled a team of consultants including Taylor Yewell of *Strategy 5* – an Annapolis-based firm specializing in real estate economics, strategic planning, and development solutions. Bruce Evans of *Cox Evans Architects* assisted this project team with an architectural analysis of each southwest neighborhood, and with architectural guidelines for future neighborhood redevelopment. Tracy Cutler and Deborah Brandt of *Bloom Creative*, creators of the popular *Fig* publication which actively promotes downtown businesses, added their design and marketing skills to develop a southwest neighborhood identity icon for future community promotions.

Following a thorough review of available neighborhood data, the project team began its site reconnaissance by exploring each block within the Southwest Revitalization Initiative Area. Photographs and notes were taken. Spontaneous discussions with residents, business owners, and civic leaders occurred, as we began to informally seek local perceptions of each neighborhood. More structured opportunities for public input were provided with four community workshop sessions held on July 31, August 2, August 7, and August 15.

Our team of City representatives and planning professionals listened to local citizens. We then drafted this Southwest Revitalization Initiative which, in our opinion, reflects stated community goals and sound neighborhood planning practices. We now welcome your future involvement with initiative implementation, as we collectively build stronger, cleaner and safer city neighborhoods.

John D. Hershey, RLA, Project Manager  
Thomas Comitta Associates, Inc.  
Town Planners & Landscape Architects





## **OVERVIEW OF OUR PLANNING PROCESS:**

- **NEIGHBORHOOD INVENTORY**
- **ARCHITECTURAL ANALYSIS**
- **ECONOMIC FEASIBILITY**
- **PUBLIC PARTICIPATION**
- **SUMMARY OF COMMUNITY GOALS & VISION**



Christ Lutheran Church, Manor and Strawberry Streets



Kunzler Company Staff, 652 Manor Street

Manor Street Opening



J. P. Kirchner, 503 Poplar Street

All historic photographs are courtesy of the Lancaster County Historical Society, Lancaster, Pennsylvania



Fremont Street School

St. Joseph's Catholic Church



Laurel Street Trolley at the Intersection of New Dorwart and St. Joseph Streets (1943)



The Southwest Revitalization Initiative Area is bordered to the north by W. King Street (State Route 462) – an historic route that played a key role in early 18th-century travel, westward settlement, and local commerce. Several noteworthy structures including a residence at 434 W. King Street and the Historic Blue Star Tavern remain icons from an era when this key city corridor was known as “King’s Highway” in honor of Great Britain’s King George.

During the mid-nineteenth century, city settlement expanded southward, and included the neighborhood still known today as Cabbage Hill. Comprised mainly of late 19th-century row homes and narrow streets, Cabbage Hill provided workforce housing to Lancasterians employed in a nearby silk mill, cotton mill, umbrella factory, tobacco companies, and a meat processing plant which continues its operation today. Rolling topography affords local neighborhood residents many picturesque vistas toward downtown and local architectural landmarks such as St. Joseph’s Catholic Church.

Manor Street (State Route 999) serves as Lancaster’s southwest gateway and carries thousands of vehicles daily through a congested city corridor. With increased vehicular traffic, limited parking facilities, and outward suburban sprawl, Manor Street eroded from a source of neighborhood pride (see adjoining photo) to become one of our City’s greatest urban design challenges. Near the City’s southern boundary, the urban streetscape transitions into a nondescript, suburban-style retail strip.

Located north of Manor Street and west of Old Dorwart Street, the West End neighborhood is another tightly clustered community which expanded southward from W. King Street beginning in the late 19th-century. Homes were originally occupied by workers at neighborhood factories such as Slaymakers Lock Company, the Safe Padlock and Hardware Company, and Hamilton Watch Company.

Although “Prospect Heights” originally referred to a 1914 subdivision located at Wabank Road and Fairview Avenue, this community moniker is often applied to several of Lancaster’s most southern neighborhoods constructed during the post-World War II housing boom. This area comprised of homes on larger tracts of land, wider streets, expansive school properties, and large churches differs dramatically from other Southwest Initiative areas.

## Southwest Revitalization Initiatives Neighborhood Inventory - Images from the Past

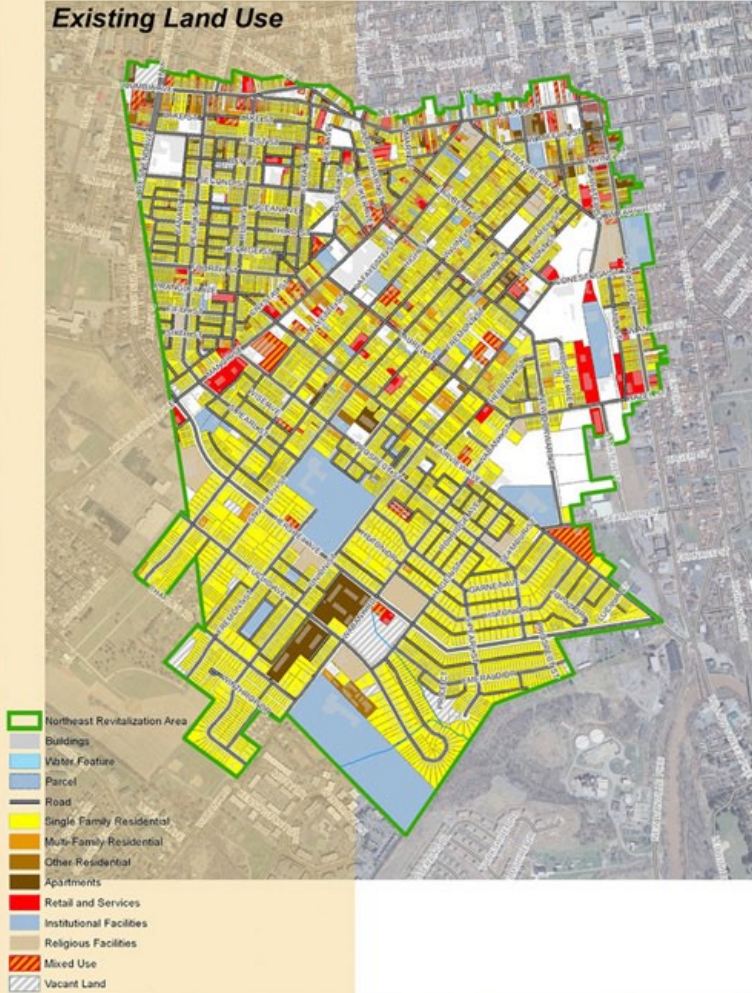


Southwest neighborhoods are composed of a diverse assemblage of structures, streetscapes, and public open space

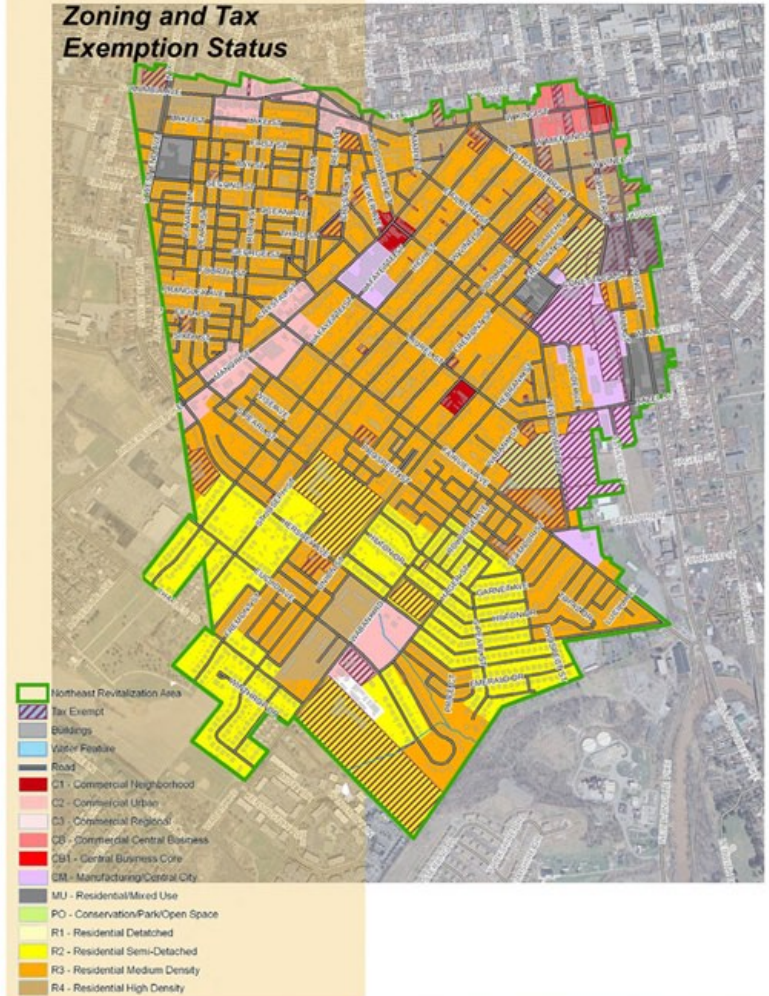


## Southwest Revitalization Initiatives Neighborhood Inventory - Images from the Present

### Existing Land Use



### Zoning and Tax Exemption Status



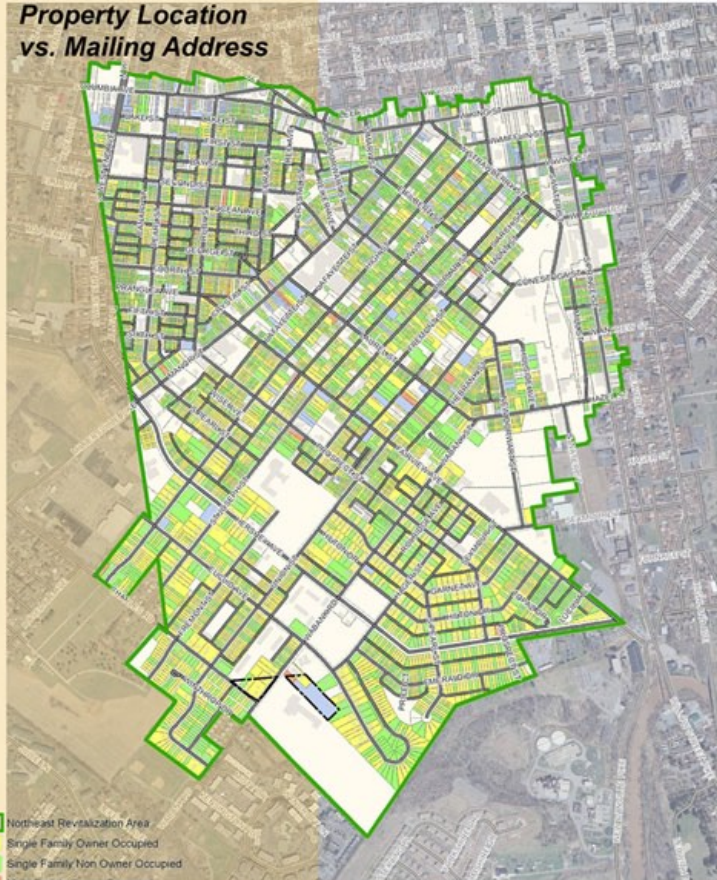
## Southwest Revitalization Initiatives

# Neighborhood Inventory

- Mapping prepared by Lancaster County's Economic Development Planning Division

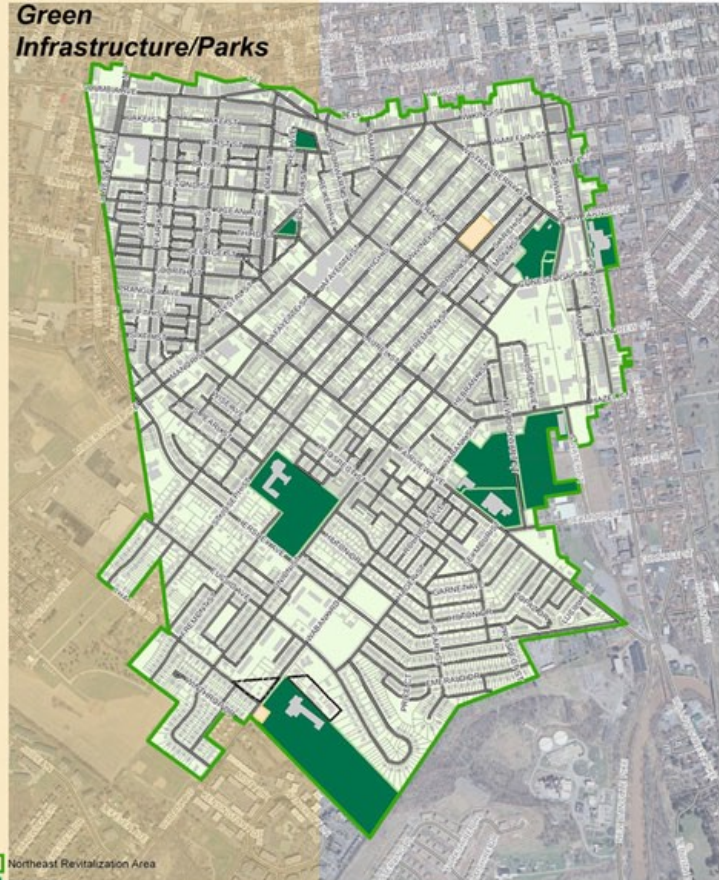


### Property Location vs. Mailing Address



- Northeast Revitalization Area
- Single Family Owner Occupied
- Single Family Non Owner Occupied
- Multi-Family Owner Occupied
- Multi-Family Non Owner Occupied
- Non Residential Properties
- Road
- Buildings
- Parcel

### Green Infrastructure/Parks



- Northeast Revitalization Area
- Public Park
- Private Non-Profit Park
- Cemetery
- Building
- Parcel
- Road



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**Substantial residential development** in the Southwest section of the city began in the early 1850's. The initial area of development was defined by Strawberry Street to the northeast, Laurel Street to the southwest, Manor Street to the northwest, and Poplar Street to the southeast. This area is commonly known as Cabbage Hill.



