

# Erie, Pennsylvania

July 29–August 3, 2018



# Erie Pennsylvania

Reimagining Downtown

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# About the Urban Land Institute

**THE URBAN LAND INSTITUTE** is a global, member-driven organization comprising more than 42,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 80 countries.

The extraordinary impact that ULI makes on land use decision making is based on its members' sharing expertise on

a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2017 alone, more than 1,900 events were held in about 290 cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at [uli.org](http://uli.org). Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

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# About ULI Advisory Services

**THE GOAL OF THE ULI ADVISORY SERVICES** program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled more than 700 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and are screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives, a day of hour-long interviews of typically 50 to 100 key community representatives, and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are

able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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# Acknowledgments

**ON BEHALF OF THE URBAN LAND INSTITUTE**, the panel would like to thank its sponsor, the Erie Downtown Development Corporation and its board of directors. In addition, the panel thanks Erie Insurance, the Jefferson Educational Society, the city of Erie, and the Erie Community Foundation, whose members and personnel significantly contributed to the success of the panel week.

The panel acknowledges and thanks the more than 80 individuals who were interviewed throughout the week. Representing the business community, community activists, city agencies, faith-based communities, and residents, these stakeholders provided valuable insights into people's hopes, dreams, and goals for the future of Erie.

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# Background

**AFTER MANY YEARS OF ECONOMIC** decline resulting from the long-term changes in the industrial and manufacturing sectors, corporate and civic leaders in the city of Erie are beginning to feel a renewal of optimism about the future of the city. As a result, leading corporations have come together to fund the Erie Downtown Development Corporation (EDDC), an initiative to revitalize a section of the Erie downtown. Currently capitalized with \$30 million of capital investment funds and a multiyear operating fund, EDDC is about to begin active acquisition and redevelopment within its footprint.

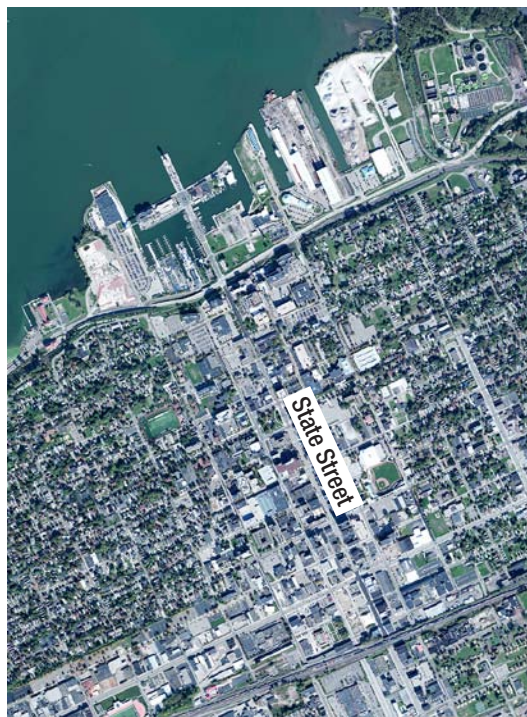
EDDC, together with support from the Jefferson Society, the city of Erie, the Erie Community Foundation, and Erie Insurance Co., has asked ULI to come to Erie with a ULI Advisory Services panel that will provide recommendations based on the panelists' expertise and experience.

As is noted in the problem statement provided by the sponsors, Erie has seen significant loss of jobs over the past several decades as many industrial and manufacturing companies either closed or moved. As a corollary to job loss, the population of the city has declined to under 100,000 with much of its housing stock vacant or significantly compromised. However, "amid these severe problems and challenges a remarkable change has begun to unfold. Erie residents are starting to believe in their city again."

The panel believes the city is at a critical tipping point with the potential to move to a postindustrial, post-manufacturing economy. The combination of the significant private sector commitment together with the enthusiasm of Mayor Joe Schember's new administration offers a powerful jump start to the process.



Regional map.



Aerial photo of downtown Erie.

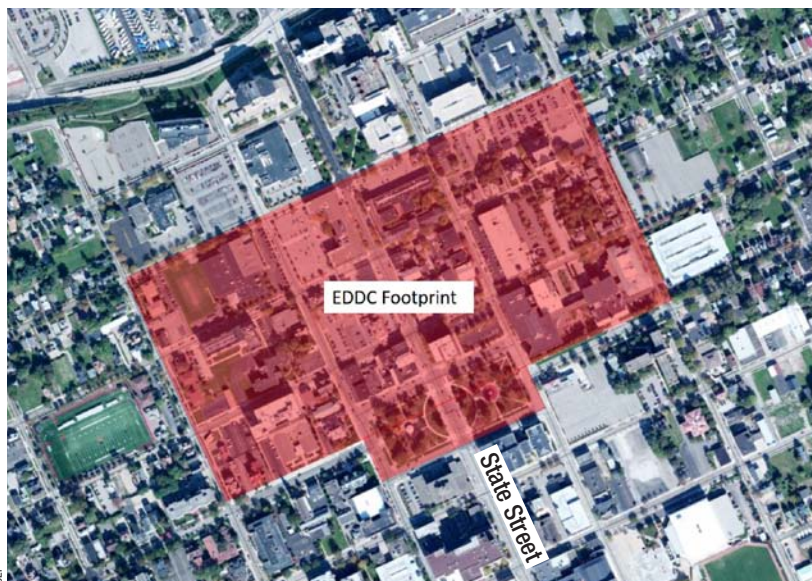
## The Panel's Assignment

The ULI panel was asked to provide strategic advice on a variety of issues focused on the EDDC's footprint, a six-block area located between the University of Pittsburgh Medical Center (UPMC Hamot) and Perry Square block along State Street:



1. What is Erie's competitive advantage for attracting, growing, and retaining housing and business in the city, in general and in the EDDC's target area in particular?
2. How do we best harness resources for downtown business initiatives, growth, and retention?
3. What steps must Erie take to locate and obtain funding and/or matching funds from the state and federal levels to facilitate real estate (economic) development in downtown Erie?
4. How should Erie think about reprioritizing its use of valued space within the EDDC's footprint? How do we maintain the historic integrity as we rebuild and modernize for future growth?
5. How do we plan responsibly for transportation?
6. What assets and attributes should be the catalysts in the early stages of Erie's growth agenda and what assets can be addressed in later phases of revitalization? What do best "early wins" look like?
7. How do we capitalize on the unique talents and skills that neighborhood groups bring to our city? How do we address the barriers that limit capitalizing on the talents

The EDDC footprint in downtown Erie.



