

Heritage



The Cultural Heritage Element
A Strategy for Preserving Our Sense of Place
April 2006



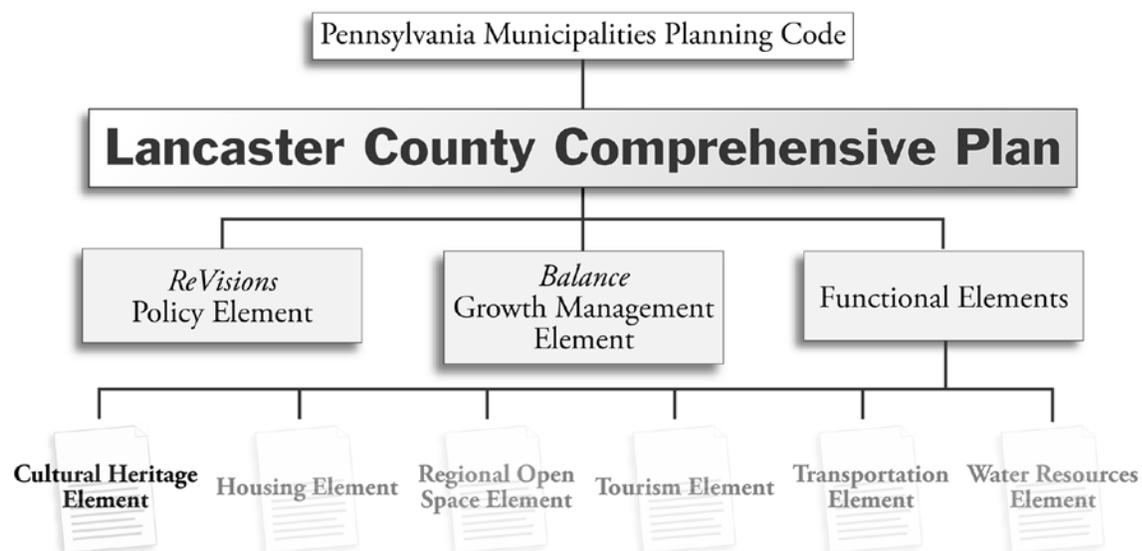


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Acknowledgements

RESOLUTION NO. 28 OF 2006

On motion of Commissioner Shaub, seconded by Commissioner Shellenberger;

WHEREAS, The Board of County Commissioners charged the Lancaster County Planning Commission with developing and implementing the Comprehensive Plan for the County, known as *Envision Lancaster County*; and

WHEREAS, *Envision Lancaster County*, developed by the Lancaster County Planning Commission, and adopted by the County Board of Commissioners, currently includes seven (7) Elements: *ReVisions*, the Policy Element; *Balance*, the Growth Management Element; *Choices*, the Housing Element; the Open Space Element; the Tourism Element; the Transportation Element; and the Water Resources Element; and

WHEREAS, In 2003 and 2004, the Lancaster County Planning Commission appointed three community-led task forces to amend *Envision Lancaster County* through updates to *Balance*, the Growth Management Element; *Choices*, the Housing Element and through the development of a Cultural Heritage Element (*Heritage*); and

WHEREAS, Since their inception, these task forces have generated significant public outreach involving public meetings, written and telephonic surveys, focus groups, media events, and website material; and

WHEREAS, In late January 2006, the public outreach process, and the technical expertise of the task forces, staff, and consultants resulted in complete drafts of *Balance*, the Growth Management Element Update; *Choices*, the Housing Element Update; and *Heritage*, the newly-developed Cultural Heritage Element; and

WHEREAS, The completed draft of *Balance*, the Growth Management Element Update, contains goals, objectives, and strategies designed to guide more of the County's new growth to Growth Areas; strengthen infrastructure within those areas; and create opportunities for redevelopment of those areas through mixed-use, through adaptive reuse of vacant and underutilized buildings, and through infill; and, further, *Balance* contains goals, objectives, and strategies designed to enhance the preservation and protection of the natural and cultural resources of the County; and

WHEREAS, The completed draft of *Choices*, the Housing Element Update, contains goals objectives, and strategies to help increase housing choices for current and future residents by generating more options for housing in terms of housing type, tenure (rental and ownership), location and price; and

WHEREAS, The completed draft of *Heritage*, the Cultural Heritage Element, is based on goals, objectives, and strategies to conserve, preserve, and celebrate the County's unique "sense of place" and community character; and

WHEREAS, Each of these draft documents also contains a host of regulatory tools and incentives that can facilitate implementation of their goals, strategies and objectives; and

WHEREAS, The drafts of these documents were released for a 45-day comment period, extending from February 8, 2006 through March 29, 2006; and

"continued"

WHEREAS, The drafts of these documents were also available for public review on the Lancaster County Planning Commission's website, in libraries, in the office of the Lancaster County Planning Commission, and through a mass mailing to approximately 3,000 elected and appointed officials and other stakeholders during the 45-day comment period; and

WHEREAS, The comments received on these draft documents are focused primarily on a desire for reinforcement of major themes already stated in the drafts, including: (1) the importance of preserving agricultural and natural areas; (2) the importance of strengthening and maintaining urban areas; (3) the importance of providing a strong educational program for municipal officials, the building industry and other stakeholders to facilitate implementation of the amendments; (4) the importance of providing county and other funding to support implementation of the amendments; (5) the importance of adequate infrastructure to support new growth; (6) the importance of consistency between local plans and ordinances and the amendments; and (7) the importance of monitoring; and

WHEREAS, The comments received during the 45-day comment period have precipitated a series of changes that are necessary to: (1) add clarity to existing text; (2) expound on existing text; and (3) add related text regarding existing concepts, policies, goals, and strategies; and

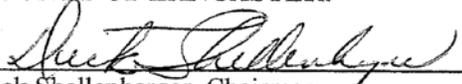
WHEREAS, The Board of Commissioners held a final public hearing today on the draft documents, whereby it provided an opportunity for additional comments on the draft documents and took those comments into consideration with respect to final changes to *Balance, Choices and Heritage*.

NOW THEREFORE, BE IT RESOLVED BY THE LANCASTER COUNTY BOARD OF COMMISSIONERS. That the Board hereby accepts the drafts and anticipated modifications, as described above and acknowledged today, and adopts these documents, with said modifications, as part of *Envision Lancaster County*.

Motion passed unanimously.

DULY ADOPTED this 19th day of April, 2006 by the Board of Commissioners of the County of Lancaster, Pennsylvania, in lawful session duly assembled.

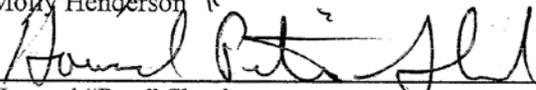
COUNTY OF LANCASTER:



Dick Shellenberger, Chairman

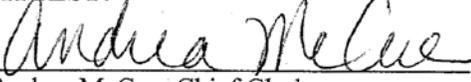


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Introduction

Key Message

The unusual depth and breadth of historic and cultural resources in Lancaster County plays a key role in defining the county's identity. To maintain our sense of place and quality of life, we must commit ourselves to making historic and cultural preservation an integral, indispensable part of living and working here.

Heritage, the Cultural Heritage Element of the Lancaster County Comprehensive Plan, is designed to help residents and visitors discover, interpret, preserve, and celebrate the county's heritage resources. In addition to focusing on the preservation of historic buildings, Heritage celebrates the county's people and customs. Our sense of place has as much to do with our traditions as it does with bricks and mortar. Maintaining and enhancing the county's unique identity requires ongoing investment in both the tangible and intangible expressions of our heritage.

A country with no respect for its past will do little worth remembering in the future.

– attributed to Abraham Lincoln

Our Challenge

While every place lays claim to being historically and culturally significant, Lancaster County has exceptionally numerous and diverse heritage resources for a single county. These resources include scenic agricultural landscapes, small towns, dense and varied urban neighborhoods, and diverse cultures strongly committed to their traditions. While the contributions of a few groups, such as Germans, Swiss, and English, are widely known in Lancaster County, there are many other groups that have contributed to Lancaster County's identity, such as African Americans, Asians, Welsh, and Latinos. Some residents have ancestors who arrived here centuries ago, and others have only recently made a home here, but everyone has a story to tell. We have all inherited a legacy of historic and cultural resources – but we have also inherited the responsibility to be stewards of that legacy.

While historic buildings are often the most obvious reminders of the county's past, other evidence of the past is more difficult to see. Buried below ground are the county's archeological resources, which not only highlight prehistoric native cultures, but the material culture of generations of Lancastrians since then. Other kinds

of evidence survive all around us, from a regional German dialect spoken on a Plain Sect farm, to the Puerto Rican Day Parade in Lancaster City, to a Buddhist shrine in a Vietnamese restaurant. If Lancaster County is to live up to its historic reputation as a place where all are welcome, it must continue to discover, interpret, preserve, and celebrate its cultural diversity.

Heritage is a limited resource. While careful management might renew a damaged forest or stream, a demolished building is gone forever. Cultural traditions that are not shared with younger generations are lost to history.

Heritage is a limited resource. While careful management might renew a damaged forest or stream, a demolished building is gone forever. Cultural traditions that are not shared with younger generations are lost to history. When an historic building is transformed into a pile of rubble, the time and effort invested by countless craftsmen and women is lost, as is the memory of the people who lived and worked there. The conditions that produced a hand-hewn beam or a carved mantelpiece two hundred years ago cannot be recreated now or in the future. While the style can be imitated, and historic techniques can be taught again, it is impossible to give something a past it never had. If Lancaster County is to maintain its historic and cultural identity, it must strive to preserve the intersections between people, place, and tradition.

Although awareness of the importance of historic and cultural resources is growing in Lancaster County, commitment to protecting and enhancing some types of buildings and traditions has been inconsistent. Local citizens often express the view that the past will take care of itself, and that traditions worthy of surviving will find their own way to continue. Unfortunately, places throughout the world have shown that buildings and traditions must not only be protected, but actively nurtured. There was a time when cultures could incrementally grow and change in response to changes introduced from elsewhere, but these changes now come at such a rapid pace, that there is never enough time to react.



Our cultural landscapes are unique

Today, entire cultural landscapes that took centuries to create can be destroyed in a matter of days, with little regard for the resources that made them unique. While local residents often speak of the need for a balance between growth and preservation, the balance is frequently tipped against historic and cultural resources. All too often, protecting these resources is seen as a burden, not a duty. Lancaster County’s greatest assets are its historic buildings, landscapes, and cultural traditions – without them, the county loses its identity, and a part of America’s heritage goes with it.

Purpose of This Plan

The Cultural Heritage Element supports the goals of the Lancaster County Comprehensive Plan by calling on the county’s public, private, and non-profit sectors to identify, preserve, and celebrate the county’s heritage resources. This plan goes beyond a set of policies and actions for

This plan is a blueprint for cultural heritage policy and action at all levels of government and across all sectors of the community.

county government. It is a blueprint for cultural heritage policy and action at all levels of government and across all sectors of the community.

The strategies in the plan are intended to:

- Actively engage municipalities, agencies, organizations, and individuals throughout the county;
- Raise awareness about our rich and diverse history;
- Develop mechanisms for proactive preservation planning; and
- Encourage residents to become better stewards of heritage resources.

More specifically, the Cultural Heritage Element builds on existing heritage initiatives and introduces new tools to help Lancaster Countians conserve historic and cultural resources. A better understanding of resources and the tools available to preserve those resources will help to ensure the long-term sustainability of Lancaster County’s tangible and intangible cultural heritage. This plan seeks to:

- Promote a greater understanding of the quantity, quality, and location of tangible and intangible heritage resources throughout the county. Knowledge of these resources will ensure that the most effective tools are implemented to protect and interpret them.
- Inform citizens about the positive impacts of heritage conservation. Answering the question “What’s in it for me?” is a great way to build support for conservation strategies. The more that citizens understand about the effect their actions have on historic and cultural resources, the more supportive they will be of heritage initiatives in the future.
- Identify existing measures to conserve heritage resources, such as financial incentives and regulations, and explore tools that could be implemented in the future, such as educational programs focusing on the traditional building trades.

- Promote leadership, responsibility, and awareness of heritage conservation by encouraging Lancaster County residents to collaborate with each other to implement specific strategies.



In addition to focusing on historic buildings, neighborhoods, and landscapes, this plan also celebrates the county’s people. Both the tangible and intangible elements of our heritage are important to our sense of place. Tangible elements of our heritage are the resources most often associated with historic preservation – features such as buildings, structures, neighborhoods, and landscapes. Intangible elements are the cultural

traditions that inform our understanding of the world around us. Maintaining and enhancing the county’s unique identity requires ongoing investment in both of these elements.

Heritage: An Element of the Lancaster County Comprehensive Plan

The Cultural Heritage Element is an important part of the Lancaster County Comprehensive Plan called *Envision Lancaster County*. The Comprehensive Plan outlines where the county is today, where we want to be in the future, and how we are going to get there. The plan includes three major elements:

1. Policy Element, called *ReVisions* (1999)

The Policy Element contains the vision and goals of the Lancaster County Comprehensive Plan. This element is designed to show the interconnectedness between different planning issues. In addition, it discusses Key Focus Areas. These are issues that county residents feel are worthy of special attention – issues that concern them the most. They are:

- Protect and preserve our natural and cultural heritage;
- Revitalize our urban communities;
- Develop livable communities;
- Create a sustainable economy;
- Celebrate, invest in, and mobilize the talents of our human resources; and
- Promote strong leadership, awareness, responsibility, and involvement in community issues.

As noted above, the first of these Key Focus Areas is to protect and preserve our natural and cultural heritage. More specifically, the Policy Element calls on all sectors of the community to maintain the integrity of historic buildings and structures, archeological sites, and other cultural resources.

2. Growth Management Element, called *Balance* (2006)

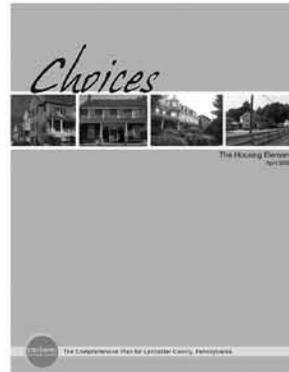
The Growth Management Element translates the goals of the Policy Element into specific, targeted land-use strategies. It identifies areas that are appropriate for urban growth and areas that are better suited for agriculture, other rural uses, and resource conservation. For each of these areas, the Growth Management Element identifies appropriate tools and techniques for implementation, such as the use of traditional neighborhood design in Urban and Village Growth Areas.

The vision for the Growth Management Element is to achieve and sustain Lancasterians' vision of a balanced community where urban centers prosper, natural landscapes flourish, and farming is strengthened as an integral component of our diverse economy and cultural heritage. The goals and objectives of the Growth Management and Policy Elements provide an overall framework and direction for the functional elements listed below.

3. Functional Elements

Functional Elements are specialized planning documents designed to address specific issues of concern, such as cultural heritage. As these plans are completed, they are adopted as official amendments to the Lancaster County Comprehensive Plan. These elements (with their year of adoption by the Lancaster County Board of Commissioners) include:

- Cultural Heritage (2006)
- Housing (2006)
- Tourism (2006)
- Transportation (2005)
- Water and Wastewater (1997) – The County anticipates starting work on this element in 2007.
- Open Space (1992) – In 2007, the County expects to adopt a “Green Infrastructure Plan” that will serve as an update to this plan.



Two existing elements of the county’s comprehensive plan were updated concurrently with the Cultural Heritage Element: the Growth Management Element, called *Balance*; and the Housing Element, called *Choices*. The joint purpose of these three amendments is to support balanced growth through policies and strategies designed to strengthen and sustain Lancaster County’s urban and rural communities, its diverse economy, its choice of housing types and affordability, and its natural and cultural heritage.

In addition, the Tourism Element, one of the few county-wide tourism plans in the nation, was adopted in June 2005. The Tourism and Cultural Heritage Elements are linked together through complementary policies that call for the conservation, preservation, and celebration of important resources as a basis for ensuring that Lancaster County remains a great place to live and visit in the future.

Need for the Plan

The Pennsylvania Municipalities Planning Code, commonly called the MPC, now mandates that county comprehensive plans include provisions for the protection of natural and historic resources. The MPC, which was first passed by the Pennsylvania General Assembly in 1968, is the Commonwealth’s “enabling” legislation for municipal governments. It outlines the structure that enables municipalities to create and enforce planning and zoning ordinances. Since its creation, the MPC has been amended many times. One of the most sweeping changes occurred in 2000, when the MPC began requiring county and municipal comprehensive plans to include provisions for the protection of natural and historic resources. Lancaster County was one of the first in the state to meet this requirement through the adoption of *Heritage* as a new amendment to the Lancaster County Comprehensive Plan.

Approach

A separate chapter entitled “The Planning Process” outlines the steps that were followed in developing this plan. The plan’s guiding principles were sustainability, stakeholder involvement, integration of supporting studies, and achievable recommendations. Like all planning processes undertaken by the Lancaster County Planning Commission (LCPC), this process was designed around public involvement. The process started with the creation of a Cultural Heritage Plan Task Force made up of nearly thirty representatives from businesses, non-profit organizations, municipal governments, and other county agencies. The public was also invited to participate in surveys and public meetings.

The plan’s guiding principles were sustainability, stakeholder involvement, integration of supporting studies, and achievable recommendations.

The plan was prepared by LCPC staff with the assistance of a consulting team that included Kise, Straw & Kolodner, an architecture and preservation planning firm based in Philadelphia; Urban Partners, an urban planning firm also from Philadelphia; and The Right Word, interpretive planners from Frenchtown, New Jersey.

Contents of This Plan

This plan outlines existing conditions, identifies some of the challenges the county faces in trying to conserve its heritage resources, and presents a strategy for addressing them. It is a road map that guides Lancaster County on the path toward preserving its “sense of place” for future generations.

- **Existing Conditions** explains how Lancaster County developed over time into a community with unusually abundant, diverse, and significant heritage resources. It discusses the county’s history and culture, outlines past and present preservation efforts, and describes some

of the trends that residents, municipal officials, local preservation advocates, and the Lancaster County Planning Commission have observed. It also examines the economic benefits of heritage preservation.

- The **Planning Process** lists the steps that were followed in preparing this plan. It outlines the principles that guided the process, discusses the research and assessment that informed the plan, and summarizes the public involvement process.
- The **Strategic Vision** paints a picture of Lancaster County’s heritage preservation efforts as they should be in 2015, after many of the plan’s recommendations have been implemented. It describes a future in which the protection of heritage resources and the enhancement of community character have become a standard part of doing business in Lancaster County.
- The **Goals, Objectives, and Strategies** outline exactly what should be accomplished during the life of this plan. There are six goals, and these are the principal steps that must be followed in order to implement the plan’s strategic vision. Objectives describe the goals in more detail, and strategies are the specific actions that the plan’s stakeholders will implement. In addition, this chapter contains sidebars that illustrate how these goals can be applied by following “best practices” and by developing pilot projects.
- The **Action Plan** describes what the public, private, and non-profit sectors are currently doing to preserve heritage resources, and how their roles and responsibilities might be redefined to achieve better results in the future. It contains a table listing all of the strategies in the plan and the groups responsible for implementing them. Finally, it includes a suggested process that municipalities can follow to identify, assess, and protect heritage resources.

- The **Glossary** includes planning and preservation terms used in this plan.
- The **Heritage Preservation Toolbox** describes the legal basis for heritage preservation, explains its economic benefits, and outlines potential funding opportunities.

Goals, Objectives, and Strategies

The goals, objectives, and strategies presented in the Cultural Heritage Element outline what should be accomplished during the life of this plan. There are six goals, and these are the principal steps that should be followed in order to implement the plan’s strategic vision. Objectives describe the goals in more detail, and strategies are the specific actions that the plan’s stakeholders will implement. By implementing these six goals, Lancaster County can protect the sense of place that makes it different from everywhere else – a more attractive and functional place to live and work.

Goal 1: Identify, conserve, and preserve the county’s heritage resources as a basis for retaining and enhancing strong community character and sense of place.

- 1.1 Create and maintain a comprehensive, GIS-based inventory of the county’s tangible heritage resources such as buildings, structures, objects, sites, and districts. This includes but is not limited to archeological, historic, and cultural sites; landscapes; byways; archives; and hand-crafted products.
- 1.2 Create and maintain a comprehensive database of the county’s intangible heritage resources – cultural traditions such as music, storytelling, dance, and foodways, together with the locations where they take place.
- 1.3 Develop new – and enhance existing – tools and strategies for the conservation and preservation of the county’s most significant tangible and intangible heritage resources.

Goal 2: Integrate the conservation and preservation of heritage resources in the economic development and revitalization of the county's towns, villages, and rural working landscapes.

- 2.1 Promote historic and cultural resource conservation and preservation as an economic tool in the revitalization of Lancaster City and its neighborhoods, and also in towns and villages throughout the county.
- 2.2 Identify and implement conservation models and actions that will sustain the economic vitality of Lancaster County's important rural, agricultural, and cultural "working" landscapes.
- 2.3 Develop additional heritage tourism opportunities as a form of economic development that is both sustainable and asset-based.
- 2.4 Develop new and expanded educational opportunities for learning traditional building trades and practices in Lancaster County.

Goal 3: Ensure that new development respects and complements the patterns, character, and scale of the county's traditional communities and rural landscapes.

- 3.1 Promote context-sensitive design for transportation projects, urban infill development, and rural development in towns, villages, and rural landscapes.

Goal 4: Promote strong leadership, collaboration, awareness, and responsibility in the conservation of the county's heritage resources among the public, private, and non-profit sectors.

- 4.1 Encourage county and local governments to serve as role models in promoting the preservation of the county's heritage resources.
- 4.2 Improve the facilitation and coordination of all appropriate public, private, and non-profit groups involved in heritage preservation-related activities.

- 4.3 Strengthen the involvement of local governments in heritage conservation, and ensure that it is an integral part of municipal planning.

- 4.4 Encourage local residents to volunteer in interpretive programs at publicly and privately operated historic and cultural venues.

- 4.5 Build the public's awareness of heritage resources and the value of conserving and preserving them.

Goal 5: Celebrate and promote the county's heritage resources.

- 5.1 Support existing local and county-wide recognition programs for heritage resources and activities, and implement new ones.

Goal 6: Ensure that adequate financial resources and incentives are available to implement the county's heritage preservation goals.

- 6.1 Advocate for new legislation to provide financial incentives for the conservation and preservation of heritage resources.
- 6.2 Develop new financial support and incentives for the conservation and preservation of heritage resources.

Existing Conditions

Historical and Cultural Overview of Lancaster County

The heritage of Lancaster County, like all communities, is a combination of many interacting forces over long periods of time. We have inherited a landscape rich in historic resources, agricultural landscapes, and the cultural traditions. All these elements make Lancaster County a unique and identifiable place.

This history is not a complete account of Lancaster County's past, but a summary that focuses on some of the highlights, especially as they relate to the built environment and cultural traditions. It is a compilation from a variety of sources including scholarly and commemorative publications, planning studies, and the websites of organizations closely associated with the topics addressed here. While this history may be useful as a quick reference, it is not a substitute for research and analysis based on primary sources. Lancaster County has many more stories to tell, and scores of talented scholars, researchers, and citizens are eager to share them.

Native American / American Indian Settlement

Paleo-Indian Period (13,000 BC – 8,000/7,000 BC)

When the first human inhabitants of North America arrived in the Susquehanna Valley, they encountered a landscape much different than today – a region slowly thawing from the last Ice Age. Herds of caribou roamed over tundra and forests of spruce and firs. Small nomadic bands of hunters migrated seasonally, following megafauna including mammoths and mastodons. Native peoples used chipped stones to create projectile points, scrapers, knives, and drills. Few of these sites are known to exist in Lancaster County. It is likely, however, that other sites were destroyed over time through environmental changes, especially by the changing course and depth of rivers and streams.

Archaic Period (8,000/7,000 BC – 2,000 BC)

During this period, the area's climate grew more temperate, supporting plants and animals that more closely resemble those found in Lancaster County today. Deer, turkey, bear, and fish were dietary staples for native peoples in the Susquehanna Valley, who supplemented their diet with nuts and berries. Archaic peoples of the Susquehanna Valley were less nomadic than their predecessors. While Paleo-Indian groups were largely nomadic, Archaic peoples maintained a system of base camps and temporary camps for hunting, fishing, and other activities. Stone technologies evolved to create more specialized tools such as adzes, axes, and gouges. Projectile points were often made of rhyolite or jasper, a form of quartz. These points were made more deadly by the use of spearthrowers called *atlatls*.

Transitional Period (2,000-1,000/800 BC)

This period is sometimes considered a part of the Archaic. One of the most notable changes is the use of soapstone (steatite) vessels. These bowls are usually oval or rectangular, with flat bottoms, sometimes with handles at the ends. This innovation allowed food to be cooked directly over a fire. In addition, the use of these thick ceramics suggests that the people of this time maintained more permanent settlements, because these vessels are much heavier than the baskets used by mobile groups.

Woodland Period (1,000/800 BC – AD 1608)

Settlement patterns at this time show a clear shift toward longer term occupations. Large villages were established on riverbanks and terraces near good agricultural soils. Peoples of the Susquehanna Valley created distinctive regional or tribal identities with an established leadership structure. Two important changes occurred at this time: the introduction of agriculture and the production of kiln-fired pottery.

The introduction of more intensive farming practices led to significant changes in population and way of life. The peoples of this time grew non-native plants including corn, beans, and squash. These crops were often planted in the now-familiar method of "companion planting," where

different crops are grown together to create more favorable conditions for both crops. Specialized tools such as hoes became more common, and bows and arrows replaced the use of spearthrowers for hunting.

One of the groups that inhabited this region during the late Woodland Period is known as the Shenk's Ferry culture. Sites inhabited by this group are common in the lower Susquehanna Valley. This group is identified as a distinct culture primarily on the basis of their pottery, which has recognizably different traits than those found at other sites. Whether this culture resulted from migration, invasion, or development over time has been the subject of debate. In the mid-15th century (1400s), Shenk's Ferry people established a town on a hill overlooking Conestoga Creek, near present-day Millersville Borough. At its height, this village is estimated to have included approximately 500 individuals living in perhaps 50 round- and oval-shaped dwellings.

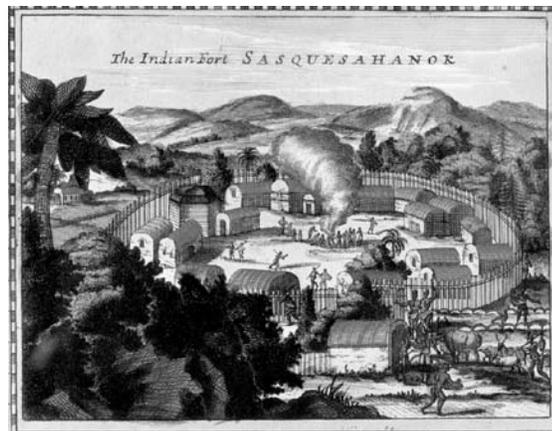
Petroglyphs found in and along the Susquehanna River between Columbia, Pennsylvania, and Port Deposit, Maryland may be associated with this culture. Petroglyphs are images carved into the surface of rocks. In the Susquehanna Valley, these images frequently include humans, birds, animals, and their tracks. These petroglyphs were first described in print in the 19th century, but were not extensively studied until the 1930s, prior to the construction of the Conowingo Dam. At that time, many sections of rock were removed to spare them from being submerged.

By 1575, the lower Susquehanna Valley was settled by an Iroquoian group that Europeans called the Susquehannocks, or the Minqua. At various times, the Susquehannocks dominated different parts of the region between northern Virginia and southern New York. Archeologist Barry Kent identifies ten stages of Susquehannock culture history between 1450 and 1763: Iroquois roots, Proto-Susquehannock, Early Schultz, Schultz, Washington Boro, Transitional (Billmyer and Roberts), Strickler, Leibhart, "the void," and "Conestoga and the other Indians."

Archeologists disagree about whether the Susquehannocks moved to the lower Susquehanna Valley to escape political and economic turmoil,

or because they wanted to establish new trading opportunities. Smallpox and tuberculosis, diseases introduced to America from Europe, may have reduced their numbers. The Susquehannocks established large, fortified villages along the Susquehanna River between Lancaster County's Conoy and Manor Townships. These villages generally included dwellings known as long houses – rectangular, bark-covered buildings with barrel-shaped roofs. Others were round or oval. They were usually made with posts set in the ground, and roofs made of bark or mats.

One of the most significant Susquehannock towns was located in the vicinity of today's Washington Boro. Archeological evidence indicates that the population of the village was once greater than it is now. This village, known as Conestoga Indian Town, was an important meeting place where Indians and Europeans traded goods, signed treaties, and discussed mutual concerns. Although European visitors often identified these Indians as a single tribe, many of Conestoga's residents were refugees from other areas. In a sense, this town was a kind of "reservation" for displaced tribes.



Historic Period (1608-1764)

This period is called "historic" because it denotes the beginning of first-hand written accounts of life in the Susquehanna Valley. On the second of two voyages in 1608, Captain John Smith (1580-1631) sailed up the Chesapeake Bay and up the Susquehanna River as far as the falls. At that point, a few of their native guides traveled further on foot to greet the Indians at Conestoga. There, Indian leaders packed trade goods into canoes, and prepared for a half-day trip downstream to meet with Smith. The next day, the

canoe fleet arrived at the falls with about sixty men, and gifts were exchanged.

Except for Smith's short visit, the Susquehanna Valley was largely unexplored by Europeans until French fur traders created trading posts in the mid-17th century (1600s). In Europe at that time, furs had become a popular fashion statement for the wealthy, and demand was increasing at a rapid pace. Although beaver pelts were the primary focus of the fur trade, Europeans also sought fox, otter, bear, mink, and panther furs. In return for furs, Europeans traded items such as gunpowder, lead for bullets, salt, rum, and kettles.

Some of the earliest fur traders in the region included Martin Chartier (d. 1718), who traded along the Susquehanna as early as 1687; James Letort; and Peter Bezaillion (1662-1742). Bezaillion traded with the Indians in what are now Lancaster, Chester, and Delaware Counties, and was particularly active at Conestoga Indian Town. William Penn's secretary James Logan (1674-1751) was also involved in the Indian trade. Fur traders used established Indian paths to transport their products to larger markets in port cities. Many of these routes led to European settlements on the Delaware River, including New Castle (Delaware) and Philadelphia.

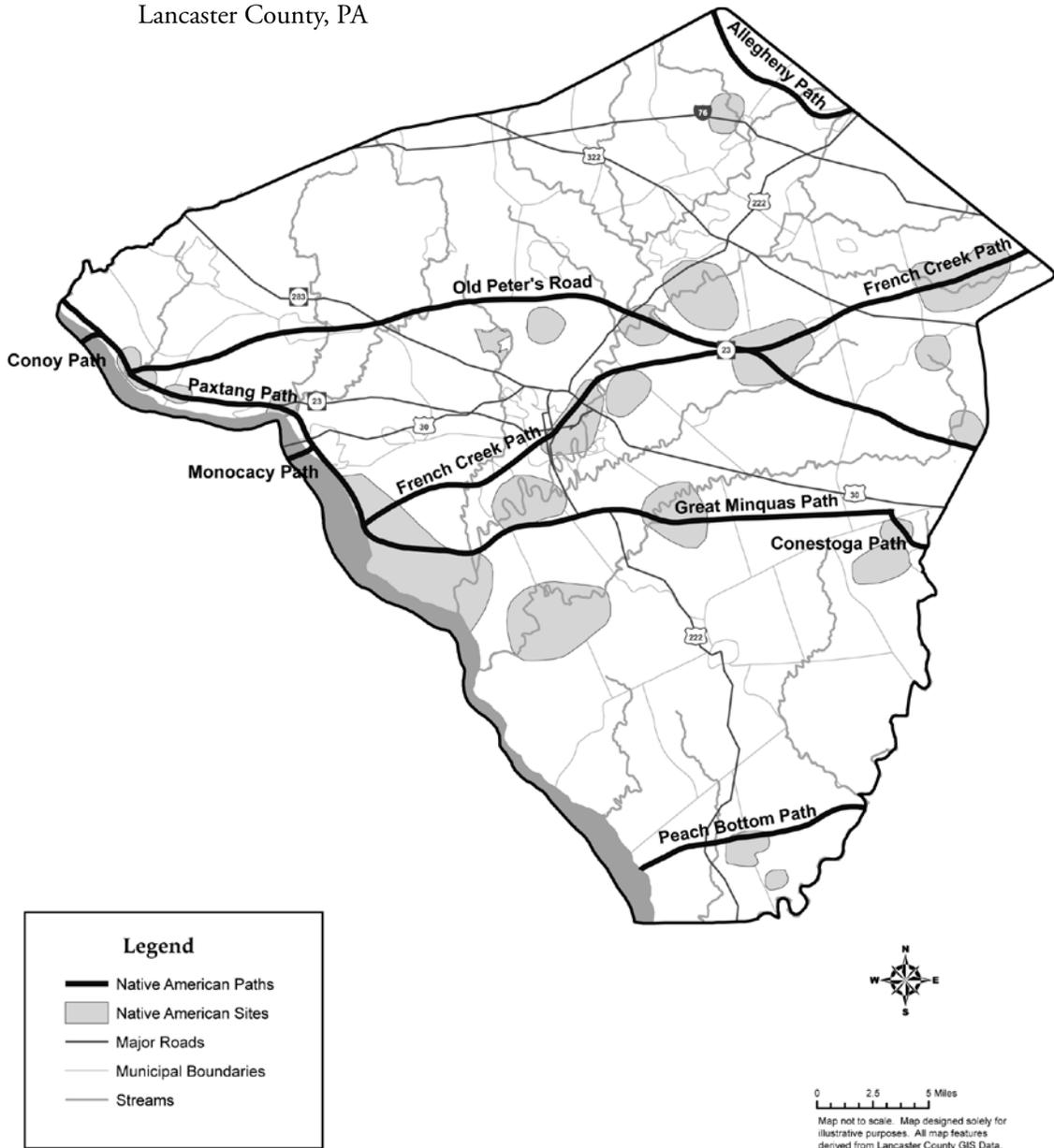
Several existing roads in Lancaster County owe their origins to early trade routes between Europeans and Native Americans. Many of these roads appear on the "Native American Legacy" map included in this plan. Old Peter's Road, an east-west trade route that passed across the northern part of today's Lancaster County, was named for Peter Bezaillion. Parts of the road exist today, and other sections are preserved in political boundaries between several municipalities including Manheim and Warwick Townships. Another principal trade route was the Great Minquas Path, linking Philadelphia with the Conestoga village (now Washington Boro). This route survives as Pennsylvania Route 741 from Gap through Strasburg to Willow Street, and Long Lane to the vicinity of Rock Hill, south of Millersville. In northeastern Lancaster County, today's U.S. Route 322 was once the Paxton Road, a link between Philadelphia and the Indian settlement at Paxton (or Paxtang), which later became Harrisburg.

Ironically, at the same time that Lancaster County welcomed a variety of European cultures and traditions into its midst, the county's last remaining Native Americans were killed by a

Native American Legacy

2006

Lancaster County, PA



Source: "Indian Paths of Pennsylvania" by Paul A. W. Wallace

Produced by the Lancaster County IT/GIS Department, June 2006

Existing Conditions

townships was a given a German name (Manheim). Of the other 17 townships created in 1729, six were given English names (Hempfield, Lancaster, Martic, Sadsbury, Salisbury and Warwick); four were Irish (Derry, Donegal, Drumore, and Leacock); three were Indian (Cocalico, Conestoga, and Paxton); and two were Welsh (Caernarvon and Lampeter). Additionally, one was given a biblical place name (Lebanon), and one was the anglicized name of Graf/Groff (Earl).

Portions of these townships were later incorporated into other counties. Lancaster County's original area has been decreased several times since its creation. Parts of the county were removed to create the Counties of York (1749), Cumberland (1750), Berks (1752), Northumberland (1772), Dauphin (1785), and Lebanon (1813).

The town of Lancaster was founded in 1730 when James Hamilton (1710-83) laid out lots in the vicinity of a tavern established by George Gibson in 1721. Lots were set aside for a courthouse, market, several churches, and a prison. Others were sold to traders, craftsmen, tavern-keepers, merchants, and professionals. In 1739, a brick courthouse was constructed in the middle of the town's Center Square, later called Penn Square. This building remained in the square until 1853, when the present "Old Courthouse" was built at the corner of King and Duke Streets. By 1742, Lancaster was large enough to be incorporated into a borough. It later became known as one of the largest inland towns in the British colonies of North America.

Settlement Patterns

During the early 18th century, changing economic conditions in Europe led many to seek better opportunities in the American colonies. The manorial system was being eroded, creating a large class of landless people seeking new homes. An increase in worldwide commerce and trade led to an accumulation of capital available for colonial ventures. As a new frontier of settlement, Lancaster County attracted farmers, merchants, and craftspeople representing a variety of different nationalities and religious traditions.

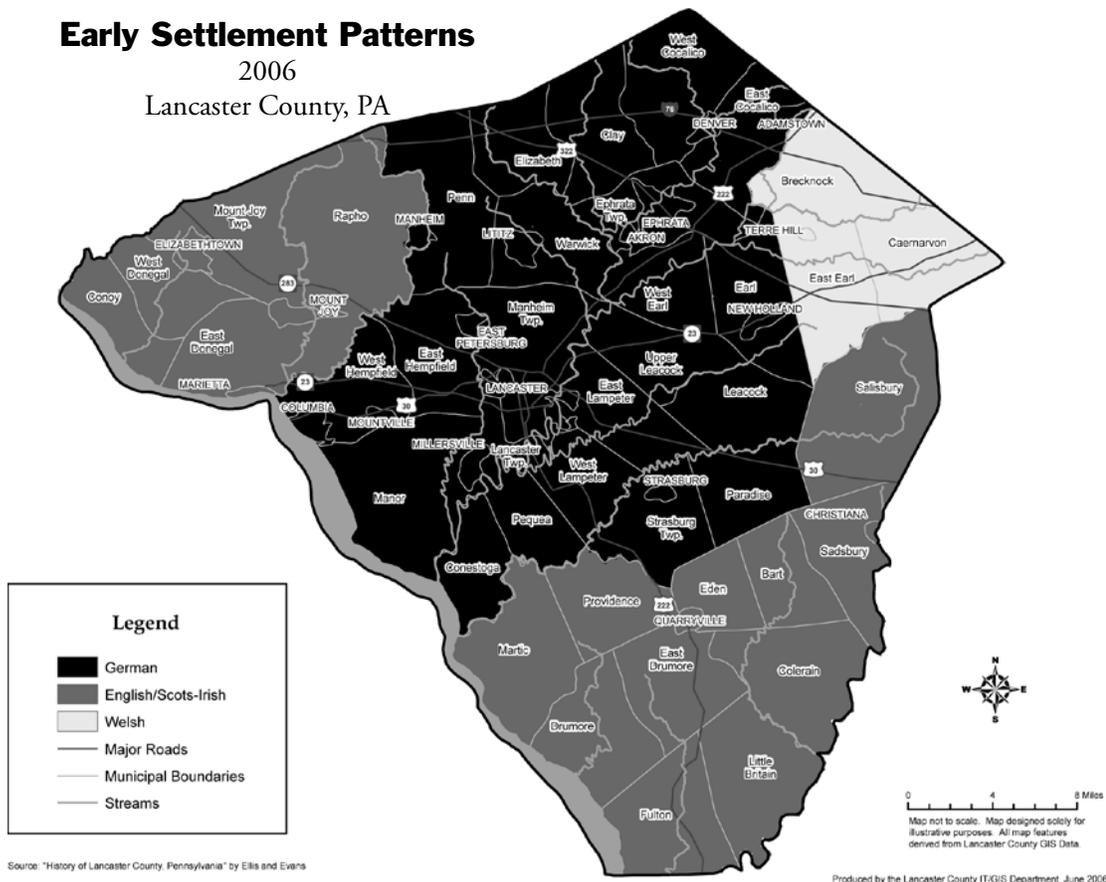
Germans, Swiss, French, English, Scots-Irish, and Welsh were among the first to establish new communities in Lancaster County, but they were not the county's only pioneers. Africans arrived here as early as 1726, when "Sal" and "Peter" were brought here as the property of John Wright and Samuel Blunston.

At that time, overland travel was the only way to reach the county, because it had no navigable rivers. Initially, the only established roads were Indian trade routes. Later, small roads branched from these routes, creating a network that linked mills, churches, and villages. The names given to these roads generally reflect their destinations, such as Mill Road, Ironstone Ridge Road, Mine Road, Quarry Road, and Church Road. These routes were called "customary" roads, because they were laid out without legal proceedings. As the county's population began to grow, public roads were formally established through a system of court dockets. These dockets record the exact route as surveyed and approved by landowners along the way. Many of these roads survive today with only minor alterations to their original routes.

Throughout the 18th century, improvements were made to the most heavily traveled regional roads. Today's Old Philadelphia Pike (Pennsylvania Route 340) and New Holland Pike (Pennsylvania Route 23) were established as King's Highways, a classification reserved for the most important roads linking the British colonies of North America. Professional teamsters called "wagoners" used these roads to carry goods through Lancaster County on their way to settlements further west in Pennsylvania and south along the Blue Ridge into Virginia. Taverns were located every few miles along these roads, generally a day's travel apart. These businesses were a necessity not only for travelers, but for their horses. In Lancaster, travelers could buy the county's trademark Conestoga wagons and Pennsylvania long rifles.

Once Europeans arrived in Lancaster County, they often settled near fellow countrymen and women who shared their language and beliefs. The cultural origins of these groups are still discernable in place names, architecture, and regional traditions. Other factors in the selection of homesites included the quality of the soil,

Early Settlement Patterns 2006 Lancaster County, PA



topography of the land, available water sources, and proximity to transportation routes.

Unlike many New England towns that grew around a public square, early Pennsylvania towns tended to develop in a linear fashion along key transportation routes. These towns often had few cross streets. Examples in Lancaster County include Strasburg, Mountville, New Holland, and Mount Joy. Crossroads villages such as Lampeter and Gap also developed where two main roads came together. Some communities, including Manheim Borough and Maytown, were created by investors who subdivided their property and sold lots. Columbia and Charles Town (later Washington Boro) took root on the site of abandoned Indian villages.

Religious Traditions in 18th-Century Lancaster County

For at least two centuries prior to European settlement of North America, city-states and kingdoms in Britain and Europe were hotbeds of

religious activity. Wars raged between Protestant and Roman Catholic nations, and between Protestant groups with diverging worship traditions. Seeking freedom from these states, where rulers often outlawed religious practices that differed from their own, a wide range of religious communities came to Pennsylvania. A novel part of William Penn's plan for his colony was to establish freedom of religion – the "Holy Experiment." At the time, Pennsylvania was among the only places in the world which guaranteed that right. As a result, groups that faced religious persecution in Europe were among the first to settle in Pennsylvania. Many of these groups were minorities in their own countries: Quakers, Puritans, and Catholics from England, German Pietists from Switzerland and the Rhine Valley, and Huguenots from France.

Several towns in Lancaster County, including Ephrata and Lititz, were established by religious communities. The tangible elements of these early settlements can be found in many surviving 18th- and 19th-century church buildings and cemeteries. The intangible elements of these

communities survive today in a broad range of worship traditions.

Mennonites

The term “Mennonite” derives from Menno Simons (1496-1561), a Protestant reformer. Simons, who began his ministry as a Roman Catholic priest in 1524, later became an Anabaptist. Some of the principles of this movement include adult baptism, the right of individuals to interpret the bible, and opposition to war and state control of religion. Since many early converts to this tradition had already been baptized as children, and were baptized again as adults, they became known as Anabaptists, or re-baptists.

Mennonites were regularly persecuted in Europe from the 16th through the 18th centuries. Edicts and decrees made it difficult for them to find work, and their lands and homes were often confiscated. In 1711, several Swiss Mennonite families settled in what was then the westernmost edge of European settlement in Pennsylvania. The names of these families are now familiar to Lancaster County residents: Kendig, Miller, Oberholtzer, Meylin, and Herr. By 1732, it is estimated that nearly one-fifth of Mennonites living in the German Palatinate had come to America.

An important legacy of the Mennonites’ early settlement is the Hans Herr House, built in 1719, the oldest known European dwelling house surviving in the county. Generations of the same family lived in the house until the 1860s. After that time, it was used as barn and storage shed until it was restored to its colonial appearance in the 1970s. It is now part of a museum complex that includes three farmhouses, several barns and other outbuildings, and an extensive collection of farm equipment.

Among the earliest Mennonite meeting houses in Lancaster County are: Strasburg, in Strasburg Township (1740); Weaverland, in East Earl (1740); Byerland, in Pequea (1747); Landisville (1752); and Groffdale, in West Earl (1755).

Amish

The Amish have their roots in the Anabaptist tradition. In 1693, a Swiss bishop named Jakob Amman (ca. 1644-1708) broke from the Men-

nonite church, and his followers became known as the Amish. Amman’s disagreement with other Mennonites focused on the concept of shunning members who had left the church after being baptized into the tradition. Amman felt that Mennonites needed to implement the ban in a more disciplined and consistent manner.

In the early to mid 18th century, the vast majority of the Amish in Europe came to America. Many of them arrived in Lancaster County, where other groups of Anabaptists had already settled. Although Amish and Mennonite groups have since split into a variety of different groups, they still share the same essential beliefs about baptism and non-violence. Where they differ is in matters of dress, technology, language, forms of worship, and interpretation of the bible.



Photo courtesy of the AV Dutch Convention & Visitors Bureau

Today, the most well-recognized of these groups is the Old Order Amish, with a Lancaster County population of approximately 18,000. The Amish stress humility, family, and community, and separation from the world. They choose to examine change carefully before accepting it. There is no single governing body for the Old Order community, so each church district decides for itself what it will and will not accept.

Old Order groups (both Amish and Mennonites) wear distinctive clothes, drive horse-drawn buggies rather than cars, do not have electricity in their homes, and send their children to private, one-room schoolhouses. Among themselves, they speak a dialect known as Pennsylvania German, but they typically speak English with people outside their community.

Brethren

There are broad differences in religious belief and practice among groups that share the name “brethren.” Church of the Brethren, one of the largest of these groups, was founded in Germany in 1708 by a group of Reformed and Lutheran Pietists who adopted beliefs and practices along Anabaptist lines. Due to persecution and poor economic conditions, most of the movement’s followers came to North America beginning in 1719. Until the 20th century, the group was called the German Baptist Brethren, but many people knew them as the “Dunkers” or “Dunkards,” because of their practice of full immersion baptism. Like Mennonites and Amish, Brethren are pacifists.

One of the most distinctive Brethren groups that settled in Lancaster County is the Seventh-Day Brethren, a group founded by Johann Conrad Beissel (ca. 1690-1768). After joining the Brethren faith community in Germany, he gathered his followers and moved to Lancaster County, where they built a settlement based on strict religious principles. This group established the Ephrata Cloister in 1732. Over the next two decades, they constructed two large communal living facilities and a variety of other buildings. Although a few notable buildings were later demolished, several of them survive today, and the site is owned and operated by the Pennsylvania Historical and Museum Commission.

The Seventh-Day Brethren were known for distinctive musical traditions that included singing without accompaniment. They also made paper and established a printing press, where they printed religious tracts. The last member of the group died in the 1920s, although a handful of individuals have devoted themselves to maintaining the group’s legacy since that time.

Moravians

The Moravian Church began in the provinces of Bohemia and Moravia in what is now the Czech Republic. The ideas embodied by the Moravian Church were first articulated by Jan Hus (1369-1415). After leading a protest movement against the Roman Catholic hierarchy, Hus was accused of heresy and burned at the stake. In 1457, followers of Hus started the Moravian Church,

officially known as Unitas Fratrum (Unity of Brethren).

After being persecuted throughout the 16th and 17th centuries, the Moravian Church experienced a renewal in the 18th century. A German nobleman, Count Nicholas von Zinzendorf, gave refuge to Moravians on his estate in Saxony. Later, after an unsuccessful attempt to establish a settlement in Georgia (1735-1740), the Moravians settled in Pennsylvania, starting the communities of Bethlehem and Nazareth. In the 1750s, Moravians established Lititz, a settlement in Lancaster County. The name Lititz was chosen to honor a town in Moravia that had once protected church members from persecution. For nearly



The Moravian Church Square, Lititz

100 years, the church owned all property in Lititz, leasing individual parcels to its members.

The Moravian Church has a strong musical tradition. In 1733, an organ builder named Johann Clemm settled in Pennsylvania and began building pipe organs for German churches. Clemm later trained David Tannenberg, one of the best-known American organ builders of the 18th century. Tannenberg settled in Lititz in 1765, and continued to build organs there until 1804. He is known to have built over forty organs, a few of which were among the largest organs ever built in the American colonies. He built the original organ installed for the dedication of the Lititz Moravian Church in 1787. This organ, which has since been moved to the building’s chapel, was restored in 1983.

