

GROWING TOGETHER

A COMPREHENSIVE PLAN FOR CENTRAL LANCASTER COUNTY, PENNSYLVANIA

PLANNING THE FUTURE • PRESERVING THE PAST

12. Historic Resource Protection



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Above

Historic buildings in Lancaster City.

A. Goal

Historic resources will be preserved, maintained, and reused to recognize and reinforce the historic character of both urban and rural areas.

B. Overview

The aim of protecting historic resources is to retain the character of a community or region as reflected in its built environment and its landscape. It ensures that the community's heritage and unique character are preserved and passed on to future generations. Historic resources foster a connection to the community and a sense of pride among residents. These resources also provide an awareness of the community's roots and traditions, and they are valuable tools for education and scholarly research.

Historic resource protection is particularly applicable to Central Lancaster County where the historic built environment is tied closely to the land. The region's agricultural history is reflected in the landscape and historic settlements that grew around the farming tradition. Its industrial history is especially evident in the architecture found in Lancaster City and the outlying boroughs and villages. However, with increasing development pressure, many historic structures and sites are sacrificed or altered to the



Historic industrial buildings have been converted to new uses.

point that their historic value is lost. This plan seeks to promote the sensitive use and treatment of historic resources in Central Lancaster County. The policies put forth strive to be consistent with those of the Lancaster County Comprehensive Plan, in particular the Lancaster County Cultural Heritage Plan, for which preservation of the region's cultural heritage is a key objective. It also recognizes that historic resource protection may vary among municipalities in response to each community's unique character. Therefore, implementation strategies may need to be tailored to meet the individual needs of each municipality.

C. Existing Conditions

This section describes the existing historic resources in the study area and the legal means through which they are identified and protected.

Historic resource planning at the municipal level is enabled by three pieces of legislation: the National Historic Preservation Act, the Pennsylvania Historic District Act (Act 167), and the Pennsylvania Municipalities Planning Code (Act 247). Several municipalities in Central Lancaster County have enacted historic resource protection regulations under one or more of these statutes.

The National Register of Historic Places was established by the National Historic Preservation Act of 1966. In Pennsylvania, the program is administered by the state's Bureau for Historic Preservation. Properties listed in the Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. National Register properties are evaluated and selected according to uniform criteria. The program is designed to assist state and local governments, federal agencies, and other institutions in identifying significant historic and archeological properties worthy of preservation and special consideration in planning and development decisions. The National Register is not a regulatory device; it simply provides recognition of historic resources. Listing in the National Register does not interfere with a private property owner's right to alter, manage, or dispose of property. However, it often changes the way communities perceive their historic resources and gives credibility to efforts to preserve these resources as irreplaceable parts of the community. The benefits of National Register designation include tax incentives for the rehabilitation of income producing properties and tax deductions for donations of easements. In addition, any property listed in or eligible for listing in the National Register is subject to a formal impact review if federal or state funds will have an impact on the property.

For a list of sites, buildings, structures, and objects currently listed on the National Register of Historic Places, see Table 12.2 at the end of this chapter. This list is updated periodically, and can be found at the Pennsylvania Historical and Museum Commission's website at www.phmc.state.pa.us by clicking on "National Register of Historic Places"



The number and concentration of historic structures in Lancaster City emphasize the overall historic character of Central Lancaster County.



Lancaster's Central Market is a 250-year old Romanesque structure located at the corner of King and Queen Streets in downtown Lancaster City.

under the Historic Preservation heading. The list provides only a glimpse of the extraordinary wealth of historic resource treasures found in Central Lancaster County, including buildings of various type, vintage, and style, as well as cemeteries, rural crossroads, agricultural landscapes, and farmsteads.

The Pennsylvania Historic District Act (Act 167) authorizes counties, cities, boroughs, incorporated towns, and townships to create historic districts within their boundaries and appoint Historical Architectural Review Boards (HARB). It also empowers governing bodies to protect the distinctive historical character of these districts and to regulate the erection, reconstruction, alteration, restoration, demolition, or razing of buildings within the historic districts.

Under Act 167 municipalities have the authority to enact local historic regulations tailored to meet local needs and priorities. Applications pertaining to historic resource status are reviewed by the HARB, which then makes a recommendation to the governing body. The City of Lancaster has enacted two historic resource protection ordinances under Act 167 and has both an active HARB and the Heritage Conservation District Historical Commission that administer regulations in specific areas of the city.