- and skills of these groups? How do we avoid displacing large groups from an area and prevent gentrification?
8. What are the best practices for communicating early "wins" to increase citizen buy-in as projects move forward?
9. What has this panel seen by way of effective city planning departments? How have other city administrations branded, marketed, and communicated the value of their city to their own residents? How can the private sector best support and collaborate with the city? Does a best practice exist that determines the structure of civic leadership?

In addition to responding to these nine questions, the panel broadened its view to include other sections of the downtown and city beyond the EDDC footprint because activities within that footprint, while an excellent starting point, must recognize the context of the larger downtown.

Although the panel believes that key elements are in place to begin revitalization—optimism, money, and municipal support—any tipping point is a time risk. Building support for change is difficult even in the best of times. Garnering support, keeping support, and expanding support on a focused set of strategies is even harder. The success of EDDC will manifest itself when its work in the early phases of revitalization enables and enhances continuation of the long-term broader acceleration of economic growth for the community.

## Summary of the Panel's Recommendations

The panel's primary recommendations are as follows:

- Understand and embrace the land economics and technological changes that are currently driving the economy in Erie and in every other rustbelt city in the country. Capitalize on the competitive advantages that are the new face of downtown Erie.
- Create an inventory of land assets, including blighted, vacant, and delinquent properties. Streamline the process to convert these properties into productive uses.

- Cultivate a culture of inclusion, communication, and accountability for the public, private, and nonprofit sectors as EDDC and the city lead the effort to reimagine Erie.
- Adopt a set of guiding principles for the redevelopment of downtown, including the following:
  - Increase residential units downtown;
  - Provide ground-floor commercial development on commercial corridors;
  - Right-size the amount of parking downtown;
  - Increase priority of complete streets and other critical streetscape improvements; and
  - Create a cohesive “one street” for State Street.
- Redevelop the EDDC footprint with a variety of mixed-use projects. Provide the capital to fund catalytic components of these projects.
- Create a Mayor’s Task Force to Reimagine Erie.
- Create a new organizational structure in the city and strengthen the Planning Department to become the keeper of the future.
- Enhance financial capacity to do public/private partnerships, and identify internal and external funding sources.
- Identify and engage the civic and private institutions to help make reimagining Erie a reality.

# Market and Land Economics

## UNDERSTANDING THE SOCIOECONOMIC TRENDS

that are affecting the study area can help planners identify the potential and pressure for future land uses. ULI believes that successful urban planning and land use policy can best be described as public action that generates a desirable, widespread, and sustained private market reaction. Therefore, Advisory Services panel reports typically have their foundation in market possibilities.

## Economic Context

Its location between large population centers in Cleveland, Buffalo, Pittsburgh, and along major Great Lakes waterways positioned Erie as a hub for heavy industry and shipping to serve U.S. steel producers. In 1970, manufacturing in Erie accounted for close to 40 percent of its job base of 100,000. With the recent loss of a significant number of employees from General Electric (GE Transportation, formerly known as GE Rail), Erie's overall manufacturing sector currently totals about 19,000, which reflects the loss of 5,300 jobs since 2008. Manufacturing in Erie now accounts for 15 percent of the job base. Currently, Erie's manufacturing hub is led by companies such as Amthor Steel, remaining GE functions, and LORD Corporation, all with a major presence. This manufacturing reliance continues today and has resulted in Erie's very low economic diversity. Moody's estimates it at 23 (US = 100).

Over the past decade, as manufacturing decreased, Erie "diversified" into medical, insurance, education, and tourism. Today, the major employers in the region include Erie Insurance, UPMC Hamot, Scott Enterprises, Griffith Properties, VNET Fiber, Saint Vincent Health, and Gannon and Mercyhurst universities. Erie's economy is in a state of transition as it continues to shed manufacturing jobs.

These several strong nonmanufacturing stakeholders have come to the forefront, but nonetheless the overall economy has been flat. Erie's nonmanufacturing job base now totals 109,000. This reflects an increase of a mere 800 jobs in total over the last three years (2015), an increase of 0.7 percent in the workforce. In comparison, job additions in peer cities in Pennsylvania and Ohio over the same period have ranged from 7,000 (Akron) to 20,000 (Allentown). Larger markets such as Cleveland, Cincinnati, and Columbus have added from 37,000 to 60,000 new jobs over the same three-year period.

## Population and Demographics

This anemic job growth has led to a demographic standstill in Erie. Despite new people coming to the region from around the globe, population out-migration has been trending for many years. In fact, Moody's reports net out-migration of 1,500 to 2,000 people annually in the region since 2013. Because of the region's limited job growth, demand for new residential or commercial development during this economic cycle has been limited to select owner/user expansions. The downtown area has seen similar demographic and development patterns. Within five minutes of the EDDC footprint area, there are currently 7,700 households, which is slightly lower than data recorded by the 2000 census.

The area's current demographics are 66 percent renter-occupied housing units, with an average value of \$93,000. Area households have an average income of \$37,300 compared with the metro area average of \$67,500. In the local area, 60 percent of the population is white, 27 percent African American, and 11 percent Hispanic. In educational achievement, 22 percent in the area have an

## Job Growth in Erie vs. Peer Communities in Pennsylvania and Ohio

Market	Total jobs (000s)			Total job growth (000s)		Percentage growth	
	2008	2015	2018	2008–2018	2015–2018	2008–2018	2015–2018
<b>Erie</b>	<b>134.2</b>	<b>130.9</b>	<b>128.0</b>	<b>-6.2</b>	<b>-2.9</b>	<b>-4.6</b>	<b>-2.2</b>
Manufacturing	24.1	22.5	18.8	-5.3	-3.7	-22.0	-16.4
Nonmanufacturing	110.1	108.4	109.2	-0.9	0.8	-0.8	0.7
<i>Manufacturing as share of jobs</i>	<i>18%</i>	<i>17%</i>	<i>15%</i>	—	—	—	—
Allentown	349.7	360.9	380.6	30.9	19.7	8.8	5.5
Harrisburg	338.6	336.9	349.0	10.4	12.1	3.1	3.6
Lancaster	242.2	246.2	258.1	15.9	11.9	6.6	4.8
Pittsburgh	1,165.3	1,172.3	1,193.9	28.6	21.6	2.5	1.8
Scranton	263.1	259.1	268.9	5.8	9.8	2.2	3.8
Akron	339.9	336.5	343.3	3.4	6.8	1.0	2.0
Cincinnati	1,049.2	1,068.8	1,115.4	66.2	46.6	6.3	4.4
Cleveland	1,075.8	1,058.5	1,095.2	19.4	36.7	1.8	3.5
Columbus	960.3	1,043.5	1,103.5	143.2	60.0	14.9	5.7
Pennsylvania	5,856.5	5,869.6	6,061.9	205.4	192.3	3.5	3.3
United States	138,682.0	142,700.0	149,980.0	11,298.0	7,280.0	8.1	5.1

Sources: Bureau of Labor Statistics; Brookings Institution; Moody's Analytics; ULI.

associate's degree or better, compared with 38 percent for the region.