Lancaster Moravian Church started in 1746 as St. Andrew’s Church. A stone church was built on West Orange Street in 1821, where it remained until 1966, when the congregation re-

located to Manheim Township. The 1821 church building was demolished and replaced with a contemporary office building.

Lutherans

The key moment in the founding of the Lutheran Church occurred in 1517, when a Roman Catholic monk named Martin Luther posted his “95 Theses” on the door of a church in Wittenberg, Germany. These were a series of statements protesting the practices of the Catholic Church, including the sale of “indulgences” that allowed believers to purchase the forgiveness of sins. In the years that followed, Luther’s teachings spread Lutheran reform throughout northern Europe.

In Lancaster County, many early Lutheran and Reformed congregations built “union churches” where both groups worshipped in the same building. Salem Heller’s Church along today’s Route 23 in Upper Leacock Township was one such church. The congregation was organized in the 1720s, and its first building was constructed a few years later. The Lutherans eventually left this joint arrangement and built their own church, Zion Lutheran Church, in 1838.

German settlers established the Evangelical Church of the Holy Trinity in 1730 on one of the plots set aside by Lancaster’s founder, James Hamilton. The present church, commonly known as Trinity Lutheran, was built on South Duke Street beginning in 1761. Five years later, the building was dedicated by Henry Melchior Muhlenberg (1711-87), one of the key figures in the establishment of the Lutheran Church in the American colonies.

Other early Lancaster County Lutheran churches include: Muddy Creek, East Cocalico (1730); Trinity, New Holland (1730); St. Michael’s, Strasburg Borough (1730); Emmanuel, Brickerville (ca. 1742); Christ, Elizabethtown (1744); St. Paul’s, Penryn (1752); Bergstrasse, Ephrata Township (1752); St. John’s, Maytown (1767); Zion, Manheim Borough (1769); and Swamp, West Cocalico (1774).

Reformed (later United Church of Christ)

The Reformed tradition shares much in common with the Lutheran church. They both had their origin in 16th-century Germany and Holland,

and have a similar theology. Elector Frederick III (1515-76) of the Palatine region became one of the strongest champions of the German Reformed Church. The principle document of this tradition is the Heidelberg Catechism, adopted in 1563. Like all catechisms, it is a series of questions and answers about religious beliefs – in this case, the theology of the Reformed tradition.

A congregation of German, Swiss, and French settlers in Lancaster organized First Reformed Church in 1729, and built a log church on East Orange Street in 1736. This building was replaced by a stone church in 1753, and by the present brick building in 1854. Prominent pastors at First Reformed have included Phillip Otterbein, Rev. William Hendel, Dr. Henry Harbaugh.

In addition to First Reformed in Lancaster, other early Reform churches in Lancaster County include: Salem Heller’s, Upper Leacock (1725); Peace Church [Muddy Creek], East Cocalico (1732); Bethany [Cocalico], Ephrata Borough (1730); St. Stephen’s [Zeltenreich], New Holland (1732); Christ [Blaser’s], Elizabethtown (1743); Zion [Pequea, Black Horse], New Providence (1750); Jerusalem [White Oak], Penryn (1752); Maytown, East Donegal (1765); St. Paul’s, Manheim Borough (1769).

Huguenots

In 1598, Henry IV of France issued the Edict of Nantes, granting freedom of worship to French Protestants, known as Huguenots. Nearly a century later, King Louis XIV revoked the Edict. As a result, many Huguenots left France for the Palatine region of Germany, along the Rhine River. In 1708, Queen Anne of England invited Palatine Germans and French Huguenots to England, where they would be granted passports to settle in America. Among the first settlers in Lancaster County were Marie Ferree (ca. 1650-1716), who arrived with her son, Daniel Ferree (1677-1762) and an adopted son, Isaac LeFevre (1669-1751). In 1712, they were given a patent to 2,000 acres in the Pequea Valley, much of which is now located in Paradise Township. Many of the Huguenots who settled in Lancaster County were associated with Reformed churches.

Roman Catholics

In June 1741, two German-speaking Jesuit priests traveled from Maryland up the Susquehanna and Conestoga Rivers to Lancaster. Within two years, a log chapel was built on West Vine Street. A 1757 census indicated that 212 Germans and 49 Irish in Lancaster County identified themselves as Roman Catholics. In 1760, the log church was destroyed by fire, and a stone church was built on the same site in 1762.

For several decades, Germans comprised the majority of Roman Catholics in Lancaster, but Irish immigration in the early to mid 19th century (1800s) made it difficult to accommodate both groups in a single church. In 1850, St. Joseph's Church was built in Lancaster's Cabbage Hill neighborhood to serve as the "German church," while St. Mary's was dubbed the "Irish church." Two years later, St. Mary's constructed its present church. The 1762 stone church was removed in 1881 to make way for a convent and school.

St. Mary's was not the only Roman Catholic church founded in the 18th century. Jesuit missionaries based at St. Mary's established the Donegal Mission in Elizabethtown in 1752, and this church later became known as the St. Peter Church. The stone church built for this congregation in 1799 still stands on South Market Street. The St. Peter Church remained a mission of St. Mary's until 1832, when it was transferred to another parish. In 1840, St. Peter's was designated a parish in its own right. Although the church moved to a new facility in 1999, some services are still held in the historic 1799 building.

Society of Friends (Quakers)

The Society of Friends, whose members are commonly called Quakers, was founded in England in the 1650s. George Fox (1624-91) is often credited with establishing the movement. Fox emphasized the importance of simplicity and humility. He had no formal education, and he felt strongly that education should not be a requirement for ministry. Some of his views were similar to those of the Puritans, such as his opposition to the arts.

Quakers also practice non-violence and reject the use of titles and oaths. Unlike many other groups that settled in Lancaster County, Quakers do not

follow religious rituals or perform sacraments such as baptism. To emphasize their belief that religious experience is not confined to a church building, they use the term "meeting house" to describe their gathering places. Laws passed in Britain during Puritan rule and after the restoration of the monarchy made it difficult for Quakers to live according to their beliefs. Refusing to take an oath of allegiance became illegal, and citizens were prohibited from holding any religious meetings not sanctioned by the Anglican church.

William Penn (1644-1718) became a Quaker in 1667, and his conversion was instrumental in spreading the movement to America. Quakers were among the first British settlers to move into Lancaster County, settling primarily in the eastern and southern parts of the county. The first meeting established in Lancaster County was organized in 1724 in Sadsbury Township, just north of Gap. The present stone building was built in 1747.

Quaker meetings were also established in Bird-in-Hand, Lancaster, and Penn Hill (Fulton Township) in the 1750s. Although members of the Wright family who established Columbia were Quakers, few of the borough's later settlers were Quakers, and their activities gradually subsided there. Bart Meeting was established in 1820, and its building, which survives today on PA Route 372, was built in 1825. Like many of the meetings in Lancaster County, however, this meeting was disbanded in the 20th century. Today, the only fully functioning meeting is located west of Lancaster City.

Many Quakers opposed slavery, and several Lancaster County Quakers played key roles in the operation of the Underground Railroad. Among them were Daniel and Hannah Gibbons (both lived 1775-1853), their son Joseph, and his wife Phoebe Gibbons, all of whom lived in Bird-in-Hand, East Lampeter Township.

Episcopalians (Anglicans)

Henry VIII of England (1491-1547) created the Church of England in 1534 after the Pope refused to annul Henry's first marriage. From that point forward, the British monarch has been the official leader of the Anglican Church. Since Henry's principal reason for establishing

the church was political and not theological, the Anglican Church maintains traditional forms of worship and governance.

Since the Anglican Church was an official part of the British political system, many early settlers in the American colonies were members of that church. In Pennsylvania, however, the Anglican Church was not established as an official religion, as it was in Maryland and Virginia. Anglican churches in America maintained their connection to the Church of England until after the American Revolution. The Protestant Episcopal Church in America was established as a separate organization in 1789.

The first Episcopalians to establish a church within the present boundaries of Lancaster County arrived here in 1718. Many of these settlers were second-generation Americans, sons and daughters of Welsh immigrants who had first settled outside Philadelphia in the 1680s. Their new settlement was located in an area that later became Caernarvon Township, Lancaster County. From the Penn family, they requested a 60-acre glebe, or plot of land dedicated for church use. After setting aside a plot for the church and cemetery, they divided the remainder into lots that were leased to support the church. The church became known as Bangor Church, and the village that grew around it was called Churchtown.

Soon after Lancaster County was formed in 1729, an Episcopal church called St. John's was built in the Chester County village of Compass, located a short distance east of the Lancaster County border. Although the church building is not located in Lancaster County, it was intended to serve residents of the Pequea Valley on both

sides of the border. Over one hundred years after the church's founding, Edward Buchanan, brother of U.S. President James Buchanan, was ordained at St. John's in 1835. Reverend Buchanan spearheaded the building of the present church, which was completed in 1838.

When the Town of Lancaster was founded in 1730, several Protestant denominations quickly established new churches. Many churches were founded in Lancaster before the Anglican Church sent a missionary to start St. James Church in 1744. The first of St. James' buildings was built at the northeast corner of Duke and Orange Streets in 1753. Among St. James' early members were Major General Edward Hand, Adjutant General to George Washington, and later a member of Congress; and George Ross, signer of the Declaration of Independence.

Methodists

John Wesley (1703-91), an Episcopal priest in England, began the movement that later became the Methodist Church. While attending a Moravian Church meeting in 1738, he became inspired to lead a revival movement. He and his brother Charles became leaders in developing Methodist societies that focused on a methodical approach to the study of the bible. Under Wesley's direction, Methodists became leaders in many social justice issues of the day, including prison reform. John Wesley spent most of his career in England, but also served as a minister in Savannah, Georgia, soon after the Georgia colony was established.

Not long after Wesley's experience in Georgia, interest in Methodism began to grow in Pennsylvania. In Lancaster County, a Mennonite bishop named Martin Boehm (1725-1812) felt the need for a more expressive religious experience. He found it at a 1767 revival meeting held in a Lancaster County barn that is now a part of the Landis Valley Museum. One of the attendees was Philip William Otterbein, former pastor of First Reformed Church in Lancaster. Otterbein later joined Boehm in creating the United Brethren in Christ, a denomination that later became a part of the United Methodist Church.

The Boehm home was a frequent stopping place for itinerant ministers and lay evangelists



Bangor Church, Churchtown

who became known as “circuit riders.” Boehm’s Chapel, the first Methodist church in Lancaster County, was built near their home in 1791. This chapel, which is still located in the town of Willow Street, was restored in 1991. Other early Methodist churches in Lancaster County included Columbia United Methodist, which was founded in 1803, and First United Methodist Church in Lancaster, founded in 1807.

Presbyterians

In 1603, King James I inherited the crowns of England, Scotland, and Ireland. To ensure his rule over Ireland, a Roman Catholic nation, he planted Protestant loyalists among them. Many Catholic noblemen fled to France, prompting the British crown to confiscate their vast property holdings in northern Ireland, known as Ulster. Soon afterward, King James offered Scottish loyalists the opportunity to settle there. Scottish settlers in Ireland became known as the Ulster Scots, or Scots-Irish.

Scottish families came to Ulster seeking better economic opportunities. By 1619, over 8,000 families had relocated there. By 1715, over 1/3 of Ulster’s 600,000 residents were Scottish. Despite the hope of better conditions in Ulster, many Scots-Irish settlers faced the same difficulties they had in Scotland. A small landholding class controlled the fate of thousands of poor tenants. In addition, the Ulster Scots were a religious minority, because many of them were Presbyterian, and the Anglican Church was the official Church of Ireland. Non-Anglicans could not hold office, and they were forced to pay tithes to the Anglican church.

Since the Scots-Irish had been in Ulster for less than 100 years, and their lives had not substantially improved, many of them were eager to seek the next new opportunity. Between 1717 and 1770, as many as 250,000 Scots-Irish left for America. Philadelphia was the most popular port for Scots-Irish immigrants, due to pre-established trade routes, the religious tolerance of the Pennsylvania colony, and available farmland.

Much of this farmland was found along Pennsylvania’s western frontier, in what became Lancaster County. Although it is unclear which of Lancaster County’s Presbyterian churches was

the first to be organized, three of them existed by 1730: Donegal Church, now located in East Donegal Township; Chestnut Level Church, in Drumore Township; and Pequea Church, in Salisbury Township. By 1760, Scots-Irish comprised 20 percent of the county’s 26,000 residents. In 1780, they represented 13 percent of the county’s 47,000 residents. At that time, the townships of Drumore, Colerain, and Salisbury had Scots-Irish majorities.

African-American Community

Africans, both free and enslaved, may account for perhaps two percent of Lancaster County’s population in the late 18th century. In 1780, when slavery began to be legally phased out in Pennsylvania, approximately 800 people were held as slaves in Lancaster County. This estimate



Donegal Church, East Donegal Township

is based on a comparison with numbers officially recorded in the first census of the United States, undertaken ten years later in 1790. The largest number of enslaved people lived in Lancaster City, and in Donegal and Salisbury Townships. The majority of slave owners at that time were

Scots-Irish, but documents show that English, Welsh, and German residents held slaves as well.

The religious life of African Americans in colonial Lancaster County is not well documented, but it probably shared many characteristics seen in other parts of the American colonies. Although enslaved people sometimes attended religious services with their owners, they also maintained unique religious traditions rooted in Africa and other parts of the New World. From an early date, however, free African men and women in Lancaster County organized their own religious societies. By the early 19th century, many of these groups formed church congregations and built their own worship spaces.

The African Methodist Episcopal (AME) Church grew out of the Free African Society (FAS) founded by two former slaves who had bought their own freedom. In 1787, Absalom Jones (1746-1818) and Richard Allen (1760-1831) founded this organization in Philadelphia as a “mutual aid society” designed to provide social services to its members. Jones and Allen had been members of a Methodist church, but in response to racial discrimination, they decided to transform the Free African Society into a formal church organization. Their new church, Bethel African Methodist Episcopal Church, was founded in 1793 with Allen as its pastor. This church is often called “Mother Bethel” to distinguish it from other churches that later adopted the same name.

The history of the AME Church in Lancaster began in 1817, when fifty free people of color gathered at the home of James and Elizabeth Clendenin to establish a house of worship for Africans in Lancaster. Bethel AME Church built its first church building in 1821. In the 1850s, the church started an African school. Before and during the Civil War, Bethel’s members played an active role in the Underground Railroad. The congregation’s current church on Strawberry Street was built in 1879. Since the 1980s, the church has acquired several adjacent properties, bringing new life to its ChurchTowne neighborhood.

The Borough of Columbia, located on the banks of the Susquehanna River in Lancaster County,

is the home of a free black community whose history stretches back to early years of the 19th century. Two groups of former slaves from Virginia settled there between 1817 and 1819, and quickly established their own churches. Among them was Mount Zion AME Church, still located on Columbia’s 5th Street.

Jewish Community

The first known Jewish settler in what became Lancaster County was Isaac Miranda (d. 1732), an Indian trader who lived near today’s village of Bainbridge, in Conoy Township. He may have arrived there as early as 1715. Although some documentation of his business dealings has survived, little is known of his religious life.

A generation later, Joseph Simon, a Jewish settler from England, arrived in the town of Lancaster about 1740. Simon, together with his nephew, Levy Andrew Levy, owned a store on Center Square (later Penn Square). Simon held Jewish religious services in his home and founded Lancaster’s Jewish cemetery on Liberty Street. In 1747, the plot for this cemetery was deeded to Simon and his neighbor, a Spanish Jew named Isaac Henriques. Simon and his family were later buried there.

Although Lancaster’s early Jewish settlers became prominent members of the community, they were never allowed to vote or hold public office. Throughout the 18th century, Jewish immigrants continued to settle along the Eastern seaboard, but few ventured further west. By 1790, only three Jewish families lived in Lancaster, and when Simon died in 1804, only a handful of individuals remained.

Lancaster’s Jewish community would not take root again until the late 19th century, when new immigrants arrived from central and eastern Europe. Congregation Shaarai Shomayim (Gates of Heaven) was organized in 1856, and its members built Lancaster’s first synagogue in 1867. The building was located on East Orange Street near First Reformed Church. In 1896, the congregation moved to its existing building on North Duke Street.

Two additional Jewish congregations now exist in Lancaster County: Temple Beth El, a Conserva-

tive congregation now located on Rohrerstown Road in East Hempfield Township, and Congregation Degel Israel, an Orthodox congregation located on Columbia Avenue in Lancaster Township.

18th-Century Built Environment

Lancaster County's built environment of the 18th century was characterized by vernacular architecture – everyday buildings that form the bulk of the built environment – rather than high-style buildings designed by architects. German-speaking groups tended to build log houses with steeply pitched roofs and central chimneys. English-speaking groups built log houses as well, but organized the interior space differently. Contrary to today's evidence that favors the survival of brick and stone houses, these materials were the exception rather than the rule. In 1798, nearly three-quarters of houses in the Borough of Lancaster were one-story houses with a three-room, central-chimney plan.

Agriculture in the 18th Century

One fact about farming in 18th-century Lancaster County is forgotten by many of today's residents – before any of Lancaster County could be farmed, its native forests had to be removed. Settlers who arrived from Europe at that time had to endure rigorous physical labor and deprivation to create their farms. As early as the 1760s, up to 60 percent of Lancaster County's old-growth forest had been cleared. Some of this clearance had



already taken place before Europeans settled in the county, but the expansion of agriculture and industry accelerated the process.

By the mid-18th century, crops were regularly shipped from Lancaster to port cities including Wilmington (Delaware) and Philadelphia. Manufactured goods followed the same paths back to Lancaster County. The primary crop in 18th-century Lancaster County was wheat, much of which was ground into flour. Grist and flour mills were located up and down most of the county's major streams. Rye, oats, barley, buckwheat, corn, and hemp were important secondary crops, and some farmers produced flax, potatoes, and fruit. Most farmers also had livestock.

18th-Century Industries

Lancaster County's earliest industries were those that involved agricultural products. Weavers made cloth from wool and flax produced in the county, and cloth was made into blankets, shirts, and stockings. Other early industries included tanning and leather goods including saddles and harnesses. Clay mining, brick making, pottery, and glass were other important products. A variety of raw material was mined from the soil, including clay and precious metals. A silver mine was established in Pequea Township, and a nickel mine operated near Gap. European settlers also developed the ample water power available in Lancaster County. Mills were established not only for grain, but for a variety of other industrial purposes. Grist, saw, paper, and fulling mills (for making felted wool) were located throughout the county.

Although most Lancaster County residents know that the county supported many heavy industries in the late 19th and early 20th centuries, they often do not realize that the county's iron industry started in the 18th century. Iron ore and limestone were necessary goods throughout British America, and Lancaster County had a ready supply of both. In Lancaster County, charcoal iron furnaces were established in places including Caernarvon, Martic, Elizabeth, and Warwick Townships. Furnaces were established

in forested areas, because acres of woodland were necessary to support them. Their operation also required reliable sources of water and limestone. Iron furnaces produced pig iron that was further processed by forges into domestic wares, farming implements, cannon and shot, and other items. Two of the county's early forges were Speedwell Forge, established in 1760, and Poole Forge, established in 1779.

In the early years of European settlement, the Conestoga wagon and the Pennsylvania long rifle were among Lancaster County's most celebrated products. The Conestoga wagon had a longer and deeper bed than wagons made before that time, and the beds were "bellied" or curved to prevent load from slipping from front to back. Like today's automobiles, these wagons required a variety of artisans to manufacture, including blacksmiths, wheelwrights, joiners, and turners.

Gunmaking was one of Lancaster County's earliest industries. Mennonite settler Martin Meylin was manufacturing these guns by 1745. Lancaster's reputation as a gunmaking center was well-known by 1776, when Revolutionary war leaders in Philadelphia requested 300 rifles from Lancaster gunsmiths. One of the reasons for the development of a local gunmaking industry was that guns imported from Europe were poorly adapted to the



Conestoga wagon

American environment. They were heavy, hard to aim, and made inefficient use of powder and shot. On the frontier, it was important to have accurate weapons that could be carried long distances. European settlers in America also needed guns that were easier and quieter to load.

The Pennsylvania rifle's claim to fame was its long barrel, which allowed for a reduced bore – in other words, a narrower channel for the bullet to pass through. This resulted in more accurate shooting. Another innovation was the use of a

rifled barrel, which gave the ball a spiral motion that also increased shooting accuracy.

Another significant industry in 18th-century Lancaster County was the Manheim glassworks established by Henry William Stiegel (1729-85). Stiegel came to America from Cologne, Germany, one of Europe's most important centers for glass manufacturing. He began making glass at Elizabeth Furnace in 1763 and moved the operation to Manheim in 1765. The initial focus of his business was bottle glass, but began to make finer glass after visiting glass factories in Bristol, England. At its height, the Stiegel glassworks in Manheim employed over 100 trained glass blowers, enamellers, and cutters from Italy, Germany, and England. Stiegel advertised extensively throughout the American colonies.



“Baron” Stiegel’s extravagant living, however, brought an end to his business in 1774. To cover his debts, Stiegel was forced to sell nearly all his possessions at a heavy loss. In Manheim, he sold a piece of his land to Zion Lutheran Church in exchange for five shillings and the yearly payment of a rose. Since 1892, the church has observed “Payment of the Rose Day.”

Revolutionary War and Early Republic

Many of Lancaster County's most prominent citizens were directly involved in the cause of the American Revolution. These included George Ross, who was a signer of the Declaration of Independence; Jasper Yeates, and Edward Shippen. Edward Hand, a physician, served as George

Washington's Adjutant General. His home, Rock Ford, survives today and is open to the public as a museum. Lancaster County farmers also assisted in the war effort by helping to feed Washington's army at Valley Forge during the winter of 1777-78. The Borough of Lancaster was also briefly in the spotlight when it served as the United States capitol for one day, September 27, 1777. The Continental Army maintained stables and a barracks on North Duke Street, between Walnut and Lemon Streets.

In 1777, during a service at Donegal Church, an express rider brought news that British General Howe was preparing to invade Pennsylvania. The messenger asked Colonel Lowery, who was attending services, to organize his men to defend the colony. Just outside the church, the congregation gathered around a tree to pledge themselves to the cause of independence. From that point forward, the tree was known as the Witness Tree. Although the tree no longer stands, a memorial marks the spot. Lititz was also the scene of activity during the war. The Brothers' House near the Moravian Church was used as a hospital, and soldiers were buried on East Main Street.

After the war, European settlement began to push further westward in Pennsylvania. In 1783, state legislators began reconsidering Philadelphia's role as the state capital. Soon afterward, John Harris offered to donate land for the construction of a capital building along the

still located in the middle of Penn Square, where the Civil War monument now stands. The state legislature continued to meet in Lancaster until 1812, when Harris's Ferry (later Harrisburg) was chosen as the state's permanent capital.

At the same time the Pennsylvania legislature was debating a new location for the state capital, the U.S. Congress was also considering possible sites for a new national capital. During deliberations in Congress, the Lancaster County town of Columbia was proposed as a possible site. Columbia's scenic setting along the Susquehanna and its central location along the Eastern Seaboard made it an attractive candidate for this honor. In the end, however, political pressure from southern states, especially the powerful Virginia delegation, resulted in the construction of a new city along the Potomac River. This new capital city became known as Washington, DC.

Development of Free African Communities

The U.S. census of 1790 indicates that of the county's nearly 900 residents of African descent, approximately 60 percent were free, and 40 percent were enslaved – proving that slavery continued to exist in Pennsylvania long after the start of emancipation. At that time, the largest number of slaves (157) in Lancaster County were held in Earl Township, followed by Salisbury Township with 106, and the Borough of Lancaster with 96.

Among the free African population, some achieved social and economic status despite widespread racial prejudice and legal discrimination. James Clendenin, who played an instrumental role in establishing Bethel AME Church in Lancaster, may have been the first person of color to own property in the city. Tax records show that he owned a house there by 1797. Despite achievements like this one, African Americans faced injustices such as an 1820 Lancaster City ordinance requiring every "free person of color" to register with the Mayor's office.



Susquehanna River near the old Indian village of Paxtang. For the remainder of the 18th century, this offer and many others were considered. In 1799, the legislature agreed to meet in the Lancaster County Courthouse until the final site was determined. At that time, the courthouse was

During the early 19th century, the population of Lancaster County continued to grow. The Borough of Lancaster was chartered as a city in 1818. Columbia also increased in size as a variety of industries developed along the riverfront. Soon after Columbia's founding, free African men and women created a strong community there. In 1819, 56 former slaves from Henrico County, Virginia (the Richmond area) settled in Columbia on land granted to them by the Wright family. Two years later, approximately 100 additional Africans joined them from Hanover County, also in Virginia. These new arrivals found ready employment along the river, especially with the borough's growing number of lumber merchants. By 1850, approximately 25 percent of Lancaster County's nearly 4,000 African-American residents lived in Columbia.

Growing Transportation Network

In the late 18th and early 19th century, private roads called turnpikes were created in Lancaster County. These were early "bypasses" that allowed travelers to take more direct routes between commercial centers. Turnpikes were often privately funded. Travelers paid a toll based on distance traveled, goods carried, and type of vehicle.

The first turnpike in Lancaster County, and one of the earliest in North America, was established between Philadelphia and Lancaster in 1792, but was not fully completed until 1812. This turnpike, now known as U.S. Route 30, has been called one of the first hard-surface roads in the western hemisphere. Later turnpikes were built as a series of "spokes" connecting Lancaster City with other communities located around it. Turnpikes were built to Marietta, Manheim, Lititz, New Holland, Strasburg, and Willow Street. Some turnpikes led to small villages such as Fruitville and Oregon.

In the early 19th century, a Lancaster County native invented a technology that made a significant impact on transportation throughout the world – but actually had little impact on Lancaster County itself, due to its lack of navigable rivers. That invention, the steamboat, was developed by Robert Fulton (1765-1815), who was born in a southern Lancaster County community that was later named Fulton Township in his honor. In the 1960s, his birthplace became a National Historic Landmark, now one of five in Lancaster County. Fulton built his first successful steamboat in Paris in 1803.

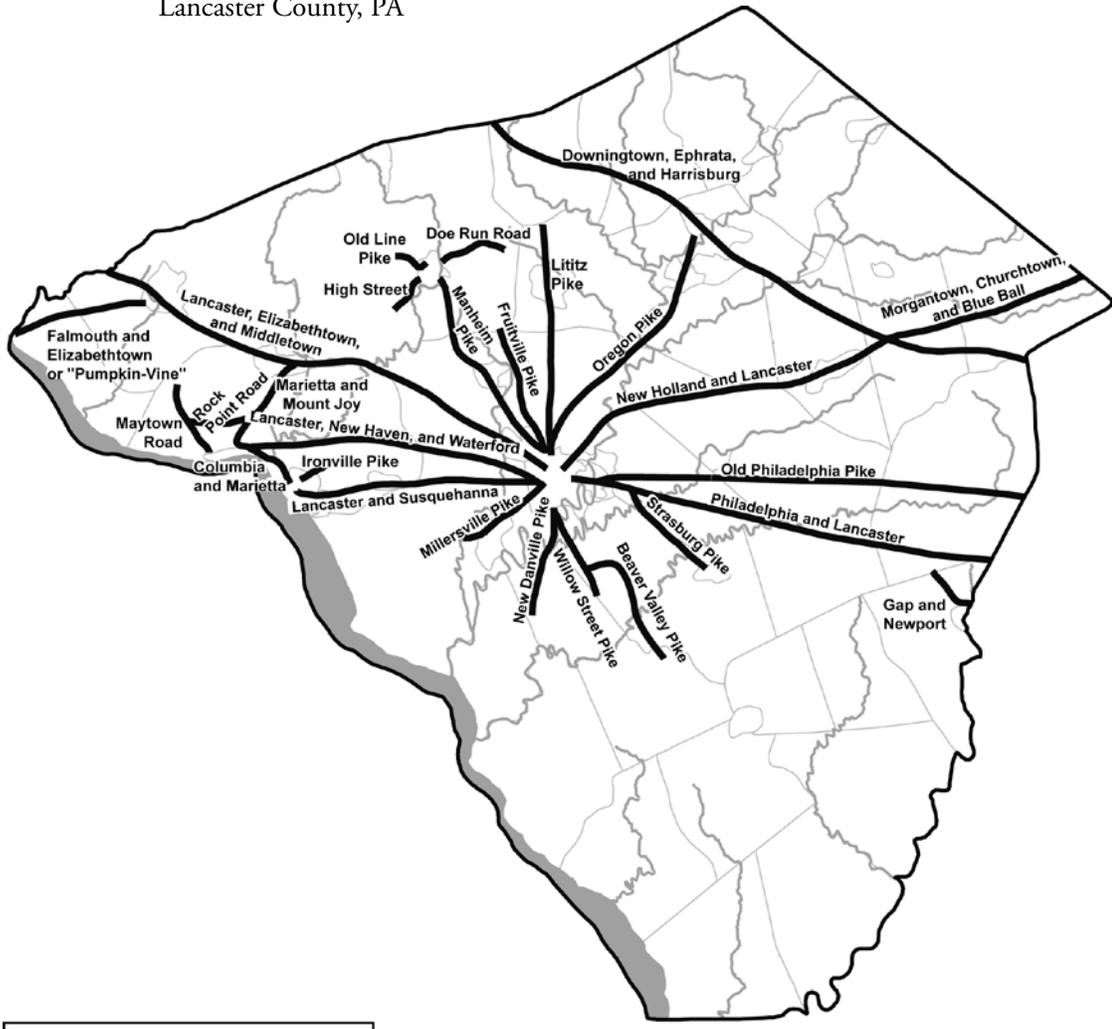
One engineering feat that had a great impact on Lancaster County was the construction of the first bridge over the Susquehanna River, completed in 1812. During the Civil War, Union troops burned the bridge to prevent Confederate troops from crossing into Lancaster County and eventually marching on Philadelphia. The bridge was rebuilt after the war, and then destroyed again during an 1896 storm. The last wooden bridge was replaced by a concrete bridge in the 1930s. Today, that bridge serves as a symbol of the Lancaster-York Heritage Region.

The next step forward in the region's commercial development was the period of canal and early railroad construction between the 1820s and the 1840s. Canals were built on both sides of the Susquehanna River, allowing goods to be transported to and from the Chesapeake Bay. The Borough of Lancaster was also linked into the system by the Conestoga Navigation Canal, a slackwater canal built along the banks of the Conestoga River. This canal was built in 1825 and continued to charge tolls until 1872.

19th-Century Turnpikes

2006

Lancaster County, PA



Legend

- Historic Turnpikes
- Municipal Boundaries
- Streams



Map not to scale. Map designed solely for illustrative purposes. All map features derived from Lancaster County GIS Data.

Produced by the Lancaster County IT/GIS Department, June 2006

Existing Conditions

to the lumber business from an early age gave them an important advantage as entrepreneurs. Many smaller businesses run by both whites and African Americans depended on the economic activity generated by these men. Smith and Whipper did their banking at the First National Bank of Columbia, which is now open to the public as a museum. The two men were also active abolitionists who regularly assisted fugitives escaping to freedom on the Underground Railroad.

Although canals provided booming business for much of the early 19th century, investors quickly saw the potential for building a railroad that completely bypassed the canal system. While canals often froze in winter, railroads offered the promise of year-round service. As a result, despite the state's investment in canals, this mode of transportation was soon eclipsed by railroads. Throughout the 19th century, railroads rapidly expanded in Lancaster County and throughout the Commonwealth. The Philadelphia and Columbia Railroad was one of the first in the nation, chartered in 1834. This line was later incorporated into the Pennsylvania Rail Road, or PRR. By the end of the 19th century, the county had a series of rail lines branching off the PRR. Short lines such as the Strasburg Rail Road were also built to provide rail access to agricultural communities.

Arts and Education in the 18th and 19th Centuries

For a city of its size in early America, Lancaster was a surprisingly rich environment for the visual and performing arts. One of the best-known figures to come out of Lancaster during this time was John Durang (1768-1822), one of the most prominent figures in the early history of the American stage. Durang was the first American-born stage performer who incorporated dance, acting, singing, and puppetry into his performances. Durang spent most of his life in Philadelphia establishing theater as a well-respected art form. There were far more performance spaces

in early Philadelphia than there are movie and stage theaters today. On stage, dancers performed routines called hornpipes and harlequins, rough versions of classical ballets, and circus clowning). Durang performed at a time when America was struggling to define itself. Promoting things that were uniquely American became increasingly important, and Durang fit the bill.

Christopher Hager, a Lancaster merchant and civic leader, wanted to create a building that would serve as a community center for meetings, lectures, concerts, and theatrical performances. He commissioned Philadelphia architect Samuel Sloan (who later designed the Lancaster County Courthouse) to create this building, which was built in 1852. Named Fulton Hall, after Lancaster County's inventor Robert Fulton, it was built on the foundation of Lancaster's jail, famous as the place the last of the Conestoga Indians were massacred. That event was later parodied in a play called, "A Dialogue Between Andrew Truman and Thomas Zealot About the Killing the Indians at Cannestogoe and Lancaster and The Paxton Boys, a Farce."

In the late 19th century, Fulton Hall became known the Fulton Opera House. Every major stage artist of the time performed at the Fulton. These included Maude Adams, John Drew, Lily Langtry, Modejeska, Sarah Bernhardt, and George M. Cohan. In 1903, the Fulton's owner Charles Yecker commissioned local architect C. Emlen Urban to redesign the interior in a neoclassical style. After 1910, movies began to pull audiences away from live theaters, and the theater turned to burlesque.

The Fulton also became the performing home of the Lancaster Symphony Orchestra. In 1969, the building was designated a National Historic Landmark – one of only eight theaters in the United States to hold that honor. Community theater groups began performing there. In 1989, the Fulton launched its campaign to raise funds to restore the theater. After shutting down in January 1995 for the reconstruction, the Fulton reopened in October of that year. During the renovation, the theater also added a new lobby and dressing rooms.



Fulton Theater, Lancaster

Lancaster County is home to many educational institutions founded in the 18th and 19th centuries. Linden Hall, founded in Lititz in 1746, is one of the oldest girls' schools in the nation. Franklin College was founded in 1787 as a preparatory school for young German men. In 1853, it merged with Marshall College to become a college of the German Reformed Church. At that time, it moved to its present campus on the west side of Lancaster City. The college later dropped its religious affiliation and became a private, independent liberal arts college. The Lancaster Reformed Theological Seminary later took up residence across from the college.

Millersville University of Pennsylvania started in 1855 as a teacher training institute, then became the first state normal school. It now offers a liberal arts curriculum with additional focuses on nursing, technology, business, and computer science. Another well-known Lancaster County institution is Elizabethtown College, which was founded by the Church of the Brethren at the end of the 19th century.

Located in Lancaster City, Stevens College of Technology offers training in industry, trades, and business. Thaddeus Stevens (1792-1868) was born in Vermont and came to Pennsylvania as a young man. Among the many causes he supported, he was a champion of free public education. Until just prior to the Civil War, there were few free public schools in America. Those that existed were found in New England and in large cities, and only affluent families could afford to send their children to school.

As a result of Stevens' efforts, Pennsylvania created a statewide free public school system a generation before many other states. In his will, Stevens left

funds to establish a school for homeless, indigent orphans. His original bequest stated that students "shall be carefully educated in the various branches of English education and all industrial trades and pursuits. No preference shall be shown on account of race or color in their admission or treatment. Neither poor Germans, Irish, or Mahometan [Muslims], nor any others on account their race or religion of their parents, shall be excluded. They shall be fed at the same table."

Slavery, the Civil War, and the Underground Railroad

In 1780, Pennsylvania became the first state in the nation to pass a law to "phase out" slavery. New Jersey was the last northern state to do so, in 1804. Despite the fact that slavery was no longer a legal practice in northern states, it remained a central issue in American life for decades afterward, and a very real threat to free people of color. The Compromise of 1850 sought to settle disagreements between northern and southern states over slavery. For African Americans in the north, it was a new reason to fear the loss of their freedom, because the Compromise included a newly strengthened Fugitive Slave Law. While the law's stated purpose was to allow slaveholders to reclaim runaway slaves, it provided increased opportunity for slave hunters to kidnap free African Americans and put them in bondage.

Pennsylvania's white residents had mixed feelings about slavery in the South. Some felt it was morally wrong, while others felt it gave the South an unfair economic advantage. Although most white Pennsylvanians opposed slavery as an institution, only a small minority favored granting African Americans equal rights under the law. Some of the white residents who held this view became involved in the Underground Railroad, a movement that brought many slaves to freedom in the North. Historian Fergus Bordewich states that the Underground Railroad represents:

- The first racially integrated, religiously inspired civil rights movement.
- The first mass movement of civil disobedience in America since the Revolution.

- The first opportunity for African Americans to engage in politics and organizational management.
- The seedbed of American feminism.

Southeastern Pennsylvania is where the Underground Railroad grew into a highly organized, coordinated effort, perhaps as early as the 1820s. In fact, the term may have been coined in Lancaster County. The Borough of Columbia, located on the Susquehanna River, gained a reputation as a difficult place for slave catchers to find the individuals they were pursuing. In an 1883 book entitled *History of the Underground Railroad in Chester and Neighboring Counties of Pennsylvania*, author Robert Smedley described the reaction of slave catchers operating near Columbia:

... in their bewilderment . . . they declared there must be an underground railroad somewhere. This gave origin to the term by which this secret passage from bondage to freedom was designated ever after.

African Americans played a leading role in the Underground Railroad. Oral tradition indicates that Bethel African Methodist Episcopal Church (AME), founded in 1817, was a station on the Underground Railroad. One of the church's early leaders, the Rev. Robert Boston, is known to have assisted in efforts to thwart slave catchers operating in Lancaster County. Today, residents and visitors to Lancaster County can hear the story of this movement as told through a program called "Living the Experience." This program, created and sponsored by Bethel African Methodist Episcopal (AME) Church in Lancaster City, features costumed first-person interpreters. Participants also have the opportunity to share a traditional meal before or after the presentation. The first documented Underground Railroad activity in Lancaster County involved William Wright, who transported enslaved Africans across the Susquehanna River and through Lancaster County.

The key role that Lancaster County played in events leading up to the Civil War is highlighted by a violent incident that took place near the county's eastern border on September 11, 1851. On that day, exactly 150 years before the terrorist

attack on the World Trade Center in New York City, another explosive event riveted the nation's attention.

A Maryland slave owner named Edward Gorsuch had learned that several of his former slaves were living on a farm in Sadsbury Township, Lancaster County. To recapture these men, Gorsuch traveled from Baltimore County accompanied by a United States Marshal, several deputies, and his son. When Gorsuch arrived in Lancaster County, he found the runaways at the home of a former slave named William Parker. Parker lived in a stone tenant house on the farm of Levi Pownall, a Quaker abolitionist.

The Christiana Resistance, originally called the "Christiana Riot" in contemporary news reports, resulted when a pitched battle broke out between Gorsuch's men and those inside the house. During the confrontation, Edward Gorsuch was killed and two others, including Gorsuch's son, were wounded. Afterward, Edward Gorsuch's body was taken to Zercher's Hotel in Christiana Borough. In this building, which also served as the town's railroad station, the body was examined before being removed by train. This examination was the first step in the official investigation of the incident.

In the aftermath of the event, 38 men were arrested and charged with treason under the provisions of the Fugitive Slave Law. Many of the accused were held in the attic of Zercher's Hotel before being transported to federal prison to await trial. At the hotel, a sitting U.S. Congressman from Lancaster County, Thaddeus Stevens (1792-1868), interviewed the accused as one of three counsels for the defense. In the end, only one person stood trial for his role in the Christiana Resistance, and he was acquitted.

Although the house where the battle occurred no longer survives, Zercher's Hotel still exists. The former hotel and railroad station has been officially recognized by the National Park Service's "Network to Freedom" program, which includes sites and other facilities associated with the Underground Railroad. The Underground Railroad Center at Historic Zercher's Hotel features exhibits focusing on the Christiana Resistance and on local people and places that played a role

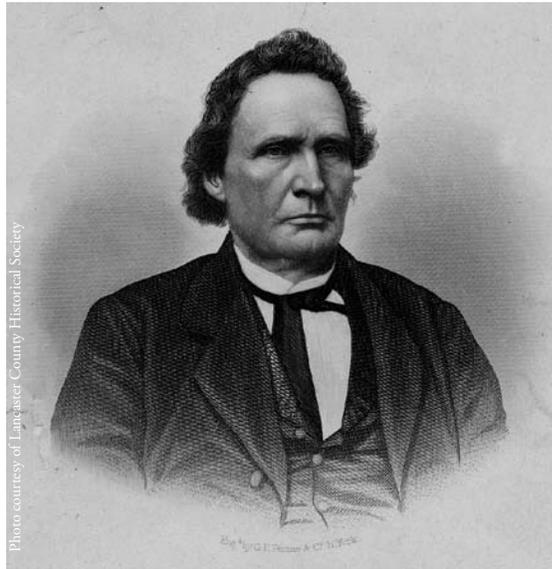
in the Underground Railroad. The center was sponsored by the Charles Bond Company, which owns the building, and the Christiana Historical Society. The National Park Service and the Pennsylvania Department of Economic Development (DCED) provided funds for the project.

Despite the fact that the anti-slavery movement was outside the mainstream of white public opinion in Lancaster County, a combination of factors made the county a center of Underground Railroad activity. The county's location adjacent to a Southern state made it an attractive destination for African Americans escaping slavery, and many of the region's Quaker residents opposed slavery on moral grounds.

Lancaster County's most prominent white abolitionist was Thaddeus Stevens, who had served as counsel to those accused in the Christiana Resistance. In addition to representing Lancaster County in the Pennsylvania Legislature and the U.S. Congress, Stevens was a lawyer, industrialist, newspaper publisher, and activist. He and his companion, Lydia Hamilton Smith (1813-1884), may have served as "stationmasters" on the Underground Railroad. Stationmasters sheltered African Americans who feared capture by slaveowners or slave catchers. Individuals who helped to guide fugitives between safe places (known as "stations") were called "conductors."

Recent archeological investigations at the Stevens-Smith House in Lancaster City offer evidence of a possible hiding place in a dry cistern adjacent to the basement of the house. Stevens lived in Lancaster between 1842 and his death in 1868. The Historic Preservation Trust of Lancaster County is now working with other partners to open the Stevens-Smith Historic Site as an education and interpretive center exploring Lancaster County's role in the Underground Railroad. This center will also highlight the efforts that Thaddeus Stevens, Lydia Smith, and other Lancastrians made to safeguard the civil rights of all Americans, regardless of race or religious affiliation.

Beyond his role in the Underground Railroad, Thaddeus Stevens was a pivotal figure in the



Thaddeus Stevens

public affairs of Pennsylvania and the nation throughout the mid-19th century. As a state representative in the 1830s, he became known as the "Great Commoner" for his support of free public education. He later served in Congress as a member of the Whig Party (1849-53) and the Republican Party (1859-1868). As a leader in the House of Representatives, Stevens played a key role in major civil rights legislation including the 13th Amendment to the U.S. Constitution, which abolished slavery, and the 14th, which affirms equal protection under the law for all people born or naturalized in the United States. He also laid the groundwork for the 15th Amendment, which gave African American men the right to vote.

Stevens was one of the prime movers of Reconstruction, and was a leading advocate for the impeachment of U.S. President Andrew Johnson (1808-75). Stevens and his Senate colleague Charles Sumner (1811-74) believed that Johnson was too lenient toward Southern states after the Civil War. Stevens and Sumner believed in full political equality for freed slaves. They called for African-American men to be given equal rights to vote, hold office, own land, and enter into contracts. Stevens and Sumner favored requiring Southern states to pass laws to this effect before being readmitted to the Union.

Prior to his death in 1868, Stevens indicated his desire to be buried in Lancaster's Shreiner-

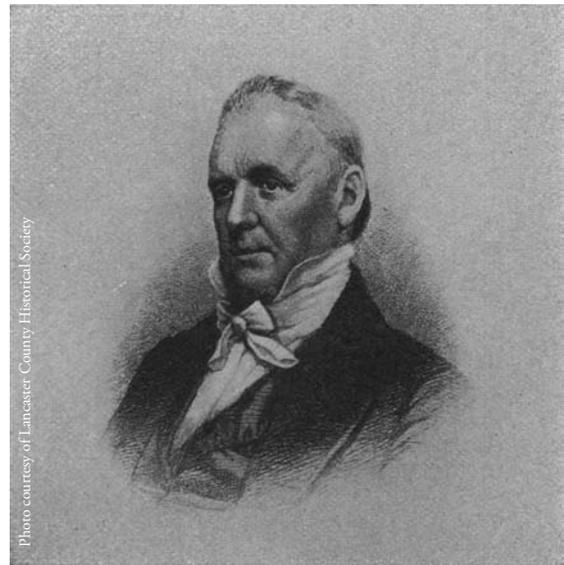
Concord Cemetery, because it was then the city's only cemetery open to all races. For many years, African Americans in Lancaster led an annual procession to Stevens' grave, where a ceremony was held to mark his birthday and his commitment to racial equality. This tradition has recently been revived. Like Zercher's Hotel in Christiana Borough, Stevens' grave is an officially designated National Park Service "Network to Freedom" site.

In the years prior to the start of the Civil War, another Lancaster Countian played an important role in setting national policy. From 1857 to 1861, Lancaster's own James Buchanan (1791-1868) served as 15th President of the United States. A Democrat known as a strict "Constitutionalist," Buchanan favored states' rights rather than a strong central government in Washington. This point of view, the majority opinion in America at the time, supported the right of Southern states to set their own policies on slavery.

During the Buchanan administration, support for the opposition Republican Party gained momentum. When Abraham Lincoln (1809-65) was elected President in 1860, Southern states were convinced that Lincoln would seek to abolish slavery throughout the nation. As a result, several Southern states seceded from the Union, and the opening shots of the Civil War were heard soon afterward.

Although no Civil War battles were fought on Lancaster County soil, it was never far from the conflict. In 1863, Confederate troops took control of the City of York, Pennsylvania, only 30 miles west of the City of Lancaster. That same year, the Confederate Army massed near the western shore of the Susquehanna River in the vicinity of Wrightsville, directly across the river from Columbia Borough in Lancaster County. To halt the advance of Confederate troops, Columbia residents burned the Wrightsville-Columbia Bridge, a privately owned structure that was one of the longest covered bridges ever built.

Among other notable events that occurred in Lancaster County during the Civil War, a group of 23 local African-American men volunteered for service in the Union Army. In June



James Buchanan

1863, the *Columbia Spy* reported that these men were recruited by an agent for the 54th Regiment of Massachusetts Colored Volunteers, perhaps the most well-known African-American fighting force of the Civil War. Members of this company were later buried at Zion Hill Cemetery and in the potter's field at Mount Bethel Cemetery, both of which are located in Columbia.

Two well-known Lancaster Countians also played key roles in the Civil War. General John F. Reynolds (1820-63) was born in Lancaster, and died on the first day of the Battle of Gettysburg, in July 1863. U.S. Senator Simon Cameron (1799-1889) was born in the Lancaster County village of Maytown, near Marietta. He was originally elected to the Senate to fill the seat vacated when James Buchanan became U.S. President. Cameron also served as Ambassador to Russia, and was Lincoln's Secretary of War at the start of the Civil War.

After the war, former President James Buchanan returned to Wheatland, the Lancaster County home he had owned since 1848. Wheatland, located on Columbia Avenue a short distance west of the City of Lancaster, is now open to the public as a museum. When Buchanan died in 1868, he was buried in Lancaster's Woodward Hill Cemetery.

Buchanan's contemporary, Thaddeus Stevens, spent the post-war years fighting for full legal rights for all Americans, regardless of race.

He worked hard to pass the 13th, 14th, and 15th Amendments to the U.S. Constitution, which later served as the basis for 20th-century civil rights legislation. He chose to be buried in Shreiner-Concord Cemetery at Chestnut and Mulberry Streets in Lancaster, because it was the city's only cemetery open to all races. For many years, African Americans in Lancaster led an annual procession to Stevens' grave, where a ceremony was held to mark his birthday and his commitment to racial equality. This tradition has recently been revived.

Agriculture in the 19th and 20th Centuries

Throughout the Civil War and the remainder of the 19th century, Lancaster County continued to produce a wide array of agricultural products. Farmers in the county gradually shifted from wheat, then to livestock and tobacco, then to dairy. Farm complexes grew to include a variety of supporting structures such as detached kitchens, spring houses, wash houses, smoke houses, woodsheds, pig pens, sheep folds, corn cribs, hay barracks, wagon sheds, distilleries, and butcher houses. Many farmsteads still contain an assortment of outbuildings that add richness to the agricultural landscape.

In the late 19th century, Lancaster County farmers turned to specialized cash crops including tobacco. Although tobacco had long been grown in Maryland and Virginia, Pennsylvania's climate was too cold for standard varieties. Pennsylvania seedleaf tobacco was introduced in 1840s, and Lancaster became a leading tobacco producer between 1850 and 1920. Tobacco was a labor-intensive activity, but it was a good crop for large farm families. The need to air-cure tobacco before sending it to market resulted in the development of a new type of barn with louvered side panels. Many of these barns survive today, and have become an icon of Lancaster County.

