
LDR PLAN

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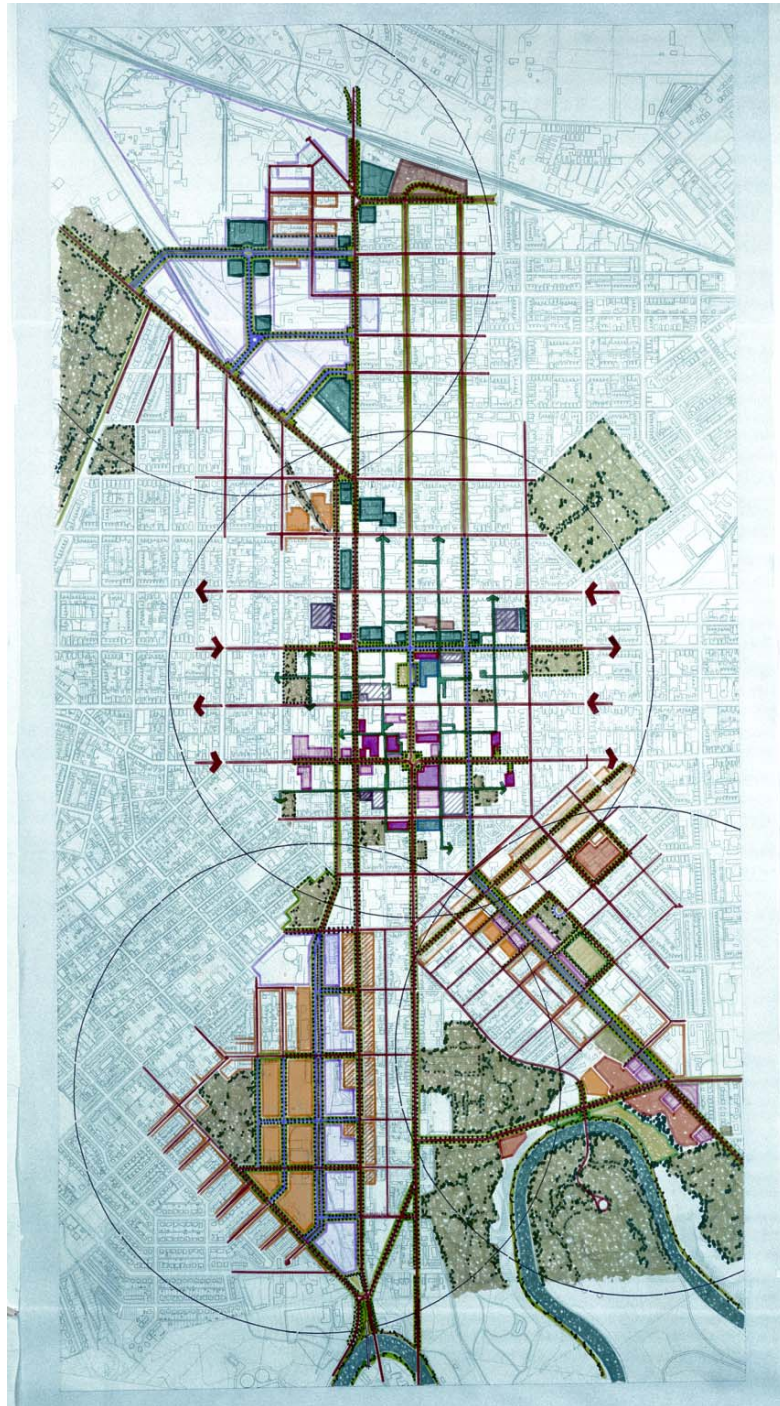


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Appendix A: Lancaster Campaign Economic Development Action Group Roster

Appendix B: *The Economic Foundation for Growth and Development*
 (Report published separately and available from The Lancaster Campaign)

Appendix C: *Maximizing Tourism as Economic Development*
 (Report published separately and available from The Lancaster Campaign)

Appendix D: Projects Identified by Area

1.0 Introduction

1.1 Purpose

The purpose of this Economic Development Action Agenda is to stimulate the economic revitalization of the City of Lancaster by developing a community-supported vision and action agenda for future economic development initiatives in three focus areas of Lancaster: North and South Prince Streets, Downtown, and South Duke Street. All projects are based upon an analysis of economic trends and data, with the active participation of stakeholders (public and private leaders, property owners, business operators, and residents) and the community-at-large. Priorities are clearly established and a structure for the effective implementation of the plan is recommended.

1.2 Scope

The scope of this project focuses on economic development in three important areas of Lancaster: Prince Street – bridge to bridge, Downtown and South Duke Street. The effort has been collaborative and has involved literally hundreds of residents, stakeholders and entrepreneurs. The development of the Economic Development Action Agenda has involved: (1) community participation; (2) economic and market research; (3) urban design and planning analysis; (4) traffic and transportation assessment; (5) strategic planning; and, (6) packaging of the final product.

1.3 Process

The process for undertaking Lancaster's Economic Development Action Agenda has been fairly simple and straightforward. It involved intensive site inventory and analysis, photographic inventory, research, interactive work sessions with stakeholders and the community, and the preparation of working papers and concept plans used as the basis for discussions with the Economic Development Action Group. The economic development strategy process regularly engaged members of The Lancaster Campaign's Economic Development Action Group, hundreds of Lancaster stakeholders and residents. **The process has been one of the most important products.**

1.4 Acknowledgements

The material covered in this report is the sole responsibility of LDR International, Inc. and its subcontractors, Thomas Point Associates and KELLERCO, Inc. However, the report is based on the active participation and involvement of hundreds of Lancaster residents, dozens of organizations, and a dedicated, enthusiastic, focused, and action-oriented Economic Development Action Group that served as the client.

The Economic Development Action Group chaired by Rob Ecklin and Jim Shultz deserves great credit for the time and energy devoted to the process. Members of the Economic Development Action Group contributed many hours of their time to the process. They are listed in Appendix A.

Our particular thanks go to Lou Varljen who chaired the Project Coordinating Committee, Tom Baldrige, Executive Director of The Lancaster Alliance, Mary Barnard, Director of The Lancaster Campaign, and Tina Schmucker, Administrative Assistant to the two organizations. Their day-to-day guidance and direction, and enthusiastic participation throughout the process, made this a labor of love.

Finally, Lancaster's new Mayor, Charlie Smithgall, was an active citizen participant in the process several months before his election as Mayor, and well before his inauguration in January. Mayor Smithgall's enthusiasm and participation were matched by County Commissioner Terry Kauffman, who regularly participated in the meetings of the Economic Development Action Group, and who has been an ardent supporter of the process. We hope that the process represented by the Economic Development Action Agenda contained in this report provides the basis for implementing Mayor Smithgall's new economic development agenda for the City.

2.0 What Lancaster Residents Had to Say About Their City

2.1 Introduction

The community involvement process in Lancaster reached out to touch a broad cross-section of the population. Interviews were held with stakeholders for Prince Street, Downtown and South Duke Street, as well as the community's public and private leadership. Numerous small group meetings were held with specific public and private organizations, ad hoc committees and task forces. Questionnaires were available for those not attending meetings and the *Lancaster New Era* published the questionnaire for mail-in response. Finally, two major public Community Meetings were held. The meetings were attended by hundreds of residents and stakeholders who participated in the learning and sharing process and spoke with enthusiasm about their visions, their ideas, their fears, and their priorities for Prince Street, Downtown and South Duke Street. This high level of participation has produced a "Lancaster Economic Development Action Agenda" rather than just a consultant report.

Lancasterians were not shy about their feelings for the City and for the three study areas. What follows are the highlights we heard that seemed to represent a consensus of the community. These statements are drawn from literally hundreds recorded at the Town Hall meeting, the small group meetings and the individual interviews.

2.2 Prince Street

The Prince Street input came primarily from individual stakeholder interviews. The Lancaster Campaign also sponsored a "walk-about" to gather input on Prince Street first hand. Participants included members of the consultant team, Economic Development Action Group, and residents, property owners and business operators from all along Prince Street. Selected comments include:

- Vacant and underutilized properties along Prince Street should be developed/redeveloped to encourage employment and enhance tax base.
- "Traffic calming" measures should be instituted to relieve noise, congestion and speed of traffic on Prince Street.
- More than just a thoroughfare, Prince Street should serve as a major entrance into the City and Downtown, and in that capacity it should be welcoming, user-friendly and appealing.

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- Continue to encourage new commercial development along North Prince Street; interesting “funky” retail, entertainment, food and beverage uses along Central Prince; and reinforce and help residential neighborhoods by creating new employment opportunities on South Prince Street.
 - Make on-street parking on Prince Street, especially Central Prince Street, more user-friendly for patrons by increasing meter times or removing meters and installing one or two hour parking limit signs.
 - Increase police presence along South Prince Street, particularly around the Water Street Rescue Mission.
 - Define gateways/entrances that edge the City and that edge the Downtown.
 - Improve the street environment in the Lemon Street/Vine Street retail and entertainment district.
 - Preserve historic buildings.

2.3 Downtown/Central Prince Street

Downtown is recognized as the “downtown” for the County and beyond. Its role as a center of arts and culture, government, business, and other activities is widely recognized. Concerns for the future of Downtown are balanced by the recognition of the many strengths that Downtown has, compared to other cities of comparable size or larger. What Lancasterians had to say about their downtown includes the following:

- “Downtown is Everyone’s Neighborhood!”
- Downtown has many strengths, including heritage, architecture, urban fabric, interesting alley ways, friendly people, existing businesses, attractions, and downtown neighborhoods.
- New positive image is essential.
- Need to market and promote Downtown as a destination.
- Consider Downtown’s tourism potential.
- Enhance pedestrian environment/experience.
- Retain, sustain and grow existing retail and service businesses.
- Expand current Prince Street offerings to the “youth” market:

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- special retail
 - food and beverage
 - art and culture
 - entertainment
- Attract new/expanded downtown core uses:
 - retail (children’s store, sporting goods, women’s notions/lingerie, and others to be defined)
 - ethnic restaurants
 - cinema, entertainment link to restaurants
 - public attractions
 - Utilize the ground floor of office buildings and the second floor of retail buildings more effectively.
 - Maximize impact of Central Market and “Market Days.”
 - Redevelop the Watt and Shand Building as a major mixed-use attraction with retail, visitor attractions, office space and other uses – a lively, vibrant, successful place.
 - Remove transfer station for buses from the first block of North Queen Street and replace with on-street parallel parking for retail patrons.
 - Celebrate all aspects of Lancaster's cultural heritage and actively market this as an attraction for the City. Not just a Pennsylvania Dutch city.
 - Don’t lose what makes Lancaster “cool” by trying to make it better for tourists. Make it nice for Lancaster residents first and the tourists will love it.

2.4 South Duke Street

South Duke Street is the “heart and soul” of the southeast neighborhoods. Comprised of diverse neighborhoods and uses, this historic area has the potential to be the nucleus for reinvestment and renewal within the community. Community residents and stakeholders suggest that the following be considered:

- South Duke Street is the hub and heart of southeast Lancaster, characterized by a strong sense of community that prevails throughout the entire southeast neighborhood.
- South Duke Street and the surrounding area is the City’s only true, fully integrated and culturally diverse neighborhood.

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- South Duke Street's vitality stems from its mixed-use activities, which should be strengthened and expanded.
 - South Duke Street has a growing business community that should be supported and nurtured.
 - South Duke Street and the southeast neighborhood are rich with historical sites that need to be identified, preserved and promoted.
 - Existing small businesses should be strengthened and enhanced.
 - South Duke Street's parks and open space are a valued asset in maintaining the quality of life experiences in the community.
 - The future of the South Duke Street area lies with the youth of the community, therefore more activities and programs are needed to encourage them to get involved in their community.
 - Increase home ownership and home maintenance.

2.5 Partnerships: Working Together More Effectively

Two of the overriding themes identified through the public process were the need to work together, and to develop and utilize Lancaster's public and private leadership more effectively. Specific comments included the following:

- Energize leadership -- old guard, new and emerging.
- Embrace change rather than resist change.
- Recognize and embrace the racial and ethnic diversity of the community.
- Create a common vision.
- Enhance organizational effectiveness through mergers, acquisitions, down-sizing and better positioning to facilitate positive economic growth and change.
- Make Downtown as interesting to county residents as it is to city residents.
- Encourage and support new intergovernmental partnerships.

2.6 Barriers to Success

While discussions with Lancastrians, for the most part, were positive and enthusiastic, there were many who raised serious questions about the future of the City, Prince Street, Downtown, and South Duke Street. What they had to say, while negative in tone, is a reality check to the economic development strategic planning process. Suggested barriers to success include the following:

- Nay-sayers
- Overly zealous historic preservationists
- Lack of capital
- Lack of major corporate headquarters and/or regional offices
- Low return on City investments
- Reluctance to participate with public dollars
- Perceived weak public leadership/thought process
- Hopelessness
- Lack of external marketing program
- Regulatory barriers/bureaucracy/levels of approval – time and cost involved with development in the City.
- Traffic/parking/transportation

2.7 A Vision for Lancaster's Future

The Economic Development Action Group, with input from the community and the consultant team, suggests the following vision statement as the guiding force for success, economic development and community regeneration in Lancaster in the years ahead:

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

We see Lancaster City as:

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

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



3.0 The Economic Foundation for Growth and Development

3.1 Introduction

The purpose of this section is to provide a framework for the Economic Development Action Agenda that includes both an economic development vision and a strong implementation program with specific strategies. This section summarizes the basic economic conditions and development issues associated with Prince Street, Downtown and South Duke Street; the complete report and supporting data are included in Appendix B, published separately and available from The Lancaster Campaign.

Three geographic areas are discussed in this report: the City, the County (consisting of the City and 59 other municipalities), and the Lancaster Metropolitan Area (LMA) that is the County. The LMA is a federally defined census area that encompasses both the City and the County.

Metropolitan areas must have a total population of at least 200,000 and a city population of at least 50,000. There are 351 designated metropolitan areas in the United States and the designation is a useful tool for comparison and analysis. Throughout this report, we will refer to the City, the County (including the City), and the Metropolitan Area (LMA).

3.2 Demographic and Economic Factors

The hallmark of the Lancaster Metropolitan Area economy is the strength of its employment in the manufacturing sector. The City is a small but important component of the metropolitan economy and reflects a much greater demographic diversity. The Lancaster Metropolitan Area has grown dramatically in the recent past and continuing growth is likely in the next several decades, indicating expanded market strength and opportunity.

