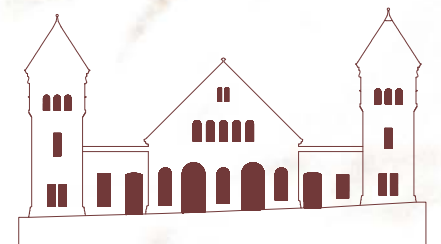
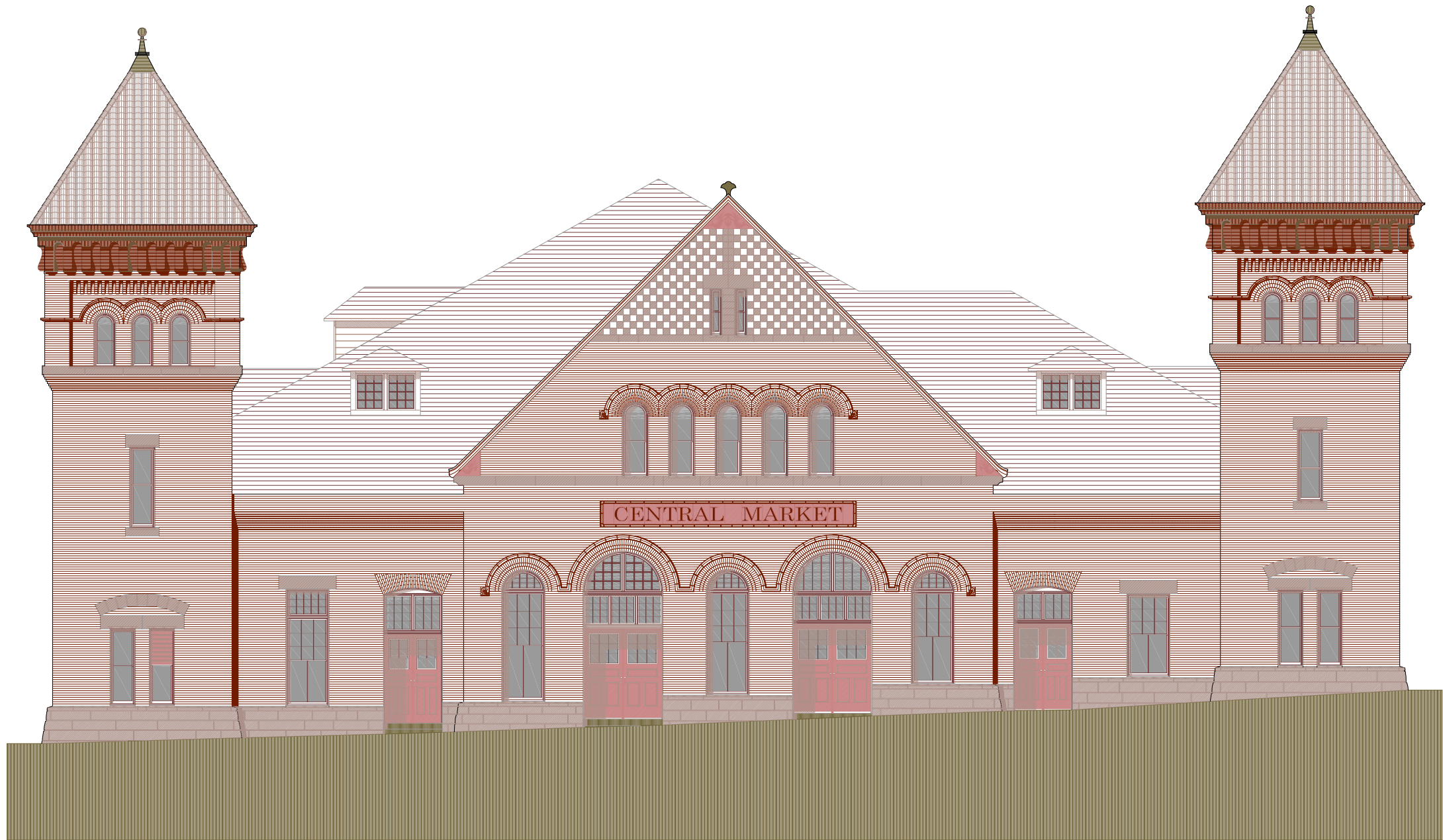


**LANCASTER CENTRAL MARKET** : *Assessments, Guidelines, & Recommendations for Preservation & Development*





*CENTRAL MARKET, South Facade, James Warner, Architect*

*Delineated by Gemma de la Fuente ©Paden de la Fuente*

## **LANCASTER CENTRAL MARKET** : *Assessments, Guidelines, & Recommendations for Preservation & Development*

Linda Aleci, Ph.D., Professor of Art History

Paden de la Fuente, LLC., Architecture + Design

Community Heritage Partners, LLC., Architecture, Town Planning, Preservation

Hammel Associates, Architects, LLC.



*That this edifice has continued as a market, serving Lancaster County farmers and the public that purchase and consume their goods, is not only a testament to our strong and resilient agriculture, but also to the skill of the architect's design and the vision of our forefathers in commissioning the building. It is our sincere and ardent wish that the current and future caretakers of Central Market see its use and structure as one, and that the documentation within helps them to better understand, appreciate and preserve this extraordinary part of our history, our present and hopefully our future.*



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*Photos in Chapter IV are courtesy Hammel Associates Architects, LLC., unless otherwise noted.*



**1889**

# INTRODUCTION

The Lancaster Central Market : Assessments, Guidelines, & Recommendations for Preservation & Development Report is a community effort initiated jointly by The Friends of Central Market and the Historic Preservation Trust of Lancaster County. The creation of this report was endorsed by the City of Lancaster and the Central Market Trust. The Report is the work of a professional team of architects, an architectural historian, a market scholar, and consultants in the fields of public market planning, historic preservation, urban planning, and public policy. This team was assembled by the Historic Preservation Trust, which has acted as the project coordinator for the initiative. Their work is funded in part by a grant from the Lancaster County Community Foundation as well as by donated professional services on the part of the consulting team.

