

City of Lancaster, Pennsylvania

5-Year Consolidated Action Plan  
(2021 – 2025)  
&  
2021 Annual Action Plan

Prepared for Public Comment and for the U.S. Department of Housing and Urban  
Development (HUD)



**Department of Economic Development and Neighborhood Revitalization**

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**Danene Sorace, Mayor**

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# Executive Summary

## ES-05 Executive Summary – 24 CFR 91.200(c), 91.220(b)

### 1. Introduction

This portion of the plan (formerly titled the City of Lancaster's Five Year Consolidated Action Plan) describes how the City of Lancaster will use two important grants given to the City from the Federal Government (through the Department of Housing and Urban Development - HUD).

1. The Community Development Block Grant (CDBG), an annual entitlement grant with a goal to help communities provide decent housing, positive living environment, and economic opportunities to its community (in particular community members with lower incomes).
2. The Emergency Solutions Grant (ESG), an annual entitlement grant with the goal of helping community members struggling in homelessness.

Both the City's portion of the CDBG and ESG dollars are administered by the City's Department of Community Planning and Economic Development.

Lancaster's 2021-2025 CDBG Program will enable the City to channel an estimated \$1,625,000 (plus an additional \$50,000 in Program Income) per year for 5 years into our community to address the its highest needs and benefit low- and very low-income City residents.

Additionally, Lancaster's 2021 - 2025 ESG Program will enable the City to channel an estimated \$142,000 per year for 5 years into the community to support individuals experiencing or at-risk of experiencing homelessness.

### 2. Summary of the objectives and outcomes identified in the Plan Needs Assessment Overview

Because there are different ways to spend CDBG and ESG, we are asked to research our community and find out what our are community's priority needs. We do this by analyzing census data, talking to community stakeholders, service providers, and experts, and by gathering critical community feedback. This information allows us to make decisions on what our five year goals should be for CDBG and ESG.

Over the course of our community needs assessment and market analysis the following priority needs were identified.

- Maintain Affordable, Good Quality Housing
- Increase Affordable Housing Opportunities
- Promote Neighborhood Quality of Life
- Expand Economic Opportunities
- Support Homeless Services

These priority needs are discussed in section SP-25 and the resulting five year goals are discussed in section SP-45.

### **3. Evaluation of past performance**

The City of Lancaster has had past success in implementing all projects included in the plan. Past projects did not lead the grantee to chose its goals for the upcoming five year time period in a significant way.

### **4. Summary of citizen participation process and consultation process**

#### Citizen Participation Process:

The City released an educational website on Lancaster's Public Engagement website on January 1st 2021 - <https://engage.cityoflancasterpa.com>

The website provided an explanation of the plan, CDBG & ESG, and the importance of community feedback throughout the process. It also provide three distinct opportunities for community members to provide feedback into the process.

January 1st, 2021 - February 14th, 2021: During this time we gathered input in the form of a community priority needs poll.

February 15th, 2021 - March 26th, 2021: During this time we provided feedback on the results of the community priority poll.

March 28th, 2021 - June 4th, 2021: During this time we provided the community with a current draft of the plan along with a community summary. We then asked the community to provide feedback and public comment.

In addition, the City also held a formal public comment period and public meeting (April 5<sup>th</sup>, 2021) advertised in the local paper and on the City's website.

#### Consultation Process

The City selected various community experts and stakeholders to engage with in order to accurately understand the community's needs, current service infrastructure, and viable strategies. A full list can be found below.

### **5. Summary of public comments**

TBD

### **6. Summary of comments or views not accepted and the reasons for not accepting them**

TBD

## The Process

### PR-05 Lead & Responsible Agencies - 91.200(b)

**1. Describe agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source**

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

<b>Agency Role</b>	<b>Name</b>	<b>Department/Agency</b>
CDBG Administrator	LANCASTER	Community Planning and Economic Development
ESG Administrator	LANCASTER	Community Planning and Economic Development

**Table 1– Responsible Agencies**

#### **Narrative**

The Redevelopment Authority of the County of Lancaster is the lead agency responsible for coordinating the consolidated planning and submission process.

Additionally, a cooperation agreement was entered into between Lancaster County and the City of Lancaster to form a HOME Consortium under the National Affordable Housing Act for the program years of 2021 through 2023. The City and County have determined that joining together as a consortium to obtain funding under the HOME program will increase their ability to provide affordable housing for the very low-, low-and moderate-income residents of the City and County. Lancaster County will be designated as the Lead Entity of the HOME Consortium it has formed with the City of Lancaster, and agrees to carry out such overall responsibilities, with cooperation of the City, in accordance with 24 CFR 92.101.

The City of Lancaster Department of Community Planning and Economic Development is responsible for administering the City's Entitlement Community Development Block Grant (CDBG) dollars as well as the City's Entitlement Emergency Solutions Grant (ESG) dollars described in this Consolidated Plan.

#### **Consolidated Plan Public Contact Information**

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## **PR-10 Consultation - 91.100, 91.110, 91.200(b), 91.300(b), 91.215(l) and 91.315(l)**

### **1. Introduction**

The City takes pride in the partnerships it has formed across the City and County. The below consultations directed this plan.

#### **Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(l)).**

The City of Lancaster is heavily involved in the Lancaster County Homeless Coalition (Lanc Co MyHome), which is comprised of many social service agencies, housing counseling agencies, county agencies and public housing authorities. City staff also work closely with other agencies outside of the Lanc Co MyHome through service provider networks such as CA\$H and the Poverty Coalition, Lancaster County Behavioral Health and Developmental Services (BHDS) Advisory Board, and LHOP's Housing Equality and Equity Instituted Collaboration. Finally our Bureau of Health works in collaboration with the local hospital. All of these partnerships enhance coordination through their effort to serve residents in the City.

#### **Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness**

The Lead Agency of the Continuum of Care (PA-510) is the Lancaster County Homeless Coalition (Lanc Co MyHome). Two City representative serve on the Lanc Co MyHome Governance Board. Lanc Co MyHome works with service providers to house chronically homeless individuals and families in permanent supportive housing. Lanc Co MyHome has also been working with Veteran's Affairs; this partnership has allowed Lanc Co MyHome to reach functional zero for homeless veterans.

#### **Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards and evaluate outcomes, and develop funding, policies and procedures for the administration of HMIS**

Two city staff members serve on the Governance Board of Lanc Co MyHome. Additionally, the City meets weekly with Lanc Co MyHome staff, leadership and other funders of homeless programs to ensure consistency

and work to achieve efficiency. The City, County, United Way and Lanc Co MyHome (which receives and administers Homeless Assistance Funds from the County) create a joint application for service programs. This coordination greatly increase efficiency and effectiveness in the delivery of services.

**2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdictions consultations with housing, social service agencies and other entities**

**Table 2– Agencies, groups, organizations who participated**

1	<b>Agency/Group/Organization</b>	UNITED WAY
	<b>Agency/Group/Organization Type</b>	Services - Housing Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-Persons with HIV/AIDS Services-Victims of Domestic Violence Services-homeless Services-Health Services-Education Services-Employment Service-Fair Housing Services - Victims Services - Broadband Internet Service Providers Services - Narrowing the Digital Divide Regional organization Planning organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy Non-Homeless Special Needs Anti-poverty Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City scheduled a couple one-on-one consultation with the United Way and met weekly as part of the Lanc Co MyHome community funder's group discussion. Results include data sharing and important perspective and direction.
2	<b>Agency/Group/Organization</b>	Lancaster County Coalition to End Homelessness
	<b>Agency/Group/Organization Type</b>	Services-homeless Regional organization Planning organization
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Anti-poverty Strategy

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City scheduled a couple one-on-one consultation with Lanc Co MyHome and met weekly as part of the Lanc Co MyHome community funder's group discussion. Results include data sharing and important perspective and direction.
3	<b>Agency/Group/Organization</b>	HDC Mid Atlantic
	<b>Agency/Group/Organization Type</b>	Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City and County jointly consulted with key members of the HDC Mid Atlantic team on 3/2/21. During the consultation, HDC's plan to collaboratively bring affordable housing to Lancaster City and surrounding areas was outlined. This strategy was broken down into 7 key areas:1. Diversity, equity, and inclusion - advocacy. 2. Build new affordable housing.3. Preserving existing housing.4. Acquisition5. Client Focused6. Building capacity with our partners6. Understanding the deeper needs of our community. They advised us that the major areas of challenge for their organization always come down to site, acquisition, funding sources, and community support. This was helpful as the City identifies areas where they can play a role in aiding the development and preservation of affordable housing.
4	<b>Agency/Group/Organization</b>	Lancaster County Planning Commission
	<b>Agency/Group/Organization Type</b>	Other government - County Planning organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City and County jointly consulted with key members of the Lancaster County Planning Commission (LCPC) on 2/26/21. During the consultation, LCPC highlighted the need for the City to coordinate its update of the Comprehensive Plan (currently in process and due to be completed in 2022) with the County's recent update of their Comprehensive Plan (Places 2040 - available on LCPC's website). They advised that the City think of a county-wide approach to a new affordable units strategy, that we focus on building and preserving a diversity of unit types to serve a diversity of household types, and that we focus economic development along our city corridors.

5	<b>Agency/Group/Organization</b>	Lancaster Chamber of Commerce
	<b>Agency/Group/Organization Type</b>	Services-Employment Regional organization Business Leaders Business and Civic Leaders
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development Market Analysis
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City met with a critical member of the Lancaster Chamber of Commerce on 2/25/21. During the consultation, the Chamber advised that the City pay attention to the following likely Economic Development trends: The role out of the Pandemic will result in Have and Have Nots. In particular, certain industries (such as manufacturing, engineering, health care, etc.) are experiencing a boon in demand. Other industries (hospitality, food, etc.) are seeing a decrease in demand that may be dangerous to their bottom lines. In addition, smaller businesses are struggling with the changing landscape. Unequal access to broadband may impact not only our less agile businesses but also our under-resourced community members as they look to be included in the changing job market. The Chamber continues to focus on the challenges of transportation across the County, the need to build programming that directs our youth to industries in our area, and also highlights the benefits that our New American community brings to the community.
6	<b>Agency/Group/Organization</b>	Economic Development Company of Lancaster County
	<b>Agency/Group/Organization Type</b>	Regional organization Planning organization Business and Civic Leaders
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Economic Development Market Analysis Anti-poverty Strategy

	<p><b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>The City and County jointly consulted with a key member of the Lancaster County Economic Development Company of Lancaster (EDC) on 2/25/21. During the consultation, EDC advised that the City pay attention to the following likely Economic Development trends: The role out of the Pandemic will result in Have and Have Nots. In particular, certain industries (such as manufacturing, engineering, health care, etc.) are experiencing a boon in demand. Other industries (hospitality, food, etc.) are seeing a decrease in demand that may be dangerous to their bottom lines. In addition, smaller businesses are struggling with the changing landscape. Unequal access to broadband may impact not only our less agile businesses but also our under-resourced community members as they look to be included in the changing job market. EDC will be focusing on how equity and inclusion, affordable housing, and broadband will play out over the next five years. In addition, the City has contracted with EDC's Center for Regional Analysis to perform an Affordable Housing Study analyzing the supply and demand of the City's affordable housing in an effort to develop effective affordable housing strategies for the City. Early results of the study have shown an incredibly tight housing market with limited available housing when matched against our population. Although still internal, this plan will be released as a part of the City's upcoming Comprehensive Plan update and will likely drive the City's strategy around affordable housing.</p>
7	<p><b>Agency/Group/Organization</b></p>	<p>ASSETS, LANCASTER</p>
	<p><b>Agency/Group/Organization Type</b></p>	<p>Services-Employment Business Leaders</p>
	<p><b>What section of the Plan was addressed by Consultation?</b></p>	<p>Housing Need Assessment Economic Development Market Analysis</p>

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City consulted with a key member of the ASSETS, Lancaster, PA on 2/22/21. During the consultation, ASSETS advised that the City pay attention to the following likely Economic Development trends: The role out of the Pandemic will result in Have and Have Nots. In particular, certain industries (such as manufacturing, engineering, health care, etc.) are experiencing a boon in demand. Other industries (hospitality, food, etc.) are seeing a decrease in demand that may be dangerous to their bottom lines. In addition, smaller businesses are struggling with the changing landscape. Unequal access to broadband may impact not only our less agile businesses but also our under-resourced community members as they look to be included in the changing job market. Assets has began to focus on issues of Equity, Diversity, and Inclusion in the Business world, recently compiling a list of MWBE's across Lancaster County. The MWBE list shows that MWBE's are generally smaller and more vulnerable to changing economic landscapes. They intend on focusing on both supporting and progressing the bottom line for these businesses across the City.
8	<b>Agency/Group/Organization</b>	City of Lancaster Bureau of Health
	<b>Agency/Group/Organization Type</b>	Services-Health Other government - Federal
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City consulted with a key member of the Bureau of Health with the City of Lancaster on 2/24/21. During the consultation, the following was discussed: Although access to SNAP Retail Locations are available across the City, they have very limited healthy food options. Additionally, physical and mental health in our community is as much a matter of access to services as it is about education and appetite to use those services. Finally, if a health focused public services can make headway in the community, its an incredible trust building and community building tool and can lead to other partnerships and programming.
9	<b>Agency/Group/Organization</b>	Lancaster County BHDS
	<b>Agency/Group/Organization Type</b>	Services - Housing Services-Persons with Disabilities Services-Health Service-Fair Housing

	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City and County jointly met with the Behavioral Health and Development Services (BHDS) on 2/22/21. BHDS advised that the City continue to help building bridges to safe, affordable housing for their clients. Consider the need of their clients to access smaller, first floor units with updated utilities that are easy to care for and easy to access. They highlighted the Vacant & Blighted program as a cost-effective tool to build new affordable housing. Finally, they also indicated that their clients often need specialized education around building care, tenant responsibilities, independent living, and ways to get involved in the community.
10	<b>Agency/Group/Organization</b>	Comprehensive Planning Committee
	<b>Agency/Group/Organization Type</b>	Housing Civic Leaders Neighborhood Organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City and County consulted with the Comprehensive Planning Committee on 2/24/21. The CPC advised that the City focus on programming that prevents lead poisoning in young children and building new affordable housing across the city.

**Identify any Agency Types not consulted and provide rationale for not consulting**

Agencies were selected based on the questions outlined in this plan. Although all City organizations play critical roles, certain organizations were selected to hone in on specific components of our community's services infrastructure.

**Other local/regional/state/federal planning efforts considered when preparing the Plan**

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	Lanc Co MyHome	Lanc Co MyHome is a network of health and human service providers, business leaders and private sector individuals working to eradicate homelessness in Lancaster City and County through service coordination, advocacy, public education, and community organizing. For the past 10 years with the County of Lancaster, Lancaster City, and the United Way of Lancaster County’s endorsement, the Coalition is transforming the homeless system together with our partners through the following strategies: A single point of access, community wide homeless assessment and referral team, collaboration and innovation with key partners with links to our most vulnerable populations (ie schools, prisons, etc.), and the continued support to our traditional homeless services (emergency shelter, outreach, and housing advocacy and case work). For more information: <a href="http://lanccomyhome.org">http://lanccomyhome.org</a>

**Table 3– Other local / regional / federal planning efforts**

**Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan (91.215(I))**

The City has worked with the County Planning Commission on various initiatives, including tackling impediments in the Analysis of Impediments to Fair Housing. The City also reviews the state's Annual Action Plan, Consolidated Plan and Analysis of Impediments (AI).

## **PR-15 Citizen Participation - 91.105, 91.115, 91.200(c) and 91.300(c)**

### **1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting**

#### Citizen Participation Process:

The City released an educational website on Lancaster's Public Engagement website on January 1st 2021 (<https://engage.cityoflancasterpa.com>). The website provided an explanation of the plan, CDBG & ESG, and the importance of community feedback throughout the process.

We provided three distinct opportunities for community members to provide feedback into the process.

1. January 1st, 2021 - February 14th, 2021: During this time we will gather input in the form of a community priority needs poll.
2. March 26th, 2021 - April 27th, 2021: During this time we provided the community with a current draft of the plan along with a summary. We then asked the community to provide feedback and public comment. In addition, the City also held a formal public comment period from March 26th through April 27th advertised in the local paper and on our website.
3. We will also hold a formal public meeting on April 5<sup>th</sup>, 2021 during th regularly scheduled City Council Committee Meeting to engage with both the pubic and City Council.

Finally, the plan will be reviewed and voted on by our City Council, representatives of the City's community member's interests.

**Citizen Participation Outreach**

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
1	Internet Outreach	Non-English Speaking - Specify other language: Spanish  Non-targeted/broad community	The responses (that can be found on the Engage Lancaster website) show the community's prioritization of housing as a priority need. Additional observations include a need to focus on the community's physical and mental health.	Please see Appendix	Please see Appendix	<a href="https://engage.cityoflancasterpa.com/en/projects/community-dollars">https://engage.cityoflancasterpa.com/en/projects/community-dollars</a>
2	Public Meeting	Non-targeted/broad community	TBD	TBD	TBD	
3	Newspaper Ad	Non-targeted/broad community	TBD	TBD	TBD	

# Needs Assessment

## NA-05 Overview

### Needs Assessment Overview

Below please find an overview of the City's portion of the Community Needs Assessment. Although HUD only requires an assessment in a few focused areas, the City spanned its analysis to look at health and wellness and housing affordability needs in response to the Community Priority Poll. Community led studies such as the Lancaster City Municipal Climate Action Plan, Lancaster City Pavement Study, Lanc Co My Home Strategic Plan, and Lancaster Building on Strength Strategic Plan, guided the analysis and are included in the Appendix.

## NA-40 Homeless Needs Assessment - 91.405, 91.205

### Introduction:

The City has one primary tool to support individuals experiencing homelessness: Emergency Solutions Grant funds from the US Housing and Urban Development, approximately \$142,000 per year. The City aims to direct those dollars to gaps in existing services and challenges exacerbated by the pandemic.

### Homeless Needs Assessment

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Adult(s) and Child(ren)	0	56	810	No data	238	97
Persons in Households with Only Children	0	0	13		6	No data
Persons in Households with Only Adults	14	221	983		65	46
Chronically Homeless Individuals	10	10	49		20	No data
Chronically Homeless Families	0	0	27		0	
Veterans	2	25	75		19	
Unaccompanied Child	1	20	13		6	
Persons with HIV	0	1	2		1	

**Table 5- Homeless Needs Assessment**

**Alternate Data Source Name:**

Homeless Management Info Systems APR Report

1. On a given night was found by averaging the past two available years of point-in-time Continuum of Care data (2018 - 2019) and rounding up.2. Annually was found averaging the past three available years of the HMIS Empower Lancaster APR Report (2018 - 2020) and rounding up.3. Exiting was found using the following APR data point "Total persons exiting to positive housing destinations"4. Length of stay information was limited. Not all individual outcomes were charted in APR data point noted as "Q22e: Length of Time Prior to Housing - based on 3.917 Date Homelessness Started". In the answer below, we have overall median and average length of stay for those who exited the program and those who continue in the program.5. Although data by household type and homeless characteristics weren't available for the Estimate # becoming homeless each year, it is estimated that in 2020, we say 119 individuals newly enrolled into our homeless system.

**Data Source Comments:**

Year	Leavers	Stayers
2018	86	270
2019	105	402
2020	109	687

**Table 6 - Average Length of Participation in Days**

Year	Leavers	Stayers
2018	29	196
2019	26	342
2020	57	305

**Table 7 - Median Length of Participation in Days**

**If data is not available for the categories "number of persons becoming and exiting homelessness each year," and "number of days that persons experience homelessness," describe these categories for each homeless population type (including chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth):**

Although some data exists for number of persons exiting homelessness and their length of time spent homeless, it is limited. Certain trends of note:

Veterans have seen a decreasing trend homelessness since 2018 (93 homeless in 2018, 76 homeless veterans in 2019, and 55 homeless in 2020). 25% of veterans exit their respective homeless service on average each year for a positive housing situation.

On average, households with adults and children spend more days experiencing homelessness that households with just adults (2018 - 2020). However, households with adults and children and household with only children should much higher rates of finding positive housing destinations. Only 7% of households with only adults leave a program for a positive housing situation vs 29% of households with adults and children.

We see an increase in the average length of participation in homeless service programs from 2018 - 2020 for both leavers and stayers. The drastic increase we see in 2020 may be due to the impacts of CoVid-19. COVID-19, the novel coronavirus, and the resulting loss of income for persons across the Commonwealth have worsened an existing crisis in housing affordability within Lancaster City, where American Community Survey Data shows a growing disparity between median incomes for renter households and median gross rents.

Although data by household type and homeless characteristics weren't available for the Estimate # becoming homeless each year, it is estimated that in 2020, we saw 119 individuals newly enrolled into our homeless system. This is the first year of data available to this effect.

**Nature and Extent of Homelessness: (Optional)**

<b>Race:</b>	<b>Sheltered:</b>	<b>Unsheltered (optional)</b>
White	244	10
Black or African American	108	4
Asian	2	0
American Indian or Alaska Native	6	0
Pacific Islander	0	0
<b>Ethnicity:</b>	<b>Sheltered:</b>	<b>Unsheltered (optional)</b>
Hispanic	0	3
Not Hispanic	0	11

**Alternate Data Source Name:**

Point in Time Count

**Data Source Comments:** 1. Ethnicity data was found by averaging the past two available years of point-in-time Continuum of Care data (2018 - 2019) and rounding up.

<b>Race:</b>	<b>Sheltered Homeless (APR 2020)</b>	<b>% of Sheltered Homeless (APR 2020)</b>	<b>% of Total Lancaster City Population (2015 - 19 ACS Data)</b>
White	633	51%	60%
Black or African American	335	27%	17%
Asian	10	1%	4%
American Indian or Alaska Native	5	.5%	.5%

Pacific Islander	2	.5%	.5%
Not Data	253	20%	0%
Ethnicity:			
Hispanic	385	31%	38%
Not Hispanic	735	59%	62%
No Data	118	10%	0%

**Table 8 - Annual # and % of Homeless by Race and Ethnicity (ARP 2020) compared to City %s (2015-19 ACS)**

**Estimate the number and type of families in need of housing assistance for families with children and the families of veterans.**

Veterans have seen a decreasing trend homelessness since 2018 (93 homeless in 2018, 76 homeless veterans in 2019, and 55 homeless in 2020). 25% of veterans exit their respective homeless service on average each year for a positive housing situation. On average, households with adults and children spend more days experiencing homelessness than households with just adults (2018 - 2020).

However, households with adults and children and household with only children have much higher rates of finding positive housing destinations. Only 7% of households with only adults leave a program for a positive housing situation vs 29% of households with adults and children.

**Describe the Nature and Extent of Homelessness by Racial and Ethnic Group**

Our Continuum of Care Point-in-Time data, provides us with a decent snapshot of a day in Lancaster. We also find it useful to include data from our APP report, showing an annual snapshot. By looking at both data sets we see a disproportionate number of Black or African American Lancastrians struggling with homelessness. Lanc Co MyHome released a Joint Funding Application this year asking all organizations seeking funding to respond to a survey on measures their organizations take to ensure equity and inclusion are experienced by all clients. This survey will help Lancaster City identify gaps in our organizations ability to serve our Black or African American Lancastrians struggling in homelessness. If gaps are identified, solutions to this problem may be possible with ESG and CDBG dollars.

Additionally, this disproportionate vulnerability to homelessness for our Black or African American Lancastrians may be an indicator of a deeper problem of systemic racism impacting our Black or African American community members to secure income, safe and affordable housing, and other needed public services. This challenge should be further discussed throughout our funding strategy.

### **Describe the Nature and Extent of Unsheltered and Sheltered Homelessness.**

Although a majority of persons experiencing homelessness in Lancaster are sheltered, the Lancaster County Point in Time count as well as feedback from our Outreach workers and the Lanc Co MyHome Collaborative describe a problem of existing and continuing unsheltered individuals. Outreach workers continue to engage unsheltered individuals and families and encourage them to access shelters and other services. During severe weather, emergency shelters open their "overflow" areas to ensure that all unsheltered persons can stay safe. This has been an ongoing gap in the community and other solutions to this problem may be possible with ESG dollars (possible solutions to be discussed later in this plan).

## **NA-50 Non-Housing Community Development Needs - 91.415, 91.215 (f)**

### **Describe the jurisdiction's need for Public Facilities:**

Lancaster City ranked 14th in the nation among the top 50 cities with biggest increases in heavy downpours from 2005-2014, and seven of the ten hottest days on record since 1914 in Lancaster have occurred in the last 20 years. The impacts of climate change are already being felt in Lancaster through increased precipitation and temperatures. In addition to the direct effects of these conditions, a changing climate will also exacerbate existing conditions such as poor air quality and a propensity for urban flooding. The impacts of climate change challenge municipal operations by putting stress on City facilities and threatening to disrupt the delivery of services to people across Lancaster City.

### **How were these needs determined?**

These needs were determined through a review of the City's Municipal Climate Action Plan and the Lancaster City's Pavement Analysis Report.

### **Describe the jurisdiction's need for Public Improvements:**

The City's Pavement Condition Index (PCI) is 60. The Lancaster City's Pavement Analysis Report (2017) recommends the City adopts a policy which will raise the existing PCI to greater than or equal to 60 and control the growth of the backlog, keeping it less than or equal to 15%. The City's selected budget (\$1.0M + 15% for ADA rehabilitation) lowers the average network PCI to 59 and increase the backlog to 19%. The recommended budget of \$1.65M would raise the average network PCI to a 62 and maintain the backlog at 15%.

### **How were these needs determined?**

These needs were determined through a review of the City's Municipal Climate Action Plan and the Lancaster City's Pavement Analysis Report.

### **Describe the jurisdiction's need for Public Services:**

The community priority poll indicated a strong need for mental, physical, and substance abuse services over any other service. This aligns with a common need found among our community members struggling in homelessness. This service need was also found community-wide (seen in maps and reporting below) particularly around alcohol and opioid use, lead exposure, healthy eating habits, and perceived mental health.

### **How were these needs determined?**

The Lancaster County Drug and Alcohol Commission released a Needs Assessment in 2018 for Lancaster County (included as an appendix).

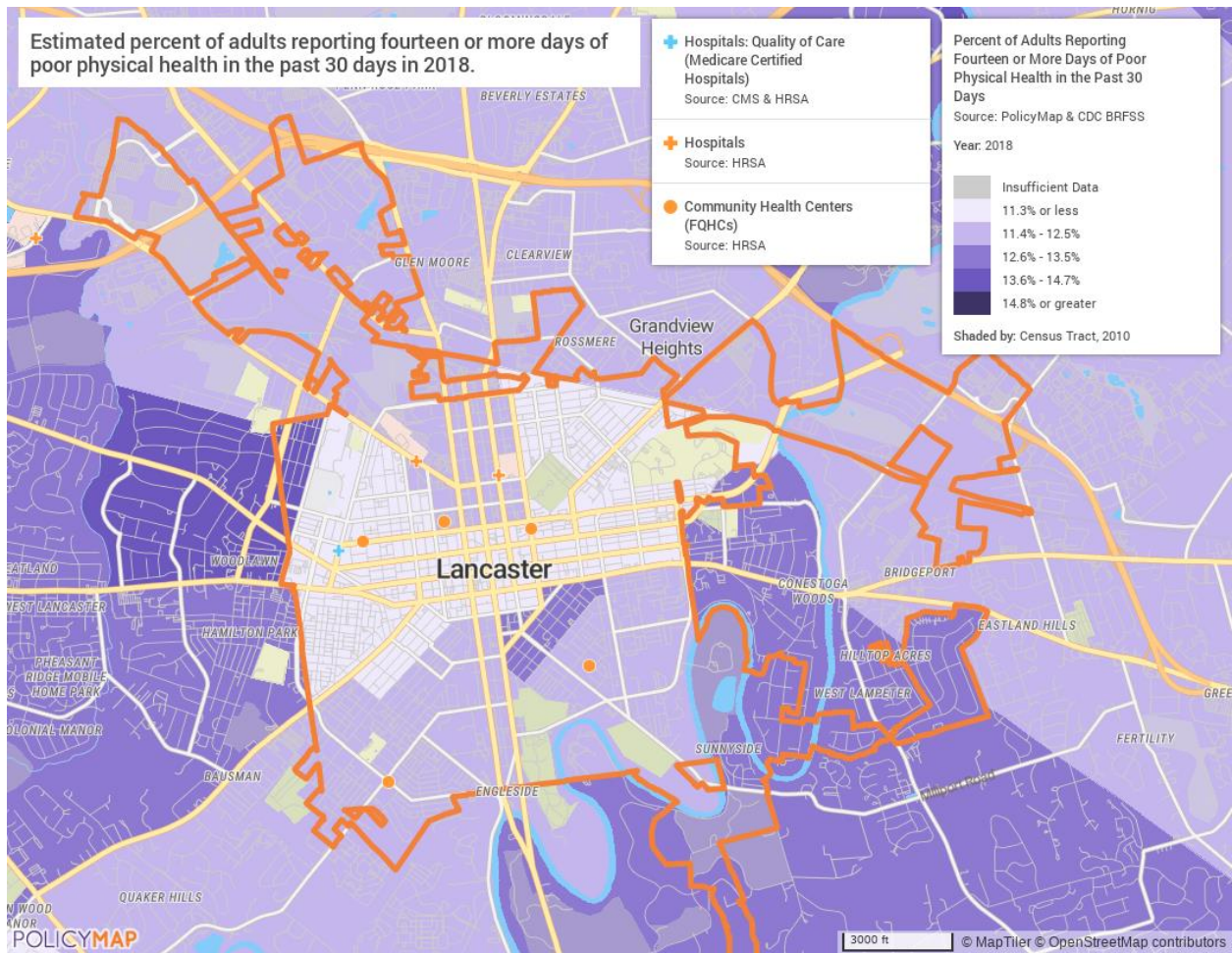
Lancaster City released a Community Priority Poll (January 1st - February 14th, 2021). The poll has received over 300 unique participants. <https://engage.cityoflancasterpa.com/en/projects/community-dollars>

<b>When you think about the public service needs of your community, what needs stand out as a priority?</b>	<b>Count</b>	<b>%</b>
Funding mental or physical health services.	165	26%
Funding substance abuse services.	81	13%
Funding youth services.	65	10%
Funding employment training services.	48	8%
Funding food security services.	45	7%
Funding food banks.	38	6%
Funding neighborhood cleanups.	36	6%
Funding transportation services.	31	5%
Funding services for persons with disabilities.	28	4%
Funding crime prevention services.	23	4%
Funding services for victims of domestic violence.	22	4%
Funding senior services.	15	2%
Funding tenant/landlord counseling services.	14	2%
Other.	10	2%
Funding legal services.	6	1%
<b>Grand Total</b>	<b>627</b>	<b>100%</b>
Community Priority Poll posted on Engage Lancaster from January 1st (it will continue until February 14th, 2021). The poll has received 319 unique participants. The above question can receive up to two votes per participants. <a href="https://engage.cityoflancasterpa.com/en/projects/community-dollars">https://engage.cityoflancasterpa.com/en/projects/community-dollars</a>		

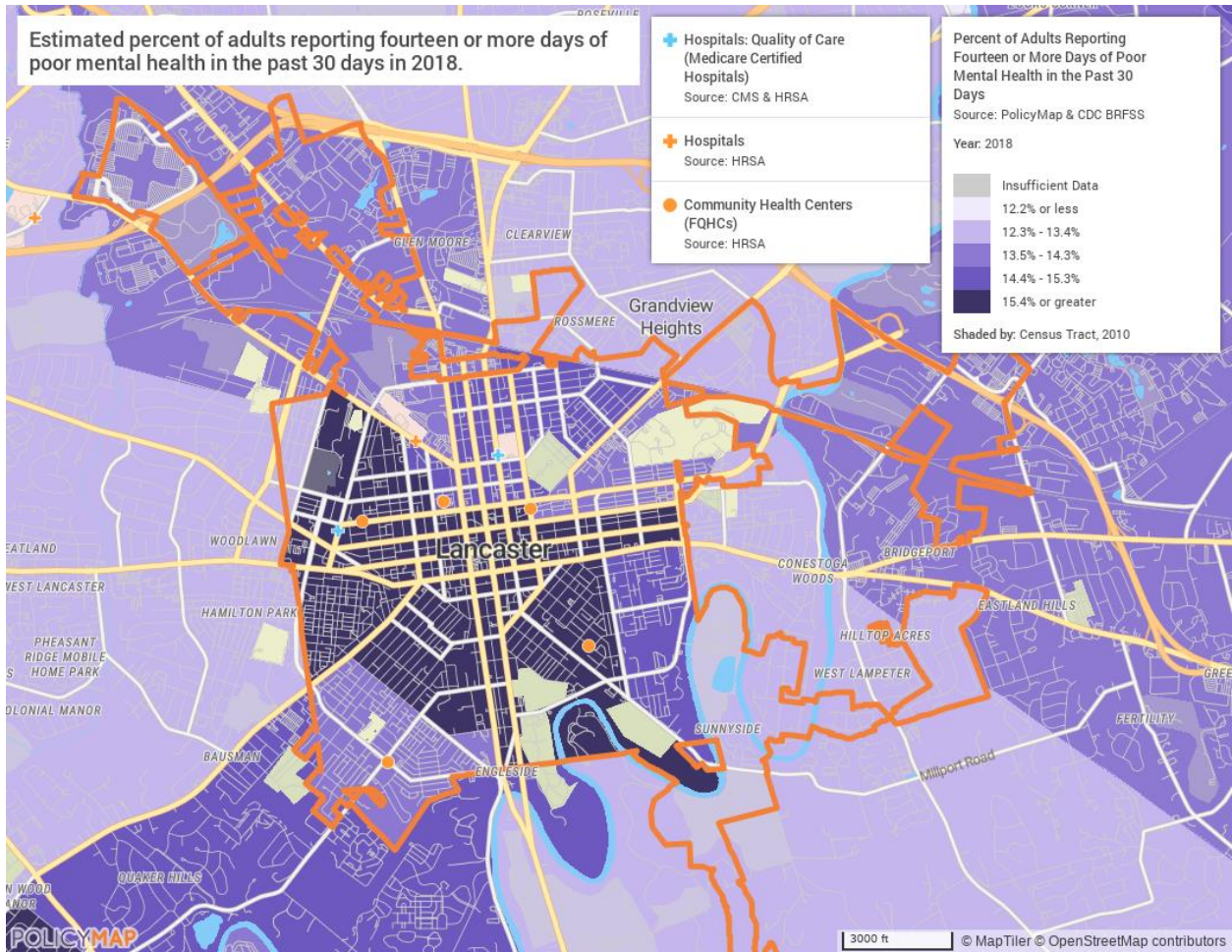
**Community Priority Poll - Public Services Priorities**

**Substance Abuse Needs Assessment**

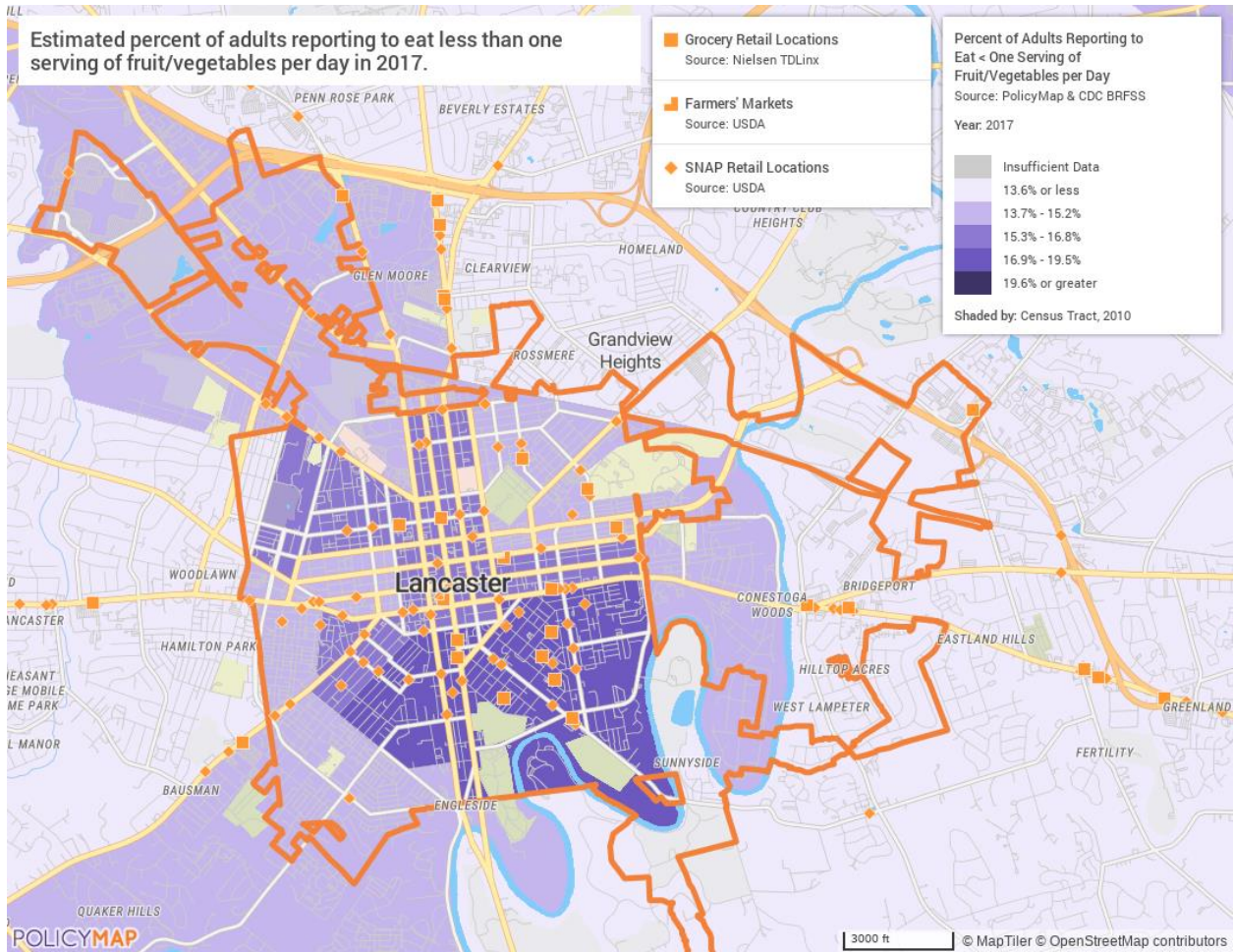
The Lancaster County Drug and Alcohol Commission released a Needs Assessment (2018). The report approximates that 4,371 people seek treatment at any given time. Opioid use and overdoses have been on the rise in Lancaster since 2013. Thankfully, there is the surplus of SCA treatment dollars and the SCA is moving into areas that have not been adequately funded in the past (see report for more information). With the increase in people accessing treatment, there are occasional waiting lists for detox and residential rehab placements. There is a need for additional facilities, qualified and trained staff, and a larger detox unit.



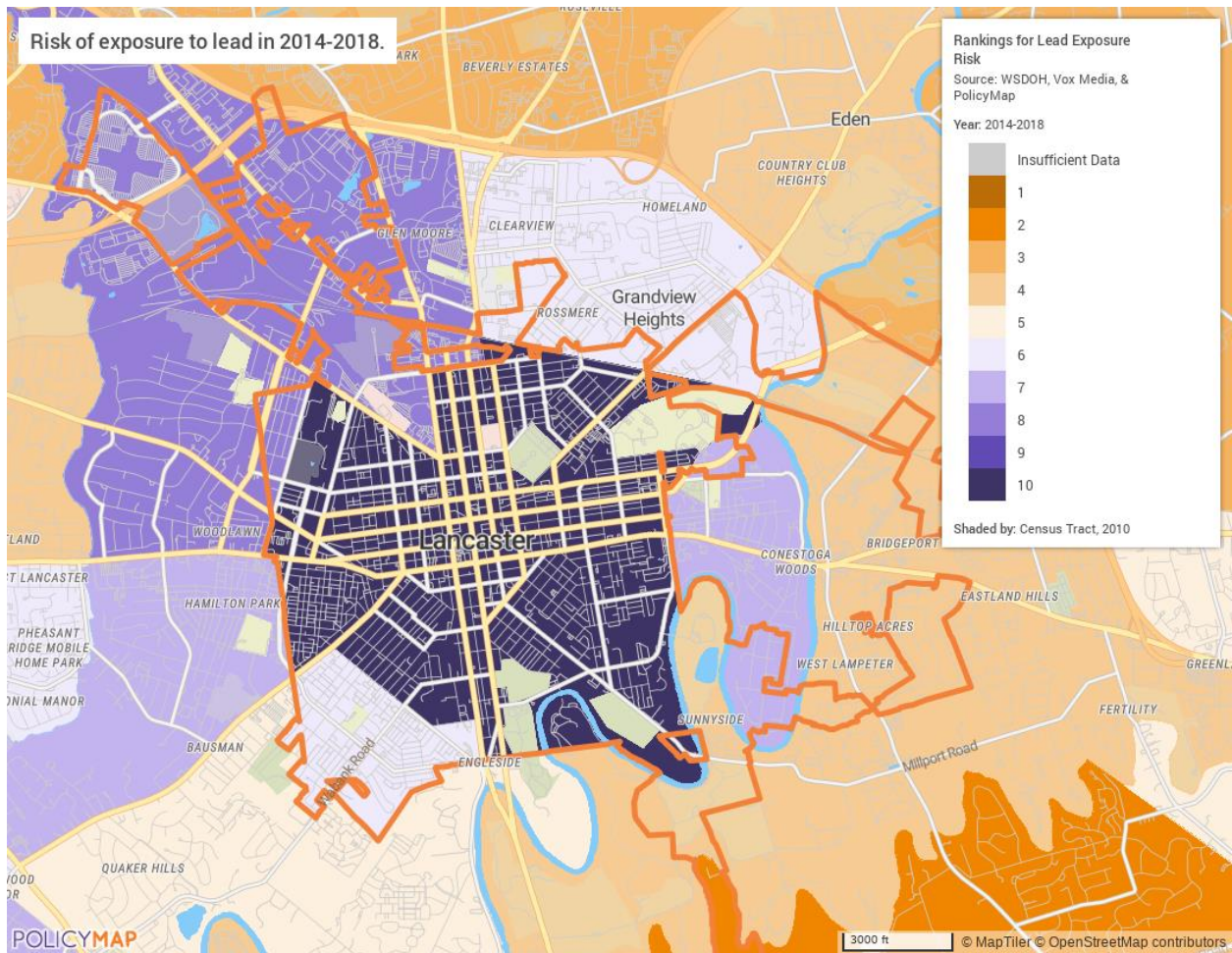
**Perceived Physical Health 2018**



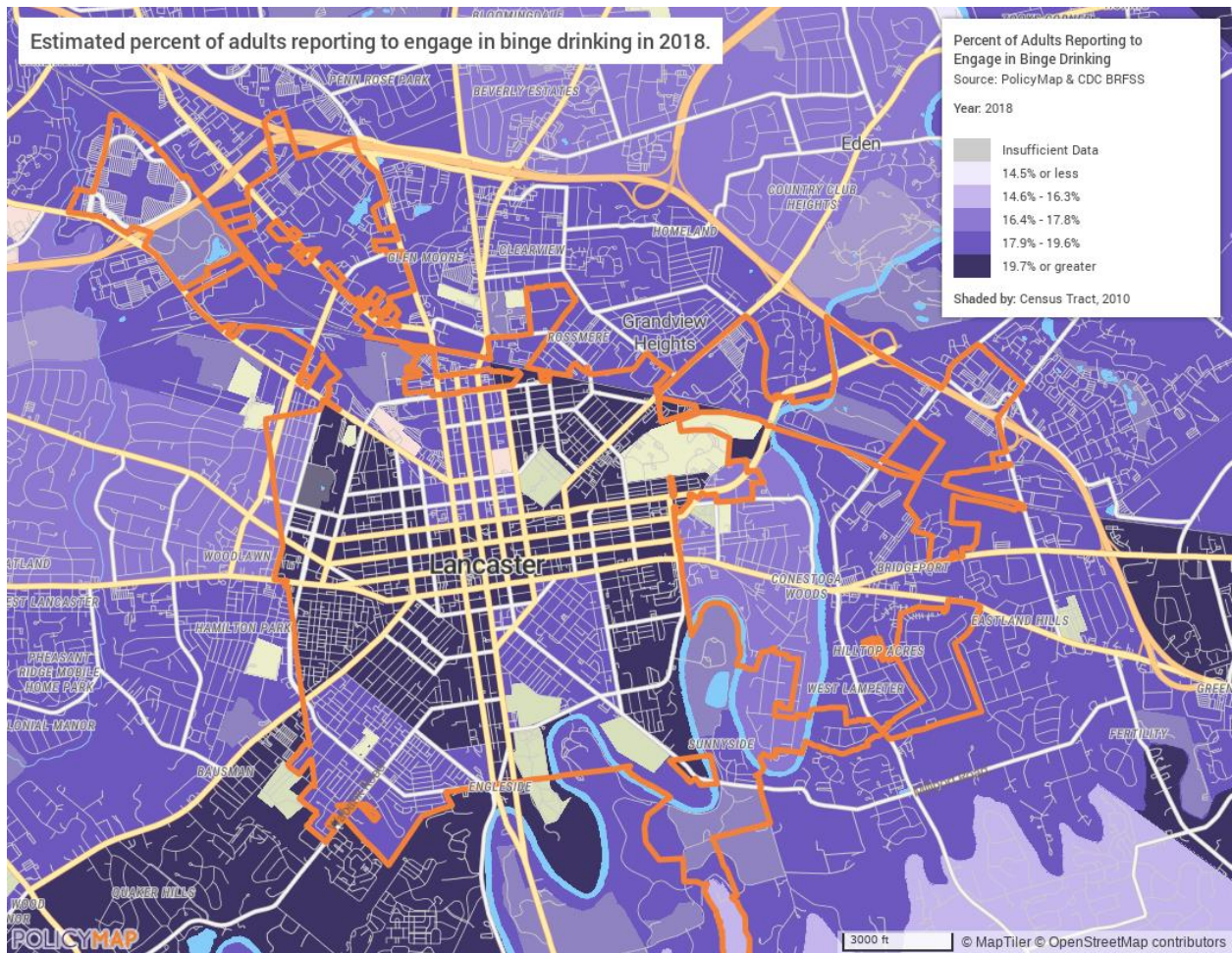
**Perceived Mental Health**



**Food Access and Healthy Eating Habits**



**Lead Exposure**



**Binge Drinking**

# Market Analysis

## MA-05 Overview

### Market Analysis Overview:

Below please find the results of the City's portion of the Market Analysis. Findings allowed the City to better understand the potential role Lancaster City's CDBG and ESG dollars could go toward. Discussions with community partners and analysis of data ranged across several areas of potential focus including economic development, health and wellness, housing affordability and access, homelessness, and infrastructure improvements.

## MA-30 Homeless Facilities and Services - 91.410, 91.210(c)

### Introduction

There is an existing challenge to serve our unsheltered community members. Lanc Co MyHome estimates a need for 30 beds that specifically meet the needs of these hard-to-reach community members.

Additionally, there is a significant bottleneck in our Rapid Rehousing process. The estimated # of rapid rehousing cases per year is a quarter of the estimated # of households experiencing homelessness each year. The bottleneck is often attributed to lack of available affordable housing. These are the focus areas of the below needs assessment.

### Facilities Targeted to Homeless Persons

	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds	
	Year Round Beds (Current & New)	Voucher / Seasonal / Overflow Beds	Current & New	Current & New	Under Development
Households with Adult(s) and Child(ren)	139	80	40	43	0
Households with Only Adults	74	0	142	94	0
Chronically Homeless Households	0	0	0	24	0
Veterans	0	0	22	4	0
Unaccompanied Youth	0	0	0	8	0

**Table 9- Facilities Targeted to Homeless Persons**

**Alternate Data Source Name:**

HUD 2019 CofC Housing Inventory Count (HIC) Report

**Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons.**

The CoC partners with the Dept of Public Assistance to ensure homeless clients have access to TANF, GA, Medicaid, Medicare, WIC, and SNAP applications. The County Office of Vets Affairs supplies case managers to assist homeless veterans when acquiring their benefits. There are several health care facilities that are available to the uninsured as well as persons experiencing homelessness (including but not limited to South East Health Services and Welsh Mountain Medical and Dental Center). Mental health services are limited for all Lancaster County residents given funding constraints. All persons in Lancaster County, including persons experiencing homelessness, may access CareerLink for employment services. 75% of homeless assistance providers supply transportation assistance to clients to attend mainstream benefit appointments, employment training, or jobs. All homeless providers use a single application form for mainstream programs. 75% of homeless assistance providers have staff systematically follow-up to ensure mainstream benefits are received. The Lancaster City Housing Authorities prioritize 10% of their section 8 vouchers for individuals experiencing homelessness and maintain/case manages local VASH vouchers totaling 30 beds.

**List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. If the services and facilities are listed on screen SP-40 Institutional Delivery Structure or screen MA-35 Special Needs Facilities and Services, describe how these facilities and services specifically address the needs of these populations.**

From within our countywide network of providers, we recognize standing unmet needs that have only been exacerbated by COVID-19. Our estimate is that, in the short term, we will need 30 new shelter beds, preferably in low-barrier environments. There is also a need for additional crisis housing units – this is a significant bottleneck in our Rapid Rehousing process. Roughly 60 additional units of crisis housing are called for to meet the ongoing need at this time.

Additionally, Lanc Co MyHome and the City have begun conversations to address the ongoing unmet need for services aimed at our unsheltered, hard-to-serve population.

Finally, Lanc Co MyHome has partnered with the City School District and several County school districts to develop a strategy for our homeless youth and homeless unaccompanied youth.

## MA-45 Non-Housing Community Development Assets - 91.410, 91.210(f)

### Economic Development Market Analysis

#### Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	203	0	1	0	-1
Arts, Entertainment, Accommodations	3,253	3,356	15	11	-4
Construction	945	1,163	4	4	0
Education and Health Care Services	4,918	10,199	22	33	11
Finance, Insurance, and Real Estate	897	1,594	4	5	1
Information	358	774	2	2	0
Manufacturing	4,316	4,274	19	14	-5
Other Services	973	1,503	4	5	1
Professional, Scientific, Management Services	1,521	3,037	7	10	3
Public Administration	0	0	0	0	0
Retail Trade	2,732	3,989	12	13	1
Transportation and Warehousing	1,145	320	5	1	-4
Wholesale Trade	967	789	4	3	-1
Total	22,228	30,998	--	--	--

**Table 10 - Business Activity**

Data Source: 2011-2015 ACS (Workers), 2015 Longitudinal Employer-Household Dynamics (Jobs)

#### Labor Force

Total Population in the Civilian Labor Force	28,820
Civilian Employed Population 16 years and over	25,130
Unemployment Rate	12.82
Unemployment Rate for Ages 16-24	35.04
Unemployment Rate for Ages 25-65	7.05

**Table 11 - Labor Force**

Data Source: 2011-2015 ACS

#### Travel Time

Travel Time	Number	Percentage
< 30 Minutes	18,045	76%
30-59 Minutes	4,780	20%

Travel Time	Number	Percentage
60 or More Minutes	985	4%
<i>Total</i>	<i>23,810</i>	<i>100%</i>

Table 12 - Travel Time

Data Source: 2011-2015 ACS

**Education:**

Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	2,785	600	3,280
High school graduate (includes equivalency)	7,055	905	3,145
Some college or Associate's degree	4,905	470	1,320
Bachelor's degree or higher	5,475	190	435

Table 13 - Educational Attainment by Employment Status

Data Source: 2011-2015 ACS

Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	150	390	560	1,190	835
9th to 12th grade, no diploma	1,310	1,440	1,000	2,080	1,060
High school graduate, GED, or alternative	3,110	3,645	2,610	4,850	1,965
Some college, no degree	2,855	1,770	1,345	2,005	615
Associate's degree	175	705	405	470	90
Bachelor's degree	335	1,960	800	1,140	550
Graduate or professional degree	79	815	455	930	400

Table 14 - Educational Attainment by Age

Data Source: 2011-2015 ACS

Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	17,000
High school graduate (includes equivalency)	25,393
Some college or Associate's degree	25,592
Bachelor's degree	40,027

Educational Attainment	Median Earnings in the Past 12 Months
Graduate or professional degree	50,432

Table 15 – Median Earnings in the Past 12 Months

Data Source: 2011-2015 ACS

**Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?**

According to the above tables and to consultations with ASSETS, the Lancaster Chamber, and Lancaster EDC no single sector dominates Lancaster's economy. We have a relatively diverse economy. When considering GDP, the number of establishments and jobs, the most any one sector contributes to our economy is 15 percent. The exception is manufacturing, our largest economy. Health Care follows as a close second. Following this, we have Retail, Construction, Whole Sale, Professional Services, and Transportation in that order. For our MWBE's the food industry and retail and service industry are also prominent.

The diversity of our economy indicates that any disruptive shocks to our economy (such as the CoVid-19 pandemic) requires a widespread, multi-sector stimulus approach.

**Describe the workforce and infrastructure needs of the business community:**

There continues to be a mismatch of local talent to opportunities. Organizations such as IU13, the Lancaster Chamber, Literacy Council, and Career Link continue to work closely with our School Districts and Higher Education facilities to provide skill development programming around Manufacturing, health care, and engineering.

Other persistent needs for our workforce include inadequate transportation and inequitable access to broadband.

**Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create.**

Partners such as Lancaster EDC and Lancaster Chamber made clear that the effects of CoVid-19 on the economy will be hard to predict. Areas to pay attention to over the next five years include the building need for internet access in private residences and the potential lowering need for office space in Lancaster Downtown. Additionally, rapid implementation of technology across Lancaster businesses has altered customer service standards and this could mean a change in the types of technical and investment services we offer to new and growing businesses.

**How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?**

There continues to be a mismatch of local talent to opportunities. Organizations such as IU13, the Lancaster Chamber, Literacy Council, and Career Link continue to work closely with our School Districts and Higher Education facilities to provide skill development programming around Manufacturing, health care, and engineering.

**Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan.**

Workforce training initiatives are provided by an array of valued service providers including PCAD, F&M, Lebanon Valley College, Elizabethtown College, Millersville, Lancaster Seminary, HACC, Central Pen College, Stevens College, PA College of Health Sciences, Eastern Mennonite University, Lancaster Bible College, Lancaster County CTC, York Technical, IU 13, Literacy Council, ASSETS, F&M, Career and Technology Center (LCCTC), Career Link, Thaddeus Stevens, and SACA.

**Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)?**

Yes

**If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.**

Before March 2020, the City's Building On Strength 15-year economic development plan was making extraordinary progress (<http://lancastercityalliance.org/building-on-strength/>). As the economy shut down, the Lancaster City Alliance team went to work reviewing the plan and identified ways in which Building On Strength will now *maintain* the City's strength. Plan implementation partners and volunteers with our Economic Development and Planning Executive Leadership Team helped to fine-tune the new direction. The plan as a whole remains in effect, but the focus has shifted to economic recovery. Listed below are the five recovery priorities, including recent work associated with each.

## **MA-50 Needs and Market Analysis Discussion**

### **Are there areas where households with multiple housing problems are concentrated? (include a definition of "concentration")**

Below please find two maps charting the estimated percent of owner-occupied and renter-occupied housing units with two or more selected physical or financial conditions, between 2015-2019. A "selected condition" includes lacking complete plumbing facilities, lacking complete kitchen facilities, having 1.01 or more occupants per room, having selected monthly owner costs as a percentage of household income greater than 30 percent, and having gross rent as a percentage of household income greater than 30 percent. The maps show that owner-occupied housing units see much fewer physical and financial conditions as our renter-occupied housing units. Additionally, the census tracts with the highest percent of renters with 2 or more of the above conditions are not concentrated in one specific quadrant in the City - the issues persists across the City.

### **Are there any areas in the jurisdiction where racial or ethnic minorities or low-income families are concentrated? (include a definition of "concentration")**

Below please find a map that shows census tracts where 51% of the population are people of color and where census tracts have a median household income at or below 80% of the area's median household income. Most of the Southeast and portions of the Southwest and Northsides of the city are highlighted. Additionally, below please find a map displaying the City's median income by census block. This map shows that although certain areas of the City have as low as 33% of the areas median income and that the entire City falls below the MSA's median income.

Although specific areas of the City may require particular attention, citywide strategies are also critical.

### **What are the characteristics of the market in these areas/neighborhoods?**

For the most part, data points to a need for a citywide approach. However, the "Low/Mod Income Areas and Areas with 51%+ People of Color" does identify certain areas in the Southeast, Southwest and Northern parts of the City. The following area characteristics were taken from the City's Building on Strength plan:

Data shows that people are continuing to move into and invest in Lancaster City. Lancaster is diverse, as is reflected in the population's racial and ethnic composition. Recognizing this, it is crucial to accommodate the diverse needs and values of Lancaster's residents. Additionally, the community is proud of its cultural and community assets, including a strong arts scene, America's oldest public market, local businesses, a network of services and institutions that strive for equity, and a growing creative class interested in Lancaster's prosperity. Residents value the strong mix of local retailers and eateries and want to continue to support the local economy. Additionally, there is a strong appreciation for and emphasis on protecting historic assets in Lancaster, which boasts a rich and intact architectural heritage. Finally, the specific areas and neighborhood discussed above each have various Commercial Hubs and districts that each represent unique identities, each serving a different set of needs and interests.

Within these neighborhoods, there are blocks that have disproportionately high numbers of blighted properties, crime, fire issues, displacement, health concerns, and lack of access to public spaces and healthy foods. These blocks are in the process of being defined through an algorithm powered by Tolemi's Building Blocks called the Block Strength Indicator.

### **Are there any community assets in these areas/neighborhoods?**

For the most part, data points to a need for a citywide approach. However, the "Low/Mod Income Areas and Areas with 51%+ People of Color" does identify certain areas in the Southeast, Southwest and Northern parts of the City. The following area characteristics were taken from the City's Building on Strength plan:

Each of these neighborhoods lead into and touch the Downtown neighborhood which is regarded as a highly valuable asset filled with a strong retail, restaurant, hotel, and office space market. There are many opportunities to extend amenities from Downtown into Commercial Hubs that border the aforementioned neighborhoods in order to reinforce identities, enhance the quality of life, and establish them as viable places in which to invest.

Specific assets and areas of opportunity within each of these neighborhoods include:

Northeast: Plum and Walnut Anchor, Ross Street Gateway, New Holland Avenue Infill, and Burle Office Park Infill Development

Southeast: Excelsior Building, East King Infill Development, and Facade/Property Enhancements, Conestoga Plaza, Conestoga East and North, Residential Infill Opportunities, South Duke Square and South Duke Street Infill

Southwest: The Ironworks, South Prince Infill Development, Facade/Property Enhancements, and Rebman's Redevelopment, Manor Street Infill/Property Enhancements, Consolidated Parking Resources (Typ.), West King infill Development/Property Enhancements, Upper Floor Redevelopment.

This list is not expansive.

Several community social service agencies operate in these neighborhoods. SACA Development Corporation, a CHDO, develops housing for low- and moderate-income homeowners in the southeast area of the city. The Lancaster Housing Opportunity Partnership received a Wells Fargo Planning Grant to develop a strategic plan to revitalize a portion of the southwest area of the city - SoWe Community Group has now been running successfully in the Southwest for four years. The city has also upgraded parks and other public facilities in these areas and will continue with park improvements and streets improvements in the future.

### **Are there other strategic opportunities in any of these areas?**

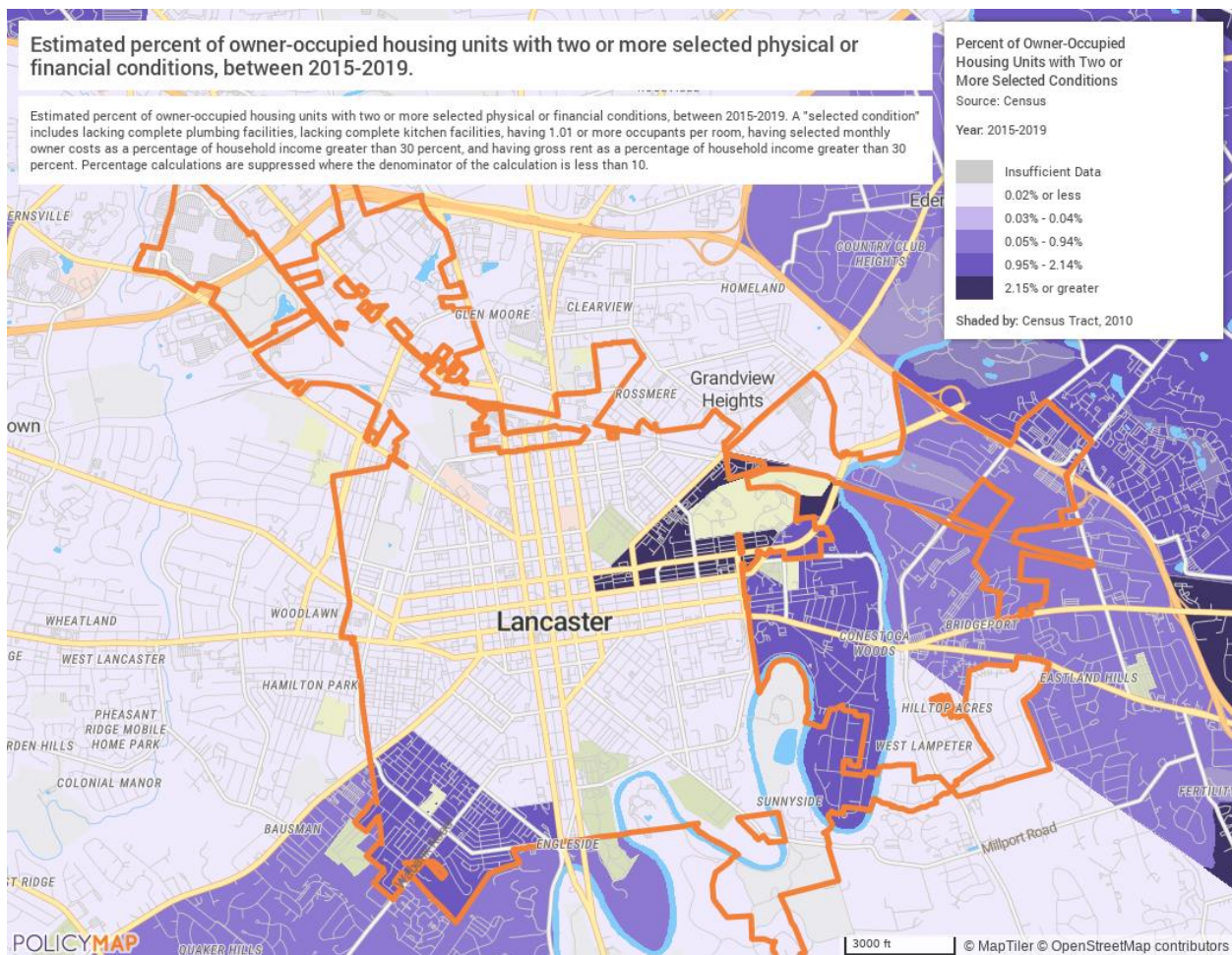
Poverty is a major discussion point and challenge facing Lancaster and its residents, where the poverty rate is 30%. Elements of Lancaster's poverty include housing affordability, employment opportunities, and access to capital. The City and its partners recognizes that poverty is a much broader issue that cannot be tackled by this

effort alone; rather, it will require a coordinated and comprehensive effort that involves many entities throughout Lancaster City and its neighboring communities within Lancaster County.

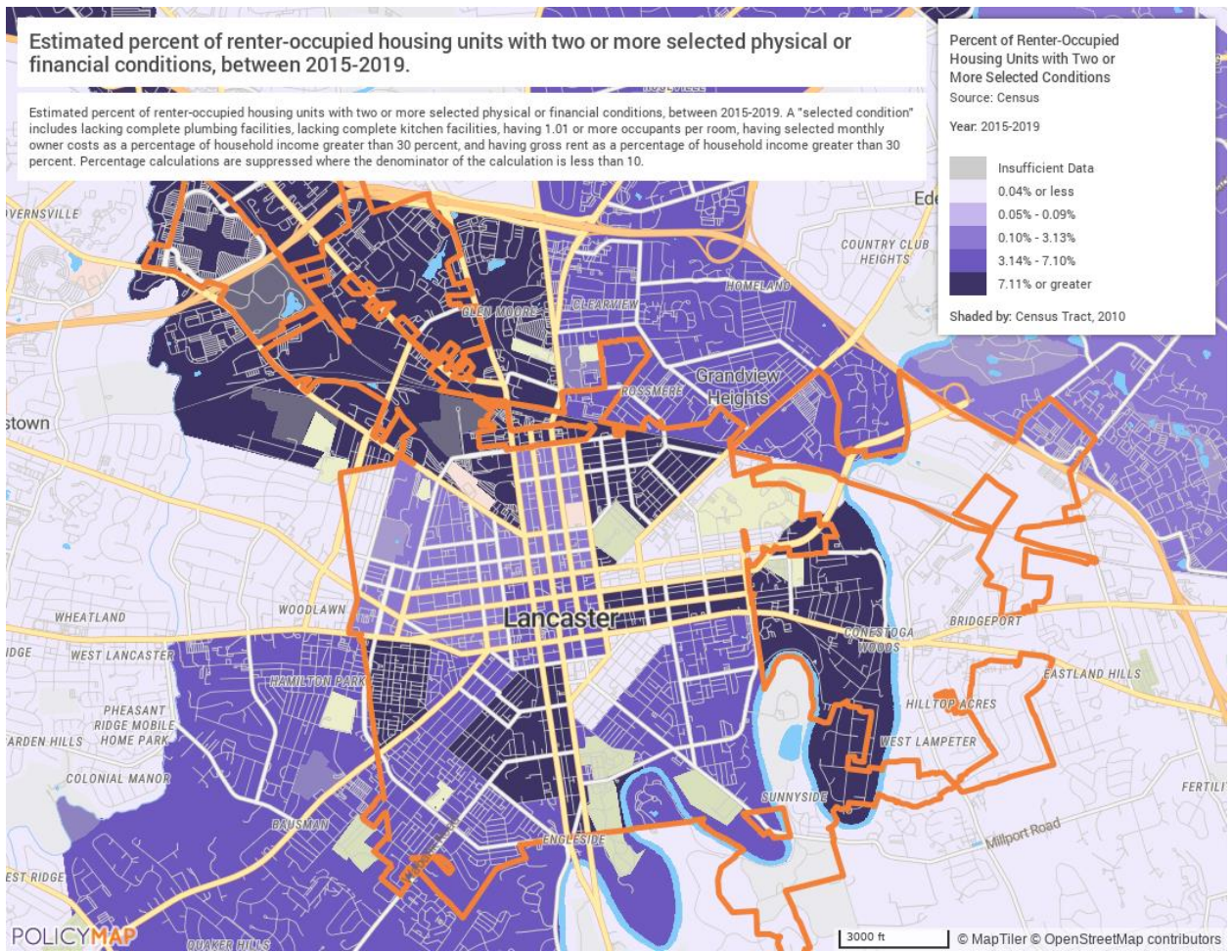
Neighborhood based approaches are critical to sustainable change in neighborhoods and blocks deemed to have high needs. Currently, the City is undergoing a pilot on a specific high need block, collaborating across departments and with many different external partners to develop a community led strategy to change the direction of the block.

**Specific strategic opportunities listed within the City's Building on Strength Plan include:**

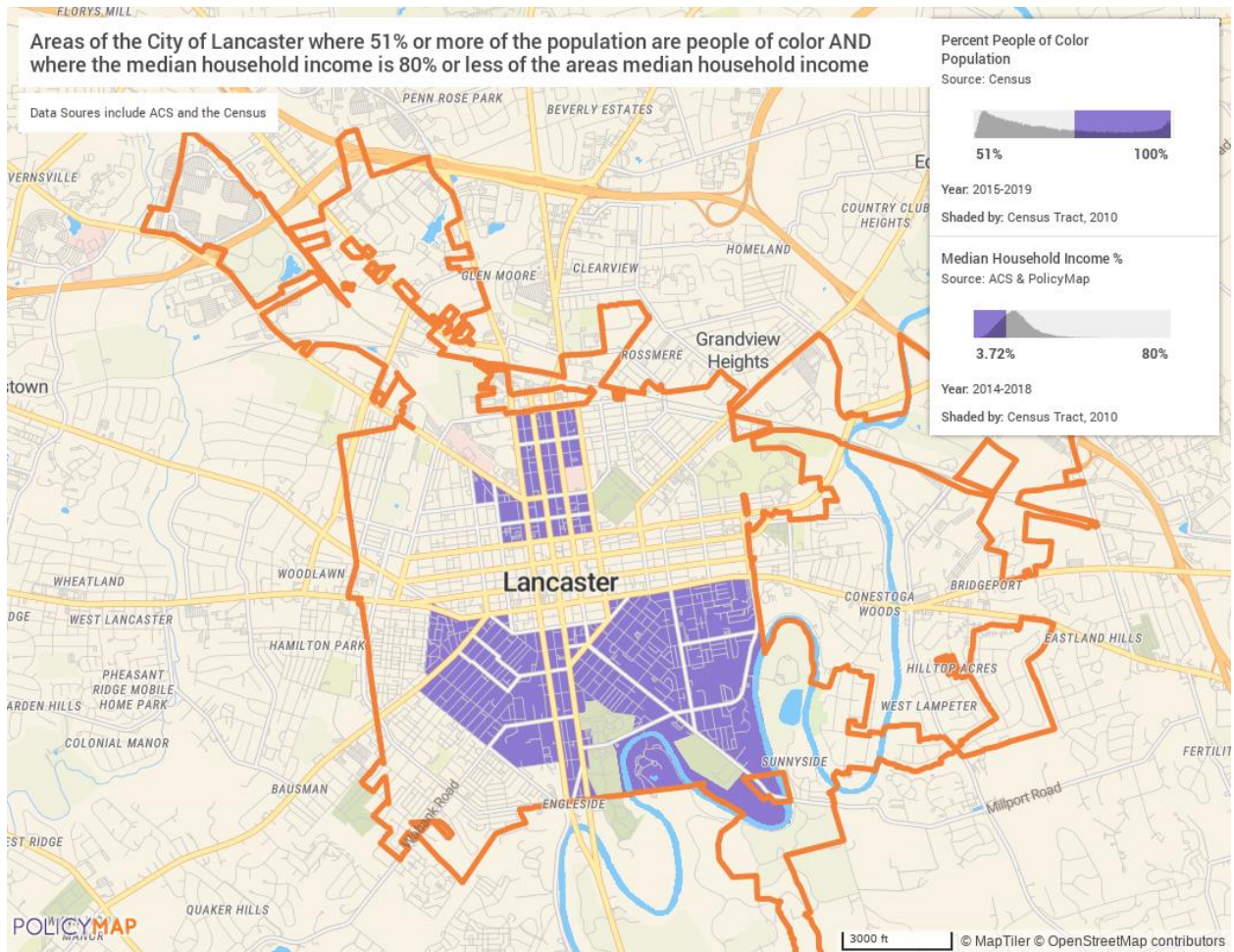
- Strategy 1 Expanding Success: Traditional Economic Development Investment
- Strategy 2 Embracing the Collaborative Economy: Cultivating Entrepreneurs (Creative & Technological)
- Strategy 3 Leveraging the Brand: Marketing Lancaster City
- Strategy 4 Quality of Life: Reinforcing Commercial Hubs



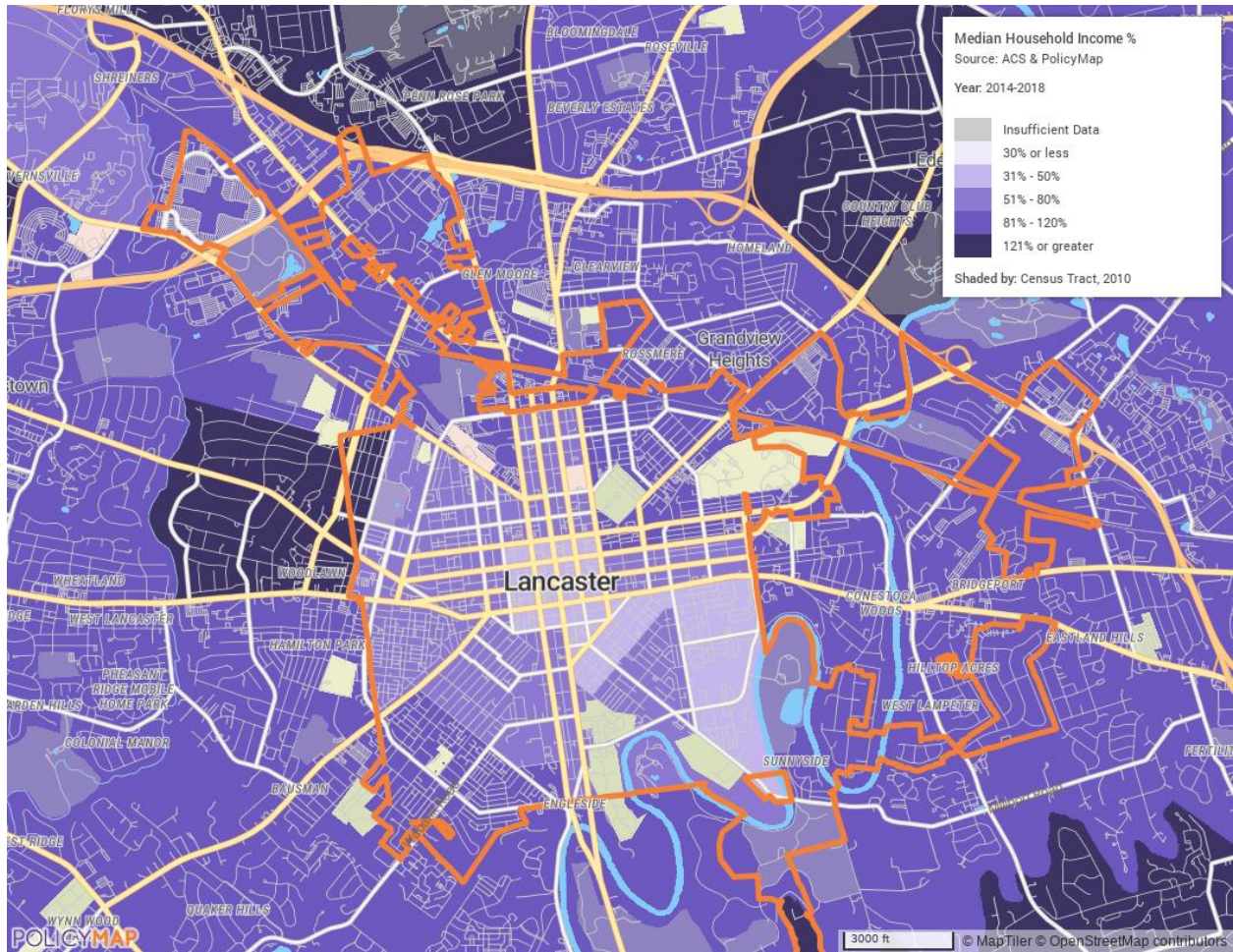
**Owners with 2 or more housing conditions**



**Renters with 2 or more housing conditions**



**Low/Mod Income Areas AND Areas with 51%+ People of Color**



**Lancaster Area Median Income by Census Tracts/Blocks**

## **MA-60 Broadband Needs of Housing occupied by Low- and Moderate-Income Households - 91.210(a)(4), 91.310(a)(2)**

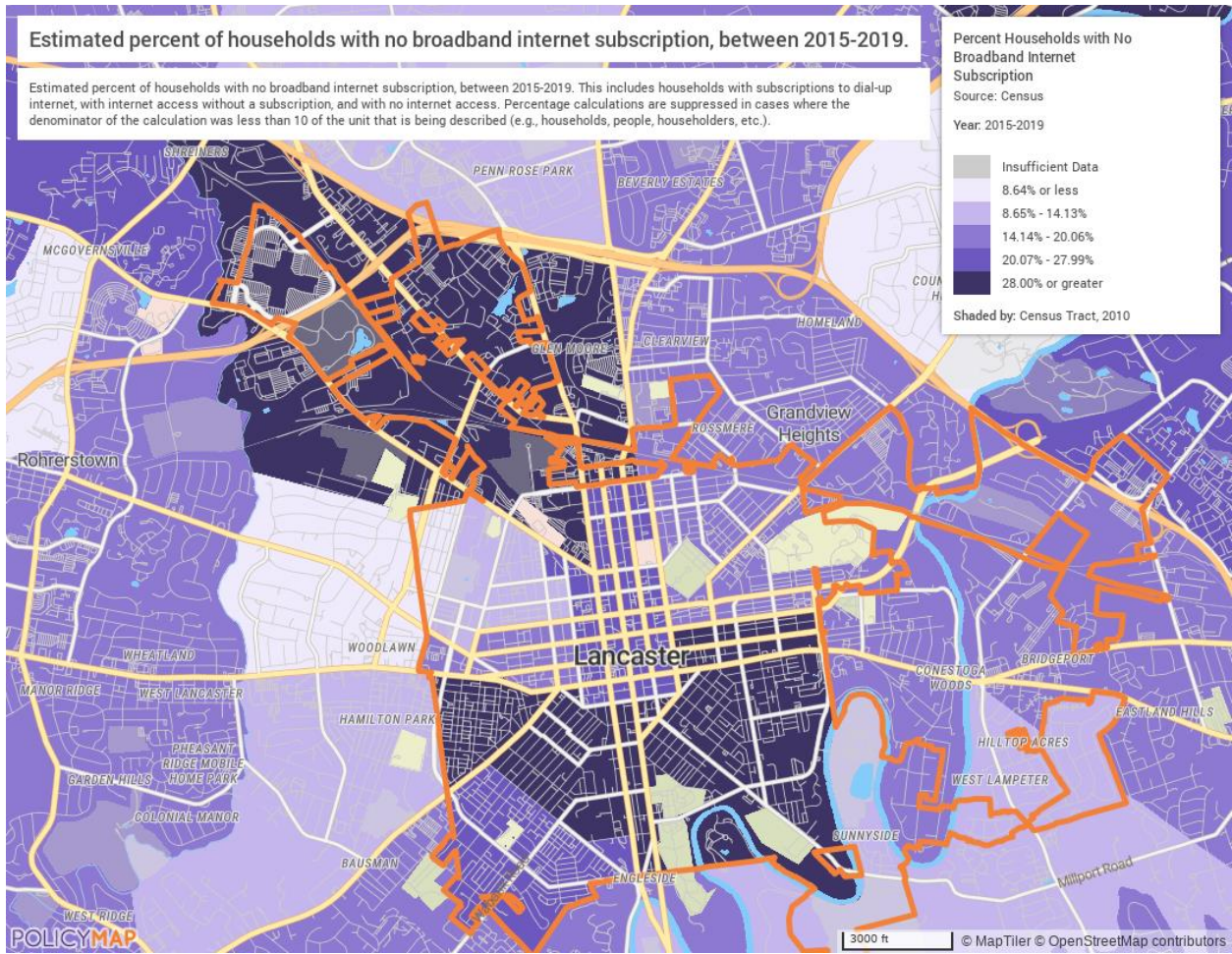
**Describe the need for broadband wiring and connections for households, including low- and moderate-income households and neighborhoods.**

According to critical partners (EDC and Lancaster Chamber) we must pay attention to how the growing virtual workplace will impact our commercial real-estate and how our low- and moderate- income communities without consistent access to internet will be further disenfranchised by lack of access to internet. The below maps show how certain census tracts in the City's Southwest and Southeast have 23% of households with no internet access (2015 - 2019 ACS). Additionally, we see a broader lack of access to broadband across the southside and parts of the northside of the City.

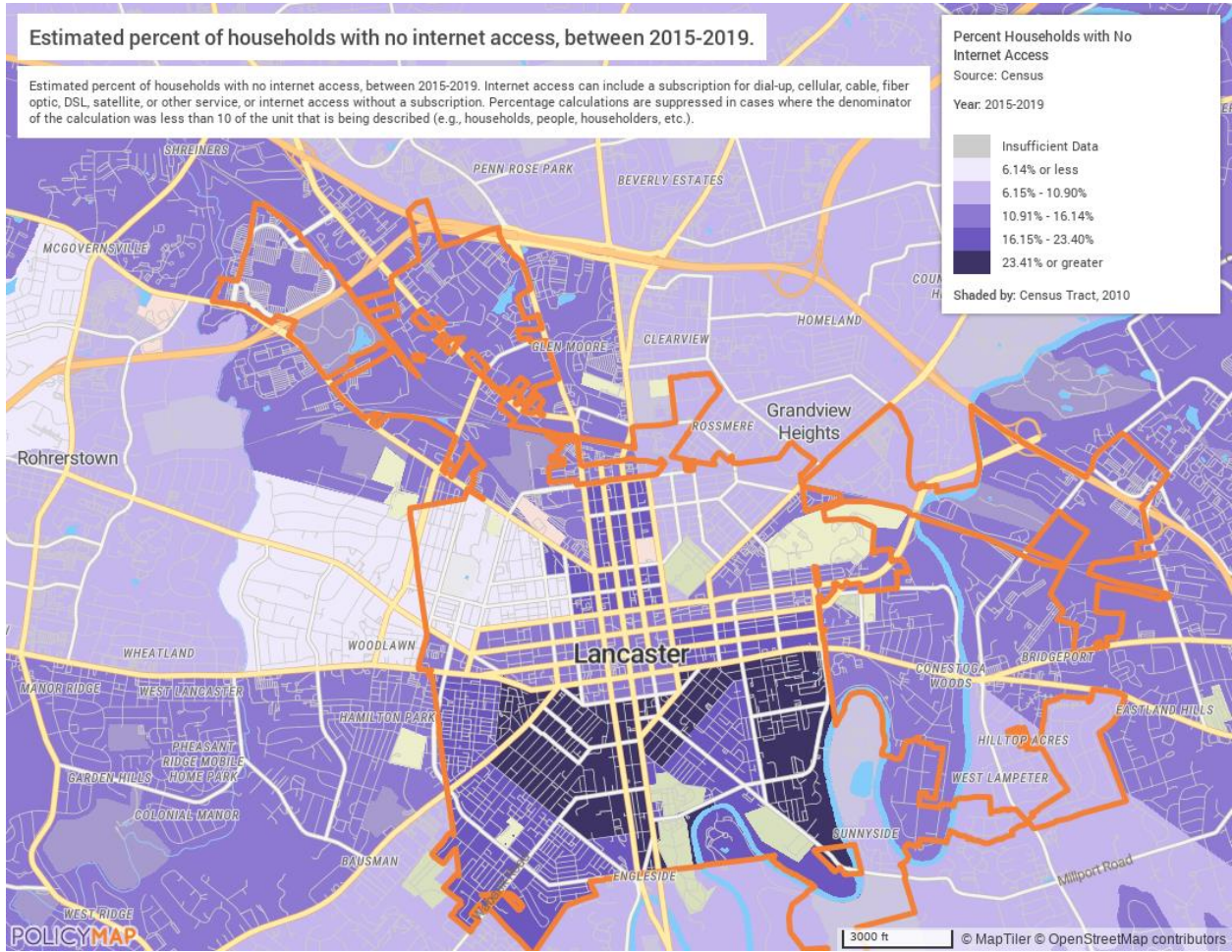
**Describe the need for increased competition by having more than one broadband Internet service provider serve the jurisdiction.**

In February 2015, the city hired Reading-based MAW Communications to install a municipal fiber-optic network for the city, culminating discussions with the company that began around 2006. The city gave MAW a \$1.5 million loan and allocated an additional \$1.5 million as startup costs to subsidize residential connections, which began in 2017 and were expected to reach the entire city by the end of 2019.

In late 2017 legal issues stalled the project. Legal issues were settled in June 2020. The settlement will give the city control of the current system, allowing it to find other private companies to build it out. Officials have stressed they only want to be temporarily in charge. City officials have not offered any timeline for getting new private partners.



