CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

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SECTION I

CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Survey and Analysis
A. DEMOGRAPHIC AND ECONOMIC REVIEW

In this section of the City of Lebanon Comprehensive Plan Update, demographic socio-economic, and housing characteristics of the City are described to identify past conditions and trends in Lebanon. Demographic information is important in making planning decisions involving the physical, economic and social development of Lebanon. Most importantly, the demographic data will serve as a basis for determining needs and identifying opportunities and constraints.

The statistical information in this section of the City of Lebanon Comprehensive Plan Update, unless noted, was derived from census reports published by the U.S. Bureau of the Census. Because statistics in the census data products are based on the collection, tabulation, editing, and handling of questionnaires, errors in the data are possible. Therefore it is important to take care when reviewing the census derived statistics in this section.

In addition to errors occurring during the collection of the census data, it is noted that much of the census data presented in this section is based on sample data rather than 100 percent reporting and is therefore subject to sampling error. One hundred percent data, where used, is subject to non-sampling error. Because of sampling and non-sampling errors, there may be discrepancies in the reporting of similar types of data, however, the discrepancies will not negate the usefulness of the census data to conduct the analysis.

1. GENERAL POPULATION TRENDS

General Population Trends

<table>
<thead>
<tr>
<th>Year</th>
<th>Lebanon City</th>
<th>Percent Change</th>
<th>Lebanon County</th>
<th>Percent Change</th>
<th>Pennsylvania</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>28,156</td>
<td>---</td>
<td>81,683</td>
<td>---</td>
<td>10,498,012</td>
<td>---</td>
</tr>
<tr>
<td>1960</td>
<td>30,045</td>
<td>6.7</td>
<td>90,853</td>
<td>11.2</td>
<td>11,319,366</td>
<td>7.8</td>
</tr>
<tr>
<td>1970</td>
<td>28,572</td>
<td>-4.9</td>
<td>99,665</td>
<td>9.6</td>
<td>11,793,909</td>
<td>4.1</td>
</tr>
<tr>
<td>1980</td>
<td>25,711</td>
<td>-10.0</td>
<td>106,582</td>
<td>8.9</td>
<td>11,866,728</td>
<td>0.6</td>
</tr>
<tr>
<td>1990</td>
<td>24,800</td>
<td>-3.5</td>
<td>113,744</td>
<td>4.6</td>
<td>11,881,643</td>
<td>0.1</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census

General Population Trends

Over the years, Lebanon has gone through many changes. From the turn of the century to the 1940's the City's population expanded rapidly because of the investment of large industrial businesses concentrating jobs in the City. From 1940 to 1960 the City's population rate of increase was much less than in previous decades resulting from the decrease in industrial activity and more importantly from the rise in suburbanization of the County. After 1940 much of the population increase in Lebanon resulted from the annexation of adjoining communities.

The City of Lebanon serves as the urban center for the residents of Lebanon County. As the urbanized center of the County much of the areas' population has historically resided in the City of Lebanon. The City's population peaked in 1960 at 30,045 representing one-third of the population of Lebanon County. Between 1960 and 1990
the City's population decreased 17 percent. The largest decrease occurred from 1970 to 1980 when the City's population decreased by ten percent. The City of Lebanon's 1990 population of 24,800 represented 22 percent of the County's 1990 population.

The pattern of deconcentration of the population from the urban center is similar to other urban areas with the population pattern generally consisting of households leaving the older largely developed center city often in search of new housing. The outlying less developed suburban areas offer sufficient room for growth and new development for households leaving the City without leaving the urbanized area. The factor is evidenced in Lebanon City and County by the increase in Lebanon County's population and its increased share of the area's population as the City's population has decreased.

In addition to a population decrease resulting from the suburbanization of Lebanon County, Lebanon's population decrease is explained by other factors. The most significant decrease in the City's population occurred during the 1970's when the population decreased by ten percent. The decrease in the City's population during the 1970's coincides with the decline of major industrial employers in Lebanon and the region. It is expected that the large population loss along with a decrease in the rate of growth in the County's population during the same time period resulted from out-migration by the population in search of employment.

Another influence affecting the City's population decrease is the drop in household size. The decrease in household size is a result of the general aging of the population and a decrease in the birth rate of the total population. From 1970 to 1990, household size in the City decreased from just under three persons to close to two persons. The decrease in household size has occurred both state-wide and in Lebanon County. Because of a more varied housing stock in the City including smaller multi-family units, the smallest household size has consistently been in the City.

### Population by Age

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5</td>
<td>3,026</td>
<td>10.1</td>
<td>2,251</td>
<td>7.9</td>
<td>1,695</td>
<td>6.6</td>
<td>1,814</td>
<td>7.3</td>
</tr>
<tr>
<td>5 to 9</td>
<td>2,729</td>
<td>9.1</td>
<td>2,596</td>
<td>9.1</td>
<td>1,742</td>
<td>6.8</td>
<td>1,605</td>
<td>6.5</td>
</tr>
<tr>
<td>10 to 14</td>
<td>2,590</td>
<td>8.6</td>
<td>2,542</td>
<td>8.9</td>
<td>1,874</td>
<td>7.3</td>
<td>1,499</td>
<td>6.0</td>
</tr>
<tr>
<td>15 to 19</td>
<td>2,147</td>
<td>7.1</td>
<td>2,390</td>
<td>8.4</td>
<td>2,179</td>
<td>8.5</td>
<td>1,555</td>
<td>6.3</td>
</tr>
<tr>
<td>20 to 24</td>
<td>1,662</td>
<td>5.5</td>
<td>2,061</td>
<td>7.2</td>
<td>2,304</td>
<td>8.9</td>
<td>1,846</td>
<td>7.4</td>
</tr>
<tr>
<td>25 to 34</td>
<td>3,657</td>
<td>12.2</td>
<td>3,121</td>
<td>10.9</td>
<td>3,688</td>
<td>14.3</td>
<td>4,261</td>
<td>17.2</td>
</tr>
<tr>
<td>35 to 44</td>
<td>4,043</td>
<td>13.5</td>
<td>3,116</td>
<td>10.9</td>
<td>2,443</td>
<td>9.5</td>
<td>3,227</td>
<td>13.0</td>
</tr>
<tr>
<td>45 to 54</td>
<td>3,801</td>
<td>12.7</td>
<td>3,552</td>
<td>12.4</td>
<td>2,702</td>
<td>10.5</td>
<td>2,206</td>
<td>8.9</td>
</tr>
<tr>
<td>55 to 64</td>
<td>2,989</td>
<td>9.9</td>
<td>3,432</td>
<td>12.0</td>
<td>3,006</td>
<td>11.7</td>
<td>2,414</td>
<td>9.7</td>
</tr>
<tr>
<td>65 to 74</td>
<td>2,235</td>
<td>7.4</td>
<td>2,207</td>
<td>7.7</td>
<td>2,522</td>
<td>9.8</td>
<td>2,499</td>
<td>10.1</td>
</tr>
<tr>
<td>75 &amp; over</td>
<td>1,166</td>
<td>3.9</td>
<td>1,304</td>
<td>4.6</td>
<td>1,556</td>
<td>6.1</td>
<td>1,874</td>
<td>7.6</td>
</tr>
<tr>
<td>Total</td>
<td>30,045</td>
<td>100.0</td>
<td>28,572</td>
<td>100.0</td>
<td>25,711</td>
<td>100.0</td>
<td>24,800</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census

### Population by Age

Similar to other communities with a decreasing population and corresponding to the general state-wide population trends, the population that remains in Lebanon is
older than in past decades. The aging of Lebanon's population is evident when looking at the population by age. In 1980, 31 percent of the City's population was age 19 and under and 16 percent of the population was age 65 and over. By 1990, the age 19 and under population decreased to 26 percent of the total while the age 65 and over population increased to 18 percent of the total population. From 1980 to 1990 as the City's total population decreased by over three percent, the population of persons age 65 and over increased by seven percent with the increase concentrated in the population age 75 years and older. The U.S. Census reports that from 1980 to 1990 the median age of Lebanon's population increased from 33.1 years to 34.5 years. Other changes noted in the age of the City's population from 1980 to 1990 include increases in the populations under age five, and ages 20 to 34. The increase in the younger age groups is indicative of the reduction of percent of population decrease in the City of Lebanon and likely results from less need to leave the area in search of employment. It also indicates the availability of less expensive housing in the City then in the County affordable to younger households.

### Population by Age - 1990

<table>
<thead>
<tr>
<th>Age Group</th>
<th>City of Lebanon</th>
<th>Lebanon County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Percent</td>
</tr>
<tr>
<td>Under 5</td>
<td>1,814</td>
<td>7.3</td>
</tr>
<tr>
<td>5 to 9</td>
<td>1,065</td>
<td>6.5</td>
</tr>
<tr>
<td>10 to 14</td>
<td>1,499</td>
<td>6.9</td>
</tr>
<tr>
<td>15 to 19</td>
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<td>6.3</td>
</tr>
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<td>1,846</td>
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<tr>
<td>25 to 34</td>
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</tr>
<tr>
<td>35 to 44</td>
<td>3,227</td>
<td>13.0</td>
</tr>
<tr>
<td>45 to 54</td>
<td>2,206</td>
<td>8.9</td>
</tr>
<tr>
<td>55 to 64</td>
<td>2,414</td>
<td>9.7</td>
</tr>
<tr>
<td>65 to 74</td>
<td>2,499</td>
<td>10.1</td>
</tr>
<tr>
<td>75 &amp; over</td>
<td>1,874</td>
<td>7.6</td>
</tr>
<tr>
<td>Total</td>
<td>24,800</td>
<td>100.0</td>
</tr>
<tr>
<td>Median Age</td>
<td>34.5</td>
<td></td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census

In 1990, the overall age of the City of Lebanon's population was younger than in Lebanon County. It is noted, however, that the County's population is more concentrated in the middle year age groups than at the extremes of younger and older as is the City's 1990 population.

### Population by Race

<table>
<thead>
<tr>
<th></th>
<th>Lebanon City</th>
<th>Lebanon County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Percent</td>
</tr>
<tr>
<td>White</td>
<td>24,833</td>
<td>96.6</td>
</tr>
<tr>
<td>Black</td>
<td>178</td>
<td>0.7</td>
</tr>
<tr>
<td>Other</td>
<td>680</td>
<td>2.7</td>
</tr>
<tr>
<td>Total</td>
<td>25,711</td>
<td>100.0</td>
</tr>
<tr>
<td>Hispanic Origin*</td>
<td>1,893</td>
<td>4.3</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census

* Person of Hispanic Origin may be of any race.
Population by Race

From 1980 to 1990 as the City of Lebanon's population decreased by 3.5 percent, the City's minority population increased. In 1980 the City's non-white population consisted of 858 persons representing 3.3 percent of the population. By 1990, the City's minority population increased by 69 percent to 1,447 persons. The City's 1990 minority population represented 5.8 percent of the total population. Similar to the increase in the City's minority population, from 1980 to 1990 Lebanon County's minority population increased by 50 percent from 1,896 to 2,840.

Population Estimates

The U.S. Census Bureau has prepared population estimates updating the 1990 census data. The estimates were completed through July 1, 1992. 1992 estimates for the City of Lebanon indicate that the population increased by almost two percent to 25,253 persons. The U.S. Census Bureau estimates that the County's 1992 population also increased by two percent to 115,832 persons. The 1992 population estimates for the City of Lebanon and Lebanon County coincide with the overall slow and gradual growth experienced state-wide from 1990 to 1992. Additional population estimates updating the change in the City's population will be available from the U.S. Census Bureau in 1996 providing an estimate of the City's 1994 population and again in 1998 providing an estimate of the 1996 population. With the noted increase in the City's population of persons of child bearing ages, it is expected that there will be continued growth in the population provided jobs remain available locally. As in the past and in agreement with the state-wide population growth, the population growth in the City will be slow. Because there is very limited land in the City for new development a substantial population increase will not occur.

2. Housing Characteristics

Housing is a determinant of quality of life in an area. The existence of a wide choice of housing in a variety of styles and price ranges can make a community a desirable place to live and relocate. A community's market value and desirability as a place to live also depends on the condition of the housing, local vacancy rates and the tenure of the housing stock. All of the factors effect a locality's ability to accommodate changing lifestyles and shifting demographic trends.

The housing needs for the future population of the community can be determined through an analysis of the existing housing base and anticipated population that will be served. This section of the City of Lebanon Comprehensive Plan Update presents an inventory of housing conditions as they exist in the City based upon the 1990 U.S. Census. 1990 Census information is updated through a review of the City's Annual Building and Demolition Permit reports completed through 1993 offering a review of recent changes in the City's housing stock.
General Housing Characteristics

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Units</th>
<th>Occupied</th>
<th>Owner Occupied (%)</th>
<th>Median Value</th>
<th>Median Gross Rent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980</td>
<td>10,723</td>
<td>10,121</td>
<td>56.3</td>
<td>27,200</td>
<td>153</td>
</tr>
<tr>
<td>1990</td>
<td>10,996</td>
<td>10,468</td>
<td>49.6</td>
<td>45,000</td>
<td>311</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census

General Housing Characteristics

The 1980 U.S. Census reported 10,723 housing units in Lebanon. By 1990 the City's housing stock had increased two percent to 10,966 units. In 1990, the City's housing stock represented 25 percent of the Lebanon County housing stock. Between 1980 and 1990 as the City’s housing stock increased, the percentage of units that were vacant decreased representative of continued demand for housing in the City of Lebanon. The 1980 U.S. Census reported 5.6 percent of Lebanon's housing units were vacant. In 1990 the number of vacant housing units decreased from 602 units to 528 units, with 4.8 percent of the City's housing stock identified as vacant. The 1990 owner vacancy rate was very low at one percent. The 1990 renter vacancy rate was also low at four percent.

Tenure

Between 1980 and 1990, the number and percent of owner-occupied units in the City decreased. The 1980 U.S. Census identified 5,698 owner-occupied units in Lebanon constituting 56 percent of the City's occupied housing units. By 1990, the U.S. Census reported that the number of owner-occupied housing units in Lebanon had decreased to 5,453 units constituting less than 50 percent of the City's occupied housing units. The owner-occupied housing rate in the City is significantly less than the 1990 state-wide rate of 70 percent and the County-wide rate of 77 percent. Census tracts 4 and 5 located in the eastern portion of Lebanon, had owner-occupancy rates higher than the City-wide rate while census tract 1 in the southeast portion of the City and census tract 3 located in the northwest portion of the City had owner-occupancy rates lower than the City-wide rate. Census tracts 1 and 3 also contain concentrations of low-income households.

The lower rate of owner-occupancy in Lebanon is indicative of the concentration of low-income households in the County's older central city. According to the 1990 U.S. Census, 14.6 percent of the City's population was identified as below poverty level while only seven percent of the County's population was below poverty level. Also, in 1990 over 54 percent of the City's households were low-income with incomes at or below 80 percent of the areas median income. In 1990 just 37 percent of the County's households outside of the City were classified as low-income.

The lower rate of owner-occupancy is also influenced by the concentration of assisted rental units in the City. The Lebanon County Housing Authority (LCHA) owns and operates the public housing and administers the Section 8 program in the City of Lebanon. Included in the LCHA's inventory in the City are 359 units of rental public housing and 227 units of Section 8 rental assistance. Additionally, there are six
assisted private developments containing 391 units in the City. Assisted private developments include Section 236 rental assistance units, and Low Income Housing Tax Credit housing units. Combined there are 977 assisted rental units in the City of Lebanon constituting nearly 20 percent of the City's rental housing inventory. Just 123 of the assisted rental units located in Lebanon County are located outside of the City.

Of the assisted housing units located in housing developments in the City of Lebanon, 329 are available for elderly households and 389 are available for families. The Section 504 Self-Evaluation Analysis completed by the LCHA concluded that the number of handicap units available in Lebanon's public housing stock is adequate.

As identified by the approved City of Lebanon Comprehensive Housing Affordability Strategy (CHAS) there is a substantial waiting list of persons who wish to rent a public housing unit. As of August 1993, there were 207 applicants on file for available units from the LCHA. Over one-half of the public housing waiting list consisted of small families of two to four persons and elderly households comprised approximately one-third of the waiting list. Similarly, the LCHA reported that over two-thirds of its waiting list for Section 8 Certificates and Vouchers were small family households.

Emergency shelter is also available in the City of Lebanon. Emergency shelter in the City includes three shelters primarily for short-term emergency needs and two longer-term transitional housing developments.

**Median Value and Contract Rent**

Between 1980 and 1990, the median value of an owner-occupied housing unit in the City of Lebanon increased 69 percent from $27,200 to $45,000. The City's 1990 median housing value is equivalent to 65 percent of the state-wide median value of $69,100 and 64 percent of the SMSA's median value of $70,500. In the third quarter of 1993, the average sales price of a home sold through the Multi-List Service in Lebanon was $63,191. It is noted that compared to other urbanized areas of the state, Lebanon's housing market reflects lower prices and a more affordable housing market. The low homeowner rate in the City indicates, however, one or more significant obstacles exist which result in limited homeownership for many City residents.

The 1990 U.S. Census also collected data on the monthly contract rents charged for rental units in Lebanon. Contract rent was defined by the Census Bureau as the monthly rent agreed to, regardless of any furnishings, utilities, or services that were included in the rent charge. In 1980, the median monthly contract rent for a housing unit in Lebanon was $153. By 1990 the City-wide median contract rent increased almost 300 percent to $311. The 1990 median contract rent in the City was similar to the County-wide median contract rent of $355.
### Units Per Structure

<table>
<thead>
<tr>
<th>Units - 1990</th>
<th>Lebanon County</th>
<th>Lebanon City</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-units</td>
<td>32,742</td>
<td>6,755</td>
</tr>
<tr>
<td>2-4 units</td>
<td>5,538</td>
<td>2,408</td>
</tr>
<tr>
<td>5-9 units</td>
<td>1,300</td>
<td>585</td>
</tr>
<tr>
<td>10+ units</td>
<td>1,990</td>
<td>983</td>
</tr>
<tr>
<td>Mobile Home</td>
<td>2,708</td>
<td>23</td>
</tr>
<tr>
<td>Other</td>
<td>556</td>
<td>242</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>44,634</strong></td>
<td><strong>10,966</strong></td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census

### Units Per Structure

The City's housing stock consists largely of single-family units. As reported by the 1990 U.S. Census, 61 percent of the City's housing stock consisted of single-units. In agreement with the City's urbanized setting, however, there are also a large number of units contained in multi-family structures. In 1990 the U.S. Census reported that nine percent of the City's housing units were contained in structures with ten or more units. County-wide in 1990, 73 percent of the housing stock consisted of single-units while just four percent of the units were contained in structures with ten or more units.

### Housing Quality

Lebanon's housing stock is quite old. The 1990 U.S. Census reported that over one-half of the City's housing units were completed prior to 1940. From 1980 to 1990, just 671 housing units were completed representing six percent of the City's total. The 1990 Census also reported that the median year built of the City's housing units was 1939. County-wide the median year built of the housing stock was 1956.

### Occupied Units Year Structure Built

<table>
<thead>
<tr>
<th>Year Built</th>
<th>Total</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960 to 1990</td>
<td>671</td>
<td>6.2</td>
</tr>
<tr>
<td>1970 to 1979</td>
<td>1,475</td>
<td>13.4</td>
</tr>
<tr>
<td>1960 to 1969</td>
<td>567</td>
<td>5.3</td>
</tr>
<tr>
<td>1950 to 1959</td>
<td>1,292</td>
<td>11.7</td>
</tr>
<tr>
<td>1940 to 1949</td>
<td>1,087</td>
<td>10.0</td>
</tr>
<tr>
<td>Prior to 1940</td>
<td>5,874</td>
<td>53.4</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census

The age of a community's housing stock is an important consideration in terms of structural condition as well as neighborhood environment. Although age itself is not necessarily a criterion of structural quality, it does reflect the ability and economic feasibility of extending the useful life of a dwelling relative to its functional and physical character.
As noted, the City of Lebanon contains a relatively high percentage of housing units built before 1940. Although the City has made every effort to provide rehabilitation assistance, continued demand in excess of resources indicates continued problems. There are three factors that have an effect on housing conditions.

- The age of the housing - with over 50 percent of the housing stock built at least 50 years ago, deterioration is likely to occur.

- The relatively low median income of City residents - Many of the City residents have a limited income and do not have the financial resources available to rehabilitate substandard housing conditions.

- Out-migration - The out-migration of residents to seek employment opportunities or better housing opportunities may cause a decrease in the housing demand.

According to the data taken from the City of Lebanon's Housing Assistance Plan (HAP) for the period 1989 to 1992, there are 937 substandard year-round housing units in the City. Based on a review of the 1990 Census information and consultation with the Rehabilitation Director, the figure is still assumed to be an accurate reflection of the housing stock conditions. For the purposes of the HAP a substandard unit was defined as any unit which at a minimum does not meet the Section 8 Existing Housing Quality Standards (HQS). The 937 substandard units represented nine percent of the City's 10,558 (HAP estimate) total year-round housing units. Using the nine percent figure, the City has adjusted the total housing units to 10,996, the 1990 Census figure, and updated the number of substandard units to 975. The City's substandard units can be broken down as follows: renter-occupied 435, owner-occupied 496, vacant units 43, and for sale 1, for a total of 937 units.

Many owners and renters living in substandard housing do not have the financial resources to make necessary improvements. The City's Housing Rehabilitation Programs are administered by the Lebanon County Housing and Redevelopment Authority (the Authority). The Authority indicates that there are waiting lists for both renter- and owner-occupied rehabilitation assistance.

The HAP not only defines the units which are substandard, but also those units which are suitable for rehabilitation. For the purpose of the HAP, a unit suitable for rehabilitation was defined as a unit for which the cost to relieve structural conditions will not require funds in excess of 90 percent of the projected market value after rehabilitation.

Based on the City's experience in rehabilitation assistance programs and its policy concerning the rehabilitation funds, it is estimated that 95 percent of substandard owner units and 85 percent of substandard renter units are suitable for rehabilitation. The percentages drop to 80 percent and 40 percent respectively for vacant units. The breakdown of units suitable for rehabilitation is as follows: renter-occupied 370, owner-occupied 471, vacant units 17, and for sale 1, for a total of 859 units.

Overcrowding is defined as more than 1.01 person per room. Overcrowding commonly occurs when families "double-up" in order to share the expenses which
alone, neither could afford, or to take in a family that has been evicted or lost their housing due to other causes. According to 1990 U.S. Census data, 0.5 percent of all owner households and 3.5 percent renter households in Lebanon are overcrowded.

Buildings that are substandard, but not suitable for rehabilitation must be demolished to protect the public health and safety. City housing code officials are actively seeking the demolition of only a few structures.

Because of the highly developed nature of the City, there is little available land for new construction of housing in the City. The most significant proposal for new housing in the City is a plan by Community Plans of Lebanon Valley, Inc. to construct 20 units of affordable elderly rental housing.

3. SOCIOECONOMIC DATA

The following information gives an overview of the socioeconomic character of the City serving to update the data provided by Lebanon's 1985 Comprehensive Plan. The information also provides an update of community economic development efforts. The information is not intended to substitute for detailed market analysis and economic studies that might be necessary to fully understand the area's economy. The information, however, provides a direction for further study and an understanding of the economic development issues facing the area. The information will also be useful in devising land use policy for the City of Lebanon Comprehensive Plan Update complementary of on-going economic development efforts being undertaken by the City.

<table>
<thead>
<tr>
<th>Labor Force Status</th>
<th>Lebanon City 1980</th>
<th>Lebanon City 1990</th>
<th>Lebanon County 1980</th>
<th>Lebanon County 1990</th>
</tr>
</thead>
<tbody>
<tr>
<td>Persons 16 years and over</td>
<td>19,973</td>
<td>19,903</td>
<td>82,744</td>
<td>89,179</td>
</tr>
<tr>
<td>Labor Force</td>
<td>12,131</td>
<td>12,234</td>
<td>52,909</td>
<td>59,342</td>
</tr>
<tr>
<td>Percent of persons 16 years and over</td>
<td>60.7%</td>
<td>63.2%</td>
<td>63.9%</td>
<td>66.5%</td>
</tr>
<tr>
<td>Civilians labor force</td>
<td>12,113</td>
<td>12,257</td>
<td>52,625</td>
<td>58,900</td>
</tr>
<tr>
<td>Employed</td>
<td>11,404</td>
<td>11,660</td>
<td>50,425</td>
<td>56,716</td>
</tr>
<tr>
<td>Unemployed</td>
<td>709</td>
<td>597</td>
<td>2,200</td>
<td>2,184</td>
</tr>
<tr>
<td>Percent of civilian labor force</td>
<td>5.9%</td>
<td>4.9%</td>
<td>4.2%</td>
<td>3.7%</td>
</tr>
<tr>
<td>Female, 16 years and over</td>
<td>10,829</td>
<td>10,557</td>
<td>43,027</td>
<td>46,318</td>
</tr>
<tr>
<td>Labor Force</td>
<td>5,373</td>
<td>5,823</td>
<td>22,445</td>
<td>27,309</td>
</tr>
<tr>
<td>Percent of female, 16 years and over</td>
<td>49.6%</td>
<td>55.2%</td>
<td>52.2%</td>
<td>59.0%</td>
</tr>
<tr>
<td>Civilians labor force</td>
<td>5,368</td>
<td>5,707</td>
<td>22,409</td>
<td>27,235</td>
</tr>
<tr>
<td>Employed</td>
<td>5,048</td>
<td>5,545</td>
<td>21,378</td>
<td>26,196</td>
</tr>
<tr>
<td>Unemployed</td>
<td>320</td>
<td>252</td>
<td>1,031</td>
<td>1,189</td>
</tr>
<tr>
<td>Percent of civilian labor force</td>
<td>6.0%</td>
<td>4.3%</td>
<td>4.6%</td>
<td>3.3%</td>
</tr>
<tr>
<td>With own children under 6 years</td>
<td>1,327</td>
<td>1,434</td>
<td>6,035</td>
<td>8,608</td>
</tr>
<tr>
<td>In labor force</td>
<td>627</td>
<td>916</td>
<td>2,811</td>
<td>6,662</td>
</tr>
<tr>
<td>Civilians persons 16 to 19 years</td>
<td>1,763</td>
<td>1,226</td>
<td>7,685</td>
<td>6,373</td>
</tr>
<tr>
<td>Not enrolled in school and not high school graduate</td>
<td>748</td>
<td>167</td>
<td>2,011</td>
<td>637</td>
</tr>
<tr>
<td>Employed or in Armed Forces</td>
<td>109</td>
<td>105</td>
<td>499</td>
<td>482</td>
</tr>
<tr>
<td>Unemployed</td>
<td>48</td>
<td>32</td>
<td>109</td>
<td>68</td>
</tr>
<tr>
<td>Not in labor force</td>
<td>81</td>
<td>30</td>
<td>243</td>
<td>147</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census
From 1980 to 1990 as the City's population began to stabilize after a large loss in the previous decade, Lebanon's labor force, consisting of persons age 16 and over who are employed or seeking employment, increased. The increase in the labor force is representative of the general aging of the population and the continued entrance of women into the work force. The increase also indicates the increased availability of jobs in the City and the County with residents staying in the area to work.

In 1983 unemployment in the City peaked at 13.9 percent. Similarly in 1983, the unemployment rate in the County peaked at 10.5 percent. Following the peak in unemployment, Lebanon's civilian labor force decreased as the labor force left the community in search of employment. By 1986 the civilian labor force declined to under 12,000 and total employment similarly declined to under 12,000. After 1986 to 1990, as total employment increased, there was an increase in the civilian labor force as fewer people coming of working age left the community because of increased employment opportunities. By 1993, the City's civilian labor force increased from 1990 by almost four percent to 12,800. The City's 1990 unemployment rate, however, also increased from 1990 to 1993 to 7.3 percent.

Based upon a review of industry group of employed persons, it is seen that there has been a continuing change in the City's and the County's economy. It is expected that the change in the local economy is similar to that which has been occurring nationally for the past few decades. From 1980 to 1990, as the City and County were experiencing high unemployment there was an increase in the service sector of the economy. The increase is evidenced by an increase in service producing employment and a decrease in good producing employment. In 1980 46 percent of the City's population was employed in good producing industries and 48 percent of the County's population was employed in good producing industries. By 1990 only 41 percent of the City's labor force was employed in good producing industries and 44 percent of the County's labor force was employed in good producing industries. The City's continuously higher rate of employment in the service producing industries is indicative of its role as the commercial and institutional center of the County.

<table>
<thead>
<tr>
<th>Occupation and Selected Industries Employed Persons 16 Years and Over</th>
<th>Lebanon City</th>
<th>Lebanon County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Producing</td>
<td>6,127 (54%)</td>
<td>6,917 (59%)</td>
</tr>
<tr>
<td>Managerial and Professional</td>
<td>1,589</td>
<td>1,756</td>
</tr>
<tr>
<td>Technical Sales and Administrative</td>
<td>2,812</td>
<td>3,008</td>
</tr>
<tr>
<td>Service</td>
<td>1,726</td>
<td>2,153</td>
</tr>
<tr>
<td>Good Producing</td>
<td>5,277 (46%)</td>
<td>4,743 (41%)</td>
</tr>
<tr>
<td>Farming, Forestry, Fishing</td>
<td>60</td>
<td>131</td>
</tr>
<tr>
<td>Precision Production, Craft, Repair</td>
<td>1,381</td>
<td>1,356</td>
</tr>
<tr>
<td>Operators, Fabricators, Laborers</td>
<td>3,836</td>
<td>3,256</td>
</tr>
<tr>
<td>Total</td>
<td>11,404</td>
<td>11,660</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census
The class of workers in Lebanon has continued to shift from government workers to private wage and salary workers representative of diminishing government resources. In 1980 over 16 percent of the City's labor force was classified as government workers. By 1990, as the City's labor force increased, just 13 percent of the labor force was classified as government workers. The similar trend occurred in the County.

<table>
<thead>
<tr>
<th>Class of Worker</th>
<th>Lebanon City</th>
<th>Lebanon County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private Wage and Salary Workers</td>
<td>8,962</td>
<td>9,690</td>
</tr>
<tr>
<td>Government Workers</td>
<td>1,868</td>
<td>1,540</td>
</tr>
<tr>
<td>Local Government Workers</td>
<td>980</td>
<td>700</td>
</tr>
<tr>
<td>Self-Employed Workers</td>
<td>519</td>
<td>409</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census

Since 1980 the percentage of residents in the City who have completed high school and obtained college degrees has increased significantly. Some of the increase is due to the aging of the population, but much of it results from increased awareness of the value of an education. Continued improvements in the educational attainment of the City's population supports efforts to create higher skill better paying jobs in Lebanon.

