Economic Development Strategic Plan for the City of Lancaster, Pennsylvania

Building on Strength: NEGOTIATING FROM A POSITION OF ADVANTAGE

Working Group Meeting
October 17, 2014

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#BuildingOnStrength
AGENDA

Presentation
1. Introduction
2. Overview - Input and Market Research
3. District-Specific Focus
4. Emerging Strategies

Breakout Groups - Discussion of Strategies

Purpose of today’s meeting: Review most significant strategies for discussion and input.
INTRODUCTION
PURPOSE OF THE PLAN

The purpose of the Lancaster City Economic Development Strategic Plan is to both continue and expand the revitalization of the City through the creation of a “Community-owned” action plan.

Succeeding the Lancaster’s Economic Development Action Agenda (LDR Plan) of 1998, which reacted to the need to stimulate economic development, this strategy will build upon the strengths and opportunities gained from years of strong economic growth of our City.

Through assessing current trends, opportunities and community needs specifically centered on our commercial areas/neighborhood centers, the end result will be a broad, vibrant Economic Development Strategy with detailed goals and tactics that will serve to lead the City of Lancaster throughout the next decade.
PROGRESS UPDATE

Phase I: Opportunities & Needs Assessment
• May Kick-Off
• June Working Group
• July — Workshop #1
• August — Workshop #2, Public Meeting #1
• September – Follow Up

Phase II: Strategies Development
• October – Workshop #3 Strategies Workshop
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INPUT AND MARKET RESEARCH
What we are Hearing: Overview

Primary Input – Reoccurring Themes

• Connections
• Transportation
• Economic Development – Classic and Entrepreneurial
• Financial Challenges and Opportunities
• Poverty / Housing /
• Investing in Human Capital - Skills Development
• Image / Leveraging the Brand / Changing Perceptions
The Retail Market: Conclusions

- Opportunity to build on existing restaurant base.
- Food presents an ongoing key retail opportunity for Lancaster. (Mobile Markets)
- Personal services/spa etc. represent a key opportunity.
- Ongoing focus on the arts and highly specialized retail.
- Need to continue fostering the visitor connection.
- Local and independently owned retail is key to success.
Office Market: Conclusions

• Lack of class A space.
• Rental rates are below viability to make City Competitive with suburban market.
• Vacancy Rates in the City are comparable to outside the City.
• Upper floor vacancies not adequately reflected in the numbers.
• Macro trends work in the City’s favor.
Hotel Market: Conclusions

• Relatively high ADR’s in the City point to an opportunity for continued growth.

• Increasing hotel revenue for the past five years.

• Major trend with new brands going into urban locations.

• Can Lancaster City catch the hotel trend before the capital dries up?
Residential Market: Conclusions

• The macro trends work in favor of Lancaster City.

• Projects are happening and capital is available.

• Urgent need for aggressive marketing strategy.

• Successful housing market = economic development.
Emerging Themes (Aug/Sept)

• **Building on Successes: Opportunity Sites for Investment**
  - Major Investment/Development Opportunities
  - Infill Investment/Development Opportunities
  - Connecting the Pieces

• **From Tradition to Innovation: Classic Economic Development and the Growing Entrepreneurial Economy**
  - Bringing the Regional Economic Opportunities to the City
  - Building on the Growing Entrepreneurial, Creative Class

• **Community Development as Economic Development**
  - Housing Strategies
  - Connecting Residents to Economic Opportunity

• **Leveraging the Lancaster Brand**
  - Telling the Story of A City Authentic
Emerging Themes Refined

• **Building on Successes: Opportunity Sites for Investment**
  - Major Investment/Development Opportunities
  - Infill Investment/Development Opportunities
  - Connecting the Pieces

• **From Tradition to Innovation: Classic Economic Development and the Growing Entrepreneurial Economy**
  - Bringing the Regional Economic Opportunities to the City
  - Building on the Growing Entrepreneurial, Creative Class

• **A Healthy Community as Economic Development**
  - Housing Strategies
  - Connecting Residents to Economic Opportunity
  - Walkability (and Bike-ability)
  - Healthy Food Options

• **Leveraging the Lancaster Brand**
  - Telling the Story of A City Authentic
DISTRICT-SPECIFIC FOCUS
GENERAL

» Need to make great gateways into community – currently not apparent

» Corridors need to function as “neighborhood centers”

» Transportation: need to continue moving beyond the automobile mindset (walkability)
DOWNTOWN CORE