The Demuth family became one of Lancaster County's best-known tobacco merchants. They arrived in the county in 1770, and five successive generations of the family operated a tobacco shop in Lancaster. Family ownership continued

until 1986. The shop is now owned by the Demuth Foundation, which also operates a museum in the Lancaster home of artist Charles Demuth.

Successful tobacco crops also supported related industries such as warehousing, brokering, and cigar making. Nearly 100 tobacco warehouses were built in Lancaster City, each with a capacity of 500 to 5,000 cases. More than 50 firms were involved in tobacco packing. Buyers from major cities came to Lancaster to purchase tobacco. At the 1904 Louisiana Purchase Exposition, more commonly known as the St. Louis World's Fair, Lancaster's exhibit focused on tobacco.

Dairy production played a secondary role in Lancaster County until the 1870s, when the introduction of refrigerated boxcars enabled farmers to ship fresh milk to urban markets. Other perishable goods such as fruit became a profitable industry in Lancaster County. Livestock also became an important business. Animals shipped to Lancaster County by rail from western states were fattened up for markets in Philadelphia and Baltimore. The Lancaster Stockyards, located along the city's northern boundary with Manheim Township, became one of the largest stockyard operations east of the Mississippi River.

During this period, agriculture in Lancaster County became more mechanized. Improvements in farming methods and technology allowed farmers to raise more than they needed for their own consumption, so the focus shifted from subsistence to commercial agriculture. Excess crops were sold at local markets and shipped to larger cities. New technologies like cast-iron plows, seed drills, threshing machines, reapers, balers, harvesters, and mowers contributed to higher yields. Annual expositions such as the Lancaster County Fair showcased new equipment. There was an increased interest in agricultural experimentation, especially in new seed varieties. Contour farming was instituted to control soil erosion.

At the turn of the 20th century, the Plain Sect began to distinguish themselves from "English" farmers. They rejected automobiles and continued the horse culture. Rather than going into debt to purchase mechanized equipment, they cultivated their existing lands following tradition-



al practices and used the profits to buy additional property. During the Depression, this strategy worked to their advantage. As other farms went bankrupt, they were solvent enough to expand their holdings, taking on a more powerful economic role within the region.

Manufacturing in the Late 19th and Early 20th Centuries

The late 19th and early 20th centuries ushered in a period of tremendous growth and change in Lancaster County. Industry began to assume a larger part of Lancaster County's economy after the Civil War, as it did throughout the nation. In 1894, the United States became the world's industrial leader. Machine processes began to shift people away from small scale, home-based shops of individual craftspeople. Industrial jobs were attractive for a growing segment of the population that did not have the resources to buy a farm. Railroads and the development of steam power meant that industry no longer needed to be near a water source.

Lancaster County supported a wide variety of industries during this period. These included cotton mills, locomotive works, watch and clock companies, iron furnaces and foundries, metal tools, cork manufacturing, carriage making, brick, furniture, pottery, paper, leather, clocks, textiles, saddles, liquor, umbrellas, watches, safes, flooring, engines, and explosives. Many industries were linked to agricultural production, such as machine shops, distilleries, and cigar manufacturers.

In 1900, Lancaster City was the world's biggest producer of umbrellas. At one time, the umbrella industry employed 1,300 workers – 15 percent of the city's industrial workforce. The factory

responsible for much of this business was the Folmer-Clogg Umbrella Works located at King and Charlotte Streets in Lancaster. By the mid-20th century, the building functioned as the J.B. Van Sciver Company furniture store and warehouse. In the 1990s, this former factory was reborn as an apartment building. Its Victorian-style tower, which had been removed decades earlier, was rebuilt using historic photographs. Today, the building stands as a reminder of the positive effect that the rehabilitation of an historic building can have on a neighborhood, and on the city as a whole.

Silk was another industry that played an important role in late 19th- and early 20th-century Lancaster County. Like many Pennsylvania cities, Lancaster had a variety of textile mills. One of the largest mills in the area was the Stehli Silk Mill, which straddles the Lancaster City-Manheim Township border near the Lancaster Stockyards. This massive building survives today, awaiting an appropriate reuse.



Follmer, Clogg & Co. Umbrella Factory

The owners of these and other enterprises built large houses and mansions as outward signs of their success. North Duke Street, once known as Lancaster City's "Fifth Avenue," is a prime example of this type of development. Today, many of these buildings are adaptively reused as office space, apartments, and condominiums. Lancaster's first purpose-built apartment building, now called Hamilton Suites, was built in 1907.

During the late 19th and early 20th centuries, Lancaster City and the county's boroughs experienced significant growth. A century earlier, these towns had been characterized by small, mostly 1 1/2-story frame buildings made of logs and heavy timbers. These buildings were quickly



J.B. Van Sciver Co. Furniture



Today - Umbrella Works Apartments

replaced with larger brick and stone buildings typical of the Victorian era. Many of these buildings remain today and define the character of Lancaster County's urban places. In 1927, Lancaster's first and only skyscraper was built on Penn Square in the heart of the city. The Griest Building served as a symbol of Lancaster's success as a manufacturing and retailing center.

At this time, the transportation system in and around urban areas also began to change. A radial system of horse-drawn streetcars was introduced in Lancaster City after the Civil War. Many of these lines were electrified by 1890. In 1900, there were 35 miles of track in Lancaster City, but only two suburban lines – to Columbia and Lititz. Ten years later, there were 150 miles of track connecting Lancaster to nearly every town and village surrounding the city. The trolley car system led to changes in work and commuting patterns. Growing numbers of people chose to reside in outlying boroughs and suburbs.

By 1909, Lancaster was fourth in manufacturing output in the state, after Philadelphia, Pittsburgh, and Reading. Ten years later, Lancaster County's industrial production first topped that of agriculture. Although Lancaster County's iron furnaces began to be razed as larger Midwestern cities began to dominate the business, the county continued to prosper as a place where steel was fabricated into objects such as tools and safes. One of the county's most important early 20th-century businesses was the Armstrong Company's linoleum plant at the northern end of Lancaster City, between Liberty Street and the Pennsylvania Rail Road line.

In the early to mid 20th century, retailing thrived in downtown Lancaster and in larger boroughs such as Ephrata and Columbia. Frank W. Woolworth (1852-1919) established his first successful store in Lancaster, opening on North Queen Street in 1879. He pioneered the practices of buying merchandise direct from manufacturers, displaying products within reach of customers, and clearly marking the price of each item. He later built a dramatic new store on the site of today's Fulton Building near Penn Square. At the same time, Milton Hershey started his chocolate business in Lancaster before establishing the town of Hershey and expanding

his operation to become the best-known chocolate company in America.

Arts in the 20th Century

Lloyd Mifflin (1846-1921), one of Lancaster County's best-known artists of the late 19th and early 20th centuries, was born in Columbia. As a young man, he studied landscape painting and engraving under celebrated landscape artist Thomas Moran (1837-1926). Mifflin is best known for his sketches and paintings of the Susquehanna River. In addition to being an artist, Mifflin was a poet who produced over 500 sonnets. When he died in 1921, the public showed little interest in his paintings, but this changed after the State Museum of Pennsylvania had a retrospective exhibition of his works in 1965. Today, many of the works displayed at that exhibition are in the museum's permanent collection.

Charles Demuth (1883-1935) spent most of his life on Lancaster City's East King Street. He attended Franklin & Marshall Academy, which later became Franklin & Marshall College. After studying at the Pennsylvania Academy of Fine Arts, he spent time in Europe. A leader of the American Modernist movement, he produced internationally known works of art including "My Egypt" and "I Saw the Figure 5 in Gold," now at the Museum of Modern Art in New York City. In 1911, he returned to Lancaster. The city provided Demuth with much of his subject matter. Many of his works grew out of Lancaster's outdoor stairways, rooftops, steeples, smokestacks, and grain elevators. Several of the sites he portrayed in Lancaster survive to this day. Demuth died at his home in Lancaster, and is buried in Lancaster Cemetery. The Demuth Foundation was established 1981 to operate his home and studio as the Demuth Museum.

20th Century to Today

The widespread adoption of the automobile transformed Lancaster County's landscape to a greater degree than any other development in the county's history. In 1913, the Philadelphia and Lancaster Turnpike became a part of the nation's first cross-country highway, the Lincoln Highway, which stretched from New York City to San Francisco. Lancaster County's portion of the road later became known as U.S. Route 30. Lancastrians once again took interest in the region's historic roads, most of which were laid out between 1750 and 1850. Books such as the Lancaster Automobile Club's *Seeing Lancaster County and City by Automobile* (1924) popularized the notion of leisure travel.

In the early 20th century, Lancaster County began to develop into a tourism destination. One of the first attractions began as collection of historic farm implements in the Manheim Township community of Landis Valley, a short distance north of Lancaster City. George and Henry Landis collected a wide range of objects including farm tools. In 1925, the two brothers



Illustration courtesy of Suzanne Stallings

Now-demolished Woolworth Building at North Queen and East Grant Streets, Lancaster

opened a museum to display their collections in “technology, trades, decorative arts, and anything relating to the early days of the Pennsylvania Dutch section of the state.” In 1953, the museum was deeded to the Commonwealth of Pennsylvania and became known as the Landis Valley Museum.

The county’s economic diversity helped it to weather the worst effects of the Depression and World War II. Seven of the eleven major manufacturing industries in the United States were well represented in Lancaster County, including food products, metals, paper and printing, tobacco, lumber and woodworking, and textiles. Local businesses made important products to help the war effort, including watches, propellers, boilers, radio tubes, tires, and parachutes. After the war, textiles, metal fabrication, and furniture emerged as major industries in Lancaster County. The Hamilton Watch Company, whose plant was located on the west side of Lancaster City, became one of the city’s best-known manufacturers. Large plants operated by RCA, Armstrong Cork Company, Raybestos-Manhattan, Sperry-Rand, ITT Grinnell, and the Kerr Glass Company became prominent employers in Lancaster County.

The postwar economic boom created a new phenomenon, large-scale suburban development. Lancaster City’s 1945 plan predicted that Lancaster County would build 100 new houses a year by 1950 – but by 1954, 100 new homes were built every month. An unintended result of suburbanization was a loss of residents and businesses from urban areas. Lancaster Countians eventually began to realize that growth in one area often led to hard times elsewhere. Attempts to “modernize” the housing stock in Lancaster City and other communities had unintended social consequences. Public agencies called for “slum clearance” programs, leaving the poor with few housing options. The county’s first public housing project, Hickory Tree Heights, was built in 1950.

The economic success of Lancaster County drew new residents to the county, some from as far away as Puerto Rico, Colombia, Mexico, and Vietnam. In the years after World War II, the county needed additional workers, especially in

agriculture and industry. By comparison with urban centers such as New York City, Lancaster County offered attractive employment opportunities and an affordable cost of living. The influx of new residents has not only filled an economic need, but added to the county’s diversity. For a place that began as a refuge for a wide range of cultural and religious groups, the new mix of residents has challenged Lancaster County to remain a tolerant and accepting community.

One significant positive development for Lancaster County was the rapid development of the tourism industry, especially along the U.S. Route 30 corridor east of Lancaster City. National news stories about Lancaster County’s Amish population were a boon for the county. Attractions such as Dutch Wonderland were joined by new motels and restaurants to create a “critical mass” that drew even more visitors. In the 1980s, developers capitalized on this market by constructing two large outlet malls in the same area. In 1985, the Hollywood movie *Witness*, which was filmed on location in Lancaster County, once again raised the county’s profile as a tourism destination.

Solid growth in the local tourism industry continued until the late 1980s, when the industry began to notice a drop in receipts. Since that time, public and private partners have begun to work cooperatively to ensure the future success of the tourism industry in Lancaster County. As a pilot project of the Pennsylvania Heritage Tourism Initiative, the county began to recognize its potential as a heritage tourism destination. A cooperative effort between the Lancaster County Planning Commission (LCPC), the Pennsylvania Dutch Convention and Visitors Bureau, and the Historic Preservation Trust of Lancaster County resulted in the creation of *Lancaster County Heritage*, a county-wide heritage tourism program. Today, the program continues under LCPC’s leadership, working in cooperation with the Lancaster-York Heritage Region.

In the 21st century, Lancaster County continues to have a strong and diverse economy, with a wide range of small- and medium-sized companies creating jobs and expanding into new fields. Women and minorities are playing a larger role in the management and operation of local businesses. African Americans are transforming

neighborhoods and training local residents to be competitive in today's economy without losing their historical and cultural identity. The growing Hispanic population has become an increasingly important and recognized part of communities across Lancaster County. Organizations such as Bright Side Baptist Church and the Spanish-American Civic Association celebrate the contribution that people of color are making to Lancaster County – and they also provide services that benefit county residents as a whole.

The county's attractiveness as a place to live and work has been a double-edged sword. Although the preservation of agricultural land has outpaced development in recent years, and local and county governments are working together to ensure the success of Urban and Rural Growth Areas, suburban sprawl still threatens the county's historic and cultural landscapes. In recent years, Lancaster County has been named to the World Monuments Watch and to the "11 Most Endangered List" sponsored by the National Trust for Historic Preservation. With an increased focus on heritage preservation, however, the county has an opportunity to retain the community character that makes it a special place.

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Preservation Planning In Lancaster County

Past Efforts

In the late 19th and early 20th centuries, as Americans became more interested in their own history, several organizations began to collect artifacts and publish information related to Lancaster County's built environment and cultural traditions. The Lancaster County Historical Society (LCHS) was formally organized in 1901, but a group of historically-minded citizens had begun its collections a few years earlier. At its founding, its stated mission was "to promote the collection, preservation, and publication of historical records, data, and material which establish and illustrate local history."

In the early years of the 20th century, LCHS began a pioneering program to identify the county's most significant historic buildings as local landmarks. This program predated the establishment of the National Register of Historic Places. Another leader in early historic preservation efforts in Lancaster County was the Junior League of Lancaster, which was involved in promotion, fundraising, and rehabilitation of several notable buildings include Rock Ford. This building is located in the southern part of Lancaster City, near the Conestoga River in Lancaster County Central Park.

Concurrent with these efforts, several other historical organizations and initiatives were begun in Lancaster County. The Lancaster Mennonite Historical Society was founded to focus attention on the settlement of Lancaster County by German-speaking people from Central and Western Europe. Across the county, an impressive number of local historical societies were organized in townships and boroughs. In the 1930s, the first

systematic investigations of Lancaster County's prehistoric past were recorded in a series of state archeological surveys conducted to identify possible sites of Native American settlement.

Despite the fact that Lancaster Countians have long recognized the significance of their own history, they have also accepted the idea that progress is inevitable, and that old buildings and landscapes are meant to pass away after they have served their original purpose. Old attitudes die hard, and it took some dramatic changes in the landscape to awaken county residents to the dangers of progress. In the years following World War II, large rural areas near Lancaster City were developed into a suburban landscape of tract homes and strip malls. The construction of the Lancaster Shopping Center between Lititz and Oregon Pikes north of Lancaster City was heralded as a bold step into the future.

Slowly, however, the price of new development became obvious as residents began to move out of established communities and into newly developed homes in suburban areas. Lancaster City began to lose some of its retail stores, and there was a fear that the city would become the "hole in the donut" of suburban expansion. As a result, city leaders planned to make big changes that would transform the city into a shopping mecca designed on the suburban model. The 1959 Rodgers plan envisioned what Lancaster might be like in 1980, showing a parking lot on the site of the Old Courthouse, and a pedestrian mall surrounding the Civil War monument in Penn Square.

The real warning shot in the upcoming battle over the historical legacy of Lancaster County was sounded in the 1960s, when plans were drawn up to demolish the entire 100 block of Lancaster City's North Queen Street to create a new open-air plaza called Lancaster Square. World-famous mall architect Victor Gruen designed a concrete superstructure that would keep shoppers one story above the street below. Despite significant public opposition to the plan, demolition of the existing streetscape began in 1965. The demolition of this block, however, inspired the creation of Lancaster County's first organization dedicated to the preservation of the built environment.

The Historic Preservation Trust of Lancaster County was formed in 1966 by a group of citizens "to rescue and restore historic landmarks and preserve historic areas throughout the county." The Sehner-Ellicott House, now the Trust's headquarters, was one of the group's first projects. In 1803, this building was the site of an important meeting hosted by its owner Andrew Ellicott, who was Secretary of the Pennsylvania Land Office, and a surveyor by training.

Before the Lewis and Clark Expedition, Ellicott met with Meriwether Lewis to coach him on survey techniques for his journey westward. This meeting was held at the request of President Thomas Jefferson, who commissioned the expedition. Ellicott was no ordinary surveyor, because he had assisted Pierre L'Enfant in laying out the streets of Washington, DC. In the 1960s, however, the Sehner-Ellicott House stood in the way of plans to build the Prince Street Garage. Luckily, the fledging Historic Preservation Trust was able to save the house by convincing the city to cut a notch in the northwest corner of the planned garage – the corner where the house stood.

The Sehner-Ellicott House was restored in 1981 through the generosity of the von Hess Founda-



Sehner-Ellicott House, Lancaster

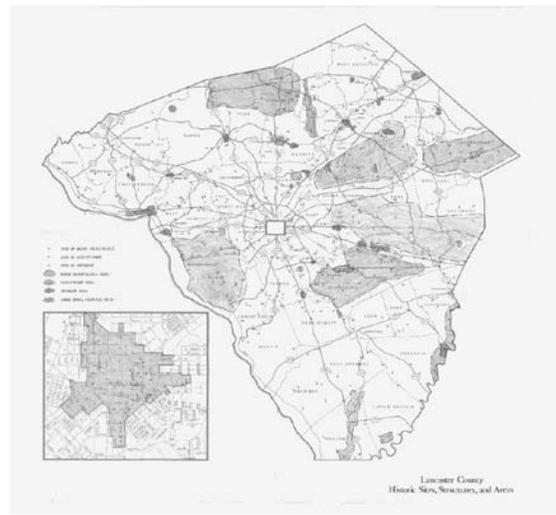
tion, a private philanthropic organization based in Lancaster County. The foundation also funded the restoration of the Wright's Ferry Mansion in Columbia Borough, and more recently, the restoration of a Reading & Columbia Railroad freight house located near the mansion. This building now functions as an architectural warehouse managed by the Columbia Downtown Development Corporation (CDDC).

The von Hess Foundation has also been instrumental in supporting historic preservation planning in Columbia Borough. With the foundation's help, the borough established a regulated local historic district administered by an Historic Architectural Review Board (HARB). The foundation currently provides 50 percent of the funding to employ an historic preservation planner who coordinates HARB activities.

In addition to this support, the foundation established a fund to assist low- and moderate-income residents in meeting recommendations prescribed by the HARB. When the cost of meeting these recommendations exceeds the amount a resident intended to spend on a building improvement, the foundation provides funds to cover the difference.

Another catalyst for historic preservation was the effort to prepare for the American Revolution Bicentennial in 1976. In the years prior to the bicentennial, many municipalities and organizations produced commemorative books. In 1972, the Lancaster County Planning Commission (LCPC) conducted a historic resource study entitled *Lancaster's Heritage*. This survey identified representative examples of particular building types and styles. It also identified geographic areas of particular significance throughout the county, earmarking them for further study. At the time, this study was the most comprehensive architectural survey ever undertaken in Lancaster County.

In 1978, the Trust received a grant from the Pennsylvania Historical and Museum Commission (PHMC) to conduct an architectural survey in the City of Lancaster. In addition to completing survey forms documenting architectural and historical details of individual buildings, the Trust completed a report entitled "Preliminary Research Report for the Architectural Survey of the City of Lancaster, Pennsylvania." This study, which was compiled and edited by historian John J. Snyder, Jr., provides a brief history of the city, describes the prominent architectural styles with representative examples, and recommends the preservation of the city's most significant buildings. During this time, the City of Lancaster established several local historic districts under Pennsylvania Act 167, the Historic District Act. An Historic Architectural Review Board (HARB)



Map from 1972 County study to identify areas of significance

was created to review proposed exterior changes made to buildings within the districts.

During the early 1980s, the Trust received PHMC grants to conduct a countywide historic resource survey. Using the 1972 *Lancaster's Heritage* study as a starting point, Trust staff and volunteers canvassed the county and completed Pennsylvania Historic Resource Survey Forms for the resources they encountered. Unfortunately, when funding was no longer available, the survey ended. As a result, studies of most townships were only partially completed and those for the boroughs were never started. Even so, the information on the completed survey forms contains more data than had previously been available. The Trust compiled this survey data into a book called *Our Present Past*, which was printed in 1985. This project was funded by the Lancaster City and Lancaster County Redevelopment Authorities, the Lancaster County Board of Commissioners, and PHMC.

Preservation efforts in the 1980s began to extend beyond the built environment, because county residents were becoming increasingly aware of development pressures on natural areas and prime farmland. In 1980, the County of Lancaster established the Agricultural Preserve Board to develop and administer a voluntary deed restriction program to preserve selected areas of the county's best agricultural land. The Board was reestablished in 1989 to administer a program to purchase agricultural conservation easements

and advise the Lancaster County Board of Commissioners on other matters involving farmland preservation.

The purpose of the easement program is to protect viable agricultural land by acquiring agricultural conservation easements from landowners who voluntarily apply for the program. Agricultural conservation easements prevent the development or improvement of the land for any purpose other than agricultural production, although they do allow related agricultural activities. The Board's mission is "To forever preserve the beautiful farmland and productive soils of Lancaster County and its rich agricultural heritage; and to create a healthy environment for the long-term sustainability of the agricultural economy and farming as a way of life."

The efforts of the Lancaster County Agricultural Preserve Board are complemented by those of a private, non-profit, local organization called the Lancaster Farmland Trust, founded in 1988. Like the Board, the Farmland Trust works in partnership with landowners to preserve their farms. Landowners can donate the conservation easement on their property or receive a cash payment for preserving the farm. In addition, farms preserved through the Farmland Trust may be eligible for a federal income tax deduction.

An important reason for the existence of the Lancaster Farmland Trust is to offer landowners a private, non-government option for the acquisition of development rights on farmland. This option is crucial to Plain Sect farmers, whose religious beliefs discourage the acceptance of public funding. Over half the farms preserved by the Farmland Trust are owned by Plain Sect farmers.

Other key aspects of Lancaster County's heritage, natural lands and open space, are protected by a group known as the Lancaster County Conservancy. The Conservancy was established in 1969 as a private non-profit organization dedicated to preserving the county's rapidly diminishing supply of open land. The Conservancy's purpose is to maintain carefully selected portions of the county's open areas in their natural state. The group focuses its energy and financial resources on preserving these open spaces for continuing

public recreation and educational use. It also helps concerned citizens to protect these community assets through a variety of conservation tools including volunteer stewardship projects. Today, the Conservancy owns 23 properties throughout Lancaster County.

As conservation groups of all types were increasing their efforts to preserve Lancaster County's heritage resources, the Historic Preservation Trust of Lancaster County began to take a more active role in the community. In the 1980s, the Trust completed a National Register nomination for a group of tobacco warehouses in Lancaster City and County. This nomination was groundbreaking because it increased public understanding about the historic significance of commercial and industrial buildings. Prior to that time, most preservation activities in the county focused on buildings significant for their architectural style or for their association with notable people. In addition, the nomination made these buildings eligible for federal tax credits, and several of them were rehabilitated as a result.

In the early 1990s, the Trust completed a sample inventory of more than 1,200 of the City of Lancaster's historic buildings, using the best available standards for classification and analysis. This survey was the first in the county to make extensive use of computer technology. This inventory later helped convince the Pennsylvania Historical and Museum Commission (PHMC) that the city's original four-square-mile area was eligible for listing in the National Register of Historic Places.

Working with a consultant, the Trust's Executive Director David B. Schneider also produced a preservation guide for the City of Lancaster called *Preserving Community Character*. This document described some of the city's most significant buildings and neighborhoods, summarized the status of preservation activities in the city, and provided recommendations for future action. This book was later followed up with a more in-depth publication, *The Historic City of Lancaster*, which described the history and resources of individual neighborhoods throughout the city.

The Lancaster County Board of Commissioners and the Lancaster County Planning Commission joined in efforts calling for the preservation and protection of Lancaster County's heritage resources. In 1991, the Commissioners adopted a policy plan which acknowledged that an increasingly rapid pace of growth was resulting in the loss of community character. Consequently, one of the plan's goals was to "preserve and enhance the community character that makes Lancaster County a unique, distinctive, and identifiable place." The plan defined "community character" as a concept that includes:

- Traditions, beliefs, practices, arts, crafts, and food;
- Historic and architecturally significant resources such as places, landscapes, and structures;
- Aesthetic resources including scenic views, landscapes, waterways, transportation corridors, and streetscapes.

As a result of the new policy plan, the Lancaster County Planning Commission hired its first cultural resource planner in 1992. Subsequently, LCPC staff conducted a "Historic Transportation Cultural Resource Study" funded by a grant from the Federal Highway Administration (FHWA), using funds available under the Intermodal Surface Transportation Efficiency Act (ISTEA). This study, completed in 1995, identified transportation routes and associated resources from the European-Native American contact period through the present.

At this time, the Lancaster County Planning Commission (LCPC) became actively engaged in a process to study the county's heritage tourism potential. Heritage tourism, which focuses on historic sites and attractions, shows that "preservation pays" by broadening an area's tourism "mix" and encouraging adaptive reuse of historic buildings. As one of four pilot projects of the Pennsylvania Heritage Tourism Initiative, Lancaster County took a leadership role in heritage tourism in 1994. With technical assistance from the National Trust for Historic Preservation, LCPC and a group of local partners later created a program called *Lancaster County Heritage*. The goals of the program are 1) to enhance community pride in local heritage resources while

providing economic opportunities and benefits and 2) to provide a diversity of authentic heritage experiences for both residents and visitors.

During this time, the Historic Preservation Trust of Lancaster County also focused attention on Lancaster County's agricultural heritage. The Trust initiated a "Rural Preservation Project" to identify strategies for preserving historic farming-related resources. This project was remarkable for two reasons: first, for the scope of land involved; and second, for its funding, which was provided largely by private sources including the Armstrong Foundation and the Building Industry Association of Lancaster County. Public sector grants were also provided by the Redevelopment Authority of Lancaster County and the Pennsylvania Historical and Museum Commission (PHMC).

In the early 1990s, several preservation issues involving historic farming-related resources made it clear that state agencies and local governments needed a more efficient mechanism for evaluating the historic significance of Lancaster County farmsteads. To accomplish this goal, the Historic Preservation Trust of Lancaster County began a multi-year project to document historic farmsteads and develop a "context" for evaluating these resources against the eligibility requirements of the National Register of Historic Places.

The first phase of this effort was a survey that recorded more than 10,000 resources county-wide and served as a basis for developing a farming resources context. In the second phase, the Trust assessed the survey data and compiled the results into a 1993 report called "Historic Farming Resources of Lancaster County." This report, technically known as a National Register Multiple Property Documentation Form (MPDF), serves as the formal context statement for these resources. Before this context was developed, nominating a Lancaster County farmstead to the National Register had required a significant amount of background documentation. The farming resources context simplified this process by providing a baseline for assessing the historic significance of individual farmsteads.

The Trust immediately put this context to use by undertaking an intensive survey of 25 farm

properties located throughout the county. These farmsteads were chosen to represent the different types of farmsteads addressed in the context. National Register nominations were prepared for six of these properties, and each of them was individually listed in the National Register in 1994.

Concurrent with the development of the farming resources context, the Trust completed a comprehensive survey of historic properties in one of Lancaster County's most significant agricultural regions, the Eastern Mill Creek Valley between Pennsylvania Routes 23 and 340. This survey identified more than 100 historic properties and outlined the boundaries of a potential National Register Historic District. Although PHMC determined that the district was eligible for the National Register, it was never formally listed.

In 1994, Trust director David B. Schneider authored a book called *Foundations in a Fertile Soil* as a more publicly accessible companion piece to the technical documents developed during the survey process. The Eastern Mill Creek Valley was included in the book to illustrate the wide range of Lancaster County's historic farming related resources and landscapes.

More recently, in conjunction with the Pennsylvania Route 23 corridor study, PHMC and the Pennsylvania Department of Transportation (PennDOT) have been studying a large area of eastern Lancaster County to assess the potential impact of a new or improved road corridor on historic resources in that part of the county. As a result, two large rural historic districts were identified: the Conestoga Rural Historic District (north of Route 23) and the Mill Creek Rural Historic District (south of Route 23). The latter encompasses the smaller *Eastern Mill Creek* Historic District identified in 1993.

As a result of this work, the National Park Service determined that a large area of eastern Lancaster County was a nationally significant agricultural landscape. This project was remarkable for two reasons: first, for the scope of land involved; and second, for its funding, which was provided largely by private sources including the Armstrong Foundation and Building Industry Association of Lancaster County. As with all of these efforts, volunteers played a key role in gathering the data necessary to obtain the nomination, and several other organizations supported the process in a variety of ways.

Today, the Pennsylvania Historical and Museum Commission (PHMC) is partnering with Lancaster County and four other counties to undertake the Pennsylvania Rural History Project, an effort to survey historic agricultural resources. The project is being funded through the Preserve America grant program. The associated context and survey will supplement the county's current data on these resources.

In November 1995, a conference of national scope called "Challenging Sprawl" was held in Lancaster County. This conference led to the establishment of 10,000 Friends of Pennsylvania, the state's first private non-profit organization dedicated to addressing environmental issues on a comprehensive basis. Various Lancaster County conservation and preservation organizations joined with Preservation Pennsylvania, the Pennsylvania Historical and Museum Commission, and the National Trust for Historic Preservation to launch this initiative. Local partners included Lancaster County Board of Commissioners, the Lancaster County Planning Commission, the Lancaster Farmland Trust, the Historic Preservation Trust of Lancaster County, and Citizens for Responsible Growth.

As a result of increasing local, national, and international awareness about the impact of suburban sprawl on Lancaster County's unique heritage, the county appeared on several lists of threatened and endangered resources. The first was in 1995, when a state-wide preservation advocacy group called Preservation Pennsylvania placed Lancaster County on its list of "11 Most Endangered" resources in the Commonwealth. Two years later, the World Monuments Watch listed the county on its "100 Most Endangered" list. This program is sponsored by the New York-based World Monuments Fund, which is supported by American Express. Lancaster County had come to the attention of the World Monuments Fund as a result of a case statement written by the Historic Preservation Trust of Lancaster County.

In the late 1990s, an important initiative was begun to help revitalize downtown Lancaster. The Lancaster Campaign wanted to create a document to guide future city revitalization efforts. Together with LDR International Inc., a consulting firm based in Maryland, the Campaign held public forums, met with local officials, did market research, and performed traffic studies to gather input on what areas the city should target for revitalization.

The culmination of this effort, the *Lancaster Economic Development Action Agenda*, was completed in February 1998. This document, often called the "LDR plan," identified four areas that are vital to the overall redevelopment of the city: South Duke Street, South Prince Street, North Prince Street, and downtown Lancaster. Other projects the plan identified included revitalization of Lancaster Square, redevelopment of the Watt & Shand building on Penn Square, and the creation of an

arts district. Since that time, many of the actions suggested in the plan have been implemented, and the results have been impressive.

In 1998, the proposed demolition of a highly significant tobacco warehouse ignited a controversy that resulted in new preservation initiatives and policies in the city. The Baumgardner Warehouse, a brick warehouse constructed in 1869, had been listed in the National Register of Historic Places as a part of a multiple-property listing completed in 1990 by the Historic Preservation Trust of Lancaster County. Although the Trust, the City of Lancaster, and scores of local individuals and organizations sought to preserve the building, it was demolished in 1998 to make way for a one-story commercial building.

As a result of this loss and concerns about similar buildings throughout the city, the City of Lancaster created a Heritage Conservation District in 1999. This district includes most of the city's original four-square-mile area, but excludes areas of major contemporary intrusions, such as Lancaster Square. The area also excludes local historic districts already regulated by the city's Historic Architectural Review Board (HARB). Regulations in the Heritage Conservation District are less stringent than those in the city's local historic districts.

The purpose of the Heritage Conservation District is to conserve the character of neighborhood streetscapes, rather than the architectural details of individual buildings. The Heritage Conservation District is administered by the city's Historical Commission, not by the HARB, and the two groups operate independently. While the HARB focuses on building appearance, the

Historical Commission focuses on neighborhood appearance. The Historical Commission reviews proposals that affect the streetscape, such as the demolition of an entire building or a prominent feature such as a porch or balcony. The Commission also evaluates proposals for new construction, including additions to existing buildings.

After establishing the Heritage Conservation District at the local level, the City of Lancaster completed a National Register nomination for the same four-square-mile area. When the district was listed in the National Register in 2001, it was the nation's largest historic district in terms of the number of contributing resources.

Historic preservation issues also prompted the Commonwealth of Pennsylvania to formally acknowledge the crucial role that municipalities play in protecting historic resources. The Commonwealth amended the Municipalities Planning Code (MPC) in 2000 to include a mandate for county and municipal comprehensive plans to contain a plan for the protection of natural and historic features and resources. The MPC amendment also requires municipalities to adopt zoning regulations to protect natural and historic resources.

In 2000, the Lancaster County Planning Commission created the position of Historic Preservation Specialist to assist municipalities in meeting these requirements. While a few of Lancaster County's 60 municipalities have begun to implement the required changes to their comprehensive plans and zoning regulations, historic preservation planning has not yet become standard practice at the local level.

As the 21st century approached, the Lancaster County Planning Commission also remained committed to policies and programs designed to conserve Lancaster County's heritage resources. A new Lancaster County Policy Plan called *ReVisions* was adopted in 1999. Based on input from the community, the plan identified "Six Key Focus Areas for the Future." The first focus area called for "protecting and preserving our natural and cultural heritage." Each of the five remaining focus areas also contained a preservation focus, confirming the importance of heritage resources

in defining county's identity and contributing to its economic future.

In 2003, the Lancaster County Board of Commissioners approved the creation of a Heritage Planning Division within the Lancaster County Planning Commission. The purpose of this division was to help municipalities, organizations, agencies, and individuals discover, conserve, preserve, and celebrate the county's heritage resources. The Heritage Planning Division merged with the Long-Range Planning Division in 2006 to form the Long-Range and Heritage Planning Division.

Present Efforts

With the help of the Lancaster County Planning Commission and the Lancaster County GIS Department, municipalities throughout the county are making significant progress in surveying historic resources. LCPC staff members work with municipalities on a variety of preservation planning issues and initiatives including historic resource inventories, preservation planning, and regulations to protect historic resources. Staff members also assist agencies, organizations, and individuals seeking help with historic preservation issues.

To date, the City of Lancaster and the Boroughs of Manheim and Adamstown have completed comprehensive historic resource surveys. The Boroughs of Strasburg, Columbia, and Mount Joy have completed surveys of historic resources located within their respective National Register Historic Districts. Christiana Borough and East Cocalico Township are in the midst of the survey process. Historic resource surveys are also planned for Caernarvon, West Cocalico, and Salisbury Townships. Lititz Borough, Warwick Township, and Elizabeth Township have proposed a regional survey of historic resources, and Millersville Borough may be updating its existing survey. These surveys will need to be continually updated as resources are lost, altered, or rehabilitated.

At times, historic resource surveys are also undertaken as a part of an environmental review of a government funded or licensed project. This

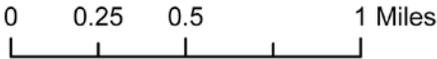
Historic Districts in the City of Lancaster

2006

Lancaster County, PA



Existing Conditions



Map not to scale. Map designed solely for illustrative purposes. All map features derived from Lancaster County GIS Data.

Source: Lancaster County Planning Commission

Produced by the Lancaster County IT/GIS Department, June 2006

procedure generally (but not exclusively) involves projects being undertaken by the Pennsylvania Department of Transportation (PennDOT). Currently, Pennsylvania Route 23 and U.S. Route 30 are undergoing a detailed environmental review involving a regional survey of historic resources.

When any undertaking is funded in whole or in part with federal money, or is federally licensed, the government agency managing the project must determine if that undertaking will have an adverse effect on historic resources in the project area. Within the project area, the agency must conduct a historic resource survey to determine if resources are eligible for listing in the National Register of Historic Places.

The National Register is a federal program managed by the National Park Service. By law, every state is required to maintain a State Historic Preservation Office (SHPO) that administers this program at the state level, with the oversight of a national group called the Advisory Council for Historic Preservation. Pennsylvania's SHPO functions are assigned to the Pennsylvania Historical and Museum Commission (PHMC). As of May 2006, Lancaster County had five National Historic Landmarks, 203 individually listed National Register properties and districts, and 271 properties and districts determined eligible for the National Register.

As noted elsewhere in this plan, properties and districts listed in the National Register do not have any protection from actions undertaken without federal funding or licensing. In fact, the National Register does not mandate any review of private actions that affect properties listed in the National Register. State and local government actions that affect these properties are only reviewed when these governments serve as "pass-throughs" for projects using federal money, or when these projects require federal permits. To protect historic resources at the local level, Pennsylvania municipalities have two options for enacting preservation regulations. They can be enacted under the Pennsylvania Historic District Act (Act 167) or the Municipalities Planning Code (MPC, Act 247). Act 247 was amended in 2000 to require municipalities to zone to protect their historic resources. Both acts offer municipalities a degree of latitude in implementing their provisions.

The City of Lancaster has two types of districts, both created under Act 167. Within the city, there are five districts regulated by the city's Historic Architectural Review Board (HARB), and one Heritage Conservation District regulated by an Historical Commission. The Boroughs of Strasburg and Columbia have enacted regulations under Act 167. The Louise Steinman von Hess Foundation provided private support for the municipal administration and implementation of the Columbia Borough HARB.

The Boroughs of Manheim and Millersville have adopted historic preservation regulations under the provisions of the year 2000 MPC amendment. Lititz Borough, Marietta Borough, and the Townships of Manheim, West Hempfield, and Caernarvon have also adopted historic preservation regulations, but they were put in place before the MPC was amended. Due to their narrow scope or lack of enforcement, these regulations have varying degrees of effectiveness.

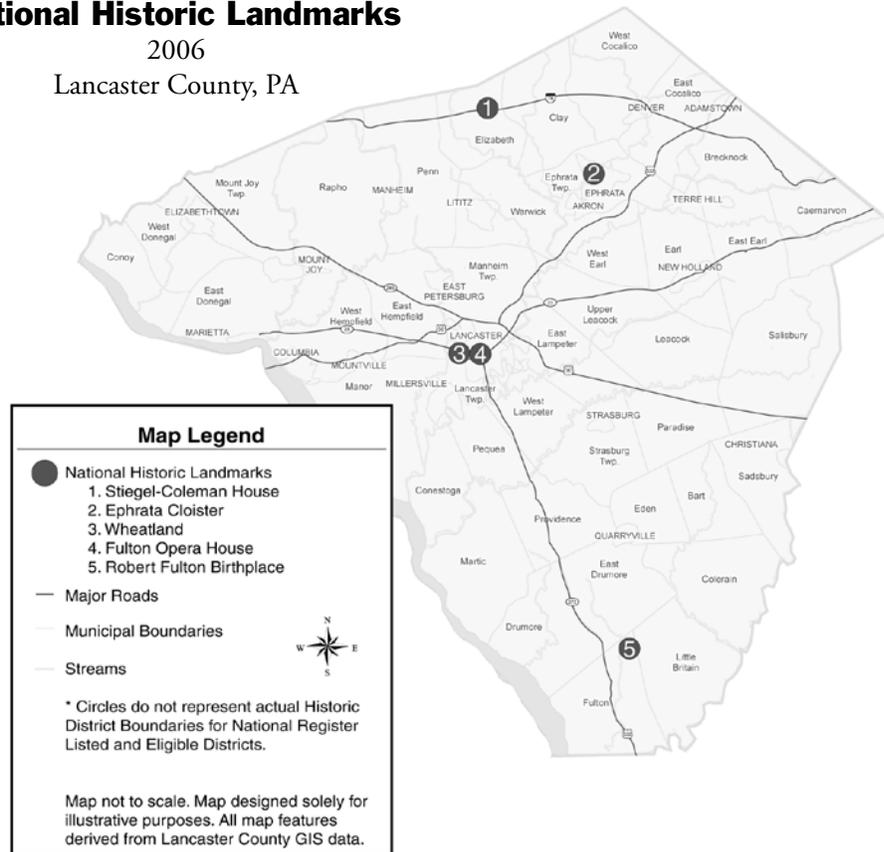
In addition to assisting municipal governments with preservation issues, the Lancaster County Planning Commission supports other initiatives that raise the profile of the county's historic and cultural resources, and support their development as sustainable economic assets.

In 2005, the *Lancaster County Strategic Tourism Development Plan* was adopted as an element of the Lancaster County Comprehensive Plan – one of the first in the Commonwealth to include a tourism element. The tourism plan focuses on the preservation of the county's heritage resources as a foundation for future tourism development. Lancaster County is a major destination due in large part to public fascination with the Amish, but visitors are often unaware of the county's extensive and varied history beyond the story of the Plain Sect. The vision of the *Lancaster County Strategic Tourism Development Plan* is:

To protect, preserve, and enhance Lancaster County's authentic, natural, cultural, historic, and architectural heritage assets and distinctive "sense of place" as the foundation for future sustainable tourism development and promotion.

The Lancaster County Planning Commission (LCPC) also supports specific initiatives to

National Historic Landmarks 2006 Lancaster County, PA



develop the county's heritage tourism potential. *Lancaster County Heritage*, a program managed by LCPC, was re-launched in the fall of 2006 with new guidelines and additional resource categories. With a grant from the Commonwealth of Pennsylvania, LCPC helped York County to develop a sister program to mirror *Lancaster County Heritage*. Both county-level programs work cooperatively with the Lancaster-York Heritage Region (LYHR), one of Pennsylvania's 12 state heritage areas. The goal of the LYHR is to identify, preserve, interpret, and promote heritage tourism through the application of region's five interpretive themes.

LCPC has also launched a Lancaster County Heritage Byways Program to implement similar goals. Through a nomination process, roads that meet one or more "Intrinsic Qualities" may be officially recognized as Lancaster County Heritage Byways. The required Corridor Management Plan for each nominated byway identifies the strategies necessary to retain those qualities over time. The program includes two types of byways – those that are appropriate for

marketing through the *Lancaster County Heritage* program, and those that should be preserved and protected, but not shared with visitors.

In some cases, byways designated under this program may pursue designation under the Pennsylvania Byways program. Like the Lancaster County Heritage Byways Program, the state program requires a management plan. At the state level, this plan is called a "Byway Preservation Assessment Plan."

Preservation Trends

Introduction

Lancaster County has seen mixed results when it comes to preserving its heritage. On one hand, residents have consistently stated the importance of historic and cultural resources in defining the county's identity. Most notably, they have made the preservation of agricultural land a high

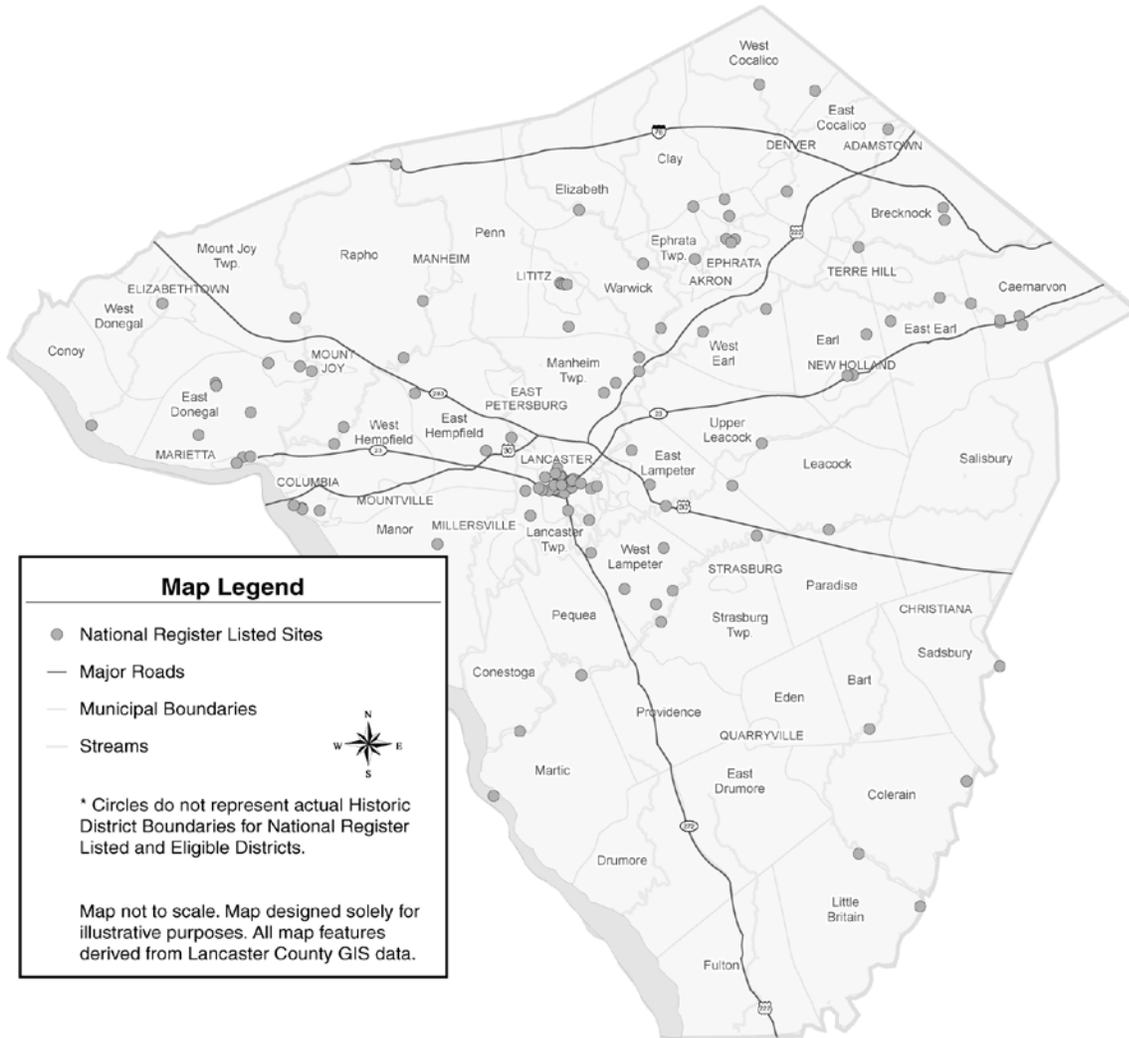
Existing Conditions

National Register Listed Sites

2006

Lancaster County, PA

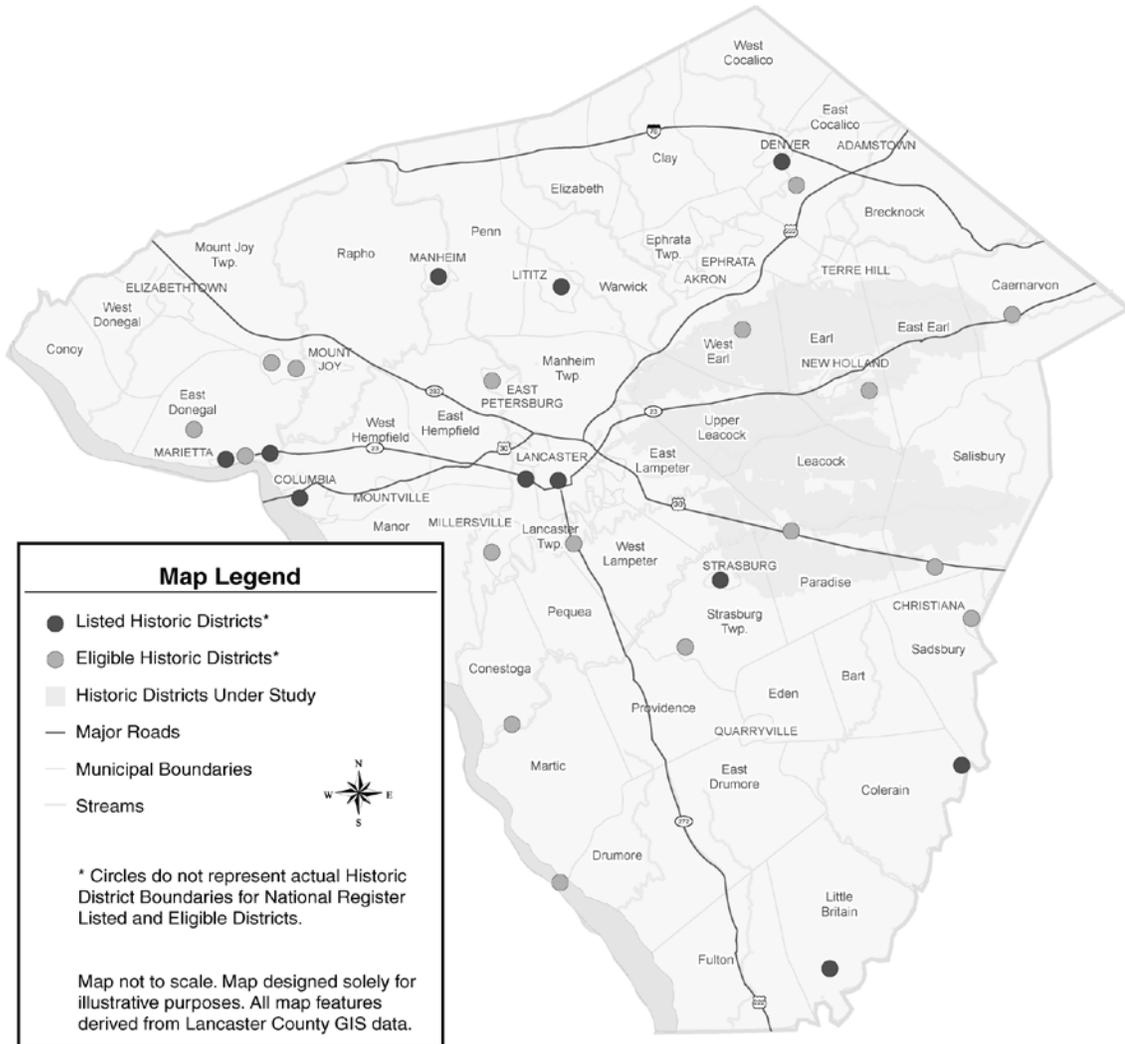
Existing Conditions



National Register Historic Districts

2006

Lancaster County, PA



Existing Conditions

priority. On the other hand, they have sometimes resisted the call to address the unique challenges inherent in preserving historic buildings and cultural traditions. Conservation of these resources is often an afterthought in the planning process, rather than a priority.