### Downtown Erie Market Analysis

According to the panel's local market review, the downtown Erie office market is modest in scale. Looking at class A and B properties, 3.1 million square feet of office space is available in the area (including owner-occupied space), and average building size is 33,500 square feet.

The multitenant market totals 1.9 million square feet, with an average building size of 25,000 square feet. Although vacancy is minimal (2.0 percent), because of low rents, no new office development has taken place except Erie Insurance's new building. The average direct full-service rent is reported at \$12 to \$15 per square foot, although the best-in-class buildings can charge \$18 to \$21 per square foot.

On the multifamily residential side, only a modest number of units exist downtown. The panel's review found no

properties defined as class A. The 13 class B properties accommodate 259 units at an average size of just under 800 square feet and a monthly rent of \$1.00 per square foot. With the exception of Lovell Place, which is the adaptive use of the Modern Tool Building containing a mix of residential and commercial uses, all are very small properties or converted large homes accommodating just a handful of units each. Vacancy is modest and has been consistently running at about 4 percent for the last several years. Downtown also has 31 class C market-rate apartment buildings. With a total unit base of 249, these units are mostly full, although the average unit size is much smaller, at under 550 square feet with a monthly rent of \$0.83 per square foot.

Retail offerings downtown currently serve the needs of the immediate area's lower-income households and the local employment base. Space is scattered throughout the area along the street. The only national retailers are Family Dollar, Rite Aid, and the like, with many local restaurants and bars throughout the area that vary in quality.



GANNON UNIVERSITY



MERCYHURST UNIVERSITY



UNIVERSITY OF PITTSBURGH MEDICAL CENTER-HAMOT



SANT VINCENT HEALTH SYSTEM



ERIE INSURANCE

Significant investment is now being made by key stakeholders such as (clockwise from top left) Gannon University, Saint Vincent Health System, Erie Insurance, the University of Pittsburgh Medical Center-Hamot, and Mercyhurst University.

## Transition

Although the economic drivers of the recent past are limited, Erie is on the cusp of change. Key community stakeholders such as UPMC, Erie Insurance, Gannon University, and Penn State University are now making significant real investment. Some major employers have left the area, but a skilled manufacturing workforce remains.

Erie is home to four institutions of higher learning whose student enrollment totals almost 16,000; these institutions serve as a potential pipeline for an educated future workforce. Gannon University has 3,100 students; Mercyhurst, 3,600 students; Penn State Behrend, 5,100 students; and Lake Erie College of Osteopathic Medicine, 4,100

students. These graduates can help support Erie's ongoing transition of the last 20 years to a service economy in the growing health care and insurance industries.

## Emerging Opportunities

Even though economic diversity remains low, new industries are emerging in the areas of advanced manufacturing (plastics, which has been a strength since the 1980s), smart city and Internet of Things (IoT) integrated innovation, cybersecurity (energized by Mercyhurst's recent \$1 million venture), and medical services and research. These suggest Erie's past trajectory is not a good predictor of its future potential.

Erie's waterfront and natural amenities are a strength matched by few markets. At present, this competitive advantage is not fully engaged. Although 4 million tourists annually visit Presque Isle State Park, located just a few miles from downtown Erie, few come into downtown, which is a lost opportunity for activation and market impact. Transportation to and from downtown to Presque Isle remains an issue.

Erie is also a major relocation site for new immigrants. These new Americans can provide a cultural opportunity and economic activity through unique retail and restaurants. A new cohort of entrepreneurs, including the Erie Innovation District and Innovation Collaborative, has brought energy to the city and can be a future economic driver.

Attracted by the affordability of a smaller city, heavy industry has located in Erie. With a 2014 hourly cost of living wage below \$20, this relative affordability continues today when compared with surrounding larger cities at \$23 per hour. Erie's hourly cost of living wage is the lowest in the mid-Atlantic and Northeast region. Even with the loss of traditional manufacturing, a substantial manufacturing base remains, but slow growth accompanied by employment decline is possible.

Erie's largest organizations from the public, private, and nonprofit sectors have committed to Erie's future through both investment and participation in Erie's many civic organizations. As Erie has lost population from its 1960 heyday, the physical capital of a larger city remains. Erie's building stock reflects its economic height in the early and mid-20th century. These architecturally interesting buildings provide a distinct and attractive site for historical preservation and reinvestment. Above all, a sense of optimism pervades the local area. Erie residents recognize that, after nearly declaring municipal bankruptcy over a decade ago, the time has come to invest in transforming Erie for the next century.

# Footprint Development Suggestions

**TAKING GUIDANCE FROM THE PRECEDING** market and land economics analysis, the panel suggests a focused and determined revitalization initiative for the EDDC footprint area. This set of recommendations calls for inventory and analysis, guiding principles, strategic acquisition, rehabilitation, and construction of uses and infrastructure that will help Erie reimagine its future.

## Guiding Principles

A set of guiding principles will help the city and the EDDC concentrate on an appropriate approach to the physical future of its area of responsibility. The following design character and block-by-block development recommendations for downtown Erie are informed by five guiding principles.

### **Principle 1: Increase Residential Units Downtown**

EDDC and its partners should target various types of affordable urban housing for the downtown, including but not limited to rehabbed or new multifamily units, new urban stacked townhomes, new urban row homes, and urban cottages. The first floors of new construction should be designed to allow either commercial or residential use.

### **Principle 2: Concentrate Ground-Floor Retail on Commercial Corridors**

Active retail uses should be targeted for the ground floors of new development in Erie's downtown commercial core. While there has been some success in ensuring ground-floor retail for buildings along State Street, the city and the EDDC should focus on achieving ground-floor retail for commercial structures, both new and rehabilitated in the EDDC area. Examples may include boutique retail, arts and cultural uses, specialty shops, and other unique neighborhood-scale retail. These uses provide a unique or immersive shopping experience that makes them attractive destinations and encourages pedestrian foot traffic.