The third piece of legislation that enables historic resource protection is the Pennsylvania Municipalities Planning Code (MPC), Act 247 of 1968, as reenacted and amended. An August 2000 amendment included some significant changes to strengthen the protection of Pennsylvania's natural and historic resources. Article VI, Section 603(b)(5) reads, "Zoning ordinances... may permit, prohibit, regulate, restrict and determine protection and preservation of natural and historic resources and prime agricultural land and activities." Section 603(g)(2) then reads, "zoning ordinances shall provide for protection of natural and historic features and resources." Section 605 allows historic resources to be identified as a class for regulatory purposes, and allows for overlay zones that facilitate application of specific regulations to specific classes of buildings that may be dispersed. In addition, Section 605(2)(vi) allows regulation of uses and structures at, along, or near places having unique historical, architectural, or patriotic interest or value.

Regulations enacted by a municipality under the MPC are part of the zoning ordinance and are administered by the zoning officer, with appeals going to the zoning hearing board. Municipalities that regulate historic resources in this way generally establish a historical commission comprised of individuals with knowledge about local history and building preservation. The purpose of this commission is to be a resource to the zoning officer. The commission can provide information on the significance of historic resources and make recommendations on permit applications involving historic buildings for the zoning officer's consideration in applying whatever regulations may be in place. Establishment of such commissions is allowed under the general powers given to municipalities under their respective municipal codes.



Small rural cemeteries grace Central Lancaster County.

Local governing bodies can develop and adopt historic preservation regulations within zoning ordinances, which may regulate size, height, bulk, location, erection, construction, repair, maintenance, alteration, razing, removal, and use of structures. Each municipality may tailor its regulations to meet the specific needs and goals of that municipality; therefore, historic preservation regulations may vary from one municipality to another.

D. Current Municipal Historic Resource Tools

Table 12.1 summarizes current municipal efforts regarding historic resource planning and regulation. It identifies the types of planning documents that contain historic preservation elements, the enabling legislation under which historic preservation is administered, the types of activities to which the regulations apply, the area to which regulations apply, the type of historic resource inventories conducted, the type and number of National Register resources, and whether design guidelines are in place.

Further analysis of Table 12.1 shows that historic resource regulations take very different forms among the Central Lancaster County municipalities, as shown by the following examples:

- Lancaster City has perhaps the most extensive protection standards in place, as warranted by its abundance of historic resources. The City's historic district regulations are administered under Act 167 and include regulations pertaining to infill development, alteration of buildings and structures, demolition review, and demolition by neglect (a building or structure being left to decay as a result of neglect).
- Millersville Borough has established historic preservation regulations under the new MPC standards and has established an historic commission to work with its zoning officer. A survey identified and classified the Borough's historic resources. The Borough reviews structural changes to historic resources and has instituted a demolition review process.
- East Petersburg Borough and Manheim Township have preservation regulations adopted prior to the 2000 MPC amendment. They do not have historical commissions; rather, they defer to the Historic Preservation Trust of Lancaster County or to a qualified historic preservation specialist when information about an historic resource is needed. East Petersburg regulates demolition with a delay period during which time alternatives to demolition are to be explored. Manheim Township also regulates demolition with a delay period and, in addition, regulates adaptive use of historic resources.
- East Lampeter Township regulates the use of historic resources, and East Hempfield Township regulates the conversion of historic resources into offices or restaurants.