The term “preservation” usually brings to mind the built environment, but Lancaster County’s heritage includes more than the physical legacies of the past. The other crucial and often forgotten aspects of our heritage are the intangible resources – the cultural traditions that define who we are. The unique combination of buildings, landscapes, people, and traditions is what makes this area different from “Anyplace USA.” Although Lancaster County residents sometimes dismiss the unique qualities of the local landscape, few regions the size of Lancaster County offer the same diversity of land and culture.

While residents usually support preserving the earliest and most beautiful buildings in their community, they often approve the demolition of utilitarian buildings and structures such as bridges, workers’ housing, farm buildings, and industrial buildings. These buildings, often called “vernacular” buildings, are key elements of the county’s historic and cultural identity. Instead of seeing these buildings as integral parts of our heritage, we criticize them for being “old and in the way.” While the loss of one or two such buildings may seem inconsequential, the sum total of the loss makes a significant impact on the county’s historic and cultural landscape.

Recent trends in the preservation of the county’s heritage reflect increasing public awareness of historic and cultural resources, but also show that residents can be complacent with the status quo. While preservation issues are regularly put on the table for public discussion, residents and municipal officials frequently lack the time, interest, or will to pursue a full range of preservation options for historic buildings. At times, this situation is understandable, because non-profit organizations and municipal governments are often staffed by volunteers who must spend most of their time reacting to events, rather than planning ahead.

Although there are many reasons to explain why organizations, agencies, and governments do not

plan ahead to address the challenges posed by historic buildings, the lack of prior planning can create results that are permanent and devastating. Proposals to preserve historic buildings and landscapes are often criticized before the potential benefits have been considered. Preservation goals are seen as an imposition on property owners, rather than an opportunity to leverage the past to create a better future. To implement the goals in this plan, all sectors of the community need to work together to overcome these obstacles.

Fortunately, Lancaster County has a strong contingent of preservation-minded residents who understand the value of historic and cultural preservation. They have shown that a little patience and creativity is all it takes to transform an underutilized building into a showpiece, or to introduce a forgotten cultural tradition to a wider audience.

Positive Trends

Growing Interest in Heritage Tourism

Lancaster County residents have shown a growing appreciation for the benefits of heritage tourism – the practice of traveling to experience historic and cultural attractions to learn more about a community’s heritage. Since 1994, the Lancaster County Planning Commission has managed a county-wide heritage tourism program called *Lancaster County Heritage*. Begun with the assistance of the National Trust for Historic Preservation, the program features sites, services, and events that meet a set of rigorous authenticity guidelines. This program has helped Lancaster County residents to better understand the goals of heritage tourism and the contributions that historic and cultural resources make to the county’s economy.

As the Lancaster County Planning Commission became more involved in heritage tourism during the 1990s, it began to explore the idea of creating a “Heritage Area” to promote the goals of *Lancaster County Heritage* on a regional level. The result was the Lancaster-York Heritage Region (LYHR), a two-county region that includes Lancaster and York Counties.

Although the two counties share a common border along the Susquehanna River, the river has traditionally been a barrier to cooperation between them. Since its founding in 2001, LYHR has worked to bridge that gap and identify common themes for interpreting the region's Heritage Resources. Its purpose is to raise awareness about the region's past and its unique resources, and to encourage consistency and collaboration among heritage initiatives in both counties.

Increasing Emphasis on Cultural Diversity

Lancaster County is seeing more programs and organizations that emphasize the contributions of groups whose voices have not always been heard outside their own communities. For example, local churches have spearheaded several initiatives to revitalize neighborhoods and raise awareness about places that have played an important role in African-American history.

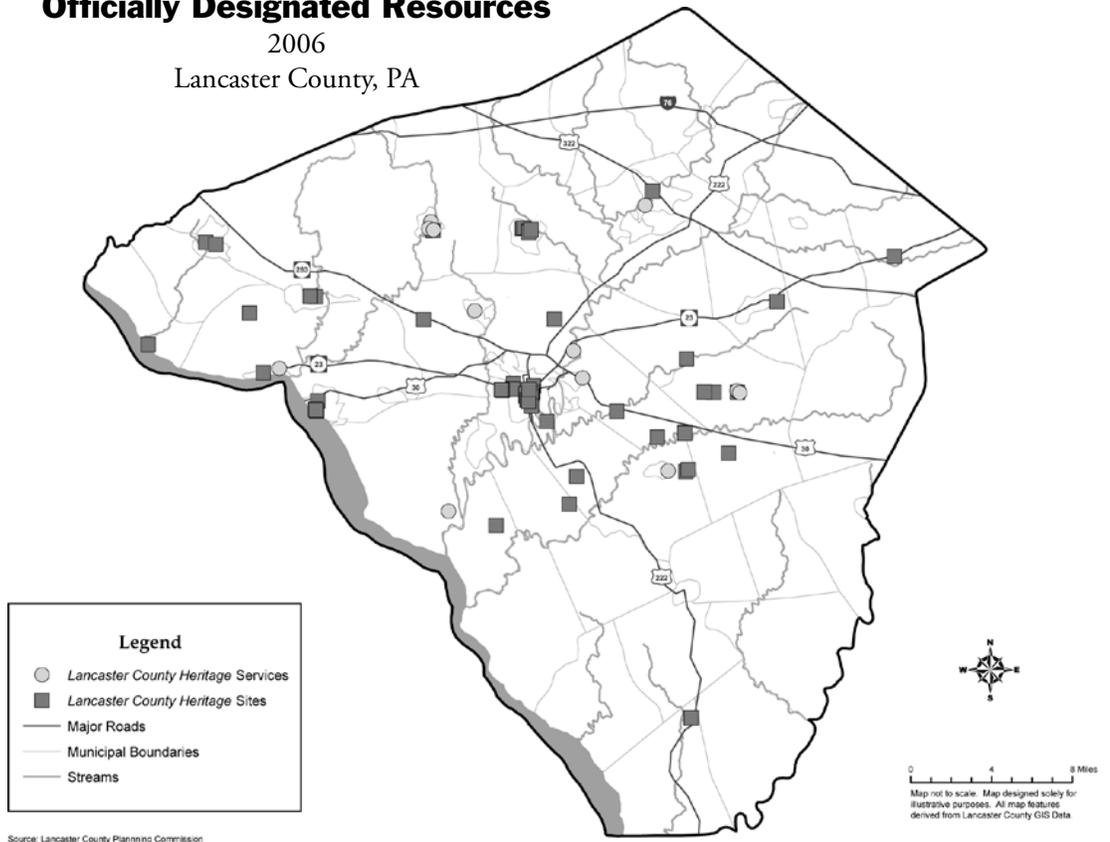
In recent decades, Latinos and Asian Americans have also made significant contributions to Lancaster County's cultural landscape. A variety

of family-owned restaurants and retail stores now offers products typical of Puerto Rico and Mexico, two areas that many local Latinos once called home. An increasing number of Latino festivals and celebrations are becoming a regular part of the area's cultural calendar. Asian-Americans have also begun to share more of their cultural traditions with their fellow Lancastrians. Chinese, Korean, Vietnamese, and Hmong communities are playing an increasingly visible role in shaping the way Lancaster County defines itself.

In Lancaster City, a program sponsored by Bethel African Methodist Episcopal (AME) Church has introduced hundreds of residents and visitors to the story of the Underground Railroad, a movement before and during the Civil War that brought enslaved African Americans northward to freedom. In this program, called "Living the Experience," costumed first-person interpreters tell the story in their own words. Before or after the performance, the audience is typically invited to share a meal that is characteristic of local African-American culture.

**Lancaster County Heritage Program
Officially Designated Resources**

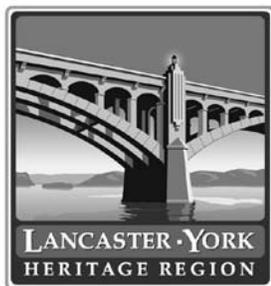
2006
Lancaster County, PA



Source: Lancaster County Planning Commission

Produced by the Lancaster County IT/GIS Department, June 2006

Existing Conditions



In 2003, a group of seven volunteer community historians secured National Park Service (NPS) “Network to Freedom” designations for two Lancaster County sites. This program recognizes sites that played a direct role in the Underground Railroad, and facilities that maintain records related to that story. In Lancaster County, Zercher’s Hotel in Christiana Borough was listed as a site, and the Columbia National Bank Museum in Columbia Borough was listed as a facility. Zercher’s Hotel was listed as a “site” in the program, because it played a direct role in the Underground Railroad.

The Charles Bond Company, a private manufacturing firm, is the owner of Zercher’s Hotel. As the owner of the building, the Bond Company was eligible to apply for NPS funding to rehabilitate and interpret the building. The company was successful in receiving an NPS grant that was matched by the Pennsylvania Department of Community and Economic Development (DCED) through a grant to the Christiana Historical Society.

This funding was used to create the Christiana Underground Railroad Center at Zercher’s Hotel. This facility is Lancaster County’s first free, publicly accessible visitor center telling the story of the Underground Railroad in the local area. Zercher’s Hotel played a key role in the aftermath of the Christiana Resistance, originally called the Christiana Riot. This 1851 event, in which a Maryland slaveowner came to reclaim his runaway slaves, was a key event in setting the stage for the Civil War.

In January 2006, another site in Lancaster County received “Network to Freedom” designation. The grave of Thaddeus Stevens, Lancaster County’s leading abolitionist, was formally listed as a site in the program. Stevens was an Underground Railroad stationmaster, one of the founders of the Republican Party, a constitutional scholar, and an advocate of civil rights. His grave is located in Shreiner-Concord Cemetery, located at Chestnut and Mulberry Streets in Lancaster City.

An effort led by the Trust and other partners is currently focused on preserving the Lancaster City home of Thaddeus Stevens and Lydia Hamilton Smith, two individuals who played a



Christiana Underground Railroad Center at Zercher's Hotel

key role in the abolitionist movement before and during the Civil War. Although interest in preserving the Stevens-Smith House had existed for many years, plans to preserve it began in earnest when a proposal was made to develop a convention center on the site.

Working with the developer and other community groups, the Historic Preservation Trust of Lancaster County was successful in arranging for the preservation of the house, an adjacent commercial building, and two other houses on the proposed site of the center. Despite public disagreement over the merits of the potential convention center, the effort to blend historic preservation, heritage tourism, and economic development is a positive step for the community.

Neighborhood Revitalization in Lancaster City

As some of Lancaster's long-standing businesses began to leave the city in the 1960s and 1970s, others made a strong commitment to remain in the city. In 1980, Lancaster Newspapers, Inc. considered moving its operations out of the city, but decided to remain in the city and invest in new facilities there. In the process, the company demolished several significant buildings on Queen Street – but at the same time, the city benefited from the company's decision to retain a large number of employees in the downtown area. The following year, the company created Steinman Park, an urban "pocket park" that later received an award from the American Society of Landscape Architects. The company continued to enhance West King Street in 1988, when it expanded its offices by rehabilitating the upper floors of several adjacent historic buildings. Among the company's more recent

downtown projects was the adaptive reuse of the former Steinman Hardware Store, which was transformed into the Pressroom Restaurant. In the 1990s, Fulton Bank faced a similar choice, and also decided to reinvest in the city. The bank constructed a new building behind its existing facility on Penn Square, keeping its existing employees downtown, and bringing additional jobs to the city.

Downtown Lancaster has become a magnet for historic preservation and redevelopment projects over the past decade. The Prince Street Arts Corridor has seen some of the most notable improvements, beginning with the renovation of the Fulton Opera House in the 1990s. Improvements are planned for the Lancaster Amtrak Station, historic warehouses, and other commercial buildings along the corridor. The new Clipper Magazine Stadium at the northern end of the street has been a boon for investment in the surrounding neighborhood. East of the stadium, a proposal has been made for the adaptive reuse and expansion of two early 20th-century buildings, the former Gunzenhauser Bakery and a nearby building that once housed a manufacturing facility.

Further south along Prince Street, the Pennsylvania College of Art and Design (PCAD) recently renovated its facade, a project that brightened the street with neon. Row homes and commercial buildings a short distance away are being rehabilitated as Lancaster's "Gallery Row." Adjacent to the Fulton Opera House, the Pennsylvania Academy of Music has publicized plans for a significantly larger building which will complete a nearly continuous streetscape of cultural institutions. On nearby Queen Street, the Lancaster Museum of Art is poised to rehabilitate and expand an early 20th-century commercial building as its new home.

The northwestern part of the city has also seen significant reinvestment, due in part to the involvement of the James Street Improvement District, a non-profit community development organization sponsored by Franklin & Marshall College and Lancaster General Hospital. Within the past few years, numerous historic warehouses and industrial buildings have been converted into new uses including college dorms, senior citizen



apartments, restaurants, and offices. A vacant warehouse at Charlotte Street and Harrisburg Avenue was also converted into a boutique hotel called the Lancaster Arts Hotel.

Across Lancaster City, religious institutions are making significant investments in historic houses of worship. Within the last ten years, several downtown congregations have made improvements ranging from steeple restorations to additions for classrooms, meeting space, and offices. These include First Presbyterian, First United Methodist, Trinity Lutheran, Grace Lutheran, First Reformed, Community Mennonite, and many others. This new era of reinvesting in existing religious buildings stands in contrast to the period from World War II through the 1970s, when several major congregations left the city for suburban locations.

Two congregations that have made great strides to enhance Lancaster City neighborhoods are Bright Side Baptist Church and Bethel African Methodist Episcopal (AME) Church, both of which are located in the city's southeast area, historically known as the 7th Ward. Bright Side Baptist built a dramatic new building at Hershey Avenue and Wabank Road, together with an "Opportunities Center" that provides a range of services to the community. In addition, the church created a development corporation and land trust that has built four duplex homes in the neighborhood. Bethel AME is working to revitalize an entire neighborhood through its Church-Towne project, which will promote tourism and redevelopment focusing on African-American history and culture.

Adaptive Reuse and Rehabilitation

Lancaster County is now witnessing renewed interest in major adaptive reuse projects, after two

decades in which such projects were rare. The last period when Lancaster County saw a significant number of such projects was during the late 1970s and early 1980s, when the federal tax code was more generous to those investing in historic buildings. Back then, available economic incentives were enough to make many lukewarm preservationists into active proponents of adaptive reuse. After federal tax incentives were reduced in 1986, interest in large-scale adaptive reuse slowed until the late 1990s, when several urban-oriented developers began to see the untapped potential in many large, vacant buildings, especially in Lancaster City.

Several community development groups have led the way in improving Lancaster City's built environment. One such example is the Spanish American Civic Association (SACA), which was created to foster the cultural, social, and economic well-being of Hispanic people in the City and County of Lancaster. By doing so, SACA contributes to the well-being of the community at large. One of the group's many initiatives, the SACA Development Corporation, has been providing affordable housing for low and moderate income families since 1984.

SACA Development works to replace blighted residential buildings with new or rehabilitated buildings. One of its goals is to allow first-time buyers to own a home. As a certified Community Housing Development Organization, SACA Development has made this dream possible for many local residents. Its efforts have made a dramatic impact on some of Lancaster's most historic neighborhoods, especially in the southeast section of the city. After rehabilitating several homes in an individual neighborhood, SACA helps to organize neighborhood associa-

tions which address ongoing issues such as crime, graffiti, and trash.

One of SACA's recent projects was the renovation of the deteriorating and vacant former General Cigar Building. This four-story building was converted into a mixed-use facility with 30 apartments, professional office space, and retail stores. This project offers its tenants a living space with character, convenience, and affordability, all within minutes of center city and public transportation.

Another group that has made great strides in Lancaster City is the Inner City Group, a neighborhood-based economic development organization. In the late 1990s, this group began with a mission to develop a comprehensive plan to restore the historic vitality of southeast Lancaster City. The group's efforts have included a facade improvement program, redevelopment of Roberto Clemente Park, and planned streetscape improvements.

A host of other organizations have also been involved in the revitalization of Lancaster City and many other boroughs and villages across Lancaster County. One of these groups is Community Basics, Inc., which has developed large-scale apartment projects in historic buildings in Maytown, the City of Lancaster, East Hempfield Township, New Holland Borough, and the village of Maytown, in East Donegal Township. The Housing Development Corporation has also developed significant projects including the rehabilitation of the Folmer-Clogg umbrella factory in Lancaster City as an apartment complex known as the Umbrella Works.

Mixed Results

An encouraging development in Lancaster County's recent past is that local residents have turned away from the philosophy that something new is always better than something old. For a few decades following World War II, numerous historic buildings and traditional ways of life were radically altered or erased from the county's landscape. Two of Lancaster City's most significant city blocks were demolished in the

name of progress, highways cut across farmland with little regard for the importance of cultural traditions, and highly significant public buildings were replaced with functional but characterless facades. Thankfully, Lancaster County residents now understand that historic buildings and time-honored traditions have more than sentimental value – they make the county a more livable and prosperous place.

Today, however, there is a new challenge. Although residents, developers, and municipalities often give a nod to preservation by saving an occasional historic building or by applying historically-inspired architectural details to new buildings, these efforts often fall short of retaining authentic community character. More effort must be applied toward developing a conservation ethic for historic buildings and traditions – the idea that these characteristics should be one of the primary concerns in any planning process.

It is also important to recognize that buildings cannot be grouped into two categories, "historic" and "not historic." A common misperception in Lancaster County is that the only truly "historic" buildings are those that date from the colonial and early American periods, and even then, only when they have exceptional architectural merit. The history of Lancaster County's built environment is primarily a story of vernacular architecture – everyday, utilitarian buildings constructed not as works of art, but as functional spaces for working people.

When assessing the value of an older building, structure, or site, the first question should not be, "Is it historic?", because if it is more than 50 years old, the answer is "yes." Instead, the question should be, "What is its significance?" In other words, what does it say about the people who constructed it, or the history of the community where it is located? Is it the last one of its kind? Is it a key element in a landscape that includes other historic resources? The goal should not be stamp a label on a building, but to identify the role it plays in the community's history and culture, and decide whether that role is significant enough to warrant the building's preservation.

Urban Infill and Suburban Development

While architects, builders, and developers have generally been more sympathetic to Lancaster County's historic buildings in recent years, existing zoning often discourages the kind of construction that enhances the streetscape. Many municipal plans, policies, and ordinances apply suburban-style zoning to urban areas, leading to incompatible infill that interrupts the continuity of the streetscape. Sensitively designed infill construction often comes about only because a builder, developer, or property owner makes a personal commitment to improving the neighborhood.

Positive results like these do not need to be the exception, however. Municipalities have a wide range of tools and techniques available to them to encourage the type of infill construction they want to see. Ordinances can be crafted to encourage the construction of new buildings that complement the style, height, massing, and materials of existing buildings. In fact, Lancaster City's Heritage Conservation District is designed for exactly that purpose. Historic preservation ordinances can be as lenient or as strict as a municipality wants them to be.

Two recent examples of well-designed infill construction are right across the street from each other on North Queen Street in Lancaster City. The Red Rose Transit Authority's Queen Street Station and a new facility built by the Susquehanna Association for the Blind and Vision Impaired (SABVI) show what a positive impact such projects can have on a streetscape.

Municipalities face similar challenges with suburban development. In the absence of ordinances that promote the creation of livable communities, development generally follows the automobile-oriented pattern that has been typical for the past fifty years. Homes are set back at a distance from the street, and they are arranged on cul-de-sacs and twisting streets that isolate them from nearby communities. Front porches that welcome visitors in historic communities are replaced with garages that hide residents from their neighbors. Although a few builders and developers draw inspiration from the past, the majority of new developments still take little notice of existing architectural and neighborhood context.

It is encouraging, however, to see plans for a variety of new mixed-use and neo-traditional developments taking shape throughout Lancaster County. In many ways, these developments are designed to resemble historic urban neighborhoods. Examples include Brighton, located in Manheim Township; Mill Creek, in West Lampeter Township; and Florin Hill, in Mount Joy Borough. Another much larger project of this type is Independence, which is planned for the intersection of Pennsylvania Route 283 and State Road in East Hempfield Township. Interconnected streets, shallow setbacks, and pedestrian amenities give these communities the look and feel of Lancaster County's existing towns and villages.

The county is also seeing increased interest in mixed-use developments with retail shops on the first floor and residences above. Some of these developments are new construction, and others involve the adaptive reuse of historic buildings. For instance, the Drogaris Companies rehabilitated two adjacent warehouses on Prince Street in Lancaster City to create the Brickyard Restaurant and 24 residential apartments. Striking new buildings have been proposed for many highly visible sites including the parcel adjacent to the city's new police station on Chestnut Street.

Stewardship of Publicly-Owned Historic Properties

Stewardship of publicly-owned historic properties in Lancaster County has been inconsistent in recent years. While a few municipalities have renovated and expanded historic buildings in their care, others have altered or demolished them. In some cases, existing libraries and municipal buildings have been replaced by new buildings located further from the center of historic towns and villages. Moving public uses out of town makes these historic communities less relevant to the daily life of local residents, and deprives historic buildings of repairs and updates that would help them retain their usefulness.

The construction of public libraries exemplifies the different choices that municipalities have made with regard to investment in new or updated facilities. In Elizabethtown Borough, a dated library in a residential neighborhood was no longer meeting the needs of the community. With residents, library staff, municipal officials, and

architects in agreement that a new library should be constructed downtown, they studied possible sites and chose to locate the library in a vacant bank building. Although the structural needs of the new library required gutting of the building's interior, the project created a facility that added life to downtown Elizabethtown. When faced with similar choices, Mount Joy Borough and Strasburg Borough built new libraries outside the center of town. While decisions like these are usually made for very legitimate reasons, the resulting facilities often lack the appeal and functionality of a community space in the heart of an historic community.

Preservation Planning at the Municipal Level

Many of Lancaster County's municipal governments have implemented preservation planning initiatives, and others are exploring them. This effort sometimes comes as a response to the loss of an important historic resource in the community, as when Lancaster City created a Heritage Conservation District after the circa 1869 Baumgardner Warehouse was demolished and replaced with a one-story commercial building. Although municipal comprehensive plans often state the importance of historic resources, zoning ordinances frequently contradict historic preservation goals. This disparity between policy and implementation contributes to the loss of community character. Fortunately, municipalities have begun to recognize this problem and address it through changes in zoning and through the adoption of regulatory tools for the protection of historic and cultural resources.

Impact of Large Institutions

Large institutions such as schools and hospitals have had a significant effect on Lancaster County's heritage resources. At times, they have supported the adaptive reuse of historic buildings, but they have also seen these buildings as handicaps that prevent them from expanding and updating their services. Part of the problem is that many institutions are seeking large areas of floor space with minimal physical intrusions, and historic buildings present challenges to this way of thinking. In many cases, a small historic building or group of buildings is demolished to make way for a new building with a larger footprint. Institutions often cite the added expense of reha-



Photo courtesy of Randolph Harris
Baumgardner Warehouse Building undergoing demolition in 1998



Photo courtesy of Randolph Harris
Today

bilitation as the main reason for their unwillingness to adaptively reuse historic buildings.

Planning for the future needs of schools, in particular, presents many challenges to both school districts and communities. Sometimes, it is not a school that is threatened, but its surrounding neighborhood. As schools expand, it becomes more attractive for school districts to seek the demolition of historic houses and other ancillary buildings in the vicinity of school campuses. In some cases, existing buildings are seen as hindrance to possible future development of the campus, or as a roadblock in the way of automobile access. For instance, several houses are threatened with demolition as a result of the expansion of Manheim Township High School.

In other situations, buildings are taken down not because they are physically in the way, but because school districts do not want to consider alternate uses for the buildings. This was nearly the case on the campus of Lampeter-Strasburg High School, where the school district initially called for demolition of the Franciscus-Carpen-

ter House, a 1750s farmhouse that sat in the proposed path of a new access road. With help from the Historic Preservation Trust of Lancaster County, however, local residents developed an alternate plan that would not result in any additional cost to taxpayers. The school board subsequently approved a plan to save the house and place an easement on the house's significant architectural features. The land surrounding the house will be subdivided from the school campus and sold below market cost to an owner willing to rehabilitate the building. State funding may also be made available to pay for necessary infrastructure improvements.

While local school districts have made a significant effort to upgrade existing schools, they have also participated in a nationwide trend of disinvesting in existing neighborhoods. Fewer children are walking to school, and older communities are losing key services. Pressure to consolidate schools on a single campus may save money in terms of property management, but it costs communities in other ways, reinforcing the commuter culture that plans for cars rather than pedestrians. In addition, traditions tied to older buildings are lost – memories that are a very real part of community identity.

Mount Joy Borough is one of many communities that has wrestled with the challenge of balancing the needs of the community with the needs of the local school district. The Donegal School District has begun to move its elementary and junior high schools out of the borough and onto the high school campus in East Donegal Township. As noted earlier, the decision to relocate a public facility rather than reinvest in an existing one is often made for convincing reasons. When adding up potential costs, however, school districts and municipal governments must consider long-term effects that may not be easy to calculate. Neighborhoods with a defunct school can create the impression that their time has passed, and that the life of the community has moved elsewhere. On the other hand, reinvesting in a neighborhood school is like giving the community a vote of confidence in its long-term viability.

A compromise that works for some communities is the construction of a new school on the site

of an existing school. This solution is reasonable if the community has thoroughly examined all options for retaining an existing building, and has determined that rehabilitation is infeasible. Depending on the effort made to design a new building that complements the community, the result can be positive, as in the construction of the new Lititz Elementary School. This school is a modern building that meets all the needs of a 21st-century school, but fits into the context of the surrounding neighborhood. Perhaps the most striking feature of the building is its limited provision for parking and vehicle access. Rather than being a drawback, the school's urban location encourages parents to leave their cars at home and let their children walk or take the bus to school.

Other large institutions face similar challenges in finding appropriate solutions for older facilities, particularly in existing neighborhoods. Hospitals, for instance, are under pressure to improve their facilities to accommodate new technology and types of care. Municipal governments and hospitals must work together to develop solutions that allow hospitals to change and expand without sacrificing community character. While hospitals in Lancaster County should be commended for continuing to invest in urban locations such as Lancaster City and Ephrata Borough, they have occasionally demolished historic buildings that might have been rehabilitated. In the process, significant buildings such as the early 20th-century Columbia Hospital building have been lost.

Communities in Lancaster County must work together with large institutions to plan for future needs, so that the best possible solutions can be developed for these businesses and the communities they serve. Every effort should be made to keep large employers in downtown locations, because these locations can serve the largest number of people with the least impact on transportation infrastructure, agricultural land, and other community assets. The relocation of a large employer from city to suburb often requires governments to spend additional money on road construction, traffic monitoring, police protection, and other services. Such a move can also create a domino effect that encourages other businesses to follow suit. While new construction on vacant land may be the least expensive option in the short term, it gradually alters the function of existing commu-

nities, and makes them less attractive for future investment.

Vacant and Underutilized Buildings

Historic commercial, industrial, and agricultural buildings in Lancaster County are often occupied but underutilized, and activity is frequently limited to the ground floor. For instance, storefronts in Lancaster City do not stay vacant for long, but the space above them is often less productive. One of the case studies developed for this plan addresses this issue. In many cases, the high cost of meeting codes and acquiring permits for elevators and other amenities prevents owners from using the space. As a result, businesses are more likely to rent the ground-floor space they need, rather than buying an entire building. New investment is limited to a few interior improvements, and significant structural and architectural issues are ignored until they become critical.

A combination of private sector commitment and public policy is needed to make adaptive reuse a standard practice in Lancaster County's business community. The longer it takes to implement these changes, the more buildings are lost. In 1998, the demolition of one of Lancaster City's oldest tobacco warehouses galvanized local residents and led to the creation of a Heritage Conservation District that includes most of city's historic four-square-mile core. For the most part, however, Lancaster County communities still put the burden on public institutions to show why historic buildings should be preserved, rather than calling on property owners and developers to show why they cannot make use of existing buildings.

Although many businesses are willing to consider investing in older buildings, only a handful are proactive in seeking these opportunities. These companies include Drogaris Properties, Meed-Cor, Gallagher Construction, and Caldwell, Heckles, and Eagan. Many of these companies have turned historic warehouses and industrial buildings into showpieces that generate positive public relations and create an inspiring work environment for employees. In East Lampeter Township, the H.L. Wiker Company renovated an entire farmstead for use as its corporate headquarters. The farmhouse was converted into executive offices, and a stone barn was adaptively

reused to include offices and a dramatic meeting space under the rafters. Leaders such as these should be commended for their investment in preserving community character.

Open Space, Agricultural Preservation, and Historic Landscapes

Increased emphasis on open space in recent years has led to the creation of new parks and the restoration of older parks, but has also threatened historic buildings. County and municipal governments sometimes seek to "cleanse" parks of their former uses, leaving only open space and recreational facilities. Instead of seeking alternate uses for historic buildings on municipal property, local governments often move or demolish them, citing liability concerns and maintenance costs.

For example, a highly significant colonial-era log house was slated for demolition in Manheim Township's Overlook Park until a group of concerned citizens got involved. Although the house was saved from complete demolition, it was moved from its original site and later sold. The new owner plans to dismantle the house and rebuild it in another part of Lancaster County. While the rescue of this house was better than its demolition, the loss of its original site diminishes its historic significance by altering the house's context. By comparison, historic buildings in Pequea Township's Silver Mine Park were retained in their original locations, giving visitors a sense of continuity with the past.

Efforts to create linear parks along historic transportation routes have met with only limited success in Lancaster County, despite public acclaim for their recreational benefits and potential to preserve significant historic resources. Two of Lancaster County's historic railroad lines have been converted into rail-trails: the Conewago Recreation Trail, which extends across northwestern Lancaster County near Elizabethtown; and the Lancaster Junction Recreation Trail, which links East Hempfield and Penn Townships near Landisville. Proposals have also been made to create shorter trails through communities such as Columbia Borough. Initial concerns about possible vandalism and other problems along these lines have been shown to be unfounded, and the trails have been a hit with residents and visitors.

Unfortunately, attempts to create longer trails have proven more difficult, as in the case of the Pennsylvania Rail Road's Atglen and Susquehanna Branch, better known as the Low Grade. Built between 1903 and 1906, it was an engineering marvel, traversing southern Lancaster County's hilly terrain at less than 1/2 percent grade – hence its name. The line operated as part of a freight route between Philadelphia and Harrisburg until service was discontinued in the late 1980s. Even before that time, local residents saw the potential of this line to become a rail-trail. Despite years of negotiation between the railroad's owner, the County of Lancaster, and the municipalities along the line, the vision of rail-trail has not yet become a reality.

Rail-trails show that a whole range of uses can be accommodated on public lands without damaging the safety or integrity of the resources associated with the property. In fact, having a mix of uses often helps to protect resources that might otherwise be prone to vandalism and theft. Historic preservation advocates in all three sectors of the community – public, private, and non-profit – should continue to educate Lancaster County residents about innovative programs around the world that conserve heritage resources without setting aside large areas for a single use.

Lancaster County residents are starting to understand that the county's heritage resources are all interconnected, and require careful planning to preserve. Issues that were once considered in isolation are now addressed as an organic whole. Urban and Village Growth Areas and a strong farmland preservation program show that municipal governments realize the need to discourage sprawl, provide appropriate areas for growth, and protect prime agricultural land. These efforts play an important role in preserving heritage resources, because they address potential threats before they take shape. When farmland is preserved, agricultural buildings are less likely to be demolished. When growth is directed to appropriate areas, less money is spent on new infrastructure, and that frees up public funds for programs that benefit existing communities. Reinvesting in existing communities also benefits historic buildings by making them more attractive for rehabilitation.

Negative Trends

In Lancaster County, significant trends that damage heritage resources include:

- Suburban sprawl and related transportation issues;
- Limited incentives to preserve cultural traditions and the built environment;
- A lack of educational opportunities in the traditional building trades;
- Damage to historic buildings through neglect, abandonment, and alteration;
- Misunderstanding about the role of public programs and agencies;
- Insufficient use of existing laws to protect heritage resources; and
- Lack of commitment to context-sensitive design.

At times, governments and non-profit groups have contributed to these problems by responding to preservation concerns individually, rather than developing a more systematic approach. To encourage better cooperation to preserve Lancaster County's heritage resources, this plan includes an Action Plan that assigns roles and responsibilities to the public, private, and non-profit sectors. Before considering how to respond to preservation issues in the future, however, it is important to understand the trends that challenge preservation efforts today.

Suburban Sprawl

Sprawl continues to threaten Lancaster County's heritage resources. As building sites for retail and commercial development have become scarcer along major roads, developers have begun to tap into available land on roads feeding into existing retail and commercial strips. Increased pressure to widen roads near retail areas interrupts the continuity of nearby farms and communities, and makes existing uses less viable. In rural areas, villages that were once well-defined in contrast to surrounding farmland have been swallowed up by residential development that ignores historic street patterns.

Pressure to develop agricultural land has a significant impact on historic farm buildings, as well. The good news is that Lancaster County is still near the top of the list of U.S. counties in number

of acres preserved, and farmland preservation is outpacing development. The flip side is that challenging economic conditions for farmers have led to the conversion or demolition of farm buildings, especially barns and other outbuildings.

The scale and placement of commercial development affects historic buildings in other ways. Big-box stores alter the traditional scale of the built environment and contribute to the loss of small businesses in historic communities. Proposals for parking garages and other large structures have shown that urban neighborhoods can be affected by this trend as well. A related problem is the difficulty in finding appropriate uses for multi-story historic buildings in an era when retail and commercial businesses are designed around single-story buildings. One of the case studies developed for this plan addresses this issue.

Transportation Infrastructure and Automobile Traffic

Automobile traffic, especially in Lancaster County's urban neighborhoods, detracts from residents' quality of life and discourages investment in historic buildings located on major streets. Unfortunately, some of the most visible properties in the county are the ones that receive the least amount of care, because they are often rental units, and their owners have little incentive to make improvements.

Solutions to transportation problems are not always easy to find in Lancaster County. Truck traffic on urban streets and highways has a negative impact on neighborhood livability, but bypasses around urban areas threaten farmland and the cultural traditions of those who till the soil. Lancaster County residents are now more aware than ever that increased capacity to handle traffic also means increased impact on irreplaceable resources – but that awareness has not always translated into action.

The goals of achieving better automobile safety and increased traffic capacity have sometimes counteracted local efforts to preserve heritage resources. When an historic bridge falls into disrepair, the proposed solution is generally a new bridge, rather than the rehabilitation of the existing bridge. Although safety and capacity concerns can usually be addressed in more



creative ways, solutions other than complete replacement are not always seriously considered. As older bridges are replaced, the county loses the diversity of bridge types that once characterized the area. At times, there is little recognition that road improvements can have the effect of increasing traffic and bringing larger vehicles into closer contact with sensitive historic and cultural resources.

Limited Financial Incentives for Property Owners

While individual property owners may not be able to control the forces of sprawl and automobile dependence, they have a strong impact on the buildings they own. Like anyone who owns an historic building, Lancaster County homeowners struggle to find information about properly maintaining and rehabilitating their properties. At the Lancaster County Planning Commission, Heritage Division staff are frequently asked if grants or loans are available to assist the owners of historic buildings. Unfortunately, the answer is generally “no” or “yes, but...”, because there are few incentives for this purpose, and those that do exist often have little benefit to the average homeowner.

Financial institutions – and where appropriate, governments – should work toward the goal of providing grants and low-interest loans for facade improvements and other types of rehabilitation. Without the guidance and financial assistance they need, homeowners often resort to quick solutions that can damage both the historic and structural integrity of their properties. Professional contractors are often the only ones with the knowledge and experience to undertake this kind of work, but this option is unrealistic for many residents who own historic buildings.

Lack of Educational Opportunities in the Traditional Building Trades

Another factor that leads to unsympathetic alterations of historic buildings is the lack of educational opportunities in the traditional building trades such as carpentry and masonry. Despite Lancaster County’s remarkable variety of historic buildings and structures, local residents have few opportunities to learn the skills necessary to maintain them. One of the case studies

explored as a part of this plan addresses that challenge. This study, entitled “Living Laboratories,” explores a wide variety of educational programs that exist in other communities to teach the traditional building trades. With the support of a local college or university, a program of this type could take root in Lancaster County. Although other communities around the country have a head start in offering this kind of program, Lancaster County could still take the lead, if appropriate investments were made.

The Historic Preservation Trust of Lancaster County has participated in several projects that could become models for future efforts in this area. Working with students from the Lancaster Career and Technology Center, the Trust restored the front facade of a row house on East Chestnut Street in Lancaster, and rehabilitated several homes on South Duke Street. In the same neighborhood, the Trust joined with Inner City Group and the School District of Lancaster to involve students in the rehabilitation of Hector’s Grocery Store.

Unsympathetic Alterations to Historic Buildings

A major problem facing historic buildings in Lancaster County is the steady replacement of character-defining architectural features with less appropriate modern substitutes. Often, it is not the material that is at fault, but its design and installation. Synthetic materials are generally appropriate when they match the shape and profile of existing features. Unfortunately, many property owners do not take the time to find alternatives that preserve the architectural character of the historic buildings they own. Over time, small changes to features including porches, cornices, windows, and doors can have a devastating effect



Photo courtesy of the Historic Preservation Trust of Lancaster County

Before

After

on a building's appearance, and on its historical significance. Whenever possible, property owners should seek the help of contractors who are experienced with the rehabilitation of historic buildings and familiar with the characteristics of historic building materials. To facilitate this effort, this plan proposes the creation of a Lancaster County-based training program in the traditional building trades.

The proliferation of vinyl products has become a major concern in historic communities throughout the United States. Vinyl siding and vinyl replacement windows are two popular products that can cause irreparable harm to a building and completely change its appearance. Many property owners are not aware that historic windows can be repaired at reasonable cost, and that most energy conservation issues can be addressed in more sensitive ways. Despite the wide availability of custom-fit replacement windows, many property owners continue to install new windows that do not fit existing window openings. Replacing historic doors with standard "off-the-shelf" wood or metal doors available at home improvement centers often requires changing the size of the door opening. In addition, the door styles available rarely reflect the correct style or period of the building.

Neglect and Abandonment

Historic buildings and structures are still suffering from neglect and abandonment, both in urban and rural areas. Due in part to differing economic conditions, this problem is a greater challenge for some communities than for others. Municipalities also differ in their approach to vacant and abandoned properties. Where regulations addressing this issue have already been adopted, they should be strongly enforced, and where new regulations are needed to combat the problem, they should be adopted. Blighted properties can also be referred to the Lancaster County Vacant Property Reinvestment Board, which is managed by the Lancaster County Housing and Redevelopment Authority.

All levels of government should work to educate the public about the proper maintenance of historic buildings. Even when historic buildings are allowed to decay, their problems are often more cosmetic than structural. Historic buildings

are generally built more solidly than contemporary buildings, and that difference is most pronounced when today's residential properties are compared to their historic counterparts.

One of the main reasons for the neglect of historic properties is the low percentage of owner-occupied buildings in urban neighborhoods. Absentee owners often neglect their properties and delay needed repairs until they are forced to address them. As a result, a building's true needs are sometimes hidden for years until a community-minded investor is willing to take a more comprehensive look.

Neglect often goes beyond individual buildings to affect larger areas such as abandoned or underutilized industrial sites. While the concept of land recycling has begun to receive more attention in Lancaster County, brownfields are still an untapped resource. Rebuilding these areas creates opportunities to reinfuse historic neighborhoods with retail and commercial uses that left for the suburbs decades ago. Unfortunately, environmental and jurisdictional issues sometimes discourage investors from pursuing these opportunities, and those who do invest in brownfields are often tempted to demolish historic buildings to create a clean slate for new construction.

Misunderstanding about the Government's Role

In the United States, one of the ironies about heritage preservation is that most Americans support the idea that important historic buildings should be protected from harm, but they oppose regulations that might affect their own property. When policies to review the alteration and demolition of historic buildings are proposed, public reaction is often negative – but when a local landmark faces the wrecking ball, residents are surprised to find that nothing stands in the way.

One of the challenges in implementing preservation policies is that the public is often confused about who does what. For example, residents are not sure who has the power to intervene when a building is proposed for demolition. In Pennsylvania, most residents are aware that zoning and code enforcement is in the hands of municipal governments, but they often assume that another agency or organization is responsible for issues af-

fecting historic buildings. Oftentimes, they think that some type of “historical society” will intervene to protect these properties. Some residents believe that this power rests with the Lancaster County Historical Society or with the Historic Preservation Trust of Lancaster County. Others say that the Pennsylvania Historical and Museum Commission, the Commonwealth’s official history agency, can pick and choose which properties are protected. Still others feel that the federal government makes these decisions through the National Register of Historic Places.

The truth is, most historical recognition programs are just that – programs that recognize the value of historic buildings, structures, sites, and landscapes. The National Register is simply a list of properties that meet the test of being “historic.” These properties have been thoroughly researched, and they have demonstrated their role in the development of the local municipality, state, or nation. The only protection that

comes with this designation is the requirement that the impact of federal action be considered when federal money or permits are used. In other words, National Register-listed properties are not protected from harm, even at the hands of the federal government. They are only afforded the opportunity to show that federal action will have an adverse effect on their significance.

Insufficient Use of Existing Laws to Protect Historic Resources

In Pennsylvania, all regulation happens at the local level. As a result, the only way to adequately protect historic resources in Lancaster County is for municipalities to implement appropriate regulations. A variety of legal mechanisms are available to municipal governments to accomplish this goal, and they are detailed in a “preservation toolbox” included as an appendix to this plan. The appendix also provides a suggested municipal implementation process for historic preservation policies and programs.

Planning Process

The planning process for this plan began with an effort to identify a few guiding principles. Other tasks included gathering data to assess existing conditions, identifying stakeholders and seeking their input, and studying the results to develop goals, objectives, and strategies, and formulating an action plan.

Guiding Principles

The development of this plan was guided by four principles: stakeholder involvement, sustainability, integration of supporting studies, and achievable recommendations. Every element of the Lancaster County Comprehensive Plan, including the Tourism, Housing, and Growth Management Elements, shares these principles. The purpose of these principles is to ensure that plans adopted by the Lancaster County Planning Commission (LCPC) have complementary goals that are sustainable, achievable, and have broad public support. Each of the four principles is described below.

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Stakeholder Involvement

A stakeholder is anyone who has a “stake” in the planning process – citizens, government officials, local businesses, and non-profit organizations. Crafting this plan brought a variety of people together to identify issues and find feasible solutions to the challenges facing Lancaster County. Stakeholders were involved in this effort through surveys, meetings with municipal officials and with the Lancaster County Cultural Heritage Plan Task Force, and a cultural heritage summit that was open to the public. Together, these efforts produced a cohesive vision for the plan.



Sustainability

The long-term sustainability of Lancaster County’s cultural heritage is vital to conserving community character – the county’s sense of place. This plan recognizes that the county’s future quality of life depends on economic development that complements local historic and cultural resources.

Integration of Supporting Studies

In developing the Cultural Heritage Element, LCPC staff consulted a variety of local planning studies and resource inventories undertaken in the past. One of the documents reviewed in this effort was a 1972 Lancaster County Planning Commission report entitled *Lancaster’s Heritage: An Historical [sic] Preservation Study for Lancaster*

County. This study identifies significant resources, discusses preservation activities at all levels of government, lists a variety of preservation tools, and calls for increased commitment to preserve the county's heritage resources. In addition to providing baseline data for future preservation planning, this study was remarkably perceptive about the trends that would affect the county's historic buildings in the following decades.

The historic preservation concerns identified in *Lancaster's Heritage* are still valid today. These include neglect, demolition, insensitive alterations, incompatible development adjacent to historic areas, suburban sprawl, population growth, and changing land uses. The study identifies a range of tools to preserve resources, such as historical and architectural research and documentation; property acquisition; local historic district designation and zoning; education; and promotion.

Just as many of the threats identified in *Lancaster's Heritage* are still relevant, the recommendations also sound familiar over thirty years later. There is still a need for a complete county-wide inventory of historic buildings that is updated on a regular basis. More properties should be listed in National Register of Historic Places. Financial incentives are needed to encourage property owners to maintain and repair historic buildings. Other recommendations in *Lancaster's Heritage* include establishing a revolving loan fund for historic preservation, enacting local historic districts, tax restructuring, and a scenic byways program. This plan repeats many of these recommendations.

The planning process for the Cultural Heritage Element was also guided by the experience the Lancaster County Planning Commission has gained in over a decade of involvement in heritage development and tourism. In 1994, Lancaster County was one of four pilot projects chosen to participate in the Pennsylvania Heritage Tourism Initiative. LCPC played a leadership role in this three-year effort to study the feasibility of developing Lancaster County as a heritage tourism destination. Soon after the completion of this initiative, LCPC joined the Pennsylvania

Dutch Convention and Visitors Bureau and the Historic Preservation Trust of Lancaster County in developing a county-wide heritage tourism program called *Lancaster County Heritage*. LCPC later worked with York County and other partners to create the Lancaster-York Heritage Region (LYHR). *Lancaster County Heritage* works cooperatively with LYHR to encourage economic development with a focus on authenticity and sustainability – principles that are emphasized throughout this plan.

Achievable Recommendations

Showing steady progress is important to the success of any plan. To focus attention on the tasks critical to that success, this plan provides a detailed set of goals, objectives, and strategies. The plan's goals and objectives are listed at the end of this chapter, and they are explored in more depth later in the plan. While the goals are broad, the objectives are more specific. They are the "action steps" that must be implemented to achieve a particular goal. The objectives could also be called "catalytic recommendations," because they are designed to be catalysts or "triggers" that set the plan's wheels in motion. Each of the objectives has a set of associated strategies. Responsibility for implementing these strategies is assigned to one or more agencies or organizations based on their mission and institutional capacity.

Research and Assessment

Before establishing priorities for future action, it was important to identify the county's heritage resources and study the merits of past and current preservation planning initiatives. LCPC staff studied a variety of existing heritage-related plans and studies, and assessed the status of historic resource data in the Lancaster County Geographic Information System (GIS). This exercise highlighted the need for more current and comprehensive heritage resource information at both the local and county levels.

Lancaster County Planning Commission (LCPC) staff reviewed municipal comprehensive plans and zoning ordinances throughout Lancaster County to discover what, if any, historic preservation provisions they contained. This information helped staff to chart the status of preservation planning in every municipality. Staff also identified federal, state, county, and local agencies and organizations that have an impact on heritage resources, and studied their current role in preserving or promoting these resources. This information identified what types of preservation services these organizations are providing, and conversely, where there are gaps in these services.

LCPC staff also considered preservation activities undertaken in other states, counties, and municipalities. This research was used to generate new ideas and refine existing ideas for the proposed goals and strategies in the plan.

Public Involvement Strategy

Lancaster County Cultural Heritage Plan Task Force

To guide the process of creating this plan, the Lancaster County Planning Commission appointed a Lancaster County Cultural Heritage Plan Task Force that included representatives from all three sectors of the community – public, private, and non-profit. The group typically met every other month to discuss ideas and review the plan’s progress. During these meetings, the task force discussed the county’s heritage resources and possible strategies to protect them. One of the exercises was a SWOT analysis, a planning tool that identifies strengths, weaknesses, opportunities, and threats related to a particular issue – in this case, cultural heritage. Task force members suggested possible case studies, identified contacts in the community, and made other important contributions to the planning process. The task force also participated in a public workshop called “There Is No Place Like Home: Preserving the Spirit of Place in Lancaster County, Pennsylvania,” which was held in July 2005.