Population

The City of Lancaster, located at the center of the Lancaster Metropolitan Area (LMA), had a 1990 population of 56,600, or 13 percent of the LMA. The City's population declined between 1970 and 1990; however, it is expected that the City will bounce back and add nearly 4,000 residents by 2010. This would represent an annual increase of approximately 71 households (at the average household size of 2.6 persons).

The City is experiencing growing diversity in its population, with the African American population growing by 35 percent between 1980 and 1990, and the Hispanic population 75 percent during this same period. Between 1990 and 2010, the Hispanic population is expected to grow at this rate or higher.

The County grew rapidly in the same time frame— averaging over 5,000 new residents a year between 1970 and 1990. County growth is projected to continue, with more than 100,000 new residents projected between 1990 and 2010.

Employment

While the Lancaster metropolitan economy is becoming more similar to that of the State and the U.S., there are still some significant differences in employment sectors. First, Lancaster has a very strong manufacturing core; manufacturing jobs are nearly twice as important in Lancaster's economy as they are in the U.S. as a whole. In contrast, Lancaster's service sector is far less important than it is in the state and the nation, and government employment is just half as important in Lancaster's economy as in the national setting. The top twenty industry sectors identified in the Lancaster economy confirm the basic industrial character of the regional economy and its strengths in food processing, printing and special metals manufacturing.

Forecasting Growth

U.S. Bureau of Economic Analysis (BEA) projections suggest that the metropolitan area's manufacturing base will grow only slightly, shrinking as a proportion of total employment, while the services sector will provide the lion's share of new jobs over the next several decades. The key change in the Lancaster economy will be the near reversal of manufacturing and service sector employment. The local economy will become more similar to the national economy over time. Requirements for new office and retail space in the community will need to reflect this change.

3.3 Development Conditions

Although occupancy of commercial space in the city is high, the city holds a minority share of the metropolitan market in terms of total space. There is not much space available in the city that is attractive and ready to occupy. Downtown Investment District (DID) data reveal that the retail space inventory is decreasing and that there are only a handful of good storefront locations still available.

The next ten to twenty years are expected to bring significant new growth in jobs and population in the LMA, with related demand for new commercial space. The

challenge is for the city to capture a share of this new growth through attractive projects and retail specialization.

Creating new commercial space downtown is often hampered by three factors: 1) the city regulatory process is long and uncertain; 2) the tax burden associated with a city location makes suburban sites more attractive for most kinds of development, and 3) the **perception** of safety as an issue. Whatever the reason, it is simply easier to create commercial space outside the downtown area.

Retail Activity

Although the Lancaster Metropolitan Area is considered a single market area, the County has thrived as a retail destination while the city has been weakened. Most of the growth in retailing has occurred in suburban malls, membership stores, and outlet malls. Recently there have been signs of some retail improvement downtown, with some new stores and a reported stronger survival rate. It is important to note that downtown Lancaster has a stronger retail base than many cities of comparable, or larger, that the consultant team has worked in.

Development Conditions in the City

Supply of commercial space and housing are just a part of the development picture downtown. There are other considerations that affect the relative position of the city in the metropolitan picture; some of these are positive.

- A **private-sector economic development orientation** in the community.
- **Public redevelopment tools** available to purchase properties and provide incentives for redevelopment.
- Experienced small business and minority organizations to assist with development challenges.
- An experienced, trained and willing workforce.

However, there are several barriers as well.

- A tax structure (school taxes, in particular) that is unfavorable to development in the city compared to outlying townships.
- An over-extended and overly complex development review/approval process.
- Poor or non-existent databases on most matters of concern – tax assessments, real estate, housing starts, downtown sales, business start-

ups, number of downtown workers. This may be an opportunity to involve the expertise at Franklin and Marshall College in supporting economic development.

Projections: The Expanding Market

Lancaster's overall LMA market has great economic strength and is expected to continue to expand in the coming decades. This creates an opportunity for the City to capture a larger share of demand in targeted niches in which it can be most competitive.

Office and Industrial Space Projections

While there will be minor growth in manufacturing (expansion, new, and replacement space is estimated at 32,000 square feet yearly), long-term U.S. government projections suggest that there will be over 900,000 SF in services office space in Lancaster County. This includes approximately 200,000 square feet in office space requirements and 700,000 square feet in distribution and service space. These service industries are the best candidates for using the Class B and B+ space on Prince Street.

Retail Projections

New people imply new jobs, demand for goods and services, and a greater need for housing. Projected growth represents a great opportunity for the city and the metropolitan area. Capturing a share of additional retail expenditures downtown is another matter. There is a need for greater specialization in the types of stores downtown and on Prince Street to attract new shoppers into downtown. The accompanying chart suggests a number of new retail activities that could be attracted to downtown, particularly the Chestnut Street corridor.

3.4 Comparing Lancaster With Other Places

Lancaster has a number of positive quality of life attributes that should be marketed externally. Although the Lancaster area is relatively expensive in terms of cost of living, compared to other Metropolitan Areas of similar size, it is squarely in the middle for many other factors. Lancaster ranks high in safety, and does very well in transportation. Finally, Lancaster does better than average in offering educational opportunities and health care services, two important quality of life considerations with broad economic implications.

3.5 Findings And Recommendations

Positioning Strategy

Lancaster City needs to position itself in a manner that showcases its many advantages. It needs to shape these advantages into a core concept; define realistic projects and programs that support the concept; and communicate the concept and its advantages both within the community and to the larger potential marketplace.

For purposes of this study, the city has four “positions” (strengths/assets) to promote: the Lancaster region, Downtown Lancaster, Prince Street, and South Duke Street. Downtown should be positioned as the economic and cultural center of the LMA, while the Prince Street Corridor should be a concentration of renovated industrial and commercial buildings with integrated retail services, linked parking, and strong connections to adjacent neighborhoods. The South Duke Street historic core should have a mix of existing and new, retail and services in a vibrant public environment. Vacant and underutilized space at the south end of South Duke Street could be developed as a neighborhood retail center and for commercial and light manufacturing uses.

Program Recommendations

The economic development assessment process and the research to date has identified a number of supportable project and program recommendations for consideration. Program recommendations are outlined below and project recommendations are included in Section 5.0 Strategies for Economic Development.

- A **regional strategic planning process** involving forward thinkers in the business, civic, and academic communities to assess the future direction of the Lancaster Metropolitan Area economy and identify ways and means to expand the economy.
- A simple, expedited **permitting program with a fast track for high-priority projects**.
- An **internal and external communications program** that projects Downtown and the city as a business location for both local and outside investors and entrepreneurs.
- A high priority **marketing and promotion strategy** for Downtown and the city.

Insert "Types of Establishments" from Tom Flynn

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- A **targeting and clustering strategy** that identifies the specialized businesses and optimal locations that differentiate the city in the overall competitive context.
 - Continue the collaborative efforts being led by the County and Chamber of Commerce to ensure a workforce development system that meets the needs of employers and employees alike.
 - An up-to-date and accurate **data base and market information-tracking system** for Downtown and the city.
 - Encourage Franklin & Marshall College faculty and students to get involved in data collection and research activities.

3.6 Conclusion

The Lancaster Metropolitan Area is a thriving, dynamic and growing economic region that enjoys many economic advantages. As the Metropolitan Area continues to grow, the city should grow within it. To do so however, the city must find ways to garner a greater share of the projected growth.

The city should not assume that present or future city and county residents will be downtown shoppers and visitors. There is a new generation of county residents – 100,000 between 1970 and 1990 – many of whom have never been "downtown." Another 100,000 have been projected over the next twenty years. The city must become more user-friendly for residents and visitors. Downtown retailers, developers, and civic organizations need to court county residents as special guests so that they become part of the potential market for the specialized retail, entertainment and service functions that no other location in the metropolitan area can provide. The market is there to be tapped.

4.0 Maximizing Tourism as Economic Development

4.1 Introduction

Downtown Lancaster is centrally located in a high volume tourism region with attractions of international significance, including Amish Country, Hershey, and Gettysburg, within a short drive. As a region, the “Heart of Pennsylvania” attracts well over eight million visitors a year. While no single project or new attraction will be a panacea for Downtown’s challenges, increasing tourism can help generate much needed economic development activity and enhance the quality of life of Lancaster’s residents.

This summary section examines Downtown Lancaster as a visitor destination. An assessment of Lancaster County tourism is presented to place Downtown into its regional context. Existing Downtown tourism resources were also examined in some detail. Finally, a framework for concrete, action-oriented strategies for enhancing Downtown tourism is presented. A more complete report on tourism is included in Appendix C, published separately and available from the Lancaster Campaign.

4.2 Pennsylvania Dutch Country Tourism: Existing Tourism Products and Economic Impact

Lancaster County is Pennsylvania’s “Dutch County,” world renowned for its large population of “plain” people, including the Amish, Brethren and Mennonites. The Pennsylvania Dutch Convention and Visitors Bureau (PDCVB) estimates that the County attracts an estimated 3.5-5 million visitors a year. This volume of visitors has had a tremendous impact on the region’s economy and the PDCVB has responded by actively pursuing the “diversification” of the county’s visitor product. More than ever before, Downtown Lancaster is poised to play a more prominent role in the county’s tourism industry mix.

4.3 Downtown Lancaster: Existing Tourism Resources

Visitors to Downtown Lancaster are broadly defined to include tourists in the traditional sense, but also business people, regional residents, and even local residents from area neighborhoods.

Attractions

Downtown Lancaster's attractions have a distinct heritage emphasis. The Central Market, Lancaster Heritage Museum, dozens of historic homes, commercial buildings, and churches give Downtown its historic identity. Lancaster's unique alleys and lanes offer real potential to further accent the charm and character of Downtown. Lancaster's museums, the Fulton Opera House and the Chameleon Club are also prominent elements of Lancaster's tourism product. However, despite Downtown's authentic character, when compared to attractions in the county, there are no "major" attractions in the downtown area.

Restaurants

Downtown Lancaster contains a variety of restaurants and entertainment venues that attract local and regional residents, as well as outside visitors. There are several emerging concentrations of restaurants in Downtown Lancaster: The Central Market area (on Market Street and Steinman Park), North Queen Street (300 Block); and on West Orange Street (near Prince and Water Streets). New restaurants should be encouraged and viewed as attractions.

Shopping

Shopping is a major tourist activity and millions already flock to Lancaster's outlet malls and antique markets. Compared with many cities of similar size, retail in Downtown Lancaster is relatively strong. In stark contrast to the outlet stores and malls of Route 30, Downtown offers the visitor an urban shopping experience with variety. Many high-quality shops are within a few blocks of the Central Market. The first few blocks of North Prince Street is emerging as an interesting shopping area, with stores catering to the younger set such as record stores and vintage clothing boutiques. Additional retail is in place along the upper blocks (300 and above) of North Queen Street.

Accommodations

When compared with the rest of the county, Downtown contains very few hotel rooms (less than ten percent of the county total). Most accommodations, including bed and breakfasts, are located outside the city. The Hotel Brunswick is the only hotel in the heart of Downtown Lancaster and the city. The Holiday Inn on Lititz Pike and the Days Inn on Keller Avenue are near the city but not within a reasonable walking distance to the city's attractions.

Meeting and Convention Facilities

In many cities, a downtown convention center is the primary focus of tourism activity. Downtown Lancaster does not have a dedicated convention or conference center, although Hotel Brunswick is the county's second largest meeting facility. The Lancaster Host Hotel, located on Lincoln Highway in the county, is the largest, with 70,000+ square feet of flexible meeting space and a theater-style capacity of 3,000.

Special Festivals and Events

Downtown festivals and events are major attractions. They also play an important role in introducing what Downtown has to offer. Downtown's festivals and events cover a broad range of interests and cultures, although what is missing are more regularly scheduled "mini festivals" such as Lancaster Summer Arts Festival, the "Brown Bag" lunch series and Thursday Night Music in the Square, or the like.

Visitor Information

A critical element of a good visitor experience is good visitor information, from promotional material to interpretive signage on individual buildings. Currently, information for the casual visitor is conveyed at three ways in Downtown Lancaster: Pennsylvania Dutch Visitors Guide, Downtown Lancaster Visitor Center, and interpretive signage at selected sites. Reliable, accurate visitor information is essential to a satisfying visitor experience.

Current Levels of Tourism

While there are several excellent attractions in Downtown Lancaster, it is not well developed as a visitor destination, and attendance figures reflect this. Attendance at some attractions has been increasing, but most report slight declines; the Downtown Visitor Information Center reports significant declines in visitation, from 51,904 in 1996 to 39,212 in 1997.

Without a comprehensive tracking mechanism, it is impossible to ascertain the actual number of visitors to Downtown Lancaster and the economic impact they have. What is obvious from the little data that is available, however, is that Downtown does not tap into the tremendous visitor volume at its doorstep. This observation in no way reflects the cultural value of Downtown's resources, but should serve as a clear indication that much can, and should, be done to more effectively package the attractions and make Downtown more "visitor-friendly."

4.4 Strategies for Developing Downtown as a Visitor Destination

Downtown Lancaster has the potential to become an important element of the Lancaster County tourism experience. In fact, from a heritage tourism perspective, a visit to Lancaster County is not complete without visiting the many historic sites downtown. The current downtown experience is not complete and consequently, Downtown Lancaster is not reaping the full economic benefits of tourism.

To develop effective strategies for enhancing Downtown tourism, specific activities and visitor needs must be understood. The following questions must be asked:

- **Why** are people presently coming downtown? Why **would** people come downtown?
- **Who** is presently coming downtown? Who **would** come downtown?
- What are visitors needs? What would make their experience a pleasant one and make them want to return?

Strategies for Enhancing Downtown as a Destination

While Downtown has many tourism assets, it is not well developed as a **destination**, and as a result, has not effectively capitalized on the high volume of visitation to the region. Successful downtown tourism will require more than traditional marketing and specific actions are proposed in Strategy #3 in Section 5.0. Downtown requires a holistic approach to tourism development that addresses the physical environment, signage and wayfinding, tourism management, and product development. Implementing the following strategies will help Downtown Lancaster develop as a destination.

- **Develop new downtown attractions.** New attractions, beyond bringing more people downtown, will generate excitement, publicity and other positive spin-offs. New entertainment venues such as a multiplex cinema/retail complex and new or expanded museums are needed.
- **Develop a full program of effective visitor information.** Good visitor information should convey a consistent and interesting story about a place from the first point of contact (through a general fulfillment piece) to site-specific information (e.g., brochure for an historic building).
- **Implement a Comprehensive, Coordinated Signage System.** The intent of a wayfinding system is to make a city more visible (to passersby) and more accessible and *understandable* to visitors by improving the physical and graphic image of a city's directional signage. Of particular importance is the need for enhanced signage at the Route 30 exits, at the city gateways and within the city.