Existing construction in the Cabbage Hill neighborhood dates from 1880 to 1900, with a few structures of earlier vintage. Although a small number of the residences are free-standing, a majority of the residences are Late Victorian, two-story brick row-houses. Narrow streets and hilly terrain limited the development of porches, and encouraged small elevated stoops at entrances.

Similarly, residential construction farther west and southwest to Wabank Road, West End Avenue, and Hershey Avenue is composed of modest, Late Victorian and Colonial Revival brick masonry row-houses. Homes are typically two-story with mansard roofs, or corbelled eaves and dormers. This area's wider streets permit deeper building setbacks, porches with wood columns or posts, and small planting areas. Alleys provide limited off-street parking.



Architecturally distinct from the earlier construction, neighborhoods located west of Hershey Avenue and south of Wabank Road are less dense and more suburban in character. Typically more modest brick masonry two-story row-houses and one-story single family residences, these houses are set back from the street with small front yards, garages, and covered entrances.

Larger residential buildings along West King Street and Manor Street are now generally more deteriorated and have been subdivided into multi-unit apartments. Small neighborhood commercial businesses are typically limited to these same major streets and at major street intersections with South West End Avenue, Hershey Avenue, and Wabank Road.

Although the Southwest Revitalization Initiative area is predominantly residential, significant industrial buildings or complexes are also integrated into the fabric of these neighborhoods. Most prominent are the former Safe Padlock, Slaymaker Lock, and Hamilton Watch complexes, and the current Kunzler operations. Other significant civic buildings include St. Joseph's Catholic Church, the former Pearl Street Public School, and former Western Market Hotel (now known as the Historic Blue Star Tavern).



## Southwest Revitalization Initiatives

# Architectural Analysis





Existing corner store serving southwest neighborhoods



Adaptive reuse of two existing structures for new residential and commercial occupancy



The following analysis provides a scan of the demographics, economic characteristics, and real estate trends that will impact revitalization efforts in Lancaster's Southwest Neighborhoods and the local real estate market sectors.

In the course of the market scan, data was compiled through conventional sources such as the U.S. Census Bureau, Claritas, the City of Lancaster, Lancaster County, and a 2006 document, Residential Market Potential, prepared by Zimmerman/Volk Associates. In order to gain an insider's perspective on market issues related to land use planning in the Southwest Neighborhoods, interviews were conducted with the following stakeholders: Paula Jackson, City of Lancaster Bureau of Planning; Barry Baldwin, developer of the Kerr Glass site; Gene Duncan, Thaddeus Stevens College and former City Councilman; Lisa Riggs, Executive Director of the James Street Improvement District; Shelby Nauman, Project Manager, James Street Improvement District; Steve Messner, Messner Enterprises Development Ventures; and Cindy Hampton, Lancaster County Planning Department.

### Demographic Scan

**Population and Households** — Population growth is an indicator that an area is attracting new residents, workers and shoppers, while generating demand for goods and services. For the purposes of this analysis, population and household data was gathered for four areas: the Northeast and Southwest neighborhoods, Lancaster City, and Lancaster County.

In many instances, the population growth in a city's suburban areas exerts demand pressures within the urban area, particularly if attractive development opportunities are available. Population and household growth in Lancaster County could be characterized as steady, but not robust. Between 1990 and 2000, 47,836 new households were added to the county (an 11.31% increase), with an additional 22,821 added from 2000 to 2006 (a 4.0% increase). Although the City saw a very modest increase of 60 households between 1990 and 2000 (a 0.3% increase), all areas surveyed showed decreases from 2000 to 2006. See Table 1.

Description	Northeast Neighborhoods	Southwest Neighborhoods	Lancaster City	Lancaster County
<b>Population</b>				
2011 Projection	7,098	13,576	54,776	512,883
2006 Estimate	7,114	13,775	55,022	493,479
2000 Census	7,189	14,069	56,348	470,658
1990 Census	6,771	13,924	56,188	422,822
Growth 1990-2000	6.17%	1.04%	0.28%	11.31%
<b>Households</b>				
2011 Projection	2,717	5,121	19,866	191,736
2006 Estimate	2,771	5,274	20,325	183,195
2000 Census	2,848	5,458	20,933	172,560
1990 Census	2,862	5,557	21,330	150,956
Growth 1990-2000	-0.49%	-1.78%	-1.86%	14.31%

Source: Lancaster County, Claritas, Strategy 5

**Income & Employment** — Income is a factor that directly influences demand characteristics in the residential, retail, and food & beverage market sectors. Residential market characteristics, such as the types of housing and pricing, are strongly influenced by local and regional economic trends. Household incomes are commonly factored in with population densities to determine the locations of shopping centers and retailers targeted toward a specific market segment.

Table 2 shows the three common indicators of income — average household, median household, and per capita — for the four subject areas. Income indicators are higher for both the Northeast and Southwest neighborhoods than the City as a whole. However, indicators are considerably lower than the more prosperous county, a fairly common condition when comparing urban areas to the surrounding suburban areas. See Table 2.

	Northeast Nhbhd.	Southwest Nhbhd.	Lancaster City	Lancaster County
2006 Est. Average HH Income	\$42,413	\$40,458	\$39,290	\$63,350
2006 Est. Median HH Income	\$36,092	\$35,858	\$31,935	\$51,701
2006 Est. Per Capita Income	\$16,521	\$15,597	\$14,976	\$23,790

Source: Lancaster County, Claritas, Strategy 5

**Conclusion** — Demographic statistics are not necessarily indicative of an area's redevelopment potential. Although population and income data are somewhat static for the study areas and City as a whole, emerging projects and interest in potential redevelopment sites may point to near-term changes in the economic dynamics of the Southwest Neighborhoods.

## Southwest Revitalization Initiatives

# Economic Feasibility - Existing Demographics

## Residential Market Scan

**Construction Activity** — Residential construction activity and population data track the same phenomenon: where people live. Residential construction activity is an important indicator of growth patterns within a region, county, municipality, or specific area. New households generate greater demand for goods and services, and stimulate the development of new retail uses, as well as other commercial activities.

Table 3 shows new residential construction permits issued from 2002 through 2006 for the City of Lancaster. All of the eighty-eight new houses built in the city in the past five years were single family detached homes.

2002	2003	2004	2005	2006
20	21	23	14	10

Source: US Census; Strategy 5

**Market Potential** — The 2006 Zimmerman/Volk Associates' Residential Market Potential study included a target market analysis that projected the potential market for new and existing housing units in the City. Their methodology considers not only basic demographic characteristics, but also less frequently analyzed attributes such as mobility rates, lifestyle patterns and household compatibility issues. The study concludes that the City could support the absorption of 225 new housing units annually for various income levels, or about 8 percent of the potential market. Table 4 summarizes the potential housing market for in-town neighborhoods.

	Multi-Family		Single-Family		Total
	For-Rent	For-Sale	Attached	Detached	
Total Households	830	810	800	410	2,850
Mix Distribution	29.1%	28.4%	28.1%	14.4%	100.0%

Source: Zimmerman/Volk Associates, Inc.; Strategy 5

Table 5 shows the distribution of renovated and newly created residential units that could be absorbed each year over the next five years in Lancaster's in-town neighborhoods. Units are categorized by type and price range.

Apartments		Condominiums	
Monthly Rent Range	Units Per Year	Price Range	Units Per Year
\$400-\$550	20	\$50,000-\$75,000	12
\$550-\$700	18	\$75,000-\$100,000	36
\$700-\$850	18	\$100,000-\$125,000	22
\$850-\$1,000	15	\$150,000 and up	11
\$1,000 and up	12		
<b>Total</b>	<b>83</b>		<b>81</b>
Townhouses		Detached Houses	
Price Range	Units Per Year	Price Range	Units Per Year
\$100,000-\$150,000	14	\$150,000-\$200,000	9
\$150,000-\$200,000	10	\$200,000-\$250,000	5
\$200,000-\$250,000	10	\$250,000-\$300,000	4
\$250,000 and up	6	\$300,000 and up	3
<b>Total</b>	<b>40</b>		<b>21</b>

Source: Zimmerman/Volk Associates, Inc.; Strategy 5

**Conclusion** — Although the densely built-out environment of the Southwest Neighborhoods does not necessarily preclude new residential development opportunities, few available sites and/or adaptable buildings limit new residential redevelopment opportunities. Local residents have expressed the desire to encourage more owner-occupied housing and reuse of presently under-utilized structures.



## Retail Market Scan

**Retail Overview** — Retail development is primarily a function of population and income characteristics. It follows other types of development, yet it is not a leading land use. A retail center cannot generate new business or create new buying power. It can only attract customers from existing businesses within, or beyond, the trade area that are not meeting market expectations, or fulfill a demand that has not been met within the market area. It can also capture the increase in purchasing power that results from population, household, employment, or income growth. New retail space can cause a redistribution of business outlets and consumer patronage, but it rarely creates new consumers.

The Urban Land Institute (ULI) defines six key types of retail shopping centers that comprise the majority of retail development in the United States: the convenience center, the neighborhood center, the community center, the power center, the regional center, and the super regional center. For purposes of understanding terms and characterizations used in this report, the three types of retail centers most relevant to the study areas are summarized as follows:

**Convenience Center** — A convenience center provides for the sale of personal services and convenience goods similar to those of a neighborhood center. It contains a minimum of three stores, with a total gross leasable area (GLA) of up to 30,000 square feet. Instead of being anchored by a supermarket, a convenience center usually is anchored by some other type of personal/convenience service such as a mini-market.

**Neighborhood Center** — This type of retail center provides for the sale of convenience goods (foods, drugs, and sundries) and personal services (e.g. laundry and dry cleaning, hair-styling, and tailoring) for the day-to-day needs of the residents in the immediate area. It is built around a supermarket as the principal tenant, and typically contains a gross leasable area of about 60,000 square feet. In practice, neighborhood centers can range from 30,000 to 100,000 square feet.

**Community Center** — In addition to the convenience goods and personal services offered by the neighborhood center, a community center provides a wider range of soft lines (wearing apparel) and hard lines (hardware and appliances). The community center makes merchandise available in a greater variety of sizes, styles, colors, and prices. Many centers are built around a junior department store, variety store, super drugstore, or discount department store as the major tenant, in addition to a supermarket.

Although a community center does not have a full-line department store, it may have one or more strong specialty stores. Its typical size is about 150,000 square feet of gross leasable area, but in practice, it may range from 100,000 to more than 500,000 square feet. Centers that fit the general profile of a community center but contain more than 250,000 square feet are classified as super community centers. As a result, the community center is the most difficult to estimate for size and pulling power.

**Supply: Southwest Revitalization Initiative Area** — Much of the Southwest Neighborhoods' retail needs are served by the Manor Shopping Center, a community center located on Millersville Pike, just beyond the study area in Lancaster Township. Tenants of the center include a Weis Markets grocery, CVS pharmacy, a 16-screen Regal Cinema, a Mande's apparel store, a SuperPetz pet store, Advance Auto Parts, Payless Shoe Source, Guitar Center, Fulton Bank, McDonald's, and Ruby Tuesday.

**Retail Demand and Opportunities, Southwest Revitalization Initiative Areas** — Based upon the findings of the 2006 Retail Market Opportunity Gap study, the Southwest Neighborhoods are more effectively served by its local retailers than other city neighborhoods. The most significant gap appears in the full service restaurant sector, with an opportunity gap shortage of approximately \$5.5 million.

**Conclusion** — Opportunity sites are somewhat limited in the Southwest Neighborhoods due to the densely built-out environment, the preponderance of residential land uses, and the lack of adequate parking for retail operations. Opportunities for new retail will be limited by the apparent equilibrium in supply and demand, and a lack of abundant viable opportunity sites. Nonetheless, a viable market for the reactivation of street-corner commercial properties to new food and beverage or retail uses may exist, based on input from local residents. Other potential sites for development are later noted in this document.



A potential retail opportunity site and a new business destination



An existing street-corner restaurant

## Southwest Revitalization Initiatives

# Economic Feasibility - Non-Residential Market Potential

### Southwest Neighborhood Revitalization Advisory Committee

To infuse local expertise and experience into the revitalization process, the City of Lancaster formed the Southwest Neighborhood Revitalization Advisory Committee. This group of twelve neighborhood residents, business owners, and other community leaders is charged with:

- providing local neighborhood-based guidance to city staff and its consultants
- serving as neighborhood ambassadors
- sharing the tailored southwest strategies of this committee, consultants, and City staff with all City residents
- working toward the future success of revitalization initiatives.

The Advisory Committee meets every other month. Led by the City's Department of Economic Development and Neighborhood Revitalization, this committee consists of the following individuals: Peter Barber, Rev. Janet Brennehan, Rev. Louis Butcher, Ted Gerhart, Babette J. Hammond, John D. Hughes, Mary Munster, Sheila Murray-Hargrove, Rafael Rodriguez-Cortez, Sandra Resch, Brian Reynolds, and Tim Roschel.

### Southwest Neighborhood Planner

The City of Lancaster has also hired city resident, Angelica Haines, as its Southwest Neighborhood Planner. Responsibilities of this position include developing and managing a community planning process, and conducting neighborhood research. Specific areas of focus include identifying individuals from the community to participate in the planning process, working with consultants to develop a plan, and building a database of contacts and distribution channels for future communication. Documenting and cataloguing community assets, infrastructure needs, conditions of public parks and open spaces, housing stock and business/employment bases are additional responsibilities of the Southwest Neighborhood Planner.

### All Southwest Community Members

Engagement of the general public in the planning process is essential to a successful community revitalization initiative. To solicit public input, Thomas Comitta Associates lead four interactive, engaging Neighborhood Workshops on July 31, August 2, August 7, and August 15, 2007. Goals and objectives shared by area residents, business owners, civic leaders, local clergy and other stakeholders are recorded on the following pages, and serve as a firm foundation for our planning initiatives.



## Southwest Revitalization Initiatives Public Participation



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This graphic depicts mapped locations of each home or business represented by all neighborhood workshop participants. A total of 82 community members signed-in at these four sessions.



## Southwest Revitalization Initiatives Public Participation



## Neighborhood Workshop Summary

Slaymaker Lock Building  
July 29, 2007

In response to the 'Five Questions for Consideration' as prepared and distributed by TCA, the following responses were received from neighborhood representatives:

### Question #1: What are some of your neighborhood's best attributes, and what makes your neighborhood distinctive when compared to other city neighborhoods?