Table 12.1 – Municipal Historic Resources: Policies, Regulation, and Inventory

	BOROUGHES			CITY	TOWNSHIPS						
	East Petersburg	Millersville	Mountville	City of Lancaster	East Hempfield	East Lampeter	Lancaster	Manheim	Manor	West Hempfield	West Lampeter
Historic Preservation Planning Policy											
Comprehensive Plan	X	X	X	X	X		X	X	X	X	X
Multi-Municipal Comprehensive Plan						X					
Zoning	X	X	X	X	X	X	X	X	X	X	X
SLDO*		X			X	X	X	X		X	X
Regulations											
None			X				X		X	X	X
MPC		X			X	X		X			
Act 167 Historic District				X							
Type of Regulation											
Infill				X							
Alteration		X		X							
Demolition Review		X		X			X				
Demolition by Neglect				X							
Use				X		X					
Delay of Demolition	X			X			X	X			
Conversions to Office & Restaurant				X	X						
Alteration Delay	X			X				X			
Adaptive Reuse				X		X	X	X			
Applicant to Consider Preservation & Protection				X			X				
Regulated Areas											
Entire Municipality		X			X	X	X	X			
Specific Districts				X							
Historic Resource Inventory											
1980's Windshield											
LCPC In-Progress							X				
LCPC Complete		X		X							
National Register											
Sites	0	2	0	71	15	11	9	24	10	8	17
Districts	1	1	0	11**	0	0	1	0	0	1	1
Nat'l Hist. Landmark				1			1				
Design Guidelines											
				X							

Source: Lancaster County Planning Commission

* SLDO = Subdivision and Land Development Ordinance.

** In 2001, a considerable area of Lancaster City with 13,471 historic resources was officially designated as a single National Register Historic district, which includes these previously designated districts.

Finally, Table 12.1 reveals that opportunities exist for enhancing historic resource protection in Central Lancaster County. In municipalities that currently have regulations in place, those regulations should be reviewed to ensure they meet current legal standards, and strengthened. For example, rather than demolition delay, municipalities can require a demolition review, and at a minimum, municipalities may wish to consider prohibitions on demolition by neglect. Municipalities that have no regulations in place should begin taking steps to identify historic resources and to develop and implement protection measures. Additional measures should also be considered to protect community character. They include protection of scenic vistas through land use regulations, and the adoption of design

guidelines for infill construction or new construction to ensure that it respects and complements nearby historic resources.

The objectives and strategies found in the next section are intended to build upon the historic resource policies and regulations already in place at the municipal level, coordinate them regionally where beneficial, encourage private sector involvement, build general awareness and support for the protection of historic resources, and maintain the diverse cultural heritage of the region. A visual representation of Central Lancaster County's Historic Resource Management Plan can be found at the end of this chapter, in Map 12.3.

E. Objectives and Strategies

This section describes the objectives and strategies that will support the Historic Resource Protection goal for Central Lancaster County. For further details regarding the timeframe and lead agencies responsible for each strategy, please see the Implementation Matrix in Chapter 15.

Goal: Historic resources will be preserved, maintained, and reused to recognize and reinforce the historic character of both urban and rural areas.

Objective HR.1 - Develop regional strategies to protect historic resources and cultural heritage.

Maintaining the uniqueness and character of individual municipalities is a paramount objective of historic resource protection. Coordinating efforts at the multimunicipal level can be beneficial because it places historic resource protection in the context of other land use policies being considered for the region.

Strategies

HR.1.A Coordinate land use and planning activities with surrounding municipalities.

Land use strategy LU-GM1.B recommends the creation of a Land Use Advisory Board within the LIMC. The Advisory Board should include historic resource protection as one of the areas it monitors.

HR.1.B Complete an inventory of historic and cultural resources within each municipality.

Municipalities and preservation organizations such as the Historic Preservation Trust of Lancaster County should assist the LCPC in their effort to inventory historic resources and to develop a computerized database of all historic properties.

HR.1.C Develop zoning ordinance and subdivision and land development ordinance (SLDO) provisions that take historic and cultural resources into consideration.

Municipalities should adopt new ordinances or amend existing ones to require historic resource protection via provisions related to demolition review, demolition by neglect, infill, alteration, and use. Any proposed demolition of an historic building should be accompanied by objective documentation and require economic justification. Even if an historic building is going to be demolished, there should be thorough documentation for future research and salvage of usable parts for reuse. Working with the LCPC, municipalities should conduct a review of the historic resource protection provisions in their zoning ordinances and subdivision and land development ordinances.

Objective HR.2 - Promote reuse and rehabilitation of historic structures.

Reuse and rehabilitation have proven to be effective strategies to adapt buildings that have outlived their original purposes but have retained their historic features. Reuse and rehabilitation should be promoted and strengthened as viable historic resource protection strategies.

HR.2.A Develop regulatory tools for the reuse and rehabilitation of historic buildings.