<table>
<thead>
<tr>
<th>Educational Attainment</th>
<th>Lebanon City</th>
<th>Lebanon County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 9th grade</td>
<td>3,532</td>
<td>1,913</td>
</tr>
<tr>
<td>9th to 12th grade, no diploma</td>
<td>3,885</td>
<td>4,133</td>
</tr>
<tr>
<td>High school graduate</td>
<td>6,298</td>
<td>7,406</td>
</tr>
<tr>
<td>Some college, no degree</td>
<td>975</td>
<td>1,165</td>
</tr>
<tr>
<td>Graduate or professional degree</td>
<td>1,228</td>
<td>1,847</td>
</tr>
<tr>
<td>Total</td>
<td>15,916</td>
<td>16,464</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census

A review of the income data indicates that in 1980 and 1990 income was higher in Lebanon County than in the City. The income pattern seen reflects the concentration of older and smaller households within the older central city. Typical of an older central city, persons below poverty are concentrated in Lebanon City rather than in the outlying areas. The 1990 U.S. Census identifies that 14 percent of the City's residents were below poverty. Poverty is particularly a problem of female headed households and children. In 1990, the U.S. Census reported that 22 percent of Lebanon's female headed households were below poverty and 24 percent of children under 18 were below poverty.
Median household income in Lebanon as reported by the U.S. Census was $21,619. Lebanon's 1990 median income was 73 percent of the County-wide median income and 74 percent of the state-wide median income.

<table>
<thead>
<tr>
<th>Income Below Poverty Level</th>
<th>Lebanon City</th>
<th>Lebanon County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1979</td>
<td>1989</td>
</tr>
<tr>
<td>Persons for whom poverty status is determined</td>
<td>3,072</td>
<td>3,588</td>
</tr>
<tr>
<td>Percent below poverty level</td>
<td>12.1%</td>
<td>14.6%</td>
</tr>
<tr>
<td>Percent Families below poverty level</td>
<td>8.8%</td>
<td>11.7%</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census

**Employment Outlook**

The Pennsylvania Department of Labor and Industry (L&I) provides an employment outlook in industries and occupations. The L&I employment outlook is provided by Metropolitan Statistical Areas (MSA) and is not available individually for the City of Lebanon. The L&I 1990 to 2000 employment outlook for the Harrisburg-Lebanon-Carlisle MSA of which the City of Lebanon is a part, projects an 8.8 increase in the number of jobs in the MSA. The employment outlook projects the increase to occur entirely in the service producing jobs with a projected decrease of nine percent in good producing industries. Major increases in the MSA are projected in the finance, insurance and real estate industry, retail and wholesale trade industries, business service industry, and legal service industry.

**Enterprise Development Zone**

Since completion of the 1985 Comprehensive Plan, the City has been actively planning for and promoting opportunities for economic development. In 1987 the City applied for and received designation through the Pennsylvania Department of Community Affairs as an Enterprise Development Zone. An Enterprise Development Zone is a geographically outlined area within which business and economic development activities are to be fostered with the assistance of numerous
special grant, loan and tax credit programs. The geographic area of the Enterprise Development Zone in Lebanon, consisting of 500 acres, is the area bordering the east-west railroad line and includes the City's central business district which is centered along Cumberland Street. On the east the Enterprise Development Zone includes the vacant Bethlehem Steel complex. The western end includes the Southside Urban Renewal Area which has a small industrial area cleared and planned for small industrial lots (Bitner Boulevard area) and a portion of West Lebanon Township.

The City of Lebanon Enterprise Zone Program (EZP) is administered by the Lebanon Enterprise Zone Advisory Committee under the direction of the Mayor and City Council. Since receiving designation from the State as an Enterprise Zone, the City's EZP has played a significant role in Lebanon's economic development efforts. The EZP, used in conjunction with other state and federal programs, has enabled the City to establish a long-term economic development strategy, as well as given the City the ability to react quickly to immediate short term needs.

The primary focus of the long-term economic development strategy has been the redevelopment of the Bethlehem Steel complex, which is located in the eastern end of the Enterprise Zone. The essence of the Lebanon EZP long-range economic development strategy has been to invest enough capital into the Bethlehem Steel complex in order to create an industrial park that is an attractive location for investors. Towards this end, the City has completed the final phase of the demolition of the Bethlehem Steel complex, completed an environmental study of the site and completed the installation of water and sanitary sewer lines and the construction of an access road.

The investment of public dollars has transformed a blighted and vacant manufacturing site into a developable industrial park complete with all of the amenities. The newly created industrial park is known as Progress Industrial Park. All site improvements at the Progress Industrial Park are complete. A major marketing campaign is being developed by the Lebanon County Redevelopment Authority which will be designed to attract investors to the Progress Industrial Park.

The City has begun to realize investment at Progress Industrial Park. In March 1993 the County of Lebanon Transit Authority (C.O.L.T.) completed a 21,000 square foot complex at Progress Industrial Park. The C.O.L.T. complex combines office, maintenance, and storage areas into one central location allowing for better management of day-to-day operations. The estimated cost of the project is $2,000,000 which is a combination of federal, state and local financing. Several other businesses have shown interest in land at Progress Industrial Park. The Aluminum Workers Credit Union has an option to buy a parcel at Progress Industrial Park. The option expires in June, 1994.

There is a smaller industrial park known as Bitner Boulevard, which is owned by the Lebanon County Redevelopment Authority. Bitner Boulevard, located at 12th and Willow Streets, continues to be developed by small firms. Sites of one to three acres are being sold at Bitner Boulevard.
Central Business District

The City of Lebanon Central Business District (CBD) continues to be of primary importance to the City. Of particular note, the completion of a new campus for the Harrisburg Area Community College (HACC) has had a profound impact on the CBD. The new development will have both direct and indirect benefits to the CBD. Over the past year the HACC campus has helped to rejuvenate the City's downtown. The City of Lebanon foresees that the HACC campus will continue to experience growth which will provide educational and social benefits to the Lebanon area, and also direct economic benefits to the City's Enterprise Zone.

Due to the increased activity in the CBD generated by the HACC and other recent developments, the demand for off-street parking has also increased. Because the City of Lebanon's downtown is almost entirely built-out, there is very little vacant land available for use as a parking lot. Therefore, in order to meet the existing demand for parking, the City proposes to acquire and demolish a vacant commercial structure located in the vicinity of 8th and Walton Streets. The cleared site will be used to create 20 parking spaces. The project will help to alleviate the parking problems in the CBD.

The following is a list of projects and developments, by location, within the City's Enterprise Zone. The amount of activity attests to the effectiveness of the City's EZP strategy.

- Harrisburg Area Community College (HACC). The HACC has completed an $8 million campus along Cumberland Street between Seventh and Eighth Streets in the center of the City's CBD. The HACC is the focal point of redevelopment efforts following a major fire in November, 1990, which devastated a portion of the CBD. HACC's development will enhance the overall revitalization efforts in the CBD.

- Harpel's. As a result of the 1990 fire, Harpel's has purchased a City parking lot and two private buildings at the North Seventh Street and Cumberland Street intersection and has constructed a new 10,000 square foot building. Harpel's total investment was $750,000. The City provided financial assistance for this project through its 1990 and 1991 EZP basic grant.

- Colonial Theater. A local non-profit organization, Friends of the Colonial Theater, intends to acquire, rehabilitate and convert the former Colonial Theater into a multi-use cultural center. The activity is a five year project which will require between $3.5 million to $5.5 million to complete. The City has committed $100,000 of CDBG funds for the correction of code violations. The completed project will restore a significant historic structure and will have a positive impact on the CBD.

- Cassel's Men's Clothing. Cassel's, a well established men's store was displaced as a result of the fire in November, 1990 that destroyed an entire City block in the CBD. Cassel's purchased a vacant building located at 750 Cumberland Street and has rehabilitated the entire interior and exterior of the
building at an approximate cost of $500,000. The City participated by assisting Cassel's with a low interest loan from CDBG funds.

- In recent years the Center of Lebanon Association (CLA), a group of local retailers, banks and community minded citizens, has become an influential advocate for the revitalization of the CBD. Some of their projects include:

  Development of a Facade Restoration program in the CBD. The CLA will match investments made by businesses completing facade improvements. The program will be continued in 1994.

  A Downtown Lebanon Shopper's Guide which outlines the CBD with a map of streets, businesses and parking lots. The guide also contains a calendar of events, parking meters, holidays and other information to make doing business in downtown Lebanon easy and pleasant.

  A traffic Circulation Plan Brochure which identifies the need for the Willow Street relief route and two-way Cumberland Street project. The CLA strongly supports removing Route 422 westbound through-traffic off Cumberland Street thus creating a "main street" effect in the downtown area. The CLA recommended that the Lebanon City Council endorse the project and testified before the Highway Transportation Committee for the project's inclusion in PennDOT's 12 Year program.

  Quarterly newsletters.

  Sponsors of downtown image enhancing events such as arts and crafts festivals and flower planting contests. The CLA also have purchased banners and flowers to beautify the area.

  Recruitment activities for vacant properties.

- 1994 Enterprise Zone Program Objectives

  1. To create parking areas in the City's CBD to meet the demand for parking spaces created by the new HACC campus and other developments in the CBD.

  2. Provide technical assistance to companies willing to expand or relocate into the Enterprise Zone.

  3. Promote and prepare applications for Competitive Grant funding for new development in the Enterprise Zone.

  4. Secure additional State funds for infrastructure and improvements to support new industrial development.
5. Continue to survey existing firms in the Enterprise Zone to determine needs.

6. Cooperate and coordinate with local banks the use of private loan funds available for new development in the Enterprise Zone.

7. Market and promote key large development sites and vacant buildings in the Enterprise Zone particularly Prospect Industrial Park.

8. Monitor the progress of business development in the CBD.
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Land Use Analysis
and Review
B. **LAND USE ANALYSIS AND REVIEW**

In formulating comprehensive planning strategies for a community, it is important to develop a clear understanding of land use trends. The extent and variety of land uses are among the strongest determinants of a community's character and often serve as the basis of comprehensive planning and zoning decisions. The following serves to provide a review of land use in the City of Lebanon. The land use analysis compares the land use inventory and analysis completed as part of the City's 1985 *Comprehensive Plan*, updating the existing land use map and describing noted trends.

The City's 1985 *Comprehensive Plan* reported the basic land use pattern in the City of Lebanon as follows.

"The general location of the City's primary land uses has long been established. The Central Business District developed along the major highways connecting the City to the region. Peripheral business areas have occurred in response to land development. Industrial development occupies the flat land areas adjacent to railroad access. Residential development has been reaching ever outward from the commercial and industrial areas as roads and transportation modes became more prolific. Schools, churches, recreation areas and other public/semi-public services polka dot the area in response to neighborhoods."

The general land use pattern observed in the City still conforms with the above description from the City's 1985 *Comprehensive Plan*. The major change observed in land use since 1985 consists of the incremental movement of commercial land uses into predominately residential areas. The business land uses have generally located along the major roadways to take advantage of the accessible and visible locations. Similarly, residential land uses in the City's Central Business District (CBD) and also in the blocks adjoining the Good Samaritan Hospital, have been converted or redeveloped to business land uses. There has also been the continued conversion of single-family units to two- or more family units. Finally, as the industrial sector of the City's economy has decreased, it is observed that some of the industrial land uses have been converted or redeveloped to either business or residential land uses. Some of the industrial land uses have also been abandoned or are underutilized.

The Generalized Existing Land Use map included in this section of the *City of Lebanon Comprehensive Plan Update* is a result of reviewing the Generalized Existing Land Use map from the 1985 *Comprehensive Plan*, and updating the map through field survey, discussion with local officials, and identifying known major changes in land use over the last nine years.

Land uses described in the *City of Lebanon Comprehensive Plan Update* are grouped into the same five major categories as described by the 1985 *Comprehensive Plan*. Street rights-of-way, railroad lines, and water courses define themselves. The five major land use categories include 1) residential consisting of low density areas containing primarily single-family dwelling units and high density containing a
variety of housing types including single-family, duplexes, row housing, apartments, and high rise units; 2) business consisting of any activity providing goods or services, either retail or wholesale in addition to offices; 3) industry consisting of any activity involved in the production, processing or fabrication of goods and materials, including warehousing; 4) public/semi-public consisting of uses which serve the general health, welfare, and safety needs of the community and includes primarily buildings and organizations. The public/semi-public category also includes recreation areas serving the active and passive leisure time needs of the community and general open space areas; and 5) vacant consisting of real property which is not developed.

1. **EXISTING LAND USE**

The following is a discussion of the existing general land uses found in the City of Lebanon by each of the previously described land use categories. The land use inventory describes observed patterns of land use and identifies changes in the observed land use pattern since completion of the 1985 Comprehensive Plan.

**Residential Low Density**

The City's 1985 Comprehensive Plan identified the residential low density areas as located near Lebanon's boundary lines, especially along the south and west boundaries. Like in 1985, the residential low density areas in Lebanon serve to provide many visitor's first impression of the City, particularly from the south along Quentin Road. As shown on the Generalized Existing Land Use map, small areas of residential low density land use continue to be observed on the City's north and north east borders.

Since completion of the 1985 Comprehensive Plan there has been only minor changes in the areas of the City classified residential low density. Most of the change has been the occurrence of limited infill development of vacant lots. With the infill development generally occurring on a single lot basis, it has been compatible with the low density residential character of the surrounding land uses. As depicted on the Existing Generalized Land Use map, the lands on Hauck Street identified by the 1985 Comprehensive Plan as vacant and located in a residential low density area, have been developed for residential high density land use. There have also been some residential low density land uses that have been converted to business land uses. Conversions of residential low density land use have occurred along Quentin Road between Martin Street and Colebrook Road, and to the east of Good Samaritan Hospital.

**Residential High Density**

While the City of Lebanon's housing stock consists primarily of units in single structures, with the 1990 U.S. Census identifying 61 percent of the housing stock as single-units, much of the housing stock is contained in row houses. The higher density row houses along with the multi-family housing units have been classified on the Generalized Existing Land Use map as residential high density land use.
The 1985 Comprehensive Plan identified the City's residential high density areas being located in the north end of Lebanon and surrounding the CBD. The residential high density land use pattern observed in 1985 is still observed in the City. The major change in the residential high density land use pattern has been the conversion of residences to business land uses. Many of the conversions have occurred to the residential uses adjoining the CBD, the Good Samaritan Hospital and at intersections City-wide, particularly at the intersections of major roadways.

Business

The City's 1985 Comprehensive Plan identified business land uses occupying most of the frontage along Cumberland Street from east to west throughout the City. The heaviest concentration of business land uses consists of the CBD along Cumberland Street between 6th Street and 10th Street. Further the 1985 Comprehensive Plan indicated that beyond the CBD, business land uses are situated at major intersections and as a collection of small shops providing basic convenience goods and service needs of neighborhoods. Finally, the 1985 Comprehensive Plan noted numerous instances of business establishments within residential neighborhoods providing neighborhood and community needs.

The business land use pattern identified by the 1985 Comprehensive Plan is still observed in the City. As noted during the discussion of the residential land use pattern, there has been continued expansion of business land uses in the City. Expansion of business land uses resulted from the conversion or redevelopment of residential sites to accommodate business land uses. Expansion of business land uses in Lebanon has also occurred through the conversion or redevelopment of industrial sites to accommodate business land uses.

While residential land use is located at the south entrance to the City of Lebanon, business land uses are located along Cumberland Street (Route 422) at the City's east entrance which serves as the other primary point of entry into Lebanon. Many of the business land uses along Cumberland Street prior to the entrance to the CBD, consist of uses laid out in a strip configuration with parking located immediately adjoining the roadway. Many of the parking lots along the commercial strip are not landscaped and lack curbs and sidewalks. The commercial strip business uses also contain a variety of large signs or portable signs, many with flashing lights all combining to create visual clutter along the commercial strip at a major entrance to the City.

Industry

The 1985 Comprehensive Plan identified industrial land uses as generally being concentrated in the areas adjacent to the old Pennsylvania and Reading Railroads which bisect Lebanon. Many of the industrial land uses located in the City at the time of the completion of the 1985 Comprehensive Plan were classified as heavy industrial uses associated with the steel industry. Industrial land uses were also observed by the 1985 Comprehensive Plan as being located at scattered free-standing locations throughout the City including among residential land uses.
Since completion of the 1985 *Comprehensive Plan*, nationwide the steel industry has contracted. In Lebanon the decline of the steel industry has resulted in the closing of the Bethlehem Steel plant, one of the major industrial land uses in the City. As discussed in the Demographics and Economic Review section of the *City of Lebanon Comprehensive Plan Update*, a portion of the Bethlehem Steel plant site is in the process of being converted to accommodate the Progress Industrial Park providing sites for industrial and office uses. Despite the noted loss of goods producing industrial sector jobs in the City, the overall industrial land use pattern identified by the 1985 *Comprehensive Plan* is still observed in Lebanon. Since completion of the 1985 *Comprehensive Plan*, industrial uses in the City have been converted with some of the former industrial land uses now classified as business uses. An industrial site on Roosevelt Street was also redeveloped to a residential high density use. While many industrial land uses are still located in Lebanon, some of the sites are underused. The major underutilized industrial site in Lebanon is the Aqua-Chem site on Lehman Street. While classified as an industrial land use, the Aqua-Chem site is now largely vacant with only minimal industrial use occurring on the site requiring consideration for the potential redevelopment of the site to accommodate another land use.

**Public/Semi-Public**

The 1985 *Comprehensive Plan* indicates that public/semi-public land uses include land owned by the school district, parks, hospitals, and government owned buildings such as the City-County Building and the firehouses. Public/semi-public land uses also include sites owned by non-profit organizations including churches, private schools and social service agencies. Similar to 1985, there continues to be a large portion of the City's land use dedicated to public/semi-public land uses. The public/semi-public land uses are scattered throughout the City with no distinct pattern to land use in the category comparable to the other land use categories.

**Vacant Land**

Throughout the *City of Lebanon Comprehensive Plan Update*, the City has been described as a largely developed community. Accordingly, as was noted by the 1985 *Comprehensive Plan*, only limited areas of the City are classified as vacant. Much of the vacant land in Lebanon consists of small lots within the developed areas of the City. The small lots are generally suitable for infill development compatible with the adjoining land uses. There is, however, one large vacant site located in the northwest portion of Lebanon at the intersection of Jonestown Road and Maple Street (State Route 72). In addition to the one large vacant site, some of the former industrial sites in the City are underutilized with the sites effectively being vacant land available for redevelopment. The largest of the underutilized industrial sites is the Aqua-Chem site on the north side of Lehman Street. In recognition of the significant impact to the City in the event of the development of the vacant and underused sites, particularly the large Aqua-Chem site, there is the need for site specific analysis of the two sites. The analysis will provide guidance in preparing land use policy recommendations for the sites as part of the *City of Lebanon Comprehensive Plan Update*. 
Legend

- Low Density
- High Density
- Business
- Industry
- Public/Semi-Public
- Buildings and Organizations
- Recreation and Open Space
- Vacant

Generalized Existing Land Use
1994 Comprehensive Plan Update
City of Lebanon, Lebanon County, PA
City of Lebanon Planning Commission
2. **ANALYSIS OF VACANT AND UNDERUTILIZED SITES**

The following serves as an analysis of two sites in the City. The analysis is included in the *City of Lebanon Comprehensive Plan Update* to provide direction for land use policies to be formulated for the two sites. Site one represents the last major vacant site within Lebanon and site two consists of a large industrial site that is largely underutilized. Determination of land use appropriate to the two sites in Lebanon requires consideration of existing features, conditions and restrictions which limit or promote various uses. Among the considerations are environmental features identified on the sites. Environmental features include soils, wetlands, and steep slopes. Infrastructure is also an important land use determinant requiring review of the availability of sanitary sewer, and water services. In addition to consideration of sewer and water availability, a review of the roadways serving the sites is required to ensure traffic generated by any use of the sites can be accommodated in a safe and efficient manner. Finally, land use policy developed for the two sites will be influenced by land use adjoining the sites, ensuring policy derived for the sites is compatible and complementary with existing uses along with a review of land use policy established for the sites by the 1985 Comprehensive Plan determining its suitability based upon existing conditions, trends and assumptions.

**Site One**

Site one is a 90 acre site located at the intersection of Maple Street and Jonestown Road in the northwest corner of the City. Site one is bordered to the north and west by North Lebanon Township with site one extending into the Township. Land use in North Lebanon Township adjoining site one consists of single-family dwellings on large lots. Also much of the land in the Township adjoining site one is farmed. Adjoining site one at the intersection of Maple Street and Jonestown Avenue is a gas station with a mini-market. Across Maple Street from site one in the City of Lebanon is Coleman Memorial Park. Across Jonestown Avenue from site one the land use primarily consists of residential uses. The residential land use consists of uses classified both low density and high density.

Site one is owned by Aqua-Chem. The site has been used by Aqua-Chem as a spoils site and as such, the topography of site one is uneven with areas of steep slopes where slopes exceed 20 percent. A lake, formed by the dredge and spoils operation, is on the North Lebanon Township portion of site one. The site contains areas of dense trees, particularly adjoining the roadways where the site has not been used for disposal of spoils.

The Lebanon County Soil Survey identifies soils on site one as quarry soils. Quarry soils are those areas on uplands covered by surface mines from which the underlying rock has been removed. The Lebanon County Soil Survey indicates that the potential for land uses on Quarry soils are limited with the soil and rock material used in backfill varying from place to place. Accordingly, the Lebanon County Soil Survey recommends that Quarry soil needs to be investigated independently to determine its limitations for an intended use. In addition to constraints to development of the site imposed by the soil conditions and steep slopes, site one contains an area identified by the U.S. Fish and Wildlife Service as wetlands.
Both Maple Street and Jonestown Road adjoining site one are two lanes with both roadways lacking a shoulder. A traffic light is located at the intersection of the two roadways. Maple Street (Route 72) serves as a major roadway for traffic traveling into and out of the City with the roadway heavily traveled by both cars and trucks. With only minor development occurring along Maple Street between the intersection with Jonestown Road west to the City border, traffic flows smoothly through the area. The site is served by municipal water and sanitary sewer service. The City's sanitary sewer department anticipates the need to replace the sewer main serving the northwest portion of the City providing for a larger size along Maple Street in the event of major development in the area.

Land use policy established for site one by the City's 1985 Comprehensive Plan was industrial. In agreement with the land use policy, site one is zoned ML, Manufacturing Light. The purpose of the ML zone as indicated by the City's Zoning Ordinance is to establish industrial areas which are or may become compatible with established residential neighborhoods, thus recognizing the City's long established industrial pattern of land use. Uses permitted in the ML zone include warehouses, transportation operations, moving and storage facilities and research, assembly, processing, manufacturing or industrial uses. Multi-family residential and a variety of commercial uses are also permitted in the ML zone. Minimum lot size for the ML zone is one acre with a maximum height of 75 feet and a maximum lot coverage of 60 percent.

A major consideration in evaluating appropriate land use for site one will be the need for the applicant of a land development to present the City with information to verify that the underlying soil conditions will support the proposed use of the site. Additionally, in formulating land use policy for the site, the City will want to ensure preservation of identified environmentally sensitive features found on the site in addition to ensuring compatibility with the adjoining low density residential land uses and Coleman Memorial Park. Opportunities to minimize traffic along the free flowing roadways will be another consideration.

Site Two

Site two is a 76 acre site located along Lehman Street in the northwest portion of Lebanon. North Cornwall Township adjoins site two to the west. The west edge of site two is across from the Lehman Street intersection with 16th Street. The lands in North Cornwall Township immediately adjoining site two are vacant. Cleaver Brooks manufacturing site is across Lehman Avenue from site two. Cleaver Brooks crosses 16th Street and extends into North Cornwall Township. The Brandywine Creek forms site two's east border. Across the Brandywine Creek from the site is a retail business. Coleman Memorial Park adjoins site two to the north. Land along Lehman Street to the east of site two in the City contains high density residential use with moderate density residential use observed in North Cornwall Township to the west of site two.

Site two is owned by Aqua-Chem. Aqua-Chem has used the site for its chemical operation, although much of the site is now vacant with only a minor portion of the
site adjoining Lehman Avenue used by Aqua-Chem. Site two is relatively flat as it adjoins Lehman Street, sloping up to its north border with Coleman Memorial Park. Extensive areas of steep slopes are found on site two. Because of its use as a manufacturing site, much of site two has been cleared. The northern portion of the site, however, contains areas of dense trees, particularly along its border with Coleman Memorial Park. The Lebanon County Soil Survey identifies soils on site two as Hagerstown silt loam, three to eight percent slope (HaB). HaB soils as described by the Lebanon County Soil Survey are considered good for land development with only moderate constraints for use as homesites or for small commercial buildings.

Lehman Street adjoining site two is two lanes with a posted speed limit of 25 miles per hour. Lehman Street has no shoulder. A stop sign controls traffic at the Lehman Street and 16th Street intersection adjoining site two. The Transportation and Roadway Review section of the City of Lebanon Comprehensive Plan Update identified the Lehman Street and 16th Street intersection as a problem intersection recommending improvements to ensure safety and smooth flow of traffic through the intersection. The site is served by municipal water and sanitary sewer service with sufficient capacity available through both services and existing infrastructure to provide services to the site.

Land use policy established for site two by the City’s 1985 Comprehensive Plan was industrial. In agreement with the land use policy, site two is zoned ML, Manufacturing Light with the same zoning standards applicable to site two as outlined for site one.

A major consideration in formulating policy for site two will be the need to ensure land use proposed for the site is compatible with the adjoining Coleman Memorial Park. Additionally land use policy for the site will require consideration of the natural features noted on the site in addition to proper consideration of the need to control traffic generated by the use through the nearby problem intersection.
Vacant Underutilized Sites

1994 COMPREHENSIVE PLAN UPDATE
CITY OF LEBANON, LEBANON COUNTY, PA

City of Lebanon Planning Commission
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Community Resources
and Facilities Review
C. RESOURCES AND FACILITIES

The following serves to provide a review of community resources, both natural resources and man-made resources which describe Lebanon, defining its character and influencing land use decisions. Additionally a review of services made available by the community is provided serving as an update of the review of community services given by the 1985 Comprehensive Plan. An understanding of the various features and services in the City is important in devising planning polices for the City of Lebanon Comprehensive Plan Update. The following will furnish a basis in formulating planning policy for the City by distinguishing those areas where development is least likely to degrade the environment. The information regarding the natural and man-made features and the availability and condition of City services, when coupled with other social and economic data, provide a sound basis for land use decisions in the City of Lebanon to ensure a more attractive place to live. Information discussed in this section of the City of Lebanon Comprehensive Plan Update are identified on the City of Lebanon Community Resources and Facilities map.

1. NATURAL RESOURCES

Geology

Lebanon County lies almost entirely in the Valley and Ridge Province. The Valley and Ridge Province is characterized by low ridges and linear valleys. The south central portion of the County in which the City of Lebanon is located is identified as the Great Valley Section, which covers nearly two-thirds of the central part of Lebanon County. The Great Valley Section has bedrock of Lower Paleozoic shale, limestone, and dolomite formations. The Lower Paleozoic rocks in the Great Valley Section have the largest mineral resources in the County. Structurally the geology is a very complex network of folds and faults caused by regional compressions from the southeast during the Late Paleozoic time. Sinkholes and solution cavities are common in the carbonate rocks in the Great Valley Section.

Topographic Slope

Topographic maps are used to show the height of land surfaces above sea level with contour lines plotted to join all places of equal elevation. Elevations in the City range from 450 feet up to 650 feet. The higher elevations occur in the north west corner of the City. Beyond the City to the north and south, elevations are considerably higher ranging up to 900 feet.

The City of Lebanon is a generally flat to moderately sloping valley. Slope gradients in the City, defined as the vertical change in elevation over a horizontal distance and usually expressed as a percentage, generally range from less than five percent to as steep as eight percent in the south and central portion of Lebanon. Slopes less than ten percent as found throughout most of Lebanon are suitable for most uses. Slopes in excess of twenty percent are found in the northern edge of Lebanon. Where slopes exceed 20 percent, significant constraints on development, particularly for non-residential uses, exist. Extensive grading and filling is required for most
residential and industrial development occurring on steep-sloped land. Clearing of steep sites can cause erosion and sedimentation problems if runoff is not strictly controlled. In agreement with Section 603(b)(5) of the Pennsylvania Municipalities Planning Code, the City of Lebanon may limit the impact of development on steep slopes through regulation and restriction of development of steep slopes.

**Flood Plain**

The City is located in the Susquehanna River Basin. The major drainage pattern in Lebanon consists of drainage into the Hazle Dyke Creek, the Brandywine Creek or the Quittapahilla Creek. The Hazle Dyke and Brandywine Creeks drain into the Quittapahilla Creek. The Quittapahilla Creek flows to the Swatara Creek which flows to the south west eventually draining to the Susquehanna River.

As a result of major flooding in Lebanon, dikes were constructed throughout much of the City eliminating the threat of flooding. There are still, however, areas of Lebanon located in the flood plain that are not protected by the dikes. Of particular concern are the areas located in the 100-year flood plain. The 100-year flood plain, as defined and mapped by the Federal Emergency Management Agency, is the area immediately adjacent to the floodway subject to slower flows and shallower inundation than the floodway. The 100-year flood plain delineates the extent of flood waters that could be expected to occur once every 100 years. The occurrence of a 100-year flood does not preclude another flood of similar magnitude occurring again the next year, or even the same year. Only over a lengthy period does the 100-year flood, on the average, occur once every 100 years. Also, the 100-year flood plain may expand in the future due to increased runoff caused by impervious surfaces such as streets, roads, and parking lots associated with new development.

Although flood plains are attractive sites for development due to their flat terrain and proximity to water, building in flood plains will inevitably result in significant flood-related damages and even danger to life. Any structures or paved surfaces in the flood plain prevent absorption and obstruct flood flows, thereby increasing flood peaks. In accordance with the Flood Plain Management Act (Act 166) and as authorized by Section 603(b)(5) of the Pennsylvania Municipalities Planning Code, the City has adopted flood plain management regulations to comply with the requirements of the National Flood Insurance Program (NFIP).

The construction of dikes providing flood control in Lebanon was concentrated along the areas of the Quittapahilla and Hazle Creeks developed with commercial and industrial uses. The 100-year flood plain in Lebanon is found in the south east portion of the City along the Hazle Dyke Creek, at the east edge of the City along the Quittapahilla Creek, and in the north edge of the City along the Brandywine Creek.