## *Background of this Report*

Following best professional practices for the management of an historic or cultural resource, any sort of planning or building initiative for a structure as significant as Lancaster’s Central Market should be informed by a Historic Structure Report (HSR) or Preservation Planning Report.<sup>1</sup> These are created with an understanding that each historic property represents a unique and irreplaceable resource whose important physical and cultural character can be destroyed, compromised, or obscured by well-intentioned restoration projects or other construction efforts. In effect, an HSR or Preservation Plan “provides a forum to address changes to a resource during the planning process, explores alternative plans of action, and the means to minimize loss, damage, or irreversible adverse effects on historic fabric.” An HSR is particularly desirable when code, accessibility, or systems upgrades are planned for a building.<sup>2</sup>

Dominique Hawkins, whose Preparation Guide for Historic Structure Reports and Preservation Plans has been adopted as the professional standard for the State of Pennsylvania, additionally recommends that “In general, when extensive and costly projects are planned, it may be prudent to invest in an HSR that can better provide a more complete documentary record and fully-informed analysis which will result in a more efficient and economically appropriate project.”<sup>3</sup> Historic Structure Reports and Preservation Plans also become valuable reference tools for a site, and can be used for the creation of Interpretative Plans, Master Plans, and Feasibility Studies, as well as to strengthen and support grant applications and other funding requests. For these reasons, and in anticipation of the much-discussed upgrades to the Central Market, the Friends of Central Market have long advocated the preparation of an HSR for the site.

The *Lancaster Central Market Master Plan*, completed in 2005 by Murphy and Dittenhafer Architects, primarily constructs an argument for non-municipal management of Central Market, developing 10 action steps that address market operations, its role in the downtown, and capital improvements. It includes one recommendation specifically addressing the appropriate care of the building (Action 5: *Ensure appropriate preservation of the 1889 building over the long term*, 49-56).

<sup>1</sup>The National Park Service, which administers preservation standards at the federal level, states in no uncertain terms that a Historic Structure Report should be prepared for every major structure managed as a cultural resource. In particular, the expectation is that an HSR would be in place for buildings designated as historically or architecturally significant, particularly those buildings open to the public. See the National Park Service Preservation Brief no. 43 at [www.cr.nps.gov/hps/tps/briefs/brief43.htm](http://www.cr.nps.gov/hps/tps/briefs/brief43.htm); as well as the documents provided by the Federal Preservation Institute at: [fpi.historicpreservation.gov/TechnicalInfo/Rehab/HistoricStructure.aspx](http://fpi.historicpreservation.gov/TechnicalInfo/Rehab/HistoricStructure.aspx). The Federal Preservation Institute additionally states: “In no case should restoration, reconstruction, or extensive rehabilitation of any structure be undertaken without an approved HSR.”

<sup>2</sup>Dominique Hawkins, A.I.A., with Lyssa Papazian, *Historic Structure Reports & Preservation Plans: A Preparation Guide* (New Jersey Department of Environmental Protection, Division of Parks & Forestry: Historic Preservation Office, 2004): pp. 1, 9.

<sup>3</sup>*Ibid.*, 7.

In this section the authors acknowledge that proposed projects at Central Market must meet “stringent preservation requirements.” (49) Citing, however, the potential expense of doing an HSR and the urgency for immediate repair work on Central Market, they argue that the Secretary of the Interior’s Standards for the Rehabilitation of Historic Buildings<sup>4</sup> and National Park Service Preservation Briefs provide appropriate means for evaluating any proposed work on Central Market. (51) They additionally recommend that preservation efforts focus on the exterior of the building and suggest that the “interior environment of the Market can be *carefully* adjusted and appropriately adapted to meet the needs of current and new generations of standholders and customers.”<sup>5</sup> (50; emphasis theirs)

The *Lancaster Central Market Master Plan* further suggests that management of the market business (Central Market’s “soul”) and management of the building (Central Market’s “body”) can be separated. From a preservation standpoint however, this is not the case: whatever entity is managing the market implicitly becomes a cultural resource manager, responsible for the building and its traditional functions as a manifestation of Lancaster’s history. In that sense the perspective taken by of the *Lancaster Central Market Master Plan* is quite limited. The approach it offers is insufficient for assisting the Central Market Trust and the City of Lancaster in meeting their public charge as stewards of Lancaster’s most significant cultural resource, for the following reasons.

<sup>4</sup>“Rehabilitation” should not be confused with “preservation;” it specifically refers to “the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values.”

<sup>5</sup>The *Master Plan* identifies where immediate and pressing repair and restoration work is needed on the exterior of the building (primarily the roof, exterior masonry walls, windows, and exterior doors) and offers specific recommendations for undertaking those repairs. Action 6 (57-66) addresses interior building needs and systems improvements: heating and cooling systems, electrical service, lighting, seating, plumbing, restrooms and mezzanine improvements, ADA compliance, floor treatment, wall areas, the exposed main roof structure, security, and stands.

The Secretary of the Interior’s Standards and the National Park Service Preservation Briefs are first of all generalized recommendations for building treatments; they do not describe how their recommendations are to be interpreted in light of the specific architectural elements and circumstances of Central Market. This is clearly stated in the Introduction to the Guidelines, which opens with the following caveat: “The Guidelines are intended to assist in applying the Standards to projects generally; consequently, they are not meant to give case-specific advice or address exceptions or rare instances. For example, they cannot tell owners... which features of their own historic building are important in defining the historic character and must be preserved.”<sup>6</sup> Nor do the Secretary’s Standards offer alternative plans of action, or ways of evaluating or designing solutions anchored in the actual circumstances and history of this particular building and its site. The value of a Preservation Plan or Historic Structure Report on the other hand is precisely because it is developed with a particular knowledge of, and orientation to, a specific historic resource.

While the *Lancaster Central Market Master Plan* is certainly of value on a number of points, its particular orientation means that the direction it offers regarding architecture, preservation, and design guidance issues is limited. The plan contains minimal architectural analysis, and only a superficial understanding of Central Market as a cultural resource. It celebrates Central Market’s significance and value to the community, but does not lay down parameters that would assist the City and the Central Market Trust to deal with the many likely circumstances that potentially challenge or compromise the Market’s significance, now and in the future. These, and other gaps cannot be bridged by Central Market’s Nomination Form for the National Register of Historic Places. Submitted in 1972, it is now badly out-of-date as well as inadequate: it treats the building as a discrete element in the market square, does not provide an adequate assessment of the building’s architecture or its character-defining features, and draws historically dubious conclusions with respect to its cultural significance.

<sup>6</sup>Guidelines for Rehabilitating Historic Buildings: Introduction, p. 1 (<http://www.nps.gov/hps/tps/tax/rhb/guide.htm>)

Given the limited design review jurisdiction by the City of Lancaster, and with no dedicated preservation architects on city staff or the board of the Central Market Trust, Central Market management possesses incomplete means to make consistent, objective (that is to say, decisions taken from a perspective of disinterest rather than client- or donor-driven needs) and fully-informed assessments of proposed rehabilitation efforts. With this in mind, the Friends of Central Market and the Historic Preservation Trust approached the City and the Central Market Trust with a proposal to develop a report that establishes at minimum the foundation for consistent standards for treatment and informed decision-making with respect to on-going preservation and building efforts at Central Market.