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- **Increase the profile of Lancaster Central Market as a visitor destination.** The Central Market is one of Downtown Lancaster’s primary attractions, although current operations are not conducive to visitors.
 - **Develop downtown retail.** An aggressive retail retention and recruitment program should be implemented to create a thriving downtown retail environment that is appealing to both residents and visitors.
 - **Build on existing strengths,** such as Central Market, the Lancaster Heritage Center, a new interactive visitor interpretive center, and the development and expansion of Lancaster’s “Lanes and Alleys.”
 - **Promote evening activities as a niche market.** Downtown contains excellent restaurants and nightspots that are different from anything offered in the County.
 - **Implement a building lighting program – “Light-Up Lancaster!”** Many of Lancaster’s buildings are distinctive and beautiful. A dramatic building lighting program would both create a festive evening atmosphere and improve public safety by increasing light levels downtown.
 - **Implement a public safety awareness program.** The public must be made more aware that downtown is safe if one uses simple common sense. A favorable media campaign would greatly enhance this effort.
 - **Ease parking restrictions.** Convenient, reasonably priced parking is critical to a satisfying downtown experience.
 - **Accommodate motor coaches downtown.** A significant effort should be made to increase motor coach traffic by providing incentives to tour operators, providing convenient motor coach parking, and creating attractive, centrally-located drop off areas that meet the needs of visitors.

4.5 Conclusion

Downtown has excellent potential as a visitor destination, both for visitors coming from the surrounding region and for those coming from outside. The Lancaster Central Market, the oldest public market still in operation in the U.S., has great mass appeal as does an expanded Lancaster Heritage Center. The city's authentic "urban fabric," historic and architecturally significant buildings, unique lanes and alleys all contribute to Lancaster's potential as a destination city. Downtown's strong heritage emphasis is its greatest strength and its greatest challenge, too. Heritage tourism is gaining widespread acceptance and popularity nationwide. Downtown Lancaster and nearby neighborhoods are certainly poised to benefit from this trend. The challenge will be to create a high-quality package that can easily be brought "to market," marketed and promoted aggressively, and that will get residents and visitors to spend time and money in the City of Lancaster.

5.0 Strategies for Economic Development

5.1 Introduction

During the course of the process, almost 60 projects and strategies were identified as important to Prince Street, Downtown and South Duke Street. A complete list of these projects, identified by area, is included in Appendix D. Based on input from the community process and the work of the Economic Development Action Group, this extensive list was reduced to 17 economic development strategies, some of which include one or more projects.

The projects considered (Appendix D) are shown on the accompanying map, Exhibit 1, which illustrates the North Prince Street cluster of projects, the Downtown/Central Prince Street cluster, the South Prince Street cluster, and the South Duke Street cluster of projects. Within each cluster we have prepared a concept plan and illustrative sketch designed to show how the strategies for that area work.

Benefits of an Economic Action Agenda

The process used to create the action agenda for Prince Street, Downtown and South Duke Street involved hundreds of interested and enthusiastic Lancastrians committed to making something happen. There are many benefits to be derived from the Economic Development Action Agenda proposed in this report.

- **Investment** – New investment and re-investment in public infrastructure, real estate development, new businesses and jobs, and a new positive image will work to solve many of the community’s challenges. The Action Agenda, as it is implemented, begins to create new opportunities and “places” for investment.
- **Jobs** – Creating new job opportunities for a growing and willing work force is of primary importance to the community. This is counterbalanced by an equally important need to provide education and training resources to assure the employability of that labor force.
- **Tax Base** – An increased tax base due to capital investment will enable the City and County to provide the public services and facilities that are important to residents.

Exhibit 1: Map of Strategies and Projects
Prince Street, Downtown, South Duke Street

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- **Image** – Overshadowed by Lancaster County, Lancaster City is relatively unknown to the outside world. The economic revitalization of the city will contribute to a new positive image and reinforce economic development throughout the city, the county and the region.
 - **Quality of Life** – A direct benefit to be shared by all residents from successful economic development.
 - **Economic Development** – A strong downtown and city, along with strong vibrant neighborhoods and a well-educated and willing workforce, will benefit economic development throughout the area.

Partnerships – Lancaster faces many challenges as it approaches the 21st Century. Lancaster must be able not only to create, but to sustain, meaningful partnerships between individuals, between groups, between businesses, and most importantly, between governmental jurisdictions that include townships, cities, county, region and state governments.

Change – The decade of the nineties has been a decade of change and the years ahead suggest that even more change is in store for Lancaster. Old attitudes and stereotypes must change. New priorities must be defined. Economic and ethnic diversity must be recognized, appreciated and built upon. Changes in the marketplace are important to the emerging concept that the city, with its beautiful downtown and vibrant Prince Street and South Duke Street corridors, can begin to grow once again and create economic opportunities that extend well beyond the city.

Principles of Successful Economic Development

The economic development strategies suggested in this section are founded on some basic economic development principles that have been demonstrated in a number of other cities and counties. These **principles** include:

- **Focus** – The economic development organization for Prince Street, Downtown and South Duke Street must sharply focus its efforts. The “rifle shot” approach is much more appropriate now than the “shotgun” approach, which tries to solve all problems for everyone. The objective is to take one project at a time and be very successful, then build on that success to achieve further success with other strategies and projects.
- **Concentration** – Scarce financial and human resources demand that the initial efforts be both sharply focused and concentrated. This approach will generate a critical mass that then creates the synergy for real growth.
- **Critical Mass** – Product concentration is critical mass, and critical mass creates new opportunities for economic growth. By centering a series of new economic development activities around the downtown core area and

within one or two high priority areas on Prince Street and South Duke Street, the community can achieve its economic development goals.

- **Authenticity** – Lancaster City is blessed with an outstanding heritage that includes history, architecturally significant buildings, and unparalleled urban fabric that can be preserved and built upon to create a unique and interesting place within which businesses and attractions can thrive.
- **Building on Strengths** – Lancaster is blessed with many strengths and does not need to be re-invented. The economic development strategies proposed in this report are designed specifically to build on existing strengths and to maximize use of the existing built infrastructure to facilitate economic feasibility for future growth and development.

The Priority Strategy Agenda

There are 17 strategies proposed that will make a difference in Lancaster's economic growth and sustainability. Each strategy has been developed to guide implementation action. The level of detail and the scope and content varies for each strategy.

Each strategy should be considered flexible and subject to modification as the process of implementation moves forward. The menu of strategies presented is not cast in stone. Cost estimates, where presented, should be considered preliminary and general. Costs and funding sources will be refined as more detailed planning is initiated.

The strategies are not listed by priority. They begin with the umbrella strategies that embrace change and are followed by geographically aligned strategies starting in the north and ending in the south.

5.2 How We Must Change

The need for change has been a recurring theme throughout the process. The need for change focuses mostly on how the City of Lancaster does its economic development business. Change is needed to allow the community to organize and manage a successful economic development effort – this Action Agenda. Change is needed in the way the community creates and develops new economic opportunities. A change in attitude is needed to deal with supposedly unsolvable challenges, like transportation. This package of action agenda strategies is designed to begin to bring about the changes required if Lancaster is to achieve its vision for the future.

Strategy #1: Organizing for Successful Economic Development

Challenge. The contents of this strategic action plan will remain little more than an interesting study with intriguing recommendations in the absence of a clear strategy for implementation. In that regard, there is a critical need to have an organization that specifically focuses on the findings of this action plan and maintains an **exclusive focus** within the prescribed geographical areas of Prince Street (bridge-to-bridge), Downtown (as defined by the borders of the Downtown Investment District) and South Duke Street (King Street to the Conestoga River). The focused approach is critical to ensure success.

Currently, no existing economic development agency or organization in Lancaster is so narrowly focused and, as such, none have agreed to assume specific responsibility for this challenging assignment (all these organizations, however, must play a coordinating role in the implementation of the plan due to the unique skills each agency “brings to the table.”).

To move forward with the greatest opportunity for success, a true “public/private partnership” is required that brings together the city, the county and a blend of private sector leadership that ranges from young entrepreneurs to seasoned captains of industry. Such a partnership is most obvious within The Lancaster Campaign.

Economic Justification. The economic future of the city and the county depend on the economic revitalization of the City of Lancaster. A well financed, sharply focused, organization can make the difference in achieving that future. The organization must assume responsibility for facilitating implementation of the Action Agenda through effective communication and coordination that maintain the target areas as priorities for economic development within the community of Lancaster.

The organization must work with existing agencies to ensure their continued success as viable tools for achieving the recommendations of the Action Agenda. When created, this organization will directly impact on the success of each of the remaining strategies outlined within this report. **The implementation organization is the linchpin for successful economic development.**

Goal. The Lancaster Campaign Economic Development Action Group defined the goal for the new organization:

Build an inclusive partnership organization that involves the city, county and private sector in a meaningful way to focus on economic development implementation within the target areas. Support the organization with adequate funding to accomplish its mission. Use a professional staff team that builds relationships and partnerships with the existing organizations and individuals involved in economic development for the community.

To achieve this goal, use the Lancaster Campaign Economic Development Action Group as the core organization. Develop a small, powerful, action-oriented executive Council to set policies and guide the organization. The organizational framework for the recommended structure is shown on the accompanying chart (Exhibit 2). The organization proposed is unique to Lancaster – while it builds on the experience of other cities like Baltimore, Chattanooga, Greenville and Richmond, it is a purely Lancaster organization.

Action Required. Building on the strengths of Lancaster’s public and private leadership, create a new organization that is pro-active, highly professional, responsive, and effective. The organization is comprised of three parts whose roles and responsibilities are outlined below.

The Economic Development Action Group of The Lancaster Campaign is expanded to ensure its role as an inclusive group that brings together all the primary economic development stakeholders, entrepreneurs and agencies. Its members participate through attendance at regular quarterly meetings and through appointment to Work Teams (outlined below), committees and task forces of the Action Group or Executive Council. Action Group members will continue to monitor, critique and participate in the ongoing implementation of the action plan. In addition, the Action Group may consider involvement in some city initiatives not directly related to the recommendations of the strategic action plan (i.e., creation of a “one-stop shop” for business development); assist in the coordination of other organizations for implementation of the action agenda; and act as a conduit to the broader business community in search of continued opportunity for city economic development.

Exhibit 2: Organizational Chart

The Executive Council for Economic Development of The Lancaster Campaign is a new group comprised of five public sector representatives (three city: mayor, economic development director, city council president, and two county: chairman of the commissioners, director of the planning department) and 14 private sector representatives. The 14 private sector representatives will be drawn from the Economic Development Action Group, The Lancaster Alliance and the private sector, at large (providing for inclusion of at-risk developers, as well). Private sector members will serve a maximum of two, two-year terms. The Executive Council will be co-chaired by the Mayor and a representative from the private sector. The council will meet on a monthly basis.

The Executive Council is established to specifically focus on implementation of the economic development strategic action plan. It is vested with the authority to act on all matters of implementation and priority. It will set benchmarks and measures of success, mobilize community support, determine and secure resource needs (financial, human/staff, governmental and political), and advocate and market for focused economic development activity within the priority areas. **In short, it will lead the effort to accomplish all that is necessary to ensure successful implementation of the action agenda.**

Work Teams will also serve as an integral part of the implementation strategy. At the direction of the Executive Council, Work Teams will be established to key in on specific projects as identified in the strategic action plan (i.e., Northwest Employment Campus, Small Business Incubator, Chestnut Street development, Conference/ Convention Center, South Duke Street historic core). Work Teams will be made up of volunteers from the Action Group, specified expertise, as needed, and paid consultant staff, when necessary. The contracted help would be specific to a work team for the specific project of work. The Executive Council would be responsible for approving and hiring the additional, project-specific consultant support.

The Professional Staff is purposely designed to be small, professional and effective. The staff is responsible for implementing the policies and actions of the Action Group and Executive Council and mobilizing work teams, committees and task forces as needed to maximize use of member skills and experience.

The staff team will directly report to the Executive Council, who has the ability to hire, fire and/or redirect staff, as necessary. The staff team will be led, initially, by the Executive Director of the Lancaster Alliance.

The staff, upon authorization, will oversee consultant specialists to advise and assist the Executive Council and Work Teams on special projects or problems.

In addition, staff will: act as a liaison between funding sources and private builders, developers and users; act as a real estate/space clearing house for local, regional and national opportunities within the target areas; pro-actively

solicit developers and investors to participate in the target areas; maintain all books and records; pursue government funding and programs for the target areas; and help shepherd development projects in accordance with the action agenda.

Led by the Executive Director of The Lancaster Alliance, the professional staff team will be comprised of staff from the City of Lancaster, County of Lancaster, The Lancaster Campaign, and the Inner City Economic Development Group. (Job descriptions for all the above positions will reflect the priority nature of the target area of this report.)

Responsibility/Accountability. *Responsibility* for bringing the private sector, City and County together to form the Economic Development Action Group and the Steering Committee for Economic Development rests with ***The Lancaster Campaign, working in cooperation with the City and the County.*** The Economic Development Action Group and the Steering Committee would be held accountable by the three sponsoring organizations.

Estimated Cost. With the assumption that initial staff costs are covered by other existing sources, the initial three year commitment to the Economic Development Action Group should be in the range of \$750,000 - \$1,000,000, or between \$250,000 - \$330,000 annually. Funding at this level is absolutely essential in order to “jump-start” the implementation process. A first duty of the Steering Committee should be to establish a more definitive budget.

Funding should be secured and committed from the following sources: city, county, private sector and individual contributions, state grants, and local, state and national private foundations and trusts. The initial three-year commitment is essential to the success of the organization. It must prove its value in that timeframe in order to secure future funding.

Priority/Schedule. This strategy is of the highest priority and, at the writing of this report, is under consideration for implementation. The strategy should be initiated in the **spring of 1998** and funded by July 1, 1998.

Strategy #2: Creating an Environment for Successful Economic Development

Challenge. Major changes are needed in the way economic development is handled in the Lancaster area. The city must address the need for development incentives, streamlining the development permitting process, and the impact of taxes on the cost of doing business. Improved inter-governmental cooperation and generally “leveling the playing field” between the city and surrounding townships are also essential. The need for these changes must be given high priority.

Economic and Work Force development have become inextricably interwoven. At its’ most elemental level economic development can be defined as the retention and creation of jobs. Increasingly, the magnet that retains and attracts jobs is a skilled work force. Just as corporations are competing aggressively to survive in a global economy, states and communities are working hard to attract business investment and encourage economic activity that creates jobs and leads to improved standards of living. Increasingly the competitive advantage of states and communities, like that of business, hinges on the skills of their work forces. International competition has resulted in more and more fixed costs, leaving the productivity of a company’s work force as the only area in which to gain a competitive advantage. Industries and companies can only grow in regions that provide them with a work force of the size and skill level required to compete both nationally and internationally.