Cultural Heritage Plan Task Force

Interviews

LCPC staff discussed cultural heritage planning with representatives of each division within the Lancaster County Planning Commission, and identified the ways in which their work programs intersected with heritage issues. Staff also arranged a meeting with National Park Service (NPS) staff to discuss the potential opportunities for NPS involvement in heritage-related initiatives in Lancaster County. In addition, local real estate developers attended a roundtable meeting to help staff gain a better understanding of the challenges of rehabilitating, reusing, and developing historic properties in Lancaster County. Several of the strategies contained in this plan directly relate to the issues identified in this part of the planning process.

Surveys

Three surveys were conducted to inform the content of this plan. Separate but related surveys were made available to: 1) municipal officials; 2) non-profits and businesses; and 3) private citizens. The survey for private citizens appeared in the Lancaster Sunday News. The other surveys were distributed through the mail and at meetings, and were also made available on the Lancaster County Planning Commission (LCPC) website.

The results of these surveys indicated that residents, representatives of local agencies and organizations, and municipal officials agreed on many of the heritage resource issues facing Lancaster

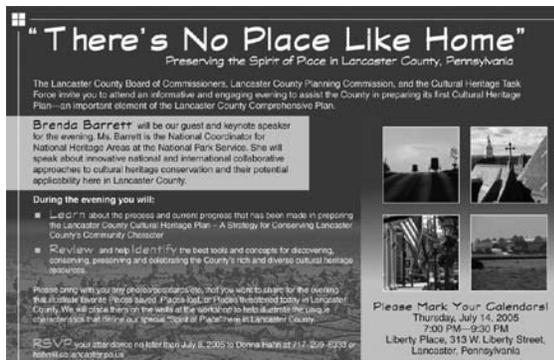
County: suburban sprawl, unmanaged growth, demolition of resources, and lack of awareness about the importance of heritage resources. All of these factors are working to diminish Lancaster County's unique sense of place. Most respondents acknowledged that sound heritage preservation planning involves more than preserving individual historic buildings. The context of an historic building plays an important role in determining its historical significance, so Lancaster County must move in the direction of conserving broader landscapes. Findings from these surveys are discussed in a section of this chapter called "Public Involvement Findings" which appears after this summary.

Regional Meetings

At six regional meetings held throughout Lancaster County, LCPC staff presented the plan to municipal officials to solicit their ideas and feedback. Following a PowerPoint presentation, the staff presented the initial results of the public survey. They also conducted an exercise where attendees identified important heritage resources on several different county base maps. A question-and-answer session followed the presentation. Participation was excellent and the feedback was productive.

Public Workshop: There's No Place Like Home

A cultural heritage workshop entitled "There's No Place Like Home: Preserving the Spirit of Place in Lancaster County, Pennsylvania" was held in July 2005 to give the public an oppor-



tunity to learn about the process of developing this plan. Participants heard from Brenda Barrett, the National Park Service's Coordinator for National Heritage Areas, who discussed national and international approaches to cultural heritage conservation and their potential applicability to Lancaster County. Most importantly, the workshop provided an opportunity for participants to identify the best tools and concepts for discovering, conserving, preserving, and celebrating the county's rich and diverse heritage resources.

Echoing the results of the other public involvement processes, workshop participants identified priorities that should be implemented in the near future. These strategies included:

- Expanding the county's inventories of tangible and intangible heritage resources;
- Integrating resource conservation and preservation into economic development activities, landscape design, and architecture;
- Developing appropriate leadership;
- Increasing collaboration, awareness, and responsibility for heritage resources;
- Finding more ways to celebrate and promote our cultural heritage; and
- Seeking additional financial resources for cultural heritage conservation.

Public Involvement Findings

In accordance with the public involvement component of the Lancaster County Cultural Heritage Plan, three surveys were conducted to gather public feedback. Separate but related surveys were sent to three different groups of stakeholders in Lancaster County:

- Residents
- Agencies, organizations, and businesses
- Municipal governments

The Lancaster Sunday News published the Resident Survey on October 24, 2004. The survey

was organized through the efforts of the Lancaster County Planning Commission and the Lancaster County Cultural Heritage Plan Task Force.

Resident Survey

The Resident Survey asked 10 questions about the protection and enhancement of Lancaster County's heritage resources. Residents shared their personal views, knowledge, and experience about what makes Lancaster County's unique and worth preserving. The first question asked what "community-defining characteristics" should be protected for future generations. The top three answers were:

- Lancaster City's historic downtown and neighborhoods;
- Rural and agricultural landscapes and associated buildings; and
- Agricultural landscapes.

Residents felt that the top three greatest threats to Lancaster County's community character and heritage resources were:

- Suburban sprawl and unmanaged growth;
- Lack of appreciation or understanding by the general public; and
- Highway construction, roadway widening, or other public projects.

Local communities that were perceived to be doing the best job of retaining community character were:

- Lititz Borough;
- Strasburg Borough;
- Lancaster City; and
- Marietta Borough.

Agencies and Organizations Survey

The Agencies and Organizations Survey asked non-profits, private businesses and consultants, and government or quasi-government agencies to answer 14 questions dealing with Lancaster

County's heritage. The majority of respondents were from non-profits, followed by government agencies and the private sector.

When asked to identify characteristics of Lancaster County's heritage that need to be protected for future generations, responding agencies and organizations agreed on the following:

- Agricultural landscapes;
- Historic architecture throughout the county; and
- Lancaster City's historic downtown and neighborhoods.

Agencies and organizations said that the greatest threats to Lancaster County's heritage were:

- Suburban sprawl and unmanaged growth;
- Demolition, neglect, or abandonment [of historic and cultural resources]; and
- Lack of appreciation or understanding by general public.

Tools that agencies and organizations felt should be better utilized to protect and enhance Lancaster County's heritage were:

- County and local tax incentives;
- Local zoning and other regulatory tools; and
- Increased public education and information.

Municipal Government Survey

The purpose of this survey was to gather input from city, borough, and township officials about how best to preserve Lancaster County's heritage resources. Municipal officials who returned the survey characterized their communities as rural, largely agricultural landscapes with small towns and crossroads villages. When asked what community-defining characteristics were worth preserving for future generations, they were consistent in their responses. The top three answers were:

- Agricultural landscapes;
- Small towns and crossroads villages; and
- Historic architecture throughout the county.

Officials identified the greatest threats to community character as:

- Suburban sprawl/unmanaged growth;
- Lack of economic incentives for property owners to rehabilitate historic buildings; and
- Demolition, neglect or abandonment [of historic and cultural resources].

Municipal officials were in strong agreement about the importance of quality of life, maintaining a sense of place, and encouraging strong community pride. They noted that these ideals are represented in county and regional efforts to promote heritage tourism. Specific tools or approaches that local officials agreed would help to protect and enhance the character of their municipalities include:

- Local zoning and other regulatory tools;
- Heritage events and county and local tax incentives; and
- Low-interest loans and other financial incentives for commercial property owners.

Combined Results from All Surveys

There were many similarities in the responses to all three surveys. When asked what types of heritage resources should be preserved for future generations, respondents said:

- Agricultural landscapes;
- Lancaster City’s historic downtown and neighborhoods;
- Historic architecture throughout the county; and
- Small towns and crossroads villages.

Respondents also agreed that the greatest threats to Lancaster County’s community character are:

- Suburban sprawl and unmanaged growth;
 - Demolition, neglect or abandonment [of historic and cultural resources]; and
 - Lack of appreciation or understanding by general public.
-

Survey Conclusions

The results of these surveys indicate that residents, representatives of local agencies and organizations, and municipal officials agree on many of the heritage resource issues facing Lancaster County: suburban sprawl, unmanaged growth, demolition of resources, and lack of awareness about the importance of heritage resources. All of these factors are working to diminish Lancaster County’s unique sense of place. Most respondents acknowledged that sound heritage preservation planning involves more than preserving individual historic buildings. The context of an historic building plays an important role in determining its historical significance, so Lancaster County must move in the direction of conserving broader landscapes.

Historical Societies

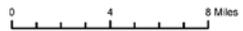
2006

Lancaster County, PA



Legend

- Historical Society
- Major Roads
- Municipal Boundaries
- Streams



Map not to scale. Map designed solely for illustrative purposes. All map features derived from Lancaster County GIS Data.

Source: Lancaster County Planning Commission

Produced by the Lancaster County IT/GIS Department, June 2008

Planning Process

Strategic Vision

Purpose of a Vision Statement

A clear vision statement is a critical element of any successful plan. It is a useful tool for painting a picture of the future as a community or organization would like to see it unfold. A vision is essentially a goal that provides direction, aligns key stakeholders, and energizes people to achieve a common purpose. Rather than describing the way things are now, it states an ideal outcome, stretching the imagination and motivating people to rethink what is possible.

The purpose of the following vision statement is not to describe the end result of every action called for in this plan. Instead, it aims to concisely communicate a small glimpse of the future with an optimistic, but realistic, perspective about what can be achieved in a given period of time. In this case, it describes Lancaster County as it might be in 2015 – about ten years after the start of the process that led to this plan.

Cultural Heritage Vision for 2015

Lancaster County is a place where local history and culture are valued and celebrated by residents and visitors alike. Historic buildings and structures, small family farms, working landscapes, quaint towns, and close-knit city neighborhoods define the character of the county and the people who live there.

From Main Streets and crossroads villages to dense urban neighborhoods, adapting historic buildings for new uses has become standard practice in development projects. Irreplaceable community assets such as farm markets and wooden covered bridges are carefully safeguarded and maintained, and those that are damaged or destroyed are fully restored or sensitively replaced. Residents take pride in their homes and neighborhoods and work hard to maintain the distinct character of their communities.

A plentiful supply of educated workers skilled in the traditional building trades is readily available to rehabilitate historic buildings, structures, and bridges. In fact, Lancaster County has become renowned as a center for this kind of education and training.

Visitors from around the world travel to Lancaster County to experience its unique and distinctive heritage, and residents take pride in sharing their stories. A highly-developed program of interpretive venues teaches both residents and visitors about the county's role as one of America's "cultural hearths" – a place where many of the nation's cultural traditions were born. Here, they learn how settlers from Switzerland and Germany's Rhine Valley forged a new identity as the Pennsylvania Dutch, and how their way of life influenced everything from American foodways to furniture.

In Lancaster County, residents and visitors have the opportunity to experience customs that have been a part of local folklife for hundreds of years. Local artisans practice time-honored crafts to create heritage products such as redware pottery and quilts. Driving or biking through the county, residents and visitors follow routes that have been designated to showcase the county's neighborhoods, agricultural landscapes, and natural areas.

Communities throughout the county discover, interpret, preserve, and celebrate the cultural legacies of all who live here, whether they have been here for generations, or for just a short time.

Continued on next page

While residents remain proud of the county's German and British heritage, they also recognize the important contributions of American Indians, African Americans, Latinos, Asians, and other groups. Festivals such as the West Lampeter Fair and interpretive events like Bethel AME Church's Underground Railroad production "Living the Experience" bring history and culture alive for residents and visitors.

Local officials take the lead in efforts to preserve the county's most cherished historic and cultural resources. They plan for the protection of working landscapes such as the Mill Creek Valley, natural landscapes including the Susquehanna River Gorge, historic districts, community character, and heritage byways. Municipalities adopt regulations that encourage and assist developers in building new communities that complement traditional patterns of development.

Historic and cultural resources are a regular part of community dialogue, and the public, private, and non-profit sectors work together to save resources threatened by neglect, desecration, or demolition. An effective preservation system is in place to avoid duplication of efforts and to ensure the best possible outcome for heritage resources. Funding and incentives for preservation allow residents, businesses, governments, and non-profits to maintain, rehabilitate, and restore buildings and landscapes that define community character. Lancaster County residents know that their future quality of life depends on how well they protect and sustain what they have inherited from the past.

Goals, Objectives, and Strategies

The Lancaster County Cultural Heritage Element is designed to help Lancaster County become a community that:

- Recognizes tangible and intangible heritage resources as irreplaceable assets;
- Makes these resources the centerpiece of economic development efforts;
- Creates new buildings and neighborhoods that enhance community character;
- Works together to plan ahead for the preservation of heritage resources;
- Celebrates and sensitively promotes these resources for residents and visitors; and
- Provides the funding and incentives necessary to do this work effectively.

By implementing these six goals, Lancaster County can protect the sense of place that makes it different from everywhere else – a more attractive and functional place to live and work. This chapter describes the purpose of each goal and some of the strategies that can be employed to reach them. Throughout the text, a few sidebars illustrate “best practices” that other communities have used to protect and promote heritage resources.

Additional sidebars discuss five case studies that were that were identified for this plan. These case studies were designed to address typical situations that are encountered in Lancaster County’s built environment – challenges that require careful and creative planning to overcome. Historic mill buildings, for example, are revered as important legacies of the county’s past, but they are nearly always located in flood plains. If a successful solution can be developed for one mill, the lessons learned in this project can be applied to another mill in the future.



Goal 1

Identify, conserve, and preserve the county’s diverse tangible and intangible cultural heritage resources as a basis for retaining and enhancing strong community character.

Community character is created by people and places and the way they interact. We shape our environment, and in turn, it shapes us. Lancaster County residents have inherited a diverse and complicated tapestry of historic buildings, sites, agricultural landscapes, small towns, and densely constructed urban environments. While many of the cultural traditions that characterize today’s Lancaster County were brought here from Europe and elsewhere, these traditions have grown, changed, and influenced one another for more than 250 years. The legacy of these changes is evident in the cultural heritage resources found in every town, village, and country road throughout the county.

Identifying these resources is the first step in protecting them. This effort must be undertaken continuously, because there are always more resources to be discovered. New technology, however, is making the job easier, and changing the way cultural resource information is stored and used. The Lancaster County Geographic Information System (GIS), a powerful and complex digital mapping system, has become one of the most important tools in tracking historic buildings, structures, and landscapes. It allows planners, developers, and residents to gain a broader perspective on the spatial relationships between these resources and other features in the natural and built environment. The Lancaster County Planning Commission (LCPC) maintains a cultural resource database of information compiled from various survey efforts, and is constantly

working to update and enhance this information with the help of residents and municipal governments. The county's database is also compatible with a similar database maintained by the Pennsylvania Historical and Museum Commission (PHMC).

The Historic Preservation Trust of Lancaster County and the Lancaster County Historical Society maintain additional records that highlight the county's cultural resources. At the state level, the Pennsylvania Historical and Museum Commission (PHMC) maintains cultural resource survey data and files about properties listed in the National Register of Historic Places. With the help of other state agencies, PHMC is currently working to digitize records and increase their accessibility on the internet. The federal government also maintains websites posting survey data, photographs, and measured drawings produced by the Historic American Buildings Survey and Historic American Engineering Record (HABS/HAER).

Case Study: Mill Buildings

Mills are an important resource related to Lancaster County's agricultural history. Hundreds of mills were once located along streams throughout the county. Many of the mills that have survived to the present day are underutilized, vacant and deteriorating, or in ruins. Because mills are so closely tied to the county's heritage, it is important to maintain them and find ways to sympathetically adapt them for new uses.

This study focuses on the well-known and highly visible Maple Grove Mill on Columbia Avenue in Manor Township. This mill, built in 1762, served a variety of uses during the 20th century. Before being left vacant, it served as a bathhouse for a swimming pool. In late 2005, a fire gutted the interior, leaving only the exterior walls. This case study examines the mill in its current condition and context, looks at possible new uses, and provides information on potential funding strategies and technical resources. The process defined in this study is useful not only for the mill in question, but for other types of "white elephant" buildings located throughout the county.

In addition to identifying resources, it is important to assess their significance. Historical contexts for different property types and periods of Lancaster County's history would help county and municipal governments to better understand the interrelationships between different types of resources, and how individual resources fit into a larger picture. For example, a historical context called "Agriculture in Lancaster County, 1710-1945" established a framework for evaluating the county's historic farming resources, a number of which are included in a National Register Multiple Property Listing called "Historic Farming Resources of Lancaster County." Other contexts might address mills, industrial history, 20th-century roadside architecture, linear villages, and a long list of other resource types.

Although more elusive in terms of identification and preservation, Lancaster County's intangible resources – its traditional skills, arts, and customs – are no less important than the built environ-



Maple Grove Mill before fire



Maple Grove Mill after fire

ment. Any effort to preserve the county’s cultural resources is not complete without recognizing the contribution that different cultural groups have made to the county’s identity. Greater effort should be put into documenting cultural traditions, especially those that are in danger of fading away. Some regions of the country, particular in the South, value these traditions enough to provide financial incentives to keep them alive and share them with visitors. Historical and cultural organizations in Lancaster County should consider undertaking a survey of these traditions and their practitioners. Information like this could become the basis for interpretive materials and events that are promoted through Lancaster County Heritage, the county’s heritage tourism program.

Create a GIS Inventory of Tangible Resources

Geographic Information Systems (GIS) have become an important planning tool in recent years. Although a limited amount of cultural resource data has been included in the Lancaster County GIS, a more complete inventory should be developed. This kind of inventory would help county and local governments keep track of resources such as archeological sites, historic and cultural landscapes, and cemeteries. Having cultural resource data available in a GIS format also helps to integrate historic resources into county and municipal land development review processes. In addition, it allows the Lancaster County Planning Commission to share information with the Pennsylvania Historical and Museum Commission (PHMC), which maintains digitized records on historic buildings throughout the Commonwealth. Municipal governments and local volunteers are crucial in the effort to identify these resources. Without the help of local residents, important resources might be missed.

Since 2000, the Lancaster County Planning Commission has coordinated historic resource surveys in several municipalities, and will continue to assist in these efforts. The end goal is to have an up-to-date survey for every municipality, and to make this data more readily available through the Lancaster County GIS. With this

Best Practices: Geographic Information Systems (GIS)

GIS is a digital mapping system – a computer application that stores data linked to geographic points and areas, such as buildings, roads, parcels, and waterways. The Lancaster County GIS Department maintains a sophisticated county-wide GIS with digital “layers” that include information about cultural resources. Using that data, planners can plot the distribution of these resources and how they relate to planning initiatives such as Urban Growth Areas and preserved farms. For additional information, see *www.co.lancaster.pa.us/gis* or *www.cr.nps.gov/hpss/gis/index.htm*.

At the state level, the Bureau for Historic Preservation (BHP), a division of the Pennsylvania Historical and Museum Commission (PHMC), maintains a resource called the Cultural Resources GIS, or CRGIS. This application is a state-wide, web-based inventory of historic and archeological sites and surveys. In the past, these records were only available on paper, and could only be seen by appointment at the BHP office in Harrisburg.

CRGIS is a partnership between the PHMC and the Pennsylvania Department of Transportation (PennDOT), with financial support from the Federal Highway Administration (FHWA), the Baltimore District of the Army Corps of Engineers, and the Pennsylvania Department of Environmental Protection (DEP). CRGIS is an ongoing initiative, and is being updated and improved on a regular basis. This system is available on the web at *https://crgis.state.pa.us*.

information, all sectors of the community – public, private, and non-profit – will be better able to coordinate efforts to protect and promote historic and archeological resources. Historic resource data that was collected in the past, but has not yet been included in the county’s GIS, should be digitized and made available through that system. One example is the data collected for the 1995 *Lancaster County Historic Transportation Cultural Resources Study*, which identifies

historic roads, turnpikes, canals, and railroads throughout the county.

The Commonwealth of Pennsylvania maintains a wide variety of data related to historic and cultural resources, and this information should be coordinated with Lancaster County GIS data whenever possible. Historic resource data is available to the public through the state's Cultural Resources GIS (CRGIS), a cooperative venture sponsored by PHMC, the Pennsylvania Department of Transportation, and other state and federal agencies. PHMC also provides archeological data to qualified individuals on a "need to know" basis.

It is important for the county's GIS inventory to include resources that might have been overlooked or ignored in past surveys. Some types of resources, such as 20th-century buildings, have not been studied as thoroughly as farmhouses or large commercial buildings. Industrial buildings are also underrepresented in existing data. To better understand these types of resources, additional historical "contexts" must be developed. Historians and preservation professionals use this term to refer to resources that share particular characteristics, such as their geographical setting or cultural influences. Mill buildings and their associated villages are a good example of an historical context that has yet to be developed for the county as a whole. The challenges involved in rehabilitating mill buildings and finding new uses for them served as one of the case studies for this plan.

Lancaster County Heritage

Lancaster County Heritage is a county-wide heritage tourism program coordinated by the Lancaster County Planning Commission. The goals of the program are 1) to enhance community pride and awareness of the county's heritage resources while providing economic opportunities and benefits, and 2) to provide a diversity of authentic heritage experiences for both residents and visitors. Authenticity guidelines are the program's hallmark, ensuring that participating resources meet high standards of historic significance, integrity, and interpretation.

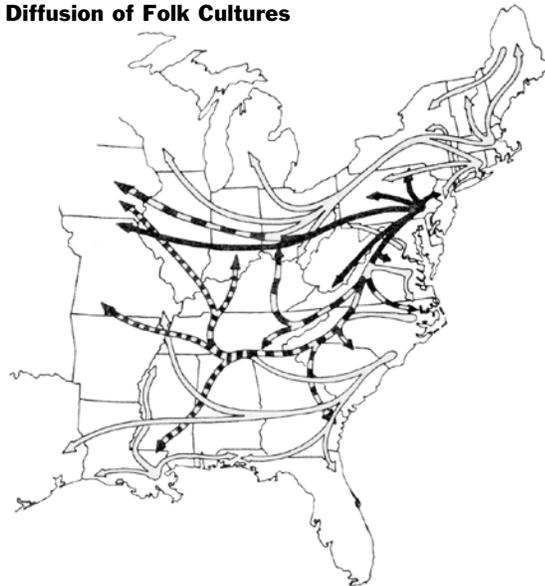
LCPC should work with local governments to ensure that cultural resource data from all available sources is included in all appropriate county, municipal, and regional plans. Planning review processes should address cultural resource issues in the same way that they address environmental concerns and other planning issues. The county should work to link and integrate historic resource data into other county, regional, and local plans, planning review processes, and programs.

Build a Database of Intangible Resources

To date, little effort has been made to keep track of the county's intangible cultural resources such as folklore, music, dance, and foodways. Greater effort needs to be made to retain and enhance these traditions before they are lost.

Historians have frequently identified Lancaster County as a "cultural hearth" that has influenced the development of a large part of the United States. In other words, Lancaster County was the original "home" of many cultural traditions that have later come to define the United States as a whole, especially in the Industrial Midwest and in the Shenandoah Valley of Virginia. The German-speaking settlers who made Lancaster County their home eventually spread to other parts of the country, taking with them the traditions they practiced here.

Diffusion of Folk Cultures



Source: Henry J. Glassie, *Pattern in the Material Folk Culture of the Eastern United States*, (Philadelphia, PA: University of Pennsylvania Press, 1968), pp. 37-38.

Since the 18th century, numerous cultural groups have moved here, from African-Americans to Scots-Irish to Puerto Ricans. Each of these groups has made an important contribution to the county we know today. Cultural practices that have become an integral part of the county's identity should be identified and shared with residents and visitors. An oral history project is one method of recording stories about the county's people and culture. However the data is collected, it should be shared with residents and visitors, because it is the interaction between people and culture that keeps traditions alive.

Lancaster County Heritage, the county's heritage tourism program, can play an important role in this process. Managers of the program's officially designated Heritage Resources can assist in identifying these intangible resources. *Lancaster County Heritage* can help to raise awareness of endemic arts, crafts, and trades by officially designating them as Heritage Products. Artisans who use traditional methods to produce these products should be recognized as Living Treasures. Others who are important in maintaining intangible cultural resources are living history interpreters, storytellers, and musicians.

Develop and Enhance Preservation Tools

Across the country, a wide range of tools are being used to achieve preservation goals. Although a number of these tools have been implemented in Lancaster County, others have yet to be implemented, or should be more fully utilized. The preservation "toolbox" included as an appendix to this plan should be transformed into a web-based resource for citizens, municipalities, organizations, and businesses. Programs such as the National Register of Historic Places should also be utilized more fully to raise awareness of historic properties and districts.

Lancaster County's transportation routes have been crucial to the development of the county since the early 18th century, but their importance has often been overlooked. Transportation improvements have often been made with little regard for the historical significance of roads and their associated resources. To remedy

that situation, the Lancaster County Planning Commission has created the Lancaster County Heritage Byways Program, which recognizes roads of special significance and identifies tools for protecting and enhancing them. Some roads may also qualify for designation at the state or national level.

Covered bridges are a resource that Lancaster County must protect, because they are strongly identified with the county's heritage. At the turn of the 20th century, the county had at least 100 covered bridges; of these, just over 30 have survived. Many of them succumbed to Hurricane Agnes in 1972. A few of them, such as the Hunsicker Mill Road bridge, have been rebuilt since then. While efficient transportation is important to the county's future, so is its tourism industry. Covered bridges are simply too important to lose. Strategies for their maintenance, rehabilitation, and reconstruction should be instituted as soon as possible. Fire safety is an important part of this equation, because covered bridges have often been the victim of arson.

As a whole, infrastructure improvements should be undertaken with care, so that significant resources are not lost in the process. Adverse impacts to cultural heritage resources should be avoided unless other solutions are shown to be infeasible. Cost alone should not be the only factor in deciding whether important resources are retained. Rather than addressing preservation concerns on a case by case basis, only when a building or structure is threatened with demolition, municipalities should adopt historic preservation ordinances and zoning regulations that protect resources. The existing template for design guidelines can be used to achieve these goals.

Property owners can help preserve the county's resources by working to retain the character-defining features of their homes and businesses. A proposed on-line toolbox or "preservation yellow pages" would introduce homeowners to contractors who have knowledge and experience with appropriate methods of repair, maintenance, and rehabilitation of historic buildings. Since well-trained contractors are only part of what it takes to repair historic buildings, it is also important to make it easier for property owners to find appropriate materials to make necessary repairs.

A variety of other programs could be developed in Lancaster County to help homeowners maintain their historic properties. The Pennsylvania Historical and Museum Commission (PHMC) and other preservation organizations are exploring the concept of “home maintenance cooperatives.” This type of program allows homeowners to pool their resources to improve their properties and maintain them in better condition. Another option is to promote the development of a “Rebuilding Together” chapter in Lancaster County. This program connects volunteers with home rehabilitation projects that benefit elderly, disabled, and low-income homeowners. Chapters of this program are already active in Philadelphia and Pittsburgh.

Across America, communities have established “architectural salvage warehouses” or “artifact banks” where property owners can find a wide range of historic architectural items. These pieces are generally acquired from historic buildings slated for demolition. Although it is far more preferable to rehabilitate or restore an historic building in place, salvaging architectural items from such a building is generally considered acceptable as a last resort. Several organizations have worked to create such a salvage warehouse in Lancaster County, but they have been volunteer efforts with limited funding and institutional support. With a more significant long-term investment, Lancaster County could create an establishment similar to the successful Architectural Warehouse managed by Historic York, Inc., a non-profit preservation organization in York, Pennsylvania. Begun in 1985, the warehouse is a nearly 10,000-square-foot facility that features both new and salvaged architectural materials.



Photo courtesy of the Historic Preservation Trust of Lancaster County

The Secretary of the Interior’s Standards for Rehabilitation

These standards (U.S. Department of the Interior regulations, 36 CFR 67) pertain to historic buildings of all materials, construction types, sizes, and occupancy and encompass the exterior and the interior, related landscape features and the building’s site and environment as well as attached, adjacent, or related new construction. The standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

Continued from previous column

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Goal 2

Integrate the conservation and preservation of historic and cultural resources in the economic development and revitalization of the county's towns, villages, and rural working landscapes.

Preserving community character can be a boon for economic development. Adaptive reuse and rehabilitation of existing buildings creates construction jobs, improves streetscapes, and minimizes the need for public expenditures on additional infrastructure. The economic value of historic preservation and community conservation is well documented. Many of these benefits are enumerated in the "Existing Conditions" chapter of this plan. Studies have been conducted on a statewide basis in New Jersey and Virginia, and in many cities including Philadelphia. A number of related publications are available from



the National Trust for Historic Preservation and the Advisory Council on Historic Preservation.

Lancaster County residents, businesses, and governments should participate more fully in state and national programs that link cultural heritage conservation to broader community goals, because these programs have been proven to facilitate economic growth. One of the best-known programs for historic buildings is the federal Rehabilitation Investment Tax Credit (RITC) program. In Pennsylvania, the program is managed by the Pennsylvania Historical and Museum Commission (PHMC) in partnership with the National Park Service (NPS) and the Internal Revenue Service (IRS). This program supports the rehabilitation of income-producing historic properties such as office buildings, rental housing, hotels, bed and breakfasts, and retail stores.

The tax credit program has two different levels of support, depending on the historical significance of the building being rehabilitated. Buildings individually listed in the National Register of Historic Places or included in certain types of historic districts are eligible for a 20 percent credit toward the cost of rehabilitation. Certain other buildings constructed before 1936 are

Main Street and Elm Street Programs

The *Main Street* program was designed to promote revitalization efforts in the commercial core of historic downtowns. The program utilizes a patented “four-point approach” for urban revitalization: organization, economic restructuring, promotion, and design. For more information, visit www.mainstreet.org.

The *Elm Street* program was designed to provide the same revitalization efforts as the *Main Street* program, but instead of focusing on central business districts, it provides incentives and assistance for residential rehabilitation within 1/2 mile of a commercial core. Reinvestment in these prime residential areas can affect the entire community. For more information, visit: www.padowntown.org/programs/elmstreet.

eligible for a 10 percent credit. Detailed rules for these programs are available from the Lancaster County Planning Commission.

Another program with the potential to benefit Lancaster County is *Main Street*, a successful program initiated by the National Trust over twenty years ago. This program has a four-point approach for economic development in historic central business districts. Three of these programs have been established in Lancaster County so far, but a number of other communities are perfect laboratories for the *Main Street* process.

A variety of approaches is also available to encourage economic development in rural areas without destroying their historic and cultural character. By sustaining the vitality of working landscapes, rural areas can offset development pressures. It is important for Lancaster County to maintain a “critical mass” of farms, because it keeps agriculture viable as a local industry. In addition, agriculture has always been a defining element in Lancaster County’s identity and sense of place. Plain Sect communities, in particular, are a vital part of the county’s economic and cultural health. The challenge is to find a way to benefit from Lancaster County’s rural landscape, and at the same time, respect the fact that it is a fragile resource.

Case Study: Upper-Floor Vacancies

Many buildings in the commercial section of Lancaster City have retail stores or offices on the first floor, but upper stories are vacant. There are many factors that contribute to this situation, including fire and safety codes. Property owners are reluctant to maintain buildings that do not give them a reasonable return on their investment. The result is deteriorating buildings and wasted space – at the same time that the City and County of Lancaster are struggling with the need to provide affordable housing.

The purpose of this study was to assess reuse options for the upper floors of Place Marie, a complex of historic buildings on Orange Street in Lancaster City. The study delves into the many issues that make upper-story use cost-prohibitive, and suggests how these challenges might be overcome. A list of funding strategies and technical resources are an important part of the study. Many of the same strategies can be applied to revitalization efforts in boroughs and villages throughout Lancaster County.



Investment in historic buildings, structures, and landscapes can be facilitated by creating streamlined permitting and land development processes. Project reviews by several agencies or departments can often be combined if key project types (such as large adaptive reuse projects) are identified beforehand. Strategies to facilitate efficient reviews include online applications and “one-stop shopping” for projects that meet certain requirements. Montgomery County, Maryland, for instance, has instituted a program called “Green Tape for Affordable Housing.” Under this program, projects that help the county meet its

affordable housing requirements are allowed to use an expedited permit review process.

Streamlining promotes consistency and predictability in project reviews, which in turn helps to facilitate a positive business climate. Clear and consistent review standards are the key. Design review processes, for instance, benefit from using the Secretary of the Interior's Standards for Rehabilitation, a nationally recognized standard for assessing the "appropriateness" of proposed changes to historic buildings. Cultivating a labor pool that understands and practices traditional building trades is another way of ensuring that alterations and repairs to historic buildings are more sympathetic to their architectural character.

Promote Conservation as an Economic Tool

Historic preservation is not just a hobby for the historically-minded citizen. It is an effective economic tool that can be used to revitalize urban and rural communities throughout the county. Lancaster County should approach new development with this perspective – that before a new building is constructed, and before any new farmland is developed, all possibilities for adaptively reusing existing buildings should be thoroughly examined. This same philosophy has allowed European countries, in particular, to preserve more of their heritage. Since there is little undeveloped land in these countries, they have a strong preservation ethic, because it just makes good business sense. Lancaster County needs to work harder to make preservation a standard part of doing business here.

Several tools are available to highlight the economic value of historic buildings. For instance, if inventories of historic buildings were maintained at the local level, it would help real estate agents and developers connect historic buildings with new owners or tenants. Rather than trying to sell a building strictly on the basis of location and square footage, agents could help to sell the philosophy that older buildings are an untapped asset.

A "City Living Resource Center" is a concept that Lancaster County should consider as a way of attracting potential buyers to historic buildings. These centers have been implemented in cities such as Baltimore, Maryland and Rochester, New York, and they can be used to inform and engage local realtors, lending institutions, and potential homebuyers about the benefits of urban living. The Pennsylvania Housing Finance Agency (PHFA) is currently developing a pilot advertising campaign to cooperatively market the City of York as a place to live, in the same way that developers market new subdivisions. More information about such efforts is included in a sidebar under Goal 6 below. Another means of attracting residents and businesses to utilize historic buildings is to develop additional *Main Street* and *Elm Street* programs, two programs which have a proven track record of achieving this goal.

At the municipal level, zoning and other ordinances can be updated to make it easier to rehabilitate historic buildings, especially challenging cases like agricultural buildings and the upper stories of commercial buildings. At the least, every effort should be made to remove economic disincentives to the adaptive reuse of historic buildings. Ideally, clear incentives should be provided to encourage property owners to retain these buildings. If preserving an existing building is a deal that is too good to pass up, it will not be long before property owners and developers see the merits of historic preservation. Ordinances should discourage demolition except when adaptive reuse is shown to be infeasible. One method of promoting this philosophy is to underscore the historic resource provisions in the International Existing Building Code, which the Commonwealth of Pennsylvania adopted in 2004 as a part of its Uniform Construction Code (UCC).

Sustain the County's Working Landscapes

Lancaster County's working landscapes, especially small farming operations, are one of the features most closely associated with local culture. They contribute to the county's economy both in terms of agricultural output and tourism. The importance of these landscapes demands

carefully managed solutions that are unique to Lancaster County. The best examples of these programs are often found abroad, particularly in Britain. New approaches to cultural resource conservation usually emphasize public/private partnerships that begin at the grassroots level, and residents and business owners are an important part of the process.

Starting in 2004, the Lancaster County Board of Commissioners sponsored a planning initiative called the Blue Ribbon Commission for Agriculture in Lancaster County. The purpose of this effort is to “keep Lancaster County farming” by ensuring that the county maintains a strong and viable agricultural industry in the future. Themes identified in the first part of this process included public awareness, zoning, farmland preservation, economic development, and tax relief. The second part of the process focuses on implementing the recommendations in the shortest period of time for the lowest possible cost.

Although the Blue Ribbon Commission focused on the need to raise awareness about the economic impact of agriculture, its recommendations also underscore the importance of farming as way of life. The same tools that protect farmland also help to protect community character and cultural traditions. For instance, municipalities could adopt “traditional use” or “cultural protection” overlay districts in areas where they wish to sustain working landscapes. The county could develop a model zoning ordinance to help municipalities create these districts. Incentives could be created to encourage farmers in these areas to continue producing traditional agricultural products. Increased effort should also be put toward implementing tools such as the transfer of development rights (TDRs), easements, and the purchase (fee simple acquisition) of critical landscapes, corridors, and viewsheds.

Local farmers and food processing companies should be encouraged to create a “Made in Lancaster County” brand for products that are raised or produced here. In other words, consumers around the country should know when the product they are buying originated in Lancaster County. Since the American public already associates Lancaster County with agricultural products, it makes sense to highlight these prod-

Case Study: Education in the Traditional Building Trades

The traditional building skills necessary to maintain historic buildings and to replicate historic architectural features are slowly disappearing in Lancaster County. Without contractors who are trained in these skills, the historic buildings that define community character are being demolished or altered beyond recognition.

This study, called “Living Laboratories,” is an analysis of training programs that teach traditional building skills. By identifying the goals, structure, administration, and funding sources employed by different programs across the country, the study suggests a course of action for creating a successful program in Lancaster County. The study’s findings reveal that Lancaster County has more than enough interest and available resources to create such a program, and that this type of program has tremendous potential to benefit the county as a whole.



ucts with a distinctive and recognizable brand. The county also has many opportunities to create new products with a local flair, such as organic or gourmet flour. This would be a wonderful use for several historic mills across the county. In a couple of locations, the production of these agricultural goods could be coupled with tours that teach residents and visitors about the milling process. Any effort to create such a branding opportunity should be consistent with the guidelines and criteria established by county’s heritage tourism program, *Lancaster County Heritage*. This effort should also be coordinated with the assis-

tance of program staff, to ensure that it complements the goals and organizational structure of the heritage program.

Expand Heritage Tourism Opportunities

Heritage tourism is the practice of traveling to experience historic and cultural attractions to learn more about a community's heritage. It is a sustainable form of economic development, because it highlights existing historic and cultural resources and encourages new investment in buildings and landscapes that are underutilized. The Lancaster County Planning Commission first became involved in heritage tourism in 1994, when it participated in a pilot project with local, state, and national partners. LCPC later worked with many of the same partners to create *Lancaster County Heritage*, a program that includes over 100 Heritage Resources – sites, services, and events that meet a set of authenticity guidelines specifically developed for the program.

In 1999, LCPC took a leadership role in working with York County to create a two-county heritage area under the Pennsylvania Heritage Parks program. These parks are designed to help citizens and governments develop a cooperative strategy to protect, develop, and promote heritage. The planning process led to the creation of the Lancaster-York Heritage Region (LYHR) in 2001. LYHR works to preserve significant resources, revitalize town centers, diversify the tourism industry, and promote the region's history and culture. While the Susquehanna River has traditionally been seen as a barrier between the two counties, it has now become a catalyst for bringing them together.

Lancaster County Heritage has proven popular with both residents and visitors, and it has tremendous potential for raising awareness about historic and cultural resources. The Lancaster County Planning Commission, which manages the program, should continue to expand and enhance the program to include a wider variety of Heritage Resources. The Lancaster-York Heritage Region is assuming much of the responsibility for marketing Heritage Resources, which will allow the Lancaster County Heritage program to focus

Best Practices: Context-Sensitive Design

An important principle in protecting community character is that new construction and changes to the landscape should be consistent with their surroundings – the cultural, historical, and natural “context.” The practice of allowing existing features (both natural and man-made) to guide and influence new development is called context-sensitive design. This kind of design can be promoted in urban areas by creating and adopting guidelines for infill development and streetscapes, and in rural areas by retaining key features associated with traditional patterns of agriculture and open space.



This 5-story building in West Chester, PA is actually a parking garage with retail on the ground floor

on other goals. The existing Lancaster County Heritage website, which is currently directed at visitors, should be transformed to provide technical assistance to Heritage Resource owners and operators.

Effective coordination between Lancaster County Heritage and LYHR is crucial to the success of heritage tourism in Lancaster County. Both programs must work together to interpret resources using the five themes adopted as part of the regional interpretive strategy. Cooperation between these programs is also essential to the implementation of the region's Management Action Plan. Special attention should be given to opportunities identified in that plan, including agri-tourism and eco-tourism. Historic towns and villages deserve more attention as tourism destinations, and traditional arts and crafts should be highlighted as key elements of local culture. “Craft trails” could help visitors to find

the places where these products are made and sold. Each of these strategies can help to ensure the economic viability of historic landscapes and the cultures associated with them.

Support Traditional Building Trades

Lancaster County is the perfect laboratory for craftspeople to apply their skills in traditional building trades. The county's historic buildings represent every period from the early 18th century forward, and they represent an unusual diversity of uses not often found in a single county. Although visitors are familiar with the county's agricultural history, they are often not aware that Lancaster County supported several industries that were important to the nation's early development. Forges, furnaces, and other industrial uses were found throughout the county, and these activities left an important legacy on the landscape. Craftspeople of all trades have called Lancaster County home for centuries.

Lancaster County should capitalize on its unusually varied stock of historic buildings and structures by developing new educational opportunities for teaching traditional building trades. Rather than focusing exclusively on a single program, the county should work toward the goal of offering this kind of training at all educational levels from secondary schools to adult education. One way to jump-start the process would be to hold a conference for local educational institutions and other stakeholders interested in creating these programs.

In the summer of 2006, the Pennsylvania Historical and Museum Commission (PHMC) sponsored an apprenticeship program that could become a model for future programs focusing on the traditional building trades. Two apprentices from the Thaddeus Stevens College of Technology in Lancaster spent several 12 weeks working at the Daniel Boone Homestead in Birdsboro, Berks County, Pennsylvania. Stevens College was selected for this opportunity through a request for proposals process among several invited schools. The students worked under the direction of a Preservation Construction Specialist on the PHMC staff. In the future, PHMC hopes to ex-

pand the program to provide similar opportunities for more students and more schools. It is also possible that the program will eventually place apprentices with preservation groups, historical groups, local governments, and private companies throughout Pennsylvania.

Goal 3

Ensure that new development respects and complements the patterns, character, and scale of the county's traditional communities and rural landscapes.

Suburban sprawl is among the greatest threats to Lancaster County's community character, but the continued prosperity of Lancaster County's economy depends on accommodating new residents and businesses. Finding a way to accommodate this growth without destroying the county's cultural heritage is a challenge that Lancaster County will continue to face in the future. According to the Lancaster County housing plan, 57,000 new residential units will be needed to accommodate the county's population growth over the next 25 years. A portion of these units will be accommodated in existing building stock, but new development is inevitable.

A wide range of strategies is available to promote development that complements Lancaster County's historic and cultural landscape, instead of detracting from it. The county's growth management plan, entitled "Balance," outlines a process that guides development into appropriate Urban and Rural Growth Areas.

Promote Context-Sensitive Design

The principle behind context-sensitive design is that new construction should reflect the characteristics of the surrounding community. These characteristics are concerned not only with aesthetics, but with function. "Colonial" facades do not reflect the community if they are found on homes that are arranged in a typical suburban pattern. Context-sensitive design considers scale (height and massing), materials, density, devel-

opment pattern, landscape features, and other elements, and blends them to enhance the entire community.

Even when development is undertaken in areas where historical features are not evident, the design of new construction should reflect the characteristics found in historic communities. Where they are authorized under the Pennsylvania Municipalities Planning Code (MPC), “official maps” adopted by municipalities can be used to facilitate new designs that follow historic patterns of development. Incentives can also be provided to promote increased lot coverage. Context-sensitive solutions are especially important in Urban and Village Growth Areas, because the special qualities of existing boroughs and villages can be lost if adjacent development conflicts with established patterns.

Design guidelines help developers, property owners, and municipalities make design choices that are appropriate for a particular street or community. They provide a common point of reference that helps architects, builders, and residents develop solutions that enhance community character. Working with a set of design guidelines often results in a “conversation” between builders and reviewers that helps to achieve better project outcomes.

LCPC has developed a template for design guidelines that can be tailored to meet specific local needs. The City of Lancaster used this template to create a design guide which has been successful in guiding property owners, members of the Historic Architectural Review Board (HARB) and Historic Conservation District Commission, and planning staff through the design review process. Design guidelines can also be developed for rural communities, helping them to preserve scenic views and other features that are integral to Lancaster County’s historic and cultural identity.

In recent years, the building industry has begun to take a leadership role in designing new communities that adopt the best characteristics of historic neighborhoods. “New Urbanist” or neo-traditional developments have already been built in West Lampeter and Manheim Townships, and others are proposed for Mount Joy Borough and East Hempfield Township. The principles of New

Urbanism, as defined by town planners Andres Duany and Elizabeth Plater-Zyberk, include several ideas that are commonly found in older communities: a town center; a variety of dwelling types with a mix of shops and offices; schools and playgrounds within walking distance; and buildings placed close to the street, with parking and garages behind.

Transportation infrastructure has a strong effect on perceptions of community character, so it is especially important that governments at all levels promote context-sensitive design in transportation planning. These solutions might include the use of materials that complement the local landscape, traffic calming measures that limit the negative effects of speed and noise, and street furniture that makes pedestrians feel welcome. In most cases, both transportation goals and community character can be accommodated if they are addressed side-by-side from the beginning of the design process. If road and streetscape improvements are designed carefully, they can help to reinforce the unique qualities of local communities. Poorly planned improvements can have a disastrous effect on the appearance and functionality of historic buildings and landscapes.

Historic bridges, in particular, are crucial elements in defining the visual character of many communities, both urban and rural. Until the mid-20th century, even the most functional bridges were designed with aesthetics in mind. In Lancaster County, several factors made these bridges more than a link in the transportation network – they were centers of commerce. The highly varied topography of Lancaster County, as well as its historic patterns of settlement, demanded reliable stream crossings. To facilitate trade, bridges were often built adjacent to mills, and many of these communities later grew into villages and towns. Perhaps more than any other transportation feature, historic bridges should be repaired and retained whenever possible. This includes not only covered bridges, but bridges built of iron, steel, stone, and even concrete. If a new bridge proves to be necessary, it should be designed to complement its surroundings, or reflect the character of nearby buildings and communities.

Goal 4

Promote strong leadership, collaboration, awareness, and responsibility in the conservation of the county's cultural heritage resources among the county, local residents, and institutions.

People are the most important element in any preservation effort. Increasing public awareness about Lancaster County's cultural heritage is the only way to ensure that the county's most significant resources are preserved. Protecting community character requires the involvement and collaboration of a wide variety of stakeholders, so it is important to find new ways to promote communication. Internet message boards and listserves are growing in popularity, but so far, they have not been used extensively to discuss preservation issues in Lancaster County.

Support Cultural Heritage Education

Educational programs can also help to build the capacity of local communities to recognize cultural heritage issues and address them sensitively. Several major public and non-profit institutions in Lancaster County already provide residents and visitors with a wide variety of opportunities to learn more about the county's historic and cultural heritage. These efforts should be continued, expanded, and broadened to reach new audiences. Enhanced cooperation between the organizations that offer these programs will help them have a greater impact on public perceptions of historic and cultural resources. The more that people learn about the historic buildings, landscapes, and cultural traditions they experience every day, the more likely they are to appreciate their value and support efforts to protect and preserve them.

Lancaster County Planning Commission

The Lancaster County Planning Commission's "Master Planner" course could serve as a model for the development of a course focused specifically on historic preservation. The present course, which is a self-supporting program funded by registration fees, covers a wide range of planning issues including historic preservation and heri-

tage development. The purpose of the course is to educate participants about professional planning principles and practices. If a preservation-specific course was developed along these lines, topics could include traditional building trades, historic property appraisals, and the use of design guidelines. These efforts could be coordinated with other organizations and with *Lancaster County Heritage*, the county's heritage tourism program.

Historic Preservation Trust of Lancaster County

The Historic Preservation Trust of Lancaster County has already implemented an award-winning school curriculum through its Architectural History Tour program. For example, over 200 fourth- and fifth-graders were introduced to local historic architecture through a program prepared and administered cooperatively by the Trust and the Donegal School District in 2003. Students combined classroom instruction with on-site visit and produced their own photo journals of individual buildings. Classroom teaching later helped to solidify their appreciation for historic architecture and the efforts needed to preserve local heritage. In 2006, a similar but expanded program was offered in the Columbia and Eastern York County School Districts as a part of the "One Bridge – Two Counties" architectural history tour jointly sponsored by the Trust and Historic York, Inc.

Lancaster County Historical Society

The Lancaster County Historical Society (LCHS) offers an impressive array of programs and courses that give residents a chance to learn some of the techniques that history professionals employ in their research. The Society's "house history" course is designed for anyone who is curious about a house or building. Participants in the course learn to use deeds to establish a chain of title and examine other historic records including maps, tax lists, estate papers, mechanics' liens, photographs, and architectural drawings. Case studies, outside speakers, and hands-on help by staff round out the course. The Society also maintains a house history website that touches on many of the same topics.

In addition to courses and other sources of information that focus on architectural his-

tory, LCHS sponsors programs on genealogy, African American history, historic photographs, and other subjects. Many of these courses train participants how to understand and use specific types of historical records.

Another important aspect of the Society's educational mission is the *Journal of the Lancaster County Historical Society*, which LCHS has published continuously since 1896. The subject matter of the journal is the history and biography of Lancaster County. Today, the *Journal* is issued quarterly and consists of articles written both by scholars and laypersons. LCHS also publishes full-length books on its own and in cooperation with other scholars.