Municipalities should review, and if necessary amend their zoning ordinances to facilitate reuse and rehabilitation of historic buildings. Specifically, ordinances should be amended to include special exception uses and conditional uses that are predicated on the rehabilitation and maintenance of historic features.

HR.2.B Provide financial incentives for reuse and rehabilitation of historic buildings.

Tools exist to encourage reuse and rehabilitation, such as tax abatements, shortened review time, tax increment financing, federal funding assistance, federal tax credits, and permitting additional uses in certain designated historic structures, among others. LIMC municipalities should make use of appropriate incentives to promote the reuse and rehabilitation of historic buildings.

Objective HR.3 - Build public awareness and secure public support for historic resource preservation efforts.

Building awareness of the unique historic resources of Central Lancaster County and of the benefits of protecting them in terms of quality of life, community character, and economic benefits is a critical step in securing the support of the general public, property owners, young people, and elected officials.

HR.3.A Devise and implement an ongoing educational program on historic resource protection.

In conjunction with the LCPC and the Historic Preservation Trust of Lancaster County, LIMC should publicize the wealth of historic resources found in Central Lancaster County, inform property owners about the programs in place to protect these resources, and describe the range of benefits that apply to properties located in historic areas.

HR.3.B Create bus and walking tours.

The LCPC should design and conduct educational tours of Central Lancaster County. These tours should be designed to focus on shared regional themes such as “Sacred Places Tour,” “Cemeteries Tour,” and “Places of Work Tour.”

HR.3.C Educate students about local heritage and historic resources.

The LCPC should convene representatives from government, historical groups, and educational institutions to develop historic resource curricula that can be introduced at all educational levels.

HR.3.D Create an historic resource protection workshop for municipal officials.

The LIMC should convene an ad hoc committee that includes historic preservation groups, the LCPC, and local officials to develop an informational workshop aimed at elected and appointed municipal officials and staff. The workshop should include local updates and focus on opportunities, best practices, and successful results of historic resource protection initiatives both locally and nationally.

Objective HR.4 - Develop incentives to encourage private involvement and investment in preserving and maintaining historic resources.

Incentives to encourage private sector involvement in historic resource protection have played a major role in historic preservation efforts in Central Lancaster County as well as throughout the nation. A wide range of incentives exists, including federal tax credits, National Trust for Historic Preservation grants, and benefits related to historic preservation easements. LIMC municipalities should undertake efforts to increase public awareness about the range of incentives available.

HR.4.A Inform the public about existing incentive programs for historic resource protection.

The LCPC, historical groups, and municipalities should develop a web-based information campaign that identifies available historic resource incentive programs at the federal, state, and local levels. The description of the programs and resources should provide direct links to responsible organizations and institutions, application forms, and technical assistance resources. A companion brochure should advertise the web-based campaign and promote its use.

HR.4.B Assist property owners to apply for listing on the National Register of Historic Places.

The Historic Preservation Trust should continue its efforts to promote the benefits of registering properties on the National Register, and assist property owners who want to have their buildings and properties listed.

HR.4.C Develop incentives to encourage Historic Register listing.

Municipalities should jointly develop an incentive program designed to encourage owners to list their property on the National Register. Incentives

could include plaques, preservation awards, and financial contributions such as loans and grants.

Objective HR.5 - Maintain the diverse cultural heritage of the region.

The cultural heritage of the region is a key component of its tourism economy. As the popularity of cultural tourism increases, it will play an important role in strengthening and diversifying the local economy. Cultural tourism planning will help preserve the area's unique character.

HR.5.A Continue and expand cultural tourism programs.

Municipalities should review and support the recommendations of the Lancaster County Planning Commission's Strategic Tourism Development Plan and Cultural Heritage Plan.

Table 12.2 – National Register Historic Resources

The table to the right catalogs sites that are currently listed on the National Register of Historic Places. This list is updated frequently, and can be found at the Pennsylvania Historical and Museum Commission website, at www.phmc.state.pa.us.