**Soils**

A knowledge of soil types is a major consideration in planning. The structure and composition of each particular soil determines its fertility and suitability for various kinds of land development. Soil lies in a very thin layer above bedrock and extends approximately to the depth of plant roots. Soil is composed of both inorganic and
organic materials. The primary inorganic constituent is extensively weathered parent rock, or bedrock. Soils which overlie the same types of bedrock have similar characteristics because of their common origin. The organic component of soils is derived from decayed plant and animal material. One important feature of soil is its texture, determined by the relative proportions of sand, silt and gravel. The permeability of soil is directly related to its texture. Soils also vary in their structure, as the individual grains can cohere to form blocky, granular or flaky pieces of soil. Soil structure also affects percolation and susceptibility to erosion.

The U. S. Department of Agriculture, Soil Conservation Service prepared a Soil Survey for Lebanon County. The Soil Survey provides detailed soils maps identifying the kinds of soils found throughout the County. The Soil Survey presents maps of soil associations. Soil associations are made up of soils that are geographically associated and are shown as one unit on the map which are described by the Soil Survey. The maps and their descriptions provide information regarding the potential of a soil and concerns with managing the soil for land use. The largely developed soils in the City of Lebanon are classified by the Lebanon County Soil Survey as Urban land-Hagerstown complex (US). US soils are those that have been so mixed by cutting, filling and covering with asphalt for development that a soil profile can not be described. On-site investigations of US soils are needed to determine hazards, limitations, and suitability for use of the individual areas.

An additional soil association found in Lebanon is Quarry. Quarry soils are identified by the Lebanon County Soil Survey on the vacant lands north of Maple Street. Quarry soils are also found on the lands just south of Coleman Memorial Park. In addition to Quarry soils, another soil association on a portion of the site south of Coleman Memorial Park is Hagerstown silt loam, three to eight percent slope (HaB).

The Lebanon County Soil Survey identifies Quarry soils as those areas on uplands covered by surface mines from which the underlying rock has been removed. Slopes of Quarry soils are variable and range from about five percent to 50 percent. The quarry consists of the open pit and the spoil bank. Included by the Lebanon County Soil Survey as quarry soils are abandoned pits filled with water, waste material, and small areas of distinctive soils. The potential for farm and nonfarm uses on Quarry soils are limited with the soil and rock material used in backfill varying from place to place. Quarry soil needs to be investigated independently to determine its limitations for an intended use.

The Lebanon County Soil Survey identifies HaB soils as moderately permeable with a high available water capacity. HaB soils are considered good for land development with only moderate constraints for use as homesites or for small commercial buildings.

In agreement with Section 603(b)(5) of the Pennsylvania Municipalities Planning Code, the City of Lebanon may limit the impact of development on unsuitable soils through regulation and restriction of unsuitable soils.
Wetlands

Wetlands are lands of transition between terrestrial and aquatic systems where the water table is usually at or near the surface of the land and the land is covered by shallow water. Wetlands are where land saturation with water is the dominating factor determining the nature of soil development and the types of plant and animal communities living in the soil and on its surface.

The U.S. Fish and Wildlife Service Office of Biological Services has conducted an inventory of the wetlands of the United States. The U.S. Fish and Wildlife Service has officially adopted the "Classification of Wetlands and Deepwater Habitats of the United States" (1979, by Cowardin and others) to delineate and classify wetlands. The Cowardin system is hierarchical and structured around a combination of ecological, hydrological, and substrate characteristics. It consists of five systems: Marine (open ocean and associated coastline), Estuarine (salt marshes and brackish tidal waters), Riverine (fresh water rivers, creeks, and streams) Lacustrine (fresh water lakes and deep ponds), and Palustrine (small fresh water ponds, marshes, swamps, and bogs) and proceeds in a hierarchical manner through subsystem, class, and subclass. The classification system also contains provisions to apply modifiers to describe the amount of flooding (water regime), water chemistry, soil type, and the actions of man (dredging and draining).

Using the U.S. Fish and Wildlife maps, wetlands have been located on City of Lebanon Comprehensive Plan Update Community Resources and Services map. Typical of a developed urbanized community, wetlands found in Lebanon, as shown on the Community Resources and Facilities map, are very limited. Only a very limited area of wetlands are identified on the vacant site north of Maple Street and also a limited area is located on the Aqua-Chem site on Lehman Avenue. A final limited area of wetlands is found at the Mt. Lebanon Cemetery. The wetlands found in Lebanon are all Palustrine being associated with small fresh water ponds, marshes, swamps, and bogs.

Protection of wetlands for the long-term integrity and quality of life in the City requires protection of wetland and features particularly wetland soils and vegetation. Any construction in, or affecting a wetland requires a permit from the Pennsylvania Department of Environmental Resources (DER) under the Dam Safety and Encroachments Act. Construction in a wetland also requires a federal permit from the Army Corps of Engineers under Section 404 of the Federal Clean Water Act, and in certain circumstances, approval of the U.S. Environmental Protection Agency (EPA). The opportunity to provide protection of wetland and features is available to the City through Section 603(b)(5) of the Pennsylvania Municipalities Planning Code. In agreement with Section 603(b)(5) of the MPC, the City may provide zoning to protect and preserve natural resources such as wetlands.
2. MAN-MADE RESOURCES

Recreation and Open Space

The Recreation and Open Space section of the City of Lebanon Comprehensive Plan Update reports that there are 19 parks open to the public within the City of Lebanon. The parks cover 134 acres of the City. The open space areas are fairly well distributed throughout the City. The largest park in the City is Coleman Memorial Park, administered by the Coleman Park Board of Trustees. The largest municipally owned and maintained park is the Northeast Park. The open space and recreation areas available in the City are important to the well-being of Lebanon's residents providing a great deal of open space in the highly developed City. The open space and recreation areas provide localities for both children to play and adults to gather and relax and as such serve an important role in the community. The Open Space and Recreation section of the City of Lebanon Comprehensive Plan Update provides an inventory of the City's parks along with comments and recommendations relative to open space and recreation policy. There are no proposals for increases in the open space in the City requiring consideration to impact to land use policies formulated by the City of Lebanon Comprehensive Plan Update.

Historic Districts

The Historic and Cultural Resources section of the City of Lebanon Comprehensive Plan Update identifies seven potential historic districts in the City. The historic resources identified in Lebanon were identified as part of a 1989 comprehensive historic survey completed in the City. The survey found buildings dating to the initial settlement period of the City, although the majority of the buildings were dated to the industrial period when the City experienced its greatest growth. The Historic Preservation section of the City of Lebanon Comprehensive Plan Update provides choices for enhancing conservation of historic structures in the City.

Potential Hazardous Waste Sites

In agreement with the Comprehensive Environmental Response Compensation and Liability Act (CERCLA, 1980), the U.S. Environmental Protection Agency (EPA) has compiled a list of potential hazardous waste sites. As of September 1993, there were 13 sites within the City identified on the CERCLA list. The following table provides the sites in the City of Lebanon identified on the U.S. EPA CERCLA list.
Sites on CERCLA List - September 1993

<table>
<thead>
<tr>
<th>Site Name</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bethlehem Steel Corp.</td>
<td>1 Cumberland Street</td>
</tr>
<tr>
<td>Bethlehem Steel Lab (demolished)</td>
<td>16th &amp; Lehman Streets</td>
</tr>
<tr>
<td>Brandywine Recyclers</td>
<td>14th &amp; Church Streets</td>
</tr>
<tr>
<td>Dertzler Paint Company</td>
<td>Walnut &amp; 6th Streets</td>
</tr>
<tr>
<td>General Commodities Warehouse</td>
<td>102 Willow Street</td>
</tr>
<tr>
<td>Greater Lebanon Refuse Auth Landfill</td>
<td>Russell Road</td>
</tr>
<tr>
<td>Harpel Site</td>
<td>Prescott Road</td>
</tr>
<tr>
<td>Lebanon Chemical Company</td>
<td>1600 E. Cumberland Street</td>
</tr>
<tr>
<td>Lebanon Iron &amp; Metal</td>
<td>Romona Avenue</td>
</tr>
<tr>
<td>Lebanon Steel Foundry</td>
<td>101 E. Lehman Street</td>
</tr>
<tr>
<td>Lebanon Steel Foundry Bachman Site</td>
<td>Mountville Drive</td>
</tr>
<tr>
<td>Old Bethlehem Steel Mining Operation</td>
<td>1500 Lehman Street</td>
</tr>
<tr>
<td>Project Builders Lot</td>
<td>N Hanover &amp; Weidman Streets</td>
</tr>
</tbody>
</table>

Source: U.S. Environmental Protection Agency

The CERCLA list only indicates that there has been a review of the site by the EPA and possibly the State. The CERCLA list does not indicate the nature of the problem or the need for a remedy. Knowledge of sites in the City included on the CERCLA list provides awareness that there has been a review of the site as a potential hazardous waste site. Additional reports including preliminary assessments and site inspections, if completed, are available from the EPA under the Freedom of Information Act for each of the listed sites. The City should further investigate the listed sites in the event of redevelopment of the sites or adjoining sites.

3. COMMUNITY SERVICES

Police Protection

The City's police department is located in the first floor of the County-City building. The police department's staff includes 40 patrolmen, three civilian employees and four dispatchers. The patrolmen staff was recently increased from 38. No additional patrolmen or civilian staff are anticipated with the City's Police Chief indicating that the existing staff provides adequate police services to the City. The Police Department has sufficient room and does not project the need for additional space in either the County-City building or the construction of its own building in the City that would impact land use policy established by the City of Lebanon Comprehensive Plan Update.

Fire Protection

Lebanon's 1985 Comprehensive Plan identified that the City Fire Department consisted of nine volunteer fire companies housed in six locations. The nine fire companies continue to be housed in six fire houses across the City. Staffing of the fire companies includes 60 volunteers. Thirty of the volunteers are considered active. The volunteer staff has decreased from 60 active members as reported by the 1985 Comprehensive Plan. The fire department's staff also includes 16 paid members who are drivers. The paid staff serves twenty-fours a day working on three shifts. The City has budgeted for 18 paid staff members. Because of budget cuts, the paid fire department staff has also decreased since 1985 when there were 29 paid staff
members. Despite the decrease in fire department staff, there is still sufficient personnel to ensure adequate provision of fire services to the City.

The major change proposed for the City's fire department is a consolidation of the fire companies, housing the companies in just two fire stations. The purpose of the proposal to consolidate the fire companies to two fire stations is to provide a more efficient use of funding resources. The City has determined that the consolidation can be completed without negatively impacting fire protection services. The proposal is very tentative with no timetable for implementation. The Planning Commission should be consulted with regard to land use policies appropriate for the fire station sites that are closed ensuring new uses are compatible with the Planning Commission's comprehensive planning program established by the City of Lebanon Comprehensive Plan Update. The table below describes the Fire Department's major vehicles, responsible company, and the year of issue.

### Department of Public Safety Vehicles - 1994

<table>
<thead>
<tr>
<th>Year</th>
<th>Description</th>
<th>Company</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980</td>
<td>Mack 1,500 gallon pumper</td>
<td>Chemical</td>
</tr>
<tr>
<td>1987</td>
<td>Emergency 1 Ford Heavy Squad</td>
<td>Chemical</td>
</tr>
<tr>
<td>1969</td>
<td>American LaFrance 1,250 gal. pumper</td>
<td>Liberty</td>
</tr>
<tr>
<td>1968</td>
<td>Chevrolet squad truck</td>
<td>Liberty</td>
</tr>
<tr>
<td>1982</td>
<td>Seagrave 1,500 gal. pumper</td>
<td>Goodwill</td>
</tr>
<tr>
<td>1970</td>
<td>Ford walk-in squad</td>
<td>Goodwill</td>
</tr>
<tr>
<td>1982</td>
<td>Seagrave 100 foot aerial</td>
<td>Hook &amp; Ladder</td>
</tr>
<tr>
<td>1971</td>
<td>Hahn 1,250 gal pumper-refurbished 90</td>
<td>Perseverance</td>
</tr>
<tr>
<td>1976</td>
<td>Ward LaFrance 100 foot aerial</td>
<td>Rescue</td>
</tr>
<tr>
<td>1978</td>
<td>Mack truck 1,500 gal. pumper</td>
<td>Union</td>
</tr>
<tr>
<td>1976</td>
<td>Hahn truck 1,250 gal. pumper</td>
<td>Washington</td>
</tr>
<tr>
<td>1982</td>
<td>Pierce Arrow 1,250 gal. pumper</td>
<td>Independent</td>
</tr>
</tbody>
</table>

Source: City of Lebanon Fire Official - April 1994

### Emergency Service Protection

Emergency service protection is provided in Lebanon by two rescue squad companies housed in the City's fire houses. Emergency service squads are located in the Chemical and Liberty fire houses and are staffed by volunteer members of the fire departments who are also certified in emergency rescue services. There is also an independent emergency service squad in the City of Lebanon which provides first aid service primarily to the north side of the City in addition to areas outside the City. Since completion of the 1985 Comprehensive Plan, the Independent First Aid Squad relocated to 11th Street and Guilford Street eliminating noted problems with cramped headquarters.

There are no plans for expansion or new buildings to house emergency services in the City. Consolidation of the fire companies may result in the moving of the two rescue squad companies that are housed in the fire houses. Service providers indicate that staffs are adequate to satisfy demands.

### Hospitals

There are two hospitals located in Lebanon making the City a major provider of health care in Lebanon County. Both hospitals are operated by Good Samaritan. Since completion of the 1985 Comprehensive Plan, Good Samaritan has expanded
through purchase and development of lands on the blocks adjoining both of the hospitals. "Expansion has included demolition of existing buildings with new construction and also adaptive use of old houses to accommodate offices. The substantial expansion of Good Samaritan has been in agreement with the Office & Institutional (OI) zoning of the lands adjoining the hospitals. Good Samaritan's expansions have been completed compatible with the area including off-street parking with sufficient landscaping and also with the development occurring in scale with the existing development in the neighborhood.

Schools

The Lebanon School District administers the public education system in the City. As of the beginning of the 1993 - 1994 school year, approximately 4,000 students were enrolled in the Lebanon School District's seven schools in the City. In 1973, student enrollment peaked at 5,200. Over the last five years student enrollment has remained steady at roughly 4,000. The Lebanon School District projects that student enrollment will remain around 4,000 for the near future.

In recent years there has been an increase in students at the elementary level representative of the increase in the City's under age 5 population as noted by the 1990 Census. At the same time there has been a corresponding decrease in the secondary school age population. The increase in the elementary school population with the decrease in the secondary school age population allows for the shifting of resources without the need for additional building space. Accordingly, the Lebanon School District has no plans for construction, expansion or closing of schools in the City that would require consideration with regard to land use policy established by the City of Lebanon Comprehensive Plan Update.

Since completion of the 1985 Comprehensive Plan the Harrisburg Area Community College (HACC) completed construction of a campus in the City of Lebanon. The HACC campus, consisting of one three-story 81,000 square foot building, is located in the City's CBD along Cumberland Street between Seventh and Eighth Streets. The HACC offers a variety of courses of study. There are 700 students per semester enrolled in the HACC's for credit programs which lead to two-year associates degrees and one-year certificates. The HACC also offers a variety of non-credit non-degree courses. The HACC projects that its student population will remain near 700 for the near future.

The HACC does not provide any student housing with students enrolled at the HACC campus in Lebanon generally residing in Lebanon County. Only a small number of the enrolled students reside outside the County.

The HACC has a small staff parking lot located at its campus on Cumberland Street. There is a student parking lot located on 4th and Snider Streets. The student parking lot is not extensively used with students preferring to park on-street and in the City parking lots adjoining the campus. Use of on-street and City parking spaces in the CBD limits the use of the parking spaces by shoppers in the City's CBD. While the student parking lot is just a ten minute walk from the campus, a recent survey completed by the HACC indicates students find the walk to be too far. To encourage
the use of the student parking lot, the HACC is studying the potential of furnishing a shuttle bus between its campus and the student parking lot.

Students at the HACC have expressed the need for on-campus child care, but the HACC has no plans for expansion of its campus in the City to accommodate new uses. The HACC expects that any future expansion of its campus in the City would involve renting of an existing building or buildings rather than new construction. It is expected that any expansion of the HACC should require sufficient and accessible off-street parking.

**Library**

Since completion of the 1985 *Comprehensive Plan*, the City's Library relocated to a new building at 7th Street and Willow Street. The Library is centrally located and easily accessible. The new building provides room for expansion of the Library's book collection and its ability to provide services responsive to increased use. The Library has no immediate plans for changes in its building or the services it provides that would result in needed change in land use policy established for the City through the City of Lebanon Comprehensive Plan Update.

**Senior Citizen Center**

The Senior Citizen Center located in Lebanon provides services to senior citizens County-wide. Proportionately the City contains the largest share of the County's senior citizen population; accordingly services are substantially rendered to City residents. The Senior Citizen Center provides a variety of social and recreational services. As the senior citizen population continues to age, spanning a larger age group, there continues to be the need for new and more diverse services.

The Senior Citizen Center is located in a former school in the City. After undertaking a major renovation of the building in 1978 to accommodate the Senior Citizen Center, work on the building has been limited to routine maintenance. There are no plans for major renovation or expansion of the Senior Citizen Center nor are there plans for moving the use that would result in needed change in land use policy established for the City through the City of Lebanon Comprehensive Plan Update.

**Sanitary Sewer Service**

Sanitary sewer service is provided by the Lebanon Sewer Treatment Department at the treatment plant in North Cornwall. The Lebanon Sewer Treatment Department also provides sanitary sewer service to the communities adjoining Lebanon. Since completion of the 1985 *Comprehensive Plan* the City Sewer Treatment Department has expanded its hydraulic design flow capacity from 6.6 million gallons per day to 8.0 million gallons per day. Also since completion of the 1985 *Comprehensive Plan* the yearly daily flow has increased from 4.0 million gallons per day to 5.5 million gallons per day. Much of the increased flow results from expansion of the area served and the provision of services to new uses located outside of the City of Lebanon.
Lebanon. The Lebanon Sewer Treatment Department projects that its current hydraulic-design flow capacity will be adequate to serve its service area until 2013.

During the next one to two years the Lebanon Sewer Treatment Plant will undertake improvements to ensure compliance with Pennsylvania Department of Environmental Protection regulations. Over the next five years the Lebanon Sewer Treatment Plant anticipates additional improvements to increase the efficiency of the plant. The Lebanon Sewer Treatment Plant also anticipates completion of new administrative offices at its North Cornwall site.

With excess capacity available, the Lebanon Sewer Treatment Department indicates that there is sufficient capacity to accommodate new and expanding land uses in the City. The Lebanon Sewer Treatment Department indicates that if major development occurs in the north west portion of the City, one of the most likely locations for new development in the City, there may be the need to increase the size of the mains to accommodate additional sewage flows.

Public Water Service

The entire City of Lebanon is provided water by the Lebanon Water Treatment Department. The Lebanon Water Treatment Department also serves the communities adjoining the City. The 1985 Comprehensive Plan indicated that the Department’s available water capacity was 10.0 million gallons per day and an average of 7.2 million gallons were used per day. In anticipation of projected increased demand for water, the Lebanon Water Treatment Department planned for expansion of its available water capacity. Because, however, of the closing of the Bethlehem Steel plant in the City, daily water use dropped to approximately 5.5 million gallons per day. Daily water use has increased to 6.0 million gallons per day. Because of the decrease in water use resulting from the closing of the Bethlehem Steel plant, the Lebanon Water Treatment Department did not increase its capacity. With the availability of excess capacity, the Lebanon Water Treatment Department does not anticipate the need for an increase in its capacity.

The Lebanon Water Treatment Department’s infrastructure is available to serve all areas of the City. The Department indicates that there is no need to improve or expand its infrastructure to accommodate new or expanded land uses in the City.
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Recreation and
Open Space
D. RECREATION AND OPEN SPACE

The park and open space section of the City of Lebanon Comprehensive Plan Update inventories the City's existing recreational and open space resources providing a basis for recommendations and guidelines for ensuring their future adequacy.

Open space is valued as an essential community asset and an important community component. Among its critical functions, open space:

1. Preserves ecologically important natural environments;
2. Provides attractive views and visual relief from developed areas;
3. Provides sunlight and air;
4. Buffers other land uses;
5. Separates areas and controls densities;
6. Functions as a drainage detention area;
7. Provides opportunities for recreational activities; and
8. Is an important factor in creating quality communities. In developed cities, such as the City of Lebanon, open space serves to improve social conditions and to make cities more livable and healthier.

The term "open space" includes both developed and undeveloped lands. It describes a wide variety of land uses, from small areas of natural vegetation within residential areas to large parks or complexes containing ballfields, tennis courts and playgrounds. Generally, open space is defined as any parcel or area of land or water essentially unimproved and set aside, dedicated, designated or reserved for public or private use and enjoyment for the owners and occupants of land adjoining or neighboring such open space; provided that such areas are improved only with those buildings, structures, streets and off-street parking and other improvements that are designed to be incidental to the natural openness of the land.

Open space may provide either "passive" recreation such as hiking, picnicking, bird watching, or "active" recreation such as tennis, swimming, baseball, basketball and other activities which require developed facilities. Active recreational activities are usually carried on near the homes of residents, sometimes in conjunction with local leagues. Passive recreational activities such as hiking or boating require more specific natural resources and must therefore be concentrated in appropriate areas. Active recreational facilities, on the other hand, may be developed in a greater variety of locations.

1. TYPES OF PARKS AND OPEN SPACES

The National Recreation and Park Association (NRPA) provides guidelines for classifying parks and open space based upon their size. There are 19 parks open to the public within the City of Lebanon. Based upon the review of the NRPA classification guidelines, the park and open space system within the City consists of mini-parks/open space parks, neighborhood parks, community parks and a portion of a regional park.

Mini-Parks/Open Space Parks

The NRPA defines mini-parks/open space parks as specialized parks that serve a concentrated or limited population or a specific group such as tot lots or senior citizens. The NRPA guidelines recommend the desirable size of a mini-park/open
space park generally is one acre or less with a service area of less than one-quarter of a mile. The NRPA guidelines indicate that mini-parks/open space parks be located within neighborhoods and in proximity to apartment complexes, townhouse developments or housing for the elderly.

Based upon the NRPA guidelines of one acre or less, there are four parks within the City classified as mini-parks. Mini-parks in the City of Lebanon include the North 3rd and Crowell Streets Tot Lot, the North 6th and Crowell Streets Tot Lot, the Progressive Park and the East End Park. While greater than one acre in size, Fisher Park and Monument Park are also classified as mini-parks/open space parks because of limited activities at the parks. Inventories of each of the City's public parks and open spaces are completed in Section III.

**Neighborhood Parks**

The NRPA guidelines define neighborhood parks as areas for more intense recreational activities such as field games, crafts, playground apparatus, and picnicking. The NRPA guidelines recommend the desirable size of a neighborhood park as one to 15 or more acres with a service area of one-quarter to one-half mile radius. Generally, neighborhood parks are suited for intense development. Neighborhood parks are geographically centered within neighborhoods with safe walking and bike access. Neighborhood parks differ from mini-parks/open space parks of the same size in that a greater number of activities are provided at a neighborhood park.

Based upon the NRPA guidelines, there are eight parks in the City of Lebanon classified as neighborhood parks. Neighborhood parks in the City include Hilltop Park on the north side of Hill Street at North 6th Street, the Beutex Recreation Area on Shuey Street at South 14th Street, the Lebanon Athletic Association Park on Guilford Street between North 10th and North 11th Streets, Meadowbank Park along the Quittapahilla Creek at South 12th Street, Southwestern Park at Walnut Street and South 12th Street, Southeastern Park on Walnut Street at Hanover Street, South 6th Street Park on South 6th Street at Elm Street, and Pershing Park on Pershing Avenue just east of South 3rd Avenue at the Southeast Elementary School.

**Community Parks**

Community parks, as classified by the NRPA, usually consist of 20 or more acres with a service area of one to two mile radius. Community parks generally serve several neighborhoods. The NRPA guidelines indicate that community parks may consist of areas for intense recreational activities such as athletic complexes and swimming pools. Community parks may also include areas of natural quality for passive recreational activities such as walking, viewing, sitting and picnicking. The NRPA guidelines recommend community parks be easily accessible to the neighborhoods served.

Based upon the NRPA guidelines, three parks within the City of Lebanon can be classified as community parks. Community parks within the City of Lebanon include the Northeast Park on North 5th Avenue at East Canal Street, the Southwest
Park at South 12th Street and Washington Street, and Coleman Park on the west end of Maple Street.

Regional Parks

Regional parks, as defined by the NRPA, are those areas of developed and undeveloped open space which provide exceptional recreational opportunities. Regional parks are generally greater than 50 acres serving a region consisting of more than one locale. Regional parks include open space of regional significance including environmentally sensitive lands and areas of scenic and cultural value.

Based upon the NRPA guidelines, there is one park of regional significance available to the City of Lebanon. Stoever's Dam Park, consisting of 153 acres, includes ten acres within the City of Lebanon in the northeast corner of the City at Stover Street.

2. INVENTORY AND PROPOSED IMPROVEMENTS OF PARKS AND OPEN SPACE

There are 19 parks totally or partially within the City of Lebanon that are open to the public. The City of Lebanon or Lebanon County is responsible for ten of the parks with private neighborhood associations or boards responsible for the remaining nine parks. There are additional parks within the City where access is limited to residents of a particular development such as at Webster Manor and Lebanon Village.

The following is an inventory of the public parks and open spaces within the City of Lebanon. The inventory does not include limited access parks. All the public open space is sited on the City of Lebanon Parks and Open Space map.

<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>North 3rd and Crowell Street Tot Lot</td>
<td>Mini-park Playground equipment Bench (1)</td>
<td>0.07</td>
<td>Association</td>
</tr>
<tr>
<td></td>
<td></td>
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</table>

Observations: The park is located in a high density residential neighborhood. It is enclosed by a four foot high chain link fence. A site visit indicates the grass at the park is very thin. There are no trees or shrubs at the park.

<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.</td>
<td>North 6th and Crowell Streets Tot Lot</td>
<td>Mini-Park Playground equipment Basketball (1) Benches Bicycle rack</td>
<td>0.4</td>
<td>City of Lebanon</td>
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<td></td>
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</tbody>
</table>

Observations: The park is located in a high density residential neighborhood. The basketball court is enclosed by a six foot high chain link fence with the remainder of the park enclosed by a four foot high chain link fence. The park includes two large trees with no shrubs. The grass at the park is very thin. The baskets on the basketball court are broken.

Five Year Capital Improvement Plan:

- Fencing $4,000
- Playground Rehabilitation $2,000
<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. Progressive Playground - North First Avenue and Weidman Street</td>
<td>Mini-Park</td>
<td>Playground equipment Pavilion (1)</td>
<td>0.7</td>
<td>Association</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Basketball Courts (lighted)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>multi-Purpose Bldg.</td>
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</tr>
</tbody>
</table>

**Observations:**
High density residential land use adjoins the park to the north, east and west. Industrial land use adjoins the park to the south. The park is enclosed by a four foot high chain link fence. Several large trees are located at the park with the park containing thick grass. Much of the playground equipment is broken with the seats of many of the swings broken.

<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>4. East End Lehman Street between North 5th and 6th Avenues</td>
<td>Mini-Park</td>
<td>Playground equipment Pavilion (1)</td>
<td>0.9</td>
<td>City</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Basketball Courts (lighted)</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Benches</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bathrooms</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Observations:**
The park is located next to a fire house in a moderately dense residential neighborhood. The park is enclosed by a five foot high chain link fence. The park contains many large trees with thick, well maintained grass. The playground equipment is in good repair. Benches at the park are only located adjoining the basketball courts.

**Five Year Capital Improvement Plan:**

- Playground Rehabilitation $3,000
- Seal Basketball Court $2,000

<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>5. Fisher Park-Cornwall and Quentin Roads</td>
<td>Mini-Park</td>
<td>Benches</td>
<td>1.0</td>
<td>City of Lebanon</td>
</tr>
</tbody>
</table>

**Observations:**
Fisher Park is a passive open space park located at a major entrance to the City. The park adjoins the railroad tracks and separates a moderate density residential neighborhood to the west from commercial land use to the east. The park contains a variety of mature trees and shrubs with a thick, well maintained lawn. Benches are located throughout the park.

**Five Year Capital Improvement Plan:**

- Bench Replacement $1,000

<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>6. Monument Park - Lehman Street between North 8th and Spruce Streets</td>
<td>Open-Space</td>
<td>Benches</td>
<td>1.0</td>
<td>County of Lebanon</td>
</tr>
</tbody>
</table>

**Observations:**
Monument Park is enclosed by a low stone wall. The park serves as a town square providing passive open space to high density row houses surrounding the park. The park contains a variety of mature trees and shrubs and a thick, well maintained lawn. While there are many benches at the park, several are broken. The garbage was overflowing the cans.
<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.</td>
<td>Hilltop Park-</td>
<td>Neighborhood Play equipment Pavilion (1)</td>
<td>1.7</td>
<td>Association</td>
</tr>
<tr>
<td></td>
<td>Hill Street at North 6th Street</td>
<td>Baseball (1) Basketball (2) Benches Bicycle rack</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Observations:** Hilltop Park is clean and generally well maintained. The basketball courts, however, do not have baskets. The park is located within a moderate density residential neighborhood. There is a large variety of play equipment serving a broader age group than play equipment at the mini-parks.

<table>
<thead>
<tr>
<th>8.</th>
<th>Beautex Recreation Area - Shuey Street at North 14th Street</th>
<th>Neighborhood Play equipment Ballfield (1) Basketball (2 lighted) Football Bicycle rack Benches Court games</th>
<th>4.0</th>
<th>City of Lebanon</th>
</tr>
</thead>
<tbody>
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</tbody>
</table>

**Observations:** The Beautex Recreation Area is located within a high density residential area. The railroad tracks form the park's northern boundary with industrial land use located to the north of the railroad tracks. The park contains several mature trees within the playground portion. While the baseball field is well maintained, other portions of the park are in disrepair. Many of the benches are broken and baskets are also broken. Much of the playground equipment and the library adjoining the park are covered with graffiti.

**Five Year Capital Improvements Plan:**

- Fencing $3,000
- Equipment Replacement $2,000

<table>
<thead>
<tr>
<th>9.</th>
<th>Lebanon Athletic Association - Guilford Street Between North and North 11th Streets</th>
<th>Neighborhood Playground equipment Basketball (1) Pavilion (1) Multi-purpose building Court games Parking (24) Benches Restrooms Bicycle rack</th>
<th>1.7</th>
<th>City of Lebanon</th>
</tr>
</thead>
<tbody>
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</table>

**Observations:** The park is located within a high density residential neighborhood with a rescue squad company building located to the east of the park across North 11th Street. The park is enclosed by a four foot high chain link fence and contains many mature trees. Many of the uses at the park are in disrepair. Baskets are missing from the basketball court; the board game tables are missing; the lines for the court games are worn away; and much of the equipment and the multi-purpose building are covered with graffiti.
Five Year Capital Improvement Plan:

- Pavilion Roof: $3,500
- Playground Rehabilitation: $3,000
- Fencing: $3,000
- Reline Courts: $500
- Replace Lights: $3,000

<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>10. Meadowbank Park/ Playground - South 12th Street at Cumberland Street</td>
<td>Neighborhood</td>
<td>Picnic tables (6)</td>
<td>3.0</td>
<td>Association- Playground</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bicycling</td>
<td></td>
<td>City-Park</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Hiking, walking, jogging</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Benches</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Observations:** The park is a linear park along the Quittapahilla Creek and is situated among commercial land uses. The park is generally clean and well maintained. The playground adjoins the linear park at Willow Street. The playground is rundown and in despair.