#### Responses:

- Cleanliness
- Walkability
- Ethnic and cultural diversity
- Neighborhood with a sense of community
- Homes with historic/attractive value
- Flower gardens
- Nice neighborhood parks
- Good school district
- Residential character
- Variety of well-painted homes
- Narrow "old-fashioned" streetscapes
- Friendly neighbors
- Tree-lined streets
- Convenience to downtown, shopping, work
- Good social neighborhood
- Churches located within the neighborhoods
- Good parking
- Good neighbors
- Good existing businesses (Kunzler's, Amanda's, Jethro's, etc)
- Small blocks
- Proximity to fire station
- Parks with lots of potential



### Question #2: What would you like to change about your neighborhood, and what concerns, if any, do you have regarding:

- Vehicular Traffic, Pedestrian Circulation, and Public Transit Accessibility?
- Parking Availability?
- Lighting of Public Spaces?
- Perceptions of Neighborhood Safety and Security?
- Litter?
- Environmental Sustainability?

#### Responses - Vehicular Traffic, Pedestrian Circulation, and Public Transit Accessibility:

- Incorporate traffic-calming strategies
- Address loud cars and sirens

#### Responses to Question #2 Continued:

- Improve transportation corridors used only as "pass-through" routes
- Enforce permit parking
- Explore use of reserved parking
- Improve bus access/routes
- Address speeding issue – might be due to a lack of 'stop' signs
- Remove unused bus stops to allow for more on-street parking
- Paint/improve crosswalks
- Provide more ADA accessibility improvements
- Designate bike lanes

#### Responses – Parking Availability:

- Address limited parking availability
- Require new housing to have adequate new parking facilities
- Paint on-street parking space delineations
- Use parking garages
- Develop agreements between businesses/churches to use empty parking lots
- Remove disabled/abandoned vehicles from streets
- Enforce sight-line impediments at street intersections
- Develop buying incentives for urban-friendly, smaller vehicles
- Add bike racks at commercial locations

#### Responses – Lighting of Public Spaces:

- Add motion lights and/or porch lights in dark neighborhoods
- Illuminate dark alleys and public spaces
- Prune street trees to increase sight lines/lighting
- Promote façade lighting and home beautification/renovations

#### Responses – Perceptions of Neighborhood Safety and Security:

- Address youths who are out late at night
- Add surveillance cameras
- Improve communication between neighbors
- Investigate run-down properties
- Create more block associations to help secure neighborhoods
- Add police foot/bike patrols
- Improve resident/police interaction and reporting
- Reduce theft which is a major issue
- Understand that community officers are very important to SW Neighborhoods
- Eliminate drug dealing in parks which is keeping residents from using open spaces

#### Responses – Litter:

- Note that litter is more of a problem in the "Hill" area
- Coordinate Trash and Street Cleaning Days
- Schedule neighborhood cleanups more frequently
- Add litter receptacles
- Enforce penalties for littering
- Provide anti-litter campaigns and litter awareness programs in schools
- Use "Keep Lancaster Beautiful" campaign
- Encourage recycling programs
- Enforce use of trash cans with lids

#### Responses – Environmental Sustainability:

- Improve storm water drainage
- Add trees for improved streetscapes
- Encourage 'green' roofs
- Fix sewage system
- Address air pollution
- Routinely clean storm water inlets
- Use appropriate street trees (shorter trees beneath power lines; sapless, "clean" trees)
- Encourage more flower boxes



### Question #3: Are specific types of open space enhancements for both active & passive recreation needed in your neighborhood?

#### Responses:

- Take advantage of available space that is not already utilized
- Provide better lighting and/or surveillance cameras in existing open spaces/parks
- Add more benches (especially at bus stops)
- Increase park space in SW Neighborhoods
- Offer more organized sports/activities
- Involve family or neighborhood groups/associations in maintenance
- Provide grant money to neighborhood associations involved in cleanup
- Find volunteer/community service labor to rehabilitate neighborhood open spaces
- Add more active recreational spaces (basketball courts, etc)
- Remove billboards at Manor & West End Ave. to develop a new 'pocket park
- Develop "Adopt-a-Park" program
- Provide afternoon/evening/summer recreational programs for neighborhood children
- Add more playgrounds and dog parks
- Improve law enforcement and maintenance within existing parks
- Hire professional landscape architects to revitalize neighborhood parks
- Develop 'green' design components in neighborhood parks (native plants, storm water infiltration, etc.

### Question #4: Are some desirable housing types and/or neighborhood-serving businesses presently missing from your neighborhood?

#### Responses:

- Add more corner stores/restaurants/delis/diners
- Encourage more owner-occupied housing
- Desire homes with porches
- Provide more ethnic food stores
- Take better advantage of historic architecture
- Maintain affordable housing opportunities
- Desire fewer rental properties
- Explore reuse of underutilized existing structures
- Create more home-owner associations to invoke community pride
- Eliminate illegal housing conversions (single- to multi-family structures)
- Maintain traditional architectural character
- Improve residential and commercial parking
- Involve neighborhood businesses in neighborhood revitalization

## Southwest Revitalization Initiatives

# Summary of Community Goals & Vision



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**Question #5: If you could tell Lancaster City representatives how best to improve public property with public funds targeted at your neighborhood, what prioritized community improvements would you like to see?**

**Responses:**

- Surveillance camera installation/monitoring of public spaces
- Investment District/Improvement Districts similar to JSID
- Street tree maintenance program (trimming, sidewalk repairs, disease control, etc)
- Maintenance of neighborhood alleys
- Traffic-calming
- Sidewalk improvements
- Much greater police presence
- Bike patrols
- New/better street cleaners
- Park improvements
- Better parking enforcement
- Community center(s)
- Trash receptacle program
- Better lighting of public spaces



**Neighborhood Workshop Summary**  
Two Dudes Painting Company  
August 2, 2007

In response to the 'Five Questions for Consideration' as prepared and distributed by TCA, the following responses were received from neighborhood representatives:

**Question #1: What are some of your neighborhood's best attributes, and what makes your neighborhood distinctive when compared to other city neighborhoods?**

**Responses:**

- Ethnic/cultural diversity
- Neighborhood setting with convenient churches, laundry, auto repair
- Community members who look out for one another
- Residents who work diligently on their properties
- Long-term residents
- Neighborhood churches
- Good/friendly neighbors
- Holiday festivities
- High levels of home ownership
- Neighborhood stability
- Murals
- Access to public transportation
- People who are generally friendly
- Some streets which are very quiet



**Question #2: What would you like to change about your neighborhood, and what concerns, if any, do you have regarding:**

- Vehicular Traffic, Pedestrian Circulation, and Public Transit Accessibility?
- Parking Availability?
- Lighting of Public Spaces?
- Perceptions of Neighborhood Safety and Security?
- Litter?
- Environmental Sustainability?

**Responses - Vehicular Traffic, Pedestrian Circulation, and Public Transit Accessibility:**

- Improve bus service (some participants noted that existing public transportation is great)
- Enforce speed limits
- Address streets which are too narrow
- Cite drivers who do not slow down/stop for pedestrians, or for motorists attempting to park
- Address motorcycle traffic and noise

**Responses - Parking Availability:**

- Address a lack of parking availability
- Review existing street widths/parking arrangements
- Explore shared public/private off-street parking options

**Responses - Lighting of Public Spaces:**

- Provide more lighting for a brighter streetscape
- Install and use porch lights

**Responses - Perceptions of Neighborhood Safety and Security:**

- Address graffiti problem
- Improve inadequate police protection/patrols
- Provide more housing inspections (code enforcement, etc)
- Enforce nuisance laws
- Address drugs and drug dealing
- Understand that theft is another key neighborhood issue

**Responses - Litter:**

- Understand that litter is a major problem
- Cite dog owners who are not cleaning up after their pets on streets/sidewalks
- Schedule organized cleanup projects
- Provide trash receptacles
- Encourage local businesses to help control litter
- Provide educational / anti-litter campaign programs
- Understand that trash pickup is irregular/inadequate - smaller trucks might be needed on narrow streets

**Responses - Environmental Sustainability:**

- Improve storm water drainage
- Maintain storm water inlets

**Question #3: Are specific types of open space enhancements for both active & passive recreation needed in your neighborhood?**

**Responses:**

- Address a lack of park space in some SW Neighborhoods
- Utilize school properties for community open space
- Add more benches (at bus stops, etc.)
- Repair existing parks

**Question #4: Are some desirable housing types and/or neighborhood-serving businesses presently missing from your neighborhood?**

**Responses:**

- Provide convenience store
- Add more entertainment venues including a theater within closer proximity
- Create community gathering spaces
- Renovate existing homes; codes should be enforced

**Question #5: If you could tell Lancaster City representatives how best to improve public property with public funds targeted at your neighborhood, what prioritized community improvements would you like to see?**

**Responses:**

- Improved neighborhood parks
- Biking/foot police patrols which are approachable
- Better police response times
- More open space
- Better snow removal
- Provision of supplies to residents for fixing up properties
- Seizure of "slum lord" properties
- Improved property inspections
- Improved Manor Street corridor
- Fixed sidewalk and street tree problems
- Improved communication between the City and its residents



**Southwest Revitalization Initiatives**  
**Summary of Community Goals & Vision**

## Neighborhood Workshop Summary

St. Joseph's Church  
August 7, 2007

In response to the 'Five Questions for Consideration' as prepared and distributed by TCA, the following responses were received from neighborhood representatives:

**Question #1: What are some of your neighborhood's best attributes, and what makes your neighborhood distinctive when compared to other city neighborhoods?**

**Responses:**

- Architecture
- Topography
- Diversity of population
- Neighborliness
- Tree-lined streets
- Planters/flowers
- History
- Kunzler
- Schools
- Churches
- Parks
- Recreation Commission
- Restaurants
- Good Neighbors
- Neighborhood walkability
- Neighborhood stability
- Strawberry Hill
- Clean/well-maintained streets
- People take care of their spaces
- Landscape
- Public transportation
- Proximity to hospitals, entertainment, and downtown



**Question #2: What would you like to change about your neighborhood, and what concerns, if any, do you have regarding:**

- Vehicular Traffic, Pedestrian Circulation, and Public Transit Accessibility?
- Parking Availability?
- Lighting of Public Spaces?
- Perceptions of Neighborhood Safety and Security?
- Litter?
- Environmental Sustainability?

**Responses - Vehicular Traffic, Pedestrian Circulation, and Public Transit Accessibility:**

- Address traffic volume on Manor Street
- Improve Manor Street with new pedestrian crossing at Manor/Filbert

**Responses to Question #2 Continued:**

- Use smaller trash trucks and busses due to narrow street widths
- Improve snow removal (especially on narrow streets)
- Clean up debris from trees to have safe pedestrian use of sidewalks
- Add more traffic signals
- Incorporate traffic-calming (Hershey Ave.)

**Responses – Parking Availability:**

- Address limited parking availability
- Create off-street parking options

**Responses – Lighting of Public Spaces:**

- Address lack of lighting in alleys

**Responses – Perceptions of Neighborhood Safety and Security:**

- Address prevalent gunshots
- Discourage loitering in alleys and at corners which creates an unsafe environment
- Install surveillance cameras
- Address negative conditions on Manor Street
- Improve pedestrian safety and security
- Involve businesses in neighborhood revitalization
- Improve run-down properties
- Reduce vandalism which is now prevalent
- Add more police patrols

**Responses – Litter:**

- Understand that litter is a major neighborhood problem
- Clean streets weekly rather than bi-weekly
- Remove trash containers placed in front of homes (due to new trash can size being larger than many alleys)
- Remove hanging shoes from power lines
- Address weeds
- Enforce pick-up after pets in public areas

**Responses – Environmental Sustainability:**

- Improve storm water management

**Question #3: Are specific types of open space enhancements for both active & passive recreation needed in your neighborhood?**

**Responses:**

- Revitalize Rodney Park and Crystal Park
- Eliminate drug activity in parks which discourages park use by families/children
- Address inadequate lighting/security at neighborhood parks
- Balance recreational needs of teens/older youths with that of young children
- Repair sidewalks and curbs for better accessibility
- Improve Conlin Field seating
- Address a need for more parks within close proximity to some neighborhoods



**Question #4: Are some desirable housing types and/or neighborhood-serving businesses presently missing from your neighborhood?**

**Responses:**

- Improve housing inspection process (already underway)
- Provide more grocery store options
- Provide affordable housing
- Replace/renovate run-down homes
- Provide a discount store

**Question #5: If you could tell Lancaster City representatives how best to improve public property with public funds targeted at your neighborhood, what prioritized community improvements would you like to see?**

**Responses:**

- Security cameras
- New pedestrian lighting
- Litter receptacles
- Bike/foot police patrols
- Hotlines to anonymously report illegal activities
- New job opportunities serving those released from prison
- Programs to assist all people searching for work
- More structured youth activities
- Improved façade/porch lighting
- New traffic signals
- New police substation in SW quadrant

## Neighborhood Workshop Summary

Hamilton Elementary School  
August 15, 2007

In response to the 'Five Questions for Consideration' as prepared and distributed by TCA, the following responses were received from neighborhood representatives:

**Question #1: What are some of your neighborhood's best attributes, and what makes your neighborhood distinctive when compared to other city neighborhoods?**

**Responses:**

- Good neighbors
- Long-time residents
- Architectural diversity
- Low crime rate in some areas
- Access to Manor Shopping Center
- Tree-lined streets
- Playgrounds at Schools
- Sidewalks
- Home ownership



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**Responses to Question #1 Continued:**

- Proximity to downtown, neighborhood schools, and other urban amenities
- Places to walk pets
- Fair amount of on-street parking spaces

**Question #2: What would you like to change about your neighborhood, and what concerns, if any, do you have regarding:**

- Vehicular Traffic, Pedestrian Circulation, and Public Transit Accessibility?
- Parking Availability?
- Lighting of Public Spaces?
- Perceptions of Neighborhood Safety and Security?
- Litter?
- Environmental Sustainability?