The historic and cultural significance of Central Market is indisputable: it is a designated building on the National Register of Historic Places and is recognized by the Library of Congress as a Local Legacy to this nation. Both the Central Market and the market square precinct, which together identify the birthplace of Lancaster and its enduring existence as an 18th century market town, potentially would qualify for National Landmark status. Indeed, as the *Lancaster Central Market Master Plan* itself notes, residents have identified the Central Market House as the most important preservation priority in the city. Given this community-wide consensus, the “best-practices” protocols in the fields of architecture, historic preservation, and urban planning, especially as practiced over the last 25 years, dictate the clear need for an Historic Structure Report or Preservation Plan for Central Market. Since this has not been common practice locally however, there has been some misperception that an HSR could preclude alteration options for the building when fact it would provide information and sketch out examples or scenarios that would guide decisions about all future alterations to the building. Nor would an HSR necessarily dictate or control those decisions with any legal or financial constraints.

Nonetheless, acknowledging this concern, the team that assembled this report has agreed to term it “Assessments, Guidelines, & Recommendations for Preservation & Development,” a name that describes its fundamental intent. Like an HSR, it is prepared for the long-term benefit of the Central Market. It provides a comprehensive review of existing conditions and describes the building’s character-defining features. It also provides an assessment of design and treatment approaches for the market. The historical context and overview, based on original research provided by a scholar of the history and economies of markets, is more streamlined than an HSR but provides documentation as necessary to substantiate the report’s recommendations.

The Lancaster Central Market Design Guidelines and Maintenance Recommendations differs from an HSR in another respect. Typically, HSR’s are undertaken for historic buildings for which adaptive re-use (a process that adapts buildings for new uses while retaining their historic features) is planned.<sup>7</sup> However, the operations of Lancaster Central Market as a market have never changed. Mindful of this fact, the Central Market Trust charged the HPT team to make recommendations pertinent to retaining the cultural authenticity of the market as a farmers market (see bullet 4, below). The recommendations in this report therefore consider continuity of use both as it preserves the cultural and economic significance of Central Market, and also as it fosters the best possible conditions for the preservation of the building’s physical fabric, informed by an assessment of the operations of other markets in the United States.

<sup>7</sup>To our knowledge, only a handful of historic structure reports for market houses, or portions of market houses, have been conducted. These include the Historic Structure Report and Rehabilitation Study for the St. Roch market in New Orleans (2006), which was operating as a fish market, po’boy and Chinese restaurant until Hurricane Katrina. This was conducted in partnership with the city of New Orleans and the Historic Preservation Planning Program of Cornell University. An HSR for the Eastern Market (Washington D.C.) funded by a grant from the National Trust for Historic Preservation and overseen by Ruth Ann Overbeck of Washington Perspectives, Inc., is said to have been undertaken in 1990, although that report has not been located; that for Eastern Market Manager’s Office (used as a café and subsequently abandoned) was completed by Ewing Cole in 2008.

The purpose of this Report is four-fold:

First, it supplements the Lancaster Central Market Master Plan in the following ways:

- It constructs an interpretative framework for care of the building and site more deeply informed by historical research and architectural fieldwork, and assembles a bibliography of resources that can be used for future study.
- It creates an inventory of the building features and materials to be used for preservation, rehabilitation, and restoration efforts,
- It examines some issues only generally broached by the Master Plan but identified by the Central Market Trust as being of particular interest—for example, urban design issues associated with the site, and the question of stand design,
- At the request of the Central Market Trust, it is directed to retaining the cultural authenticity of Market—that is, the cultural significance of the marketplace and the marketgoing experience—in its recommendations.

Second, this Report outlines the principles for fostering design compatibility in instances of rehabilitation to the building and site. These principles should be regarded as a means of directing decision-makers, market vendors, and design professionals toward choices that recognize and work with the key character-defining features of the building and site.

Third, the information in this report builds a platform for shared knowledge and much-needed consistency of information about the Central Market that will contribute to sounder planning decisions over time. It collects, summarizes, and centralizes a body of information that either has not existed before or that has been too dispersed to be easily accessible. In that way it can serve as an educational tool for public officials and members of the Central Market Trust, as well as for the community.

Fourth, as a public planning document, this guide should influence all public policy-making for matters with potential impact on the market and its urban setting. It was created with the hope—and certainly the intention—that it will be equivalently valued and followed by current and future decision-makers as the best assembled source of information to date on the architectural, historical, and urban development background of Lancaster’s Central Market, and as a “how-to” guide to protecting and caring for this extraordinary urban and architectural resource.

### *Original Intentions Behind This Report*

Following the best practices of cultural and architectural resource stewardship, this report was originally initiated with the intention that it would be produced in the spirit of independent, objective analysis, without the influence of any client-directed agendas or requirements, so that the Central Market itself would be the true beneficiary. The team sought to avoid privileging any one of the many joint (and sometimes competing) stakeholders in the market, including the current ownership and management, the standholders, and customers. The physical preservation of the historic market structure and its site, as well as the cultural continuity and economic sustainability of its market activity are the prime objectives that informed the conclusions and recommendations presented in this report.

In the interest of full disclosure, it should be noted that the Central Market Trust in mid-2008 retained the services of Hammel Associates Architects (authors of Chapter Four) under a separate contract for design services at Central Market. This occurred during development and before the completion of this report, resulting in a chapter that was prepared in partial service to the goals and purposes of that contract, rather than solely as a component of this report alone.

## *Methodology*

Prior to generating this report, all team members surveyed the City files pertinent to the building and reviewed the Lancaster Central Market Master Plan. In the course of their work the team generated questions for the Central Market Trust, whose responses were supplied in writing by Board Chair Valerie Moul, drawn from her consultation with the Board.

The historical overview and context provided by Linda Aleci (Franklin and Marshall College) is a synthesis of research conducted in the archives of the Lancaster County Historical Society, the Pennsylvania State Archives (Harrisburg), the Philadelphia Architects and Buildings Project and the Library of the Philadelphia Athenaeum, and the archives of the Historical Society of Dauphin County (Harrisburg), as well as oral histories she has been conducting for the past decade.

To develop the Architectural Features Physical Assessment and Recommendations, Paden de la Fuente did extensive field surveys of the building through observation, the taking of measurements and photographs. This information was used to revise and update the so-called “restoration” drawings prepared in 1973 by Haak, Kaufman, Reese & Beers, which were then transcribed into AutoCAD. This information was supplemented via photographic and building research from sources including the Library of Congress, the National Register of Historic Places, and the Lancaster County Historical Society. Recommendations are based on their analysis of that data.