**Est % of Households with no broadband internet subscription**



**Est. % of Households with no internet access**

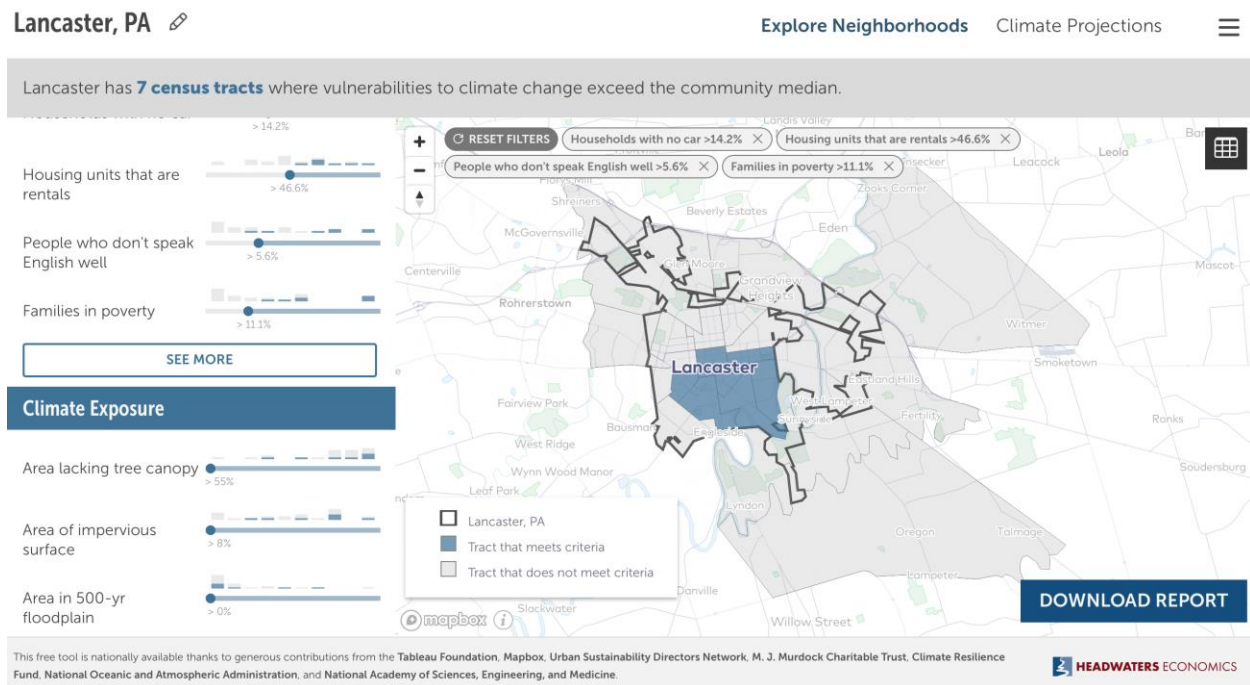
## MA-65 Hazard Mitigation - 91.210(a)(5), 91.310(a)(3)

### Describe the jurisdiction's increased natural hazard risks associated with climate change.

According to the City's Municipal Climate Change Plan, Lancaster City ranked 14th in the nation among the top 50 cities with biggest increases in heavy downpours from 2005-2014, and seven of the ten hottest days on record since 1914 in Lancaster have occurred in the last 20 years. The impacts of climate change are already being felt in Lancaster through increased precipitation and temperatures. In addition to the direct effects of these conditions, a changing climate will also exacerbate existing conditions such as poor air quality and a propensity for urban flooding. The impacts of climate change challenge municipal operations by putting stress on City facilities and threatening to disrupt the delivery of services to people across Lancaster City.

### Describe the vulnerability to these risks of housing occupied by low- and moderate-income households based on an analysis of data, findings, and methods.

As the map elaborates, areas of our southeast and southwest neighborhoods are at higher risk to the adverse effects of climate change. These impacts may actualize themselves in decreased housing values, increased insurance costs, increased utility costs, and (in extreme cases) displacement.



### Census Tracts At Risk Of Adverse Outcomes Due To Climate Change

# Strategic Plan

## SP-05 Overview

### Strategic Plan Overview

The strategy below required meaningful citizen participation, consultations with critical partners, reports review and data analysis. The results of this work was reviewed by an internal strategic planning team who ultimately defined the below five priority needs/goals and set a budget and target program outcomes.

- Maintain Affordable, Good Quality Housing
- Increase Affordable Housing Opportunities
- Promote Neighborhood Quality of Life
- Expand Economic Opportunities
- Support Homeless Services

## SP-10 Geographic Priorities - 91.415, 91.215(a)(1)

### General Allocation Priorities

Describe the basis for allocating investments geographically within the state

The focus (and location) of Lancaster's CDBG & ESG Program activities is in the original four square mile area of the City (i.e., one mile in each direction from Penn Square) where all of the City Census Tracts occupied primarily by low- and very low-income persons are located. Also, the areas of racial/minority concentration are located in the original four square miles, particularly in the southeast and southwest sectors of the City. It is in this target area that the City will focus action through its CDBG-funded activities to reduce or eliminate impediments to meeting underserved needs.

## SP-25 Priority Needs - 91.415, 91.215(a)(2)

### Priority Needs

Table 16 – Priority Needs Summary

1	<b>Priority Need Name</b>	Maintain Affordable, Good Quality Housing
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents
	<b>Geographic Areas Affected</b>	LANCASTER CITY
	<b>Associated Goals</b>	Maintain Affordable, Good Quality Housing
	<b>Description</b>	The cost of preserving existing units as affordable often is less than the cost of creating a newly constructed affordable unit. Preserving quality among our affordable housing stock promotes housing stability for its residents. Both of these factors make preservation a cost-effective strategy when grappling with the need for quality affordable housing in our community. Our community has an aging housing stock and is starting to see the effects of climate change. Without attention to property condition, residents are at risk of lead poisoning and other conditions that may effect their health. They are also at risk of displacement. Maintenance of affordable housing will be carried out through home repairs and housing code enforcement.
	<b>Basis for Relative Priority</b>	Maintenance of affordable housing is a high priority because it directly impacts the health and security of our most vulnerable residents.
2	<b>Priority Need Name</b>	Increase Affordable Housing Opportunities
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents
	<b>Geographic Areas Affected</b>	LANCASTER CITY
	<b>Associated Goals</b>	Increase Affordable Housing Opportunities

	<b>Description</b>	The community has cried out their need for increased affordable housing for our low- and moderate-income households. According to the US Census (ACS 5-Year Estimate 2015 - 2019) an estimated 1,868 (or 19.47% of) Lancaster City homeowners and an estimated 5,805 (or 46.45% of) Lancaster City renters are housing cost burdened.  Although these numbers have decreased/improved since the 2008, they remain high. Households facing housing cost burdens often prioritize certain basic necessities over others; tradeoffs might include monthly rent or mortgage payments, food, health care, and transportation. These tradeoffs impact the health, stability, and future of our community members.
	<b>Basis for Relative Priority</b>	Although these numbers have decreased/improved since the 2008, they remain high. Households facing housing cost burdens often prioritize certain basic necessities over others; tradeoffs might include monthly rent or mortgage payments, food, health care, and transportation. These tradeoffs impact the health, stability, and future of our community members.
<b>3</b>	<b>Priority Need Name</b>	Promote Neighborhood Quality of Life
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents
	<b>Geographic Areas Affected</b>	LANCASTER CITY
	<b>Associated Goals</b>	Promote Neighborhood Quality of Life
	<b>Description</b>	The City's administration has taken on a neighborhood approach to understanding and addressing community need. Our internal data shows that neighborhoods that exhibit housing challenges (both affordability and conditions) often also exhibit needs ranging from low fire safety, high crime rates, lack of access to safe public spaces and facilities and the need for street and stormwater improvements.
	<b>Basis for Relative Priority</b>	The challenges of this community's neighborhoods cannot be solved through a single approach and Lancaster neighborhoods require partnership, collaboration, and intentionality in order to thrive.
<b>4</b>	<b>Priority Need Name</b>	Expand Economic Opportunities
	<b>Priority Level</b>	Low
	<b>Population</b>	Extremely Low Low Moderate Non-housing Community Development
	<b>Geographic Areas Affected</b>	LANCASTER CITY
	<b>Associated Goals</b>	Expand Economic Opportunities

	<b>Description</b>	The foundation of a strong city is household sustaining employment and accessible, strong economic opportunities positively impacts quality of life of all City residents. In the wake of CoVid-19, the economic landscape is changing and the diverse businesses that provide job opportunities to our community are still adapting to these changes.
	<b>Basis for Relative Priority</b>	Although expanding economic opportunity is a high priority for this administration, the City has chosen to focus the majority of it's City CDBG dollars on maintaining and building affordable housing for its community.
<b>5</b>	<b>Priority Need Name</b>	Support Homeless Services
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Rural Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth
	<b>Geographic Areas Affected</b>	LANCASTER CITY
	<b>Associated Goals</b>	Homeless Services
	<b>Description</b>	There are on average 27 chronically homeless families (or 49 chronically homeless individuals) in the County of Lancaster. Feedback from our Outreach workers and the Lanc Co MyHome also describe a problem of existing and continuing unsheltered, service resistant individuals. Lanc Co MyHome estimates a need for 30 beds that specifically meet the needs of these hard-to-reach community members.  There is also a significant bottleneck in our Rapid Rehousing process. The estimated # of rapid rehousing cases per year is a quarter of the estimated # of households experiencing homelessness each year. The bottleneck is often attributed to lack of available affordable housing.
	<b>Basis for Relative Priority</b>	Persons experiencing homelessness or at-risk of homelessness struggle to secure a safe, sheltered place to sleep every night, locate a place to shower and use the bathroom, find a place to clean their clothes, hold down a job and make a steady income, provide for dependent children, and attend to their health. People experiencing homelessness expend tremendous energy every day just to survive. Providing services to our community members struggling in homelessness and with extreme vulnerability is a high priority.

**Narrative (Optional)**

Because there are different ways to spend CDBG and ESG, we are asked to research our community and find out what our are community's priority needs. We do this by analyzing census data, talking to community stakeholders, service providers, and experts, and by gathering critical community feedback. This information allows us to make decisions on what our five year goals should be for CDBG and ESG.

**SP-35 Anticipated Resources - 91.420(b), 91.215(a)(4), 91.220(c)(1,2)**

**Anticipated Resources**

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1			Expected Amount Available Remainder of ConPlan \$
			Annual Allocation: \$	Program Income: \$	Total: \$	
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	1,669,525	50,000	1,719,525	6,878,096
ESG	public - federal	Conversion and rehab for transitional housing Financial Assistance Overnight shelter Rapid re-housing (rental assistance) Rental Assistance Services Transitional housing	145,679	0	145,679	582,716

**Table 17 - Anticipated Resources**

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

Federal funds will continue to leverage private, state and local funds. CDBG funds will supplement a variety of programs that have other sources of funding. The Streets Improvements program generally utilizes other state grant funds as well as City Capital Improvement funds. The City of Lancaster's internal operating funds also supplement the Housing Code Enforcement Program and the Neighborhood Crime Prevention Program. The CDBG funds used for the Micro-Enterprise development program represents less than 5% of their total program budget; the majority of their budget is comprised of privately raised funds. The Fair Housing Program also receives private funds, in addition to state and local funds.

The ESG funds will be utilized for Outreach, Emergency Shelter and Homeless Prevention and Rapid Rehousing. These funds will leverage United Way and FEMA Emergency Food and Shelter Program dollars, as well as other private donations and grants secured by providers.

**If appropriate, describe publicly owned land or property located within the state that may be used to address the needs identified in the plan**

N/A

## SP-40 Institutional Delivery Structure - 91.415, 91.215(k)

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

<b>Responsible Entity</b>	<b>Responsible Entity Type</b>	<b>Role</b>	<b>Geographic Area Served</b>
ASSETS Lancaster	Non-profit organizations	Economic Development Non-homeless special needs	Jurisdiction
Beaver Street Working Group	Other	Non-homeless special needs Ownership Planning Rental neighborhood improvements public services	Jurisdiction
Community Action Partnership of Lancaster County	Non-profit organizations	Homelessness Non-homeless special needs Ownership Rental public facilities public services	Jurisdiction
Coalition for Sustainable Housing	Other	Ownership Rental	Jurisdiction
Community Basics, Inc.		Economic Development Ownership Rental	Jurisdiction
Community First Fund	Non-profit organizations	Economic Development	Jurisdiction
City Revitalization & Improvement Zone (CRIZ)	Government	Economic Development	State
Downtown Investment District	Non-profit organizations	Non-homeless special needs	Jurisdiction
Economic Development Company of Lancaster County	Non-profit organizations	Planning	Jurisdiction
Lancaster Lebanon Habitat for Humanity	Non-profit organizations		
HDC Mid Atlantic	CBDO	Ownership Rental	Jurisdiction
Impact Missions	Non-profit organizations	Ownership Rental	Jurisdiction
Lancaster Coalition to End Homelessness	Continuum of care	Homelessness	Jurisdiction

<b>Responsible Entity</b>	<b>Responsible Entity Type</b>	<b>Role</b>	<b>Geographic Area Served</b>
Lancaster City Alliance	Non-profit organizations	Economic Development Non-homeless special needs Ownership Planning Rental neighborhood improvements public services	Jurisdiction
Lancaster City Housing Authority	PHA	Ownership Public Housing Rental	Jurisdiction
Lancaster Chamber of Commerce	Non-profit organizations	Economic Development Planning	Jurisdiction
Redevelopment Authority of the County of Lancaster	Redevelopment authority	Homelessness Ownership Planning Rental	Jurisdiction
Lancaster County Workforce Investment Board	Government	Economic Development	Jurisdiction
Lancaster Equity Community Development Corp	Community/Faith-based organization	Ownership Rental	Jurisdiction
Lancaster City Land Bank Authority	Government	Ownership Rental	Jurisdiction
Lancaster General Health	Private Industry	Non-homeless special needs neighborhood improvements public facilities public services	Jurisdiction
Tabor Community Services	Non-profit organizations	Homelessness Non-homeless special needs Ownership Rental neighborhood improvements public services	Jurisdiction
Lancaster Housing Opportunity Partnership	Non-profit organizations	Economic Development Ownership Planning Rental neighborhood improvements public services	Jurisdiction

<b>Responsible Entity</b>	<b>Responsible Entity Type</b>	<b>Role</b>	<b>Geographic Area Served</b>
Redevelopment Authority of the City of Lancaster (RACL)	Redevelopment authority	Ownership Rental	Jurisdiction
Spanish American Civic Association Development Corp (SACA)	Non-profit organizations	Economic Development Non-homeless special needs Ownership Rental neighborhood improvements public facilities public services	Jurisdiction
YWCA	Non-profit organizations	Homelessness Non-homeless special needs public services	Jurisdiction
Mid-Penn Legal Services	Non-profit organizations	Non-homeless special needs public services	Jurisdiction
Lancaster-Lebanon Intermediate Unit 13 (IU 13)	Non-profit organizations	Non-homeless special needs Planning public services	Jurisdiction
Literacy Council of Lancaster - Lebanon	Non-profit organizations	Non-homeless special needs public services	Jurisdiction

**Table 18 - Institutional Delivery Structure**

**Assess of Strengths and Gaps in the Institutional Delivery System**

The City is still in the process of fully understanding the gaps and strengths of the institutional delivery system. We will continue to evaluate the institutional delivery system and our part in it over the course of the next five years.

**Availability of services targeted to homeless persons and persons with HIV and mainstream services**

<b>Homelessness Prevention Services</b>	<b>Available in the Community</b>	<b>Targeted to Homeless</b>	<b>Targeted to People with HIV</b>
<b>Homelessness Prevention Services</b>			
Counseling/Advocacy		X	
Legal Assistance	X	X	
Mortgage Assistance	X		
Rental Assistance	X	X	
Utilities Assistance	X	X	
<b>Street Outreach Services</b>			
Law Enforcement	X		
Mobile Clinics			

Street Outreach Services			
Other Street Outreach Services		X	
Supportive Services			
Alcohol & Drug Abuse	X	X	
Child Care	X		
Education	X		
Employment and Employment Training	X		
Healthcare	X		
HIV/AIDS			
Life Skills			
Mental Health Counseling	X	X	
Transportation			

**Table 19 - Homeless Prevention Services Summary**

**Describe how the service delivery system including, but not limited to, the services listed above meet the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth)**

Lancaster continues to develop collaborative efforts. The Lancaster County Coalition to End Homelessness has over 100 partner agencies. The United Way continues to implement a "Collective Impact" model, where multiple agencies collaborative to work toward a goal. These collaboratives have brought many agencies, including City government, together in addressing issues. The Mayor's Commission to Combat Poverty has also brought many agency leaders together to address issues surrounding poverty.

**Describe the strengths and gaps of the service delivery system for special needs population and persons experiencing homelessness, including, but not limited to, the services listed above**

One gap in the service delivery system is childcare. There is a limited availability of affordable childcare and this can be a barrier for individuals experiencing homelessness to gain employment.

Another could be the lack of resourcing and tools to build our affordable housing stock.

**Provide a summary of the strategy for overcoming gaps in the institutional structure and service delivery system for carrying out a strategy to address priority needs**

The LCCEH Gaps Analysis committee identifies gaps in the homeless services system and works with other priority and funders groups to address these issues.

The Joint City/County Analysis of Impediments to Fair Housing identified impediments and continues to work with various agencies to address these impediments.

**SP-45 Goals - 91.415, 91.215(a)(4)**

**Goals Summary Information**

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Maintain Affordable, Good Quality Housing	2021	2025	Affordable Housing	LANCASTER CITY	Maintain Affordable, Good Quality Housing	CDBG: \$3,577,792 ESG: \$0	Rental units rehabilitated: 50 Household Housing Unit  Homeowner Housing Rehabilitated: 50 Household Housing Unit  Housing Code Enforcement/Foreclosed Property Care: 3000 Household Housing Unit
2	Increase Affordable Housing Opportunities	2021	2025	Affordable Housing	LANCASTER CITY	Increase Affordable Housing Opportunities	CDBG: \$1,914,243	Other: 60 Other
3	Promote Neighborhood Quality of Life	2021	2025	Non-Housing Community Development	LANCASTER CITY	Promote Neighborhood Quality of Life	CDBG: \$2,557,793	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 10000 Persons Assisted  Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 20 Households Assisted  Public service activities other than Low/Moderate Income Housing Benefit: 10000 Persons Assisted  Public service activities for Low/Moderate Income Housing Benefit: 400 Households Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
4	Expand Economic Opportunities	2021	2025	Non-Housing Community Development	LANCASTER CITY	Expand Economic Opportunities	CDBG: \$547,793	Businesses assisted: 80 Businesses Assisted  Housing Code Enforcement/Foreclosed Property Care: 100 Household Housing Unit
5	Homeless Services	2021	2025	Homeless	LANCASTER CITY	Support Homeless Services	ESG: \$728,395	Tenant-based rental assistance / Rapid Rehousing: 200 Households Assisted  Homeless Person Overnight Shelter: 200 Persons Assisted

Table 20 – Goals Summary

### Goal Descriptions

1	<b>Goal Name</b>	Maintain Affordable, Good Quality Housing
	<b>Goal Description</b>	<p>Housing goals will be carried out through the Administration of the City's housing code enforcement program, critical repair program, city lead program, and the fair housing programming. These programs have served the community and made significant impact over the course of many years. They are a strength in the City's programming and continuing to support them with CDBG dollars is in the community's best interest.</p> <p>There is also interest in building out the critical repair program to explore a utility improvement program for low and moderate income homeowners looking to secure their housing against the challenges of climate change.</p> <p>This fund also include 25% of the overall CDBG Program Administration and Indirect Costs. These costs are necessary for the responsible and impactful administration of this money.</p>
2	<b>Goal Name</b>	Increase Affordable Housing Opportunities
	<b>Goal Description</b>	<p>The City is committed to exploring and investing in opportunities to increase affordable housing for it's community members. Solutions might include construction of new housing, housing counseling, homeownership assistance, and acquisition or rehab of existing housing for the purposes of increasing affordable housing. The Goal Outcome Indicators and Funding Allocations may shift and change as the City's team better learn the need and develop a strategy. This fund will also include a city planning and research fund as well as 25% of the overall CDBG Program Administration and Indirect Costs. These costs are necessary for the responsible and impactful administration of this money.</p>

3	<b>Goal Name</b>	Promote Neighborhood Quality of Life
	<b>Goal Description</b>	<p>In order for a neighborhood to sustain a strong quality of life for its residents, a well-rounded, resident-lead strategy must be developed to address the myriad of factors driving its success. Strategies may include block level street improvement projects, tree planting and stormwater improvements, sidewalk repair programming for low and moderate income households, community facility improvements, and funding public services such as the housing social worker and police social worker.</p> <p>This fund also include 25% of the overall CDBG Program Administration and Indirect Costs. These costs are necessary for the responsible and impactful administration of this money.</p>
4	<b>Goal Name</b>	Expand Economic Opportunities
	<b>Goal Description</b>	<p>In order for communities to thrive, community members need economic opportunities – increasing their income and financial stability. CDBG provides opportunity to build economic opportunity within the community through the support of businesses who in turn provide job opportunities to community.</p> <p>This fund also include 25% of the overall CDBG Program Administration and Indirect Costs. These costs are necessary for the responsible and impactful administration of this money.</p>
5	<b>Goal Name</b>	Homeless Services
	<b>Goal Description</b>	<p>The City has one primary tool to support individuals experiencing homelessness: Emergency Solutions Grant funds from the US Housing and Urban Development, approximately \$142,000 per year. The City aims to direct those dollars to gaps in existing services and challenges exacerbated by the pandemic. Strategies may include outreach, rapid rehousing, and emergency shelter.</p>

**Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.315(b)(2)**

Through the efforts of Goals One and Two, the City estimates that it will serve 160 extremely low income, low income, or moderate income households with affordable housing solutions over the course of five years.

## **SP-60 Homelessness Strategy - 91.415, 91.215(d)**

Describe how the jurisdiction's strategic plan goals contribute to:

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The City's ESG program supports a system that includes street outreach for individuals experiencing homelessness.

### **Addressing the emergency and transitional housing needs of homeless persons**

The City's ESG program will continue to provide funds for emergency shelter operations.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again.**

The City's ESG program will continue to provide funds for rapid rehousing programs.

**Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs**

The City's ESG program supports a system that is currently targeting those that are most vulnerable first (those experiencing homelessness) by focusing funds on emergency shelter, outreach, and rapid rehousing. However, the City and the LCCEH recognizes that prevention and diversion are both powerful tools. the local coordinated assessment program uses flexible funds for diversion.

## **SP-65 Lead-based Paint Hazards - 91.415, 91.215(i)**

### **Actions to address LBP hazards and increase access to housing without LBP hazards**

The City of Lancaster has \$9,100,000 in Lead Hazard Reduction Grant through the U.S. Department of Housing and Urban Development, plus an additional \$600,000 of Healthy Homes Supplemental funding. These dollars will be used to systematically make 710 housing units lead-safe over five years.

The funding will enable the City to scale up its existing Lead Hazard Control Program by hiring additional staff, including outreach workers.

**Target Area:** The target area encompasses four Census tracts (9, 10, 14, and 147) in the southern half of the City where 16,000 residents live. 61.5% of houses in the focus area were built prior to 1940 and lead-based paint is most likely present in the majority of households within the target area. Over 60% of families in the target area have low incomes and 82.6% of the population is a minority (including 58.6% Hispanic), meaning that this is a problem that is disproportionately affecting the City's most vulnerable populations.

The Healthy Homes Supplemental Funding requested will enable the City to address other health hazards (such as radon, mold, and tripping hazards) in 120 homes.

We estimate an average lead project cost of \$12,500 per unit and an average healthy homes Project cost of \$5,000 per unit.

**Types of intervention work to be performed:** The Lead Hazard Control Program will conduct all assessments, intake interviews, construction oversight, and program coordination required. The City will be doing outreach and training for contractors, and partnering with local job training programs, to increase the pool of lead certified contractors who are eligible to bid on the jobs. Additionally, the City will undergo a bi-lingual awareness campaign to increase constituent participation.

### **How are the actions listed above integrated into housing policies and procedures?**

The City continues to enforce its Lead Paint Ordinance, which requires property owners to address lead-paint hazards in which an EBLL child resides. Eligible homeowners may be able to qualify for the City's Lead Based-Paint Program.

## **SP-70 Anti-Poverty Strategy - 91.415, 91.215(j)**

### **Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families**

In 2016, the Mayor's Commission to Combat Poverty released One Good Job, A Strategic Plan to Cut Poverty in Half in Lancaster City by 2032. The plan includes recommendations in four areas: Workforce, Education, Housing and Community.

Households facing housing cost burdens often prioritize certain basic necessities over others; tradeoffs might include monthly rent or mortgage payments, food, health care, and transportation. These trade-offs impact the health, stability, and future of our community members.

The City will continue its work to address housing issues for low and moderate-income families by funding programs that sustain affordable housing in good condition and increase affordable housing.

Finally, the City works with several community-wide initiatives including the Poverty Commission, which comprises of various social service agency leaders and community leaders. This commission, through four working groups, will continue to ideate plans to address poverty in Lancaster City.

### **How are the Jurisdiction poverty reducing goals, programs, and policies coordinated with this affordable housing plan**

The Mayor's Strategic Block by Block plan lists the following four poverty reducing goals (<https://lancasterblockbyblock.com/government/>)

1. Strong Neighborhoods - Lancaster's diverse and vibrant neighborhoods are welcoming places that foster connections among our residents. Residents are actively engaged in the day-to-day life of their neighborhoods to create and sustain strong community.
2. Safe Streets - Lancaster has safe, walkable, and accessible streets for all. City streets foster connectedness with others and one's own surroundings, promoting a sense of well-being that is the cornerstone of strong neighborhoods.
3. Secure Incomes - The foundation of a strong community is household sustaining employment. Partnerships among Lancaster's businesses, educational institutions, and non-profits provide every resident access to One Good Job.
4. Sound Government - The City of Lancaster's leaders are approachable, responsive, and always working to make the City a better place. Human and financial resources are put to their best use and competing interests are balanced through public dialogue.

The responsible and impactful administration of these HUD dollars toward the five goals listed in this plan fits squarely within the Sound Government goal set by this jurisdiction's administration. Additionally, Goals 1 and 2 (Maintain Affordable, Good-Quality Housing and Increase Affordable Housing Opportunities) both fit within Strong Neighborhoods. Goal 3 and 5 (Promote Neighborhood Quality of Life and Homeless Services) both fit within Safe Streets. Goal 4 (Increase Economic Opportunities) fits within Secure Incomes.

## **SP-80 Monitoring - 91.230**

**Describe the standards and procedures that the jurisdiction will use to monitor activities carried out in furtherance of the plan and will use to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements**

The city will continue to regularly monitoring projects funded through CDBG & ESG. Programs are monitored throughout the contract period by reviewing reimbursement requests and monthly reports. Monitoring visits are conducted if subrecipients are not performing as required in contracts, if issues arise during reimbursement or reporting, or bi-annually. ESG projects will be monitored remotely through HMIS, however, site visits will still be conducted as needed.

## Expected Resources

### AP-15 Expected Resources - 91.420(b), 91.220(c)(1,2)

#### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1			Expected Amount Available Remainder of ConPlan \$
			Annual Allocation: \$	Program Income: \$	Total: \$	
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	1,669,525	50,000	1,719,525	6,878,096
ESG	public - federal	Conversion and rehab for transitional housing Financial Assistance Overnight shelter Rapid re-housing (rental assistance) Rental Assistance Services Transitional housing	145,679	0	145,679	582,716

**Table 21 - Expected Resources – Priority Table**

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

Federal funds will continue to leverage private, state and local funds. CDBG funds will supplement a variety of programs that have other sources of funding. The Streets Improvements program generally utilizes other state grant funds as well as City Capital Improvement funds. The City of Lancaster’s internal operating funds also supplement the Housing Code Enforcement Program and the Neighborhood Crime Prevention Program.

The CDBG funds used for the Micro-Enterprise development program represents less than 5% of their total program budget; the majority of their budget is comprised of privately raised funds. The Fair Housing Program also receives private funds, in addition to state and local funds.

The ESG funds will be utilized for Outreach, Emergency Shelter and Homeless Prevention and Rapid Rehousing. These funds will leverage United Way and FEMA Emergency Food and Shelter Program dollars, as well as other private donations and grants secured by providers.

## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives - 91.420, 91.220(c)(3)&(e)

#### Goals Summary Information

Sort Order	Goal Name	Start - End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Maintain Affordable, Good Quality Housing	2021 - 2025	Affordable Housing	LANCASTER CITY	Maintain Affordable, Good Quality Housing	CDBG: \$398,000	Rental units rehabilitated: 10 Household Housing Unit  Homeowner Housing Rehabilitated: 10 Household Housing Unit  Housing Code Enforcement/Foreclosed Property Care: 600 Household Housing Unit
2	Increase Affordable Housing Opportunities				Increase Affordable Housing Opportunities		CDBG: \$429,362
3	Promote Neighborhood Quality of Life		Non-Housing Community Development		Promote Neighborhood Quality of Life	CDBG: \$467,928	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 1000 Persons Assisted  Public service activities other than Low/Moderate Income Housing Benefit: 1000 Persons Assisted  Public service activities for Low/Moderate Income Housing Benefit: 80 Households Assisted

Sort Order	Goal Name	Start - End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
4	Expand Economic Opportunities				Expand Economic Opportunities	CDBG: \$170,000	Businesses assisted: 20 Businesses Assisted  Housing Code Enforcement/Foreclosed Property Care: 100 Household Housing Unit
5	Homeless Services		Homeless		Support Homeless Services	ESG: \$145,679	Tenant-based rental assistance / Rapid Rehousing: 40 Households Assisted  Homeless Person Overnight Shelter: 40 Persons Assisted

Table 22 – Goals Summary

### Goal Descriptions

1	<b>Goal Name</b>	Maintain Affordable, Good Quality Housing
	<b>Goal Description</b>	Housing goals will be carried out through the Administration of the City's housing code enforcement program, critical repair program, and city lead program. These programs have served the community and made significant impact over the course of many years. They are a strength in the City's programming and continuing to support them with CDBG dollars is in the community's best interest.
2	<b>Goal Name</b>	Increase Affordable Housing Opportunities
	<b>Goal Description</b>	The City is committed to exploring and investing in opportunities to increase affordable housing for its community members. The City will be releasing an RFP seeking solutions that might include construction of new housing, housing counseling, homeownership assistance, and acquisition or rehab of existing housing for the purposes of increasing affordable housing.
3	<b>Goal Name</b>	Promote Neighborhood Quality of Life
	<b>Goal Description</b>	In order for a neighborhood to sustain a strong quality of life for its residents, a well-rounded, resident-lead strategy must be developed to address the myriad of factors driving its success. Strategies include a block level street improvement project, a community facility improvement project, and funding public services such as the community development project manager, fair housing services, and police social worker.

4	<b>Goal Name</b>	Expand Economic Opportunities
	<b>Goal Description</b>	In order for communities to thrive, community members need economic opportunities – increasing their income and financial stability. CDBG provides opportunity to build economic opportunity within the community through the support of businesses who in turn provide job opportunities to community.
5	<b>Goal Name</b>	Homeless Services
	<b>Goal Description</b>	The City has one primary tool to support individuals experiencing homelessness: Emergency Solutions Grant funds from the US Housing and Urban Development. The City aims to direct those dollars to gaps in existing intractable challenges and challenges exacerbated by the pandemic. Solutions will include outreach, emergency shelter, and rapid rehousing.

**AP-35 Projects - 91.420, 91.220(d)**

The following programs have been designed to fit within the structure of the 5 year Consolidated Action Plan Priority Needs and corresponding Goals.

#	Project Name
1	ESG21 City of Lancaster (21-22)
2	CDBG Program Administration
3	Fair Housing Services
4	Critical Repair and Lead Hazard Reduction Admin (including Lead match)
5	Housing Code Enforcement
6	Affordable Housing Development Solutions
7	Place-based Street Scape Improvement
8	Community Facilities Improvements
9	Public Service City Project Manager
10	Neighborhood Crime Reduction through Police Social Worker Program
11	Small Business Development
12	Building Codes

**Table 23 – Project Information**

**Describe the reasons for allocation priorities and any obstacles to addressing underserved needs**

We allocated 48% toward affordable housing solutions, 27% toward promoting neighborhood quality of life and 10% toward expanding economic opportunities. These percentages match the community priority poll in which community members weighed in on what priority needs they felt needed to be addressed in order for our community to thrive.

## AP-38 Project Summary

1	<b>Project Name</b>	ESG21 City of Lancaster (21-22)
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Homeless Services
	<b>Needs Addressed</b>	Support Homeless Services
	<b>Funding</b>	ESG: \$145,679
	<b>Description</b>	Through the joint funding application process, the City will seek homeless service providers who will meet the growing need for emergency shelter, outreach, and rapid rehousing services. This project also covers 7.5% in administrative costs of the ESG program.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	80 homeless individuals and families will be served in the 2021-2022 program year through the administration of these ESG dollars.
	<b>Location Description</b>	City of Lancaster
<b>Planned Activities</b>	Rapid Rehousing, Street Outreach, and Emergency Shelter	
2	<b>Project Name</b>	CDBG Program Administration
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Maintain Affordable, Good Quality Housing Increase Affordable Housing Opportunities Promote Neighborhood Quality of Life Expand Economic Opportunities
	<b>Needs Addressed</b>	Maintain Affordable, Good Quality Housing Increase Affordable Housing Opportunities Promote Neighborhood Quality of Life Expand Economic Opportunities
	<b>Funding</b>	CDBG: \$234,235
	<b>Description</b>	This project will cover the direct and indirect administrative costs of the CDBG program. Costs include salaries, fringes, space rental, audit costs, office supplies, and other administrative costs.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	N/A
	<b>Location Description</b>	City of Lancaster

	<b>Planned Activities</b>	See Description.
<b>3</b>	<b>Project Name</b>	Fair Housing Services
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Maintain Affordable, Good Quality Housing
	<b>Needs Addressed</b>	Maintain Affordable, Good Quality Housing
	<b>Funding</b>	CDBG: \$20,000
	<b>Description</b>	In 2021, the City of Lancaster will continue to support the Fair Housing Program. This program receives CDBG Administrative funds to address impediments identified in the 2021 Analysis of Impediments to Fair Housing Choice. The program also provides services to landlords and tenants in relation to Fair Housing law and landlord/tenant issues.
	<b>Target Date</b>	12/31/2021
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately 80 rental households at risk of eviction or in conflict with their landlord will be helped through this activity.
	<b>Location Description</b>	City of Lancaster.
	<b>Planned Activities</b>	See Description.
<b>4</b>	<b>Project Name</b>	Critical Repair and Lead Hazard Reduction Admin (including Lead match)
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Maintain Affordable, Good Quality Housing
	<b>Needs Addressed</b>	Maintain Affordable, Good Quality Housing
	<b>Funding</b>	CDBG: \$40,000

	<b>Description</b>	<p>This project will help cover administrative costs of the City Lead Hazard Reduction Program and Critical Repair Program.</p> <p>The Lead Hazard Reduction Program provides risk assessments and financial assistance to income -qualified homeowners and investor owners for the purpose of reducing or eliminating lead hazards. The work performed is determined by the results of the Risk Assessment and may include repairs to items such as doors, windows, and floors. Licensed and certified contractors will use interim controls and abatement methods when performing the work. The program does not make the property lead-free, instead the property will be considered lead safe. The City of Lancaster will successfully make 710 housing units lead-safe over a 60 month period. The Healthy Homes Supplemental Funding requested will enable the City to address other health hazards; such as radon, mold, and tripping hazards; in 120 homes. 35 annually supported through CDBG.</p> <p>The Critical Repair program provides financial and technical assistance for the critical repairs of eligible, owner-occupied, single family housing units in the City of Lancaster. All financial assistance provided will be a deferred loan at 0% interest. Often times, eligible properties are identified through the Lead Hazard Reduction Program applicants. Housing and Neighborhood Revitalization Unit staff and/or a City Inspector inspect each property to determine the seriousness. All repairs need to be deemed as an emergency by the inspector. Types of repairs may include: water heaters, broken sewer pipes, non-operable furnaces, roof repair/replacement, structural problems, plumbing and/or, electrical.</p>
	<b>Target Date</b>	7/1/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Around 10 rental and 10 homeowner households will be served with the critical repair and lead hazard reduction program services.
	<b>Location Description</b>	City of Lancaster
	<b>Planned Activities</b>	See Description.
5	<b>Project Name</b>	Housing Code Enforcement
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Maintain Affordable, Good Quality Housing
	<b>Needs Addressed</b>	Maintain Affordable, Good Quality Housing
	<b>Funding</b>	CDBG: \$358,000
	<b>Description</b>	The Code Enforcement Program improves the health and safety conditions in all city homes, prevents deterioration of the City's housing stock, and stops the spread of blight through proactive code enforcement.
	<b>Target Date</b>	6/30/2022

	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Around 600 rental properties will see proactive code enforcement and be brought to a code enforcement standard through this program
	<b>Location Description</b>	City of Lancaster
	<b>Planned Activities</b>	See Description.
<b>6</b>	<b>Project Name</b>	Affordable Housing Development Solutions
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Increase Affordable Housing Opportunities
	<b>Needs Addressed</b>	Increase Affordable Housing Opportunities
	<b>Funding</b>	CDBG: \$429,362
	<b>Description</b>	The City is committed to exploring and investing in opportunities to increase affordable housing for its community members. The City will be releasing an RFP seeking solutions that might include construction of new housing, housing counseling, homeownership assistance, and acquisition or rehab of existing housing for the purposes of increasing affordable housing.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The City will release an RFP that will bring clarity to the full extent of the scope of this project and likely impact.
	<b>Location Description</b>	City of Lancaster
	<b>Planned Activities</b>	See Description.
<b>7</b>	<b>Project Name</b>	Place-based Street Scape Improvement
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Promote Neighborhood Quality of Life
	<b>Needs Addressed</b>	Promote Neighborhood Quality of Life
	<b>Funding</b>	CDBG: \$225,000
	<b>Description</b>	In order for a neighborhood to sustain a strong quality of life for its residents, a well-rounded, resident-lead strategy must be developed to address the myriad of factors driving its success. The Street Improvement Program installs and repairs streets, street drains, storm drains, ADA curbs and gutter, tunnels, bridges, and traffic lights/signs in neighborhood where 51% or more of the residents are low or moderate income.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This project will likely serve an low and moderate income neighborhood of around 500 households.
	<b>Location Description</b>	City of Lancaster
	<b>Planned Activities</b>	See Description.

8	<b>Project Name</b>	Community Facilities Improvements
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Promote Neighborhood Quality of Life
	<b>Needs Addressed</b>	Promote Neighborhood Quality of Life
	<b>Funding</b>	CDBG: \$75,000
	<b>Description</b>	Public facilities play a large role in the quality of life of its surrounding residents. This activity will be for the rehabilitation of a facility that is designed to serve its neighborhood and that is used for social services.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This project will likely serve a neighborhood of around 500 households.
	<b>Location Description</b>	City of Lancaster
<b>Planned Activities</b>	See Description.	
9	<b>Project Name</b>	Public Service City Project Manager
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Promote Neighborhood Quality of Life
	<b>Needs Addressed</b>	Promote Neighborhood Quality of Life
	<b>Funding</b>	CDBG: \$80,000
	<b>Description</b>	This project is designed to support the Department of Neighborhood Engagement in their efforts to improve the quality of life for our community through collaboration and the development of well-rounded, resident-lead strategies.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This project will likely serve a community neighborhood of around 500 households.
	<b>Location Description</b>	City of Lancaster
<b>Planned Activities</b>	See Description.	
10	<b>Project Name</b>	Neighborhood Crime Reduction through Police Social Worker Program
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Promote Neighborhood Quality of Life
	<b>Needs Addressed</b>	Promote Neighborhood Quality of Life
	<b>Funding</b>	CDBG: \$87,928
	<b>Description</b>	This project supports a community-oriented policing program aimed at preventing crime through engagement and connection.

	<b>Target Date</b>	12/31/2021
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This project will likely serve a neighborhood service area of around 500 households.
	<b>Location Description</b>	City of Lancaster
	<b>Planned Activities</b>	See Description.
<b>11</b>	<b>Project Name</b>	Small Business Development
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Expand Economic Opportunities
	<b>Needs Addressed</b>	Expand Economic Opportunities
	<b>Funding</b>	CDBG: \$20,000
	<b>Description</b>	This project provides small business training, mentoring, loans and other technical assistance to lower-income men and women who wish to establish or expand micro-enterprise businesses.
	<b>Target Date</b>	12/31/2021
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This project will likely serve 20 small businesses ran by or started by low and moderate income city residents
	<b>Location Description</b>	City of Lancaster
	<b>Planned Activities</b>	See Description.
<b>12</b>	<b>Project Name</b>	Building Codes
	<b>Target Area</b>	LANCASTER CITY
	<b>Goals Supported</b>	Expand Economic Opportunities
	<b>Needs Addressed</b>	Expand Economic Opportunities
	<b>Funding</b>	CDBG: \$150,000
	<b>Description</b>	This project provides opportunity to build economic opportunity within the community through the support of businesses who in turn provide job opportunities to community.
	<b>Target Date</b>	6/30/2022
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This project will benefit households in low and moderate income neighborhoods.
		<b>Location Description</b>
	<b>Planned Activities</b>	See Description.

## **AP-50 Geographic Distribution - 91.420, 91.220(f)**

### **Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed**

All funds will be used in the City of Lancaster. Projects that have direct beneficiaries will only serve low- and moderate-income households, while other programs will provide CDBG funds only in low- and moderate-income areas of the City.

### **Geographic Distribution**

<b>Target Area</b>	<b>Percentage of Funds</b>
LANCASTER CITY	100

**Table 24 - Geographic Distribution**

### **Rationale for the priorities for allocating investments geographically**

Investing in the low- and moderate-income areas of the City is the highest priority to stabilize these neighborhoods. It is also imperative that low and moderate-income households receive assistance as to not increase their vulnerability.

## **AP-65 Homeless and Other Special Needs Activities - 91.420, 91.220(i)**

### **Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including: Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

Homeless outreach workers provide street-based and shelter-based outreach to persons experiencing homelessness. These workers build relationships with persons experiencing homelessness and connect them with services. The City and County are exploring other methods to develop and build relationships with clients through outreach. Solutions might include low barrier day centers and shower facilities.

Lancaster County began its coordinated assessment/single point of entry system, known as Community Homeless Assessment and Referral Team (CHART), in September 2013. CHART contracted with United Way 211 to provide initial client screening into the single point of entry system. CHART workers are mobile, allowing them to conduct face-to-face initial assessments to clients who are at emergency shelters, the daytime drop-in center, on the street or in other areas. Outreach Workers are trained to conduct CHART assessments. This decreases the number of contacts a client needs to work with the obtain the services they need.

## **Addressing the emergency shelter and transitional housing needs of homeless persons**

The Lancaster County Coalition to End Homelessness (Lanc Co MyHome) continues to monitor the need of emergency and transitional housing. Emergency shelter that can be accessed by any family type is the highest priority to receive funding in 2021 because this is predicted to be the biggest area of need in the community due to the impending end to the Eviction Moratorium.

Current City Shelters include: TLC (overnight and day shelter), YWCA (overnight, for women), Women's Winter Shelter and St Mary's Church (overnight, operates during the winter months to help with overflow), and the Water Street Mission (overnight). Each shelter provider has plans in place to respond to emergency/urgent situations (such as COVID-19). Currently, they have ramped up cleaning of the facilities and have ensured that food is available to all individuals and families receiving services from the shelter. Service providers have moved as much as possible to virtual/phone calls/remote work. Along with the above-mentioned shelters, there are 28 other locations that offer food to those struggling with food insecurity.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

In the 2019 program year, a new Rapid Rehousing approach was formalized where service providers will all be subject to a three month client timeline and focus on a solution-driven, exit strategy for their clients instead of sustaining the same clients for long periods of time. We believe that the skills and disciplines taught through the provision of services as well as the resources identified in the individual Housing Plan works to prevent formerly homeless persons from returning to homelessness. Self-sufficiency is the primary goal of the program.

We are wary of the effects of CoVid-19 and hopeful this new strategy will change our outcomes for the 2021 year but are also meeting monthly as a body of service providers and funders to discuss bottlenecks and continue innovation.

The major hurdles include low turnover, landlord resistant to accepting clients, and low to zero income clients struggling with the three month deadline. The Lancaster County Continuum of Care meets with publicly funded institutions to ensure proper discharge planning. The Lancaster County Re-Entry Management Organization (RMO) focuses specifically on citizens returning from corrections institutions and programs. Hospitals, county behavioral health, RMO, housing and other various social service providers are represented at the various levels of the Continuum of Care, including its Homeless Service Provider Network (front-line staff), Continuum of Care Planning Committee (management level staff), Leadership Board (upper management) and Executive Committee (sub-set of Leadership Board).

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions) or, receiving assistance from public or private agencies that address**

**housing, health, social services, employment, education, or youth needs.**

The CoC works with the Lancaster County Children and Youth Agency (CYA) who established the Independent Living (IL) Unit to ensure that youth aging out of foster care are not discharged into homelessness. The IL Unit offers education and supportive services for ages 16-21. Staff members facilitate weekly groups about daily living skills such as budgeting, employment, and cooking; including an advanced group to address specific needs of older IL youth. Community volunteers mentor youth for ongoing support as they access independent housing.

Housing types included independent residences, resource homes, residential settings, and specifically developed IL programs with private community providers. Services provided as they exit care included assistance locating and maintaining housing and job search assistance. The aftercare specialist IL Coordinator locates housing through a number of strategies including identifying resources the youth already have, local affordable housing projects (HDC & Community Basics) and relationships with landlords and realtors. A financial assistance program assists youth in paying for housing until they build savings and maintain a budget. Collaborative stakeholders include Administration of PA Courts, CYA, Guardians Ad Litem, and OCYF, Boys Club and local housing providers. In addition, the City and County heavily funded the Eviction Prevention Network in 2020 through the use of CDBG-CV dollars. This program has worked to prevent homelessness and eviction due to the impact of CoVid-19. It is assumed that their work will continue.

## **AP-85 Other Actions - 91.420, 91.220(k)**

### **Actions planned to address obstacles to meeting underserved needs**

The City's Critical Repair Program and Lead Hazard Control Program both focus on maintaining stable, affordable and quality housing for households under 80% AMI. The City's Code Enforcement and Building Code Program ensures the maintenance of housing throughout the City, focusing on monitoring and promoting necessary rehabilitation for our rental housing community. The City has also worked with local agencies to obtain State grant funds to administer façade repair programs and works with SACA Development Corp. (a qualified CHDO) in their development of affordable housing, particularly in the South East area of Lancaster City, which has a concentration of minority and low-income households. We are further looking to partner with other qualified CHDO to explore opportunities to increase affordable housing opportunities for low and moderate income, underserved community members.

Other actions that will continue during the 2021 program year to address the obstacles to meeting the underserved needs include:

- Lead Paint Hazard Reduction for units in the highest need census tracts in the City,
- Partners administer a first-time homebuyer programs are administered to help make housing affordable,
- Fair Housing program provided education and mediated issues between landlords and tenants,
- Substandard living conditions have been removed to provide suitable living environments for our rental community, and
- Public service activities have been undertaken, including the housing and police social worker positions and neighborhood based public facility and infrastructure improvements in neighborhoods identified as having high service needs.

These programs enhance the livability of the property and provide vulnerable residents with an affordable method to stay in a stable, healthy environment.

### **Actions planned to foster and maintain affordable housing**

The cost of preserving existing units as affordable often is less than the cost of creating a newly constructed affordable unit. Preserving quality among our affordable housing stock promotes housing stability for its residents. Both of these factors make preservation a cost-effective strategy when grappling with the need for quality affordable housing in our community.

Our community has an aging housing stock and is starting to see the effects of climate change. Without attention to property condition, residents are at risk of lead poisoning and other conditions that may effect their health. They are also at risk of displacement. Maintenance of affordable housing will be carried out through the Administration of the City's housing code enforcement program, critical repair program, and city lead program.

Additionally, the community has cried out their need for increased affordable housing for our low- and moderate-income households. According to the US Census (ACS 5-Year Estimate 2015 - 2019) an estimated

1,868 (or 19.47% of) Lancaster City homeowners and an estimated 5,805 (or 46.45% of) Lancaster City renters are housing cost burdened.

The City is also committed to exploring and investing in opportunities to increase affordable housing for its community members. Solutions might include construction of new housing, housing counseling, homeownership assistance, and acquisition or rehab of existing housing for the purposes of increasing affordable housing. The Goal Outcome Indicators and Funding Allocations may shift and change as the City's team better learn the need and develop a strategy.

### **Actions planned to reduce lead-based paint hazards**

The City of Lancaster administers a Lead-Based Paint program that can assist eligible homeowners with reducing and/or abating lead hazards in their properties. This program has also been expanded to include rental properties. The City of Lancaster was a recipient of Lawrence County, PA, who received Lead-Based Paint Hazard control funds from HUD. Additionally, the City was recently awarded 9.7 million dollars in Lead Hazard Reduction and Health Homes dollars, complemented with matching CDBG funds that over the course of five years will remediate lead hazards for 710 units in the highest need census tracts in the City of Lancaster. These funds allowed the City to address lead paint hazards in eligible properties. CDBG funds have and will be used as a match for these grants.

### **Actions planned to reduce the number of poverty-level families**

In 2016, the Mayor's Commission to Combat Poverty released One Good Job, A Strategic Plan to Cut Poverty in Half in Lancaster City by 2032. The plan includes recommendations in four areas: Workforce, Education, Housing and Community.

Households facing housing cost burdens often prioritize certain basic necessities over others; tradeoffs might include monthly rent or mortgage payments, food, health care, and transportation. These trade-offs impact the health, stability, and future of our community members.

The City will continue its work to address housing issues for low and moderate-income families by funding programs that sustain affordable housing in good condition and increase affordable housing.

Finally, the City works with several community-wide initiatives including the Poverty Commission, which comprises of various social service agency leaders and community leaders. This commission, through four working groups, will continue to ideate plans to address poverty in Lancaster City.

### **Actions planned to develop institutional structure**

The Department of Community Planning and Economic Development (CPED) assists with many efforts to overcome gaps in the institutional structure of the service delivery system in the City. The City recognizes that challenges with the institutional structure must be resolved through a collaborative approach across all community stakeholders. Coalitions, partnerships, and networks that facilitate the exchange of information and ideas will continue to be enhanced across all sectors of the community.

During 2021, CPED representatives will belong to a variety of committees and boards. This involvement helps the City to understand its role and responsibilities. These collaborative include partners found in SP-40 (Institutional Delivery Structure) portion of the City's Consolidated 5-Year Action Plan.

From 2021 - 2025, the City will continue to seek to achieve the following goals regarding Lancaster's institutional structure:

1. Strengthen existing public/private partnerships and create new ones to implement programs and deliver services of all types.
2. Promote citizen participation as the cornerstone of every planning process.
3. Create interactive community information systems at the city and neighborhood levels.
4. Create community indicators and benchmarking programs to measure the success of public and private programs and policies.
5. Provide public education and encourage public awareness regarding issues that affect all City residents, but primarily person of low and very low income.
6. Customize housing information and technical assistance.
7. Maximize existing City programs that provide homeownership and rental assistance.
8. Support advocacy and planning activities with organizations whose primary mission relates to the provision of housing for low- and very low-income households.

### **Actions planned to enhance coordination between public and private housing and social service agencies**

City employees sit on various boards and committee whose memberships provide a network that spans private housing and social service agencies – such as Lancaster Housing Opportunity Partnership, Lancaster County Behavioral Health and Development Services, Lancaster County Refugee and Immigrant Coalition, and the Lancaster County Coalition to End Homelessness (Lanc Co MyHome). The City is also involved with the Spanish American Civic Association, which develops housing for low and moderate-income household. SACA also provides social services to seniors and others in the community and operates a workforce training facility. One Coalition in particular, the Lanc Co MyHome, has made significant strides in enhancing coordination between community stakeholders. The Coalition is made up of a variety of social service, faith-based, mental health providers and housing agencies. While the main goal of the coalition is focused on ending homelessness, housing plays a key part in executing that goal. The coalition also allows for partnerships to be built and networking to be done between various agencies.

In 2019, the City was named a Welcoming City through Welcoming America thanks to the coordination of public and private housing and social service agencies who work to build a collective strategy/approach to serving new Americans in our community. Thanks to the work of the Lancaster County Refugee and Imigrant Coalition (LCRIC), the coalition of social service agencies have formalized a community wide plan into a single. The City will continue to support this effort.

### **Discussion**

In 2021, the City of Lancaster will continue to support the Fair Housing Program. This program receives CDBG Administrative funds to address impediments identified in the 2021 Analysis of Impediments to Fair Housing Choice. The program also provides services to landlords and tenants in relation to Fair Housing law and landlord/tenant issues.

The City continued to address ADA accessibility by installing ADA curb cuts during 2020 and 2021, per the City's ADA Improvement Plan. The City's HOME funded Homeowner Rehabilitation Program also made accessibility modifications to homes when appropriate.

The City will also continue to ensure meaningful access to programs and activities by Limited English Proficient (LEP) persons. In 2019, the City of Lancaster implemented its Language Access Plan and hired its first-ever Language Access Coordinator to ensure the implementation and regulation of the Language Access Plan (attached). Federally funded programs carried out by the City (Critical Repair Program and the Lead Hazard Control Program) have documents and information available in both English and Spanish.

The City will continue to work regularly with the Spanish American Civic Association (SACA) which provides services to the Hispanic community. SACA is also a Community Housing Development Organization and has received HOME funding to create and renovate affordable housing units. LHOP also offers first-time homebuyer classes and a down payment assistance program. Documents and classes are available in both English and Spanish.

The City of Lancaster submitted a joint 2021 – 2025 Consolidated Plan with the County of Lancaster as the City and County are part of a consortium of the HOME Investment Partnership Program. Please view the County's 2021 Annual Action Plan for a comprehensive understanding of how the Lancaster community is addressing the identified *Impediments to Fair Housing (2021)*.

# Program Specific Requirements

## AP-90 Program Specific Requirements - 91.420, 91.220(I)(1,2,4)

### Community Development Block Grant Program (CDBG) Reference 24 CFR 91.220(I)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

- |  |          |
|--|----------|
| 1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed  | 0        |
| 2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan. | 0        |
| 3. The amount of surplus funds from urban renewal settlements  | 0        |
| 4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan   | 0        |
| 5. The amount of income from float-funded activities   | 0        |
| <b>Total Program Income:</b>   | <b>0</b> |

### Other CDBG Requirements

- |   |        |
|---|--------|
| 1. The amount of urgent need activities   | 0      |
| 2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan. | 85.97% |

### Emergency Solutions Grant (ESG) Reference 91.220(I)(4)

1. Include written standards for providing ESG assistance (may include as attachment)  
  
See Attachment - Standards and Policies.
2. If the Continuum of Care has established centralized or coordinated assessment system that meets HUD requirements, describe that centralized or coordinated assessment system.

Since September 2013, the Community Homeless Assessment and Referral Team, known as CHART, has been the serving as the coordinated assessment system, which serves those experiencing homelessness

and at imminent risk of homelessness in Lancaster County.

All calls originate from the United Way's 211 system, which conducts a pre-screening. Households experiencing or at imminent risk of homelessness are then connect to CHART, who performs an assessment and make appropriate referrals to shelter, rapid rehousing programs or diverts the client from shelter if possible. CHART will conduct a VI-SPDAT for any household that has not self-resolved within 10 days of entering the system. The VI-SPDAT is the priority tool used by Lancaster to gain entry into a Permanent Supportive Housing program, or be referred to a rapid rehousing program (these referrals are prioritized based on the VI-SPDAT).

3. Identify the process for making sub-awards and describe how the ESG allocation available to private nonprofit organizations (including community and faith-based organizations).

The City of Lancaster continues to partner with the Lancaster County Housing & Redevelopment Authorities, the United Way of Lancaster and the Lancaster Coalition to End Homelessness in a joint application process. All these agencies provide funds for homeless services in Lancaster. A single application was created to access all these funds. The Lanc Co MyHome Governance Board Funding Committee reviews and scores grant applications and makes funding recommendations. The City and other partners work together to identify the most efficient and effective use of funds. Lancaster City Council will make an approval of all grants awarded using City ESG funds through the Annual Action Plan process.

This process has been well-received by partner agencies. Agencies that apply for funding are offered the opportunity to comment and make recommendations on the process. Recommendations made are often integrated into process upgrades from one year to the next.

4. If the jurisdiction is unable to meet the homeless participation requirement in 24 CFR 576.405(a), the jurisdiction must specify its plan for reaching out to and consulting with homeless or formerly homeless individuals in considering policies and funding decisions regarding facilities and services funded under ESG.

Formerly homeless individuals (both HUD defined and non-HUD-defined) serve in leadership roles in the CoC and participate in policy and funding decisions. Said individuals sit on the Lanc Co MyHome Governance Board.

5. Describe performance standards for evaluating ESG.

These are the outcomes that will be measured by your program:

- 56% of clients access mainstream services (1 or more)
- 100% HMIS data accuracy (no missing or null data)
- Less than 5% of exits unknown
- Decrease length of stay in shelter (last year and current year)
- 80% of exits to permanent housing
- 80% of clients that moved into permanent housing remained in housing for at least 9 months
- 20% of clients increased earned income at exit than at entry
- 70% of exits do not return to homelessness in 12 months for emergency shelter programs

- 85% of exits do not return to homelessness in 12 months for rapid rehousing programs

**Alternate/Local Data Sources**

<b>1</b>	<p><b>Data Source Name</b></p> <p>Homeless Management Info Systems APR Report</p>
	<p><b>List the name of the organization or individual who originated the data set.</b></p> <p>All federally funded organizations in our homeless services network chart their cases in Lancaster County's Homeless Management Information System - Caseworthy.</p>
	<p><b>Provide a brief summary of the data set.</b></p> <p>The APR report drawn from HMIS Caseworthy draws information from all shelter based organizations within the City: Clare House Transitional Housing, Tabor Emergency Shelter, Tabor Rapid ReHousing - STIL, Tabor Transitional Housing-Jubilee House, YWCA Transitional Housing, Tabor Transitional Housing-TLC, Water Street Emergency Shelter-WES, YWCA Emergency Shelter, Water Street Transitional Housing-Men's, Water Street Emergency Shelter-CES, Tabor Permanent Housing-Market View Apts., YWCA Permanent Housing, LC Food Hub Emergency Shelter, Tabor Permanent Housing-Hearthside, Water Street Transitional Housing-Women's, Tabor CHART Hotel Stays, Tabor TH-Veteran Victory House, Tabor Community Housing Solutions, DVS- Shelter, DVS- Bridge Housing, Tabor Permanent Housing-Hearthside 2, Clare House After Care Program, Drop in Center, Ebenezer Shelter, COVID-19 Hotel</p>
	<p><b>What was the purpose for developing this data set?</b></p> <p>This report allows the City to diagnose the characteristics of those served with emergency shelter from year to year (2018, 2019, and 2020)</p>
	<p><b>How comprehensive is the coverage of this administrative data? Is data collection concentrated in one geographic area or among a certain population?</b></p> <p>Data in this particular report is concentrated by year and by organizations that are located in the City of Lancaster. HMIS Caseworthy serves across years and all organizations with the Continuum of Care boundaries.</p>
	<p><b>What time period (provide the year, and optionally month, or month and day) is covered by this data set?</b></p> <p>Three data sets were drawn - one covering January 1st, 2018 to December 31st, 2018, one covering January 1st, 2019 to December 31st 2019, and one covering January 1st, 2020 to December 31st 2020.</p>
	<p><b>What is the status of the data set (complete, in progress, or planned)?</b></p> <p>The status of this report is considered complete for the years outlined above.</p>
<b>2</b>	<p><b>Data Source Name</b></p> <p>Point in Time Count</p>

	<p><b>List the name of the organization or individual who originated the data set.</b></p> <p>This survey data was facilitated by Lancaster City/County's Continuum of Care - Lanc Co MyHome.</p>
	<p><b>Provide a brief summary of the data set.</b></p> <p>The Point-in-Time (PIT) count is a count of sheltered and unsheltered people experiencing homelessness on a single night in January. Continuums of Care also must conduct a <b>count</b> of unsheltered people experiencing homelessness every year.</p>
	<p><b>What was the purpose for developing this data set?</b></p> <p>A Point-in-Time (PIT) Count is a strategy to help determine the extent of homelessness in a community on a given night, or at a single point in time. A PiT Count allows a community to better understand the nature and extent of homelessness and the characteristics of the homeless population.</p>
	<p><b>Provide the year (and optionally month, or month and day) for when the data was collected.</b></p> <p>We have annual PIT reports for Lancaster County from 2016 - 2019</p>
	<p><b>Briefly describe the methodology for the data collection.</b></p>
	<p><b>Describe the total population from which the sample was taken.</b></p> <p>This is a Lancaster County wide survey.</p>
	<p><b>Describe the demographics of the respondents or characteristics of the unit of measure, and the number of respondents or units surveyed.</b></p> <p>Characteristics noted include race, ethnicity, household type, age, sex, and type of homelessness experienced.</p>
<p><b>3</b></p>	<p><b>Data Source Name</b></p> <p>HUD 2019 CofC Housing Inventory Count (HIC) Report</p> <p><b>List the name of the organization or individual who originated the data set.</b></p> <p><b>Provide a brief summary of the data set.</b></p> <p>CoCs were instructed to collect data for a point-in-time during the last week of January 2019. The data presented in this report are limited to beds available for occupancy on the night of the count (beds under development are excluded).</p> <p><b>What was the purpose for developing this data set?</b></p> <p>This report is based on information provided to HUD by the Lancaster County Continuums of Care in the 2019 Continuum of Care application.</p>

	<p><b>How comprehensive is the coverage of this administrative data? Is data collection concentrated in one geographic area or among a certain population?</b></p> <p>CoCs were instructed to collect data for a point-in-time during the last week of January 2019. The data presented in this report are limited to beds available for occupancy on the night of the count (beds under development are excluded). The data is also County-wide</p>
	<p><b>What time period (provide the year, and optionally month, or month and day) is covered by this data set?</b></p> <p>Point in Time - January 2019</p>
	<p><b>What is the status of the data set (complete, in progress, or planned)?</b></p> <p>Complete</p>
4	<p><b>Data Source Name</b></p> <p>Community Priority Poll</p> <p><b>List the name of the organization or individual who originated the data set.</b></p> <p>City of Lancaster</p> <p><b>Provide a brief summary of the data set.</b></p> <p>The City of Lancaster released a community poll for city residents on it's engagement website (<a href="https://engage.cityoflancasterpa.com/en/projects/community-dollars">https://engage.cityoflancasterpa.com/en/projects/community-dollars</a>) that posed the following questions:</p> <ol style="list-style-type: none"> <li>1. When you think about the housing needs in your community, what needs stand out as a priority?</li> <li>2. When you think about the needs of your community members struggling with homelessness, what needs stand out as a priority?</li> <li>3. When you think about the public service needs of your community, what needs stand out as a priority?</li> <li>4. When you think about the businesses, parks, and other community spaces, what needs stand out as a priority?</li> <li>5. What category is your top community priority tied to?</li> </ol> <p><b>What was the purpose for developing this data set?</b></p> <p>During a time of CoVid-19, we wanted to develop a socially distanced, safe mechanism for the community to contribute input to the plan.</p> <p><b>Provide the year (and optionally month, or month and day) for when the data was collected.</b></p> <p>2021</p> <p><b>Briefly describe the methodology for the data collection.</b></p> <p>Online poll. Total of 322 participants.</p>

	<p><b>Describe the total population from which the sample was taken.</b></p> <p>City of Lancaster residents. Population estimate is 59,433</p>
	<p><b>Describe the demographics of the respondents or characteristics of the unit of measure, and the number of respondents or units surveyed.</b></p> <p>.5% of city of Lancaster residents.</p>

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**CERTIFICATIONS**

In accordance with the applicable statutes and the regulations governing the consolidated plan regulations, the jurisdiction certifies that:

**Affirmatively Further Fair Housing** --The jurisdiction will affirmatively further fair housing.

**Uniform Relocation Act and Anti-displacement and Relocation Plan** -- It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, (42 U.S.C. 4601-4655) and implementing regulations at 49 CFR Part 24. It has in effect and is following a residential anti-displacement and relocation assistance plan required under 24 CFR Part 42 in connection with any activity assisted with funding under the Community Development Block Grant or HOME programs.

**Anti-Lobbying** --To the best of the jurisdiction's knowledge and belief:

1. No Federal appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement;
2. If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and
3. It will require that the language of paragraph 1 and 2 of this anti-lobbying certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

**Authority of Jurisdiction** --The consolidated plan is authorized under State and local law (as applicable) and the jurisdiction possesses the legal authority to carry out the programs for which it is seeking funding, in accordance with applicable HUD regulations.

**Consistency with plan** --The housing activities to be undertaken with Community Development Block Grant, HOME, Emergency Solutions Grant, and Housing Opportunities for Persons With AIDS funds are consistent with the strategic plan in the jurisdiction's consolidated plan.

**Section 3** -- It will comply with section 3 of the Housing and Urban Development Act of 1968 (12 U.S.C. 1701u) and implementing regulations at 24 CFR Part 135.

*Domenica*  
Signature of Authorized Official

3/9/21  
Date

Mayor  
Title

## Specific Community Development Block Grant Certifications

The Entitlement Community certifies that:

**Citizen Participation** -- It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

**Community Development Plan** -- Its consolidated plan identifies community development and housing needs and specifies both short-term and long-term community development objectives that that have been developed in accordance with the primary objective of the CDBG program (i.e., the development of viable urban communities, by providing decent housing and expanding economic opportunities, primarily for persons of low and moderate income) and requirements of 24 CFR Parts 91 and 570.

**Following a Plan** -- It is following a current consolidated plan that has been approved by HUD.

**Use of Funds** -- It has complied with the following criteria:

1. Maximum Feasible Priority. With respect to activities expected to be assisted with CDBG funds, it has developed its Action Plan so as to give maximum feasible priority to activities which benefit low- and moderate-income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include CDBG-assisted activities which the grantee certifies are designed to meet other community development needs having particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community, and other financial resources are not available (see Optional CDBG Certification).

2. Overall Benefit. The aggregate use of CDBG funds, including Section 108 guaranteed loans, during program year(s) 2021 [a period specified by the grantee of one, two, or three specific consecutive program years], shall principally benefit persons of low and moderate income in a manner that ensures that at least 70 percent of the amount is expended for activities that benefit such persons during the designated period.

3. Special Assessments. It will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108 loan guaranteed funds, by assessing any amount against properties owned and occupied by persons of low and moderate income, including any fee charged or assessment made as a condition of obtaining access to such public improvements.

However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds.

In addition, in the case of properties owned and occupied by moderate-income (not low-income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

**Excessive Force** -- It has adopted and is enforcing:

1. A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and
2. A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-violent civil rights demonstrations within its jurisdiction.

**Compliance with Anti-discrimination laws** -- The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 U.S.C. 2000d) and the Fair Housing Act (42 U.S.C. 3601-3619) and implementing regulations.

**Lead-Based Paint** -- Its activities concerning lead-based paint will comply with the requirements of 24 CFR Part 35, Subparts A, B, J, K and R.

**Compliance with Laws** -- It will comply with applicable laws.

*Domenico Lanza*  
Signature of Authorized Official

*3/9/21*  
Date

*Mayor*  
Title

**OPTIONAL Community Development Block Grant Certification**

Submit the following certification only when one or more of the activities in the action plan are designed to meet other community development needs having particular urgency as specified in 24 CFR 570.208(c):

The grantee hereby certifies that the Annual Plan includes one or more specifically identified CDBG-assisted activities which are designed to meet other community development needs having particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community and other financial resources are not available to meet such needs.

\_\_\_\_\_  
Signature of Authorized Official

\_\_\_\_\_  
Date

\_\_\_\_\_  
Title

The HOME participating jurisdiction certifies that:

**Tenant Based Rental Assistance** -- If it plans to provide tenant-based rental assistance, the tenant-based rental assistance is an essential element of its consolidated plan.

**Eligible Activities and Costs** -- It is using and will use HOME funds for eligible activities and costs, as described in 24 CFR §§92.205 through 92.209 and that it is not using and will not use HOME funds for prohibited activities, as described in §92.214.

**Subsidy layering** -- Before committing any funds to a project, it will evaluate the project in accordance with the guidelines that it adopts for this purpose and will not invest any more HOME funds in combination with other Federal assistance than is necessary to provide affordable housing;

*Danun Forace*  
Signature of Authorized Official

*3/9/21*  
Date

*Mayor*  
Title

## Emergency Solutions Grants Certifications

The Emergency Solutions Grants Program recipient certifies that:

**Major rehabilitation/conversion/renovation** – If an emergency shelter’s rehabilitation costs exceed 75 percent of the value of the building before rehabilitation, the recipient will maintain the building as a shelter for homeless individuals and families for a minimum of 10 years after the date the building is first occupied by a homeless individual or family after the completed rehabilitation.

If the cost to convert a building into an emergency shelter exceeds 75 percent of the value of the building after conversion, the recipient will maintain the building as a shelter for homeless individuals and families for a minimum of 10 years after the date the building is first occupied by a homeless individual or family after the completed conversion.

In all other cases where ESG funds are used for renovation, the recipient will maintain the building as a shelter for homeless individuals and families for a minimum of 3 years after the date the building is first occupied by a homeless individual or family after the completed renovation.

**Essential Services and Operating Costs** – In the case of assistance involving shelter operations or essential services related to street outreach or emergency shelter, the recipient will provide services or shelter to homeless individuals and families for the period during which the ESG assistance is provided, without regard to a particular site or structure, so long the recipient serves the same type of persons (e.g., families with children, unaccompanied youth, disabled individuals, or victims of domestic violence) or persons in the same geographic area.

**Renovation** – Any renovation carried out with ESG assistance shall be sufficient to ensure that the building involved is safe and sanitary.

**Supportive Services** – The recipient will assist homeless individuals in obtaining permanent housing, appropriate supportive services (including medical and mental health treatment, victim services, counseling, supervision, and other services essential for achieving independent living), and other Federal, State, local, and private assistance available for these individuals.

**Matching Funds** – The recipient will obtain matching amounts required under 24 CFR 576.201.

**Confidentiality** – The recipient has established and is implementing procedures to ensure the confidentiality of records pertaining to any individual provided family violence prevention or treatment services under any project assisted under the ESG program, including protection against the release of the address or location of any family violence shelter project, except with the written authorization of the person responsible for the operation of that shelter.

**Homeless Persons Involvement** – To the maximum extent practicable, the recipient will involve, through employment, volunteer services, or otherwise, homeless individuals and families in constructing, renovating, maintaining, and operating facilities assisted under the ESG program, in providing services assisted under the ESG program, and in providing services for occupants of facilities assisted under the program.

**Consolidated Plan** – All activities the recipient undertakes with assistance under ESG are consistent with its consolidated plan.

**Discharge Policy** – The recipient will establish and implement, to the maximum extent practicable and where appropriate, policies and protocols for the discharge of persons from publicly funded institutions or systems of care (such as health care facilities, mental health facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent this discharge from immediately resulting in homelessness for these persons.

*Domunforace*  
Signature of Authorized Official

3/9/21  
Date

Mayor  
Title

### Housing Opportunities for Persons With AIDS Certifications

The HOPWA grantee certifies that:

**Activities** -- Activities funded under the program will meet urgent needs that are not being met by available public and private sources.

**Building** -- Any building or structure assisted under that program shall be operated for the purpose specified in the consolidated plan:

1. For a period of not less than 10 years in the case of assistance involving new construction, substantial rehabilitation, or acquisition of a facility,
2. For a period of not less than 3 years in the case of assistance involving non-substantial rehabilitation or repair of a building or structure.

*Danny Grace*  
 Signature of Authorized Official

*3/9/21*  
 Date

*Mayor*  
 Title

INSTRUCTIONS CONCERNING LOBBYING CERTIFICATION:

**Lobbying Certification**

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

## INTERIM ESG-CV Certifications (NON-STATE)

The Emergency Solutions Grants Program Recipient certifies that:

**Major rehabilitation/conversion** – If an emergency shelter’s rehabilitation costs exceed 75 percent of the value of the building before rehabilitation, the jurisdiction will maintain the building as a shelter for homeless individuals and families for a minimum of 10 years after the date the building is first occupied by a homeless individual or family after the completed rehabilitation. If the cost to convert a building into an emergency shelter exceeds 75 percent of the value of the building after conversion, the jurisdiction will maintain the building as a shelter for homeless individuals and families for a minimum of 10 years after the date the building is first occupied by a homeless individual or family after the completed conversion. In all other cases where ESG funds are used for renovation, the jurisdiction will maintain the building as a shelter for homeless individuals and families for a minimum of 3 years after the date the building is first occupied by a homeless individual or family after the completed renovation.

EXCEPTION: In accordance with the CARES Act, the certifications in this paragraph do not apply with respect to CARES Act funding that is used to provide temporary emergency shelters (through leasing of existing property, temporary structures, or other means) to prevent, prepare for, and respond to coronavirus.

**Essential Services and Operating Costs** – In the case of assistance involving shelter operations or essential services related to street outreach or emergency shelter, the jurisdiction will provide services or shelter to homeless individuals and families for the period during which the ESG assistance is provided, without regard to a particular site or structure, so long the jurisdiction serves the same type of persons (e.g., families with children, unaccompanied youth, disabled individuals, or victims of domestic violence) or persons in the same geographic area.

EXCEPTION: In accordance with the CARES Act, the certification in this paragraph does not apply with respect to CARES Act funding that is used to provide temporary emergency shelters (through leasing of existing property, temporary structures, or other means) to prevent, prepare for, and respond to coronavirus.

**Renovation** – Any renovation carried out with ESG assistance shall be sufficient to ensure that the building involved is safe and sanitary.

**Supportive Services** – The jurisdiction will assist homeless individuals in obtaining permanent housing, appropriate supportive services (including medical and mental health treatment, victim services, counseling, supervision, and other services essential for achieving independent living), and other Federal State, local, and private assistance available for such individuals.

~~**Matching Funds** – The jurisdiction will obtain matching amounts required under 24 CFR 576.201.~~

**Confidentiality** – The jurisdiction has established and is implementing procedures to ensure the confidentiality of records pertaining to any individual provided family violence prevention or treatment services under any project assisted under the ESG program, including protection against the release of the address or location of any family violence shelter project, except with

the written authorization of the person responsible for the operation of that shelter.

**Homeless Persons Involvement** – To the maximum extent practicable, the jurisdiction will involve, through employment, volunteer services, or otherwise, homeless individuals and families in constructing, renovating, maintaining, and operating facilities assisted under the ESG program, in providing services assisted under the ESG program, and in providing services for occupants of facilities assisted under the program.

**Consolidated Plan** – All activities the jurisdiction undertakes with assistance under ESG are consistent with the jurisdiction’s consolidated plan.

**Discharge Policy** – The jurisdiction will establish and implement, to the maximum extent practicable and where appropriate policies and protocols for the discharge of persons from publicly funded institutions or systems of care (such as health care facilities, mental health facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent this discharge from immediately resulting in homelessness for these persons.

  
\_\_\_\_\_  
Signature/Authorized Official

3/9/21  
\_\_\_\_\_  
Date

Mayor  
\_\_\_\_\_  
Title

**Application for Federal Assistance SF-424**

\* 1. Type of Submission:

- Preapplication  
 Application  
 Changed/Corrected Application

\* 2. Type of Application:

- New  
 Continuation  
 Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

**State Use Only:**

6. Date Received by State:

7. State Application Identifier:

**8. APPLICANT INFORMATION:**

\* a. Legal Name:

City of Lancaster

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

23-6001904

\* c. Organizational DUNS:

0105694570000

**d. Address:**

\* Street1:

120 North Duke Street

Street2:

\* City:

Lancaster

County/Parish:

\* State:

PA: Pennsylvania

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

17602-1599

**e. Organizational Unit:**

Department Name:

Comm. Planning &amp; Econ. Dev.

Division Name:

Community Development

**f. Name and contact information of person to be contacted on matters involving this application:**

Prefix:

Mr.

\* First Name:

Christopher

Middle Name:

\* Last Name:

Delfs

Suffix:

Title: Director of Community Planning &amp; Economic Dev

Organizational Affiliation:

\* Telephone Number:

(717) 291 - 4743

Fax Number:

\* Email:

CDelfs@cityoflancasterpa.com

**Application for Federal Assistance SF-424**

**\* 9. Type of Applicant 1: Select Applicant Type:**

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

**\* 10. Name of Federal Agency:**

Department of Housing and Urban Development

**11. Catalog of Federal Domestic Assistance Number:**

14.218

CFDA Title:

Community Development Block Grant

**\* 12. Funding Opportunity Number:**

14.218

\* Title:

Entitlement Grant

**13. Competition Identification Number:**

Title:

**14. Areas Affected by Project (Cities, Counties, States, etc.):**

Add Attachment

Delete Attachment

View Attachment

**\* 15. Descriptive Title of Applicant's Project:**

CDBG program funds housing, public improvements, public services, economic development, slum/blight, and planning and administrative activities.

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424**

**16. Congressional Districts Of:**  
 \* a. Applicant  \* b. Program/Project

Attach an additional list of Program/Project Congressional Districts if needed.

**17. Proposed Project:**  
 \* a. Start Date:  \* b. End Date:

**18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="1,669,525.00"/>
* b. Applicant	<input type="text"/>
* c. State	<input type="text"/>
* d. Local	<input type="text"/>
* e. Other	<input type="text"/>
* f. Program Income	<input type="text"/>
* g. TOTAL	<input type="text" value="1,669,525.00"/>

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**  
 a. This application was made available to the State under the Executive Order 12372 Process for review on .  
 b. Program is subject to E.O. 12372 but has not been selected by the State for review.  
 c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**  
 Yes  No  
 If "Yes", provide explanation and attach

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**  
 \*\* I AGREE  
 \*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**  
 Prefix:  \* First Name:   
 Middle Name:   
 \* Last Name:   
 Suffix:   
 \* Title:   
 \* Telephone Number:  Fax Number:   
 \* Email:

\* Signature of Authorized Representative:  \* Date Signed:

Application for Federal Assistance SF-424		
* 1. Type of Submission: <input type="checkbox"/> Preapplication <input checked="" type="checkbox"/> Application <input type="checkbox"/> Changed/Corrected Application	* 2. Type of Application: <input checked="" type="checkbox"/> New <input type="checkbox"/> Continuation <input type="checkbox"/> Revision	* If Revision, select appropriate letter(s): <input type="text"/> * Other (Specify): <input type="text"/>
* 3. Date Received: <input type="text"/>	4. Applicant Identifier: <input type="text"/>	
5a. Federal Entity Identifier: <input type="text"/>	5b. Federal Award Identifier: <input type="text"/>	
<b>State Use Only:</b>		
6. Date Received by State: <input type="text"/>	7. State Application Identifier: <input type="text"/>	
<b>8. APPLICANT INFORMATION:</b>		
* a. Legal Name: <input type="text" value="City of Lancaster"/>		
* b. Employer/Taxpayer Identification Number (EIN/TIN): <input type="text" value="23-6001904"/>	* c. Organizational DUNS: <input type="text" value="0105694570000"/>	
<b>d. Address:</b>		
* Street1:	<input type="text" value="120 North Duke Street"/>	
Street2:	<input type="text"/>	
* City:	<input type="text" value="Lancaster"/>	
County/Parish:	<input type="text"/>	
* State:	<input type="text" value="PA: Pennsylvania"/>	
Province:	<input type="text"/>	
* Country:	<input type="text" value="USA: UNITED STATES"/>	
* Zip / Postal Code:	<input type="text" value="17602-1599"/>	
<b>e. Organizational Unit:</b>		
Department Name: <input type="text" value="Comm. Planning &amp; Econ. Dev."/>	Division Name: <input type="text" value="Community Development"/>	
<b>f. Name and contact information of person to be contacted on matters involving this application:</b>		
Prefix: <input type="text" value="Mr."/>	* First Name: <input type="text" value="Christopher"/>	
Middle Name: <input type="text"/>		
* Last Name: <input type="text" value="Delfs"/>		
Suffix: <input type="text"/>		
Title: <input type="text" value="Director of Community Planning &amp; Economic Dev"/>		
Organizational Affiliation: <input type="text"/>		
* Telephone Number: <input type="text" value="(717) 291 - 4743"/>	Fax Number: <input type="text"/>	
* Email: <input type="text" value="CDelfs@cityoflancasterpa.com"/>		

**Application for Federal Assistance SF-424**

**\* 9. Type of Applicant 1: Select Applicant Type:**

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

**\* 10. Name of Federal Agency:**

Department of Housing and Urban Development

**11. Catalog of Federal Domestic Assistance Number:**

14.231

CFDA Title:

Emergency Solutions Grant

**\* 12. Funding Opportunity Number:**

14.231

\* Title:

Entitlement Grant

**13. Competition Identification Number:**

Title:

**14. Areas Affected by Project (Cities, Counties, States, etc.):**

Add Attachment

Delete Attachment

View Attachment

**\* 15. Descriptive Title of Applicant's Project:**


Emergency Solutions Grant program

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

<b>Application for Federal Assistance SF-424</b>	
<b>16. Congressional Districts Of:</b>	
* a. Applicant: <input type="text" value="16"/>	* b. Program/Project: <input type="text" value="16"/>
Attach an additional list of Program/Project Congressional Districts if needed.	
<input type="text"/>	<input type="button" value="Add Attachment"/> <input type="button" value="Delete Attachment"/> <input type="button" value="View Attachment"/>
<b>17. Proposed Project:</b>	
* a. Start Date: <input type="text" value="01/01/2021"/>	* b. End Date: <input type="text" value="12/31/2021"/>
<b>18. Estimated Funding (\$):</b>	
* a. Federal	<input type="text" value="145,679.00"/>
* b. Applicant	<input type="text"/>
* c. State	<input type="text"/>
* d. Local	<input type="text"/>
* e. Other	<input type="text"/>
* f. Program Income	<input type="text"/>
* g. TOTAL	<input type="text" value="145,679.00"/>
<b>* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?</b>	
<input type="checkbox"/> a. This application was made available to the State under the Executive Order 12372 Process for review on <input type="text"/> . <input type="checkbox"/> b. Program is subject to E.O. 12372 but has not been selected by the State for review. <input checked="" type="checkbox"/> c. Program is not covered by E.O. 12372.	
<b>* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)</b>	
<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No If "Yes", provide explanation and attach <input type="text"/>	
<input type="button" value="Add Attachment"/> <input type="button" value="Delete Attachment"/> <input type="button" value="View Attachment"/>	
<b>21. *By signing this application, I certify (1) to the statements contained in the list of certifications** and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)</b> <input checked="" type="checkbox"/> ** I AGREE <small>** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.</small>	
<b>Authorized Representative:</b>	
Prefix: <input type="text" value="Mayor"/>	* First Name: <input type="text" value="Danene"/>
Middle Name: <input type="text"/>	
* Last Name: <input type="text" value="Sorace"/>	
Suffix: <input type="text"/>	
* Title: <input type="text" value="Mayor of Lancaster city"/>	
* Telephone Number: <input type="text" value="(717) 291 - 4743"/>	Fax Number: <input type="text"/>
* Email: <input type="text" value="DSorace@cityoflanasterpa.com"/>	
* Signature of Authorized Representative: 	* Date Signed: <input type="text" value="03/08/2021"/>

**ASSURANCES - CONSTRUCTION PROGRAMS**

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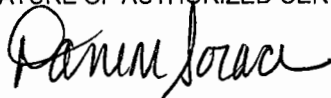

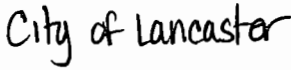
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2. Will give the awarding agency, the Comptroller General of the United States and, if appropriate, the State, through any authorized representative, access to and the right to examine all records, books, papers, or documents related to the assistance; and will establish a proper accounting system in accordance with generally accepted accounting standards or agency directives.
3. Will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site and facilities without permission and instructions from the awarding agency. Will record the Federal interest in the title of real property in accordance with awarding agency directives and will include a covenant in the title of real property acquired in whole or in part with Federal assistance funds to assure non-discrimination during the useful life of the project.
4. Will comply with the requirements of the assistance awarding agency with regard to the drafting, review and approval of construction plans and specifications.
5. Will provide and maintain competent and adequate engineering supervision at the construction site to ensure that the complete work conforms with the approved plans and specifications and will furnish progress reports and such other information as may be required by the assistance awarding agency or State.
6. Will initiate and complete the work within the applicable time frame after receipt of approval of the awarding agency.
7. Will establish safeguards to prohibit employees from using their positions for a purpose that constitutes or presents the appearance of personal or organizational conflict of interest, or personal gain.
8. Will comply with the Intergovernmental Personnel Act of 1970 (42 U.S.C. §§4728-4763) relating to prescribed standards for merit systems for programs funded under one of the 19 statutes or regulations specified in Appendix A of OPM's Standards for a Merit System of Personnel Administration (5 C.F.R. 900, Subpart F).
9. Will comply with the Lead-Based Paint Poisoning Prevention Act (42 U.S.C. §§4801 et seq.) which prohibits the use of lead-based paint in construction or rehabilitation of residence structures.
10. Will comply with all Federal statutes relating to non-discrimination. These include but are not limited to: (a) Title VI of the Civil Rights Act of 1964 (P.L. 88-352) which prohibits discrimination on the basis of race, color or national origin; (b) Title IX of the Education Amendments of 1972, as amended (20 U.S.C. §§1681 1683, and 1685-1686), which prohibits discrimination on the basis of sex; (c) Section 504 of the Rehabilitation Act of 1973, as amended (29 U.S.C. §794), which prohibits discrimination on the basis of handicaps; (d) the Age Discrimination Act of 1975, as amended (42 U.S.C. §§6101-6107), which prohibits discrimination on the basis of age; (e) the Drug Abuse Office and Treatment Act of 1972 (P.L. 92-255), as amended, relating to nondiscrimination on the basis of drug abuse; (f) the Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Act of 1970 (P.L. 91-616), as amended, relating to nondiscrimination on the basis of alcohol abuse or alcoholism; (g) §§523 and 527 of the Public Health Service Act of 1912 (42 U.S.C. §§290 dd-3 and 290 ee 3), as amended, relating to confidentiality of alcohol and drug abuse patient records; (h) Title VIII of the Civil Rights Act of 1968 (42 U.S.C. §§3601 et seq.), as amended, relating to nondiscrimination in the sale, rental or financing of housing; (i) any other nondiscrimination provisions in the specific statute(s) under which application for Federal assistance is being made; and, (j) the requirements of any other nondiscrimination statute(s) which may apply to the application.