**Responses - Vehicular Traffic, Pedestrian Circulation, and Public Transit Accessibility:**

- Traffic-calming – Hershey/Wabank
- Pedestrian crossings
- Traffic volume on Manor at Hershey/Charles – left-turn signalization suggested
- Designated bike lanes – Hershey/Wabank
- ‘Stop’ sign enforcement
- Convenient bus stops
- Narrow streets

**Responses – Parking Availability:**

- Address limited parking availability
- Take down unused designations for handicap-accessible parking spaces
- Create off-street parking options
- Implement permit parking
- Locate fire hydrants on non-parking side of street

**Responses – Lighting of Public Spaces:**

- Address lack of lighting in alleys
- Add appropriate and non-intrusive lighting
- Prune trees which block lights
- Obtain grants to expand use of porch lights
- Distinguish between street lighting vs. pedestrian lighting

**Responses – Perceptions of Neighborhood Safety and Security:**

- Add more police patrols with personable officers
- Install surveillance cameras
- Encourage more involvement of “Neighborhood Watch”
- Address negative safety/security perceptions for pedestrians
- Illuminate Brandon Park which is now dark and isolated

**Responses – Litter:**

- Litter is a major neighborhood problem
- Install more public trash cans
- Cite “litterbugs” and those who do not pick up after pets in public areas

**Responses – Environmental Sustainability:**

- Improve stormwater management – Hershey/Union, Hershey/Wabank, Fremont/Euclid, Dorwart/Fremont

**Question #3: Are specific types of open space enhancements for both active & passive recreation needed in your neighborhood?**

**Responses:**

- Remove barbed wire fence at Conlin Field
- Add stairs down to park at the 400 Block of Fremont St.
- Remove billboards
- Add benches to existing parks and open spaces
- Acquire more open space within the higher-density areas
- Make parks more family-friendly
- Add more ‘pocket’ parks

**Question #4: Are some desirable housing types and/or neighborhood-serving businesses presently missing from your neighborhood?**

**Responses:**

- Address deteriorating apartment complex at Euclid/Wabank
- Increase in home ownership
- Provide fresh markets/co-ops
- Add more restaurants

**Question #5: If you could tell Lancaster City representatives how best to improve public property with public funds targeted at your neighborhood, what prioritized community improvements would you like to see?**

**Responses:**

- Security cameras
- New pedestrian lighting
- Litter receptacles
- Bike/foot police patrols
- Pedestrian crossings at Wabank/Manor/Hershey
- Improved sidewalks
- Traffic-calming devices
- Better police enforcement
- Better snow removal plan, especially for the alleys
- Consistent code enforcement



## Southwest Revitalization Initiatives Summary of Community Goals & Vision



## **A CLEANER, SAFER & GREENER COMMUNITY:**

- **COMMUNITY POLICING**
- **LITTER MANAGEMENT STRATEGIES**
- TRANSPORTATION & PARKING IMPROVEMENTS**
- **ENVIRONMENTAL ENHANCEMENTS**
- **LIGHTING OF PUBLIC SPACES**



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Lt. Brent Oberholtzer

Of the many concerns expressed by southwest neighbors, community policing issues ranked as the highest priority for most public workshop participants. A broad spectrum of expressed policing concerns range from greater enforcement of curbing requirements for dog owners to increased citations for violators of parking restrictions, posted speed limits and curfews. Theft, vandalism, and illegal drug dealing in city parks were also cited as critical issues affecting community perceptions of neighborhood safety and security.

Some southwest residents desire a neighborhood bike patrol similar to the successful and highly visible patrol of the James Street Improvement District (JSID). The JSID bike squad which patrols Lancaster City's northwest quadrant was initiated in 2003. Recently, its patrol area was expanded to also include the downtown district.

According to the James Street Improvement District, their squad members provide a secure, welcoming presence for Lancaster residents, workers, students, and visitors. Uniformed in red and black, squad members are unarmed officers equipped with two-way radios who patrol the streets on bicycles and periodically on foot. They serve as a visible deterrent to crime, provide directions and pedestrian assistance, and can call for help in emergency situations. At present, approximately 25% of each Lancaster City Police shift is also on foot or bike-mounted.

Lt. Brent Oberholtzer, Lancaster City Police Department Representative for the Southwest Quadrant, emphasizes that successful community policing initiatives must begin with the community members. Appointed Block Captains and other neighborhood representatives need to remain vigilant and fully participate in dialogue with the police bureau. Where existing Block Captains are presently ineffective, new leaders must be identified by the Council of Neighborhoods and/or the Southwest Neighborhood Planner. Working together, these neighborhood leaders and police officers can be a greater catalyst for positive change. In accordance with the Mayor's Strategic Plan, the Police Department has increased enforcement of violations such as noise, traffic speeds, graffiti, gun shots, and other crimes which negatively affect the quality of life for southwest residents.

At present, police officers assigned to the Southwest Neighborhoods (Sectors 8, 9 and 10) must check-in daily at 16 community locations – assuming that police emergencies do not require officer presence elsewhere in either Lancaster City or Lancaster Township. Check-in locations include local schools, churches, restaurants, and other neighborhood gathering places. As a result, some effective relationships have evolved between officers and community members through meaningful dialogue. More such neighborhood ties and closer relationships are needed, however.



Theft of visible valuables within parked vehicles is a preventable crime which plagues southwest neighborhoods

According to Lt. Oberholtzer, southwest residents could play a substantial role in addressing community crimes such as theft, for example. He notes a crime triangle consisting of three components – 1) criminal, 2) crime victim, 3) opportunity. Remove any one of these components and a potential crime is avoided. Frequently, elimination of crime opportunities is the easiest remedy.

In recent months, violent crimes in Lancaster City have declined while the number of burglaries and vehicle thefts have surged. In southwest neighborhoods, theft from vehicles represent the largest theft category, yet the message of safeguarding possessions visible through vehicle windows has apparently not reached many residents. Because such opportunities exist, crimes continue to occur.

A greater sharing of information between vigilant community members and Southwest Section Officers is critical. The following list of hotlines provide communication opportunities for local residents:

- Crime Stoppers/Mayor's Gun Tip Line: 800-322-1913
- School Violence Tip Line: 888-814-3684
- City Police Drug Tip Line: 717-735-6662
- City Police Graffiti Tip Line: 717-735-6661
- Crime Prevention Office (Ms. Izabela Miller): 717-735-3315
- Lancaster County Drug Task Force: 800-422-1380

In addition, City Police Crime Tip Internet Line at [www.lancasterpolice.com](http://www.lancasterpolice.com) has been operational since September 14, 2007. It provides the Police Bureau with essential criminal information.

According to the Lancaster Community Safety Coalition (LCSC), surveillance cameras have enhanced law enforcement efforts and served as a deterrent to crime and disorder. Since 2005, camera use and collaboration between the Lancaster Bureau of Police, Lancaster County-wide Dispatch, and the LCSC have improved city neighborhoods. The LCSC reports that live monitoring and video recordings prove useful during investigations of thefts, assaults, drug dealing, vandalism, and public disturbances.

During the Southwest Neighborhood workshops, a clear majority of participants favored use of security cameras within their community. Cameras are now planned for Manor Street, West King Street, Water Street, and other southwest neighborhoods.



Existing surveillance camera located at South Water Street

## Southwest Revitalization Initiatives Community Policing



Litter receptacle installed at Central Market per the City's Streetscape Design Guidelines



Southwest residents desire coordination of trash pick-up days with scheduled street cleaning days

**Michael J. Devaney**, Lancaster's Manager of Solid Waste and Recycling, indicates that the city is conducting an updated "litter index" – a study of streets and sidewalks which are most heavily littered. When completed, this study will determine the best possible placement of new litter receptacles along heavily traveled routes and near targeted business locations. Likewise, the City's Strategic Plan strives for entire neighborhoods where "litter is the exception, not the norm."

This same city-wide plan calls for a "consistent look and feel to our City's public areas". To accomplish this objective of visual consistency, all litter receptacles should conform to the street furnishings specified in Lancaster City's Streetscape Design Guidelines (June 2004). As originally initiated by the James Street Improvement District (JSID) and the East King Improvement District, new litter receptacles installed within the southwest community might be adorned with iconic neighborhood images (see proposed Southwest Neighborhood icon on pages 44-45). As an incentive, receptacles might also include a reference to the container's purchaser and/or maintenance sponsor. Such references must, however, be relatively small in order to avoid a streetscape littered with visual advertising clutter.

At this time, Lancaster is exploring the feasibility of litter receptacle maintenance by city staff. If this maintenance approach proves infeasible, nearby residents and business owners will be responsible for emptying their sponsored receptacles, and for policing the adjacent area for dropped litter. This "adopt-a-trash can" approach has been recently successful within the JSID where public receptacles were purchased via community grants.

Other litter initiatives are also now being explored and promoted. For example, tougher litter citations, a tracking system of repeat litter violators, litter prevention programs targeting area youth, and adoption of heavily littered areas by neighborhood groups might soon be implemented by the City of Lancaster.

Within some southwest neighborhoods, residents have already initiated community clean-ups. More frequent volunteer clean-up efforts are desired, however. In addition, some residents have indicated that routes between area schools and the Manor Shopping Center must receive prioritization for litter receptacle installations. Receptacles for recyclable materials should also be provided within these same areas. Businesses at the shopping center should be approached for receptacle donations.

Within the densely developed Cabbage Hill, effective trash collection proves to be a significant challenge due to the absence of rear service alleys and narrow street corridors ranging from 19' to 30' in width (including parking areas). Residents desire smaller trash service vehicles and coordination of refuse pick-up with the City's scheduled street cleaning days.



## Southwest Revitalization Initiatives

# Litter Management Strategies



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Recently installed curb extension, accessible ramps, and crosswalk.



Streetscape enhancements such as sidewalk repairs are needed to improve neighborhood walkability and accessibility

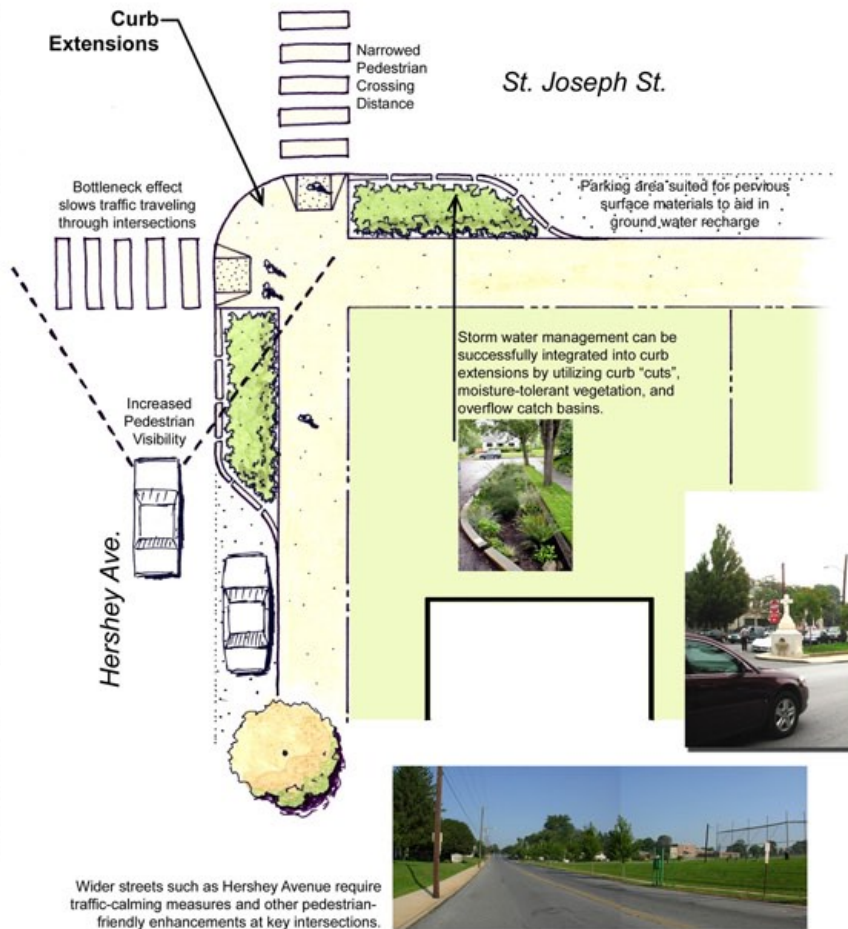
Following community policing and litter initiatives, issues pertaining to transportation and parking figured prominently into Southwest Neighborhood Workshop discussions. Community mobility also ranks among seven key focus areas of Lancaster City's Strategic Plan. City leaders plan to take a five-pronged approach to address urban mobility: enhanced pedestrian corridors, increased parking, improved signage, promotion of alternative forms of transportation, and reduced truck traffic. This Southwest Revitalization Initiative addresses all but the fifth Strategic Plan component (truck traffic) because this transportation issue requires broader, regional initiatives to develop effective strategies.

### Walkability

We must make it easier, safer, and more inviting for City residents and visitors to navigate the Southwest Initiative Area on foot. Improvements to the lighting of public spaces (see p.28) and other neighborhood streetscape enhancements will help to improve these pedestrian corridors. In addition, southwest residents request improved crosswalks at street intersections near schools and businesses, and traffic-calming measures on major transportation corridors such as Hershey Avenue.

One successful form of traffic-calming is the installation of curb extensions frequently referenced by some as "bump outs". Well-designed curb extensions effectively narrow street widths at intersections, reduce vehicular turning speeds, and shorten pedestrian crossing distances from curb to curb. Limited street area lost to vehicular use is gained as sidewalk space for pedestrians. This is an intentional reversal of earlier street design practices when planners attempted to move vehicular traffic through cities on wider streets as quickly as possible.

Within Cabbage Hill, the City began construction of 52 curb extensions and handicap-accessible sidewalk ramps in 2006. Such prioritization of pedestrian safety and removal of physical boundaries to persons with disabilities was made possible via a grant from the Pennsylvania Department of Community and Economic Development. Throughout this and other southwest neighborhoods, however, sidewalk repairs remain to be addressed.



Wider streets such as Hershey Avenue require traffic-calming measures and other pedestrian-friendly enhancements at key intersections.