Economic Justification. Lancaster must be competitive if it is to grow and prosper. Implementation of this strategy has a positive impact on all other strategies.

Lancaster recognizes the critical role work force development plays in economic development and has a number of programs and initiatives in place to address this issue. This economic development action agenda focuses on infrastructure and did not develop a strategy for work force development out of deference for the existing efforts already in process. A description of these efforts follows. These efforts will progress in conjunction with the strategies and recommendations proposed in this document.

Goal. The community’s goal is to bring about as much change as is feasible and politically realistic in order to level the economic development playing field.

Action Required. The Executive Council must give high priority to the issue of managing successful economic development by demanding change in a number of areas. The specific areas of change are listed below as actions required. This list contains the minimum requirements for successful economic development.

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- **Inter-governmental cooperation and communication is essential.** Each of the governmental jurisdictions in the County must recognize that their futures are directly tied to the economic future of the City of Lancaster. New partnerships, cooperative arrangements and inter-governmental agreements must be put in place relative to growth management, land use planning and zoning.
 - **The city's tax structure**, particularly with regard to the school district, places the city, its residents and potential developers in an impossible situation in terms of competing with the other jurisdictions. At the same time, the city offers many advantages and, in fact, needs to be selling some of the costs for the provision of basic programs, facilities and services.
 - **Planning and zoning regulations** need to be carefully assessed, streamlined and made developer-friendly. This does not in any sense mean that fundamental land use or historic preservation regulations should be minimized. The objective must be to streamline the process and make it work more quickly and easily for the applicant.
 - **Streamlining the development permitting process** must be given high priority as well, since this is the one area where the consultant team received the most complaints. Other jurisdictions have reduced the time required from application to permit approval to a minimum of ten days. In Greenville, South Carolina, the permitting process timeframe was reduced from ten days to three days, one of the best in the nation. Lancaster should strive initially for a 30-day turnaround time and, within one year, a ten-day turnaround time.
 - **Incentives for development** involve, in some way, virtually all of the above development management objectives, plus the more traditional economic development incentives, such as land write-downs, tax deferrals and abatements, partnership investments with local government, provision of parking and more.
 - A **regional strategic planning process** involving forward thinkers in the business, civic, and academic (F&M) communities to assess the future direction of the Lancaster economy and identify ways and means to expand the economy.
 - An **internal and external communications program** that projects Downtown and the City as a business location for both local and outside investors and entrepreneurs.
 - A high priority **marketing and promotion strategy** for Downtown and the City.

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- Consider adopting and enforcing **design standards and criteria** for all new development.
 - A **targeting and clustering strategy** that identifies the specialized businesses and optimal locations that differentiate the city in the overall competitive context.
 - **Economic and work force development** will be the magnet that retains and attracts jobs for both the city and the county.
 - An up-to-date and accurate **data base and market information-tracking system** for the downtown and the city.
 - Perhaps most fundamentally, economic development in the City of Lancaster will be enhanced by a **strong new entrepreneurial development-friendly attitude** on the part of the Mayor and City Council and those who administer development programs, processes and requirements.

Responsibility/Accountability. The Executive Council must play the role of “champion” for bringing about change in the way the community does its economic development business. The responsibility, in reality, rests with the Mayor and City Council, and those they direct for day-to-day operations. The Executive Council should report back to the community through the Economic Development Action Group on progress made by January 1999.

Estimated Cost. The estimated administrative costs for promoting the proposed changes is virtually non-existent. The cost to City Government of implementing the basic administrative changes is negligible, and may even save the city money. With regard to incentives, this is an area that requires creative new financing approaches that can be developed in conjunction with the Executive Council.

Priority/Schedule. This strategy is on a par with Strategy #1 in terms of its urgency and importance. It should be given the highest priority by the new Executive Council and major progress should be completed by the end of 1998.

Strategy #3: Developing Tourism as Economic Development

Challenge. Tourism is a major economic development activity in Lancaster County. Over-development in the Route 30 corridor and a dramatically changing national/ international tourism industry has resulted in some indication that tourism is declining in the county. At the same time, urban heritage tourism is growing in popularity both in this country and internationally. Downtown Lancaster has the potential to become a major downtown heritage tourism destination and an important component of the Lancaster County tourism product.

Economic Justification. Tourism reportedly brings over \$478 million per year to Lancaster County. Of the 3.5-5.0 million visitors who come to the area annually, less than one percent are estimated to come to Downtown Lancaster. Yet Downtown is viewed by those newcomers who do find the city as an authentic, historic, interesting, and diverse place. It has museums, historic Churches, unique restaurants, music and arts organizations, and the historic Central Market. Properly packaged and marketed, the downtown area has the potential to attract people on its own, rather than just tapping into the county market. Downtown Lancaster has the potential to add to the county's tourism mix, helping Lancaster County's tourism economy. New tourism attraction venues can play an important role in the redevelopment of several downtown opportunity sites/buildings, including the Watt and Shand Building.

Goal. Recognize tourism as economic development and give it priority as a downtown revitalization initiative. Invest in existing and new downtown tourism product infrastructure and build a new partnership with the Pennsylvania Dutch Convention and Visitors Bureau and the State Office of Tourism. Secure both the recognition and funding required to accelerate marketing of Downtown Lancaster as a tourism destination. Realistically, Downtown Lancaster should be able to attract 200,000 or more visitors annually – visitors who will visit attractions, shop and support restaurant and entertainment venues.

Action Required. What tourism needs in Downtown Lancaster is a “champion” and a concerted effort to improve and package the existing attractions, invest in new attractions, and market and promote downtown as one of the many outstanding destinations in Lancaster County. Specific actions recommended include, but are not limited to, the following:

- The Lancaster Campaign and the Lancaster Downtown Investment District (DID) should organize a new Tourism Development Action Group to work with the Executive Council and the Pennsylvania Dutch Convention and Visitors Bureau (PDCVB) in looking at development opportunities, championing tourism as economic development, and working to promote downtown as a destination.

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- Explore new attraction opportunities. This may include expanding the Heritage Center or relocating the Downtown Visitor Center. It may include developing new cultural and arts attractions, such as a themed multiplex cinema/retail complex, a “blockbuster” art show concept, or any of the other interesting heritage-related projects previously suggested for downtown venues. Select a preferred attraction and work to make it happen.
 - Support the efforts of the City Economic Development Department and Department of Public Works in conducting a strategic plan for the Central Market; encourage appropriate change to maximize the economic potential of the market, while at the same time retaining its important authenticity as an attraction.
 - Work with the PDCVB to include downtown as an attraction in that agency’s marketing and promotion materials – brochures, maps, videos, slide shows, etc.
 - Support the efforts of the Executive Council and others in developing the Lancaster Conference Center and a second downtown hotel to attract conference attendees to the downtown area.
 - Develop a full program of effective visitor information – from the Visitor Center to the materials provided at the Visitor Center. Work with the Downtown Investment District to expand its emerging role as a downtown marketer and a purveyor of downtown visitor information.
 - Work with the DID and a professional communications firm to develop a highly polished “family” of marketing materials. An up-to-date color downtown map with visitor information should be given high priority. All maps and brochures should be of the same design and include similar logo material. This should be carefully coordinated with the economic development marketing effort.
 - Promote evening activities as a niche market by marketing and promoting downtown restaurants and entertainment venues. This presents an opportunity to complement the “country” experience by day with a “city” experience by night in the downtown area. Encourage new and expand existing entertainment venues, particularly for young people.
 - Implement a downtown building lighting program – “Light Up Lancaster!” Downtown buildings are beautiful by day, but dark and nearly invisible at night. A dramatic building lighting program would create a festive evening atmosphere and improve public safety and awareness by increasing light levels downtown.

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- Ease parking restrictions at night and on weekends to encourage visitors.
 - Accommodate motor coaches in the downtown area by designating specific areas for parking coaches.

Responsibility/Accountability. The Executive Council, working with a new Lancaster Campaign Tourism Development Action Group, the PDCVB and the DID, will be responsible for tourism development. The City, Executive Council, DID, and individual businesses and organizations within downtown should either become active members and participants of the PDCVB or create their own downtown tourism organization. Overall responsibility will be to the Executive Council.

Estimated Cost. The planning program outlined above will not cost a great deal of money. As specific projects, such as the production of marketing materials and media, are undertaken, requests for funding should be channeled through the Executive Council.

Priority/Schedule. This is another high priority project which should be initiated in 1998 and continued for the next three to four years until tourism begins to grow steadily. A reasonable expectation would be to have downtown visitation of 200,000 or more visitors by the year 2000.

Strategy #4: Long-term Transportation Planning and Enhancement

Challenge. The current economic development strategy planning process has not produced meaningful changes that would enhance traffic and transportation operations within the study areas. The State and County give no hope for major relief to congestion on Prince Street and within Downtown Lancaster. The existing street system is operating at or near capacity, in some cases over capacity. A balanced solution to metropolitan transportation problems is required.

Economic Justification. Lancaster generally suffers from overburdened transportation arteries, particularly Prince Street, virtually all downtown streets and South Duke Street. Current levels of congestion, reinforced by the appearance of the major transportation corridors, negatively impact the image of Lancaster by area residents and visitors. While major transportation improvements are not expected in the short term, there can be an effort made to enhance the appearance of the gateways into the city and enhance the highway corridors through streetscape and more effective directional and informational signage. The city's economic future depends on traffic and accessibility, particularly from growing numbers of new visitors. This strategy impacts on

virtually every other strategy, particularly its relationship to Strategy #10, “Downtown Parking.”

Goal. Working cooperatively with transportation providers, other municipal governments, and the Commonwealth of Pennsylvania, the City and County as members of the federally-mandated metropolitan planning organization for transportation, should seek innovative solutions for the movement of people and goods throughout the metropolitan area. Traffic congestion needs to be reduced through improvements to the roads and highway system, coordinated signalization, improved directional signage, development of bicycle and pedestrian routes, enhanced transit and shuttle services, car-pooling and shared ride services, enhanced commuter rail, and routing of trucks to higher-standard highways.

Action Required. The City and the County, as members of the metropolitan planning organization, should seek to identify critical transportation needs and to increase the availability of state and local financial resources. The County legislative delegation should work with the metropolitan planning organization to authorize needed projects and to ensure an equitable share of funding for the transportation needs of the entire metropolitan area. The County, the City and the other municipal governments should explore creative intergovernmental arrangements or authorities, which will increase the capacity of the transportation agencies to fund and complete projects and to enhance transportation services.

- Improve truck traffic through the downtown area. Work with PennDOT, City Traffic Engineer and City Department of Public Works to identify options and determine best plan for routing trucks through the city.
- Compile and analyze truck traffic data at various key intersections.
- Explore creative alternatives to provide relief from the impact of heavy truck traffic such as possibilities to route trucks on Route 222 North, along Church and Lime Streets during the day and on North Queen Street during the evenings and night to minimize effects on downtown pedestrians during the business day and on residents at night.
- Study the costs required to implement recommendations.
- Work with resident groups and trucking companies to discuss concerns, strategies, get input, and build consensus.
- One-way streets in the downtown area. Compile and analyze data on traffic flow and volumes on key thoroughfares:
 - Duke Street from McGovern to Church Streets
 - Queen Street from Orange to McGovern Streets
 - Orange Street from Charlotte to Lime Streets

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- Chestnut Street from Charlotte to Lime Streets
 - Walnut Street from Charlotte to Lime Streets
 - Church Street from Queen to Lime Streets
- Designate selected streets to become two-way as needed to enhance the downtown environment.
 - Support Red Rose Transit Authority (RRTA) proposal for a downtown transit station on Queen Street, north of Chestnut Street.
 - Work with residents and business stakeholders to discuss concerns, strategies, get input, and create consensus.
 - Explore potential for a downtown trolley loop.
 - Improvements for South Duke Street. Explore options such as adding a boulevard island in the middle of South Duke Street to facilitate pedestrian crossing.
 - Improve truck and other vehicle access for economic development sites on North and South Prince Street. Extend Liberty, Mulberry and Charlotte Streets from Prince Street to Harrisburg Pike to improve access to the Northwest Triangle Employment Campus. Extend Water Street from Conestoga to Seymour Street to improve access for the economic development and new residential sites along South Prince Street and Brandon Park.

Responsibility/Accountability. The Executive Council should work closely with the Metropolitan Planning Organization to focus Lancaster City's transportation problems. The commitment of Lancaster's public and private leadership to this effort is essential. The campaign must be well thought out, well presented and consistently supported until action is taken.

Estimated Cost. The coordination and communication costs associated with this project would be borne by the Executive Council.

Priority/Schedule. This, too, is a high priority project that should be initiated in 1998 and continued over the next several years until action is taken.

5.3 North Prince Street

North Prince Street represents many opportunities and many challenges. During the site assessment and community participation process, North Prince Street became an important symbol for economic development and physical revitalization for the city.

The North Prince Street portion of the larger Prince Street Corridor runs from the north side of the railroad bridge in Manheim Township south to Lemon Street. Strategy #5 is the primary strategy designed to focus attention and action on that particular part of North Prince Street. However, the revitalization of North Prince Street also calls for many other independent and supporting actions. These include:

- **Liberty Street Building.** Acquisition and development of the Liberty Street Building (formerly Armstrong Corporate Headquarters) as a mixed-use anchor for the North Prince Street area and the Northwest Triangle project. While this project is now well underway, it still requires additional public action and support involving a Prince Street gateway entrance to Liberty Street and streetscape improvements for Liberty Street. Consideration should be given to locating all or a portion of the Harrisburg Area Community College (HACC) at this facility.
- **North Prince Gateway.** Working with Manheim Township, PennDOT and the County, the City should develop a plan for a major gateway entrance statement in conjunction with the new bridge construction project. The objective is to create a welcoming entrance to the City of Lancaster. The project can be so designed that the signage is double-faced so that travelers going north are welcomed to Manheim Township, while those going south are welcomed to Lancaster. The gateway concept should involve high quality signage, lighting and an outstanding landscape treatment. This is a cooperative venture rather than just a city project.
- **Streetscape.** Over time, the North Prince Corridor should be planned for streetscape enhancements designed to improve the visual character of the street and enhance the image in order to encourage additional new investment and development.
- **Current Projects.** There needs to be continued support and encouragement for important current and planned projects along North Prince Street, such as City Crossings South, the Prince Street Center Building and the Old Armstrong Liberty Street Building. Developers of these projects have already acknowledged the importance of reinvestment along North Prince street.
- **Lancaster Regional Transportation Center.** The County has recently prepared a development plan and strategy designed to enhance the train station as an important “north side” anchor for the community. This involves building renovations and improvements, redesign of parking, realignment of the drives so that the exit is aligned with North Duke Street, and the provision of parking accommodation for buses. The Center could

also serve as the northern terminus for a downtown trolley loop to serve residents and visitors.