Heritage Center of Lancaster County

The Heritage Center of Lancaster County operates two museums – the Lancaster Cultural History Museum and the Lancaster Quilt and Textile Museum. Both of these institutions are committed to educating residents and visitors about the material culture of Lancaster County. In addition to publishing books on the artistic and craft traditions of Lancaster County, the Heritage Center places a special emphasis on educational programs for children of all ages.

Students can benefit from a museum experience in the classroom with two types of in-school programs: school presentations and outreach kits. The museum's in-school programs are designed to bring local history to life through the use of primary source documents and artifacts. Topics of this program include early settlers of Lancaster County, the development and evolution of the City of Lancaster, colonial box tape loom weaving, and famous Lancasterians.

Scheduled school group visits to the Lancaster Cultural History Museum are designed primarily for students in grades 2-8 and include a tour followed by a special activity. The Heritage Center also offers two "history camps" – one for children in grades four through six, and another for those in grades seven through nine. These activity-filled day camps provide an opportunity for students to explore the American Revolution and 18th-century life in Lancaster. Campers visit historic sites and museums, create projects to

take home, and analyze 18th-century documents and artifacts.

Local Historical Societies

Lancaster County is fortunate to have an extraordinary number of dedicated organizations that collect and preserve historical documents and artifacts that focus on specific local communities. Nearly every township and borough in the county has at least one organization that focuses on local heritage. A few them have a small paid staff, but many of them are operated entirely by volunteers. These organizations often sponsor programs or events that highlight their work and get residents directly involved in preservation activities. Examples of such organizations include the Historical Society of the Cocalico Valley, Marietta Restoration Associates, Caernarvon Township Historical Society, Conestoga Historical Society, and Salisbury Township Historical Society. Other groups such as the Tri-County Historical Society focus on larger regions that include portions of Lancaster County – in this case, the eastern part of the county.

These groups and others like them serve as the "keepers of the stories," ensuring that local communities remember the people, events, and traditions have contributed to their identity. Each group was founded for a different reason, and each of them has its own mission. Some historical societies are primarily archival institutions, while others focus on public programs, or on the built environment. While one is collecting historic objects made in the local community, another is responding to an historic preservation issue. In many ways, these groups are the "first responders" in the effort to preserve and protect our heritage.

Encourage Governments to Be Role Models

Governments at all levels should send a consistent message that proper stewardship of historic and cultural resources is part of doing business in Lancaster County. They can do this most effectively by maintaining and enhancing the historic buildings and properties that they own and maintain. By setting an example, governments

can encourage private industry and individuals to do the same. At the least, public policies at all levels of government should be studied to identify and eliminate any disincentives to preservation. Ideally, conservation of heritage resources should be promoted as a form of community stewardship.

Best Practices: Permit Streamlining

The Lancaster County Planning Commission has instituted a voluntary permitting initiative for certain economic development projects. Under this program, various review agencies, municipalities and applicants agree to a concurrent review of qualified projects for approval. While regulatory standards are maintained during this process, the length of the review time is minimized. A similar concurrent review process could be instituted for certain types of rehabilitation projects involving historic buildings.

Although many county departments and agencies embrace the notion that Lancaster County's cultural heritage resources are an important part of local identity, they do not follow consistent policies about the treatment of these resources. Formalized procedures must be developed to ensure that county departments and agencies cooperate and communicate about preservation issues. The county must develop maintenance, rehabilitation, and adaptive reuse plans for all county-owned buildings, and municipalities should be encouraged to do the same with the buildings they own. Across the board, public agencies should establish policies that promote adaptive use and rehabilitation of historic buildings. Public awareness of these properties can be increased by including them in the Lancaster County Heritage program whenever appropriate. Public agencies of all types should promote historic preservation as standard policy.

Improve Coordination between Groups

Unlike some counties that may only have one or two groups that preserve and promote heritage resources, Lancaster County has dozens of public, private, and non-profit groups that play an integral role in that effort. Raising awareness about heritage resources is not the biggest challenge facing Lancaster County's historical groups and preservation advocates. Instead, the problem lies with coordination and communication. Local historical societies, for example, were often founded to protect or promote a single resource, often a historic house of particular significance to the community. Although these groups are often highly committed to their mission, and they frequently achieve impressive results with volunteers, many of them have little contact with other groups.

Local cultural and historical organizations should increase their collaboration whenever possible. In the short term, a countywide network of cultural heritage organizations, agencies, and local governments should be created to implement this plan. Many smaller museums and historic sites lack the means to reach additional visitors or to expand their facilities. Over the long term, it may be more effective for some of these groups to join forces. Some groups could join together on the basis of their location – for instance, museums and historic sites in Lancaster City. Other institutions share a common theme, or promote the same type of resource. For instance, house museums across Lancaster County could be linked to create a network of sites with a distinctive “brand” identity. If these organizations shared resources, they would have a better chance of attracting grant money, and might be able to achieve more of their goals.

Lancaster City has unique challenges and opportunities when it comes to coordinating preservation activities. The feasibility of creating a city-focused historic preservation organization or network should be studied, because it would help to improve local response to preservation issues. While many Lancaster County boroughs have a local historical organization that counts historic preservation as a part of its mission, Lancaster City has not had a group specifically devoted to this purpose.

Best Practices: Teaching with Historic Places

This National Park Service (NPS) program develops school curricula highlighting National Register-listed properties that share a common historical theme. Although no specific curriculum has been developed for resources in Lancaster County, the county’s many National Register-listed properties offer a wide range of opportunities to teach students about the county’s industrial, agricultural, commercial, and domestic history. The NPS welcomes new lesson plans. For additional information, visit: www.cr.nps.gov/nr/twhp/index.htm.

While the Historic Preservation Trust of Lancaster County has often taken the lead on preservation issues in the city, the Trust’s county-wide mission requires it to balance its time between the needs of different communities. For this reason, heritage-related organizations and other stakeholders in the City of Lancaster should work together to study the feasibility of creating an entity dedicated to preservation issues in the city.

In addition, a cultural museum consortium could be created to coordinate interpretive programs and heritage events within the city and adjacent townships. Planning for this effort could be initiated with the help of the Heritage Center of Lancaster County, the Lancaster County Planning Commission, and the Pennsylvania Dutch Convention and Visitors Bureau. The City of Lancaster, the Lancaster County Historical Society, and the managers of local Heritage Resources should also play a key role in this process. Through this initiative, a set of interpretive “storylines” could be developed to help visitors understand the links between the stories being told at different sites.

Strengthen Municipal Involvement

One of the most effective ways to protect heritage resources is to strengthen the involvement of local governments in heritage planning. Rather than addressing cultural heritage issues as an afterthought, municipal governments should make historical and cultural issues an integral

part of the planning process. Cultural heritage goals should be included in all local and regional comprehensive plans, economic revitalization plans, and other planning documents.

The Lancaster County Planning Commission can facilitate that goal by working with cultural heritage groups to develop educational programs and workshops for municipal officials. One of the most important issues facing municipal officials is the functioning of the Uniform Construction Code (UCC) that the Commonwealth of Pennsylvania adopted in 2004. Most Lancaster County municipalities opted in to this code. The UCC adopts the International Residential Code as the base code for residential construction, and the International Building Code as the base code for commercial construction.

The International Building Code includes a section called the International Existing Building Code, which applies to buildings that are legally occupied and designated by government entities as historic. These buildings are provided a partial exemption from UCC requirements. Property owners can seek relief from any UCC requirements that may result in changes to historic features or that are “technically infeasible.” LCPC should provide assistance in training municipal officials, managers, and code enforcement officers about the use of that code.

Encourage Residents to Volunteer

Most historical and cultural groups in Lancaster County could not function without a group of dedicated volunteers. This arrangement is mutually beneficial to volunteers and to the institutions they serve, because the institutions get the help they need and the volunteers gain an appreciation for the county’s heritage resources. More effort should be devoted to spreading the message about the crucial role that volunteers play in protecting and promoting these resources. The creation of a web-based clearinghouse for volunteers would help to connect institutions with the volunteers they need. The Lancaster-York Heritage Region’s website might be one possible venue for hosting that service. Additional training programs should be developed to famil-

iarize volunteers with *Lancaster County Heritage*, the Lancaster-York Heritage Region, and their goals for interpretation. In addition, countywide or regional recognition programs for volunteers would assist in raising the profile of volunteers and their contribution to the community.

Build Public Awareness

Greater effort should be spent on building public awareness about cultural heritage resources and the critical role they play in the county’s identity and economy. Historic preservation should be promoted as just one part of an overall strategy to conserve the county’s unique and irreplaceable resources, both natural and manufactured. As noted elsewhere in this plan, the county’s heritage tourism program (Lancaster County Heritage) can be an important tool in promoting the value of heritage resources. Heritage events and celebrations, in particular, serve an important purpose by informing the public about intangible resources such as dance, foodways, and folklore.

Case Study: Agricultural Buildings

Historic agricultural buildings are essential to Lancaster County’s sense of place, but as farming practices change, many of these buildings have become obsolete and face demolition. Historic farmhouses, for instance, are often “remodeled” inside and out or replaced entirely with new construction.

To find sustainable uses for historic agricultural buildings, this study focuses on the Nelson Rohrer farm complex located on Oregon Pike (Pennsylvania Route 272) in Manheim Township. A farmhouse, stone bank barn, and other outbuildings are now vacant and surrounded by residential development. This study identifies alternate uses for these buildings and provides a list of funding sources and technical assistance that might be available to implement them. As with all case studies undertaken for this plan, this study is a “how to” guide that could be utilized for buildings that face similar challenges.

New educational programs should be developed to increase public understanding of resource conservation issues. The creation of a “Lancaster County Heritage Institute” would allow local residents to earn a certificate demonstrating their familiarity with the county’s historic, cultural, natural, and architectural resources and the means of preserving them. The National Park Service’s “Teaching with Historic Places” program teaches students the value of historic resources.

Teacher training programs, historic house workshops, and other programs offered by institutions such as the Lancaster County Historical Society and the Heritage Center of Lancaster County provide these services at the local level. Other academic institutions, museums, and archival centers in Lancaster County should work to develop additional heritage-related curricula. This plan’s case study focusing on education in the traditional building trades may create opportunities to educate students in other ways – by involving them directly in building rehabilitation projects. Another important step is to create training programs that better inform real estate appraisers about placing a fair value on historic properties.

Public agencies and non-profit organizations in Lancaster County should also work to foster better skills at the community level for the research and documentation of heritage resources. The Heritage Division of the Lancaster County Planning Commission (LCPC) offers technical training to municipal and historical groups interested in conducting historic resource surveys, but LCPC should not be the only source of this training in the future. Similar training should be offered by other organizations and provided to a broader range of individuals and groups. Trainees might include history-minded residents, members and staff of local historical societies, *Main Street* and *Elm Street* managers, and anyone else who is interested in historic resources or responsible for decisions that affect these resources. Organizations including the Historic Preservation Trust of Lancaster County should take a strong role in implementing this kind of training.

Participants would learn how to complete state survey forms, create resource inventories for National Register nominations, and lobby all levels

Case Study: White Elephants

Pool Forge is an 18th-century iron forge complex located in Caernarvon Township in the northeastern corner of Lancaster County. Between 1790 and 1840, the forge's most active period of ironmaking, this complex covered approximately 3,200 acres. It included a forge, tenant houses, barns, charcoal houses, lime kilns, a paymaster's building, and ironmaster's mansion. Today, many of these historic buildings and structures survive on a 24-acre parcel. The tenant houses and ironmaster's mansion have been rental units for many years.

Caernarvon Township purchased the Pool Forge complex in 2005, citing the historical significance of the property and its value to local residents. The township would like to transform the property into a self-sustaining resource that serves the public and interprets local history. The grounds will be used as a park for passive recreation, but it is unclear how the buildings will be used. This study explores a variety of use options, possible funding, and technical assistance to help the township in its effort to preserve the property.

of government for more effective preservation regulations and policies. If more residents were trained to assist in these efforts, better information could be made available to local and county governments when they are reviewing land development plans. Filling out additional Pennsylvania Historic Resource Survey Forms would provide the Pennsylvania Historical and Museum Commission (PHMC) with the kind of standard information it needs to determine the possible effect that a state or federal project will have on historic resources. Without a ready source of accurate information about historic resources, local governments are often forced to rely on outdated information or new data provided by a small group of citizens who have dedicated themselves to understanding local history.

Lancaster-York Heritage Region

Across the United States and the world, governments and citizens are creating Heritage Areas (sometimes called Heritage Regions or Parks) to develop cooperative strategies to protect, develop, and promote historic, cultural, and natural resources. These programs often focus on the economic benefits of heritage tourism. The Pennsylvania Heritage Parks program now includes 12 regions throughout the Commonwealth.

Beginning in 1999, LCPC took a leadership role in working with York County to create a two-county heritage area under this program. The purpose of the Lancaster-York Heritage Region is to raise awareness about the region's past and its unique resources, and to encourage consistency and collaboration among heritage initiatives in both counties. Additional information is available at www.lyhr.org.

Goal 5

Celebrate and promote the county's diverse historic, cultural, and archeological heritage assets.

Lancaster County has a lot to celebrate. Despite significant growth and change over the past 250 years since European settlement, some of the county's most important resources have remained intact. The county's varied and layered history is evident in the grandeur of the Susquehanna River valley; in its agricultural land; in the unique character of its city, boroughs, and villages; and in its intangible elements – its cultural traditions. In recent years, local agencies, organizations, and businesses have begun to find new and better ways to promote important aspects of the county's unique history and culture.

Create New Recognition Programs and Enhance Marketing Efforts

A variety of formal recognition programs are already in place to highlight preservation efforts in Lancaster County, but these efforts must be expanded and enhanced. Existing recognition programs include a series of annual awards presented by the Historic Preservation Trust of Lancaster County, and the “Envision Lancaster County” awards presented by the Lancaster County Planning Commission. Awards for preservation, restoration and adaptive reuse are also presented at the state and national level. Lancaster County should become further involved in these awards programs and other promotional efforts including National Historic Preservation Month (May), Pennsylvania Rivers Month (June), and Pennsylvania Archeology Month (October).

It is especially important to recognize property owners and developers who implement best practices for new development and rehabilitation, because their work shows residents that a little creativity can yield positive publicity and increased economic benefits. Local preservation success stories could become an ongoing series of articles in the Lancaster Newspapers and in regional weekly papers such as the *Merchandise*. Another program that could help to publicize historic and cultural resources is a speakers’ bureau geared to heritage-related topics. A list of speakers available for public presentations and school programs would make it easier for organizations to highlight significant resources.

Best Practices: City Living Resource Centers

“City living resource centers” provide a model that may help Lancaster County make its urban centers more attractive places to live. These centers are non-profit organizations that serve as a comprehensive source of information about local neighborhoods, real estate, home buying incentives, and other helpful information for moving within or relocating to the city. In Baltimore, Maryland, an organization called *Live Baltimore* is working to make the city “a preferred living destination” by providing resources to potential homebuyers and renters. To learn more, see www.livebaltimore.com.

Additional opportunities should also be created to allow the public to experience historic and cultural resources. In Chester County, Pennsylvania, rotating tours of communities called “Town Tours and Village Walks” have been successful in highlighting and promoting the heritage of small communities and the historic resources associated with them. Lancaster County could implement a similar program in which municipalities or other groups sponsor guided walking tours of historic and cultural resources within their community. These tours could be conducted annually or on a seasonal basis. Another possibility is a “Doors Open” program, where museums and cultural institutions feature free admission on a certain day. The Pennsylvania Historical and Museum Commission (PHMC) sponsors a similar program called Charter Day, in which state-owned museums and historic sites are opened free of charge. Lancaster County could follow these examples and start its own program.

The county’s heritage tourism program, *Lancaster County Heritage*, should play a key role in these efforts. The program should seek new marketing opportunities for designated Heritage Resources and create additional Heritage Events that meet the program’s authenticity criteria. Existing products including the program’s automobile tours, “Towns & Villages” guidebook, Freedom of Religion brochures, and the Underground Railroad map and guide should be promoted more extensively, and updated on a regular basis. New marketing products should be developed using the most up-to-date consumer research, and new technologies should be used to deliver the message. These efforts should be coordinated with the Lancaster-York Heritage Region and the Pennsylvania Dutch Convention and Visitors Bureau.

Whether they are historic or prehistoric, archeological resources are a vital part of Lancaster County’s past. Archeological sites pose a challenge, however, because archeologists and historians want to raise awareness about these resources without resulting in their desecration or looting. The Lancaster County Planning Commission must work together with the Pennsylvania Historical and Museum Commission (PHMC) to develop a “predictive model” that identifies areas that are most likely to contain significant archeological resources. At a less detailed level,

some of this information could be shared with residents, developers, and municipal officials. The goal is to make archeology a regular part of the dialogue when excavation or earth moving is proposed, especially in areas that are identified as potentially significant.

Goal 6

Ensure that adequate financial resources and incentives are available to carry out the implementation of the county's stated cultural heritage preservation goals.

The goals in this plan cannot be accomplished without adequate financial resources. Few of the county's residents are aware of available funding for heritage preservation, and even fewer pursue it. Unfortunately, funding often falls short of the need, and opportunities for homeowners are limited. To remedy this situation, existing sources of funding should be promoted more fully, and new sources should be developed to help property owners and developers pursue preservation options.

Support New State and Federal Legislation

Despite its impressive number of historic resources, Pennsylvania lags behind other states in providing incentives for the reuse and rehabilitation of these resources. Since the importance of Lancaster County's history and culture is widely recognized across the Commonwealth, county agencies and organizations should be strong advocates for state legislation supporting heritage conservation goals. State agencies should be encouraged to provide greater financial incentives for adaptive reuse and rehabilitation of historic buildings. Working with the Pennsylvania Historical and Museum Commission (PHMC), the County of Lancaster should also urge local elected officials to support the creation of additional financial incentives at the federal level. One of the biggest needs is legislation providing incentives for owner-occupied primary residences.

Create New Financial Incentives at the Local Level

County and municipal governments should work to familiarize residents and developers with existing financial incentives for heritage preservation. Applicable programs include the Local Economic Revitalization Tax Abatement (LERTA) program, Lancaster County Housing and Redevelopment Authority programs for housing rehabilitation and community infrastructure, Pennsylvania Department of Community and Economic Development (DCED) grants, and the Federal Housing Administration's 203(k) Mortgage Rehabilitation Insurance Program. A few municipalities also have facade improvement and conservation easement programs.

In addition to promoting existing programs more fully, county and municipal governments should create new incentives that are specifically designed to encourage the rehabilitation of historic buildings and structures. A countywide revolving fund with financial support from public and private sources would help to find new uses for historic buildings that are threatened or unlikely to be preserved solely with private funding. The County of Lancaster should also study the feasibility of a bond issue to fund the preservation of heritage resources and open space. Tax abatements should be considered for property owners who rehabilitate historic buildings following the Secretary of Interior's Standards for Rehabilitation. Funds should also be made available for streetscape improvements, especially along highly visible streets in Lancaster City, boroughs, and villages.

Local financial institutions should also play a greater role in supporting historic preservation by offering low-interest loans for rehabilitation and maintenance and special mortgage rates for the purchase of historic homes. Banks and other institutions should be encouraged to offer these incentives only when plans comply with Secretary of the Interior's Standards for Rehabilitation.

Action Plan

Successful implementation of the Cultural Heritage Element will require a collaborative effort between all three sectors of the community: public, private, and non-profit. To ensure that the county's future preservation system is effective, each of these groups must clearly understand its role. Establishing clear roles and responsibilities for each group will help Lancaster County to retain and enhance more of its historic and cultural resources. The conservation and preservation of Lancaster County's heritage resources demands that stakeholders communicate with one another and work together to develop consistent goals, vision, and leadership for the future.

Before explaining how the system will work in the future, it is important to understand how the existing system functions.

Existing Preservation System

Public perception of historical and cultural issues is strongly affected by the way in which governments and non-profits respond to them. Organizations and agencies in Lancaster County often take an ad hoc approach to preservation, rather than developing a systematic approach to preservation concerns as a whole. While threats to individual buildings can appear without warning, it is important to step back from the front lines to develop a broader strategy. Even if all of Lancaster County's most dedicated preservationists spent all of their time responding to potential demolitions, there still would not be enough time to develop unique solutions for every crisis.

Case-by-case reactions that merely aim to "put out a fire" contribute to the community's perception that preservation is a subjective pursuit with no basis in careful analysis. Forty years ago, the American public felt the same way about many environmental issues. Despite continued criticism of government involvement in that area, Americans are starting to understand that environmental issues are interconnected, and that challenges must be examined (and often addressed) comprehensively. Historic preservation, on the other hand, is still regarded as an issue that is fundamentally different from other types of public planning.

Today, Lancaster County does not have a well-organized, smoothly functioning preservation system. Local agencies and organizations frequently duplicate efforts in historic preservation and heritage development, while other equally important tasks are addressed inadequately, if at all. Many groups work independently without considering or building upon what other groups may be doing. Partnerships between organizations are often oriented to a particular project, and when the project is completed, they go their separate ways.

In addition, the activities of many groups do not align with their adopted mission statements, creating further confusion in the community. This kind of "mission creep" can occur because an organization is strongly dedicated to its cause, and finds reason to be involved in a broad range of activities that touch on its area of interest. Other organizations have the opposite problem, adopting bold mission statements without having the capacity to fulfill them. In reality, they may provide only a few specific services on a limited basis. Without careful planning for the future, they may become entrenched in providing that one service, and never grow to fulfill other aspects of their mission.

The conservation and preservation of Lancaster County's cultural and historical resources demands that stakeholders communicate with one another and work together to develop consistent leadership, vision, and goals. This plan seeks to initiate this process by presenting a disciplined approach to future preservation planning and heritage development in Lancaster County.

Future Preservation System

Many roles and responsibilities for conserving Lancaster County's heritage resources are common to all of us, whether we count ourselves among the public, private, or non-profit sectors of the community. We all have a responsibility to take better care of Lancaster County's historic buildings and landscapes, because they are irreplaceable gifts from the past. At the same time, we must find new ways to celebrate and nurture our cultural traditions, because our diversity

makes the county a stronger and more interesting place to live, work, and visit.

Conserving our resources, however, is about more than just respecting the past. It is about taking action to enhance our quality of life today – teaching others the value of heritage resources, so that they can be better stewards of what they own, and we can all enjoy a more vibrant and sustainable community. Effective advocacy in support of our heritage can be as simple as shopping at Central Market, taking a class in traditional quilting, or repairing an old window rather than replacing it.

As we consider the most effective means of conserving our historic and cultural resources, we must also recognize that no citizen, group, or government can accomplish these goals alone. Achieving our cultural heritage vision will require an organized and disciplined effort to implement the strategies outlined in the Cultural Heritage Element. If all three sectors the community focus on the same issues, some tasks are duplicated, while others are ignored.

Beyond the basic conservation principles that all of us should practice, there are responsibilities that are best suited to specific sectors of the community. To achieve the best possible outcome for Lancaster County's heritage resources, it is important for each sector to focus on its strengths, and allow the others to concentrate on what they do best. The discussion below provides an overview of the most appropriate roles that each sector can play in protecting, preserving, and conserving Lancaster County's heritage resources.

Public Sector

This sector includes all levels of government (federal, state, county, and local) and related agencies such as the Lancaster County Planning Commission (LCPC), the Pennsylvania Historical and Museum Commission (PHMC), and the National Park Service. Educational institutions are also included in this category, even though some are privately run.

The primary role of the public sector is to develop and implement policies that help all sectors of the community to discover, interpret, preserve, and celebrate our heritage. Cities, boroughs, and townships have another important responsibility – to develop and implement regulations that protect heritage resources. Through the use of subdivision and zoning ordinances, historic resource surveys, local historic districts, and other tools, local governments can maintain and enhance the heritage resources that contribute to community character. The preservation toolbox included as an appendix to this plan provides a recommended implementation process for municipalities interested in pursuing these options.

The public sector accomplishes these goals by coordinating the planning process and by facilitating communication among stakeholders. Governments offer technical assistance and provide data management tools that support informed decisionmaking. To raise awareness of significant resources, the public sector manages recognition programs such as the National Register of Historic Places. Governments also provide financial incentives that encourage heritage preservation.

Educational institutions play an important role in heritage preservation, both in terms of what they teach and how they allocate their resources. Concepts we learn in school have a lasting effect on our perceptions of historic and cultural heritage, and how we treat the resources in our care. Likewise, when institutions make choices about rehabilitating historic buildings, retaining existing neighborhood schools, or building new ones, they influence the way that communities function now and in the future.

Primary Roles

Planning and Facilitation

- Coordinate the planning process for the protection and promotion of heritage resources
- Promote communication and collaboration between different groups of stakeholders

Policy Development

- Develop and implement policies to protect resources

Technical Assistance

- Educate citizens about the use of available heritage preservation tools, and teach them to make choices that help to protect heritage resources

Data Management

- Use GIS and other tools to collect, track, and manage data to support informed decisionmaking

Regulation

- At the local level – Use subdivision regulations, zoning, and other tools to protect heritage resources

Funding

- Provide incentives to encourage all sectors of the community to invest in heritage preservation

Education

- Formally recognize the value of heritage resources through awards programs and through the National Register of Historic Places

Additional Roles

Municipalities

Note: The preservation toolbox included as an appendix to this plan provides a recommended implementation process for municipalities interested in pursuing the options listed below.

- With the assistance of preservation professionals, identify and assess historic resources
- Develop policies to protect historic resources
- Establish historic districts and implement review processes through the creation of a Historic Architectural Review Board (HARB) under Pennsylvania Act 167, or an Historical Commission under provisions of the Pennsylvania Municipalities Planning Code (MPC)
- Implement zoning and land-use regulations that preserve historic resources
- Develop design guidelines for use in historic districts
- Adopt the Main Street program (City, boroughs)
- Seek funding under the Elm Street program (City, boroughs)
- Implement the International Existing Building Code contained in Pennsylvania’s Uniform Construction Code (UCC)
- Encourage adaptive reuse through policy and incentives
- Partner with LCPC, other municipalities, and organizations to identify sources of funding and develop new sources

Lancaster County Board of Commissioners

- Take the lead in sending a consistent message that proper stewardship of historic and cultural resources is part of doing business in Lancaster County
- Develop maintenance, rehabilitation, and adaptive reuse plans for all county-owned buildings
- Support heritage preservation by continuing to provide funding for initiatives such as the Lancaster County Heritage program and farmland preservation
- With private sector partners, create a revolving fund for heritage preservation
- Consider a feasibility study to recommend more effective approaches for archiving, conserving, and increasing the accessibility of historic county documents such as deeds and wills

Lancaster County Planning Commission

- Develop and implement heritage preservation policies that benefit county residents as a whole
- Focus attention on countywide issues (such as growth management) that have an effect on heritage resources
- Build capacity for planning at the local level, especially through the development of appropriate heritage preservation tools
- Facilitate cooperation between local governments
- Function as a liaison to state agencies including PHMC, DCED, and DCNR
- Coordinate historic resource surveys
- With the support of the Lancaster County Board of Commissioners, provide funding for specific preservation initiatives
- Continue to provide leadership in heritage tourism through the Lancaster County Heritage program and coordination with the Lancaster-York Heritage Region (LYHR)
- Implement the Lancaster County Heritage Byways Program
- Assist in the development of a “Lancaster County Heritage Institute”
- Continue to support federal enhancement funding for transportation projects that preserve historic and cultural resources
- Conduct compliance reviews of federally funded, permitted, or licensed projects in Lancaster County, particularly as they relate to the work of the Lancaster County Redevelopment Authority

Lancaster County GIS Division

- Collect and manage data related to historic resources and heritage tourism

Lancaster County Housing and Redevelopment Authority (LCHRA)

- Allocate CDBG funds for housing rehabilitation projects
- In keeping with LCHRA’s programmatic agreement with PHMC, continue to allow Lancaster County Planning Commission staff to review LCHRA projects for their effect on historic resources

- Promote adaptive reuse of historic buildings, context-sensitive design for new construction, and the use of building materials that are sympathetic with the surrounding neighborhood or community

Lancaster County Agricultural Preserve Board

- Better coordinate agricultural preservation efforts to reinforce the work being done in heritage preservation and heritage tourism
- Assist in efforts to identify and conserve significant cultural landscapes throughout Lancaster County

School Districts and Public Libraries

- Teach students of all ages about the value of heritage resources, so that they grow up to become effective and informed advocates for heritage preservation
- Invest more time and financial resources to educate students about the history of Pennsylvania, Lancaster County, and their own communities
- Expand the fourth-grade Pennsylvania history curriculum to include more of a local focus
- Support the continued use of assembly presentations, field trips, and media about local history
- Collect books, maps, and other materials that shed light on Lancaster County history (especially materials that relate to the immediate local area), and make them easily accessible to students and library users

Trade Schools

- Work with other organizations and agencies to develop educational opportunities in the traditional building trades

Colleges and Universities

- Keep students educated and informed about local history, especially students who are studying the humanities
- Teach students how to identify and assess the historic resources they see every day

- Develop campus master plans in cooperation with municipalities and neighborhood groups

Pennsylvania Downtown Center (PDC)

- Work with Lancaster County’s public, private, and non-profit sectors to advance the sense of place, quality of life, and economic vitality of downtowns, traditional neighborhood business districts, and nearby residential areas
- Provide tools to outline a vision for downtown areas and assist them in achieving that vision through education, training, strategic partnerships, and advocacy efforts

Pennsylvania Historical and Museum Commission (PHMC)

- Provide funding for historic resource surveys and grant programs
- Coordinate the National Register process
- Work with the Advisory Council on Historic Preservation (ACHP) to carry out preservation tasks mandated by the federal government, including compliance reviews of federally funded, permitted, or licensed projects (generally known as “Section 106” reviews)
- Together with the National Park Service, administer the federal Rehabilitation Investment Tax Credit (RITC) for rehabilitating historic buildings
- Work with local and county governments and with the non-profit sector to formulate strong statewide preservation policies
- Offer training programs for municipalities, organizations, and volunteers

Pennsylvania Department of Community and Economic Development (DCED)

- Manage Main Street and Elm Street programs in Pennsylvania and provide adequate funding for implementation

Pennsylvania Department of Conservation and Natural Resources (DCNR)

- Continue to provide adequate funding for the Lancaster-York Heritage Region

Pennsylvania Department of Transportation (PennDOT)

- Work with the Federal Highway Administration (FHWA) to provide funding for transportation enhancement projects that benefit historic communities
- Support a robust Pennsylvania Byways program, and work with LCPC to implement a successful Lancaster County Byways program
- Support context-sensitive design in transportation projects
- Seek ways to rehabilitate historic bridges in place, rather than demolishing or moving them

National Park Service

- Work with PHMC to implement the Rehabilitation Investment Tax Credit (RITC) program
- Participate in regulatory compliance for projects when mandated by the National Historic Preservation Act and other laws
- Provide technical assistance in the identification, evaluation, and management of nationally significant historic properties
- Organize programs such as a Countryside Exchange, which could bring preservation professionals to Lancaster County to assess local preservation efforts
- Give final approval to National Register listings
- Continue to support and provide local funding for the Chesapeake Gateways Program.

Advisory Council on Historic Preservation (ACHP)

- Promote the preservation, enhancement, and productive use of historic resources across America, and advise the President and Congress on national historic preservation policy
- Work with PHMC to carry out preservation tasks mandated by the federal government, including compliance reviews of federally funded, permitted, or licensed projects (generally known as “Section 106” reviews)

Private Sector

The private sector includes two major groups – individuals and businesses. Over the long term, their everyday decisions have a profound impact on our built environment and cultural traditions. As property owners and consumers, these groups often determine where investments are made and who will benefit from them. Homeowners can make a difference by learning to recognize historically significant features of their homes, use appropriate tools and techniques to maintain them, and replace lost or damaged features with compatible materials.

Architects, builders, planning consultants, realtors, and financial institutions play an especially important role in shaping our built environment. By adaptively reusing historic buildings, revitalizing vacant properties, and creating new neighborhoods that reflect traditional patterns, the private sector can help to curb suburban sprawl. Banks and other lenders can contribute to a stronger Lancaster County by supporting projects that follow the principles of sustainable development and smart growth.

Primary Roles

Conservation

- Work to preserve the county's built environment and cultural traditions

Funding

- Provide financial resources to rehabilitate historic buildings

Promotion

- Interpret and promote heritage resources

Additional Roles

Citizens and the Business Community

- Stay informed about historic resources, cultural traditions, and the issues that involve them
- Properly maintain the historic buildings they own or manage
- Volunteer at local cultural and historical institutions
- Engage fellow citizens, elected officials, and others about heritage issues

- Get involved in planning processes at all levels of government, especially in initiatives that promote smart growth
- Visit the county's Heritage Resources and other historic sites, and participate in Heritage Events and cultural celebrations
- Buy locally made Heritage Products

Realtors and Brokers

- Work with financial institutions to rehabilitate and restore historic buildings
- Emphasize the economic and community benefits of owning historic buildings

Builders

- Continue to encourage local builders to design and construct new buildings and neighborhoods that reflect tradition patterns, incorporating the principles of New Urbanism
- Seek opportunities to rehabilitate the upper stories of historic buildings for new and more productive uses

Financial Institutions

- Jump-start preservation efforts by finding creative ways to finance projects that may not fit the standard mold
- Create incentives that favor the rehabilitation of historic buildings, neighborhoods, and downtowns
- Sponsor Heritage Events, festivals, and other activities that promote the county's cultural heritage
- Provide low-interest loans and affordable mortgage programs for purchasing historic buildings
- Encourage home ownership and emphasize the benefits of owning historic buildings
- Work with the public and non-profit sectors to create a revolving fund for heritage preservation

Consultants in Preservation, Architecture, Landscape Architecture, and Archeology

- Promote heritage preservation by completing historic resource surveys, archeological surveys, National Register nominations

- Facilitate the work of local preservation advocacy groups and historical societies
- Create adaptive reuse plans for historic buildings and landscapes
- Assist Heritage Resources with interpretation and promotion, including exhibits, signage, photography, and other media
- Employ context-sensitive design principles in the rehabilitation of historic buildings and landscapes, and in new construction

Lancaster County Heritage (Private Sector Participants)

- Promote authenticity and provide accurate, well-researched, and effective interpretation of heritage resources
- Showcase the economic benefits of preservation and heritage tourism

Non-Profit Sector

This sector includes 501(c)3 organizations such as the Historic Preservation Trust of Lancaster County, the Heritage Center of Lancaster County, the Lancaster-York Heritage Region, the Lancaster County Historical Society, and local historical societies throughout the county.

The primary responsibilities of the non-profit sector are advocacy and education. Organizations in this sector advocate for the preservation of historic buildings, landscapes, and cultural traditions; maintain the records and material culture of the past and present; and educate the public about the importance of these resources. They publicly champion the cause of historic preservation and cultural awareness, bringing attention to issues that may be undervalued or ignored. Groups in the non-profit sector lobby all sectors of the community for increased recognition and financial support for heritage preservation.

The institutions that comprise this sector are the “keepers of our stories.” They maintain and conserve the landscapes, buildings, sites, objects, and documents that tell the story of Lancaster County. Facade easement and improvement programs help reveal the true character of historic buildings, heritage events bring the past alive, and museum exhibitions make our history more accessible. Non-profit groups educate the community about issues that affect heritage resources, and organize meetings and conferences to bring groups together to discuss issues of mutual concern. Non-profit organizations also sponsor awards programs that highlight successful heritage projects and initiatives, as well as the individuals who contribute to the success of these efforts.

Primary Roles

Advocacy

- Lobby all sectors of the community for increased support of heritage preservation and promotion
- Focus attention on aspects of public life and private decisionmaking that have an influence on heritage preservation policy
- Assist in promoting heritage tourism

- Promote economic development that supports heritage preservation
- Get residents organized and motivated to preserve both historic buildings and cultural traditions

Education

- Educate the community about issues that affect heritage resources
- Organize conferences and meetings to bring groups together to support preservation causes

Conservation

- Serve as the “keepers of the stories” by preserving the records of Lancaster County’s past
- Preserve the tangible elements of the county’s heritage resources including buildings, structures, sites, and landscapes

Additional Roles

Historic Preservation Trust of Lancaster County

- Serve as the countywide advocacy group for heritage preservation
- Focus on its core mission of preserving historic buildings and raising public awareness about them
- Provide technical assistance for the rehabilitation of historic buildings
- Continue to recognize preservation successes through its annual awards program
- Coordinate with other non-profits to ensure that heritage preservation is a priority in every program that has an effect on historic resources
- Promote heritage preservation through educational seminars and programs
- Continue to manage and expand the Trust’s historic easement program for historic buildings

Lancaster Downtown Investment District (DID)

- Cooperate with the Pennsylvania Dutch Convention and Visitors Bureau (PD-CVB) to market and package downtown heritage attractions

- Focus attention on the need for facade improvements and other enhancements that contribute to Lancaster City’s sense of place
- Museums and Cultural Institutions
- Interpret the significance of Lancaster County’s historic resources and cultural traditions
- Collect and conserve the county’s “material culture” – the objects of everyday life

Heritage Center of Lancaster County

- Serve as the primary institution responsible for preserving artifacts and presenting exhibitions about Lancaster County’s material culture
- Operate the Lancaster County Cultural History Museum and the Lancaster Quilt and Textile Museum
- Provide countywide educational programming for elementary and secondary school students on the history of Lancaster County
- Publish original books on the artistic and craft traditions of Lancaster County and south central Pennsylvania
- Play a lead role in developing a cultural museum consortium in the Lancaster City area

Lancaster County Historical Society

- Maintain a collections-based, institution encompassing library, archives, artifact, photograph, and oral history holdings used in a wide variety of educational venues including: lectures, adult classes, interpretive exhibitions, off-site displays, living-history reenactments, school and home-school tours, etc.
- Provide a professional, customer-friendly regional history research center with special emphasis on social history, family history, urban and local community history, and business history.
- Increase the accessibility of documentary evidence chronicling the history of Lancaster County since its founding and through the late 20th century, especially to governments, non-profits, and Heritage Resource managers seeking to

promote, preserve and interpret Heritage Resources.

- Publish popular and scholarly historical materials on Lancaster County history and genealogy through a quarterly journal, book-length projects, and local news organizations.
- Contribute to the development of high-quality heritage interpretation, in partnership with a wide range of heritage partners, by helping to identify, research, and tell the “stories” that make up Lancaster County history.
- Encourage the County of Lancaster to undertake a feasibility study to recommend more effective approaches for archiving, conserving, and increasing access to all historic county records.

Lancaster Mennonite Historical Society

- Maintain records related to one of Lancaster County’s primary European settlement groups, German-speaking people from Central and Western Europe

Local Historical Societies

- Collect and display material culture artifacts from specific regions within Lancaster County
- Continue to store and conserve locally significant historical materials
- Publish books and newsletters related to local history
- Develop cooperative relationships with the Lancaster County Historical Society, the Lancaster County Heritage program, LCPC, and local governments
- Create a network that connects these groups to one another, especially to ensure that efforts are not duplicated

Neighborhood Associations

- Keep residents informed about local heritage issues that might escape the notice of larger organizations
- Encourage home ownership
- Highlight the need for action against property crimes such as vandalism

Farmland and Natural Areas Preservation Groups

- In identified cultural landscapes, support environmental protection through fee-simple purchases or conservation easements
- Help to interpret the county’s agricultural and natural landscapes
- Continue to enhance public and non-profit agricultural preservation programs
- Be conscious of historic buildings that are affected by ag-related programs

Economic and Community Development Groups

- Promote heritage preservation goals by finding new uses for historic buildings and neighborhoods
- Emphasize the benefits of living and working in historic buildings

Lancaster County Workforce Investment Board

- Explore the creation of expanded educational opportunities for learning traditional building trades in Lancaster County

Cultural Groups

- Protect and promote the cultural diversity that keeps the county vibrant

Religious Institutions

- Cultivate a definition of stewardship that includes historic buildings
- Develop organizational relationships with residents and businesses in the surrounding community
- Establish a community presence that makes a difference in the neighborhoods where they are located

Lancaster Chamber of Commerce and Industry

- Encourage its membership to support the rehabilitation and adaptive reuse of historic buildings, both in their own businesses and in the community at large

Lancaster County Association of Realtors®

- Work with financial institutions to rehabilitate and restore historic buildings
- Emphasize the economic and community benefits of owning historic buildings

Building Industry Association of Lancaster County

- Continue to encourage local builders to design and construct new buildings and neighborhoods that reflect tradition patterns, incorporating the principles of New Urbanism
- Seek opportunities to rehabilitate the upper stories of historic buildings for new and more productive uses

Lancaster County Heritage (Non-Profit Sector Participants)

- Promote authenticity and provide accurate, well-researched, and effective interpretation of heritage resources
- Showcase the economic benefits of preservation and heritage tourism

Lancaster County Tourism Development Council / Corporation (LCTDC)

- Further integrate the work of the LCTDC into planning initiatives sponsored by LCPC, including programs related to growth management, transportation, and economic and community development
- Promote and facilitate new heritage tourism products that directly relate to Lancaster County's heritage

Pennsylvania Dutch Convention and Visitors Bureau (PDCVB)

- Continue to support the Lancaster County Heritage program and the Lancaster-York Heritage Region
- Raise the profile of heritage resources and the role they play in tourism promotion

Lancaster-York Heritage Region

- Coordinate heritage tourism promotion efforts in Lancaster and York Counties

- Focus attention on the region's five interpretive themes

Preservation Pennsylvania

- Lobby for state legislation that makes preservation more attractive to the private sector
- Educate Pennsylvania residents about the economic benefits of historic preservation
- Continue to coordinate the annual statewide historic preservation conference
- Present awards to preservation advocates and individual projects statewide
- Serve as a liaison between national, state, and local preservation organizations
- Promote heritage preservation through educational seminars and programs

American Institute of Architects (AIA)

- Through AIA Pennsylvania and its Central Pennsylvania Chapter, continue to recognize high-quality local architectural projects that preserve and adaptively reuse historic buildings
- Educate residents about the architectural profession and the principles of context-sensitive design

National Trust for Historic Preservation

- Lobby the federal government to protect heritage resources and raise awareness about the role that these resources play in our national identity
- Function as a liaison to the federal government on heritage preservation issues
- Serve as a resource for statewide and local preservation organizations
- Sponsor grant programs, a national preservation awards program, and an annual national preservation conference
- Maintain professional staff to respond to local preservation concerns

Roles and Responsibilities

Although Lancaster County does not currently have a strong, coordinated preservation system to implement this plan's goals, some of the components of a system already exist. The table following this section of the plan links specific strategies to specific agencies and organizations. The links shown in the table are based on how well the strategies reflect the mission statements of the organizations that will implement them, and on the ability of these organizations to carry the strategies through to completion. Most of the strategies are linked to multiple organizations, so implementation will require cooperation and coordination among a variety of groups. Since municipalities have an especially important role in implementing the plan's recommendations, an appendix to this plan provides a preservation toolbox with a recommended implementation process tailored to municipal needs.

Over the 10-year time frame of the Lancaster County Cultural Resource Element, the organizational links described in the appendix will be reviewed and amended as required to reflect changing conditions. In addition to being an implementing agency, the Lancaster County Planning Commission will track the plan's progress as a whole, make course corrections based on input from other organizations, and monitor the timeline. This process will require regular communication between the various groups and periodic meetings to discuss progress, challenges, and proposed solutions.

The implementation process should lead to the development of a strong, coordinated preservation system in Lancaster County. While merely describing the system on paper will not make it happen, a system that develops over time through implementation activities and cooperative efforts is more likely to endure.

Roles and Responsibilities

Goal 1: Identify, Conserve, and Preserve Heritage Resources

Identify, conserve, and preserve the county's diverse tangible and intangible cultural heritage resources as a basis for retaining and enhancing strong community character.

1.1 OBJECTIVE

Create and maintain a comprehensive, GIS-based inventory of the county's tangible cultural heritage resources: buildings, structures, objects, sites, and districts. This includes but is not limited to archeological sites, historic and cultural landscapes, historic cemeteries, and historic roads.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|-----------|----------------------|---|
| 1.1.1 Expand and maintain the county's historic buildings and structures element of the cultural heritage resources database by partnering with municipalities to complete historic resource surveys. | Years 1-2 | LCPC- LRH | Municipalities, local groups, consultants, LC-GIS, PHMC |
| 1.1.2 Implement an archeological predictive model in GIS, based upon existing data at PHMC, as a component of the cultural heritage resources database, to determine the probability of important archeological resources in any given location in the county. | Years 1-2 | LCPC-LRH, LC-GIS | PHMC |
| 1.1.3 Engage appropriate federal (NPS), state (PHMC), and local agencies and organizations in the identification of additional historic and cultural landscapes as an element of the cultural heritage resources database. | Years 1-2 | LCPC-LRH & TP | NPS, PHMC, HPT, PennDOT |

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|-----------|-----------------------|---------------------|
| 1.1.4 Integrate the existing Lancaster County Historic Transportation Cultural Resources Study data into the cultural heritage resources database. | Years 1-2 | LCPC-LRH & TP, LC-GIS | |
| 1.1.5 Develop additional historic contexts for specific cultural heritage resources in the county including linear villages, mills and mill villages, mid 20th-century roadside architecture, the recent past, and others. | Years 3-5 | LCPC-LRH | PHMC |
| 1.1.6 Link and integrate the existing cultural heritage resources database into other county, regional, and local plans, planning review processes, and programs. | Years 6-8 | LCPC | Municipalities |
| 1.2 OBJECTIVE | | | |

Create and maintain a comprehensive database of the county's existing intangible cultural heritage resources including significant archives, crafts, music, storytelling, dance, foods, and other traditional activities along with the locations where they take place.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|---|-----------|---------------------------------|---------------------|
| 1.2.1 Work with Lancaster County Heritage Resource managers to assist with the identification and development of a database of intangible cultural resources. | Years 1-2 | LCPC-LRH, Heritage Center, LCHS | LCH sites |

Action Plan

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|-----------|---------------------------------|--|
| 1.2.2 Conduct an inventory of the endemic folk and decorative arts, crafts, and trades of Lancaster County that have the potential to be officially recognized as Lancaster County Heritage Products. | Years 1-2 | LCPC-LRH, Heritage Center, LCHS | historical sites, museums, historical societies, educational institutions, cultural groups |
| 1.2.3 As the basis for the <i>Lancaster County Heritage</i> program’s “Living Treasures” element, create an inventory of craftspeople, artisans, and tradespeople who are using traditional methods for the production of heritage products. | Years 1-2 | LCPC-LRH, Heritage Center, LCHS | LYHR |
| 1.2.4 Create and maintain a database of “living history” interpreters, storytellers, and musicians as a basis for future heritage tourism development opportunities. | Years 1-2 | LCPC-LRH | educational institutions, practitioners, cultural groups |
| 1.2.5 Work with the county’s historical societies, universities, and others to create a countywide oral history project. | Years 3-5 | LCHS | historical societies, educational institutions, LYHR |

1.3 OBJECTIVE

Develop new -- and enhance existing -- tools and strategies for the conservation and preservation of the county's most significant tangible and intangible cultural heritage resources.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|---|-----------|---|---|
| 1.3.1 Create a web-based preservation “toolbox” which would include a broad range of technical resources and strategies to assist municipalities, organizations, agencies, and individuals in protecting important tangible and intangible cultural heritage resources. | Years 1-2 | LCPC-LRH, HPT | |
| 1.3.2 Nominate significant historic properties and districts throughout the county to the appropriate local, county, state, and National Register programs or other recognition programs. | Ongoing | Residents, municipalities, agencies & organizations | consultants, HPT, historical societies |
| 1.3.3 Designate roads with exceptional and distinctive intrinsic qualities to the Lancaster County Heritage Byways Program and/or state or national byways programs. | Years 1-2 | LCPC-LRH & TP | municipalities, PennDOT, agencies & organizations |
| 1.3.4 Create a covered bridge protection program designed to ensure protection and retention of covered bridges through fire safety and other applicable systems, maintenance, rehabilitation, and when necessary, reconstruction. | Years 3-5 | LCPC-LRH & TP | HPT PennDOT Municipalities |
| 1.3.5 Designate additional tangible cultural heritage resources as elements of the <i>Lancaster County Heritage</i> program including sites, services, corridors, communities, and landscapes. | Ongoing | LCPC-LRH | |

Action Plan

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|---|-----------|--------------------------------|-----------------------|
| 1.3.6 Encourage municipalities to adopt historic preservation ordinances and zoning regulations to conserve and preserve the county's significant cultural heritage resources and landscapes. | Ongoing | LCPC, municipalities | residents |
| 1.3.7 Expand the use of the existing design guideline template to other communities to achieve local historic preservation and community character goals and objectives. | Years 1-2 | Municipalities, LCPC-LRH & CP | |
| 1.3.8 Enact legislation to allow for new and innovative tools such as TDRs for the preservation of historic and cultural resources. | Years 6-8 | PA Legislators, municipalities | LCPC, Preservation PA |
| 1.3.9 Avoid, minimize, or mitigate potential adverse impacts of new major infrastructure improvements in areas that contain the county's most important historic and cultural resources and landscapes. | Ongoing | LCPC, municipalities | PennDOT |
| 1.3.10 Encourage private property owners to properly maintain their historic buildings and structures to retain character-defining architectural features. | Ongoing | HPT, municipalities | property owners |
| 1.3.11 Create an on-line resource guide or "yellow pages" of tradespeople and craftspeople who have knowledge and experience with the appropriate methods of repair, maintenance, and rehabilitation of historic buildings. | Years 1-2 | HPT, LCPC-LRH | |
| 1.3.12 Explore the feasibility of establishing a countywide or regional architectural salvage warehouse. | Ongoing | HPT | LCPC |
| 1.3.13 Designate additional intangible cultural heritage resources as elements of the <i>Lancaster County Heritage</i> program. | Ongoing | LCPC-LRH | |

Goal 2: Integrate Preservation into Economic Development

Integrate the conservation and preservation of historic and cultural resources in the economic development and revitalization of the county's towns, villages, and rural working landscapes.