11. Will comply, or has already complied, with the requirements of Titles II and III of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (P.L. 91-646) which provide for fair and equitable treatment of persons displaced or whose property is acquired as a result of Federal and federally-assisted programs. These requirements apply to all interests in real property acquired for project purposes regardless of Federal participation in purchases.
12. Will comply with the provisions of the Hatch Act (5 U.S.C. §§1501-1508 and 7324-7328) which limit the political activities of employees whose principal employment activities are funded in whole or in part with Federal funds.
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14. Will comply with flood insurance purchase requirements of Section 102(a) of the Flood Disaster Protection Act of 1973 (P.L. 93-234) which requires recipients in a special flood hazard area to participate in the program and to purchase flood insurance if the total cost of insurable construction and acquisition is \$10,000 or more.
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16. Will comply with the Wild and Scenic Rivers Act of 1968 (16 U.S.C. §§1271 et seq.) related to protecting components or potential components of the national wild and scenic rivers system.
17. Will assist the awarding agency in assuring compliance with Section 106 of the National Historic Preservation Act of 1966, as amended (16 U.S.C. §470), EO 11593 (identification and protection of historic properties), and the Archaeological and Historic Preservation Act of 1974 (16 U.S.C. §§469a-1 et seq.).
18. Will cause to be performed the required financial and compliance audits in accordance with the Single Audit Act Amendments of 1996 and OMB Circular No. A-133, "Audits of States, Local Governments, and Non-Profit Organizations."
19. Will comply with all applicable requirements of all other Federal laws, executive orders, regulations, and policies governing this program.

SIGNATURE OF AUTHORIZED CERTIFYING OFFICIAL 	TITLE 
APPLICANT ORGANIZATION 	DATE SUBMITTED March 17, 2021

**ASSURANCES - CONSTRUCTION PROGRAMS**

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# EXECUTIVE SUMMARY

In 2014, the Lancaster City Alliance (LCA) sought out to develop a long-term economic development strategy for the City of Lancaster, accounting for progress made over the last decade, and setting goals for future economic development activity. The purpose of this strategy is to create an appropriate environment for fostering continued economic growth and quality of life enhancements.

The City entered into this planning process from a position of advantage, largely the result of over 15 years of coordinating and implementing the strategies identified in the Lancaster Economic Development Action Agenda (LDR Plan), produced in 1998. Due to the success in implementing many of the recommendations outlined in the LDR Plan, which contributed to years of continued growth, Lancaster embarks on today's initiative in a favorable position.

Today, following a track record of successful endeavors, Lancaster is characterized as a good place in which to invest, a community with access to numerous amenities,

and is recognized for its thriving arts community and strong entrepreneurial spirit. Rather than waiting for the upward trend to peak and decline, Lancaster City chose to build upon the strengths and opportunities gained from previous years of economic growth by creating an economic development strategy that would guide Lancaster for the next decade and beyond. Thus, this effort is not a sequel to previous plans; instead, this Plan is a fresh look at Lancaster City and a tool for attracting continued investment. Navigating from a position of advantage, Lancaster is today *building on strength*.

This Plan strives to create an environment that fosters growth and development, elevates the economic well being of Lancastrians, and sets a foundation for healthy urban economic development for the coming years.

## Building on Strength

### Background

While Lancaster City covers a land area of 7.24 square miles, the focus for this Plan includes the Downtown Core and the “Commercial Hubs” that extend outward from the Downtown Core and serve as neighborhood centers. In total, the Commercial Hubs were grouped into eight geographies:

1. Downtown Core
2. East King Street
3. West King Street and Manor Street
4. South Duke Street
5. South Prince and Queen Streets
6. Harrisburg Avenue/Northwest Gateway
7. Train Station Area
8. New Holland Avenue

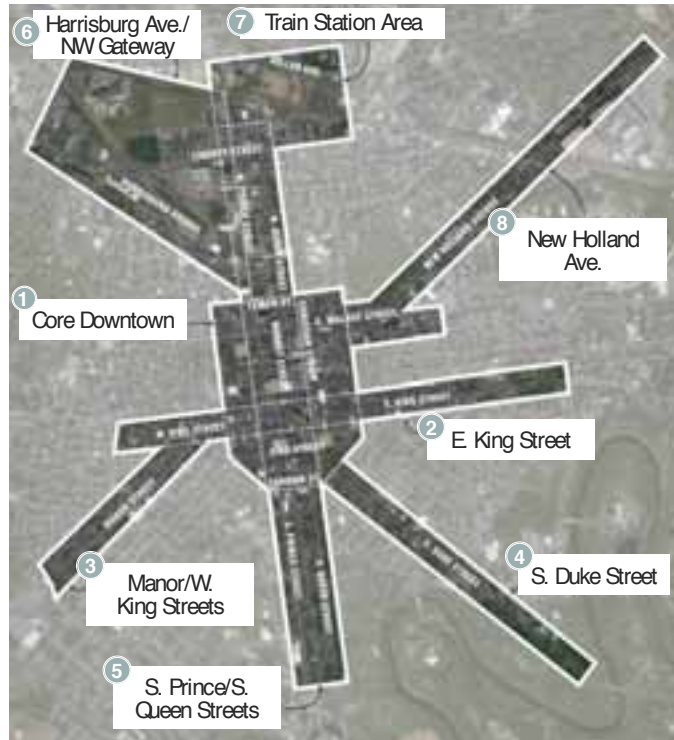
### Approach & Methods of Research

This Plan is the result of a yearlong planning process which engaged in analytical research in addition to discussions and collaboration among stakeholders — community members, residents, property owners, businesses, city agencies, and investors — and the Consultant Team (“the Team”). Plan development utilized a three-part approach which included five workshop periods in Lancaster. The approach began with “listening” and understanding Lancaster’s assets, challenges, opportunities, and threats, then included “sharing” of ideas through an iterative process with stakeholders and the public. The planning process concluded with “confirming” recommendations with a clear implementation plan, summarized in the Implementation Matrix.

### STAKEHOLDER ENGAGEMENT

This Plan is crafted to be primarily private-sector driven — supported and supplemented by public-sector involvement.

Public input was nevertheless a critical component in the planning process, which was heavily infused with strong partnerships and direct engagement with stakeholders. Through forums both large and small — interviews, focus groups, surveys, roundtables, public meetings and facilitated discussions, in addition to other community engagement opportunities — constituents discussed and identified a variety of ideas and opinions regarding Lancaster’s future.



### BACKGROUND MATERIALS

Lancaster has initiated numerous planning studies and master plans over the years, and has demonstrated a successful track record of implementation. It is important that this economic development draws from, builds upon, and integrates these prior plans and studies. Some of the most notable materials referenced include:

- » Downtown Walkability Analysis (Speck Study, 2015)
- » City of Lancaster Strategic Plan (2015)
- » High Commercial and Industrial Market Overview (2013/2014)
- » Lancaster Housing Market Analysis (Zimmerman/Volk, 2013)
- » Lancaster Redevelopment Opportunities: A Study of underutilized properties, and strategies for revitalization (2010)
- » Urban Park, Recreation and Open Space Plan for the City of Lancaster (2009)
- » The Northeast and Southwest Neighborhood Revitalization Initiative Plans (2007)

In addition to a 19-member Steering Committee, the project involved members of a larger, 40-member Working Group that facilitated vetting of research and recommendations. Including meetings with these two groups, stakeholder engagement was organized in a variety of formats:

- » Steering Committee Meetings
- » Working Group Meetings
- » Commercial Hub Meetings
- » Public Meetings
- » Focus Group Discussions (Arts; DID Merchant Committee; Education; Entrepreneurs; Faith-Based and Community; Key Business Owners; Property Owners and Real Estate Professionals)
- » One-on-one leadership interviews



Photo courtesy of LCA



## Key Findings

Through data collection and community engagement, the Team was able to identify the characteristics — both real and perceived — which define the spirit of Lancaster City. Intertwined into the visioning process, these observations formed the foundation for this Plan’s recommendations.

The health of Lancaster City and its economy can be attributed, in part, to the implementation of suggestions identified in the 1998 LDR Plan. More than just from that Plan’s recommendations, however, Lancaster has largely benefited from the presence of key institutions and their “legacy stakeholders,” leading organizations, strong private sector partners, and a community that is fundamentally ambitious and commendably hard working. In recent decades, this ambition has risen to the surface — visible and revealing itself in the form of locally-owned businesses and enterprises, unique shops and storefronts, and in an overall appreciation and respect for support and collaboration within the community. It becomes clear that the people of Lancaster are what make it so vibrant; and so, it is necessary to understand: just *who* is Lancaster?

Between 2013 and 2018, Lancaster’s population is expected to increase by 1,279 residents, to 61,470 residents. This increase of just over 2% indicates growth at a quicker pace than growth statewide and in most counties in the area, as well as in many regional cities. It demonstrates that Lancaster is gaining momentum as a great place to live — mirroring national trends that point to the desire for people to move back into cities — which bodes well for future investment in Lancaster City.

Lancaster is incredibly and uniquely diverse, as is reflected in the population’s racial and ethnic composition. Recognizing this, it is crucial to accommodate the diverse needs and values of Lancaster’s residents.

Poverty is a major discussion point and challenge facing Lancaster and its residents, where the poverty rate is 30%. While addressing poverty directly is not in the scope of this project, this Plan is indeed able to address the *elements of poverty* — housing affordability, employment opportunities, access to capital, etc. Poverty is a much broader issue that cannot be tackled by this effort alone; rather, it will require a coordinated and comprehensive effort that involves many entities throughout Lancaster City and its neighboring communities within Lancaster County.

## Building on Strength



### RETAIL MARKET

The retail market analysis defines a primary, secondary, and combined trade area. The primary trade area is the City of Lancaster itself, and has \$739.6 million in consumer retail spending compared with \$269.9 million in retail sales inside the City Limits. Consequently, it leaks sales to the tune of \$442.7 million annually. The secondary trade area, which includes five nearby ZIP Codes — 17579 (Strasburg), 17584 (Willow Street), 17554 (Mountville), and 17551 (Millersville), as well as 17601, 17602, and 17603 outside of City limits. The secondary trade area is a larger retail market with \$2.4 billion in spending and \$3 billion in sales resulting in \$579.2 million of imported dollars. Combined, the trade areas gain sales of \$136.5 million, largely as a result of the retail shopping concentrated in adjacent townships and the presence of a large outlet center. When examined as a whole, the combined trade area points to the following opportunities:

- » Building material & garden equipment stores have clustered into large big box stores nationwide, but this does not necessarily forego a targeted, appropriately scaled opportunity within the Commercial Hubs.
- » Food related retail, both in restaurants and grocers, represents a significant opportunity citywide and is further emphasized when examining the Commercial Hubs specifically. This remains a key opportunity.
- » While General merchandise has also gravitated into big box stores, retailers such as dollar stores have recently become a fixture in urban locations where larger building footprints simply cannot be developed. These stores provide basic goods to neighborhood residents, but their design should be carefully regulated.
- » Other specialty retail shows promise within each Commercial Hub, but each category of specialty retail should be carefully vetted to understand nearby competition and the potential to fill a real need.



### OFFICE MARKET

The office market in Lancaster has opportunities and challenges. Among the challenges are:

- » Lower rents than competitive markets. This verifies anecdotal evidence that suggested commanding higher rents is an obstacle to redevelopment and development of space.
- » An excess of office space is currently available; though, with the notable exception of Liberty Place, the majority of the space is smaller in size.
- » There is a dearth of available Class A space listed on the MLS and LoopNet within Lancaster City Limits, particularly Downtown.
- » The median space size is 4,796 square feet.
- » The real availability of space as reflected on the market is an inaccurate reflection of the amount of space that might potentially be available if upper floor space is factored in.

The opportunities, however, reflect a positive outlook:

- » The market has a long-term history of positive net absorption.
- » National trends point to market demand shifting to downtown and urban locations in lieu of suburban style spaces.
- » Flexible and open floorplan space is growing in demand, presenting opportunities for ongoing growth in “creative” spaces for offices. This growth is already evident in Lancaster.
- » The potential for office clustering around strong industries in Lancaster County, such as food and live entertainment, could lure headquarters space if marketed within a development opportunity.

## HOTEL MARKET

- » With the exception of 2009, tourism spending in Lancaster County has increased each year since 2005. Within the nine-county “Dutch Country Road” tourism region, Lancaster County is second only to Dauphin County in tourism spending.
- » The tourism spending correlates with excise tax increases in lodging; 2014 was a banner year with spending of \$155.4 million, an increase of 10.6% over 2013 revenues.
- » Occupancy rates, average daily rates, and revenue per available room have all been increasing in Lancaster.
- » National trends point to urban locations for hotels as an increasing trend that will work in Lancaster’s favor. Renovation of existing hotel properties to meet pent-up demand and rising consumer expectations is raising the bar on hotel offerings.
- » These same trends indicate a strong demand for “select-service” category hotels — which bridge the gap between luxury and economy. Such hotel brands include Hotel Indigo (IHG), Courtyard by Marriott, Canopy (Hilton), and Aloft (Starwood). Locating these hotels in Downtowns points to a positive trend toward more hotel development in Downtown Lancaster.
- » Interviews with tourism officials at Discover Lancaster and representatives of the Lancaster County Convention Center indicate that some conferences may not be coming to Lancaster because of a lack of Downtown hotel rooms. Moreover, the concentration of institutions such as Lancaster General Health, Franklin and Marshall College, and the Pennsylvania College of Art and Design will have increasing pressure to have hotel rooms proximate to their locations.
- » There is a severe shortage of rental housing Countywide at all price points.
- » In Lancaster City, the analysis shows that the five-year capture for new housing would range from 2098 to 3457 units. Per year, this equals to a range of 420 to 691 housing units from 2013 to 2017.
- » A disconnect with building permits issued and future demand for housing, which results in a decline in demand for single-family detached housing, points to stronger future demand.
- » The study states: “A continuation of current trends in Lancaster County—with the emphasis on new for-sale housing construction concentrated in single-use, single-family subdivisions, new rental construction largely limited to market-rate rents, and a lack of diversity in both housing types and affordability—risks economic stagnation and declines in housing values.”
- » The macro trends work in Lancaster’s favor as millennials and empty-nesters seek urban alternates to the traditional single-family detached house. More importantly, Lancaster County will undergo a shift from a predominance of empty-nesters to a more balanced demand from Generation X and Millennials.



## HOUSING MARKET

The housing analysis will cite key points in the Zimmerman/Volk Study for consideration, with the strong recommendation that this original study be reviewed in detail. Some salient points are as follows:

- » Countywide analysis shows 5,584 “moves” per year between 2008 and 2012.
- » As determined by the target market methodology, more than 23,000 households represent the annual potential market for new and existing housing units in Lancaster County each year over the next five years. The five-year total potential market exceeds 115,000 households.

## SUMMARY OF INPUT

In addition to the professional analysis and input provided by the consultants, the public planning process allowed the Team to better tailor their recommendations to the particular needs of Lancaster City. Direct engagement with stakeholders provided an opportunity to receive commentary on perceptions, values, and preferences within the community that could not be ascertained from data collection alone. The various Commercial Hubs and districts represent unique identities, each serving a different set of needs and interests. The process encouraged creating a high quality — both aesthetically and functionally — environment that will help realize the recommendations of this economic development plan. This input is summarized on the following pages.

**Building on Strength**



**CULTURE & COMMUNITY**

The community is proud of its cultural and community assets, including a strong arts scene, America’s oldest public market, local businesses, a network of services and institutions that strive for equity, and a growing creative class interested in Lancaster’s prosperity.



**DOWNTOWN**

Downtown is regarded as a highly valuable asset. Signs of significant investment are evident, and there are additional opportunities to dispel some lingering negative perceptions while reinforcing the Downtown as a vibrant place, filled with attractions, eateries, shops, and more.



**INVESTMENT**

Continued investment is desired throughout the community, focusing on housing at all levels (including workforce housing), infrastructure, office space, upper story development, and public education. Lancaster should strive to continue to attract and retain young professionals, families, and empty-nesters, alike.



**LOCAL**

Residents value the strong mix of local retailers and eateries and want to continue to support the local economy.



**COMMERCIAL HUBS**

There are many opportunities to extend amenities from Downtown — such as streetscaping, clean and safe programs, facade improvements, etc. — into Commercial Hubs in order to reinforce identities, enhance the quality of life, and establish them as viable places in which to invest.



**RETAINING TALENT**

Lancaster is booming with talented professionals, creative entrepreneurs, and with fast-growing companies. Keeping these powerful drivers in the City offers an opportunity to establish Lancaster as a hotspot for innovation and economic development.



Photo courtesy of LCA

### ACCESSIBILITY

Accessibility — in terms of walkability, bikeability, and transit — is highly valued throughout the community. Opportunities to build upon enhancements being made or considered, and to extend from the Downtown into the Commercial Hubs.



Photo courtesy of LCA

### DIVERSITY

Lancaster City's population is diverse. There is opportunity to celebrate and display this diversity throughout the Downtown and Commercial Hubs, and to express the distinct identities of each neighborhood.



### HISTORIC APPRECIATION

There is a strong appreciation for and emphasis on protecting historic assets in Lancaster, which boasts a rich and intact architectural heritage.



Photo courtesy of LCA

### EQUITABLE DEVELOPMENT

Lancaster residents are faced with different opportunities, in terms of education and employment. Job and skills training will increase access to opportunities, grow Lancaster's workforce, and generate jobs that offer a livable wage.



### CHALLENGES OF A THIRD CLASS CITY

Fully implementing the recommendations in this plan will require connections with the General Assembly in Harrisburg. Key changes will enhance the ability of Lancaster to perform and thrive.



Photo courtesy of LCA

### PARTNERSHIPS

Valuable partnerships have been forged throughout Lancaster. Partnerships with legacy stakeholders, and within and between public and private sectors should be nurtured to foster the potential growth and development future projects.

## Building on Strength

## Recommendations

### VISION

The 1998 LDR Plan Vision statement still holds true and has been expanded to reflect Lancaster's 2015 position of advantage.

#### The 1998 Vision

We see Lancaster City as a vibrant urban community where people will choose to live, work, worship, learn, play, and celebrate our diverse heritages.

We see Lancaster City as:

- » A friendly environment in which to promote business development and retention, job creation, technology and research industries, and investor activity;
- » The dynamic hub of Lancaster County's financial, legal, medical, educational, and governmental activities; and
- » An exceptional destination and special experience for residents and for visitors from the northeastern US and throughout the world who are attracted to Lancaster's heritage, arts, cultural, unique retailing, and entertainment activities.

We see a sustained, action-driven, private/public, committed inclusive leadership, in partnership with an enthusiastic and involved community, making this vision a reality.

#### 2015 Vision

**Lancaster will leverage its track record of success to foster continued economic development throughout the community, cultivate an environment that attracts entrepreneurs and investors to a world class mid-sized city, and continue to lead the region and nation as a model for successful urban economic development.**

### ASPIRATIONS

Lancaster aspires to accomplish the following by way of this Plan. The aspirations are listed in no particular order, as each are of equal importance:

- » Attract and retain talent to the City of Lancaster.
- » Create jobs that provide a livable wage.
- » Leverage educational institutions as partners in creating a skilled workforce.
- » Provide equitable opportunities for all Lancasterians.
- » Cultivate existing Lancaster businesses to grow with continued success.
- » Encourage targeted economic development opportunities to strengthen neighborhoods and increase property values.
- » Provide an environment where small businesses and entrepreneurs can thrive.
- » Be a national model for urban economic development.

### Strategies

Four primary strategies guide the recommendations of this Plan:

**Strategy 1 | Expanding Success: Traditional Economic Development Investment**

**Strategy 2 | Embracing the Collaborative Economy: Cultivating Entrepreneurs (Creative & Technological)**

**Strategy 3 | Leveraging the Brand: Marketing Lancaster City**

**Strategy 4 | Quality of Life: Reinforcing Commercial Hubs**

The strategies and their recommendations are described in more detail, beginning on page xvi.

### Plan Outcomes | Looking Ahead: The Future of Lancaster City

By 2030 Lancaster City will:

- » Increase in the per capita income to 70% of that of Pennsylvania.
- » Have 300 new hotel rooms in the downtown and commercial hubs.
- » See 2,500 new residential units.
- » Achieve 100,000 square feet of new and renovated retail/restaurant space in the downtown and commercial hubs.
- » Fill/create 300,000 square feet of office and flex space.
- » Realize \$1 Billion in private capital investment.
- » See ongoing private investment that will outweigh public investment in economic development.



Photo courtesy of LCA



Conceptual plan for redevelopment of the area surrounding the Train Station

## Building on Strength



South Duke Street Commercial Hub (8A-8E)

**LANCASTER**  
High Speed. As Fast As Possible.

Possible logo for a potential Citywide Local Area Network (LAN) infrastructure

## Strategy 1 | Expanding Success: Traditional Economic Development Investment

### A. Investment Sites

Identify key sites within the study area that present short and long-term opportunities for investment. Investment includes significant development areas, key development sites and infill, major/minor building renovations, upper floor redevelopment, and short-term small scale interventions leading up to potential longer-term redevelopment. (Some projects are described in detail on the following pages.)

### B. Market District

Build upon and celebrate the Lancaster Central Market — a national treasure — by supporting and encouraging complementary uses adjacent to it in a market district. Uses may include commercial kitchens, display kitchens and culinary programs at institutions of higher learning in addition to upper level housing, office and hotel uses. Extend aspects of the market district into the commercial hubs.

### C. Development Clearing House

Establish a one-stop-shop system to facilitate businesses and developers, particularly those that are less experienced or are working on smaller-scale projects, during the development process through project construction. This could include providing guidance to developers in the selection of consultants and contractors knowledgeable in urban development.

### D. Business Registration Program

Implement plans to inventory and record all businesses located in Lancaster City.

### E. Building the Market

Provide a variety of incentives to tenants, investors, and property owners to help close the “gap” between achievable rental rates and the costs of new construction and rehabilitation. Specific incentives include:

1E1 | Façade Grant Program: Expand façade grant program to become a city-wide initiative and extend into the Commercial Hubs.

1E2 | Façade Master Plan: Target specific blocks within the Downtown and Commercial Hubs for multiple façade improvements as part of a façade master plan to make an immediate and significant impact. Couple targeted façade improvements with streetscape enhancements.

1E3 | Building Infrastructure Grants: Provide infrastructure grants to facilitate upper floor redevelopment and help offset costs associated with elevators, sprinklers, etc.

1E4 | Lancaster High Speed Internet: Continue with current partnership to implement broadband internet to sustain existing businesses and attract new ones.

### INVESTMENT SITES | KEY TO ILLUSTRATIVE PLAN (FOLLOWING PAGES)

#### AREA 1: DOWNTOWN CORE-PRIMARY OPPORTUNITIES

- 1A: Bulova Site
- 1B: City Crossings Lot
- 1C: Southern Market
- 1D: Swann Hotel Corner
- 1E: Queen and Vine Site (LNP)
- 1F: Market District Sites
- 1G: Upper Floor Redevelopment (Throughout Downtown)

#### AREA 2: DOWNTOWN CORE – SECONDARY OPPORTUNITIES

- 2A: HDC Property Infill
- 2B: Prince Street Garage Site
- 2C: Queen and Chestnut Infill (NW Corner)
- 2D: RRTA Garage Air Rights
- 2E: North Queen Street Retail Commercial
- 2F: West Vine/West Farnum Site
- 2G: Penn Square Mixed-Use Opportunity

#### AREA 3: HARRISBURG AVENUE/TRAIN STATION AREA

- 3A: Northwest Triangle
- 3B: Train Station North (Keller Avenue Properties)
- 3C: Train Station West
- 3D: Train Station South (McGovern Avenue Properties)

#### AREA 4: NEW HOLLAND AVENUE

- 4A: Plum and Walnut Anchor
- 4B: Ross Street Gateway
- 4C: New Holland Avenue Infill
- 4D: Burle Office Park Infill Development

#### AREA 5: WEST KING STREET/MANOR STREET

- 5A: Manor Street Infill/Property Enhancements
- 5B: Consolidated Parking Resources (Typ.)
- 5C: West King infill Development/Property Enhancements
- 5D: Upper Floor Redevelopment

#### AREA 6: EAST KING STREET

- 6A: Excelsior Building
- 6B: East King Infill Development
- 6C: Façade/Property Enhancements

#### AREA 7: SOUTH PRINCE/SOUTH QUEEN STREETS

- 7A: The Ironworks
- 7B: South Prince Infill Development
- 7C: Façade/Property Enhancements
- 7D: Rebrman's Redevelopment

#### AREA 8: SOUTH DUKE STREET

- 8A: Conestoga Plaza
- 8B: Conestoga East
- 8C: Conestoga North
- 8D: Residential Infill Opportunity
- 8E: South Duke Square
- 8F: South Duke Infill Development
- 8G: Outdoor Market



EXISTING



PCTENTIAL

*New Holland Avenue Improvements (4C)*

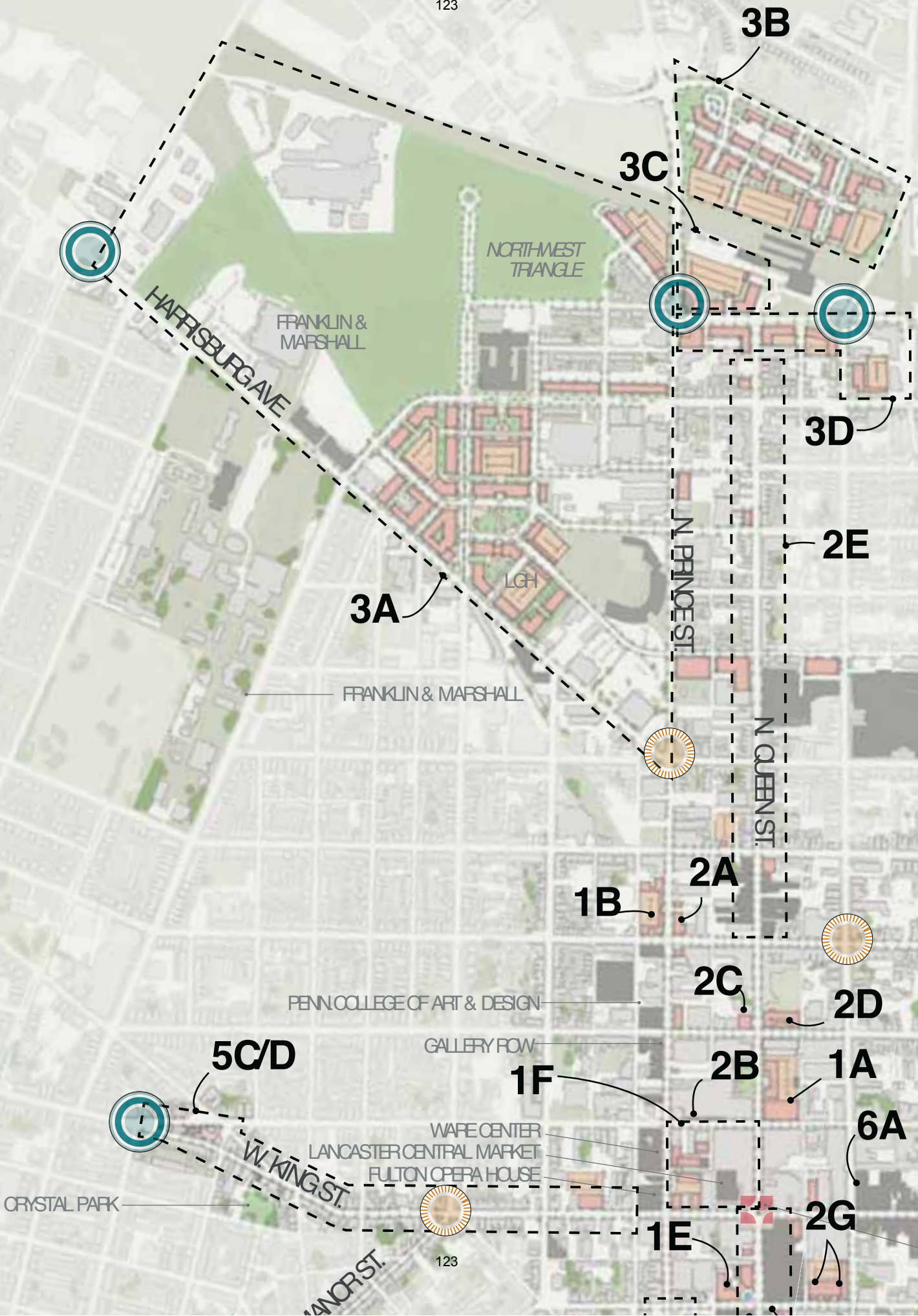


EXISTING



PCTENTIAL

*Manor Street Improvements (5A)*





4D

4C

4B

LANCASTER GENERAL HOSPITAL

NEW HOLLAND AVE

4A

### ILLUSTRATIVE PLAN



CITY GATEWAY



DOWNTOWN CORE GATEWAY

1A

CORRESPONDING RECOMMENDATION



AREA-WIDE RECOMMENDATION



LANCASTER MUSEUM OF ART

6C

E KING ST.

PENN SQUARE

6B

PENN. COLLEGE OF ART & DESIGN

GALLERY ROW

WARE CENTER

LANCASTER CENTRAL MARKET

FULTON OPERA HOUSE

CRYSTAL PARK

RODNEY PARK

THE IRONWORKS

5C/D

5A

5B

1B

2C

2B

1F

1E

2F

7C

7A

7B

7B

7D

2A

2D

1A

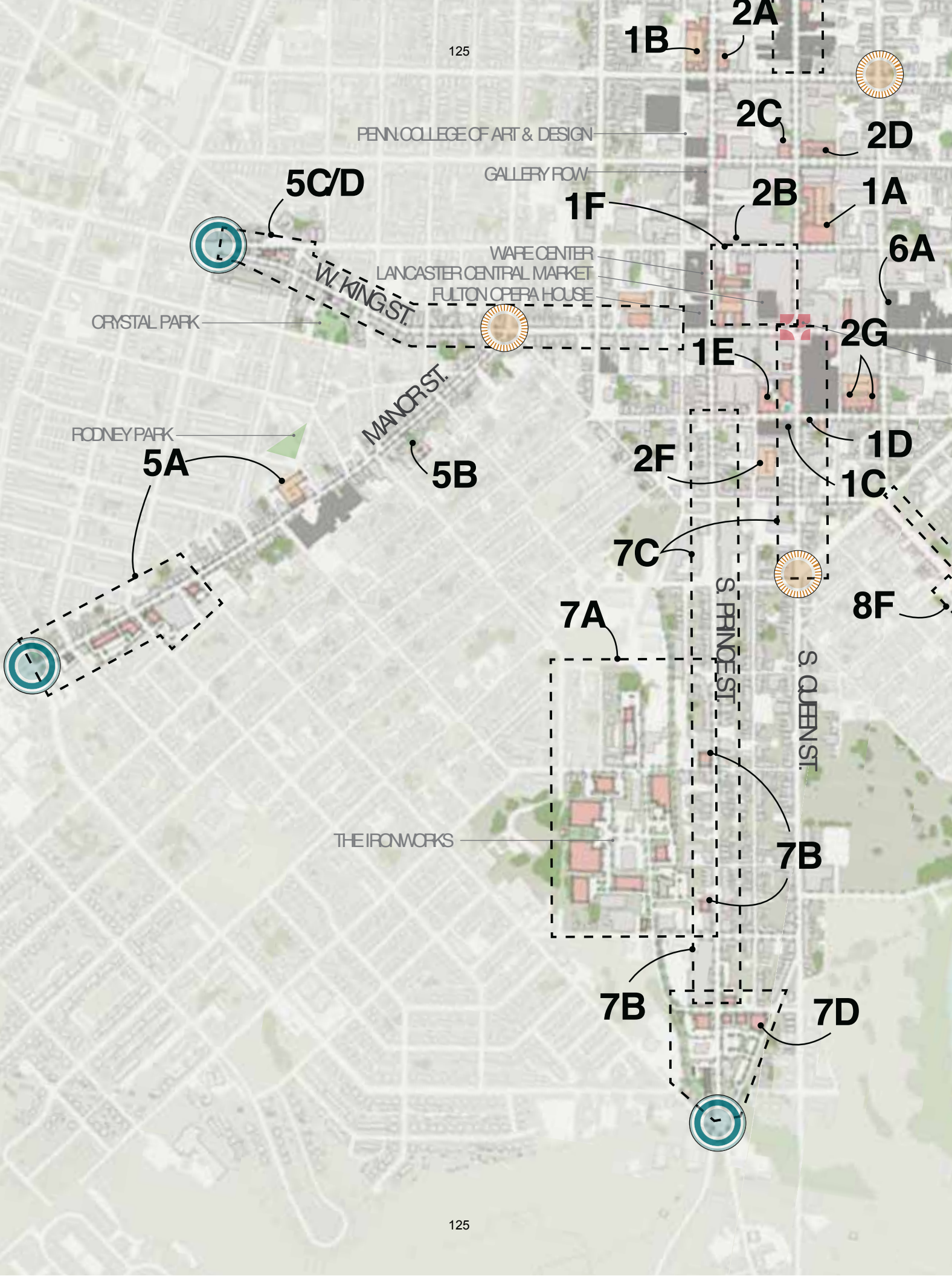
6A

2G

1D

1C

8F



4A

126

LANCASTER MUSEUM OF ART

6C

E KINGST.

PENN SQUARE

6B

THADDEUS STEVENS

TEC CENTRO

8G

S. DUKE ST.

8E

8C

8B

8D

8A

LANCASTER COUNTY  
CENTRAL PARK

### ILLUSTRATIVE PLAN



CITY GATEWAY



DOWNTOWN CORE GATEWAY

1A

CORRESPONDING RECOMMENDATION



AREA-WIDE RECOMMENDATION



## Building on Strength



LNP Site/Southern Market/Swann Hotel (1C, 1D, 1E, 2F)



City Crossings/HDC Property Infill (1B, 2A)

### F. Land Bank

Establish a Land Bank to acquire individual blighted properties and prepare them for sound investment.

### G. Community Land Trust Subsidiary

Consider creating a Community Land Trust as a subsidiary of the Land Bank to ensure the long-term stability of a neighborhood or Commercial Hub while providing a way to keep pricing affordable for potential leaseholders.

### H. Plan Funding

Continue to utilize existing funding mechanisms such as LERTA (Local Economic Revitalization Tax Assistance Act), TIF (Tax Increment Financing), CRIZ (City Revitalization and Improvement Zone), KOZ (Keystone Opportunity Zone), State Historic Tax Credits and the Community First Fund. Additionally, give serious consideration to engaging a broad partnership of entities in establishing a fund ("The Lancaster Fund") for economic development.

## Strategy 2 | Embracing the Collaborative Economy: Cultivating Entrepreneurs

### A. Entrepreneurs Forum

Host regular forums (a minimum of two per year) to engage the entrepreneurial community, gather feedback on policies and programs, and brainstorm about ways to continue to foster the entrepreneurial climate in Lancaster.

### B. Lancaster Creative Spaces Initiative

Capitalize on the national trend of growth in coworking spaces while continuing to foster environments for creativity and places to develop skills and job training. Specific initiatives include:

2B1 | Lancaster Innovation Center: Establish a makerspace combined with support from an incubator program and jobs skills training located within or near the edge of the Downtown Core.

2B2 | Harvest Park Lancaster: Establish a food hub that continues to foster the food industry that is so important to the history (and present) of Lancaster and provides jobs skills training and employment. Tie into university culinary programs, serve as an intermediary in connecting restaurants with farmers (where connections currently don't exist) and continue to foster programs such as those at Tech Centro that help people get certified in food industry jobs.

2B3 | The Lancaster Arts Lab: Build upon the market success of Gallery Row by providing small studio spaces for artists, artist housing and gallery space in the general vicinity of Gallery Row/Pennsylvania College of Art & Design and West King Street. Involve Pennsylvania College of Art & Design in any discussions to explore this concept.



*A community working space inside the Candy Factory*

#### C. Neighborhood Healthy Food Initiative

Establish a healthy food initiative that includes partnerships with existing entities such as Lancaster General Health, the Lancaster Central Market Trust, and other partners and extend into the Commercial Hubs.

### Strategy 3 | Leveraging the Brand: Marketing Lancaster City

#### A. Locate Lancaster Residential Initiative

Coordinate with current marketing initiatives and partner with the real estate and development community to profile incentives for moving to and highlighting benefits of living in Lancaster City.

#### B. Locate Lancaster Economic Development Initiative

Establish a joint venture between the Lancaster City Alliance and the Economic Development Corporation of Lancaster to market the opportunities for investment in Lancaster and to provide a dedicated web portal that connects the partnering economic development entities under a single “gateway.”

#### C. Continue Building the City Brand for Tourism through LOOP (Lancaster Office of Promotion)

Continue to develop marketing materials that profile shopping, dining, events, and opportunities to explore Lancaster City, extending beyond Downtown to places “off the beaten path.”

### Strategy 4 | Quality of Life: Reinforcing Commercial Hubs

#### A. Foster Commercial Hubs within Neighborhoods

Recognize the unique character and cultures of Lancaster’s Commercial Hubs, and establish those identities through branding and place-making techniques.

#### B. Street Network and Improved Accessibility

Build upon city-wide efforts to enhance streetscapes, provide better walkability, bikeability, and transit opportunities. Focus on networks that reinforce quality of life in Downtown and the Commercial Hubs and those that reinforce critical connections throughout the City.

4B1 | Two-way Street Conversions: Continue to explore long-term opportunities to work with PennDot and consider additional one-way to two-way street conversions in addition to those currently being proposed.

4B2 | Circulator: Establish a north-south and east-west circulator system that provides convenient access among attractions, jobs, housing and the Amtrak Station. Consider contemporary rubber-wheeled system as initial phase.

4B3 | Bicycle Network: Continue to develop and implement Lancaster’s cycling plan, particularly those recommendations that reinforce other initiatives of this economic development strategy.

4B4 | Gateways and Streetscapes: Enhance City and Commercial Hub gateways to promote positive first impressions. Enhance streets that are central to the identity and walkability of the Commercial Hubs and those that strengthen connections among areas of investment. Enhancements include streetscape treatment and updated wayfinding signage, expanded throughout the Study Area.



*Looking South on Prince Street at Gallery Row*

#### C. Commercial Hub Partner Organizations

Strengthen Commercial Hubs by organizing advocacy groups that can spearhead “clean and green” efforts and organize events. Develop in such a way that over time, groups can become formalized with mission statements, funding mechanisms, staff and a stronger volunteer network.



## Implementation

The Building on Strength Plan is a framework to guide growth and improvements in the City of Lancaster over the next ten years, and beyond. Implementation of the recommendations will occur incrementally by way of partnerships among many public and private entities. This Plan is intended to be a guiding, yet flexible document. Additionally, it is important to view the Plan as a “menu” of projects, particularly as related to redevelopment opportunities. Similarly, opportunities may arise for properties not illustrated in this Plan. The same concepts in this Plan, however, can be applied to these properties.

As the Plan moves through implementation, representatives of the lead organization and potential implementation partner groups — as well as those of other stakeholder groups — should continue to meet on a regular basis to allow for on-going communication and coordination.

The Implementation Matrix is an evolving tool. Some of the cells are intentionally vague or lacking detail, as this additional information will develop and be identified as this Plan’s recommendations are individually addressed. Information identified under Potential Implementation Partner, Estimated Time Frame, Tactics, and Performance Metrics Examples, as well as data in the “Potential Funding Mechanisms” columns, include initial ideas only. As Partners are identified and finalized, it will become their responsibility to further develop the tactics and metrics for success. In this regard, Building on Strength is very much a community owned and implemented plan.

The full Implementation Matrix is located in the Implementation Chapter.



*Detail of potential redevelopment of Harrisburg Ave./Northwest Gateway*

# Top service requests Feb 06, 2020 to Feb 04, 2021

## TOP REQUEST CATEGORIES

Display as:  PERCENT  COUNT  COVID-19 (NEW)

Housing & Shelter	36.3%
Food	12.8%
Utilities	5.2%
Healthcare & COVID-19	2.8%
Mental Health & Addictions	1.5%
Employment & Income	28.7%
Clothing & Household	2.8%
Child Care & Parenting	<1%
Government & Legal	2.9%
Transportation Assistance	<1%
Education	<1%
Disaster	<1%
Other	4.4%
<b>Total for top requests</b>	<b>100%</b>

131

## TOP HOUSING & SHELTER REQUESTS

UNMET 0

Shelters	42.8%	14%
Low-cost housing	16.9%	3%
Home repair/ maintenance	1.8%	8%
Rent assistance	31.8%	15%
Mortgage assistance	1.1%	4%
Landlord/ tenant issues	5.1%	<1%
Contacts	<1%	8%
Other housing & shelter	<1%	31%
<small>0 = No requests made Not Available = Data not collected Some requests are only computed at the category level</small>		<small>Requests &gt;100 AND &gt; 50%</small>

131

## TOP 10: Highest rates of requests for *Housing & Shelter* by County

Rank	County	Rank	County
1	Blair, PA	6	Lancaster, PA
2	Franklin, PA	7	Schuylkill, PA
3	Clinton, PA	8	Wayne, PA
4	Lehigh, PA	9	Allegheny, PA
5	Monroe, PA	10	Westmoreland, PA

132

132

## Request by time

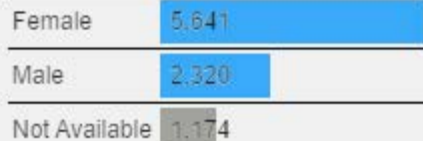
Housing & Shelter requests in the last year and prior year



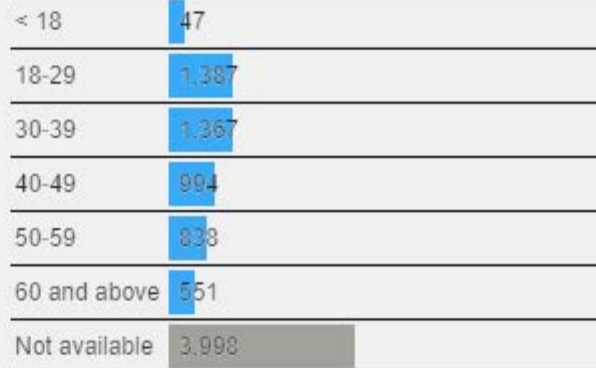
## Demographics- Housing & Shelter

Display as:  PERCENT  COUNT

### Gender:



### Age:



\*Demographics collected for phone requests only

## TOP HOUSING &amp; SHELTER REQUESTS

UNMET ⓘ

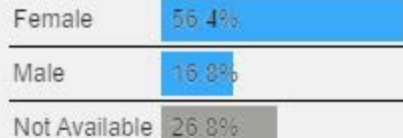
135

Shelters ⓘ	42.8%	14%
Low-cost housing ⓘ	16.9%	3%
Home repair/ maintenance ⓘ	1.8%	8%
Rent assistance ⓘ	31.8%	15%
Mortgage assistance ⓘ	1.1%	4%
Landlord/ tenant issues ⓘ	5.1%	<1%
Contacts ⓘ	<1%	8%
Other housing & shelter ⓘ	<1%	31%
0 = No requests made Not Available = Data not collected Some requests are only computed at the category level	135	Requests >100 AND > 50%

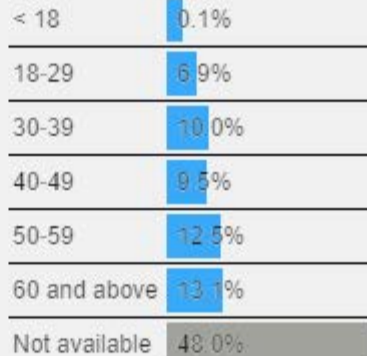
## Demographics- Food

Display as:  PERCENT  COUNT

## Gender:



## Age:



\*Demographics collected for phone requests only

## TOP FOOD REQUESTS

UNMET ⓘ

137

Help buying food ⓘ	7.5%	<1%
Food pantries ⓘ	35.3%	1%
Soup kitchens & Meals to-go ⓘ	6.5%	1%
Feeding children ⓘ	<1%	0%
Home-delivered meals ⓘ	3.0%	13%
Holiday meals ⓘ	47.5%	10%
Contacts ⓘ	0%	0%
Other food ⓘ	<1%	100%
0 = No requests made Not Available = Data not collected Some requests are only computed at the category level	137	Requests >100 AND > 50%

## Demographics- Utilities

138

Display as:  PERCENT  COUNT

## Gender:

Female	825
Male	237
Not Available	257

## Age:

< 18	0
18-29	84
30-39	156
40-49	129
50-59	143
60 and above	101
Not available	701











138

*\*Demographics collected for phone requests only*

## TOP UTILITIES REQUESTS

UNMET 

139


Electric 	47.5%	3%
Gas 	20.5%	5%
Water 	7.4%	34%
Trash collection 	<1%	100%
Utility payment plans 	4.9%	8%
Utility deposit assistance 	<1%	0%
Disconnection protection 	<1%	0%
Phone/internet 	8.3%	11%
Contacts 	<1%	13%
Other utilities 	1.7%	23%

0 = No requests made

Not Available = Data not collected

Some requests are only computed at the category level

139

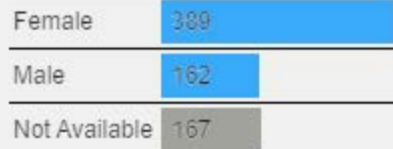
 Requests >100  
AND > 50%

## Demographics- Government &amp; Legal

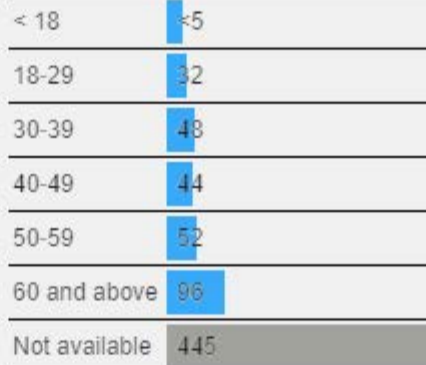
Display as:  PERCENT  COUNT

140

## Gender:



## Age:



140

\*Demographics collected for phone requests only

## TOP GOVERNMENT &amp; LEGAL REQUESTS

UNMET 

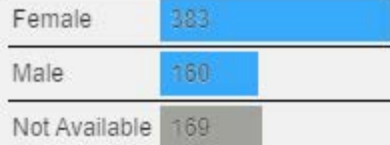
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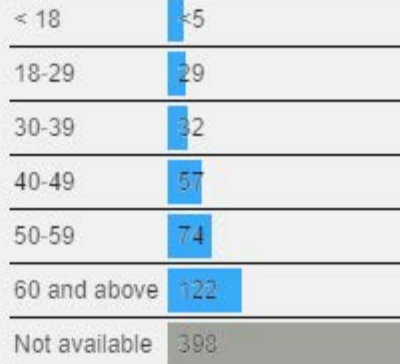
## Demographics- Healthcare & COVID-19

Display as:  PERCENT  COUNT

### Gender:



### Age:







\*Demographics collected for phone requests only

## TOP HEALTHCARE &amp; COVID-19 REQUESTS

UNMET 

143

Health Insurance 	<b>15.9%</b>	2%
Medical expense assistance 	<b>10.5%</b>	11%
Medical providers 	<b>6.0%</b>	0%
Dental & eye care 	<b>7.6%</b>	9%
Prescription medications 	<b>7.2%</b>	8%
Nursing homes & adult care 	<b>15.2%</b>	<1%
Death related 	<b>2.4%</b>	6%
Public health & safety 	<b>&lt;1%</b>	0%
COVID-19 	<b>19.5%</b>	2%
Contacts 	<b>9.8%</b>	1%
Other health services 	<b>5.5%</b>	5%
Other healthcare 	<b>&lt;1%</b>	0%

0 = No requests made

Not Available = Data not collected

Some requests are only computed at the category level

143

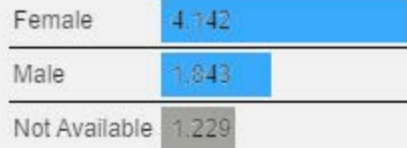
 Requests >100  
AND > 50%

## Demographics- Employment &amp; Income

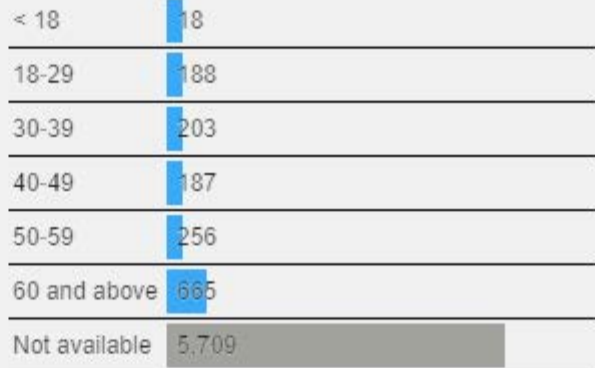
Display as:  PERCENT  COUNT

144

## Gender:




## Age:



144

## TOP EMPLOYMENT & INCOME REQUESTS

UNMET 

145

Job search 	<b>2.7%</b>	<b>2%</b>
Job development 	<b>&lt;1%</b>	<b>0%</b>
Unemployment benefits 	<b>2.6%</b>	<b>3%</b>
Tax preparation 	<b>87.1%</b>	<b>13%</b>
Financial assistance 	<b>4.7%</b>	<b>7%</b>
Money management 	<b>&lt;1%</b>	<b>5%</b>
Contacts 	<b>2.0%</b>	<b>2%</b>
Other employment & income 	<b>&lt;1%</b>	<b>10%</b>
<p>0 = No requests made                      Not Available = Data not collected</p>	145	<p> Requests &gt;100                      AND &gt; 50%</p>

145

## Demographics- Mental Health &amp; Addictions

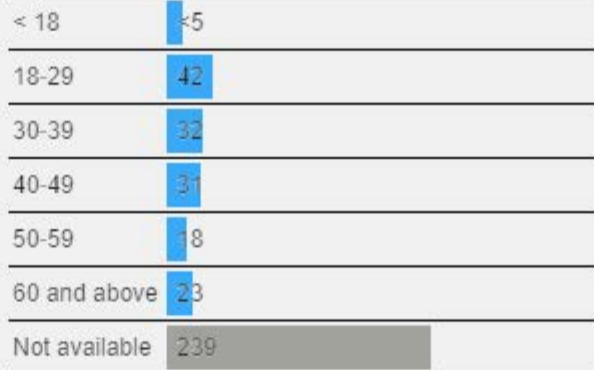
Display as:  PERCENT  COUNT

146

## Gender:




## Age:




146

# TOP MENTAL HEALTH & ADDICTIONS REQUESTS

UNMET 


147

Substance abuse & addictions  **16.6%**

**2%**

Marriage & family  **<1%**

**0%**

Crisis intervention & suicide  **42.7%**


**2%**

Mental health services  **32.6%**

**4%**

Mental health facilities  **5.4%**

**5%**

Other mental health & addictions  **1.8%**


**0%**

0 = No requests made

Not Available = Data not collected

Some requests are only computed at the category level

147

 Requests >100  
AND > 50%

## Demographics- Other

148

## Gender:

Female 552

Male 236

Not Available 310

## Age:

&lt; 18 5

18-29 50

30-39 53

40-49 48

50-59 91

60 and above 113

Not available 740

148

149

Agency & other contact information ⓘ	19.7%	4%
Community development & enrichment ⓘ	4.1%	13%
Volunteering & donations ⓘ	14.0%	8%
Support & advocacy ⓘ	11.5%	2%
Complaints ⓘ	3.1%	3%
Special population services ⓘ	18.5%	2%
Special populations ⓘ	<1%	0%
All other requests ⓘ	28.5%	12%
0 = No requests made Not Available = Data not collected Some requests are only computed at the category level		Requests >100 AND > 50%

149

# City of Lancaster, PA

## Pavement Management Analysis Report

February 2017

City of Lancaster  
Attn.: Charlotte Katzenmoyer, Director of Public Works  
120 North Duke Street  
Lancaster, PA 17602



**IMS Infrastructure Management Services**  
1820 West Drake Drive, Suite 104, Tempe, AZ 85283  
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[www.ims-rst.com](http://www.ims-rst.com)

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**APPENDED REPORTS**

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<b>Appendix A</b>	<b>Street Inventory and Condition Summary, Sorted by Street Name</b>
<b>Appendix B</b>	<b>5 Year \$1.0M +15% PCC/year Rehab Plan by Segment</b>
<b>Appendix C</b>	<b>5 Year \$1.0M + 15% PCC/year Rehab Plan by Year</b>
<b>Appendix D</b>	<b>5 Year \$1.65M/year Rehab Plan by Segments</b>
<b>Appendix E</b>	<b>5 Year \$1.65M/year Rehab Plan by Year</b>

**APPENDED MAPS**

**Located on Thumb Drive**

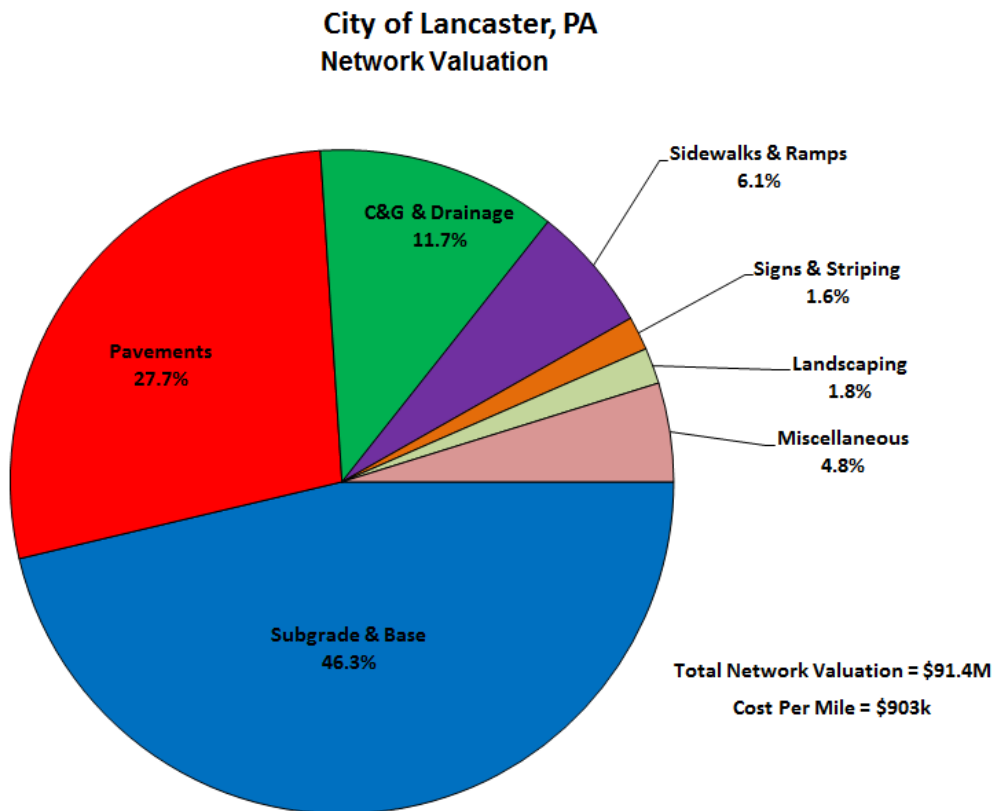
**Functional Classification Designation  
Pavement Condition Rating by Segment  
Pavement Condition Index and Rating by Segment Using PCI  
Pavement Condition Index and Rating by Segment Using Descriptive Terms  
Five Year Rehabilitation Plan for \$1.15M Budget  
Five Year Post Rehab PCI for \$1.15M Budget**

Abbreviation or Acronym	Definition
\$k	Dollars in thousands (\$,000)
\$M	Dollars in millions
%SP	Percent Spreadability - component of deflection analysis
AC	Asphalt Concrete - asphalt streets, flexible pavements, also known as ACP
ACP	Asphalt Concrete Pavement - asphalt streets, flexible pavements, also known as AC
ART	Arterial roadway functional classification
ASTM	American Society of Testing Methods
Avg	Average
BCI	Base Curvature Index - component of deflection analysis
Brk	Break
CAL	Coarse Aggregate Loss
CDV	Corrected Deduct Value - part of the ASTM D6433 PCI calculation
COL	Collector roadway functional classification
Crk	Crack
DeflCON	Deflection Condition - structural load analysis based on traffic loading and deflection
DMD	Dynamic Maximum Deflection - temperature corrected deflection
Dvdd Slab	Divided Slab
DynaCON	Dynamic Condition - structural layer analysis
ft or FT	Foot
ft2 or FT2	Square foot
FunCL	Functional Classification
FWD	Falling weight deflectometer
GCI	Gravel Condition Index
GFP	Good - Fair - Poor
GIS	Geographic Information System
GISID	GIS segment identification number
H&V	Horizontal and Vertical
IRI	International Roughness Index
Jt	Joint
L&T	Longitudinal and Transverse
LAD	Load associated distress
LOC	Local roadway functional classification - same as RES
LOG	Lip of Gutter
m	Metre or meter
M	Moderate
m2	square metre or square meter
MART	Major arterial roadway functional classification
Max	Maximum
MaxDV	Maximum Deduct Value
MCOL	Major collector roadway functional classification
mi or Mi	Mile
Min	Minimum
MnART	Minor arterial roadway functional classification
MnCOL	Minor collector roadway functional classification
MOD	Moderate
NLAD	Non-load associated distress
OCI	Overall condition index, also known as PCI
Olay	Overlay
PART	Primary arterial roadway functional classification
Pavetype	Pavement Type
PCC	Portland Cement Concrete - concrete streets
PCI	Pavement Condition Index - generic term for OCI
R&R	Remove and replace
RART	Rural arterial roadway functional classification
PWF	Priority Weighting Factor
Recon	Reconstruction
Rehab	Rehabilitation
RES	Local roadway functional classification - same as LOC
RI or RCI	Roughness Index
S	Strong
SART	Secondary arterial roadway functional classification
SCI	Surface Curvature Index - component of deflection analysis
SDI	Surface Distress Index
SI	Structural Index
STA	Station or chainage
Surf Trmt	Surface Treatment
TDV	Total Deduct Value
W	Weak

## 1.0 PROJECT DESCRIPTION

### 1.1 PRINCIPLES OF PAVEMENT MANAGEMENT

Nationwide, billions of dollars have been invested in roadway networks by municipal, state, and federal governments. Locally, Lancaster has 101.8 miles of roadways, encompassing over 1,787,687 square yards of asphalt and concrete surfacing. At an average replacement cost for a typical roadway just over \$903k per mile, not including the value of the land, the City has over \$91.4 million invested in its paved roadway network.



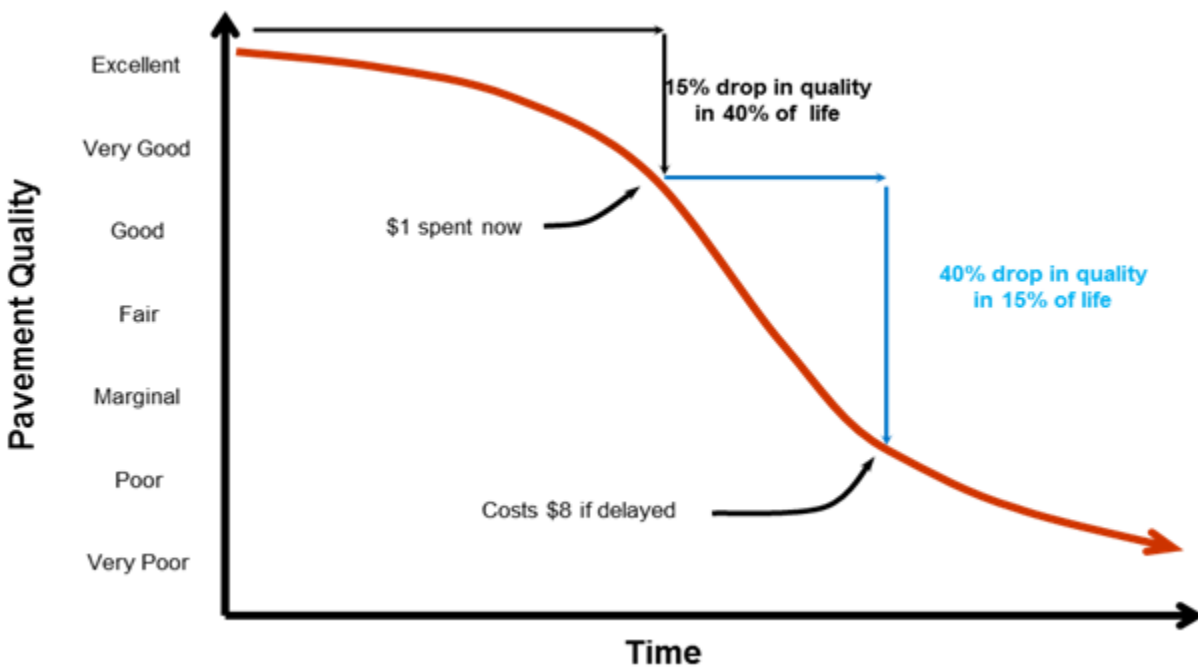
**Figure 1 – Replacement Value of Lancaster Paved Roadway Network**

Preservation of existing roads and street systems has become a major activity for all levels of government. There is a shortage of funds to maintain street systems at the state and local government levels. Therefore, funds that have been designated for pavements must be used as effectively as possible. One proven method to obtain maximum value of available funds is through the use of a pavement management system.

Pavement management is the process of planning, budgeting, funding, designing, constructing, monitoring, evaluating, maintaining, and rehabilitating the pavement network to provide maximum benefits with available funds.

A pavement management system is a set of tools or methods that assist decision makers in finding optimal strategies for providing and maintaining pavements in a serviceable condition over a given time period.

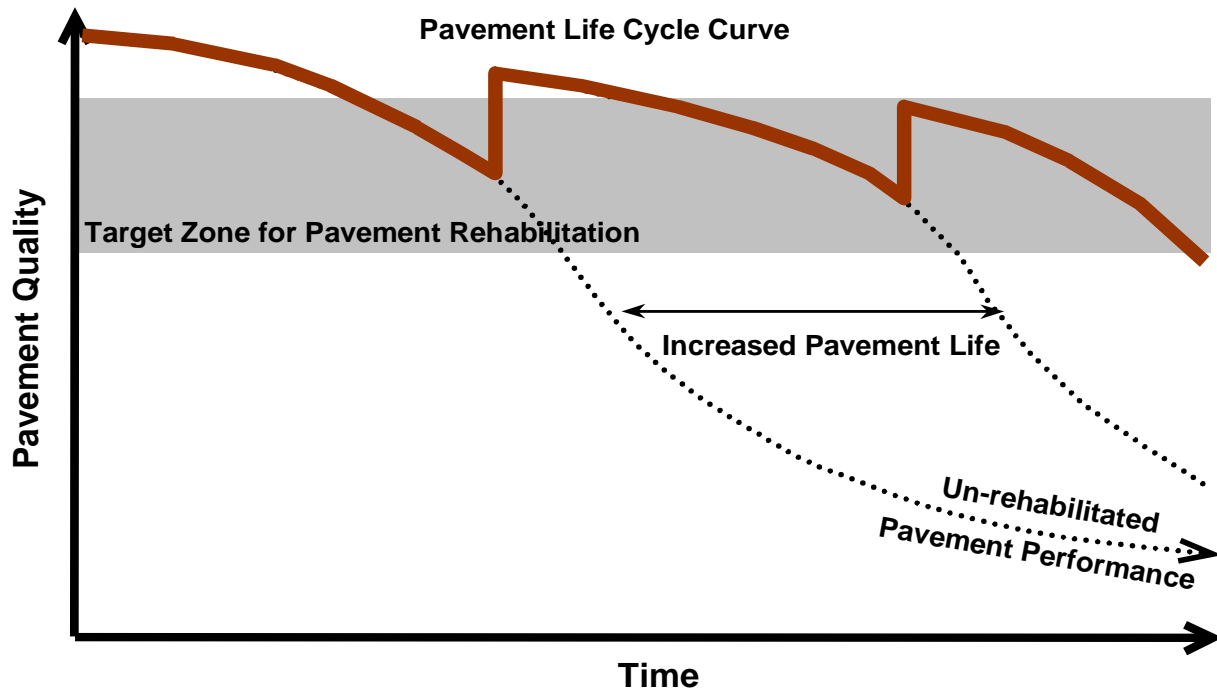
As shown in **Figure 2**, streets that are repaired when they are in a good condition will cost less over their lifetime than streets that are allowed to deteriorate to a poor condition. Without an adequate routine pavement maintenance program, streets require more frequent reconstruction, thereby costing millions of extra dollars. Over time, pavement quality drops until the pavement condition becomes unacceptable. For each street, the shape of the curve, and hence, the rate of deterioration, is dependent on many factors – foremost of which being the strength of the roadway structure and traffic loading. The key to a successful pavement management program is to develop a reasonably accurate performance model of the roadway, and then identify the optimal timing and rehabilitation strategy. The resultant benefit of this exercise is realized by the long term cost savings and increase in pavement quality over time. As illustrated in Figure 2, pavements typically deteriorate rapidly once they hit a specific threshold. A \$1 investment after 40% lifespan is much more effective than deferring maintenance until heavier overlays or possibly reconstruction are required just a few years later.



**Figure 2 – Pavement Deterioration and Life Cycle Costs**

Once implemented, an effective pavement management system can assist agencies in developing long-term rehabilitation programs and budgets. The key is to develop policies and practices that delay the inevitable total reconstruction for as long as practical yet still remain within the target zone for cost effective rehabilitation. That is, as each roadway approaches the steepest part of its deterioration curve, apply a remedy that extends the pavement life, at a minimum cost, thereby avoiding costly heavy overlays and reconstruction.

The goal of a pavement management system is to identify the optimal level of funding, timing, and to create a renewal strategy that agencies should adopt to keep their roadway network at a satisfactory level of service. **Figure 3** illustrates the concept of extending pavement life through the application of timely rehabilitations.



**Figure 3 – Pavement Life Cycle Curve**

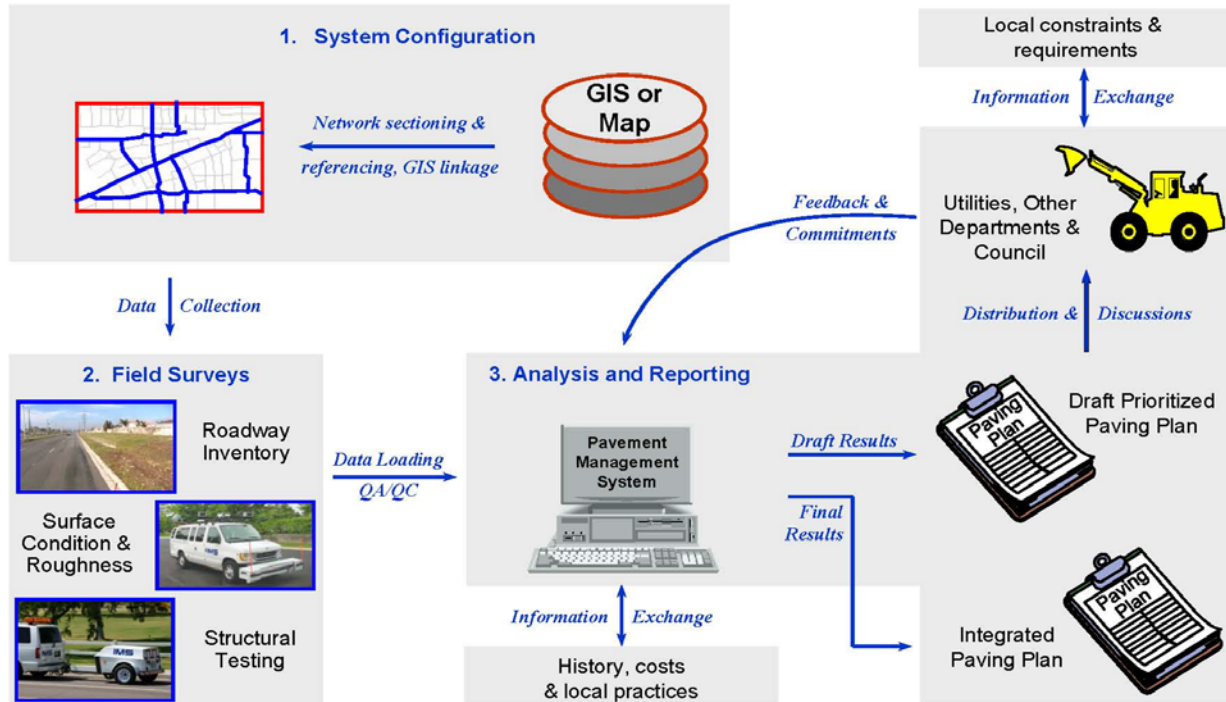
Ideally, the lower limit of the target zone shown in **Figure 3** would have a minimum PCI value in the 60 to 70 range to keep as many streets as possible requiring a thin overlay or less. The upper limit would tend to fall close to the higher end of the Very Good category – that is a pavement condition score approaching 85. Other functions of a pavement management system include assessing the effectiveness of maintenance activities, new technologies, and storing historical data and images.

For Lancaster, a prioritization methodology based on pavement condition, pavement materials, condition, and strength rating was used to analyze the network condition and develop the proposed 5 year rehabilitation plan.

The analysis methodologies and data collection technologies were based on the latest version of *ASTM D6433 Standard Practice for Roads and Parking Lots Pavement Condition Index Surveys* (hereinafter ASTM D6433) for assessment of pavement surface condition and the International Roughness Index (IRI) for quantification of pavement roughness on all city streets. These measurements of pavement quality are combined to form an overall 0 to 100 Pavement Condition Index (PCI), with 100 being the best.

## 1.2 THE PAVEMENT MANAGEMENT PROCESS

The actual pavement management process involves three unique, but important steps, and is presented graphically in **Figure 4**. Each activity builds on the previous, until the end result is a prioritized paving and rehabilitation program.



**Figure 4 – The Pavement Management Process**

Highlights of the pavement management process include:

- 1. System Configuration** – This step involves identifying all roadways in the city's network, assigning them a unique identifier, listing their physical characteristics (length, width, etc.) and demographic attributes (pavement type, traffic, functional classification), and linking the network to the city's GIS map.
- 2. Field Surveys** – Following a set of pre-defined assessment protocols matching the pavement management software (ASTM D6433), a specialized piece of survey equipment – referred to as a Laser Road Surface Tester (Laser RST, **Figure 5** pictured on page 6) – is used to collect observations on the condition of the pavement surface, as well as collect digital imagery and spatial coordinate information. The Laser RST surveys each local street from end to end in a single pass, while all other roadway classifications are completed in two passes (with the city-labeled "prime arterials" receiving four passes, as requested in the RFP documents).

Key pavement condition data elements collected by the Laser RST include:

- **Roughness Index** – Roughness is measured following the industry standard "International Roughness Index" (IRI), an open-ended score that measures the number of bumps per mile and reports the value as millimeters/meter. The IRI value is converted to a 0 to 100 score and reported as the Roughness Index (RI) as follows:

$$RI = (11.0 - 3.5 \times \ln(IRI)) \times 10$$

where  $\ln(IRI)$  is the natural logarithm of IRI.

In common terms, a newer street would have a Roughness Index above 85, while one due for an overlay would be in the range 40 to 70. Failed streets typically have roughness values below 40.

- Surface Distress Index – The Laser RST collects surface distress observations based on the extent and severity of distresses encountered along the length of the roadway following ASTM D6433 protocols for asphalt and concrete pavements. The surface distress condition (cracking, potholes, raveling, and the like) is considered by the traveling public to be the most important aspect in assessing the overall pavement condition.

Presented on a 0 to 100 scale, the Surface Distress Index (SDI) is an aggregation of the observed pavement defects. Within the SDI, not all distresses are weighted equally. Certain load associated distresses (caused by traffic loading), such as rutting or alligator cracking on asphalt streets, or divided slab on concrete streets, have a much higher impact on the surface distress index than non-load associated distresses such as raveling or patching. Even at low extents and moderate severity – less than 10% of the total area – load associated distresses can drop the SDI considerably. ASTM D6433 also has algorithms within it to correct for multiple or overlapping distresses within a segment.

For this project, extent and severity observations were collected, processed, and loaded into the pavement management. Within the software, the following distresses, listed in order from greatest to lowest impact, are presented as a 0 to 10 rating for review and reporting:

Alligator Cracking – Alligator cracking is quantified by the severity of the failure and number of square feet. Even at low extents, this can have a large impact on the condition score as this distress represents a failure of the underlying base materials.

Wheel Path Rutting – Starting at a minimum depth of ¼ inch, wheel path ruts are quantified by their depth and the number of square feet encountered. Like alligator cracking, low densities of rutting can have a large impact on the final condition score.

Longitudinal, Transverse, Block (Map), and Edge Cracks – These are quantified by their length and width. Longitudinal cracks that intertwine are the start of alligator cracking.

Patching – Patching is quantified by the extent and quality of patches. When the majority of a roadway surface is covered by a patch, such as a large utility replacement, the rating of the patch is minimized. All potholes are rated as patches.

Distortions – All uneven pavement surfaces such as depressions, bumps, sags, swells, heaves, and corrugations are included as distortions and are quantified by the severity and extent of the affected area.

Raveling – Raveling is the loss of fine aggregate materials on the pavement surface and is measured by the severity and number of square feet affected.

Bleeding – Bleeding is the presence of free asphalt on the roadway surface caused by too much asphalt in the pavement or insufficient voids in the matrix. The result is a pavement surface with low skid resistance and is measured by the amount and severity of the area.

Similar distresses were collected for concrete streets including divided slab, corner breaks, joint spalling, faulting, polished aggregate, and scaling.

- Structural Index – The network of streets was not tested for structural adequacy, instead, the relationship between the final pavement condition score and amount of load associated distresses was analyzed. Each pavement section was then assigned a Weak, Moderate or Strong strength rating. The assigned structural index (30, 60 or 80 for weak, moderate and strong respectively) was not used in determining the overall pavement condition score, but simply to classify the pavement strength and aid in selecting appropriate rehabilitation strategies.

3. **Analysis and Reporting** – Following the field surveys, the condition data is assembled to create a single score representing the overall condition of the pavement. The Pavement Condition Index (PCI) is calculated as follows:

$$\text{PCI} = 33\% \text{ Roughness} + 67\% \text{ Surface Distress}$$

Development of the pavement management plan and budgets were completed using Lancaster-specific rehabilitation strategies, unit rates, priorities, and pavement performance curves. The process was iterative in its attempt to obtain the greatest efficiency and cost benefit.



**Figure 5 – Laser Road Surface Tester (Laser RST)**

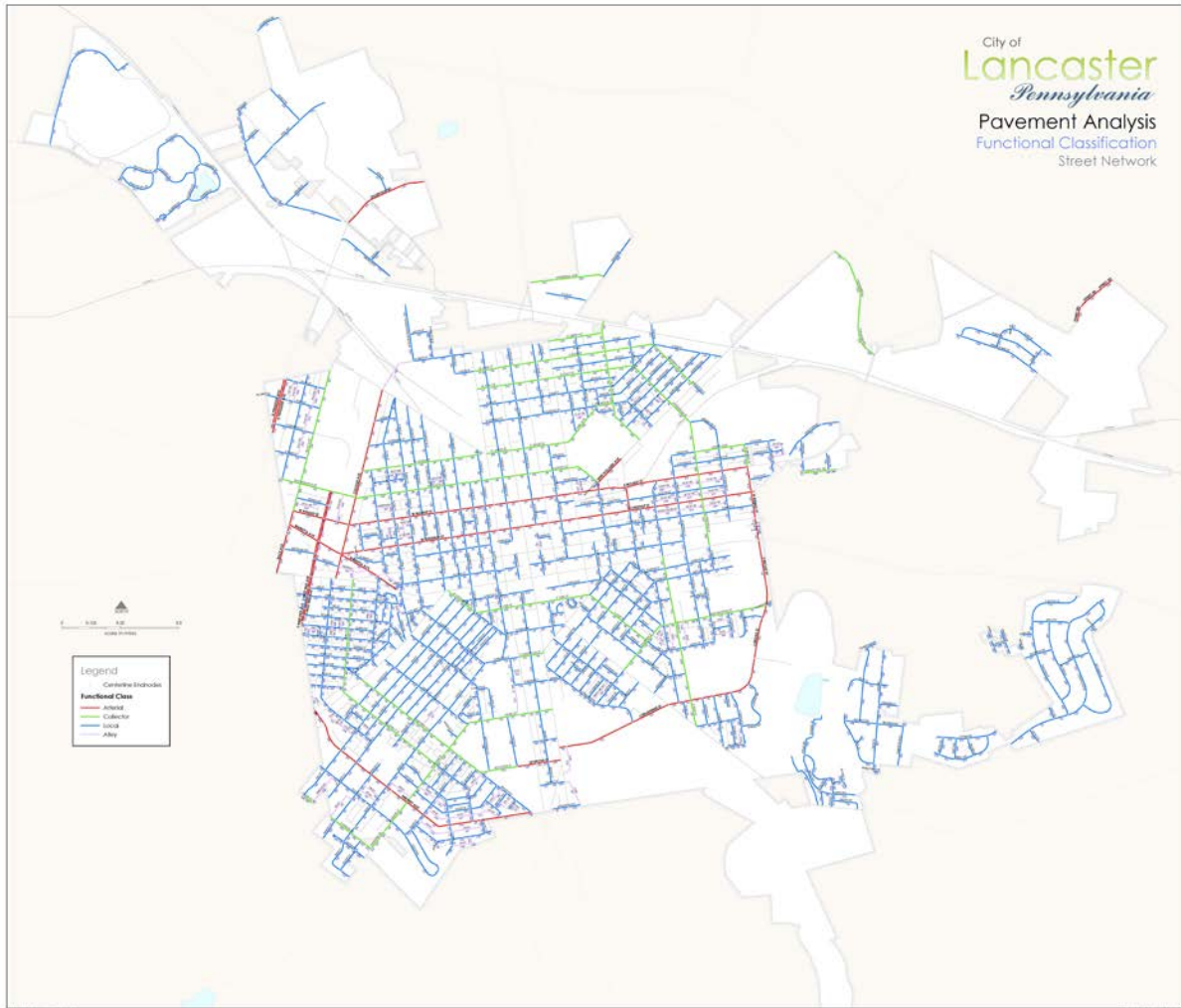
### 1.3 FUNCTIONAL CLASS REVIEW

As part of the scope of this assignment, the functional classification designations currently used by Lancaster were reviewed for their suitability in the pavement management analysis. There is no uniform standard for functional classification designation used by municipalities in the nation or within any given state. Assignment of functional classifications is left to the individual municipalities. The Federal Highway Administration (FHWA), American Public Works Association (APWA) and Institute of Transportation Engineers (ITE) offer some broad guidelines on how to assign classifications that were followed in this study. The City's functional classification definitions used in the assessment are as follows:

1. **Arterial (ART)** - All cross town corridors generally consisting of at least 2 to 4 lanes across, generally spaced on the 1 or ½ mile section line with daily traffic counts generally between 10,000 and 20,000 vehicles per day.
2. **Collector (COL) – Collector (COL)** – Continuous and discontinuous cross City and inter-district corridors that are 2 to 4 lanes across and generally have a centerline stripe or a designated bus route. The ADT generally falls in the 5,000 to 10,000 vehicle per day range. They are typically spaced on the ½ or ¼ mile section line and on occasion, may have a short non-landscaped median. Major collectors are also assigned to street segments leading to, or adjacent to, a major traffic generator site such as a regional shopping complex. Also, Collectors are the street segments linking the residential roadways to the arterial. Some of these roadways do not have a stripe, are two lanes across and have traffic volumes between 1,000 to 5,000 vehicles per day. Collectors are neither transit bus nor truck routes, but may have residences adjacent to them.
3. **Local (LOC)** – The majority of the street segments consisting of all residential and frontage roads not defined above.

Alleys and bicycle paths were not included in this study even though they are part of the overall transportation network. The implication of this is that the final pavement management plan and budget developed under this program will not cover upkeep of alleys and bicycle paths. Also, non-City owned streets were not surveyed as they are not maintained by the City.

The following figure (**Figure 6**) highlights the functional classifications used for the Lancaster roadway network. An electronic version of this map is appended to this report.



**Figure 6 – Lancaster Functional Classification Designation**

## 1.4 ASSEMBLY OF DATA INTO SUPERSEGMENTS

Lancaster's GIS was used as the basis for segmenting the roadway network on a block-by-block basis. Each segment was assigned a unique identifier referred to as a GISID, establishing a one-to-one relationship between the GIS and the street inventory. The segments form the basic building block of the pavement management system and are where all attribute and condition data are stored.

The centerline segments were aggregated together within the pavement management system to form logical projects that the analysis and rehabilitation program are developed against.

In general:

- Arterial projects run from major intersection to major intersection up to 1 mile in length.
- Similar to arterials, collector streets within a neighborhood were aggregated together to form a single project where practical.
- Local streets within a single neighborhood were aggregated together so long as their combined length was less than 1 mile.

Segments were joined only when the pavement condition and functional classification were homogeneous in nature such that when joined they have a relatively uniform condition that may be rehabilitated using a single strategy.

The following figure (**Figure 7**) highlights the projects, also referred to as projects or "SuperSegments", used for the analysis. An electronic version of this map is appended to this report.

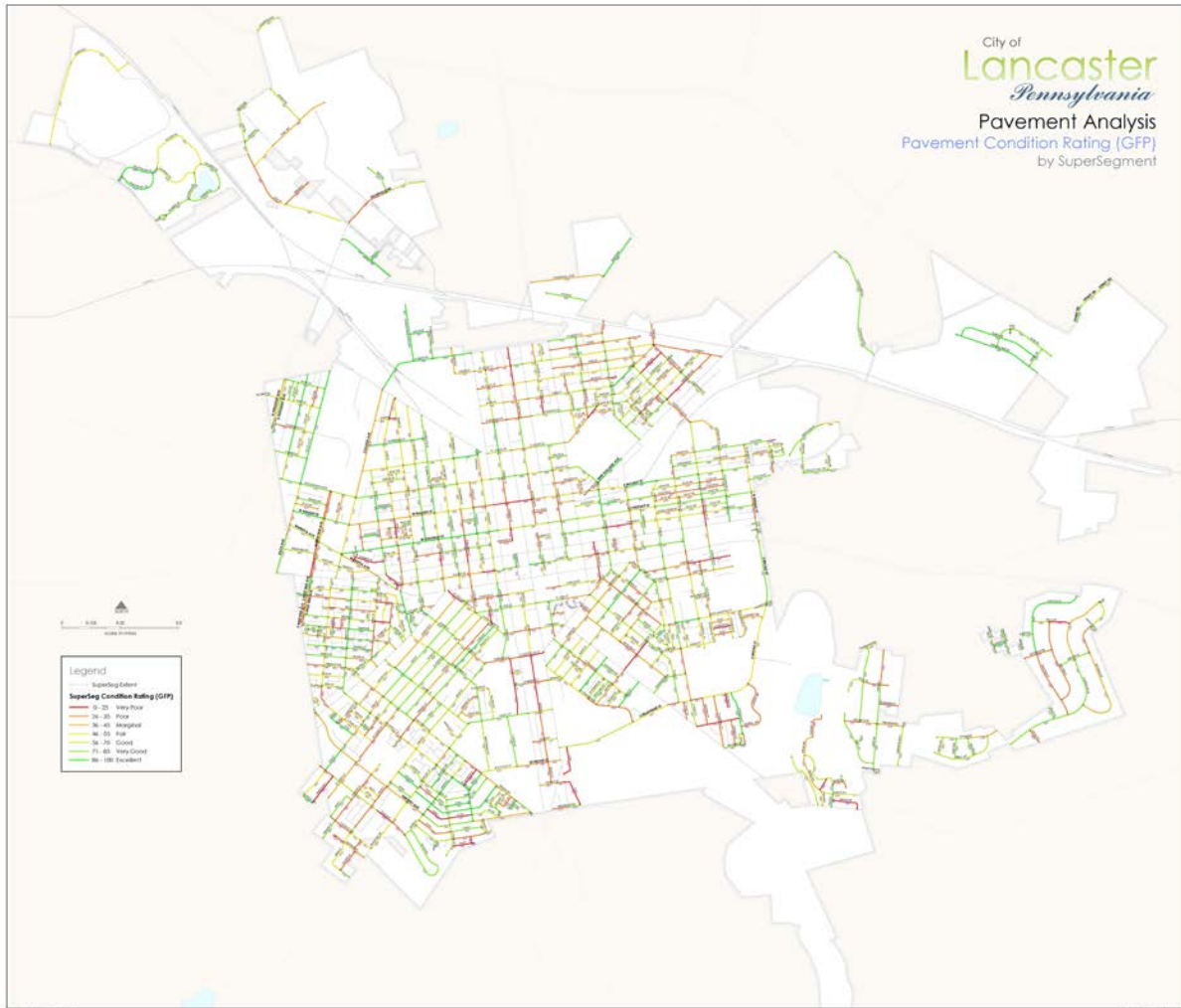
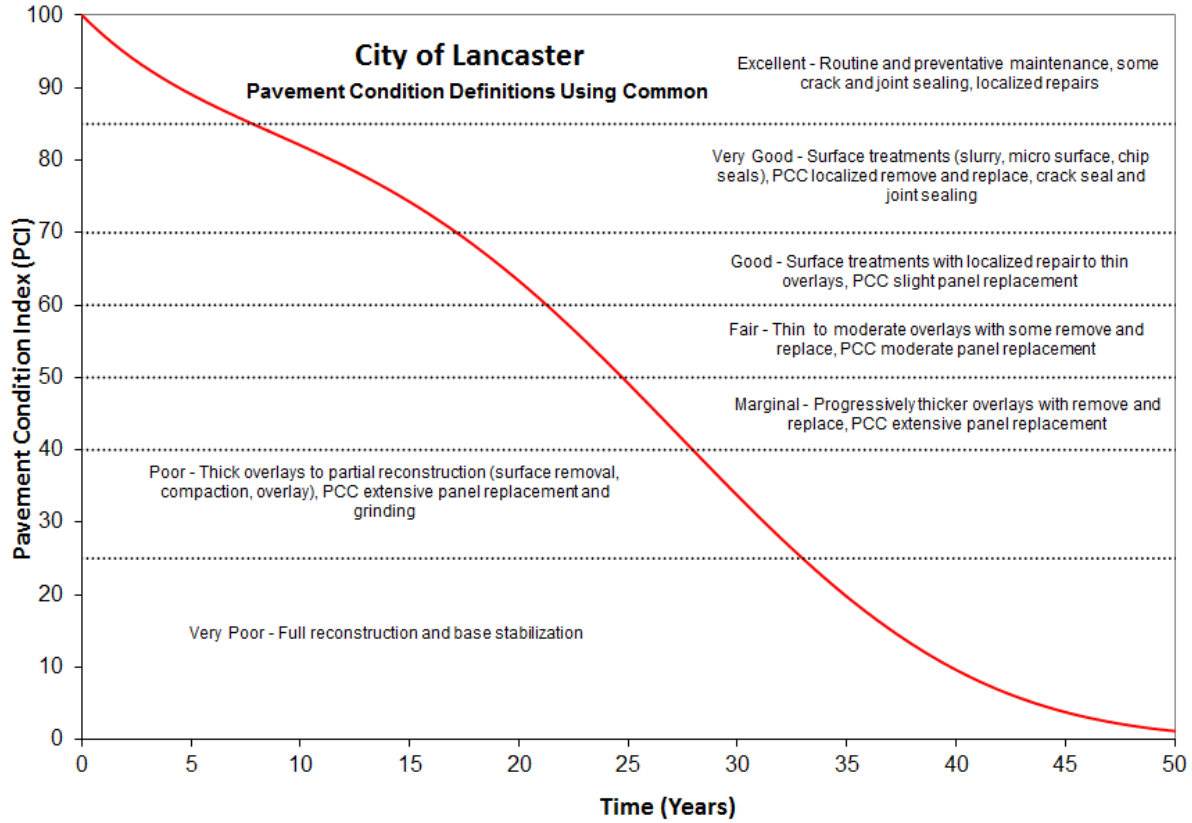


Figure 7 – Lancaster Assembled Projects (SuperSegments) by Condition Rating

### 1.5 UNDERSTANDING THE PAVEMENT CONDITION INDEX SCORE

The following illustration, **Figure 8**, compares the Pavement Condition Index (PCI) to commonly used descriptive terms. The divisions between the terms are not fixed, but are meant to reflect common perceptions of condition.