- **YMCA.** The YMCA is an important supporting resource for both residents and businesses throughout the community and particularly for the north end. The YMCA can be packaged and used as an amenity for the Northwest Triangle Employment Campus (discussed below).

Each of these projects and actions is important and should be given priority action. The Northwest Triangle Employment Campus is the focal point of the initial effort to revitalize North Prince Street, and, as such, is given prominence in the strategies that follow.

Strategy #5: Northwest Triangle Employment Campus

Challenge. The City of Lancaster is tightly confined in terms of its corporate limits and the availability of land for development. Finding a well-located site of adequate size that can be developed or redeveloped for economic development purposes is the challenge.

The Northwest Triangle Employment Campus, as illustrated in Exhibit 3, is a strategically located site between Prince Street and Harrisburg Pike, including the new Liberty Street mixed-use project. The Northwest Triangle Employment Campus is envisioned as a high quality urban environment promoting a mix of office, research and development, and light manufacturing uses. The area is constrained by difficult access, traffic congestion, irregular parcel shapes, limited infrastructure and no identifiable, cohesive image that is marketable to the private sector. The campus concept illustrated on Exhibit 3 is designed to alleviate these problems, while providing a broader, more flexible approach that can accommodate a range of potential developers and employers. Importantly, the Northwest Triangle is effectively linked to other important supporting resources: (1) The Liberty Street Mixed-Use Building, (2) Franklin and Marshall College, (3) the Lancaster Regional Transportation Center, and (4) the Lancaster YMCA.

Exhibit 3: Northwest Triangle Employment Campus Concept Plan and Sketch

Four new street connections between Prince Street and Harrisburg Pike are recommended to minimize traffic congestion at the Prince Street/Harrisburg Pike intersection. Along each of these streets, the campus would be “themed” with entrances and streetscapes that convey quality and progress, while respecting the historic attributes of nearby sites. Existing parcels of land would be consolidated and re-divided to maximize accessibility, visibility and marketability for all campus areas. A variety of development types can then be accommodated on a first come-first serve basis.

The existing, larger industries have been incorporated into the environs of the campus to enhance the mix of employment types. The successful re-use of the Armstrong World Industries Corporate Headquarters Building on Liberty Street is critical to the overall success of the campus. It serves as the main focal point, tenant anchor and image setter for the campus. Its recent acquisition and planning for mixed-use development is the first step in implementing the Northwest Triangle Employment Campus concept.

Economic Justification. The Northwest Triangle Employment Campus is a development project designed to provide all of the economic development benefits outlined in the Introduction to Section 5.0. In particular, this project has the potential to attract **private and public investment** that will create **new jobs** and an increased tax base. Importantly, it provides the opportunity to create new partnerships – the City, County and Economic Development Executive Council of The Lancaster Campaign (Strategy #1); and new intergovernmental partnerships between the City, Manheim Township and the County (Strategy #2). It also has the potential to put into practice a new streamlined city government development review process (Strategy #2).

Goal. To create job-producing economic development opportunities strategically located within the city.

Action Required. The Northwest Triangle Employment Campus represents a relatively small but complex real estate development project. It is viewed as a traditional “public” economic development project at this time. This means that the City of Lancaster, through its Economic Development Department, would take the lead in the development process and the Mayor and City Council would provide funding and general oversight. It is anticipated that the Executive Council for Economic Development of The Lancaster Campaign would provide support and resources, as would the County and the Commonwealth of Pennsylvania.

The planning and development of the Northwest Triangle Employment Campus involves literally hundreds of actions. Included here are the primary actions required to put the project into an implementation mode. In reality, some or all of the actions can be undertaken by third parties. The specific actions required include, but are not limited to, the following:

-
- City agrees to undertake project.
 - City conducts assessment of real estate to be considered – identification of specific parcels required, ownership, estimated cost, availability, “must” parcels, potential property “partnerships,” and confirmation of concept.
 - City authorizes and funds predevelopment feasibility, planning and engineering for Northwest Triangle Campus:
 - property survey
 - infrastructure survey
 - environmental survey
 - preliminary concept plans
 - preliminary development costs
 - go/no-go decision
 - City decides on property acquisition strategy, authorizes funding and begins acquisition.
 - City completes acquisition process and authorizes planning, engineering and construction design, along with final cost estimates.
 - City authorizes phased funding program for development.
 - City conducts groundbreaking ceremony and begins development.
 - City prepares incentive sales package to include, but not be limited to, the following:
 - land cost write-down
 - site development amenities
 - tax deferral or other tax incentives
 - financing package
 - other incentives to be defined, i.e., provision of free parking

Note: In order to be competitive with surrounding jurisdictions, it will be absolutely essential to level the playing field in terms of taxes and development costs. This must be recognized up-front and assured.

- City prepares and/or contracts for marketing and sales effort, begins sales effort. The City’s Economic Development Department searches for initial buyer or tenant.

Responsibility/Accountability. This has been and should be a **city-led** effort with the support and cooperation of the Executive Council, County and Manheim Township. Day-to-day leadership and direction would be by the City Economic Development Director with support from the Executive Council staff, the Economic Development Company and consultants working with the Northwest

Triangle Action Team. Accountability for implementation would be through the Mayor and City Council.

Estimated Cost. The redevelopment of the approximately 48-acre Northwest Triangle Employment Campus is a major undertaking that will cost millions of dollars for land acquisition, infrastructure and development. The payoff is the potential to create approximately 400,000 square feet of new office/R&D/light industrial space that would be privately developed. Until predevelopment feasibility plans are completed, it is not possible to estimate total costs. Initial start-up costs and the cost of initial gateway and streetscape development are outlined below:

Predevelopment Feasibility	\$50,000	--	\$75,000
Land Acquisition Study	7,500	--	10,000
Liberty Street Streetscape (no bridge) <i>(Private developer investment only)</i>	165,000	--	225,000
Liberty Street Gateway <i>(Private developer investment only)</i>	175,000	--	250,000
City Gateway at Prince Street Bridge	<u>30,000</u>	--	<u>40,000</u>
Estimated Initial Start-up Costs	\$427,500	--	\$600,000

Funding sources may include: City, County, State, and Federal for planning and development.

Priority/Schedule. This is a high priority project that should be initiated and completed over a two to three year period. Complete predevelopment feasibility studies by December 1998; complete site acquisition, detailed construction plans and begin construction in 1999; hold grand opening in late 2000 or early 2001.

5.4 Downtown and Central Prince Street

Downtown and Central Prince Street are shown as one area within the city. Bounded generally by Lemon Street on the north, Water Street on the west, Vine Street on the south, and Lime Street on the east. This area is illustrated on Exhibit 4 that follows. Within this very urban downtown space, eight strategies (#6-#13) are suggested that can, if implemented over time, help achieve the vision for Lancaster.

Exhibit 4: Downtown and Central Prince Street Area Concept Plan and Sketch

In addition to the major strategies and their associated development projects, there are a number of supporting projects and actions that are also important. These include, but are not limited to, the following:

- Continued support and enthusiasm for the work of the Downtown Investment District (DID) with emphasis on the “clean and safe” initiatives and growing emphasis on marketing and promotion and the attraction of new retailers.
- An on-going program of streetscape enhancements throughout downtown and Central Prince Street that includes landscaping, street paving themes, lanes and alleys, sidewalks, and public parks and plazas. This would be reinforced with new lighting and street furnishings.
- Another concept to be considered is the night lighting of historic building facades, such as the Watt and Shand Building and the many beautiful churches.
- Wayfinding and signage systems.
- Increased efforts to demonstrate that Downtown is safe and to reinforce its positive image as a central place for a variety of activities for city residents, county residents and visitors.

Strategy #6: Lancaster Square/ Hotel Brunswick /Conference Center

Challenge. Lancaster Square is one of Downtown’s major focal points and centers of activity. Currently the Square is underutilized and the public infrastructure is dated and worn out. Redevelopment of the Square provides the opportunity for reinvestment in surrounding uses, such as the Armstrong/Lancaster Square Building and the Hotel Brunswick. With upgrading of the hotel, there is the opportunity to create a small, state-of-the-art conference center and additional hotel space.

Economic Justification. The three development projects suggested are closely linked and, when implemented, create a demand for a fourth longer-range project, a second downtown hotel. Downtown Lancaster is an interesting and authentic place and one that can easily be sold as a conference destination. The small to medium size conference business is the fastest growing sector of the meetings and convention market. Lancaster is strategically located to effectively compete for regional and statewide conferences if it has a state-of-the-art conference center and supporting hotel accommodations. The conference business will bring sufficient people to the community to support existing and new

retail shops, existing and new restaurants, existing and new entertainment venues, and downtown and area public attractions.

Strategy #6 represents a true “economic development pump priming” initiative designed to build on existing strengths, create opportunities for new investments, and to bring new economic energy into the downtown area through tourism. This strategy is closely linked to and supportive of Strategies #2, #3, #4, #5, #7, #8, #12, and #15. The recent Smith Barney announcement to locate in the Armstrong Building demonstrates the potential for this area.

Goal. Create a great design and redevelop Lancaster Square West as a major, public open space amenity within the Downtown area. Build on the visual impact of the “New Lancaster Square West” to create an opportunity site on Lancaster Square East for a small, state-of-the-art conference center of approximately 40,000 – 50,000 square feet. Work with the new owners of the Hotel Brunswick to assure the hotel’s linkage with the conference center, and that its redevelopment includes not only interior renovation, but an external, architectural enhancement of the building façade – an entirely new image. All of this will create a major “people place” for Lancaster and establish the city as an important visitor destination.

Action Required. This strategy includes three separate and distinct projects that are all closely linked and, when implemented, create a demand for a fourth longer-ranged project – a second downtown hotel. The actions required for each of the three projects are outlined below. The major actions include, but are not limited to, the following.

Lancaster Square West

- Executive Council and City agree that redevelopment of Lancaster Square West is a high priority project.
- Executive Council with support from City engages urban design consultants to plan for “the new Lancaster Square.” Design must meet community needs for a major public space and also create enhanced real estate values for the surrounding properties. Preliminary cost estimates should be developed.
- Once funding authorization is in place, construction plans and final cost estimates should be prepared. Funding for this project should be underwritten largely by a major private corporation.
- Complete construction process and hold “grand opening” celebration.

Hotel Brunswick

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- Begin immediate discussions with the new owner of the Hotel Brunswick. Find out what it would take to expand reinvestment in the hotel to accommodate major internal and external renovations. One major opportunity is to offer the proposed “Lancaster Conference Center” as an incentive for increased investment. Also explore availability of state and federal funds to assist the project. There is an urgent need for exterior renovation that provides a “front entrance” at street level, visible from Queen and/or Chestnut Streets.
 - Apply intense positive pressure until there is a clear “go/no-go” decision on the proposed enhancements. This is a pivotal project in the future of downtown.

Lancaster Conference Center

- Executive Council should determine level of commitment and priority for this difficult project. It is particularly important that planning for this project coincide with the acquisition/renovation of the Brunswick Hotel.
- Initiate predevelopment feasibility to locate a small state-of-the-art conference center in the space currently occupied by the connecting building between Bulova and the Hotel Brunswick, utilizing a portion of Lancaster Square East.
- Prepare initial concept plan to illustrate how 30,000 – 40,000 square feet of meeting space works and how it links to the hotel and to Queen Street. It may have some mixed use potential and it should clearly have a vehicular access lane that serves both the conference center and the hotel.
- Executive Council determines “partnership” potential between new hotel owner, Executive Council, City, County, and Franklin and Marshall College. F&M has the potential to be a major player as a potential operator, user and supplier of employees.
- Executive Council crafts an operating and development agreement involving all participating parties and establishes development and operating budgets.
- Executive Council or new development entity proceeds with development process to completion.

Responsibility/Accountability. Responsibility for initiating each of the three projects included in this strategy rests with the Mayor and the Executive Council. Responsibility may change for each of the projects over time; however, the Mayor and the Executive Council should be players throughout the process.

Accountability for successful implementation rests with the Mayor and City Council, the Executive Committee, and the Economic Development Action Group who all provide a certain level of oversight.

Estimated Cost. This strategy involves three major development projects. Each requires planning and feasibility analysis before complete cost estimates can be prepared. Preliminary estimates for planning and development are:

Lancaster Square West

Design Development & Construction Plans	\$85,000	--	\$95,000
Plaza Development	655,200	--	800,800

Hotel Brunswick

To Be Determined	---		---
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Lancaster Conference Center

Demolition of Existing Building	200,000	--	360,000
Conference Center	4,500,000	--	5,600,000
Drive and Landscape	150,000	--	200,000
	<u>\$5,590,200</u>	--	<u>\$7,055,800</u>

Priority/Schedule. All of this strategy should be given high priority recognizing that it may take several years to accomplish full implementation. A more specific timetable for each of the three main projects is outlined below.

Lancaster Square West. Begin planning and design process in 1998 with completion in 1999. Project construction should be scheduled for 1999 with a grand opening in the spring of the year 2000.

Hotel Brunswick – Immediate Action Required Now! The Mayor and representatives of the Economic Development Council should begin negotiations with the new hotel owners immediately.

Lancaster Conference Center. Planning for the conference center should begin immediately upon determination that the hotel operator and other possible participants such as F&M are interested in the project. Detailed design development should be initiated in 1999 with construction in the year 2000 and a grand opening in the spring of 2001.

Strategy #7: Heritage, Arts, Cultural District

Challenge: Lancaster has a large number of arts, cultural and heritage-related buildings and activities located downtown. The concept of a heritage, arts and cultural district should reinforce and support existing uses such as the Lancaster Heritage Center Museum, historic Fulton Opera House, Pennsylvania School of Art and Design, Pennsylvania Academy of Music, the Chameleon Club, theater groups, and private art galleries, coffee shops and clubs. Adding to the arts, cultural and heritage base would be highly desirable in terms of the overall mix of uses within downtown; it also adds to the attractiveness of downtown as a destination for residents and visitors.

Economic Justification. Heritage, arts and culture are at the core of why cities exist. More and more cities are recognizing the importance of heritage and culture, not only to the quality of life, but in enhancing their image and attracting economic development. Beyond this, heritage, arts and culture are an essential ingredient for tourism development.

Goal. Create a heritage, arts and cultural district to create the opportunities for public and private investment. The district will include supporting retail, restaurant and gallery uses; it will be identified through special signage and streetscape treatment.