The Design Recommendations from Community Heritage Partners are based on the analysis of Paden de la Fuente’s documentary drawings and descriptions of materials and conditions, as well as CHP’s extensive field observations of the structure and urban spaces surrounding the market house. They draw upon their experience with studies CHP has conducted for, and their experience with, other market houses both historic and new, including Lancaster’s Southern Market, York’s Central Market House and Penn Street Market, and the Columbia

Market House in Pennsylvania. Community Heritage Partners also researched the archives of the Lancaster Newspapers for information regarding the renovations made during the 1970’s, and those of the Lancaster County Historical Society. CHP produced 3-D models of the Market interior, based on the Paden de la Fuente documentary drawings and their own site observations and photography. Field investigations were conducted to identify original market stands and fragmentary components that survive in the market; they constructed prototypical elevation drawings of the early market stands which survive. They additionally analyzed the original stand layouts and aisle widths in the interior based on historical research. Recommendations were informed by the Secretary of the Interior’s Standards for the Treatment of Historic Properties, and the National Park Service’s Standards for Cultural Resource Management. Recommendations also have been drawn from the context provided by Community Heritage Partner’s field research and their photographic documentation on historic market houses and market places in the United States, Canada, England, and Western Europe.

For the preparation of the mechanical and electrical portions of the Design Guidelines, Ken Hammel and Associates researched city files to obtain maintenance and repair information, observed and evaluated the existing conditions at the Central Market and the Heritage Center, consulted applicable Preservation Briefs, reviewed the Secretary of the Interior’s Standards for Rehabilitation, and consulted with a local mechanical and electrical engineering firm and a local sprinkler contractor.

## Team Credentials

**Linda Aleci, Ph.D.** (Introduction, and Chapter I: Description of the Resource)

Linda Aleci is an historian and professor at Franklin & Marshall College, where she is an affiliated scholar at the Local Economy Center, overseeing local food systems initiatives and policy planning. She received her Ph.D. from Princeton University (1991) and has been a resident fellow at Oxford University, Harvard University, and the University of London. She has expertise in place-based economic and cultural systems and focuses particularly on the relationships between the rural and urban environments. She brings to this project 10 years' experience in the area of local food systems development, with a particular emphasis on farmers markets and public markets, and has extensive knowledge of market architecture, best practices in public market operations, and community food system planning. Her deep knowledge of Lancaster's history and culture has been brought to bear on numerous projects, including the development of the Lancaster-York Heritage Region. She contributed to a redevelopment plan for a new public market in Portland ME (funded by the Maine Department of Agriculture); has served as a technical consultant for the development of the new Carlisle Central Farmers Market (Carlisle PA); and is the USDA consultant and evaluator to Eastern Market and the Community Fresh Foods Initiative in Lancaster PA. Aleci also designed, implemented, and authored the first analysis of Lancaster Central Market, assessing its function as a publicly-owned farmers market, and its position in Lancaster's food system. She has served on the Historical Commission of the City of Lancaster, was a Blue Ribbon Commissioner for Agricultural Excellence in Lancaster (Economic Development subcommittee) and is the founder and current co-chair of the Lancaster's award-winning Buy Fresh Buy Local chapter. She has written on the history of Lancaster Central Market, curated the first scholarly exhibition on the history and architecture of Lancaster Central Market, has an article on the architecture of Central Market in preparation, and is writing a book on the re-invention of the public market in the 20th century.

**Paden de la Fuente Architects** (Chapter II: Survey and Assessment of Existing Conditions)

Ana Gemma de la Fuente received her B.A. in Design of the Environment (1985) and a Master of Architecture (1989) from the University of Pennsylvania. Lynn Scott Paden (R.A.) received both a Bachelor and Master's Degree in Architecture from Tulane University (1981, 2004) They have worked internationally on historic preservation and adaptive reuse projects, and have extensive experience working on historic buildings in Lancaster PA. These include renovations and additions to the 1824 Teatro Carlo Felice, (Genoa, IT); the restoration of a 15th century house in Liguria (IT); 19th and 20th century façade restorations on West King Street, Lancaster PA; additions and renovations to an 1880's Queen Anne Carriage House, Lancaster PA; Renovations, 19th Century Residence, Faubourg Marigny, New Orleans, LA; Renovation and Adaptive Reuse, 1882 Tobacco Warehouse, E. Fulton Street, Lancaster, PA; Addition and Renovations, 1798 "Oyster House", Church Street, Mussertown, Lancaster, PA; Additions and Renovations, 1860 Spanish Colonial Residence, La Paz, Bolivia; Restoration and Addition, 1729 Abraham Herr House, Lancaster, PA; Renovations and Master Planning, Demuth Museum, Lancaster, PA; Campus of History Master Plan, Lancaster County Historical Society & Buchanan Foundation, Lancaster, PA (in conjunction with Centerbrook Architects); Interior Renovations, 1792-1800 White House, Washington, D.C. (in conjunction with OLBN); Interior Renovations, 1936 Department of Interior, Washington, D.C. (in conjunction with OLBN); Master Plan, Renovations and Additions for Department of Homeland Security, 1855 St. Elizabeth's Hospital Campus, Washington D.C. (in conjunction with OLBN); Historic Building Survey, 1804-1833 Steman-Roher Farmstead, Manor Township, Lancaster, PA.

**Community Heritage Partners** (Executive Summary & Chapter III: Design Assessment and Recommendations for Development)

Eugene Aleci (RA, AIA, AICP, principal and founder) has provided design, planning, and preservation expertise, advocacy and leadership in the city of Lancaster for more than 30 years. His firm has been frequent consultants to the Historic Preservation Trust of Lancaster County over that period and is currently the architects and preservation consultants for the largest preservation and development project in the Trust's history, the Stevens and Smith Historic Site and Interpretive Center, adjoining the Lancaster County Convention Center, now under construction.

A graduate of the University of Notre Dame's School of Architecture with a concentration in urban studies (1975), Aleci has trained in residence in Rome, at Harvard's Graduate School of Design, and in study-travel throughout western Europe and the US. Aleci is the principal registered architect in the Lancaster region who is also a professional planner certified by the American Institute of Certified Planners and the American Planning Association. He is the author of articles on Lancaster's Central Market, and was the project creative head for the original Lancaster Design Guide (1978), and the Easton Design Guide for the architect of record (1980). He has been a board member and professional consultant to the Pennsylvania Downtown Center and Main Street Programs in several Pennsylvania towns and cities, as well as to the North Carolina Statewide Main Street Program.