## Southwest Revitalization Initiative Transportation & Parking Improvements





### Improved Signage

To address the proliferation of unnecessary signage within some streetscape areas, an inventory of all existing signs is recommended to determine which signs are no longer needed, and which signs might warrant consolidation on shared sign poles, or attachment to nearby light poles. Such efforts will facilitate wayfinding and safety, while reducing visual streetscape clutter.

To promote consistency with other sections of Lancaster, expansion of the City's wayfinding sign system should occur in conjunction with other proposed southwest streetscape enhancements. This sign system provides consistent standards for posting street names, vehicular wayfinding signs, and pedestrian wayfinding information to destinations such as local schools and neighborhood parks.

### Alternative Transportation

Close neighborhood proximity to public transit and local destinations such as city schools and churches were cited by many southwest residents as some of their neighborhoods' best attributes. Many residents do walk to destinations and use Red Rose Transit. Alternative forms of self-propelled transportation including walking and biking must be encouraged and promoted through construction of improved southwest streetscapes and a new greenway (see p.34) and connection to areas south of Lancaster City.



Where off-street parking lots and garages accommodate neighborhood parking needs, such facilities must be sited in mid-block locations (as depicted above) rather than at prominent street intersections (as depicted at left).



Improving connections between southwest neighborhoods, downtown Lancaster, and outlying suburban destinations is essential for future neighborhood promotion and revitalization. Some neighbors favor installation of designated bike lanes on public streets, while others simply desire additional bike rack placement at appropriate locations and greater respect from motorists with whom these cyclists share city streets.

Large southwest employers could offer financial incentives to their employees for alternative transportation use, while simultaneously lowering their costs associated with providing employee vehicle storage (e.g. land acquisition costs, parking area maintenance costs, etc.).



Pedestrian-oriented streetscape enhancements are suggested for the southern section of Manor Street

### On-Street Parking Facilities

When the earliest southwest neighborhoods were developed, provision of on-street parking facilities for the area's predominantly immigrant factory workers was unnecessary. Today, subdivision of single homes into multi-family structures combined with increased vehicle ownership and larger vehicle sizes contribute to a deficiency in on-street parking spaces by many southwest residents.

Some residents believe that a few reserved handicap-accessible parking spaces are no longer needed by their original users. Others have cited that abandoned bus stop areas could now accommodate new parking spaces. For maximum parking efficiency, restricted fire hydrant areas located along streets with parking on only one street side should be sited adjacent to travel lanes rather than adjacent to limited parking lanes. Still other residents desire striped parking space delineations and city incentives for residents to acquire smaller, compact, urban-friendly vehicles. Each of these potential solutions to the parking problems plaguing some southwest neighborhoods is worthy of evaluation by the City's Traffic Commission in order to increase the available on-street parking inventory wherever possible

### Off-Street Parking Facilities

There is a perceived need for additional off-street parking spaces among participants in the Southwest Neighborhood Workshops attended by approximately eighty citizens. Several churches and businesses within the Southwest Initiative Area have significant parking areas which, if rented on a limited basis, could conceivably generate additional revenue and strengthen ties with neighbors who might not otherwise seek a connection with these community institutions.

Those seeking to address the root cause of urban parking issues might also consider initiating a neighborhood car-share and/or bike-share program. Such programs could effectively serve those who have limited needs for independent transportation, and those seeking greater stewardship of limited environmental resources. Established, trustworthy institutions such as local churches might

lead the way toward reduced automobile dependency, increased availability of parking spaces, and an improved urban environment. Where new, off-street parking areas are to be constructed, such facilities must not dominate the City's streetscape. Parking areas and structures must be sited within mid-block locations and/or behind buildings which are oriented toward the adjacent street. An example of one such location for a proposed parking structure is offered on p. 25.

### Other Parking and Transportation Considerations

To further enhance the pedestrian experience, Manor Street crosswalks must be improved. With PennDOT and City approval, the intersections of this corridor (State Route 999) with Hershey Avenue, Fairview Avenue, Dorwart Street, and W. King Street could be paved with durable but decorative paving patterns. Such paving treatment at these four key intersections would enhance the urban gateway experience for motorists, and serve as a traffic-calming measure for pedestrians. In addition to repeated paving patterns, installation of new pedestrian lighting, sidewalk repairs, street furnishings, and wayfinding signage could visually link this corridor which transitions from its suburban-style, southern terminus toward a densely urban northern terminus.

Voids in the urban streetscape now exist where structures once fronting on Manor Street have been razed and replaced with surface parking lots. Other voids exist between Hershey and Fairview Avenues where mid-20th century developers set structures far from the street edge in favor of expansive, front yard parking facilities. As future redevelopment occurs, parking should be located to the side or rear of new structures located near the Manor Street right-of-way.

Southwest residents indicate that a left-turn traffic signal is needed for southbound motorists entering Route 999 from Hershey Avenue. The City's Traffic Commission should consider this request along with resident requests for additional stop signs throughout Cabbage Hill. Vehicular travel lanes must remain narrow to slow driving speeds, but sidewalks should be widened wherever physically possible. Such traffic calming initiatives have been identified as a key priority by many residents.



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Existing surface parking lots as seen from Manor and Third Streets could serve as a potential site for a new structured parking facility. An efficient parking structure set behind rows of new offices or businesses facing Manor Street and Rodney Park could jointly serve the Labor Union, Kunzler and Company, the Rodney Park Senior Center, and nearby residents who must occasionally relocate vehicles from snow emergency routes during inclement winter weather.



Sketch of Manor Street and Third Street infill structures provided by Cox Evans Architects



Suburban-style building setbacks from Manor Street



Use of front-yard for vehicle storage along Manor Street



**Build-to Street Wall**  
Well-designed building facades create the 'Street Walls' which define enjoyable, urban streetscapes. When buildings are set too far from the public right-of-way, and when they are oriented away from public spaces, such streets cease to be desirable. Typically, the ratio between building heights and the distance between opposing facades on opposite street sides should not exceed 1:3 in order to create a potentially successful outdoor streetscape place.

## Southwest Revitalization Initiatives

# Transportation & Parking Improvements - Manor Street



Manor Street's narrow sidewalks and limited on-street parking



Preserved building facade serves as a gateway element



Two similar structures successfully combined into one larger home within northwest Lancaster City

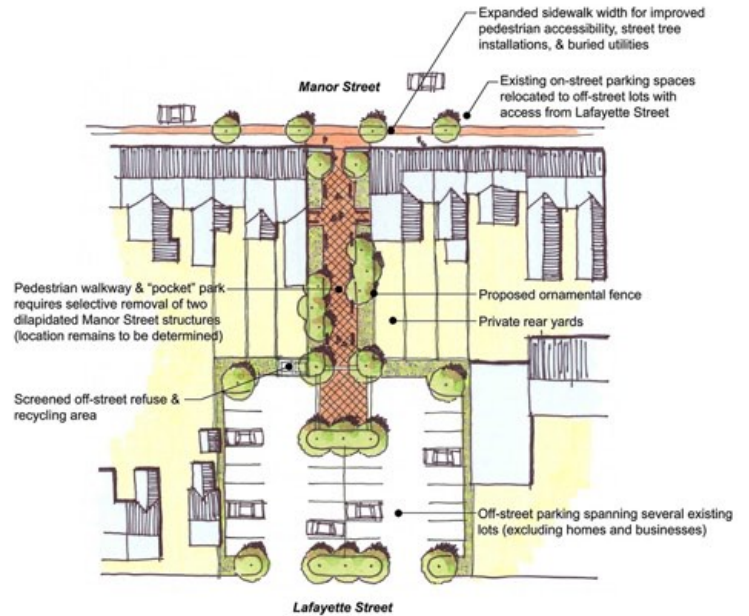
"Development of...off-street parking facilities would result in less traffic hazards and increased traffic capacity on Manor Street [between W. King and Dorwart Streets]." This was the recommendation of a 1969 Manor Street Parking Study prepared by Lancaster City's former Bureaus of Planning and Traffic Engineering. During the next four decades, however, parking and vehicular circulation on this heavily traveled corridor remained key issues to be resolved. Without adequate off-street facilities and lacking rear service alleys, Manor Street homes now primarily serve as lower-income, renter-occupied units. With some notable exceptions, property maintenance is often neglected by both owners and renters. Further deterioration and depressed property values have resulted from increased traffic demands on the narrow street, pedestrian safety concerns on very narrow sidewalks, and few neighborhood amenities

such as off-street parking to attract potential homebuyers or new businesses.

These existing conditions result in a very negative quality of life for residents and business owners on these blocks. They also contribute significantly to the negative impressions formed by City visitors and commuters traveling through this neighborhood.

Serving thousands of motorists daily, Manor Street functions as a key gateway to downtown. Unfortunately, this street and its adjoining sidewalks are very narrow between the 400 and 600 blocks. Without off-street parking and other amenities often sought by potential home buyers, most neighborhood structures remain non-owner occupied.

To encourage greater home ownership, amenities such as larger living spaces are essential. Two existing narrow lots (20' frontage) might be joined to become one larger 40' lot with two interconnected existing structures with larger kitchens, more baths, and other features. Recycling of two small older homes to form one larger home has already proved successful elsewhere in Lancaster City.



In place of limited on-street parking, secured off-street parking amenities could be developed, owned, and maintained by private investors – perhaps the same investors engaged in the renovation of existing structures. Such parking facilities should have vehicular access from Lafayette Street – a secondary corridor that presently provides access to the rear of some Manor Street properties. Such parking facilities must include ample lighting, perimeter fencing, sub-surface stormwater infiltration, tree plantings, and off-street access to refuse/recycling storage areas. New parking areas might be gated and/or require a parking permit for each user, if monitored by the lot owner.

Pedestrian access from these new off-street parking amenities on Lafayette Street to Manor Street could occur via walkways and "pocket" parks. Limited and selective removal of some existing, dilapidated structures on Manor Street would be required for such new neighborhood amenities. If feasible, facades of re-

moved buildings might be retained to create park gateways. Like proposed parking areas, such outdoor spaces should be adequately illuminated. Neighborhood associations could be charged with the maintenance of appropriate plantings, decorative paving, and benches.

With construction of new off-street parking and refuse facilities, on-street parking and trash collection could be eliminated from the most narrow portions of Manor Street. Sidewalks could be widened to accommodate improved pedestrian accessibility, street tree plantings, sidewalk lighting, litter receptacles, buried utility lines, and other streetscape amenities per Lancaster City's Streetscape Design Guidelines. Wider sidewalks also permit greater separation between Manor Street traffic and the front doors of many existing homes – a small but significant factor to potential homebuyers seeking safe separation from the busy street corridor.



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With topographical modifications, areas such as this eroded space adjacent to a Lafayette Street parking lot could serve as a storm water infiltration area



Remnants of earlier porous paving can be seen through later impervious pavement overlays



Green roofs lower air temperatures, energy expenses, and storm water runoff while enhancing water and air quality



Providing redevelopment incentives and recognition of environmentally responsible projects, the U.S. Green Building Council, the Congress for the New Urbanism, and the Natural Resources Defense Council - three organizations that represent some of the nation's leaders among progressive design professionals, builders, developers, and the environmental community - have come together to develop a national set of standards for neighborhood design based upon the principles of smart growth, new urbanism, and green building. Standards for assessing and rewarding environmentally superior development practices within the rating framework of the LEED (Leadership in Energy and Environmental Design) Green Building Rating System have been established.

LEED for Neighborhood Development places special emphasis on elements that bring buildings together to form a neighborhood, and relate the neighborhood to its larger region and landscape. LEED for Neighborhood Development creates a label, as well as guidelines for design and decision-making. It serves as an incentive for better location, design, and construction of new residential, commercial, and mixed use developments.

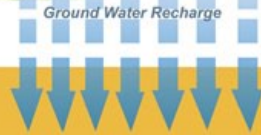
These new standards and subsequent recognition encourage developers to revitalize existing urban areas, reduce land consumption, reduce automobile dependence, promote pedestrian activity, improve air quality, decrease polluted stormwater run-off, and build more sustainable communities for people of all income levels. To learn more, visit [www.usgbc.org/leed/nd](http://www.usgbc.org/leed/nd).



Typical infiltration area capturing storm water run-off and environmental pollutants from adjoining streets, sidewalks, and parking areas



Manicured lawn areas require significant energy consumption for maintenance and permit a very limited amount of storm water infiltration



# Southwest Revitalization Initiatives Environmental Enhancements

Strategies to improve air and water quality must be initiated now to ensure Lancaster's livability for future generations. Fortunately, many environmental strategies have added benefits of aesthetic enhancements and long-term financial rewards for investors seeking "green" urban development alternatives.

Air quality enhancements can be achieved by planting more oxygen-producing trees throughout southwest neighborhoods. While lowering energy consumption for adjoining property owners by providing summer shade, tree planting also provides a seasonal succession of landscape interest. To determine the specific quantitative value of street trees, consider a recent study by the New York City Parks Department. After factoring in costs associated with initial planting and subsequent tree upkeep, it was determined that New York receives \$5.60 in benefits for every dollar spent for trees due to reduced carbon dioxide, lower energy costs, and increased property values.

Within largely paved and built urban areas, water quality is another critical "green" issue of our time. Impervious surfaces and manicured lawn areas permit little, if any, storm water infiltration to replenish groundwater supplies. Instead of incorporating this natural system into our built spaces, planners have historically treated storm water as a waste product by collecting and piping it into our City's sewer system. Selective use of porous paving materials, green roofs, and naturalized plantings could help to reverse this trend.

Lancaster City once had some streets paved with un-mortared cobblestones and brick – historic paving materials which permit some storm water infiltration. Remnants of such earlier paving materials can still be seen beneath some worn asphalt and concrete surfaces. Porous paving treatments are again finding favor in other cities due to their inherent environmental and aesthetic benefits. Likewise, vegetated "rain gardens" and bio-swales skillfully placed near the edges of large paved expanses not only aid urban communities with groundwater recharge to address water *quantity*, but also cleanse storm water run-off of oils and other pollutants to address water *quality*.

Healthier urban environments are also achieved with technologies such as green roofs. Like other "green" initiatives, roof plantings enhance water and air quality, reduce storm water run-off, and help to lower urban temperatures. Within Lancaster's southwest neighborhoods, Two Dudes Painting Company intends to install a green roof over its facilities on Poplar Street.