Action Required. Downtowns are traditionally the center for heritage, arts and cultural activity within cities and their surrounding regions, Lancaster is no exception. The city is blessed with a variety of strengths to build upon that range from major educational institutions to the performing arts, museums, entertainment venues, public spaces, and an unparalleled heritage-based urban fabric with interesting architecture and uses. The concept is to build upon these strengths by creating a “place” that residents and visitors can identify with and be proud of without making major investments. Specific actions required include, but are not limited to, the following.

- The Economic Development Action Group should approve this concept and delegate responsibility for its implementation to one of The Lancaster Campaign’s action groups. That action group would have primary responsibility for implementation with support from the Executive Council, City and DID.
- Define the district boundaries loosely in order to be as inclusive as possible. Identify heritage, arts and cultural stakeholders who are to participate in the process.
- Develop and implement a graphically appealing and coordinated signage system to designate destinations in the district.

- Prepare a simple map of downtown illustrating the location of each of the heritage, arts and cultural facilities within the area. Prepare a simple directory with name, address and phone number to be used as a guide for visitors. This simple sheet can be distributed at the PDCVB Visitor Center, the downtown visitor center, and at area hotels.
- Work with the Executive Council, and a Lancaster Campaign Action Group, to design and install appropriate directional and informational signs and historic tablets throughout the downtown area.
- Create a calendar of cultural events to promote awareness of and attendance at programs, festivals and other offerings.
- The Executive Council should give priority to attracting heritage, arts and cultural activities, public and private to the district. Initial emphasis should be given to packaging the proposed themed multiplex cinema/retail complex at a key location downtown.

Responsibility/Accountability. Responsibility for this project rests with The Lancaster Campaign’s action groups. The action group would be supported by and accountable to the Executive Council. Professional staff support would be provided by the Executive Council.

Estimated Cost. The costs for this important strategy are relatively modest. Preliminary cost estimates for specific elements are as follows:

Creation of a cultural calendar on the World Wide Web			\$10,000
One page map/directory of heritage, arts, cultural district Resources (assumes graphic design of map and brochure layout is contributed)	750	--	1,000
Design	7,500	--	12,000
Planning of a Comprehensive Signage System	<u>75,000</u>	--	<u>100,000</u>
	\$83,250	--	\$123,000

Attraction of new heritage, arts and cultural attractions would be the responsibility of the Executive Council and funding would be included in that budget.

Priority/Schedule. This project should be given high priority by the Economic Development Action Group and Executive Council and turned over to the appropriate action groups of The Lancaster Campaign. The project should begin

in 1998 and continue as an on-going project and program of The Lancaster Campaign.

Strategy #8: Central Market Strategic Plan

Challenge. Lancaster’s historic Central Market represents a major economic development opportunity. The Central Market is a treasure located in the heart of downtown. In order to achieve its maximum potential as an attraction for area residents and visitors from around the world, the Market needs careful and sensitive attention to retail mix, management policies, and operations. An action-oriented strategic plan is required.

Economic Justification. The Central Market represents a major economic development opportunity for the community. A more successful market will be an enhanced attraction for area residents and visitors. Increased patronage will benefit standholders with increased sales and profits; increased parking will benefit parking revenues. Other downtown retailers and attractions will benefit from the increased visitor traffic as well. Central Market will benefit from implementation of other economic development strategies, which in turn will benefit from an enhanced Central Market. Specific synergy will be created by and for the following:

- Strategy #3: Developing Tourism as Economic Development
- Strategy #7: Heritage, Arts, Cultural District
- Strategy #9: The Watt and Shand Building Project
- Strategy #10: Downtown Parking Strategy
- Strategy #11: Antique/Rare & Used Books Centre
- Strategy #13: The Lanes, Alleys and Paths of Lancaster

Goal. To initiate required changes that will enhance the Central Market operation so that it can achieve its potential for the City, for the standholders, and for its customers. Strive for recognition as “The Best Public Market in America.”

Action Required. Creation of a Central Market Strategic Plan should be given high priority by the Mayor and City Council. The strategic plan should address the following elements.

- Encourage recognition and understanding of and sensitivity to the heritage of the Central Market, its operations, and its standholders.
- Undertake sufficient consumer research to clearly understand current utilization of the Market by area residents and visitors. This should include a minimum of two waves of personal interviews with shoppers at the Market involving 500 participants in each wave. One wave should be conducted in the early spring at the beginning of the strategic planning

process, and the second during the early summer season in order to maximize interviews with visitors.

- Promote discussion of the current organization and management of the Central Market that involves the Market Managers, Standholders Association, and “Friends of Central Market.” Consensus on the future of the Market is important.
- Undertake economic analyses of the Central Market in terms of management, and in terms of operating costs versus rent and other revenue streams.
- Initiate analysis of the marketing efforts for the Central Market.
- Conduct analysis of the current mix of retail operations and operators at Central Market.
- Define the optimum retail mix for maximizing future Central Market operations and profit.
- Conduct analysis of the operating needs and requirements of existing and potential merchants.
- Conduct analysis of the competitive environment for public market merchandise. This would involve a comparative assessment of the public markets in York, Reading and Harrisburg, and the privately operated markets in the region, such as the Lancaster County Market in Wayne and the Meadowbrook, Root’s, and Green Dragon Markets. In addition, comparative information should be secured from recognized successful markets in Seattle, Baltimore, San Antonio, and Los Angeles.
- Prepare a financial model based on low, medium, and high forecasts and assumptions in order to justify new investment in the Market and its operation.
- Prepare action-oriented strategies designed to maximize operations and achieve stated goal – “The Best Public Market in America.”

Responsibility/Accountability. The Central Market is currently the responsibility of the City Department of Public Works. Responsibility for conducting the strategic planning process for Central Market should be assigned to the City Department of Economic Development.

Accountability for conducting the strategic plan rests with the Mayor and City Council. It is suggested that the Department of Economic Development call upon Lancaster’s private sector leadership to provide volunteer business management

and leadership expertise in conducting the strategic plan. This would be a good way to involve an "Action Committee" of the Economic Development Council of The Lancaster Campaign. Only limited professional consultant assistance would be required for such elements as the project design, consumer research design and execution, and for the competitive analysis of the Central Market and its peer markets throughout Pennsylvania and the United States.

Estimated Cost. The strategic planning process would be led by the Director of Economic Development, in collaboration with volunteer private sector leadership and the current market management and tenants.

Consulting Assistance for Process Design	\$7,500	--	\$9,000
Consumer Research	15,000	--	22,000
Comparative Analysis of Other Markets	<u>7,500</u>	--	<u>9,000</u>
	\$30,000	--	\$40,000

Priority/Schedule. High priority should be given to this strategy and its execution. The project should be initiated in the **spring of 1998** and completed by no later than **early 1999**.

Strategy #9: The Watt and Shand Building Project

Challenge. The Watt and Shand Building at Penn Square is the heart and soul of Downtown, Lancaster City, and the County. It is already a special place and one of great beauty, charm, interest and vitality. The challenge is to further reinforce this special place and to bring about the meaningful redevelopment of the Watt and Shand Building.

Economic Justification. Successful implementation of the Penn Square project will be a visible symbol to area residents and entrepreneurs that downtown is on its way back. The opportunity is to create a rich, vibrant mix of uses that generates jobs, interest and activity in this important part of downtown. While the existing building façade is a treasure, the interior of the buildings is very difficult to work with and it must be recognized that major changes must occur for successful redevelopment. Most significant in terms of economic justification is bringing the approximately 220,000 square feet back into active, productive and rent-paying use. The real activity generated by a mix of ground floor retail use, upper floor office use, and the potential to include one or more tourism attraction venues, including the relocated Downtown Visitor Center, are opportunities to be pursued. Implementation of this strategy reinforces and supports each of Strategies #6 through #13, and each strategy is important to the redevelopment of the Watt and Shand Building.

Goal. Create an outstanding public environment that provides excellent ambiance and civic beauty for the existing uses on the square and reinforces and

encourages redevelopment of the Watt and Shand Building – “**The Penn Square Project.**” Provide the necessary private and public support to ensure redevelopment of the Watt and Shand Building, by a private developer, as a viable mixed-use development. Re-use of the Watt and Shand Building would reinforce and support other downtown activity by providing employment and ground-level retail activity.

Action Required. As this report is being written, the ownership of the Watt and Shand Building is being transferred from the current out-of-town owners to a small local group of owners at a fair price. Once local ownership is established, there is an immediate need to seek out a major developer/investor with the financial resources and the vision to make the project happen. Local private and public leadership must be prepared to support this project with their influence and their financial resources. This will not be an easy project.

Specific actions required include, but are not limited to, the following.

- Complete the purchase of the Watt and Shand Building by the local investment group.
- The local investment group, working with the Executive Council, should give high priority to finding an appropriate developer to undertake the project. While outright sale and development of the property is most desirable, the owners and the community must also be prepared to consider a variety of partnership arrangements that may involve other local investors, the City, the County and the State.

Responsibility/Accountability. The responsibility currently rests with the new local, private ownership group that is purchasing the Watt and Shand property. Once that transition takes place, the new Executive Council can play an important role in working with the owners to secure a developer. The City Government has an important role to play in facilitating the development review and permitting process and to providing necessary incentives for development. Overall responsibility and accountability would rest with the owners of the building.

Estimated Cost. Until a plan is developed, the cost of redeveloping the Watt and Shand Building will not be known. However, the city and the community must be willing to provide, not only emotional support, but financial support, once the developer is found. In the meantime, assuming that the Executive Council will play a role in the redevelopment process, it would be necessary to provide \$50,000 - \$75,000 in up-front money for predevelopment feasibility studies and for marketing. Other funds may be required and will be dealt with on an as-needed basis.

Priority/Schedule. This is a high priority project that must be dealt with immediately. An objective of the owners and the Executive Council should be to transition the property to a preferred developer by the end of 1998 with development occurring during 1999 and 2000. The property should be fully occupied by January 2001.

Strategy #10: Downtown Parking

Challenge. At this time, Downtown Lancaster is reasonably well served with strategically located public parking facilities. Parking is more readily available than is sometimes perceived by those who rarely visit the City. Future growth and development will create new demands for expanded public parking resources.

Economic Justification. Conveniently located, safe, clean, and affordable public and private parking is critical to the future of downtown and for the attraction of new and expanded businesses in the downtown area. Parking effects virtually all of the other downtown strategies and, conversely, the more successful downtown is through implementation of the other strategies, the more parking demand there will be. Provision of parking is just one of the many variables that must be considered in attracting new business development to the downtown area.

Goal. Provide adequate, conveniently located, safe, clean, and affordable public and private parking throughout the downtown core area. Assure that new businesses provide or have access to adequate parking.

Action Required. The parking goal can be accomplished through planning for new and expanded parking resources: (1) expanded Water Street garage; (2) new Lime Street garage; and, (3) expansion of the Central parking garage. Specific actions required include, but are not limited to, the following.

- Prepare a strategic plan for enhanced parking management and operations.
- Once the RRTA Transfer Station is opened, provide on-street parking on the first block of North Queen Street and other blocks to permit customers to make quick trips into adjacent stores.
- Create additional public and private parking spaces as outlined above.
- Improve signage, lighting and environmental maintenance at each of the existing city parking facilities.

Responsibility/Accountability. Primary responsibility will be through the Mayor and City Council and the City Parking Authority.

Estimated Cost. The provision of parking expansion and new parking garages would be undertaken on an as needed basis by the City Parking Authority. The only immediate cost required would be undertaking the strategic plan for enhanced parking management and operations. Such a plan should be prepared by a consultant at an estimated cost of \$50,000 - \$75,000. This study would provide guidance toward implementation of the other improvement and enhancement actions.

Priority/Schedule. This is a second priority strategy that should be initiated in 1999 and routinely kept up-to-date.

Strategy #11: Antique/Rare & Used Books Centre

Challenge. Some of the Queen, Orange, Prince, and King Street frontages of the Central Market block are vacant or underutilized. A number of the buildings have interesting interior retail spaces and arcades that can provide relatively inexpensive retail space for specialty uses like rare and used books, art galleries and antiques shops. While these are rather low-end retail uses, they provide the opportunity to create a concentration and critical mass of such uses that would attract people from great distances thereby complementing other retail and service uses within the block and within the downtown core. The image and interest in this block can be further enhanced through the use of the “Lanes and Alleys” of Lancaster proposed in Strategy #13.

Economic Justification. By creating the concentration and critical mass of specialized retail uses, there is the potential to begin to attract other retail uses. The proposed Centre becomes an attraction and, as more and more people come into downtown, they will be encouraged to circulate around the downtown to other retail shops. As an attraction, it fulfills the objective of expanded and enhanced retail operations, while at the same time becoming a tourist attraction. The strategy is both supportive of and benefits from Strategies #2-5 and #6-8. Importantly, as the concentration and critical mass develops, vacant space will be reduced and there is the potential to spin-off new tenants to Central Prince Street and the 300 block of North Queen Street.

Goal. Create a vibrant Antique/Rare & Used Books Centre in Downtown. Streetscape themes and pedestrian-ways will link the various specialized uses located in the Centre, creating a unique environment in the heart of Downtown.

Action Required. This project is relatively simple, however it requires careful attention and a concerted effort in order to put it in motion. The actions required include, but are not limited to, the following.

-
- The project should be endorsed and led by the Executive Council with support from the Downtown Investment District (DID).
 - As a designated project, the Executive Council and DID would meet initially with the property owners in the block to ascertain their interest.
 - Conduct survey of current rental fees and other charges associated with units in these buildings. Determine appropriate rent levels in order to make these spaces competitive. Identify possible incentives to lower rents and/or attract tenants.
 - Assuming interest in the concept, the Executive Council and DID would then meet with existing retailers in the block with heavy emphasis on the rare and used book dealers, the Heritage Center Museum, and the Central Market.
 - Assuming consensus on the part of retailers and property owners, the next step would be to create an image, logo and marketing concept for the “Antique/Rare & Used Books Centre.” The name and logo would be used for cooperative marketing efforts and special directional signs and shop window placards. The Centre would be officially recognized in the flyer and map being prepared by the Lancaster Campaign Action Group or the DID.
 - Hold a press conference to announce the Centre concept.
 - Executive Council and DID would then begin marketing available properties and recruiting desirable tenants. The tenant recruitment process would begin with the careful identification of potential retailers located within the region or within the state who might be interested in relocating and/or having a branch operation in Lancaster.

Responsibility/Accountability. The responsibility for this project rests with the Executive Council with support from the DID. Accountability would be to the Economic Development Action Group. Note that property owners and retailers in the Centre block would be active participants in the process and enthusiastic cheerleaders.