**Figure 8 – Understanding the Overall Condition Index (PCI) Score**

The general idea of what these condition levels mean with respect to remaining life and typical rehabilitation actions is included in the following table:

PCI Range	Description	Relative Remaining Life	Definition
85 – 100	Excellent	15 to 25 Years	Like new condition – little to no maintenance required when new; routine maintenance such as crack and joint sealing.
70 – 85	Very Good	12 to 20 Years	Routine maintenance such as patching and crack sealing with surface treatments such as seal coats or slurries.
55– 70	Good	10 to 15 Years	Heavier surface treatments and thin overlays. Localized panel replacements.
35 – 55	Marginal to Fair	7 to 12 Years	Heavy surface-based inlays or overlays with localized repairs. Moderate to extensive panel replacements.
25 – 35	Poor	5 to 10 Years	Sections will require very thick overlays, surface replacement, base reconstruction, and possible subgrade stabilization.
0 – 25	Very Poor	0 to 5 Years	High percentage of full reconstruction.

The images presented below provide a sampling of the Lancaster streets that fall into the various condition categories with a discussion of potential rehabilitation strategies.

### Very Poor (PCI = 0 to 25) – Complete Reconstruction



**Beaver Street from Seymour Street to Furnace Street (GISID 191, PCI = 25) – Rated as Very Poor,** this segment displays extensive base failure made evident by the severe amount of fatigue (alligator) cracking. A mill and overlay on this street would not be suitable as the base has failed and would not meet an extended service life of at least 15 years. The curb lines are aged, but functioning at a minimal level, which provides satisfactory drainage and safety.

Deferral of reconstruction of streets rated as Very Poor will not cause a substantial decrease in pavement quality as the streets have passed the opportunity for overlay-based strategies. Due to the high cost of reconstruction, Very Poor streets are often deferred until full funding is available in favor of completing more streets that can be rehabilitated at lower costs, resulting in a greater net benefit to the City. However, this strategy must be sensitive to citizen complaints forcing the street to be selected earlier. In addition, this type of street can pose a safety hazard for motorists because severe potholes and distortions may develop. It is important to consistently monitor these streets and check for potholes or other structural deficiencies until the street is rebuilt.

### Poor (PCI = 25 to 35) – Last Opportunity for Surface Base Rehabilitation



**Andrew Street from East Andrew Street to Beaver Street (GISID 1789, PCI = 27)** – Rated as Poor, this segment still has some remaining life before it becomes a critical reconstruction need. On this street, the base is starting to fail extensively in the wheel paths where the drainage is poor and will continue to spread across the full width of the pavement. Some of the distresses present in this segment include linear and transverse cracking, alligator cracking, and raveling/weathering. If the drainage was repaired and the failed area dug out, a grind and overlay or partial reconstruction would return this roadway to a like new pavement. If left untreated, within a short period of time, a full reconstruction would be required. This is the worst part of this segment.

On arterial roadways, Poor streets often require partial to full reconstruction – that is removal of the pavement surface and base down to the subgrade and rebuilding from there. On local roadways, they require removal of the pavement surface through grinding or excavation, base repairs, restoration of the curb line and drainage, and then placement of a new surface.

In general, the service life of Poor streets is such that if deferred for too long, it would require a more costly reconstruction. Streets rated as Poor are typically selected first for rehabilitation as they provide the greatest cost/benefit to the City – that is the greatest increase in life per rehabilitation dollar spent.

### Marginal (PCI = 35 to 45) – Progressively Thicker Overlays, Often with Extensive Patching



**Buttercup Road from Tennyson Drive to Whittier Lane (GISID 245, PCI = 42)** – Marginal streets have distresses that tend to be localized and moderate in nature – that is they do not extend the full length of the segment and can be readily dug out and repaired. This street segment highlights this characteristic as the failed area does not quite extend the full length or width of the roadway and is still serviceable. However, it also highlights the relationship between base and pavement quality. Placing an overlay on this street without repairing the base would not achieve a full 15 year life as the failure would continue to occur over time.

Similar to streets rated as Poor, Marginal streets that display high amounts of load associated distresses are selected as a priority for rehabilitation as they provide the greatest cost/benefit to the city. If left untreated, Marginal streets with high amounts of load associated distresses would deteriorate to become partial reconstruction candidates. Marginal streets that are failing due to materials issues or non-load associated failures may become suitable candidates for thick overlays if deferred without a significant cost increase.

### Fair (PCI = 45 to 55) – Thin to Moderate Overlays



**Clay Street from Clay Street to North Christian Street (GISID 1576, PCI = 51)** – Rated in the Fair category, these streets require thin to moderate overlays for asphalt and slab replacements for concrete when they enter their need year (generally within 2-3 points of the lower PCI in the defined range). Several distresses are present, but tend to be more localized and moderate in severity, and non-load related (primarily longitudinal cracking at the joint, patching and rutting). On this segment of road, the signs of deterioration are evident in the right hand travel lane of the pavement and are moderate in severity indicating the base has not yet failed, a simple dig out and repair would remove the distressed areas prior to an overlay.

Asphalt streets rated as Fair tend to receive a lower priority when developing a rehabilitation program. The reason for this is the cost to complete an overlay now would be on the order of \$11 to \$19/yc<sup>2</sup> depending on the functional classification. If deferred, the rehabilitation cost would only increase by about \$3 to \$6/yc<sup>2</sup> in about 5 to 10 years. Thus, the cost of deferral is low when compared to deferring a thick overlay to a reconstruction with a two to threefold increase in cost. Rehabilitation of concrete roads has limited options as it is difficult to complete surface-based overlays. Rehabilitation strategies tend to focus on removal and replacement of whole or partial slabs and surface grinding to restore the longitudinal profile of the roadway.

## Good (PCI = 55 to 70) – Surface Treatments to Thin Overlays



**Fairview Avenue from Lucilla Court to Hershey Avenue (GISID 1446, PCI = 68)** – Rated as Good, it displays small amounts of distresses, primarily transverse and longitudinal cracks plus cracking at the patch seams, that can easily be sealed and covered with a heavier surface treatment such as microsurfacing or double slurry to fully waterproof the pavement and cover the crack sealant. The occasional dig out and replacement may be required to correct localized deficiencies. Alternatively, depending on the extent of the distressed areas, base strength and drainage, a thin overlay may be applied.

Streets rated as Good are ideal candidates for thinner surface-based rehabilitations and local repairs. Depending on the amount of localized failures, a thin edge mill and overlay, or possibly a surface treatment, would be a suitable rehabilitation strategy for streets rated as Good. Streets that fall in the high 60 - low 70 PCI range provide the greatest opportunity for extending pavement life at the lowest possible cost, thus applying the principles of the perpetual life cycle approach to pavement maintenance. The adjacent photo is a great example of a street segment (**not a Lancaster road**) that displayed low load associated distresses and thus, high structural characteristics, and once the distressed areas were replaced, a slurry seal was applied. The patching accounted for less than 5 to 10% of the total area and resulted in a watertight final surface at a much lower cost than an overlay with less disruption to the neighborhood and curb line. The patches were paver laid and roller compacted.



## Very Good (PCI = 70 to 85) – Surface Treatments and Routine Maintenance



**Spruce Street from North Pine Street to Nevin Street (GISID 1551, PCI = 77)** – Rated as Very Good, displaying minor amounts of cracking that are localized and in good condition (this is about the worst part of the street). The ride is smooth, the surface is non-weathered, and the base is still strong. This street is an example of a candidate for preventative maintenance and light weight surface treatments to extend the life of a roadway.

Streets rated as Very Good generally need lightweight surface-based treatments such as surface seals, slurries, chip seals or microsurfacing. Routine maintenance such as crack sealing and localized repairs often precede surface treatments. The concept is to keep the cracks as waterproof as possible through crack sealing and the application of a surface treatment. By keeping water out of the base layers, the pavement life is extended without the need for thicker rehabilitations such as overlays or reconstruction. Surface treatments also tend to increase surface friction and visual appearance of the pavement surface but do not add structure or increase smoothness.

Surface treatments may include:

- Double or single application of slurry seals (slurries are a sand and asphalt cement mix).
- Microsurfacing – asphalt cement and up to 3/8 sand aggregate.
- Chip seals and cape seals (Chip seal followed by a slurry).

Additional cost benefits of early intervention include:

- Less use of non-renewable resources through thinner rehabilitation strategies.
- Less build-up of crown for the first and possibly second rehabilitation cycle.
- Less intrusive rehabilitation and easier to maintain access during construction.
- Easier to maintain existing drainage patterns.

**Excellent (PCI = 85 to 100)**

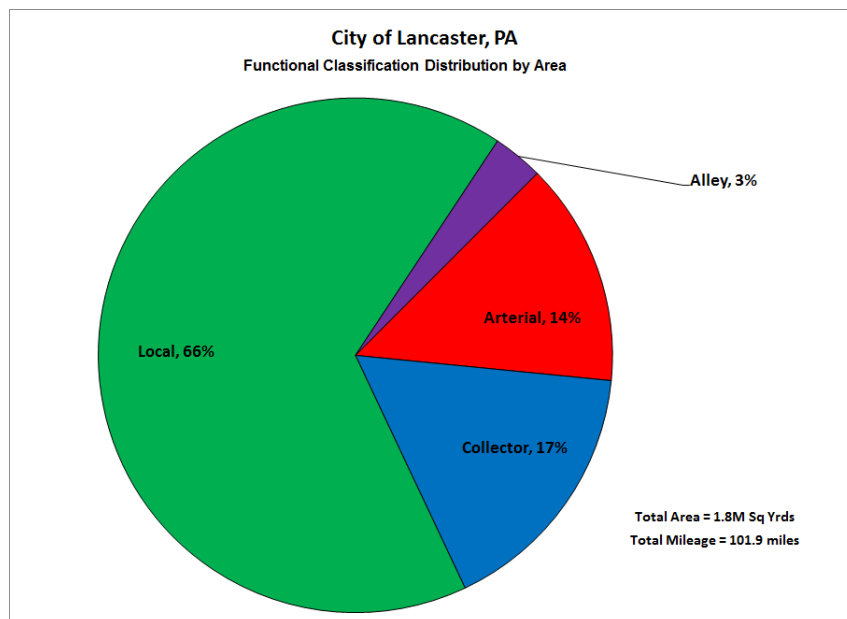
***Rolridge Avenue from 131 Aly to Prospect Street (GISID 7, PCI = 85) – Rated as Excellent, displaying little to no surface distresses. The ride is smooth and the surface is non-weathered and the base is strong. In a couple of years, this street segment would be an ideal candidate for routine maintenance activities such as crack sealing.***

## 2.0 ROADWAY NETWORK CONDITION AND FINDINGS

### 2.1 ROADWAY NETWORK SIZE

The paved roadway network consists of four functional classes, covering approximately 101.8 miles of pavement. The average pavement condition index (PCI) of the roadway network is a 60. The network has two pavement types, asphalt and concrete, with asphalt being predominant. The following table and **figure 9** summarize the functional classification splits within the system.

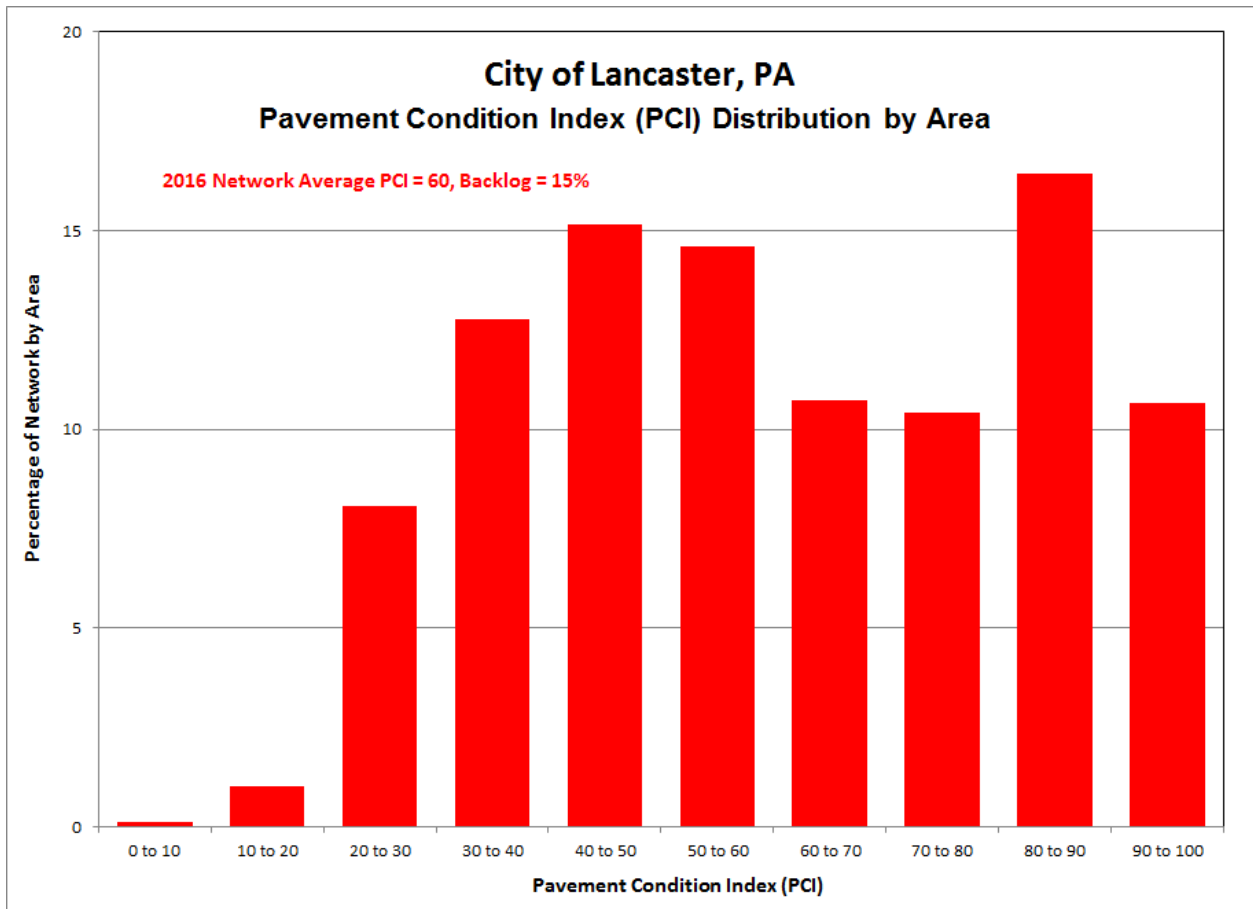
	Pavetype	Network	Arterial	Collector	Local	Alley
Segment Count	All Streets	1,655	154	248	1,151	102
	Asphalt	1,653	154	248	1,149	102
	Concrete	2	0	0	2	0
Length (ft)	All Streets	537,645	58,539	70,992	373,239	34,875
	Asphalt	536,452	58,539	70,992	372,046	34,875
	Concrete	1,193	0	0	1,193	0
Length (mi)	All Streets	101.8	11.1	13.4	70.7	6.6
	Asphalt	101.6	11.1	13.4	70.5	6.6
	Concrete	0.2	0.0	0.0	0.2	0.0
Area (yd2)	All Streets	1,787,687	251,602	293,587	1,185,784	56,714
	Asphalt	1,785,328	251,602	293,587	1,183,425	56,714
	Concrete	2,359	0	0	2,359	0
PCI Average	All Streets	60	63	61	59	57
	Asphalt	60	63	61	59	57
	Concrete	94	0	0	94	0
Surface Distress Index (SDI)	All Streets	55	53	57	55	53
Roughness Index (RI)	All Streets	63	67	66	62	58



**Figure 9 – Functional Classification Distribution by Area**

**2.2 NETWORK PRESENT CONDITION**

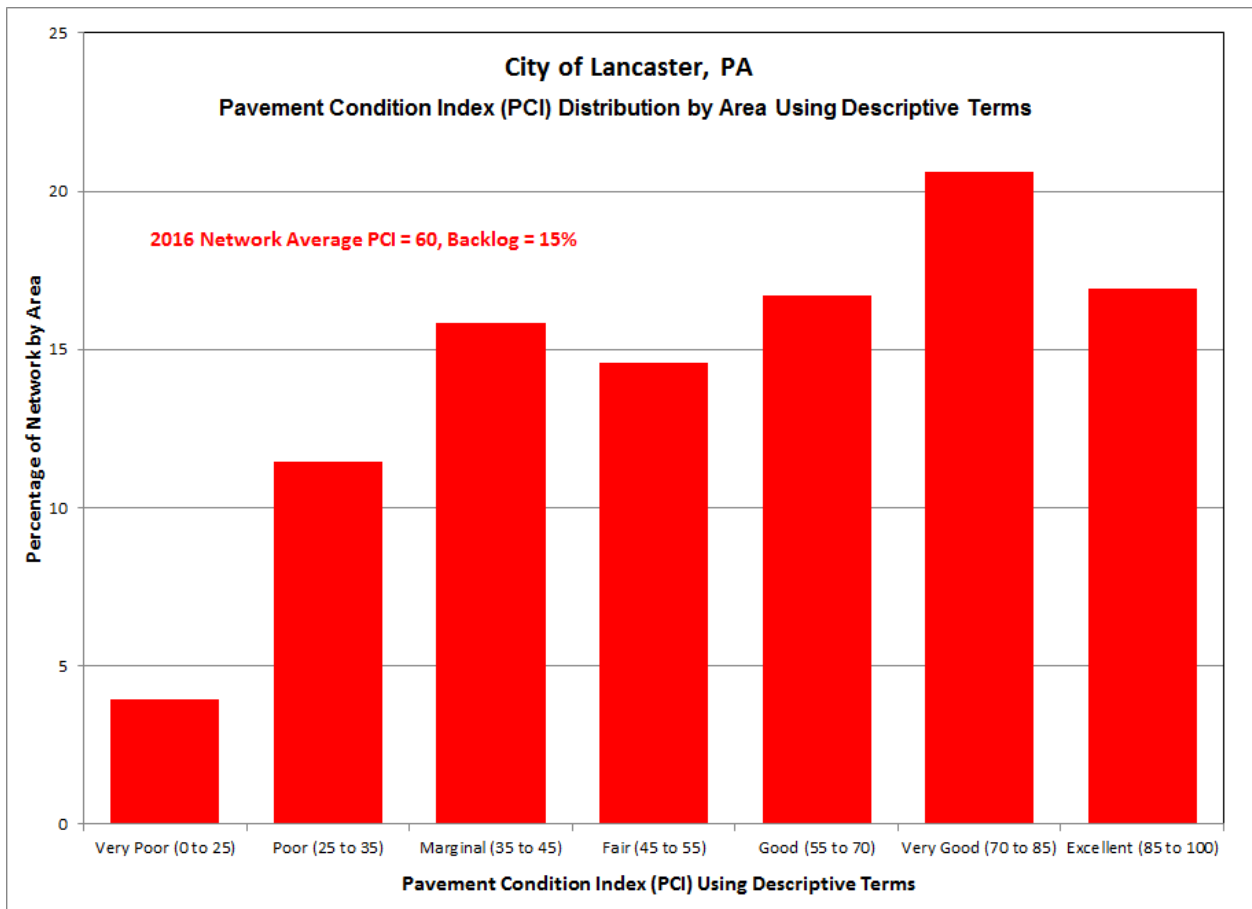
**Figure 10** presented below shows distribution of pavement condition for the roadway network in Lancaster on a 0 to 100 scale, 0 is the worst condition and 100 is the best condition. The average PCI for the network was a 60 at the time of the analysis. While direct comparisons to other agencies is difficult due to variances in ratings systems, overall, Lancaster falls within the average of other agencies recently surveyed by IMS, which typically fall in the 60 to 65 range.



**Figure 10 – Roadway Network Present Status**

This is reflective of a moderately aged network that has had some roadway renewal effort along its network. Simultaneously, the City has a large sample of streets that are approaching the end of their life where surface based rehabilitations, such as overlays, can be effective. Traditionally we expect to see a bell curve that is skewed to the right and centered between a PCI of 60 and 70. The city of Lancaster’s PCI distribution is centered between 50 - 60; indirectly the network has likely experienced less investment than needed to maintain equity in the system.

The following graph (**Figure 11**) plots the same pavement condition information, but instead of using the actual Pavement Condition Index (PCI) value, descriptive terms are used to classify the roadways. From the chart, about seventeen percent (17%) of the network can be considered in Excellent condition with a PCI score greater than 85. These streets are in like new condition and require only routine maintenance. Nationwide, the amount of roadways falling into the Excellent category is about fifteen percent (15%), so this value is higher than average. About twenty-one percent (20.6%) of the network falls into the Very Good classification. These are roads that benefit most from preventative maintenance techniques such as microsurfacing, slurry seals and localized repairs. If left untreated, these roadways will drop in quality to become heavy surface treatment or overlay candidates. Just over sixteen percent (16.7%) of the streets are rated as Good and are candidates for lighter surface-based rehabilitations such as heavy microsurfacing or thin overlays. Thirty percent (30.4%) of the network can be considered Fair to Marginal condition, representing candidates for progressively thicker overlay-based rehabilitation or panel replacements. If left untreated, they will decline rapidly into reconstruction candidates. The remaining fifteen percent (15%) of the network is rated as Poor or Very Poor, meaning these roadways have failed or are past their optimal due point for overlay or surface-based rehabilitation and may require progressively heavier or thicker forms of rehabilitation (such as surface reconstruction or deep patch and paving) or total reconstruction.



**Figure 11 – Roadway Network Present Status Using Descriptive Terms**

Figures 12 and 13 present the surveyed condition of the streets using PCI and descriptive terms, respectively. Electronic versions of these maps are appended to this report.

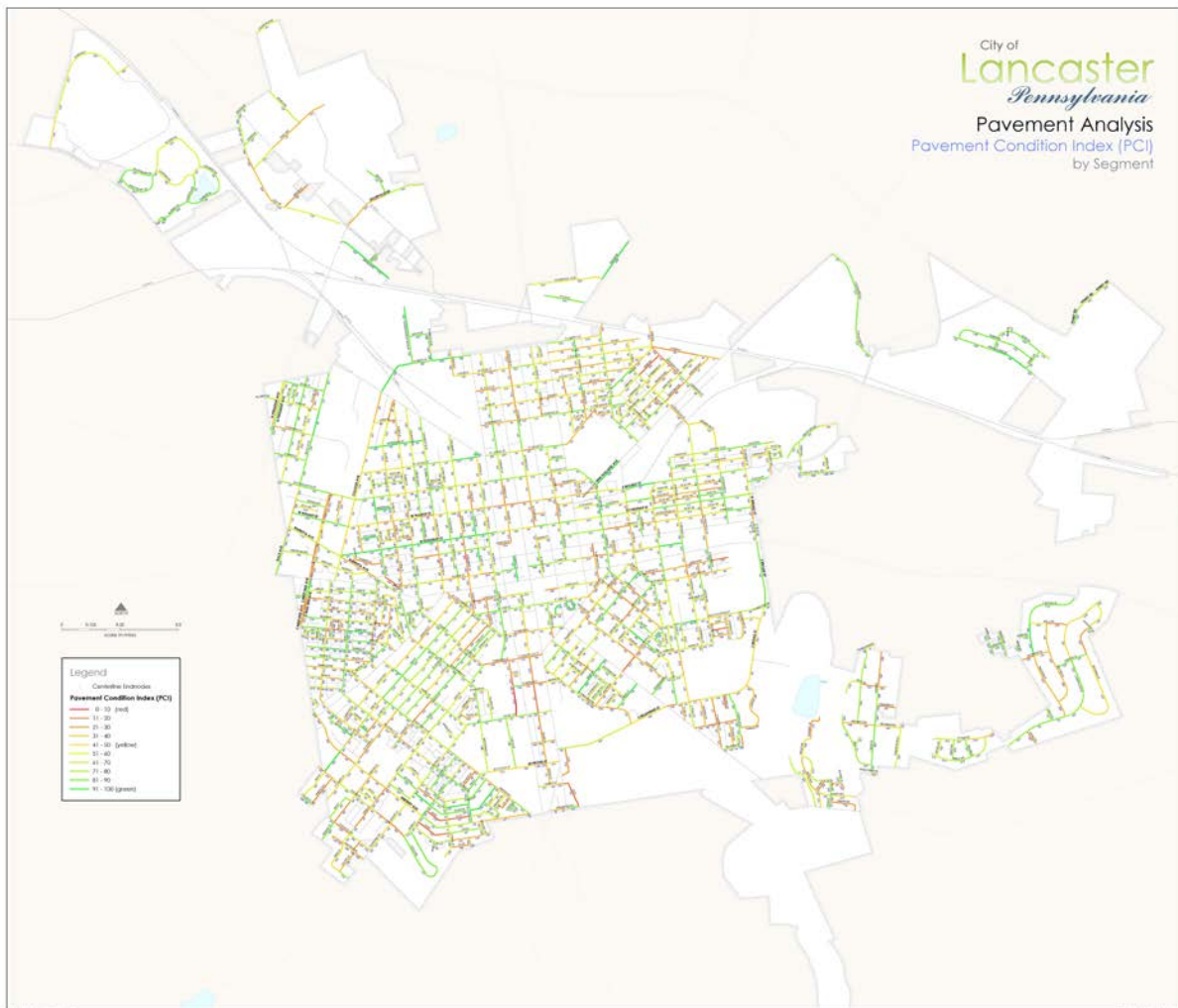


Figure 12 – Lancaster by Segment Using Pavement Condition Index (PCI)

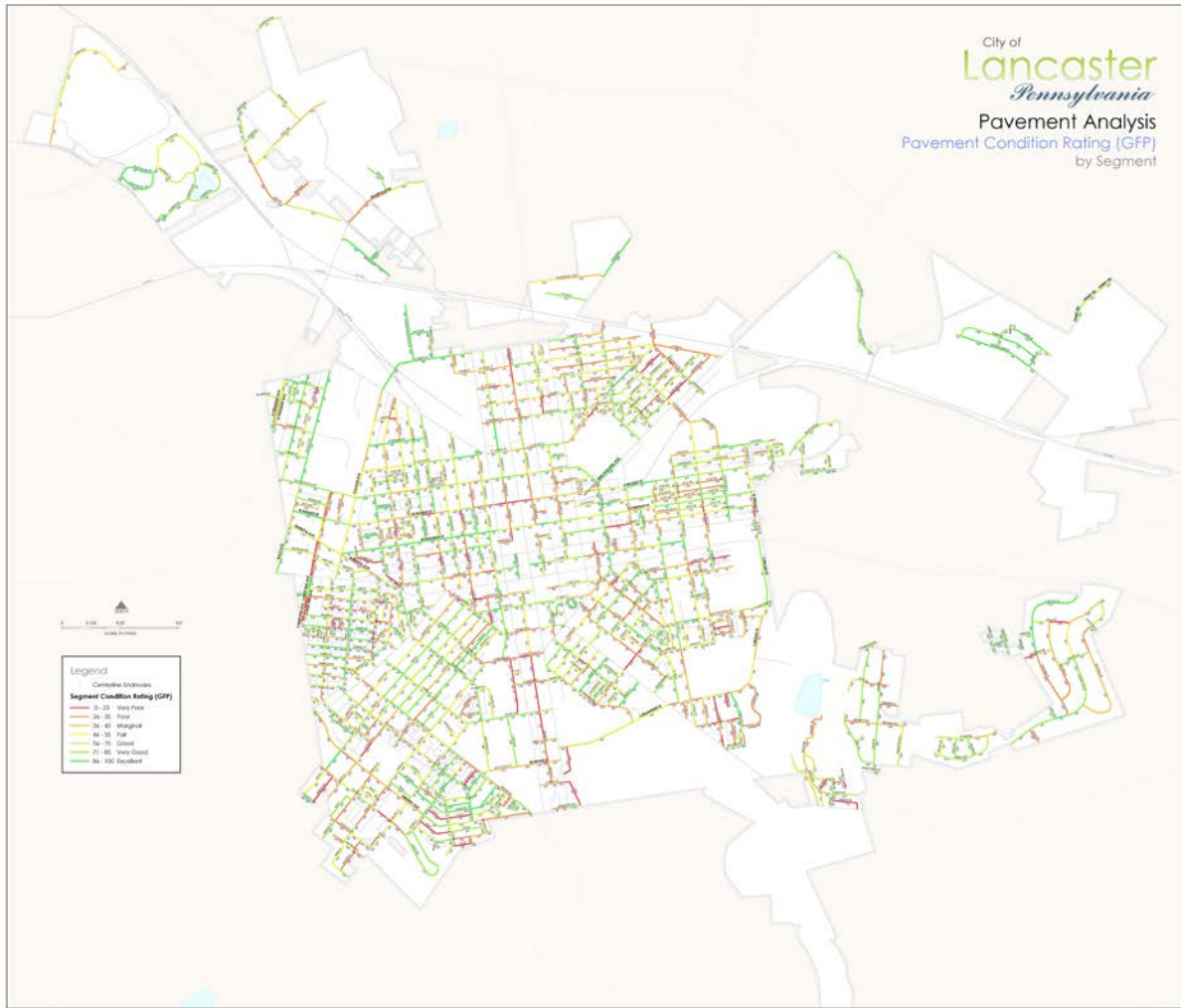


Figure 13 – Lancaster Pavement Condition by Segment Using Descriptive Terms

The role of the street network as a factor in the City's well-being cannot be understated. In simplest of terms, roadways form the economic backbone of a community. They provide the means for goods to be exchanged, commerce to flourish, and commercial enterprises to generate revenue. As such, they are an investment to be maintained.

The overall condition of an agency's infrastructure and transportation network is a key indicator of economic prosperity. Roadway networks in general are one of the most important and dynamic sectors in the global economy, having a strong influence on not only the economic well-being of a community, but a strong impact on quality of life. Well-maintained road networks experience multiple socioeconomic benefits through greater labor market opportunities and decreasing income gap. As a crucial link between producers and their markets, quality road networks ensure straightforward access to goods and drive global and local economies. Likewise, higher network quality has a strong correlation to improvements in household consumption and income. Roads also act as a key element to social cohesion by acting as a median for integration of bordering regions (Gertler). This social integration promotes a decreased gap in income along with diversity and a greater sense of community that can play a large role in decreasing rates of poverty (Amparo).

Conversely, deterioration of roads can have adverse effects on a community and may bring about important and unanticipated welfare effects that the governments should be aware of when cutting transportation budgets (Gertler). Poor road conditions increase fuel and tire consumption while shortening intervals between vehicle repair and maintenance. In turn, these roads result in delayed or more expensive deliveries for businesses and consumers (Economic Dependence on Good Roads). Economic effects of poor road networks, such as time consuming and costly rehabilitation, can be reduced if a proactive maintenance approach is successfully implemented.

Lancaster has a centerline mileage to population ratio that is near the trend line yet slightly below those of agencies recently surveyed by IMS. When the centerline mileage is out of proportion to the population, an increased burden is placed on rate payers to maintain the network. The following plot (**Figure 14**) presents a comparison of population versus centerline mileage of several recent surveys. As can be seen, Lancaster falls just below the trend line for centerline mileage when compared with population.

The primary concern for the long term health of Lancaster's roadway network from a pavement management perspective is to improve the current network profile in two key areas – that is reduce the amount of streets rated at marginal or below, while simultaneously preventing any further slide in PCI. The City must be continually working on preserving streets with high condition scores in order to prevent them from dropping into heavier rehabilitation categories and at the same time be judicious in selecting specific streets for rehabilitation before they become total reconstructs. The plan is not based on worst first, but rather a prioritized approach focused on selecting streets that would have much greater costs if deferred past their need year.

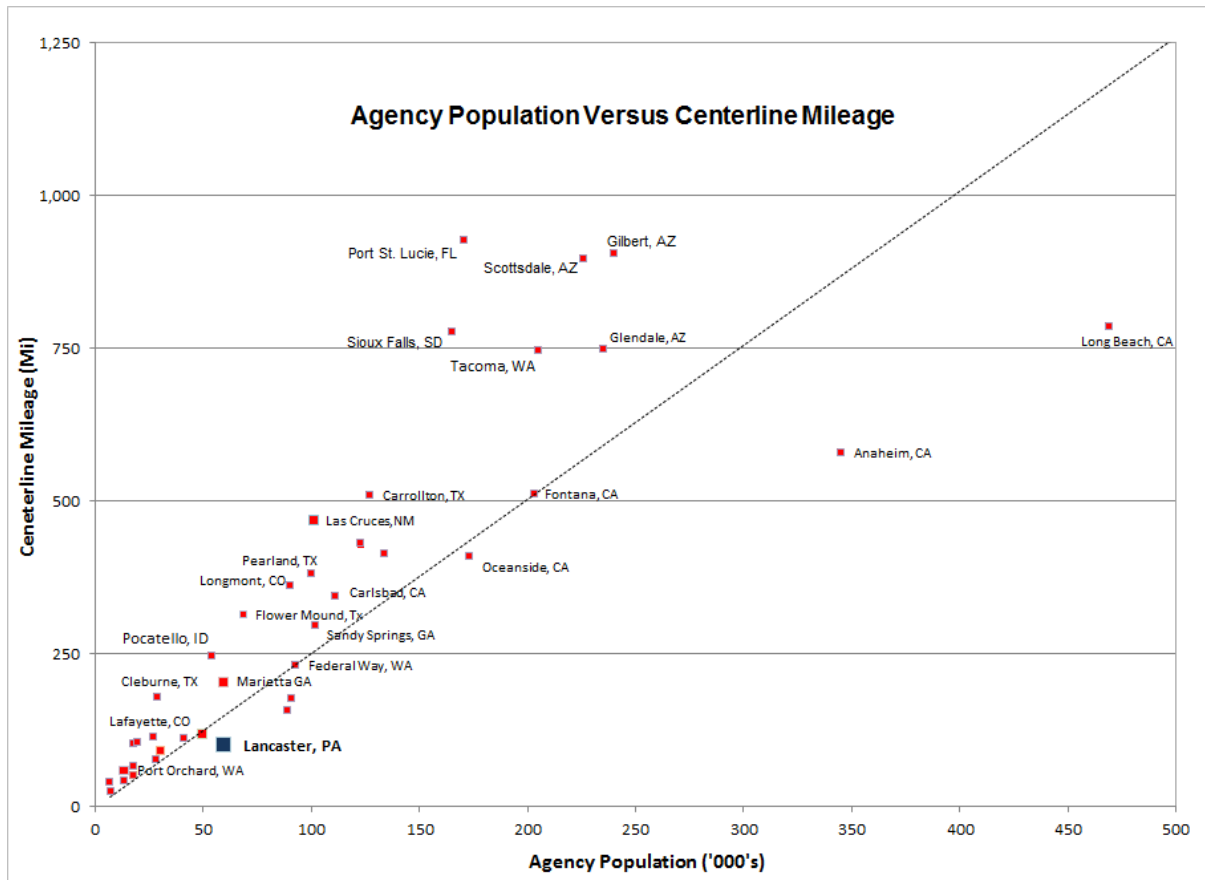


Figure 14 – Agency Population versus Centerline Mileage

### 2.3 STRUCTURAL AND LOAD ASSOCIATED DISTRESS ANALYSIS

Structural testing and analysis was not performed for the city of Lancaster. Instead, analysis of the cause of pavement failure for these street segments was completed by examining the types of distresses that have caused the PCI score to drop.

Surface distresses may be categorized into two classifications – load associated distresses (LAD) and non-load associated distresses (NLAD). Load associated distresses are those that are directly related to traffic loading and structural capacity such as rutting and alligator cracking. Non-load associated distresses are those that result from materials or environmental issues including shrinkage (transverse) cracking, bleeding and raveling. Generally, load associated distresses affect the overall condition score more than non-load associated distresses – as is the case in Lancaster. For asphalt streets, roadways were classified as Weak, Moderate, or Strong.

The purpose of the structural analysis is twofold:

- The structural rating provides input into which performance curve each segment is to use – performance curves are used to predict pavement deterioration over time.
- Structural analysis assists in rehabilitation selection by constraining inadequate pavement sections from receiving too light of rehabilitation and conversely, identifying segments suitable for lighter weight treatment.

The primary area of concern is the street segments that have a high pavement condition score (greater than 75), yet exhibit low structural characteristics (weak to moderate pavement strengths). When an overlay is to be applied, project level testing and design should be completed to ensure their structural integrity is restored. The cause of this issue can generally be traced back to three primary sources:

- Incorporation of streets into the network that were never designed to carry heavy loads resulting in premature failure. This is common in rapidly expanding agencies who annex lighter weight county roads.
- Too thin of structural cross section and overlays – this is often caused by the use of standard designs that simply result in inadequate structural capacities. A firm understanding of subgrade and base conditions combined with a qualified structural design typically results in a thicker cross section being specified, but increases the pavement life considerably.
- Increase traffic loading beyond initial design limits, combined with ever-increasing truck weights and tire pressures. Heavier garbage and recycling trucks, along with increased transit bus size can dramatically alter pavement quality in a very short period of time.

**Figure 15** plots the relationship of the load associated distresses (shown in red) and non-load associated distress (shown in blue) against pavement condition. As can be seen from the plot, at higher PCI scores, it is the non-load associated distresses that have a higher concentration of deducts over the load associated distresses. As the PCI score drops, the load associated distresses typically affect the PCI score to a higher degree. This is indicative of a network that has good pavement performance for the first half of a street's life, and then suffers from progressive structural or base failures over time. High PCI score (above 60) rehab selections should focus on pavement preservation activities such as surface treatments or thin overlays, possibly with some localized pavement repairs and crack sealing.

The upper black diagonal line identifies segments that have a high ratio of load associated distresses compared to their PCI score and are defined as weak. The lower black diagonal line identifies segments that have a low ratio of load associated distresses compared to their PCI score and are defined as strong. In between the two lines, and all segments with a PCI > 80 are assigned a moderate pavement strength.

The sum of the Load-Associated Distress deducts (LADD) is also used to qualify the appropriate rehabilitation strategy selection in addition to the overall pavement condition score. For example, a street that has a good PCI score (that is between 60 and 70) and is displaying relatively low load associated distress deducts would be a suitable candidate for a surface treatment in place of a thin overlay in that the PCI score is more influenced by materials issues such as transverse cracking or raveling.

On a recent study completed by IMS for the City of Longview, WA, garbage and recycle trucks accounted for approximately 33% to 50% of the pavement damage done to a local street yet represented only a fraction of the traffic. The reason for this imbalance is that local streets were never designed for heavy garbage or recycle trucks and cannot effectively withstand the structural loading – often following the same wheel path.

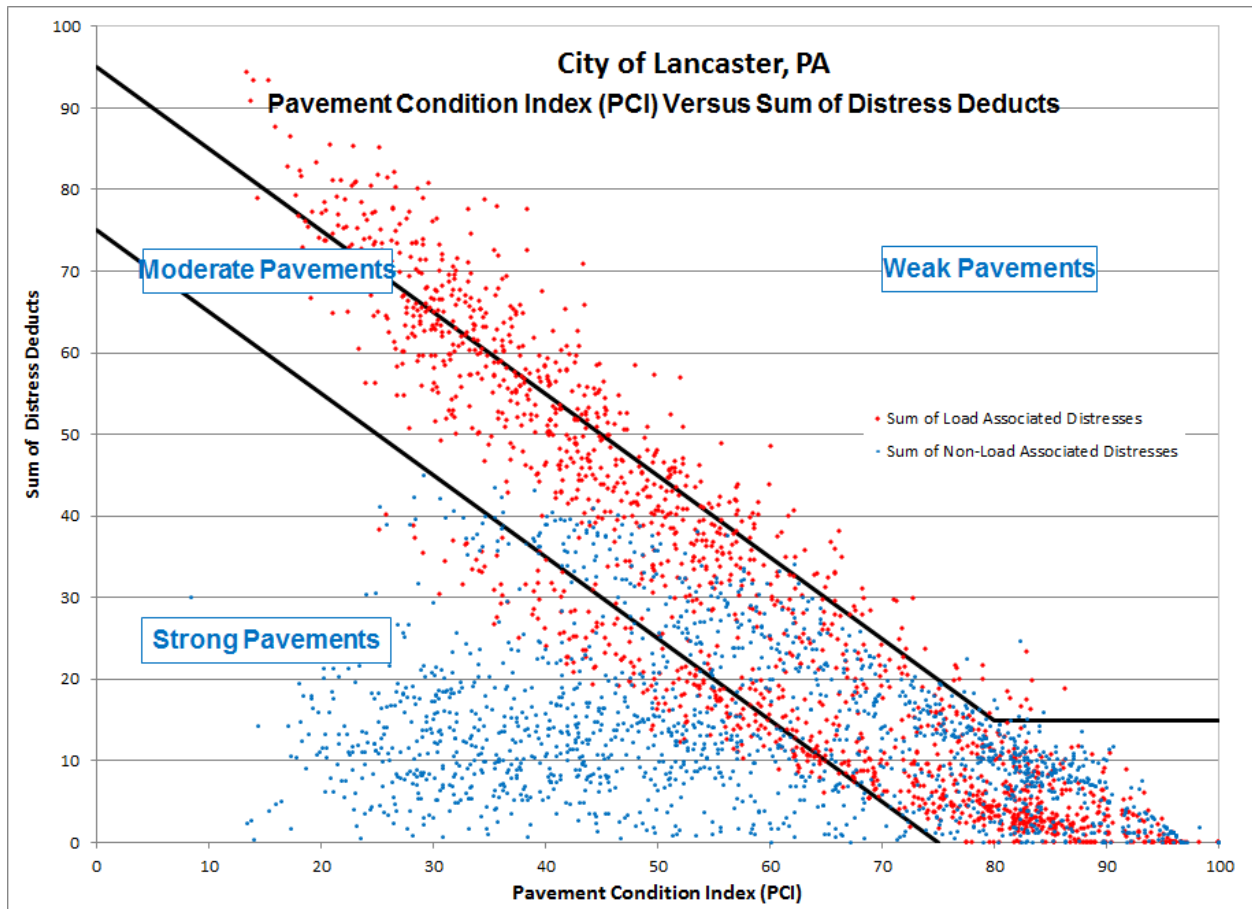
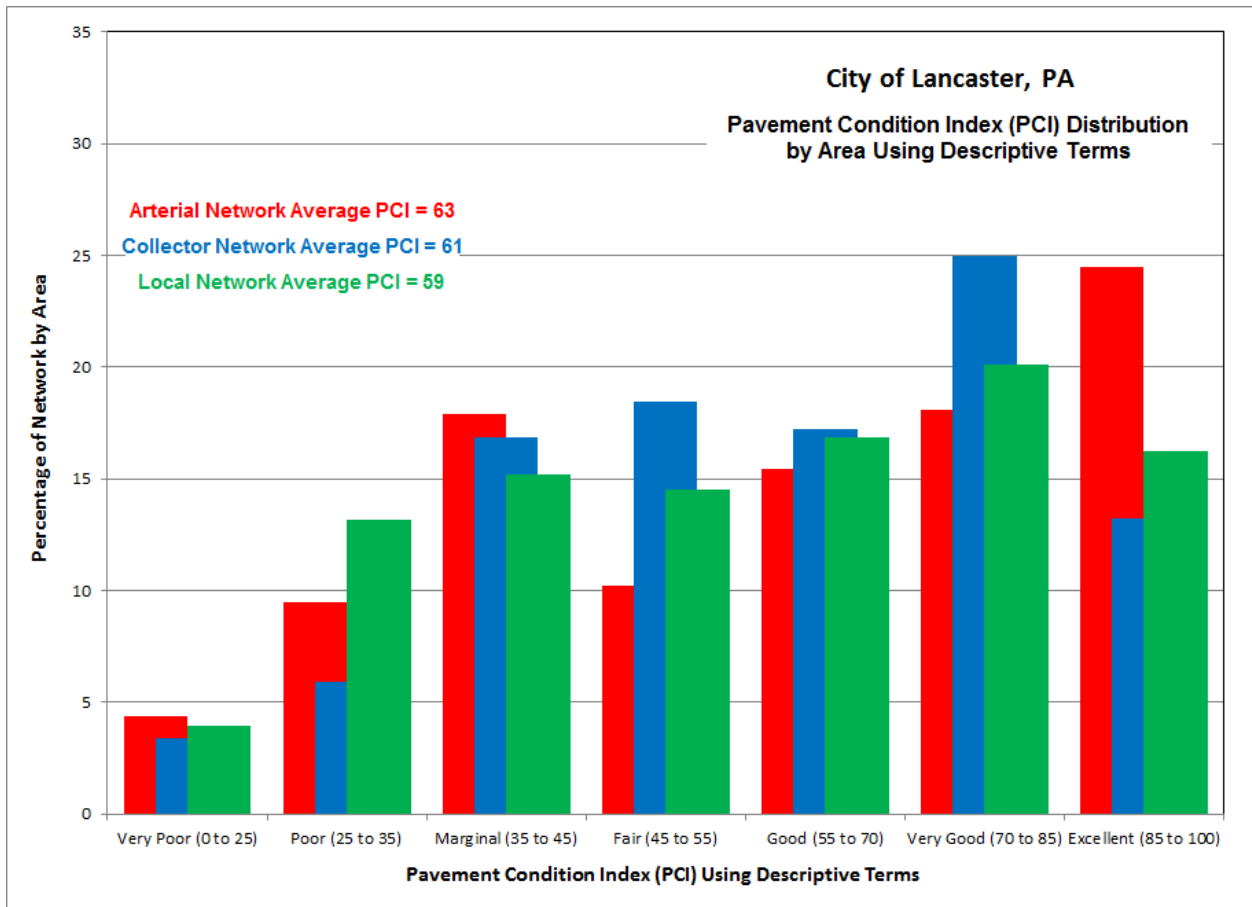


Figure 15 - Pavement Condition Index versus Sum of Distress Deducts

## 2.4 CONDITION BY FUNCTIONAL CLASSIFICATION

**Figure 16** highlights the pavement condition distribution for the arterial, collector, and local streets. From the plot, the Arterial roadways (shown in red) are in the best condition and have an average PCI of 63, which is slightly above the overall network average of 60. Arterial roadways are streets that have the majority of traffic use and link various parts of the city. They may be considered the thoroughfares of the City and during the budget development process, should receive the highest priority when selecting rehabilitation candidates. The collectors have an average PCI of 61. The local roadway network forms the majority of the City's street system. Local roadways are the streets that people live on or are used for driving within the community and these roadways have an average PCI score at 59 coupled with the greatest number of streets rated Good to Fair.



**Figure 16 - Condition Rating by Functional Classification**

## 2.5 EVALUATING QUALITY OF THE NETWORK AND RECONSTRUCTION BACKLOG

The concept of the Pavement Condition Index (PCI) score, backlog percentage and number of streets rated as Excellent must be fully understood in order to understand and develop an effective pavement management program. These three metrics should fall into certain ranges in order to measure the quality and long term viability of a network.

The PCI score indicates the overall pavement condition and represents the amount of equity in the system; it is the value most commonly considered when gauging the overall quality of a roadway network. It may also be used to define a desired level of service: that is, an agency may wish to develop a pavement management program such that in five years the overall network score meets a set minimum value. Obviously, the higher the PCI score the better off the overall network condition is. Agencies with an average PCI score above 80 (when considering surface distress, roughness and possibly strength) are rare and found only in a few select communities. Less than 1 in 20 communities surveyed by IMS have that high of a condition average. Averages between 65 and 80 are indicative of either newer networks, or ones that have an ongoing pavement rehabilitation program and tend to be fully funded. Scores between 60 and 65 are common and represent a reasonable average providing a satisfactory balance between levels of service and funding, and when taken with the other two metrics may represent a well-managed and funded network. A minimum score of 60 means that overall the network falls at the lower end of the range where light weight surface treatments and thin overlays are the standard rehabilitation practice. Below a 60 means an agency has to rely on more costly rehabilitations and reconstructions to address condition issues.

At the upper end of the condition scale, a minimum of 15% of the network should be rated as Excellent. Generally, at or above 15%, means that a noticeable percentage of the roadway network is in like new condition, requiring only routine maintenance. While higher percentages of streets rated as Excellent are certainly desirable, the annual cost to maintain this rate is often cost prohibitive. Below 15% means the agency is struggling to effectively rehabilitate their network on an annual basis.

Backlog roadways are those that have dropped sufficiently in quality to the point where surface based rehabilitation efforts would no longer prove to be cost effective. These roadways are rated Poor or Very Poor and will require either partial or total reconstruction. Backlog is expressed as the percentage of roads requiring reconstruction as compared to the network totals.

It is the backlog, however, that defines the amount of legacy work an agency is facing and is willing to accept in the future. It is the combination of the three metrics that presents the true picture of the condition of a roadway network, and conversely defines improvement goals.

Generally, a backlog of 10% to 15% of the overall network is considered manageable from a funding point of view with 12% being a realistic target. Fifteen percent (15%) is used a control limit to indicate the maximum amount of backlog that can be readily managed. Backlog rates below 10%, again are certainly desirable, but financially unachievable for a large percentage of agencies. Backlogs approaching 20% or more tend to become unmanageable, unless aggressively checked through larger rehabilitation programs, and will grow at an alarming rate. At about 20% backlog, the rate of decrease in average condition, and hence growth in backlog, exceeds most agencies ability to arrest the decline and address the large volumes of streets in need of rehabilitation. Basically, at 20% a tipping point has been met and the backlog tends to increase faster than an agency's ability to reconstruct their streets.

*Lancaster met two out of the three metrics for evaluating the quality of its roadway network. Lancaster's average overall pavement condition score is at the lower end of the target zone of 60 to 65 with an average score of 60. The number of streets rated as Excellent was slightly above the minimum target of 15% at 17%. The backlog amount was 15% and slightly above the recommended target of 12%.*

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## 3.0 REHABILITATION PLAN AND BUDGET DEVELOPMENT

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### 3.1 KEY ANALYSIS SET POINTS

Pavement management analysis requires user inputs in order to complete its condition forecasting and prioritization. A series of operating parameters were developed in order to develop an efficient program that is tailored to the City's needs.

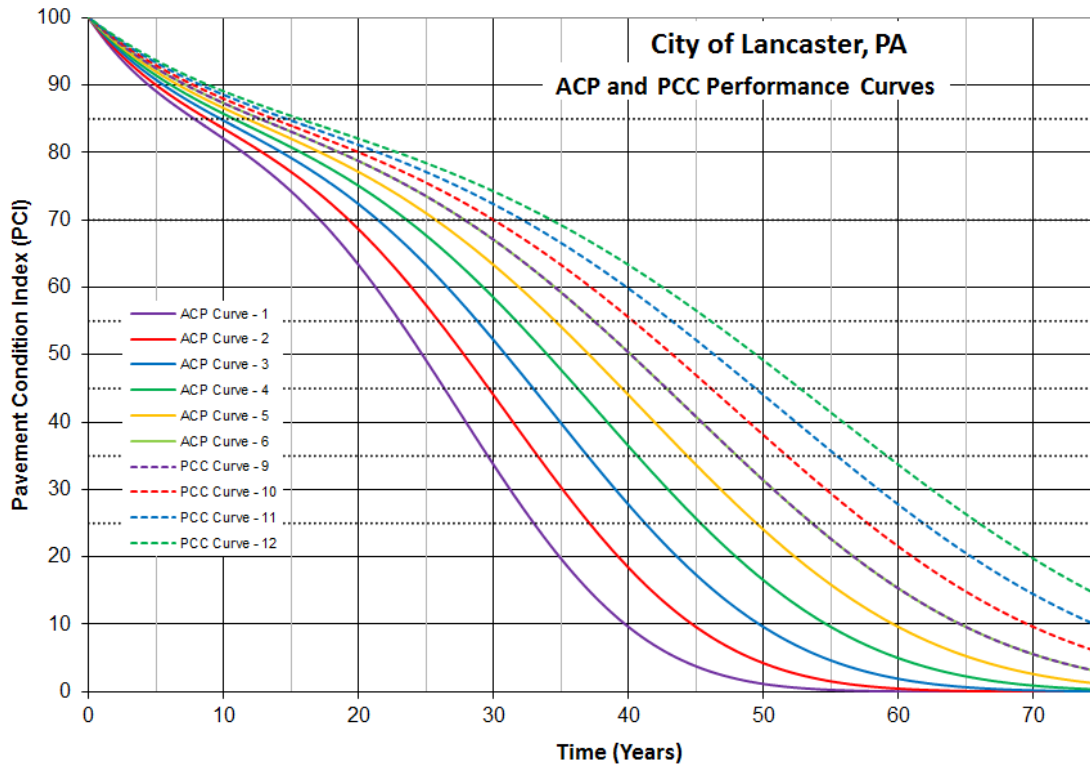
Some of the highlights include:

- Pavement performance curves are used to predict future pavement condition. Asphalt streets are classified as weak, moderate, or strong, and then assigned the appropriate pavement performance curve based on their functional classification to use in the analysis.
- The shape of performance curves reflect the concept of deferred maintenance and salvage life. Instead of dropping to an absolute PCI value of 0 after 40 years of service, the curves are designed to become asymptotic to the age axis and have a whole life of approximately 50 to 60 years depending on pavement type. This indicates the concept that once a street deteriorates past a specific threshold – about a PCI of 20, age becomes less important in rehabilitation selection.
- Priority ranking – analysis uses prioritization for rehab candidate selection. It is designed to capture as many segments in their need year based on the incremental cost of deferral. The higher the functional classification of a street, the higher priority a segment is given.

#### Pavement Performance Curves

The basic shape of the asphalt performance curves follows traditional sigmoidal deterioration models such as those contained in MicroPAVER and other commonly used pavement management applications. These curves were eventually loaded to the City of Lancaster's Lucity pavement management program. The curves are constructed such that a typical overlay following new pavement construction does not occur until 20 to 30 years have passed, and full reconstruction does not occur until 40 to 65 years have passed or the street has a PCI below 10. Each street is assigned a curve based on its pavement type, functional classification, and pavement strength as determined in Section 2. The curves assume an ultimate life between 60 and 100 years and are designed to be asymptotic to the X-axis (Time) to reflect the salvage value of the pavement once it has reached the end of its service life with a PCI less than 10.

It is important to recognize that even though all streets fall into specific rating categories (as highlighted by the horizontal black dotted lines in **Figure 17** and their respective rehabilitation strategies), it is not until a street falls to within a few points of the lower end of the range that it will become a critical need selected for rehabilitation.



**Figure 17 – Asphalt (ACP) and Concrete (PCC) Performance Curves**

### Rehabilitation Strategies and Unit Rates

The rehab strategies and unit rates used in the pavement analysis can be found on the following page . Some important parameters include:

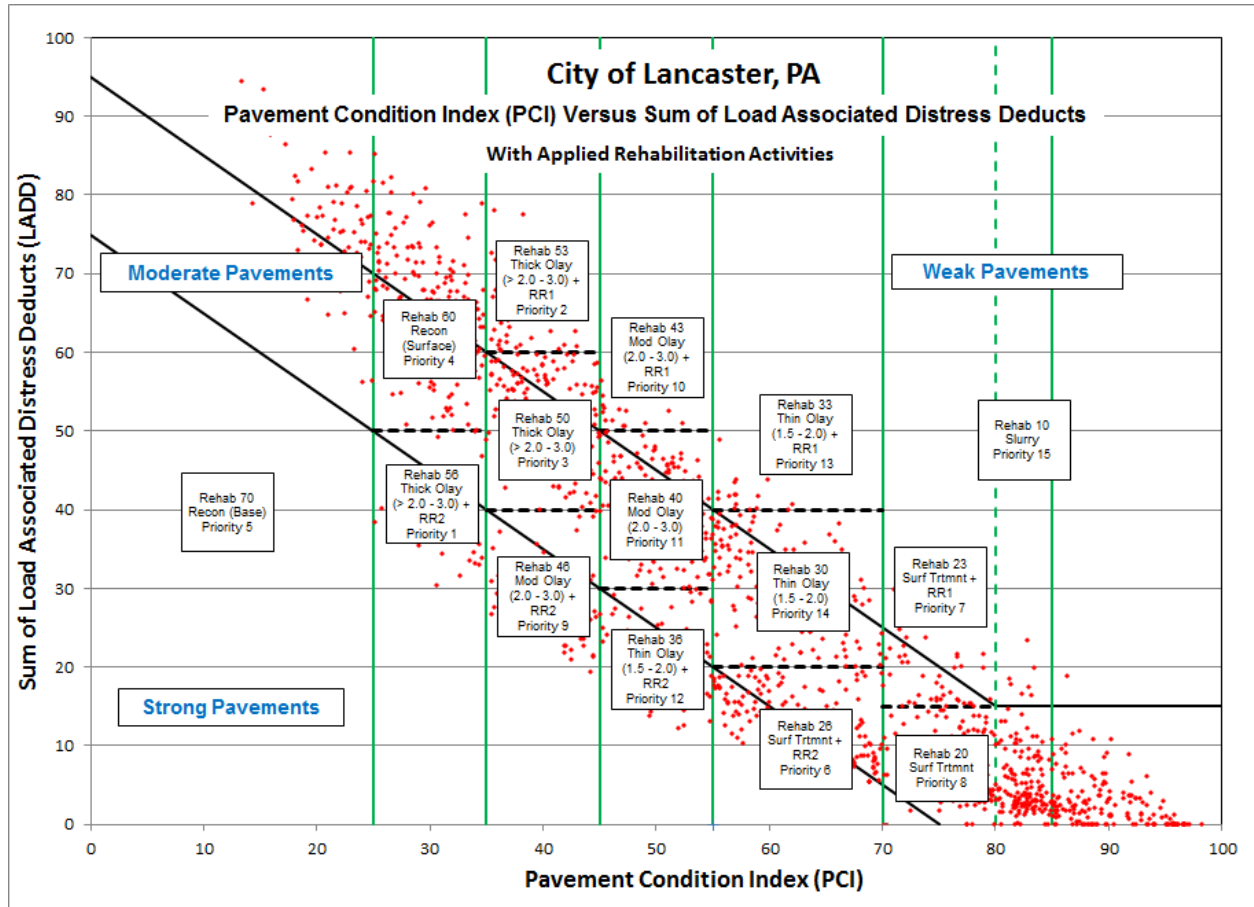
- **Rehab Code and Activity** – The assigned identifier and name to each rehabilitation strategy. The term “RR” refers to remove and replace – that is, structural patching. When this term is present, additional funds have been assigned to the strategy to allow for an increased amount of preparation work and patching. The relative terms of thin, moderate and thick are used to describe the overlay thickness. This is to facilitate consistency in the naming convention, but does not imply the same material thickness has to be used for each functional classification.
- **Unit Rates** – The rehab costs are presented on a per square feet basis for each pavement type, functional class, and rehab activity combination. The rates were developed using typical national averages for similar activities and adjusted for Lancaster’s location and unique conditions. Rates include a 20% burden for miscellaneous activities (such as striping removal or loop detector replacement), traffic control and engineering inspection.
- **Min PCI, Critical PCI, Max PCI, and PCI Reset** – These define the Pavement Condition Index (PCI) range applicable to the rehab selection. The Critical PCI defines when a segment is in its need year and is deemed to be critical, otherwise if deferred, the street declines in PCI past the point which the rehabilitation is no longer appropriate. PCI Reset is the applied Post-Rehab PCI.
- **Min LADD, Max LADD** – are constraints applied to each segment for rehabilitation selection. A Street must meet both the PCI requirement and LADD.

City of Lancaster, PA  
 Rehabilitation Strategies and Unit Rates

Pavement Type	Rehab ID	Rehab Activity	Sequence	Min PCI	Critical PCI	Max PCI	Min LAD	Max LAD	Min Roughness	Max Roughness	PCI Reset	Roughness Reset	LAD Reset	NLAD Reset	Unit Rate (\$/yd2)	Contingency (%)	Traffic Control (%)	Engineering and Inspection (%)	Agency Overhead (%)
Asphalt	10	Slurry Seal	15	80	82	85					85	85	10	5	2.15	5	10	0	0
Asphalt	20	Surface Treatment	8	70	72	80	0	15			88	88	8	4	3.00	5	10	0	0
Asphalt	23	Surface Treatment + RR	7	70	72	80	15	100			88	88	8	4	3.50	5	10	0	0
Asphalt	26	Surface Treatment + RR	6	55	57	70	0	20			88	88	8	4	3.50	5	10	0	0
Asphalt	30	EM + Thin Olay (1.5-2.0)	14	55	57	70	20	40			92	92	5	3	15.00	5	10	0	0
Asphalt	33	EM + Thin Olay (1.5-2.0) + RR	13	55	57	70	40	100			92	92	5	3	17.50	5	10	0	0
Asphalt	36	EM + Thin Olay (1.5-2.0) + RR	12	45	48	55	0	30			92	92	5	3	17.50	5	10	0	0
Asphalt	40	E/FWM + Mod Olay (2.0-3.0)	11	45	48	55	30	50			94	94	4	2	18.00	5	10	0	0
Asphalt	43	E/FWM + Mod Olay (2.0-3.0)+RR	10	45	48	55	50	100			94	94	4	2	20.50	5	10	0	0
Asphalt	46	E/FWM + Mod Olay (2.0-3.0)+RR	9	35	38	45	0	40			94	94	4	2	20.50	5	10	0	0
Asphalt	50	FWM + Thick Olay (>2.0-3.0)	3	35	38	45	40	60			96	96	3	1	22.00	5	10	0	0
Asphalt	53	FWM + Thick Olay (>2.0-3.0)+RR	2	35	38	45	60	100			96	96	3	1	24.50	5	10	0	0
Asphalt	56	FWM + Thick Olay (>2.0-3.0)+RR	1	25	30	35	0	50			96	96	3	1	24.50	5	10	0	0
Asphalt	60	Reconstruction (Surface)	4	25	30	35	50	100			98	98	1	1	43.50	5	10	0	0
Asphalt	70	Reconstruction (Base)	5	0	10	25					100	100	0	0	60.00	5	10	0	0
Concrete	510	Joint Rehab	11	80	82	85					85	85			2.40	5	10	0	0
Concrete	520	Localized Rehab	6	70	72	80					88	88			15.25	5	10	0	0
Concrete	530	Slight Pnl Rplcmnt	10	55	57	70			60	100	94	94			30.00	5	10	0	0
Concrete	533	Slight Pnl Rplcmnt & Joint Reh	9	55	57	70				60	94	94			40.00	5	10	0	0
Concrete	540	Moderate Pnl Rplcmnt	8	45	48	55			60	100	94	94			61.00	5	10	0	0
Concrete	543	Moderate Pnl Rplcmnt & Joint R	7	45	48	55				60	94	94			73.50	5	10	0	0
Concrete	550	Extensive Pnl Rplcmnt	2	35	38	45			60	100	94	94			77.00	5	10	0	0
Concrete	553	Extensive Pnl Rplcmnt & Joint	1	35	38	45				60	94	94			92.00	5	10	0	0
Concrete	560	PCC Partial Recon	4	25	30	35			60	100	98	98			147.00	5	10	0	0
Concrete	563	PCC Partial Recon & Joint Reha	3	25	30	35				60	98	98			167.00	5	10	0	0
Concrete	570	PCC Reconstruction	5	0	10	25					100	100			221.00	5	10	0	0

**Figure 18** graphically presents the application of pavement rehabilitations for asphalt streets by PCI and Structural Index (SI). The Rehab numbers are simply placeholders that separate each rehabilitation project. For example, Rehab 43 is a Mod Olay with an allowance for RR, Mod is short for Moderate and Olay is a contraction for overlay.

Unit rates increase slightly between functional classes to reflect increase costs in pavement thickness, traffic control, and striping. Rehabs 26 and 30 share the same rehab location, and is an example of where the lighter of the two options (rehab 26 – surface treatment) may be suitable in place of an overlay.



**Figure 18 – Asphalt (ACP) Rehabilitation Strategies**

### 3.2 FIX ALL AND ANNUAL ESTIMATES

Three different approaches may be taken to identify and confirm the amount of funds the city needs to set aside each year to maintain the roadway network at its current condition. All three are completed externally to the pavement management system and are simply used to validate the final results.

#### Option 1 – Estimated Life Cycle Cost Based on Network Value

A ballpark value for the annual street maintenance budget may be quickly determined by taking the total value of Lancaster's roadway network, estimated at \$91.4M, and dividing that by the effective life of a roadway – assumed to be 75 to 150 years for asphalt and concrete respectively (please note, the 75 to 150 year lifespan of the roadway is the theoretical life of the roadway surface from construction, until the point at which there not usable surface remaining, it is not simply the lifespan of the pavement surface until the next overlay). By this method, the annual budget is estimated at \$1.2M.

Pavement Type	Pavement Value (\$)	Ultimate Life Span (yrs)	Life Cycle Annual Cost (\$/yr)
Asphalt Network	91,128,000	75	1,220,000
Concrete Network	321,000	150	0
<b>All Streets</b>	<b>91,449,000</b>		<b>1,220,000</b>

#### Option 2 – Estimated Life Cycle Cost Based on Current Condition

A second method to validate the annual budget is to identify the average network PCI and associated rehabilitation requirements, and then estimate the number of miles required to be rehabilitated each year based on a typical life cycle for that rehabilitation activity. For Lancaster the average PCI for asphalt roads is a 67, which places the city in the thin overlay range. At an average cost of \$11.40/yd<sup>2</sup> for asphalt thin overlays and \$2.00/yd<sup>2</sup> for concrete joint rehabilitation, the city needs to spend approximately \$1.35M/year to maintain the current condition average.

Pavement Type	Pavement Condition Index (PCI)	Typical Rehab Based on Condition	Blended Rehab Unit Rate (\$/yd <sup>2</sup> )	Average Rehab Life Cycle (yrs)	Miles To Do Each Year (mi)	Cost Per Mile (\$/mi)	Life Cycle Annual Cost (\$/yr)
Asphalt Network	58	Thin Overlay (1.5 - 2.0)	11.4	15	6.7	200,000	1,350,000
Concrete Network	81	Joint Rehab	2.00	5	0.1	20,000	0
<b>All Streets</b>							<b>1,350,000</b>

#### Option 3 - Estimated Life Cycle Cost Based on Network Deficiency

The third methodology to confirm the required amount of annual funding is to identify the current network deficiency, that is the amount required to rehabilitate all streets in the network assuming unlimited funding, and then divide by the typical life cycle of each rehabilitation activity. This is referred to as the Fix All Estimate and Life Cycle Cost. The rehab strategies listed in the table are generic in nature and not necessarily the final set that was applied to Lancaster. For Lancaster, the Fix All Estimate for the network deficiency is approximately \$25 Million and the Life Cycle Cost is \$1.2M/year, broken down as follows:

Asphalt Deficiency	Total Cost (\$)	% of Total	ART	COL	LOC	ALY	Life Cycle (years)	Life Cycle Cost (\$)
Reconstruction (Base)	3,548,300	14.1	638,300	383,400	2,253,400	273,200	40	89,000
Reconstruction (Surface)	7,335,700	29.2	912,700	848,200	5,440,000	134,800	30	245,000
Thick Overlay (> 2.0 - 3.0)	5,582,200	22.2	1,338,000	946,600	3,202,600	95,000	20	279,000
Mod Overlay (2.0 - 3.0)	4,007,800	16.0	747,700	798,900	2,403,900	57,300	18	223,000
Thin Overlay (1.5 - 2.0)	3,748,800	14.9	621,500	705,700	2,318,900	102,700	15	250,000
Surface Treatment	483,300	1.9	67,600	123,700	275,900	16,100	7	69,000
Slurry Seal	336,300	1.3	50,000	59,900	221,400	5,000	5	67,000
Routine Maintenance	53,600	0.2	7,200	7,900	36,900	1,600	2	27,000
<b>Total Asphalt Network:</b>	<b>25,096,000</b>	<b>100</b>	<b>4,383,000</b>	<b>3,874,300</b>	<b>16,153,000</b>	<b>685,700</b>		<b>1,249,000</b>
Concrete Deficiency	Total Cost (\$)	% of Total	ART	COL	LOC	ALY	Life Cycle (years)	Life Cycle Cost (\$)
PCC Reconstruction	0	0.0	0	0	0	0	75	0
PCC Partial Recon	0	0.0	0	0	0	0	50	0
Extensive Pnl Rplcmnt	0	0.0	0	0	0	0	20	0
Moderate Pnl Rplcmnt	0	0.0	0	0	0	0	20	0
Slight Pnl Rplcmnt	0	0.0	0	0	0	0	15	0
Localized Rehab	20,800	99.0	0	0	20,800	0	10	2,000
Joint Rehab	0	0.0	0	0	0	0	5	0
Routine Maintenance	200	1.0	0	0	200	0	2	0
<b>Total Concrete Network:</b>	<b>21,000</b>	<b>100</b>	<b>0</b>	<b>0</b>	<b>21,000</b>	<b>0</b>		<b>2,000</b>
<b>Total Network :</b>	<b>25,117,000</b>		<b>4,383,000</b>	<b>3,874,300</b>	<b>16,174,000</b>	<b>685,700</b>		<b>1,251,000</b>

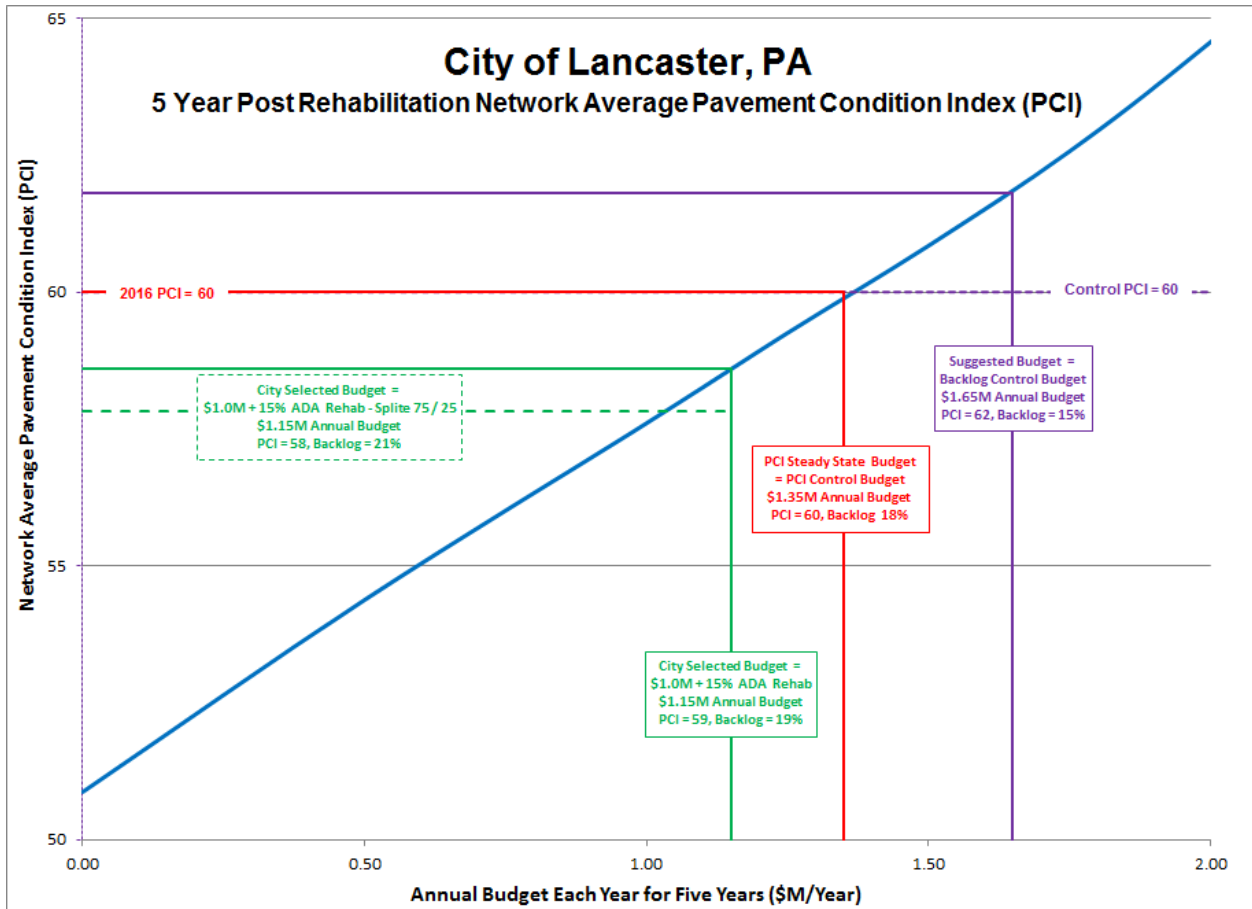
### 3.3 NETWORK BUDGET ANALYSIS MODELS

An analysis containing a total of 8 budget runs (\$500K through \$2.5M per year) plus Unlimited, Do Nothing, Steady State and Maintain Current Backlog budget options were prepared for Lancaster.

The analysis results are summarized below:

- **Unlimited** - The Unlimited (or Fix All) budget assumes each street is rehabilitated with unlimited funds available. The idea is to identify the upper limit of spending the city would require without any constraints on budgets. For Lancaster, the unlimited budget is approximately \$8.8M over 5 years. This increases the network PCI to a maximum of 89 and tapering off to a 86 in 5 years.
- **Do Nothing** - This option identifies the effect of spending no capital for 5 years. After 5 years, the Do Nothing option results in an average PCI drop from a 60 to a 51.
- **\$500K through \$2.5M** - Identifies the resultant network PCI at various funding levels. From these budgets, the final recommended annual budget was determined.
- **Selected Budget + ADA Ramp Rehab** – Identifies the network performance at the City's selected annual funding of \$1.15M (\$1.0M to pavement rehabilitation and \$150K dedicated to ADA ramp rehab work). This Selected budget has 25% at the funds committed to backlog work and will result in a network average PCI of 59 in 5 years.
- **Suggested budget** – Identifies the network performance for the City's suggested annual funding of \$1.65M. This budget maintains the current backlog of 15% and increasing the PCI to 62.

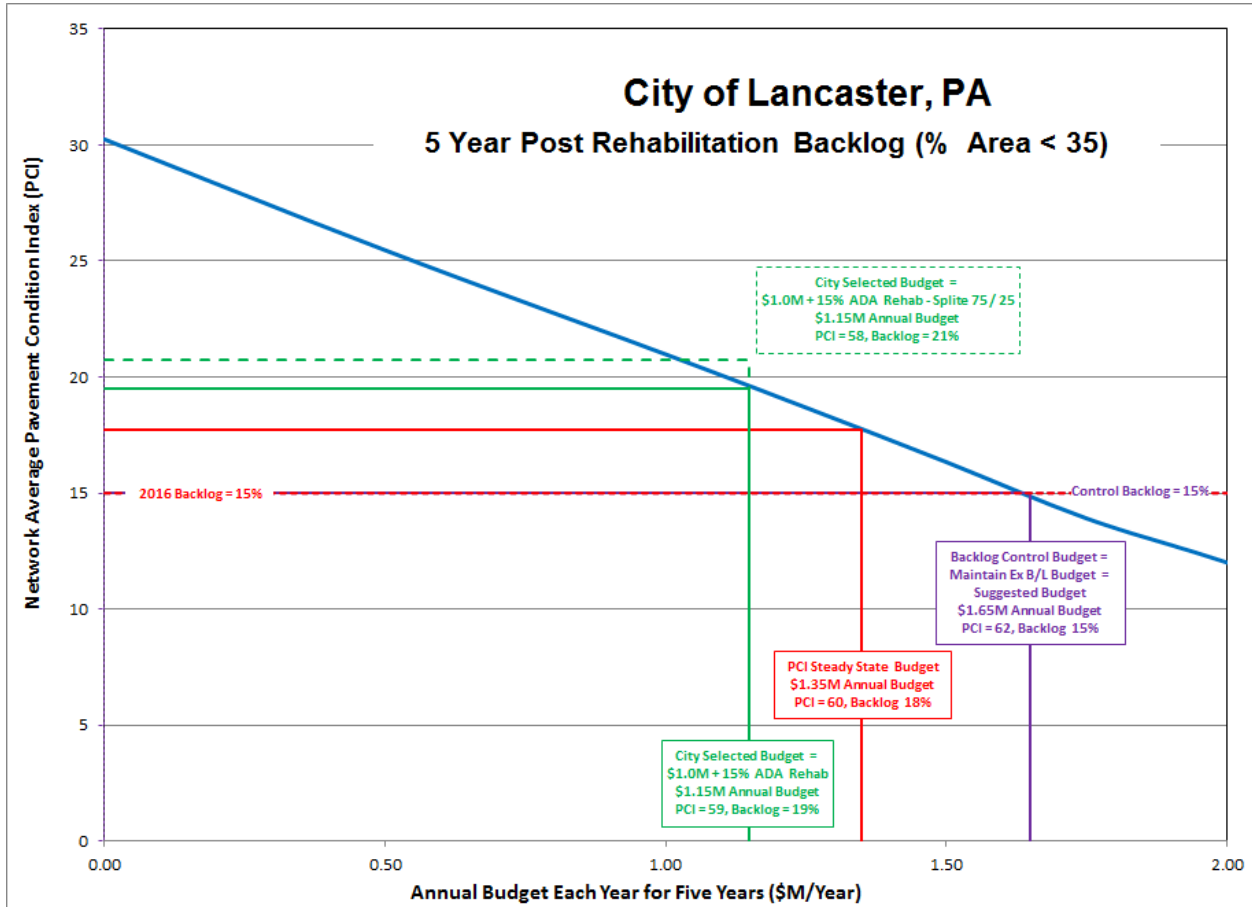
The results of the analysis are summarized in **Figure 19** below. The X-axis highlights the annual budget, while the Y-axis plots the 5 Year Post Rehab PCI value. The diagonal blue line is the analysis results. As can be seen from the plot, the selected budget of \$1.0M + 15% to ADA rehabilitation per year would reduce the network PCI to 58 with a backlog increase to 21%. A budget of \$1.35M per year (shown in red) would maintain the network PCI at 60 and would result in a backlog increase to 18%; this is known as the Steady State PCI Budget. A Suggested budget level of approximately \$1.65M/year would result in a rising PCI at 62 and backlog would be maintained at 15%.



**Figure 19 – 5 Year Post Rehab Network PCI Analysis Results**

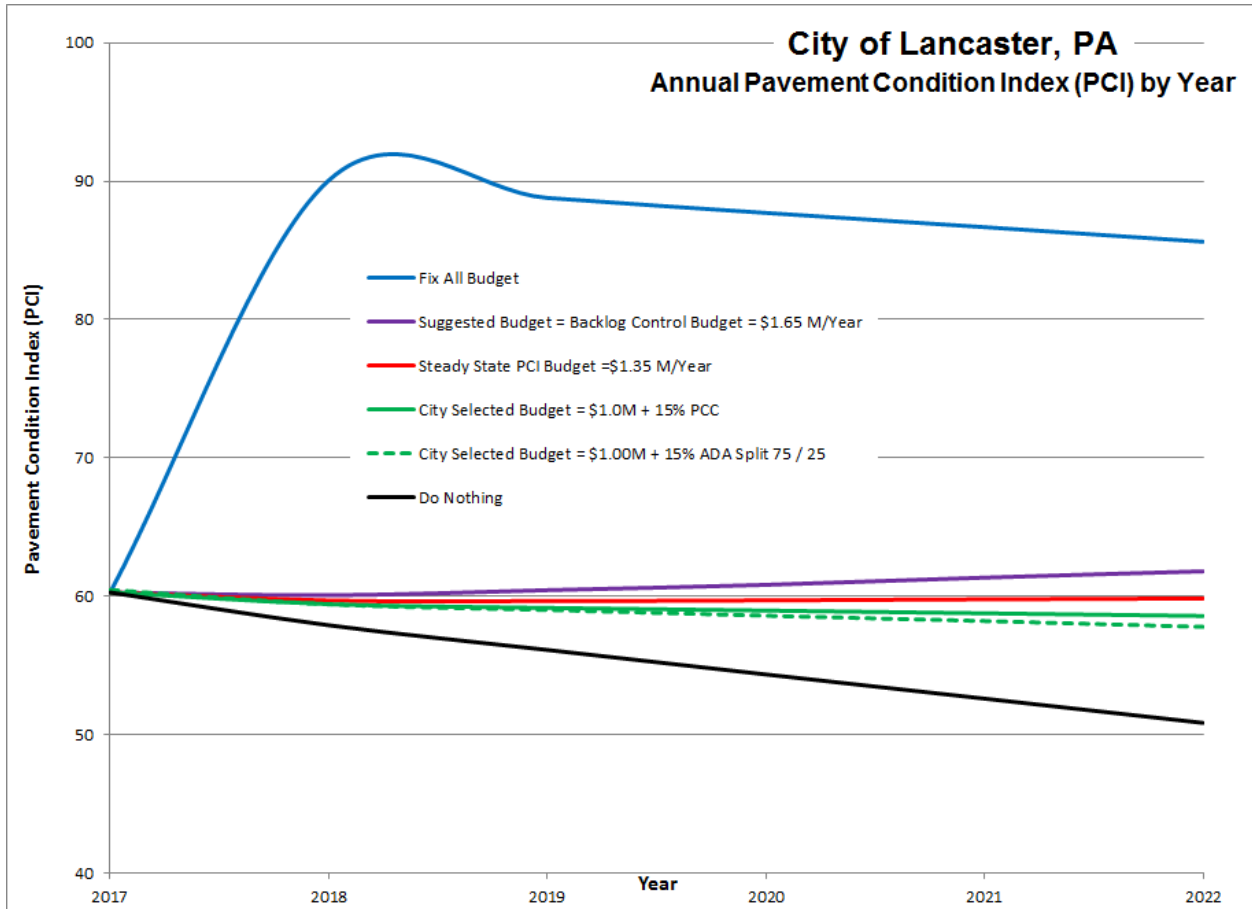
**Figure 20** presents the resultant network backlog against annual budget. Similar to Figure 20, but instead of plotting the average PCI score, the blue diagonal line represents the total backlog after 5 years (the lower the backlog the better, with an ideal target of 12% recommended, and 15% acting as the control limit). The budget that would maintain the current backlog at fifteen percent (15%) is \$1.65M per year (shown in Purple) and the steady state PCI of \$1.35M budget would raise the backlog to 18%.

The City's selected budget at \$1.0M + 15% ADA rehabilitation will increase the backlog to 19% in a matter of 5 years. A budget of \$1.0M/year is selected by splitting 15% to be committed to backlog and designated funding towards ADA rehabilitation.



**Figure 20 – 5 Year Post Rehab Network Backlog Results**

**Figure 21** presents the analysis results on an annual basis. This shows that if the budget falls below \$1.35M per year, over time the overall condition of the roads will deteriorate as the backlog increases. It is recommended to select a pavement management program that does not continue to let the infrastructure fail or the City will be paying more to maintain the system.



**Figure 21 – 5 Year Annual PCI**

### 3.4 LANCASTER COMPARISON TO OTHER AGENCIES

The following table presents the steady state versus actual funding levels of various agencies that use similar reporting and analysis software. The list is by no means representing all agencies that use a pavement management system, but rather is a sampling of what other agencies are doing.