Other environmental initiatives to be considered by northeast residents include installation of bird houses and bat houses within local parks and greenways. Participation in community "greening" and urban garden projects also provides environmental, educational, and social benefits. For example, the Junior Urban Gardeners (JUG) program works with youth ages 12-16 years to "plant pride, not litter" in Lancaster City Neighborhoods. A "greener", more livable community with a higher quality of life then sets the stage for future economic development as outlined in the following sections of this document.



This approximately 1.3 acre cemetery could improve air quality if additional trees were planted



Street trees could provide environmental, financial, and aesthetic benefits to New Dorwart Street and Fairview Avenue

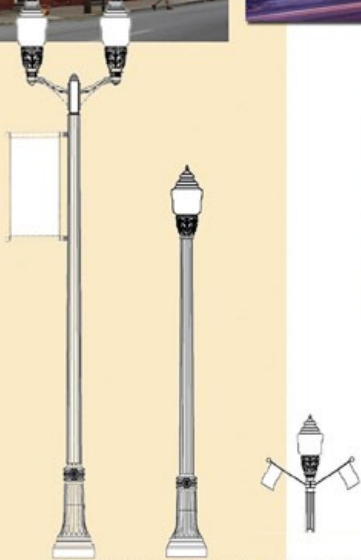




Distinctive facade details on West King and South Mulberry Streets warrant nighttime lighting



Example of facade lighting for landmark structures (Image Courtesy of Brinjac Engineering)



Pedestrian-Scaled Lighting with Seasonal Attachments



Existing front stoop lighting on West King Street



If replaced with pedestrian-scaled lighting, existing "cobra-head" fixtures designed primarily to illuminate roadways for motorists might be relocated to alleys which currently lack illumination

At the Southwest Neighborhood Workshops, many session participants identified poor lighting of public spaces as a key priority for neighborhood revitalization. Many streets, sidewalks and alleys currently have insufficient illumination. Where street lighting does exist, it primarily serves motorists rather than pedestrians. Our Southwest Revitalization Initiative includes recommendations for better pole-mounted lighting, nighttime illumination of some landmark building facades, and incentives for porch lighting on residential structures.

Lancaster City's Streetscape Design Guidelines provide specific street lighting recommendations, including 16' pole-mounted fixtures along primary transportation corridors (Manor Street and West King Street), and 12' pole-mounted fixtures for other public spaces. Recommendations specify that both street light types shall include cast aluminum poles, glass luminaries, and ceramic metal halide light sources (100 watts per luminaire) for best long-term performance and light color (white).

Existing "cobra-head" fixtures along city streets should be replaced with new pedestrian-scale lighting, and could be relocated to illuminate neighborhood alleys instead. Where appropriate, new pedestrian lighting might accommodate seasonal features such as banners, flags, planters, and holiday decorations. Signs and parking meters attached to light poles reduce visual clutter typically resulting when separate poles are provided for each streetscape component.

A future Lighting Master Plan is recommended to determine specific light quantities and qualities. Too much illumination of public spaces is often as detrimental to perceptions of public security as too little illumination of similar areas. At street intersections and crosswalk locations, elevated light levels are desired to promote safe pedestrian crossing and vehicular turning. Consideration must be given to minimizing light trespass onto neighboring properties, avoidance of excessive light pollution, and compatibility with aesthetic lighting enhancements already underway in other portions of Lancaster City.

A neighborhood Lighting Master Plan must also be responsive to the locations of all existing street trees, building entrances, access drives, and sub-surface site conditions such as utilities. Pole locations must be coordinated with on-street parking space delineations, where applicable, to avoid conflicts with open vehicle doors. In some locations, existing trees will also require pruning to ensure adequate light levels.

New façade lighting on the Historic Blue Star Tavern, St. Joseph's School and other landmarks could highlight architectural detailing which typically vanishes when the sun goes down. To preserve historic facades, new lighting could be attached directly to nearby street light poles, and aimed toward the illuminated structure. Such evening enhancements create a visual "sense of connectedness, hospitality, visual delights, and pleasant experiences" as prescribed in the City's new Strategic Plan for Public Amenities and Ambiance.

Southwest neighbors adjacent to existing parks have noted dark landscape voids due to inadequate park lighting. Although presently dark and uninviting, these open spaces do feature many specimen trees. Abundant opportunities exist for new lighting placed at ground-level and thoughtfully directed toward tree canopies in an effort to enhance perceptions of neighborhood security.

Workshop participants also expressed a desire for their neighbors to install and use new porch lighting. Such lighting initiatives have recently proven successful in other sections of Lancaster City where numerous fixtures were purchased and installed at a minimal fee to property owners. Operating with sensors, fixtures remain automatically illuminated from dusk to dawn.

## Southwest Revitalization Initiatives Lighting of Public Spaces



## **STRATEGIES TO STRENGTHEN SOUTHWEST NEIGHBORHOODS:**

- **OPEN SPACE ENHANCEMENTS**
- **MIXED-USE INFILL OPPORTUNITIES**
- **RESIDENTIAL INFILL OPPORTUNITIES**
- **ARCHITECTURAL GUIDELINES**



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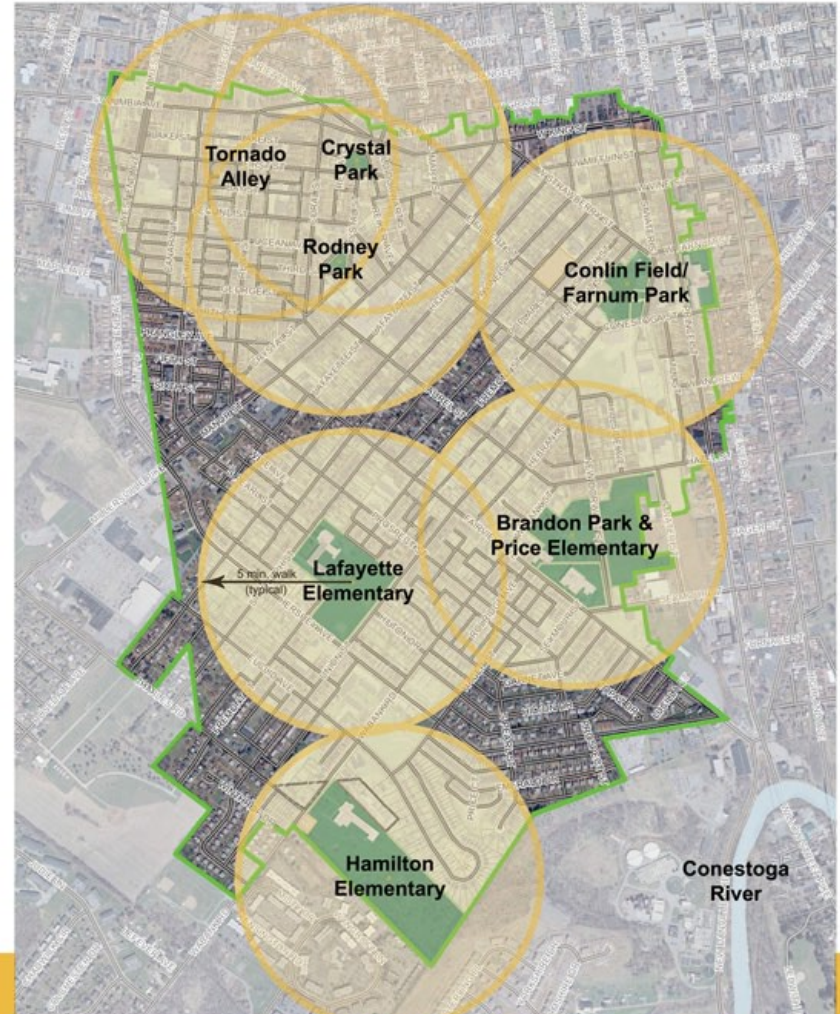


Urban parks are the centers of health and well-being for people of all ages who live within Lancaster's most densely populated neighborhoods



**Communities** make significant investments in their economic futures when they implement public open space enhancements. Homes and businesses with access to parks and attractive streetscapes typically sell for 10-20% more than comparable sites without such urban amenities. For many city residents within the most densely developed neighborhoods, urban parks are their only access to outdoor physical activity and spiritual renewal. In addition to economic incentives, the more obvious recreational, social, and environmental incentives of open space enhancements enrich the quality of life where such spaces are preserved and well maintained. It is not surprising that southwest residents place a high priority on open space enhancements. Many suggested that emphasis first be placed upon existing parks, and that such spaces be maintained jointly by organized local residents and the City Parks employees.

For maximum benefit, a city's open spaces must be linked to one another, creating a network of preserved natural resources and recreational sites. Southwest neighborhoods presently have a few fragmented green spaces; however, inviting streetscape connections between such places are presently lacking. A more integrated system of green infrastructure is vital, as existing and proposed open space enhancements create a framework for future revitalization strategies.



## Southwest Revitalization Initiatives

# Open Space Enhancements: Public Parks

Because the City of Lancaster and Thomas Cornitta Associates are about to engage in detailed city-wide park planning efforts, only broad issues pertaining to southwest open spaces are provided within this document. More detailed planning will be forthcoming in 2008.





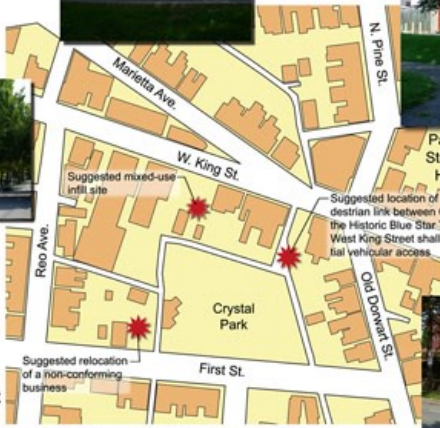
Surveillance of Crystal Park from its perimeter is limited due to existing uses which surround but do not face this open space



**Crystal Park**  
Built at a cost of \$57,185 and formally dedicated on August 2, 1957, Crystal Park was constructed at the site of the former Rieker Brewery located at First and Crystal Streets.

Today, the park offers primarily passive recreation opportunities, but it also hosts many undesirable and often illegal adult activities due to limited park surveillance opportunities. This is due primarily to the park's unfortunate positioning above high retaining walls and adjacent to service alleys located at its perimeter. With some modifications to the surrounding urban landscape, a more safe and secure Crystal Park is possible.

Because perceptions of safety and security are critical to the success of public open spaces, redevelopment of Crystal Park's western, northern, and eastern boundaries should be considered. In the 1960s, the great urbanist, Jane Jacobs, noted that safety comes from numbers of people who, by their very presence, ensure the security of others. She wrote that buildings "cannot turn their backs or blank sides on [public space] and leave it blind." The "back door" sort of experience at the Crystal Park's edges could be addressed with some new construction and an improved walkway connection past the Historic Blue Star Tavern toward W. King Street. With new structures oriented toward the park and more passing pedestrians using improved, illuminated walkway connec-



Park connectivity to West King Street destinations such as the Historic Blue Star is desirable



tions, additional park surveillance by City police, local residents, and the general public would be possible.

To strengthen and further define park edges, new mixed-use construction should be considered adjacent to its northern boundary (see p. 38). Likewise, a non-conforming, automobile-oriented business adjacent to the park's western boundary should be relocated.

Within Crystal Park, masonry walls now forming a visual barrier along the park's southern and western edges should either be lowered or completely replaced with gently sloped lawn. New site furnishings, appropriate lighting, and colorful plantings should be added in accordance with Lancaster City's Park Master Planning efforts scheduled to begin later this year. Like the successful private-public partnerships which enabled construction and renovation at Lancaster's Binns and Musser Parks, a similar incentive should be formed here between City officials and local neighborhood leaders.

### Rodney Park

Constructed on land donated to the City in 1922 by Jacob A. Otthofer, Rodney Park is one of Lancaster's oldest public open spaces. Unlike nearby Crystal Park, Rodney Park benefits from an attractive residential neighborhood which forms its entire perimeter. Its inherent weaknesses are instead located within its boundaries formed by Third, Crystal, and Rodney Streets.

Once the source of pride for this neighborhood, Rodney Park's original design included a bath house (circa 1932), a pool, and other public amenities. In more recent decades, much of this park was transformed into a paved parking lot. The need for additional parking spaces grew when a new Senior Center was completed in 1991 at the park's northeast corner. Today, this center serves approximately 200 active members, according to Director Doris Wagner who has served her community since the original center's founding in 1972. Parking spaces are in highest demand from 9:00 am to 3:00 pm on Tuesdays, Wednesdays, and Thursdays. Meanwhile, other local residents have created a park plan which proposes replacement of some existing parking areas with volleyball and basketball amenities.

Clearly, a balance between adequate, accessible senior parking and ample green space for other community members must be achieved. If constructed, a proposed parking structure with access from Third Street (see p.24) could serve the Senior Center's more mobile members during large gatherings. Some clearly delineated, handicap-accessible spaces must remain near the Senior Center, however. Restoration of the park's southern area, its pool, and its streetscape connections to surrounding neighborhoods is essential. New green space, an improved play area for younger children, new park furnishings, and enhanced lighting shall replace some paved areas. With such renovations, Rodney Park will again serve as a key amenity for southwest seniors, new residents at the nearby 40-unit Dial Apartments now under construction, and many local families.



Existing park gateway at Third Street



Vehicle and play area users compete for the same park area





Existing gateway at West Farnum, South Water, and West Strawberry Streets

Upland park views from Fremont Street



### **Conlin Field**

Located between the eastern base of Cabbage Hill and the Water Street Rescue Mission, Conlin Field/Farnum Park serves the active recreation needs of many southwest residents. The only expressed concerns from local citizens related to this popular open space pertain to inadequate seating for park events and a lack of access from Fremont Street – this park’s northwestern boundary.

From Fremont Street’s higher elevation expansive views of park facilities (located approximated 30’ below) and of distant landmarks are presently interrupted by rusty, chain link fencing. To maximize park use by Cabbage Hill residents and to celebrate this park’s dramatic topography, a new park access aligned with the distant spire of Carter McRae Elementary School should be constructed.