### **Principle 3: Right-Size the Amount of Parking Downtown**

The visual impact of surface parking lots must be decreased to preserve and enhance the character of the street. To accomplish this goal, new development should encroach upon existing surface lots with new buildings along street frontage where appropriate, making parking lots internal to the block.

In open areas between buildings, where repurposing surface lots for development is not feasible, parking should be screened with four-foot screen walls or landscaping, as appropriate. Additional structured parking should be targeted for high-demand areas and enhanced with livable architecture or retail on the ground floor. Excess parking should be decreased, and the zoning ordinance revised to include a maximum parking limit.

### **Principle 4: Increase Priority of Complete Streets and Other Critical Streetscape Improvements**

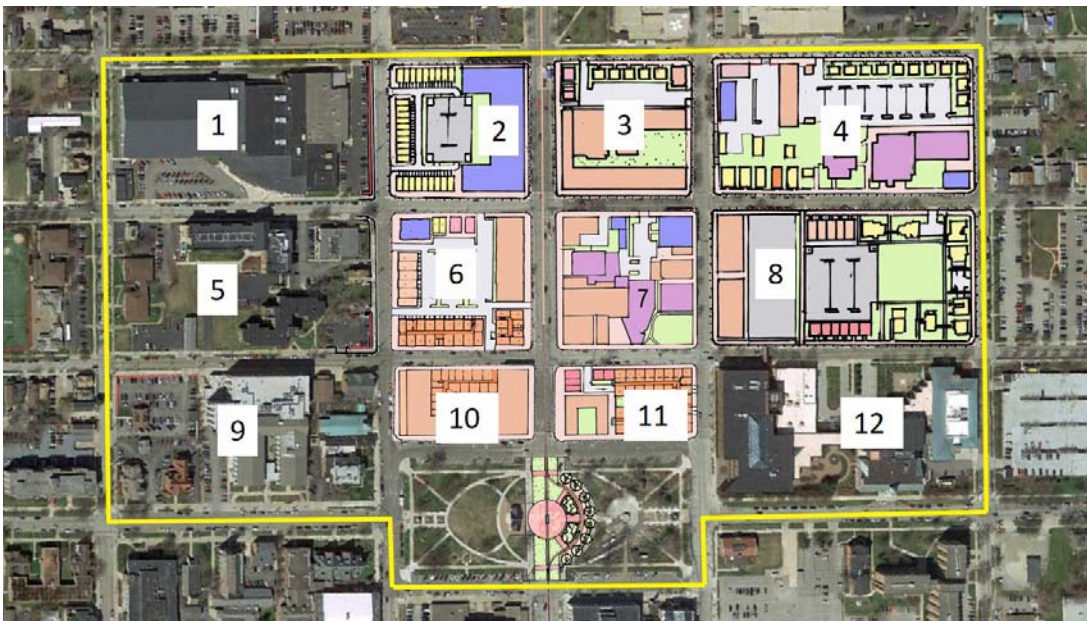
Improve the pedestrian and biker experience along State Street to increase the visibility of energy and activity on the street. Not only does this contribute to a sense of safety, but it also enhances the vibrancy of the downtown core. Several strategies for accomplishing this include the following:

- Make critical improvements to existing sidewalks;
- Refrain from building additional pedestrian skyways in favor of activating streets by promoting street-level pedestrian activity;
- Enhance bike access by allowing bike traffic in downtown street areas with a preference for dedicated bike paths within the street system; and
- Pursue a road diet, reducing vehicular lanes depending on traffic demand.

**Principle 5: Create a Cohesive “One Street”**

Creating a unified, high-value street design that focuses on State Street and Perry Square should be Erie’s first priority. This design should be implemented consistently throughout the State Street corridor, between the waterfront and 14th Street, thereby creating one unified street with an identifiable character. Focus should be paid to

preserving and capitalizing on the strong axial viewshed that connects downtown to Presque Isle Bay. Current best practices for controlling stormwater runoff should be implemented, including rain gardens and infiltration areas on all streetscape improvements. The city should take the lead on ensuring this approach.



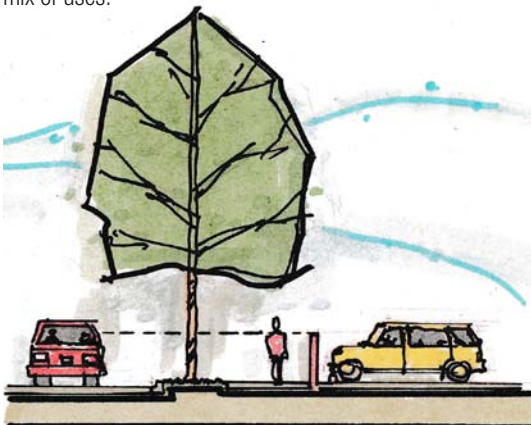
The panel organized the EDDC footprint into a series of 12 blocks.

**Block-by-Block Recommendations**

Following are block-by-block examples of the development potential within the EDDC boundary. These examples are designed to show massing, density, and a potential mix of uses.

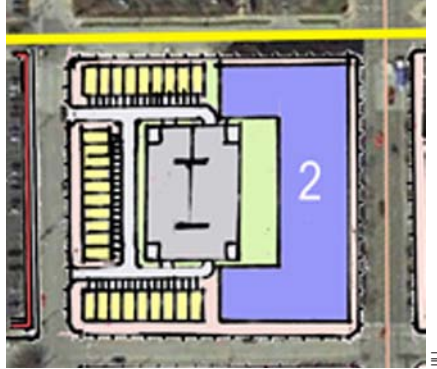
**Block 1: Gannon University Number 1**

Improvements to the Gannon University block should be focused on streetscaping and minimizing the visual impact of the parking lot. A four-foot-tall parking lot screening system along Peach Street would reduce the pedestrian and driver view of the lot without eliminating visibility completely.

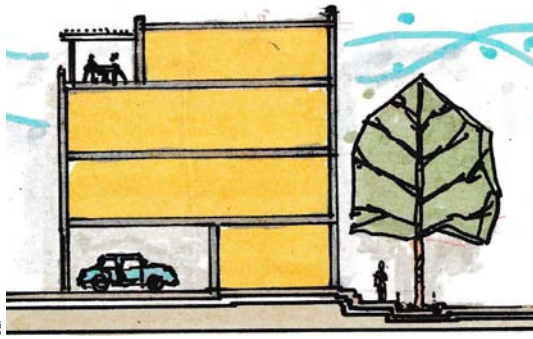


Left: Block 1 includes screening along Peach Street. Far left: A suggested screening plan along Peach Street.