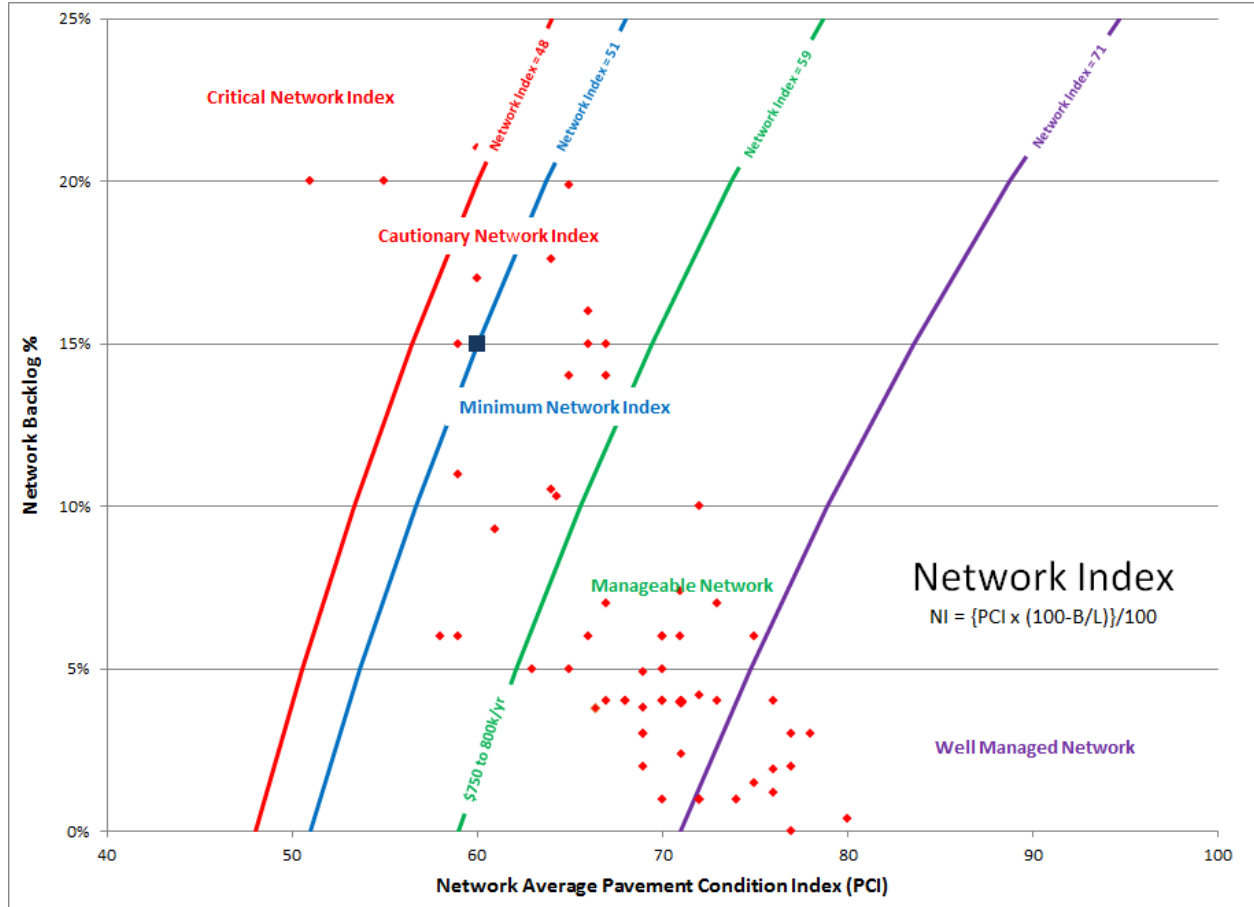
Agency Comparison												
Agency	State	Year	Mileage (mi)	PCI	Backlog	Controlling Budget (\$/M/yr)	Controlling Budget Rate (\$/mi)	Actual Funding (\$/M/yr)	Actual Funding Rate (\$/mi)	Funding Ratio %	Network Index	Comments
Agency CB	CA	2016	344	80	0.4%	3.00	9,000	3.50	10,000	111	80	Fully funded
Agency FW	WA	2015	229	78	3%	0.80	3,000	0.80	3,000	100	76	Fully funded, excellent backlog
Agency BH	CA	2016	107	77	3%	2.70	25,000	3.50	33,000	132	75	Fully funded, excellent backlog
Agency EA	CO	2015	39	77	0%	0.70	18,000	0.20	5,000	28	77	Underfunded but solid backlog
Agency E	TX	2014	128	77	2%	2.50	20,000	2.50	20,000	100	75	Fully funded, excellent backlog
Agency K	TX	2016	196	76	5%	1.35	7,000	1.50	8,000	114	72	Low Backlog, solid PCI
Agency MF	OR	2016	274	76	2%	1.50	5,000	1.90	7,000	140	75	very low backlog
Agency B	SD	2014	40	76	4%	0.35	9,000	0.35	9,000	100	73	Fully funded
Agency P	TX	2014	381	75	2%	3.75	10,000	0.43	1,000	10	74	Underfunded, but solid backlog
Agency MI	WA	2016	84	75	6%	1.25	15,000	1.25	15,000	100	71	Good PCI and Backlog, funding constant
Agency GI	NE	2013	284	74	1%	2.50	9,000	3.00	11,000	122	73	Fully funded
Agency GP	TX	2016	216	73	4%	1.35	6,000	3.50	16,000	267	70	Well funded, excellent PCI and low backlog
Agency FT	CA	2015	504	73	7%	7.25	14,000	5.00	10,000	71	68	Slightly underfunded, low backlog
Agency BR	MO	2016	87	72	1%	0.88	10,000	1.34	15,000	115	71	Well funded, solid PCI, excellent backlog
Agency S	AZ	2015	896	72	1%	8.00	9,000	9.40	10,000	111	71	Well funded, looking to improve
Agency ST	WA	2015	75	72	1%	0.95	12,700	1.00	13,300	105	71	Fully funded, solid PCI, low backlog
Agency GI	AZ	2014	905	72	4%	7.50	8,000	2.83	3,000	38	69	Underfunded, but solid backlog
Agency SV	WA	2015	436	72	10%	7.50	17,000	3.08	7,000	41	65	Underfunded - looking for alternate funding
Agency PO	ID	2016	247	71	2%	1.10	4,000	1.00	4,000	100	69	Fully funded, excellent backlog
Agency CC	MO	2016	82	71	4%	0.90	11,000	1.45	18,000	164	68	Good PCI and Excellent Backlog
Agency PO	WA	2016	66	71	6%	1.40	21,000	0.50	8,000	38	67	Good PCI and Backlog, funding levels under review
Agency SS	GA	2015	297	71	7%	4.25	14,000	3.10	10,000	71	66	Slightly underfunded, increasing backlog
Agency FS	CO	2014	60	70	1%	0.63	10,000	0.20	3,000	30	69	Underfunded, but solid backlog and PCI
Agency BA	OK	2016	509	70	4%	4.40	9,000	6.75	13,000	144	67	Fully funded, excellent backlog
Agency POR	WA	2016	59	70	6%	1.42	24,000	0.50	8,000	33	66	underfunded and very solid backlog
Agency SF	SD	2015	772	70	4%	16.00	21,000	13.90	18,000	86	67	Slightly underfunded, solid backlog and PCI
Agency PS	GA	2016	71	70	5%	0.75	11,000	1.00	14,000	127	67	Fully funded, solid PCI, low backlog
Agency BH	WA	2016	302	70	6%	2.75	9,000	2.75	9,000	100	66	Solid backlog and PCI, funding under review
Agency H	TX	2015	155	69	2%	1.53	10,000	1.00	6,000	60	68	Underfunded, solid backlog and PCI
Agency LY	CO	2016	114	69	3%	1.30	11,000	0.65	6,000	55	67	Underfunded, but solid backlog and PCI
Agency DM	WA	2016	91	69	3%	1.20	13,000	1.10	12,000	92	67	Under funded, Solid PCI, excellent backlog
Agency MD	SD	2014	353	69	4%	4.00	11,000	4.00	11,000	100	66	Fully funded, solid backlog and PCI
Agency LAC	NM	2016	102	69	5%	1.70	17,000	3.95	39,000	229	66	Fully Funded
Agency LW	WA	2016	95	68	4%	1.50	16,000	0.75	8,000	50	65	Solid backlog and PCI, funding under review
Agency LYN	WA	2016	95	68	4%	1.40	15,000	2.65	28,000	187	65	Solid backlog and PCI
Agency RC	OK	2015	156	67	4%	1.40	9,000	1.40	9,000	100	64	Fully funded
Agency P	WA	2015	24	67	7%	0.28	11,000	0.50	21,000	191	62	Well funded, solid backlog and PCI
Agency SB	CA	2016	42	67	14%	0.80	19,000	0.50	12,000	63	58	Under funded, solid PCI, working to control Backlog
Agency BI	WA	2014	140	67	15%	1.50	11,000	0.60	4,000	36	57	Backlog a concern, Underfunded
Agency BH	GA	2016	120	66	16%	1.25	10,000	4.00	33,000	330	55	Fully funded, Solid PCI
Agency B	OK	2015	121	66	6%	0.95	8,000	0.95	8,000	100	62	Fully funded
Agency L	CO	2014	160	66	15%	2.30	14,000	2.30	14,000	100	56	Backlog a concern
Agency D	GA	2013	147	66	23%	3.00	20,000	2.00	14,000	70	51	Underfunded, increasing backlog
Agency GL	AZ	2015	747	65	5%	15.50	21,000	8.00	11,000	52	62	Underfunded, but solid backlog
Agency LC	NM	2016	468	65	14%	2.85	6,000	4.00	9,000	150	56	increasing backlog,
Agency DN	TX	2016	426	65	20%	10.50	25,000	6.67	16,000	64	52	Backlog a concern, Underfunded
Agency FC	GA	2015	162	64	10%	2.25	14,000	2.38	15,000	107	58	Fully funded, working to control backlog
Agency LO	CO	2016	105	64	11%	1.85	18,000	1.35	13,000	72	57	Well Funded, working to increase PCI and decrease backlog
Agency CN	CO	2016	431	64	18%	5.00	12,000	5.00	12,000	100	53	Good OCI, high backlog
Agency PTC	GA	2015	111	63	5%	1.40	13,000	1.50	14,000	108	60	Fully funded, low backlog
Agency O	CA	2014	410	61	9%	7.50	18,000	5.10	12,000	67	55	Underfunded
Agency L	PA	2016	101	60	15%	1.65	16,000	1.00	10,000	63	51	Slightly underfunded, increasing backlog
Agency LB	CA	2014	786	60	21%	30.90	39,000	14.80	19,000	49	47	Severely Underfunded, High Backlog
Agency K	MO	2016	100	59	15%	1.80	18,000	1.00	10,000	56	50	backlog concern
Agency M	GA	2016	206	59	6%	2.20	11,000	2.05	10,000	91	55	Underfunded, very solid backlog
Agency T	WA	2016	746	59	11%	28.50	38,000	17.60	24,000	63	53	BL Control, underfunded, sharp B/L increase expected
Agency NG	CO	2016	106	58	6%	1.80	17,000	2.10	20,000	118	55	solid backlog
Agency FM	CO	2016	54	55	20%	1.65	30,000	2.48	46,000	153	44	increasing backlog
Agency CB	TX	2015	179	51	20%	2.00	11,000	1.00	6,000	55	41	Underfunded, concerning backlog

Average: 15,500

In comparison to other agencies, Lancaster's controlling budget requirement of approximately \$16,000/mile is above the sample average of \$15,500. This is consistent with pavement network below an average PCI of 60. At the current network average condition the city has to rely on more costly rehabilitation activities.

**Figure 22** illustrates the overall network health of various agencies by developing a relative scoring system (Network Index) that compares the Network average PCI and the agency's Backlog (Very Poor and Poor roadways). An agency with a PCI of 100 and no backlog would score a perfect Network Index of 100. A very well managed network would score above 71, while one in healthy condition would fall between 58 and 71, representing a PCI score of 65 with no more than 10% backlog up to a PCI of 75 with only 5% backlog. The minimum target Network Index is 51 representing a PCI of 60 with 15% backlog.

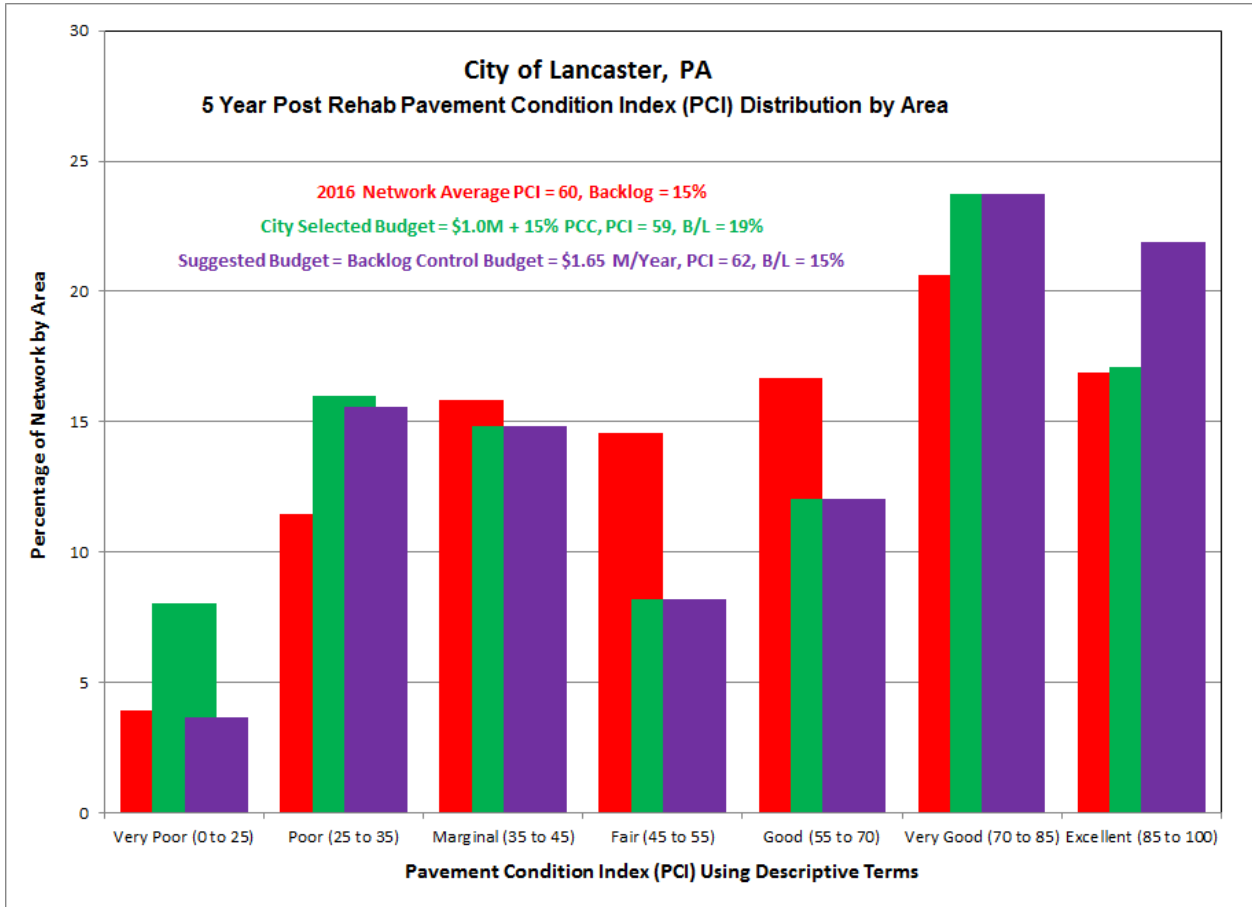
Lancaster's current Network Index is 51 placing it at the lower end of the Minimum Target Zone (shown as the blue square) and at the cusp of falling into the cautionary network index category.



**Figure 22 – Network Index Comparison**

**3.5 SELECTION SUMMARY AND POST REHABILITATION CONDITION**

The following figure (**Figure 23**) compares the current network condition distribution against what the five-year post rehabilitation distribution would be at a budget of \$1.0M/ year + 15% ADA and at \$1.65 M/year. As can be seen in the plot, two out of three metrics of qualitative assessment are met at the suggested budget level.



**Figure 23 – Five-Year Post Rehabilitation Condition Distribution**

Figure 24, 25 and 26 present the network rehabilitation plan by year and activity, as well as post PCI how the network condition would appear on a segment by segment basis. Electronic versions of these maps are appended to this report.

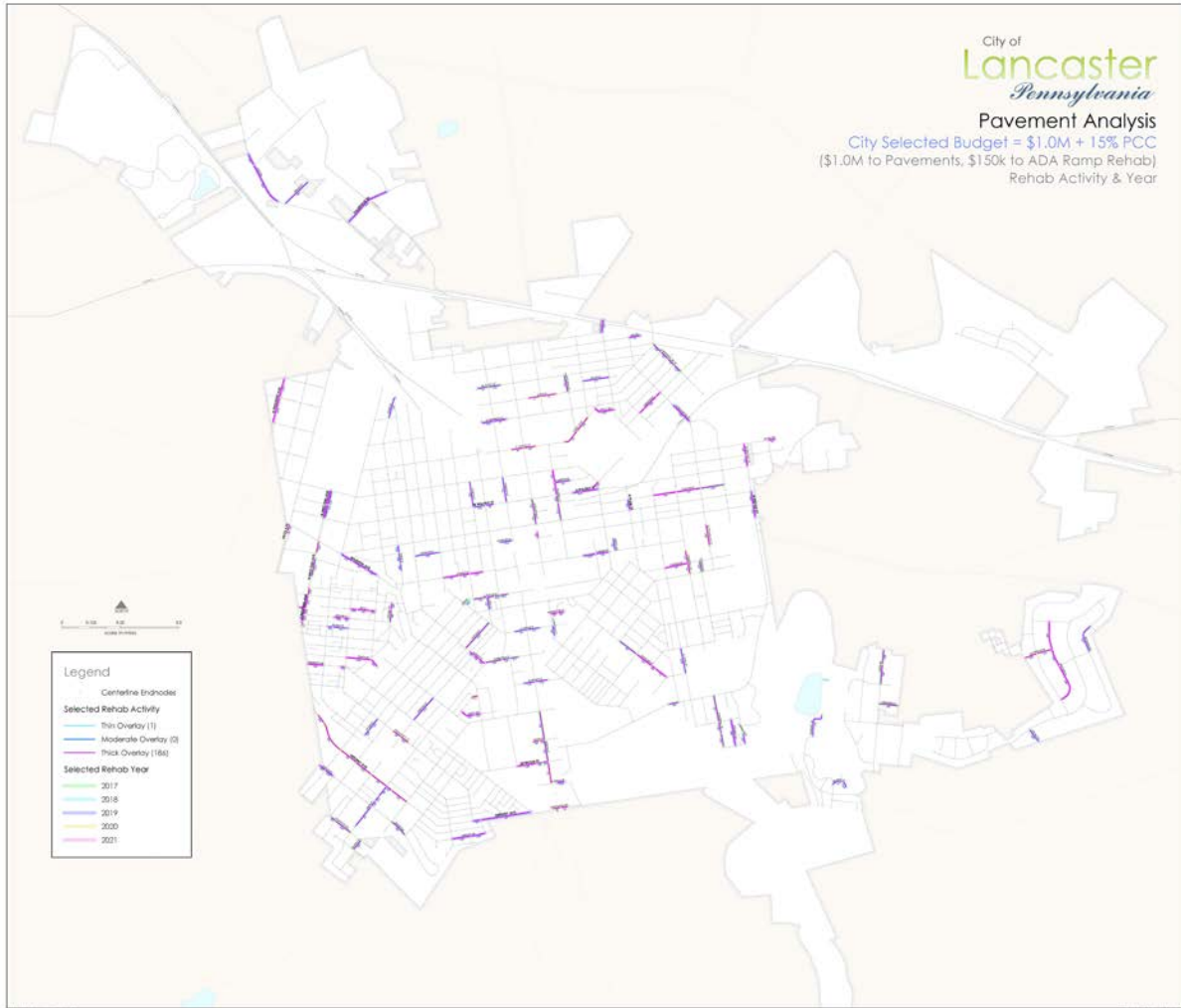


Figure 24 – \$1.0M + 15%Year Rehabilitation by Activity and Year

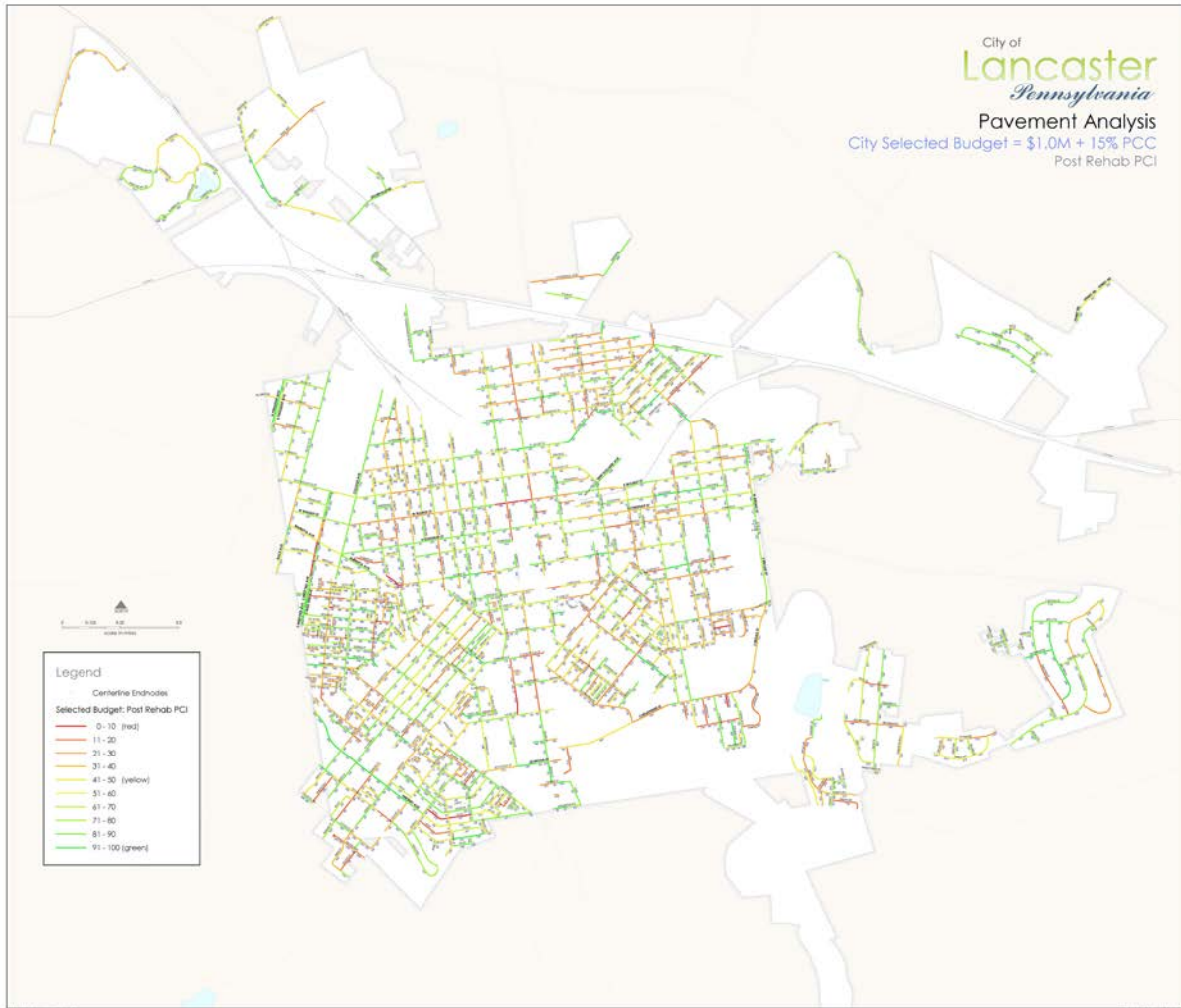


Figure 25 – \$1.0M + 15%/year Post Rehabilitation PCI Plan

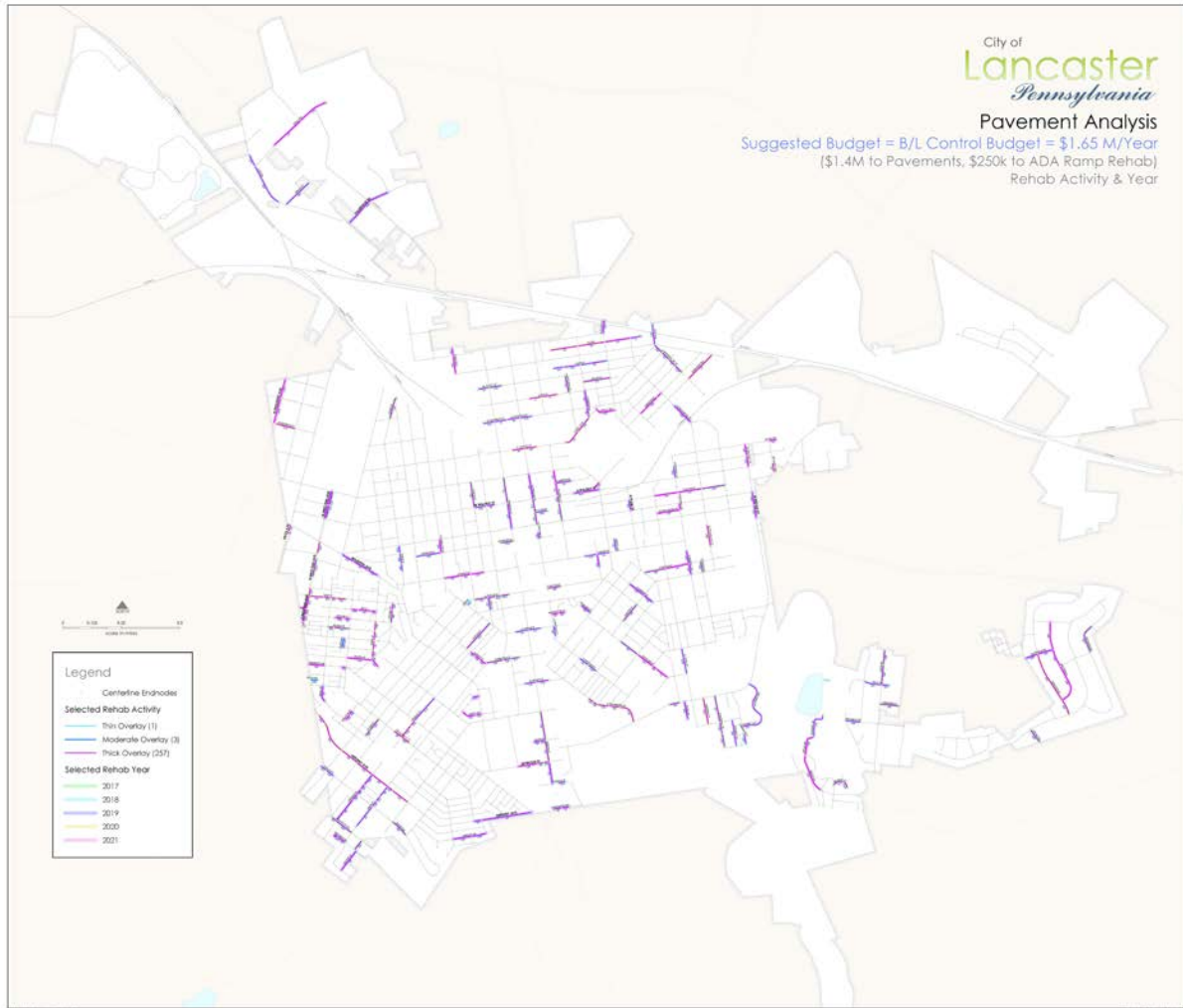


Figure 26 – \$1.65M /year Rehabilitation Rehab Plan

### 3.6 NETWORK RECOMMENDATIONS AND COMMENTS

The following recommendations are presented to Lancaster as an output from the pavement analysis, and must be read in conjunction with the attached reports.

1. Lancaster should adopt a policy which will raise the existing PCI to greater than or equal to 60 and control the growth of the backlog, keeping it less than or equal to 15%.

**The City's selected budget \$1.0M + 15% that includes ADA rehabilitation would lower the average network PCI to a 59 and increase the backlog to 19%.**

**Alternatively, the recommended budget of \$1.65M would raise the average network PCI to a 62 and maintain the backlog at 15%.**

2. The full suite of proposed rehabilitation strategies and unit rates should be reviewed annually as these can have considerable effects on the final program. Also, a more in-depth functional class review is recommended to fine tune the updated functional classifications.
3. All unit rates include a 20% burden in addition to their actual construction cost to cover traffic control, miscellaneous activities, and inspection. The unit rates have minimal funding for ADA compliance and sidewalk rehabilitation as these are assumed to be funded separately.
4. All costs are in constant 2016 dollars. No allowances have been made for inflation or fluctuations in rehabilitation costs.
5. No allowance has been made for network growth or conversion of gravel roadways to pavement. As the city expands or increases the amount of paved roads, increased budgets will be required.
6. No allowance has been made for routine maintenance activities such as asphalt crack sealing, sweeping, striping or patching within the budget runs and analysis. These costs are assumed to be outside the pavement management costs.
7. The city should resurvey their streets every few years to update the condition data and rehabilitation program.

**Appendix A**

**Street Inventory and Condition Summary**

**Appendix B**

**\$1.0M + 15% PCC/year Rehabilitation Plans by Segment**

**Appendix C**

**\$1.0M + 15% PCC/year Rehabilitation Plans by Year**

**LANCASTER COUNTY DRUG AND ALCOHOL COMMISSION  
TREATMENT NEEDS ASSESSMENT**

**APRIL 2018**

**Submitted by,  
Rick Kastner  
Executive Director**

**Objective 1: Estimate of Prevalence of Substance Use Disorder**

Table 1 Treatment Needs Assessment

Estimate of the Prevalence of Substance Abuse Disorders (Dependence or Abuse) of Illicit Drugs or Alcohol

SCA	Total 2016 Population	Age 12+		Age 12-17		Age 18-25		Age 18+		Age 26+	
		Population	Prevalence (Rate=7.44%)	Population	Prevalence (Rate=3.55%)	Population	Prevalence (Rate=16.61%)	Population	Prevalence (Rate=7.80%)	Population	Prevalence (Rate=6.42%)
Lancaster	538,500	453,070	33,708	42,994	1,526	92,683	15,395	410,076	31,986	353,736	22,710

Table 2 Special Needs Populations

Admissions in Categories of Interest SFY 16-17							
WITS							
SCA	Total Admissions	Co-Occurring SA/MH Admissions	Percent	Medication Assisted Tx Admissions	Percent	Women With Children Facility Admissions	Percent
Lancaster	985	2	0.2%	49	5.0%	0	0.0%

Table One indicates approximately 33,708 people in Lancaster County have a substance abuse disorder. When the data from other sources are added, another 10,000 citizens would be added to this prevalence estimate, for a total of 43,708 addicts and alcoholics in Lancaster County. If 10% of this population admitted to having a substance use problem, then 4,371 people would be seeking treatment at any given time. Since Lancaster County has a population over half a million people, and is the sixth largest county in the state, these prevalence numbers appear reasonable.

The sources of information used in the Lancaster SCA's needs assessments and planning documents include:

1. Lancaster Student Assistance/SAP data
2. HealthChoices and Medicaid data
3. Measure Up Lancaster Report
4. Pa Youth Survey Report
5. Lancaster County Health Data Report
6. Impact Report on Homelessness
7. Pa State Data Center
8. CASSP information
9. Re-entry Management Organization/RMO
10. CJAB Strategic Plan
11. Lancaster SCA data system
12. Lancaster County Joining Forces Strategic Plan; Note: A major resource of info/data, with the Lancaster SCA's active involvement with Joining Forces
13. Youth Intervention Center/YIC data
14. Various Newspaper Articles
15. Mayor's Task Force Against Opioid Addiction
16. D&A Treatment Focus Group
17. D&A Treatment Provider Meetings
18. HealthChoices Consumer Satisfaction Services
19. South Central Pa Opioid Awareness Coalition

The Lancaster SCA staff are involved with over 30 committees, task forces, and boards, keeping the office engaged with many community groups and local data/trends.

**Objective 2: Emerging Substance Use Problems:**

As is the case throughout the state and nation, opioid use and overdoses have been on the rise in Lancaster for the past few years. With the purity of the drug, many more overdoses and deaths are occurring. Data indicates that 60 people died of an overdose in Lancaster County in 2013, 80 died in 2015, 117 in 2016, and 168 died in 2017, many of which was caused by opioids. Young people are also getting involved with K-2 and synthetic drugs, finding creative ways to abuse these drugs and having unpredictable behaviors as a result.

Another emerging trend, which is good news for the Lancaster SCA Commission, is the surplus of SCA treatment dollars, as Medicaid expansion provides substance abuse treatment for many of the former SCA clients. This has created a surplus in the Lancaster SCA treatment budget, which has occurred only once before in the history of the agency. The SCA is moving into areas that have not been adequately funded in the past, such as hiring Recovery Support Specialists/Peer Support Specialists, hiring Vivitrol Coordinators, organizing community groups, and additional education/prevention services for young people.

With the increase in people accessing treatment, there are occasional waiting lists for detox and residential rehab placements. There is a need for additional facilities, along with hiring qualified and trained staff. It will take several years for the D&A field to fully resolve the workforce issue. The greatest treatment need in Lancaster County is a larger detox unit, that can serve both men and women.

The Lancaster County D&A Commission has been an active participant and leader in the Joining Forces coalition, which recently published the Strategic Plan, April 2018. Some of the more compelling statistics from the Plan include:

- Opioid related deaths in the U.S. increased 500% per capita between 1999 and 2016
- Since the late 1990's, there has been a dramatic increase in the prescribing of opioids for chronic, noncancer pain
- Drug overdose is now the leading cause of unintentional injury death in the U.S., and is the leading cause of death among people under age 50
- CDC 2016 reports that there were 63,600 total drug related overdose deaths in the U.S.
- Since 1999, opioid overdose deaths have occurred most often in people 25 to 54 years old
- In 2016, Pa. is currently ranked fourth highest in the nation in the rate of deaths due to drug overdose
- In 2016, the rate of drug related overdose deaths in Lancaster County was ranked the 47 th highest in the state
- In Lancaster, the number of drug related overdose deaths increased 45% from 2015 to 2016
- From 2014 to 2017, the number of drug related overdose deaths has increased 180% in Lancaster County
- Of all drug related overdose deaths in 2016 in Lancaster, about 53% involved heroin, and 40% involved fentanyl

The Lancaster County SCA participated in the STAR data system, but always operated its own data system, that was receiving information from STAR. Therefore, when STAR was discontinued across the state, the Lancaster SCA continued its internal collection of data and information, and continued creating an annual report. Pertinent information from the 2014-15 Lancaster SCA annual report and data system include:

## Clients Funded by Lancaster SCA F.Y. 2016-17

Referral Source	Number of Clients	Percent
Self	375	19.43
D&A Provider	292	15.13
Court/Criminal Justice	900	46.63
Family/Friend	39	2.02
Hospital/Physician	37	1.92
Community Service Provider	110	5.7
Other Voluntary	118	6.11
Other Involuntary	42	2.17
Employer/EAP	3	≤1
School/SAP	9	≤1
Clergy/Faith leader	5	≤1

Primary Substance of Abuse	Number of Clients	Percent
Alcohol	657	34.2
Cocaine/Crack	76	3.96
Marijuana/Hashish	301	15.67
Heroin	677	35.24
Other Opiate/Synthetics	103	5.36
Methamphetamine	69	3.59

Sex	Number of Clients	Percent
Male	1,496	77.51
Female	434	22.49

Race	Number of Clients	Percent
White	1,317	68.24
Black	181	9.38
Asian/ Pacific Islander	12	≤1
Alaskan Native	1	≤1
Native American	1	≤1
Other	35	1.82
Unknown	148	7.67

Age Range	Number of Clients	Percent
18 and under	16	≤1
19 to 24 years	340	17.62
25 to 39 years	1,020	52.85
40 to 64 years	529	27.41
65 and above	25	1.29

Special Population	Number of Clients	Percent
Pregnant women	0	0
Women with Dependent Children	143	7.17

Objective 3: **Trends Impacting the SCA:**

TABLE 3: TRENDS IMPACTING THE SCA					
Aging Population		Increase in Overdose Deaths	X	Other (please explain)	
Drug Court Implementation		Prescription Drug Abuse/Addiction			
DUIs		Synthetic Drug Use (bath salts, K2, etc.)	X		
Growth of Latino Population		Workforce Issues	X		
Heroin Use	X	Underage Alcohol Use			
High Unemployment Rate		Underage Drug Use			

Table 3 is completed. The Lancaster SCA continues to be an active member of Drug Court team, and places clients with HealthChoices and SCA funding. The SCA assisted the courts in establishing the Lancaster Drug Court more than nine years ago, and assigns an SCA case manager to the team. The SCA also places clients directly from the Lancaster Prison, through the prison Pre Parole unit, using Medicaid and SCA dollars. Placements from the Lancaster County prison have occurred for the past eight years. SCA dollars are used to fund the placements while the Medicaid application is being processed.

The greatest impact on the SCA is the opioid epidemic, with many people seeking treatment, and overdoses and deaths occurring. This is a local, state, and national trend. Thanks to the expansion of Medicaid, many of these clients have access to D&A treatment. The Lancaster SCA also supported the creation of Bupe Coordinators in 2010, providing support and recovery services to clients on suboxone.

Bath salts and K2 use among young people is a trend in Lancaster County. The unpredictable and dangerous behavior created by these drugs make it a very potent addiction.

The best news for SCA's in the past 20 years is the expansion of Medicaid/Medical Assistance coverage for low income citizens. Now that many more patients are having mental health, physical health, and substance use disorder services covered by Medicaid HealthChoices, SCA treatment funding can be used on other client services.

- Heroin use is on the rise, and many more clients are dying from overdoses due to the purity of the drug and other substances, such as fentanyl, being added to the heroin.
- There has been an increase in the use of non-professional recovery support, such as recovery houses. Thanks to a HealthChoices initiative, there are now eleven CABHC-approved recovery house facilities in Lancaster County.
- The following chart shows trends in Lancaster SCA clients' primary substance of abuse over the past ten years. Since Medicaid pays for many of the clients, especially opioid addicted clients, the downward trend in heroin only means that the SCA is not paying for as many of the heroin clients.

The primary substance of abuse is indicating a downward trend for opioid addiction, as compared to alcohol, in the below chart. This is a funding trend, and not a trend in primary substance of abuse. Many of the opioid addicts are now immediately covered by Medicaid, and therefore HealthChoices pays for the treatment, not the Lancaster SCA. Medicaid in Lancaster County pays for over \$18.5 million of D&A treatment each year, as compared to the \$2 million from the Lancaster SCA. This has allowed the Lancaster SCA to place additional resources in the hiring of Recovery Support Specialists at the RASE non0-profit agency.

Since Medicaid/Medical Assistance is funding a large number of the low income population in Lancaster County, with over 85,000 Medicaid covered lives in the county, the SCA client population continues to decrease, as the bar graph indicates from a few years ago. This allows the SCA dollars to be used for recovery support services, such as the hiring of Recovery Support Specialists at RASE.



Objective 4: **Demand For Treatment:**

Table 4: SCA Pattern of Referrals

SCA Pattern of Referrals	Clergy/ Religious	Prcnt	Court/ Criminal Justice	Prcnt	D&A Abuse Care Provider	Prcnt	Employer/ EAP	Prcnt	Family/ Friend	Prcnt	Hospital/ Physician	Prcnt	Other Comm. Agency	Prcnt
Lancaster	1	0.1%	367	42.6%	62	7.2%	0	0.0%	6	0.7%	25	2.9%	38	4.4%

Other Non- Voluntary	Prcnt	Other Voluntary	Prcnt	PDMP	Prcnt	SCA	Prcnt	School/ SAP	Prcnt	Self	Prcnt	Unknown	Prcnt	Total Unique Clients	Unique Juvenile Clients	Pct
3	0.3%	5	0.6%	0	0.0%	294	34.1%	2	0.2%	46	5.3%	13	1.5%	862	6	0.7%

Table 5: 2016-17 Clients Not Referred by A Provider Criminal Justice/Non-voluntary Proportion

<b>Clients Not Referred by a Provider (CJ / Non-Voluntary Proportion)</b>			
SCA	Crim. Justice / Non-Voluntary Client Count	Total Unique Clients	Percent
Lancaster	370	862	42.9%

Table 6: Number of Admissions by Modality

Modality	Lancaster Admissions	Percent
810-Intake, Evaluation, and Referral	47	4.8%
821-Adolescent Inpatient Non-Hospital Detoxification (III.5D)	0	0.0%
821-Inpatient Non-Hospital Detoxification (3A)	289	29.3%
823-Adolescent Inpatient Non-Hospital Drug-free (III.5)	2	0.2%
823-Adolescent Inpatient Non-Hospital Drug-free (III.7)	0	0.0%
823-Halfway House (2B)	9	0.9%
823-Inpatient Non-Hospital Drug-free (3B)	81	8.2%
823-Inpatient Non-Hospital Drug-free (3C)	10	1.0%
831-Adolescent Inpatient Hospital Detoxification (IV)	0	0.0%
831-Inpatient Hospital Detoxification (4A)	3	0.3%
833-Inpatient Hospital Drug-free (4B)	1	0.1%
853-Adolescent Partial Hospitalization Drug-free (II.5)	0	0.0%
853-Partial Hospitalization Drug-free (2A)	5	0.5%
861-Intensive Outpatient Detoxification (1B)	0	0.0%
862-Adolescent Intensive Outpatient Maintenance (II.1)	0	0.0%
862-Adolescent Outpatient Maintenance (I)	0	0.0%
862-Intensive Outpatient Maintenance (1B)	0	0.0%
862-Outpatient Maintenance (1A)	0	0.0%
863-Adolescent Intensive Outpatient Drug-free (II.1)	2	0.2%
863-Adolescent Outpatient Drug-free (I)	2	0.2%
863-Intensive Outpatient Drug-free (1B)	93	9.4%
863-Outpatient Drug-free (1A)	441	44.8%
864-Adolescent Intensive Outpatient Other Chemotherapy (II.1)	0	0.0%
864-Intensive Outpatient Other Chemotherapy (1B)	0	0.0%
864-Outpatient Other Chemotherapy (1A)	0	0.0%
<b>SCA Total</b>	<b>985</b>	

Table 7: Adult Admissions by Substance

<b>Modality</b>	<b>Lancaster Admissions</b>	<b>Percent</b>
Alcohol	321	32.8%
Barbiturates	0	0.0%
Benzodiazepines	10	1.0%
Cocaine/Crack	37	3.8%
Hallucinogens	3	0.3%
Heroin	399	40.8%
Inhalants	0	0.0%
Marijuana/Hashish	111	11.3%
Methadone	1	0.1%
Methamphetamine/Speed	27	2.8%
None	2	0.2%
Other Amphetamines	3	0.3%
Other Drugs	2	0.2%
Other Opiates And Synthetics	56	5.7%
Other Sedatives or Hypnotics	3	0.3%
Other Stimulants	1	0.1%
Other Tranquilizers	0	0.0%
Over-The-Counter Medications	1	0.1%
PCP	1	0.1%
Unknown	0	0.0%
<b>SCA Total</b>	<b>978</b>	

Table 4 and Table 5 identifies 62% of the referrals into the Lancaster SCA treatment system being referred by the courts and criminal justice system. This is consistent data from previous years, and has always been a high percentage in Lancaster, as compared to the percentage statewide. Since the Lancaster D&A Commission has an open system, which allows any person or any agency to refer clients directly into treatment for an evaluation, the courts and probation and parole have historically referred clients into treatment. Since the courts provide oversight and accountability with their clients, this pattern is viewed as a positive and supportive feature of the Lancaster D&A treatment system. Between the courts monitoring, and the treatment provider therapy, a person can find long term recovery in Lancaster County. And if relapse occurs, the courts and treatment programs usually support a greater level of D&A treatment.

The Lancaster SCA staff have been downsized over the past eight years, with cuts from the state and federal allocations. The office went from 14 employees, down to nine. Since the treatment system is designed for direct referral by anyone seeking services, the SCA encourages people to directly call the detox call center or outpatient clinics. Therefore, referrals by the Lancaster SCA are lower than the statewide average.

The Lancaster SCA contracts with eleven licensed outpatient clinics, at fifteen locations. Clients enter the Lancaster D&A treatment system by either being screened and admitted to detox, or by scheduling an appointment with an outpatient clinic for a level of care determination and an evaluation. There are no roadblocks or hurdles to jump in order to access Lancaster SCA treatment. It is direct access into treatment.

With a large number of outpatient clinics to choose from, delays in accessing an assessment within seven days, or accessing treatment within two weeks, is not very common in Lancaster. A recent barrier is that some of the detox units and residential programs have waiting lists, since many more clients are accessing treatment with Medicaid expansion. Delays are occurring because treatment beds are not available, or the client refuses the treatment, not because the Lancaster SCA could not respond to the assessment or funding request. This has become a statewide issue, and it will take time for the field to increase capacity.

Table 6 identifies most SCA clients receiving detox, residential rehab, or outpatient services. These numbers appear to be accurate when compared to the Lancaster SCA data system. Table 6 identifies category 900, Adult Non Treatment Services, with 2,208 admissions. This category and number of admissions is unknown to the SCA, and appears to be an error.

Table 7a and 7b identify service by primary substance of abuse. These amounts include clients that were both funded, and not funded, by the Lancaster SCA. Therefore, the percentages for Heroin abuse and other Opiates categories is low, compared to looking at the data for clients that were funded by the Lancaster SCA. Forty nine percent of the Lancaster SCA funded clients were admitted for heroin and other opiates addiction.

The Lancaster County SCA has been addressing the opioid epidemic for many years. It has been a very popular drug of choice in Lancaster for decades, and more recently became the primary drug for admissions into treatment, exceeding alcohol. The following is a list of projects, either current or in the process of being created, which the Lancaster SCA initiated with HealthChoices or SCA funding:

- A. Buprenorphine/ Bupe Coordinators at RASE.
- B. Vivitrol Coordinators at RASE.
- C. Created ten recovery houses operated by non- profit agencies.
- D. Six Recovery Support Specialists at RASE.
- E. Latino halfway house.
- F. Warm hand off services in all four county hospitals.
- G. Co-occurring outpatient clinic in the town of Columbia.
- H. Provides more than 18 million dollars of D&A treatment in Lancaster using Medicaid dollars.
- I. Placed more than 200 clients each year from the county prison into D&A rehab.
- J. Local methadone clinic increased its licensed capacity to 750 patients.
- K. D&A drop in center at RASE.
- L. A second men's halfway house owned by Gatehouse.
- M. Additional detox beds. In process.
- N. Official prison door to door project implementation.
- O. Creation of the Lancaster D&A Recovery Alliance.
- P. Vivitrol project at the prison.
- Q. D&A mobile assessments.
- R. Community outreach worker at Compass Mark.

The most critical areas of need, which new resources are needed include:

1. Additional detox beds.
2. Additional qualified and trained staff in the D&A field.
3. Additional evidence based prevention programs and services.

Objective 5: **System Barriers:**

TABLE 8: SYSTEM BARRIERS					
Funding Issues		Lack of Safe/Affordable Housing		Other (please explain)	
Health Insurance		MA Eligibility			
Lack of Childcare		Poor Stakeholder Collaboration			
Lack of MAT availability		Stigma	X		
Lack of Recovery Supports		Transportation			
Lack of Treatment Providers	X	Workforce Issues	X		

The recent expansion of Medicaid has been a two edge sword. The good news is that more people have health care coverage, which includes mental health and substance use disorder treatment. This has taken the pressure off of the Lancaster SCA treatment budget, and has created a surplus, which will be used for underfunded programs and new services. The bad news is that it has created a waiting list in many detox and rehab facilities, since many more clients have access to treatment. Clients are either waiting to get into a facility, or they are forced to enter a program that is located far from their home, making family participation and aftercare services more challenging.

The HealthChoices reinvestment project, known as the Cap Five, or CABHC, has been expanding programs in the past few years. Common Ground is scheduled to increase its detox beds, and a start- up grant for additional detox beds will soon be released. Also, a new Latino halfway house is being developed, along with another halfway house for non- Spanish speaking clients. Many recovery houses have been created using start up grants from CABHC, five of which were created in Lancaster. Many other CABHC initiated services are being created, which are identified earlier in this report. The Lancaster SCA is also developing additional residential contracts with facilities in the state, to give the client more options, if waiting lists occur.

It will take a few years for the D&A field to expand the residential facilities, to meet all of the demand facing the state. Facilities need to be built or expanded, staff must be hired and trained, start-up dollars need to be available, etc. Workforce issues are occurring, since the typical salary in the D&A field is on the low end of the scale, and the work can be very challenging and frustrating. The Lancaster D&A Commission pays the outpatient clinics \$30 per hour, per employee, when the employee is attending a training for certification credits. Since the employee or counselor is attending the training, and not seeing clients which generates income, the D&A Commission provides this "stipend" to encourage staff training and increased skills.

Stigma is a never ending battle of the recovering person. This will continue for decades, but progress has been recently made. The Lancaster SCA has been involved with the creation of the Lancaster Recovery Alliance, which is a coalition of programs and people in recovery. This Alliance is becoming very large and active in Lancaster, and is addressing the public stigma of addiction.

Objective 6: **Assets and Resources:**

TABLE 9: ASSETS/RESOURCES AVAILABLE IN COUNTY OR REGION					
ACA Implementation	X	Other Grants (please explain)		Other (please explain)	
CAO Collaboration	X				
Experienced Staff	X				
HealthChoices MCO	X				
MAT Providers	X				
Mental Health Providers					
Non-DDAP Funding	X				
Non-Hospital Rehab Availability					
PCCD Grant					
Recovery Houses	X				
Recovery Supports	X				
SBIRT Utilization					
Stakeholder Involvement	X				
Systems of Care County					
VA Facility					

Lancaster has a history of human service assets, especially in the substance use disorder field. In the past 15 years, many programs have been created using Medicaid HealthChoices funding. Since Lancaster County partnered with the counties of Dauphin, Lebanon, Cumberland, and Perry, known as the Cap Five, this coalition of counties own and operate the HealthChoices project in this region. The Cap Five HealthChoices project currently has 211,000 MA members, with a gross budget of \$230 million dollars per year.

The ACA implementation increased the HealthChoices membership by more than 36,000 members; the HealthChoices MCO PerformCare works for the Cap Five; recovery houses have been created with HealthChoices start- up grants; the County Assistance Office/CAO has worked closely with the Lancaster SCA for the past ten years; MAT providers have opened, such as a large methadone clinic and Bupe Project; SCA treatment funds have been saved, since clients are now covered by Medicaid; stakeholder involvement is increasing with the creation of the Lancaster Recovery Alliance and the expansion of the RASE agency; the SCA staff have been employed by the agency for an average of 18 years; and other grants have been acquired by the SCA, such as a federal Communities That Care grant and various HealthChoices grants. The treatment provider network is very strong, with eleven outpatient clinics, a long term residential program for women, a Latino outpatient clinic, rehab, and recovery house, and several private facilities.

## Objective 7: Evidence Based Programs:

TABLE 10: EVIDENCE-BASED PROGRAM UTILIZATION					
Anger Management	2,5,6,11,12,13	Medication Assisted Therapy	1,4,5,7,8,10,14,16	Other (please list)	
Assertive Adolescent & Family Treatment		Motivational Enhancement Therapy (Motivational Incentives)	1,6,7,12		
Behavioral Couples Therapy		Motivational Interviewing	1,2,3,4,5,7,8,9,10,11,12,13,14,15		
Brief Intervention/SBIRT	4	Multidimensional Family Therapy	14		
Cognitive Behavioral Therapy	1,2,3,4,5,6,7,8,9,10,12,13,14,15	Multisystemic Therapy	3,7		
Community Reinforcement Therapy	7,14	Relapse Prevention	2,3,4,5,6,7,8,11,12,13,14,15		
Contingency Management	9	Therapeutic Community	5,6,11		
Dialectical Behavior Therapy	2,5,14	12-Step Facilitation	1,3,4,5,7,8,9,13,14,15		
Matrix Model	6				

1	TW Ponessa Outpatient	9	Mazzitti & Sullivan Outpatient
2	Wellness Outpatient	10	ARS Outpatient
3	PA Counseling Outpatient	11	Vantage Residential
4	Naaman Center Outpatient	12	White Deer Run
5	H.S.A. Outpatient	13	Nuestra Clinica Outpatient
6	Elsie Shenk Outpatient	14	Nuestra Clinica Residencial
7	Lancaster Clinical Outpatient	15	Gatehouse Halfway House
8	Gatehouse Outpatient		

Table 10 is completed. The Lancaster SCA will be focusing on evidence based treatment during the annual provider monitoring site visits and during the provider meetings. Training will be hosted by the SCA and providers will need to document implementation and fidelity with evidence based treatment.

Objective 8: **Resources Needed:**

TABLE 11: RESOURCES NEEDED TO MEET TREATMENT DEMAND					
Bi-lingual Staff		Increase Treatment Capacity	X	Other (please explain)	
Co-Occurring Capable Providers/Staff		Increase Use of Buprenorphine			
Detox Unit(s)	X	More MAT Providers			
Drug Court		Peer Navigator/Outreach			
Funding Increase		Permanent Supportive Housing			
Healthcare Navigators		Staffing Increase	X		
Improved Stakeholder Collaboration		Training			
Increase of Recovery Housing Availability		Transportation			
Increase of Recovery Supports in Community		Trauma Informed Care Facilities			

Table 11 is completed. By far, the most needed resource is the increase in treatment capacity, which includes the need for more trained and experienced clinicians and the need for more detox and rehab beds. It will take a few years for the field to fully address this issue, but in a capitalistic system, supply will eventually meet the demand.

## Current Report: Home Mortgage Report of City: Lancaster



**Date:** February 5, 2021

**Proposed Location:**

This location, **Lancaster** (City, 2010), is located in **Lancaster** County, in the state of **Pennsylvania**.

It is located within or touches the following 2010 census tract(s): **42071013304, 42071013203, 42071011804, 42071013301, 42071011805, 42071013202, 42071011802, 42071013503, 42071013400, 42071001200, 42071000200, 42071014700, 42071001400, 42071000800, 42071000500, 42071000300, 42071000400, 42071000100, 42071000600, 42071000700, 42071001000, 42071001100, 42071000900.**

Similarly, it is located within or touches the following zip code(s): **17601, 17603, 17602.**

Data presented in this report summarize the geographies specified in the citation information in each section.

### This Area is Served by (or touches):

**School District(s):** Lancaster School District

**Congressional District(s):** Pennsylvania's 16th District

**Senators:** Robert P. Casey Jr. (D-PA), Patrick J. Toomey (R-PA)

**State Senate District(s):** State Senate District 13

**State House District(s):** State House District 96

### All Originations:

In 2018, **669** home loans were originated in this area.

All Originations	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>City (Lancaster)</b>													
Number of Loans	1,449	1,257	967	1,206	992	761	612	601	435	519	593	660	669
Median Loan Amount	\$87,000	\$95,000	\$102,000	\$122,000	\$123,000	\$113,000	\$92,000	\$93,000	\$93,000	\$99,000	\$103,000	\$111,000	\$115,000
<b>State (Pennsylvania)</b>													
Number of Loans	368,872	306,428	241,601	320,234	281,738	247,273	311,005	266,618	170,402	202,246	220,884	195,328	209,326
Median Loan Amount	\$113,000	\$124,000	\$139,000	\$157,000	\$153,000	\$147,000	\$154,000	\$148,000	\$147,000	\$160,000	\$167,000	\$164,000	\$155,000
<b>National</b>													
Number of Loans	10,070,623	7,742,076	5,611,779	7,757,819	6,743,289	5,917,574	8,238,430	7,058,554	4,748,163	6,029,619	6,897,295	5,878,448	5,714,446
Median Loan Amount	\$163,000	\$168,000	\$170,000	\$176,000	\$175,000	\$168,000	\$179,000	\$174,000	\$181,000	\$198,000	\$209,000	\$207,000	\$205,000

Source: [PolicyMap](#) and [FFIEC](#)

Data aggregated by:

2006 - 2018 Data Contains: 1 City

### Originations by Loan Purpose:

This area saw **76.38%** of its loans originated for the purpose of purchasing a home and **23.62%** for refinancing in 2018. Across the nation, 2018 saw a 1.4% growth in purchase loans, but a 9.6% decrease in refinance mortgages, for an overall decline of 2.8% for all originations.

<b>Purchase</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	833	725	525	494	439	340	283	293	288	357	433	519	511
Median Loan Amount	\$91,000	\$100,000	\$105,000	\$112,000	\$117,000	\$111,500	\$94,000	\$100,000	\$102,000	\$104,000	\$108,000	\$116,000	\$125,000
Percent of All Loans	57.49%	57.68%	54.29%	40.96%	44.25%	44.68%	46.24%	48.75%	66.21%	68.79%	73.02%	78.64%	76.38%
<b>State (Pennsylvania)</b>													
Number of Loans	163,491	138,326	103,421	95,674	85,672	77,296	85,544	93,615	96,076	108,191	118,610	123,427	126,453
Median Loan Amount	\$140,000	\$147,000	\$156,000	\$152,000	\$154,000	\$154,000	\$160,000	\$165,000	\$163,000	\$168,000	\$172,000	\$177,000	\$185,000
Percent of All Loans	44.32%	45.14%	42.81%	29.88%	30.41%	31.26%	27.51%	35.11%	56.38%	53.49%	53.7%	63.19%	60.41%
<b>National</b>													
Number of Loans	4,667,928	3,524,874	2,562,011	2,413,549	2,181,851	2,037,856	2,306,579	2,648,557	2,772,003	3,164,779	3,507,634	3,648,867	3,698,859
Median Loan Amount	\$174,000	\$176,000	\$174,000	\$164,000	\$168,000	\$166,000	\$174,000	\$187,000	\$190,000	\$200,000	\$208,000	\$216,000	\$225,000
Percent of All Loans	46.35%	45.53%	45.65%	31.11%	32.36%	34.44%	28%	37.52%	58.38%	52.49%	50.86%	62.07%	64.73%

<b>Refinance</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	616	532	442	712	553	421	329	308	147	162	160	141	158
Median Loan Amount	\$80,000	\$85,000	\$97,500	\$137,000	\$130,000	\$119,000	\$90,000	\$87,000	\$82,000	\$83,500	\$88,000	\$92,000	\$85,000
Percent of All Loans	42.51%	42.32%	45.71%	59.04%	55.75%	55.32%	53.76%	51.25%	33.79%	31.21%	26.98%	21.36%	23.62%
<b>State (Pennsylvania)</b>													
Number of Loans	205,381	168,102	138,180	224,560	196,066	169,977	225,461	173,003	74,326	94,055	102,274	71,901	82,873
Median Loan Amount	\$93,000	\$104,000	\$125,000	\$160,000	\$152,000	\$143,000	\$151,000	\$140,000	\$125,000	\$150,000	\$160,000	\$143,000	\$115,000
Percent of All Loans	55.68%	54.86%	57.19%	70.12%	69.59%	68.74%	72.49%	64.89%	43.62%	46.51%	46.3%	36.81%	39.59%
<b>National</b>													
Number of Loans	5,402,695	4,217,202	3,049,768	5,344,270	4,561,438	3,879,718	5,931,851	4,409,997	1,976,160	2,864,840	3,389,661	2,229,581	2,015,587
Median Loan Amount	\$153,000	\$160,000	\$165,000	\$183,000	\$179,000	\$170,000	\$181,000	\$166,000	\$167,000	\$195,000	\$210,000	\$191,000	\$175,000
Percent of All Loans	53.65%	54.47%	54.35%	68.89%	67.64%	65.56%	72%	62.48%	41.62%	47.51%	49.14%	37.93%	35.27%

Source: [PolicyMap and FFIEC](#)  
 Data aggregated by:  
 2006 - 2018 Data Contains: 1 City

In this area, 30.33% of home purchase loans originated were government-insured.

<b>Government-Insured Purchase</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	167	130	241	293	262	185	142	120	121	170	184	199	155
Median Loan Amount	\$86,000	\$99,000	\$100,000	\$108,000	\$108,500	\$102,000	\$96,000	\$99,500	\$98,000	\$102,500	\$108,000	\$123,000	\$125,000
Percent of All Loans	20.05%	17.93%	45.9%	59.31%	59.68%	54.41%	50.18%	40.96%	42.01%	47.62%	42.49%	38.34%	30.33%
<b>State (Pennsylvania)</b>													
Number of Loans	13,720	14,201	30,461	45,781	40,272	34,477	34,612	31,529	31,713	39,384	44,319	43,618	39,840
Median Loan Amount	\$116,000	\$124,000	\$139,000	\$146,000	\$146,000	\$142,000	\$144,000	\$144,000	\$141,000	\$147,000	\$152,000	\$155,000	\$155,000
Percent of All Loans	8.39%	10.27%	29.45%	47.85%	47.01%	44.6%	40.46%	33.68%	33.01%	36.4%	37.37%	35.34%	31.51%
<b>National</b>													
Number of Loans	383,142	393,892	944,990	1,299,854	1,149,391	1,011,164	1,029,647	993,674	1,001,607	1,230,898	1,340,552	1,304,666	1,187,255
Median Loan Amount	\$135,000	\$142,000	\$155,000	\$153,000	\$156,000	\$151,000	\$156,000	\$163,000	\$166,000	\$177,000	\$186,000	\$193,000	\$205,000
Percent of All Loans	8.21%	11.17%	36.88%	53.86%	52.68%	49.62%	44.64%	37.52%	36.13%	38.89%	38.22%	35.76%	32.1%

<b>FHA Purchase Loans</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	154	121	226	278	249	169	133	111	106	161	171	172	144
Median Loan Amount	\$85,500	\$97,000	\$99,000	\$108,000	\$105,000	\$97,000	\$94,000	\$98,000	\$93,000	\$102,000	\$107,000	\$119,000	\$125,000
Percent of All Loans	18.49%	16.69%	43.05%	56.28%	56.72%	49.71%	47%	37.88%	36.81%	45.1%	39.49%	33.14%	28.18%
<b>State (Pennsylvania)</b>													
Number of Loans	10,771	11,212	26,191	38,584	34,437	26,800	25,949	22,148	20,436	28,062	32,039	30,920	28,057
Median Loan Amount	\$109,000	\$119,000	\$138,000	\$145,000	\$144,000	\$141,000	\$141,000	\$139,000	\$135,000	\$142,000	\$147,000	\$150,000	\$155,000
Percent of All Loans	6.59%	8.11%	25.32%	40.33%	40.2%	34.67%	30.33%	23.66%	21.27%	25.94%	27.01%	25.05%	22.19%
<b>National</b>													
Number of Loans	252,939	258,750	744,966	1,001,937	889,802	717,049	700,939	623,515	584,315	794,990	866,731	811,482	715,060
Median Loan Amount	\$127,000	\$134,000	\$154,000	\$152,000	\$153,000	\$147,000	\$151,000	\$157,000	\$157,000	\$170,000	\$178,000	\$186,000	\$195,000
Percent of All Loans	5.42%	7.34%	29.08%	41.51%	40.78%	35.19%	30.39%	23.54%	21.08%	25.12%	24.71%	22.24%	19.33%

Source: [PolicyMap](#) and [FFIEC](#)

Data aggregated by:

2006 - 2018 Data Contains: 1 City

### Originations by Income:

#### Lending by Borrower Income

23.47% of loans in this area were for borrowers whose income was less than 50% of the Metropolitan Statistical Area's (MSA) Median Family Income in 2018 (<\$36,900 for a family of four), and 35.58% were for borrowers with incomes between 50% and 80% of MSA income (\$36,900 - \$59,040). 20.18% of loans went to borrowers with incomes between 80% and 120% of area income (\$59,040 - \$88,560), and 18.09% went to borrowers with incomes greater than 120% of area income (\$88,560 or greater). MSA Median Family Income was \$73,800 in 2018 in this area.

<b>Borrowers &lt;50% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	349	248	181	210	153	126	174	132	94	136	133	163	157
Median Loan Amount	\$70,000	\$71,000	\$72,000	\$80,000	\$79,000	\$78,000	\$78,000	\$74,000	\$76,000	\$78,000	\$85,000	\$83,000	\$85,000
Percent of All Loans	24.09%	19.73%	18.72%	17.41%	15.42%	16.56%	28.43%	21.96%	21.61%	26.2%	22.43%	24.7%	23.47%
<b>State (Pennsylvania)</b>													
Number of Loans	32,469	24,883	19,660	22,903	20,177	18,372	21,617	19,499	13,258	15,942	16,800	17,469	21,977
Median Loan Amount	\$65,000	\$68,000	\$72,000	\$84,000	\$82,000	\$80,000	\$83,000	\$80,000	\$80,000	\$87,000	\$89,000	\$92,000	\$95,000
Percent of All Loans	8.8%	8.12%	8.14%	7.15%	7.16%	7.43%	6.95%	7.31%	7.78%	7.88%	7.61%	8.94%	10.5%
<b>National</b>													
Number of Loans	553,901	409,461	350,484	533,359	461,498	431,542	571,749	483,709	316,871	369,566	361,661	365,169	462,246
Median Loan Amount	\$80,000	\$82,000	\$86,000	\$96,000	\$93,000	\$90,000	\$96,000	\$94,000	\$90,000	\$98,000	\$100,000	\$103,000	\$115,000
Percent of All Loans	5.5%	5.29%	6.25%	6.88%	6.84%	7.29%	6.94%	6.85%	6.67%	6.13%	5.24%	6.21%	8.09%

<b>Borrowers 50%-80% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	415	421	284	315	252	208	190	201	156	170	207	219	238
Median Loan Amount	\$87,000	\$90,000	\$95,000	\$105,000	\$105,500	\$94,000	\$92,500	\$97,000	\$92,000	\$100,000	\$99,000	\$112,000	\$115,000
Percent of All Loans	28.64%	33.49%	29.37%	26.12%	25.4%	27.33%	31.05%	33.44%	35.86%	32.76%	34.91%	33.18%	35.58%
<b>State (Pennsylvania)</b>													
Number of Loans	80,321	65,477	50,424	62,445	51,943	45,725	55,797	49,478	35,770	41,544	43,981	42,823	48,951
Median Loan Amount	\$92,000	\$100,000	\$107,000	\$120,000	\$116,000	\$112,000	\$115,000	\$112,000	\$114,000	\$121,000	\$126,000	\$129,000	\$125,000
Percent of All Loans	21.77%	21.37%	20.87%	19.5%	18.44%	18.49%	17.94%	18.56%	20.99%	20.54%	19.91%	21.92%	23.39%
<b>National</b>													
Number of Loans	1,718,144	1,346,263	1,062,357	1,393,420	1,173,311	1,015,589	1,368,277	1,200,429	871,133	1,063,612	1,131,985	1,108,133	1,145,976
Median Loan Amount	\$117,000	\$121,000	\$125,000	\$131,000	\$128,000	\$124,000	\$130,000	\$127,000	\$128,000	\$137,000	\$143,000	\$148,000	\$155,000
Percent of All Loans	17.06%	17.39%	18.93%	17.96%	17.4%	17.16%	16.61%	17.01%	18.35%	17.64%	16.41%	18.85%	20.05%

<b>Borrowers 80%-120% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	280	273	237	275	247	174	114	113	84	113	129	141	135

Median Loan Amount	\$95,500	\$109,000	\$116,000	\$140,000	\$130,000	\$143,000	\$106,000	\$105,000	\$104,000	\$115,000	\$112,000	\$125,000	\$135,000
Percent of All Loans	19.32%	21.72%	24.51%	22.8%	24.9%	22.86%	18.63%	18.8%	19.31%	21.77%	21.75%	21.36%	20.18%
<b>State (Pennsylvania)</b>													
Number of Loans	101,173	82,183	64,731	79,463	69,274	58,558	74,363	63,441	42,996	50,156	53,536	49,560	53,684
Median Loan Amount	\$118,000	\$126,000	\$139,000	\$150,000	\$144,000	\$139,000	\$142,000	\$139,000	\$142,000	\$152,000	\$158,000	\$160,000	\$155,000
Percent of All Loans	27.43%	26.82%	26.79%	24.81%	24.59%	23.68%	23.91%	23.79%	25.23%	24.8%	24.24%	25.37%	25.65%
<b>National</b>													
Number of Loans	2,537,390	1,943,123	1,456,865	1,834,661	1,579,628	1,338,537	1,873,030	1,623,314	1,145,180	1,425,265	1,614,494	1,495,122	1,470,430
Median Loan Amount	\$152,000	\$155,000	\$162,000	\$167,000	\$163,000	\$157,000	\$165,000	\$161,000	\$167,000	\$180,000	\$188,000	\$193,000	\$195,000
Percent of All Loans	25.2%	25.1%	25.96%	23.65%	23.43%	22.62%	22.74%	23%	24.12%	23.64%	23.41%	25.43%	25.73%

<b>Borrowers &gt; 120% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	338	274	237	331	303	225	79	84	71	81	99	117	121
Median Loan Amount	\$155,000	\$159,500	\$175,000	\$204,000	\$202,000	\$195,000	\$129,000	\$116,000	\$135,000	\$130,000	\$142,000	\$150,000	\$165,000
Percent of All Loans	23.33%	21.8%	24.51%	27.45%	30.54%	29.57%	12.91%	13.98%	16.32%	15.61%	16.69%	17.73%	18.09%
<b>State (Pennsylvania)</b>													
Number of Loans	142,128	126,169	100,518	135,436	130,302	110,063	141,248	118,321	71,943	81,533	91,355	78,009	80,784
Median Loan Amount	\$163,000	\$175,000	\$197,000	\$212,000	\$203,000	\$200,000	\$205,000	\$201,000	\$204,000	\$223,000	\$230,000	\$233,000	\$225,000
Percent of All Loans	38.53%	41.17%	41.6%	42.29%	46.25%	44.51%	45.42%	44.38%	42.22%	40.31%	41.36%	39.94%	38.59%
<b>National</b>													
Number of Loans	4,648,458	3,707,026	2,491,686	3,287,414	3,078,751	2,657,645	3,753,172	3,236,426	2,183,572	2,712,397	3,241,375	2,661,440	2,503,147
Median Loan Amount	\$240,000	\$233,000	\$232,000	\$237,000	\$235,000	\$232,000	\$239,000	\$238,000	\$257,000	\$273,000	\$280,000	\$284,000	\$285,000
Percent of All Loans	46.16%	47.88%	44.4%	42.38%	45.66%	44.91%	45.56%	45.85%	45.99%	44.98%	46.99%	45.27%	43.8%

Source: [PolicyMap and FFIEC](#)

Data aggregated by:

2006 - 2018 Data Contains: 1 City

#### Lending by Tract Income

21.97% of loans in this area were in Census Tract(s) with median income(s) of less than 50% of the Metropolitan Statistical Area's (MSA) Median Family Income in 2018 (<\$36,900 for a family of four), and 70.1% were in tract(s) with income(s) between 50% and 80% of MSA income (\$36,900 - \$59,040). 7.92% of loans were in tracts with income(s) between 80% and 120% of area income (\$59,040 - \$88,560), and 0% went to residents in tracts with incomes greater than 120% of area income (\$88,560 or greater). MSA Median Family Income was \$73,800 in 2018 in this area.

<b>Tracts with &lt;50% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	119	94	85	70	59	53	150	178	109	136	133	128	147
Median Loan Amount	\$68,000	\$64,500	\$72,000	\$81,000	\$83,000	\$97,000	\$91,500	\$91,000	\$97,000	\$96,500	\$103,000	\$93,500	\$105,000
Percent of All Loans	8.21%	7.48%	8.79%	5.8%	5.95%	6.96%	24.51%	29.62%	25.06%	26.2%	22.43%	19.39%	21.97%
<b>State (Pennsylvania)</b>													
Number of Loans	8,270	7,049	4,267	3,464	2,978	2,401	4,391	4,723	1,947	2,161	2,591	3,380	4,077
Median Loan Amount	\$67,000	\$73,000	\$79,000	\$96,000	\$94,000	\$95,000	\$87,000	\$86,000	\$81,000	\$90,000	\$97,000	\$90,000	\$95,000
Percent of All Loans	2.24%	2.3%	1.77%	1.08%	1.06%	0.97%	1.41%	1.77%	1.14%	1.07%	1.17%	1.73%	1.95%
<b>National</b>													
Number of Loans	177,064	121,345	65,110	59,220	49,455	41,991	93,962	95,727	70,299	87,365	102,628	118,850	138,134
Median Loan Amount	\$154,000	\$158,000	\$151,000	\$160,000	\$160,000	\$158,000	\$137,000	\$134,000	\$143,000	\$163,000	\$176,000	\$165,000	\$175,000
Percent of All Loans	1.76%	1.57%	1.16%	0.76%	0.73%	0.71%	1.14%	1.36%	1.48%	1.45%	1.49%	2.02%	2.42%

<b>Tracts with 50%-80% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	650	548	382	400	324	233	357	312	263	288	358	487	469
Median Loan Amount	\$79,000	\$86,000	\$86,000	\$98,000	\$93,500	\$88,000	\$92,000	\$95,500	\$96,000	\$101,500	\$105,000	\$113,000	\$125,000
Percent of All Loans	44.86%	43.6%	39.5%	33.17%	32.66%	30.62%	58.33%	51.91%	60.46%	55.49%	60.37%	73.79%	70.1%
<b>State (Pennsylvania)</b>													
Number of Loans	51,068	40,183	28,335	27,470	23,130	19,434	25,703	25,057	19,681	22,427	25,092	25,267	26,590
Median Loan Amount	\$85,000	\$91,000	\$97,000	\$108,000	\$103,000	\$98,000	\$99,000	\$98,000	\$104,000	\$115,000	\$122,000	\$123,000	\$125,000
Percent of All Loans	13.84%	13.11%	11.73%	8.58%	8.21%	7.86%	8.26%	9.4%	11.55%	11.09%	11.36%	12.94%	12.7%
<b>National</b>													
Number of Loans	1,465,200	1,027,956	625,849	657,447	540,859	467,570	800,892	772,444	557,484	691,045	800,939	819,189	788,376
Median Loan Amount	\$141,000	\$141,000	\$135,000	\$138,000	\$135,000	\$129,000	\$132,000	\$130,000	\$134,000	\$148,000	\$160,000	\$160,000	\$165,000
Percent of All Loans	14.55%	13.28%	11.15%	8.47%	8.02%	7.9%	9.72%	10.94%	11.74%	11.46%	11.61%	13.94%	13.8%

<b>Tracts with 80%-120% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	594	545	436	619	487	384	105	111	63	95	102	45	53
Median Loan Amount	\$103,000	\$110,000	\$123,500	\$146,000	\$141,000	\$135,000	\$91,000	\$92,000	\$84,000	\$95,000	\$98,500	\$137,000	\$155,000
Percent of All Loans	40.99%	43.36%	45.09%	51.33%	49.09%	50.46%	17.16%	18.47%	14.48%	18.3%	17.2%	6.82%	7.92%
<b>State (Pennsylvania)</b>													
Number of Loans	200,524	166,725	130,622	164,655	140,585	124,522	145,365	128,264	92,422	108,483	117,957	103,775	110,215
Median Loan Amount	\$106,000	\$116,000	\$127,000	\$138,000	\$133,000	\$126,000	\$132,000	\$130,000	\$135,000	\$145,000	\$151,000	\$151,000	\$145,000
Percent of All Loans	54.36%	54.41%	54.07%	51.42%	49.9%	50.36%	46.74%	48.11%	54.24%	53.64%	53.4%	53.13%	52.65%
<b>National</b>													
Number of Loans	5,115,284	3,943,334	2,860,741	3,755,576	3,188,528	2,796,896	3,493,352	3,086,745	2,129,487	2,687,030	3,078,174	2,608,256	2,529,172
Median Loan Amount	\$150,000	\$152,000	\$152,000	\$155,000	\$152,000	\$145,000	\$153,000	\$150,000	\$157,000	\$171,000	\$182,000	\$183,000	\$185,000
Percent of All Loans	50.79%	50.93%	50.98%	48.41%	47.28%	47.26%	42.4%	43.73%	44.85%	44.56%	44.63%	44.37%	44.26%

<b>Tracts with &gt; 120% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>													
Number of Loans	86	70	64	117	122	91	0	0	0	0	0	0	0
Median Loan Amount	\$164,500	\$189,000	\$237,500	\$201,000	\$215,000	\$192,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Percent of All Loans	5.94%	5.57%	6.62%	9.7%	12.3%	11.96%	0%	0%	0%	0%	0%	0%	0%
<b>State (Pennsylvania)</b>													
Number of Loans	108,278	91,913	77,755	123,987	114,692	100,534	135,166	107,462	56,192	68,979	75,110	62,852	68,444
Median Loan Amount	\$166,000	\$180,000	\$200,000	\$210,000	\$202,000	\$198,000	\$203,000	\$200,000	\$197,000	\$210,000	\$220,000	\$223,000	\$205,000
Percent of All Loans	29.35%	29.99%	32.18%	38.72%	40.71%	40.66%	43.46%	40.31%	32.98%	34.11%	34%	32.18%	32.7%
<b>National</b>													
Number of Loans	3,222,274	2,586,516	1,996,605	3,186,804	2,915,477	2,573,088	3,811,142	3,077,586	1,974,811	2,548,643	2,901,163	2,323,050	2,258,764
Median Loan Amount	\$207,000	\$214,000	\$216,000	\$219,000	\$217,000	\$212,000	\$224,000	\$223,000	\$236,000	\$250,000	\$261,000	\$264,000	\$255,000
Percent of All Loans	32%	33.41%	35.58%	41.08%	43.24%	43.48%	46.26%	43.6%	41.59%	42.27%	42.06%	39.52%	39.53%

Source: [PolicyMap](#) and [FFIEC](#)  
 Data aggregated by:  
 2006 - 2018 Data Contains: 1 City

## High-Cost Originations:

In PolicyMap, a loan is considered high cost when a rate spread is reported. In the fourth quarter of 2009, HMDA changed its rules for reporting rate spreads in an effort to more accurately capture high-cost lending activity. Therefore, data shown here separates the first three quarters of 2009 from the last quarter of 2009. The 2010 - 2018 data in the table below represents the rate spread rule change implemented in 2009Q4. Change calculations between 2018 and years previous to 2010 should not be made due to the adjusted reporting rules implemented beginning in the fourth quarter of 2009.

For 2004-2009Q3, the rate spread on a loan was the difference between the Annual Percentage Rate (APR) on the loan and the treasury security yields as of the date of the loan's origination. Rate spreads were only reported by financial institutions if the APR was three or more percentage points higher for a first lien loan, or five or more percentage points higher for a second lien loan. A rate spread of three or more suggested that a loan was of notably higher cost than a typical loan.

For 2009Q4 and 2010 - 2018, the rate spread on a loan is the difference between the Annual Percentage Rate (APR) on the loan and the estimated average prime offer rate (APOR). Rate spreads are only reported by financial institutions if the APR is more than 1.5 percentage points higher for a first lien loan, or more than 3.5 percentage points higher for a second lien loan.

### High-Cost Lending

8.07% of loans originated in this area were high-cost loans in 2018, compared to 7.85% of loans in Pennsylvania.

High-Cost Loans	2006	2007	2008	2009Q1 - 2009Q3	2009Q4	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>City (Lancaster)</b>														
Number of Loans	342	241	132	52	0	10	21	7	23	48	24	47	44	5
Median Loan Amount	\$81,500	\$83,000	\$79,000	\$85,500	N/A	\$79,000	\$75,000	\$62,000	\$83,000	\$85,000	\$87,000	\$87,000	\$91,000	\$105,000
Percent of All Loans	23.6%	19.17%	13.65%	4.93%	0%	1.01%	2.76%	1.14%	3.83%	11.03%	4.62%	7.93%	6.67%	8.07%
<b>State (Pennsylvania)</b>														
Number of Loans	89,300	53,318	28,346	16,136	1,228	6,269	7,296	6,529	9,197	11,637	8,355	9,576	10,698	16,43
Median Loan Amount	\$102,000	\$102,000	\$88,000	\$87,000	\$72,000	\$83,000	\$89,000	\$88,000	\$109,000	\$113,000	\$107,000	\$111,000	\$118,000	\$115,000
Percent of All Loans	24.21%	17.4%	11.73%	5.69%	3.36%	2.23%	2.95%	2.1%	3.45%	6.83%	4.13%	4.34%	5.48%	7.85%
<b>National</b>														
Number of Loans	2,827,156	1,364,023	556,800	311,065	23,951	145,203	163,776	171,247	278,938	384,126	313,732	339,072	370,162	529,06
Median Loan Amount	\$152,000	\$144,000	\$107,000	\$103,000	\$81,000	\$88,000	\$99,000	\$100,000	\$126,000	\$139,000	\$137,000	\$147,000	\$160,000	\$155,000
Percent of All Loans	28.07%	17.62%	9.92%	4.53%	2.67%	2.15%	2.77%	2.08%	3.95%	8.09%	5.2%	4.92%	6.3%	9.26%

### High-Cost Lending by Loan Type

High-Cost Loans	2006	2007	2008	2009Q1 - 2009Q3	2009Q4	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>Purchase</b>														
Number of Loans	157	115	58	13	0	2	12	2	20	40	19	35	32	40
Median Loan Amount	\$79,000	\$82,000	\$78,000	\$95,000	N/A	N/A	\$79,500	\$76,000	\$82,500	\$87,000	\$93,000	\$88,000	\$105,500	\$120,000
Percent of Purchase Loans	18.85%	15.86%	11.05%	3.06%	0%	0.46%	3.53%	0.71%	6.83%	13.89%	5.32%	8.08%	6.17%	7.83%
<b>Refinance</b>														
Number of Loans	185	126	74	39	0	8	9	5	3	8	5	12	12	14
Median Loan Amount	\$87,000	\$83,000	\$79,000	\$83,000	N/A	\$67,000	\$61,000	\$54,000	\$100,000	\$80,500	\$60,000	\$82,000	\$66,000	\$80,000
Percent of Refinance Loans	30.03%	23.68%	16.74%	6.19%	0%	1.45%	2.14%	1.52%	0.97%	5.44%	3.09%	7.5%	8.51%	8.86%



**High-Cost Lending by Race**

Looking across high-cost loans originated in 2018 in this area, 70.37% were to Whites, 9.26% were to African Americans, 1.85% were to Asians, and 33.33% were to Hispanics.

High-Cost	2006	2007	2008	2009Q1 - 2009Q3	2009Q4	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>Loans to Whites</b>														
Number of Loans	241	173	106	44	0	10	19	6	21	43	16	39	31	38
Median Loan Amount	\$85,000	\$85,000	\$81,500	\$92,000	N/A	\$79,000	\$75,000	\$58,000	\$83,000	\$86,000	\$89,500	\$87,000	\$88,000	\$115,000
Percent of Loans to Whites	20.39%	16.88%	13.18%	4.85%	0%	1.14%	2.84%	1.17%	4.08%	11.5%	3.68%	7.89%	5.82%	7.18%
Percent of High-Cost Loans	70.47%	71.78%	80.3%	84.62%	0%	100%	90.48%	85.71%	91.3%	89.58%	66.67%	82.98%	70.45%	70.37%
<b>Loans to African Americans</b>														
Number of Loans	21	17	16	4	0	0	1	0	1	4	2	6	9	5
Median Loan Amount	\$69,000	\$65,000	\$59,000	N/A	N/A	N/A	N/A	N/A	\$100,000	\$77,500	\$102,000	\$105,500	\$99,000	\$105,000
Percent of Loans to African Americans	30.43%	25.37%	30.19%	9.52%	0%	0%	3.23%	0%	4%	14.29%	8%	21.43%	18%	11.63%
Percent of High-Cost Loans	6.14%	7.05%	12.12%	7.69%	0%	0%	4.76%	0%	4.35%	8.33%	8.33%	12.77%	20.45%	9.26%
<b>Loans to Asians</b>														
Number of Loans	6	2	1	0	0	0	0	1	0	1	1	0	0	1
Median Loan Amount	\$59,500	N/A	N/A	N/A	N/A	N/A	N/A	\$90,000	N/A	\$128,000	\$68,000	N/A	N/A	\$115,000
Percent of Loans to Asians	25%	7.69%	8.33%	0%	0%	0%	0%	7.69%	0%	14.29%	7.14%	0%	0%	4.35%
Percent of High-Cost Loans	1.75%	0.83%	0.76%	0%	0%	0%	0%	14.29%	0%	2.08%	4.17%	0%	0%	1.85%
<b>Loans to Hispanics</b>														
Number of Loans	61	59	29	16	0	1	9	1	8	13	6	14	19	18
Median Loan Amount	\$67,000	\$77,000	\$78,000	\$82,000	N/A	N/A	\$66,000	\$62,000	\$74,000	\$81,000	\$116,500	\$86,000	\$88,000	\$95,000
Percent of Loans to Hispanics	27.11%	29.35%	19.33%	15.69%	0%	0.97%	10.11%	1.14%	7.27%	18.06%	6.32%	14.43%	15.7%	14.17%
Percent of High-Cost Loans	17.84%	24.48%	21.97%	30.77%	0%	10%	42.86%	14.29%	34.78%	27.08%	25%	29.79%	43.18%	33.33%
<b>Loans to Nonhispanics</b>														
Number of Loans	227	141	95	31	0	9	12	5	15	35	15	32	23	28
Median Loan Amount	\$85,000	\$86,000	\$83,000	\$103,000	N/A	\$84,000	\$77,500	\$90,000	\$101,000	\$88,000	\$86,000	\$87,500	\$94,000	\$120,000
Percent of Loans to Nonhispanics	20.67%	15.02%	12.89%	3.57%	0%	1.09%	1.9%	1.03%	3.26%	10.09%	3.84%	6.88%	4.59%	5.86%
Percent of	66.37%	58.51%	71.97%	59.62%	0%	90%	57.14%	71.43%	65.22%	72.92%	62.5%	68.09%	52.27%	51.85%

High-Cost  
Loans

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Source: [PolicyMap and FFIEC](#)

Data aggregated by:

2006 - 2018 Data for PolicyMap and FFIEC Contains: 1 City

**High Cost Lending by Borrower Income**

5.73% of loans in this area where the borrowers' income was less than 50% of the Metropolitan Statistical Area's (MSA) Median Family Income were high cost in 2018 (<\$36,900 for a family of four), and 10.92% of loans where borrowers' incomes were between 50% and 80% of MSA income (\$36,900 - \$59,040) were high cost. 8.89% of loans that went to borrowers with incomes between 80% and 120% of area income (\$59,040 - \$88,560) were high cost, and 5.79% of loans that went to borrowers with incomes >120% of area income (\$88,560 or greater) were high cost. MSA Median Family Income was \$73,800 in 2018 in this area.