11. Southwestern Neighborhood Play equipment south 12th St. Basketball (1) at Walnut St. Pavilion (1) 

**Observations:** Southwestern Park is located at the edge of the City's central business district adjoining high density residential land uses. The park is enclosed with a six foot high chain link fence. The park contains many mature trees. The park is poorly maintained with glass littering the basketball court; the baskets are broken; graffiti covers the buildings; the restrooms are boarded up; and the grass is overgrown. There are no benches at the parks.

12. Southeastern Neighborhood Play equipment at Hanover Street Basketball (2) 

**Observations:** The park is located at the southeast edge of the central business district within a moderate to high density residential neighborhood. The park contains a variety of mature trees and a maintained lawn. The park is generally clean and well maintained.

<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>13. South 6th Street - South 6th Street at Pine Street</td>
<td>Neighborhood</td>
<td>Play equipment Basketball (2, lights) Bicycle racks Pavilion Benches</td>
<td>1.1</td>
<td>Association</td>
</tr>
</tbody>
</table>
Observations: The park is separated by Elm Street. The basketball courts are located north of Elm Street. The remainder of the park is to the south of Elm Street and is enclosed by a five foot high chain link fence. The park is situated in a moderate density residential neighborhood. The park contains a variety of mature trees and is clean and well maintained.

<table>
<thead>
<tr>
<th>Neighborhood</th>
<th>Tennis Court</th>
<th>Association</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pershing-Avenue at Southeast School</td>
<td>Play equipment</td>
<td>2.7</td>
</tr>
<tr>
<td></td>
<td>Basketball (lights)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ball field</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Bench (1)</td>
<td></td>
</tr>
</tbody>
</table>

Observations: The park is located in a moderate density residential neighborhood adjoining Southeast Elementary School. The park contains a variety of mature trees with a well maintained lawn. Generally, the park is clean and well maintained although several of the swings are broken. There is only one bench in the entire park.

Observations: Northeast Park adjoins a moderate density residential neighborhood. Because of the size of the park, a variety of active and passive uses are contained at the park. The large size also provides room for expansion of active uses of the park. A small lake is a feature of the park. Northeast park is clean and well maintained.

Five year Capital Improvements Plan:

- Playground Rehabilitation: $3,000
- Reccoat Tennis Courts: $10,000 (92,97)
- Fencing: $3,000
- Parking Lot Resurfacing/Relining: $9,000
- Roof - Main Building: $5,000
<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>16. Southwest - Washington St. at South 16th St.</td>
<td>Community</td>
<td>Tennis (4 fence and lighted) Basketball (2) Baseball (3) Football/soccer Multi-purpose building Parking (60) Playground equipment Court games Benches Restrooms</td>
<td>27.0</td>
<td>City of Lebanon</td>
</tr>
</tbody>
</table>

**Observations:** Southwest Park is surrounded by residential land uses including high density multi-family to the north, a nursing home to the south and moderate density to the east and west. The park contains a variety of well maintained activities. The park's large size provides room for additional active uses without diminishing the quality of the park.

**Five Year Capital Improvement Plan:**

- Recoat Tennis Courts: $14,000 (92, 97)
- Resurface Basketball Courts: $6,000
- Fencing: $8,000
- Backstop Rehabilitation: $3,000
- Gym/Pool Construction: $1,500,000 (dep. on wills)

| 17. Coleman Park - Maple Street West of North 12th Street | Community | Gingrich Memorial Swimming pool* Picnic tables (75) Tennis (6) Baseball (5) Football/soccer Snow skiing Hiking, walking, jogging Pavilions (10) Parking (431) Playgrounds (2) Benches Natural Trail Bicycle racks Restrooms Miniature Golf Course | 10.0 | Coleman Park Board of Trustees |

* The City of Lebanon is responsible for maintenance around the Gingrich Memorial swimming pool

**Observations:** Coleman Park is large with diverse activities which can satisfy much of the recreational demand by the community. Based upon a review of the U.S. Fish and Wildlife National Wetlands Inventory maps isolated pockets of wetlands are found at the park. The park generally appears clean and well maintained.
Five Year Capital Improvement Plan: (pool)

- Pool Painting $6,000 (92, 94)
- Diving Board Replacement $5,000
- Diving Standard Replacement $20,000
- Door Replacement $5,000
- Pool Pavilion $7,000
- Emergency Equipment $3,000

<table>
<thead>
<tr>
<th>Name</th>
<th>Type</th>
<th>Facilities</th>
<th>Acreage</th>
<th>Responsibility</th>
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</thead>
<tbody>
<tr>
<td>Quitty Greenbelt</td>
<td>Community</td>
<td>Benches</td>
<td></td>
<td></td>
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<tr>
<td>Veteran's Walkway</td>
<td></td>
<td>Tables</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Bile/Walking Path</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stover's Dam -</td>
<td>Regional</td>
<td>Picnic tables (20)</td>
<td>153.0*</td>
<td>City of Lebanon</td>
</tr>
<tr>
<td>Stover Street</td>
<td></td>
<td>Boating/ramp</td>
<td></td>
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<td></td>
<td></td>
<td>Fishing</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Baseball (2 lighted)</td>
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<tr>
<td></td>
<td></td>
<td>Horseback riding</td>
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<td></td>
<td></td>
<td>Camping</td>
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<td></td>
<td></td>
<td>Ice skating</td>
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<td></td>
<td></td>
<td>Hiking, walking, jogging</td>
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<td></td>
<td>Pavilion (1)</td>
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<td></td>
<td></td>
<td>Community theater</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Parking (250)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Nature center</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Activity area</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Benches</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Natural/wild areas</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Restrooms</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Community gardens</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Ten acres of the park are located within the City of Lebanon with the park extending into North Lebanon Township

Observations: Stoever's Dam Park further enhances the variety of recreational opportunities available to residents of the City. The park is clean and well maintained.

Five Year Capital Improvement Plan:

- Trail Work $3,000
- Fencing $6,000
- Pavilions $14,000
- Light Pole Replacement $14,000
- Restrooms $9,000
- Siltation Pond Cleanout $10,000
- Parking Lot - paving $4,000
- Additional Parking Lots $10,000
- Nature Barn Windows $5,000
- Community Theater - Paint $20,000
- Roof Replacement - NB $15,000
- Dredging - Main Lake $15,000
- Camping Area Expansion $8,000
Parks & Open Space

1994 COMPREHENSIVE PLAN UPDATE
CITY OF LEBANON, LEBANON COUNTY, PA

City of Lebanon Planning Commission
Mullin & Lonergan Associates, Inc. - Phila., PA  1994
3. **User Trends**

In Part 2 of this section, an inventory of parks was provided. The inventory depicts a diversity of parks available to the City of Lebanon residents.

In order to develop a perspective on how the parks impact on the lives of local residents, the City Recreation Department was asked to provide user data obtained over the past ten years. The Recreation Department offered the following statistics:

### Park User Trends

<table>
<thead>
<tr>
<th>Years</th>
<th>Playground Attendance</th>
<th>Pool Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1979</td>
<td>25,340</td>
<td>17,345</td>
</tr>
<tr>
<td>1980</td>
<td>25,340</td>
<td>30,188</td>
</tr>
<tr>
<td>1986</td>
<td>22,830</td>
<td>Closed</td>
</tr>
<tr>
<td>1988</td>
<td>14,593</td>
<td>21,697</td>
</tr>
<tr>
<td>1989</td>
<td>14,194</td>
<td>13,827</td>
</tr>
<tr>
<td>1990</td>
<td>13,500</td>
<td>15,504</td>
</tr>
<tr>
<td>1991</td>
<td>10,088</td>
<td>21,508</td>
</tr>
</tbody>
</table>

Source: Lebanon Recreation Department  
Note: Statistics include attendance taken on a daily basis at the 9 operating playgrounds over a 9 week period

The data shows that there has been a drastic decline in the use of playgrounds in the City of Lebanon. The Recreation Department offered the thoughts as possible reasons for the decline in park users as follows: 1) the children have become less active as technology has provided more home entertainment activities such as video games; and 2) parent interest in recreational activities for children has continued to decline as a result of both parents working.

The trends shown for the use of the pool is sporadic, as use depends largely on the weather. The low use shown in 1989 was a result of inclement weather. Conversely, the increased usage in 1991 was the result of unusually hot weather.

In an attempt to understand the future of recreation in the City of Lebanon, the Planning Commission investigated some of the changes that have taken place. The investigations led to some interesting questions as follows: 1) How does the decline in use impact on maintenance and future funding of parks in Lebanon? 2) How can the City heighten interest in the users of the parks? 3) How can the City heighten interests in the maintenance of the parks (both private and public)? 4) Should the City consider the closure of parks that have been underutilized and have become a burden on the overall park system? 5) How can the City continue to maintain the park system in light of increasing costs and decreasing funding?

The Recreation Department was able to respond to the questions by providing some insight into some of the recreational changes that have taken place in Lebanon over the past ten years. The summary information was extracted from a Recreation Department report on changing needs in the City of Lebanon and is included in Appendix 2. This information can be used as a valuable tool in formulating and implementing recreational policy.
4. **RECREATION NEEDS**

It is primarily the neighborhood association owned playgrounds in Lebanon that have undergone deterioration and underutilization. The lack of interest and financial resources commonly associated with the neighborhood groups are major problems experienced by the recreation community in Lebanon.

The changing dynamics of families and the population decrease are factors that have an impact on the recreational changes. Today many families have working mothers and fathers limiting the time parents have to involve themselves in their children's recreational activities. In addition, an increasing number of families are headed by females that do not have the support of a spouse and have only a limited amount of time, or energy to be involved in a recreation association.

The lack of funds available to the associations to maintain and improve parks is another factor leading to the deterioration of parks in Lebanon.

In light of the problems faced by the recreational associations, there is an identified need for an indoor recreational facility in the City of Lebanon. Each year many requests for additional indoor programs are taken by the Recreation Department. It is believed that an indoor recreation center would have a positive impact on the City as follows: 1) It would allow the Recreation Department to provide better services by coordinating the many activities into one location that now take place in different facilities. Currently the City uses five or more different facilities; 2) cut down on equipment needs, thus expenses; 3) allow recreation staff to more effectively use staff time; 4) schools are not providing the gyms free of charge, so the costs associated with user fees would be eliminated; 5) would allow the combining and expansion of the recreation department offices that are currently inadequate.

The noted recreational changes are further detailed in Appendix 2.
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Historic and
Cultural Resources
E. HISTORIC AND CULTURAL RESOURCES

In the last 10 to 15 years historic preservation has become increasingly important as a component for economic and residential neighborhood revitalization. In addition, historic preservation can be a catalyst for investment due to the availability of historic tax credits and housing preservation grants.

In 1989 the City of Lebanon initiated the preparation of a Comprehensive Historic Resource Survey. The completed survey complies with applicable guidelines published by the Pennsylvania Bureau of Historic Preservation. The purpose of the survey was to develop an inventory of historic resources in the City and to provide a basis with which to evaluate the significance of the resources.

This section of the City of Lebanon Comprehensive Plan Update summarizes the Comprehensive Historic Resource Survey conducted by Cae Jay Frederick Associates. (Refer to the Lebanon City Comprehensive Historic Resource Survey for detailed information)

1. HISTORICAL BACKGROUND

The City of Lebanon was first known as Steitz or Steitztown. In 1821 it became the Borough of Lebanon, and 65 years later in 1886 it became a Third class city. There were two factors that played a significant role in the development of Lebanon, 1) transportation (The Union canal and railroads); and 2) the iron industry.

The Union Canal, which was the first primary means of industrial transportation, helped expand the iron industry and thus the need for improved access, which led to the introduction of the railroads.

The development of Lebanon City can be divided into three historical periods as follows:

Period I - Lebanon as a village (1737-1820)

The first settlers in Lebanon where German immigrants. Among these German immigrants was George Steitz who settled along the Quittapahilla Creek and in 1732 acquired approximately 360 acres of land. In 1750, George Steitz began leasing lots to individuals on a ground rent basis. By 1756, Steitz designed a town plan he called Steitz Town.

The first settlers in Lebanon Valley were usually farmers attracted to the Valley's fertile land. As farming became more productive, different trades and industries moved into the Valley. As Lebanon grew, transportation became more important and thus the construction of the road system evolved.

Period II - Lebanon at the Beginning of Industrialization (1820-1920)

Ore deposits located in the south mountains would provide the raw materials that encouraged the iron industry and transportation systems to develop in Lebanon.
By 1827 the Union Canal connecting the Susquehanna and the Schuylkill Rivers was completed. By the mid-1800’s the railroads emerged and by 1885 forced the closing of the Union Canal.

Period III- Lebanon as an industrialized community (1920-1940)

The iron and steel industries peaked in Lebanon during this time period. The major steel factories in Lebanon began operation prior to WWI, but reached optimum operations between WWI and WWII.

Lebanon experienced its most rapid growth with the opening of the Union Canal, the railroads and the subsequent emergence of the iron industry. Much of the architectural significant construction that took place as a result of this growing community was the purpose for the Comprehensive Historic Resource Survey.

SIGNIFICANT HISTORIC AREAS IN LEBANON

The recent City-wide Comprehensive Historic Resource Survey encompassed 6,174 individual tax parcels out of a total 8,698. The properties developed after 1940 were excluded from the survey since the buildings generally are not considered historic.

The survey data indicates that of the 8,698 total properties in Lebanon, 7,073 or 87 percent are used for residential purposes, 747 are used for commercial purposes, and 40 are considered industrial buildings. In addition, 35 buildings are used for religious purposes.

The survey evaluated each building with a three tier evaluation system, with “A” representing the highest integrity. Integrity is a judgement of the authenticity of a property’s historic identity. Of the buildings surveyed, 1,103 were judged to exhibit good integrity (A), 2,038 were considered average (B), and 3,033 had poor integrity (C). Factors that degrade integrity include: 1) aluminum, asphalt, or asbestos siding; and 2) removal of cornice bracketing, ornate lintels and other decorative features.

Because many of the buildings in the City have lost significant features it was difficult for the consultant to identity architectural styles. Therefore, of the 6,174 buildings surveyed only 3,561 were actually dated to a specific time period.

The survey found that 252 of the buildings surveyed were dated to the initial settlement of Lebanon between 1737-1820. A majority of buildings (2,815) were dated to the industrial period between 1820-1920, and 92 buildings in the survey area were built after 1940.

Of the buildings surveyed, 2,815 represent Victorian and early twentieth century architectural styles. Between 1820-1920, 988 buildings represent one of the earlier Victorian styles including Greek Revival (1820-1860), Gothic (1830-1890), Italianate (1830-1890), Romanesque Revival (1840-1900), and Renaissance Revival (1840-1915); 1,191 buildings represent one of the mid-Victorian styles including Second Empire (1860-1890), Stick (1860-1890), Queen Anne (1860-1900), and Colonial Revival (1870-
1940). The remaining buildings represent various styles in the Late Victorian Period and styles popular during the first two decades of the Twentieth Century.

3. POTENTIAL HISTORIC DISTRICTS

The research associated with the Comprehensive Historic Resource Survey lead to the identification of seven potential historic districts in Lebanon and 650 buildings that are classified as having good integrity ("A"). The potential Historic Districts include:

Monument Park Historic District

The district encompasses 194 properties centered around Monument Park. The district contains a mixture of residential and neighborhood commercial uses. The neighborhood most likely developed in response to the need for housing the middle management of the neighboring factories and commercial ventures. The district is bounded on the south by the railroad and Lebanon Junior High School; on the east by Spruce Street; on the north by Guilford Street; and on the west by Eighth Street.

Business Historic District

The Business Historic District encompasses the traditional business/commercial district of Lebanon, centered around the intersection of Cumberland and Ninth Streets. The district includes 363 properties and is bounded on the south by Federal and Walton Streets; on the east by Gannon and Fifth Streets; on the north by Spring and C&L Streets; and on the west by Willow and Eleventh Streets.

Park Place Historic District

The Park Place Historic District includes 307 properties. It is contiguous to the Business District and is centered around Park Place at the intersection of Chestnut and Fifth Streets. The area basically consists of residential uses and was most likely developed in response to early demands for housing for the middle- and upper-management of the steel mill and other industrial and commercial ventures. The district is bounded on the south by Federal Street; on the east by Second Street; on the north by Spring and Walton Streets; and on the west by Fifth and Liberty Streets.

East Chestnut Street Historic District

The East Chestnut Street Historic District is a late 19th/early 20th Century residential neighborhood in the Eighth Ward along East Chestnut Street between Lincoln and Second Avenues. The area was probably developed later than the Park Place District and contains housing appropriate for lower- and middle-management steel mill employees. There are 29 properties within the boundary.

Hathaway Park Historic District

The Hathaway Park Historic District encompasses Hathaway Park and contains an excellent collection of 227 properties representing the early Colonial Revival
architectural style as well as examples of the subsets of Georgian Revival, Norman Revival and Tudor Revival. The district is bounded on the south by Pershing Avenue and Locust Street; on the east by Third Avenue; on the north by Federal and Walnut Streets; and on the west by Third Street and Lincoln Avenue.

Washington and 11th Streets Historic District

The Washington and 11th Streets Historic District includes 63 properties, which center around Oak and Eleventh Streets. The architecture includes middle- to late-Colonial Revival residential structures. The area also includes some Tudor Revival and Dutch Colonial Revival, as well as Bungalows and Four Squares. Most of the houses in the northern end of the district were built by Jerry Griner. The district is bounded on the south by Florence Street; on the east by Libby Street and the railroad; on the north by Washington Street; and on the west by Oak Street.

Oak and Elm Streets Historic District

The Oak and Elm Streets Historic District is located across Thirteenth Street from the Washington Street District. The district encompasses 107 properties and contains Bungalows and Four Squares with some Colonial Revival houses dispersed among them. The district is bounded on the south by Elm Street; on the east by Thirteenth Street; on the north by Oak Street; and on the west by Steitz and Sixteenth Streets.

4. INDIVIDUAL STRUCTURES

In addition to the seven potential historic districts identified above, the comprehensive Historic Resources Survey identified an additional 650 buildings with “A” integrity. The 650 buildings require additional review to investigate historic significance, especially since many of the properties are part of twin or row houses that may have less integrity. The value of the 650 buildings as resources may depend on environmental conditions.

The survey also identified 24 buildings that are possible log structures. Surviving log buildings are relatively rare across the U.S., therefore an additional investigation would have to be conducted to determine the significance of the log structures.

The survey also recognized the importance of evaluating the remaining vestiges of the industrial past, as many of the obsolete industrial structures have been abandoned and demolished.
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Transportation Report
F. TRANSPORTATION PLAN

In order to help realize City of Lebanon Comprehensive Plan Update goals and objectives, and to aid the implementation of the Land Use Plan, consideration must be given to the movement of people and goods through and around the City. Transportation is important to the everyday needs of residents, and it is also important to the movement of goods and services which help to sustain the local economy.

A long established network of roadways provides the primary method of transportation in the City of Lebanon. Streets are classified into a hierarchy taking into account both the function and service level of the road as well as basic road design standards. The City's 1985 Comprehensive Plan classified the streets in Lebanon. The classification system used is based on a hierarchy, taking into account the Federal Highway Administration classification system. The streets, as classified are identified on the City of Lebanon Comprehensive Plan Update Roadway Classification map. The FHA classification system is as follows:

**Freeway**

A freeway has limited or no access to abutting land uses. Access to freeways is generally limited only from major streets at interchanges. The desirable right-of-way width of freeways is greater than 300 feet.

<table>
<thead>
<tr>
<th>Freeway</th>
</tr>
</thead>
<tbody>
<tr>
<td>None within the City; Pennsylvania Turnpike and Interstate Route 78 fulfill the classification within the regional highway system.</td>
</tr>
</tbody>
</table>

**Arterial**

An arterial is often an inter-regional road in the street hierarchy conveying traffic between centers. Arterial roads are further classified as major arterial roads and minor arterial roads.

*Major Arterial* - are roadways serving as major feeders to and from the freeway system and carry traffic between the principal traffic generators in the region. Major arterial roads usually intersect at grade and utilize timed traffic signals and lane markings to facilitate traffic flow. Major arterial roads may also include the separation of opposing traffic lanes and full access control and grade separation at intersections which are generally widely spaced. The recommended right-of-way width of major arterial roads varies from 80 feet to in excess of 120 feet.

| Arterials - Major Routes 422, 72. |

*Minor Arterial* - are roadways serving to gather traffic from more than one local, minor or major collector street and leads it to a system of other minor arterial roads.
or major arterial roads. Minor arterial roads are characterized by direct land access
and often have only one lane of traffic in each direction. Where possible, the
desirable right-of-way width of a minor arterial road is 80 feet wide with a cartway
width of 40 feet.

<table>
<thead>
<tr>
<th>Arterials - Minor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maple east of N. 9th St; Lehman; Willow</td>
</tr>
<tr>
<td>from 16th to 3rd St; Chestnut; Oak from west</td>
</tr>
<tr>
<td>City border to S 6th St; Pershing from S 6th St</td>
</tr>
<tr>
<td>to S. 5th Ave; 12th St and 8th St from north</td>
</tr>
<tr>
<td>City border to Oak; 7th St from north City</td>
</tr>
<tr>
<td>border to Walnut; Lincoln from Maple to</td>
</tr>
<tr>
<td>south City border; State from Pershing south;</td>
</tr>
<tr>
<td>and N 5th Ave from Lehman to Cumberland.</td>
</tr>
</tbody>
</table>

Collectors

Collectors are those roadways that conduct and distribute traffic between lower-order residential streets and arterials and freeways. It is desirable that collector roads promote free traffic flow with parking restricted and direct access to residential land us avoided. The right-of-way width of collector roads varies from 50 feet to 80 feet.

<table>
<thead>
<tr>
<th>Collectors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Guilford; N 3rd Ave.; N 8th Ave; 5th St</td>
</tr>
<tr>
<td>between Guilford and Locust; 6th St between</td>
</tr>
<tr>
<td>Willow and Pershing; 3rd St. from</td>
</tr>
<tr>
<td>Cumberland to Pershing; Locust between</td>
</tr>
<tr>
<td>10th St and Lincoln; Hauck and Duke</td>
</tr>
<tr>
<td>between Quentin and Cornwall</td>
</tr>
</tbody>
</table>

Local Streets

Local streets have the function of providing access to abutting properties, primarily residential uses. Local streets usually have less than 25 residences. Local streets also serve as easements for the various public utilities and provide light and air to adjacent buildings. The desirable right-of-way width of local streets is 50 feet with appropriate easements for sidewalks, shade trees and utilities. Local streets generally have a cartway width of 30 to 36 feet.

<table>
<thead>
<tr>
<th>Local Streets</th>
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</thead>
<tbody>
<tr>
<td>Generally remainder of streets.</td>
</tr>
</tbody>
</table>

The FHA standards are intended as a guide and not as mandates. There are many factors which serve to make up a traffic system and that system's ability to move pedestrians and traffic efficiently and safely.
Public Transportation

The County of Lebanon Transit Authority (COLT) operates a bus system throughout Lebanon including the City. The COLT operates ten bus routes in Lebanon with most of the routes extending outside of the City. Buses operate Monday through Saturday. Weekday service begins at 6:00 am and continues until 6:00 pm. Saturday service begins at 7:00 am. Fares are $0.85 within the City and $1.25 to travel outside of Lebanon. Senior citizens ride free from 9:00 am to 3:30 pm and fares for students are $0.40. The ten bus routes in Lebanon provide extensive coverage of the City allowing convenient travel throughout the community. The COLT has no plans for changing its routes in the City. The COLT is in the process of replacing its fleet of buses to accommodate the requirements of the American with Disabilities Act.

1. REGIONAL CONSIDERATIONS

For many years there have been discussions and proposals for a by-pass system of roads surrounding the City and known as the Route 72 by-pass and the North Lebanon by-pass which would tie into the Route 72 by-pass. The proposals have not gotten much beyond the idea stage.

PennDOT has completed a Corridor Location Study and an Environmental Impact Statement for the Route 72 by-pass. Three alternatives were studied: a western by-pass, an eastern by-pass, and improvement of Route 72 as a one-way pair. While the western corridor was originally selected as the location of the by-pass, cost contraints have eliminated it from consideration. PennDOT now plans upgrading Route 72 through the City enhancing flow and improving safety. No specific plan has been completed, but PennDOT anticipates upgrading will involve improving traffic signals; lane widenings; upgrading of the railroad crossings, possibly with an underpass or overpass; and possibly eliminating the paved one-way roadways and constructing one two-way roadway. PennDOT does not provide a timetable for completion of the improvements to Route 72 through Lebanon.

The Lebanon Chamber of Commerce has completed a study of Route 422 through the City. In lieu of the availability of funding to complete a Route 422 by-pass around the City, the Chamber’s study recommends completion of upgrades to Route 422, similar to those proposed by PennDOT for Route 72, to enhance flow and improve safety.

The provision of the Route 422 upgrading at the very least could have positive economic consequences for the City and the ability to move goods and services.

More specific detail on the types of improvements are provided below.

2. LOCAL STREET SYSTEM

The principal arterials through the City are Route 422 (east - west) which is Cumberland Street and Walnut Street within the City limits, and Route 72 which
enters the City from the south along Quentin Road and extends onto Ninth Street (northbound) and Tenth Street (southbound).

A Traffic Circulation and Access Study, commissioned by PennDOT, was completed in the spring of 1989 in support of the City's Enterprise Zone program. The study identifies traffic flow problems within the Enterprise Zone and makes proposals intended to mitigate them. The recommendations call for a number of improvements intended to promote a more efficient flow of traffic through the City and to support greater levels of traffic expected as a result of increased economic activity. Specifically, the recommendations are intended to provide better access to redevelopment areas in the Enterprise Zone and to improve the flow of traffic in the Cumberland Street Central Business District.

The City's Enterprise Zone Plan activated in 1984 calls for a number of improvements to these throughways. The improvements are intended to promote a more efficient flow of traffic through the City and to support greater levels of traffic as a result of increased economic activity. The following text is extracted directly from a study completed by GAI Consultants in 1989 which was commissioned by the Pennsylvania Department of Transportation in support of the City's Enterprise Zone Strategy. This document should be consulted for cost estimates and detailed descriptions.

Traffic congestion, delays, and hazards can be effectively eliminated by coordinating signals at the various cross-streets, and by re-routing the westbound flow onto Willow Street. The latter requires the construction of a by-pass from Cumberland Street to Willow Street and one to return traffic to Cumberland Street near the western border of the City. A less expensive alternative would be to open up Cumberland Street to two-way traffic. The study is concluded with a prioritized list of projects intended for consideration and consultation by the Pennsylvania Department of Transportation to assess the City's needs and target funds to meet these needs.

Since completion of the 1989 study, PennDOT has turned down the proposal to open up Cumberland Street to two-way traffic.

The improvements discussed below are intended to achieve two related goals; provide better access to redevelopment areas in the Enterprise Zone and improve traffic flow in the Cumberland Street Central Business District. Current problems include traffic delays and accidents on Cumberland Street (Route 422 westbound) and on 9th Street (Route 72 northbound) and 10th Street (Route 72 southbound).

The following provides an outline of the particular transportation issues that the recommended improvements will alleviate.

- Cumberland Street, the main commercial street in the City is one-way westbound. It serves local shopping and business traffic as well as Route 422 westbound through traffic, carrying up to an average of 22,000 vehicles per day (ADT).
Traffic delays on Cumberland Street result from curbside parking, heavy truck traffic, and only partial signal coordination.

Traffic delays on Walnut Street (Route 422 east).

Lack of signal coordination causes delays on Route 72 northbound (9th Street) and southbound (10th Street).

There are several rear-end accident locations in the Enterprise Zone.

Through trucks using Route 422 cause traffic delays in the Central Business District.

Curbside parking on Cumberland Street causes traffic delays in the Central Business District.

An evaluation was made of the transportation problems identified in the previous section in conjunction with reviews by the City of Lebanon and PennDOT, and several improvement projects were proposed. The following list describes these projects. Project #1 can be done with either Project 2 or 3; however projects 2 and 3 are mutually exclusive, either 2 or 3 would be constructed, not both.

1. Coordinate signals at the following intersections:
   a. Cumberland Street: 4th, 5th, 6th, 7th, 8th, 9th, 10th, and 12th Streets
   b. Walnut Street: 6th, 8th, 9th, 10th, and 12th Streets
   c. Willow Street: 5th, 7th, 8th, 9th, 10th, and 12th Streets
   d. Chestnut Street: 6th, 7th, 8th, 9th, 10th, and 12th Streets

Signal coordination in the City of Lebanon was identified by PennDOT in 1984 as a possible ECONS project. Included in that potential project were many of the intersections recommended above for coordination.

2. Construct an alternate route to Cumberland Street with new connectors between Cumberland Street and Willow Street, near the east and west ends of the Enterprise Zone, open Cumberland Street to two-way traffic, with parking on both sides and make Willow Street one-way westbound. This project includes the following items.
   a. Construct a connector roadway for westbound through traffic (Route 422 West) from Cumberland Street to Willow Street, following Spring Street between Lincoln Avenue and Third St. Design Studies should establish design criteria and geometrical feasibility of this connector.
b. Construct a connector roadway from Willow Street to Cumberland Street along the creek channel west of the former box company building, intersecting Cumberland Street east of Twelfth Street. Design studies should establish design criteria and geometrical feasibility of this connector.

c. Open Cumberland Street to two-way traffic (one lane in each direction plus left-turn lanes) and signalize at 4th, 5th, 6th, 7th, 8th, 9th, 10th, and 12th streets.

d. Make Willow Street one way westbound and sign it T.R. 422 West.

3. Open Cumberland Street to two-way traffic with parking on the north side and eliminate parking on the south side; and sign 5th Street and Willow Street for Route 72 North auto traffic only. Trucks would continue to use T.R. 72 North at 10th Street. (problem 1)

a. Open Cumberland Street to two-way traffic and signalize at 4th, 5th, 6th, 7th, 8th, 9th, 10th, and 12th Streets.

b. Provide signing for 5th Street and for Willow Street.