Cultural, Commercial and Civic Hub
» Build on successes
» Increase density/height
» Connect activity nodes
» Downtown as campus
» Cultivate the visitor experience;
  • One-way streets
  • Walkability
  • Way-finding
» Fill in the major and minor opportunity gaps
  – Bulova and Prince Street Parking; others?
» Diversify retail offerings
» Critical need for utilizing upper floors for office and residential
NW/TRAIN STATION AREA

Major Development/Redevelopment Center
» Unprecedented opportunity for coordinated/meaningful and significant development
» Need to dispel misperceptions about future plans in this area
» Amtrak as key anchor – transit-oriented mixed-use development
» Appropriate “landing pad” for chain stores
» Need enhanced connectivity
  - Open space
  - Streetcar/circulator
  - Improved walkability
  - Queen Street from train station
» Coordinated/shared parking
» Importance of Manheim TWP as a player in coordinated development
» Lots of gaps to fill in….North Queen
SOUTH PRINCE/QUEEN

Business Incubation and Makers Center

- More affordable rents – opportunity to bring more arts (Potters Guild) and incubation
- Lancaster Business Park – enhance/make visible
- Emphasize commercial hub
- Southern Market – opportunity to link neighborhood center to downtown
- Park and green space - better utilize as a network
- Assets: river and Woodward Hill Cemetery
- Enhance walkability / minimize street barriers
- Address loitering, prostitution and drugs
- Enhance Water Street connections
SOUTH DUKE

Neighborhood Cultural and Commercial Zone

» Need to **brand the corridor** – culture/history/ethnicity

» Build upon **SACA initiatives**

» **Conestoga Plaza** – tremendous positive – opportunity to create more of a **commercial hub**

» **Enhance Relationships with businesses**—government, police, parents, community, residents

» Build upon **stakeholder partnerships** like Boys and Girls Club

» Connect to TS **Advanced Manufacturing Center**
EAST KING

Re-Emerging Residential and Commercial Center
» Becoming a place where people can start both a business and a family
» Forward momentum in the area
» Could be extension of downtown
» Build pedestrian foot traffic, activity (restaurants)
» Marketing needed to promote recent trends and improvements
  » Real Estate Agents need to promote area
» King acts as a seam, a dividing line between north and south
  » Embedded social challenges
  » Need to better connect neighborhoods on either side
» Enhance pedestrian/bike access to other parts of city (e.g. Train Station)
The Makers Center
  » History, umbrella factory; German workers, craftsmen traditions - home to workforce
  » Manor is major conveyance
  » Extend downtown beyond Water Street
  » Continue to extend theatre/arts along West King
  » Capitalize on strong arrival experience to downtown
  » Must keep area affordable for long-term renters
  » Capitalize on parks and community center
  » Engage anchor institutions not currently
  » Wayfinding extremely important here
  » Parking resources needed
NEW HOLLAND AVENUE

Employment Gateway
» Recent influx of office users; predominantly female, respond to different needs
» Better utilize/clarify as attractive gateway into downtown
» Build upon strong commercial nodes - Urban Place, Burle Business Park and aquatic center
» Need to address negative perceptions widely shaped by non-City residents
» Better engage school district (vandalism issues)
» Provide better street and sidewalk conditions to promote walkability (which businesses discourage)
EMERGING STRATEGIES
Emerging Strategies - Themes

• From Tradition to Innovation: Classic Economic Development and the Growing Entrepreneurial Economy
  – Bringing the Regional Economic Opportunities to the City
  – Building on the Growing Entrepreneurial, Creative Class

• A Healthy Community as Economic Development
  – Housing Strategies
  – Connecting Residents to Economic Opportunity
  – Walkability (and Bike-ability)
  – Healthy Food Options

• Building on Successes: Opportunity Sites for Investment
  – Major Investment/Development Opportunities
  – Infill Investment/Development Opportunities
  – Connecting the Pieces

• Leveraging the Lancaster Brand
  – Telling the Story of A City Authentic
From Tradition to Innovation
Classic Economic Development & the Growing Entrepreneurial Economy

**OPPORTUNITIES/ASSETS**
- Strong clustering potential around key countywide industries: food/agribusiness, live events/production, finance, healthcare.
- Aspire Ventures
- Startup Weekend
- The Palate Co.– Food Kitchen
- The Candy Factory
- East Side Community Kitchen
- Sole entrepreneurial ventures: Distillery, Grocery, Dining, Retail
- Interest by local institutions of higher learning.
- HUB Zone designation
- CRIZ/KOZ/KIZ
- Tourism
- Regional workforce pull
- Recent PA legislation allowing land banks
- Higher education interest in building human capital
- SCORE, ASSETS, Community First Fund