<b>High-Cost Loans to Borrowers w/ &lt;50% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009Q1 - 2009Q3</b>	<b>2009Q4</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>														
Number of Loans	101	66	38	17	0	0	7	1	8	12	6	17	16	9
Median Loan Amount	\$69,000	\$68,500	\$61,000	\$48,000	N/A	N/A	\$63,000	\$45,000	\$68,500	\$74,500	\$56,500	\$76,000	\$71,500	\$75,000
Percent of Loans with Borrower Inc <50% MSA Median	28.94%	26.61%	20.99%	9.44%	0%	0%	5.56%	0.57%	6.06%	12.77%	4.41%	12.78%	9.82%	5.73%
<b>State (Pennsylvania)</b>														
Number of Loans	11,534	7,127	4,432	2,298	210	885	1,165	1,009	1,275	1,641	1,180	1,292	1,463	2,533
Median Loan Amount	\$63,000	\$63,000	\$56,000	\$53,500	\$40,500	\$53,000	\$65,000	\$61,000	\$69,000	\$74,000	\$69,000	\$69,000	\$74,000	\$75,000
Percent of Loans with Borrower Inc <50% MSA Median	35.52%	28.64%	22.54%	11.68%	6.51%	4.39%	6.34%	4.67%	6.54%	12.38%	7.4%	7.69%	8.37%	11.53%
<b>National</b>														
Number of Loans	183,930	97,781	64,579	39,532	3,429	18,282	21,934	23,771	34,046	44,173	36,673	33,551	36,167	55,329
Median Loan Amount	\$75,000	\$69,000	\$59,000	\$62,000	\$50,000	\$55,000	\$62,000	\$65,000	\$77,000	\$83,000	\$82,000	\$82,000	\$86,000	\$95,000
Percent of Loans with Borrower Inc <50% MSA Median	33.21%	23.88%	18.43%	8.51%	4.99%	3.96%	5.08%	4.16%	7.04%	13.94%	9.92%	9.28%	9.9%	11.97%

<b>High-Cost Loans to Borrowers w/ 50%-80% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009Q1 - 2009Q3</b>	<b>2009Q4</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>														
Number of Loans	97	83	50	12	0	3	8	2	9	23	10	15	16	26
Median Loan Amount	\$80,000	\$83,000	\$79,500	\$79,500	N/A	N/A	\$80,000	\$76,000	\$93,000	\$88,000	\$114,000	\$86,000	\$105,500	\$110,000
Percent of Loans with Borrower Inc 50% - 80% MSA Median	23.37%	19.71%	17.61%	4.36%	0%	1.19%	3.85%	1.05%	4.48%	14.74%	5.88%	7.25%	7.31%	10.92%
<b>State (Pennsylvania)</b>														
Number of Loans	24,578	14,358	8,018	4,141	302	1,319	1,697	1,453	2,504	3,689	2,532	2,813	3,279	4,878
Median Loan Amount	\$88,000	\$88,000	\$79,000	\$75,000	\$66,000	\$69,000	\$78,000	\$75,000	\$95,000	\$103,000	\$93,000	\$98,000	\$106,000	\$105,000
Percent of Loans with Borrower Inc 50% - 80% MSA Median	30.6%	21.93%	15.9%	7.55%	3.97%	2.54%	3.71%	2.6%	5.06%	10.31%	6.09%	6.4%	7.66%	9.97%
<b>National</b>														
Number of Loans	541,967	268,361	135,900	69,407	5,076	26,950	33,992	36,846	72,387	109,492	90,232	92,767	101,929	139,069
Median Loan Amount	\$111,000	\$105,000	\$89,000	\$88,000	\$69,000	\$73,000	\$85,000	\$85,000	\$110,000	\$120,000	\$121,000	\$123,000	\$133,000	\$135,000
Percent of	31.54%	19.93%	12.79%	5.65%	3.09%	2.3%	3.35%	2.69%	6.03%	12.57%	8.48%	8.2%	9.2%	12.14%

Loans with  
Borrower Inc  
50% - 80%  
MSA Median

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<b>High-Cost Loans to Borrowers w/ 80%-120% of MSA Median</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009Q1 - 2009Q3</b>	<b>2009Q4</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>														
Number of Loans	70	50	23	15	0	4	3	1	3	6	5	10	6	1
Median Loan Amount	\$93,500	\$102,000	\$91,000	\$105,000	N/A	N/A	N/A	\$120,000	\$113,000	\$97,500	\$60,000	\$93,500	\$124,000	\$120,000
Percent of Loans with Borrower Inc 80% - 120% MSA Median	25%	18.32%	9.7%	6.2%	0%	1.62%	1.72%	0.88%	2.65%	7.14%	4.42%	7.75%	4.26%	8.89
<b>State (Pennsylvania)</b>														
Number of Loans	25,953	15,182	7,915	4,172	264	1,364	1,490	1,541	2,419	3,151	2,176	2,570	2,978	4,530
Median Loan Amount	\$117,000	\$115,000	\$100,000	\$92,000	\$83,000	\$84,000	\$94,000	\$92,000	\$123,000	\$127,000	\$121,000	\$125,000	\$130,000	\$135,000
Percent of Loans with Borrower Inc 80% - 120% MSA Median	25.65%	18.47%	12.23%	5.89%	3.04%	1.97%	2.54%	2.07%	3.81%	7.33%	4.34%	4.8%	6.01%	8.45
<b>National</b>														
Number of Loans	759,974	360,189	150,771	72,872	4,823	26,812	32,606	36,020	70,375	105,580	85,218	97,228	113,359	155,680
Median Loan Amount	\$150,000	\$140,000	\$116,000	\$108,000	\$80,000	\$87,000	\$102,000	\$104,000	\$137,000	\$152,000	\$153,000	\$161,000	\$172,000	\$175,000
Percent of Loans with Borrower Inc 80% - 120% MSA Median	29.95%	18.54%	10.35%	4.47%	2.38%	1.7%	2.44%	1.92%	4.34%	9.22%	5.98%	6.02%	7.58%	10.59

<b>High-Cost Loans to Borrowers w/ &gt; 120% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009Q1 - 2009Q3</b>	<b>2009Q4</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>														
Number of Loans	52	35	18	5	0	1	2	0	3	4	3	4	3	
Median Loan Amount	\$124,000	\$120,000	\$108,000	\$147,000	N/A	N/A	N/A	N/A	\$110,000	\$155,000	\$117,000	\$111,500	\$137,000	\$115,000
Percent of Loans with Borrower Inc > 120% MSA Median	15.38%	12.77%	7.59%	1.69%	0%	0.33%	0.89%	0%	3.57%	5.63%	3.7%	4.04%	2.56%	5.7%
<b>State (Pennsylvania)</b>														
Number of Loans	23,939	15,037	7,603	4,620	337	1,746	1,696	1,752	2,439	2,758	1,896	2,405	2,742	4,000
Median Loan Amount	\$160,000	\$158,000	\$140,000	\$122,000	\$88,000	\$121,000	\$133,000	\$128,000	\$162,000	\$160,000	\$148,000	\$157,000	\$160,000	\$135,000
Percent of Loans with Borrower Inc > 120% MSA Median	16.84%	11.92%	7.56%	3.78%	2.54%	1.34%	1.54%	1.24%	2.06%	3.83%	2.33%	2.63%	3.51%	5.7%

120% MSA Median														
National														
Number of Loans	1,166,227	567,319	192,233	99,584	7,012	43,478	49,046	55,224	84,821	110,460	82,343	100,344	112,185	172,
Median Loan Amount	\$247,000	\$221,000	\$156,000	\$133,000	\$106,000	\$116,000	\$138,000	\$137,000	\$175,000	\$197,000	\$197,000	\$211,000	\$226,000	\$205,
Percent of Loans with Borrower Inc > 120% MSA Median	25.09%	15.3%	7.71%	3.39%	2.03%	1.41%	1.85%	1.47%	2.62%	5.06%	3.04%	3.1%	4.22%	6.1

Source: [PolicyMap and FFIEC](#)  
 Data aggregated by:  
 2006 - 2018 Data Contains: 1 City

**High Cost Lending by Tract Income**

12.24% of high-cost loans in this area where the Census Tract income was <50% of the Metropolitan Statistical Area (MSA) Median Family Income were high cost in 2018 (<\$36,900 for a family of four), and 7.04% where the Census Tract income was between 50% and 80% of the MSA Median Family Income were high cost (\$36,900 - \$59,040). 5.66% of loans where the Census Tract income was between 80% and 120% of the MSA Median Family Income were high cost (\$59,040 - \$88,560), and N/A of loans where the Census Tract income was >120% of the MSA Median Family Income were high cost (\$88,560 or greater). MSA Median Family Income was \$73,800 in 2018 in this area.

<b>High-Cost Loans to Borrowers in Tracts with &lt;50% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009Q1 - 2009Q3</b>	<b>2009Q4</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>														
Number of Loans	42	34	25	5	0	0	2	2	7	15	6	15	16	18
Median Loan Amount	\$62,500	\$63,000	\$64,000	\$85,000	N/A	N/A	N/A	\$90,000	\$83,000	\$81,000	\$77,000	\$87,000	\$82,000	\$95,000
Percent of Loans with Tract Inc <50% MSA Median	35.29%	36.17%	29.41%	8.33%	0%	0%	3.77%	1.33%	3.93%	13.76%	4.41%	11.28%	12.5%	12.24%
<b>State (Pennsylvania)</b>														
Number of Loans	3,964	2,621	1,119	353	32	253	357	378	421	315	210	280	455	758
Median Loan Amount	\$62,000	\$65,000	\$62,000	\$64,000	\$72,000	\$63,000	\$68,000	\$57,500	\$70,000	\$69,000	\$65,000	\$65,000	\$75,000	\$75,000
Percent of Loans with Tract Inc <50% MSA Median	47.93%	37.18%	26.22%	11.75%	6.94%	8.5%	14.87%	8.61%	8.91%	16.18%	9.72%	10.81%	13.46%	18.59%
<b>National</b>														
Number of Loans	83,881	37,684	11,390	4,241	371	2,268	2,274	3,989	6,799	10,190	8,729	9,374	14,201	21,100
Median Loan Amount	\$140,000	\$128,000	\$89,000	\$88,000	\$70,000	\$71,000	\$79,000	\$73,000	\$98,000	\$118,500	\$117,000	\$123,000	\$131,000	\$135,000
Percent of Loans with Tract Inc <50% MSA Median	47.37%	31.06%	17.49%	8.15%	5.15%	4.59%	5.42%	4.25%	7.1%	14.5%	9.99%	9.13%	11.95%	15.28%

<b>High-Cost Loans to Borrowers in Tracts with 50%-80% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009Q1 - 2009Q3</b>	<b>2009Q4</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>														
Number of Loans	168	134	66	28	0	3	14	4	11	26	11	19	27	33
Median Loan Amount	\$76,000	\$82,500	\$75,000	\$92,000	N/A	N/A	\$75,500	\$49,500	\$76,000	\$87,000	\$88,000	\$88,000	\$96,000	\$105,000
Percent of Loans with Tract Inc 50% - 80% MSA Median	25.85%	24.45%	17.28%	8%	0%	0.93%	6.01%	1.12%	3.53%	9.89%	3.82%	5.31%	5.54%	7.04%
<b>State (Pennsylvania)</b>														
Number of Loans	19,824	11,547	5,688	2,334	186	957	1,369	1,115	1,633	2,429	1,679	1,877	2,422	3,583
Median Loan	\$82,000	\$84,000	\$76,000	\$73,000	\$61,000	\$70,000	\$74,000	\$70,000	\$82,000	\$87,000	\$83,000	\$87,000	\$98,000	\$95,000

Amount														
Percent of Loans with Tract Inc 50% - 80% MSA Median	38.82%	28.74%	20.07%	9.75%	5.26%	4.14%	7.04%	4.34%	6.52%	12.34%	7.49%	7.48%	9.59%	13.47%
<b>National</b>														
Number of Loans	594,856	271,006	99,428	45,156	3,678	21,821	23,500	28,947	51,468	77,104	63,941	69,905	86,020	113,713
Median Loan Amount	\$135,000	\$124,000	\$87,000	\$83,000	\$67,000	\$69,000	\$75,000	\$80,000	\$102,000	\$117,000	\$116,000	\$125,000	\$138,000	\$145,000
Percent of Loans with Tract Inc 50% - 80% MSA Median	40.6%	26.36%	15.89%	7.81%	4.64%	4.03%	5.03%	3.61%	6.66%	13.83%	9.25%	8.73%	10.5%	14.42%

<b>High-Cost Loans to Borrowers in Tracts with 80%-120% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009Q1 - 2009Q3</b>	<b>2009Q4</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>														
Number of Loans	124	68	36	19	0	5	5	1	5	7	7	13	1	3
Median Loan Amount	\$100,500	\$108,000	\$98,000	\$76,000	N/A	\$50,000	\$61,000	\$120,000	\$101,000	\$91,000	\$93,000	\$84,000	\$133,000	\$145,000
Percent of Loans with Tract Inc 80% - 120% MSA Median	20.88%	12.48%	8.26%	3.55%	0%	1.03%	1.3%	0.95%	4.5%	11.11%	7.37%	12.75%	2.22%	5.66%
<b>State (Pennsylvania)</b>														
Number of Loans	49,909	30,019	16,957	10,091	773	3,866	4,358	3,762	5,235	6,719	4,907	5,728	5,965	8,846
Median Loan Amount	\$106,000	\$105,000	\$88,000	\$81,000	\$71,000	\$83,000	\$89,000	\$89,000	\$108,000	\$113,000	\$108,000	\$111,000	\$120,000	\$115,000
Percent of Loans with Tract Inc 80% - 120% MSA Median	24.89%	18.01%	12.98%	6.94%	4.04%	2.75%	3.5%	2.59%	4.08%	7.27%	4.52%	4.86%	5.75%	8.03%
<b>National</b>														
Number of Loans	1,499,882	739,646	321,786	180,608	13,874	82,408	93,676	87,999	142,857	197,511	162,957	176,606	182,389	255,228
Median Loan Amount	\$144,000	\$135,000	\$102,000	\$97,000	\$77,000	\$85,000	\$94,000	\$96,000	\$120,000	\$133,000	\$133,000	\$141,000	\$154,000	\$155,000
Percent of Loans with Tract Inc 80% - 120% MSA Median	29.32%	18.76%	11.25%	5.44%	3.18%	2.58%	3.35%	2.52%	4.63%	9.28%	6.06%	5.74%	6.99%	10.09%

<b>High-Cost Loans to Borrowers in Tracts with &gt; 120% of MSA Median Income</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009Q1 - 2009Q3</b>	<b>2009Q4</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>City (Lancaster)</b>														
Number of Loans	8	5	5	0	0	2	0	0	0	0	0	0	0	0
Median Loan Amount	\$247,500	\$179,000	\$155,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Percent of Loans with Tract Inc > 120% MSA Median	9.3%	7.14%	7.81%	0%	0%	1.64%	0%	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>State (Pennsylvania)</b>														
Number of Loans	15,551	9,085	4,480	3,246	230	1,162	1,178	1,244	1,869	2,161	1,548	1,686	1,854	3,111
Median Loan Amount	\$166,000	\$171,000	\$143,000	\$138,000	\$100,000	\$125,000	\$142,500	\$135,500	\$160,000	\$152,000	\$148,000	\$157,000	\$160,000	\$135,000

Percent of Loans with Tract Inc > 120% MSA Median	14.36%	9.88%	5.76%	2.93%	1.73%	1.01%	1.17%	0.92%	1.74%	3.85%	2.24%	2.24%	2.95%	4.7
<b>National</b>														
Number of Loans	636,611	310,051	118,903	76,197	5,569	36,540	42,504	48,600	75,575	97,223	76,412	81,882	86,637	139,6
Median Loan Amount	\$200,000	\$198,000	\$152,000	\$140,000	\$120,000	\$124,000	\$137,500	\$136,000	\$164,000	\$176,000	\$177,000	\$190,000	\$207,000	\$185,0
Percent of Loans with Tract Inc > 120% MSA Median	19.76%	11.99%	5.96%	2.7%	1.54%	1.25%	1.65%	1.28%	2.46%	4.92%	3%	2.82%	3.73%	6.1

Source: [PolicyMap](#) and [FFIEC](#)  
 Data aggregated by:  
 2006 - 2018 Data for PolicyMap and FFIEC Contains: 1 City

## Originations for Purchase:

### Purchase Originations

In 2018, the typical loan originated for the purchase of a home was for \$125,000.

Purchase	2006	2007	2008	2009Q1 - 2009Q3	2009Q4	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>All Purchase</b>														
Number of Loans	833	725	525	494	–	439	340	283	293	288	357	433	519	511
Median Loan Amount	\$91,000	\$100,000	\$105,000	\$112,000	–	\$117,000	\$111,500	\$94,000	\$100,000	\$102,000	\$104,000	\$108,000	\$116,000	\$125,000
Percent of All Loans	57.49%	57.68%	54.29%	40.96%	–	44.25%	44.68%	46.24%	48.75%	66.21%	68.79%	73.02%	78.64%	76.38%
<b>High-Cost Purchase</b>														
Number of Loans	157	115	58	13*	0	2	12	2	20	40	19	35	32	40
Median Loan Amount	\$79,000	\$82,000	\$78,000	\$95,000*	N/A	N/A	\$79,500	\$76,000	\$82,500	\$87,000	\$93,000	\$88,000	\$105,500	\$120,000
Percent of Purchase Loans	18.85%	15.86%	11.05%	3.06%*	0%	0.46%	3.53%	0.71%	6.83%	13.89%	5.32%	8.08%	6.17%	7.83%
<b>Prime Purchase</b>														
Number of Loans	676	610	467	412*	69	437	328	281	273	248	338	398	487	511
Median Loan Amount	\$95,500	\$106,000	\$109,000	\$112,000*	\$116,000	\$117,000	\$112,500	\$94,000	\$101,000	\$106,500	\$104,000	\$108,000	\$117,000	\$125,000
Percent of Purchase Loans	81.15%	84.14%	88.95%	96.94%*	100%	99.54%	96.47%	99.29%	93.17%	86.11%	94.68%	91.92%	93.83%	100%

\*Indicates data for 2009Q1 - 2009Q3 only.

### Piggyback Purchase Loans by Loan Type

Piggyback loans, also known as 80-20 loans, are multiple mortgage transactions, where a buyer obtains at least two loans in order to purchase a home. The second loan finances that part of the purchase price not being financed by the first loan. The 80-20 or piggyback loan has been used to avoid underwriting standards held by most lenders that require private mortgage insurance (or PMI) when less than a 20% down payment is made by the buyer. Studies suggest that these transactions have a higher risk of default and foreclosure as the homebuyers have little or no equity at risk. HMDA data does not explicitly identify 80-20 or piggyback loans; this is an analytic performed by PolicyMap.

The typical piggyback loan for the purchase of a home in this area was for N/A, and made up 0% of purchase loans made here. Across all purchase loans, the median purchase loan amount was for \$125,000.

Piggyback Loans	2006	2007	2008	2009Q1 - 2009Q3	2009Q4	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>Total</b>														
Number of Loans	86	39	8	2	--	0	0	0	1	3	4	1	1	0
Median Loan Amount	\$116,000	\$113,000	\$253,000	N/A	--	N/A	N/A	N/A	\$135,000	\$124,000	\$104,500	\$88,000	\$508,000	N/A
Percent of Purchase Loans	10.32%	5.38%	1.52%	0.4%	--	0%	0%	0%	0.34%	1.04%	1.12%	0.23%	0.19%	0%
<b>High-Cost Piggyback Loans</b>														
Number of Loans	40	7	2	0*	0	0	0	0	0	0	0	0	0	0
Median Loan	\$94,500	\$109,000	N/A	N/A*	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Amount															
Percent of Piggyback Loans	46.51%	17.95%	25%	0%*	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
<b>Prime Piggyback Loans</b>															
Number of Loans	46	32	6	2*	0	0	0	0	1	3	4	1	1	0	
Median Loan Amount	\$150,000	\$119,500	\$253,000	N/A*	N/A	N/A	N/A	N/A	\$135,000	\$124,000	\$104,500	\$88,000	\$508,000	N/A	
Percent of Piggyback Loans	53.49%	82.05%	75%	100%*	0%	0%	0%	0%	100%	100%	100%	100%	100%	0%	

\*Indicates data for 2009Q1 - 2009Q3 only.

Source: [PolicyMap and FFIEC](#)

Data aggregated by:

2006 - 2018 Data Contains: 1 City

## Loans for Manufactured Housing:

### Loans for Manufactured Housing

Loans for the purchase or refinance of manufactured housing, also known as mobile homes, are often structured differently than for conventional housing, and so are presented as a separate category in PolicyMap.

In this area, there were 0 loans originated for manufactured housing in 2018, representing 0% of the total loan activity.

Manufactured Housing Loans	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>City (Lancaster)</b>													
Number of Loans	4	1	1	0	0	0	0	1	1	0	0	0	0
Median Loan Amount	N/A	N/A	N/A	N/A	N/A	N/A	N/A	\$28,000	\$60,000	N/A	N/A	N/A	N/A
Percent of All Loans	0.28%	0.08%	0.1%	0%	0%	0%	0%	0.17%	0.23%	0%	0%	0%	0%
<b>State (Pennsylvania)</b>													
Number of Loans	5,059	4,566	3,464	2,562	2,569	2,296	2,794	2,723	2,161	2,237	2,238	2,348	2,892
Median Loan Amount	\$53,000	\$55,000	\$57,000	N/A	\$59,000	\$61,000	\$62,000	\$65,000	\$64,000	\$69,000	\$75,000	\$72,000	\$75,000
Percent of All Loans	1.35%	1.47%	1.41%	0.79%	0.9%	0.92%	0.89%	1.01%	1.25%	1.09%	1%	1.19%	1.36%
<b>National</b>													
Number of Loans	208,112	198,419	162,704	122,341	97,948	89,193	100,777	110,056	96,747	107,788	115,598	124,522	145,791
Median Loan Amount	\$67,000	\$69,000	\$68,000	N/A	\$62,000	\$61,000	\$64,000	\$68,000	\$69,000	\$73,000	\$79,000	\$80,000	\$85,000
Percent of All Loans	2.02%	2.5%	2.82%	1.55%	1.43%	1.48%	1.21%	1.54%	2%	1.76%	1.65%	2.07%	2.49%

While 0% of loans in the area were for manufactured housing, this category represented 0% of the loans to Whites, 0% of loans to African Americans, 0% of loans to Asians, and 0% of loans to Hispanics.

Manufactured Housing Loans	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>Loans to Whites</b>													
Number of Loans	2	1	1	0	0	0	0	1	1	0	0	0	0
Median Loan Amount	N/A	N/A	N/A	N/A	N/A	N/A	N/A	\$28,000	\$60,000	N/A	N/A	N/A	N/A
Percent of Loans to Whites	0.17%	0.1%	0.12%	0%	0%	0%	0%	0.19%	0.27%	0%	0%	0%	0%
Percent of Manufactured Loans	50%	100%	100%	0%	0%	0%	0%	100%	100%	0%	0%	0%	0%
<b>Loans to African Americans</b>													
Number of Loans	0	0	0	0	0	0	0	0	0	0	0	0	0
Median Loan Amount	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Percent of Loans to African Americans	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Percent of Manufactured Loans	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
<b>Loans to Asians</b>													
Number of Loans	0	0	0	0	0	0	0	0	0	0	0	0	0
Median Loan Amount	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Percent of Loans to Asians	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Percent of Manufactured Loans	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
<b>Loans to Hispanics</b>													
Number of Loans	2	0	0	0	0	0	0	0	0	0	0	0	0
Median Loan Amount	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Percent of Loans to Hispanics	0.88%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Percent of Manufactured Loans	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
<b>Loans to Nonhispanics</b>													
Number of Loans	2	1	1	0	0	0	0	0	1	0	0	0	0
Median Loan Amount	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	\$60,000	N/A	N/A	N/A	N/A
Percent of Loans to Nonhispanics	0.18%	0.11%	0.14%	0%	0%	0%	0%	0%	0.29%	0%	0%	0%	0%
Percent of Manufactured Loans	50%	100%	100%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%

Source: [PolicyMap](#) and [FFIEC](#)

Data aggregated by:

2006 - 2018 Data Contains: 1 City



## Endnotes:

PolicyMap derived all data provided in this report from a public database of lending activity, collected by the FFIEC and mandated by the Home Mortgage Disclosure Act (HMDA) of 1975. HMDA requires most mortgage lenders located in metropolitan areas to collect data about their housing-related lending activity, report the data annually to the government, and make the data publicly available.

Data in this report include originated loans made for the purchase and refinance of owner-occupied, one-to-four family dwellings, or, where specified, for the purchase or refinance of manufactured housing. When performing aggregations and calculations on the HMDA data, medians were not calculated and percents were not computed where the count of loan events of that type or the denominator of the calculation was less than five. These places are identified on the map as having Insufficient Data. If a cell in a table contains N/A, the data are not available or have been suppressed according to these rules.

Depending on the size of the area selected for this report, the above values capture data for the census tracts, counties, etc, in which at least 50% of their areas are contained. For custom areas, such as radii, custom regions, school districts, and political districts, the HMDA data in this report was calculated by summing the following component Cities in 2000 for years 2004-2011: **Lancaster**; Cities in 2010 for 2012 - 2018: **Lancaster**. For more information on HMDA data in PolicyMap, see the related entries for HMDA (Home Mortgage Disclosure Act) in our [Data Directory](#).

Two changes implemented in the processing of the 2009 HMDA data include: 1. Separation of 2009Q1-2009Q3 from 2009Q4 lending data concerning rate spread reporting (high-cost and prime loans), and 2. Suppression of median home loan amounts for manufactured home loans. The separation of data for the first three quarters of 2009 from the last quarter for loans with or specifically without rate spreads is due to the fact that HMDA changed its rules for reporting rate spreads in the fourth quarter of 2009 in an effort to more accurately capture the current high-cost lending activity. The suppression of median home loan amounts for manufactured homes is due to the high incidence of error notations in the manufactured home loan data in 2009. In the 2010-2018 data, all information regarding loans with or specifically without rate spreads is reported according to the 2009Q4 reporting rules. Because of the relative lack of error notations in the manufactured home loan data in 2010 and 2011, median manufactured home loans were only suppressed in cases where the count of loan events of that type or the denominator of the calculation was less than five.

Further description of the source of the data and the terms used in the report can be found in the [Data Directory](#), or from HMDA at <http://www.ffiec.gov/hmda/>. For more information on Home Mortgage data from the FFIEC, go to <https://www.consumerfinance.gov/about-us/newsroom/ffiec-announces-availability-2018-data-mortgage-lending/>.

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Home Mortgage Report by Pre-defined Location for **Lancaster** (City)  
02/05/2021  
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## Current Report: Rental Housing Report of City: Lancaster



**Date:** February 5, 2021

**Proposed Location:**

This location, **Lancaster** (City, 2010), is located in **Lancaster** County, in the state of **Pennsylvania**.

It is located within or touches the following 2010 census tract(s): **42071013304, 42071013203, 42071011804, 42071013301, 42071011805, 42071013202, 42071011802, 42071013503, 42071013400, 42071001200, 42071000200, 42071014700, 42071001400, 42071000800, 42071000500, 42071000300, 42071000400, 42071000100, 42071000600, 42071000700, 42071001000, 42071001100, 42071000900.**

Similarly, it is located within or touches the following zip code(s): **17601, 17603, 17602.**

Data presented in this report summarize the geographies specified in the citation information in each section.

### This Area is Served by (or touches):

**School District(s):** Lancaster School District

**Congressional District(s):** Pennsylvania's 16th District

**Senators:** Robert P. Casey Jr. (D-PA), Patrick J. Toomey (R-PA)

**State Senate District(s):** State Senate District 13

**State House District(s):** State House District 96

### Rents:

Across the area, an estimated **56.56%** or **12,496** households rented their home between 2015-2019. According to the U.S. Census Bureau, the area had rental units with cash rent of the following sizes between 2015-2019:

Rental Units by Size	Number of Units	Percent of All Rental Units
<b>City (Lancaster)</b>		
0 or 1 Bedroom	4,542	37.11%
2 Bedrooms	4,342	35.47%
3 or more Bedrooms	3,356	27.42%
All	12,240	100%
<b>County (Lancaster)</b>		
0 or 1 Bedroom	18,301	29.41%
2 Bedrooms	23,496	37.75%
3 or more Bedroom	20,438	32.84%
All	62,235	100%
<b>State (Pennsylvania)</b>		
0 or 1 Bedroom	505,293	34%
2 Bedrooms	528,057	35.53%
3 or more Bedroom	452,872	30.47%
All	1,486,222	100%

Source: [Census](#)

Data aggregated by:

2015-2019 Data Contains: 1 City

For 2015-2019, typical (median) gross rent for rental units with cash rent in this area was was **\$866**. According to the U.S. Census Bureau, the number of rental units with cash rent by average gross rent and by bedroom size were as follows:

Gross Rent in 2015-2019	Number of Units		
	0 or 1 Bedroom Units	2 Bedroom Units	3 or more Bedroom Units
<b>City (Lancaster)</b>			
< \$300 / month	517	192	158
< \$500 / month	1,206	295	210
< \$750 / month	2,593	734	493
< \$1,000 / month	4,118	2,886	1,281
> \$1,000 / month	424	1,456	2,075
<b>County (Lancaster)</b>			
< \$300 / month	849	336	243
< \$500 / month	2,430	817	583
< \$750 / month	7,692	3,279	2,423
< \$1000 / month	13,312	10,798	6,467
> \$1000 / month	4,989	12,698	13,971
<b>State (Pennsylvania)</b>			
< \$300 / month	51,271	15,220	10,904
< \$500 / month	110,359	39,500	31,258
< \$750 / month	235,148	136,036	87,814
< \$1000 / month	361,983	285,055	188,628
> \$1000 / month	143,310	243,002	264,244

Source: [Census](#)

Data aggregated by:

2015-2019 Data Contains: 1 City

## Incomes:

According to the Census' American Community Survey (ACS), the median household income here was **\$45,514** between 2015-2019. The range of household incomes in this area is as follows:

2015-2019 Annual Income Category	Number of Households	Percent of Households
<b>City (Lancaster)</b>		
Less than \$25,000	6,417	29.05%
\$25,000 - \$34,999	2,291	10.37%
\$35,000 - \$49,999	3,200	14.48%
\$50,000 - \$74,999	4,015	18.17%
\$75,000 - \$99,999	3,022	13.68%
\$100,000 - \$124,999	1,468	6.64%
\$125,000 - \$149,999	513	2.32%
\$150,000 or more	1,166	5.28%
<b>County (Lancaster)</b>		
Less than \$25,000	30,810	15.28%
\$25,000 - \$34,999	17,691	8.77%
\$35,000 - \$49,999	25,655	12.72%
\$50,000 - \$74,999	39,652	19.67%
\$75,000 - \$99,999	31,387	15.57%
\$100,000 - \$124,999	20,772	10.3%
\$125,000 - \$149,999	12,577	6.24%
\$150,000 or more	23,076	11.45%

State (Pennsylvania)		
Less than \$25,000	989,421	19.58%
\$25,000 - \$34,999	464,548	9.19%
\$35,000 - \$49,999	622,352	12.32%
\$50,000 - \$74,999	889,087	17.59%
\$75,000 - \$99,999	662,467	13.11%
\$100,000 - \$124,999	465,150	9.21%
\$125,000 - \$149,999	301,776	5.97%
\$150,000 or more	658,305	13.03%

Source: [Census](#)  
 Data aggregated by:  
 2015-2019 Data Contains: 1 City

### Rental Affordability:

According to the U.S. Census' ACS, **5,805** renters in this area were cost burdened (paying more than 30% of their income towards rent) between 2015-2019.

Of those renters, **14.32%** were over the age of 65. Additionally, **57.16%** of cost burdened renters earned less than \$20,000 between 2015-2019.

Burdens by Age	Cost Burdened Renters between 2015-2019	
	#	% of all cost burdened renters
<b>City (Lancaster)</b>		
Under 65	4,974	85.68%
65 or older	831	14.32%
<b>County (Lancaster)</b>		
Under 65	19,585	66.48%
65 or older	9,875	33.52%
<b>State (Pennsylvania)</b>		
Under 65	526,030	75.95%
65 or older	166,554	24.05%

Burdens by Annual Income	Cost Burdened Renters between 2015-2019	
	#	% of all cost burdened renters
<b>City (Lancaster)</b>		
Less than \$20,000	3,318	57.16%
Less than \$50,000	5,754	99.12%
Less than \$75,000	5,795	99.83%
<b>County (Lancaster)</b>		
Less than \$20,000	11,190	37.98%
Less than \$50,000	26,964	91.53%
Less than \$75,000	28,892	98.07%
<b>State (Pennsylvania)</b>		
Less than \$20,000	332,808	48.05%
Less than \$50,000	643,023	92.84%
Less than \$75,000	682,164	98.5%

Source: [Census](#)  
 Data aggregated by:  
 2015-2019 Data Contains: 1 City

### Endnotes:

<sup>1</sup> Gross rent is defined by the U.S. Census Bureau to be the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter (or paid by the renter for someone else). Gross rent is intended to eliminate differentials that result from varying practices with respect to the inclusion of utilities and fuels as part of the rental payment.

Gross rent in 2000 (Census) differs from what is referred to as gross rent between 2013-2017 (Census' American Community Survey) because the universe of renters in the Census' American Community Survey is "renter occupied", whereas in Census 2000 the universe was "specified renter-occupied housing units." Due to this difference in universe, the 2000 (Census) count of cost-burdened renters is likewise incomparable to the 2013-2017 (Census' American Community Survey) count of cost-burdened renters.

Calculations presented here were performed by staff at PolicyMap and are based on estimates from the U.S. Census' American Community Survey for 2013-2017. Reports at a zip code level will be substantially incomplete as Census does not capture data for these indicators at a zip code.

For custom areas, such as radii, custom regions, school districts, and political districts, Census ACS data was calculated by summing the following component City in 2015-2019: **Lancaster**.

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Rental Housing Report by Pre-defined Location for **Lancaster** (City)  
02/05/2021  
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**Date:** February 5, 2021

**Proposed Location:**

This location, **Lancaster** (City, 2010), is located in **Lancaster** County, in the state of **Pennsylvania**.

It is located within or touches the following 2010 census tract(s): **42071013304, 42071013203, 42071011804, 42071013301, 42071011805, 42071013202, 42071011802, 42071013503, 42071013400, 42071001200, 42071000200, 42071014700, 42071001400, 42071000800, 42071000500, 42071000300, 42071000400, 42071000100, 42071000600, 42071000700, 42071001000, 42071001100, 42071000900.**

Similarly, it is located within or touches the following zip code(s): **17601, 17603, 17602.**

Data presented in this report summarize the geographies specified in the citation information in each section.

**This Area is Served by (or touches):**

**School District(s):** Lancaster School District

**Congressional District(s):** Pennsylvania's 16th District

**Senators:** Robert P. Casey Jr. (D-PA), Patrick J. Toomey (R-PA)

**State Senate District(s):** State Senate District 13

**State House District(s):** State House District 96

**Population Trends:**

As of the period 2015-2019, this area was home to an estimated **59,433** people.

Population	2000	2010	2015-2019	Change 2000 to 2015-2019 (%)
Area	56,347	59,322	59,433	5.48%
Counties (Lancaster)	470,658	519,445	540,999	14.95%
State (Pennsylvania)	12,281,054	12,702,379	12,791,530	4.16%

Source: [Census](#)

Data aggregated by:

2000 - 2015-2019 Data Contains: 1 City

**Racial Characteristics:**

Of the people living in this area in between 2015-2019, **59.79%** are White, **17.18%** are African American, **38.34%** are Hispanic, **4.38%** are Asian, **0.11%** are either Native Hawaiian or Pacific Islander, **0.23%** are American Indian or Alaskan Native, **11.64%** are of "some other race" and **6.67%** are of two or more races. In the table below, the percentage of the population that each segment represents in the report area is compared to the percent it represents in the state.

Between 2000 and 2015-2019, the White population changed by **1.52%**, the African American population by **27.03%**, and Asian population by **115.29%**. The number of Hispanics changed by **32.29%**.

Race	2000	2010	2015-2019	Percent of Total Population in 2015-2019	Percent of State Population in 2015-2019 (Pennsylvania)
White	35,004	32,729	35,536	59.79%	80.53%
African American	8,037	9,683	10,209	17.18%	11.18%
Asian	1,210	1,773	2,605	4.38%	3.41%
Native Hawaiian or Pacific Islander	23	43	63	0.11%	0.03%
American Indian or Alaskan Native	142	433	137	0.23%	0.19%
Some Other Race	9,577	11,231	6,919	11.64%	2.15%

Two or More Races	2,354	3,430	3,964	253 6.67%	2.5%
<b>Ethnicity</b>	<b>2000</b>	<b>2010</b>	<b>2015-2019</b>	<b>Percent of Total Population in 2015-2019</b>	<b>Percent of State Population in 2015-2019 (Pennsylvania)</b>
Hispanic	17,224	23,329	22,785	38.34%	7.31%

Source: [Census](#)  
 Data aggregated by:  
 2000 - 2015-2019 Data Contains: 1 City

### Age Distribution:

In the report area in 2015-2019, **9.83%** of the population is over the age of 65. **66.9%** are of working age (18-64). **23.27%** are under 18, and **6.32%** are under 5 years old.

Age	Number of People in Age Group	Percent of People in Age Group	Percent of People in Age Group (Pennsylvania)
Under 5	3,756	6.32%	5.52%
Under 18	13,829	23.27%	20.81%
Working Age (18-64)	39,763	66.9%	61.35%
Aging (65+)	5,841	9.83%	17.84%

Source: [Census](#)

Data aggregated by:

2015-2019 Data Contains: 1 City

## Incomes:

The median household income for the study area was **\$45,514**, compared to the state of Pennsylvania with a median of **\$61,744**, as estimated for 2015-2019 by the Census' American Community Survey.

The number of households divided by income categories is shown in the Annual Income Category table. In the period of 2015-2019, **53.9%** of households in the study area had an annual income of less than \$50,000, compared to **41.09%** of people in the state of Pennsylvania.

2015-2019 Annual Income Category	Number of Households	Percent of Households
<b>City (Lancaster)</b>		
Less than \$25,000	6,417	29.05%
\$25,000 - \$34,999	2,291	10.37%
\$35,000 - \$49,999	3,200	14.48%
\$50,000 - \$74,999	4,015	18.17%
\$75,000 - \$99,999	3,022	13.68%
\$100,000 - \$124,999	1,468	6.64%
\$125,000 - \$149,999	513	2.32%
\$150,000 or more	1,166	5.28%
<b>County (Lancaster)</b>		
Less than \$25,000	30,810	15.28%
\$25,000 - \$34,999	17,691	8.77%
\$35,000 - \$49,999	25,655	12.72%
\$50,000 - \$74,999	39,652	19.67%
\$75,000 - \$99,999	31,387	15.57%
\$100,000 - \$124,999	20,772	10.3%
\$125,000 - \$149,999	12,577	6.24%
\$150,000 or more	23,076	11.45%
<b>State (Pennsylvania)</b>		
Less than \$25,000	989,421	19.58%
\$25,000 - \$34,999	464,548	9.19%
\$35,000 - \$49,999	622,352	12.32%
\$50,000 - \$74,999	889,087	17.59%
\$75,000 - \$99,999	662,467	13.11%
\$100,000 - \$124,999	465,150	9.21%
\$125,000 - \$149,999	301,776	5.97%
\$150,000 or more	658,305	13.03%

According to the Census' American Community Survey estimates, the median income for a family in the period of 2015-2019 was **\$52,817**, compared to the state of Pennsylvania with a median family income of **\$78,521**.

Source: [Census](#)

Data aggregated by:

2015-2019 Data Contains: 1 City

## Immigration:

Data from the U.S. Census Bureau for 2015-2019 indicate that **6,726** people or **11.32%** of the population living in this area were "foreign born". Census defines foreign born as anyone who is not a U.S. citizen at birth. This area is located in Pennsylvania, which, according to the Department of Homeland Security, was home to **27,762** people who were granted Legal Permanent Residence status in 2017. Those LPRs, or "green cards", represent **2.46%** of green cards issued in the nation that year.

Source: [Census, Department of Homeland Security](#)

Data aggregated by:

2015-2019 Data for Census Contains: 1 City

2017 Data for Department of Homeland Security Contains: 1 State

## Families and Households:

The composition of the **12,998** families who reside in the study area is shown in the table below. Families are groups of related people who live together, whereas households refer to the person or group of people living in any one housing unit. Generally, households that do not contain a family are made up of unrelated people living together (eg, roommates) or people living alone. While it is possible for two families to share a household, the difference between the number of households and the number of families in an area shows, approximately, the number of non-family households in a place.

2015-2019 Family Composition	Number of Families	Percent of Families
<b>City (Lancaster)</b>		
Families	12,998	--
Married with Children	2,668	20.53%
Single with Children	3,446	26.51%
Single Female with Children	2,790	21.46%
Other Families	6,884	52.96%
<b>County (Lancaster)</b>		
Families	141,098	--
Married with Children	42,079	29.82%
Single with Children	13,515	9.58%
Single Female with Children	10,000	7.09%
Other Families	85,504	60.6%
<b>State (Pennsylvania)</b>		
Families	3,236,352	--
Married with Children	857,475	26.5%
Single with Children	416,960	12.88%
Single Female with Children	307,405	9.5%
Other Families	1,961,917	60.62%

Note: The category "Single with Children" includes all families that are "Single Female with Children", so all categories do not add up to 100 percent.

Source: [Census](#)

Data aggregated by:

2015-2019 Data Contains: 1 City

2015-2019 Household Counts	Number of Households
<b>City (Lancaster)</b>	
Households	22,092
<b>County (Lancaster)</b>	
Households	201,620
<b>State (Pennsylvania)</b>	
Households	5,053,106

Source: [Census](#)

Data aggregated by:

2015-2019 Data Contains: 1 City

## Housing Type:

The type of housing available in this area is described in the table below. Single family homes include all one-unit structures, both attached and detached. Townhouses or duplexes include one-unit attached homes, as well as housing units with two units. Units in small apartment building are buildings with 3 to 49 units; large apartment buildings include buildings with 50 units or more. Other types of housing include vans, boats, recreational vehicles, or other units.

2015-2019 Housing Stock	Number of Units	Percent of Units
<b>City (Lancaster)</b>		
Single family detached homes	2,831	11.93%
Single family attached homes	11,396	48.02%
2-unit homes and duplexes	2,010	8.47%
Units in small apartment buildings	6,380	26.88%
Units in large apartment buildings	1,064	4.48%
Mobile homes or manufactured housing	53	0.22%
Other types	0	0%
<b>County (Lancaster)</b>		
Single family detached homes	116,341	55.14%
Single family attached homes	43,853	20.78%
2-unit homes and duplexes	6,691	3.17%
Units in small apartment buildings	29,432	13.95%
Units in large apartment buildings	7,052	3.34%
Mobile homes or manufactured housing	7,583	3.59%
Other types	33	0.02%
<b>State (Pennsylvania)</b>		
Single family detached homes	3,246,619	57.03%
Single family attached homes	1,057,041	18.57%
2-unit homes and duplexes	248,078	4.36%
Units in small apartment buildings	685,077	12.03%
Units in large apartment buildings	233,113	4.09%
Mobile homes or manufactured housing	221,895	3.9%
Other types	1,491	0.03%

Source: [Census](#)  
 Data aggregated by:  
 2015-2019 Data Contains: 1 City

## Tenure:

Across the area, an estimated **43.44%** or **9,596** households owned their home between 2015-2019. The average size of a household in this area was **2.54** between 2015-2019, as compared to the average household size for the county and the state, **2.63 (Lancaster)** and **2.45 (Pennsylvania)** respectively.

Source: [Census](#)  
 Data aggregated by:  
 2015-2019 Data Contains: 1 City

## Vacancy:

There were an estimated **23,734** housing units in the study area in 2015-2019, according to the Census' American Community Survey. For 2015-2019, the Census showed an estimated **6.92%** of housing units to be vacant, compared to **11.24%** in the state of Pennsylvania.

Source: [Census](#)  
 Data aggregated by:  
 2015-2019 Data Contains: 1 City

Postal vacancy shows short-term vacancy trends based on addresses where mail has not been collected for over 90 days. Data from Valassis Lists tracks vacancy on a quarterly basis. In the 3<sup>rd</sup> quarter of 2020, the overall vacancy rate in this area was 1.85%.

Postal Address Vacancy	2019Q2	2019Q3	2019Q4	2020Q1	2020Q2	2020Q3
<b>City (Lancaster)</b>						
Number Vacant - Residential	262	261	257	258	359	350
Percent Vacant - Residential	1.11%	1.11%	1.09%	1.09%	1.51%	1.47%
Number Vacant - Business	141	139	138	138	150	146
Percent Vacant - Business	4.28%	4.2%	4.5%	4.52%	4.91%	4.94%
Overall Vacancy Rate	1.5%	1.49%	1.48%	1.48%	1.9%	1.85%
<b>County (Lancaster)</b>						
Number Vacant - Residential	1,099	1,191	1,252	1,195	1,508	1,420
Percent Vacant - Residential	0.53%	0.57%	0.6%	0.57%	0.72%	0.68%
Number Vacant - Business	562	578	575	574	607	594
Percent Vacant - Business	3.18%	3.27%	3.28%	3.22%	3.39%	3.34%
Overall Vacancy Rate	0.74%	0.79%	0.81%	0.78%	0.93%	0.89%
<b>State (Pennsylvania)</b>						
Number Vacant - Residential	140,280	142,330	147,516	149,475	162,472	159,036
Percent Vacant - Residential	2.49%	2.53%	2.62%	2.65%	2.88%	2.81%
Number Vacant - Business	43,915	44,117	44,558	44,696	45,023	46,248
Percent Vacant - Business	10.59%	10.66%	10.76%	10.75%	10.82%	11.05%
Overall Vacancy Rate	3.05%	3.09%	3.18%	3.21%	3.42%	3.38%

Source: [Valassis Lists](#)

Data aggregated by:

2019q2 - 2020q3 Data Contains: 1 City

## Employment:

The following table shows the number of people who were employed, unemployed, in the labor force, and the unemployment rate for the market in which the report area is located, according to the Bureau of Labor Statistics.

Unemployment rate	June 2020	July 2020	August 2020	September 2020	October 2020	November 2020
<b>City (Lancaster)</b>						
Employed	24,238	24,835	24,991	25,765	25,719	25,613
Unemployed	5,376	5,078	4,125	3,145	2,817	2,362
In Labor Force	29,614	29,913	29,116	28,910	28,536	27,975
Unemployment Rate	18.2	17	14.2	10.9	9.9	8.4
<b>County (Lancaster)</b>						
Employed	258,721	265,092	266,757	275,020	274,534	273,404
Unemployed	33,298	30,098	23,604	17,305	14,979	12,614
In Labor Force	292,019	295,190	290,361	292,325	289,513	286,018
Unemployment Rate	11.4	10.2	8.1	5.9	5.2	4.4
<b>Metro Area (Lancaster, PA Metro Area)</b>						
Employed	258,721	265,092	266,757	275,020	274,534	273,404
Unemployed	33,298	30,098	23,604	17,305	14,979	12,614
In Labor Force	292,019	295,190	290,361	292,325	289,513	286,018
Unemployment Rate	11.4	10.2	8.1	5.9	5.2	4.4
<b>State (Pennsylvania)</b>						
Employed	5,559,112	5,633,829	5,673,268	5,917,134	5,918,750	5,929,793
Unemployed	855,034	824,771	675,132	502,581	443,538	382,770
In Labor Force	6,414,146	6,458,600	6,348,400	6,419,715	6,362,288	6,312,563

Unemployment Rate	13.3	12.8	10.6	7.8	7	6.1
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Source: [BLS](#)

In this area in 2015-2019, the Census estimates that people were employed in the following industries:

Employment by Industry	People Employed	Percent Employed in this Industry	Percent Employed in this Industry in Pennsylvania
Accommodation and Food Services Industry Employment	2,679	9.05%	6.42%
Administrative and Support and Waste Management Services Industries Employment	1,341	4.53%	3.76%
Agriculture, Forestry, Fishing and Hunting Industry Employment	286	0.97%	0.88%
Arts, Entertainment, and Recreation Industries Employment	751	2.54%	1.9%
Educational Service Industry Employment	2,466	8.33%	9.37%
Finance, Insurance, Real Estate and Rental and Leasing Industries Employment	1,146	3.87%	6.44%
Health Care and Social Assistance Industry Employment	4,522	15.27%	16.56%
Information Industry Employment	381	1.29%	1.64%
Manufacturing Industry Employment	5,302	17.9%	11.79%
Management of Companies and Enterprises Industry Employment	10	0.03%	0.13%
Other Services Industry Employment	1,542	5.21%	4.69%
Professional, Scientific, and Technical Services Industry Employment	1,309	4.42%	6.64%
Public Administration Employment	803	2.71%	3.99%
Retail Trade Industry Employment	3,709	12.52%	11.15%
Construction Industry Employment	1,131	3.82%	5.84%
Transportation and Warehousing, and Utilities Industries Employment	1,325	4.47%	5.65%
Wholesale Trade Industry Employment	912	3.08%	2.7%
All Other Industries Employment	0	0%	0.45%

Source: [Census](#)

Data aggregated by:

2015-2019 Data Contains: 1 City

## Crime:

The crime rates per 100,000 persons in the Census Place and county in which the study area is located, as reported by the FBI's Uniform Crime Reports, are as follows. Data was reported by the FBI for selected Census Places and counties, so data may be unavailable for your study area.

Crime Rates per 100,000 persons	2013	2014	2015	2016	2017
<b>City (Lancaster)</b>					
Aggravated Assault	320.03	276.44	374.4	382.54	484.81
Burglary or Larceny	4,389.42	3,743.78	3,511.26	3,510.28	3,199.38
Motor Vehicle Thefts	144.85	117.99	145.04	136.5	177.37
Murder	8.42	10.11	11.81	6.74	8.45
Rape	89.27	114.62	134.92	155.04	163.85
Robbery	419.4	278.13	274.9	276.37	238.18
<b>County (Lancaster)</b>					
Aggravated Assault	80.01	74.08	83.7	90.83	124
Burglary or Larceny	1,807.08	1,531.48	1,374.8	1,331.23	1,269.87
Motor Vehicle Thefts	54.85	45.13	44.93	44.39	57.94
Murder	1.89	2.44	2.98	1.49	2.77

	261				
Rape	25.16	37.42	43.06	33.62	36.54
Robbery	64.31	50.77	51.08	50.15	44.47

Source: [FBI UCR & DOJ](#)

## Endnotes:

Calculations presented here were performed by staff at PolicyMap and are based on public and proprietary data sources.

Depending on the type of size of the area selected for this report, the above values capture data for the block groups, tracts, counties, etc, in which at least 50% of their areas are contained. If this report is run for a zip code, some data will be unavailable, as zip code values for some topics are not available.

For custom areas, such as radii, custom regions, school districts, and political districts, Census ACS data was calculated by summing the following component City in 2000: **Lancaster**, and the following component City in 2015-2019: **Lancaster**.

Any change calculations included in this report reflect PolicyMap's translation of boundary changes from 2000 to 2010. Therefore, they may not match a calculation done using the 2000 and 2015-2019 values shown in the report.

Estimates of tenure, incomes, and housing stock are provided by the ACS for 2015-2019. Data on legal permanent residents is from the Department of Homeland Security, and, for all areas, describes the state in which that area is located. For more information on demographic data in PolicyMap, see the related entry for [Census: Decennial Census and ACS](#) and for more information on immigration data in PolicyMap, see the entry for the [Department of Homeland Security Immigration Yearbook](#) in our Data Directory.

Postal vacancy data in this report is from a resident and business list compiled by Valassis Lists. This data shows a point-in-time snapshot of vacant addresses. For more information on Valassis Lists vacancy data, see our [Data Directory](#).

The source of crime data in the tables presented here is Federal Bureau of Investigation's Uniform Crime Reporting (UCR) Program, which compiles standardized incident reports from local law enforcement agencies in order to produce reliable, uniform, and national crime data. The UCR Program collects data on known offenses and persons arrested by law enforcement agencies. For details on this dataset, see the related entry for [FBI Uniform Crime Reports](#) in the Data Directory. Crime data in this report is not summed or aggregated, but rather listed for each of the complete areas within the study area for which crime is reported.

For the separate Employment and Crime Sections in this report, only locations for which data are available are included in the tables. If the section does not include information, no data was available for any of the locations or component parts of the area you requested for this report.

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Community Profile Report by Pre-defined Location for **Lancaster** (City)  
02/05/2021  
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City of Lancaster

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# MUNICIPAL CLIMATE ACTION PLAN

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120 North Duke Street  
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Cover photo: onethirtynine photography

# LETTER FROM MAYOR DANENE SORACE

Fellow Lancasterians,

It is with great pride that I present to you the City of Lancaster's Municipal Operations Climate Action Plan. This plan is the product of years of hard work on the part of City staff, our City's Climate Action Committee, and our consulting partners at Elevate Energy and the Center for Neighborhood Technology; and this represents a major step forward for our city in committing to a healthier, more economically sustainable, and environmentally conscious future Lancaster.

The City's Climate Action Committee, which has done so much to help lend direction and set goals for this plan, includes 11 partners from several key community stakeholders including LCSWMA, Millersville University, Citizens Climate Lobby's Lancaster Chapter, Lancaster City Housing Authority, The Parking Authority of the City of Lancaster, and the Lancaster County Planning Commission. City staff, the Elevate Energy team, and the Climate Committee have been working hard over the past 9 months to produce the most thoughtful, thorough, and well-polished plan possible. The result of their deliberations and labor is a document detailing adaptation and mitigation strategies that will help guide the City of Lancaster in the 21st century, while continuing to deliver the essential municipal services that our residents depend on every day.

This plan identifies key facets of our municipal services, culture, and infrastructure that will need to be improved upon if we are to properly address the strains that climate change will place on City operations. Major areas for growth and change include the City's management of water, wastewater, energy, waste, stormwater, office culture, potential carbon offset programs, and the municipal vehicle fleet. We have set a number of goals for achieving emissions reductions in the near and long term. The first of these goals is set for 2025 when we are committed to achieving an 80% emissions reduction from 2017 levels and will be drawing **100% of our electricity from renewable sources.**

We here at the City of Lancaster are incredibly proud of this plan and are even more excited by the precedent and foundations it sets for acting on climate issues in the future. Reforming our municipal operations is an essential first step, but it is not enough. In order to confront the climate challenges facing Lancaster City in a truly comprehensive fashion, we will need to take action on a larger scale through the development



and implementation of a community climate action plan that considers equitable distribution of services to ensure that those who will be most greatly impacted by the effects of a changing climate are not left behind. I am proud that the time, energy, and strategic thinking put into this plan's development will continue to inform broader climate initiatives and planning efforts in our City moving forward.

This plan goes a long way toward securing our ability to preserve what makes Lancaster so unique, while aiding the City in adjusting to the challenges of our day. These goals and

strategies for combating climate change will help us sustain the foundations upon which strong neighborhoods, safe streets, secure incomes, and sound government are built and delivered. The hour is upon us to lead responsibly, providing an example not just for our county, but for the rest of mid-state Pennsylvania as well. The future is full of potential, and I'm excited to see the role that our City will play in shaping it.

Your Mayor,  
Danene Sorace

# ACKNOWLEDGMENTS

Special thanks are extended to Mayor Danene Sorace for her support of this project and continued commitment to addressing the pressing issue of climate change. A special thanks is also extended to: City of Lancaster Senior Planner Douglas Smith for shepherding this project from its inception; Millersville University's Sustainability Director Chris Steuer and Lancaster County Solid Waste Management Authority's Energy Program Manager Justin Capots for their invaluable time and expertise, which greatly strengthened the technical aspects of this document; and the City of Lancaster's Planning Intern Ben Jennings for his steadfast work on this plan, including community outreach, editing, researching, and writing. The City of Lancaster would also like to acknowledge and express its gratitude for the many other people and organizations who provided support in developing this plan, many of whom will also assist with its implementation.

## Prepared By

City of Lancaster Bureau of Planning and Department of Public Works

## Consultants

Elevate Energy and the Center for Neighborhood Technology

## Mayor's Climate Action Committee

Danene Sorace, *Mayor*  
 Ismael Smith-Wade-El, *Council Member, Lancaster City Council*  
 Christopher Delfs, *Director, Department of Community Planning and Economic Development*  
 Randy Patterson, *Director (Retired), Department of Community Planning and Economic Development*  
 Douglas Smith, *Senior Planner (Project Manager), Bureau of Planning*  
 Robert Bini, *Director for Transportation Planning, Lancaster County Planning Commission*  
 Megan Blackmon, *Grants Administrator, Administrative Services*  
 Justin Capots, *Energy Program Manager, Lancaster County Solid Waste Management Authority*  
 Larry Cohen, *Executive Director, Lancaster Parking Authority*  
 Ruth Hocker, *Stormwater Program Manager, Bureau of Stormwater and Wastewater Collections*  
 Ryan Hunter, *Facilities Manager, Facility Management*  
 Paula Jackson, *Chief Planner (Retired), Bureau of Planning*  
 Jerry Miller, *Community Activist, Citizens Climate Lobby – Lancaster Chapter*  
 Dave Schaffhauser, *Facilities Manager (Retired), Facility Management*  
 Chris Steuer, *Sustainability Director, Millersville University*  
 Barbara Wilson, *Executive Director, Lancaster City Housing Authority*

## Funding Partners

Partners for Places – a project of the Funders' Network for Smart Growth and Livable Communities  
 Lancaster County Community Foundation  
 Lancaster County Solid Waste Management Authority  
 The Steinman Foundation

## Supporting Partners

Urban Sustainability Director's Network  
 Kapwa Consulting  
 Millersville University  
 Citizens Climate Lobby – Lancaster, PA Chapter

## Advisory City Staff

Chris Hilditch, *Manager for Bureau of Wastewater*  
 Donna Jessup, *Operations Manager*  
 Jess King, *Chief of Staff*  
 James Rieben, *Water Treatment Engineer*  
 Amber Strazzo, *Communications Manager*  
 Luz Maria Torres, *Secretary for Bureau of Streets*



Michelle Johnsen

*Participants gather at community meeting to unveil the City's climate plan.*

# EXECUTIVE SUMMARY

Lancaster City ranked 14th in the nation among the top 50 cities with biggest increases in heavy downpours from 2005-2014, and seven of the ten hottest days on record since 1914 in Lancaster have occurred in the last 20 years. The impacts of climate change are already being felt in Lancaster through increased precipitation and temperatures. In addition to the direct effects of these conditions, a changing climate will also exacerbate existing conditions such as poor air quality and a propensity for urban flooding. The impacts of climate change challenge municipal operations by putting stress on City facilities and threatening to disrupt the delivery of services to people across Lancaster City.

The City of Lancaster's core mission is to serve its residents, businesses, and environment. Throughout its nearly 300-year history, the City has proven resilient and adaptive to rapid shifts in industry, transportation, and technology, among other changing conditions. As evidenced by Lancaster's adaptive reuse of warehouses and changing farm practices, this flexibility has been a vital asset that will be key to the City's efforts to prepare for the effects of climate change. By adopting and implementing this plan, the City of Lancaster is looking to continue building on this spirit of ingenuity, fostering the development of a healthier and more economically secure future.

Addressing climate change is not a burden, but an opportunity to strengthen the City and its community. With climate impacts projected to increase in coming years, it is imperative that the City of Lancaster identify opportunities to reduce greenhouse gas emissions (mitigation) now, while also taking steps to address both current and anticipated shifts in local climate that Lancaster will not be able to avoid (adaptation). The mitigation strategies within this plan aim to conserve resources and increase prosperity, and the adaptation strategies focus on creating smarter infrastructure.

The City of Lancaster's Municipal Operations Climate Action Plan advances the mitigation and adaptation work the City of Lancaster has been committed to for many years. The Plan details 25 strategies in six key areas to progressively reduce emissions against the City's 2017 baseline (17,012 MT CO<sub>2</sub>e): Energy; Vehicle Fleet; Water and Wastewater; Stormwater; Waste; and Building a Culture of Sustainability; and Carbon Offsets.

When fully implemented, these strategies will result in carbon neutrality by 2050. A critical component of achieving this goal will require securing carbon offsets and increasing them progressively over the years. By 2025, emissions will be reduced by 79% with 1% in carbon offsets (80% of emissions), and in 2035 emissions will

be reduced 80% with 10% in carbon offsets (90% of emissions). In 2050, 81% of emissions will be reduced with 19% in carbon offsets (100% of emissions). In conjunction with these reductions, the City commits to 100% renewable energy sources for all electricity consumption by 2025, meaning all electricity-related emissions will be avoided—this commitment is critical to meeting the ambitious near-term goal in just six short years.

## Call to Action

We believe in walking the walk, not just talking the talk. We at the City of Lancaster are eager to further demonstrate our commitment to lessening climate change's impacts, especially on our most vulnerable citizens, while building a stronger economy and community that can continue to be a great place to live, work, and play. Lancaster City's municipal operations make up only about 4% of community-wide emissions, so this municipal plan represents just a first step. Climate science is clear: it is urgent that communities around the world join together and take proactive steps to reduce emissions by at least 80%. The next step will be developing a community-wide climate action and adaptation plan and taking further steps to innovatively, collaboratively, and responsibly reduce greenhouse gas emissions while building a more resilient city.

City of Lancaster  
Municipal Climate  
Action Plan

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# INTRODUCTION



# INTRODUCTION



## Understanding Climate Change

Increased levels of carbon dioxide (CO<sub>2</sub>) and other GHGs in the earth's atmosphere are warming the Earth and driving changes in our climate. While climate changes over long periods of time due to natural cycles, the recent and rapid changes that have occurred in the industrial era result primarily from human activities that produce GHG emissions, such as fossil fuel combustion and deforestation. As such, we also hold the keys to minimizing the effects of climate change.

## Vision Statement

The City of Lancaster equitably implements innovative, collaborative and fiscally responsible strategies to reduce greenhouse gas emissions and build resilience to the impacts of climate change.

## Climate Change: Today's landscape of local climate action

The City of Lancaster's Municipal Operations Climate Action Plan will guide the City of Lancaster in reducing its municipal greenhouse gas (GHG) emissions by identifying more efficient means for delivering services to the community, while simultaneously preparing the City for the impacts of a changing climate. This climate action plan includes best practices in climate planning today, addressing both mitigation (reducing GHG emissions) and adaptation (preparing for changes in our climate that are happening or are projected to occur.)

This action plan also addresses the need for broader community action. In fact, the City

intends this municipal climate plan to serve as a foundation for community-scale action in the near future. Addressing the challenge before us will take a collaborative, communal effort, and the City of Lancaster is committed to leading that charge, while partnering with individuals, organizations, institutions and businesses across the community.

## Climate Planning: A Brief History

In 1997, the Kyoto Protocol galvanized worldwide support for localized comprehensive planning on climate change. Since then, communities across the world have worked to develop climate plans to reduce their emissions, and limit their impacts on the environment. The 2007 Global Covenant of Mayors' three-year planning process put equal weight on both mitigation and adaptation—or reducing emissions that are causing climate change while simultaneously preparing for the climate impacts that communities are already experiencing.<sup>1</sup> More recently, the 2015 Paris Climate Accord spurred local municipalities to commit to reducing emissions and address climate hazards and vulnerabilities.<sup>2</sup>

1. Global Covenant of Mayors. (2018, September 13). Global Covenant of Mayors Common Reporting Framework Version 6.1. Retrieved from [https://www.globalcovenantofmayors.org/wp-content/uploads/2019/04/FINAL\\_Data-TWG\\_Reporting-Framework\\_website\\_FINAL-13-Sept-2018\\_for-translation.pdf](https://www.globalcovenantofmayors.org/wp-content/uploads/2019/04/FINAL_Data-TWG_Reporting-Framework_website_FINAL-13-Sept-2018_for-translation.pdf)
2. United Nations Climate Change. The Paris Agreement. Retrieved from <https://unfccc.int/process-and-meetings/the-paris-agreement/the-paris-agreement>

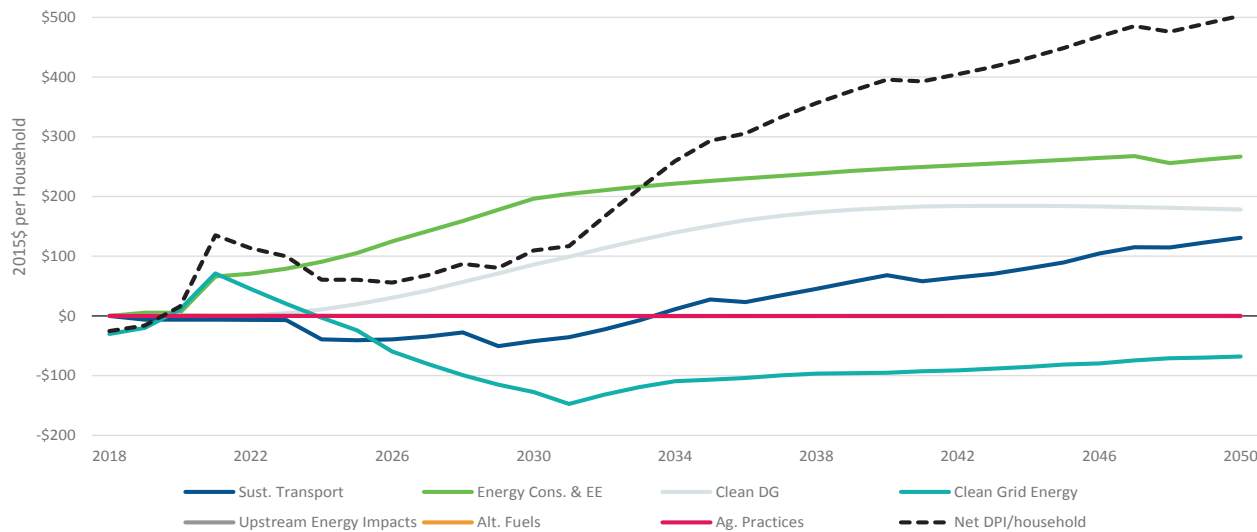
Since the United States' 2017 declaration of intent to pull out of the Paris Climate Accord, the impetus for local action has been greatly amplified.<sup>3</sup> Following that announcement, the City of Lancaster resolved to support the Paris

Agreement of the United Nations Framework Convention on Climate Change, joining hundreds of municipalities across the United States by committing to take action.<sup>4</sup> Local initiatives have always played an integral part in shaping climate

## Climate Change Worsens Existing City Challenges

Climate change is expected to worsen existing conditions in the City of Lancaster such as poor air quality and aging infrastructure, the latter of which must remain functional while being improved to meet today's regulations and tomorrow's climate. These and other challenges the City of Lancaster must address are discussed in the Lancaster Climate Adaptation and Resilience Report.

**Figure 1:** Change in disposable personal income and in disposable income per household through 2050



3. World Wildlife Fund. (2018, June 1). US Climate Action Grows Stronger Despite Announcement to Leave Paris Agreement. Retrieved from <https://www.worldwildlife.org/stories/us-climate-action-grows-stronger-despite-announcement-to-leave-paris-agreement>

4. City of Lancaster. (2017, June 13). Resolution Number 35-2017 A Resolution of the Council of the City of Lancaster Supporting the Purpose of the Paris Agreement of the United Nations Framework Convention on Climate Change and Supporting Lancaster Joining Nearly 250 Cities in the United States in Adopting the Goals of the Agreement in Cooperation with the Mayors National Climate Action Agenda. Retrieved from <https://ecode360.com/documents/LA1674/public/368156933.pdf>

# INTRODUCTION, CONTINUED

action and achieving results; and there is no substitute for local knowledge of priorities and needs when forming a plan. Although strong federal programs and policies that support climate efforts are a significant asset, they are not a requirement for communities looking to act now.

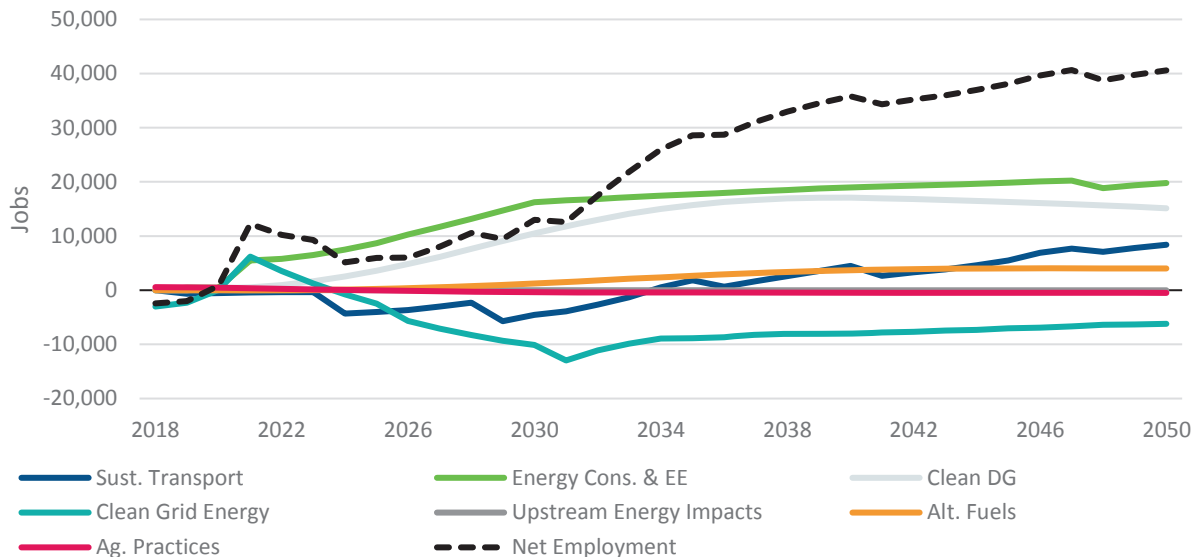
## Solutions Today with Multiple Benefits

Multilateral agreements on climate action help create partnerships, accountability, and an impetus for local action. They are a sounding board for new ideas and best practices with verifiable data, results, and resources. One

important basis for worldwide action is a consensus that we already know the solutions to the climate challenge. While we should advocate for continued and improved technological innovation (and new aspects of strategy development and implementation such as creative mechanisms for finance and new techniques for behavioral alignment may be developed), the tools and information needed to reduce emissions and adapt to our changing climate exist today. Transitioning away from carbon-intensive fossil fuels toward renewable energy. Designing and constructing smarter and more energy efficient buildings. Adopting advanced modes of transportation. Reducing waste within our supply chains while developing products that can be repurposed. Being careful and responsible stewards of the natural capital contained within our lands. The key to successful implementation of these strategies is integrating them into the local context and features of every community.

The benefits of many climate strategies extend beyond mitigation and adaptation. Commonly, these ancillary benefits include energy and fuel cost savings, maintenance and repair cost savings, job growth, cleaner air, a cleaner environment, and improved health. The 2018 Pennsylvania

**Figure 2:** Number of Annual Jobs Supported Through 2050 by Strategy



Climate Action Plan provides an extensive analysis of the cost-effectiveness of its climate strategies, incorporating program and infrastructure costs, job growth, changes in existing market fuel and energy savings, maintenance costs, and more. The net total results by 2050 include the following:

- Disposable personal income to increase by **\$2.35B** annually (amounting to an average of \$503 per household per year by 2050) (Figure 1)
- Gross State Product will increase by **\$3.76B** annually
- **40,000 net jobs** to be added to the economy (Figure 2.)

The Plan also cites climate-related health risks and impacts that include a rise in heat-related illnesses and mortality, particularly in older populations and those with existing health conditions, increased vector borne diseases (specifically Lyme Disease, West Nile Virus, and Zika Virus), higher rates of respiratory and heart disease as a result of declining air quality conditions, disease related to water pollution, casualties of extreme weather events, and increasing allergens. The State does not quantify the benefits of taking decisive action; however, the Plan notes that climate readiness, increasing public information and knowledge, and

improving access to and reliability of services will result in “reduced illness and mortality associated with heat, vector-borne diseases, and waterborne diseases, increased capacity to manage the incidence of vector-borne disease, and protection of vulnerable communities from disproportionate climate impacts.”<sup>5</sup>

These and other co-benefits help to create broader consensus and attract additional stakeholders and partnerships in strategy implementation. Each strategy outlined in this plan highlights the multiple benefits anticipated as a result of its full-scale implementation.

## Climate Action and the Equitable Distribution of Municipal Services

Climate change in Lancaster affects every resident. Current and projected climate impacts are directly connected to (or affect) the delivery of core municipal operation services as well as a number of neighborhood services. This plan will guide the City in ensuring it is prepared for these impacts and able to meet the needs of people and businesses who rely everyday on successful,

uninterrupted delivery of these operations and services. The plan will also better equip the City to identify and address other potential emerging needs that may be specific to particular neighborhoods, building sectors and the people within them. In taking action now, the City can continue its mission to enhance and improve the quality of life in Lancaster City by creating a more equitable and livable place for everyone—block-by-block.

## Leading by Example

Well before the development of this plan, the City sought to improve its municipal operations to create lasting environmental benefits for the community. Over the last decade the City has implemented a variety of lighting and HVAC energy efficiency upgrades in municipal buildings, fitted all 122 traffic signals and pedestrian signs with energy efficient LED lights, integrated sustainable development features into the zoning and building codes, adopted a complete streets policy, and put forth a plan to increase sidewalks and the number of street trees, to name a few specific efforts. Since 2015, the City has been measuring GHG emissions. In June 2018, the City of Lancaster achieved recognition for these efforts by being

5. Pennsylvania Department of Environmental Protection. (2018, November 20). Pennsylvania Climate Action Plan. Retrieved from <https://www.dep.pa.gov/Business/Energy/OfficeofPollutionPrevention/climatechange/PublishingImages/Pages/CCAC/2018%20PA%20CAP%20Draft%20112018.pdf>

# INTRODUCTION, CONTINUED

one of the first communities across the country to achieve LEED for Cities Gold certification. LEED is a certification program established by the United States Green Building Council that measures a variety of sustainability characteristics in comparison with other communities.<sup>6</sup>

The City of Lancaster embarked on this planning process as part of a broader mission to lead by example, while serving as a catalyst for broader community action in the near future. The City acknowledges that it is an important partner in reducing emissions and preparing for climate impacts, since it delivers many critical services to the community. However, the City's municipal operations are only approximately 4% of the City's community-wide emissions and leading climate scientists call for an 80% reduction in overall community emissions. The City alone cannot achieve the emissions reductions necessary to limit the worst impacts of climate change. The community must be a partner in that effort.

Many of these strategies can be adjusted to fit residential, business, or community-wide needs. The City of Lancaster's goal of producing a similar community-scale climate action plan in the near future will build from the City's leadership in



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*Lancaster City's vibrant culture.*

implementing this municipal operations plan. The community climate action planning process will include analysis of community data, and will

deliver a set of actionable strategies for reducing community emissions and equipping people across the City with necessary tools and information.

6. U.S. Green Building Council. (2018, July 19). Lancaster Named LEED Gold City and Recognized for Achieving Sustainability and Resiliency Goals. Retrieved from <https://www.usgbc.org/articles/lancaster-named-leed-gold-city-and-recognized-achieving-sustainability-and-resiliency-goals>

# CITY'S TIMELINE OF CLIMATE ACTION

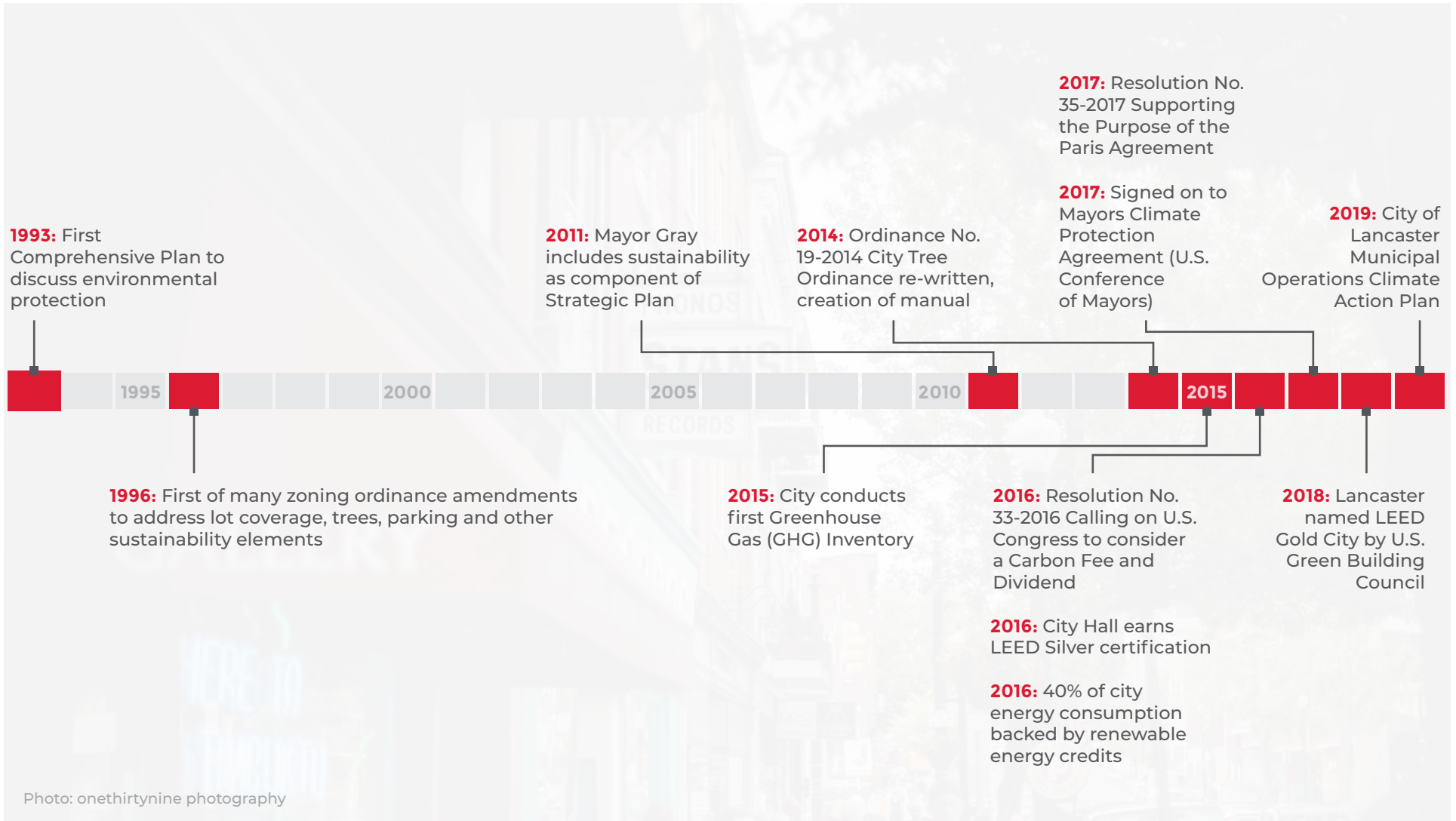


Photo: onethirtynine photography

# PURPOSE, GOALS, AND LOCAL CONTEXT

## Purpose of this Plan

The primary purpose of this plan is to set forth a vision, a set of goals, and a specific group of strategies for measurably reducing emissions from the City of Lancaster's municipal operations. These strategies will help make the City more resilient to climate impacts, and the plan as a whole will help to galvanize support for broader climate action and establish a precedent for future community-scale planning, all of which are necessary components for Lancaster City to reach an overall goal of carbon neutrality by 2050.



*Lancaster City Hall.*

Ben Jennings

## Vision Statement

The City of Lancaster equitably implements innovative, collaborative and fiscally responsible strategies to reduce greenhouse gas emissions and build resilience to the impacts of climate change.

	Goals	2025	2035	2050
Energy	Transition to renewable energy sources from a mix of on-site or off-site options.	100%	100%	100%
	Reduce municipal energy consumption through energy efficiency improvements.	25%	40%	50%
	All new construction of municipal facilities to be built to highest efficiency standards (IECC), and a percentage of renewable energy sourced, with a progressive goal of carbon neutral/net zero buildings.	Highest efficiency standards	Carbon neutral	Carbon neutral
Vehicle Fleet	Reduce fuel emissions through reduced vehicle miles traveled, when possible, across the municipal fleet.	15% reduction of VMT	20% reduction of VMT	30% reduction of VMT
	Reduce fuel emissions through cleaner fuel technologies, when possible, across the municipal fleet.	10% reduction of VMT	25% reduction of VMT	100% reduction of VMT
Waste	Divert the amount of landfill waste contributed by municipal facilities that cannot be transferred to energy, including construction debris, some organics and wastewater-produced biosolids.	25% diversion of waste to landfill	70% diversion of waste to landfill	Zero waste in municipal facilities
Water	Reduce water consumption on city properties.			
Storm-water	Reduce stormwater entering into the system through conservation, green infrastructure and technology.			
Building Culture of Sustainability	Reduce excess energy and water consumption by City employees.			
	Reduce the emissions impact of City employees travel to and from work.			
	Reduce upstream and downstream emissions by assessing citywide purchasing practices.			
	Establish community-wide connections to municipal climate action, designed to encourage broad-based community support and action.			
Carbon Offsets	Strategically employ carbon offsets to progressively reach carbon neutrality associated with municipal operations.	1% of emissions	10% of emissions	19% of emissions

# PURPOSE, GOALS, AND LOCAL CONTEXT, CONTINUED

## How to Use this Plan

With municipal operations goals in place, the following set of strategies provide a plan of action for key municipal departments, bureaus and divisions. These strategies have been organized into several categories including energy, vehicle fleet, water & wastewater, stormwater, waste, sustainability culture-building, and carbon offsets. Each strategy includes details outlining its emissions reduction potential and other co-benefits. Specific bureaus will lead the implementation of these strategies in short, mid, and long-term planning ranges. A corresponding implementation matrix includes key metrics meant to aid both the City and interested community members in assessing the success of each strategy. The City commits to reporting on its progress on a regular basis, while continuing to engage the community on climate issues in Lancaster City.

This plan is also intended to be incorporated into core municipal functions. The vision, goals, and strategies can be referenced in general budgeting, capital improvement planning, program and policy development, and other planning efforts.



onethirtynine photography

*Downtown Lancaster First Friday participants.*

Elements of this plan will be fully integrated into existing operations across many City of Lancaster bureaus and divisions. Bureaus can also reference the list of strategies as they create draft budgets

for Council consideration. While this plan provides a helpful overview of many projects, it should be accompanied by additional studies and cost-benefit analysis for successful implementation.

# DEVELOPING THE PLAN

## The Planning Process

The concept for this plan began taking shape in 2016 when the City pursued grant funding from local and national partners. Letters of support were gathered from numerous potential partners, laying the ground work for a team of steering committee members and community stakeholders. Local funds were secured from the Lancaster

County Community Foundation (LCCF), The Steinman Foundation, and Lancaster County Solid Waste Management Authority (LCSWMA), which were used to secure match funding from Partners for Places – a project of the Funders’ Network for Smart Growth and Livable Communities.

Plan development began in the fall of 2018 and concluded seven months later in May 2019.

Lancaster City Council is anticipated to adopt the full plan in the summer of 2019.

This municipal operations plan is meant to help form approaches that are more closely tailored to the needs and limitations of inward-facing stakeholders; however, external community stakeholders were engaged at various points during its creation. Between November 2018 and May 2019, the Climate Committee met twice as a group, participated in stakeholder interviews and two community meetings, assisted in plan review and development, and engaged in communications with City staff throughout.

### Engagement Activities:

*November 2018:* Climate Training

*December - January:* Stakeholder Interviews

*January 2019:* Committee Meeting

*February 2019:* Community Stakeholders Meeting

*April – May 2019:* Independent Interaction/Plan and Strategy Review

*May 2019:* Community Meeting/Presentation of the Plan

*Summer 2019:* Plan Adoption by Lancaster City Council Resolution

### Plan Development/Technical Activities:

*October 2018 – April 2019:* Data acquisition and analysis

*January 2019 – April 2019:* Plan writing



First Convening of the City's Climate Committee.

Douglas Smith

## Climate Committee

A group of 16 internal and external stakeholders closely related to all areas of municipal operations topics was organized by Mayor Sorace and key leadership within the Planning Bureau of the Department of Community Planning and Economic Development. The role of the committee was to provide guidance and feedback on climate issues in a two-pronged analysis: identifying climate change's impact on civic infrastructure and the delivery of services and programs, and investigating methods for reducing the impact of City of Lancaster municipal operations on climate change by way of reducing emissions.