Block 2 includes new rowhouse residential.



A cross section of the suggested rowhouse format.



CITY OF FREDERICK, MARYLAND



DAN SLOAN

Examples of the mass, bulk, and architecture for rowhouses.

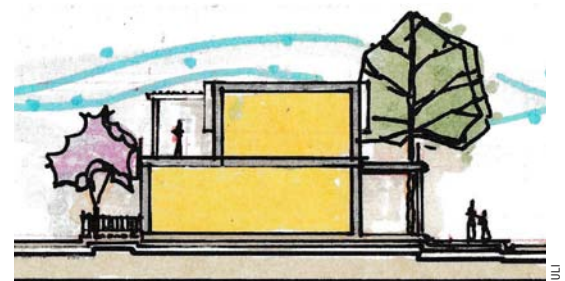
**Block 2: Erie Insurance Office and Lot**

Block 2 has about 100,000 to 120,000 square feet of existing office space. Tenants include a variety of medical and wellness businesses. This block could accommodate 25 to 30 new residential units in rowhouse format and 330 to 350 parking spaces. The panel recommends that the new units line the block's edge and enclose the parking lot, which will reduce visibility of the open lot and enhance the streetscape. The rowhouse format (16 feet wide) introduces a new unit type in downtown that may be suitable for young professionals or visiting medical personnel.

**Block 3: Modern Tool Company Building**

The Modern Tool Company's building currently acts as model for redeveloping older industrial for modern mixed-use development. It combines residential with office and retail and currently is the only large mixed-use building in the EDDC footprint. The panel believes a rehabilitation project for the building and the block provide several opportunities that will improve the EDDC area.

Below: Block 3 includes new cottage-style dwellings facing Third Street. Bottom: A cross section of the suggested cottages.





DAN SLOAN

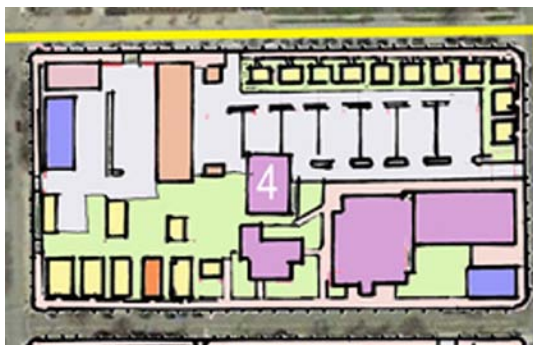


TOM EITLER/ULI

Examples of cottage-style dwellings.

One alternative would be to provide new and renovated commercial of 40,000 to 45,000 square feet, between 40 and 50 new residential units, and parking with 105 to 115 spaces. A second alternative could include new and renovated commercial of 6,600 square feet and between 100 and 120 residential units. Some of the new residential units could be provided in a cottage format. This dwelling unit type could be for sale or for rent and would be located on the north side of the existing parking lot, facing Third Street. This unit type introduces a new product type in downtown that may be suitable for long-term rental for visiting medical personnel, young professionals, or families.

Block 4 also includes cottage-style dwellings.



ULI

**Block 4: Saint Patrick Church**

The panel recommends that this block be redeveloped with a combination of revitalized residential and new residential with urban rowhouses and up to 11 new cottage units enclosing the parking on the Third Street side. As for the Modern Tool building lots, these new product types, especially the cottage units, could provide a place suitable for long-term rental for visiting medical personnel, young professionals, or families.

**Block 5: Gannon University Number 2**

The panel recommends a parking lot screen wall along Peach Street and Fifth Street. The screen wall will provide a visual separation between the university and the commercial area, but in a porous manner that sets a recognizable boundary while permitting movement and contiguity.



ULI

Below left: Block 5 includes screening along Peach Street. Below: Screening could include a combination of knee wall, landscaping, and trellis wall.



DAN SLOAN

**Block 6: McDonald's**

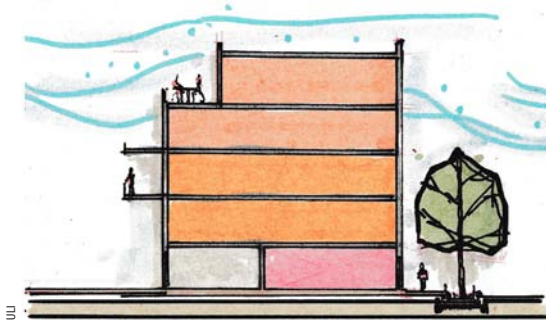
The McDonald's block requires immediate attention because it has such an immediate effect on the center of downtown. The panel recommends a complete development of the southern and western sides that can



ULI

The panel recommends a complete development of the southern and western sides of block 6 that can incorporate the restaurant in a new building and provide the residential units.

An example of an urban stacked townhouse that could accommodate commercial space on the ground floor.



An existing mixed-use building along State Street.

GOOGLE STREETVIEW

incorporate the restaurant in a new building and provide the residential density that is necessary to allow this block to function in a denser manner.

The panel believes this site could accommodate up to 140 dwelling units with multifamily over the existing structures, new urban stacked townhomes with rooftop terraces, and urban rowhouses with rooftop terraces. In addition to the existing retail, this block should be able to accommodate up to 40,000 square feet of retail space, including existing retail along State Street. The site should also be able to accommodate up to 180 parking spaces.

### Block 7: Children's Museum

In the Children's Museum block, the renovated commercial structures on State Street include some of the finest buildings in the city. Critically, the Children's Museum must remain either on this block or in downtown and not be relocated to the waterfront. The activity and vibrancy of the EDDC footprint are at stake on this issue.

The panel also suggests turning the playground into a more accessible public park and resolving the issue of bus drop-off by looking at adjacent parcels for periodic use.



The revitalization of the Children's Museum block could include the redevelopment of the corner as a public park.

Use of upper floors for residential or office is appropriate and should be encouraged.

### Block 8: Erie's Parking Ramp

The panel believes that block 8 offers tremendous opportunity for redevelopment. The panel suggests considering how the site can be reorganized for both commercial and residential uses in addition to parking. The parking lot on the west side, adjacent to the parking ramp, can be redeveloped into commercial or live/work units and up to 84,000 square feet of new commercial can be created by moving buildings closer to the street. The site could accommodate between 28 and 34 residential units, and the redevelopment could accommodate up to 1,285 parking spaces.