Aleci and his firm have produced historic renovation and planning projects in historic towns and cities ranging from Charleston, SC to Portland ME. They were the local architects, urban design and preservation consultants for the Lancaster-York Heritage Region Management and Action Plan with Mary Means & Associates (2000). CHP has also provided planning, design, and preservation expertise for farmers' market projects in Carlisle, York, Columbia, and Lancaster in Pennsylvania, and in Portland, ME. Aleci was also the City Council Liaison to Central Market and a member of the Planning Taskforce on Central Market (1991-1992).

Benjamin T. Leech (CHP Preservation Specialist and Cultural Heritage Planner) is a preservationist and building historian with a Master's Degree in Historic Preservation from the School of the Art Institute of Chicago. He has extensive experience coordinating National Register Nominations, historic building documentation projects, and historic resource surveys for many Chicago-area cultural institutions and historic sites. His work received Honorable Mention for the Charles A. Peterson Prize, Historic American Buildings Survey (2005).

**Hammel Associates Architects** (Chapter IV: HVAC, Mechanical Systems and Recommendations)

Ken Hammel (A.I.A.), a registered architect since 1984, has been working with buildings listed on the National Register of Historic Places since 1979. He has contributed to more than six dozen National Register projects with selected local projects including Wheatland, the Demuth Museum, the Lancaster County Courthouse and several award winning façade rehabilitations on North Queen Street, Lancaster, PA. Recently he and his wife Barbara were the developers of a nationally certified historic building rehabilitation at 31-33 North Queen Street. For seven years, starting in 1992, Mr. Hammel was the consultant to the Lancaster Historical Architectural Review Board and reviewed all the building permit applications that were submitted in the HARB district during that period. He actively seeks involvement in projects that will preserve and enhance our historic building stock and is currently working on eight projects involving historic building rehabilitation and/or adaptive reuse.



## ACTION PRIORITIES

### **Deferred maintenance projects**

- o Address chronic water infiltration: spalling, efflorescence, and mortar erosion.
- o Repair masonry.
- o Create regular monitoring and maintenance (including cleaning) program.
- o Address rust and peeling paint on original decorative sheet metal units.
- o Remove asphalt shingles on roof and restore slate.
- o Periodic roof inspection by structural engineer knowledgeable in timber frame construction.
- o Clean and repaint interior walls.

### **Inappropriate architectural additions and alterations**

- o Remove inactive mechanical, electrical, and plumbing lines; realign active lines to conceal them.
- o Uncover all windows that have been blinded.
- o Remove existing entry vestibules, unblock transoms and return at least some doors to their original placement at the building face, especially at south façade, but as many as possible.

**Establish a documentable program and schedule for regular monitoring and maintenance of the building.**

**Produce a “green” plan, and operations, for environmental and energy sustainability for the market house facility.**

### **Uniform guidelines for stands**

- o Re-implement reasonable design guidelines for stands.
- o Inventory and protect surviving historic stands.
- o Establish a process for design review for all stand renovations and signage changes.
- o Establish a capital loan revolving fund to encourage stand improvements and compliance with the new standards.

### **Programmatic goals to protect Central Market’s vitality as an active, functioning market**

- o Do not over-burden market with ancillary activities and features; prevent undue programmatic and physical alterations from permanently changing the Market’s purpose, life-activities, and culture.
- o Avoid the temptation to wrongly update or “dress up” the market and site.
- o Establish a long-term capital improvements fund.
- o Provide well-presented interpretative content to help strengthen public awareness and understanding of market and Lancaster’s significance (strengthening public support).

**Collect and transfer the archival materials in the possession of the City, pertinent to Central Market and including photographs and other forms of visual documentation, to the Lancaster County Historical Society**

## HVAC

- o Fully and objectively evaluate the building's natural capacity to manage ventilation and cooling by means of the simple, natural technology of its original design BEFORE designing or installing a climate control system.
- o Reactivate the roof dormer sash as part of a new "greener" approach to whole-building ventilation and cooling.
- o Commission a rigorous, independent life-cycle, cost-benefit, financial impact analysis BEFORE any commitments to full design or construction of climate control systems. (Analysis must demonstrate the project's financial consequences and feasibility, so the city, the standholders, and the public, can fully realize and anticipate the expense this could add to the Market's overhead.)
- o Investigate alternative heating, cooling, and electrical generation systems, including roof top mounted photovoltaic solar collectors that could reduce or eliminate the market's electrical usage, and ground-source thermal exchange systems, which might address the building's HVAC needs with a minimum of visual and auditory impact.
- o Minimize or conceal the visual and auditory impact of all HVAC/mechanical system components on the building's interior and exterior.
- o No large exposed ductwork visible within the space, including no blockage or closure of windows transoms, or other masonry openings with any system components.
- o No loss of rentable floor space.
- o No enclosure of the building's open structural system.
- o Replace boiler, preferably as a dual-fuel system in an adjacent off-site location.
- o Establish efficiency standards for stand equipment to help limit the HVAC burdens

## Electrical and Lighting recommendation

- o Re-open the numerous portals of the building to admit more daylight before designing and installing new lighting. Evaluate needs, but emphasize merchandising-oriented, task-focused illumination of products on the stands, and use accent lighting within the building's structural system to allow better perception of the building's fascinating architecture from the market house floor.
- o Restore the natural daylight, ventilation, access, and interior orientation, including unblocking all masonry openings.
- o Current electrical and lighting systems are obsolete and inefficient, and should be upgraded to current standards.
- o Design new lighting to more-effectively complement both the products and the market house.

## Other:

- o Don't privilege interior and exterior over each other - both are important.
- o Don't introduce a mezzanine or catwalk.
- o Install a complete automatic fire protection system.
- o Establish farmer-producer recruitment action plan, with incentives.
- o Market plumbing is limited and obsolete, and restroom locations and conditions are less than ideal. Establish other plumbing layouts, including increased plumbing access and off-site restroom facilities.

**Studies / further investigation or evaluation needed**

- o Traffic and pedestrian studies of market square.
- o Revenue projections for the use of the exterior spaces in and around Market Square.
- o Completely evaluate the building's natural capacity to manage ventilation and cooling.
- o Commission a rigorous, independent life-cycle, cost-benefit, financial impact analysis prior to HVAC design or construction, including days per year when indoor conditions require cooling.
- o Prepare an accent lighting plan for eventual future implementation.
- o Determine the original composition of the interior tower façades.
- o Evaluate the feasibility of reclaiming floor space now occupied by boiler, electrical room, and restrooms.

## DECISION-MAKING FOR PLANNING AND DESIGN

### CENTRAL MARKET TRUST = CULTURAL RESOURCE MANAGERS

**Charge:** To protect the integrity and uniqueness of Central Market as development is planned.

Do not burden the site and building with activities not primary to the Market's purpose that would interfere with core functions.



Recognize and understand the Market's character defining features.