Name	Agency	Area(s) of Expertise and Input
<b>Dave Schaffhauser</b> <i>Facilities Manager (Retired)</i>	City of Lancaster Facility Management	Energy
<b>Ryan Hunter</b> <i>Facilities Manager</i>	City of Lancaster Facility Management	Energy
<b>Larry Cohen</b> <i>Executive Director</i>	Lancaster Parking Authority	Transportation; General Climate
<b>Barbara Wilson</b> <i>Executive Director</i>	Lancaster City Housing Authority	Housing; Energy; Equity
<b>Justin Capots</b> <i>Energy Program Manager</i>	Lancaster County Solid Waste Management Authority	Waste; Energy; General Climate
<b>Chris Steuer</b> <i>Sustainability Director</i>	Millersville University	General Climate
<b>Megan Blackmon</b> <i>Grants Administrator</i>	City of Lancaster, Administrative Services	General Climate; Equity
<b>Ruth Hocker</b> <i>Stormwater Program Manager</i>	City of Lancaster, Bureau of Stormwater and Wastewater Collections	Stormwater; Water; Wastewater; Equity
<b>Robert Bini</b> <i>Director for Transportation Planning</i>	Lancaster County Planning Commission	Transportation; Equity
<b>Jerry Miller</b> <i>Community Activist</i>	Citizens Climate Lobby – Lancaster Chapter	General Climate; Equity
<b>Paula Jackson</b> <i>Chief Planner (Retired)</i>	City of Lancaster, Bureau of Planning	General Climate
<b>Ismael Smith Wade-EI</b> <i>Council Member</i>	Lancaster City Council	General Climate; Equity
<b>Douglas Smith</b> <i>Senior Planner (Project Manager)</i>	City of Lancaster, Bureau of Planning	General Climate; Plan Coordination
<b>Randy Patterson</b> <i>Director (Retired)</i>	City of Lancaster Department of Community Planning and Economic Development	General Climate; Plan Coordination
<b>Christopher Delfs</b> <i>Director</i>	City of Lancaster Department of Community Planning and Economic Development	General Climate; Plan Coordination
<b>Danene Sorace</b> <i>Mayor</i>	City of Lancaster	General Climate; Plan Oversight and Implementation

City of Lancaster  
Municipal Climate  
Action Plan

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# CLIMATE CHANGE IMPACTS

# CLIMATE CHANGE IMPACTS

## Climate Resilience Pays Off

“The political and economic risks posed...will be especially challenging in places where institutions are poorly equipped to manage change. It costs 50% more to rebuild... than to build in a way that can withstand shock”.<sup>7</sup> The City commits to proactively integrating climate action within the delivery of municipal services and programs whenever possible.

Studies by thousands of scientists, climatologists and researchers have documented that increasing levels of CO<sub>2</sub> and other greenhouse gases (GHGs) in Earth’s atmosphere are caused by human activities, specifically fossil fuel combustion, deforestation and changing land use patterns. As a result, people around the world are experiencing climate impacts related to temperature, precipitation, sea level rise, and more. As part of this project, the City developed an Adaptation and Resilience Report (under separate cover) to document historic climate patterns, how those patterns are projected to change, and the ways in which such changes could potentially impact the City’s ability to conduct municipal operations and deliver services and programs to people throughout our community.

The full report is vitally important in helping the City of Lancaster adequately plan for the future of municipal operations and service provisions. Much like the City would prepare for a winter weather advisory, it is incumbent upon the City to heed what scientists around the world are telling us – our climate is changing. Lancaster residents, workers and business owners count on the City to provide clean water, protection and emergency services, stormwater removal, social services, and assistance

in times of need. To the extent that the City can plan for, budget for, and implement operational solutions related to increasing precipitation and temperatures, it must. The full report includes three sections:

- 1) **Climate Risk Inventory** – historical climate trends and future projections
- 2) **Vulnerability Assessment** – examination of key critical assets, services, and people that will be affected by these impacts
- 3) **Adaptation Strategies** – longer term, community-scale actions aimed at addressing the anticipated impacts of climate change

## Temperature: Historic Trends

Over the past 50 years, Lancaster has experienced several changes in climate patterns for both temperature and precipitation. The average annual temperature has increased by approximately 1.2°F (1969-1978 baseline), representing an increase of about 2.4% over the last 50 years. The highest temperature percentage increases were observed in the winter and spring (Table 1).

An increase in the frequency of warm seasonal anomalies (extremes) was more evident in the summer and fall, and the average annual number

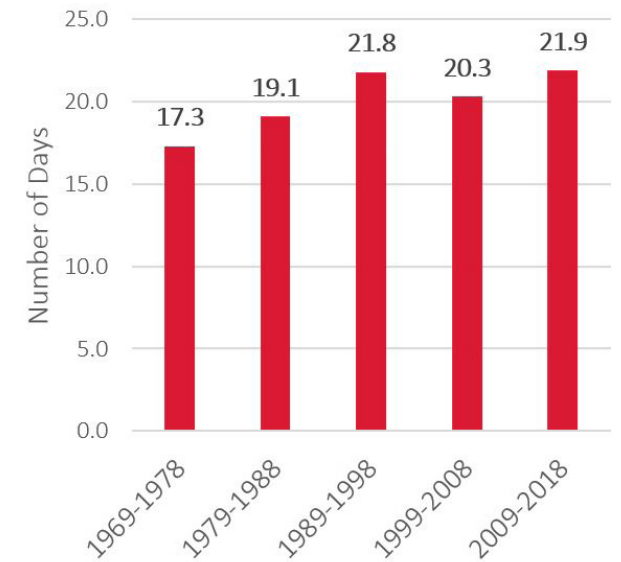
7. Rockefeller Foundation. (2014, December 15). Building Resilience to the Shocks and Stresses of Climate Change. Retrieved from [https://www.rockefellerfoundation.org/blog/building-resilience-shocks-stresses/?utm\\_source=Social%20Media&utm\\_medium=Twitter&utm\\_campaign=RF%20Blog](https://www.rockefellerfoundation.org/blog/building-resilience-shocks-stresses/?utm_source=Social%20Media&utm_medium=Twitter&utm_campaign=RF%20Blog)

**Table 1** Average Annual Temperature by Season and Decade (°F)

Season	1969-1978	1979-1988	1989-1998	1999-2008	2009-2018	Percent Change from Baseline
Winter	31.8	31.3	33.6	32.7	32.9	+3.5%
Spring	51.6	51.6	52.0	52.3	53.2	+3.1%
Summer	73.7	73.2	74.2	74.6	75.1	+1.9%
Fall	33.3	32.6	33	33.7	33.6	+1.1%

Source: National Weather Service Middletown/Harrisburg Local Climatology Reporting Location

**Figure 3** Average Annual Number of Extreme Hot Days (Above 90°F) by Decade



Source: National Weather Service Middletown/Harrisburg Local Climatology Reporting Location

# CLIMATE CHANGE IMPACTS, CONTINUED

of “extreme hot days” has risen, with days above 90°F having increased by 26.6% against the baseline decade (Figure 3). Additionally, three of the ten warmest annual anomalies on record since 1914 have occurred in the last decade (2009-2018), and seven of them occurred within the past two decades (Table 4).

## Temperature Projections for the Future

In this report, the City of Lancaster relied on two “business-as-usual” emissions scenarios, meaning that no actions are taken to reduce greenhouse gas emissions. The two standardized scenarios included one low emissions scenario (LES) and one high emissions scenario (HES). In these projections, average annual temperatures are projected to increase by a range of 4.3-17.1% by the end of the century, with winter and fall yielding the highest projected increases across seasons. As depicted in Table 2, winter average seasonal temperatures within southeastern Pennsylvania are projected to rise by 7.6-14.6%, and by 2.4-12.5% for the fall.

Further, the average annual number of days above 90°F are projected to increase by a sizable 74.2-236.0% (Table 3).

**Table 2** Average Annual Temperature by Season Projections (°F)

Season	2020-2039		2045-2065		2081-2099		End-of-Century % Change from Baseline Years (1961-1999)	
	LES	HES	LES	HES	LES	HES	LES	HES
<b>Winter</b>	34.3	35.0	37.5	38.9	36.9	40.1	+7.6%	+14.6%
<b>Spring</b>	53.4	53.3	54.3	56.0	54.7	59.0	+2.4%	+10.7%
<b>Summer</b>	74.8	75.4	77.1	78.4	77.3	82.2	+3.3%	+9.0%
<b>Fall</b>	57.4	57.8	58.4	60.5	58.8	65.0	+2.4%	+12.5%

Source: Delaware Valley Regional Planning Commission Climate Projections – Chester County

**Table 3** Average Annual Number of Extreme Hot Days Projections

Metric	Scenario	2020-2039	2045-2065	2081-2099	End-of-Century % Change from Baseline Years (1961-1999)
<b>Days Above 90° F</b>	LES	24.5	42.1	42.6	+74.2%
	HES	27.2	55.6	91.5	+236.0%
<b>Days Above 100° F</b>	LES	0.2	0.6	1.6	+597.0%
	HES	0.1	2.2	12.1	+10305.9%

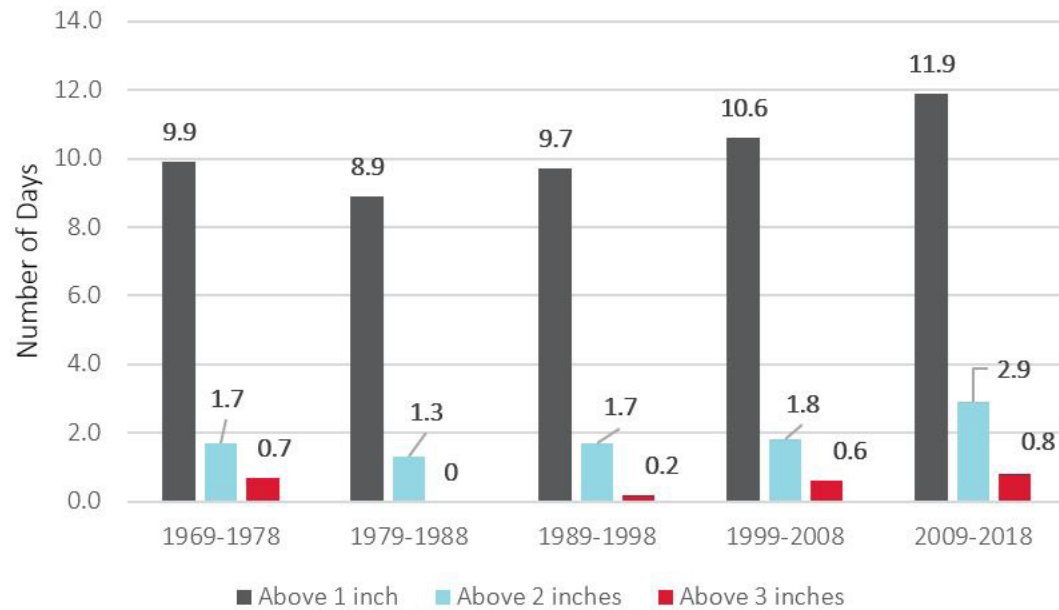
Source: Delaware Valley Regional Planning Commission Climate Projections – Chester County

**Table 4** Top 10 Historical Warmest Temperature Annual Anomalies (In Ascending Order)

Year	Avg Temp (°F) Above Standard Deviation
2016	1.9
2001	2.1
1991	2.2
2002	2.3
2010	2.4
1921	2.5
1999	2.5
2006	2.6
2012	2.6
1998	4.6

Source: Millersville University Weather Information Center

**Figure 4** Average Annual Number of Heavy Rainfall Events (Days Above 1, 2, and 3 Inches)



Source: National Weather Service Middletown/Harrisburg Local Climatology Reporting Location

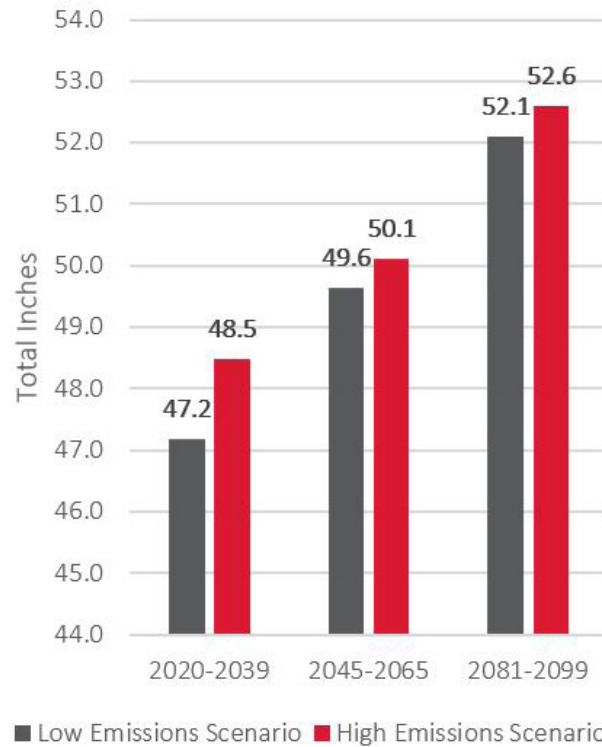
# CLIMATE CHANGE IMPACTS, CONTINUED

## Precipitation: Historic Trends

Over the past half century, the region around Lancaster has experienced a small decrease in average annual rainfall by decade by approximately 6.1%. However, this is just one metric used to analyze the city’s precipitation. When examined seasonally, a rainfall precipitation increase of 11% was noted in fall months, while all other seasons experienced decreases. Despite the overall decrease in average annual precipitation, Lancaster experienced an increase in the frequency of wet season anomalies (extremes) in both summer and fall seasons and in the number of days with 1-inch, 2-inch, and 3-inch heavy rainfall events (Figure 4).

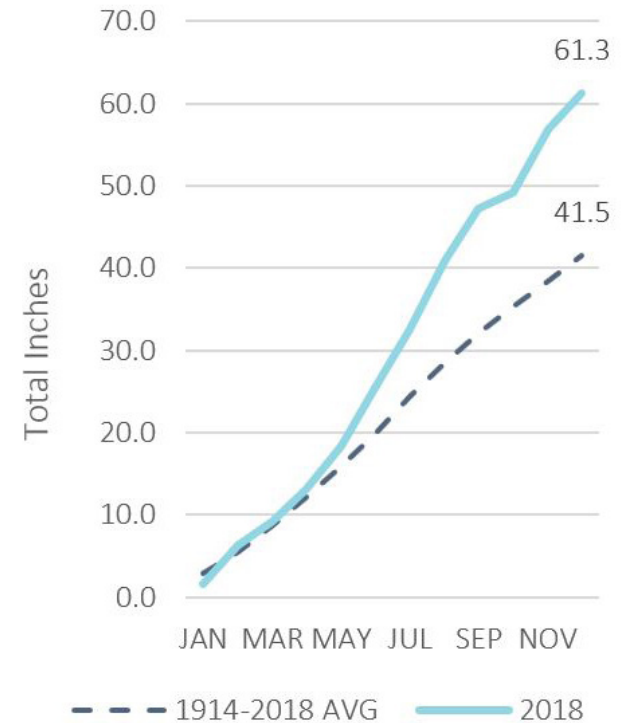
These wet weather anomalies are especially common in the most recent years. The year 2018 was Lancaster City’s wettest on record. (Figure 6). Further, a 2015 research report by Climate Central, an independent organization of scientists and journalists, noted that Lancaster City ranked 14th in the nation among the top 50 cities with biggest increases in heavy downpours from 2005-2014 (compared against baseline years 1950-1959).<sup>8</sup>

**Figure 5** Average Annual Rainfall Projections



Source: Delaware Valley Regional Plan Commission Climate Projects – Chester County

**Figure 6** Cumulative Precipitation Totals (Average vs. 2018)



Source: Millersville University Weather Information Center

8. Climate Central. (2015, May 27). Across U.S., Heaviest Downpours On The Rise. 2015. Retrieved from <https://www.climatecentral.org/news/across-us-heaviest-downpours-on-the-rise-18989>

## Precipitation Projections for the Future

The average annual rainfall in southeastern Pennsylvania is projected to increase to an average of over 50 inches by the end of the century (Figure 5).

Precipitation is a slightly different metric, in that it captures not just rainfall, but any component of the condensation that occurs in the atmosphere. As shown in Table 5, the largest projected increases across the low- and high- emissions scenarios are anticipated to occur in late winter and summer months. While weather events like 1-, 2- and 3-inch rainfall events are not metrics that are projected into the future, it is reasonable to consider that the overall projected increases in total precipitation will likely result in an increase in heavy rainfall events, even in winter months as both precipitation and temperatures are expected to rise.

Lancaster's climate is changing. In many respects, the changes in southeastern Pennsylvania are subtle and not immediately noticeable, except during occurrences of extreme precipitation and temperature anomalies, such as increasingly frequent hot summers or the increasing number of cloudbursts--hyper-localized high-intensity rainfalls that commonly overburden

**Table 5** Projected Average Monthly Precipitation by scenario

Month	Baseline	2020-2039		2045-2065		2081-2099		Percent
		LES	HES	LES	HES	LES	HES	
Jan	112.11	74.29	91.22	90.19	98.04	84.39	99.78	-11%
Feb	55.30	70.99	77.48	75.07	100.34	98.91	100.17	81%
Mar	93.92	94.60	104.71	133.65	89.28	113.14	120.68	28%
April	106.93	103.59	101.05	92.57	89.86	97.28	93.62	-12%
May	99.05	112.78	103.30	109.27	109.86	113.12	96.46	-3%
June	96.59	111.21	106.91	111.71	115.69	108.91	114.20	18%
Jul	104.54	119.27	121.45	116.42	107.70	120.07	126.18	21%
Aug.	111.36	108.44	124.89	131.16	121.19	120.98	141.93	27%
Sept.	117.68	118.88	119.82	123.89	110.40	144.35	139.50	19%
Oct.	107.32	104.77	90.84	102.98	120.33	104.81	106.19	-1%
Nov.	106.83	95.54	95.87	95.20	86.16	112.70	103.26	-3%
Dec.	90.40	83.82	93.50	78.01	123.51	104.02	93.56	3%

Source: Delaware Valley Regional Plan Commission Climate Projects – Chester County

# CLIMATE CHANGE IMPACTS, CONTINUED

infrastructure. In addition to obvious immediate impacts of increase precipitation and temperature, other expected challenges may lead to increased soil erosion and the creation of a more favorable environment for pathogens and pests that could ultimately threaten our public health. With all of these changes, experts believe that the results of our changing climate will make summers in southeastern Pennsylvania feel more like summers people experience in southeastern Georgia.<sup>9</sup>

The City is anticipating these climate changes as it pertains to municipal operations and the provision of core municipal services for the entire community. It is imperative that the City of Lancaster address this work to be prepared for the “here and now” shown in Lancaster’s climate data. Scientists agree that the climate is already changing, and we are certain to face impacts in the coming decades regardless of what actions we take to avoid even worse conditions. Simultaneously, the City will also work to halt greenhouse gas emissions that will further affect our climate by implementing a comprehensive set of emissions-reducing mitigation strategies.



Mark Palczewski

*Flash flooding in northern Lancaster County on Route 772 just outside Manheim, PA in August of 2018.*

9. Union of Concerned Scientists. (2008). Climate Change Impacts and Solutions for Pennsylvania: How Today’s Actions Shape the State’s Future. Retrieved from [https://www.ucsusa.org/sites/default/files/legacy/assets/documents/global\\_warming/Exec-Summary\\_Climate-Change-in-Pennsylvania.pdf](https://www.ucsusa.org/sites/default/files/legacy/assets/documents/global_warming/Exec-Summary_Climate-Change-in-Pennsylvania.pdf)

City of Lancaster  
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# CITY BASELINE EMISSIONS

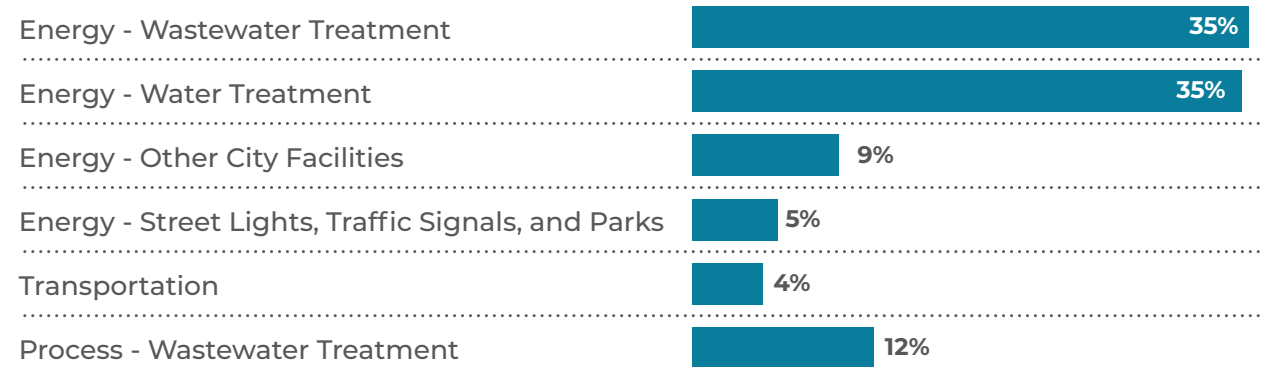
# CITY BASELINE EMISSIONS

The City has been tracking emissions across the entire community and those associated with municipal operations since 2015. Municipal operations emissions represent about 4% of total emissions across Lancaster City. In 2017, total emissions associated with municipal operations was 17,012 metric tons of CO<sub>2</sub>e (MT CO<sub>2</sub>e) (Figure 7). The year 2017 is the baseline for this plan, meaning this is the starting point from which the City seeks to reduce or “mitigate” its emissions and track its success over time.

What is immediately noticeable is that 84% of the City’s emissions derives from energy consumption, which is mostly from electricity and natural gas, but also includes a small amount of fuel oil and propane. In fact, 70% of emissions is attributed solely to the energy required for water and wastewater treatment. These municipal services involve very high energy-intensive processes that are described in more detail in the water/wastewater chapter of this plan. The remaining 14% of energy consumption occurs in other City buildings (9%), and across the city by way of streetlights, traffic signals and within our parks (4%).

**Figure 7** City of Lancaster 2017 Baseline Emissions by Sector (17,012 MT CO<sub>2</sub>e)

The City has been tracking greenhouse gases (GHGs) emitted through municipal operations for several years. This profile helps the City set goals and develop strategies to reduce emissions and adapt to changes in climate while creating a more efficient and resilient municipal operation.



Source: City of Lancaster 2015 Greenhouse Gas Inventory



Michelle Johnsen

Guilbert Brown (Millersville University), Marie Cusick (NPR), Mayor Sorace, and Douglas Smith (City of Lancaster) at the Ware Center in downtown Lancaster.

## CITY BASELINE EMISSIONS, CONTINUED


Following energy consumption, another 12% of emissions comes from the nitrous oxide, a byproduct of wastewater treatment. In that process, organic matter decomposes and nitrogen is released in gaseous form, thereby creating GHG emissions.

And finally, use of the City's fleet of vehicles amounts to 4% of the City's emissions. In the delivery of core municipal services, the City owns, maintains and operates over 200 vehicles that include sedans, police cars, firetrucks, sweepers, and backhoes. Though just 4% of emissions, the City is committed to reducing emissions in all aspects of its operations, and particularly those that position the City to lead by example within Lancaster City—because at the community scale, 44% of emissions are associated with transportation.



*Downtown Lancaster.*

onethirtynine photography



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# CLIMATE ACTION IN LANCASTER

# CLIMATE ACTION IN LANCASTER

The 30 strategies in this plan position the City of Lancaster to achieve significant reductions, with an emphasis on taking broad, sweeping, but achievable actions in the very short term. By 2025, the City can reduce emissions 79% with 1% carbon offsets (80% of emissions). Continuing on this path, the emissions are incremental in 2035 at 80% with 10% carbon offsets (90%) and 81% by 2050 with 19% carbon offsets (100%). Figures 8 and 9 on page 33 depict the impact of implementing these strategies against a “business as usual” scenario, or in essence, taking no action.

In the business-as-usual scenario, over time a small reduction in emissions is anticipated, as shown in the slight downward progression. This is due to the change in energy sources in which our electricity generation mix is using less coal and deploying more renewables. However, that alone is simply not enough to achieve the significant emissions reductions needed to halt further impacts of climate change.

Many communities have committed beyond this 80% reduction, which for all intents and purposes, is viewed as a minimum in order to avoid the worst effects of climate change. The World Wildlife



Michelle Johnsen

*Twenty-eight percent of Lancaster City is covered in tree canopy with more than 9,000 street trees inventoried.*

Federation, a strong climate action advocate, notes that “American cities are already on a path to even stronger action...As first responders to the expensive and growing impacts of climate change,

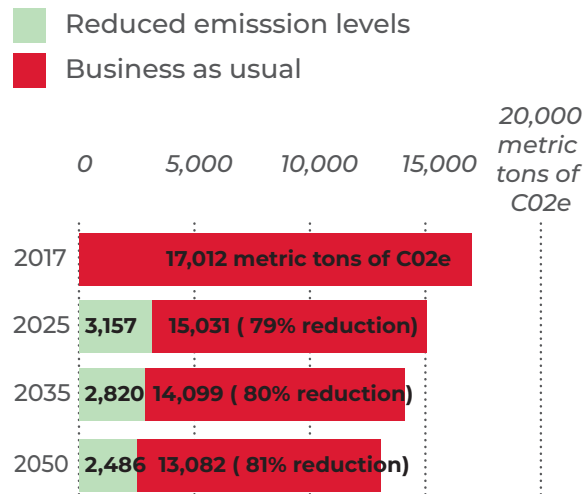
10. World Wildlife Fund. (2015, August 6). Biggest US Cities Setting Unprecedented Emissions Reductions Goals to Fight Climate Change. Retrieved from <https://www.worldwildlife.org/press-releases/biggest-us-cities-setting-unprecedented-emissions-reductions-goals-to-fight-climate-change>

## The Numbers

In 2018, the International Panel on Climate Change (IPCC) confirmed that human (or anthropogenic) activities are estimated to have caused approximately 1.0°C (between .8° and 1.2°) of global warming beyond what is natural occurring. IPCC notes that “Global warming is likely to reach 1.5°C between 2030 and 2052 if it continues to increase at the current rate” and that impacts and associated risks with that increase will “depend on the rate, peak and duration of warming.” The report further notes that the impacts are larger if we globally exceed and stay above 1.5°C, and that all efforts should be to reduce anthropogenic global warming—the sooner, the better.<sup>11</sup> Similarly, other organizations have called for large scale emission reductions to prevent rising temperatures that are causing catastrophic damage to our world. As early as 2007, the Union of Concerned Scientists urged for an 80% reduction in U.S. emissions from 2000 levels to stabilize emissions and prevent continued climate impacts. Communities began to follow suit in several climate agreement commitments at that time.<sup>12</sup> The City realizes that the efforts of this plan are only a first step in reaching the commitments it agreed to in reducing community-wide emissions by 80%. The City’s efforts are crucial, however, in establishing the need for and ability to meet these goals.

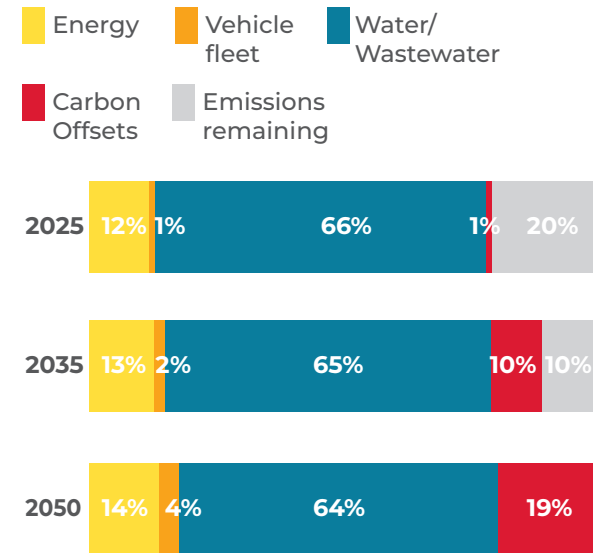
**Figure 8** Metric Tons CO2e Emitted After Action

The successful implementation of strategies in this plan will result in the City reducing emissions due to municipal operations by 79% in 2025, 80% by 2035, and 81% by 2050, as showing in Figure 9. (There is some incremental reduction of “business as usual” emissions over time, which is due to the continued and increasing availability of cleaner energy sources).



**Figure 9** Overall Emissions Reductions as a Result of Action

The City will employ a carbon offset program in which it further sequesters emissions by 1% (2025), 10% (2035) and 19% (2050), resulting in total emissions reductions of 80% by 2025, 90% by 2035, and allowing the City to achieve carbon neutrality by 2050.



11. International Panel on Climate Change. (2018). Summary for Policymakers: Global Warming of 1.5°C. Retrieved from [https://www.ipcc.ch/site/assets/uploads/sites/2/2019/05/SR15\\_SPM\\_version\\_report\\_LR.pdf](https://www.ipcc.ch/site/assets/uploads/sites/2/2019/05/SR15_SPM_version_report_LR.pdf)  
 12. Union of Concerned Scientists. (2007). A Target for U.S. Emissions Reductions. Retrieved from [https://www.ucsusa.org/sites/default/files/legacy/assets/documents/global\\_warming/emissions-target-fact-sheet.pdf](https://www.ucsusa.org/sites/default/files/legacy/assets/documents/global_warming/emissions-target-fact-sheet.pdf)

## CLIMATE ACTION IN LANCASTER, CONTINUED

it makes sense that mayors are way ahead on this challenge.... It is encouraging that city leaders understand that Paris is an all-hands-on-deck moment and are ready to do their part.”<sup>10</sup> To that end, the City of Lancaster commits to exceed an 80% reduction of emissions in its municipal operations and will aim for carbon neutrality by 2050 by using carbon offsets. As noted above, the City will come close to an 80% reduction rather quickly—within six years—as it transitions to 100% renewable energy sources for municipal operations.

The City is committed to seeking out firsthand ways to further reduce its emissions that will derive from any remaining natural gas

consumption and the nitrous oxide emitted during wastewater treatment, but these efforts will take time and careful analyses. In the interim, the City will secure carbon offsets as a means to definitively reach 80% emissions reduction in 2025 (1% offsets), 90% reduction (10% offsets in 2035), and reaching a goal of carbon neutrality by 2050 (19% offsets).

Carbon offsets are measurable GHG emissions reductions that are generated by other sources than one’s own.<sup>13</sup> For example, in the Lancaster this might include the continued planting of trees that absorb carbon dioxide (CO<sub>2</sub>) in or near Lancaster City, improving energy efficiency to reduce emissions within Lancaster City or County

(but beyond the City’s portfolio of buildings), or adopting no-till practices in the nearby agriculture areas of Lancaster County. Standardized protocols dictate how carbon offsets are monitored and verified for GHG accounting. City of Lancaster is committed to using carbon offsets that have an impact on reducing emissions locally to the benefit of people in and near Lancaster City.

The table starting on page 36 depicts a summary of the strategies within this plan that upon implementation, and in combination with carefully selected carbon offsets, will position the City to achieve its 2025, 2035 and 2050 emissions reduction goals.

13. World Resources Institute. (2010, August). Bottom Line on Offsets. Retrieved from <https://www.wri.org/publication/bottom-line-offsets>

## What is the difference between carbon offsets and renewable energy credits (RECs)?

The City of Lancaster currently purchases renewable energy credits, or RECs. Employing RECs allows the City to essentially convey its use of non-renewable electricity by assuring that for a certain amount of non-renewable MWh of electricity used, that same amount is also generated somewhere else as renewable energy. RECs are considered “indirect emissions reductions” and result in lower emissions reduction calculations. But the true emissions reductions experienced do not necessarily—and more often than not, do not occur near Lancaster. The City of Lancaster can also only employ RECs to reduce electricity-related GHG emissions. GHGs from other sources, such as the City’s fleet vehicles, can only be offset using carbon offsets, not RECs.

**Table 6**

Differences between Offsets & RECs	Offsets	RECs
Unit of Measure	Metric tons of CO <sub>2</sub> or CO <sub>2</sub> Equivalent	Megawatt hours (MWh)
Source	Projects that avoid/reduce GHG emissions to the atmosphere	Renewable electricity generators
Purpose	Represent GHG emissions reductions	Convey use of renewable electricity generation and support renewable electricity development
Reporting	Reduce or “offset” organization’s emissions, as a net adjustment	Can lower an organization’s scope 2 emissions from purchased electricity
Consumer Environmental Claims	Can claim to have reduced or avoided GHG emissions outside their organization’s operations	Can claim to use renewable electricity from a low or zero emissions source
Additionality Test Requirements	Required and tested for additionality to ensure that it is beyond business as usual.	Not required for a renewable energy usage claim or to report use of zero-emissions power.

## Summary of Strategies

Some strategies have specific GHG emission reductions, while others do not. The CO<sub>2</sub>e annual emission savings noted here are those the city anticipates achieving by 2050. Some strategies do not have specific emission reductions but still impact the City's ability to achieve the goals set forth.

Strategy	Title	Lead Agency	Implementation Time Range	GHG Reduction	Impact
<b>Energy, Chapter 5</b>					
5.1	Reducing Energy Consumption in Municipal Buildings Through Energy Efficiency	Facilities Mgmt and Engineering	Short to Long	406 MT CO <sub>2</sub> e	
5.2	Accessing Renewable Energy Through On-Site And Off-Site Generation	Facilities Mgmt and Engineering	Mid to Long	940	
5.3	Exploring Electrification of Buildings	Facilities Mgmt	Long	166	
5.4	Improving Energy Habits Among Building Occupants	Facilities Mgmt, Communications, and Green Team	Short	95	
5.5	Improving Streetlight Efficiency	Operations and Engineering	Mid to Long	224	
5.6	Establishing Efficiency and Renewable Energy Requirements for All Future Construction Of Municipal Buildings	Engineering	Short	35	
<b>Transportation, Chapter 6</b>					
6.1	Conduct a Fleet Analysis	Operations	Short	n/a	
6.2	Increase Number of Lower Carbon Vehicles	Operations	Short to Mid	282	
6.3	Expand Employee Bike Share	Operations plus TBD partners	Short	109*	*
6.4	Employee Transportation Demand Management	Green Team and Communications	Short		

\* Expanding bike share and employee transportation demand management were calculated together as a reduction in overall vehicle miles traveled

Strategy	Title	Lead Agency	Implementation Time Range	GHG Reduction	Impact
<b>Water &amp; Wastewater, Chapter 7**</b>					
7.1	Implementation of Energy Efficiency Strategies at Water and Wastewater Facilities	Water and Wastewater	Short to Long	2,393	
7.2	Combined Heat and Power/Renewable Energy Feasibility Study at Wastewater Plant	Facilities Mgmt and Water and Wastewater	Mid	5,944	
7.3	Conduct Water Audits in All Facilities	Water	Short	n/a	
7.4	Retrofitting Facilities with Water-Efficient Features	Water	Mid	n/a	
7.5	Reducing Water Consumption Through Improved Landscape Management	Facilities Mgmt	Short to Mid	n/a	
7.6	Establishing a Water Reclamation and Reuse Program	Wastewater and Water	Mid	n/a	
7.7	Expand the Use of Wastewater Biosolids	Wastewater; partner LCSWMA	Mid	n/a	
<b>Stormwater, Chapter 8</b>					
8.1	Continue to Implement Green Infrastructure Improvements to Ease Flooding in Key Areas	Stormwater	Short to Mid	n/a	

\*\* Emissions for water/wastewater were calculated specific to operations. Reducing water consumption and the need for wastewater treatment is a viable means of reducing energy consumption too, but it was not calculated for the municipal operations plan.

## Summary of Strategies

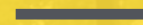
Some strategies have specific GHG emission reductions, while others do not. The CO<sub>2</sub>e annual emission savings noted here are those the city anticipates achieving by 2050. Some strategies do not have specific emission reductions but still impact the City's ability to achieve the goals set forth.

Strategy	Title	Lead Agency	Implementation Time Range	GHG Reduction	Impact
<b>Waste, Chapter 9***</b>					
9.1	Conduct Waste Analysis for Municipal Buildings	Facilities Mgmt, Solid Waste and Recycling, and Operations	Short	n/a	
9.2	Implement Food Composting in Municipal Buildings	Solid Waste and Recycling	Short	n/a	
9.3	Adaptive Reuse of City Buildings and Construction Recycling	Solid Waste and Recycling and Facilities Mgmt	Mid	n/a	
9.4	Reduce Employee Waste	Solid Waste and Recycling	Short	n/a	
9.5	Reuse Office Equipment	Facilities Mgmt and Solid Waste and Recycling	Short	n/a	
<b>Culture of Sustainability, Chapter 10</b>					
10.1	Dedicate Staff to Lead City Climate Action	Admin Services	Short	n/a	
10.2	Establish a Green Team	Mayor's Office and Climate Committee	Short	n/a	
10.3	Develop a Green Meetings Policy	Green Team	Short	n/a	
10.4	Integrate Climate/Sustainability into Municipal Processes	Mayor/Council, Green Team, and Admin Services	Mid to Long	n/a	
10.5	Implement Climate-sensitive Purchasing Guidelines	Admin Services and Green Team	Short to Mid	n/a	
<b>Carbon Offsets, Chapter 11</b>					
11.1	Identifying Responsibility Internally	Mayor's Office	Short to Mid	n/a	
11.2	Establishing Financing and Pilot Programs	Mayor's Office	Short	n/a	

\*\*\* Emissions were not calculated because the City has no data on waste generated within municipal facilities. Furthermore, most waste is processed at LCSWMA's waste-to-energy transfer station and does not reach a landfill destination.



City of Lancaster  
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# ENERGY



### Keeping Track of Energy Consumption

Facilities Management tracks the City's energy consumption through Facility Dude's Utility Trac, an online energy management program. This comprehensive approach to energy management allows officials to log energy consumption and costs monthly, examine consumption trends over time, and identify potential areas of concern and improvement.

## ENERGY

The City of Lancaster's energy consumption for municipal operations is comprised mostly of electricity and natural gas usage in its facilities. The majority of the City's emissions profile (70%) is associated with the energy required to treat and pump water within the City's water and wastewater operations, as is discussed in the water and wastewater section of this plan. The remainder of municipal operations energy consumption occurs across the City's facilities, representing 14% of the City's total emissions profile. This includes lighting, heating and cooling, and plug load from the use of computers, printers, monitors, overhead screens, and more. This means that some of the best opportunities to reduce municipal operations-related emissions are tied to overall reductions in the City's energy consumption, and a lessened reliance on fossil fuel-sourced energy. Aside from strengthening efforts aimed at reducing emissions, the strategies in this section will also help to reduce energy costs, increase energy independence, and enhance the comfort of City employees at their place of work.

Over the past decade, the City has worked to implement energy efficiency improvements across its buildings and lighting. Some of these improvements include efficient indoor lighting upgrades, new LED exit signs in City buildings, several HVAC replacements, retrofitted traffic

lights, and significant improvements made to the police station as part of the Energy Efficiency and Conservation Block Grant funds, by way of the 2009 American Recovery and Reinvestment Act (ARRA). The City's energy data shows that this work resulted in an 8.15% drop in electricity consumption between 2015 and 2017.

Nonetheless, more will need to be done if the City is to meet the emissions goals laid out in this plan, and opportunities for improvement exist everywhere across the City's building portfolio. Former Facilities Management Director Dave Schaffhauser (who retired in 2019) acknowledged mounting challenges, including the complications of maintenance for an aging building stock, the amount of energy required for 24-hour facility operations at buildings like the police station, energy-intensive water and wastewater operations, and the energy habits and behaviors of people working inside the buildings.

The six strategies in this chapter detail opportunities the City can act upon now and in the future to reduce emissions associated with energy consumption. These strategies employ a multidimensional approach to solving issues of energy usage, seeking creative and comprehensive reforms that will help to both increase energy efficiency and minimize the use of fossil fuels in municipal operations.



*Lancaster City Hall's green roof.*

Douglas Smith



Ben Jennings

*Lancaster City Hall.*

### **Efficiency at City Hall**

City Hall was built in 1892 and served as Lancaster's first post office until 1932. Renovations over the years, including major work completed in 2013, have resulted in City Hall now being one of the top energy performers in the City's building portfolio. The City of Lancaster was recognized for this work by the United States Green Building Council (USGBC) in 2016 when it was granted LEED Silver certification. USGBC LEED ratings are designed to score buildings based upon elements of sustainable design and process incorporated in a given structure.

# ACTIONS

## 5.1

### Reducing Energy Consumption in Municipal Buildings Through Energy Efficiency



**Lead Agencies:**

Facilities Management and  
Department of Engineering

**Timeline:**

Short to long-term (varied)

The City of Lancaster is committed to reducing energy consumption associated with municipal operations from 2017 levels by 25% in 2025, 40% in 2035, and 50% by 2050. Costs associated with the City's energy use are considerable, and energy use is the biggest contributor to the City's emissions profile when considering the full impact of water and wastewater operations. It stands to reason that an integral element of reducing municipal operations emissions is to ensure that we use energy as efficiently as possible. Efforts to reduce energy consumption must be collaborative and tactical in their implementation. Energy assessments, also referred to as energy audits, help to provide a better understanding of energy performance in each building and the opportunities for reducing consumption. These assessments will be paired with energy recommendations that are tailored to each building based upon its characteristics and specifications. Once energy assessments have been conducted for all City buildings, a comprehensive strategy will be formed to deliver the most impactful and practical changes that support the City in reaching its goals.

No-cost or low-cost strategies such as mandating auto-hibernation settings on computers, and upgrades to lighting, insulation and air-sealing provide short-term benefits with very quick payback periods. In the mid-term and long-term, higher cost measures may include the installation of efficient HVAC equipment for heating and air conditioning, particularly for larger buildings or buildings in constant use such as the police station and fire houses. Incentives and additional support may be available through the local utility companies, which could potentially help to expedite the project timelines and reduce payback periods.

## 5.2

### Accessing Renewable Energy Through On-Site and Off-Site Generation



**Lead Agencies:**

Facilities Management and  
Department of Engineering

**Timeline:**

Mid to long-term

The City commits to transitioning to 100% renewable energy resources from a mix of on-site and off-site options for all electricity use by 2025. Investments made in sourcing energy from renewable sources will aid the City's efforts and mission in a multitude of ways, both reducing emissions associated with municipal operations and supporting the growth of a broader economy of sustainability.

The City will consider strategies that incorporate both on-site and off-site renewable energy options. On-site renewable energy options consist of various systems that fit fully within the footprint of a building and surrounding lot lines, such as rooftop solar panels or wind turbines. Off-site generation is characterized by tapping into sources not within an immediate location, such as rooftop solar from another building, a nearby community solar array, or even a Power Purchase Agreement (PPA) with a local renewable energy supplier, such as the Lancaster County Solid Waste Management Authority's Waste-to-Energy facility through a partnership. The City will also consider energy storage through high-capacity batteries, which will allow the City to further expand the distribution of renewable energy based on energy demand.<sup>14</sup> Any remaining energy consumption will be mitigated through carbon offsets and a limited purchase of renewable energy credits. The City of Lancaster will carefully assess all opportunities for utilizing both on-site and off-site renewable energy systems by initiating a renewable energy feasibility study. This effort will establish the best ways for integrating on-site renewable energy systems on City properties, identify best practices, and seek out ideal public and private partners from whom off-site renewable energy can be sourced. See page 41 for information on community solar as a possibility for off-site renewable energy options.

14. Union of Concerned Scientists. (2015, February 20). How Energy Storage Works. Retrieved from <https://www.ucsusa.org/clean-energy/how-energy-storage-works>

## 5.3

### Exploring Electrification of Buildings



**Lead Agencies:**

Facilities Management

**Timeline:**

Long-term

The City will explore opportunities to heat buildings using electricity as it transitions to using more renewable electricity. This process is known as thermal decarbonization; wherein, the City will aim to reduce natural gas use in buildings in favor of sourcing carbon-free electricity for heating purposes. Reasons for considering thermal decarbonization abound. Some benefits the City would enjoy through the adoption of such a strategy include the negation of environmental issues related to fracking practices, the opportunity to associate with a wave of positive public sentiment surrounding such initiatives, as well as securing insulation from the market volatility of natural gas prices. One way or another, the City will commit to methods for reducing its reliance on natural gas, supporting and taking advantage of the ever-expanding green energy market.

# ACTIONS

## 5.4

### Improving Energy Habits Among Building Occupants

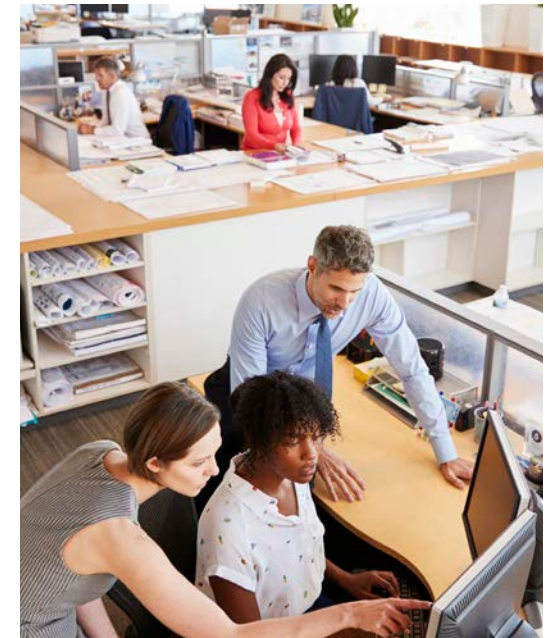


**Lead Agencies:**  
Facilities Management,  
Communications, and Green Team

**Timeline:**  
Short-term

In addition to ensuring that both the outer structures and internal systems of City buildings use energy efficiently, the City also commits to fostering and instituting an energy-conscious work-culture by working with employees to establish the individual's role in reducing consumption. Behavior change is typically achieved through the integration of shared goals, equitable outcomes, and progress-oriented language, which can be adopted by municipal government and its employees. Municipal decision makers who are willing and motivated to act on energy efficiency should, and (in addition to their internally aimed efforts) they should also share their enthusiasm for efficiency measures and the associated cost savings with community stakeholders. Engagement may include activities such as stakeholder meetings, the establishment of advisory or ad hoc committees, press releases, and targeted information releases (e.g. newsletter, internal email bulletin).

A coordinated effort to consistently provide information, prompt stakeholder participation, and elicit feedback from stakeholders is pivotal to the long-term success of energy efficiency strategies in Lancaster.



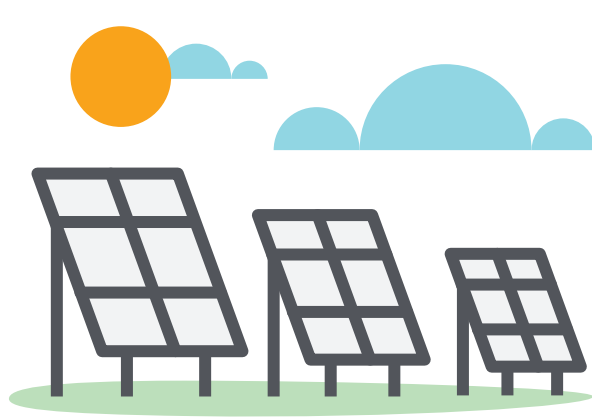
iStock Photo

*Workplace habits impact energy consumption.*

## What is Community Solar?

Community solar is a solar photovoltaic (PV) installation that can provide both solar energy and financial benefits to community members through a voluntary program. Various approaches to community solar have been deployed across the country allowing individuals, businesses, and anyone with an electricity bill to benefit from the solar power generated by a community solar installation. In fact, cities that have led the charge by becoming early leaders in community solar are now commonly sharing the benefits that access to solar energy provides with other community partners, creating an inviting space for businesses, institutions, residents, and future investors.

Business and ownership models vary based on local and state policies, utility structures, and other market related issues. One constant, however, is that in any model participation is voluntary. Participants typically receive a commensurate credit applied to their electricity bill. As a result, subscribers may see reduced electricity rates for as long as 25 years. In February 2019, bipartisan-led and supported H.B. 531 was introduced into Pennsylvania state legislature for consideration, which would make community solar a viable opportunity across the commonwealth.<sup>15</sup>



**1.** Solar panels are installed in a sunny location somewhere in the community.



**2.** Anyone with an electricity bill can subscribe to this a community solar array and start accessing solar energy for their home.



**3.** Each subscriber is credited with the electricity created by their share of the solar array right on their electric bill, regardless of where they live.

15. Solar United Neighbors. "Support for Pennsylvania community solar bill grows." March 8, 2019. Website article accessed on April 23, 2019. <https://www.solarunitedneighbors.org/news/support-for-pennsylvania-community-solar-bill-grows/>

# ACTIONS

## 5.5

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### Improving Streetlight Efficiency



**Lead Agencies:**

Bureau of Operations and Department of Engineering (Utility Project Management)



**Timeline:**

Mid to long-term

The operation of both City-owned and utility-owned streetlights represented about 5.5% of the City's emissions profile in 2017. Typical streetlights use high pressure sodium lighting which effectively illuminates our roadways and sidewalks. Installing energy efficient lighting such as light-emitting diode technology (LEDs) would result in significant energy savings ranging from 50% to 75% of the current kilowatt hours.

The City is currently working to secure ownership of the approximately 5,000 utility-owned streetlights in Lancaster. Once the City gains ownership of these streetlights, an analysis of what types of lighting replacement and installation strategies are most sensible will be conducted. Given the expenses associated with this endeavor, the City of Lancaster will work with PPL Electric Utilities to obtain the financial incentives outlined in Act 129 Phase III, which includes provisions for streetlight installation.

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#### Act 129

Act 129 is Pennsylvania state law enacted in 2008 that requires major electric utilities to reduce energy use within their service territories based on efficiency goals established by the Pennsylvania Utilities Commission. In order to meet these goals, utilities have implemented a variety of programs and incentives for customers across all building sectors. In the first seven years, "Act 129 delivered \$6.4 billion in benefits to all customer classes." Source: Keystone Energy Efficiency Alliance (KEEA). <https://keealliance.org/act-129/>

# 5.6

## Establishing Efficiency and Renewable Energy Requirements for All Future Construction of Municipal Buildings



**Lead Agencies:**  
Bureau of Engineering



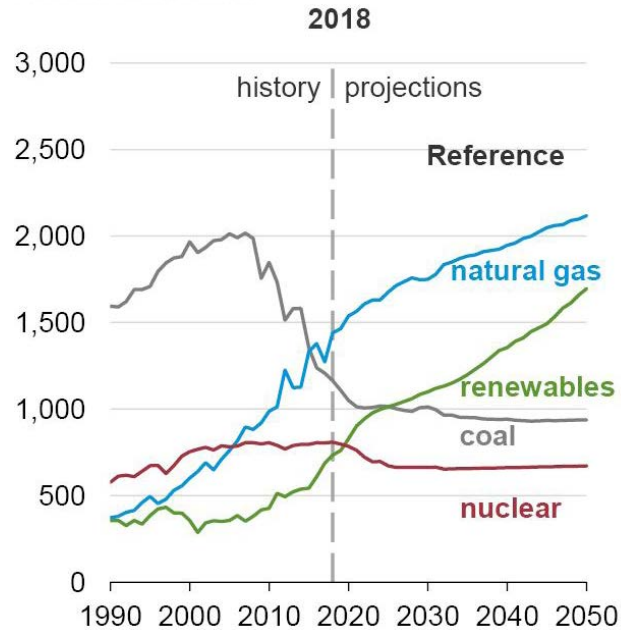
**Timeline:**  
Short-term

The City of Lancaster will occasionally find it necessary to build new structures, complete major renovations in older buildings, or renovate a newly acquired building being added to the City's portfolio. The addition of new buildings will result in increased energy consumption. Requiring high energy efficiency standards and renewable energy requirements for all future municipal buildings and renovation plans will ease the transition of public utilities and services into new structures when needed. Implementing these energy-related improvements at the time of construction or renovation is a more financially prudent process than the addition of such systems post construction.

### Electricity Generation is Getting Cleaner

The electric generation fuel mix nationwide and in the PJM market from which Lancaster draws its electricity is characterized both by a significant decline in coal and an increase in cleaner fuel sources, such as natural gas and renewable solar energy.

**Figure 10** Electricity generation from selected fuels  
*In billion kilowatthours*



Source: U.S. Energy Information Administration, Annual Energy Outlook 2019

# COMMUNITY CONNECTIONS

As the City moves forward on implementing its energy strategies, there are some outward-facing energy strategies that are rooted in community action, but will require municipal involvement up-front. Prior to the development of a community-scale climate action plan in the near future, the City of Lancaster will investigate these opportunities:

- Consider implementing C-PACE (Commercial Property Assessed Clean Energy) in Lancaster to provide often-needed up-front financing for commercial buildings.
- Utilize Local Economic Revitalization Tax Abatement (LERTA) as a financing tool for energy efficiency and renewable energy improvements.
- Establish a mandatory energy/water benchmarking program for larger buildings in the City.
- Consider identifying a public/private partnership to implement a community solar project that benefits low income households and small businesses.
- Investigate programs like Solarize Philly that aim to help homeowners install on-site solar on their homes, to determine their applicability in Lancaster.
- Partner with utilities and local organizations to expand the reach of existing Act 129 efficiency programs among vulnerable populations and small businesses.
- Research the potential emissions savings and viability of developing a residential air-source heat pump/solar water heating program with local contractors.
- Analyze opportunities for improved energy codes and related enforcement.
- Allow energy efficiency improvements as part of any HOME loan, Community Development Block Grant funds, etc.
- Hire local community organizations/organizers to conduct a community climate education campaign.
- Hire woman-owned and minority-owned businesses for energy efficiency work.



Douglas Smith

*Solar panel installation at Rachel's Creperie.*



City of Lancaster  
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# VEHICLE FLEET

# VEHICLE FLEET

The City of Lancaster currently owns a fleet of just over 200 vehicles purposed for conducting municipal operations. To better understand the climate impact of its fleet, the City completed a greenhouse gas inventory in 2018 of its vehicle fleet emissions between 2015 and 2017. In 2017, the total emissions associated with the fleets operations was 751 MT of CO<sub>2</sub>. To put this in perspective, city employees (593) currently use 219 vehicles, which results in an average of 1.26 MT CO<sub>2</sub> per employee.

The City's fleet in 2017 was comprised of several different fuel type vehicles including gasoline powered vehicles (75%), diesel fuel vehicles (16%), and a handful of compressed natural gas (CNG) and bi-fuel vehicles. The fleet includes many special purpose vehicles, such as dump trucks, police cars, street sweepers, and construction machinery like backhoes for which GHG reduction strategies must consider performance as well as emissions.

Emissions from City-operated vehicles are estimated based on vehicle miles traveled (VMT) as measured by monthly odometer readings. Each year the City purchases between 6 and 12 vehicles. Vehicles are budgeted for and requested by specific departments and purchased by the Fleet Manager. Vehicles are maintained at the City Garage, and repairs are tracked within the Motor Vehicle Bureau. The overall efficiency of the fleet has



Ben Jennings

*The City's current fleet includes over 200 vehicles.*

improved slightly from 15.7 miles per gallon (mpg) in 2015 to just over 16 miles per gallon in 2017. Emissions associated with personal vehicles owned by City employees were not factored into the 2018 emissions inventory, but will be accounted for in

a future community-scale emissions inventory. Emissions associated with airline travel for business trips as well as the sourcing and refinement of fuel used by the City are elements of the City's environmental footprint that are important to consider; however, due to the City's limited power in influencing the reduction of such emissions associated with these upstream activities and processes, strategies for managing such emissions are not included in this plan.

The four strategies in this section are designed to help the City reduce the emissions of its fleet by limiting the number of miles traveled annually by City vehicles and purchasing low-carbon vehicles.



*There are a variety of vehicles for different municipal functions.*

Ben Jennings



# ACTIONS



## Carsharing Pool

City of Stamford (CT) In tracking its fleet, the City of Stamford, Connecticut realized that many vehicles were underutilized. By implementing a carsharing pool, the City projects it will save over \$1 million dollars in the next five years.<sup>16</sup>

## 6.1

### Conduct a Fleet Analysis



#### Lead Agencies:

Bureau of Operations and Motor Vehicles Section



#### Timeline:

Short-term

While fleet related emissions make up a relatively small portion of the City's total emissions profile, it is one of many strategies that help meet the aggressive mitigation goals outlined in this plan. Decarbonizing the fleet is also an important demonstration project for the community because of the high visibility of the City fleet.

An understanding of how and when City vehicles are needed and utilized is essential to identifying the best opportunities for improving the fleet in ways that will both enhance its utility and reduce its contribution to overall City emissions.

Trip logs and GPS-based tools can be used to determine how often vehicles are used, the purposes of the trips they go on, and the lengths of those trips. Running an idling analysis can also help identify opportunities for user efficiency. These results can be combined with existing data on VMT, hours of use, and fuel usage by vehicle and department, to create usage metrics, understand usage patterns and identify opportunities for increasing fleet-efficiency

16. AgileFleet. (2018, July 11). City of Stamford Fleet Projects 5-year cost savings of more than \$1-million via car sharing, cost avoidance. Retrieved from <http://blog.agilefleet.com/company-feed/city-of-stamford-fleet-projects-5-year-cost-savings-of-more-than-1-million-via-car-sharing-and-cost-avoidance>

# 6.2

## Increase Number of Lower Carbon Vehicles



**Lead Agencies:**  
Bureau of Operations and Motor Vehicles Section



**Timeline:**  
Short to mid-term

The purchase of alternative fuel vehicles would provide a clear path to reducing City fleet emissions. The City of Lancaster currently uses over 200 vehicles in its municipal operations, only 15 of which would be capable of converting to traditional cleaner technologies. The City will investigate additional emerging technologies such as the conversion of vehicles with gas-to-hybrid systems, when appropriate. This option may especially work well with vehicles that have many expected years of service before fleet retirement/replacement. The City is committed to incrementally increasing the percentage of its fleet that is capable of utilizing cleaner fuel technologies: converting 10% of the fleet to cleaner-fuel technology vehicles by 2025, 25% of the fleet by 2035, and 100% of the fleet by 2050.

There are several different alternative fuel-type vehicles on the market today. The City will determine which of these alternative fuel-type vehicles best suit the needs of the bureaus and departments that they are intended to serve. The technology for alternative fuel-type vehicles is advancing rapidly, so considerations regarding the practicality of purchasing new vehicles that could be rendered obsolete not long after purchase will be made.

## Types of Low-Carbon Alternative Fuel Vehicles Today

Vehicle Type	Benefits	Limitations
<b>Electric</b>	<ul style="list-style-type: none"> <li>• Zero tailpipe emissions</li> <li>• Significant advances in range and charge times</li> </ul>	<ul style="list-style-type: none"> <li>• Electricity-sourced, so only as clean as its energy source</li> <li>• Requires charging/down time</li> <li>• Limited range</li> </ul>
<b>CNG</b>	<ul style="list-style-type: none"> <li>• Lower carbon compared to gasoline or diesel</li> </ul>	<ul style="list-style-type: none"> <li>• Lifecycle emissions are only about 15% lower, might not help City reach its goals</li> </ul>
<b>Biofuels</b>	<ul style="list-style-type: none"> <li>• GHGs emitted are biogenic, rather than anthropogenic</li> </ul>	<ul style="list-style-type: none"> <li>• Still has other tailpipe air pollutants</li> </ul>
<b>Hybrid</b>	<ul style="list-style-type: none"> <li>• Increases fuel efficiency</li> </ul>	<ul style="list-style-type: none"> <li>• Limited carbon savings</li> </ul>

# ACTIONS

## 6.3

### Expand Employee Bike Share



**Lead Agencies:**

City of Lancaster Green Team  
and Bureau of Operations;

**Partners:** *To be determined*

**Timeline:**

Short-term



#### Bike It Lancaster

Bike It Lancaster is a bike share program that is available in Lancaster now. It maintains a fleet of bikes and six docking stations for use by the hour or through annual membership.

Reducing single occupancy automobile travel is one of the key strategies to reduce vehicle fleet emissions. Making City-owned bicycles available to employees gives them a zero emissions option for short to mid-length trips. Lancaster's compact build and increasing number of bike-friendly roadways make it an ideal urban setting for short-commute bicycling, something that City employees should be motivated to take full advantage of.

Rather than having employees keep a bike at work for occasional use, the City will encourage and incentivize the use of an in-house bicycle fleet for use by employees. The City already has several bikes that are available to employees, but they have not been widely used. The City will evaluate whether it makes more sense to expand its own fleet or to partner with a pre-established bike sharing organization. Such a partnership could include other stakeholder institutions across Lancaster.

## 6.4

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### Employee Transportation Demand Management



**Lead Agencies:**

City of Lancaster Green Team;

**Partners:**

Communications Department

**Timeline:**

Short-term

Reducing the need for travel is an important way to reduce vehicle fleet emissions. As online meeting technology improves, it should be used more often as a substitute for traveling to meet in person. This would help to reduce automobile trips, increase the productivity of employees doing work from home, and even eliminate air travel in some circumstances. During extreme weather events, a video meeting setup might also prove superior by facilitating communication between disparate meeting partners.


If remote meeting technology is to function as a valid replacement for in-person meetings, the meeting services and associated technology must be high quality and easy to use. The City will evaluate its existing meeting related technology and equipment to better assess the necessity of potential upgrades and service improvements.

The City will also consider a variety of incentive programs that could further motivate employees, such as perks for replacing an in-person meeting that would have required travel with an online meeting, preferred parking for carpoolers and electric vehicles, or a parking cash-out program that financially rewards employees who don't use City parking spaces.

# COMMUNITY CONNECTIONS

The City of Lancaster can positively impact the transportation emissions of the community through its policies and programs. Strategies to address community transportation GHG's will be addressed in a community climate action and adaptation plan. As Lancaster explores community-scale transportation strategies, it should work to improve equity and access to public transportation services in Lancaster. Public transit is an essential tool for providing equitable transportation access for low income residents, seniors, youth, and those with disabilities. Delivering the benefits of these strategies to those who need them most and ensuring that funds put towards these strategies go on to cultivate new jobs and investment opportunities for disadvantaged populations is of great importance to the City and its strategic plan. Below are potential community transportation strategies for consideration:

- Continue to implement adopted “complete streets” policy that increases access to multimodal transportation and creates safe, welcoming environments to encourage zero-carbon transportation through walking and biking.
- Implement the strategies identified in the 2018 [Lancaster Active Transportation Plan](#), the 2015 [Downtown Walkability Analysis](#) and the [City of Lancaster Economic Development Strategic Plan](#).
- Conduct alternative fuel/autonomous vehicle/shared vehicle readiness study and identify the potential impacts of these markets in Lancaster.
- Evaluate new mobility options (e.g. rideshare/transportation network companies, carshare, bikeshare, scooters, etc.) and their impacts around the community.
- Assess Lancaster’s infrastructure readiness for alternative fuel vehicle.
- Support the Chamber of Commerce’s initiative to connect people with Northern jobs via carpools, van pools, employer transportation programs, and more. [Commuter Services of Pennsylvania](#) is a useful tool to coordinate commuter alternatives across different employers and throughout the region.
- Assess alignment of parking policies with Lancaster’s climate goals.
- Support and expand existing public transit services and infrastructure, which might include improved bus stop facilities, bus rapid transit lines, and riding incentives. Public transit is an essential tool for providing equitable transportation access for low-income residents, seniors, youth, and those with disabilities.
- Encourage transit-oriented development and location-efficient land uses.



City of Lancaster  
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# WATER AND WASTEWATER

# WATER AND WASTEWATER

Providing clean and safe drinking water and treating wastewater can be especially energy intensive. For drinking water, energy is used by the City to channel water from the Conestoga River and the Susquehanna River to the treatment plant, which treats the source water to reach drinking water quality standards and pumps the treated water to customers. For wastewater, energy is used to channel wastewater from the sewer system to the treatment plant where it is treated to reach water quality standards and returned to the Conestoga River. In 2017, 82% of emissions associated with municipal operations were related to water and wastewater treatment.

The seven strategies in this section focus on two areas: water and wastewater facilities, as well as water and wastewater activities across the municipal buildings portfolio.

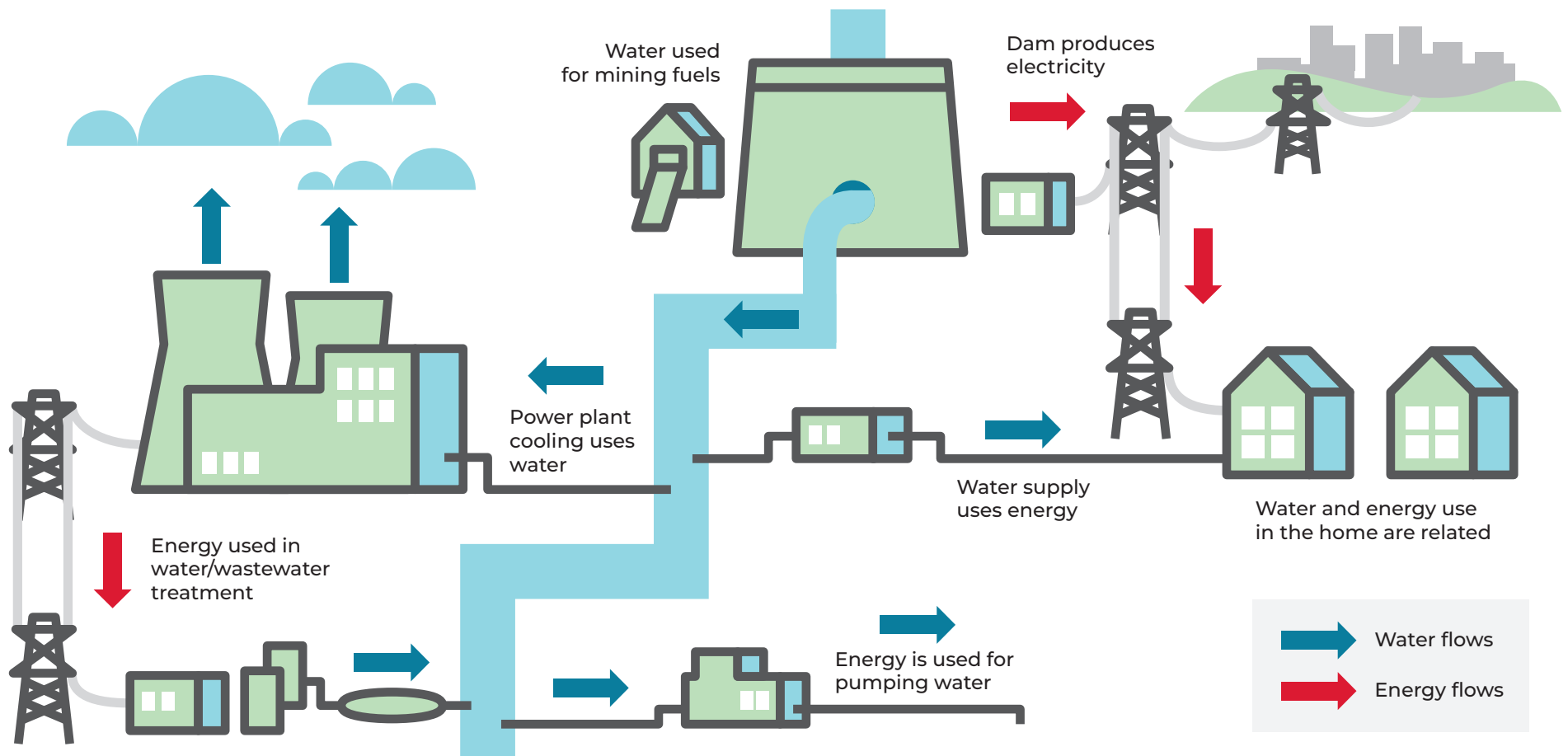


iStock Photo

*Clean drinking water requires a significant amount of energy consumption.*

## Energy Demands on Water Resources

The water-energy nexus is a phrase used to describe the interconnected relationship that energy and water have. As shown in this diagram, a significant amount of energy is required to extract, distribute, and treat water. Conversely, water is also used in both energy production and generation.



# ACTIONS

## 7.1

### Implementation of Energy Efficiency Strategies at Water and Wastewater Facilities



**Lead Agencies:**

Bureau of Wastewater and Bureau of Water

**Timeline:**

Short to long-term (multiple and varied)

The City of Lancaster's operation of water and wastewater treatment facilities represents 82% of its total emissions profile. Twelve percent is connected to emissions within wastewater processes, while 70% is attributed to the energy required in water and wastewater operations—extracting, treating, pumping, and treating again before returning the water back to the river—not to mention general building energy consumption, such as lighting and HVAC systems. This is typical for municipalities that process water since water and wastewater treatment are highly energy intensive processes. Both water and wastewater operations are regulated to meet established national and state standards for the safety and protection of people, and must do so 24 hours a day, every day, without fail. Opportunities for saving money and reducing energy usage at these 24-hour facilities abound and can be realized through the adoption of several water and wastewater strategies.

- Leak detection across the entire system (*Applicable to water only*)
- Aeration efficiency (*Applicable to wastewater only*)
- Lighting Efficiency (*Applicable to both*)
- HVAC Efficiency (*Applicable to both*)
- Pumping Efficiency (*Applicable to both*)
- Efficient Controls (*Applicable to both*)

## 7.2

### Combined Heat and Power/Renewable Energy Feasibility Study at Wastewater Plant



**Lead Agencies:**

Facilities Management, Bureaus of Water, and Wastewater



**Timeline:**

Mid-term

During the process of wastewater treatment, the installation of anaerobic digesters produces a steady flow of methane gas. When this gas is captured it can be used to produce both electricity and thermal energy, also referred to as “combined heat and power” or CHP. A CHP system can replace a portion or sometimes all of the electricity and heating needs of a treatment plant. On-site renewable energy (e.g. solar) is another option that can be installed separately or in a hybrid system along with CHP. High-capacity batteries can further expand this system by capturing excess energy generation for later use instead of a diesel generator. In order to determine whether this is a viable option for the Lancaster Advanced Wastewater Treatment Plant (WWTP), the City will conduct a feasibility study to analyze opportunities for installing renewable energy systems, identify the energy savings potential of putting such systems in place, and gauge both the financial incentives and costs associated with installation.

## 7.3

### Conduct Water Audits in All Facilities



**Lead Agencies:**

Facilities Management and Bureau of Water



**Timeline:**

Short-term

As described above, water use in municipal buildings results in energy-intensive treatment processes. A water audit is a tool that is used to identify loss and waste due to leaking or inefficient pipes, fixtures, and equipment. The City will establish policies governing water audits and performance targets for municipal buildings and implement a water audit and benchmarking program for its facilities.

A water audit begins with a review of water bills from the previous two years to establish a baseline of typical water consumption. This baseline is used as a benchmark for comparison to similar building types and can help to identify unexplained spikes in water consumption that may indicate a leak. Facilities are then physically inspected to locate leaks and determine the performance of water-using systems, including those related to sanitation, maintenance, mechanical systems, building processes and irrigation. Once potential water-saving measures are identified, the cost and savings of implementation can be estimated. Facility procedures including maintenance and procurement practices are also typically evaluated.

At the conclusion of these activities, Facilities Management will create a water efficiency action plan, benchmark its progress, and report its progress publicly.

# ACTIONS

## 7.4

### Retrofitting Facilities with Water-Efficient Features



**Lead Agencies:**  
Bureau of Water

**Timeline:**  
Mid-term

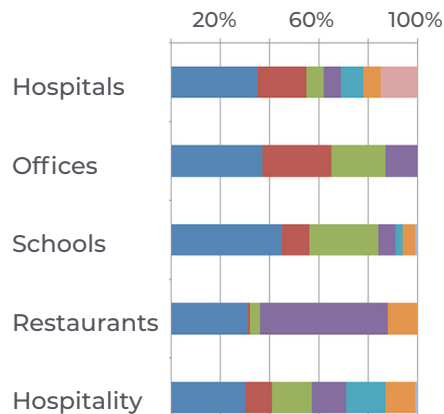
The installation of water-efficient fixtures reduces the demand for potable water, thereby also reducing the need for production and distribution, which saves the City money. The City will retrofit municipal buildings with water-efficient certified products when renovating or constructing facilities. The U.S. Environmental Protection Agency's WaterSense program certifies building fixtures that use at least twenty percent less water than conventional counterparts. Water-saving measures could also include water reclamation and rainwater harvesting for non-potable uses (see Stormwater and Wastewater sections). Facility managers should align water efficiency retrofit activities with the priorities identified in the facility's water-efficiency action plan.



USEPA

#### Typical Water Use in Commercial and Institutional Buildings

- Medical Equipment
- Landscaping
- Pools
- Cooling and Heating
- Other
- Laundry
- Domestic/ Restroom
- Kitchen Dishwashing



Sources U.S. Environmental Protection Agency, WaterSense

# 7.5

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## Reducing Water Consumption Through Improved Landscape Management



**Lead Agencies:**  
Facilities Management



**Timeline:**  
Short to mid-term

Well-managed landscapes will reduce the amount of treated water used for non-potable purposes such as irrigation. For instance, xeriscaping is a practice that utilizes plants that can survive without, or with very little, supplemental watering after vegetation is established (i.e., capable of producing new growth). Stormwater systems can also be designed to direct water towards trees and other vegetation, reducing the need for watering. The City will identify and prioritize opportunities to reduce its water consumption through improved landscape management at municipal buildings, public parks, and open spaces, and do so in partnership with other institutions and businesses.



USEPA

*Water efficient landscaping outside a building.*

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The City may also own vacant land that could be allowed to return to forest, reducing the costs associated with mowing and turf management. To date, the City has planted nearly 600 trees on city-owned land in the floodplain in an effort to improve water quality in the Conestoga River and to establish more wildlife habitat. In areas where turf is necessary, such as athletic fields, commonly used bluegrass turf can be replaced with turfgrass types that use less water like buffalo grass or blue grama grass.

# ACTIONS

## 7.6

### Establishing a Water Reclamation and Reuse Program



**Lead Agencies:**

Facilities Management, Bureau of Wastewater, and Bureau of Water

**Timeline:**

Mid-term

The amount of wastewater treated can be reduced by installing water reclamation and reuse systems, which capture, treat, and reuse water within buildings. Water reclamation and reuse systems can also enhance the resiliency of critical facilities that must remain operational during water service disruption by providing a redundant water supply. Reclaimed water is typically used in non-potable applications such as irrigation, toilet flushing, cooling tower make-up, and vehicle maintenance.

Reclaimed water can be sourced from captured condensate and harvested rainwater. A condensate capturing system harvests the condensation that forms on outdoor mechanical equipment during hot, humid weather and redirects it to a central storage tank for reuse. Rainwater harvesting strategies capture and store stormwater (see Stormwater and Drinking Water sections). Graywater, another source of reclaimed water, is lightly contaminated water generated by bathroom sinks, showers and laundry; it does not include wastewater from toilets or kitchens. A graywater reuse system retrofits the building's plumbing system to collect, treat, and redistribute graywater within the same building.

The City's wastewater treatment plant employs a comprehensive asset management program for long-range project planning. The water reclamation and reuse program should be in-step with, and incorporated into, updates to the plan.

# 7.7

## Expand the Use of Wastewater Biosolids



**Lead Agencies:**  
Bureau of Wastewater  
**Partner:** LCSWMA



**Timeline:**  
Mid-term

Biosolids are organic materials rich in nutrients, such as phosphorous, that are produced during the wastewater treatment process. Traditionally, biosolids are disposed of and sent to landfills where they release greenhouse gases as they decompose. Alternatively, biosolids can be treated and applied to land to improve soil properties, add nutrients (replacing commercial chemical fertilizers), and become a “carbon sink” by increasing total soil carbon.

The City of Lancaster's Wastewater Treatment Plant (WWTP) currently landfills biosolids or spreads them on farm fields growing animal feed, depending on the weather and nutrient loads for farms. The biosolids are a useful fertilizer for farmers, and the product of this process is high-quality compost that can be used for the City's landscaping projects, tree planting, and other community purposes. The material can also be used as fuel in a biodigester, which could produce energy for the WWTP. The City will explore options for expanding the use of biosolids on land owned by the City and partner organizations within the community and study the feasibility of producing energy for the WWTP.



City of Lancaster, Stormwater Bureau

*A green roof at the City of Lancaster's wastewater treatment facility.*

# COMMUNITY CONNECTIONS

Some of the water and wastewater strategies that the City would like to see implemented are rooted in community action but will require municipal involvement to be initiated. Prior to the development of a community-scale climate action plan in the near future, the City of Lancaster will continue or begin to investigate these opportunities:

- Examine existing building code and policies to identify any barriers to implementing alternative water and wastewater systems.
- Continue to partner with local organizations to support and promote community-focused water management programs, such as “such as “Save It! Your Water. Your Money. Your City.” and incorporate new information from water audits systemwide leak detection, xeriscaping and other things as they are developed.
- Develop and implement a water efficiency audit and retrofit program for drinking water customers that prioritizes low-income households, non-profit organizations, and customers with high water usage.
- Update municipal codes to require certified water efficient building fixtures in all new construction and major renovations.
- Adopt a water conservation ordinance to address indoor and landscape water use in the residential, commercial, institutional and industrial sectors.
- Adopt a water benchmarking ordinance for the multifamily, commercial, institutional, and industrial sectors.
- Develop financing tools that benefit both water and wastewater infrastructure in the community, such as Commercial Property Assessed Clean Energy (C-PACE) and Local Economic Revitalization Tax Abatement (LERTA).



onethirtynine photography

Reusable bags celebrating Lancaster.



City of Lancaster  
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# STORMWATER

# STORMWATER



iStock Photo

A cloudburst is a large amount of precipitation in a very short timeframe that is hyper localized. Cloudbursts often overwhelm infrastructure and result in localized flooding.

Lancaster’s climate is changing, and projections indicate that the number of intense storms and overall precipitation will continue to increase. Between 2005 and 2015, Lancaster was ranked 14th among the top 50 cities with biggest increases in heavy downpours.<sup>17</sup> The City of Lancaster recognizes the challenge of stormwater removal, noting the City’s stormwater infrastructure is over 100 years old and was designed to overflow wastewater into the Conestoga River during intense rain events.<sup>18</sup>

Lancaster has both a combined sewer system (CSS) and a municipal separate storm sewer system (MS4) (see maps). While the CSS collects both sewage and stormwater and conveys flows to a wastewater treatment plant (WWTP), the MS4 collects only stormwater runoff and discharges flows directly to receiving streams.

The CSS is designed to overflow into the Conestoga River when it is unable to convey all flows to the WWTP; when this happens it is called a combined sewer overflow (CSO) event. “Urban flooding” can occur when rain events overwhelm

the ability of local drainage systems to drain stormwater. To reduce the risk of urban flooding and CSO events, the City will work to reduce flows entering drainage systems by protecting existing vegetation and adding green infrastructure that manages stormwater on site.

The City of Lancaster is not new to this concept of stormwater-focused green infrastructure. Many City-led strategies from the 2011 and now the updated 2019 green infrastructure plan have already been implemented, while a host of regulatory ordinances have been amended to improve drainage and increase trees and plants through planting initiatives. The City authored a series of technical guides to assist developers and design professionals, including the Green Infrastructure Design Manual, Green Infrastructure Operations and Maintenance Manual, and Green Infrastructure Monitoring Manual.

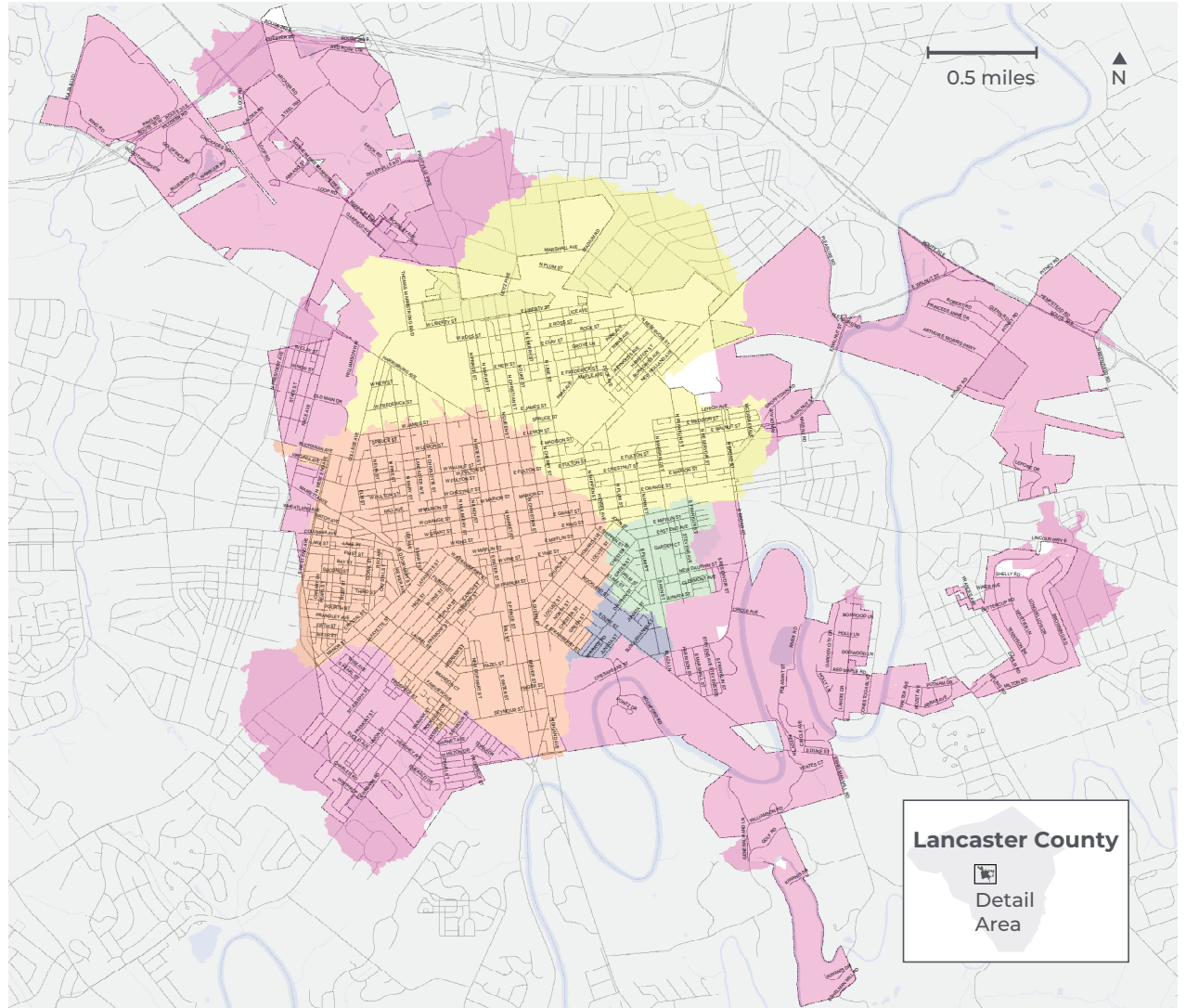
This plan section includes one strategy with a series of action steps:

17. EcoWatch. (2015, June 2). 50 Cities With Biggest Increases in Heavy Downpours. Retrieved from <https://www.ecowatch.com/50-cities-with-biggest-increases-in-heavy-downpours-1882045870.html>

18. R. Hocker, personal communication/stakeholder interview, December 19, 2018.

## Combined Sewer Overflow and MS4 Areas

- MS4 drainage areas
  
- Combined Sewer Overflow Basins**
- Engleside
- North
- Stevens Avenue
- Susquehanna
  
- Streets
- City of Lancaster
- Surrounding townships
- Rivers, lakes, streams



Source: Lancaster County GIS, Copyright© 2014. This map is intended for general reference use only. It is not a legally recorded plan, survey, or engineering schematic and should not be used as such. For a complete disclaimer see [www.co.lancaster.pa.us/gisdisclaimer](http://www.co.lancaster.pa.us/gisdisclaimer)  
 Prepared by City of Lancaster Dept. of Public Works - Apr. 2019

# ACTIONS

## 8.1

### Continue to Implement Green Infrastructure Improvements to Ease Flooding in Key Areas

Green infrastructure will reduce flooding in key areas and provide other benefits to public health, environmental quality, and economic savings. An analysis of Lancaster’s Green Infrastructure Plan estimated that the recommended improvements in the CSS area would provide energy, air quality, and climate-related benefits valued at \$2.8 Million annually; reduce gray infrastructure capital costs by \$120 Million; and reduce wastewater operational costs by over \$600,000 annually (USEPA, February 2014, “The Economic Benefits of Green Infrastructure: A Case Study of Lancaster, PA). Implementing the plan across the entire city would provide energy, air, and climate benefits valued at \$4.2 Million annually.

When choosing where to add green infrastructure improvements, it is important to focus on benefits to low-income areas, flood-prone areas, and areas where flooding creates additional challenges (such as intersections). It is also important to incorporate strategies that provide direct benefit to existing residents and help maintain neighborhood affordability.<sup>19</sup> Housing strategies, although outside the scope of this plan, should also be considered at the inception of neighborhood-scale green infrastructure projects.

The City will continue these actions as it implements green infrastructure citywide:

- Review all planned municipal construction projects for opportunities to add green infrastructure.
- Install green infrastructure on municipal property and public right-of-ways.
- Partner with other institutions and organizations.