Block 8 should be redeveloped with a mix of commercial buildings and a variety of housing types, including live/work units.

### Block 9: Gannon University Number 3

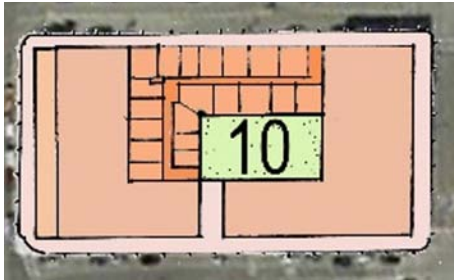
The panel proposes no major changes for block 9, which Gannon University currently uses for a variety of purposes. Some design alteration could make the site more porous

and, as noted earlier for block 5, permit more enticing views and movement between the university and downtown.

**Block 10: Parkside**

The Parkside block is an important element in reimagining downtown Erie. Preserving the exiting facades with their interesting architectural order is important. The panel believes the site could be redeveloped with up to 20,000 square feet of commercial space, 45 to 55 dwelling units with parking, and some new residential amenity space.

*Redevelopment of the Parkside block, while preserving the exiting facades with their interesting architectural order, will set the tone for reimagining Erie.*



The Parkside block.

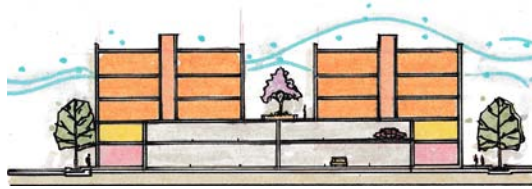


**Block 11: Richford Arms**

Like Parkside, the Richford Arms block is key to the reimagining exercise. The panel feels the renovation of the existing senior low-income housing apartment building is fundamental in presenting the public a new face of Erie. The panel also believes that significantly more residential can be located in the site. Existing low-income residents should either be allowed to stay in the rehabilitated building or given the opportunity to relocate to a location where similar services can be provided.



*The renovation of the existing low-income housing apartment building for seniors is fundamental to presenting the public a new face of Erie. The panel also believes that significantly more residential can be located on the site.*



*The redevelopment of the eastern portions of this block could include live/work units and apartments that enclose a new parking ramp.*

Redevelopment of the east side of the parcel could yield as many as 16,000 square feet of commercial live/work space and 25 to 30 units of residential live/work spaces. In addition, 130 to 140 multifamily residential units could be located in two new mid-rise towers in the same area. The new apartments and the live/work space could surround a new parking structure to accommodate up to 170 parking spaces.

**Surface Parking Block and Parking Ramp Block**

These blocks north and south of Fifth Street and east of Holland Street offer an exceptional opportunity to introduce new residential into downtown. Given their locations at the edge of the downtown area, these blocks could accommodate a mix of market-rate and affordable units that could be marketed for the young professionals working at companies such as Erie Insurance, UPMC, or others looking for a more urban experience. The parking ramp south of Fifth Street could be wrapped with residential. In addition, providing adequate green space and open space on both blocks is important.

**Perry Square Park**

Perry Square Park would boost the city’s existing investment and support the goal of making the park a family-friendly downtown respite for all. Specifically, restricting vehicular movement through Perry Square Park and prioritizing access

for the tram, bikes, and pedestrians will allow the following amenity uses:

- An adaptable hardscape community gathering space;
- An interactive festival plaza;
- A unifying connection between the east and west sides of the park;
- Food truck parking or vendor space; and
- Essential tram bypass.



*Restricting vehicular movement through Perry Square Park and prioritizing access for the tram, bikes, and pedestrians will allow for a variety of uses, including an adaptable hardscape community gathering space, an interactive festival plaza, a unifying connection between the east and west sides of the park, food truck parking or vendor space, and an essential tram bypass.*

Movement of through-traffic should be diverted as follows: northbound movement—North Park Row to Peach Street to South Park Row; and southbound movement—South Park Row to French Street to North Park Row.

## Total Impact

The accompanying figure represents a suggested range of units, square footage, and parking spaces for the various blocks described. Each block will require design and development professionals to evaluate its optimum potential, but this summary provides a sense of what the panel felt could be possible in downtown.

In addition, downtown Erie's proximity to the waterfront and the undeviating orientation of State Street make it an ideal candidate for a potential tram system. For daily tram users, the mode would create a strong and easy looped connection between the waterfront and the downtown State Street core. The tram would also be an iconic and thematic element throughout the commercial corridor that creates an attractive visual element and enhances the experience of residents and tourists alike. The tram idea should be implemented as soon as possible and could be piloted as a rubber-tire trolley bus for a trial period.

## Potential Building Fit-out Program

Block number	Block name	Parking spaces	Commercial space (sq ft)	Residential units
1	Gannon University Number 1	—	—	—
2	Erie Insurance office and lot	330–350	—	25–30
3	Modern Tool building	105–115	40,000–45,000	50–55
4	Saint Patrick Church	105–115	6,650	100–120
5	Gannon University Number 2	—	—	11
6	McDonald's	—	—	—
7	Children's Museum	170–180	30,000–40,000	130–140
8	Erie Insurance parking ramp	—	—	—
9	Gannon University Number 3	1,200–1,285	54,000–84,000	28–34
10	Parkside	120–130	15,000–20,000	45–55
11	Richford Arms	160–170	15,000–16,000	245–269
12	Erie Insurance	—	—	—
<b>Total</b>		<b>2,085–2,230</b>	<b>120,650–205,000</b>	<b>634–714</b>

Source: ULI.

## Consider a Tram for State Street between the Waterfront and 14th Street

A tram is a rail vehicle that runs on tramway tracks along public urban streets and also sometimes on a segregated right-of-way. The lines or networks operated by tramcars are called tramways.

Many urban areas have used trams to provide a central organizing feature for their downtown and as a means to spur economic development.

The panel believes that a tram along the State Street corridor would transform the downtown.

Sources: "Tram" in Wikipedia, The Free Encyclopedia, last revised September 30, 2018.

*Trams and streetcars in (clockwise from top left) Kenosha, Wisconsin; Tampa, Florida; Manchester, England; and Milan, Italy, could serve as models for a tram along State Street in Erie.*



# Implementation and Tactics

**ALTHOUGH EDDC MUST COORDINATE** its activities with the larger-scale downtown, high-level execution of its plan for the specific EDDC footprint is the first order of business. Funding and the best of intentions are not sufficient; expertise must be applied to the several components of the development process.