**ISSUES/CHALLENGES**
- Lack of clear “inventory” of events taking place.
- Angel investment is limited.
- Opportunity for coordination and partnership among higher education entities.
- Unclear marketing of opportunities and existing success stories.
- No “one stop shop” for economic development initiatives.
- Lack of clear inventory of space.
- Worker skills gaps
From Tradition to Innovation
Classic Economic Development & the Growing Entrepreneurial Economy

Emerging Recommendations

• LANCASTER COLLABORATION MARKET:
  – Signature space in downtown Lancaster
  – Co-working space
  – Incubation space
  – Joint classroom space for institutions of higher learning
  – High School classes

• LANCASTER MAKERS’ SPACE(S):
  – Flex space
  – May provide commercial kitchen/share tools/flex space
  – Could be partner with Thaddeus Stevens
  – Located in South Queen/Prince and or Manor Neighborhood Centers

• LANCASTER ART SPACE:
  – Micro Gallery Space in underutilized properties-
  – Build off activities of PCAD to help connect disconnected areas

• OPEN SOURCE INVESTMENT PROGRAM:
  – Business plan competition
  – Crowd sourcing
  – Seek state legislation similar to Michigan’s MILE

• BUILD UPON FOOD CLUSTER
• LAND BANKING
• WORKFORCE TRAINING
Precedent: Makers Center Washington DC
Precedent: BUEI – Lewisburg, PA
A Healthy Community as Economic Development

OPPORTUNITIES/ASSETS

• Lancaster is growing in population.
• There are national trends showing migration patterns back to cities.
• Excellent biking, trail networks being realized in Lancaster.
• Huge asset in Lancaster General Health
• Opportunity to extend open space/parks, recreation into/adjacent to downtown and along Neighborhood Centers.
• Wide variety of housing stock without a large cost differential
• New housing stock is being occupied quickly
• Regional challenges can be met within the City of Lancaster
• Strong social and cultural networks
• Continue developing upper floor for student/arts housing

ISSUES/CHALLENGES

• Lack of clear neighborhood identity
• Perceived “have” and “have not” areas of town
• Actual sections of town with strong poverty and overall statistics show income disparity
• Yet to have a critical mass of City influx to demonstrate consistent trend though that is changing
• No apparent and clear strategy to market Lancaster as a place to live
• Transit not feasible to all/some don’t own cars
• Gaps in walkability
• Food deserts/limited access to healthy food (particularly in southern areas)
• Perceptions of safety becomes barrier
• Need for all levels of housing
A Healthy Community as Economic Development

Emerging Recommendations

- Lancaster Community Land Trust:
  - Allows for creative investment in housing in Lancaster that is very flexible.
  - 99 year land lease on Land Trust properties allows for cost control and reinvestment.
  - Land Trust can do venture projects that are not residential in nature.
  - Can work in economically distressed parts of town as well as with market rate product.
  - Self-sustaining through a tri-part board.
- Expand Employer Assisted Housing Program:
  - Use Lancaster General’s “Home in the City Program” and F&M’s City Life program as example.
  - Expand to other businesses.
- Bike Lancaster Program:
  - Bike share program.
  - Continued consistent marketing.
  - Connection of existing trails/sharrows/bike system.
- Transit Loop:
  - Connect Amtrak Station with downtown.
  - Fixed rail system versus rubber tire?
- Healthy Food Options:
  - Urban Agriculture Program
  - Growth of Food Hub
Above Average
Most suitable for on-road cycling. Some roads may have heavy traffic but also have wide shoulders, making them preferred routes.

Average
Moderately suitable for on-road cycling. Cyclists of lesser skill and experience riding in traffic may find conditions unfavorable.

Below Average
Least suitable for on-road cycling. While riding on these roads may not be pleasant, they may be the most direct route between two points.