Estimated Cost. The costs associated with implementing this interesting concept are relatively small. Creation of the image/logo/marketing concept could be done with the use of volunteer pro bono graphic design services provided by local designers. If this is not feasible, a small budget of between \$7,500 - \$10,000 might be provided. The initial marketing effort would involve advertising and promotion costs for the most part costing between \$5,000 - \$7,500.

Priority/Schedule. This is an immediate action project and one that could be initiated by the Executive Council and the DID early in 1998. Ideally, the process would involve getting to the press conference by mid to late summer so that new tenants could be recruited and in place by Thanksgiving, in time for the Christmas season.

Strategy #12: Chestnut Street Corridor Development

Challenge. Currently, underutilized and vacant properties along the north side of Chestnut Street from Prince Street to Duke Street present the opportunity to create a north side commercial anchor for the downtown core. While diverse ownership presents a challenge, the real opportunity rests in attracting new private development to these underutilized sites. The existing Police Headquarters Building can be redeveloped for new uses when the newly relocated headquarters facility is developed.

Economic Justification. Within downtown there are relatively few development opportunity sites or buildings that are not historic and subject to historic preservation requirements. The one exception is the Chestnut Street Corridor, between Water and Duke Streets. With the exception of three to four historic buildings, virtually all of this space within a three-block area is subject to either redevelopment or new development under the guidance of the plan shown on the accompanying map. The ability to acquire strategically located property on which new mixed-use development can occur is a major opportunity for potential developers. However, partnerships with existing owners and/or land acquisition are required. The City and property owners must agree to the plan and its implementation. The City's primary role would be in assisting with property assemblage and providing public infrastructure in terms of streetscape. Importantly, if major new development is to occur, the City must implement Strategy #2: Managing Successful Economic Development.

The economic benefits include the creation of new taxable properties, the creation of new jobs for area residents, and the creation of a special new place within the downtown area. This strategy is integral to the total package of Downtown and Central Prince Street strategies and to the overall success of the Lancaster Economic Development Action Agenda.

Goal. Provide the setting for new private sector economic investment in mixed-use office-driven development with an outstanding pedestrian environment. Retail, food and beverage, service, and related uses on the ground floor would be reinforced by major, new, Class A office space and/or residential development on the upper floors.

Action Required. This is a project that should be spearheaded by the Executive Council of The Lancaster Campaign with support from the City Department of

Economic Development. The project will be complex, difficult, and time-consuming. It will probably be implemented in stages. The major actions required would include, but are not limited to, those outlined below.

- Executive Council assumes responsibility for project and sets realistic priority within its total program.
- Develop more detailed project plans and determine which properties are essential to the project.
- Determine properties to be acquired, costs, availability, and the potential for “partnership arrangements” with existing owners. Develop acquisition/ownership strategy. Executive Council could be the interim owner through strategic use of options and friendly acquisitions. The City may have to exercise its eminent domain powers.
- Prepare detailed streetscape plan and optimum mix of uses. While the emphasis would be on mixed-use development, consideration should also be given to including a site for a second downtown hotel.
- Assemble initial property package through ownership or partnership arrangements; create sales program to potential investors/developers.
- Implement streetscape improvements.
- Aggressively pursue new development.

Responsibility/Accountability. This project would be the responsibility of the Executive Council with support and participation by the City of Lancaster. Overall accountability would be to the Executive Council and Economic Development Action Group. The day-to-day responsibility for this project would rest with the professional staff of the Executive Council.

Estimated Cost. The Chestnut Street corridor will be developed over time by private developers and the City. The important initial investment is in creating an outstanding pedestrian environment – creating a place for investment – with approximately 204,000 square feet of new mixed use development. Preliminary estimates of costs for this project are as follows:

Streetscape Design	\$79,800	--	\$106,000
Streetscape Construction	997,500	--	1,330,000
New Private Building Development	16,320,000	--	19,380,000
	<u>\$17,397,300</u>	--	<u>\$20,816,000</u>

Priority/Schedule. The priority for this project is flexible in that, while it is important, it should probably follow Strategy #9: The Penn Square Project, and

Strategy #6: Lancaster Square/Brunswick Hotel/Conference Center. These projects should be reviewed on a regular basis by the Executive Council and changed as opportunities arise. The project should be initiated during the period 1999-2002.

Strategy #13: “The Lanes and Alleys of Lancaster”

Challenge. The historic core of Lancaster is blessed with exceptionally large city blocks bisected by interesting alleys and lanes as shown on Exhibit 5. In many cases, these alleys and lanes are used as pedestrian ways, plazas and parks. Steinman Plaza is an urban space of exceptional quality that sets the tone for the concept of “The Lanes and Alleys of Lancaster.” The challenge will be to create a system of pedestrian lanes that are well streetscaped, have appropriate pavers, signage and lighting, and have interesting uses and access points to other street front uses as well.

Economic Justification. Building on Lancaster’s strengths is one of the important criteria for successful development. As shown on the accompanying map, there already exists a beginning system of improved lanes and alleys that can be linked to other unimproved lanes and alleys within the downtown area. The value of these lanes and alleys has already been demonstrated in the Central Market block and in Steinman Park, which now encompasses two full blocks of the Market Street Lane. In addition, on the east side of Queen Street, Grant Street and Christian Street are two moderately improved interior lanes that have linkages back to the primary street system. Together they begin to develop a system of pedestrian access throughout the downtown area that can be expanded over time.

The most important aspect of “The Lanes and Alleys of Lancaster” is its uniqueness and authenticity. Very few cities in the United States have this kind of historic arrangement that can be used for both people and vehicular traffic. The lanes and alleys then become an attraction in their own right, as well as for their function of moving people and vehicles through downtown blocks. This strategy has a direct relationship and a positive benefit to each of the other downtown strategies – Strategies #6-12.

Goal. Create “The Lanes and Alleys of Lancaster” as a high utility, pedestrian movement system that connects parking and uses in a clean, safe, easy to use, and interesting way. The Lanes and Alleys of Lancaster will become one of the City’s premier attractions.

Exhibit 5: Map of The Lanes and Alleys of Lancaster

Action Required. The Executive Council, the City and the DID should all endorse and support the concept of the Lanes and Alleys of Lancaster. The system should be planned for and expanded over time, particularly to link with new development projects within downtown. Specific actions required include, but are not limited to, the following.

- The concept of the Lanes and Alleys of Lancaster should be adopted and promoted by the Executive Council, the City, the DID, and downtown business owners and operators.
- A concept plan for expanding and improving lanes and alleys within the downtown area should be undertaken for those lanes and alleys illustrated on the accompanying map. Design guidelines and standards should be set and preliminary cost estimates prepared for the initial demonstration project(s).
- The names of the downtown lanes and alleys illustrated on the accompanying map should be changed, only in terms of the use of “lane” or “alley” rather than the word “street .”
- Special street signage that highlights the concept of “The Lanes and Alleys of Lancaster” should be designed and installed throughout the existing improved area and as new areas are developed.

Responsibility/Accountability. The primary responsibility for this strategy rests with the City of Lancaster with support from the Executive Council and DID.

Estimated Cost. The extension of streetscape improvements for lanes and alleys over a ten year period will involve approximately 8,000 linear feet of improvements. The estimated cost at \$250 - \$275 per linear foot will be \$2.0-\$2.5 million.

Funding would be primarily by the City of Lancaster with support by adjacent property owners.

Priority/Schedule. The enhancement of Lancaster’s Lanes and Alleys should be programmed over a 7-10 year period beginning in 1999.

5.5 South Prince Street

The South Prince Street area as shown in Exhibit 6 is roughly triangular in shape, beginning at the Conestoga Bridge on the south, with Fairview Avenue and Brandon Park forming the boundary on the west, Conestoga Street on the north, and Prince Street along the eastern border. Like North Prince Street and the Northwest Employment Campus, the South Prince Street area is viewed as an

area of economic development opportunity for new private sector investment and jobs. Unlike the North Prince Street area, South Prince Street includes two specific strategies: the South Prince Economic Development Center and the Brandon Park Residential Neighborhood. Both strategy areas are shown on the accompanying South Prince Street Area Plan.

Strategy #14: South Prince Economic Development Center

Challenge. The south end of Prince Street includes a number of vacant and underutilized commercial/ industrial properties that can be redeveloped for new employment-generating uses. The challenge involves acquiring these properties, addressing environmental problems, providing public infrastructure, and creating the planned development of new uses.

An important part of this project calls for the extension of South Water Street to Fairview Avenue. The Water Street extension creates major new frontage for a variety of commercial and light industrial uses along its eastern border, backing up to new development along Prince Street. The Water Street extension also provides some traffic relief through this relatively congested part of Prince Street and it also provides access and a new “front door” for neighborhood residential development between Water Street extension and Brandon Park as suggested in Strategy #15.

Public participation is essential for this project in terms of acquiring significant private land holdings and remediating potential environmental conditions. By maximizing new partnerships between the City, County and State, it is felt that this area can be acquired and redeveloped for new private investment. The 447 South Prince Street Building is an excellent model of a small business incubator.

Economic Justification. Like the Northwest Triangle Employment Campus suggested in Strategy #5, the South Prince Economic Development Center is viewed as a fairly traditional City of Lancaster-led economic development initiative. The City has already expressed some interest in this area and the community is enthusiastic about redeveloping vacant and underutilized properties. The objective of this project is to create development opportunity sites designed to attract private and public investment that will create new jobs and an increased tax base. It also creates new opportunities for partnerships between the Executive Council, City, County, State, and the Inner City Economic Development Group. While economic development objectives provide sufficient justification for this project, the community will also benefit from environmental enhancement of the South Prince Street corridor and the immediately adjacent properties.

Exhibit 6: South Prince Street Concept Plan and Sketch

Goal. Create a detailed plan for mixed-use redevelopment of the South Prince Street sites and acquisition of vacant and under-utilized property for redevelopment by the City and private sector investors. Job creation is a major objective. The redevelopment effort should be anchored by a technology center created around either a technical competency or an emerging skill area expected to grow in the early 21st Century.

Action Required. The South Prince Economic Development Center represents a unique opportunity to create new private sector investment by providing new development sites and the creating an Economic Development Center to serve as an incubator for a variety of mixed-use commercial and light industrial uses. As noted previously, this project is viewed as a “public” economic development project. This means that the City of Lancaster, through its Economic Development Department, would take the lead in the development process, and the Mayor and City Council would provide funding and general oversight. It is anticipated that the Executive Council for Economic Development of the Lancaster Campaign would provide support and resources, as would the County and the State. Importantly, the Inner City Economic Development Group could play a major role in the development process.

This is a complex project that involves many actions. Included here are the primary actions required to put the project into an implementation mode. In reality some or all of the actions can be undertaken by the Inner City Economic Development Group with support from the City, County and Executive Council. The specific actions required include, but are not limited to, the following.

- City agrees to undertake project.
- City conducts assessment of real estate to be considered – identification of specific parcels required, ownership, estimated cost, availability, “must” parcels, potential property “partnerships,” and confirmation of concept.
- City authorizes and funds predevelopment feasibility, planning, and engineering for the South Prince Economic Development Center.
 - property survey
 - infrastructure survey
 - environmental survey
 - preliminary concept plans
 - preliminary development costs
 - go/no-go decision
- City decides on property acquisition strategy, authorizes funding, and begins acquisition.
- City completes acquisition process and authorizes planning, engineering and construction design, along with final cost estimates.

- City authorizes phased funding program for development.
- City conducts groundbreaking ceremony and begins development.
- City prepares incentive sales package to include, but not be limited to, the following:
 - land cost write-down
 - site development amenities
 - tax deferral or other tax incentives
 - financing package
 - other incentives to be defined, i.e., provision of free parking

Note: In order to be competitive with surrounding jurisdictions, it will be absolutely essential to level the playing field in terms of taxes and development costs. This must be recognized up-front and assured.

- City prepares and/or contracts for marketing and sales effort, begins sales effort. The City's Economic Development Department searches for initial buyer or tenant.

Responsibility/Accountability. This project should be a City-led effort with support and cooperation of the Executive Council, County, State, and possibly the Federal government. Importantly, the City should create a new partnership with the Inner City Economic Development Group who should play a major role in the planning and development of the project. Accountability for implementation would be through the Mayor and City Council.

Estimated Cost. There are about 28 acres of site in diverse ownership that could be a part of this development. Pending pre-development feasibility analysis, it is difficult to estimate development costs. Preliminary cost estimates are as follows:

Predevelopment Feasibility Study	\$35,000	--	\$70,000
Land Acquisition Study	75,000	--	9,000
Prince Street Streetscape (Conestoga to Fairview)	1,750,000	--	2,100,000
Water Street Extension (50%)	720,000	--	760,000
New Commercial Building Space (approximately 300,000 square feet)	<u>19,500,000</u>	--	<u>22,500,000</u>
	\$22,080,000	--	\$25,439,000

Priority/Schedule. This is a high priority project that should be initiated in the period 1998-1999 and completed in phases over a five to ten year period.

Strategy #15: Brandon Park Residential

Challenge. While residential development could occur on this approximately 56-acre site, it becomes a more viable and interesting project with the extension of South Water Street, along the eastern edge. Importantly, this site provides an excellent location for the development of affordable market-rate housing that will benefit from its location next to the Economic Development Center and Brandon Park.

Economic Justification. Providing well-located, well-designed, affordable market-rate housing within the City of Lancaster should be an important economic development objective. In addition to providing much needed new housing for residents, it also maximizes the use of underutilized land and creates a new tax base.

Goal. Create a new affordable market-rate housing development opportunity for development by the private sector.

Action Required. The City will need to consolidate ownership of this site. Compared to the Northwest Triangle Employment Campus and the South Prince Street Economic Development Center, this is a relatively straight-forward real estate deal. However, it requires up-front active involvement by the City with potential support from the County and the Commonwealth of Pennsylvania. The project also provides an excellent opportunity for City partnership with the Inner City Economic Development Group and others such as the Sunnyside Housing Group or HDC. Specific actions required include, but not are limited to, the following.

- City agrees to undertake project.
- City conducts assessment of real estate to be considered – identification of specific parcels required, ownership, estimated cost, availability, “must” parcels, potential property “partnerships,” and confirmation of concept.
- City authorizes and funds predevelopment feasibility, planning and engineering for Brandon Park Neighborhood:
 - property survey
 - infrastructure survey
 - environmental survey
 - preliminary concept plans
 - preliminary development costs
 - go/no-go decision
- City decides on property acquisition strategy, authorizes funding and begins acquisition.