Alternatives 2 and 3 would require elimination of 39 parking spaces or 97 parking spaces, respectively, on Cumberland Street. In a study of parking and traffic in the Enterprise Zone, Enterprise Zone Area Parking and Traffic Study for the City of Lebanon, PA, Benatec Associates, Inc., October 19, 1984, several options for providing additional off-street parking were identified. Four surface lot locations were investigated: Seventh and Chestnut Streets (56 additional spaces), Seventh and Cumberland Streets (72 additional spaces), Sixth and Willow Streets (117 additional spaces), and Walnut and Liberty Streets (118 additional spaces). Four parking structure locations were also considered in that study, at 7th and Chestnut Streets (300 additional spaces), 7th and Cumberland Streets (232 additional spaces), 9th and Cumberland Streets (217 additional spaces). The study concluded that there appear to be satisfactory locations available for the development of off-street sites. Provision of additional spaces would require property acquisition and increased parking fees.

3. TRANSPORTATION, CIRCULATION, PARKING

The City has identified several intersections which require circulation improvements. Additional considerations are necessary as a result of the HACC. Parking and circulation in the downtown will become more critical in terms of location, availability and access. Control of parking lot usage will also be important. For example, in early 1990 the free parking lot at 9th and Cumberland was more full than ever. It was suspected that some businesses' employees are utilizing this lot for all day parking.

In the spring of 1991 the Planning Commission completed a report entitled Review of Problem Intersections. The report identifies the observed problem and offers recommendations for improvements. The report is included as Appendix 3 of the City of Lebanon Comprehensive Plan Update.
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Opportunities and Constraints
SECTION II

CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

City of Lebanon Comprehensive Plan Update
G. OPPORTUNITIES AND CONSTRAINTS

To determine views and opinions regarding the City of Lebanon, a survey was distributed to the members of the City Council, the Planning Commission and the Zoning Hearing Board. Based upon the results of the survey in addition interviews with local officials and through field observations, opportunities and constraints have been identified. Opportunities represent features, policies or programs that enhance the City's environment and represent the chance for promoting policy to improve the environment of the City. Constraints represent aspects of the City that detract from its environment requiring comprehensive planning goals and objectives and recommended policies to mitigate negative impacts, and turn into opportunities.

Opportunities and Constraints Analysis

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Constraints</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accessible central location within County;</td>
<td>Older housing stock;</td>
</tr>
<tr>
<td>Availability of diverse housing;</td>
<td>Limited land for new development;</td>
</tr>
<tr>
<td>Convenient and varied services;</td>
<td>Aging infrastructure;</td>
</tr>
<tr>
<td>Sufficient capacity of City services;</td>
<td>Low ratio of owners to renters;</td>
</tr>
<tr>
<td>Affordable housing;</td>
<td>Diminishing resources to address complex social concerns;</td>
</tr>
<tr>
<td>Organized programs for economic development with EZP and County Economic Development Council;</td>
<td>Congestion on Routes 72 and 422;</td>
</tr>
<tr>
<td>Attractive historic structures;</td>
<td>Continued out-migration of middle class;</td>
</tr>
<tr>
<td>Friendly people;</td>
<td>Visual clutter of east entrance to City;</td>
</tr>
<tr>
<td>Redevelopment of Progress Park;</td>
<td>Lack of tenants at Progress Park;</td>
</tr>
<tr>
<td>Active C9D organization;</td>
<td>Poorly maintained railroad crossings;</td>
</tr>
<tr>
<td>Availability of diverse services.</td>
<td>Lack of bridge over railroad connecting north and south;</td>
</tr>
<tr>
<td></td>
<td>Decreasing volunteer base.</td>
</tr>
</tbody>
</table>
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Goals and Objectives
A. GOALS AND OBJECTIVES

The following section the City of Lebanon Comprehensive Plan Update provides a review of the goals and objectives established for the City's planning program by the 1985 Comprehensive Plan. Upon review of the goals and objectives of the 1985 Comprehensive Plan, the goals and objectives will be revised, establishing updated goals and objectives for the City of Lebanon Comprehensive Plan Update responsive to changing trends, needs and assumptions.

1. WHAT ARE GOALS AND OBJECTIVES?

The adopted City of Lebanon Comprehensive Plan Update will provide policies describing a course of action for the City with regard to its physical development and redevelopment. The policies devised by the City of Lebanon Comprehensive Plan Update are intended to guide the City toward desired and agreed upon goals and objectives. Goals and objectives provided in this section are the guiding principles upon which proposals for land use, development and redevelopment are based. Goals are broad topics corresponding to major elements of the City of Lebanon Comprehensive Plan Update. Objectives are specific policies to be advanced by the goals.

2. PREVIOUS CITY OF LEBANON COMPREHENSIVE PLAN GOALS AND OBJECTIVES

The City's comprehensive planning goals and objectives were last reviewed and revised during completion of the 1985 Comprehensive Plan. In agreement with community desires and noted trends, goals established by the 1985 Comprehensive Plan recognized the need to formulate policies to foster economic stability through encouraging a diverse economic base in the community; promoted upkeep and maintenance of the City's housing stock; supported efforts to upgrade the aesthetic and visual quality of the City; encouraged compatibility among the varied land uses in the compact and highly developed City; and promoted reversal of the declining population, job base and housing quality. Goals advanced by the 1985 Comprehensive Plan also sought to maintain and upgrade the overall quality of life in Lebanon through promotion of upkeep and upgrading of the educational, cultural and recreational resources. In recognition of the continuation of many of the same conditions affecting Lebanon today and likely into the future, as affected the City in 1985, goals and objectives formulated for this City of Lebanon Comprehensive Plan Update continue to advance the same and similar policies. Because, however, of some noted changes in trends and assumptions in addition to changes in the Municipalities Planning Code which was revised in 1988, the goals and objectives are revised and updated serving to coordinate policies to be responsive to the noted changes and programs.

The goals and objectives presented in this section of the City of Lebanon Comprehensive Plan Update are presented to coordinate with the policy section that immediately follows this section. Because of interrelatedness of the various policy sections resulting from the comprehensive nature of the City's planning program, goals and objectives formulated for the City of Lebanon Comprehensive Plan Update overlap between the various policy recommendations.
The goals and objectives included in the City of Lebanon Comprehensive Plan Update provide a vision statement of the future of Lebanon building on past and present planning efforts completed in the City. The goals and objectives aspire to preserve Lebanon's character through the maintaining and upgrading of its physical environment providing for a hospitable and inviting place to live and work. The goals and objectives further seek to conserve the quality of life in the City by addressing the need for balancing economic development with preservation of Lebanon’s residential land uses, along with the varied community and natural resources.

The following are the City of Lebanon Comprehensive Plan Update goals and objectives. In recognition that many of the goals and objectives from the City's 1985 Comprehensive Plan are still applicable, the 1985 Comprehensive Plan goals and objectives are used as a basis in formulating revised goals and objectives for the City of Lebanon Comprehensive Plan Update. The goals and objectives of the City of Lebanon Comprehensive Plan Update are reorganized to center around specific topics corresponding to planning elements outlined by the Municipalities Planning Code.

LAND USE GOAL:

Encourage an organized land use pattern in harmony with the existing character and natural constraints of Lebanon providing for a safe, attractive and economically viable community for its residents.

OBJECTIVES:

1. Preserve the established land use patterns of Lebanon encouraging development and redevelopment appropriate to the scale and character of the established and highly developed nature of the City.

2. Promote opportunities for development and redevelopment of diversified economic activities in appropriate areas of Lebanon while maintaining the quality of life and the City’s varied resources. Ensure the non-residential land use is appropriate to the scale and contributing to the visual character of Lebanon.

3. Protect environmentally sensitive areas and ensure a compatible balance between economic and environmental interests.

4. Assure preservation and encourage adaption of the City’s historic resources and structures in a manner conducive to the character of Lebanon and in a manner considerate to the assets.
HOUSING GOAL:

Provide opportunities for a range of housing types in Lebanon satisfying all housing needs as well as preserving the established residential areas by maintaining and upgrading the existing housing stock.

OBJECTIVES:

1. Support the stabilization of the existing housing stock to the advantage of the community, through rehabilitation efforts, specifically geared toward the deteriorating housing stock of low- and moderate-income households.

2. Continue to ensure the opportunity for the diverse population residing in Lebanon through encouraging the provision of a range of housing types, where appropriate.

3. Seek preservation of the residential neighborhoods and their housing stock through continuation of expansion of homeownership opportunities in Lebanon, particularly for low- and moderate-income households.

TRANSPORTATION AND CIRCULATION GOALS:

Ensure a coordinated circulation system which enables the safe and efficient movement of all people and goods.

OBJECTIVES:

1. Improve the local transportation and circulation system securing safety in the movement of people and goods and enhance movement through cooperation, where possible and feasible, with the regional transportation and circulation system.

2. Devise improvements to the transportation and circulation system in coordination with the highly developed City minimizing conflicts and disruption to the City's existing land uses with particular attention to Lebanon's varied community, historic, and recreational resources.

3. Form a comprehensive transportation and circulation system in Lebanon which coordinates land use planning and transportation planning with capital improvements programming.

COMMUNITY SERVICES AND FACILITIES GOALS:

Guarantee the provision of an adequate range of services and facilities to accommodate the changing needs of the City in an effective and efficient manner.
OBJECTIVES:

1. Promote the efficient delivery of services ensuring all areas of Lebanon are adequately served.

2. Plan for changes in land use and demographic character which require change in City services and their delivery.

3. Continue to provide the opportunity for varied recreational activity serving a diverse and changing population, convenient to the residents with recreational activities also appropriate to their location.

4. Seek occasions for coordination of delivery of services on a regional basis where possible and feasible.

5. Assure upgrading of City services, particularly the older infrastructure ensuring safety in an efficient manner through coordination with Lebanon's capital improvement program.
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Land Use
B. LAND USE PLANNING STRATEGY

The Proposed Generalized Land Use map shows the updated land use plan for the City of Lebanon. Because the City is highly developed with an integrated land use pattern, there are only minimal changes from the 1985 Comprehensive Plan land use plan to the City of Lebanon Comprehensive Plan Update land use plan. The revisions to the land use plan generally acknowledge appropriate changes in the City's land use plan that have occurred since completion of the 1985 Comprehensive Plan, coordinating the land use plan with the existing land use pattern in agreement with the City's comprehensive planning goals and objectives. The revised land use plan does not establish any new land use categories with the designations from the 1985 Comprehensive Plan providing the basis for the City of Lebanon Comprehensive Plan Update land use designations. The meaning and purpose of the land use designations established by the 1985 Comprehensive Plan are still applicable. In agreement with the 1985 Comprehensive Plan the purpose of the land use plan for the City of Lebanon Comprehensive Plan Update is as follows:

<table>
<thead>
<tr>
<th>Purpose of Land Use Plan:</th>
<th>To provide a conceptual scheme which will permit the many types of land uses to interact in a harmonious way;</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>To provide a sound physical, economic and social basis for future land use; and</td>
</tr>
<tr>
<td></td>
<td>To provide standards which will assure sound and aesthetically pleasing land uses.</td>
</tr>
</tbody>
</table>

Provide a Conceptual Scheme Permitting Land Use to Interact in a Harmonious Way:

Promoting a harmonious land use plan for the City involves revisions to the Land Use Plan which are implemented through revisions to the Zoning Map and also revisions to the land use policies which are implemented with revisions to the Zoning Ordinance.

Revisions to the Land Use Plan:

- Extension of the Commercial Neighborhood designation along the lots fronting the west side of Quentin Road between Martin Street and Colebrook Road in recognition of the observed land use at the accessible location.

- Designation of the tract at the southwest portion of City residential high density from residential low density in recognition of the observed land use.

- Classification of parcel between Guilford and Roosevelt Streets as residential high density from industrial.

- Categorization of site one identified by the vacant and underutilized site review and consisting of the parcel in the northwest portion of the City and bounded by Maple Street and Jonestown Street, as industrial. Use of site one for industrial use is compatible with the existing use of the site as a spoils site.
Use of site one will require the applicant for development to demonstrate the adequacy of the soils on the site to support the land use and also, if necessary, to upgrade the infrastructure to support development of the site. Any use will also require the applicant demonstrate no negative impact to wet lands observed on the site. The recommendation of continued industrial use of site one can be accommodated without negative impact to surrounding land uses and traffic on the access roads to the site.

- Designation of the southwest corner of site one as business in conformance with the existing use of the accessible and visible site at the intersection along a major roadway through the City.

- Categorization of lands at the east edge of the City along Route 422 as commercial from industrial based upon the consideration of its location along the busy highway, the decreased industrial sector in the City, and in agreement with the observed land use pattern.

- Classification of lands just north of the railroad tracks adjoining 5th Street as residential high density and commercial compatible with the existing land use pattern.

The Land Use Plan is a generalized description of the manner in which land should be used. The Land Use Plan is not a zoning map. Recommended land use changes are put in place through amendments to the City’s Zoning Map. In addition to changes in the zoning map, changes in the implementation of land use policy through amendments to the zoning ordinance and the other land development policies of the City are also recommended.

**Revisions to Land Use Policy:**

**Single-Family Housing in the Manufacturing Zones.** Permit single-family housing in areas of the City designated by the Zoning Ordinance as manufacturing. Allowing housing in the manufacturing zones promotes opportunities for adaptive use of many of the underutilized sites without diminishing the potential use of the site in agreement with its manufacturing zoning designation. The recommendation potentially impacts all industrial sites in the City including site two examined as part of the land use analysis portion of the City of Lebanon Comprehensive Update. While industrial use is appropriate to site two, residential land use is also appropriate based on the consideration of surrounding land uses, particularly Coleman Memorial Park.

To ensure housing developed on industrial sites, including site two, is not negatively impacted by any remaining industrial uses on the site, sites in the manufacturing zones proposed for housing should be required to consist of a minimum of fifteen developed acres. Also the housing should be setback a sufficient distance from the boundaries of the industrial site ensuring adequate buffering of the residential use from the industrial use. Appropriate minimum buffers would be 75 to 100 feet. Housing developed in the manufacturing zone should be developed in agreement with the Residential Low Density regulations. To
ensure protection of environmentally sensitive lands associated with some of the manufacturing zoned sites, the City could adopt regulations in agreement with Section 603(5) of the Pennsylvania Municipalities Planning Code (MPC). Section 603(5) of the MPC provides that a zoning ordinance may include provisions for protection and preservation of natural resources. Illustrative zoning guidelines for the protection of natural resources are provided further in this section.

| Housing in the Manufacturing Zone. | Allowing housing in the manufacturing zones promotes opportunities for adaptive use of many of the underutilized sites without diminishing the potential use of the site in agreement with its manufacturing zoning designation. |

**New Housing Types.** Since completion of the City's 1985 Comprehensive Plan new types of housing have occurred in Lebanon. The new housing types result from changing lifestyles that have created demand for various living arrangements. The new housing types are not addressed by the City's Zoning Ordinance. To offer guidance with regard to siting the new housing types in the City, it is recommended that the City's Zoning Ordinance be amended to provide definitions for the housing types and also that the Zoning Ordinance be amended to provide the uses in the various zones as appropriate to the purpose of the particular zone. Illustrative definitions and zoning guidelines for the new housing types are provided in the City of Lebanon Comprehensive Plan Update Housing Planning Strategy following this part.

**Preservation of Natural Resources.** As noted above, the MPC was revised to allow communities to include provisions for the protection and preservation of natural resources in agreement with comprehensive planning goals and objectives. To ensure protection of environmentally sensitive lands, particularly those associated with the two sites evaluated as part of the land use analysis portion of the City of Lebanon Comprehensive Plan Update, the City could adopt regulations in agreement with Section 603(5) of the MPC. A natural resource protection ordinance implemented by the City would require applicants for a land development to provide information regarding specified environmentally sensitive lands. The purpose is to prevent inappropriate development from taking place in the City of Lebanon and protect persons and property from hazards resulting from the inappropriate development of land containing sensitive, unstable or hazardous natural resources or features. The ordinance could prevent the percent of disturbance of the natural resources. A section providing protection of natural resources would be most appropriately added to Article VII of the City's Zoning Ordinance.

<table>
<thead>
<tr>
<th>Natural Resource Type</th>
<th>Maximum Percentage of Disturbance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Floodplains</td>
<td>0 percent</td>
</tr>
<tr>
<td>Streams, wetlands, lakes, ponds</td>
<td>0 percent</td>
</tr>
<tr>
<td>Wetland margins</td>
<td>No more than 20 percent</td>
</tr>
<tr>
<td>Steep slopes of 25 percent or more</td>
<td>No more than 20 percent</td>
</tr>
<tr>
<td>Steep slopes of 15 to 25 percent</td>
<td>No more than 30 percent</td>
</tr>
<tr>
<td>Woodlands</td>
<td>No more than 40 percent</td>
</tr>
</tbody>
</table>
Provide a Sound Physical, Economic and Social Basis for Future Land Use:

Inventory of Industrial Sites. While there is still an active and viable industrial sector in the City, Lebanon's industrial sector has decreased with fewer land uses classified as industrial than in 1985. Because of changing conditions, primarily changing manufacturing processes with technological advances resulting in the need for fewer employees and fewer industrial spaces, it is expected that the need for many of the existing manufacturing buildings and sites in Lebanon will not be required in the future. Accordingly, many of the industrial spaces in the City are now either temporarily obsolete or abandoned. The temporarily obsolete and abandoned sites in the City can be considered a significant urban resource. Some of the industrial sites have been successfully redeveloped for other land uses or for new industrial uses. Through its enterprise zone program, the City is actively promoting redevelopment of a portion of the Bethlehem Steel plant site as the Progress Park industrial park.

Neglecting the issue of abandoned and neglected properties in Lebanon can have disastrous results. Abandoned and obsolete industrial properties in Lebanon produce no legal revenues. The properties lower nearby property values, create public costs, and are expensive to police. Abandoned properties often frighten residents and business owners into leaving the vicinity, producing more abandonment. Because the abandoned and obsolete properties lie on potentially valuable land, they also mean a substantial loss to the City in foregone taxes.

Abandoned and obsolete properties are also expensive to decontaminate because of contamination from, for example, buried oil and chemical tanks, abandoned landfills, and properties that previously belonged to metal industries. To promote the reuse and redevelopment of abandoned and obsolete properties in the City, it is recommended that Lebanon undertake and maintain an inventory of abandoned and obsolete properties. Inventoried properties can be identified for reuse potential and possibly marketed in association with activities of the City's Enterprise Zone Program or through the County's Economic Development Council. In association with efforts to mitigate negative impacts associated with abandoned and obsolete properties in Lebanon, the City should encourage frequent inspections to enforce zoning and building codes and to prevent the accumulation of toxic waste, garbage, and dangerous structures. The City should also work to maintain fire, police, medical, and social services in areas threatened or impacted by abandoned or obsolete properties. The City should also promote the timely municipal acquisition of tax-delinquent properties. The properties can then be offered for sale at reduced prices. Finally, the City of Lebanon can support neighborhood-based cleanup such as the make over of an abandoned factory into a recreation center or of a weed-strewn vacant lot into a community garden.

Upon identification of abandoned properties, the City should seek Site Assessment Fund Program (SAFP) assistance available through the Pennsylvania Department of Community Affairs (DCA). The SAFP provides assistance for environmental assessments at abandoned industrial sites where contamination is suspected or known to exist and no responsible party for the contamination can be pursued through enforcement. The goal of the program is to allow a community to create competitive industrial and commercial sites at vacant industrial properties. The
program serves to bring blighted land into productive reuse, limiting development at greenfield or undeveloped and open sites.

Economic Development Land Use Considerations. The EZP has taken the lead in planning for and promoting economic development in the City. Over its six years of existence, the EZP has completed many significant accomplishments, as outlined in section IA of the City of Lebanon Comprehensive Plan Update, to enhance the City's economic environment. To ensure continued positive results, the City will require land use policies compatible with the efforts of the EZP without negative impact to the highly developed character and integrated land use pattern of the City.

<table>
<thead>
<tr>
<th>Commercial district land use concerns.</th>
<th>Ensure land use policy is compatible with the objectives of the EZP, but also ensure land use policy adequately addresses the consideration of preservation of health, safety and welfare of existing residents and neighborhoods in the community and promotes opportunities for continued economic development in Lebanon.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promote diversity of commercial land use.</td>
<td></td>
</tr>
</tbody>
</table>

Members of the business community indicate that land use policies of the City, as established by the 1985 Comprehensive Plan and implemented by the Zoning Ordinance, do not deter or inhibit economic development in Lebanon. In implementation of the land use policy, the City should continue to ensure that new and revitalized commercial and industrial land uses in Lebanon serving to enhance the economic development potential of the City should be compatible and respectful of the scale, texture and quality of existing uses. Intense commercial and industrial development should be directed to areas that can accommodate such uses without disruption to existing neighborhoods. Development in "planned" settings such as the Progress Industrial Park is encouraged allowing for better control over the more intense uses, ensuring sufficient setbacks, adequate landscaping and buffering, and traffic control. New infill development in the CBD does not have to be designed to replicate the details of the older buildings, but new infill development should respect and maintain the character, scale and proportion of the older established CBD. Continuation of the highly developed and integrated nature of the CBD is encouraged.

Retail activity is important to the continued success of the City's commercial districts, particularly its CBD. Generally it is recognized that retail trade brings pedestrians to downtown's sidewalks and, therefore, gives the downtown a look of activity and health. Land use policy for the City's commercial districts, however, should continue to provide opportunities for varied land use such as the traditional commercial "anchors", and also professional offices, specialty retail shops, but also non-traditional anchors such as cultural and entertainment uses, government uses, and housing. The campus of the Harrisburg Area Community College located in the CBD serves as a non-traditional anchor. The opportunity for varied land uses promotes redevelopment allowing for renewed vitality of Lebanon's commercial districts. Varied land used in the CBD serves to attract the greatest number of people to work, shop, and visit the downtown. In addition to providing for varied land use,
the City could also identify opportunities for specialty retail niches, seeking to promote the City as the center of the retail activity.

Activities and strategies to promote the upkeep of preservation and protection of the older buildings in the CBD is advocated complementing and supporting the activities of the Center of Lebanon Association (CLA). The CLA has a Facade Restoration program. While property owners in the CBD have indicated interest in restoring their building facades, limited and unreliable funding of the CLA's Facade Restoration program has resulted in no facades being restored. To promote the preservation and protection of older buildings in the CBD in support of the CLA's on-going program, the City could seek opportunities to assist the CLA in securing adequate and reliable funding. One available source would be the City's CDBG funds with the City providing matching grants to funds provided by the CLA or the property owner.

<table>
<thead>
<tr>
<th>Parking in commercial districts</th>
<th>Cooperate with the EZP in locating parking lots, but ensure parking lots do not negatively impact safety and aesthetics in the City, particularly the CBD.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ensure efficient use of existing parking spaces.</td>
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</tr>
</tbody>
</table>

Parking has been identified as a need in the City’s CBD. Because of the highly developed nature of the CBD, locations for parking lots are limited. Siting of parking lots in and proximate to the CBD requires careful consideration to ensure that the parking lot does not visually detract with the scale and features of the CBD. Additionally, the siting of parking lots requires consideration of pedestrian safety as driveways cut through the sidewalk to provide access to the parking lot interfere with pedestrian safety.

Efforts to provide sufficient off-street parking, particularly for employees and long-term visitors to Lebanon’s commercial district is important. Convenient adequate parking encourages use of the CBD and lessens traffic moving through the CBD by shoppers looking for on-street parking. In identifying suitable sites for parking lots to serve the CBD, it is recommended that the sites be located at the edge of the CBD where they can intercept cars at their point of arrival. Location of parking lots at the edge of the CBD will improve pedestrian safety of the more highly developed portions of the CBD and minimize the negative visual impact to the CBD from the siting of the parking lot within a developed area.

In addition to supply of parking spaces, strategies to provide parking should also consider managing existing parking. Management of parking ensures the efficient use of existing parking spaces. Parking management considers opportunities for the sharing of existing parking. Sharing could consist of use by workers and shoppers during the day with residents during the night. Sharing could also consist of sharing by the predominately daytime uses with the predominately nighttime uses such as the sharing by retail uses with the Colonial Theater. Shared parking provides additional parking spaces for the CBD without the need to create a new parking lot. Simply adding the parking demands for each use results in an unrealistically high parking requirement. Consequently, many communities with shared parking have
adopted shared parking requirements. The following are basic steps for learning shared parking requirements.

1. Initial project review.
   The sizing and functional relationship of project land uses based upon market research, zoning, and site constraints are reviewed.

2. Peak parking factor adjustments.
   Appropriate peak parking accumulation factors for each land use are figured out and then adjusted to reflect site-specific factors, such as transit use and captive markets.

3. Hourly accumulation analysis.
   The hourly, daily, and seasonal parking accumulation for each land use are estimated.

4. Shared parking estimates.
   Finally, hourly, daily, and seasonal parking accumulation are estimated.

Also, parking management considers the potential of maintaining the most convenient parking spaces for customers. Business owners and employees in the CBD should be required to park in the spaces that are less conveniently located.

| Workforce considerations | Identify opportunities, in cooperation with the EZP, to enhance the skills of the City's workforce. |

Economic development in the City of Lebanon requires an available workforce suitable to provide employees. Because of the constantly changing nature of work requiring a more highly educated and skilled workforce, consideration of the suitability of the workforce is important to sustaining planning for economic development.

The City's population has increased its educational attainment since 1980. The educational attainment of the City's population still lags behind the County-wide population. The jobs created by the changing economy will require a workforce that is literate and able to communicate. To help prepare the City of Lebanon workforce and to ensure that City residents benefit from jobs created by the efforts of the EZP, it is recommended the City explore the establishment of an Employment Fund (EF).

The EF, which is envisioned as a private, non-profit organization, would contract with agencies already providing literacy programs and training in job readiness skills, thus allowing existing programs to reach a greater number of people. The money for the effort could be raised through voluntary and in-kind contributions from businesses.

A key EF objective should be to customize job training for adults and students to specific job opportunities in the City. Also, the EF should support school district and private sector cooperative programs that seek to reduce the number of dropouts, teach job readiness skills, and provide vocational training and increase day care opportunities. The EF should help recruit City residents for Lebanon jobs.
Provide Standards Which Assure Sound and Aesthetically Pleasing Land Use:

*Design of Signs.* Signs are an important and often overlooked feature, particularly signs associated with commercial land use. There is a need to ensure signs do not create clutter and become worn-out. The City should review sign regulations of Section 704 of the Zoning Ordinance applicable to commercial land use ensuring regulations are designed to create a legible, coherent, consistently applied, intelligently designed system of signs. The CLA has expressed interest in working with the City in establishing new sign standards specifically for the CBD district. The objective of new sign regulations established by the City specifically for the CBD should be to functionally communicate information while aesthetically tying into surrounding elements. Entering Lebanon along Route 422 from the east there is a proliferation of signs of varying size, color, style, and lighting. The signs create visual clutter and chaos at the entrance to the City. Many of the signs are oversized in relation to the site and the buildings. There are also many portable billboards. In addition to devising updated sign regulations for the CBD, the City should consider revised sign regulations in Section 704 of the Zoning Ordinance applicable to the Route 422 commercial strip entering Lebanon. Particular attention should be given to the size of the sign. While larger signs are often erected on the theory that "bigger means more business", this marketing approach is generally inappropriate. The general appearance of the commercial corridor is more important than sign size in relationship to the marketability of the area’s businesses. Keeping the size of the signs in scale with the surrounding buildings and street is a very important factor in maintaining a pleasant and attractive community. Regulation of all commercial land use signs in the City should address size, information, color, placement, and uniformity versus individuality.

<table>
<thead>
<tr>
<th>Commercial sign design considerations</th>
<th>Size</th>
<th>Information</th>
<th>Color</th>
<th>Placement</th>
<th>Uniformity vs Individuality</th>
</tr>
</thead>
</table>

*Landscaping.* The need for additional off-street parking has been identified as a concern in the CBD. While off-street parking can serve to improve use of businesses in Lebanon and also enhance traffic safety along the City's roadways, off-street parking lots create a hard appearance consisting of asphalt and cars. The problem is evident along the Route 422 Corridor entering the City from the east. Without landscaping the parking lots create voids in the streetscape. To ensure compatibility of the off-street parking lots, landscaping should be provided. Landscaping can play a significant role in minimizing and moderating many adverse effects of parking lots. Landscaping enhances the appearance of the parking lot and screens it from the street and surrounding properties. Additionally, well-designed planting strips and islands help guide the circulation of vehicles and pedestrians, creating a safe environment for both. While no landscape plan for a parking lot can ever completely eliminate the awareness of the presence of cars, landscaping will make them less noticeable. Comprehensive landscaping requirements should be devised and added at Article VII of the City's Zoning Ordinance.
In combination with improving the visual quality with sign and landscaping requirements, the City could install entranceway signs announcing the entrance into Lebanon. The signs could be simple wood signs with some landscaping providing an example of the high quality visual environment that the City intends to maintain.

| Design Functions of Landscaping. | Define spaces.  
| | Screen views.  
| | Soften appearance of surfaces.  
| | Decorate walls  
| | Alter proportions of spaces.  
| | Become sculptural elements.  
| | Creates backdrop.  

| Practical Functions of Landscaping. | Control privacy.  
| | Reduce glare.  
| | Provide shade.  
| | Reduce noises.  
| | Control traffic.  

CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Housing
C. HOUSING PLANNING STRATEGY

The following serves to provide revised and supplementary policy direction to address identified housing problems. The policies provided may be implemented by changes in the City’s Zoning Ordinance, Land Development Code, and building and property maintenance codes or through capital investment primarily available through the City’s Community Development Block Grant Program. Additional policies affecting housing that involve changes in policy have been addressed through the Land Use Planning Strategy completed as part of the City of Lebanon Comprehensive Plan Update.

<table>
<thead>
<tr>
<th>Housing Planning Strategy:</th>
<th>Preserve existing housing stock and development patterns.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Promote development of a range of housing types</td>
</tr>
<tr>
<td></td>
<td>considerate of present and future housing needs.</td>
</tr>
<tr>
<td></td>
<td>Increase opportunities for affordable owner-occupied housing.</td>
</tr>
</tbody>
</table>

The City’s three residential zone districts as provided for by the City’s land use policies established by the 1985 Comprehensive Plan support a variety of housing types generally addressing the needs of the City’s diverse and continuously changing population. The three residential zone districts establish varied lot sizes for the housing types. In conformance with the denser and urbanized setting of the City, lot sizes are generally small, with the largest minimum lot size required consisting of only 7,500 square feet or 0.17 of an acre. The diversity of housing types permitted in the City on the small lots promotes opportunities for affordable housing in Lebanon as evidenced by the lower median price of housing in the City versus in the County. After a lengthy period of decrease, it is projected that the City’s population will increase, but only slowly and gradually. Accordingly, it is projected that the land areas designated by the Land Use Plan for housing will sufficiently serve the housing needs of persons anticipated to reside in Lebanon. The large variety of housing types permitted by the land use policies in the City generally offer sufficient housing choice for current residents and those anticipated to reside in Lebanon with the noted exception below.