EAST HEMPFIELD TOWNSHIP	
Listed on National Register	Address
Christian Habecker Farm	2301 Spring Valley Road
EAST LAMPETER	
Listed on National Register	Address
Witmer's Tavern	2014 Old Philadelphia Pike
LANCASTER CITY	
National Historic Landmark	
Fulton Opera House	12-14 N Prince St.
Listed on National Register	
B. B. Martin, Tobacco Warehouse	422-428 N Water St.
Edward McGovern Tobacco Warehouse	302-304 N Plum St
American Consolidated Tobacco Companies	820-830 N Prince St.
Basch & Fisher Tobacco Warehouse	348 New Holland Ave
Jacob Bowman Tobacco Warehouse	226-230 E Grant St.
John Brimmer Tobacco Warehouse	226 N Prince St.
Conestoga Cork Works Building	215-235 E Fulton St.
Lancaster County Courthouse	43 E King St.
Andrew Ellicott House	123 N Prince St.
Clogg Folmer & Company Umbrella Factory	254-260 W King St.
Jacob L. Frey Tobacco Warehouse	210 W Grant St.
Henry B. Friedman Tobacco Warehouse	309-311 Harrisburg Ave
Germania Turnverein Building	33-35 N Market St.
Hamilton Apartments	247-249 N Duke St
Kirk Johnson Building	16-18 W King St.
Henry Krauskap House and Store	301-303 1/2 W King St.
Lancaster Armory	438 N Queen St.
Lancaster Crematorium	719 Highland Ave., Greenwood Cemetery
Lancaster Trust Company	37-41 N Market St.
Central Market	William Henry Place
David H. Miller Tobacco Warehouse	512 N Market St.
J. B. Milleysack Cigar Factory	820 Columbia Ave.
William Montgomery House	19-21 S Queen St.
New Era Building	39-41 N Queen St.
Nissly-Stauffer Tobacco Warehouses	322-324 N Arch St.
Goethean & Diagnothian Old Main Halls	College Ave., Franklin & Marshall College
R. K. Schnader & Sons Tobacco Warehouse	431-433 W Grant St.
Walter Schnader Tobacco Warehouse	417-419 W Grant St.
Slater's Cigar Co.	625 Columbia Ave.
Soldiers & Sailors Monument	King and Queen Streets (Center Square)
Sprenger Brewery	125-131 E King St.
Steinman Hardware Store	26-28 W King St.
Stevens High School	NE Corner West Chestnut & Charlotte
Watt & Shand Department Store	2 E King St.
West Lawn	407 W Chestnut St.
General Edward Hand House	881 Rock Ford Rd.

L. G. Sherman Tobacco Warehouse	Corner of E Marion & N Marshall
Reilly Bros & Raub Building	44-46 Queen St.
Jasper Yeates House	24 S Queen St.
Hager Building	25 W King St.
B. F. Good & Company Leaf Tobacco Warehouse	49-53 W James St.
A.B. Hess Cigar Factory and Warehouses	231 N Shippen St.
Charlie Wagner's Café	30 E Grant St.
Old City Hall	Penn Square
Griest Building	8 N Queen St,
Lancaster Watch Company	901 Columbia Ave
Burger's Row	35-47 S Prince St.
Market, Farmers Southern	106 S Queen St.
Lancaster U.S. Post Office	50 W Chestnut St.

LANCASTER TOWNSHIP

National Historic Landmark

Wheatland 1120 Marietta Ave.

Listed on National Register

Abbeville 1140 Columbia Ave.
 Bausman Farmstead 1630-1631 Millersville Pike
 House of the Poor & Employment [Old County Hospital] 900 E King St.
 Totten House 1049 E King St.

MANHEIM TOWNSHIP

Listed on National Register

Landis Mill Covered Bridge Shreiner Station Rd., West of Oreville
 Shreiner Farmstead Oregon Pike North side, East of Suncrest Rd.
 Henry Landis House 2451 Kissel Hill Rd.
 Oregon (Withers) Mill Oregon Rd.

MANOR TOWNSHIP

Listed on National Register

Windom Mill Farm 3407 Blue Rock Rd.

WEST HEMPFIELD

Listed on National Register

Forrey's Covered Bridge (1869) T-362, Northwest of Ironville

WEST LAMPETER

Listed on National Register

Christian and Emma Herr Farm 2131-2133 S View Rd.
 Lime Valley Covered Bridge T-494, Lime Valley
 Johannes & Anna Harnish House (1774) 202 Woodfield Crossing
 Christian Herr House (1719) 1851 Hans Herr Drive

Map 12.3