Avoid temptation to wrongly update or "dress up" the building and site.



## Principles for Planning and Decision-Making

Give top priority to keeping Central Market's architectural character and working environment alive.



Address Market's operational and functional needs.



**Always Avoid Quick Fixes**



Conduct or commission studies and planning in timely manner.



Plan alterations to fit into larger interpretive project to tell cultural historical story of Lancaster and Central Market.



Make design and system decisions that can be easily "reversed" in the future as new more-advanced systems are installed every 20-30 years.



**Always Follow Best Practices**



Test appropriateness of all decisions against established priorities IN ADVANCE.

**Formulate decisions in context of open, community-based visioning and planning processes.**



Alterations should work with character-defining features.



Use and space needs flow from prioritizing the needs of Market's core users:

- Vendors and Customers (segmented into sub-categories)
- Tourists
- Collateral Businesses and Activities



Design solutions to fit Market's unique physical circumstances and historic architecture.

## EXECUTIVE SUMMARY

### *Project Background*

Lancaster's Central Market is the oldest continuously operating public marketplace in the United States. Market Square was established in 1730 at the northeast corner of the city's main crossroads, present-day King and Queen Streets, by deed of the city's founder, Andrew Hamilton. Through a succession of market houses and marketplace expansions over the course of nearly three centuries, the site remains the foundation of the city's economic and cultural vitality. The present-day market house was erected in 1889, and stands today as perhaps the city's most distinguished and beloved landmark. It was listed on the National Register of Historic Places in 1972.

The Lancaster Central Market : Assessments, Guidelines, & Recommendations for Preservation & Development was initiated by The Friends of Central Market (FoCM) in collaboration with the Historic Preservation Trust of Lancaster County (HPT), and endorsed by the City of Lancaster (the building owner) and the Central Market Trust (CMT), a private non-profit corporation that has managed the market since 2006. Although the FoCM is not in charge of Market management and operations, it has had a public mission since its 1997 founding, grounded in research, education, and advocacy, in service of best practices in the operation and care of Central Market. This includes protecting the integrity of the market's architecture and historic functions. Recognizing the significance of Central Market and the need for an Historic Structure Report, and in anticipation of the much-discussed upgrades to the building, the Friends of Central Market have long advocated the preparation of an HSR for the site.

In September 2007, at the request of the FoCM, the HPT convened a team of architectural and historical consultants to produce this Report. Funded in part by a grant from the Lancaster County Community Foundation, it is intended to supplement and clarify the current Lancaster Central Market Master Plan, produced in 2005 by Murphy & Dittenhafer Architects, with specific historical and architectural information, building conditions documentation, as well as historic preservation, interior, exterior, and urban design considerations.

It also provides a centralized source for knowledge and information about Central Market, and can additionally serve as a public educational tool, a planning document for public policy-making affecting the market and its urban setting, and as a "how-to" guide to protecting and caring for this extraordinary resource.

The professional team for the creation of this report includes the following consultants: Linda Aleci, Ph.D., historian and professor at Franklin & Marshall College and affiliated scholar at the Local Economy Center; Community Heritage Partners, LLC, architects, preservation consultants, and certified city planners; Hammel Associates, LLC, architects; and Paden de la Fuente LLC, architects and preservation specialists. Each consultant was assigned an independent scope of work, though regular team meetings facilitated by the Historic Preservation Trust encouraged team cooperation and discussion. The report was assembled and formatted by Paden de la Fuente, LLC.

## Key Findings in this Study

The consulting team has identified five principal findings that underpin all subsequent assessments and recommendations presented in this report's following chapters. Each addresses the incomparable significance of Central Market as an historic and cultural resource and speaks to the challenges and opportunities inherent to its preservation.

- 1) Central Market has unparalleled significance that extends well beyond the local community.

The Central Market is a regional, state, and national asset that is recognized and valued even internationally. Those charged with its ownership, operation and management are de facto cultural resource managers who hold a public trust and must recognize themselves as such in all decision-making processes affecting the market.

- 2) The architectural integrity of Central Market, while relatively intact, has been compromised in ways that warrant both immediate and sustained attention.

Central Market is widely, and rightly, recognized for its architectural integrity as a relatively unaltered and intact 120-year-old public market building. However, this appreciation must not obscure awareness of the ways in which the building has been altered, especially in cases where these changes have adversely affected its integrity. Like virtually all buildings, Central Market has undergone periodic and regular modification over time. Yet the rate and magnitude of these changes has increased considerably in the past few decades. Relatively recent adverse changes include deterioration resulting from deferred and/or improper maintenance, inappropriate architectural additions and alterations, and the weakness and weak enforcement of uniform guidelines for stand design. In most cases, these changes are eminently correctable and reversible, and doing so would have both immediate and long-term benefits for the market. Conversely, if left unaddressed, these accumulating and compounding changes threaten to significantly compromise the integrity of Central Market.

- 3) Both exterior and interior features of the market are essential to its significance and integrity.

The architectural significance and integrity of Central Market derives from both its exterior and interior features. Privileging one over the other, as has been done by past decision-makers and planners, is detrimental to the integrity of the resource and inconsistent with present-day nationally-recognized standards of preservation, adaptive-reuse, architectural practice, and planning.

- 4) Central Market's historic and cultural significance is linked to its site.

The historic and cultural significance of Central Market is inextricably linked to the historic patterns of commerce it continues to enable and host. These patterns of commerce are concretely manifested in the spatial organization and characteristics of the market and its site. Therefore, no discussion of the building's physical attributes can be divorced from its function as an active, traditional market house. Likewise, Central Market must be understood in the context of its site, occupying a parcel of land designated as Lancaster's municipal marketplace since the community's inception, and standing as the focal point of a larger ensemble of historic structures that trace the development of the marketplace over three centuries. The market and its surrounding streetscape are both historically and functionally interrelated, and sensitivity to the site as a whole is necessary to the proper stewardship of the market's vitality, authenticity, and economic sustainability.

- 5) The prime objective in both the economic sustainability and the preservation of Central Market must be its continuing use and vitality as an active, functioning marketplace, and not as a museum, frozen in time.

Central Market stands today amongst a rare class of historic resources in the unbroken continuity of its original use. This has shaped and sustained patterns of local life that are as rare, and as precious, as the physical features of the building and site. Thus, while historic preservation has often been misconstrued as the desire to “freeze buildings in time,” in reality, nothing could be further from the truth. A prime objective in the preservation and enhancement of Central Market must be the protection of its vitality as an active, functioning market. This continuity of use both preserves the cultural and economic significance of Central Market, and also fosters the best possible conditions for the preservation of the building’s physical fabric.