Promote Development of a Range of Housing Types:

Since completion of the 1985 Comprehensive Plan, new types of housing resulting from changing lifestyles and needs have evolved. The City of Lebanon, as the urbanized center of a suburban to rural County with the City containing a concentration of the areas’ older and poorer residents and also a concentration of the areas’ services, both commercial and social services, is faced with a demand for new types of housing. Not all of the housing types are addressed by the City’s land use policies and zoning ordinance. As noted by the City’s Fair Housing Analysis completed in 1991, Lebanon’s land use policies and zoning ordinance do not provide guidance for group homes. Similarly, it has been noted that the City’s land use policies do not provide guidance from which zoning standards and regulations can be formulated for the establishment of personal care homes, nursing homes, or emergency shelters. Accordingly, it is recommended that policy and guidance for
new housing types in the City of Lebanon be established including providing definitions of the new housing types in Article II of the City's Zoning Ordinance.

The following serves to establish policy for new needed housing types in the City. The major consideration in devising housing policy and subsequent zoning regulations to implement the policy, is that regulation of the housing type should be based on the housing type and a consideration of its impact to the physical land use in the area where it is permitted. Housing policy and zoning regulations are not imposed based on the occupants of the housing.

Group Homes. Group homes are recognized as residences for adults or children who are handicapped. Group homes involve people living together and may be sponsored by a non-profit organization or owned or managed by a person who continues to reside in the group home. Residents of group homes function as a family sharing economic and interpersonal relationships. Accordingly, it is accepted that group homes be regulated similarly as any residential unit. Although residential in nature, group homes have two unique characteristics different from those of the ordinary family, that may warrant special zoning treatment without infringing on the constitutional rights of the residents of group homes.

Residents of group homes constitute a "service dependent population." There is the need to assure that group home residents receive at least a minimum standard of assistance and care, and that residents are safely housed and given adequate opportunities to participate in normalizing activities that are crucial to making group homes function effectively. To assure that group homes meet adequate safety, sanitation and program standards, City housing policy as reflected by the definition section of the Zoning Ordinance should require group homes to be licensed by the appropriate state and government authority. Licensing addresses safety concerns by assuring that the home's physical structure is adequate, including compliance with housing and fire codes and also assure that the residents are not overcrowded.

The Zoning Ordinance can assure that only licensed group homes are established by: 1) stating that group homes must meet licensing requirements of the state and local licensing authority; or 2) always referring to group homes as "licensed group homes for the physically, behaviorally and developmentally disabled".

Because a license can be revoked for noncompliance, the definition in Article II of the Zoning Ordinance should provide that the loss of a group home's state or local license automatically revokes the group home's permitted use status.

In establishing regulations for group homes, consideration may be given to controls to prevent concentrations of service-dependent populations in a neighborhood. The general opinion is that the successful functioning of group homes depends on locating in a "normal" residential neighborhood. Zoning is sometimes used to help assure that the neighborhood remains residential in character through preventing of concentrations of group homes. Some communities add components to their zoning regulations that prevent clustering and assure dispersal throughout a community. If Lebanon considers using a dispersal or density requirement, caution is urged. Recent Pennsylvania court cases have struck down dispersal requirements.
as discriminatory in that the requirements thwart efforts to treat people with handicaps as equal members of the community. The dispersal requirement need not be borne primarily by the local municipality. The State licensing office will inspect the site to assure that the dispersal and spacing requirements are met prior to granting the license. Therefore it is generally appropriate that any zoning instituted by the City applicable to group homes should be silent with regard to dispersal and spacing requirements.

As a standard residential unit serving a household, parking requirements for group homes should be the same as those for any residential use allowed in the zoning district. Because it is the intent of group homes to blend into the community, existing sign regulations applicable to residential development should adequately cover the needs of group homes. The following is an illustrative definition of a group home in agreement with the above guidelines.

| Group Home | A home licensed and approved for use by individuals who are physically, developmentally or behaviorally disabled. Such disability shall include those which substantially limits one or more of such person's major life activities; a record of having such an impairment; or being regarded as having such an impairment, but such term does not include the use of or addiction to a controlled substance. |

**Personal Care Homes.** Personal care homes are an additional housing type that are not defined or provided for by the City's housing policy and zoning regulations. Personal care homes are more of an institutional use than a group home. Personal care homes derive their institutional quality by providing room, meals, personal care, 24 hour security and recreation plus supervision of medication and limited health services. Personal care homes unlike group homes traditionally have restrictions on individuals behavior and use of the house and generally require a full-time staff, with the staff often times not residing at the personal care home.

While having some institutional qualities, personal care homes, as with group homes, are largely residential in nature. Therefore, personal care homes are appropriate to residential neighborhoods. The resident's of personal care homes do not function as a family and may be more transient in nature making personal care homes similar to boarding homes or even multi-family apartments.

To ensure that personal care homes are sited without disruption to the residential neighborhood the City will want to consider siting and design issues that are not applicable to group homes. The most important of the issues is the need for off-street parking. In providing for personal care homes, at a minimum parking must be provided for employees and should be based on the projected maximum for the largest shift. Generally it is not expected that the residents of personal care homes will create much demand for parking as most of the residents will not drive. The City will, however, want to consider the need for parking for visitors and staff. The appropriate standard is number of sleeping rooms with 0.50 to 0.75 spaces per sleeping room likely to be sufficient for personal care homes.
Additionally, there is the need to consider delivery of services to personal care homes. It is not expected that personal care homes require a specially designated service and loading area like an intense commercial land use. The City will want to, however, ensure that the delivery of services does not disrupt the flow of traffic. If personal care homes are located in a densely settled area where streets are congested and parking is limited, it may be appropriate to limit personal care homes only to sites large enough to accommodate staff parking and delivery of services on-site. In lieu of parking on-site, personal care homes should be required to provide parking and deliveries off-street proximate to the home. In less congested areas and where on-street parking is not scarce, parking and deliveries could be permitted on-street, avoiding the intrusion of parking lots in primarily settled residential neighborhoods where personal care homes are allowed. To ensure off-street parking and service areas do not detract from the area and negatively impact surrounding uses, particularly residential uses, parking areas for three or more cars should be adequately landscaped.

Similar to the recommendation with group homes, where personal care homes are allowed the City will want to indicate that the permitted use status of personal care homes shall be revoked if the use fails to remain licensed by the proper state authorities. With location in a residential neighborhood, the City will want to require that the residential appearance of personal care homes is maintained. Based on the Pennsylvania Department of Public Welfare (PA Code Title 55) guidelines and the guidelines provided above, the following is an illustrative definition for a personal care home. The definition could be added to Article II of the City's Zoning Ordinance.

| Personal Care Home: | A home licensed and approved to provide food, shelter, personal assistance, or supervision for a period exceeding 24-consecutive hours for more than three adults who are not relatives of the operator and who require assistance or supervision in matters as dressing, bathing, diet, or medication prescribed for self-administration, but do not require hospitalization or care in a skilled nursing or intermediate care home. |

**Nursing Homes.** Nursing homes provide extensive long-term care for the aged and infirmed who are not able to care for themselves. Because of the diversity and high level of service available at a nursing home requiring a large staff, nursing homes are an institutional use. Nursing homes do not qualify as housing in the same sense as group homes or personal care homes. While nursing homes may be appropriate in predominately residential areas taking advantage of the relative quiet of the residential setting, nursing homes require special site considerations to ensure they use do not negatively impact adjoining residential uses.

In considering areas suitable for nursing homes, traffic will be a major consideration particularly if located in a largely residential area. Nursing homes should be accessible from the major roadway network minimizing traffic impact. The site should be large enough to provide for all of the required parking on-site. Because the residents of a nursing home will not drive, parking requirements for nursing homes are limited to those required by staff and visitors. To ensure parking
requirements relate to the need, it is recommended that parking spaces be provided for each sleeping room. It is expected that one to 1.5 spaces per sleeping room will satisfy the demand for off-street parking. Because of the variety of services provided to nursing homes, the need for a delivery and service area is appropriate. Off-street parking and service areas require lighting and landscaping.

Finally, as part of the use requirements outlined in the zone in which nursing homes are permitted, the City will want to indicate that the permitted use status of nursing homes shall be revoked if the use fails to remain licensed by the proper state authorities. Based on the Pennsylvania Department of Public Welfare (PA Code Title 55) guidelines and the above guidelines, the following is an illustrative definition for a nursing home.

| Nursing Home: | A home licensed and approved to provide full-time skilled nursing or intermediate convalescent or chronic care services to individuals who, by reason of advanced age, chronic illness or infirmity are unable to care for themselves. |

Emergency Shelters. Emergency shelters are meant to serve individuals and families on a temporary basis, often only one night, but generally no more than 30 days. Emergency shelters may offer meals to residents and sometimes to nonresidents. Emergency shelters provide administrative and social services. Because of the transient nature of emergency shelters, they function similar to motels and require some of the same considerations in siting. Emergency shelters should be located in accessible and visible locations. Emergency shelters should be sited convenient to services. Unlike a motel, emergency shelters have much less need for on-site or convenient off-site parking. Demand for parking is often limited to the staff of emergency shelters, but emergency shelters should be accessible to mass transit if available in the community. As with the other housing types outlined, the City will want to indicate that the permitted use status of emergency shelters shall be revoked if the use fails to remain licensed by the proper state authorities. The following is an illustrative definition for an emergency shelter for addition to Article II of Lebanon's Zoning Ordinance.

| Emergency Shelter: | A home licensed and approved to provide temporary housing for one or more individuals who are otherwise homeless. An emergency shelter may include lodging and ancillary services available to both residents and non-residents of the emergency shelter. |

Preserve Existing Housing Stock and Increase Opportunities for Owner-Occupied Housing:

The City's housing stock is old and contains an aging population. Much of the County's poorest population is concentrated in the City. Generally, the City's housing stock is in good condition with most units only in need of minor rehabilitation. The combination, however, of an old housing stock occupied by an increasingly aging and poorer population raises concern that housing will not be
adequately maintained negatively impacting housing that is well-maintained. The concern with the maintenance of the City's housing stock is of even greater concern given the decreasing rate of owner-occupancy in Lebanon. Accordingly, it is recommended that the City continue to support housing maintenance and ownership programs, promoting preservation of the City of Lebanon housing stock.

The City of Lebanon's Comprehensive Housing Affordability Strategy (CHAS) for fiscal years 1994 to 1998 establishes the need to continue with and where possible expand the City's housing rehabilitation program. The City's housing rehabilitation program provides grants for rehabilitation of owner-occupied housing through the use of CDBG and HOME funds. Additionally, the City provides CDBG funds for the rehabilitation of renter-occupied housing. Maintenance of Lebanon's housing stock through rehabilitation helps to stabilize neighborhoods, eliminate blighting influences, and preserve the City's tax base.

Complementing efforts to preserve the City's older housing stock, the City through the use of its CDBG funds will make funds available for housing opportunities for first-time homebuyers. The first-time homebuyer program will be available to low- and moderate-income households and will be made available on a City-wide basis. The first-time homebuyer program will include a rehabilitation component to bring assisted units up to code. It is expected that many of the first-time homebuyers will consist of younger family households.

Further in support of preservation and maintenance of Lebanon's housing stock, it is recommended that the City ensure use of the most up to date building and property maintenance codes. Accordingly the City should update its 1978 BOCA property maintenance code to the current edition.

In recognition of the need to preserve the housing stock of the City of Lebanon as part of an overall strategy to maintain the quality of housing in Lebanon's diverse neighborhoods, as part of this City of Lebanon Comprehensive Plan Update the Planning Commission supports efforts by other City agencies to enhance protection and preservation of Lebanon's housing stock through rehabilitation and ownership. The Planning Commission will continue to cooperate with City agencies and non-profits to develop land use policy complementary to preservation efforts.

In combination with efforts to continue and expand the City's housing rehabilitation efforts, the Planning Commission could conduct a housing condition survey, by neighborhood. The housing condition survey would provide a judgment as to the exterior condition of each unit, on a block-by-block basis. Along with condition of the housing units, the survey would be useful in recording overall conditions within the neighborhood including an evaluation of the state of the streets, sidewalks, curbs, and other physical features of the neighborhood. The adopted neighborhood condition survey would allow the efficient targeting of resources to those areas of the City in most need of rehabilitation and would provide a basis for a capital improvement program prepared by the Planning Commission. Annual updating of the survey provides recording of progress in implementation of programs to maintain the City's neighborhoods and ensures efficient updating of the Planning Commission's capital improvement program.
Preserve Housing Development Patterns:

The City of Lebanon is largely developed. It is recognized that as a largely developed community, new residential development will occur on an infill basis generally consisting of units on lots scattered throughout the established residential neighborhoods. Some of the vacant lots available for infill development may be large enough to subdivide providing for two or three units on lots in conformance with the existing zoning district designation. As a policy consideration the City should ensure preservation of the established pattern of development and density of the existing City of Lebanon residential neighborhoods.

New housing development in Lebanon in existing neighborhoods should be compatible and respectful of the scale, texture and quality of existing housing and related uses. Intensive residential development should be directed to areas that can accommodate such housing without disruption to existing neighborhoods and relieving pressure to alter the low-density character of the less intensely developed residential neighborhoods in the City.
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Transportation
D. TRANSPORTATION PLANNING STRATEGY

Section IF of the City of Lebanon Comprehensive Plan Update provides a review and inventory of the traffic and circulation concerns in the City. Appendix 3 provides specific recommendations for a number of intersections in the City analyzed during the spring of 1991 serving. Section IF also identifies improvements proposed in the City by PennDOT as part of its Twelve-Year Traffic Improvement Program for the County. Additionally as noted in Section IF of the City of Lebanon Comprehensive Plan Update a traffic study completed for the Enterprise Zone in 1989 recommends additional traffic and circulation improvements.

Because the City of Lebanon is so highly developed, there is very limited opportunity for creation of new roadways to improve the traffic and circulation network enhancing safety and vehicle flows, without major redevelopment. The disruptive nature to developed lands and their inhabitants in addition to the nearly prohibitive cost in combination with scarce resources, minimizes the prospects of development of new roadways in the City. Accordingly, efforts to improve traffic flow and increase safety require management practices of the existing circulation network similar to proposals by PennDOT to enhance the carrying capacity and flow along Route 72 through the City and proposals offered by the Enterprise Zone traffic study. The following serves as policy guidelines for traffic and circulation in the City of Lebanon supplementing planned and recommended improvements referenced in the other portions of the City of Lebanon Comprehensive Plan Update.

<table>
<thead>
<tr>
<th>Improve flow of traffic in City.</th>
<th>Encourage use of public transit.</th>
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<tr>
<td>Maximum traffic-carrying capacity of existing street network.</td>
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</table>

Ensure dissemination of transit information supporting maximum use of bus services available in the City and to areas outside of the City. Bus stop signs should have detailed route maps and schedules. Bus shelters should be provided. In cooperation with the COLT, general maintenance of bus shelters should be done on a regular basis. Any vandalism to the shelter should be corrected immediately eliminating an appearance of deterioration to a level that detracts from the City and gives a poor image to the transit system that might deter its use.

Traffic signals should be programmed to allow longer periods of traffic flow along the arterial roadways during rush hours and shorter periods during off-peak hours. This would ease traffic congestion during peak hours and give pedestrians more time to cross streets at lunch time. Similarly traffic signals should be synchronized with one another minimizing constant stopping and enhancing freer flowing conditions. Coordination of traffic signals along major arteries in the City also minimizes the use of local roadways by vehicles “cutting through” to avoid continually stopping and starting at the traffic lights.

Parking, stopping and loading restrictions should be strictly enforced. One illegally parked or stopped vehicle can cut the traffic-carrying capacity of a street in half.
Illegal parking at corners where buses and trucks turn can create a total blockage of traffic as larger vehicles attempts to maneuver around the parked car.

Improved streets surfaces and upkeep of permanent lane markings allow the typical 26-foot-wide roadway to function more consistently at full capacity. Additionally, maintain distinctive crosswalk delineation alerting vehicles traffic to pedestrians and better controlling pedestrian traffic. To ensure maximum upkeep of the City's roadways, maintenance and improvements should be coordinated through a capital improvement budget allowing efficient use of funds.

An increase in the minimum corner clearance, the distance from the intersection to permitted parking or loading, is recommended to improve visibility for drivers and pedestrians and also to provide extra room for cars to turn. If minimum corner clearance were increased, it would ensure that cars entering or exiting driveways would not block the intersection. Minimum distances between driveways would reduce the frequency of turning movements on through-traffic streets, enhancing safety and promoting the purpose of arterial roadways.

Where parking is permitted along one side of a street, the side designated for parking should be consistent from block to block and, in general, should be located along the left curb on one-way streets. This would allow buses to remain in the right lane rather than weaving back and forth between the parking and traffic lanes.

<table>
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<tr>
<th>Improvement Recommendations</th>
<th>Support maximum use of public transit system.</th>
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<tr>
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<td>Program and synchronize traffic lights.</td>
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<td>Enforce parking, stopping, and loading</td>
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<td>regulations.</td>
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<td>Improve and maintain streets and crossways.</td>
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<td>Organize improvements through capital</td>
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<td>improvement program.</td>
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<td></td>
<td>Increase minimum corner clearance.</td>
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<td>Coordinate on-street parking.</td>
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CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Community Facilities and Services
E. COMMUNITY FACILITIES AND SERVICES PLANNING STRATEGY

Community facilities and services are the buildings, lands and services which serve the public. Section IC of the City of Lebanon Comprehensive Plan Update identifies the availability and evaluation of the various public resources in Lebanon. While the Planning Commission does not have control over allocating the City's resources among public services, the Planning Commission can establish policy recommendations to ensure conformance with goals and objectives of the City of Lebanon Comprehensive Plan Update. The policy recommendations are important to ensure that the spirit and intent of the City of Lebanon Comprehensive Plan Update is maintained.

Community Services and Resources:

The following discussion applies to community services and resources inventoried except for parks and open space, which are discussed separately. The diversity of community resources and services in the City suggests an urbanized center as was noted by the review of Lebanon's demographic and economic trends completed as part of the City of Lebanon Comprehensive Plan Update. Through discussions with service providers, it has been found that community services are sufficient to satisfy demand and community services are adequately staffed. The service providers indicate that there is no need for major capital improvements at the present time to maintain or increase the delivery of services. Conditions in the City are such that long-range it is not anticipated that there will be the need to expand or site new community services. The need for new sites for community services is generally associated with developing communities. As a largely developed community with a decreasing and aging population, the major long-range problem with regard to community services is likely to be the need to continue ensuring adequate funding to maintain existing service and staff levels. Because it is not anticipated that the tax base of the community will significantly increase, it is expected that to address the long-range concerns will require a variety of ideas to use scarce resources more efficiently.

<table>
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<tr>
<th>Major long-range considerations.</th>
<th>Adequate resources to ensure continuation of services in agreement with demand.</th>
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<td></td>
<td>Sufficient staff levels, particularly for volunteer services.</td>
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The best way to ensure the need for services is addressed is to minimize the need. To minimize the need requires that the City foster preventative measures such as adequate code enforcement to ensure buildings do not decline and become fire hazards. Continued funding and where possible, expanded funding of the City's housing rehabilitation program serves the purpose of mitigating blighting and reducing fires. Similarly opportunities to promote preventative health care by the City through and in cooperation with the school system, the City's Senior Center and the large health care institution found in Lebanon boosts preventative measures minimizing the need for emergency rescue services. Preventative measures also include upkeep and maintenance of the equipment and infrastructure such as fire.
infrastructure.

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<tr>
<th>Preventative Measures</th>
<th>Ensure code enforcement.</th>
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<tr>
<td></td>
<td>Provide housing rehabilitation.</td>
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<td></td>
<td>Expedite foreclosure on tax delinquent properties minimizing abandonment.</td>
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<td></td>
<td>Promote preventative health care.</td>
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<td></td>
<td>Reduce false alarms.</td>
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The capital improvement budget also serves as a way to coordinate activities ensuring efficient management of funds. Through the capital improvement budget the maintenance of the City's streets and sidewalks can be coordinated with maintenance and upkeep of other infrastructure such as sewer, water, and storm water infrastructure. Similarly, the capital improvement budget offers review of equipment purchases ensuring coordination of purchases. The purpose of the coordination of the activities and purchases is to ensure excavation is not scheduled

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<thead>
<tr>
<th>Coordination of Enditures</th>
<th>Coordinate budgeting of equipment purchases and improvements and infrastructure improvements through Capital Improvement Program.</th>
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<tbody>
<tr>
<td></td>
<td>Coordinate infrastructure improvements with one another ensuring efficient use of resources.</td>
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</table>

Because of Lebanon's decreasing and aging population in addition to more of Lebanon residents working outside of the City, staffing of voluntary community services may be a problem. Volunteer services are encouraged and promoted as a way to create participation and pride in the community. Just as important, volunteer services are a way to contain the costs of provision of community services. To continue the staffing of some municipal services with volunteer staffs the City will need to seek ways to increase the pool of volunteers and also to make volunteering easier. The pool of eligible volunteers could be increased by working with local businesses encouraging the businesses to allow workers to serve as volunteers answering fire or rescue calls while at work. The City could promote the concept by allowing City workers to be on-call volunteer fire or rescue workers. The pool of volunteers could also be increased by allowing eligible volunteers to include
persons employed in the City, who do not reside in the City. Non-resident volunteers would be on-call while working in the City.

To further increase the pool of volunteers, staff members could be allowed to limit their scope of participation in the emergency services. Under a limited volunteer system, members could, if they choose, limit their involvement to a specific task, such as fireman, or fund raiser, or manager. Again the City's businesses could be called upon to volunteer sharing business skills without being required to assist at emergencies. Eliminating the time that the volunteers who assist at emergencies have to dedicate to management chores limits their volunteer time and may promote new members who are not interested in the time consuming business aspects of the emergency services. Similarly, many of the City's older residents who may not want to participate in the more physical aspects of emergency service work, but are interested in volunteering, could participate by offering other skills.

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<tr>
<th>Estimate opportunities increasing volunteer Is.</th>
<th>Advocate local businesses to allow employees to respond to calls while at work.</th>
</tr>
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<tbody>
<tr>
<td>Allow non-residents to volunteer.</td>
<td>Permit limited volunteers.</td>
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</table>

As the City's demographic character continues to evolve the City will need to review the changes for impact to staffing of volunteer services in addition to the need for provision of service expansions, cutbacks or new services. Similarly, as funding needs and opportunities change, the City will have to diligently evaluate the impact. The City will continuously have to seek ways to increase efficiency as is proposed with the closing of the fire stations. If funding sources for community services continue to remain scarce, the City may explore additional opportunities for the regional delivery of community services to enhance efficiency.

ks and Open Space:

Section ID of the City of Lebanon Comprehensive Plan Update included an inventory and analysis of the parks and open spaces in Lebanon. The inventory serves as the basis for recommendations and guidelines for ensuring future adequacy of the City's open space system. The comments and recommendations regarding the City of Lebanon's public park and open space system are classified as quantitative and qualitative comments and recommendations. The quantitative comments and recommendations address the amount of park and open space lands available to residents of the City in comparison to accepted standards. The qualitative comments and recommendations address the character of the City's park and open space system.

Quantitative Comments and Recommendations. Quantities of park and open space lands required by a community are generally determined by methodologies which make use of ratios. Among the methods used are the population ratio method, developed open space based upon the percentage of land area, needs determined by user characteristics or demand projections, and carrying capacity of land.
Guidelines for evaluating references to the location of park and open space parcels.

<table>
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<tr>
<th>Community level park and open space standards.</th>
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<tr>
<td>Park and open space lands should be distributed equitably, and disproportionate allocation discouraged. Mini-parks should be located proximate to dwelling units;</td>
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<tr>
<td>Each park and open space parcel shall be centrally located and easily accessible so that it can be conveniently and safely reached and used by persons in the surrounding neighborhood it is designed to serve.</td>
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<tr>
<td>1.25 to 2.5 acres/1,000 persons; or</td>
</tr>
<tr>
<td>2.5 acres recreational space/1,000 persons residing in the community. If five percent or more of the residents are children under 12, at least 15 percent of open space must be in tot lots plus five percent of total area of development for usable open space (left undisturbed or landscaped for ball fields or picnic areas).</td>
</tr>
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</table>

While it is appealing to recommend uniform open space applicable to every municipality, the reality, however, often makes it difficult or inadvisable to apply national standards without question in specific locales. The uniqueness of every community, due to differing geographical, cultural, climatic, and socioeconomic characteristics, makes it imperative that every community consider its own needs for parks and open space.

The socioeconomic characteristics of a population group are an important local factor to consider in determining park and open space requirements. For example, where household income is above average, families typically seek out private and non-local facilities, thus decreasing the need for public open space. Another demographic characteristic such as the age profile of the population is also key in determining requirements with older population groups generally requiring more passive recreation facilities, whereas families with young children need tot lots and playgrounds.

The City of Lebanon contains 134 acres of public park and open space lands. A review of the Park and Open Space map, included in the appendix, reveals the land is distributed throughout the City's residential neighborhoods including the higher density residential neighborhoods located just north of the City's CBD. The City's mini and open space parks and its smaller neighborhood parks are complemented by the larger accessible neighborhood parks located at the edges of the City. Lebanon is a 4.5 square mile City with a 1990 population of 24,695 persons. Based upon the ratio of 1.25 to 2.5 acres of park/open space lands per 1,000 population, the City of Lebanon requires 31 to 62 acres of park/open space lands. The City contains 134 acres of public park/open space lands including the ten acres of Stoever's Dam park located within the City limits.
The 1990 U.S. Census reported 7.3 percent of the City's population as under five years old. Based upon the consideration that if five percent or more of the residents are children under 12, at least 15 percent of the open space must be in tot lots, the City requires 20 acres of tot lots. While the inventory of the City's park and open space system revealed only two parks totally dedicated as tot lots, observations revealed all the public parks in the City are provided with playgrounds for small children. As noted, the public tot lots are supplemented by private tot lots at some residential developments including Webster Manor and Lebanon Village. Accordingly, it is expected sufficient land is set aside to address the needs of the City's under age 5 population.

The City has sufficiently provided park and open space lands for its population of young children. The City, however, may need to consider the park and open space needs of its older population. In 1990, the U.S. Census reported 15 percent of the City's population as 65 years or older. The City has no open space lands designated specifically for its older population. As will be discussed with the qualitative comments and recommendations, some of the deteriorating conditions observed at some of the City's park and open spaces further limit their use and enjoyment by the City's older population.

Park and open space lands designed for an older population is cognizant of the changes in sensory and perception needs of the users through the use of materials, colors and equipment. To address the loss of mobility and the diminution of the senses which is common in older persons, park and open space lands can utilize nonskid surfaces, bright colors, lower furniture, and materials to stimulate the sense of smell in addition to barrier free design.

In addition to amounts of open space, the location of open space areas is an important consideration in open space standards. Open space should be distributed equitably throughout a community so that it is easily accessible for enjoyment by all the residents of the community. Linking open space parcels also enlarges the area available for recreation.

Amount and location of parks and open space.

| Quantity is sufficient with park and open space lands accessible. Providing linear links connecting existing parks and open spaces would expand use of parks and open space system. As a developed community, it will be hard to establish connecting links, but as a long-term strategy for expanding the parks and open spaces system within, linear connecting links provide the greatest opportunity. Reduction of costs may be possible by reducing recreational programs and equipment or closing underutilized parks. |

Qualitative Comments and Recommendations. To ensure that park and open space lands will be usable and have value as an amenity, some minimum guidelines should be established. Park and open space lands should be clean with properly working equipment. Public parks and open space should be secure and safe. As described in the Quantitative Comments and Recommendations, parks and open space should be equally accessible to all persons with particular attention to accessibility needs of the handicapped and elderly populations.
The observations of the City's public parks and open spaces reveals that generally the parks are clean and well maintained with the garbage collected and the grass cut. As noted, however, some of the park and open space lands show signs of neglect and vandalism with broken equipment, lack of vegetation and graffiti.

<table>
<thead>
<tr>
<th>Diversity of equipment at parks and open space.</th>
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<tbody>
<tr>
<td>Diverse amount of equipment is available. City does not address the needs of its expanding older population. The recreation needs of aging population could be accommodated by modifications at existing parks through nonskid surfaces, lower furniture, sensory stimulating materials and plants, barrier free design, and recreational activities for the older population. Also addresses needs of handicapped.</td>
</tr>
<tr>
<td>There is a lack of support equipment most notably parks and open spaces lack bicycle racks, drinking fountains and sufficient number of benches. To support use and enjoyment of public parks need for support equipment should be evaluated in relation to specific user needs of each park and open space.</td>
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</table>

There is concern that the observed conditions limit the use and enjoyment of those parks where neglect and vandalism are observed because users feel unsafe. The neglect and vandalism is observed at parks that are the responsibility of the City and also the responsibility of the Associations. As a policy, it is recommended the City and Associations regularly inspect and repair parks and open space to provide a safe environment for users further advancing the purpose and function of open space.

Additionally, the City should ensure provision of adequate shade trees and landscaping at the public parks and open space. While trees and shrubs may create a hiding place for undesirable activities, landscaping adds to the proper functioning and enjoyment through provision of summer comfort and aesthetics. Consideration should be given to the addition of landscaping, particularly shade trees, where deficiencies are observed. Special consideration should be given to the placement of shade trees near benches and tot lots.

<table>
<thead>
<tr>
<th>Maintenance of parks and open space.</th>
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<tbody>
<tr>
<td>Public park and open space lands are clean and well maintained although inventory found some parks and open spaces are in deteriorating conditions. City could institute a maintenance and upgrading program for parks and open spaces where deterioration has been observed. Could also evaluate the condition of the grounds and landscaping of the parks and open spaces and provide improvements where necessary. The program could be implemented in combination with a City wide public awareness/education program alerting residents to what is expected to be a vandalism problem and seek their cooperation in solving the problem.</td>
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SECTION IV

CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Implementation
In order to facilitate the concept of regional planning in agreement with the Pennsylvania Municipalities Planning Code, it is the intent of the *City of Lebanon Comprehensive Plan Update* to be compatible with the adjacent existing and proposed land uses, where possible and feasible, of the contiguous municipality.

To the south, Lebanon adjoins North Cornwall Township and South Lebanon Township. Land use in both Townships adjoining the City consists primarily of low density residential use compatible with the residential use in the City.

To the east and north, the City of Lebanon is bordered by North Lebanon Township. North Lebanon Township to the east of the City along Route 422, contains highway commercial uses similar to those found when entering the City along Route 422. To the north of the City, North Lebanon Township is largely low density residential and agricultural compatible with the low density residential uses found in the City.