## Partnerships

EDDC and the city must create partnerships with the other important entities that influence development and design in the downtown area. These partnerships will ensure that the EDDC efforts are coordinated and efficient. Special attention should focus on partnering with the Erie Downtown Partnership. The Erie Downtown Partnership's area of responsibility covers a much larger geographic area than the EDDC footprint, and its stakeholders have been empowered to determine effective methods that will result in the increased vibrancy of the downtown.

## Priorities

No matter the amount of funding available, the time and attention that the EDDC staff and board of EDDC can bring to bear during any period is limited. Setting priorities as to which properties will be taken on in what order is a critical decision to accomplish the goals efficiently. A strategy is needed that sequences property acquisitions not only from an urban planning view but also from a "deal making" standpoint.

## Communication

Continuing communication of EDDC activities, both to the board and to the broader community, is vitally important to success. This effort needs to be proactive. Simply assuming that the various key audiences are appropriately

knowledgeable of EDDC activities will lead to failure if the greater community sees EDDC as focusing only on the corporate supporters' interests.

## Leverage

EDDC funds should be the limited (and often no) return equity that fills the gap while early-stage projects are still financially infeasible from a market return standpoint. Public and other private funding (debt, grants, sale of properties) should be used wherever possible and appropriate to leverage those EDDC equity funds. The panel strongly recommends that EDDC educate itself on how to access and use the various federal and state funding alternatives, including those that may be available through the city, such as tax increment financing (TIF) or funds earmarked for streetscape improvement.

## Project Design Principles

EDDC, together with the city, needs to establish a comprehensive set of design principles for the EDDC footprint. This would include, for example, streetscape design, signage, and building design principles. These principles should also speak to environmental sustainability and public realm safety. Having these in place will ensure the quality level over many years.

## Development

Planning, design, construction, and lease-up all call for development experience to effectively coordinate and control the process. The panel suggests that to expand EDDC's capacity, EDDC either engage development consultants on a project-by-project basis or possibly enter into a joint venture with a master developer who would provide these services (with or without an equity position) over the entire footprint.

# Inclusion, Communication, and Accountability

## THE ROLES ORGANIZATIONS AND THE CITY PLAY

in Erie need to be clearly set out. First, the facts: Erie has elected Mayor Schember, who has articulated his vision of creating a community of choice through five guiding principles. In the last two years, Erie's corporate and civic leaders have established the Erie Downtown Development Corporation.

## Roles and Responsibilities

Confusion may exist about the roles, responsibilities, and goals of the city and the EDDC. To clarify, the EDDC was created to undertake very focused redevelopment in Erie's downtown core. Its capital budget goal is about \$35 million. This mission and these funds work independently. However, the EDDC must also leverage additional private and public resources to achieve its mission, which is one part of Erie's larger collective vision.

With this clarification about the core in mind, one must recognize that over the past decade, as a city, county, and region, Erie has made a concerted effort to create multiple plans and strategies. Each of these is currently at a different level of implementation. Members of the ULI team acknowledge the great work that has been done and is continuing. However, the panel believes clarity is needed about purpose and responsibility. Through a communications and project management tool, leadership can identify methods for inclusion and accountability of the large number of government agencies, nonprofit organizations, religious organizations, educational institutions, businesses, foundations, and civic groups all working toward shared goals. The tent is large enough for everyone.

A city is like a puzzle with many parts. To create a picture of opportunity that everyone desires, ensuring that each piece is in its place and each player understands its role

in achieving the masterpiece is essential. Each individual organization is also its own puzzle, which has unique assets, capabilities, mandates, financing ability or access to funds, and community goodwill. One organization may excel in grant writing, while another is better in providing social services. Clarifying purpose and responsibility allows Erie's organizations to work individually and collaboratively to complete the puzzle.

The panel believes Erie is stronger because of its diverse cultures and individuals. Many people interviewed said that is the case. Do not think for one second that Erie is different from other rustbelt cities that have faced inclusion issues and often suffered paralysis and inaction. All of Erie is aware of the problems associated with deindustrialization, loss of population, and suburbanization. The challenge is the lack of inclusion and equitable participation throughout: Get over it! Stop fighting over a shrinking pie; instead, work together to grow the pie! Begin an ongoing, realistic, measured conversation of how to move your community forward. Divisions between the city, community organizations, and institutions—while challenging—must be resolved. A collective vision and intentional communication will foster the very targeted progress Erie deserves.

As part of the background material the panel was made aware of the Erie Refocused undertaking. Some of the conclusions that came from this exercise included the following observation:

The Erie community is in trouble owing to problems shared by many older industrial cities. These are deindustrialization, loss of population, and suburbanization. But while these are extremely hard problems to solve, at root, they are technical, garden variety, clearable hurdles. Far more noteworthy, is that Erie is in trouble less because of loss of jobs and less because of



suburbanization and less because of population loss, and less because of petty bickering with the County, than because of the community's tendency towards self-inflicted wounds. . . . In other words, self-defeating habits and attitudes in Erie are what's really in the way of prosperity.

## Shared Vision and Accountability

The panel's recommendation is to overcome these habits by adopting a shared vision and effectively communicating needs and successes with one another and with the general public. Only when Erie works together, leverages financial and human capital, and embraces progress for all its citizens will it truly excel.

In 2018, Mayor Schember's first order of business is moving the city forward. The mayor's vision is to be a community of choice through five guiding principles:

- Embrace diverse cultures;
- Enhance welcoming, vibrant neighborhoods;
- Energize a world-class downtown and bayfront;
- Elevate schools of excellence; and
- Expand the number of family-sustaining jobs.

Erie, as an entire community, should work toward the completion of the puzzle and the vision by collectively adopting the guiding philosophy of

Reimagine + Reinvest + Grow = ERIE EXCELS!

Every ingredient of Mayor Schember's vision feeds directly into the collective guiding philosophy. As such, every organization bears responsibility for participating fully and achieving the goals outlined in the vision by following a comprehensive communication strategy. This strategy eliminates confusion or duplication of efforts. It streamlines and maximizes the work being accomplished and increases sources of opportunity and funding. Erie's private and public organizations will collaboratively accomplish

tasks and projects *only* by leveraging human resources, financial capital, and organizational assets. Collaboration is key to Erie excelling!