## Organization of the Report

The assessments and recommendations that follow these five principal findings range from the immediate and specific to the long-term and conceptual. The report is organized into an introduction, four main chapters, and an appendix of relevant resources. The first chapter provides an historical overview of the marketplace and its significance to the city and the region. It also identifies the character-defining features of the building, its site, and the market activities it houses. The second chapter is a comprehensive physical description and architectural documentation of the Central Market’s building envelope, an inventory of its constituent historic materials, their condition, and a formulation of required and recommended maintenance procedures to facilitate proper immediate and long-term stewardship of the building. The third chapter provides a design assessment of the market’s key urban design and architectural features and identifies guiding principles that allow current and future decision-makers to weigh the appropriateness of market alterations and enhancements. It also lays out recommendations for a variety of design considerations, ranging from urban development to the markethouse interior, HVAC, lighting, and vendors’ stands. The fourth chapter addresses the building’s current mechanical and electrical systems, documenting and describing currently proposed maintenance recommendations and systems replacements.

Among the many conclusions and recommendations offered in the report are the following summary findings.

## Chapter One: Identification of the Resource

Central Market's typology as a surviving market house building is extraordinarily rare in the United States; together with its architectural significance, the markethouse is vitally important to Lancaster's civic context as well as to the city's physical and economic urban development.

Central Market's historical and cultural significance is inseparable from the continuity of its site, function, and associated activities. Its importance emerges from the following circumstances:

Its original establishment with the founding of the town, and its royal charter as Lancaster's market.

Its prominence as a public marketplace since 1730, and its location in an historic market square which uniquely preserves key components from the early 18th to the late 19th century. This aspect of the market's significance is practically unmatched in the United States.

Its architecture as one of the few substantially intact pre-1900 market structures surviving in the United States, and one of the first significant Romanesque Revival-style buildings in Lancaster.

Its cultural value as the most traditional and historically significant feature of community life in Lancaster, continuing commercial exchange between rural food producers and urban consumers.

The Market's character-defining features include (but are not limited to) all surviving historic building materials, the building's surviving historic interior furniture, the spatial organization of the market floor, the building's orientation to its site, and the traditional marketplace activities it accommodates.

While the building has undergone relatively limited alteration over the course of its 120-year history, its common description as "virtually intact" overlooks significant alterations made to the structure in the later decades of the twentieth century. These alterations have not attained the status of character-defining features, and indeed obscure or conceal features significant to the architectural integrity of the structure.

## Chapter Two: Survey and Assessment of Existing Conditions

With limited exceptions, most of the building's physical fabric is original to its 1889 construction. This fabric is composed of historic building materials that require regular and specialized maintenance procedures. If left unattended, significant portions of this fabric will experience degradation and failure within the near term. Retention and repair of this historic building material is in all cases preferable to replacement with new materials.

The market's brick walls were found to be in good structural condition: there is no cracking, signs of settlement or distress. However, isolated areas of spalling, efflorescence, and mortar erosion indicate chronic water infiltration problems. Locating and correcting the source of this infiltration is essential to prevent further deterioration. Once these conditions are satisfactorily resolved, appropriate masonry repairs are encouraged, as is a program of regular monitoring and maintenance. In all cases, this work should follow the guidelines set by the National Park Service in their "Technical Preservation Services Preservation Briefs." Work should also be done to correct past repair work that did not conform to these standards.

Stone used in the market's foundation, steps, and wall trim was found to be in good structural condition, save for limited instances of cracking and delamination typical for brownstone in climates with freeze-thaw cycles. However, a number of problems have resulted from inappropriate maintenance and repair practices in the past. Again, a program of regular monitoring and maintenance, including appropriate cleaning, is encouraged.

The terra cotta shows no obvious signs of decay such as crazing or spalling. Mortar erosion has led to minor joint deterioration and moisture-related discoloration which should be monitored closely, though no immediate repairs were found to be necessary.

Rust and peeling paint on many of the decorative sheet metal units require immediate attention to prevent degradation and loss of this original building material.

The roof is finished with asphalt shingles, which replaced the original slate roof in 1960. We believe asphalt shingles were used again during renovations in 1974. These shingles, whether from the 1960s or replaced again in the 1970s, are at the end of their lifecycle. Visual inspection has confirmed their deteriorated condition. It is highly recommended that the existing roof be replaced with slate to return the single largest exterior surface to its original appearance as well as to greatly increase the roof's quality and life span.

The roof is supported on the market interior by a series of wooden columns set on stone bases, carrying trusses of wood and metal. This system was found to be structurally sound. Periodic inspection by a qualified engineer knowledgeable in timber frame construction is recommended.

As part of the 1974 market renovation, interior vestibules were built around each doorway. Although they provide sheltered entry and prevent doors from swinging out into the public way, they adversely affect the historic integrity of both the interior and exterior of the market, concealing interior views of major architectural features (arched transoms) that were designed to illuminate the market and orient marketgoers on the market floor. Removal of some or all of these vestibules themselves is highly encouraged.

The market's interior masonry walls have historically, and continue to be, painted white. In their current worn and soiled state, these walls are overdue to be cleaned and repainted. As the market modernized in the 20th century, mechanical, electrical, and plumbing runs were haphazardly added to the face of these walls with a variety of fasteners. Removal of inactive lines, realignment of active lines, and careful placement of new lines is recommended.

Many of the market's original stands survive, but the majority have been altered, added to, or replaced. Stand design guidelines were enforced through the 1980s, but seem to have been abandoned in favor of unregulated and often overly-designed, out-of-scale new construction. Currently there are no provisions against the removal or alteration of these original fixtures by individual standholders, leading to an ad-hoc and often disorienting market environment. Reimplementation of reasonable design guidelines and protection of surviving historic stands should be considered essential to the market's economic success, and is highly recommended.

## Chapter Three: Design Assessment and Recommendations for the Preservation of Central Market

This section is intended to help decision-makers choose design approaches and improvements that will optimally protect the integrity and uniqueness of Lancaster's Central Market while accommodating most appropriate new building activities. The Market's key design attributes and their relationship to its character-defining features are explained, to help market managers recognize and understand these features and attributes. This will assist decisions that will strengthen and enhance the building and site's character and unique sense of place as improvements are made.

### Decision-Making for Planning and Design

Effective and appropriate design decisions begin with a full understanding of the building's historic purpose, which it has accommodated effectively for more than a century. The temptation to over-burden the market with ancillary activities and features must be avoided to keep undue programmatic and physical alterations from permanently changing the Market's purpose and life-activities, and thereby changing the culture of the market. Design decisions should be made according to an appropriate hierarchy of building users and program needs. A long-term capital improvements fund should be established to protect the Market against facility exigencies that could put it at risk.