To the west, the City is adjoined by North Cornwall Township. Compatible with the industrial uses along Lebanon Street in Lebanon and the commercial uses along Chestnut Street in the City, the non-residential uses are found along Lehman Street and Chestnut Street in the Township adjacent to the City. To the south of Chestnut Street, the Township and City both contain a primarily low to moderate density residential land use compatible with each other.

In 1987 the Lebanon County Planning Department prepared the *Lebanon County Interim Plan* serving to provide land use policy for the County. The *Lebanon County Interim Plan* recognizes the availability of infrastructure in Lebanon also to the City’s long-term prominence as the center of business and institutional uses. Accordingly, the County recommends continuation of the highly developed and integrated nature of the City’s land use compatible with the policies proposed by the *City of Lebanon Comprehensive Plan Update*.
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Appendices
The purpose of this section is to provide a guide to local officials in implementing the policy recommendations of the City of Lebanon Comprehensive Plan Update. Provided is a review of the regulatory tools available to the City and the funding resources available to effectuate the City of Lebanon Comprehensive Plan Update.

Appendix 1 provides a chart listing specific proposals of the City of Lebanon Comprehensive Plan Update by the action necessary to implement the policy.

Regulatory Tools

- **Zoning.** A comprehensive plan provides a framework for the development of a community. Zoning is one of the most important tools for putting the City of Lebanon Comprehensive Plan Update into action. Zoning consists of a text describing the different land use zones and a map delineating the different zones.

In accordance with the Pennsylvania Municipalities Planning Code (Act 170 of 1988) zoning ordinances should reflect the policy goals and objectives as provided in the community’s comprehensive plan and give consideration to the character of the municipality, the needs of the citizens and the suitabilities and special nature of particular parts of the municipality. The provisions of zoning ordinances shall be designed to promote, protect and facilitate the public health, safety, morals and the general welfare; to prevent overcrowding of land, blight, danger and congestion; to provide for the use of land for residential housing of various dwelling types; and to accommodate reasonable overall community growth, including population and employment growth.

Zoning is meant to be a flexible tool. Amendments to the zoning ordinance and map may be made based upon changing conditions and assumptions. Amendments are meant to reflect the desires of the community and should occur based upon amendments to the comprehensive plan to assure that all zoning decisions have a factual base, avoiding piecemeal zoning.

The zoning process should be open to the public. In any zoning decision, the facts should be well documented, and there should be good reasons for what is recommended or rules in agreement with the policies established by the City of Lebanon Comprehensive Plan Update.

- **Official Map.** Article IV of the MPC authorizes counties and municipalities to develop and adopt official maps that show the surveyed exact locations of existing and proposed public streets, watercourses and public grounds, including widening extensions, dimunitions, openings or closings.

The official map is an important tool for notifying all landowners of existing and proposed public lands and rights-of-way. The effect of such notification is that landowners do not have to be compensated for buildings put on such lands after adoption of the official map. This tool has been little used primarily because of cost,
but may be used more since Act 170 now allows mapping of all or "only a portion" of the municipality.

Subdivision and Land Development Ordinance. The subdivision and land development ordinance regulates the development and redevelopment of lands in a community based upon prevailing community policies as described in the comprehensive plan. The subdivision and land development ordinance works with the zoning ordinance to assure development and redevelopment occur in an orderly fashion. In agreement with Act 170, a community's subdivision and land development ordinance may include provisions for ensuring that land development and redevelopment shall conform to the comprehensive plan and to any regulations or maps adopted in furtherance thereof and provisions for encouraging and promoting ingenuity in the layout and design of land development and redevelopment.

The subdivision and land development ordinance seek to ensure orderly development and redevelopment which will be physically attractive and not a heavy burden on municipal finances. Subdivision and land development regulations should be administered in keeping with the goals and objectives of the comprehensive plan. Like zoning, the subdivision and land development ordinance has some flexibility through either the variance or the amendment process.

Capital Improvement Program (CIP). A CIP schedules the future provision of capital improvements based on the need for various projects, and on a municipality's financial ability to pay for them. Capital improvements are defined as major, one-time expenditures by a local government to provide or improve physical facilities, acquisition of land, or exterior improvements to buildings.

Formulation of a CIP is based upon a municipality's overall goals and objectives for developing capital projects, some of which are articulated in the municipality's comprehensive plan. At the same time, a municipality must also project its future revenue raising capability, taking into account current debt services obligations, statutory debt limits, types of revenue sources available to them, growth in future revenue sources such as the real property tax base, and future financing costs. The result of combining the needs and the analysis of financial capability is a prioritized list of capital improvement projects for each year covered by the CIP, which normally covers a five to ten year period.

There is a high degree of interaction between the CIP and the comprehensive plan. The type, location, capacity, and ultimately the cost, of future capital improvements are determined by the development allowed under the comprehensive plan. The level of future revenues that will be available to pay for capital improvements, which in turn will determine the aggregate cost of the projects that can be funded, are also partially determined by the comprehensive plan. The CIP reconciles these forces by scheduling the construction of capital projects within the municipality's ability to finance them, which in turn controls the timing of the development.
requiring these projects. This ensures that all the costs of change, including the annual debt service for capital improvements, will coincide with the revenues required to pay for the change.

**Funding Resources**

Funds available to City of Lebanon for implementing the policies recommended by the City of Lebanon Comprehensive Plan Update are available from three sources: revenues; borrowing through municipal bonds; and intergovernmental grants and loans. Additionally, included are funding sources for enhancing economic development.

- **Property Taxes.** Property tax revenue is a common method of funding for the day-to-day operation of local government operations. Tax revenue can also be utilized for long-term expenses. A prioritized list of desired capital improvements beyond those reoccurring expenses can be maintained with the Borough instituting a Capital Improvement Program as noted above, to project needs and avoid "crisis financing".

- **Municipal Bonds.** Under the Pennsylvania Local Government Unit Debt Act (Act 52 of 1978), a municipality can insure nonelectoral debt equal to two and one-half times the average of its last three year’s total revenues (minus Revenue Sharing and Community Development Funds, etc.). In the case of these general revenue bonds, the loan is then repaid without interest over a period of years from revenues earmarked for this purpose and deposited in a special sinking fund account. Among the projects that these borrowed funds could help finance are: road improvements; sewer and water improvements; curb and sidewalk repairs; acquisition and demolition of deteriorated properties; and purchase of police and fire equipment.

- **Intergovernmental Grants and Loans.** Community Development Block Grant Program. CDBG funds can be used for a wide variety of activities that benefit low- and moderate-income households or aid in the prevention or elimination of slums and blight. Eligible activities include housing rehabilitation, public improvements, demolition, public services, acquisition of property and historic preservation.

  HUD has extended CDBG entitlement assistance to the City since 1974. In FY 1994, HUD’s CDBG entitlement grant for Lebanon was approximately $1 million.

- **Recreational Improvement and Rehabilitation Act Program (RIRA).** The objective of the RIRA program as administered by the DCA, Bureau of Recreation and Conservation, is to improve the quality of life of Pennsylvania’s citizens by providing local governments with grant funding to: address public outdoor recreation and park deficiencies at the neighborhood and community level; meet the public outdoor recreation and park needs of special population groups such as minorities, lower income, disabled and senior citizens; and support community conservation and community revitalization efforts.

  The RIRA Program provides 50 percent matching grants to local governments to undertake two types of projects:
Acquisition of land and water areas for public outdoor recreation use and open space preservation; or

A development and rehabilitation of public parks and outdoor recreation areas and facilities, such as ball fields, swimming pools, picnic areas, court game areas and tot lots. Support facilities such as roads, parking lots, utilities, landscaping and lighting are also fundable.

- **Penn-Vest.** Penn-Vest is an infrastructure assistance program offered by the Pennsylvania Infrastructure Investments Authority. Eligible activities include a variety of public water and sewer improvement projects. The emphasis of the program is on activities that will result in new jobs and an improved local economy. Both grants and loans are offered under this program depending upon the type of project and severity of the funding need.

- **Pennsylvania Department of Transportation Enhancement Program.** The program provides a means of stimulating additional activities that go beyond the normal or historic elements of a transportation improvement project. Transportation enhancement activities must have a direct relationship to the intermodal transportation system. The intent is to more creatively integrate transportation facilities into their surrounding communities and the natural environment. The ten categories which are defined as eligible for transportation enhancement funding are: provision of facilities for pedestrians and bicycles, acquisition of scenic easements and scenic or historic sites, scenic or historic highway programs, landscaping or other scenic beautification, historic preservation, rehabilitation and operation of historic transportation buildings, structures or facilities (including historic railroad facilities and canals), preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian or bicycle trails), control and removal of outdoor advertising, archaeological planning and research, and mitigation of water pollution due to highway runoff.

Funding can be provided to cover up to 80 percent of the proposed project cost. Applicants must provide a commitment of at least 20 percent of the proposed project cost. There is, however, some flexibility in providing the 20 percent matching funds. The match may also be provided through in-kind services. Funds from other federal funding programs can be used as the matching funds only if specifically stated by the federal funding law. State funding sources can be used if eligible under the state funding law. In many cases, state highway funds cannot legally be used for the types of projects which will qualify for this new program.

- **Certified Local Government Historic Preservation Grant Program.** Grants to municipalities for planning activities, such as surveys, preservation plans, ordinances, training and education projects, and the preparation of National Register nominations. All grants require a match of between 30 and 50 percent.

- **State Planning Assistance Grant Program (SPAG).** Grants (usually with a 50 percent local match) to municipalities for developing or updating comprehensive
community development plans, policies, and mechanisms for plan implementation. This is the major program for planning grants to municipalities available from DCA.

- **Community Facilities Program.** The Pennsylvania Department of Commerce provides funds that may be used for water facilities (including pumping stations and distribution facilities) and sanitary sewage disposal facilities (including all facilities related to collection lines, but excluding sewage treatment or storm sewers).

Monies under this program are made available on a matching grant basis with a maximum grant basis with a maximum grant amount of $50,000. The applicant for Community Facilities funds could be a municipal or County authority.

- **Site Development Program.** As an adjunct to the Community Facilities Program, the Pennsylvania Department of Commerce accepts applications for site development assistance from municipalities, municipal authorities and industrial development agencies.

Site development funds must relate directly to an industrial development site. This program will fund 50 percent of the cost of eligible activities up to $100,000. The applicant must demonstrate that the project is necessary to strengthen the income producing capability of the community and that the project could not be financed without site development funds. Eligible activities include the construction of access roads, water facilities and sewage collection lines.

- **Industrial Communities Site Program (ICSP).** Grants to municipalities through the Department of Commerce for the reuse of blighted industrial sites to provide opportunities for manufacturing, industrial, research and development, and business service firms. ICSP funds can be used for land and building acquisition, demolition, infrastructure construction or rehabilitation, environmental clean-up, and site preparation of publicly owned property.

Many other programs are available to help municipalities and private developers implement projects that will create jobs and address physical needs. The private sector, in particular, can benefit from the wide range of programs directed towards helping small business expand, relocate or modernize. State and County agencies mentioned earlier have the full details on most of these loan programs.

A final cautionary note is applicable regarding the programs described above. Sources of state and federal funds are subject to continued change. The programs noted above may be substantially altered or eliminated altogether as time goes on.
CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Appendix 1

Implementation Strategy
IMPLEMENTATION

Implementation of the recommendations for the City of Lebanon Comprehensive Plan Update will require cooperation and collaboration from the Planning Commission, City Council, citizens, and business community. In implementing the recommendations, the City will need to consider a phasing plan with short-term, middle-term and long-term phases. An Action Plan has been provided to serve as a framework for implementation, ensuring that the phasing of recommendations are coordinated over a period of years.

Short-term recommendations should generally be initiated (if not completed) within one or two years; middle-term recommendations initiated within three to five years; long-term recommendations will generally require five or more years.
# Action Plan

**City of Lebanon**

<table>
<thead>
<tr>
<th>RECOMMENDATION</th>
<th>RESPONSIBLE ENTITY</th>
<th>FUNDING SOURCE</th>
<th>ESTIMATED COST</th>
<th>SCHEDULE</th>
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<tbody>
<tr>
<td><strong>LAND USE PLAN</strong></td>
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<tr>
<td>• Make recommendations to the City Council for the revision of the Zoning</td>
<td>Planning Commission (in cooperation with CLA for CBD sign ordinance)</td>
<td>• SPAG with local match (possibly CDBG)</td>
<td>To be determined</td>
<td>Short-term</td>
</tr>
<tr>
<td>Ordinance, Zoning Map and Land Development Ordinance as outlined in the Land Use Plan.</td>
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</tr>
<tr>
<td>• Inventory and promote re-use of vacant, commercial, industrial buildings and</td>
<td>Enterprise Zone Program City/County Economic Development Council</td>
<td>• LERTA • TIF • Site Development Program • ICSP • SAFP</td>
<td>To be determined</td>
<td>On-going</td>
</tr>
<tr>
<td>land.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Promote and advocate policies of <em>City of Lebanon Comprehensive Plan Update</em></td>
<td>Planning Commission</td>
<td>Not Applicable</td>
<td>$0</td>
<td>On-going</td>
</tr>
<tr>
<td>• Testify before other City boards concerning activities impacting on its policies.</td>
<td></td>
<td></td>
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<tr>
<td>• Establish loan pool for commercial property owners in CBD providing for facade improvements.</td>
<td>City Council Local Lending Institutions</td>
<td>• CDBG • Local Lending Institutions • SBA 503 program</td>
<td>$50,000 pool of private financing</td>
<td>Short-term</td>
</tr>
<tr>
<td>• Designate parcels for parking in CBD in agreement with policies of Land Use Plan.</td>
<td>Planning Commission in cooperation with CLA</td>
<td>$0</td>
<td>No local cost</td>
<td>Short-term</td>
</tr>
</tbody>
</table>
# Action Plan
City of Lebanon

## HOUSING PLAN

<table>
<thead>
<tr>
<th>RECOMMENDATION</th>
<th>RESPONSIBLE ENTITY</th>
<th>FUNDING SOURCE</th>
<th>ESTIMATED COST</th>
<th>SCHEDULE</th>
</tr>
</thead>
</table>
| Continue and expand housing rehabilitation and homeownership programs | City Council | - CDBG  
- HOME | $5,000 - $10,000 | On-going |
| Make recommendation to City Council for the revision of the Zoning Ordinance providing definitions for new types of housing as outlined in the Housing Plan. | Planning Commission | - SPAG | To be determined | Short-term |
| Conduct housing condition survey and neighborhood analysis documenting conditions. Develop strategy to promote maintenance of neighborhoods. | Planning Commission | - SPAG  
- CDBG | To be determined | Middle-term |

## TRANSPORTATION PLAN

<table>
<thead>
<tr>
<th>RECOMMENDATION</th>
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<th>SCHEDULE</th>
</tr>
</thead>
</table>
| Define a schedule of street repairs to coincide with sidewalk repairs, curb cuts, water and sewer line improvements. Develop CIP. | Planning Commission  
City Engineer | - CDBG  
- State and Federal Highway funds | No cost to coordinate planning | Every 3-5 years |
| Upgrade traffic lights - program and synchronize in agreement with Transportation Plan. | Planning Commission in cooperation with CLA, City Police Department | - CDBG  
- State and Federal Highway funds | $35,000 per traffic light | On-going |
## Action Plan
### City of Lebanon

<table>
<thead>
<tr>
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<th>ESTIMATED COST</th>
<th>SCHEDULE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Transportation Plan</strong></td>
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<tr>
<td>• Develop parking management program in CBD with meter, stopping, loading</td>
<td>Planning Commission in cooperation with CLA, City Policy Department</td>
<td>Parking meter</td>
<td>To be determined</td>
<td>Short-term</td>
</tr>
<tr>
<td>enforcement and establishing employee parking areas</td>
<td></td>
<td>revenues</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Implement program to improve problem intersections identified in Appendix 3.</td>
<td>City Council, Planning Commission, City Engineer</td>
<td>CDBG</td>
<td>Variable</td>
<td>On-going</td>
</tr>
<tr>
<td>Budget and coordinate through CIP.</td>
<td></td>
<td>State and</td>
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<td>Federal Highway</td>
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<td></td>
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<td>ECONS</td>
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<tr>
<td>• Promote use of bus service provided by COLT</td>
<td>COLT</td>
<td>Increased bus</td>
<td>Minimal fund for promotion</td>
<td>Short-term</td>
</tr>
<tr>
<td></td>
<td>City Council, CLA, Planning Commission</td>
<td>revenue</td>
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<td></td>
<td></td>
<td>CDBG</td>
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<tr>
<td><strong>Community Facilities and Services Plan</strong></td>
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<tr>
<td>• Promote preventative measures through code enforcement</td>
<td>City Council, City Public Safety Department</td>
<td>CDBG</td>
<td>$10,000 or additional part-time inspector</td>
<td>On-going</td>
</tr>
<tr>
<td>• Prepare false alarm ordinance for presentation to City Council</td>
<td>Planning Commission</td>
<td>Not applicable</td>
<td>$0</td>
<td>Short-term</td>
</tr>
</tbody>
</table>
**Action Plan**  
**City of Lebanon**

<table>
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<tr>
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<tbody>
<tr>
<td><strong>COMMUNITY FACILITIES AND SERVICES PLAN</strong></td>
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<tr>
<td>• Develop program for revising volunteer services for presentation to City Council</td>
<td>Planning Commission in cooperation with volunteer services</td>
<td>SPAG</td>
<td>To be determined</td>
<td>Middle-term</td>
</tr>
</tbody>
</table>
| • Establish plan and program to improve quality of City parks. Develop plan for expansion of parks through linear connections. | Planning Commission  
Lebanon Recreation Commission | RIRA  
Transportation Enhancement Program | To be determined      | Middle to long-term |


CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Appendix 2

Recreational Needs Report
Provided by the Lebanon Recreation Commission
The following is an excerpt of a report prepared by the Lebanon Recreation Commission.

SECTION #3 - RECREATIONAL USAGE CHANGES

A. PLAYGROUNDS; REDUCTION, CLOSURES - Due to lack of funding and support, many recreational organizations are having to look at the concept of regional playgrounds verses the current neighborhood playground system. Several factors have led to the decline of neighborhood association-owned playgrounds:

1. Family Dynamics have changed. Both parents are now working, sometimes 2 jobs. No time available to assist in playground functions.

2. Home life has changed. More activities can be done at the T.V. set or in the house.

3. Costs of funding a playground have increased. Continuous fund raising is necessary to maintain a playground properly.

As neighborhood playgrounds close or associations fold, the tendency is for the City of Lebanon to take over ownership of these properties until a viable organization is reformed. In many cases, this never happens, or if it does the organization only lasts a few years.

In the future, as these properties close and revert back to the City, AND ASSUMING THE CURRENT FUNDING PROBLEMS CONTINUE, consideration should be given to the reduction of equipment (to reduce operating cost) or even closure of such properties. Each property will have to be looked at on a case-by-case basis using the following criteria:

1. Is there the possibility of forming another viable playground association. (Neighborhood support)

2. Proximity to other recreational areas and vehicular traffic.

3. Attendance/condition.

4. Federal/State Funding "strings".

5. Ability of neighboring facility to handle increased user load. (cost of upgrading adjacent area)

6. Ownership of the property. In many cases the City does not own playground properties. Therefore it would be the association to decide the fate of the property. The only decision the City would have would be If the association attempts to give the property to the City.
Current candidates for equipment reduction or closure include:

1. East End Playground - 3rd Ave. and Lehman St. (City-owned).

B. INDOOR FACILITY/POOL - Indoor facility - Each year requests for additional indoor programs are handled by the Recreation Department. Combine this with current indoor programs and problems begin to arise. Due to current staff levels, and availability of indoor facilities from the School District, expansion of indoor recreational programs for the City are currently an hold. Presently during a given week, the Recreation Department could be using up to 5 different locations to run its Indoor programs. This not only puts a strain on the recreational staff, running around to cover the various areas, but it increases the amount of equipment needed, or increases the wear and tear an equipment being moved from location to location. Also this year, approximately $3,000.00 will be spend on facility rental from various agencies. This is money that could be going into City coffers or to the purchase of additional pieces of equipment. Other justifications for an indoor facility include:

- Source of income - rental of "free" time and space.

- Combining/Expansion of Office Space - currently the Recreation Department, along with its supplies and equipment are crammed into 1 office on the first floor of the Municipal Building. The Parks office, currently house in the Public Works Garage could also be combined into the facility facilitating better communications and cooperation between the 2 areas.

- Cooperative Building - other organizations have approached the Recreation Department in request for land to build a similar facility. Combining resources will allow for a better "community oriented" building, along with providing a increased potential for finding additional funding sources.

Currently the City has 2 firm sources of funding totaling over $800,000.00. (1/2 must go towards the building of a new pool) Other sources for funding could include:

1. Recreation Improvement and Rehabilitation Act.
2. Interest and Parent Group Fund raising.
3. Donations.
4. Funds from Cooperative Building

POOL - In 1986 the 46 year old Gingrich Memorial Pool under went renovation to the tune of over $600,000. It is anticipated that these improvements will extend the life of the facility approximately 10-15 years. Consideration must be given to what will happen in 10 years, or possibly sooner, when additional improvements are needed at the pool. The ideal situation would be to build a new pool facility adjacent to the new indoor facility. This would allow the locker rooms to be used during the summer for the pool and gym, and during the
winter for the gym. Half of the $800,000.00 figure quoted above must go for the construction of the pool.

Serious consideration must be given NOW to the construction of such a facility in order to meet the needs of future generations in the City of Lebanon, and if a cooperative building effort is pursued, the future needs of other local organizations.

C. Quitty Greenbelt/Veteran's Memorial Walkway: This facility is a linear park extending from 4th Street to 12th Street along the Quitty Creek. It was built with Pennsylvania Conservation Corps funding by the Lebanon County Redevelopment Authority. Currently the Authority maintains the property. It is anticipated that within a year the park will be turned over the City, who will then be responsible for maintenance. It is the suggestion of the Parks and Recreation Department that this facility be turned into a Memorial Arboretum maintained through a cooperative effort of organizations like the City Shade Tree Commission, Veteran's Organization's, Issac Walton League, abutting property owners, and other Community Service Organizations.

SECTION #4 - SUGGESTIONS FOR HEIGHTENING INTEREST IN THE COMMUNITY CONCERNING RECREATION AND PARKS

1. Development and institution of a public relations program to inform the citizens of Lebanon of the available programs and facilities.

2. Development of a County-wide recreation organization to coordinate (not control) recreational programs in the County. Lebanon is one of the few County's that does not have a Parks and Recreation Department.

3. Develop and institute a matching grant program for viable playground associations to give some incentive for continuous fund raising.

CITY OF LEBANON
COMPREHENSIVE PLAN UPDATE

Appendix 3

Review of Problem Intersections
List of Problem Areas

1. Quentin Road at Jackson Boulevard
2. South 12th Street at Jackson Boulevard
3. South 12th Street at Oak Street
4. South 12th Street at Walnut Street
5. South 12th Street at Cumberland Street
6. Jonestown Road at Reinoehl Street
7. North 16th Street at Lehman Street
8. North 16th Street at Cumberland Street
9. South 16th Street at Chestnut Street
10. South 16th Street at Chestnut Street
11. Walnut Street at Cherry Street
12. North 8th Avenue at East Lehman Street
13. 8th Avenue at Cumberland Street
14. 7th Street at Cumberland Street
15. 9th Street at Cumberland Street
16. South 8th Street at Walnut Street
17. South 7th Street at Walnut Street
18. South 6th Street at Walnut Street
19. South 5th Street at Walnut Street
20. South 2nd Street at Walnut Street
21. North 4th Street at Lehman Street
22. Lincoln Avenue at Maple Street and Canal Street
23. 11th Avenue at East Cumberland (U.S. Highway 422)
24. North 12th Street at Maple Street

Intersection Location Map
Illustrations
The following is a review of intersections in the City of Lebanon identified by the Planning Commission as problems. The intersections have been mapped on the attached street map. Each intersection has been inspected, observing existing conditions, land uses, traffic movements and other conditions affecting the intersections. We have provided, for your review and comment, recommendations including other areas for possible study, to alleviate the observed problem.

1. QUENTIN ROAD AT JACKSON BOULEVARD (SEE ILLUSTRATION)

Quentin Road is a two-lane two-way street as is Jackson Boulevard. Quentin Road is two-lanes north to the north of the intersection providing two-lanes as the street moves into 9th Street (Route 72 North). A stop sign is located at the intersection controlling traffic on Jackson Boulevard. Jackson Boulevard ends at the intersection.

Observed Problem:

The main problem observed at the intersection is poor sight distances affecting traffic entering Quentin Road from Jackson Boulevard. The limited sight distances result from a hill in Quentin Road just to the north of Jackson Boulevard. The same hill negatively impacts traffic turning left from Quentin Road onto Jackson Boulevard. Additionally, traffic turning left from Quentin Road onto Jackson Street creates a bottleneck at the intersection as the turning traffic often sits in the middle of the lane on Quentin Road.

Recommendation:

An alternative to alleviate the problem of limited sight distance is to remove the hill. The feasibility of the recommendation is dependent upon further study to determine the cost of the required redesign and the need for any purchase of land to implement the recommendation. A more immediate solution is to provide signs alerting traffic on Quentin Road to the Jackson Boulevard intersection, advising caution. To minimize the back-up of traffic on Quentin Road, it is recommended a turning lane be provided on Quentin Road at Jackson Boulevard allowing the free flow of traffic around the turning traffic. It is recommended the lane be marked "Left-Turn Only".

2. SOUTH 12TH STREET AT JACKSON BOULEVARD

South 12th Street and Jackson Boulevard are both two-lane two-way streets. South 12th Street is extra wide with a cartway width of approximately 45 feet. While a church and dental office are located at the intersection, the area is characterized as primarily residential. A stop sign is located on both sides of Jackson Boulevard controlling traffic as it enters South 12th Street. The posted maximum speed limit on South 12th Street is 25 miles per hour.
Observed Problem:

Observations indicate clear sight distances for all traffic moving through the intersection. Because of the extra width of South 12th Street there appears to be sufficient room for the channeling of traffic on South 12th Street so through traffic is not slowed by traffic turning off of South 12th Street onto Jackson Boulevard. Given the extra width of South 12th Street in combination with its functioning as an access route to the center of town, it appears the major concern is related to speed in excess of the posted 25 miles per hour through a residential area.

Recommendation:

It is expected the solution to the observed problem of excess speed through the intersection can be provided through a comprehensive traffic control program as recommended in 3 as follows. In the meantime, remedial action, to restrict parking on the east side of 12th Street south of Jackson Boulevard for a distance of fifty (50) feet, would improve the sight distance in most instances.

3. SOUTH 12TH STREET AT OAK STREET (SEE ILLUSTRATION)

Both South 12th Street and Oak Street are two-lane two-way streets. On Oak Street to the west of South 12th Street, a planted median strip separates the east and west bound traffic lanes. As previously observed the cartway of South 12th Street is approximately 45 feet wide. The cartway, however, narrows significantly to the north of Oak Street. The cartway on Oak Street to the east of South Street is much narrower than the west side. There is no median strip on the east side of Oak Street. There is a stop sign on Oak Street controlling traffic moving into South 12th Street at the intersection. Oak Street is becoming a main corridor. Future development will only increase traffic through this intersection.

Observed Problem:

As was noted with intersection 2, a problem observed at the intersection of South 12th Street and Oak Street is that traffic appears to move at a high speed through the intersection. It is expected the high speed at the intersection is a greater hazard than at intersection 2 because South 12th Street drops-off down a hill just to the north of the intersection with Oak Street, limiting the sight distance from Oak Street. It is expected the problem is compounded because Oak Street is not aligned on either side of South 12th Street. Also, Oak Street appears to be evolving from a local street to a through street, carrying traffic through the City.

Recommendation:

It is recommended the most immediate solution to the limited sight distances is to provide signs alerting traffic moving south on South 12th Street to the location of Oak Street at the top of the hill. It is recommended further study utilizing traffic counts may show a traffic light is warranted at the intersection. It is expected a traffic light may provide a comprehensive long term solution to help control speed as traffic passes through the primarily residential neighborhood along South 12th
Street including through intersection 2, South 12th Street and Jackson Boulevard. Provision of turning lanes on South 12th Street can further enhance safety at the intersection.

Because of the existing land use patterns observed at the intersection, with all sides of the intersection developed, it is not expected it will be feasible to align Oak Street. To control movement through the intersection, ensuring safety, it may be possible in combination with a traffic light, to provide alternate green lights on Oak Street. A diagram outlining the recommendations is attached.

4. SOUTH 12TH STREET AT WALNUT STREET

Both South 12th Street and Walnut Street are two-lanes as they approach the intersection. South 12th Street is two-way on both sides of the intersection. Walnut Street is two-way to the west of South 12th Street and one-way heading east to the east of the intersection. A traffic light is located at the intersection with a delayed green for traffic moving north on South 12th Street. Observations indicate the addition of left turn lanes on South 12th Street on both sides of the intersection. A railroad crossing is located on Walnut Street on the west side of the intersection. Land use at the intersection is commercial.

Observed Problem:

Traffic volumes through the intersection, particularly on South 12th Street, appear to be very heavy. It is expected these heavy volumes could create delays at peak hours.

Recommendation:

To further enhance flow through the intersection, avoiding traffic back-ups, it is recommended that left turns be permitted onto Walnut Street east from both South 12th Street south bound lanes.

5. SOUTH 12TH STREET AT CUMBERLAND STREET

South 12th Street is two-lanes with two-way traffic permitted. Traffic channelization lanes are located on South 12th Street for traffic moving west onto Cumberland Street. To the west of South 12th Street, Cumberland Street is two-way with four traffic lanes. To the east of South 12th Street, Cumberland Street is one-way west. Cumberland Street is three lanes at the intersection with two through lanes and one left turn lane for traffic moving south on South 12th Street. A painted median lane separates the left turn lane from the through lanes on the east side of Cumberland Street. A traffic light is located at the intersection.

Observed Problem:

The major problem observed at the intersection is that traffic turning south onto South 12th Street from Cumberland Street does not yield to traffic turning from Cumberland Street onto South 12th Street. It appears a delayed green light was
programmed at the intersection affecting the west bound traffic on Cumberland Street, but it is expected the delay is not long enough to allow a clearing of traffic at peak times on the west side of Cumberland Street turning south onto South 12th Street.

**Recommendation:**

To enhance safety at the intersection, it is recommended the delayed green may be further delayed to account for peak traffic moving through the intersection. To do this would require a new controller.