A component of the City’s 2006 Master Plan for ChurchTowne (located within Lancaster’s southeast quadrant), several Farnum Street enhancements were proposed. Among such proposals, a new park gateway structure (or other landmark) was suggested near the intersection of W. Farnum, S. Water and W. Strawberry Streets with the intent of reinforcing eastward connectivity of Conlin Field to its southeast neighbors.

Suggested new park access aligned with distant architectural landmark



### **Brandon Park**

Like nearby Conlin Field, Brandon Park’s topography forms one of the lowest, bowl-shaped areas of the southwest study area. Unlike the former area, Brandon is more visually isolated from adjoining streets and neighborhoods due to mature vegetation, limited street access, and the surrounding built environment.

Perceptions of park safety and security could be enhanced with selective removal of some under-story vegetation. Likewise, lower limbs on mature trees could be removed in an effort to open inward views of this public space from its perimeter. Within the park, improved basketball courts, walkways, seating areas, lighting, and posted video surveillance would encourage greater and appropriate use of existing park amenities.



Secluded park access from New Dorwart Street



Low-branched trees and under-story vegetation envelope park facilities and negatively impact security perceptions



## Southwest Revitalization Initiatives

# Open Space Enhancements: Public Parks

### Tornado Alley

While four basketball courts exist at Brandon Park, no such facilities existed in close proximity to West End residents in 2003. At that time, Dave Porter stepped up to fill an important recreational and social need. He constructed a half-court facility in his own backyard at 105 Ruby Street. Guided by his conviction that "where there is no vision, there is no future", Porter created a safe destination for neighborhood kids. Today, he serves as a model for south-west citizens working for positive neighborhood change.

Tornado Alley, the name of this private facility, is open to local players from 4:00 – 9:00 pm on weekdays, and extended hours on weekends. When the facilities are closed, three surveillance cameras aid with securing the fenced court area. Grateful parents and other neighbors frequently contribute snacks and beverages to Tornado Alley, while some regular players assist with court maintenance. All have made a difference in addressing recreational and social community needs.



Basketball tournament prize winner (Photo courtesy of David Porter)

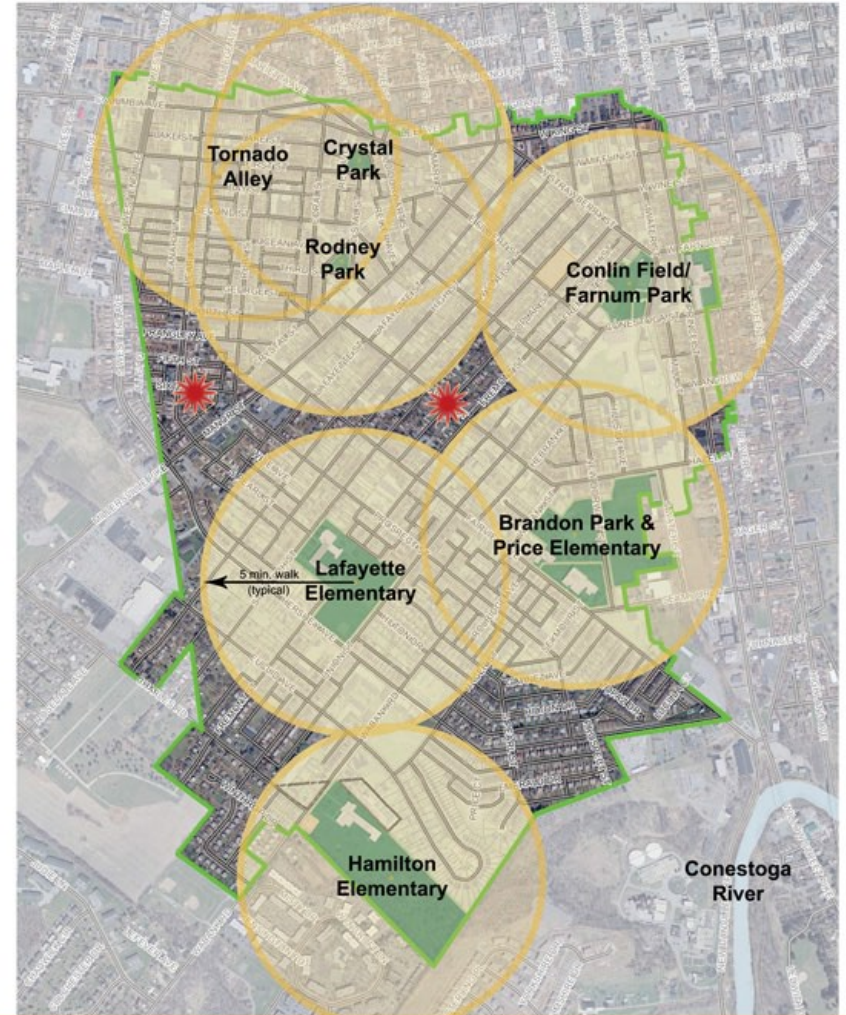


(Photo courtesy of David Porter)

### Future Open Space Opportunities

Portions of the Southwest Revitalization Initiative Area remain underserved with recreational facilities and open spaces in close neighborhood proximity. Two such areas within densely populated neighborhoods include the southern West End and south-central Cabbage Hill communities. Neither neighborhood has a public park or nearby school facility within a 5-minute walk.

Following completion of previously suggested enhancements to existing parks and open spaces, the City and southwest residents might target some vacant or underutilized properties for additional "pocket" parks, play areas, and/or community gardens. Working in partnership, residents could potentially transform such blighted properties into neighborhood assets. Community gardens, for example, could make West End and Cabbage Hill more attractive and livable places while providing added social, recreational, and health benefits to nearby residents. Serving as a potential model, a successful urban gardening program transformed many blighted Philadelphia neighborhoods. Information pertaining to this program can be found at [www.pennsylvaniahorticulturalsociety.org](http://www.pennsylvaniahorticulturalsociety.org).



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At 20.1 acres and 12 acres respectively, Hamilton Elementary and Lafayette Elementary Schools comprise the most sizeable tracts of open space within southwest Lancaster City. Approximately 10.5 acres of the Hamilton Site are wooded, while about 6 acres are maintained as manicured turf grass. Principal Paula Wilson envisions expanded use of existing lawn areas for new athletic fields. In addition, the school's large wooded area which borders Lancaster Township could include a trail network. Extending beyond city boundaries, such trails might link southwest neighborhoods to the nearby Conestoga River and/or Millersville Borough. Discussions with PPL Utility Corporation, the owner of an existing easement extending southward from Hamilton Elementary to Bean Hill Road, are required to determine trail feasibility. Likewise, discussions with the sewer authority would be required for eastward trail connection toward New Danville Pike and the Conestoga River.



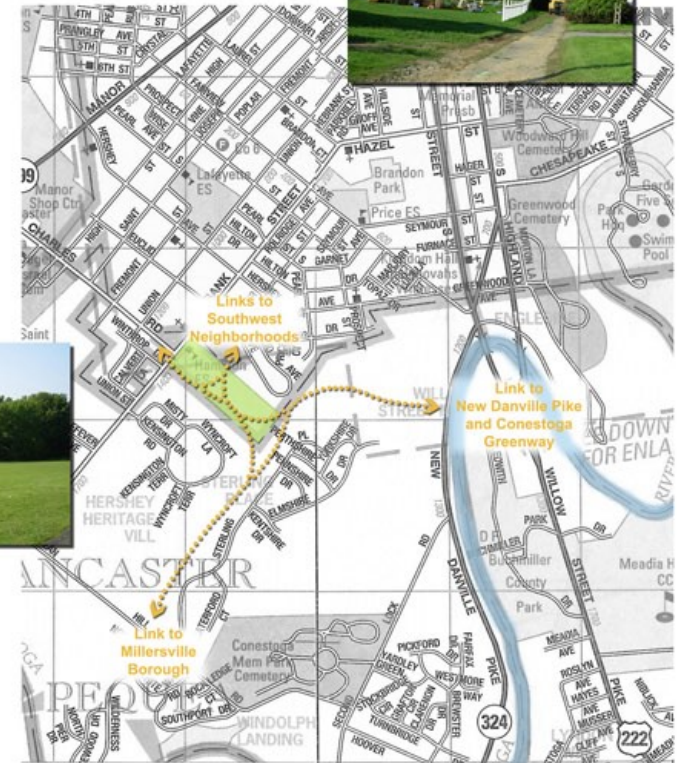
Hamilton's manicured lawn areas are conducive to new athletic field development and woodland areas suitable for passive recreation and environmental studies

Within densely wooded areas, adequate lighting and selective removal of existing under-story vegetation could enhance greenway safety. Linear swales sited between the proposed non-motorized trails and existing corridor boundaries could capture and cleanse storm water run-off from adjacent sites, before recharging it into groundwater supplies. Birdhouses, bat houses, and new native plantings might also be added for habitat restoration, environmental education, and general public enjoyment.



Overlook at Lafayette Elementary School open space

Existing maintenance access and drainage swale extending northward from Hamilton woods toward Euclid Avenue



## Southwest Revitalization Initiatives

### Open Space Enhancements



**A clean, safe, and vibrant urban streetscape** is an amenity which nearby suburban communities cannot successfully replicate and offer to prospective residents. Lancaster City's streetscapes – the "connective tissue" within a complex and fascinating urban body – must be fully maintained and celebrated. The City's Strategic Plan indicates that streetscape appearance "contributes significantly to what our residents and visitors say about us". Such appearances are often a key determining factor when one selects a new home or locates a business.

Lancaster's Streetscape Design Guidelines and sections of this Southwest Revitalization Initiative document address specific streetscape components such as lighting, tree plantings, paving, and litter receptacles. Southwest residents have also specifically requested new benches for bus stops and other public gathering places. Such amenities, when thoughtfully incorporated into unified streetscapes, create successful outdoor places where residents and visitors will congregate and contribute to a socially stimulating urban experience.



Visually diverse streetscapes within Lancaster City's southwest neighborhoods



Potential street furnishings for bus stops, parks, and other outdoor gathering spaces



## Southwest Revitalization Initiatives

# Open Space Enhancements: Public Streetscapes



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Mosaic Unveiling - September 22, 2007



"Rise With Strength"



Work on mosaic components



"What Do You Want to Be"



The Mayor's Strategic Plan to provide "the ideal urban experience for our residents and visitors" suggests that art be incorporated into all park, streetscape, and public spaces. While art is notably absent from southwest neighborhood parks, some local leaders have recently enhanced their communities with streetscape art. Their projects have not only yielded aesthetic enhancements, but have actively engaged young community members in shaping their own neighborhoods.

Located on Poplar Street, Two Dudes Painting Company has recently completed a mural at its headquarters which depicts icons of its successful business and images of many Cabbage Hill landmarks. Their most publicly visible mural, "Rise with Strength", greets southbound travelers on Manor Street where it transformed a blank façade into an inspiring two-dimensional canvas. Other murals include "Color Our World" (Lafayette & Filbert Streets) and "What Do You Want to Be" (Fremont & Laurel Streets). This latter public installation resulted from input received from area youth.

On September 22, 2007 another community art installation transformed the southern quadrant of the Fremont and Laurel Street intersection. Guided by Laurel Street Mennonite's Rev. Brenneman and local artist Deirdre Foley Citro, neighborhood children worked to create a stylized, mosaic version of Edward Hicks' "Peaceable Kingdom". This tile mosaic serves as an appropriate metaphor for the many diverse community members who worked together for greater community enhancement as their shared goal.

At one time, many local businesses advertised their services with painted signs applied directly to their masonry structures. This art form was preserved by Kunzler and Company with their painted sign visible from Lafayette Street. Following appropriate sign review procedures, more such examples of painted signs should be installed to benefit both businesses and the broader southwest community.



Historic and present examples of painted signs for local businesses



## Southwest Revitalization Initiatives

# Open Space Enhancements: Public Art



Lancaster's southwest gateway at Manor Street/Millersville Pike and South West End/Hershey Avenues is dominated by outdoor advertising

**Gateways work to establish first impressions** of a community. At present, key entrances to the southwest neighborhoods offer our visitors little more than a barrage of outdoor advertising and rather bland streetscape experiences. Understandably, such advertising in prime locations is a good source of revenue for property owners. If billboard removal from our community's gateways is not a viable option, other site enhancements might be considered.

Near Route 30's Greenfield Road exit (a landscape in which outdoor advertising seems more fitting), a new digitally-controlled billboard image alternates among several sign messages. Within city gateway areas, traditional billboards might be converted to this new digital format while literally offering the "Welcome to Lancaster" message among its standard rotation of promotional advertisements.

Areas at the base of some billboards might also be enhanced to fit the scale of the large messages looming from above. For example, the southwestern gateway at Manor St./Millersville Pike and S. West End Avenue/Hershey Avenue includes three billboards and some diminutive plantings located on a .15 acre site. Larger, bolder plant massing with an infusion of dramatic landscape color would enhance this gateway while complementing the overhead signage, if such signage is destined to remain.

At the northern terminus of Manor Street, a commercial gateway property is without billboards, but greets visitors to this busy corridor with a signage abundance nonetheless. Presently, this site is rather suburban in character due to its visually prominent, front yard parking area. Sign consolidation and streetscape enhancements could significantly increase the value of this key business location while significantly improving the surrounding neighborhood.

Sites serving the needs of motorists can be thoughtfully integrated into the urban landscape context. The Atlantic Gasoline Station once located at the convergence of W. Orange and W. King Streets (and similar mid-19th century service centers formerly located elsewhere in Lancaster City) proved that creative architectural detailing and responses to a unique site context could blend such essential conveniences into the city fabric.



A gateway to Lancaster's southwest neighborhoods at Manor and West King Streets



Former and present gasoline stations at West Orange and West King Streets - Lancaster City's western gateway



Other examples of outdoor advertising exist through southwest neighborhoods

## Southwest Revitalization Initiatives

# Open Space Enhancements: Urban Gateways



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Filling a present void in the Manor streetscape, proposed first floor retail opportunities fronting several levels of structured parking could replace an existing parking lot.