### The Market's Foundational Character-Defining Features

Among many others, the Market's most foundational character-defining features include: the integrity of the Market's urban site and setting; the continuity and authenticity of the working market place activity; and the integrity of the Market's architectural form and details.

### Protecting the Market's Integrity and Uniqueness

Protecting the integrity and uniqueness of the Central Market as a building and site depends on avoiding: 1) a tendency to burden the place and the building with activities that are not primary to its purpose and would interfere with or transform its core function; and 2) the temptation to wrongly update or "dress up" the market building and site.

### Recommendations for Planning and Design Decision-Making

A list of Principles for Decision-Making and a recommended hierarchy of building users and program needs should guide evaluation of proposed program needs and decisions. The principles for decision-making include (among others):

Establishing the market's architectural character, working atmosphere, and operational requirements as the top priorities;

Avoiding "quick-fixes" and always following "best practices;"

Formulating all decisions in the context of open, community-based visioning and planning; and

Planning alterations to fit into the larger interpretative project to help tell the market story.

The recommended hierarchy includes Vendors and Customers segmented into several sub-categories, followed by Market Tourists, and Collateral Businesses and Activities.

## **Central Market - The Site and Its Building**

Explaining the Market Square as a “working district,” this section discusses site development, treatment and control of vehicles and pedestrians, suggested design treatments, and the need for interpretative planning as part of all project plans.

The markethouse evolved out of the original Market Square, and the working character of its site. The interplay of exterior surrounding spaces and the building’s architectural forms is vital to the spark and spirit of the place. The details of this urban setting and the market activity are essential to the market house’s architectural impact and continuing vitality.

Providing well-presented interpretative content would help strengthen the public awareness and understanding of the Market and Lancaster’s significance, leading to broader commitment to protecting, strengthening, and using the Market. Such support can only enhance its sustainability. With some interpretative guidance, market users and visitors can still see and understand the physical determinants, and even appreciate the political forces that shaped this space, and that ultimately gave form to Lancaster and its Central Market.

## **Central Market’s Architectural and Urban Design Characteristics, the Exterior, Interior, and Market Stands**

Architectural and urban design work for any alterations to the building and the site should always work with the established character-defining features as top priorities. The market’s natural daylight, ventilation, access, and interior orientation should be restored by certain corrective architectural actions, including unblocking all masonry openings. New lighting should be designed to more-effectively complement both the products and the markethouse. The visual impact of all HVAC/mechanical system components should be concealed or minimized. The existing entry vestibules should be removed, transoms unblocked, and at least some of the doors should be returned to their original placement at the building face.

The roof dormers should be re-activated as part of a new a ”greener” approach to whole-building ventilation and cooling.

The visual and spatial experience of the market, as well as its economic sustainability, are highly affected by the size, density, and design of the market stands themselves. Developing effective guidelines for the size, materials, and general massing of individual stands is essential to maintaining the market’s overall coherence as a distinctive space. Design standards for market stands should be re-established, and a process of design review should be created.

A series of recommendations for standards is provided for planning, repairs, renovations, and new design work for the market stands, including the establishment of a capital loan revolving fund to encourage stand improvements and compliance with the new standards.

## **Possible Uses and Treatments for the Market House’s Towers**

Recommended uses and treatments for the twin towers of the Market House are offered. These include removing the public toilets from the eastern tower and making this pivotal space fully accessible as a welcome center and “gateway” from Penn Square and King Street to the market house and Market Square.

## **Considerations about a Proposed Mezzanine**

A mezzanine, or “catwalk,” proposed to be constructed within the building to overlook the main market house floor, is not recommended for several reasons. In addition to reducing the market house’s architectural integrity and substantially changing its spatial effect, it would probably not be considered “reversible,” and would direct very significant sums of money away from much more urgent repair and restoration priorities throughout the building.

## Heating, Ventilating, Cooling, and Lighting Central Market

The design and installation of any climate control system to improve the market house's internal comfort should be preceded by a thorough and objective evaluation of the building's natural capacity to manage ventilation and cooling by means of the simple, natural technology of its original design.

A rigorous, independent life-cycle, cost-benefit, financial impact analysis should be commissioned before any commitments to full design or construction of climate control systems. This analysis must demonstrate the project's financial consequences and feasibility, so the city, the stakeholders, and the public, can fully realize and anticipate the expense this could add to the Market's overhead.

Alternative heating, cooling, and electrical generation systems should be investigated, including rooftop-mounted (practically invisible) photovoltaic solar collectors that could reduce or eliminate the market's electrical usage, and ground-source thermal exchange systems, which might address the building's HVAC needs with a minimum of visual and auditory impact.

Recommended limitations on design of any HVAC system have been tailored to the particulars of the market house. These require: no or minimal visible or auditory impact on the building's interior and exterior, no large exposed ductwork visible within the space, including no blockage or closure of windows, transoms, or other masonry openings with any system components, no loss of rentable floor space, no enclosure of the building's open structural system, and a design limited to physical impacts that can be "reversed" in the future as new more-advanced systems are installed every 20 to 30 years. The summary of these recommendations is: If air conditioning is provided, alternative cooling and ventilation solutions must be developed to retain the building's integrity and minimally impact it. Conventional solutions and "quick fixes" will not suit in this particular case.

Recommendations on lighting for the market house interior are provided. After re-opening the numerous portals of the building (closed under prior renovation schemes) to admit more daylight, this different approach ( --significantly more "green" but at the same time slightly more theatrical-- ) would emphasize a more merchandising-oriented, task-focused illumination of products on the stands, and use accent lighting within the building's structural system to allow better perception of the building's fascinating architecture from the market house floor.

## *Chapter Four: Mechanical Systems Assessment and Recommendations*

- 1) The present boiler is beyond its useful service life and should be replaced, preferably as a dual-fuel system in an adjacent off-site location.
- 2) If air conditioning is found to be an economically viable investment option, great care must be taken to provide a system with the least possible impact on the historic structure.
- 3) All efforts should be made to recover the natural ventilation system of operable dormers and strategic ventilation schedules to reduce the burden of any new mechanical systems introduced to the building. Efficiency standards for stand equipment can also help limit these burdens.
- 4) The current electrical and lighting systems are obsolete and inefficient, and should be upgraded to current standards.
- 5) Central Market is an irreplaceable historic structure. If destroyed by fire, it would be impossible to rebuild in its current form. Therefore, a complete automatic fire protection system is strongly encouraged.
- 6) Market plumbing is limited and obsolete, and restroom locations and conditions are less than ideal. Other plumbing layouts, including increased plumbing access and relocated off-site restroom facilities, should be considered.

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