6. **JONESTOWN ROAD AT REINOEHL STREET**

Jonestown Road and Reinoehl Street are both two-lane two-way streets. Jonestown Road extends on both sides of the intersection. Reinoehl Street does not go through the intersection, only extending east. A stop sign is located at the intersection controlling traffic on Reinoehl Street. A site visit indicates clear sight distances at the intersection. Because of minimal traffic volumes observed, it does not appear channelization lanes are required to limit stacking. Turning radius appear sufficient to accommodate traffic observed. Accordingly, no recommendations are provided.

7. **NORTH 16TH STREET AT LEHMAN STREET (SEE ILLUSTRATION)**

North 16th Street and Lehman Street are both two-lane two-way streets. Lehman Street extends through the intersection while North 16th Street does not extend to the north of the intersection. Traffic on North 16th Street is required to stop before entering the intersection. There is a curve on Lehman Street just to the west of the intersection. Land use adjoining the intersection is industrial with extensive truck traffic moving through the intersection. The railroad tracks cross Lehman Street just to the west of North 16th Street creating a bump in the street. The railroad crossing is abandoned with the tracks abruptly ending to the south of the intersection and a fence extending across the railroad tracks. The railroad track crossing signs are still located at the intersection.

**Observed Problem:**

Problems observed at the intersection include a slowing of traffic resulting from the curve and bump created by the abandoned railroad tracks crossing the road. The slowing can create a bottleneck at the intersection. It was also observed that traffic turning from Lehman Street onto North 16th Street, particularly truck traffic, has trouble negotiating the turn without crossing the center line of North 16th Street because of inadequate turning radius.

**Recommendation:**

Given limited development of lands immediately at the intersection it is recommended a comprehensive redesign is possible. Included in the redesign is provision of larger turning radius allowing safe movement onto North 16th Street from Lehman Street and also from North 16th Street onto Lehman Street,
particularly to east bound traffic. It is also recommended that the intersection could be widened to provide left turn and right turn lanes minimizing stacking. Additionally, the redesign of the intersection could include the straightening out of Lehman Street in combination with the removal of the abandoned railroad tracks to eliminate the bump. To eliminate clutter at the intersection, the railroad track crossing signs can be removed. It is recommended the redesign will need to be completed in cooperation with West Lebanon because some of the conditions negatively affecting the intersection are located in the adjoining municipality. Further study could include consideration of traffic counts, particularly if there is further development of lands adjoining the intersection, to determine if a traffic light is required at the intersection. A diagram outlining the recommendations is attached.

NOTE: Since completion of this analysis in 1991, the railroad tracks have been removed.

8. NORTH 16TH STREET AT CUMBERLAND STREET (SEE ILLUSTRATION)

North 16th Street is a two-lane two-way road with left turn lanes at the intersection. Cumberland Street is also a two-lane, two-way road with a center of the road left turn lane to the west of the intersection. To the east of the intersection, Cumberland Street is four lanes and two-way. A traffic light is located at the intersection. The railroad tracks cross the intersection, but the tracks appear to be abandoned.

Observed Problem:

Generally, traffic appears to move freely through the intersection. Because of the left turn lanes, there is not much stacking of traffic at the intersection waiting to turn. The primary problem appears to be too small of a turning radius for traffic, particularly truck traffic, turning north onto North 16th Street from Cumberland Street with traffic crossing the center line of the road into oncoming traffic.

Recommendation:

The recommendation to alleviate limited turning radius is to increase the radius. Because, however, of the developed nature of the intersection, particularly the northwest corner where the problem is observed, it is not clear the benefit of the cost of purchasing the land to expand the radius will be achieved. A possible less costly solution could be to move the stop line back for traffic at the north side of North 16th Street at providing room for traffic turning onto North 16th Street from Cumberland Street room to make the turn safely without expanding the turning radius. To further enhance movement through the intersection, it is recommended that the railroad tracks crossing the intersection can be removed. A diagram outlining the recommendations is attached.

NOTE: Since completion of this analysis in 1991, the railroad tracks have been removed.
9. SOUTH 16TH STREET AT CHESTNUT STREET (SEE ILLUSTRATION)

South 16th Street and Chestnut Street are two-lane two-way streets at the intersection. A bridge over the creek is located on South 16th Street just to the north of the intersection. A stop sign controls traffic entering South 16th Street from Chestnut Street at the intersection. Given the wide cartway of both roads at the intersection, there appears to be room for traffic to pass traffic turning at the intersection. All turning radii appear sufficient to allow turns without crossing the centerline of the street.

Observed Problem:

The major problem observed at the intersection is limited sight distance available to traffic entering South 16th Street from the east side of Chestnut Street. The limited sight distance results from large trees growing in the sight triangle. While the trees have been trimmed up, eliminating low branches that might obstruct vision, the problem is the width of the tree trunks.

Recommendation:

It is expected the solution is to eliminate the trees that obstruct the sight triangle at the intersection. To avoid undue inconvenience to the property owner, it is recommended the City could consult with the property owner to find a suitable location for a replacement location for the trees to satisfy the property owner's needs without obstructing the sight triangle, ensuring the long term safety of traffic at the intersection. In agreement with the extra wide cartway observed at the intersection, it is recommended lanes could be established to better control traffic and a traffic light may also improve safety. A diagram outlining the recommendations is attached.

10. SOUTH 16TH STREET AT OAK STREET

South 16th Street and Oak Street are two-way two-lane roads at the intersection. The intersection and surrounding area is developed with residential uses. A stop sign is located at the intersection controlling traffic entering the intersection from South 16th Street. South 16th Street does not line-up across Oak Street with traffic traveling on South 16th Street through the intersection required to travel on Oak Street rather than across as would be typical if the intersection were lined-up. There is a steep change in grade between the north side and south side of South 16th Street.

Observed Problem:

The primary concern identified at the intersection is the inconvenience created because traffic must enter onto Oak Street to continue through the intersection on South 16th Street. It is possible this additional turn and stop on Oak Street to pass through the intersection on South 16th Street may also create a safety problem although nothing hazardous was observed.
Recommendation:

An alternative available to the City to eliminate the problem, is to align South 16th Street on both sides of Oak Street. It is expected, however, because of the developed nature of the area requiring displacement of residents in combination with the extensive engineering that would be required to grade the intersection to eliminate the hill through the intersection, the cost to the solution would likely greatly exceed the benefit that would be derived. It is recommended a less costly alternative available to the City is the placement of signs before the intersection alerting traffic to the hazards created by the traffic turning onto Oak Street to move across the intersection. This second alternative could be included with a comprehensive traffic program to minimize traffic through the City by passers-by.

11. WALNUT STREET AT CHERRY STREET

Walnut Street is a two-lane one-way street with flow in an eastern direction. Cherry Street is a one-lane street. Because there is no sign identifying Cherry Street as one-way, the presumption is that the street is two-way. There is nothing at the intersection controlling traffic through the intersection. The intersection adjoins Good Samaritan Hospital with parking for the Hospital and area offices located on Cherry Street with Cherry Street serving as a loading aisle for the parking spaces. Generally, sight distances and turning radii at the intersection appear sufficient.

Observed Problem:

The major problem observed at the intersection is confusion as to the direction of traffic flow on Cherry Street. Because there are no signs posted identifying direction of flow, it is expected there is the potential for confusion resulting in safety hazards on Cherry Street. It is also expected if traffic is entering Walnut Street from Cherry Street at the same time traffic is trying to turn from Walnut Street onto Cherry Street, there is the potential for traffic back-ups on Walnut Street, slowing movement.

Recommendation:

Because of the narrow width of Cherry Street, it is recommended the City designate Cherry Street as one-way ensuring safety and unimpeded flow of traffic on both streets and through the intersection. It is expected the recommendation of a designation of direction of flow should be implemented in combination with a comprehensive review of other side streets through the area to ensure the most efficient traffic flows are provided. Generally, it is expected Designating Cherry Street one-way south is more feasible with traffic circulating around to the traffic light by Good Samaritan Hospital to exit Cherry Street onto Walnut Street. In addition to designation of Cherry Street as one-way, it is recommended the City provide a stop sign at the intersection on the north side of Cherry Street, further enhancing safety of traffic through the intersection.

NOTE: Since completion of this analysis in 1991, one-way signs have been installed.
12. NORTH 8TH AVENUE AT EAST LEHMAN STREET (SEE ILLUSTRATION)

North 8th Avenue is a two-lane two-way street through the intersection. East Lehman Street is also a two-lane two-way street at the intersection. The cartway width of East Lehman Street through and adjoining the intersection is excessively wide appearing to be 45 to 50 feet wide. The cartway width of North 8th Avenue is a more standard 25 to 30 feet wide. A stop sign is located at the intersection controlling traffic on North 8th Avenue at the intersection. Because the land adjoining the intersection is flat with minimal vegetation, sight distances appear clear. Traffic through the intersection appears to generally be limited to cars with sufficient turning radii to accommodate cars.

Observed Problem:

Because East Lehman Street provides access to the center of the City, traffic volume through the intersection appears to be heavy. It is expected the heavy volumes slow movement on North 8th Avenue through the intersection.

Recommendation:

It is recommended a traffic light may be appropriate at the intersection to ensure safe passage through the intersection for traffic traveling on North 8th Avenue. It is expected traffic counts of movement through the intersection will be required to verify the need for a traffic light. Because of the extra width of the cartway on East Lehman Street, left turn lanes could be provided to direct traffic around turning vehicles. A diagram outlining the recommendations is attached.

NOTE: Since completion of this analysis in 1991, the recommendation has been implemented.

13. 8TH AVENUE AT CUMBERLAND STREET

8th Avenue to the south of Cumberland Street consists of three lanes limited to one-way traffic. One lane is separated by an island channeling traffic to the right onto Cumberland Street east. Another lane is limited to traffic moving on 8th Avenue through the intersection with the third lane limited to traffic turning left onto Cumberland Street going west into the City. 8th Avenue to the north of the intersection is a two-lane two-way street. There is no left turn permitted from 8th Avenue onto Cumberland Street going west. A stop sign on 8th Avenue controls movement of traffic through the intersection. Cumberland Street to the east of the intersection is a three lane two-way street including one lane heading east and two lanes heading west into the City. To the west of the intersection, Cumberland Street is a two-lane one-way street heading west into the City. The intersection contains several intense commercial land uses including a bank, a shopping center and a fast food restaurant.
Observed Problem:

Generally traffic appears to move freely through the intersection. Sight distances are clear and turning radius are sufficient to accommodate all traffic. The major problem observed at the intersection is volumes are heavy on Cumberland Street slowing movement on 8th Avenue through the intersection. Because the intersection is partially located in South Lebanon Township, any solution will require coordination between the municipalities.

Recommendation:

To ensure safe movement through the intersection, it is recommended a traffic light may be required. The need for a traffic light could be documented through traffic counts. Additionally, to avoid confusion for traffic entering the intersection from the north side of 8th Avenue, it is recommended the stripes be eliminated indicating Cumberland Street is two-way at the intersection in conflict with the no left turn sign. Finally, lanes could be established on Cumberland Street to direct traffic through the intersection. Because the intersection is partially located in South Lebanon Township, any solution will require coordination between the municipalities.

14. 7TH STREET AT CUMBERLAND STREET

7th Street is a two-lane two-way street at the intersection. Cumberland Street is a two-lane one-way street at the intersection with traffic moving west through the intersection. A traffic light controls traffic through the intersection. 7th Street does not align at the intersection with traffic moving south on 7th Street required to move onto Cumberland Street to travel through the intersection. A downtown Lebanon City campus of the Harrisburg Area Community College is planned at the intersection.

Observed Problem:

Given the built-up character of the lands adjoining the intersection in the center of the City, sight distances are somewhat limited. A traffic light at the intersection, however, limits any safety concerns created by the limited sight distances. It appears the major inconvenience at the intersection is because 7th Street does not line-up across Cumberland Street.

Recommendation:

A recommendation to alleviate the inconvenience created because 7th Street does not line-up on either side of Cumberland Street is to align 7th Street. Because of the major redevelopment presently taking place at the intersection, it is expected now is the time to implement a redesign to provide an alignment of the intersection. There is concern, however, that aligning 7th Street at Cumberland Street requires aligning of 7th to the north of Willow Street. Additionally, aligning 7th Street at Cumberland Street could conflict with the cut into Cumberland Street at Liberty Street. It is expected the traffic light at the intersection of Cumberland Street and 7th Street will
provide sufficient control to ensure safety at the intersection in the alternative to a major redesign of the intersection.

NOTE: Since completion of the analysis in 1991, 7th Street has been made wider and the traffic signal has been updated.

15. 9TH STREET AT CUMBERLAND STREET

9th Street is a three-lane, one-way street to the south of Cumberland Street. Two lanes continue through the intersection where 9th Street narrows to two-lanes in a one-way direction north. 9th Street is Route 72 through the City. Cumberland Street is a two-lane one-way street at the intersection with traffic heading west. A traffic light controls traffic through the intersection. Land use patterns at the intersection ensure clear sight distances. Turning radius appear sufficient.

*Observed Problem:*

The major problem observed at the intersection appears to be excessive truck traffic moving through the intersection on 9th Street. It is expected much of the truck traffic is just passing through the City rather than conducting business in the City. There is concern that excessive truck traffic through the City negatively impacts safety and quality of life of residents of the City in addition to placing undue burden on the City’s infrastructure.

*Recommendation:*

It is recommended the City continue its efforts, in cooperation with the State, to provide a Route 72 by-pass, eliminating the traffic passing through the City.

16. SOUTH 8TH STREET AT WALNUT STREET (SEE ILLUSTRATION)

South 8th Street is a two-lane two-way street and Walnut Street is a two-lane one-way street with traffic directed east into the center of the City. A traffic light is at the intersection. South 8th Street to the north of the intersection is provided with a left turn lane and a through lane.

*Observed Problem:*

Because of development at the intersection, sight distances are limited. It is expected however, the traffic light ensures safe movement through the intersection. Additionally, the turning radii are small, with traffic turning from Walnut Street onto South 8th Street, crossing the centerline of the street.

*Recommendation:*

To enhance safety at the intersection, it is suggested the turning radii could be increased. Because of the existing land uses located on all corners of the intersection, it is not expected it will be feasible to expand the turning radii without tearing down buildings. A recommended alternative to increasing the turning radii is to set the
stop lines on South 8th Street back from the intersection allowing additional turning room. To further enhance the free flow of traffic on Walnut Street as it turns onto South 8th Street, it is recommended on-street parking could be set back from the intersection providing room for turning lanes.

17. SOUTH 7TH STREET AT WALNUT STREET

To the south of the intersection, South 7th Street is a two-lane two-way street. To the north of the intersection South 7th Street is one-way north. A "Do Not Enter" sign is posted at the intersection alerting traffic not to enter the north side of South 7th Street. There is no stop sign posted on the south side of the intersection. Walnut Street is two-lanes one-way east at the intersection.

Observed Problem:

Because of extensive development at the intersection, sight distances are limited along Walnut Street from South 7th Street.

Recommendation:

There are various alternatives available to increase the sight distances at the intersection. One alternative is to eliminate the land uses from the intersection. Because of the high cost, it is expected eliminating the buildings is not feasible. Another alternative is to provide a traffic light at the intersection. It is expected that the provision of a traffic light at the intersection, one block east of the traffic light at the intersection of South 8th Street and Walnut Street, would create gridlock on Walnut Street, particularly during peak hours, as the flow of traffic on Walnut Street would be severely limited by traffic lights so close to each other. A final recommended alternative is to prohibit the on-street parking of cars on Walnut Street to the west of the intersection providing a clearer sight distance than exists with cars permitted to park to the intersection. In combination with controlling parking at the intersection it is recommended the City ensure all vegetation adjoining the intersection is properly trimmed to provide clear sight distances. Limiting on-street parking on Walnut Street at the intersection will also provide room for a turning lane from Walnut Street onto southbound South 7th Street enhancing the movement of traffic.

To alert traffic on South 7th Street to the on-coming intersection, it is recommended a stop sign be posted on the south side of the intersection. Additionally, signs could be posted on Walnut Street to the west of South 7th Street urging caution because of turning and through traffic on South 7th Street.

NOTE: Since completion of the analysis in 1991, a stop sign has been posted on South 7th Street.
18. SOUTH 6TH STREET AT WALNUT STREET

South 6th Street is a two-lane two-way street to the south of the intersection and a one-lane one-way street north to the north of the intersection. Walnut Street continues to be a two-lane one-way street east at the intersection. A traffic light controls traffic through the intersection.

**Observed Problem:**

As with the other intersections with Walnut Street, extensive development limits sight distances. Additionally, it was observed that traffic turning south onto South 6th Street from Walnut Street crosses the lane line. It appears this is because the line dividing South 6th Street into north and south bound lanes is not in the center, but is off set providing the north bound side with a wider lane. Because there are no left turns permitted from South 6th Street onto Walnut Street, it is not expected the extra wide lane is needed to channel traffic.

**Recommendation:**

To eliminate the traffic from crossing the lane line as it turns from Walnut Street south onto South 6th Street, it is recommended the lane line be moved. The lane line could be set in the center of South 6th Street or be off set to provide the wider lane to south bound traffic. Off setting the line would further compensate for the limited turning radius. Because a left turn lane is not needed on South 6th Street, the off set lane line would not effect the need for a left turn lane. To further enhance the maneuverability at the intersection, it is recommended the stop line on the south side of South 6th Street be set back from the intersection.

**NOTE:** Since completion of the analysis in 1991, the recommendation has been implemented.

19. SOUTH 5TH STREET AT WALNUT STREET (SEE ILLUSTRATION)

South 5th Street is one-lane one-way south with parking on both sides and Walnut Street is two-lanes one-way east. A stop sign controls traffic on South 5th Street.

**Observed Problem:**

As with many of the intersections with Walnut Street, an observed problem is limited sight distances for traffic entering Walnut Street from the intersecting streets.

**Recommendation:**

Similarly as with intersection #17, South 7th Street at Walnut Street, it is recommended that the most feasible alternative to address the observed problem is to prohibit the on-street parking of cars on Walnut Street to the immediate west of the intersection. Limiting the on-street parking of cars at the intersection should expand the sight distances at the intersection, particularly where the intersecting...
street is down grade of Walnut Street. In combination with controlling parking at
the intersection, it is recommended the City could ensure all vegetation adjoining
the intersection, particularly within the right-of-way, is properly trimmed to provide
clear sight distances. As previously noted, limiting on-street parking on Walnut
Street at the intersection also provides for a turning lane on Walnut Street,
enhancing the flow of traffic on Walnut Street.

20. SOUTH 2ND STREET AT WALNUT STREET

To the south of the intersection, South 2nd Street is one-lane one-way north and to
the north of the intersection South 2nd Street is two-lanes two-way. Walnut Street
is two-lanes one-way east. A stop sign controls traffic on South 2nd Street at the
intersection.

Observed Problem:

While all corners of the intersection are developed, because the land uses are less
extensive at the intersection, sight distances do not appear to be as much of a
problem as at the other Walnut Street intersections. An observed problem at the
intersection is traffic turning from Walnut Street onto the south bound side of
South 2nd street must cross the center line into the north bound lane. The observed
problem at the intersection of traffic crossing the centerline when turning from
Walnut Street onto South 2nd Street does not appear to be a problem of limited
turning radius as much as it is a problem of cars being parked right up to the
intersection within the turning radius.

Recommendation:

To alleviate the observed problem, it is recommended on-street parking at the
intersection be limited, providing room for turning traffic to move onto south 2nd
Street without crossing the centerline. Because the intersection is controlled by a
stop sign rather than a traffic light, it is not feasible to move the stop line back.

While the analyses of the Walnut Street intersections have been completed
separately, it is expected that considering the entire of Walnut Street in combination
with the recommendations for the individual intersections could provide relief to
some of the observed problems. Walnut Street is a major thoroughfare in the City of
Lebanon, providing access to the City's business district and also cross town access.
Good Samaritan Hospital, a major traffic generator, is located on Walnut Street.

Traffic flow and speed on Walnut Street is controlled by traffic lights at several of the
intersections, but movement on Walnut Street can still be fast. The posted speed
limit on Walnut Street appears to be 25 miles per hour, but there are no signs
indicating the speed limit from the intersection of Walnut Street with 9th Street
until just before Good Samaritan Hospital. The observed high speed on Walnut
Street is often in conflict with the heavy traffic and many intersections where traffic
turns in and out of Walnut Street. In addition to the previous recommendations,
particularly the reducing of on-street parking adjoining the intersection to enhance
sight distances while also providing a turning lane and also to expand turning radii,
it is recommended the 25 mile per hour speed limit be regularly posted along Walnut Street. It is expected posting of the speed limit in combination with regular enforcement of the posted speed limit will further enhance traffic safety on Walnut Street.

NOTE: Since completion of the analysis in 1991, regular posting of the speed limit has been added and more closely monitored.

21. NORTH 4TH STREET AT LEHMAN STREET

To the south of the intersection, North 4th Street is a two-lane two-way street. To the north of the intersection, North 4th Street is one-lane one-way north. At the intersection Lehman Street is a two-lane two-way street. A stop sign controls traffic on North 4th Street at the intersection.

Observed Problem:

Because of extensive development of all four corners of the intersection, it appears sight distances are limited. Additionally, because of the narrow cartway width of Lehman Street at the intersection, it appears the flow of traffic on Lehman Street could be impaired, particularly during peak times, by traffic turning onto North 4th Street.

Recommendation:

An alternative to provide expanded sight distances at the intersection could be to demolish the buildings at the intersection. It is not expected the alternative is feasible because the benefit derived probably would not substantiate the expense. To compensate for the limited sight distances, an alternative to demolition of the buildings at the intersection could be to provide a traffic light at the intersection. There is concern that provision of a traffic light at the intersection in addition to the existing traffic light at the intersection of North 6th Street and Lehman Street to the immediate north of the North 4th Street and Lehman Street intersection, will create grid lock on Lehman Street. A final alternative to enhance the sight distances at the intersection of North 4th Street at Lehman Street is to limit the parking of cars on-street adjoining the intersection.

An alternative to address the observed problem of impeded traffic flow on Lehman Street, it is recommended traffic lanes could be provided. Because, however, of the narrow cartway, width with all lands adjoining the intersection developed, it is not expected there is room to provide turning lanes. An alternative to the provision of turning lanes could be limiting turns from Lehman Street onto North 4th Street, particularly left hand turns. Because it is expected the problem is more observed during peak hours, enforcement of the recommendation could be limited to the peak hours.
22. LINCOLN AVENUE AT MAPLE STREET AND CANAL STREET

Lincoln Avenue is a two-lane two-way street. Lincoln Avenue ends at the intersection. Maple Street is a two-lane two-way street. Maple Street does not line-up on either side of Lincoln Avenue forming a turn of approximately 120 degrees through the intersection. Canal Street is one-lane one-way southeast. Canal Street is aligned with the east side of Maple Street. A stop sign controls traffic entering the intersection from the west side of Maple Street and also from Lincoln Avenue. Lincoln Avenue slopes extremely down from the intersection.

Observed Problem:

Because of the topography, with Lincoln Avenue located downhill of Maple Street, sight distances at the intersection are limited. The sight distances are further limited by a hedge on the southeast corner of the intersection growing into the sight triangle. With Canal Street intersecting Maple Street to the east of the stop sign that is on the west side of Maple Street, traffic on Maple Street appears to enter into the intersection with Canal Street to see onto Lincoln Avenue. Because of the awkward alignment of Maple Street, traffic entering the intersection from the east side of Maple Street appears to be traveling at a speed higher than can be safely accommodated in the intersection.

Recommendation:

To enhance the safety of traffic through the intersection, it is recommended Maple Street could be aligned, eliminating the awkward turn for traffic continuing through the intersection on Maple Street. The alignment could also be completed to extend Lincoln Avenue further north to enhance the sight distances. Implementation of the recommendation requires further study to identify the best alignment.

As an interim measure it is recommended a traffic light may be appropriate to control safety at the intersection.

23. 11TH AVENUE AT EAST CUMBERLAND STREET (U.S. HIGHWAY 422) (SEE ILLUSTRATION)

11th Avenue is a two-lane two-way street. East Cumberland is a four-lane two-way highway. Traffic entering East Cumberland from 11th Avenue is controlled by a stop sign. The posted speed limit on East Cumberland at the intersection is 45 miles per hour to 35 miles per hour ahead.

Observed Problem:

The intersection of 11th Avenue with East Cumberland is located at the bottom of an overpass located to the east of the intersection. The overpass limits sight distances to the east for traffic entering or crossing East Cumberland from 11th Avenue. It is expected the hazard created by the limited sight distances is compounded because of the high speed permitted on East Cumberland.
Recommendation:

To limit the hazard observed at the intersection, the City could consider provision of a traffic light at the intersection. It is not expected, however, that a traffic light would be appropriate at the intersection as traffic volumes on 11th Avenue appear minimal. Additionally, it is expected provision of a traffic light at the intersection just east of the traffic light at East Cumberland and 8th Avenue would impair the free flow of traffic along the highway contrary to the objective of a limited access highway. An alternative to provision of a traffic light at the intersection is to limit the movement of traffic from 11th Avenue onto East Cumberland. To limit the movement it is recommended the City could close off 11th Avenue at the intersection. Because there are no land uses on 11th Avenue at the intersection requiring access from the intersection, it is not expected prohibiting movement through the intersection from 11th Avenue will create any undue hardship.

In the alternative to closing 11th Avenue at the intersection with East Cumberland, it is recommended the City could reconfigure the intersection. Reconfiguration of the intersection could include provision of left turn lanes on East Cumberland and also acceleration and deceleration lanes on East Cumberland. It is expected a reconfiguration of the intersection as described would result in the loss of the shoulder adjoining the intersection. In combination with the reconfiguration, to maintain safety and free flow through the intersection, it is recommended it would be appropriate to prohibit left-turn lanes from 11th Avenue onto East Cumberland, particularly during peak traffic hours.

NOTE: Since completion of the analysis in 1991, the City added a traffic signal at Bollman Street. The City's Public Works Department indicates that the additional traffic light has helped to alleviate the problem.

24. NORTH 12TH STREET AT MAPLE (SEE ILLUSTRATION)

Both North 12th Street and Maple are two-lane two-way streets. All sides of the intersection have two lanes with one designated for left turns only and the other for right turns and through traffic. Development at the intersection is low density and set back considerably from three sides of the intersection with a two family house located on the northwest side close to the streets. The low density development of the intersection provides for clear sight distances. A traffic light controls movement through the intersection.

Observed Problem:

Generally, traffic moves freely through the intersection. Because, however, of the relatively high speed of traffic through the intersection, free flow of traffic is sometimes limited because traffic turning right effects traffic moving straight through the intersection. Additionally, with only one lane serving straight through traffic and right turning traffic, traffic is sometimes observed cutting through the properties adjoining the intersection, particularly the Turkey Hill gas station. It is expected the cutting through of the adjoining properties can create a safety problem.
Recommendation:

It is recommended the solution to the observed problem at the intersection is to provide additional lanes for right turns. Because the cartway width at the intersection is narrow, with no shoulders, it is expected provision of right turn lanes at the intersection requires widening of the intersection. As noted, development of the intersection is low density with most of the land uses set back considerably from the intersection allowing widening of the intersection without displacement.

NOTE: The recommendation is scheduled for completion in 1995.
RECOMMENDATIONS:

A) ELIMINATE HILL
B) POST SIGNS NOTING INTERSECTION
C) PROVIDE LEFT TURN LANE

#1-QUENTIN RD. AT JACKSON BLVD.

PROBLEM INTERSECTIONS
CITY OF LEBANON
LEBANON COUNTY
PENNSYLVANIA
MULLIN & LONERGAN ASSOCIATES, INC.
NOT TO SCALE
RECOMMENDATIONS:

A. POST SIGNS

B. INSTALL TRAFFIC LIGHT

C. PROVIDE DELAYED GREEN ON OAK ST.

D. PROVIDE TURNING LANES

#3-S.12TH ST. AT OAK ST.

PROBLEM INTERSECTIONS
CITY OF LEBANON
LEBANON COUNTY
PENNSYLVANIA

MULLIN & LONERGAN ASSOCIATES, INC.
NOT TO SCALE
RECOMMENDATIONS:

A) ALIGN LEHMAN ST.

B) REMOVE ABANDONED RAILROAD TRACK CROSSING & RAILROAD CROSSING SIGNS

C) INCREASE TURNING RADIUS

D) PROVIDE TURNING Lanes

E) INSTALL TRAFFIC LIGHT
RECOMMENDATIONS:

A SETBACK STOP LINE

B REMOVE ABANDONED RAILROAD TRACKS

C INCREASE TURNING RADIUS
RECOMMENDATIONS:

A  REMOVE TREES FROM SIGHT TRIANGLE

B  PROVIDE TURNING LANES

#9-16TH ST. AT CHESTNUT ST.

PROBLEM INTERSECTIONS
CITY OF LEBANON
LEBANON COUNTY
PENNSYLVANIA

MULLIN & LONERGAN ASSOCIATES, INC.
NOT TO SCALE
RECOMMENDATIONS:
A INSTALL TRAFFIC LIGHT
B PROVIDE TURNING LANES

PROBLEM INTERSECTIONS
CITY OF LEBANON
LEBANON COUNTY
PENNSYLVANIA
MULLIN & LONERGAN ASSOCIATES, INC.
NOT TO SCALE
RECOMMENDATIONS:

A. INCREASE TURNING RADIUS
B. SETBACK STOP LINE
C. PROVIDE DECELERATION / TURNING LANE
D. POST SPEED LIMIT

#16-S.8TH ST. AT WALNUT ST.
PROBLEM INTERSECTIONS
CITY OF LEBANON
LEBANON COUNTY
PENNSYLVANIA
MULLIN & LONERGAN ASSOCIATES, INC.
NOT TO SCALE
PROHIBIT CARS PARKED AT INTERSECTION TO PROVIDE A DECELERATION / TURNING LANE

RECOMMENDATIONS:

A PROHIBIT CARS PARKED AT INTERSECTION TO PROVIDE A DECELERATION / TURNING LANE

#19-S.5TH ST. AT WALNUT ST.

S.5TH ST.

WALNUT ST.

PROBLEM INTERSECTIONS
CITY OF LEBANON
LEBANON COUNTY
PENNSYLVANIA
MULLIN & LONERGAN ASSOCIATES, INC.
NOT TO SCALE
RECOMMENDATIONS:

A PROVIDE ACCELERATION / DECELERATION LANES

B PROVIDE LEFT TURN LANES

C INSTALL TRAFFIC LIGHT

PROBLEM INTERSECTIONS

CITY OF LEBANON
LEBANON COUNTY
PENNSYLVANIA

MULLIN & LONERGAN ASSOCIATES, INC.
NOT TO SCALE
RECOMMENDATIONS:

A. Widen intersection providing right & left turning lanes and through lanes.