2.1 OBJECTIVE

Promote historic and cultural resource conservation and preservation as an economic tool in the revitalization of Lancaster City and its neighborhoods, and also in towns and villages throughout the county.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|-----------|---|-----------------------------------|
| 2.1.1 Rehabilitate and adaptively reuse existing facilities, buildings, and structures in the county's historic towns and villages and in the rural landscape. | Ongoing | Property owners, developers | HPT |
| 2.1.2 At the local level, create and maintain local inventories of available historic buildings and structures to proactively market them to potential historic preservation-oriented developers. | Years 3-5 | LCAR, DID, Main Street progs., local econ. devel. orgs. | LCPC-LRH, municipalities |
| 2.1.3 Create a City Living Resources Center as a model for other boroughs in the county to better inform and engage local realtors, lending institutions, and potential homebuyers on the benefits of urban living. | Years 1-2 | City and boroughs, LCAR | LCPC, financial institutions, DID |
| 2.1.4 Update zoning ordinances and other regulations to provide more adaptive use opportunities for a variety of public and private buildings (including farm buildings and upper stories of buildings in urban places), and remove disincentives. | Years 3-5 | Municipalities | LCPC-LRH, HPT |

Action Plan

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|-----------|--|--|
| 2.1.5 Create an adaptive reuse ordinance for streamlining the application process and providing flexibility in meeting building and zoning requirements. | Years 1-2 | Municipalities | LCPC |
| 2.1.6 Develop effective procedures and ordinances to discourage the demolition of significant cultural heritage resources. | Ongoing | Municipalities | LCPC-LRH |
| 2.1.7 Encourage the establishment of Main Street programs and its four-point approach in Lancaster City and other appropriate downtown retail areas within the county. | Years 1-2 | LCPC-LRH & ED | DCED/PA Downtown Center, municipalities |
| 2.1.8 Encourage understanding of, training in, and use of the <i>International Existing Building Code</i> that forms a part of the Pennsylvania Uniform Construction Code (UCC). | Years 1-2 | BIA, PHMC | LCPC, LFT |
| 2.1.9 Encourage the establishment of Elm Street programs in neighborhoods adjacent to downtowns. | Years 3-5 | Municipalities, econ. devel. orgs., community development groups | LCPC-CP, Main Streets, DCED/PA Downtown Center |

2.2 OBJECTIVE

Identify and implement conservation models and actions that will sustain the economic vitality of Lancaster County's important rural, agricultural, and cultural "working" landscapes.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|---|------------------|-----------------------------|---|
| 2.2.1 Engage the National Park Service in researching appropriate national and international cultural heritage landscape conservation "best practices" and assisting in their implementation in Lancaster County's most significant "working" landscapes. | Years 1-2 | LCPC-LRH, NPS, LYHR | APB, HPT |
| 2.2.2 Expand existing programs and create new ones at the county and local levels to acquire development rights, scenic and conservation easements, and fee simple acquisition of critical landscapes, corridors, and viewsheds in high-priority cultural heritage areas. | Years 3-5 | LCPC-LRH, municipalities | APB, LCC, LFT |
| 2.2.3 Encourage the development of entrepreneurial on-farm businesses that directly support the production and marketing of traditional and specialty agricultural products to help sustain the small farmer and the rural agricultural landscape. | Years 3-5 | LCPC-LRH & ED | PDA, PSU Cooperative Extension, LCCI (Ag) |
| 2.2.4 Create a traditional use or cultural protection overlay district model zoning ordinance which would only allow only those uses that contribute to the economic sustainability of the county's high-priority "working" landscapes and cultural traditions and would prohibit all non-related and non-contributing activities and uses. | Years 3-5 | LCPC-LRH & CP | Municipalities, PDA, NPS |

Action Plan

2.3 OBJECTIVE

Develop additional heritage tourism opportunities as a form of economic development that is sustainable and asset-based.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|---|-----------|--|---|
| 2.3.1 Expand and enhance the <i>Lancaster County Heritage</i> program and coordinate with the interpretive strategy of the Lancaster-York Heritage Region. | Years 3-5 | LCPC-LRH | LYHR |
| 2.3.2 Update the <i>Lancaster County Heritage</i> website to focus on providing technical support and tools for officially designated Heritage Resources. | Years 6-8 | LCPC-LRH | |
| 2.3.3 Partner with the Lancaster-York Heritage Region to implement heritage tourism goals and strategies contained in the region's Management Action Plan. | Ongoing | LCPC-LRH, PDCVB | LYHR |
| 2.3.4 Partner with the Lancaster County Tourism Development Council/Corporation to implement heritage-related goals and strategies contained in the Strategic Tourism Development Plan. | Years 1-2 | LCPC-LRH, municipalities, agencies & organizations | |
| 2.3.5 Assist Lancaster County's historic towns and villages interested in developing heritage tourism opportunities. | Years 1-2 | LCPC-LRH | Municipalities, PDCVB, historical societies |
| 2.3.6 Develop agri-tourism and eco-tourism opportunities as tools for ensuring the sustainable economic viability of important rural cultural heritage landscapes. | Years 3-5 | LCPC-LRH, LCTDC | LYHR, PDA, PDCVB, LCC, LFT |
| 2.3.7 Identify and market traditional crafts and products. | Years 1-2 | LCPC-LRH | PDCVB, LYHR |
| 2.3.8 Create Heritage Product Craft Trails as components of the <i>Lancaster County Heritage</i> program. | Years 6-8 | LCPC-LRH, LCTDC | PDCVB, municipalities |

2.4 OBJECTIVE

Develop new and expanded educational opportunities for learning traditional building trades and practices in Lancaster County.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|------------------|-----------------------------|--|
| 2.4.1 Explore the creation of educational programs in traditional building trades at the secondary and post-secondary levels and for inclusion in countywide adult education programs. | Years 1-2 | LCPC-LRH | Educational institutions, HPT, WIB |
| 2.4.2 Hold a conference for interested educational institutions and local decisionmakers regarding the establishment of traditional building trades programs at local institutions. | Years 3-5 | LCPC-LRH | Educational institutions, HPT, Preservation PA |
| 2.4.3 Meet with potential partners and curriculum developers to discuss building trades education program opportunities in Lancaster County. | Years 1-2 | LCPC-LRH | HPT, BIA, educational institutions |
| 2.4.4 Create a database of master craftspeople with expertise in traditional building practices and crafts. | Years 1-2 | HPT | LCPC, LRH, BIA |

Goal 3: Ensure That New Development Respects Traditional Patterns

Ensure that new development respects and complements the patterns, character, and scale of the county's traditional communities and rural landscapes.

3.1 OBJECTIVE

Promote context-sensitive design for transportation projects, infill development, and rural development in towns, villages, and rural landscapes.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|---|-----------|----------------------|---------------------|
| 3.1.1 Create and adopt urban design guidelines for urban infill development and streetscapes in Lancaster City, boroughs, and villages. | Years 1-2 | Municipalities | LCPC-LRH & CP |
| 3.1.2 Create and adopt rural design guidelines for new development in rural landscapes. | Years 1-2 | Municipalities | LCPC- LRH & CP |
| 3.1.3 Utilize official maps and model ordinances to facilitate the extension of historic patterns of development in appropriate towns and villages within Urban and Village Growth Areas. | Ongoing | Municipalities | LCPC- LRH & CP |
| 3.1.4 Utilize context-sensitive design, as appropriate, for all proposed transportation facilities in the county. | Ongoing | PennDOT, LCPC-TP | LCPC- LRH & CP |
| 3.1.5 Incorporate authentic building materials in context-sensitive design for transportation projects in areas identified as significant. | Ongoing | PennDOT, LCPC-TP | LCPC-LRH & CP |
| 3.1.6 Encourage new development to reflect the existing pattern of development and vernacular architecture of the surrounding area. | Ongoing | Municipalities | LCPC |

Goal 4: Promote Leadership, Collaboration, and Responsibility

Promote strong leadership, collaboration, awareness, and responsibility in the conservation of the county's cultural heritage resources among the county, local residents, and institutions.

4.1 OBJECTIVE

Encourage county and local governments to serve as role models in promoting the preservation of the county's cultural heritage resources.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|-----------|--------------------------|-----------------------------|
| 4.1.1 Develop and implement formalized procedures to ensure that the county's various departments cooperate and communicate regarding the conservation of cultural heritage resources. | Ongoing | LCBC/LCPC | County departments |
| 4.1.2 Review all public policies at the county and local municipal levels to remove disincentives and modify any policies or regulations that conflict with adopted cultural heritage preservation policies. | Years 6-8 | LCPC, municipalities | |
| 4.1.3 Develop maintenance, rehabilitation, and adaptive reuse plans, as appropriate, for all county- and municipally-owned historic buildings and structures. | Years 1-2 | LC-Engineering | LCPC |
| 4.1.4 Provide interpretation of significant county- and municipally-owned historic buildings and structures and include them in the <i>Lancaster County Heritage</i> program. | Years 6-8 | LCPC-LRH, municipalities | LCCHS, historical societies |

Action Plan

4.2 OBJECTIVE

Improve the facilitation and coordination of all appropriate public, private, and non-profit groups involved in heritage preservation-related activities.

Strategies

| | Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|-------|---|-----------|--|--|
| 4.2.2 | Explore the feasibility of creating a city-focused organizational structure, within an existing organization or agency or a new one, specifically dedicated to preservation issues in Lancaster City. | Years 3-5 | Lancaster City, LCPC, HPT | Community leaders, community development groups, historical societies, cultural groups |
| 4.2.3 | Explore the feasibility of creating a Greater Lancaster City Cultural Museum Consortium to coordinate interpretive programs and heritage events in Lancaster City and its immediate environs. | Years 3-5 | Lancaster City, LCH sites, LCPC-LRH, MCLC | LCH sites, educational institutions, Heritage Center |
| 4.2.4 | Seek innovative alliances with diverse cultural groups to expand and diversify preservation efforts in Lancaster County. | Ongoing | LCPC-LRH | Lancaster City, SACA Inner City Group |
| 4.2.5 | Collaborate with the Lancaster-York Heritage Region to implement cultural heritage-related goals and strategies. | Ongoing | LCPC-LRH, agencies & organizations, municipalities | LYHR |

4.3 OBJECTIVE

Strengthen the involvement of local governments in cultural heritage conservation, and ensure that it is an integral part of municipal planning.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|------------------|-------------------------------|---|
| 4.3.1 Integrate cultural heritage conservation and preservation into all local and regional comprehensive plans, economic revitalization plans, and other planning documents and processes. | Ongoing | LCPC-LRH & CP, municipalities | Main Street progss., local econ. level. organizations |
| 4.3.2 Develop cultural heritage educational programs and workshops for municipal officials on a variety of cultural heritage issues. | Years 3-5 | LCPC-LRH, LRPD, & CP | |
| 4.3.3 Encourage municipal officials, managers, code enforcement officers to be trained in the use of the <i>International Existing Building Code</i> included in the Pennsylvania Uniform Construction Code (UCC). | Years 1-2 | PHMC, BIA, municipalities | LCPC |

4.4 OBJECTIVE

Encourage local residents to volunteer in interpretive programs at publicly- and privately-operated historic and cultural venues.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|---|------------------|-----------------------------|----------------------------|
| 4.4.1 As a component of the <i>Lancaster County Heritage</i> program, create a web-based clearinghouse that lists all heritage-related venues that accept volunteers. | Years 6-8 | LCPC-LRH | LYHR |
| 4.4.2 Develop training and recognition programs for volunteers in heritage-related activities. | Years 3-5 | MCLC | |

4.5 OBJECTIVE

Build the public's awareness of cultural heritage resources and the value of conserving and preserving them.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|-----------|-----------------------------------|--------------------------------|
| 4.5.1 Develop educational programs to educate the public about cultural heritage resources and the need for the conservation and preservation of these resources. | Years 3-5 | HPT | LCPC-LRH |
| 4.5.2 Create a Lancaster County Heritage Institute to provide a curriculum and certificate program related to conservation of the county's historic, cultural, natural, and architectural resources. | Years 1-2 | LPC-LRH & CP | HPT |
| 4.5.3 Partner with the county's institutions of higher learning and school districts to develop heritage-related curriculum. | Years 3-5 | HPT | Lanc. Co. museums, LCPC-LRH |
| 4.5.4 Utilize the NPS's "Teaching with Historic Places" program as a guide for curriculum development and "living classroom" activities. | Years 3-5 | HPT, school districts | NPS |
| 4.5.5 Create new heritage events and celebrations consistent with the criteria established by the <i>Lancaster County Heritage</i> program. | Years 3-5 | LCH sites | HPT, LCPC |
| 4.5.6 Create training programs for real estate appraisers in valuations of historic properties. | Years 1-2 | LCAR, HPT, appraisers association | |

Goal 5: Celebrate and Promote Heritage Resources

Celebrate and promote the county's diverse historic, cultural, and archeological heritage assets.

5.1 OBJECTIVE

Recognize existing and implement new county and local recognition programs for significant cultural heritage resources and activities.

Strategies

| | Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|-------|---|-----------|----------------------|--|
| 5.1.1 | Encourage countywide support and coordination with National Preservation Month, Pennsylvania Archeology Month, and Pennsylvania Rivers Month. | Ongoing | HPT | LCPC- LRH, Preservation PA |
| 5.1.2 | Continue the “Envision Lancaster County” awards program and the Historic Preservation Trust of Lancaster County’s award program for best practices in new development, redevelopment, and rehabilitation. | Ongoing | LCPC-LRH, HPT | BIA |
| 5.1.3 | Highlight municipal preservation success stories in an ongoing series of articles in the Lancaster Newspapers and regional newspapers. | Years 1-2 | HPT | LCPC-LRH, historical societies, municipalities |
| 5.1.4 | Update existing and develop new Lancaster County Heritage Products based on up-to-date consumer research and interpretive technologies. These products include the “Towns & Villages” guidebook, the Freedom of Religion and Underground Railroad brochures, and Heritage Tour maps and guides. | Ongoing | LCPC-LRH | LYHR, PDCVB, HPT, LCTDC |

Action Plan

Strategies

| | Timeframe | Suggested Leadership | Supporting Partners |
|---|-----------|----------------------|---|
| 5.1.5 | Years 1-2 | LYHR, PDCVB | LCPC-LRH |
| Coordinate with the Pennsylvania Dutch Convention and Visitors Bureau and the Lancaster-York Heritage Region to expand heritage tourism marketing opportunities for designated Lancaster County Heritage Resources. | | | |
| 5.1.6 | Years 3-5 | LCH sites | LCPC-LRH |
| Support the creation of additional Heritage Events that meet the authenticity criteria established by the <i>Lancaster County Heritage</i> program. | | | |
| 5.1.7 | Years 3-5 | HPT, LCPC-LRH | Preservation PA, PCH |
| Develop a "Cultural Heritage Speakers Bureau" for public presentations and school programs on cultural heritage topics. | | | |
| 5.1.8 | Years 1-2 | HPT, LCPC | Historical societies, MCLC, LCH sites |
| Explore a "Doors Open" program in which communities throughout the county would host tours of architecturally and/or historically significant buildings and places. | | | |
| 5.1.9 | Years 3-5 | HPT, LCPC | Municipalities, historical sites, LCH sites, LCHS |
| Explore a "Town Tours and Village Walks" program in which municipalities or organizations would sponsor guided walking tours of historically or architecturally significant areas in their community. | | | |

Goal 6: Provide Financial Resources and Incentives

Ensure that adequate financial resources and incentives are available to carry out the implementation of the county's stated cultural heritage preservation goals.

6.1 OBJECTIVE

Advocate for new legislation to provide incentives for the conservation and preservation of cultural heritage resources.

| Strategy | Timeframe | Suggested Leadership | Supporting Partners |
|---|-----------|---|---------------------|
| 6.1.1 Support state and federal legislation to provide incentives and tax relief for homeowners who rehabilitate historic properties. | Years 1-2 | Preservation PA, HPT, federal/state legislators | |

6.2 OBJECTIVE

Develop new financial support and incentives for the conservation and preservation of cultural heritage resources.

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|-----------|-----------------------|---|
| 6.2.1 Create a revolving fund financed by the public and private sector to encourage conservation and preservation of cultural heritage resources. | Years 3-5 | HPT, LCBC | Financial institutions, Preservation PA |
| 6.2.2 Create low/no-interest loans and other financial incentives such as tax abatements for commercial and residential property owners who want to make historically appropriate exterior repairs and improvements. | Years 1-2 | Municipalities, LCHRA | School districts, financial institutions, HPT |

Action Plan

| Strategies | Timeframe | Suggested Leadership | Supporting Partners |
|--|-----------|--|---|
| 6.2.3 Expand existing facade and conservation easement programs throughout the county to enhance significant streetscapes. | Years 6-8 | HPT | Main Street programs, DID, municipalities, economic & community development organizations |
| 6.2.4 Promote and encourage the use of existing redevelopment, revitalization, and conservation programs such as the LERTA program; Lancaster County Housing and Redevelopment Authority housing rehabilitation and infrastructure programs; DCED grants, and the Federal Housing Administration's 203(k) Mortgage Rehabilitation Insurance Program. | Ongoing | HPT, LCPC-LRH & ED, DCED, LCHRA, FHA, municipalities | |
| 6.2.5 Work with local financial institutions to develop financial assistance programs that coordinate with other revitalization efforts such as low-interest loans for rehabilitation, maintenance, and mortgage financing to encourage the purchase of historic homes. | Ongoing | Financial institutions, HPT | |
| 6.2.6 Direct public infrastructure improvements (including streetscape, parking, and other facilities) to facilitate historic rehabilitation and reinvestment by the private sector in targeted high priority areas. | Ongoing | Municipalities, LCHRA | PennDOT, DCED |
| 6.2.7 Explore the feasibility of a bond issue to fund historic resource and open space preservation. | Ongoing | LCBC | APB, LCCI, LFT, Preservation PA, HPT |
| 6.2.8 Require compliance with the Secretary of the Interior's Standards for Rehabilitation whenever financial incentives are provided. | Ongoing | State and local agencies | |

Acronyms

| | |
|----------|---|
| APB | Agricultural Preserve Board |
| BIA | Building Industry Association of Lancaster County |
| DCED | Pennsylvania Department of Community & Economic Development |
| DID | Lancaster Downtown Investment District |
| FHA | Federal Housing Administration |
| GIS | Geographic Information System |
| HPT | Historic Preservation Trust of Lancaster County |
| LCAR | Lancaster County Association of Realtors® |
| LCBC | Lancaster County Board of Commissioners |
| LCC | Lancaster County Conservancy |
| LCCI | Lancaster Chamber of Commerce and Industry |
| LC-GIS | Lancaster County Geographic Information System Department |
| LCH | Lancaster County Heritage |
| LCHRA | Lancaster County Housing and Redevelopment Authority |
| LCHS | Lancaster County Historical Society |
| LCPC | Lancaster County Planning Commission |
| LCPC-CP | LCPC Community Planning Division |
| LCPC-ED | LCPC Economic Development Division |
| LCPC-LRH | LCPC Long-Range and Heritage Division |
| LCPC-TP | LCPC Transportation Planning Division |
| LCTDC | Lancaster County Tourism Development Council / Corporation |
| LFT | Lancaster Farmland Trust |
| LYHR | Lancaster-York Heritage Region |
| MCLC | Museum Council of Lancaster County |
| NPS | National Park Service |
| PDA | Pennsylvania Department of Agriculture |
| PDCVB | Pennsylvania Dutch Convention and Visitors Bureau |
| PennDOT | Pennsylvania Department of Transportation |
| PHMC | Pennsylvania Historical and Museum Commission |
| PSU | Pennsylvania State University |
| SACA | Spanish-American Civic Association |
| WIB | Lancaster County Workforce Investment Board |

Conclusion

What's Unique About Our Heritage Why It's Worth Protecting

When residents and visitors picture Lancaster County, they often think of rolling hills of contoured farmland, Amish buggies on country roads, and roadside stands offering fresh produce and shoofly pies. Those who dig a little deeper may think of brick buildings and tree-lined streets in Lancaster City, colorful community fairs, and church bells ringing in the distance.

Of course, Lancaster County is more than that. It is a dynamic, living place full of stories waiting to be told. It is a place where the Amish still produce traditional quilts by hand, African Americans rekindle awareness of a local history that dates to colonial days, and Puerto Ricans celebrate musical and culinary traditions that are distinctly their own. Every story adds to our cultural landscape. Whether people have been here only a year or two, or claim local ties lasting for generations, they contribute to the county's sense of place.

Not surprisingly, the Cultural Heritage Element focuses attention on historic buildings and structures – but it also emphasizes less visible aspects of the cultural landscape. For instance, it is easy to forget that we are surrounded by archeological resources that are still hidden from view. Other aspects of our culture are preserved at heritage sites that celebrate the simple objects and events of everyday life, now and in the past. At home and in dining establishments across the county, residents serve up traditional foods like chicken pot pie, red-beet eggs, and pepper cabbage. All of these things enrich our lives as Lancaster Countians.

Without its historic buildings, working agricultural landscapes, traditional craftsmanship, and cultural diversity, Lancaster County would not be the same kind of community. It is this rare and unique combination of historic and cultural elements that make Lancaster County a special place. Across the nation, few counties can boast the abundance of heritage resources that we have here. While every community has a story to tell, only a handful can claim a heritage that has influenced the development of America as a whole – and Lancaster County is one of these places.

Although every community must grow and change over time, accepting that reality has never required us to throw out the past. Some of the best things about Lancaster County have been here for centuries, and have stood the test of time because someone insisted that they be preserved. Whenever the county appears poised to become Anyplace, USA, concerned citizens from all sectors of the community come to its rescue. This spirit of stewardship has helped to ensure that Lancaster County remains a distinctive, recognizable place.

We have all inherited a legacy from the past, but with that gift comes a responsibility to protect and sustain our sense of place and quality of life for ourselves and future generations. Communities that have lost their soul have trouble attracting new residents and businesses, and have little to offer visitors. Conservation is critical to our future, because we have a precious resource that cannot be reproduced.

Protecting Lancaster County's heritage has benefits that go beyond making it a more beautiful and livable place. Preservation is not just a "feel good" activity – it creates a more sustainable environment. When we find a new use for an old building, we are not only showing respect for the past, but saving energy by recycling. When we teach people to value their own cultural roots and those of their neighbors, we give them the knowledge and confidence necessary to become better citizens. The more we know about each other, the more likely we are to build bridges instead of fences.

At times, Lancaster County residents suggest that things should just be left the way they are. At one time, leaving things alone might have been an effective way to preserve them. Today, we have to do more than allow things to happen – we have to actively pursue solutions that protect and enhance the characteristics we enjoy most about where we live. The risk is not that a few more buildings will be torn down, but that we will become just another stop in a drive-through culture. The easy path is to allow Lancaster County to become more like other communities. Retain-

ing what makes us special is a challenge, but we need to prove that we are up to the task.

What We Need to Do

Just as the natural environment depends on interrelationships between a variety of plants and animals, our cultural environment forms a whole that is greater than the sum of its parts. If we lose one part of what makes us unique, it diminishes our overall identity. We need to work harder to maintain Lancaster County's patchwork quilt of rural landscapes, small towns, and urban fabric. At the same time, we need to ensure that our cultural traditions remain strong. The Cultural Heritage Element provides the vision, goals, and strategies needed to protect and enhance this resource called Lancaster County.

First, we need to become better educated about our heritage resources. We must continue to gather consistent and reliable data that helps us to make informed decisions, and this data should be made available to a wider audience. The more people know about the resources in their care, the more likely they are to appreciate their historic and cultural value. Sometimes, a little understanding is all it takes to convince someone to invest in preservation, rather than demolition.

Heritage initiatives must become an integral part of economic development and revitalization across Lancaster County. Although regulations are one way to encourage conservation, they are only one tool in the toolbox. Preservation policies rarely mandate a particular course of ac-

tion – instead, they give heritage resources a fair chance to survive. While preservation may appear to interfere with short-term gain, it has rarely been shown to impede long-term growth. Rather than lamenting the fact that we do not have an endless supply of buildable land, we must make better use of our existing built environment. Our historic buildings are an asset, not a liability. Lancaster County is the perfect laboratory for teaching the traditional building trades, and we have an opportunity to become a national leader in this area.

Local interest in heritage preservation is growing, but we continue to allow significant, irreplaceable resources to be lost. We sometimes get caught up in the details of implementation, rather than focusing on the end goal. Well-intentioned groups throughout the community have often sponsored a host of unrelated initiatives, rather than working with each other toward a common objective. While some efforts duplicate what is already being done, important aspects of heritage preservation are being ignored.

Finally, we need to do a better job of sharing our heritage with each other, with our children, and with visitors. It is important to find new ways to promote our historic and cultural resources without exploiting them or harming their long-term sustainability. If we want to make a real difference, we must provide financial and educational resources to ensure that our goals are implemented. As we move ahead, we must check our progress frequently and be flexible enough to change course when necessary. Lancaster County's heritage is a unique resource that deserves a place in our future.

Glossary

The terms listed in this glossary are commonly used by the historic preservation community.

Preservation, Restoration, and Rehabilitation

These three terms have been pulled out of sequence and listed as a group because they are often used interchangeably. In fact, however, they describe very different activities.

Preservation

The act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment: however the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

Restoration

The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

Rehabilitation

The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

General Preservation Terms

A

Adaptive Use

The process of converting a building to a use other than that for which it was designed.

B

Built Environment

That portion of the environment that has been created by human efforts

C

Certified Local Government

A local government whose local historic preservation program has been certified by the National Park Service in order to expand and strengthen local historic preservation activities.

Characteristic

Qualities that constitute a character, including those that characterize a landscape; a distinguishing trait, feature or quality; uniqueness, attribute.

Conservation

Planned management of a natural, historic, scenic or cultural resource to prevent exploitation, destruction or neglect.

Cultural Landscape

A geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity or person.

Cultural Properties

Association with cultural practices or beliefs of a living community that are 1) rooted in that community's history and 2) important in maintaining the continuing identity of the community.

Cultural Resource

A building, structure, district, site, or object that is significant in American history, architecture, archaeology, or culture.

D

Design Guidelines

Criteria, locally developed, which identify architectural characteristics of a given area to serve as a guide to help ensure that infill development, additions, and major alterations are consistent those characteristics.

F

Fabric

The physical material or component parts of a building, neighborhood, borough, city, etc. that are interwoven with each other to create a whole.

H

High-Style Architecture

Architect-designed buildings typically meant to embody the characteristics of a particular academic style, such as “Federal” or “Queen Anne.”

Historic District

A geographically definable area – urban or rural, large or small – possessing a significant concentration, linkage, or continuity of sites, buildings, structures and/or objects united by past events or aesthetically by plan or physical development.

Historic District (National Register)

A historic district, as described above, that meets the criteria for inclusion in the National Register of Historic Places. This designation is obtained through a nomination process. There are no regulations associated with listing on the National Register.

Historic District (Locally Regulated)

A historic district, as described above, that has a Historic Architectural Review Board (HARB) regulate changes to buildings within the district. Such regulations are enabled under the Pennsylvania Historic District Act and are enacted in a stand-alone ordinance administered by the HARB.

Historic Conservation District

An area which contains 1) historic properties, 2) buildings having similar

or related architectural characteristics, 3) cultural cohesiveness, or 4) any combination of these. The degree of regulation of a designated conservation district depends on the municipality. Historic Conservation Districts are often used to enact less stringent review provisions than districts regulated by Historic Architectural Review Boards (HARBs). Conservation districts typically focus on issues such as building size, massing, and materials rather than specific architectural features.

Lancaster City has implemented both elements of this two-tiered approach, a HARB to review changes in some districts, and an Historical Commission to review changes in the Heritage Conservation District. While the city’s HARB-regulated districts are relatively small in area, the Historic Conservation District covers most of the area outside those districts, with the exception of territory outside the historic four-square-mile core of the city.

Historic Overlay District

A geographic area, usually a municipality or portion of a municipality, in which an overlay district has been established under the Pennsylvania Municipalities Planning Code for the purpose of imposing regulations on those buildings classified as historic. Such regulations are contained in the zoning ordinance and administered by the zoning officer.

Historic Landscape

An area which has had associated with it an event or series of events of historical note. A historic landscape may also be the visual perception of a particular period of civilization, a way of life, or pattern of living.

Historic Property or Historic Resource

Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion on the national Register, including artifacts, records, and material remains to such a property or resource.

I

Integrity

Authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric period. Historic integrity is a composite of seven qualities: location, design, setting, materials, workmanship, feeling, and association. All seven qualities do not need to be present. Historic integrity enables a property to illustrate significant aspects of its past.

Further Explanation of "Integrity"

All properties change over time. The retention of integrity depends upon the nature and degree of alteration of change. It is not necessary for a property to retain all the physical features or characteristics that it had during its period of significance. However, the property must retain the essential physical features that enable it to convey its past identity or character and therefore its significance. The principal test to establish whether a property retains integrity is to ask whether or not the property still retains the identity or character for which it is important.

[The definitions above are taken from "National Register Bulletin 16A" published by the National Park Service and the booklet entitled "How to Complete the Pennsylvania Historic Resource Survey Form," published by the Pennsylvania Historical and Museum Commission.]

Interpretation

The educational methods by which the history and meaning of historic sites, buildings, objects, districts, and structures are explained by use of docents, leaflets, tape recordings, signs, film and other means.

Intrusion

A feature (land and water form, vegetation, or structure) that is generally considered out of context with the characteristic landscape.

L

Landscape

A view or vista of land in which natural and built environments are sometimes combined.

Landscape Character

The arrangement of a particular landscape as formed by the variety and intensity of the landscape features and the four basic elements of form, line, color and texture. These factors give the area a distinctive quality that distinguishes it from its immediate surroundings.

Local Government

A city, county, township, or borough.

M

Material Culture

Everyday objects of the past which are modified over time.

N

National Register of Historic Places

A list of historic places composed of districts, site, buildings, structures, and objects significant in American history, architecture, archaeology, engineering, and culture. The National Register is maintained by the National Park Service (NPS) with assistance from State Historic Preservation Offices (SHPOs) including the Pennsylvania Historical and Museum Commission (PHMC).

P

Preservation or Historic Preservation

Includes identification, evaluation, recordation, documentation, curation, acquisition, protection, management, rehabilitation, restoration, stabilization, maintenance, research, interpretation, conservation, and education and training regarding the foregoing activities, or any combination of the foregoing activities.

Q

Quality of Life

A measure of the enrichment of life, as determined through the experience of art, music, natural beauty, history, design, recreation, etc. It may also be the measure of our sense of security as determined by crime rates, level of educational quality, or the economy.

R

Regulation

A rule or order having the force of law issued by an executive authority of a government.

S

Sense of Place

The sum total of those parts which give a particular site, area, or neighborhood a distinctive character unique to its locality. The feeling associated with a location, based on a unique identity and other memorable qualities.

Streetscape

A view or vista of a specific street, the distinguishing characteristics of which are created by the width of the street and sidewalks, their paving materials and color, the design of street furniture, the potential use of plant materials such as trees and shrubs, and the setback, mass, proportion and scale of those buildings which enclose the street.

T

Townscape

View or vista of land comprised of a distinctive relationship of buildings, spaces, materials, and textures which create an atmosphere, scale, and image. (See also Urban landscape).

U

Urban Landscape

View or vista of land comprised of elements of the built environment, usually of a high density, sometimes referred to as a cityscape. (See also Townscape).

V

Vernacular Architecture

Commonplace, everyday buildings that comprise the bulk of the built environment. These buildings are often planned and/or built by those who use them.

Visual Pollution

Term applied to intrusions in the man-made or natural environment which are generally considered offensive to the sight.

Viewshed or Viewscape

Geographic area composed of land, water, biotic, and cultural elements which may be viewed and mapped from one or more viewpoints and which has inherent scenic qualities and/or aesthetic values as determined by those who view it.

Heritage Preservation Toolbox

Legal Basis for Historic Preservation

The historical and cultural foundations of the nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people.

– National Historic Preservation Act of 1966

Federal Role

The earliest efforts of the federal government to protect historically significant sites can be traced to the establishment of Yellowstone National Park in 1872. Since that time, the U.S. Congress has passed a variety of preservation-related laws and created several new agencies.

Antiquities Act of 1906

Authorized the President to set aside and designate as National Monuments historic and prehistoric structures, and other objects of historic or scientific interest that are situated on lands owned or controlled by the federal government.

National Park Service (NPS)

Created in 1916 as a bureau within the U.S. Department of the Interior. The NPS was made responsible for the national parks and monuments in existence at that time as well as those that may be created in the future. Today, it is also responsible for maintaining the National Register of Historic Places.

Historic Sites Act of 1935

Passed by Congress to create a national policy to preserve for public use historic sites, buildings, and objects of national significance. To further the policy set forth in this act, Congress created a charitable, educational, and non-profit corporation known as the National Trust for Historic Preservation.

Archeological and Historic Preservation Act

Enacted in 1960 to provide for the preservation of historical and archeological data that might

otherwise be lost or destroyed as the result of federal (that is, federally funded or licensed) projects.

National Historic Preservation Act of 1966 (NHPA)

Passed largely in response to the destructive effects of urban renewal, highway construction, and other federal projects during the postwar era. This comprehensive historic preservation legislation built upon existing federal programs and created new historic preservation tools that went beyond federally owned parks, museums, and monuments.

36 CFR 800 of this Act authorizes the process commonly called “Section 106.” This process is engaged when a finding is made that a federal undertaking will have a negative effect on an historic resource. This federal statute may come into play when municipal actions are funded or licensed by federal and state programs. Stream crossing permits are one example. The National Historic Preservation Act also has provisions that apply to state governments, as detailed below.

State Role

The people have the right to clean air, pure water, and to the preservation of the natural, scenic, historic and aesthetic values of the environment.

– Constitution of the Commonwealth of Pennsylvania

National Historic Preservation Act of 1966 (State Provisions)

This act created uniform regulations for state preservation programs across the United States. It required each state to:

- Establish a State Historic Preservation Office (SHPO) administered by a State Historic Preservation Officer;
- Create a preservation plan;
- Conduct a survey of historic properties and maintain inventories of these properties;

- Administer the National Register program within their state with the oversight of a State Review Board; and
- Cooperate with federal and state agencies to ensure that historic properties are taken into consideration at all levels of planning.

Constitution of the Commonwealth of Pennsylvania

The Environmental Rights Amendment of 1971 was passed by Pennsylvania voters by a 4-to-1 margin, and it is now included in the state constitution as Article I, Section 27:

“The people have a right to clean air, pure water, and to the preservation of the natural, scenic, historic and aesthetic values of the environment. Pennsylvania’s public natural resources are the common property of all the people, including generations yet to come. As trustee of these resources, the Commonwealth shall conserve and maintain them for the benefit of all the people.”

Pennsylvania History Code of 1988 (Title 37 of the Pennsylvania Consolidated Statutes, Chapter 5)

This code is the basis for the practicable legal implementation of the Environmental Rights Amendment of the Pennsylvania Constitution of Pennsylvania, discussed above.

- Delineates the powers and duties of the Pennsylvania Historical and Museum Commission (PHMC);
- Establishes membership, terms, and duties of the Historic Preservation Board;
- Establishes guidelines for state assisted, permitted, or contracted projects that may affect archeological or historic resources; and
- Establishes procedures for state interagency cooperation relating to the preservation of historic resources under their ownership or control.

One of the code’s key provisions is the following section:

- § 512. Enforcement of historic preservation laws and policies.

"The Attorney General, the commission, any political subdivision, person, or other legal entity may maintain an action in an administrative tribunal or court for the protection or preservation of any historic resources in this Commonwealth."

This paragraph has been interpreted to give standing to any person to petition government for better protection of historic resources and to take legal action if their petition is rebuffed, delayed, or ignored.

Pennsylvania Historic District Act (Act 167)

This act, which was passed by the Pennsylvania Legislature in 1961:

- Authorizes creation of historic districts;
- Provides for the appointment of Historical Architectural Review Boards; and
- Empowers governing bodies "to protect the distinctive historical character of these districts and to regulate the erection, reconstruction, alteration, restoration, demolition, or razing of buildings within historic districts."

Pennsylvania Municipalities Planning Code (PMPC or MPC)

This code was enacted by the state legislature in 1968 to empower municipalities “to plan their development and to govern the same by zoning, subdivision and land development ordinances, planned residential development, and other ordinances. . .” An August 2000 amendment to the MPC included significant changes to strengthen the protection of Pennsylvania’s natural and historic resources. The MPC now includes the following language related to historic preservation:

- § 603(b)(5): “Zoning ordinances...may permit, prohibit, regulate, restrict and determine protection and preservation of natural and historic resources and prime agricultural land and activities.”
- § 603(g)(2): "Zoning ordinances shall provide for protection of natural and historic features and resources."

- § 604: "The provisions of zoning ordinances shall be designed: (1) to promote, protect and facilitate . . . preservation of the natural, scenic, and historic values in the environment. . ."
- § 605(2)(vi) authorizes the classification of zoning provisions "for the regulation, restriction, or prohibition of uses and structures at, along, or near . . . places having unique historical, architectural, or patriotic interest or value. . ."
- § 605 also allows the creation of overlay zones that facilitate application of specific regulations to specific classes of buildings that may be dispersed.

relative historic significance. The process of evaluating resources should follow the example set by municipal ordinances that have been recognized as establishing a legal basis for preservation planning;

- Regulate demolition of historic buildings and structures, including demolition by neglect;
- Educate property owners in the appropriate repair, rehabilitation, and restoration of historic properties;
- Guide the construction of new buildings in or near neighborhoods or areas that have been determined to possess a concentration of historic buildings, such as a local historic district or an historic district listed in or eligible for the National Register of Historic Places.

Local Role

Federal and state governments can create legal authorization for local programs, and provide technical assistance and incentives, but they cannot initiate preservation activities at the local level. There are 2,566 municipalities in Pennsylvania, and 60 municipalities in Lancaster County. Each of these municipalities has its own zoning ordinance. To date, 13 municipalities have implemented some sort of historic preservation regulations under the MPC. These regulations vary widely in their application and effectiveness. Three municipalities have enacted Historic Districts under Pennsylvania Act 167.

As a result of a Pennsylvania Municipalities Planning Code (MPC) amendment enacted in 2000, all Pennsylvania counties are required to "identify a plan for historic preservation" [Section 301(7)(b)(2)]. To this end, the Lancaster County Planning Commission prepared this Cultural Heritage Plan to serve as a blueprint for the public, private, and non-profit sectors to protect the county's heritage resources.

Based on year 2000 amendments to the MPC, municipal zoning ordinances should include provisions to:

- Define historic and cultural resources;
- Conduct an inventory of all buildings, structures, and sites; catalogue their physical features; and determine their

Municipal Implementation Process

Assessment

The assessment of the historic resources is essential to the development of a plan for protecting these resources at the municipal level. To begin this process, a municipality should consider retaining a preservation consultant or other preservation professional to prepare Pennsylvania Historic Resource Survey Forms or to oversee the completion of these forms by local volunteers. It is important that the consultant work with local volunteers who are interested in and knowledgeable about local people, places, and events. While architectural significance can be often be determined visually, historic significance is more illusive, and local input can be invaluable.

In an effort to keep costs manageable, the Lancaster County Planning Commission (LCPC) provides the following technical assistance:

- Large-scale maps showing roads, parcels, and building footprints;
- An electronic database format from LCPC or the Pennsylvania Historical and Museum Commission (PHMC);

- Parcel account numbers and ownership information; and
- A list of possible funding sources available to municipal governments to fund historic resource surveys.

The historic resource database format, which is designed in the Microsoft Access computer program, contains all the same fields of information that appear on the paper version of the Pennsylvania Historic Resource Survey Form. This database format is compatible with PHMC's database of historic resources throughout Pennsylvania, as well as with LCPC's database of historic resources in Lancaster County. LCPC can import the data into the Lancaster County GIS (digital mapping system) to create a historic resource "layer" for planning purposes. The information is also made available to the public.

Section 605 of the Pennsylvania Municipalities Planning Code (MPC) states:

The provisions of all zoning ordinances may be classified so that different provisions may be applied to different classes of situations, uses and structures and to such various districts of the municipality as shall be described by a map made part of the zoning ordinance.

Historic resources, when identified in a comprehensive survey, form a "class" of resources. This class may be further divided into smaller groups, for example, Class I, Class II, and Class III.

- **Class I** buildings retain a high degree of historic or architectural integrity, and/or they are historically significant on a local, state, or national level.
- **Class II** buildings are the "fabric" of the community, the commonplace buildings where people live and work. These buildings comprise the bulk of the built environment. As such, they play an important role in defining community character.
- **Class III** buildings have lost much of their historical significance due to extensive alterations or other factors.

The classification of historic resources is a helpful tool in identifying the character-defining features of a community – the elements that make it a distinct and recognizable place. If the municipality is largely rural, then agricultural buildings may be a key element – or perhaps a linear village that developed around an early hotel. If the municipality is mostly urban, its character-defining features may be a downtown commercial district, industrial buildings, or neighborhoods.

After historic resources have been identified and classified, the next step is to identify current and future threats, if any exist. Is commercial or residential development encroaching on significant historic resources? Are road improvements or bridge replacements being considered? Are historic resources being demolished or abandoned by their owners? Identifying these threats allows a municipality to make informed decisions about the planning process for historic resources.

Next, evaluate the municipal comprehensive plan. Does it address historic resources? If so, is the discussion adequate? Is the preservation of historic resources stated as a municipal goal? If not, the comprehensive plan may need to be updated to comply with the requirements of the Municipalities Planning Code (MPC) as amended in 2000.

Protection

Municipal comprehensive plans establish a vision for the future. They contain policy statements, goals and objectives, as well as implementation strategies. The MPC requires municipal comprehensive plans "to identify a plan for the protection of natural and historic resources. . ." [MPC, Article III, Section 302(6)].

Ideally, the comprehensive plan is prepared first, and the classification of historic resources is identified as one of the implementation strategies. Oftentimes, however, interest in conducting an historic resources survey results from a threat to a specific resource, instead of a specific commitment to implement preservation policies. If a survey is conducted after the comprehensive plan is adopted, the municipality should adopt an

update to the comprehensive plan. This update would acknowledge the survey, the threats that inspired it, the reasons why such threats must be curtailed, and the reasons why historic resources must be protected.

After resources have been inventoried, evaluated, and classified, the number and types of resources and the role they play in defining community character will be more evident. There are two ways to protect historic resources in Pennsylvania:

- An **overlay zone** enabled by the MPC. These zones are appropriate when resources are dispersed.
- An **historic district** enabled by the Pennsylvania Historic District Act (Act 167). Generally, Act 167 is best applied where there is a dense concentration of resources.

It is also possible to use both types – for example, a rural township with a village of 18th- and early 19th-century buildings might use Act 167 for the village and the MPC overlay for the balance of the municipality. Again, those decisions are made locally.

MPC Historic Overlay Zone

Zoning, subdivision, and land development ordinances, which are enabled by the MPC, are the documents that implement the policies established in the comprehensive plan. As a result, the regulations contained in these documents should reflect the municipality's goals and objectives. If the municipality's ordinances do not complement the comprehensive plan, then the plan and/or the ordinances may need to be updated.

The existing zoning ordinance should be carefully examined to identify disincentives or conflicts with the preservation goals stated in the comprehensive plan. For example, if parking requirements result in the demolition of historic buildings, the municipality may want to consider alternatives.

The next step is to protect historic resources through regulation. Section 603(b) of the MPC says that zoning ordinances may permit, prohibit, regulate, restrict and determine:

- (2) size, height, bulk, location, erection, construction, repair, maintenance, alteration, razing, removal, and use of structures; and
- (5) the protection and preservation of natural and historic resources.

The actual regulations are developed at the local level and adopted by local officials after a public process in exactly the same manner as other zoning regulations. Regulations could create a demolition review procedure; allow certain uses by right or conditional use, specifically to encourage adaptive reuse of historic buildings; review certain types of alterations; and review infill construction.

Regulations may be as stringent or as lenient as desired. It is even possible to have different regulations for the different classes of buildings identified in the survey. These are local decisions. Regulations should protect the character of the municipality and implement the goals and strategies in the comprehensive plan. Regulations should be cross-referenced in the subdivision and land development ordinance, so that historic buildings are taken into consideration whenever development occurs.

Regulations adopted under zoning are administered by the zoning officer unless otherwise specified through conditional use or special exception. Many municipalities designate another body to serve as a resource to the zoning officer, because the zoning officer may not live in the community and may not be knowledgeable about the history or architecture of the community. This body could be the local historical society, the planning commission, or a new group created by ordinance or resolution. It would review proposed activities and provide information and recommendations in a written report to the zoning officer, the governing body, or the Zoning Hearing Board.

Call it what you will: Historical Commission, Heritage Task Force, or Historical Society. The name is not as important as its advisory function. The MPC is silent on the formation of advisory groups like this, but the general powers conferred upon municipalities by the Commonwealth's borough and township codes authorizes govern-

ing bodies to “make and adopt all ordinances, bylaws, rules and regulations deemed necessary for the proper management and control of the township in order to maintain good government and protect the safety and welfare of its citizens.”

Act 167: The Pennsylvania Historic District Act

The Pennsylvania Historic District Act focuses on creating historic districts rather than identifying individual resources. An historic district is a specific area, such as a neighborhood or a commercial district, which PHMC has certified as being historic. Municipalities may adopt regulations concerning the erection, reconstruction, alteration, restoration, demolition, or razing of any building, in whole or in part, within the historic district. These regulations are applied to all buildings within the district, rather than to a class of buildings across the municipality, as might be the case under the MPC. A local Historical Architectural Review Board (HARB) is established to make recommendations to the governing body. The governing body still makes the final determination whether to approve any proposed activity, approve it with conditions, or deny it altogether. A HARB is an appointed body that must include a building official, an architect, and a real estate broker among its members.

The Lancaster County Planning Commission provides technical assistance to municipalities to help them determine which enabling legislation is most appropriate – in other words, which of Pennsylvania’s two ways to preserve historic resources will work best to meet their needs. LCPC staff can help municipal officials to develop appropriate regulations based upon the goals they have set for their municipality. Whether regulations already exist or are being adopted, it is important to enforce them consistently, in the same manner as other zoning regulations are enforced.

Municipalities may also want to consider adoption and enforcement of property maintenance codes. These codes help to prevent demolition by neglect. Design guidelines are another tool that municipalities can use to ensure compatible infill in urban areas and sensitive development in rural areas. These guidelines can also be helpful to property owners who are considering major additions or alterations.

Lancaster City and boroughs throughout the county, especially those with downtown retail areas, may want to consider adopting the Main Street Program to stimulate downtown commercial retail activity. Since most of Lancaster County’s downtowns date from the mid to late 19th century (1800s), they have a special architectural and historical character that can be used to attract residents and visitors. The Elm Street Program is another opportunity for reinvestment in neighborhoods adjacent to downtown areas. There are a number of incentive programs associated with the rehabilitation of historic commercial properties. LCPC staff can provide information and technical assistance relative to these programs.

Municipalities also have the opportunity to partner with LCPC and other agencies and organizations to promote heritage tourism. Not every community in Lancaster County is looking to increase tourism, but those that are can work with local and regional partners to develop sensitive and sustainable approaches. Interpretive and commemorative signage is another option for municipalities that want to recognize the value of local heritage resources.

Becoming familiar with the International Existing Building Code is critical, because it provides relief from provisions that may damage the integrity of historic buildings. This code was adopted in 2004 as part of Pennsylvania’s Uniform Construction Code (UCC), and is still being refined by amendments. Code enforcement officers throughout the county should all be on the same page regarding the regulations for historic buildings – and that is currently not the case. A unified process should be developed to streamline the permitting process and encourage adaptive reuse.