- City completes acquisition process and authorizes planning, engineering and construction design, along with final cost estimates.
- City authorizes phased funding program for development.
- City conducts groundbreaking ceremony and begins development.
- City prepares incentive sales package to include, but not be limited to, the following:
 - land cost write-down
 - site development amenities
 - tax deferral or other tax incentives
 - financing package
 - other incentives to be defined, i.e., provision of free parking

Note: In order to be competitive with surrounding jurisdictions, it will be absolutely essential to level the playing field in terms of taxes and development costs. This must be recognized up-front and assured.

- City prepares and/or contracts for marketing and sales effort, begins sales effort. The City's Economic Development Department searches for initial buyer or tenant.

Responsibility/Accountability. This project should be a City-led effort with support and cooperation of the Executive Council, County, State, and possibly the Federal government. Importantly, the City should create a new partnership with the Inner City Economic Development Group who should play a major role in the planning and development of the project. Accountability for implementation would be through the Mayor and City Council.

Estimated Cost. The Brandon Park project includes the extension of Water Street Boulevard to create access to the neighborhood and to the South Prince Street Employment Center. Residential development includes 115 to 190 residential units depending on the number of duplex units. Preliminary cost estimates include:

Water Street Boulevard Extension and Connections (50%)	\$720,000	--	\$760,000
Land Acquisition (to be determined)	--		--
150 Residential Units	<u>10,500,000</u>	--	<u>13,500,000</u>
	\$11,220,000	--	\$14,260,000

Priority/Schedule. This is a second priority project that needs to be on the agenda over the next two to three years and activated early in the new century. Ideally, if the Inner City Economic Development Group and others can put together a project package and plan prior to that, they should be encouraged to do so.

5.6 South Duke Street

South Duke Street and the “historic core” form an important access corridor into the downtown area. Two specific projects have been identified for the South Duke Street Corridor. These include Strategy #16: *South Duke Historic Core*, and Strategy #17: *Crossroads Commercial Center*. Both have important economic development potential and provide the additional opportunity for neighborhood revitalization. The plans for Strategies #16 and #17 are illustrated on Exhibit 7 that follows.

Strategy #16: South Duke Historic Core

Challenge. With the urban renewal efforts of the 1960’s, the Southeast Neighborhood lost a large portion of its historic mixed-use core along South Duke Street. This area should be revitalized and marketed as the center for business, entertainment, culture, and recreational activities in the Southeast Neighborhood, as well as a unique attraction for the City of Lancaster to promote.

The South Duke Street Historic Core concept focuses on the area bounded by Church Street, Rockland Street, Dauphin Street and Christian Street. This area offers opportunities for both revitalization of existing buildings and development of new structures. The concept for the historic core is to focus existing neighborhood resources into a very tightly defined area to create the biggest positive impact with the available funds. Latin-themed and African American cultural attractions should be considered as a means of expanding the market for this area.

The focus for the westside of the core is for business retention and expansion, basic building maintenance/façade improvements, and perhaps some infill development on underutilized lots. Portions of the core’s eastside present great opportunities for re-establishing mixed-use development. Sections of the South Duke Street Mall and Martin Luther King, Jr. Elementary School grounds have been identified as potential sites for infill development along the South Duke Street corridor. A new boulevard treatment for South Duke Street as it passes through the Historic Core is proposed to help knit the east and west sides of the community back together. The boulevard concept would provide a safer crossing for pedestrians on South Duke Street, while also creating an improved image for the corridor and the neighborhood.

Economic Justification. The Southeast Neighborhoods represent an underutilized and powerful market for existing and potential new business, entertainment and cultural uses. Much of the wealth of the neighborhoods now flows out into other parts of the City and the County. The objective is to create new investment, jobs and entrepreneurial opportunities. While the strategy is

neighborhood-based, it will benefit other areas as well, particularly downtown. This strategy supports and reinforces Strategies #7, #8, #15, and #18. Equally important as the economic justification is the potential to bring the Southeast community together to participate meaningfully in the broader City-wide economic regeneration process.

Goal. To preserve, enhance and strengthen the South Duke Street resources enjoyed by the Southeast Neighborhood residents, while promoting and attracting the additional businesses, services and improvements that are needed in the community.

Action Required: The existing small businesses along the northern portion of South Duke Street must be preserved and strengthened.

- New businesses should be cultivated, with particular emphasis on attracting and promoting minority owned businesses and businesses owned by neighborhood residents.
- Both the public and private infrastructure along South Duke Street should be improved. This should include: pedestrian lighting and sidewalk improvements to ensure a safe and friendly pedestrian environment; beautification of existing buildings through façade improvements and landscaping; and beautification of open space and recreational areas through landscaping and upgraded facilities.
- Cultural, arts and recreational activities that occur in the South Duke Street Corridor and the surrounding neighborhood should be promoted and marketed city-wide as a strategy to better link the Southeast Neighborhood with the larger community, particularly downtown.
- The Inner City Economic Development Group should prepare a plan and development strategy for recapturing a portion of the “mall” space for new businesses, entertainment and cultural uses. This effort should be supported by the Economic Development Council.

Responsibility/Accountability. The community has stated that this should be a community-based project and not a City project. The responsibility for planning, promoting and implementing this project should be through the Inner City Economic Development Group with the support from the Executive Council, the City and other southeast organizations. Accountability will be to the community.

Exhibit 7: South Duke Street Area Map and Sketch

Estimated Cost. The Inner City Economic Development Group will coordinate the private redevelopment for residential and commercial uses in the core area. The City will be responsible for design and building the South Duke Boulevard with support from the County and the State.

New South Duke Street Gateway	\$11,250	--	\$20,000
South Duke Street Boulevard	<u>475,000</u>	--	<u>570,000</u>
	\$486,250	--	\$590,000

Priority/Schedule. This is a high priority and important project that should be initiated in the Spring/Summer of 1998. Public infrastructure improvements should be programmed for 1999-2000 with the new center of activity ready for development shortly thereafter.

Strategy #17: Cross Roads Commercial Center

Challenge. The Southeast Neighborhood has voiced a need for more commercial services along the South Duke Street corridor. The number of services needed exceeds the capacity of the South Duke Street historic core discussed in Strategy 16. Another area identified for larger scale, private commercial activity is at the “crossroads” of South Duke and Chesapeake Streets. Converting this area into a small, lively, multi-purpose commercial center will benefit both the South Duke Street community and the larger surrounding area, particularly to the south.

There are three distinct areas that form the Crossroads Commercial Center area. To the northwest there is Fulton Bank and Brothers Market, to the southwest there is Miguel’s Sport’s Bar and a car wash, and to the southeast there is an existing shopping center with Family Dollar as the anchor tenant. Each of these areas could better serve the community if they were developed to their highest potential.

Existing businesses must be retained and enhanced to improve the image of the crossroads area and encourage new and continued investment. This would include façade improvements, parking lot enhancements, trash facility relocation and screening, signage and lighting improvements, and gateway landscaping. Some of these improvements would be implemented in connection with new infill development.

There are unique development opportunities at the crossroads area. New infill development can be accommodated behind Fulton Bank and Brother’s Market, as well as to the north and south of Miguel’s Sports Bar. These sites are visible and accessible from two major cross-town roadways and they are within close proximity to the Conestoga River. Suggestions from the community to be considered for these sites include a mini shopping center, more restaurants, a full

service gas station, a movie theater, a supermarket, and youth/family entertainment uses. The opportunity rests in working effectively with existing property owners to maximize the potential of this important location in the southern portion of the City.

Economic Justification. The intersection of South Duke Street and Chesapeake Street is a busy location that provides good access to the opportunity sites on the north and south sides of Chesapeake. Commercial development in this area can serve both the southern suburbs and the South Duke Street neighborhoods. An interesting mix of community-serving retail uses is suggested. This will create new private investment, new jobs and new tax base.

Goal. Prepare economic development strategy plan for this site and sell it to current or potential property owners in the area as a way to enhance their business and property values.

Action Required. The City Economic Development Department, with support from the Executive Council and the Inner City Economic Development Group, should further explore the Crossroads Commercial Center concept. Meetings should be held with existing property owners to determine their interest in maximizing investment potential in this area. Assuming positive response, it would then be desirable to prepare a plan to assist the current private owners in developing their property.

Specific actions required include, but are not limited to, the following.

- City designates area as a project.
- City Economic Development Department and/or Executive Council meets with existing property owners to determine their interest in development.
- City and others identify and suggest incentives for private sector development in accordance with a mutually agreeable plan.
- As an essentially private sector strategy, the role of the various economic development groups is to provide encouragement, planning, and financial support for the effort.

Responsibility/Accountability. Initially, the responsibility for this project rests with the City Economic Development Department with support from the Executive Council. Responsibility for actual development rests with the private property owners, with support from the City and Executive Council.

Estimated Cost. This project will primarily involve investment by private property owners with support from the City. Cost estimates will be prepared as individual projects are initiated.

Priority/Schedule. This is a second priority project that can be initiated at any time over the next two to three years. Implementation would be by the private developers at their option. However, if the Inner City Economic Development Group can promote more immediate action, it should be encouraged.

6.0 Implementation Matrix

6.1 Introduction

Lancaster’s Economic Development Action Agenda for Prince Street, Downtown and South Duke Street is a complex and expensive program that will be developed over many years under the best of conditions, and will require the support of both the public and private sectors. Within most of the 17 major strategies, preliminary costs have been estimated, where feasible, and preliminary funding strategies developed, along with schedules and priorities. In this section, the overall program is summarized in the form of a development matrix designed to show “at a glance” each of the major strategies, who has primary responsibility for the strategy, estimated costs, and general comments.

6.2 Benchmarking Development

Funding ambitious economic development projects is difficult for all municipal governments. Lancaster City currently has fiscal constraints with little funding available for economic development projects. Lancaster is not unique in terms of its financial condition. Importantly, a part of the City’s solution to its fiscal problems will be the timely implementation of the Economic Development Action Agenda. A number of other cities have embarked on similar programs with excellent results. The key to funding is in identifying creative funding techniques and development of investment partners. Following the matrix is a table outlining the public and private investments in six cities and Lancaster. The table clearly shows how public investment in economic development activities produce important private sector investments.

Insert Matrix, page 1

Insert Matrix, page 2

**Exhibit 9: Benchmarking Public/Private Downtown Re-Investment
in Six Cities and Lancaster, Pennsylvania**

City	(Millions of Dollars Invested)			Period Covered
	Public	Private	Total	
Augusta, GA	\$37.5	\$87.5	\$125.0	10 Years
Chattanooga, TN	99.2	44.4	143.6	13 Years
Columbus, GA	145.5	97.0	242.5	10 Years
Corning, NY	20.2	67.3	87.5	10 Years
Greenville, SC	26.1	120.3	146.4	7 Years
Joliet, IL	24.3	99.8	124.1	5 Years
Lancaster, PA	7.7	87.3	95.0	Proposed 1998

Source: LDR Clients

7.0 Action Agenda

7.1 Introduction

Lancaster's Economic Development Action Agenda for Prince Street, Downtown and South Duke Street provides a bold, visionary, ambitious, and do-able program to be implemented in the near term – between 1998 and 2005. The Economic Development Action Group and Executive Council for Economic Development of The Lancaster Campaign will have primary responsibility for overall coordination, communication, and promotion of implementation actions by a variety of implementers.

Successful economic development programs in other locations are the result of sharply focused public and private investment and careful attention to the details of development. The Executive Council for Economic Development of The Lancaster Campaign should, along with other implementing bodies, maintain a sharply focused, "rifle-shot" approach to implementation, rather than a "shot gun" approach that tries to take on too many strategies and projects at one time.

7.2 The Immediate Action Agenda

The Action Agenda has a few very, very important strategies and projects that need to be implemented early in the process before 2001. The "rifle-shot" approach to action recommended for Lancaster includes the following essential projects.

- 1. Strategy #1: Organizing for Successful Economic Development.** Bringing together the primary private and public stakeholders for economic development in Lancaster is absolutely essential. Creation of a major stakeholder organization through the expansion of The Lancaster Campaign's Economic Development Action Group is the first immediate step. Concurrent appointment of the 17-member Executive Council for Economic Development of The Lancaster Campaign is essential. Once the organization is formed, then additional decisions concerning funding, staffing and other matters will be handled by the organization.

Once organized, the Executive Council should establish clearly defined "measures of success" to use in monitoring progress in implementation of the "Action Agenda." For example, the "measures of success" agenda might include the following.

-
- Implement new economic development structure and staff by **April 1998** with working dollars by **September 1998**.
 - Establish “measures of success” tool for use by the Executive Council by May 1998.
 - Implement the Immediate Action Agenda (Section 7.2) by **December 1999**.
 - Streamline development permit process from current status to 10 days by **February 1999**.
 - Increase tax base within the target areas from current base to a goal of 10 percent per year.
 - Increase job base within target areas from current to a goal of ____ percent per year (to be determined).
 - Measure cross communication by all groups by means of quarterly surveys beginning in **January 1999**.
 - Reduce City tax structure by 10 percent by **January 2000**.
 - Establish a regional strategic planning process by **January 2000**.
 - and more . . .
2. **Strategy #2: Creating the Environment for Successful Economic Development.** This strategy is a “must” if Lancaster is to be competitive.
 3. **Strategy #5: Northwest Triangle Employment Campus.** There needs to be consensus on the part of the City, County, Executive Council, and other participants that this is a high priority project for the community. It meets the needs of the community and there is excellent support for the project. Project designation and predevelopment feasibility needs to be initiated at an early date.
 4. **Strategy #9: The Watt and Shand Building Project.** Cited by many as the “heart and soul” of Downtown, the City, and the County, Penn Square and the Watt and Shand Building must be given not only high priority, but careful attention as well. The recent acquisition of the Watt and Shand Building by friendly, local owners presents a unique opportunity for City, County, State, and private investors to make something important happen.
 5. **Strategy #14: South Prince Economic Development Center.** The South Prince Economic Development Center represents another challenging and

important basic economic development project that needs to be given high priority. Equally as difficult as the Northwest Triangle Employment Campus, this project offers the potential for employment generation to serve the south and southeast communities through use of small business incubators. Its implementation can be undertaken in a phased development process as suggested in the strategy.

- 6. Strategy #16: South Duke Historic Core.** This project can also produce basic economic development benefits, and at the same time stand as a model and a symbol for community revitalization and development. Planning funds should be sought and secured immediately.

7.3 Conclusion

The six immediate action agenda strategies listed above represent the highest priority projects with the greatest potential for success at the time of publication. The Executive Council, the Action Group, the City, the County, and at-risk investors and entrepreneurs must be flexible and willing to consider new ideas, strategies and projects as they are proposed. The action agenda is not cast in stone and should be regularly evaluated and kept up-to-date. Priorities will change as the implementation process creates new opportunities.