Hiking Route

Limited Access Highway
Precedents: Bike Racks
Precedents: Bike Share
Building on Successes
Opportunity Sites for Investment

OPPORTUNITIES/ASSETS
• Bulova Site
• Northwest Site
• Southern Market
• Conestoga Plaza
• Incentive Districts: CRIZ, KIZ, KOZ, TIF, LERTA, etc.
  – KOZ – though losing some of its time frame
• Walkable “framework” is there

ISSUES
• Cost compared to rent for redevelopment
• Upper floor space unaccounted for as growth areas
• Ownership structure (Bulova)
• Manheim Township/Lancaster City relationship around train station (lost traction on Transit Revitalization Investment District - TRID)
• Critical mass.
• Some gaps in walkability/connections
• Older parking structures not contributing to connections and full potential of sites.
• Tight development patterns/limited parking options/confusing street network (Manor)
• Redevelopment process and regulations
Emerging Recommendations

• NORTHWEST TRIANGLE REDEVELOPMENT
  – F&M Athletic District
  – LGH Mixed-Use Campus
  – Supporting Development Opportunities

• TRAIN STATION AREA TRANSIT-ORIENTED DEVELOPMENT
  – Phased Development
  – Train Station Connections
  – Transit Revitalization Investment District (TRID)

• INFILL OPPORTUNITIES-SHORT AND LONG-TERM
  – Key Sites and Associated Connections
  – Integrated Mixed-Use
  – Long-Term Parking Structure Replacement
  – East and West King Districts

• SOUTH LANCASTER MAKERS CENTER
  – Advanced Manufacturing Center
  – Conestoga Plaza
  – Lancaster City Business Park
Northwest Triangle and Train Station Area

Lancaster City, Economic Development Strategic Plan
Northwest Triangle and Train Station Area

Transit-Oriented Development

F&M Athletic Fields

LGH / Mixed-Use Campus

Connectivity and Public Realm Framework

NOTE: CONCEPTUAL—FOR DISCUSSION PURPOSES ONLY
Greenville, SC Riverfront 1970s
Greenville, SC Riverfront Today – Long Range Vision and Commitment to Excellence
Pittsburgh, Southside Works – Integrating Mixed Use around Public Realm Framework and into Urban Setting
Baltimore – Harbor East: Phased Implementation
Public Spaces are Important to the Development Framework
**Regional Park:**
- R-1 Lancaster Central Park

**Community Parks:**
- C-1 Conestoga Pines Park
- C-2 Long's Park

**Neighborhood Parks:**
- N-1 Brandon Park
- N-2 Buchanan Park
- N-3 Conestoga Creek Park
- N-4 Conlin Field/Farnum Park
- N-5 Crystal Park
- N-6 Musser Park
- N-7 Northwest Corridor Linear Park
- N-8 Reservoir Park
- N-9 Roberto Clemente Park
- N-10 Rodney Park
- N-11 Sixth Ward Memorial Park

**Mini Parks:**
- M-1 Binns Park/Lancaster Square
- M-2 Case Commons
- M-3 Ewell/Gantz Playground
- M-4 Joe Jackson Tot Lot
- M-5 Market Street Kids Park
- M-6 Milburn Playground
- M-7 Penn Square
- M-8 Rotary Park
- M-9 South End Park
- M-10 Triangle Park

**Other Public Open Spaces:**
- P-1 Cabbage Hill Veterans Memorial
- P-2 Camba Park
- P-3 Holly Pointe Park
- P-4 Intersection of W. King & W. Orange Sts.
- P-5 South Duke Street Mall
- P-6 Walnut Street Fishing Area

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**Legend:**
- City/Municipal Boundary
- Existing Park Site
- Existing School Site
- Existing Cemetery Site
- Inner Greenway Loop (1.7+/ Miles)
- Outer Greenway Loop (6.8+/ Miles)
- Other Radial Corridors
- Conestoga Greenway
NOTE: CONCEPTUAL—FOR DISCUSSION PURPOSES ONLY

Manor, South Prince/Queen and South Duke

Lancaster City, Economic Development Strategic Plan
Lancaster City Business Park Gateway Opportunity – South Prince/Queen
Lancaster City Business Park – Locate Buildings at Street Edge...
...Not With Parking in Front
NOTE: CONCEPTUAL—FOR DISCUSSION PURPOSES ONLY
Manor Street Parking Recommendations – Southwest Revitalization Initiative
Manor Street Area – Future Opportunity?
Manor Street Area—Short-term Opportunity?
Precedent: Potential for “Humble” Buildings
Precedent: Potential for “Humble” Buildings (Before)
Precedent: Potential for “Humble” Buildings (After)
Manor Street Area – Future Opportunity?
Manor Street Infill Recommendation—Southwest Revitalization Initiative

Existing surface parking lots as seen from Manor and Third Streets could serve as a potential site for a new structured parking facility. An efficient parking structure set behind rows of new offices or businesses facing Manor Street and Rodney Park could jointly serve the Labor Union, Kunzler and Company, the Rodney Park Senior Center, and nearby residents who must occasionally relocate vehicles from snow emergency routes during inclement winter weather.