Funding tools currently exist for certain types of preservation activities, but they are generally inadequate to the task, and do not cover many situations. LCPC staff can provide information to municipalities about possible funding sources.

Recognition and Celebration

Municipalities should encourage property owners to pursue the listing of their properties in the National Register of Historic Places. The

National Register is this nation's list of buildings, structures, objects, and districts important in our nation's history. It is a prestigious designation and there are no regulations of any type associated with it. This designation reflects positively not only on the property or district, but also on the municipality as a whole.

Municipalities should also encourage and work with local historical groups and organizations to promote heritage resources. These groups collect information on local people, places, and events that help to define community character. Since many of these organizations are non-profits run by volunteers, they need local government support to prepare and publish commemorative books, display local historical artifacts, maintain records on historically and/or architecturally significant properties, cemeteries, churches, and other resources.

Another way to recognize and celebrate heritage resources is to plan activities and events that celebrate local history and culture. These could range from periodic public meetings where presentations on local history are made, to parades, to working with local scout and school groups, to fairs and festivals and so on. Another way to promote historic preservation is through dissemination of information about the history of the municipality, the region, particular properties, people or events. These could appear in the municipal newsletter, the local shopper's news, and/or in a historical society publication. Often residents are unaware of local history.

There are many more things that individuals and municipalities can do to recognize and celebrate the heritage of their community. The key lies in understanding that historic resources are often hidden assets that can benefit municipalities in a variety of ways.

Economic Benefits of Heritage Preservation

Economic impact is generally measured in three ways: jobs created, increase in household income, and demand created on other industries. Very few of the 500 or so categories of economic activity have as potent a local impact, balanced

among these three criteria, as does the rehabilitation of historic buildings.

- Donovan D. Rypkema, from *The Economics of Historic Preservation: A Community Leader's Guide, 2nd ed.* National Trust for Historic Preservation, 2005.

Heritage preservation has long been understood as an effective approach for maintaining a community's sense of place. In recent years, however, planners have begun to study the economic benefits of historic preservation. These studies prove that "preservation pays" by stimulating community revitalization. Donovan Rypkema is one of the nation's foremost authorities in documenting the economic benefits of historic preservation. His work has shown that preservation is not just a backup strategy for communities pursuing economic growth. In fact, historic preservation is economic development.

Preservation-related policies and planning initiatives promote the material welfare of communities by increasing property values, creating additional jobs, providing additional financing tools, and attracting tourism. Rehabilitation and reinvestment in historic buildings also minimizes infrastructure costs associated with new development. As Rypkema notes in *The Economics of Historic Preservation*, it often takes only one or two rehabilitated properties to spur the rebirth of a neighborhood, because "investment by others . . . reduces the risk of reinvesting in one's own property." Just as vacant and neglected buildings can reduce property values, rehabilitated buildings can raise them. Investors are more likely to finance preservation projects when the value of adjacent properties is increasing.

Main Street Program

Concerned about continuing threats to traditional commercial architecture in economically declining downtowns across America, the National Trust for Historic Preservation launched the Main Street Project in 1977. This three-year initiative was designed to study the reasons why downtowns were dying, identify the factors that affect their health, and develop a comprehensive

revitalization strategy to save historic commercial buildings. This strategy later became known as the Main Street “Four-Point Approach” to downtown revitalization, a methodology that combines historic preservation with economic development to restore prosperity and vitality to central business districts. Four principles are emphasized in the Main Street approach:

The Main Street Four-Point Approach

1. Design;
2. Economic restructuring;
3. Promotion; and
4. Organization.

The Main Street approach empowers local communities to promote economic development within the context of historic preservation. Revitalization efforts focus on the unique assets of traditional commercial districts: distinctive architecture, a pedestrian-friendly environment, personal service, local ownership, and a sense of community. Since the program has an historic preservation focus, building rehabilitation projects funded through Main Street grants typically require grant recipients to follow the Secretary of the Interior’s Standards for Rehabilitation. These standards are discussed in more detail in the “Goals” chapter of this plan.

Every Main Street program is unique, because it is a grassroots effort designed to meet local needs and capitalize on local opportunities. Main Street programs can be housed by a variety of different organizations, depending on what works best in the local community. In some cases, these programs are managed by a free-standing non-profit organization. They can also be housed within a local government, chamber of commerce, community development corporation, merchants association, special taxation district, or downtown development authority.

The National Trust Main Street Center was created in 1980. At that time, the Center launched a second demonstration program focusing on six states including Pennsylvania. Today, there are more than 40 state-, county-, and city-wide Main Street programs among more than 1,200 Main Street programs across the country.

In Pennsylvania, the Main Street program is administered by the Pennsylvania Department of Community and Economic Development (DCED) and the Pennsylvania Downtown Center (PDC), a private non-profit community development organization. Three Main Street programs are currently active in Lancaster County: Elizabethtown Main Street, in Elizabethtown Borough; Downtown Ephrata, Inc., in Ephrata Borough; and Main Street Mount Joy, in Mount Joy Borough. Through a group called “Venture Lititz,” Lititz Borough is also working toward Main Street designation.

Elm Street Program

Across the country, many Main Street areas are surrounded by distressed neighborhoods that continue to struggle despite hard work on the part of downtown advocates. In 2004, the Commonwealth of Pennsylvania launched a new program designed to build upon the successes of Main Street programs across the state. This new program, “Elm Street,” focuses on revitalizing residential corridors near downtown commercial districts. The premise is that downtown commercial areas are more appealing to residents and visitors if the adjacent neighborhoods are also vibrant.

Elm Street follows a five-point approach, similar to the Main Street four-point approach.

The Elm Street Five-Point Approach

1. Clean, safe, and green;
2. Neighbors and economy;
3. Design;
4. Image and identity; and
5. Sustainable organization.

As with the Pennsylvania Main Street program, the Elm Street program is administered by the Pennsylvania Department of Community and Economic Development (DCED) and the Pennsylvania Downtown Center (PDC). PDC is responsible for providing assessment, training, and technical assistance to Elm Street communities. Over time, PDC will monitor the program and advise DCED and state leaders on the program’s progress. PDC’s role includes:

- Connecting Elm Street communities with resources beyond the state’s program, such as foundations, implementation partners, or non-profits with complementary missions and programs;
- Acquiring and redistributing grant funds for targeted issues; and
- Linking communities with real estate development assistance.

Through the Elm Street Program, grants are available for planning, technical assistance, and physical improvements. Applicant communities generally pursue Elm Street grants and designation in this order:

1. Planning Grants – To be eligible for eventual designation, communities must have a plan that addresses all five points of the Elm Street approach. Communities with recent plans that do not quite meet Elm Street requirements can apply for grants to augment existing plans to meet those requirements. Communities with DCED-approved eligible plans may forgo the planning grant and apply directly for designation.
2. Elm Street Designation – To apply for designation, applicant communities must submit an application form and an Elm Street plan. Most applicants will complete an Elm Street Plan with an Elm Street planning grant, but other communities may submit plans created without Elm Street funding. One of the primary benefits of formal designation as an Elm Street community is funding for administrative and staffing needs, including support for an Elm Street Manager position.
3. Residential Reinvestment Grants – These grants provide funds for such activities as facade and streetscape improvements, and rehabilitation and reuse of existing buildings. Although Elm Street designation is not currently required for grant eligibility, the grants are generally targeted to Elm Street communities. As more Elm Street communities are designated, however, it will become more difficult for non-designated neighborhoods to acquire these funds.

Two Elm Street grants have been awarded to initiatives in Lancaster City:

- The Historic Southeast Neighborhood; and
- The North Neighborhood within the James Street Improvement District (JSID).

Elm Street Historic Southeast Neighborhood

This program focuses on the southeast part of Lancaster City, and especially on Howard Avenue, which runs northeast to southwest between King and Queen Streets. Some of Lancaster’s oldest houses are located on this street, because it was one of the first parts of the city to be settled.

With an Elm Street grant, a non-profit community development organization called the Inner City Group started a facade improvement program. This project began with repainting and porch repairs, but may later include brick sidewalks and underground utilities. The focus of the effort is two blocks of Howard Avenue between Shippen and Lime Streets, but this may later expand to include the 200 and 300 blocks of East King Street. A landscaping project is also planned for Mifflin Street.

Other partners in this project include Bethel African Methodist Episcopal (AME) Church, East King Street Improvement District, and Center City Neighborhood Enhancement Corporation, a stand-alone community development corporation created with the help of Trinity Lutheran Church.

Elm Street North Neighborhood

This program focuses on the central and northern parts of Lancaster City between Clipper Magazine Stadium and Lancaster General Hospital. The area included in this program extends roughly from Prince to Christian Streets (west to east) and from Ross to Lemon Streets (north to south) in the northern and central portions of Lancaster City.

The Elm Street North Neighborhood is just one part of a larger area that is the focus of the James Street Improvement District (JSID), a non-profit community development organization. This district includes most of the city north and northwest of the downtown area, including the

campus of Franklin & Marshall College. JSID was created in 2003 by a consortium including local businesses, Franklin & Marshall College, and Lancaster General Hospital. JSID's mission is to build effective partnerships to maintain a clean and safe environment and to promote, plan, and advocate for a growing, diverse, urban community in Northwest Lancaster.

JSID serves as coordinator for the North-Central Elm Street Program. To date, Elm Street funds have helped JSID to operate a facade improvement program. As of July 2006, nearly 60 properties had participated in the matching grant program, representing nearly \$400,000 in improvements.

Heritage Tourism

Tourism is one of Lancaster County's largest industries, second only to agriculture, and heritage tourism is the fastest growing segment of the tourism industry. To focus and direct the development of this important economic tool, the Lancaster County Board of Commissioners adopted the Lancaster County Strategic Tourism Development Plan in June 2005. This document was the county's first tourism plan, and the first in the state to be adopted as an official element of a county comprehensive plan.

Heritage tourism is recognized as a key economic development tool in Pennsylvania. As the fourth-most visited state in the nation, Pennsylvania draws approximately 126 million visitors annually. The total impact of travelers on the state's economy is approximately \$34 billion a year and provides more than 563,000 jobs. According to *Historic & Cultural Traveler* magazine, visitors to historic communities:

- Stay longer – an average of 4.7 nights, versus 3.4 nights for other travelers; and
- Spend more – approximately \$623 per stay, versus \$457 for other travelers.

Based on this evidence and other factors, heritage tourism has become a priority for state agencies including the Pennsylvania Historical and Museum Commission (PHMC), the Pennsylvania

Department of Community and Economic Development (DCED), and the Pennsylvania Department of Conservation and Natural Resources (DCNR). It has also become a focus for regional organizations such as the Lancaster-York Heritage Region and Tourism Promotion Agencies such as the Pennsylvania Dutch Convention and Visitors Bureau, which promotes attractions in the Lancaster County area. The Commonwealth's Historic Preservation Plan states that economic development and preservation initiatives that encourage heritage tourism make good economic and practical sense.

Lancaster County first became involved in heritage tourism as a pilot of the Pennsylvania Heritage Tourism Initiative in 1994. This program was also sponsored by the National Trust for Historic Preservation. At the conclusion of the pilot, the County of Lancaster joined with local partners including the Pennsylvania Dutch Convention and Visitors Bureau and Historic Preservation Trust of Lancaster County to continue this effort through a program called *Lancaster County Heritage*. Since that time, over 100 Heritage Sites, Services, and Events that meet the program's rigorous authenticity guidelines have joined the program. Several maps and guides highlight these resources by encouraging visitors to follow designated tour routes.

As consultant to the Lancaster-York Heritage Region, the Lancaster County Planning Commission also expanded the types of resources included in the program, and helped to create a sister program in York County. Public response to *Lancaster County Heritage* has been overwhelmingly responsive, leading to several state and national accolades.

Federal Historic Preservation Tax Incentives

Two federal tax incentive programs currently apply to preservation activities: the Rehabilitation Investment Tax Credit (RITC) and the Charitable Contribution Deduction. The RITC effectively reduces the costs of rehabilitation to an owner of an income-producing historic property. The charitable contribution deduction

is a donation of the historic value of a structure and is available to owners of income-producing properties as well as private residences.

Rehabilitation Investment Tax Credit (RITC)

RITCs are the most widely used federal historic preservation tax incentive program. Certain expenses incurred in connection with the rehabilitation of an old building are eligible for a tax credit. RITCs are available to owners and certain long-term leases of *income-producing properties*. There are two rates: 20 percent for an historic building and 10 percent for a non-historic building. Each rate has different qualifying criteria.

To be eligible for a 20 percent tax credit:

- The building must be listed in the National Register of Historic Places, either individually or as a contributing building within a district or is a contributing building to a Certified Local District (a local historic district that has been certified by the National Park Service).
- The building must be used for income-producing purposes.
- Rehabilitation work must be undertaken according to the Secretary of the Interior's Standards for Rehabilitation.
- The project must meet the "substantial rehabilitation test" – the amount of money to be spent on the rehabilitation must be greater than the adjusted basis of the building, or \$5,000, whichever is more.
- Generally, projects must be finished within a 24-month period.
- After rehabilitation, the building must be owned by the same owner and operated as an income-producing property for 5 years.

Two government agencies must review the project: 1) the State Historic Preservation Office (SHPO) and 2) the National Park Service (NPS). In Pennsylvania, the Bureau for Historic Preservation within the Pennsylvania Historical and Museum Commission (PHMC) serves as the SHPO. Working in partnership with the United States Department of Interior, PHMC carries out the mandates of the federal Historic Preservation Act, as amended, and works with local commu-

nities to preserve the historical, architectural, and archaeological resources of Pennsylvania.

The owner submits the application forms to the Bureau for Historic Preservation, where they are reviewed and passed on to the NPS for review, comment, and final certification decision.

The application is a three-part process:

- Part 1 – Documents that the building is a certified historic structure and is eligible to receive the tax credit. Buildings that are individually listed in the National Register are automatically designated as certified historic structures.
- Part 2 – Explains the scope of the rehabilitation work. This documentation should be filed before work begins.
- Part 3 – The final part, called a Request for Certification of Completed Work, documents the completed work and proves to the U.S. Internal Revenue Service that the rehabilitation is "certified." PHMC staff provide ongoing technical assistance throughout the application process. To ensure the best results, PHMC staff encourage the sponsors of potential tax-credit projects to contact staff as early as possible in the process.

To be eligible for a 10 percent tax credit:

- The building must be built before 1936 and be "non-historic." That is, not listed in or determined eligible for the listing in the National Register of Historic Places, either individually or as a contributing building within a district.
- The building cannot be used for rental residential purposes.
- The building must meet the wall retention requirement – retaining 50 to 75 percent of the external walls and retain 75 percent of the internal structural framework.
- The project must meet the "substantial rehabilitation test" – the amount of money to be spent on the rehabilitation must be greater than the adjusted basis of the building, or \$5,000, whichever is more.

- Generally, projects must be finished within a 24-month period.
- After rehabilitation, the building must be owned by the same owner and operated as an income-producing property for 5 years.

For the 10 percent tax credit, rehabilitation work is not subject to review by any state or federal agency. If the above criteria are met, the 10 percent rehabilitation credit can be claimed as an investment credit on an owner's federal income tax return.

Numerous projects throughout Lancaster County have received Rehabilitation Investment Tax Credits. Many of them are located in the City of Lancaster, where recent projects have included:

- A.K. Mann Tobacco Warehouse, North Prince Street – now Prince Street Center, home of the Brickyard Restaurant and other businesses
- Steinman Hardware Building, West King Street – now the Press Room Restaurant and offices
- Hamilton Watch Company, Columbia Avenue – now Clock Towers Condominiums
- Folmer, Clogg & Company Umbrella Factory, West King Street – now the Umbrella Works
- Edward McGovern Tobacco Warehouse, North Plum Street – now the Lancaster Brewing Company
- Basch & Fisher Tobacco Warehouse, New Holland Avenue – now the home of Scheffey Integrated Marketing and other businesses

Charitable Contribution Deduction

The charitable contribution deduction is taken in the form of a conservation easement and enables the owner of a "certified historic structure" to receive a one-time tax deduction. A conservation easement usually involves the preservation of a building's facade by restricting the right to alter its appearance. If you would like to see your building preserved for future generations and/or you could benefit from a significant tax

deduction, a conservation easement is something to consider. Qualified professionals should be consulted on the matter of easement valuations and the tax consequences of their decision.

To be eligible for the charitable contribution deduction:

- The property must be listed in the National Register of Historic Places, either individually or as contributing building within an historic district. Buildings that are individually listed are automatically designated as certified historic structures.
- Buildings within National Register Historic Districts must have a Part 1 application reviewed by the Pennsylvania Historical and Museum Commission (PHMC) and certified by the National Park Service.

Additional information, tax application forms, and instructions are available from PHMC's Bureau for Historic Preservation. Please contact Bonnie Wilkinson Mark, Preservation Services Division, 717-787-0772. As with any tax law, there are restrictions which may affect an applicant's eligibility for these tax benefits, so it is important to seek the advice of a tax consultant.

New Markets Tax Credit Program

The federal government created the New Markets Tax Credit Program in 2000 to stimulate long-term investment in the economic development of low-income communities. The U.S. Treasury Department's Community Development Financial Institutions (CDFI) Fund and the Internal Revenue Service (IRS) administer the NMTC program.

Unlike other tax credits created to benefit low-income communities by addressing housing, this tax credit is aimed at businesses. The hope for the NMTC is that it will generate new investment capital over a seven-year period from private companies and individual investments for businesses in low- and moderate-income communities. Increasing the flow of private capital into low-income areas is the primary objective of the NMTC program. The investment capital generated through the program will give businesses in

under-served communities the ability to weather temporary economic downturns and to expand in economic upturns. Investors in the program's Community Development Entities (CDEs) will receive a credit against their federal income taxes that may reach as high as 39 percent over the seven-year period.

An organization wishing to receive awards under the NMTC Program must be certified as a CDE by the Community Development Financial Institutions Fund. To qualify as a CDE, an organization must:

- Be a domestic corporation or partnership at the time of the certification application;
- Demonstrate a primary a mission of serving, or providing investment capital for, low-income communities or low-income persons; and
- Maintain accountability to residents of low-income communities through representation on a governing board of or advisory board to the entity.

More information about this program is available from the Economic Development Division of the Lancaster County Planning Commission.

Easements

Historic preservation easement programs are another tool to promote the rehabilitation of historic buildings. An easement is a voluntary legal agreement that protects the easement holder's right to certain uses of a property without acquiring the property in fee simple. Although some easements include nothing more than the right to use a driveway or service a telephone pole, they can also protect a significant feature of a property, such as an historic building, archeological site, or scenic view. An easement may apply to any part of a property identified under its terms – inside or out. If the easement is donated, the property owner may qualify for a federal income tax deduction equivalent to the value of the rights restricted by the easement.

The purpose of an easement is to ensure that the protected aspect of the property is preserved in perpetuity, even if the ownership of the property changes hands. An easement is only as good as its enforcement, however – when a property is sold, the new owners may not be made aware that an easement exists. The owner of the easement is responsible for ensuring that the property owner follows the terms of the easement. The best-case scenario is for an easement to be held by a non-profit organization that is capable of regularly monitoring the property for compliance.

In any discussion of historic preservation easements, it is important to note that every part of a building – regardless of age or condition – plays a role in determining its historic significance. Changes made more than 50 years ago are historic in their own right, and should be treated with the same care as “original” features. In reality, there is no such thing as a completely “original” building. Another common misperception is that buildings in a deteriorated condition are no longer historic. Although a building's condition can affect its significance, it is only one of many factors that must be considered in determining its value as an historic artifact.

By the same token, the significance of an historic building is not limited to its most ornate, well-preserved, or publicly visible facades. Since all of a building's features help to determine its historical value, it is important for adaptive reuse and rehabilitation projects to retain as many of these features as possible. While preserving a building's facade is better than complete demolition, it quite literally makes a building a “shell” of its former self. Architects and historic preservation professionals refer to this practice as a “facadectomy.” This treatment is only acceptable as a last resort, when all other options have been fully explored.

To date, historic resource easements have not been widely used in Lancaster County. With additional commitment from funding sources, easement programs could become one of Lancaster County's strongest tools in preserving heritage resources. Easement programs offer the opportunity to preserve significant features at the lowest possible cost, without having to buy properties outright. The Historic Preservation Trust of Lan-

caster County now holds 18 easements, most of which are on properties in downtown Lancaster City. These easements include preservation and maintenance of all exterior surfaces and grounds, not just the main facades.

Across the Susquehanna River in York County, the City of York operates a successful facade easement program in cooperation with Historic York, Inc., a non-profit historic preservation organization. The purpose of this program, which is funded in part by Community Development Block Grants, is to provide incentives for property owners to restore and maintain building facades on major downtown streets. In return for granting a 20-year easement on these facades, property owners are paid 50 percent of the cost to restore them, up to a maximum of \$10,000.

Since the program began in 1980, over \$1 million in private funds has been matched by \$1 million in public funds to restore the facades of virtually every building in York's central business district. Today, Historic York holds 34 active easements on buildings in downtown York, in addition to easements on six other properties throughout York County.

Assistance for Homeowners

Several state and local programs can help Lancaster County residents to buy, maintain, and improve homes.

Section 203(k) Program

The Federal Housing Administration (FHA), a part of the U.S. Department of Housing and Urban Development (HUD), administers a variety of single-family mortgage insurance programs. These programs operate through FHA-approved lenders. These lenders fund the mortgage loans that HUD insures. HUD does not make direct loans for the purchase of homes.

When potential homebuyers want to buy a house that needs repair or modernization, it is often necessary for them to obtain several different loans before moving into the house:

- Financing to purchase the dwelling;
- Interim financing to do the rehabilitation work; and
- A long-term mortgage to pay off the interim financing.

Most lenders will not approve a mortgage without adequate loan security. If a house needs repairs, lenders may require improvements to be made before approving a mortgage. To pay for these improvements, homebuyers must seek interim financing, and this kind of loan generally has high interest rates and short loan periods.

To address this situation, HUD developed a program called Section 203(k). Under this program, borrowers can get a single mortgage loan to finance both the purchase and the rehabilitation of a property. Section 203(k) is HUD's primary program for the rehabilitation and repair of single-family homes, and as such, it is an important tool for community and neighborhood revitalization.

Many lenders work cooperatively with non-profit organizations or government housing agencies to offer financing under the Section 203(k) program. This program gives lenders a chance to demonstrate their commitment to lending in lower-income communities and in meeting their requirements under the Community Reinvestment Act (CRA). HUD is committed to increasing homeownership opportunities for families in these communities, and Section 203(k) helps to make that dream possible.

To be eligible for 203(k) financing, a property must be a one- to four-family dwelling that has been completed for at least one year. In addition to typical home rehabilitation projects, this program can be used to convert a one-family dwelling to a two-, three-, or four-family dwelling. Existing multi-unit dwellings can also be decreased to a one- to four-family unit.

This program can be used:

- To purchase a dwelling and rehabilitate it on site;
- To purchase a dwelling on another site, move it onto a new foundation on the mortgaged property and rehabilitate it; or

- To refinance existing indebtedness and rehabilitate a dwelling.

Homebuyers can use the 203(k) program to finance such items as painting, room additions, decks, and other items, even if the home does not need any other improvements. All health, safety and energy conservation issues must be addressed prior to completing general home improvements.

LERTA Program

In Lancaster City and Columbia Borough, homeowners can also seek tax relief through the Local Economic Revitalization Tax Assistance (LERTA) program. The City of Lancaster adopted the program in 1977, and Columbia followed suit in 2004. This program authorizes a tax exemption for certain improvements to deteriorated residential dwellings. The Commonwealth of Pennsylvania is currently considering legislation that would provide similar incentives to owners of historic homes and income-producing historic properties. If passed, this legislation could be a boon for property owners.

Other Techniques

State and local governments throughout the United States have used a variety of techniques to encourage investment in historic buildings, including tax incentives, financial and technical assistance, regulatory relief, and zoning incentives. Although many of these programs are already in place in Lancaster County, there is still a need for a revolving fund to support community and neighborhood revitalization. With the cooperation of the public, private, and non-profit sectors, this dream could become a reality.

One of the most pressing problems across the nation and in Lancaster County is the need for affordable housing – and historic buildings can fill that need. Backed by appropriate policies and funding, vacant and underutilized buildings throughout the county can be adaptively reused to create additional housing. To take advantage of this opportunity, the County of Lancaster

must carefully coordinate the strategies in this plan with those in the other elements of the Lancaster County Comprehensive Plan.

A successful program in Lancaster City illustrates how a single well-organized and disciplined effort can meet many related goals. In 2003, an organization called the James Street Improvement District (JSID) was created with the support of Franklin & Marshall College and Lancaster General Hospital. Focusing on the northwest part of the city, JSID has helped to raise awareness of investment opportunities in that area. Rather than seeing historic buildings as obstacles in the way of new development, JSID has embraced them as character-defining elements of the neighborhood. Numerous historic buildings in the corridor are now in the process of being transformed into new uses that benefit the entire city through increased tax revenue.

Faith-based organizations are also playing a key role in revitalizing neighborhoods. The contributions of Bethel African Methodist Episcopal (AME) Church and Bright Side Baptist Church are highlighted in the Existing Conditions chapter under “Preservation Trends.” Another group that is working to enhance its neighborhood is the Center City Neighborhood Enhancement Corporation (CCNEC), which was started by Holy Trinity Lutheran Church. CCNEC is now a 501(c)3 corporation dedicated to assisting in the economic, social, and cultural development of a 16-block area around the church building. More than 30 churches, businesses, social service agencies, and government agencies are now participants in the program. CCNEC’s first neighborhood project was to install new light fixtures along the 100 block of South Lime Street. The group is also working cooperatively with the Elm Street Historic Southeast Neighborhood program.

Funding Opportunities in Heritage Preservation

This list is not all encompassing, but it includes major funding sources, many of which can be contacted for additional information. This list also appears on the Lancaster County Planning Commission website, where it is updated on a regular basis: www.co.lancaster.pa.us/planning.

ARTS & CULTURE

Pennsylvania Council on the Arts (PCA)

| Resources | Eligible Groups | Goal # |
|--|---|---------|
| <p>Pennsylvania Partners in the Arts (PPA) Supports activities such as local and regional celebrations and festivals; concerts; theater productions; visual arts exhibitions and workshops; visiting authors and poets; hands-on experiences for children and youth; and arts programs at heritage events, libraries, schools, and senior centers.</p> | <p>Non-profit organizations, emerging arts organizations, community-based organizations, municipalities, churches, or faith-based organizations that present arts activities by individual artists or a consortium of artists</p> | 5 |
| <p>Humanities and the Arts Support projects that use the humanities to increase public understanding and appreciation of the arts, especially among underserved audiences.</p> | <p>Non-profit organizations and local, state, and federal governmental agencies, ad hoc groups, colleges and universities, organizations already conducting programs</p> | 1, 4, 5 |
| <p>Local Government <u>Grant Categories:</u> Arts Programs – Ongoing programs such as concert series, summer program for children, or community festivals administered by a local government.</p> | <p>Local governments</p> | 5 |

| Resources | Eligible Groups | Goal # |
|--|--|---------|
| <p>Arts Projects – One-time projects such as art in the park or downtown mural projects administered by a local government.</p> | | |
| <p>Pass-Through – Funds to non-profit local arts agencies for programs, projects, administration.</p> | | |
| <p>Re-Grant Programs – Awards to local organizations for arts and cultural programs administered by a local government.</p> | | |
| <p>Folk and Traditional Arts Apprenticeships Support artists who practice traditional arts. An apprenticeship is a partnership between a Master recognized as such by his or her community, and a qualified apprentice.</p> | <p>Apprentices are individuals who have demonstrated competency in the specific tradition of the apprenticeship</p> | 2 |
| <p>Preserving Diverse Cultures Division Supports organizational stabilization and expansion of arts and cultural programming in culturally specific communities. The division focuses on the development of culturally-specific organizations and the training of capable administrators.</p> | <p>Eligible organizations include those whose mission is deeply rooted in and reflective of African American, Asian American, Hispanic/Latino, or Native American perspectives</p> | 1, 4, 5 |
| <p>Description of eligible activities, application requirements, and forms are available on line at www.pacouncilonthearts.org.</p> | | |

Pennsylvania Humanities Council (PHC)

| Resources | Eligible Groups | Goal # |
|--|--|-------------|
| <p>Humanities Grants</p> <p>Funds projects that attract audiences new to the humanities; provide learning opportunities for non-profits; involve local experts; and spark civic participation. Grants cover honoraria and travel expenses for scholars, artists, community representatives, and other experts; audience recruitment costs and promotion costs; production costs such as mounting and producing exhibitions and theater performances, and the cost of renting special equipment or facilities; costs of necessary materials; rental costs for humanities programs created by other organizations; and costs associated with the development and planning of public programs in collaboration with humanities scholars.</p> | <p>Non-profit organizations with 501(c)3 status; state and local government agencies</p> | <p>4, 5</p> |

Three types of grants are available: "quick grants" with a maximum request of \$500; small grants with a maximum request of \$3,000; and large grants for \$20,000 outright and \$16,000 matching.

National Endowment for the Arts (NEA)

| Resources | Eligible Groups | Goal # |
|---|--------------------------------------|-------------|
| <p>Promotion of the Arts</p> <p>Awards grants to visual, literary, media, design and performing arts organizations in creation and preservation, planning and stabilization (services to the field), heritage and preservation, access and education.</p> <p>Description of eligible activities, application requirements, and forms are available on line at www.arts.gov</p> | <p>Organizations and individuals</p> | <p>1, 5</p> |

National Endowment for the Humanities (NEH)

| Resources | Eligible Groups | Goal # |
|-----------|-----------------|--------|
|-----------|-----------------|--------|

Division of Public Programs

Supports historic site interpretation, museum and library exhibitions, printed materials, multi-media projects, radio and television programs, reading and discussion groups, and other public programs.

Division of Preservation and Access

Supports documentation and cataloging activities, the stabilization of material culture collections, and the preservation of U.S. newspapers.

4, 5

National Trust for Historic Preservation

| Resources | Eligible Groups | Goal # |
|-----------|-----------------|--------|
|-----------|-----------------|--------|

Preservation Services Fund

Provides matching grants to initiate preservation projects. Funds are used to support consultants with professional expertise in architecture, law, planning, economics and graphic design; conferences that address subjects related to historic preservation; and curriculum development directed at select audiences.

Description of eligible activities, application requirements, and forms are available on line at www.neh.gov.

Non-profit organizations, universities, and public agencies

3, 4

American Express Philanthropic Program

Resources

Cultural Heritage Program

Increases public awareness of the importance of historic and environmental preservation; preservation and management of major tourism sites; direct support of cultural institutions; visual arts projects that are representative of nations, regions, and local cultures; access to the arts; and assistance to organizations in developing new audiences.

Description of eligible activities, application requirements, and forms are available on line at http://home3.americanexpress.com/corp/gb/cult_her.asp

Eligible Groups

Non-profit organizations

Goal

4, 5

ECONOMIC DEVELOPMENT (REVITALIZATION)

Pennsylvania Department of Agriculture

| Resources | Eligible Groups | Goal # |
|---|--|---------------|
| <p>Small Business Administration 504 Provides growing businesses with long-term, fixed-rate financing for major fixed assets such as land and buildings. Description of eligible activities, application requirements, and forms are available on line at www.fsa.usda.gov</p> | <p>Any small business with a net worth less than \$7.5 million and after-tax profit of less than \$2.5 million</p> | 6 |

Pennsylvania Department of Community and Economic Development (DCED)

| Resources | Eligible Groups | Goal # |
|--|------------------------------|---------------|
| <p>Pennsylvania Industrial Development Authority (PIDA) Offers low-interest loan financing through industrial development corporations for land and building acquisition, construction, and renovation resulting in the creation or retention of jobs.</p> | <p>Business and industry</p> | 6 |
| <p>Small Business First (SBF) Provides funding for small businesses (100 or fewer employees), including low-interest loan financing for land and building acquisition and construction, machinery and equipment, and working capital.</p> | <p>Small businesses</p> | 6 |
| <p>Industrial Sites Reuse Program (ISRP) Provides grants and low-interest loan financing to perform environmental site assessment and remediation work at former industrial sites.</p> | <p>Business and industry</p> | 6 |

Heritage Preservation Toolbox

| Resources | Eligible Groups | Goal # |
|--|--|-------------|
| <p>Neighborhood Assistance Program Provides a tax credit (corporate tax liability) for businesses that sponsor a neighborhood organization to develop and implement a neighborhood revitalization plan by contributing a substantial amount of cash per year over an extended period of time. Up to 70% may be used as a tax credit.</p> | <p>Business and industry</p> | <p>2, 6</p> |
| <p>Main Street Program Provides matching grants over a five-year period to revitalize central business districts. Details of this program are explained in the "Economic Benefits" section of this appendix to the plan.</p> | <p>Municipalities and redevelopment authorities</p> | <p>6</p> |
| <p>Elm Street Program Provides grants for planning, technical assistance, and physical improvements to residential and mixed-use areas in proximity to central business districts. Details of this program are explained in the "Economic Benefits" section of this appendix to the plan.</p> | <p>Economic development organizations, municipalities, neighborhood improvement districts, non-profit Main Street organizations, and redevelopment authorities</p> | <p>2, 6</p> |
| <p>New Communities Program Provides grants to support Enterprise Zones as well as Main Street and Elm Street programs. Offers administrative grants up to \$50,000; development projects and competitive loans up to \$250,000.</p> | <p>Economic development organizations, municipalities, neighborhood improvement districts, non-profit Main Street organizations, and redevelopment authorities</p> | <p>2, 6</p> |

| Resources | Eligible Groups | Goal # |
|---|--|--------|
| <p>Pennsylvania Minority Business Development Authority (PMBDA) Offers low-interest loan financing to businesses owned and operated by ethnic minorities. Can be used for land and building acquisition and renovation, machinery and equipment acquisition and installation, and working capital.</p> | Minority-owned businesses | 2, 6 |
| <p>Community Revitalization (CR) Provides grant funds to support local initiatives to promote the stability of communities. The program also assists communities in achieving and maintaining social and economic diversity to ensure a productive tax base and a good quality of life. Grants vary between \$5,000 and \$25,000.</p> | Municipalities, municipal and redevelopment authorities and agencies, industrial development agencies, non-profit corporations (incorporated under the laws of Pennsylvania) | 2, 6 |
| <p>Housing and Development Assistance Provides state-funded grants for community revitalization and economic development activities at the local level. Specifically this program assists communities in becoming competitive for business, retention, expansion and attraction. It also funds projects that assist with community revitalization in the area of housing and low-income housing.</p> | Municipalities, redevelopment authorities, and housing authorities. | 2, 6 |
| Description of eligible activities, application requirements, and forms for the items above are available on line at www.newpa.com . | | |

Heritage Preservation Toolbox

Pennsylvania Department of Environmental Protection (DEP)

| Resources | Eligible Groups | Goal # |
|--|---|--------|
| Act 108 – Brownfield Inventory Grants | Economic development agencies and local governments | 2, 6 |

Provides grants to municipalities and economic development agencies to inventory brownfield properties in their areas that are available for redevelopment.

Description of eligible activities, application requirements, and forms are available on line at www.dep.state.pa.us.

U.S. Department of Housing and Urban Development (HUD)

| Resources | Eligible Groups | Goal # |
|--|-----------------|--------|
| Brownfields Economic Development Initiative | | |

Assists cities with the redevelopment of abandoned, idle, and underused industrial and commercial facilities with environmental contamination. Must be used in conjunction with a new Section 108-guaranteed loan commitment.

Description of eligible activities, application requirements, and forms are available on line at www.hud.gov/offices/cpd/economicdevelopment/programs/bedi/.

Pennsylvania Infrastructure Investment Authority (PENNVEST)

| Resources | Eligible Groups | Goal # |
|--------------------------------|---|--------|
| Brownfields Remediation | Municipal or county governments or affiliated industrial or economic development entities | 2, 6 |

Offers low-interest loans for the remediation of sites that have been contaminated by past industrial or commercial activity and pose a threat to local groundwater or surface water sources.

Description of eligible activities, application requirements, and forms are available on line at www.pennvest.state.pa.us.

U.S. Department of Agriculture

Resources

Housing Preservation Grants

Support the repair and rehabilitation of housing owned or occupied by low-income rural residents.

Description of eligible activities, application requirements, and forms are available on line at www.rurdev.usda.gov/pa.

Eligible Groups

Individuals

Goal #

2, 6

National Trust for Historic Preservation

Resources

The Johanna Favrot Fund

Provides grants for projects that contribute to the preservation or recapture of an authentic sense of place

Eligible Groups

Non-profit organizations, governments, businesses, and individuals

Goal #

2

The Inner-City Ventures Fund

Provides matching grants and low-interest loans to help to revitalize their historic neighborhoods as a benefit to low- and moderate-income residents.

Non-profit community organizations

2

Description of eligible activities, application requirements, and forms are available on line at www.nthp.org.

Federal Rehabilitation Investment Tax Credit Program

Resources

Fosters private-sector rehabilitation of historic buildings and promotes economic revitalization. It also provides a strong alternative to government ownership and management of historic properties. Tax incentives are available for buildings that are National Historic Landmarks, that are listed in the National Register, or that contribute to National Register Historic Districts and certain local historic districts. Properties must be income-producing and must be rehabilitated according to the Secretary of the Interior's Standards for Rehabilitation. Jointly managed by the National Park Service and the Internal Revenue Service in partnership with the PHMC's Bureau for Historic Preservation, the historic preservation tax incentives program rewards private investment in rehabilitating historic buildings.

Eligible Groups

Any individual or business

Goal

2

For more information on the program, contact PHMC at (717) 787-0772 or visit the PHMC website at

www.phmc.state.pa.us/bhp/Funding/taxcredit.asp?secid=25 or the National Park Service website at www.cr.nps.gov/tps/tax/index.htm.

EDUCATION

Pennsylvania Department of Education

| Resources | Eligible Groups | Goal # |
|--|-----------------|--------|
| Innovative Learning and Workforce Development Grants Support the development and implementation of partnerships with post-secondary institutions, business, industry, labor, and community groups. Enhance and facilitate skill attainment or certification for proficiency based on occupational analysis and academic standards. Enhance integrated learning that gives students the occupational and academic skills and knowledge required to perform successfully in the workplace. For information, contact the Bureau of Career and Technical Education at (717) 772-4177. | | 2 |

Adult Affidavit

Helps schools provide training to adults who want to learn new technical skills or improve current ones.

Description of eligible activities, application requirements, and forms are available on line at www.pde.state.pa.us. Additional information is also available at (717) 772-4968.

Institute of Museum and Library Services (IMLS)

| Resources | Eligible Groups | Goal # |
|---|---|--------|
| Institute of Museum and Library Services (IMLS) Supports museum education through grant programs that encourage outstanding museum management and comprehensive collections care practices. | A wide range of museums, historic sites, and nature centers | 2 |

PLANNING

Pennsylvania Department of Community and Economic Development (DCED)

Resources **Eligible Groups** **Goal #**

Land Use Planning and Technical Assistance Program

Promotes cooperation between municipalities by providing grants for preparation of community comprehensive plans and ordinances to implement them.

County and local governments

1, 4

PRESERVATION PROJECTS

Pennsylvania Historical and Museum Commission (PHMC)

Resources **Eligible Groups** **Goal #**

Certified Local Government (CLG) Grant Program

Supports cultural resource surveys, National Register nominations; technical and planning assistance, educational and interpretive programs, staffing and training.

Certified Local Governments (CLGs)

1, 4

This grant program may be incorporated into the Historic Preservation Projects Grant Program. Please check the website for the most recent information at www.artsnet.org/phmc/grants/htm.

| Resources | Eligible Groups | Goal # |
|--|--|--------|
| <p>Keystone Historic Preservation Grants Provides funds for publicly accessible historic properties that are listed or eligible for listing in the National Register of Historic Places or that contributes to a National Register Historic District. All grants are 50/50 cash match (no in-kind match). Requests should be between \$5,000 to \$100,000, corresponding to a project budget of \$10,000 to \$200,000.</p> <p>Description of eligible activities, application requirements, and forms are available on line at www.artsnet.org/phmc/grants.htm.</p> | <p>Conservancies, educational institutions, historic preservation organizations, local governments, museums, and religious institutions</p> | 2, 6 |
| <p>Historic Preservation Project Grants Support projects in archives and records management, historic preservation, local history, and museums. There are two types of grants: up to \$5,000 requires no match; \$5,001 - \$15,000 requires 50/50 match.</p> <p>Description of eligible activities, application requirements, and forms are available on line at www.artsnet.org/phmc/grants.htm.</p> | <p>Colleges and universities, historical societies, libraries (public and private), museums, research/archives organizations, other historical organizations</p> | 1 |
| <p>Archives and Records Management Grants <i>Type 1: Documentary Heritage Projects</i> Provides funds for surveying, inventorying, preserving, arranging, describing and making available historical records relevant to Pennsylvania. Funding may also be requested for microfilming, reformatting, or for purchase of supplies.</p> | <p>Colleges and universities, historical societies, historical records repositories whose primary mission is the acquisition and preservation of historical records for public use, libraries (public and private), museums, museums and historic sites owned by PHMC but operated by independent non-profit organizations, and other historical organizations</p> | 1 |

| Resources | Eligible Groups | Goal # |
|---|---|----------|
| <p>Type 2: Local Government Records Projects</p> <p>Provides funds for surveying, inventorying, preserving, arranging, describing and making available historical local government records. Funding may also be requested for microfilming, reformatting, or the purchase of supplies and equipment.</p> <p>There are two levels of funding for both types of grants: amounts up to and including \$5,000 require no matching funds. Grants in the amounts of \$5,001 and up and including \$14,000 require 50/50 matching funds. In-kind contributions may be used to satisfy the 50/50 matching requirement.</p> | <p>County governments, municipalities, and school districts</p> | <p>1</p> |
| <p>Description of eligible activities, application requirements, and forms are available on line at www.artsnet.org/phmc/grants.htm.</p> | <p>A wide range of museums, historic sites, and nature centers.</p> | <p>4</p> |
| <p>General Operating Support Grants for Museums</p> <p>Provides funds to museums for general operations. These grants require no match and are restricted to museums with an annual operating budget exceeding \$100,000 (excluding capital and in-kind services).</p> | <p>Description of eligible activities, application requirements, and forms are available on line at www.artsnet.org/phmc/grants.htm.</p> | <p>5</p> |
| <p>Historical Marker Program</p> <p>Provide funds toward the installation of signs that tell the stories of Native Americans and settlers, government and politics, athletes, entertainers, artists, struggles for freedom and equality, factories and businesses, and a multitude of other topics. They are awarded through a nomination process. Nominations may be submitted by any person or organization. If approved, the person or organization must pay a portion of the cost of fabrication.</p> | <p>Description of eligible activities, application requirements, and forms are available on line at www.artsnet.org/phmc/grants.htm.</p> | <p>5</p> |

| Resources | Eligible Groups | Goal # |
|--|---|--------|
| <p>Local History Grants Provide funds for public programs, research and writing, and educational programs. Two types of grants: up to \$5,000 requires no match; \$5,001 - \$15,000 requires 50/50 match.</p> | <p>Colleges and universities, community groups, heritage organizations, historical societies, libraries (public and private), local governments, museums and historic sites owned by PHMC but operated by independent non-profit organizations, schools and school districts, other historical and educational organizations, and other multi-purpose organizations</p> | 4, 5 |
| <p>Museum Project Grants Provide funds for institutional development, collections management, and educational and interpretive programs.</p> | <p>A wide range of museums, historic sites, and nature centers</p> | 4, 5 |
| <p>Description of eligible activities, application requirements, and forms are available on line at www.artsnet.org/phmc/grants.htm.</p> | | |
| <p>Technical Assistance Grants Assist organizations in solving problems, increasing professionalism, and building capacity.</p> | <p>Colleges and universities, conservancies, historical societies, local governments, museums, preservation organizations, schools and school districts</p> | 2, 4 |
| <p>Description of eligible activities, application requirements, and forms are available on line at www.artsnet.org/phmc/grants.htm.</p> | | |

National Trust for Historic Preservation

Resources

Preservation Services Fund

Provides matching grants to non-profit organizations, universities, and public agencies to initiate preservation projects. Funds are used to support consultants with professional expertise in architecture, law, planning, economics and graphic design; conferences that address subjects of particular importance to historic preservation; and curriculum development in preservation directed at select audiences.

Regional offices provide financial assistance for numerous preservation projects through the National Trust's grant and loan programs: The Preservation Services Fund, the Johanna Favrot Fund, the Cynthia Woods Mitchell Fund for Historic Interiors, the National Preservation Loan Fund, and the Inner-City Ventures Fund.

Description of eligible activities, application requirements, and forms are available on line at www.nationaltrust.org or contact the Northeast Field Office (DE, NJ, and PA), National Trust for Historic Preservation, Cliveden, 6401 Germantown Avenue, Philadelphia, PA 19144, (215) 848-8033.

Eligible Groups

Businesses, government agencies, individuals, non-profit organizations, public agencies, universities, and others

Goal

1-5

U.S. Department of Transportation

Resources

Transportation Enhancement Program (TE)

Address environmental, cultural, economic, and social conditions to create a more balanced transportation system. There are 12 specific categories and among them is support for historic preservation and scenic and historic highway programs. This program is a reimbursement program, paying 80 percent of the project cost. The project sponsor must pay the remaining 20 percent.

Eligible Groups

Federal or state agencies, county or municipal governments, school districts, and non-profit organizations

Goal

3

Information on TE projects and a link to Pennsylvania's TE program is available online at www.enhancements.org or at Pennsylvania's TE program webpage at www.dot.state.pa.us/PennDOT/Bureaus/CPDM/Prod/Saferoute.nsf.

Pennsylvania Department of Labor and Industry (L&I)

Resources

Pennsylvania Conservation Corps Project Grants Program

Supports projects related to recreation, conservation, and historic preservation. Grant recipients receive the services of a PCC crew (all wages paid) for one year. May also receive the funds to pay for the materials and contracted services needed.

Information on the Pennsylvania Conservation Corps is available online at www.dli.state.pa.us/landi/cwp/view.asp?A=145&Q=56094&dsftns=3435.

Eligible Groups

Local government, school districts.

Goal

1

Pennsylvania Department of Transportation (PennDOT)

| Resources | Eligible Groups | Goal # |
|--|---|---------------|
| <p>Pennsylvania Byways Program Nationally-designated and state-designated byways are eligible to receive funds from the National Scenic Byways Program for eligible projects on state or nationally designated byways. Note: Before seeking state designation, Lancaster County applicants are urged to seek designation under the Lancaster County Heritage Byways program. Both the state and county programs require the completion of a Corridor Management Plan before any road is designated. Information on Pennsylvania Byways Program and a link to byway information and application is available online at www.dot.state.pa.us/Internet/Bureaus/CPDM.nsf/HomePageByways?OpenForm.</p> | <p>Government agencies, individuals, municipalities, non-profit organizations</p> | <p>1</p> |

National Park Service (NPS)

| Resources | Eligible Groups | Goal # |
|---|--|---------------|
| <p>Cultural Resource Management (CRM) Program Helps to protect our nation's significant historic and cultural sites and to preserve its diverse cultural heritage. More than \$1 billion has been awarded for preservation projects in all 50 states and the U.S. Territories. Information on the CRM Program and a link to additional information is available online at www.cr.nps.gov/grants.htm.</p> | <p>Educational institutions; federal, state, and local governments; Native American tribes; and non-profits.</p> | |

GENERAL

Resources

The Foundation Center

Publishes "The Foundation: Directory," a reference book for grant seekers. Information from the database is also available electronically. Hard copies of Foundation Directories may be found at the Lancaster Public Library in Lancaster City. Main branches of library systems in other counties may offer the same service.

The foundations listed in the directory have grant programs in the following categories: human services; health/medical; education; arts/culture; religion; environmental; miscellaneous. The "arts/culture" section includes subcategories such as historic preservation/restoration, historical societies/projects, and celebrations/commemorations. The "education" section includes subcategories such as educational programs and libraries. The "miscellaneous" section includes a economic development as a subcategory.

Note: Foundations often limit their giving to specific geographic areas. A list of foundations may be found online at www.fdncenter.org.

Pennsylvania Historical and Museum Commission (PHMC)

Resources

Other Funding Sources on the Internet

Provides a link to a lengthy list of funding sources. Each entry provides basic information and a link to the funding source.

From PHMC's home page, click on "Grants Programs," then click on "More Funding." A long list of funding sources provides links for more information.

http://www.phmc.state/pa.us/ or, go directly to: **http://www.artsnet.org/phmc/funding.htm**.

Eligible Groups

Local governments and non-profit organizations.

Goal

Eligible Groups

Goal

Lancaster County Planning Commission

50 North Duke Street • P.O. Box 83480 • Lancaster, PA • (717) 299-8333

www.co.lancaster.pa.us/planning