The City will consider these action steps as it continues to implement green infrastructure citywide:

- Map hyperlocal locations of urban flooding and high need.
- Work with the State Climatologist to identify future climate adaptation needs.
- Update the Streetscape Design Guidelines, capital improvement plan (CIP), and other City design guidelines and ordinances to define areas of urban flooding and further prioritize green infrastructure installation.
- Incorporate community benefits like local hiring and job training.
- Develop financing tools that benefit both green infrastructure and green building in the community, such as Commercial Property Assessed Clean Energy (C-PACE) and Local Economic Revitalization Tax Abatement (LERTA).

19. Dale, A. & Newman, L. (2009). Sustainable development for some: green urban development and affordability. *Local Environment: The International Journal of Justice and Sustainability*, 14:7, 669-681. <https://www.tandfonline.com/doi/abs/10.1080/13549830903089283>



City of Lancaster  
Municipal Climate  
Action Plan

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# WASTE

# WASTE

The City of Lancaster’s approach to handling waste and recycling operations is twofold: providing strategies for managing waste generated at municipal buildings, and coordinating solid waste removal services that serve nearly 18,000 residential and commercial customers across the community. The City is not involved in landfill operations through its oversight and implementation of these strategies; however, the City does coordinate with Lancaster County Solid Waste Management Authority (LCSWMA) sites for processing waste and recycling, and the City contracts with a private hauler for residential solid waste and recycling. LCSWMA sites that are used to service the City include its landfill, recycling center, and the Lancaster Waste-to-Energy (WTE) facility.

The WTE facility plays a unique role in the City of Lancaster’s goal to reduce emissions. Built in 1991, the state-of-the-art facility reduces the volume of waste that goes to landfill by 90 percent—thereby eliminating all the landfill-related emissions associated with that waste. Burned waste is both converted into electricity that is sold back to the grid and is also used to fully power operations at the WTE facility. Traditional climate and sustainability plans tend to focus on a bevy of strategies aimed at reducing landfill waste through recycling, reusing certain items, and reducing overall consumption. The



LCSWMA

*Lancaster County Solid Waste Management Authority's Waste-to-Energy facility.*

Lancaster WTE facility lessens the need to rely heavily on these strategies, since much of the waste originally destined for landfill is converted into renewable energy.

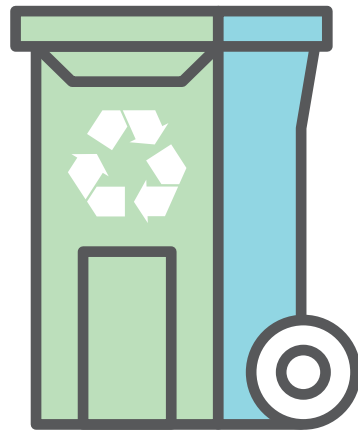
As such, the strategies in this section focus on municipal operations waste that remains

designated for landfill, as well as the behaviors and habits of municipal employees that create solid waste. This approach carries with it benefits that go beyond emissions reduction and reaches toward broader sustainability goals and environmental awareness among City employees.

## Four Step Process of The Lancaster County Solid Waste Management Authority

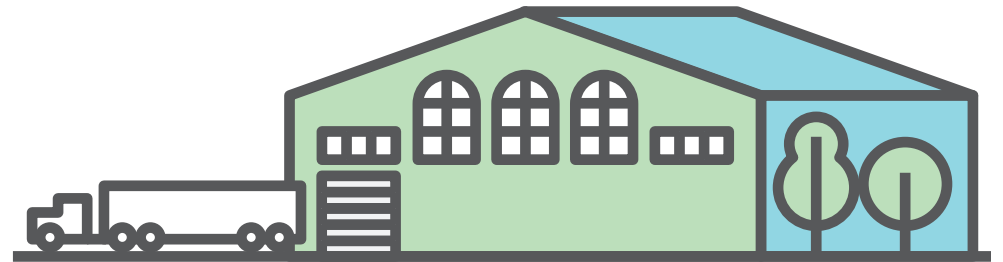
### 1: Minimize Volume and Toxicity of Waste

The first step minimizes the volume and toxicity of waste. This includes curbside and drop-off recycling programs, which recovers materials to be transformed into other products. Additionally, convenient and safe disposal at the Household Hazardous Waste Facility protects the environment by keeping these items out of the waste stream.



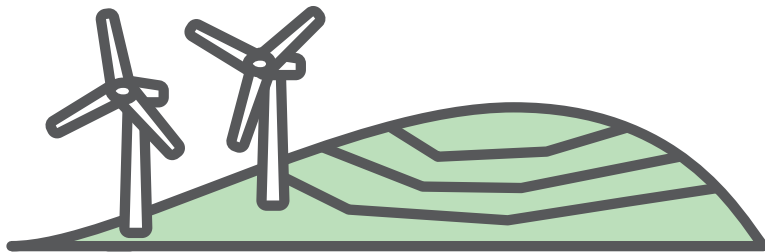
### 2: Waste Consolidation and Transfer

This step focuses on waste consolidation and transfer. After local haulers deliver trash to the Transfer Station Complex, our trucks transfer the waste for final processing and disposal. This means less collection trucks on the road and cleaner air.



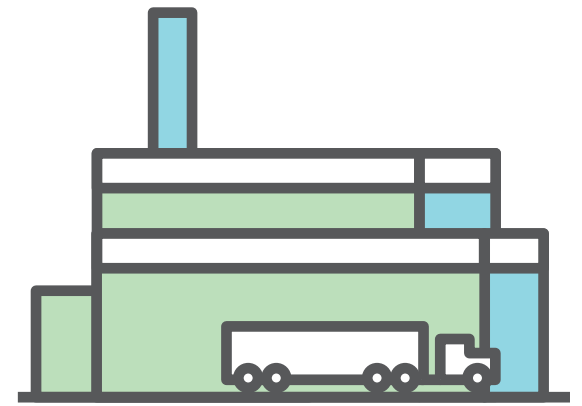
### 4: Minimal Landfilling

The final step, for the small percentage of waste that cannot be recycled or converted into energy, is disposing at the state-of-the-art, environmentally sound Frey Farm Landfill.



### 3: Waste Combustion and Energy Recovery

The next step involves extracting resources from the waste by combusting the post-recycled material at the Lancaster Waste-to-Energy Facility and the Susquehanna Resource Management Complex. This not only saves landfill space, but creates electricity too. In fact, LCSWMA powers the equivalent of 45,000 area homes with trash.



# ACTIONS

## 9.1

### Conduct Waste Analysis for Municipal Buildings



**Lead Agencies:**

Facilities Management, Bureau of Solid Waste and Recycling, and Bureau of Operations

**Timeline:**

Short-term

The average office worker creates over four pounds of waste each day that is typically thrown out in the trash, but much of that can be recycled or composted. A high percentage of recyclables are often contaminated by other waste and rendered unrecyclable. As much as 30% of daily office waste is related to food consumption, which can also produce potent GHGs if poorly managed.<sup>20</sup> By conducting a thorough waste analysis, the City will identify the composition of its waste stream, gain a better understanding of the habits of employees, be able to better implement new office practices and procedures, and more easily identify potential procurement improvements that reduce the employee waste stream.

20. RoadRunner Recycling. (2019, June 11). The Facts: Office Workers and their Waste Generation. Retrieved from <https://www.roadrunnerwm.com/blog/office-worker-waste-generation>

## 9.2

### Implement Food Composting in Municipal Buildings



**Lead Agencies:**

Bureau of Solid Waste and Recycling



**Timeline:**

Short-term

Food waste makes up 20-30% of the general office building waste generated nationally each day.<sup>21</sup> Food waste is organic material, and while it is usually disposed of with other refuse, it can be reused and repurposed in beneficial ways. Composting harnesses the natural decomposition of organic material, that, when combined with certain bulking agents, creates a rich soil-like material commonly referred to as “compost.” For City purposes, compost is utilized for grounds maintenance, landscaping, and gardening. This nutrient-rich organic compost reduces the need for chemical treatments, pesticides, and fertilizers, which in turn promotes soil conservation and protects groundwater quality. By targeting the removal of organic waste from the waste stream in the interest of converting it into compost, the City is working to capture these benefits and set a positive example for the community at large. As another alternative, fats, oils, and greases can also be disposed of in an anaerobic digester with biosolids.



Ben Jennings

20-30% of the waste created by the average office worker is generated from food consumption. The rise in single use packaging like wrappers, coffee cups, and water bottles greatly contributes to this number.<sup>22</sup>

21. RoadRunner Recycling. (2019, June 11). The Facts: Office Workers and their Waste Generation. Retrieved from <https://www.roadrunnerwm.com/blog/office-worker-waste-generation>

22. RoadRunner Recycling. (2019, June 11). The Facts: Office Workers and their Waste Generation. Retrieved from <https://www.roadrunnerwm.com/blog/office-worker-waste-generation>

# ACTIONS

## 9.3

### Adaptive Reuse of City Buildings and Construction Recycling



**Lead Agencies:**

Bureau of Solid Waste and Recycling and Facilities Management

**Timeline:**

Mid-term

#### About Construction/ Demolition Debris

Construction debris totals nearly 160 million tons nationally each year. In the U.S. construction debris includes demolition waste (48%), renovation waste (44%), and new construction waste (8%). In Lancaster, construction and debris waste must be sorted to remove combustible wood from other debris like cement and plaster, the latter of which is sent to landfill. The Lancaster County Solid Waste Management Authority reports that construction debris has increased 67%, between 2015 and 2018.<sup>23</sup>

Occasionally, the City will find itself in a situation where municipal buildings are either no longer in use or cannot continue to serve in their current capacity, but can and should be adapted for reuse by the City, local businesses, or other members of the community. For example, the City's recycling center was formerly Firehouse #4, and the original City Hall was sold to a private owner, who in turn sold a portion of that site to present-day Passenger Coffee & Tea Showroom. Present-day City Hall functioned as the Lancaster Post Office from 1892 through 1932. Adaptive reuse of buildings should always be considered as the first alternative unless safety hazards or other issues are present. Vacant or underutilized buildings can negatively impact the perceived character of a neighborhood. Furthermore, demolishing buildings can create a significant amount of waste that, if not deliberately recycled, will be sent to the landfill.

The City will develop a policy to address these matters that commits to the following:

1. Whenever transitioning a municipally-owned building to another use, whether it be internal or external, the City will ensure that the new building use is suitable to the location and neighborhood for which it is situated in.
2. When demolition of a municipal building is necessary, the City will seek to recycle all construction materials to the extent that it is possible.

Each of these processes will involve an aspect of community development and engagement. Working with community partners to ensure buildings are reused in the most effective and useful ways and that practical uses for recyclable building materials are found is important to the health and growth of communities within Lancaster.

23. J. Capots, personal communication, May 22, 2019.

## 9.4

### Reduce Employee Waste



**Lead Agencies:**

Facilities Management and Bureau of Solid Waste and Recycling



**Timeline:**

Short-term

Waste generated by employees can amount to a significant total each year in municipal buildings. A waste stream analysis conducted by Facilities Management in partnership with the Bureau of Solid Waste and Recycling will provide specific numbers and guidance on areas for improvement, but in the interim simple procedures and workplace policies can help to alter employee habits and deliver positive results in employee waste reduction. For example, reducing the size of waste receptacles while increasing the size of recycling receptacles serves as a visual cue. Establishing printing rules, procedures, and signage, while also setting printers to automatically print double-sided, may reduce the amount of paper used daily.

## 9.5

### Reuse Office Equipment



**Lead Agencies:**

Facilities Management and Bureau of Solid Waste and Recycling



**Timeline:**

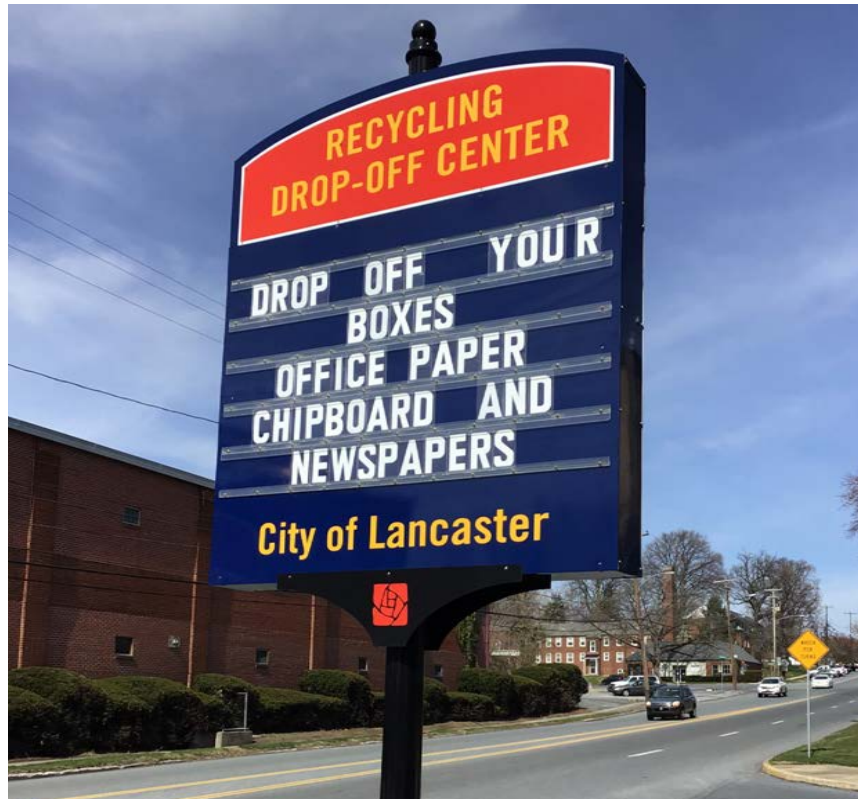
Short-term

Equipment turnover provides another opportunity to reduce the amount of waste generated by the City. As a means for cost savings, IT equipment is often inventoried to maintain a selection of computers, monitors, keyboards, and related items that are no longer used by their original employees and can be made available for immediate use by others. Similarly, keeping an inventory of office equipment will help to reduce municipal building-generated waste. This may range in scale from small office supply materials and desk lighting to larger ticket items like desks, conference room tables, and chairs. Items that are no longer needed by one office can be tracked and stored in a central depository. This depository would be referenced when making new purchases to ensure that the requested items for purchase don't overlap with city items already being held in storage. There are also opportunities to further recycle similar items that no longer serve the needs of employees and could instead be donated to others within the community such as afterschool programs, senior centers, or small businesses. The City commits to and will establish a process for bettering using office equipment both internally and externally and will coordinate efforts with the existing auction program before putting them into the waste disposal circulation.

# COMMUNITY CONNECTIONS

As the City moves forward on implementing these waste strategies, there are obvious connections to the wider Lancaster City community. There are some outward-facing waste strategies that are rooted in community-scale emissions and community action but require municipal involvement to be initiated. Prior to the development of a community-scale climate action plan in the near future, the City of Lancaster will investigate these opportunities:

- Develop a community-scale construction and demolition waste recycling program.
- Consider the potential for a food composting program and its environmental benefits.
- Conduct feasibility analyses to determine how best to implement single-hauler recycling for businesses and assess case-specific business needs.
- Implement the collection of household hazardous waste materials for employees at municipal buildings (e.g., batteries, bulbs, medication).
- Work with local business partners and the Lancaster County Solid Waste Management Authority to discuss a waste audit program that targets partnerships with specific business associations and targeted building and business types.



*Lancaster City's Recycling Drop-off Center.*

Mike Devaney



City of Lancaster  
Municipal Climate  
Action Plan

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# CULTURE OF SUSTAINABILITY

# CULTURE OF SUSTAINABILITY

Radical reductions in carbon emissions at the local level are necessary to halt climate change and prevent the most severe consequences. The City of Lancaster's choice to reduce greenhouse gas (GHG) emissions is an affirmation of a commitment to provide essential and equitable distribution of core municipal services, while at the same time reducing its environmental footprint and preparing for a changing climate. The strategies outlined in this plan reduce emissions, improve best practice standards and guidelines, and encourage sustainability from a municipal operations standpoint.

Successfully carrying out the strategies outlined in this plan will require committed and steadfast leadership, technologically sound operations that rely on existing best practices in addressing climate change, and a culture of awareness among municipal staff. If the City is to meet its goals, new understandings pertaining to how the City and its employees conduct operational activities must be adopted by City staff and key stakeholders. In essence, the City of Lancaster is committing to changing the way we do business. We know that changing our behaviors at a municipal level and creating a culture of sustainability can be challenging. We also know that it can jumpstart Lancaster's climate action

transformation, making the city a healthier, safer, and better place to live and work. The intention is to lead by example, demonstrating that this shift in norms will lead to tangible benefits.

The City can also incorporate community benefits when implementing the strategies of this plan and those of larger community-scale action in the future. By establishing requirements for local hiring, harnessing workforce development opportunities, and targeting the use of local materials and products, Lancaster City and nearby communities can experience the economic benefits associated with a new climate economy.

There are five strategies in this section that aim to build and integrate the culture of sustainability needed to shepherd the City through the implementation of this plan over both the short and long term. The City of Lancaster will dedicate staff to lead this work, establish a green team, develop a green meetings policy, integrate sustainability into municipal processes, and implement climate sensitive purchasing policies. These actions will help to further reduce emissions, foster awareness, and hopefully create a ripple effect of sustainable behaviors, serving as a foundation for a future community-scale climate action plan.



City of Lancaster

*Lancaster residents are familiar with recycling procedures.*



*City Hall green roof.*

Douglas Smith

# ACTIONS

## 10.1

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### Dedicate Staff to Lead City Climate Action



**Lead Agencies:**

Department of Administrative Resources  
and Bureau of Human Resources

**Timeline:**

Short-term

The City commits to dedicating a staff person to lead the implementation of the City of Lancaster's Municipal Operations Climate Action Plan. The 25 strategies of the plan involve many lead agencies and both internal and external partners. Though responsibilities rest with the identified implementation partners, a lead staff person will provide essential leadership and overall implementation of the plan by: 1) working to integrate the climate plan with other municipal plans and work; 2) coordinating communications across departments, bureaus and divisions; 3) providing assistance to implementation partners when needed; 4) identifying gaps and needs that impede specific strategy implementation; 5) obtaining data and tracking individual strategy metrics; 6) measuring overall progress on climate goals; and 7) establishing internal and external progress report mechanisms and outreach.

## 10.2

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### Establish a Green Team



**Lead Agencies:**

City of Lancaster Climate Committee and the Mayor's Office



**Timeline:**

Short-term

While each strategy in this plan has an assigned (proposed) lead agency and a corresponding list of potential partners, a Green Team will provide the general plan oversight and leadership needed to ensure its momentum and oversee its implementation. Green Team members will serve as “champions” for the plan across the entire City and will work to engage City employees and identify “captains” to help with plan implementation within each City department and bureau. The Green Team will also be responsible for tracking all strategies through a series of metrics that will help gauge success and locate areas for improvement. The currently appointed members of the City’s Climate Committee are ideal candidates for initially filling out the ranks of the new Green Team, as the transition from planning to implementation presents an opportunity to further expand the committee’s expertise. Members of the Green Team will be draw from Lancaster’s talented municipal staff and climate-conscious community.

# ACTIONS

## 10.3

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### Develop a Green Meetings Policy



**Lead Agencies:**

City of Lancaster Green Team.

**Timeline:**

Short-term

The concept of “green meetings” has grown in popularity as organizations and institutions have begun to embrace sustainability. In the workplace, most people conduct business with established meetings, processes and daily habits. In some instances, these common practices include “unsustainable” behaviors that are not congruent with the City of Lancaster’s new climate vision. Establishing a green meetings policy will help create workplace habits that eliminate or reduce excessive waste by, for example, eliminating printed agendas, emailing digital meeting materials, and avoiding the use of single-use food service materials. Other elements of a green meetings policy could prioritize goals to support local businesses when utilizing vendors, and promote downtown Lancaster’s walkability to encourage meeting invitees to forgo driving when possible. These green meeting strategies along with other eco-conscious meeting tactics can quickly be made habitual and commonplace if the City of Lancaster works to establish a policy.

# 10.4

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## Integrate Climate/Sustainability into Municipal Processes



**Lead Agencies:**

Mayor's Office and City Council.

**Partners:** City of Lancaster Green Team, City of Lancaster Department of Administrative Services, and various City Commissions

**Timeline:**

Mid to long-term

Cities standing at the vanguard of international climate action are furthering their efforts to fully achieve the reductions needed to address climate change by integrating climate-conscious public policy into standard municipal processes. For example, the City of Oslo (Norway) employs a climate-centered budget that outlines not only monetary goals but also includes an annual GHG emissions cap. The budget is not considered balanced and will not be approved if the reduction in community-wide emissions is not in sync with the reductions required by the climate plan. Furthermore, each city department is responsible for meeting their own climate targets while adhering to the approved budget through use of strategies detailed in the climate plan.

The City of Lancaster will consider this approach and others as it works to meet the climate goals outlined in this plan. Bold top-down policies emanating from leadership at City Hall are essential to realizing the goals of this municipal operations plan, and they are even more critical in helping to lay the foundations from which a strong and effective community scale climate action plan will be forged in the future. Methods for embedding aspects of climate awareness within various processes such as budgeting, capital improvement planning, purchasing, hiring and onboarding, and employee trainings will be considered.

# ACTIONS

## 10.5

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### Implement Climate-sensitive Purchasing Guidelines



**Lead Agencies:**

Department of Administrative Services and City of Lancaster Green Team.

**Timeline:**

Short to mid-term

Green Purchasing or “Environmentally Preferable Purchasing” is a set of rules aimed at creating “a reduced negative effect or increased positive effect on human health and the environment, when compared with competing products that serve the same purpose.”<sup>24</sup> Establishing these procurement practices will help ensure that future purchases don’t work to unintentionally set back the important climate work the City is undertaking. At minimum, the City’s purchasing guidelines will include rules for energy efficient office equipment such as printers, monitors, copiers, and other items, and will mandate the use of post-consumer recycled content paper. The City commits to employing similar language and requirements within its contracts and vendor agreements as a means for furthering its mission and demonstrating leadership within the community.

24. National Association of State Procurement Officials. NASPO Green Purchasing Guide. Retrieved from <https://www.naspo.org/green/index.html>

City of Lancaster  
Municipal Climate  
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# CARBON OFFSETS

# CARBON OFFSETS

If the City of Lancaster is to be successful in its endeavor to reach carbon neutrality, taking measures to support and invest in carbon offset programming both locally and regionally will be an essential component of the City's efforts. Carbon offset programs are gaining popularity amongst municipalities and city governments around the globe and are helping them achieve their climate goals through the support of programs outside the scope of their municipal operations.

Each carbon offset program should be distinctly attuned to the community it's meant to serve, although all such programs focus on the sequestration, emissions reduction, and containment or storage of GHGs.<sup>25</sup> These programs are often designed to aid local governments by making up for whatever carbon reductions cannot be eliminated through mitigation efforts by partnering with outside institutions to achieve verifiable community GHG reductions.

The diversity of land use and industry within Lancaster County provides a wide range of potential opportunities locally, that, through proper investment and partnerships, could go



Douglas Smith

*Tree planting in Lancaster helps reduce emissions.*

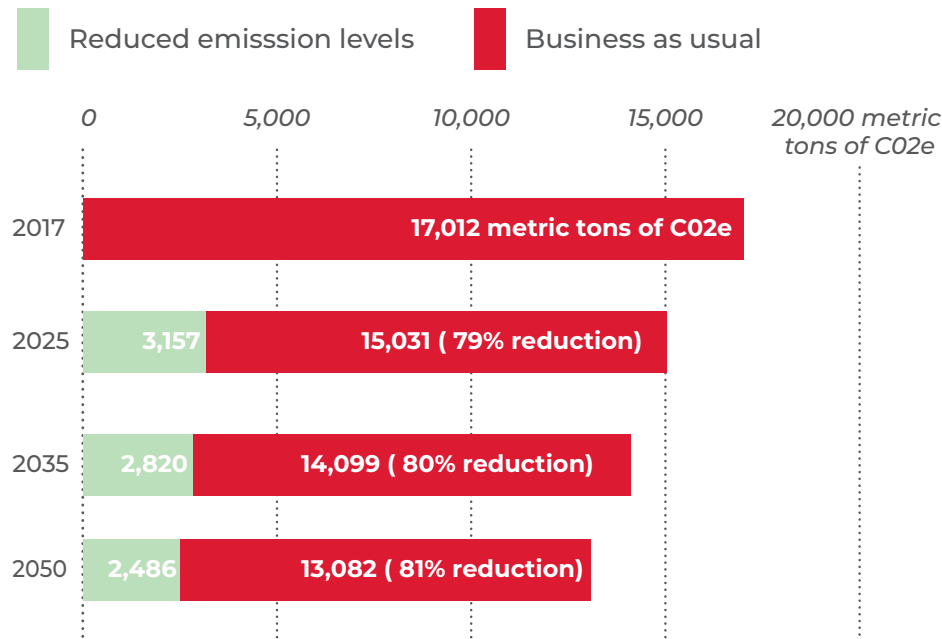
a long way toward securing the carbon offset needs of the City. Strategies relevant to Lancaster include coordination with local farmers to improve farming practices, supporting tree

planting programs, the promotion of anaerobic digestion facilities, supporting landfill methane capture, and more.

25. U.S. Environmental Protection Agency. (February 2018). Offsets and RECs: What's the Difference? Retrieved from [https://www.epa.gov/sites/production/files/2018-03/documents/gpp\\_guide\\_recs\\_offsets.pdf](https://www.epa.gov/sites/production/files/2018-03/documents/gpp_guide_recs_offsets.pdf)

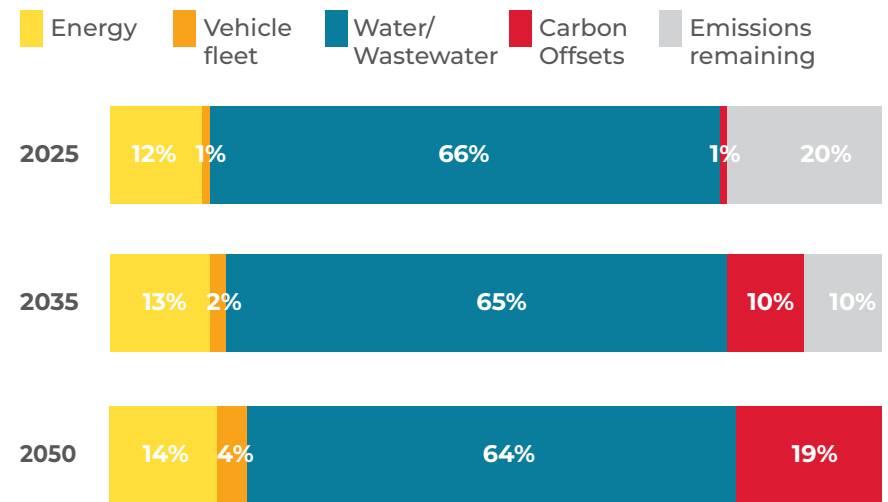
**Figure 11** Metric Tons CO2e Emitted After Action

The successful implementation of strategies in this plan will result in the City reducing emissions due to municipal operations by 79% in 2025, 80% by 2035, and 81% by 2050, as showing in Figure 9. (There is some incremental reduction of “business as usual” emissions over time, which is due to the continued and increasing availability of cleaner energy sources).



**Figure 12** Overall Emissions Reductions as a Result of Action

The City will employ a carbon offset program in which it further sequesters emissions by 1% (2025), 10% (2035) and 19% (2050), resulting in total emissions reductions of 80% by 2025, 90% by 2035, and allowing the City to achieve carbon neutrality by 2050.



# ACTIONS

## 11.1

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### Identifying Responsibility Internally



**Lead Agencies:**  
Mayor's Office



**Timeline:**  
Short to mid-term

A crucial aspect of establishing a successful carbon offset program is maintaining sufficient project oversight that ensures the program and its partners are continuing to administer best practice and deliver the desired offsets. Depending on what kinds of offset strategies the City and community partners determine to be the most effective and sensible to pursue, different departments, bureaus, and personnel should be asked to take responsibility for managing certain aspects of the offset programs. It is also possible that many of the duties associated with general upkeep of the program could be outsourced to a relevant local authority or third party that has a relevant mission, aims, and expertise.

# 11.2

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## Establishing Financing and Pilot Programs



**Lead Agencies: :**

Mayor's Office and Department of Administrative Services



**Timeline:**

Short to mid-term

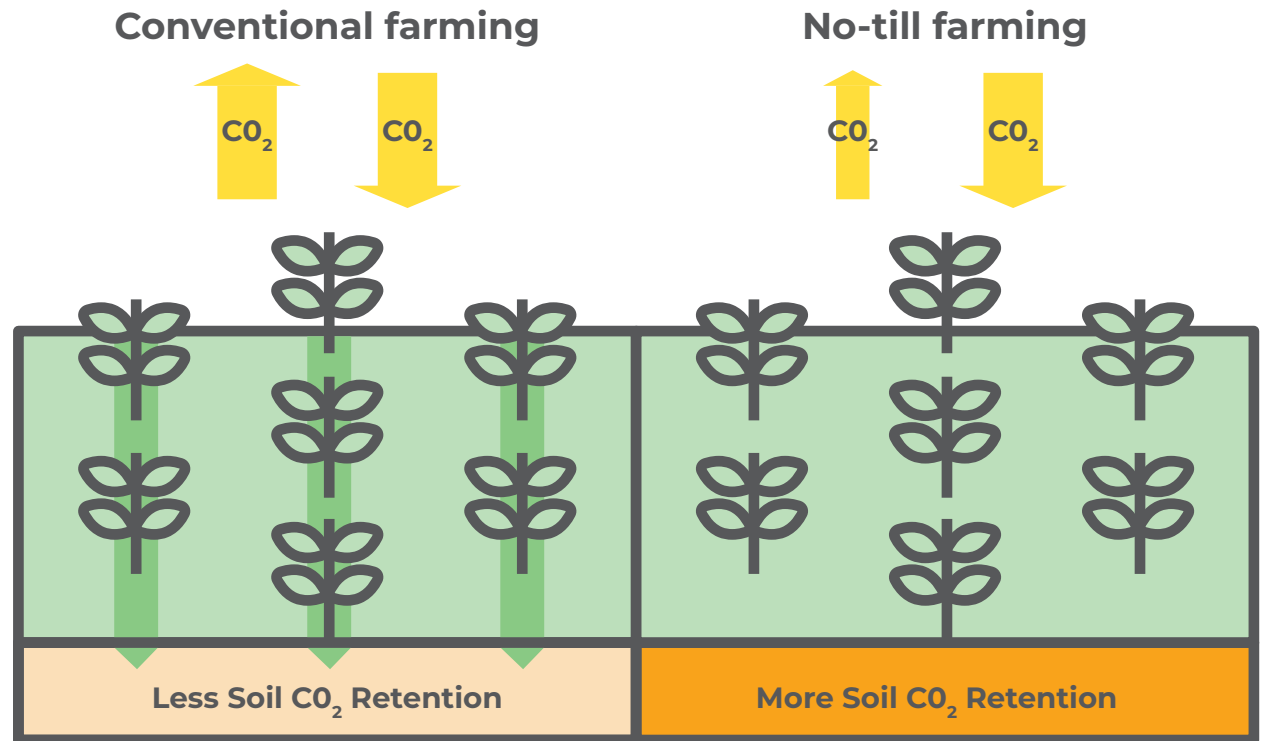
Early pilot programs will be fundamental to the success of the City's carbon offset programs. Showing future partners that joining the carbon offset program is economically sensible and sustainable from a business standpoint is key. In addition to the verifiable accounts of success coming out of the pilot program, locating and securing additional funding that might facilitate potential partners entry into the full-scale program would help in establishing a larger partner network. Funding for the carbon offset program could be sourced from third parties by way of grants, a fee system, or future federal and state level legislation.

# COMMUNITY CONNECTIONS

By nature, many of the strategies for securing the carbon offsets the City needs are outward facing as the program is inherently tied to the larger community and communal initiatives. The City's primary role in developing its carbon offset program is oversight and promotion of the strategies outlined below.

- Coordination with Lancaster County farmers to help promote cropland carbon sequestration practices (such as no/low till farming, agroforestry, improved nitrogen fertilizer management, and more).
- Promoting anaerobic digestion for farms (credits bought by City will help pay for installation costs) and other relevant local businesses.
- Purchasing energy from Lancaster County businesses and households that install renewable energy infrastructure.
- Supporting urban forestry efforts within Lancaster City and other forestry initiatives throughout the County and other places in the state.

**Figure 13** The Benefits of No-till Farming



*The US Department of Energy notes that no-till agriculture results in capturing carbon in the soil instead of releasing harmful emissions into the air. No-till efforts also protect against soil erosion.*

City of Lancaster  
Municipal Climate  
Action Plan



**WHAT'S NEXT?**

# WHAT'S NEXT?

## Implementation and Strategy Monitoring

Implementation of the strategies in this plan will fall under the supervision of various City departments, bureaus and divisions, while designated staff and the Green Team (strategies 10.1 and 10.2) will provide general plan oversight, guidance, and track overall plan success in reaching the intended emissions targets established for 2025, 2035, and 2050. A supplemental implementation matrix tracking tool for this Plan highlights key department-level ownership, a selection of metrics that can be used to track various performance indicators for each strategy, the proposed frequency for gathering data, and sources from which to retrieve the data.

Monitoring the progress of each strategy is an important step in plan implementation, and doing so will help determine if the City of Lancaster is on track to reduce its emissions associated with municipal operations. In the cumulative, this detailed evaluation helps determine whether or not the collection of strategies represents the right mix to meet established goals. In addition, consistent monitoring of individual strategies by tracking specific predetermined metrics or



Sam Interrante

*Lancaster City Council. Left-to-right: Pete Soto, Chris Ballentine, Janet Diaz, Ismael Smith-Wade-El, Faith Craig, John Graupera, and Council President James Reichenbach.*

“success factors” will assist implementers in identifying areas where modifications may need to be made in order to stay on track to reach specific strategy targets and overall climate goals.

## Reporting and Plan Updates

This Plan is only a first step in the journey to effectively reduce emissions and plan for our changing climate and represents a comprehensive set of municipal operations strategies to be implemented between now and the year 2050. To that end, the Plan is seen as a “living document” and will be regularly revised to incorporate changes in circumstances, technological advances, and especially new state and federal policies. Plan updates also provide an opportunity to evaluate successes, implement course corrections, and if needed, to rebalance efforts between strategies and reprioritize resources.

The City will track its progress on an annual basis. The tracking tool serves as a foundation for sharing this information, and reports can provide other pertinent details for each strategy as City

leadership deems necessary. At minimum, a report on plan progress should occur every year between now and 2025 and every two to three years thereafter. An ideal time to develop a plan update or revisions to specific strategies may be during the development of a community-wide Lancaster City Climate Action Plan and minimally during each of the target years: 2025, 2035, and 2050.

## Next Steps

Immediate next steps for this plan will include formal adoption by City Council and the initial stages of implementation and oversight by assigned and designated City Staff, which will also include identifying the first budget items connected to some of the crucial, shorter term strategies. The Climate Committee that helped usher this plan during its development will transition into the City’s team charged with implementation oversight and monitoring, while

departments, bureaus, and divisions will take ownership of specific strategies.

In the next few years, City leadership and the Green Team will also work to identify the appropriate timing for a broader, community-wide Lancaster City Climate Action Plan. This plan will build from the foundation laid in addressing municipal operations and will identify how the entire community can take part in reducing emissions and preparing for inevitable effects of climate change in Lancaster City.

The City of Lancaster welcomes input and ongoing participation from Lancaster individuals, businesses, and organizations as we chart new territory with the adoption of the City of Lancaster Municipal Operations Climate Action Plan, the early stages of implementation, and broader community climate action in the near future.



City of Lancaster  
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### Community Priority Poll Results

322 city residents participated in a 'community priority poll' from January 1, 2021—February 14, 2021. The results were critical in setting direction for the City of Lancaster's portion of the Consolidated Action Plan. Please see those results below:

When you think about the housing needs in your community, what needs stand out as a priority?	All 3 Votes		1st Vote
	Community %	CPC %	Community %
Increasing the number of affordable housing units in the City.	20%	18%	17%
Repairing vacant and/or broken-down properties.	13%	18%	8%
Helping future homeowners with their down-payment costs, mortgage interest rates, and other financial hurdles associated with buying a house.	9%	13%	11%
Improving the quality of our community's affordable housing by helping homeowners pay for repairs.	8%	7%	11%
Providing housing counseling services, housing information, education, referrals, and/or general budget counseling to community members.	7%	9%	9%
Giving one-time payments to community members behind on rent, mortgage payments, and/or utilities.	7%	9%	8%
Improving the quality of our community's affordable housing by helping our Public Housing Authority pay for repairs.	5%	4%	8%
Improving the quality of our community's housing by enforcing a housing standards across the City.	7%	0%	10%
Giving community members with young children resources to help make their home lead safe.	5%	7%	5%
Giving one-time payments to community members struggling to pay a security deposit.	4%	4%	4%
No vote	6%	4%	0%
Preserving properties that are historically important to the community.	4%	2%	3%
Helping families with young children get access to lead poison testing.	4%	2%	3%
Other.	2%	2%	3%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

When you think about the public service needs of your community, what needs stand out as a priority?	All 3 Votes %	1st Vote %
Funding mental or physical health services.	25%	27%
Funding substance abuse services.	16%	9%
Funding youth services.	12%	8%
Funding employment training services.	7%	8%
Funding food security services.	5%	9%
Funding food banks.	2%	9%
Funding neighborhood cleanups.	6%	5%
Funding transportation services.	5%	5%
Funding services for persons with disabilities.	3%	6%
Funding services for victims of domestic violence.	3%	4%
Funding crime prevention services.	3%	4%
Funding senior services.	3%	2%
Funding tenant/landlord counseling services.	3%	1%
Other.	0%	2%
Funding legal services.	1%	1%
Grand Total	100%	100%

When you think about the businesses, parks, and other community spaces, what needs stand out as a priority?	All Votes %	1st Vote %
Improving the City's public places (i.e. senior centers, youth center, childcare center, facilities for persons with disabilities, homeless facilities, parks, neighborhood center, etc.).	38%	40%
Improving the City's roads, sewers, sidewalks, and/or street trees.	30%	28%
Helping future small businesses with technical or financial assistance.	19%	22%
Helping small business improve their properties.	7%	10%
No vote	6%	0%
Grand Total	100%	100%

When you think about the needs of your community members struggling with homelessness, what needs stand out as a priority?	Count of Votes	% of Votes
Preventing families and individuals from becoming homeless.	191	30%
Working to our community members struggling in homeless to find safe, affordable housing.	138	21%
Engaging with our community members struggling with homelessness and living on the street.	125	19%
struggling with homelessness.	91	14%
Helping emergency shelters with operation costs.	40	6%
Providing essential services to shelter residents.	31	5%
No vote.	20	3%
Other.	7	1%
struggling with homelessness.,	1	0%
<b>Grand Total</b>	<b>644</b>	<b>100%</b>

What category is your top community priority tied to?	Count of Votes	% of Votes
<b>Housing needs</b>	<b>152</b>	<b>47%</b>
Homelessness needs	76	24%
Public services needs	53	16%
Businesses, parks, and community spaces needs	41	13%
<b>Grand Total</b>	<b>322</b>	<b>100%</b>



## HUD 2019 Continuum of Care Homeless Assistance Programs Housing Inventory Count Report

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**CoC Number: PA-510**

**CoC Name: Lancaster City & County CoC**

### Summary of all available beds reported by Continuum of Care:

	Family Units <sup>1</sup>	Family Beds <sup>1</sup>	Adult-Only Beds	Child-Only Beds	Total Yr-Round Beds	Seasonal	Overflow / Voucher	Subset of Total Bed Inventory		
								Chronic Beds <sup>2</sup>	Veteran Beds <sup>3</sup>	Youth Beds <sup>3</sup>
Emergency, Safe Haven and Transitional Housing	48	179	216	0	395	80	0	n/a	22	0
Emergency Shelter	36	139	74	0	213	80	0	n/a	0	0
Transitional Housing	12	40	142	0	182	n/a	n/a	n/a	22	0
Permanent Housing	122	410	160	0	570	n/a	n/a	24	4	8
Permanent Supportive Housing*	12	43	94	0	137	n/a	n/a	24	4	8
Rapid Re-Housing	110	367	66	0	433	n/a	n/a	n/a	0	0
<b>Grand Total</b>	<b>170</b>	<b>589</b>	<b>376</b>	<b>0</b>	<b>965</b>	<b>80</b>	<b>0</b>	<b>24</b>	<b>26</b>	<b>8</b>

### Available CoC beds reported by Program Type:

\*HUD's point-in-time count does not include permanent beds in Permanent Supportive Housing as currently housed.  
<sup>1</sup>Family Permanent Housing (FPH) consists of FPI, Housing and Services (the database required for entry and FPI - Housing only) as identified in the 2017 IHMS Data Standards.  
<sup>2</sup>Chronic beds include beds in Permanent Supportive Housing allocated to serve chronically homeless persons.  
<sup>3</sup>Youth beds are beds for youth (ages 18-24), respectively. Youth beds identified by service providers, veteran and the FPH database and include beds allocated to housing homeless youth age 24 and younger.



## HUD 2019 Continuum of Care Homeless Assistance Programs Housing Inventory Count Report

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### Emergency Shelter

Provider Name	Facility Name	Family Units <sup>1</sup>	Family Beds <sup>1</sup>	Adult-Only Beds	Child-Only Beds	Seasonal	Overflow / Voucher	Total Beds	Subset of Total Bed Inventory Chronic Beds <sup>2</sup>	Veteran Beds <sup>3</sup>	Youth Beds <sup>3</sup>
Columbia Ministerium	Columbia Winter Shelter	0	0	0	0	20	0	20	n/a	0	0
Community Action Program	DVSLC Shelter	10	28	10	0	0	0	38	n/a	0	0
Elizabethtown	Winter Shelter	0	0	0	0	20	0	20	n/a	0	0
Good Samaritan Shelter	Good Samaritan Shelter	5	18	0	0	0	0	18	n/a	0	0
Lancaster County Council of Churches	Winter Shelter	0	0	0	0	40	0	40	n/a	0	0
Tabor Community Services	TLC Family Emergency	12	57	0	0	0	0	57	n/a	0	0
Water Street Mission	Community Emergency Shelter	0	0	60	0	0	0	60	n/a	0	0
Water Street Mission	WSM Women and Children	4	16	4	0	0	0	20	n/a	0	0
YWCA of Lancaster	YWCA Family Emergency	5	20	0	0	0	0	20	n/a	0	0
<b>Total</b>		<b>36</b>	<b>139</b>	<b>74</b>	<b>0</b>	<b>80</b>	<b>0</b>	<b>293</b>	<b>n/a</b>	<b>0</b>	<b>0</b>

### Transitional Housing

Provider Name	Facility Name	Family Units <sup>1</sup>	Family Beds <sup>1</sup>	Adult-Only Beds	Child-Only Beds	Seasonal	Overflow / Voucher	Total Beds	Subset of Total Bed Inventory Chronic Beds <sup>2</sup>	Veteran Beds <sup>3</sup>	Youth Beds <sup>3</sup>
Community Action Program	DVSLC TH	5	20	1	0	n/a	n/a	21	n/a	0	0
Good Samaritan Shelter	Transitional Housing	2	6	0	0	n/a	n/a	6	n/a	0	0
LCCFH	Crisis Housing - RRH	2	6	2	0	n/a	n/a	8	n/a	0	0
Tabor Community Services	GPD TLC Veterans Victory	3	8	14	0	n/a	n/a	22	n/a	22	0
Water Street Mission	Women Transitional	0	0	65	0	n/a	n/a	65	n/a	0	0
Water Street Mission	Men's Transitional	0	0	60	0	n/a	n/a	60	n/a	0	0
<b>Total</b>		<b>12</b>	<b>40</b>	<b>142</b>	<b>0</b>	<b>n/a</b>	<b>n/a</b>	<b>182</b>	<b>n/a</b>	<b>22</b>	<b>0</b>

\* HUD's point-in-time count does not include persons or beds in Permanent Supportive Housing or family shelters.  
<sup>1</sup> Family Permanent Housing (FPH) - consists of FPI - Housing and Services (the database required for entry and FPI - Housing only) as identified in the 2017 IHMS Data Standards.  
<sup>2</sup> Chronic Beds - includes beds in Permanent Supportive Housing (not subject to occupancy limits) and beds in other long-term housing programs.  
<sup>3</sup> Youth Beds and Veteran Beds, respectively - include beds identified for service transition program and for veterans and include beds allocated to housing boundaries year ago, 24 and younger.



## HUD 2019 Continuum of Care Homeless Assistance Programs Housing Inventory Count Report

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### Permanent Supportive Housing

Provider Name	Facility Name	Family Units <sup>1</sup>	Family Beds <sup>1</sup>	Adult-Only Beds	Child-Only Beds	Seasonal	Overflow / Voucher	Total Beds	Subset of Total Bed Inventory Chronic Beds <sup>2</sup>	Veteran Beds <sup>3</sup>	Youth Beds <sup>3</sup>
Community Basics/The Lodge Inc	Fordney Road	0	0	14	0	n/a	n/a	14	4	1	0
Community Basics/The Lodge Inc	Lincoln House	0	0	8	0	n/a	n/a	8	4	1	0
Lancaster County BHDS	Polaris	0	0	15	0	n/a	n/a	15	5	0	2
Lancaster County BHDS	Project Northstar	0	0	12	0	n/a	n/a	12	3	0	2
Lancaster County BHDS	Enterprise	0	0	20	0	n/a	n/a	20	5	2	2
Tabor Community Services	Lancaster Heartside	7	31	0	0	n/a	n/a	31	0	0	2
Tabor Community Services	Market View	5	12	3	0	n/a	n/a	15	3	0	0
Tabor Community Services	TLC Perm	0	0	10	0	n/a	n/a	10	0	0	0
YWCA of Lancaster	YWCA SRO	0	0	12	0	n/a	n/a	12	0	0	0
<b>Total</b>		<b>12</b>	<b>43</b>	<b>94</b>	<b>0</b>	<b>n/a</b>	<b>n/a</b>	<b>137</b>	<b>24</b>	<b>4</b>	<b>8</b>

### Rapid Re-Housing

Provider Name	Facility Name	Family Units <sup>1</sup>	Family Beds <sup>1</sup>	Adult-Only Beds	Child-Only Beds	Seasonal	Overflow / Voucher	Total Beds	Subset of Total Bed Inventory Chronic Beds <sup>2</sup>	Veteran Beds <sup>3</sup>	Youth Beds <sup>3</sup>
Bridge of Hope	Bridge of Hope	10	30	0	0	n/a	n/a	30	n/a	0	0
Lancaster General Health	Lancaster Consolidated RRH	100	337	66	0	n/a	n/a	403	n/a	0	0
<b>Total</b>		<b>110</b>	<b>367</b>	<b>66</b>	<b>0</b>	<b>n/a</b>	<b>n/a</b>	<b>433</b>	<b>n/a</b>	<b>0</b>	<b>0</b>

<sup>1</sup> HUD's point-in-time count does not include permanent beds in Permanent Supportive Housing as currently housed.  
<sup>2</sup> Rapid Re-Housing (RRH) consists of PH, Housing and Services (the database required for entry and PH), Housing only, as identified in the 2017 IHMS Data Standards.  
<sup>3</sup> Chronic beds include beds in Permanent Supportive Housing allocated to serve chronically homeless persons.  
<sup>4</sup> Vacant beds are beds, respectively, which are identified as vacant in the RRH and PH databases and include beds allocated to housing homeless youth age 24 and younger.



## HUD 2017 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### PA-510 Lancaster City & County CoC Point-in Time Date: 1/25/2017

#### Summary by household type reported:

	Emergency Shelter	Sheltered	Transitional Housing*	Unsheltered	Total
Households without children	88	66	25	179	
Households with at least one adult and one child	33	17	0	50	
Households with only children	0	0	0	0	
<b>Total Homeless Households</b>	<b>121</b>	<b>83</b>	<b>25</b>	<b>229</b>	

#### Summary of persons in each household type:

<b>Persons in households without children<sup>1</sup></b>					
Persons Age 18 to 24	9	6	2	17	180
Persons Over Age 24	79	60	24	163	
<b>Persons in households with at least one adult and one child<sup>2</sup></b>	<b>93</b>	<b>48</b>	<b>0</b>	<b>141</b>	
Children Under Age 18	56	30	0	86	
Persons Age 18 to 24	8	2	0	10	
Persons Over Age 24	29	16	0	45	
<b>Persons in households with only children<sup>3</sup></b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Homeless Persons</b>	<b>181</b>	<b>114</b>	<b>26</b>	<b>321</b>	

#### Demographic summary by ethnicity:

	Emergency Shelter	Sheltered	Transitional Housing*	Unsheltered	Total
Hispanic / Latino	46	27	6	79	
Non-Hispanic / Non- Latino	135	87	20	242	
<b>Total</b>	<b>181</b>	<b>114</b>	<b>26</b>	<b>321</b>	

#### Demographic summary by gender:

Female	104	45	6	155	
Male	77	69	20	166	
Transgender	0	0	0	0	
Do not identify as Female, Male, or Transgender	0	0	0	0	
<b>Total</b>	<b>181</b>	<b>114</b>	<b>26</b>	<b>321</b>	

\* Safe Haven programs are included in the Transitional Housing category.  
 This category includes single adults, adult couples with no children, and groups of adults.  
 This category includes households with one adult and at least one child under age 18.  
 This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

## HUD 2017 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations



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### Demographic summary by race:

	Sheltered		Total
	Emergency Shelter	Transitional Housing*	
Black or African-American	68	38	111
White	100	69	189
Asian	0	0	0
American Indian or Alaska Native	2	0	3
Native Hawaiian or Other Pacific Islander	1	0	1
Multiple Races	10	7	17
<b>Total</b>	<b>181</b>	<b>114</b>	<b>321</b>

### Summary of chronically homeless households by household type reported:

	Sheltered		Total
	Emergency Shelter	Transitional Housing*	
Chronically Homeless households with at least one adult and one child	0	0	0

### Summary of chronically homeless persons in each household type:

Chronically Homeless persons in households without children	4	0	2	6
Chronically Homeless persons in households with at least one adult and one child	0	0	0	0
Chronically Homeless persons in households with only children	0	0	0	0
<b>Total Chronically Homeless Persons</b>	<b>4</b>	<b>0</b>	<b>2</b>	<b>6</b>

### Summary of all other populations reported:

Severely Mentally Ill	25	12	10	47
Chronic Substance Abuse	17	6	4	27
Veterans	9	14	0	23
HIV/AIDS	0	0	0	0
Victims of Domestic Violence	46	7	2	55
Unaccompanied Youth	9	6	2	17
Unaccompanied Youth Under 18	0	0	0	0
Unaccompanied Youth 18-24	9	6	2	17
Parenting Youth	8	2	0	10
Parenting Youth Under 18	0	0	0	0
Parenting Youth 18-24	8	2	0	10
Children of Parenting Youth	11	3	0	14

\* Safe Haven programs are included in the Transitional Housing category.  
 This category includes single adults, adult couples with no children, and groups of adults.  
 This category includes households with one adult and at least one child under age 18.  
 This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations



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### PA-510 Lancaster City & County CoC Point-in Time Date: 1/25/2018

#### Summary by household type reported:

	Emergency Shelter	Sheltered	Transitional Housing*	Unsheltered	Total
Households without children	125	83	15	223	
Households with at least one adult and one child	38	18	0	56	
Households with only children	0	0	0	0	
<b>Total Homeless Households</b>	<b>163</b>	<b>101</b>	<b>15</b>	<b>279</b>	

#### Summary of persons in each household type:

<b>Persons in households without children<sup>1</sup></b>	<b>125</b>	<b>85</b>	<b>16</b>	<b>226</b>
Persons Age 18 to 24	12	3	0	15
Persons Over Age 24	113	82	16	211
<b>Persons in households with at least one adult and one child<sup>2</sup></b>	<b>123</b>	<b>57</b>	<b>0</b>	<b>180</b>
Children Under Age 18	82	37	0	119
Persons Age 18 to 24	7	4	0	11
Persons Over Age 24	34	16	0	50
<b>Persons in households with only children<sup>3</sup></b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Homeless Persons</b>	<b>248</b>	<b>142</b>	<b>16</b>	<b>406</b>

#### Demographic summary by ethnicity:

	Emergency Shelter	Sheltered	Transitional Housing*	Unsheltered	Total
Hispanic / Latino	106	25	2	133	
Non-Hispanic / Non- Latino	142	117	14	273	
<b>Total</b>	<b>248</b>	<b>142</b>	<b>16</b>	<b>406</b>	

#### Demographic summary by gender:

Female	115	60	2	177
Male	133	82	14	229
Transgender	0	0	0	0
Gender Non-Conforming (i.e. not exclusively male or female)	0	0	0	0
<b>Total</b>	<b>248</b>	<b>142</b>	<b>16</b>	<b>406</b>

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup> This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup> This category includes households with one adult and at least one child under age 18.

<sup>3</sup> This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations



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### Demographic summary by race:

	Sheltered		Total
	Emergency Shelter	Transitional Housing*	
Black or African-American	66	33	104
White	147	89	247
Asian	3	0	3
American Indian or Alaska Native	5	2	7
Native Hawaiian or Other Pacific Islander	0	0	0
Multiple Races	27	18	45
<b>Total</b>	<b>248</b>	<b>142</b>	<b>406</b>

### Summary of chronically homeless households by household type reported:

	Sheltered		Total
	Emergency Shelter	Transitional Housing*	
Chronically Homeless households with at least one adult and one child	2	0	2

### Summary of chronically homeless persons in each household type:

Chronically Homeless persons in households without children	4	0	10	14
Chronically Homeless persons in households with at least one adult and one child	8	0	0	8
Chronically Homeless persons in households with only children	0	0	0	0
<b>Total Chronically Homeless Persons</b>	<b>12</b>	<b>0</b>	<b>10</b>	<b>22</b>

### Summary of all other populations reported:

Severely Mentally Ill	39	6	14	59
Chronic Substance Abuse	23	10	10	43
Veterans	4	26	2	32
HIV/AIDS	0	0	0	0
Victims of Domestic Violence	21	14	0	35
Unaccompanied Youth	12	3	0	15
Unaccompanied Youth Under 18	0	0	0	0
Unaccompanied Youth 18-24	12	3	0	15
Parenting Youth	6	2	0	8
Parenting Youth Under 18	0	0	0	0
Parenting Youth 18-24	6	2	0	8
Children of Parenting Youth	13	3	0	16

\* Safe Haven programs are included in the Transitional Housing category.  
 This category includes single adults, adult couples with no children, and groups of adults.  
 This category includes households with one adult and at least one child under age 18.  
 This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

## HUD 2019 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations



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### PA-510 Lancaster City & County CoC Point-in Time Date: 1/23/2019

#### Summary by household type reported:

	Sheltered		Unsheltered	Total
	Emergency Shelter	Transitional Housing*		
Households without children	134	100	12	246
Households with at least one adult and one child	40	16	0	56
Households with only children	0	0	0	0
<b>Total Homeless Households</b>	<b>174</b>	<b>116</b>	<b>12</b>	<b>302</b>

#### Summary of persons in each household type:

Persons in households without children <sup>1</sup>	134	100	12	246
Persons Age 18 to 24	21	4	1	26
Persons Over Age 24	113	96	11	220
Persons in households with at least one adult and one child <sup>2</sup>	130	46	0	176
Children Under Age 18	88	29	0	117
Persons Age 18 to 24	8	3	0	11
Persons Over Age 24	34	14	0	48
Persons in households with only children <sup>3</sup>	0	0	0	0
<b>Total Homeless Persons</b>	<b>264</b>	<b>146</b>	<b>12</b>	<b>422</b>

#### Demographic summary by ethnicity:

	Sheltered		Unsheltered	Total
	Emergency Shelter	Transitional Housing*		
Hispanic / Latino	101	21	4	126
Non-Hispanic / Non-Latino	163	125	8	296
<b>Total</b>	<b>264</b>	<b>146</b>	<b>12</b>	<b>422</b>

#### Demographic summary by gender:

Female	126	63	3	192
Male	138	83	9	230
Transgender	0	0	0	0
Gender Non-Conforming (i.e. not exclusively male or female)	0	0	0	0
<b>Total</b>	<b>264</b>	<b>146</b>	<b>12</b>	<b>422</b>

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup> This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup> This category includes households with one adult and at least one child under age 18.

<sup>3</sup> This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

## HUD 2019 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations



*Important Notes About This Data: This report is based on point-in-time information provided to HUD by Continuums of Care (CoCs) as part of their CoC Program application process, per the Notice of Funding Availability (NOFA) for the Fiscal Year 2019 Continuum of Care Program Competition. CoCs are required to provide an unduplicated count of homeless persons according to HUD standards (explained in HUD's annual HIC and PIT count notice and HUD's Point-in-Time Count Methodology Guide <https://www.hudexchange.info/hdx/guides/pit-hic/>). HUD has conducted a limited data quality review but has not independently verified all of the information submitted by each CoC. The reader is therefore cautioned that since compliance with these standards may vary, the reliability and consistency of the homeless counts may also vary among CoCs. Additionally, a shift in the methodology a CoC uses to count the homeless may cause a change in homeless counts between reporting periods.*

### Demographic summary by race:

	Sheltered		Transitional Housing*	Unsheltered	Total
	Emergency Shelter	Emergency Shelter			
Black or African-American	78	39	2	119	
White	155	97	9	261	
Asian	0	1	0	1	
American Indian or Alaska Native	4	1	0	5	
Native Hawaiian or Other Pacific Islander	0	0	0	0	
Multiple Races	27	8	1	36	
<b>Total</b>	<b>264</b>	<b>146</b>	<b>12</b>	<b>422</b>	

### Summary of chronically homeless households by household type reported:

	Sheltered		Transitional Housing*	Unsheltered	Total
	Emergency Shelter	Emergency Shelter			
Chronically Homeless households with at least one adult and one child	1	0	0	0	1

### Summary of chronically homeless persons in each household type:

Chronically Homeless persons in households without children	3	0	9	12
Chronically Homeless persons in households with at least one adult and one child	4	0	0	4
Chronically Homeless persons in households with only children	0	0	0	0
<b>Total Chronically Homeless Persons</b>	<b>7</b>	<b>0</b>	<b>9</b>	<b>16</b>

### Summary of all other populations reported:

Severely Mentally Ill	60	12	8	80
Chronic Substance Abuse	24	2	2	28
Veterans	3	17	1	21
HIV/AIDS	1	0	0	1
Victims of Domestic Violence	37	17	0	54
Unaccompanied Youth	21	4	1	26
Unaccompanied Youth Under 18	0	0	0	0
Unaccompanied Youth 18-24	21	4	1	26
Parenting Youth	7	1	0	8
Parenting Youth Under 18	0	0	0	0
Parenting Youth 18-24	7	1	0	8
Children of Parenting Youth	13	1	0	14

\* Safe Haven programs are included in the Transitional Housing category.  
 This category includes single adults, adult couples with no children, and groups of adults.  
 This category includes households with one adult and at least one child under age 18.  
 This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

Thursday, September 19, 2019

### Report Options

Report Period: 1/1/2020 12:00:00 AM - 12/31/2020 12:00:00 AM

Organization(s): Select All

Program(s): Clare House Transitional Housing, Tabor Emergency Shelter, Tabor Rapid ReHousing - STIL, Tabor Transitional Housing-Jubilee House, YWCA Transitional Housing, Tabor Transitional Housing-TLC, Water Street Emergency Shelter-WES, YWCA Emergency Shelter, Water Street Transitional Housing-Men's, Water Street Emergency Shelter-CES, Tabor Permanent Housing-Market View Apts, YWCA Permanent Housing, LC Food Hub Emergency Shelter, Tabor Permanent Housing-Hearthside, Water Street Transitional Housing-Women's, Tabor CHART Hotel Stays, Tabor TH-Veteran Victory House, Tabor Community Housing Solutions, DVS- Shelter, DVS-Bridge Housing, Tabor Permanent Housing-Hearthside 2, Clare House After Care Program, Drop in Center, Ebenezer Shelter, COVID-19 Hotel

Database Server: 10.10.10.60

## [Client Detail Sub Report](#)

### [Hyperlink to Q5 and Q6 tables](#)

#### Q7a Number of Persons Served

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
Adults	813	586	227		0
Children	418		405	11	2
Client Doesn't Know/ Client Refused	0	0	0	0	0
Data Not Collected	7	3	0	0	4
<b>Total</b>	<b>1238</b>	<b>589</b>	<b>632</b>	<b>11</b>	<b>6</b>
<b>For PSH &amp; RRH –the total persons served who moved into housing</b>	<b>305</b>	<b>71</b>	<b>228</b>	<b>6</b>	<b>0</b>

#### Q7b: Point-in-Time Count of Persons on the Last Wednesday

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
January	534	296	231	6	1
April	351	153	193	4	1
July	336	156	175	4	1
October	358	165	188	4	1

#### Q8a: Households Served

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
Total Households	759	561	193	1	4
For PSH & RRH –the total households served who moved into housing	123	59	64	0	0

Q8b: Point-in-Time Count of Households on the Last Wednesday		373			
	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
January	364	288	74	1	1
April	210	145	63	1	1
July	206	145	59	1	1
October	216	155	59	1	1

**Q9a: Number of Persons Contacted**

Number of Persons Contacted	All Persons Contacted	First contact – NOT staying on the Streets, ES, or SH	First contact – WAS staying on Streets, ES, or SH	First contact – Worker unable to determine
Once	0	0	0	0
2-5 Times	0	0	0	0
6-9 Times	0	0	0	0
10+ Times	0	0	0	0
<b>Total Persons Contacted</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Q9b: Number of Persons Engaged**

Number of Persons Engaged	All Persons Contacted	First contact – NOT staying on the Streets, ES, or SH	First contact – WAS staying on Streets, ES, or SH	First contact – Worker unable to determine
Once	0	0	0	0
2-5 Times	0	0	0	0
6-9 Times	0	0	0	0
10+ Times	0	0	0	0
<b>Total Persons Engaged</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Rate of Engagement</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>

Q10a: Gender of Adults				
	374			
	Total	Without Children	With Children And Adults	Unknown Type
Male	356	321	35	0
Female	454	263	191	0
Trans Female (MTF or Male to Female)	1	1	0	0
Trans Male (FTM or Female to Male)	0	0	0	0
Gender Non-Conforming (i.e. not exclusively male or female)	2	1	1	0
Client Doesn't Know/Client Refused	0	0	0	0
Data Not Collected	0	0	0	0
<b>Total</b>	<b>813</b>	<b>586</b>	<b>227</b>	<b>0</b>

Q10b: Gender of Children				
	Total	With Children And Adults	With Only Children	Unknown Type
Male	210	203	6	1
Female	208	202	5	1
Trans Female (MTF or Male to Female)	0	0	0	0
Trans Male (FTM or Female to Male)	0	0	0	0
Gender Non-Conforming (i.e. not exclusively male or female)	0	0	0	0
Client Doesn't Know/Client Refused	0	0	0	0
Data Not Collected	0	0	0	0
<b>Total</b>	<b>418</b>	<b>405</b>	<b>11</b>	<b>2</b>

Q10c: Gender of Persons Missing Age Information					
	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
Male	3	2	0	0	1

Female	3	0	0	0	3
Trans Female (MTF or Male to Female)	0	0	0	0	0
Trans Male (FTM or Female to Male)	0	0	0	0	0
Gender Non-Conforming (i.e. not exclusively male or female)	0	0	0	0	0
Client Doesn't Know/Client Refused	0	0	0	0	0
Data Not Collected	1	1	0	0	0
<b>Total</b>	<b>7</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>4</b>

### Q11: Age

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
Under 5	160		156	3	1
5-12	195		188	6	1
13-17	63		61	2	0
18-24	92	60	32		0
25-34	253	138	115		0
35-44	178	120	58		0
45-54	135	118	17		0
55-61	94	91	3		0
62+	61	59	2		0
Client Doesn't Know/Client Refused	0	0	0	0	0
Data Not Collected	7	3	0	0	4
<b>Total</b>	<b>1238</b>	<b>589</b>	<b>632</b>	<b>11</b>	<b>6</b>

### Q12a: Race

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
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White	633	321	308	3	1
Black or African American	335	123	210	2	0
Asian	10	4	5	0	1
American Indian or Alaska Native	5	4	1	0	0
Native Hawaiian or Other Pacific Islander	2	2	0	0	0
Multiple Races	73	22	45	5	1
Client Doesn't Know/Client Refused	38	24	14	0	0
Data Not Collected	134	81	49	1	3
<b>Total</b>	<b>1238</b>	<b>589</b>	<b>632</b>	<b>11</b>	<b>6</b>

### Q12b: Ethnicity

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
Non-Hispanic/Non-Latino	735	387	344	1	3
Hispanic/Latino	385	116	260	9	0
Client Doesn't Know/Client Refused	5	3	2	0	0
Data Not Collected	113	83	26	1	3
<b>Total</b>	<b>1238</b>	<b>589</b>	<b>632</b>	<b>11</b>	<b>6</b>

### Q13a1: Physical and Mental Health Conditions at Start

Condition	Total	Without Children	Adults in HH with Children & Adults	Children in HH with Children & Adults	With Only Children	Unknown Type
Mental Health Problem	166	94	53	18	1	0
Alcohol Abuse	10	8	2	0	0	0
Drug Abuse	27	22	5	0	0	0
Both Alcohol and Drug Abuse	6	6	0	0	0	0

Chronic Health Condition	108	65	377	31	12	0	0
HIV/AIDS	3	2		1	0	0	0
Developmental Disability	47	14		9	24	0	0
Physical Disability	71	52		19	0	0	0

### Q13b1: Physical and Mental Health Conditions at Exit

Condition	Total	Without Children	Adults in HH with Children & Adults	Children in HH with Children & Adults	With Only Children	Unknown Type
Mental Health Problem	84	60	18	5	1	0
Alcohol Abuse	4	4	0	0	0	0
Drug Abuse	13	9	4	0	0	0
Both Alcohol and Drug Abuse	1	1	0	0	0	0
Chronic Health Condition	43	30	10	3	0	0
HIV/AIDS	1	1	0	0	0	0
Developmental Disability	22	7	4	11	0	0
Physical Disability	31	28	3	0	0	0

### Q13c1: Physical and Mental Health Conditions for Stayers

Condition	Total	Without Children	Adults in HH with Children & Adults	Children in HH with Children & Adults	With Only Children	Unknown Type
Mental Health Problem	70	29	29	12	0	0
Alcohol Abuse	4	3	1	0	0	0
Drug Abuse	15	13	2	0	0	0
Both Alcohol and Drug Abuse	4	4	0	0	0	0
Chronic Health Condition	52	30	15	7	0	0

HIV/AIDS	2	1 378	1	0	0	0
Developmental Disability	23	5	5	13	0	0
Physical Disability	32	18	14	0	0	0

### Q13a2: Number of Conditions at Start

Number of Conditions	Total	Without Children	Adults in HH with Children & Adults	Children in HH with Children & Adults	With Only Children	Unknown Type
None	509	115	106	277	7	4
1 Condition	129	53	43	32	1	0
2 Conditions	72	44	20	8	0	0
3+ Conditions	53	39	12	2	0	0
Condition Unknown	42	17	12	13	0	0
Don't Know/Refused	3	2	0	1	0	0
Data Not Collected	430	319	34	72	3	2
	<b>1238</b>	<b>589</b>	<b>227</b>	<b>405</b>	<b>11</b>	<b>6</b>

### Q13b2: Number of Conditions at Exit

Number of Conditions	Total	Without Children	Adults in HH with Children & Adults	Children in HH with Children & Adults	With Only Children	Unknown Type
None	297	76	70	142	5	4
1 Condition	63	34	17	11	1	0
2 Conditions	37	25	8	4	0	0
3+ Conditions	20	18	2	0	0	0
Condition Unknown	34	17	8	9	0	0
Don't Know/Refused	2	2	0	0	0	0

Data Not Collected	283	220	379	17	45	0	1
<b>Total</b>	<b>736</b>	<b>392</b>		<b>122</b>	<b>211</b>	<b>6</b>	<b>5</b>

### Q13c2: Number of Conditions for Stayers

Number of Conditions	Total	Without Children	Adults in HH with Children & Adults	Children in HH with Children & Adults	With Only Children	Unknown Type
None	221	42	41	136	2	0
1 Condition	59	18	24	17	0	0
2 Conditions	30	14	10	6	0	0
3+ Conditions	27	19	7	1	0	0
Condition Unknown	17	5	6	6	0	0
Don't Know/Refused	1	0	0	1	0	0
Data Not Collected	147	99	17	27	3	1
<b>Total</b>	<b>502</b>	<b>197</b>	<b>105</b>	<b>194</b>	<b>5</b>	<b>1</b>

### Q14a: Domestic Violence History

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
Yes	124	72	51	0	1
No	195	128	67	0	0
Client Doesn't Know/Client Refused	1	0	1	0	0
Data Not Collected	498	386	108	1	3
<b>Total</b>	<b>818</b>	<b>586</b>	<b>227</b>	<b>1</b>	<b>4</b>

### Q14b: Persons Fleeing Domestic Violence

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
Yes	51	27	23	0	1

No	71	430	28	0	0
Client Doesn't Know/Client Refused	0	0	0	0	0
Data Not Collected	2	2	0	0	0
<b>Total</b>	<b>124</b>	<b>72</b>	<b>51</b>	<b>0</b>	<b>1</b>

### Q15: Living Situation at Project Start

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
<b>Homeless Situations</b>					
Emergency shelter, including hotel or motel paid for with emergency shelter voucher	255	134	119	0	2
Transitional housing for homeless persons (including homeless youth)	20	10	10	0	0
Place not meant for habitation	89	64	25	0	0
Safe Haven	15	9	6	0	0
Host Home (non-crisis)	0	0	0	0	0
<b>Subtotal</b>	<b>379</b>	<b>217</b>	<b>160</b>	<b>0</b>	<b>2</b>
<b>Institutional Settings</b>					
Psychiatric hospital or other psychiatric facility	6	5	1	0	0
Substance abuse treatment facility or detox center	12	12	0	0	0
Hospital or other residential non-psychiatric medical facility	3	3	0	0	0
Jail, prison or juvenile detention facility	2	2	0	0	0
Foster care home or foster care group home	0	0	0	0	0
Long-term care facility or nursing home	0	0	0	0	0
Residential project or halfway house with no homeless criteria	2	2	0	0	0
<b>Subtotal</b>	<b>25</b>	<b>24</b>	<b>1</b>	<b>0</b>	<b>0</b>
<b>Other Locations</b>					

Permanent housing (other than RRH) for formerly homeless persons	0	981	0	0	0
Owned by client, no ongoing housing subsidy	0	0	0	0	0
Owned by client, with ongoing housing subsidy	0	0	0	0	0
Rental by client, with RRH or equivalent subsidy	0	0	0	0	0
Rental by client, with HCV voucher (tenant or project based)	0	0	0	0	0
Rental by client in a public housing unit	0	0	0	0	0
Rental by client, no ongoing housing subsidy	22	16	6	0	0
Rental by client, with VASH subsidy	0	0	0	0	0
Rental by client with GPD TIP subsidy	0	0	0	0	0
Rental by client, with other ongoing housing subsidy	11	4	7	0	0
Hotel or motel paid for without emergency shelter voucher	12	10	2	0	0
Staying or living in a friend's room, apartment or house	33	24	9	0	0
Staying or living in a family member's room, apartment or house	35	24	11	0	0
Client Doesn't Know/Client Refused	3	0	3	0	0
Data Not Collected	298	267	28	1	2
<b>Subtotal</b>	<b>414</b>	<b>345</b>	<b>66</b>	<b>1</b>	<b>2</b>
<b>Total</b>	<b>818</b>	<b>586</b>	<b>227</b>	<b>1</b>	<b>4</b>

### Q16: Cash Income - Ranges

Label	Income at Start	Income at Latest Annual Assessment for Stayers	Income at Exit for Leavers
No Income	547	197	404
1-150	12	0	7
151 - 250	6	0	2

251 - 500	382	35	2	8
501 - 1000		94	7	32
1001 - 1500		58	4	19
1501 - 2000		31	2	20
2001 +		31	0	20
Client Doesn't Know/Client Refused		3	0	0
Data Not Collected		367	0	358
Number of adult stayers not yet required to have an annual assessment			89	
Number of adult stayers without required annual assessment			192	
<b>Total Adults</b>		<b>813</b>	<b>301</b>	<b>512</b>

### Q17: Cash Income - Sources

Label	Income at Start	Income at Latest Annual Assessment for Stayers	Income at Exit for Leavers
Earned Income	108	3	45
Unemployment Insurance	15	2	6
Supplemental Security Income (SSI)	51	5	23
Social Security Disability Insurance (SSDI)	54	1	22
VA Service – Connected Disability Compensation	11	0	4
VA Non-Service Connected Disability Pension	3	0	3
Private Disability Insurance	0	0	0
Worker's Compensation	0	0	0
Temporary Assistance for Needy Families (TANF)	39	4	13
General Assistance (GA)	7	0	1
Retirement Income from Social Security	6	0	1

Pension or retirement income from a former job	383	1	0	1
Child Support		24	2	11
Alimony and other spousal support		1	0	0
Other Source		15	3	10
Adults with Income Information at Start and Annual Assessment/Exit			17	147

### Q18: Client Cash Income Category - Earned/Other Income Category - by Start and Annual Assessment/Exit Status

Label	Adults at Start	Adults at Annual (Stayers)	Adults at Exit (Leavers)
Adults with Only Earned Income (i.e., Employment Income)	83	3	34
Adults with Only Other Income	161	12	63
Adults with Both Earned Income and Other Income	23	0	11
Adults with No Income	187	5	48
Adults with Don't Know / Refused Income Information	0	0	0
Adults with Missing Income Information	359	0	356
Number of adult stayers not yet required to have an annual assessment		89	
Number of adult stayers without required annual assessment		192	
<b>Total Adults</b>	<b>813</b>	<b>301</b>	<b>512</b>
1 or more source of income	267	15	108
<b>Adults with Income Information at Start and Annual/Exit</b>		<b>17</b>	<b>150</b>

### Q19a1: Client Cash Income Change - Income Source - by Start and Latest Status

Income Change by Income Category (Universe: Adult Stayers with Income Information at Start and Annual Assessment)	Had Income Category at Start and Did Not Have It at Annual Assessment	Retained Income Category But Had Less \$ at Annual Assessment Than at Start	Retained Income Category and Same \$ at Annual Assessment as at Start	Retained Income Category and Increased \$ at Annual Assessment	384	Did Not Have the Income Category at Start and Gained the Income Category at Annual Assessment	Did Not Have the Income Category at Start or at Annual Assessment	Total Adults (including those with no income)	Performance Measure: Adults who Gained or Increased Income from Start to Annual Assessment, Average Gain	Performance measure: Percent of persons who accomplished this measure
Number of Adults with Earned Income	6	0	0	2		1	8	17	3	18%
Average change in Earned Income	-\$1,012.55			\$779.19		\$1,877.76			\$1,145.38	
Number of Adults with Other Income	1	2	1	5		4	4	17	9	53%
Average change in Other Income	-\$514.00	-\$323.34		\$381.03		\$570.92			\$465.43	
Number of Adults Any Income	1	6	1	8		0	1	17	8	47%
Average Change in Overall Income	-\$1,281.00	-\$447.84		\$544.64				\$22.88	\$544.64	

**Q19a2: Client Cash Income Change - Income Source - by Start and Exit**

24.b.2 Income Change by Income Category (Universe: Adult Leavers with Income Information at Start and Exit)	Had Income Category at Start and Did Not Have It at Exit	Retained Income Category But Had Less \$ at Exit Than at Start	Retained Income Category and Same \$ at Exit as at Start	Retained Income Category and Increased \$ at Exit	385	Did Not Have the Income Category at Start and Gained the Income Category at Exit	Did Not Have the Income Category at Start or at Exit	Total Adults (including those with no income)	Performance Measure: Adults who Gained or Increased Income from Start to Annual Assessment, Average Gain	Performance measure: Percent of persons who accomplished this measure
Number of Adults with Earned Income	10	6	19	3	15	97	150	18	12%	
Average change in Earned Income	-\$1,567.85	-\$728.35		\$310.00	\$1,729.08			\$1,492.57		
Number of Adults with Other Income	6	6	45	11	10	72	150	21	14%	
Average change in Other Income	-\$941.22	-\$248.53		\$911.18	\$348.90			\$643.43		
Number of Adults Any Income	10	11	56	20	17	36	150	37	25%	
Average Change in Overall Income	-\$1,502.48	-\$692.48		\$878.10	\$1,074.76			\$87.94	\$968.46	

**Q19b: Disabling Conditions and Income for Adults at Exit**

	AO:Adult with Disabling Condition	AO:Adult without Disabling Condition	AO:Total Adults	AO:% with Disabling Condition by Source	AC:Adult with Disabling Condition	AC:Adult without Disabling Condition	AC:Total Adults	AC:% with Disabling Condition by Source	UK:Adult with Disabling Condition	UK:Adult without Disabling Condition	UK:Total Adults	UK:% with Disabling Condition by Source
Earned Income	9	15	24	0.375	5	16	21	0.238095238	0	0	0	0
Supplemental Security Income	10	3	13	0.769230769	6	4	10	0.6	0	0	0	0
Social Security Disability Insurance VA Service-Connected Disability	13	2	15	0.866666667	2	5	7	0.285714286	0	0	0	0
Private Disability Insurance	3	1	4	0.75	0	0	0	0	0	0	0	0
Workers Compensation	0	0	0	0	0	0	0	0	0	0	0	0
Temporary Assistance for Retirement Income from Social Security Pension or retirement income	1	0	1	1	8	4	12	0.666666667	0	0	0	0
Child Support	1	0	1	1	0	0	0	0	0	0	0	0
Other source	0	0	0	0	4	7	11	0.363636364	0	0	0	0
No Sources Unduplicated Total Adults	1	4	5	0.2	4	2	2	2	0	0	0	0
	4	8	12	0.333333333	5	22	27	0.185185185	0	0	0	0
	83	87	170	0.488235294	29	76	105	0.276190476	0	0	0	#DIV/0!

### Q20a: Type of Non-Cash Benefit Sources

Label	Benefit at Start	Benefit at Latest Annual Assessment for Stayers	Benefit at Exit for Leavers
Supplemental Nutrition Assistance Program (SNAP) (Previously known as Food Stamps)	220	11	48
Special Supplemental Nutrition Program for Women, Infants, and Children (WIC)	22	3	4
TANF Child Care Services	1	0	1
TANF Transportation Services	0	0	0
Other TANF-Funded Services	7	0	0
Other Source	18	4	13

### Q20b: Number of Non-Cash Benefit Sources

Label	Benefit at Start	Benefit at Latest Annual Assessment for Stayers	Benefit at Exit for Leavers
No Sources	136	2	38
1 + Source(s)	202	10	45
Client Doesn't Know/Client Refused	1	0	0
Data Not Collected/Not stayed long enough for Annual Assessment	474	200	429
<b>Total</b>	<b>813</b>	<b>212</b>	<b>512</b>

### Q21: Health Insurance

Label	At Start	Latest Annual Assessment for Stayers	Exit for Leavers
Medicaid	546	21	163
Medicare	34	6	6
State Children's Health Insurance Program	18	0	0
Veteran's Administration (VA) Medical Services	26	0	14
Employer – Provided Health Insurance	31	0	12
Health Insurance obtained through COBRA	0	0	0
Private Pay Health Insurance	4	0	0
State Health Insurance for Adults	10	0	0
Indian Health Services Program	0	0	0
Other	0	0	0
No Health Insurance	130	0	12
Client Doesn't Know/Client Refused	5	0	0
Data not Collected	464	307	546
Number of Stayers not yet Required To Have an Annual Assessment		169	
1 Source of Health Insurance	609	27	185

More than 1 Source of Health Insurance	388	30	0	5
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### Q22a1: Length of Participation – CoC Projects

Label	Total	Leavers	Stayers
30 days or less	382	352	30
31 to 60 days	147	119	28
61 to 90 days	78	56	22
91 to 180 days	101	76	25
181 to 365 days	127	67	60
366 to 730 days (1-2 Yrs)	188	58	130
731 to 1,095 days (2-3 Yrs)	119	3	116
1,096 to 1,460 days (3-4 Yrs)	65	0	65
1,461 to 1,825 days (4-5 Yrs)	18	5	13
More than 1,825 days (> 5 Yrs)	13	0	13
Data not Collected	0	0	0
<b>Total</b>	<b>1238</b>	<b>736</b>	<b>502</b>

### Q22b: Average and Median Length of Participation in Days

Label	Leavers	Stayers
Average Length	109	687
Median Length	57	305

### Q22c: Length of Time between Project Start Date and Housing Move-in Date

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
7 days or less	5	1	4	0	0
8 to 14 days	0	0	0	0	0

15 to 21 days	3	389	0	0	0
22 to 30 days	10	1	9	0	0
31 to 60 days	9	0	9	0	0
61 to 180 days	21	2	19	0	0
181 to 365 days	1	0	1	0	0
366 to 730 days (1-2 Yrs)	0	0	0	0	0
<b>Total (persons moved into housing)</b>	<b>49</b>	<b>7</b>	<b>42</b>	<b>0</b>	<b>0</b>
Average length of time to housing	60.57142857	45.14285714	63.14285714		
Persons who were exited without move-in	82	19	59	4	0
<b>Total</b>	<b>131</b>	<b>26</b>	<b>101</b>	<b>4</b>	<b>0</b>

#### Q22e: Length of Time Prior to Housing - based on 3.917 Date Homelessness Started

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
7 days or less	287	142	141	0	4
8 to 14 days	47	27	20	0	0
15 to 21 days	33	11	22	0	0
22 to 30 days	12	4	8	0	0
31 to 60 days	41	13	28	0	0
61 to 180 days	53	15	38	0	0
181 to 365 days	58	18	40	0	0
366 to 730 days (1-2 Yrs)	11	6	5	0	0
731 days or more	8	5	3	0	0
<b>Total (persons moved into housing)</b>	<b>550</b>	<b>241</b>	<b>305</b>	<b>0</b>	<b>4</b>
Not yet moved into housing	138	48	90	0	0

Data not collected	537	290	225	11	2
<b>Total</b>	<b>1225</b>	<b>588</b>	<b>620</b>	<b>11</b>	<b>6</b>

### Q23c: Exit Destination – All Persons

	Total	Without Children	With Children And Adults	With Only Children	Unknown Type
<b>Permanent Destinations</b>					
Moved from one HOPWA funded project to HOPWA PH	0	0	0	0	0
Owned by client, no ongoing housing subsidy	1	0	1	0	0
Owned by client, with ongoing housing subsidy	1	0	1	0	0
Rental by client, no ongoing housing subsidy	80	21	59	0	0
Rental by client, with VASH housing subsidy	1	1	0	0	0
Rental by client, with GPD TIP housing subsidy	0	0	0	0	0
Rental by client, other ongoing housing subsidy	57	7	46	4	0
Permanent housing (other than RRH) for formerly homeless persons	0	0	0	0	0
Staying or living with family, permanent tenure	8	3	5	0	0
Staying or living with friends, permanent tenure	2	0	2	0	0
Rental by client, with RRH or equivalent subsidy	5	0	5	0	0
Rental by client, with HCV voucher (tenant or project based)	2	0	2	0	0
Rental by client in a public housing unit	0	0	0	0	0
<b>Subtotal</b>	<b>157</b>	<b>32</b>	<b>121</b>	<b>4</b>	<b>0</b>
<b>Temporary Destinations</b>					
ES, including hotel or motel paid for with ES voucher	11	2	9	0	0
Moved from one HOPWA funded project to HOPWA TH	0	0	0	0	0
Transitional housing for homeless persons	0	0	0	0	0

Staying or living with family, temporary tenure	13	391	12	0	0
Staying or living with friends, temporary tenure	1	0	1	0	0
Place not meant for human habitation	1	1	0	0	0
Safe Haven	0	0	0	0	0
Hotel or motel, paid by client	0	0	0	0	0
Host Home (non-crisis)	0	0	0	0	0
<b>Subtotal</b>	<b>26</b>	<b>4</b>	<b>22</b>	<b>0</b>	<b>0</b>
<b>Institutional Settings</b>					
Foster care home or group foster care home	0	0	0	0	0
Psychiatric hospital or other psychiatric facility	0	0	0	0	0
Substance abuse treatment facility or detox center	2	2	0	0	0
Hospital or other residential non-psychiatric medical facility	1	1	0	0	0
Jail, prison, or juvenile detention facility	0	0	0	0	0
Long-term care facility or nursing home	1	1	0	0	0
<b>Subtotal</b>	<b>4</b>	<b>4</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Other Destinations</b>					
Residential project or halfway house with no homeless criteria	0	0	0	0	0
Deceased	1	1	0	0	0
Other	2	0	2	0	0
Client Doesn't Know/Client Refused	1	1	0	0	0
Data Not Collected (no exit interview completed)	545	350	188	2	5
<b>Subtotal</b>	<b>549</b>	<b>352</b>	<b>190</b>	<b>2</b>	<b>5</b>
<b>Total</b>	<b>736</b>	<b>392</b>	<b>333</b>	<b>6</b>	<b>5</b>

Total persons exiting to positive housing destinations	157	<del>392</del>	121	4	0
Total persons whose destinations excluded them from the calculation	3	3	0	0	0
Percentage	21%	8%	36%	67%	0%

[Hyperlink to Veteran Questions](#)

[Hyperlink to Chronically Homeless and Youth](#)