**New mixed-use development** comprised of residential, retail, and/or office uses could serve some of the presently unmet neighborhood needs within the Southwest Initiative Area. During Neighborhood Workshops, southwest residents specifically cited the following desired additions to their neighborhoods: restaurants, specialty food stores, convenience/discount stores, fresh markets, entertainment facilities, and other commercial ventures (see p.15-18). Several sites for current and future mixed-use infill opportunities are to be considered to recycle urban "brownfields" while providing new employment and housing opportunities.

On W. King Street, for example, two properties under single ownership presently accommodate surface parking and two dilapidated structures near Crystal Park's northern boundary. An opportunity exists for a new, larger structure with orientation toward both the park and the W. King Street corridor. Such structure(s) might incorporate lower-level parking facilities, first-floor neighborhood-oriented businesses, and upper-level housing units with park views. Next door to this site, a newly refurbished commercial structure already exists. Along with a former mixed-use structure located nearby on the north side of W. King Street, these properties could collectively begin to form a critical mass of commercial destinations while supplying additional residential opportunities.



Two new businesses incorporated into formerly underutilized structures



West King Street properties provide minimal interest along this key corridor and toward the adjacent park



West King Street property awaiting new commercial uses



## Southwest Revitalization Initiatives Infill Development Opportunities





Former and present responses to a sloped urban site and a neighborhood need for gasoline and other convenience services



Artist's rendering depicting potential site redevelopment which retains the existing commercial use for the convenience of local patrons, but which structures these convenience facilities within a new, welcoming Lancaster landmark; Sketch by Cox Evans Architects



Adaptive reuse of a former industrial structure for 40 new homes

behind these retail amenities. Multi-family and single-family homes could be oriented toward Hager Street and Euclid Avenue, while much of the central portion of this block – a vegetated drainage area – might be preserved as common open space. Sidewalks must connect each of these structures to the surrounding schools, churches, and other neighborhood amenities. Refer to LEED-ND standards on p. 26.

Where smaller undeveloped sites exist within the study area, such properties might remain as open space, or be built upon to increase the city's housing stock. Any new development must respect the character of the adjoining neighborhood. For example, a sloped site located at the intersection of Laurel and Union Streets is presently undeveloped. If new housing were to be constructed here, proposed structures must replicate building forms, materials, and setbacks of nearby homes. If such structures were to have garages, access must be provided from a rear service alley to lower-level garage entrances. Any proposed housing within the southwest study area's densely built neighborhoods must accommodate off-street parking facilities rather than further burden the limited supply of local on-street parking.

Adaptive re-use of former industrial structures for new residential uses is also encouraged. One excellent example of such architectural conversion is the 40-unit Dial Apartment project now under construction near Rodney Park. Soon this 19th-century masonry structure located at Crystal and Second Streets will again play a key role in serving its southwest neighborhood.

Currently, Lancaster City Living is conducting surveys among new and prospective homeowners to determine specific market demands. New residential infill should be responsive to this current survey.

If and when this site is to be more fully developed, it is recommended that development patterns reject suburban-style layouts in favor of traditional neighborhood models located nearby. Instead of low commercial structures set far from the street corner behind parking, such buildings should be at least two-stories (with upper level residential uses) and sited to define a public streetscape edges at Wabank Road and Hershey Avenue. Parking areas should be located beside or



If restoration of this structure as a corner store is infeasible, its building form and neighborhood orientation might serve as a model for future mixed-use structures at other sites

While nearly all of the Southwest Revitalization Initiative area is presently developed, a 3.9 acre block bordered by Wabank Road, Hershey Avenue, Hager Street, and Euclid Avenue remains largely undeveloped - with the exception of an existing pharmacy and convenience store. These two structures are set behind parking lots with access from Wabank Road and Hershey Avenue. This entire block is presently under single ownership.



Low, suburban-style commercial development at Hershey Avenue is primarily designed for motorists rather than pedestrians from surrounding neighborhoods



View toward undeveloped parcel at Wabank Road



Potential infill opportunity site at the intersection of Laurel and Union Streets

## Southwest Revitalization Initiatives

# Residential Infill Opportunities



At the Southwest Neighborhood Workshops, session participants expressed an appreciation for the historical character of the built environment within the Cabbage Hill and surrounding West End neighborhoods. The architectural consistency of the buildings within these various neighborhoods was recognized as an important element of community identity. The following architectural guidelines, similar to the Heritage Conservation District design standards, are intended to allow for new development - growth and change - while encouraging the innovative use of architectural forms sympathetic to the historical character of neighborhood buildings and streetscapes.

**Scale**

The width, depth, height, and proportion of proposed buildings should relate to existing buildings from the immediate vicinity.

The buildings within the Cabbage Hill and surrounding West End sections of the study area are predominately two- and three-story buildings. New development in these neighborhoods should be limited to structures of a similar scale. Exceptions include buildings located at the ends of blocks adjoining major intersections, which may act as gateways or focal points for specific neighborhood areas.

**Elements**

Major architectural design elements should reflect patterns exhibited by adjacent existing buildings. This includes floor levels, cornice heights, bay spacing and window arrangement. In addition, this may include the articulation of building bases and rooflines.

Within the Cabbage Hill and surrounding West End neighborhoods, first-floor levels of buildings are typically elevated with greater floor-to-floor heights. In addition, buildings feature more elaborate cornices and finely detailed porches. Later development west and southwest of Hershey Avenue and Wabank Road is less elevated and consists of shallower floor-to-floor heights. Buildings feature simpler cornices and porches. New development should reflect these existing architectural characteristics.

**Materials**

Building finish materials should match those found on the adjacent existing buildings (i.e. use of brick masonry should be encouraged on blocks where brick masonry is the predominant existing building material). Traditionally, a similar building material was used on front, side, and rear facades. The use of consistent, quality materials on all sides of buildings is recommended.

Gutters, downspouts, roofing, and flashing should be kept in good repair to avoid water infiltration and subsequent deterioration of brick masonry, wood trim and other building materials. North-facing brick masonry facades and chimneys are especially subject to deterioration due to water infiltration. Masonry work should be inspected and re-pointed, if required. Non-functioning chimneys should be capped. Wood trim should be inspected and repaired, painted, or replaced, if required, to avoid further deterioration.

**Detail**

The architectural detail of proposed buildings should be consistent with the neighboring structures.

A specific area of concern is exterior architectural woodwork including porches, rails, cornices, and dormers. Existing woodwork should be maintained, repaired (or replaced, if deteriorated), primed, and painted. Gutters, downspouts, roofing, and flashing should be kept in good repair to avoid water infiltration and the deterioration of wood trim or other architectural details.

**Setback**

New development should respect the predominant orientation and setback of existing, neighboring buildings.

Exceptions include buildings located at the block intersections, which were traditionally occupied by commercial uses and oriented toward a street corner. Along blocks where buildings feature porches, new construction should align with nearby building edges rather than porch edges. Buildings that extend past adjacent building edges diminish the usefulness of adjacent porches.



Southwest Revitalization Initiative  
Architectural Guidelines



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## **IMPLEMENTATION:**

- **PROMOTION OF SOUTHWEST NEIGHBORHOODS**
- **ESTIMATED COSTS**
- **FIVE-YEAR IMPLEMENTATION STRATEGIES**



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The Commonwealth's "Elm Street" program suggests creation of a neighborhood image to generate greater public awareness of neighborhood initiatives, programs, and events. Community icons also help to define distinct neighborhood characteristics and to enhance overall community perceptions.

At Southwest Neighborhood Workshops, residents noted a diverse mix of friendly, helpful, and supportive neighbors as one of their best neighborhood attributes. In a fast-paced world of sound bites and video clips, people need something to which they can connect. People need community. Southwest Revitalization Initiatives are designed to give people a connection point. By virtue of geography, the people within the designated property lines are neighbors, but with intention, the same people can thrive as community.

From several alternative icon concepts presented to the Southwest Advisory Committee, a preferred icon was selected which depicts four city quadrants. This icon insinuates the solidarity through an overriding layer of communication - which, in turn, spurs growth and change. The design signifies movement, communication, and working together toward common revitalization goals.

The proposed Southwest Neighborhood icon might be used for intra-community communications such as neighborhood newsletters. Such gestures could help to inspire some residents to better understand themselves as an essential part of Lancaster's larger community.

Beyond the Southwest Neighborhood, all of Lancaster can become part of the greater conversation about our city. The conceptual website, [www.lancastercityneighbors.com](http://www.lancastercityneighbors.com) can become a connecting point for neighborhoods and individuals in and around the city to join forces for change.



## Southwest Revitalization Initiatives

# Promotion Southwest Neighborhoods - Identity

**Letterhead:**

The letterhead is designed for use of correspondence within and about the Southwest Neighborhood project



**Postcard:**

Distributed widely, postcards can be a means of educating and drawing individuals together for conversation and action



**Yard Signs:**

A grassroots approach to building awareness for Southwest Connection, yard signs provide another means for individuals to show community support



**Litter Receptacles:**

Utilization of the icon consistently in the neighborhood will foster pride in the community and give a tangible connection to a place

**Southwest Revitalization Initiatives  
Communication & Marketing**



THOMAS COMMITTA ASSOCIATES, INC.  
Town Planners & Landscape Architects



**Lancaster City** has fiscal constraints which limit its ability to implement all proposed Southwest Neighborhood Initiatives. The inherent costs of some proposed initiatives such as solving Manor Street parking problems and enhancing all public streetscapes are quite high. Conversely, other suggested initiatives such as expanding communication between sector police officers and local residents are relatively low.

This Southwest Revitalization Initiative does not yet provide opinions of probable costs associated with the many proposed public and private investments. On November 7, 2007, southwest residents will respond to all suggested initiatives and determine if they reflect the previously stated public objectives.

## Southwest Revitalization Initiatives Estimated Costs



**Lancaster's Southwest Initiatives** will require substantial support and investment from both private and public sectors. In accordance with the Commonwealth's Five-Point Elm Street Approach, specific strategies have been identified for Design; Neighbors & Economy; Image & Identity; Safe, Clean, and Green; and Sustainable Organizations. These strategies are further outlined below as part of an ambitious five-year plan as requested by Lancaster City's Department of Economic Development & Neighborhood Revitalization. With implementation by the community, such strategies will increase economic stability, promote home ownership within the southwest, eradicate existing blight within some neighborhoods, and generally improve the overall quality of life for residents of all neighborhoods.

### Year 1

- Activate southwest neighbors to participate in their community's revitalization with continued dialogue, Southwest Revitalization Initiative "ownership", and an understanding of individual roles within a broader community.
- Establish a non-profit improvement district (or expand an existing one) to oversee revitalization efforts and proposed use of the new southwest graphic identity.
- Initiate dialogue with all private landowners of targeted redevelopment sites.
- Review potential redevelopment opportunities with private developers.
- Expand respectful dialogue between southwest residents and sector police officers.
- Implement new community-policing initiatives now being developed by the Lancaster City Police Department.
- Inventory existing street trees, street lighting levels, and signage.
- Complete City's "litter index" within all southwest neighborhoods.
- Expand upon neighborhood clean-up efforts via volunteer, "sweat" equity (litter removal, façade repainting, tree pruning, etc...) to address the community's neglected spaces.
- Seek available public and private funding sources for public open space acquisition, streetscape enhancements, and environmental initiatives.

### Year 2

- Focus upon clean, safe, and green initiatives (initially within concentrated areas) for targeted installations of litter receptacles, traffic-calming measures, streetlights, and street trees.
- Create detailed streetscape plans for these prioritized, highly-visible corridors such as Manor and West King Streets.
- Build upon the present redevelopment efforts for further private investment between West King Street and Crystal Park.
- Work with community volunteers and professional experts to assist with site enhancements for all southwest parks.
- Establish a community-based bike squad to assist City policing efforts, and install surveillance cameras where warranted.
- Secure private developer interest in the proposed Manor Street parking structure and retail spaces.
- Complete required analysis for all neighborhood requests pertaining to traffic signs and signalization.
- Determine feasibility of gateway redevelopment initiatives at West Orange and West King Streets with private investment.
- Begin Southwest gateway enhancements at Manor Street and West End Avenue, and at West King and Manor Streets.

### Year 3

- Install the first phase of streetscape enhancements (lighting, litter receptacles, trees, curb extensions, and signage) within prioritized neighborhood areas.
- Begin detailed planning for expansion of streetscape enhancements to other neighborhood corridors.
- Complete the Southwest Gateway enhancements including green space and redevelopment initiatives.
- Communicate with neighbors regarding potential car sharing, bike sharing, and leasing opportunities for some existing off-street parking sites during times of parking space vacancy.
- Install warranted traffic signs/signals, and remove or consolidate other signs wherever feasible.
- Continue Manor Street revitalization with additional private investment for residential redevelopment and parking facility construction.
- Initiate construction of desired enhancements within southwest parks.
- Acquire access easements and and/or land (if feasible) for Southwest Greenway implementation.

### Year 4

- Complete southern Greenway expansion between Hamilton Elementary, the Conestoga River, and Lancaster Township.
- Expand streetscape enhancements (lighting, litter receptacles, trees, curb extensions, and signage) to all remaining neighborhood areas desiring such improvements.
- Initiate planning for revised mixed-use redevelopment at Hershey Avenue and Wabank Road, if desired by property owners.
- Continue traffic-calming initiatives throughout all neighborhoods.
- Begin detailed planning for any other proposed residential infill projects such as the potential site at Laurel and Union Streets.
- Encourage neighborhood participation in determining new community open space locations within the southern West End and near Laurel and Poplar Streets.
- Continue efforts to increase the overall quality of southwest housing stock.

### Year 5

- Convert some on-street parking areas to porous paving to enhance groundwater recharge, and promote other "greening" initiatives.
- Encourage the expansion of neighborhood-based businesses into remaining commercial vacancies.
- Construct all remaining streetscape enhancements and improvements to existing parks.
- Begin mixed-use redevelopment and new parking facilities on Manor Street and West King Street.
- Continue redevelopment initiatives at smaller sites scattered throughout the Southwest Initiative Area.
- Develop further incentives for alternative transportation and community "greening" efforts.
- Generate additional public awareness of southwest neighborhood advantages.
- Evaluate and celebrate the many successes of this aggressive five-year implementation period.

## Southwest Revitalization Initiatives Five-Year Implementation Strategies



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