Suburban-style building setbacks from Manor Street.

Use of front-yard for vehicle storage along Manor Street.

Well-designed building facades create the ‘Street Walls’ which define enjoyable, urban streetscapes. When buildings are set too far from the public right-of-way, and when they are oriented away from public spaces, such streets cease to be desirable. Typically, the ratio between building heights and the distance between opposing facades on opposite street sides should not exceed 1:3 in order to create a potentially successful outdoor streetscape place.
Downtown Core – Significant Infill Opportunities

Key Areas of Opportunity:

1. City Crossings Lot Mixed Use Infill
2. Queen and Chestnut
3. Prince and Orange – Long-Term Opportunity?
4. Central Market Surface Lot
5. Duke Street Garage – Long Term Opportunity?
6. Lancaster Square Mixed-Use
7. Southern Market
8. Opportunity to Enhance Service Lot?

Note: Conceptual—For Discussion Purposes Only
Precedent: Mixed-Use Development “Wrapping” Parking Decks
Precedent: Mixed-Use Development

“Wrapping” Parking Decks
Future Opportunity Along North Prince Street
Long-Term Future Opportunity Along North Prince Street at Orange
Future Opportunity Near Central Market
Future Opportunity Near Central Market  (From Central Market Master Plan)
Downtown Core – Expansion Opportunities

NOTE: CONCEPTUAL — FOR DISCUSSION PURPOSES ONLY

Extend Downtown Eastward

Extend Downtown Westward

Downtown Core – Expansion Opportunities

Southern Market
Greenville, SC – Downtown “Edge” (Before)
Greenville, SC – Downtown “Edge” (After)
Water Street Potential
Streetscape Priorities
Precedent: Circulator Buses – Baltimore (top) and Annapolis (Bottom)
Leveraging the Lancaster Brand

OPPORTUNITIES/ASSETS

• Strong existing City Brand: A City Authentic.
• Expanding wayfinding signs and implementation of the brand system.
• Tremendous good press for the community on a national basis.
• Excellent track record of success.
• Potential to leverage the name as an international brand (with some reconciliation of image)
• Great neighborhoods with distinct character.
• FIG has done a tremendous job of changing the perception of Lancaster.
• The CVB is working to incorporate more city attractions into marketing.
• Surveys show strong visitor activity and better potential
• Launching of LOOP will better position the City in the regional context.

ISSUES/CHALLENGES

• Conflicting image of Lancaster County and Lancaster City.
• Lingering image of the city as a place of crime and decline on the part of some who live outside the city limits.
• Certain areas within the city are perceived as “high crime” or “in decline”
• MANY messages about what is happening in Lancaster: message overload even to those “in the loop.”
• National perceptions take time to change.
• Will need to connect to Lancaster County to leverage visitors to understand the City of Lancaster more clearly.
• Much of the positive press centered around the downtown.
Leveraging the Lancaster Brand

Emerging Recommendations

• WORK ON COMPREHENSIVE ECONOMIC DEVELOPMENT MARKETING INITIATIVE:
  – Presents sites, development proposals, initiatives, and activities related to economic development.
  – Digital and print deployment.
  – Must be tied to “A City Authentic” brand but also partner with County Economic Development Organizations.

• ACTIVELY PROMOTE LIVING IN LANCASTER:
  – Targeted at County and surrounding urban areas
  – Profiles neighborhoods and their personalities.
  – Testimonials, including first-hand experience with the schools
  – Citizen pride initiative that translates into marketing to potential residents.

• CONTINUE TO PARTNER WITH PA DUTCH CVB THROUGH LOOP:
  – Continue building strong city presence in all marketing for the region.

• RECRUIT ADDITIONAL HOTELS
There is nowhere to park downtown... except for our 2037 parking spaces.

Emerging Strategies - Themes

• **Building on Successes: Opportunity Sites for Investment**
  1. Major Investment/Development Opportunities
  2. Infill Investment/Development Opportunities
  3. Connecting the Pieces

• **From Tradition to Innovation: Classic Economic Development and the Growing Entrepreneurial Economy**
  4. Bringing the Regional Economic Opportunities to the City
  5. Building on the Growing Entrepreneurial, Creative Class

• **A Healthy Community as Economic Development**
  6. Housing Strategies
  7. Connecting Residents to Economic Opportunity
  8. Walkability (and Bike-ability)
  9. Healthy Food Options

• **Leveraging the Lancaster Brand**
  8. Telling the Story of A City Authentic