This accountability process requires the mayor to quarterly convene all the stakeholders involved in achieving the vision. Meetings will be advertised and open to the public. The stakeholders must include—first and foremost—Erie residents. In addition, government agencies (city, county, state), economic development authorities (EDDC, Downtown Partnership, Chamber, etc.), institutions (higher education and hospitals), religious organizations, nonprofit organizations, community organizations, and foundations should be part of the process. Business leaders, including financial institutions, are critical to the quarterly meeting and communication strategy.

The mayor's office will provide a framework for the communications and accountability report. The panel recommends using a master rolling agenda, similar to what Mayor Tom Murphy used in the city of Pittsburgh from 1994 to 2006. This rolling-agenda approach had several attributes, including a title for each item, designation of an individual for primary responsibility, due dates for resolution, action expected by next meeting, and sources and availability of funds. Another key attribute of the agenda is that, at least from the city side, no substitute staff are to attend the meetings; department heads only, unless approved by the mayor prior to the meeting. In the initial phase of this effort, the focus will be on plans that are "owned" by the city and economic development authorities. Additional organizations, both private and public, should be added over time and in a focused and intentional manner. The report is intended to address each organization's specific goals, tasks, and projects as outlined in its respective strategic or vision plans, as well as identify funding and communication—all with the overarching vision of "Reimagine + Reinvest + Grow = ERIE EXCELS." The panel recommends that *one* staff member in the mayor's office be solely responsible for the communications and accountability efforts as a full-time job.

The purpose of this communications and accountability report is twofold. First, to create a culture of success and accountability that can be easily communicated to one another and to the general public. Second, to be meticulously deliberate and clear about which organization (public or private) is doing what projects, with what money, and in what timeline. Moreover, this tool enables Erie to leverage the abilities and funds of each organization and agency to accomplish the shared purpose. In practice, the report works as follows.

Throughout the quarter, each organization is reporting back to the mayor's office to enhance the overall viability of the actions taken and Erie's accountability in working toward a shared vision. At the meeting, participants present their respective previous quarter's successes, upcoming needs, and potential for partnering and leveraging of resources. In addition, each organization agrees to its next quarter's activities, tasks, and ongoing communication. Only the mayor's office is authorized to release the report after consensus is reached at the end of each quarterly meeting. A dedicated webpage should be created for this communication strategy, and all updates should be provided to a vast network, via both traditional and social media, with full disclosure of project status and responsibilities. Participants may then share the mayor's updates, repost on social media, provide additional information, and provide updates to constituents. All organizations must speak from the same script about the shared vision so Erie's successes are collectively and continuously broadcast.

Each organization's strategic principles, actions, and tasks should fit into one or more of the five elements of the mayor's "Community of Choice" vision. For example, downtown streetscaping is a goal of both the EDDC and the Downtown Partnership. Streetscaping falls under EDDC's "enhance public spaces" and Downtown Partnership's "improve physical environment" and "improve transportation, circulation and connectivity throughout downtown," each of which come under the mayor's vision elements of an energizing world-class downtown and bayfront and enhancing welcoming, vibrant neighborhoods.

The communication and accountability report drives the public relations, communications, social media, and tag-lines. All organizations need to be speaking from the same script on these messages. The ingredients of the mayor's vision are also all correlated to the shared overarching vision of "Reimagine + Reinvest + Grow = ERIE EXCELS!" The status of a project or program determines what portion of the overarching vision is used in the messaging. For example, when a project design is completed, it is "reimagine Erie"; when a groundbreaking happens for that project, it is "reinvest Erie"; and when the ribbon cutting happens, it is "grow" or "excel."

Each organization should harness the power of its board. Board members act as cheerleaders, PR people, and goodwill ambassadors. Generally speaking, they are composed of local leaders from the business, residential, nonprofit, and government communities. These individuals share the organizations' successes with their co-workers, neighbors, families, fellow board members, and other community members. Leaders should be clearly communicating intentions with their board members and following best practices for board governance, communication, and committee structure. The individual organization's success leads to collective success and implementation of the shared vision.

## Inclusion

Across the United States for the past 30 years, many cities with the encouragement of HUD have pursued policies that focused on deconcentrating poverty. Cabrini-Green in Chicago, Igor-Pruitt in St. Louis, and Aliquippa Terrace in Pittsburgh are just a few highly visible examples of efforts to change isolated communities of poverty and create mixed-income communities that will provide more opportunities for individuals.

Erie has some similar challenges—not as big—in the concentration of subsidized housing and social-service providers within the CBD, along State Street. Over the years, as businesses moved from downtown and buildings

became available, the path of least resistance was to reoccupy them with whatever uses were available without any context of a broader strategy for creating a vibrant downtown.

With the focus now on downtown as the center of the region and the commitment to make it more vibrant, and with the national trends of both businesses and individuals wanting to live and work in exciting urban places, the city and county should establish a task force composed of city/county officials, nonprofit organizations, hospitals, universities, foundations, residents, and business leaders to examine best practices in service delivery, location, client access, and so on. In addition, the task force should examine the subsidized housing in the CBD to determine the conditions and whether residents could be better served by different types of housing (e.g., townhouses rather than high-rises).

While this subject is sensitive and often controversial, in the context of revitalizing Erie it is important. Low-income residents must be included and see a place for themselves in the new Erie. An important part of the efforts is to ensure that services that are provided and those who need them can easily connect.

# City Government as a Partner

**TO MOVE ERIE FORWARD**—to reimagine Erie, reinvest in Erie, and grow Erie—the city will need to become an engaged and active partner. Over the last decade, the city has suffered from significant loss in tax revenues, and any growth in its general revenue funds has been used to fund obligations previously committed to.

The city has made great strides in reestablishing its bond rating and is poised to reinvent itself. The mayor has recognized the city's newly emerging needs and has created a team to address those. Resources have been dedicated to address the New American and African American communities, to modernize media and communications, to dedicate resources to communities, and to improve responsiveness to citizens. Perhaps most notably, the mayor has created a position and hired a planning director, a position missing in city government for over 40 years.

## Existing Initiatives

The city already has a significant number of projects underway, including the *Erie-Western Pennsylvania Port Authority Master Development and Facilities Plan*, the Bayfront Parkway plan, and the recently adopted *Erie Downtown Partnership Master Plan*. In addition, the planning department has a map outlining the major projects underway by both the public and private sectors in the city. This is a good start, but the panel believes this map and its associated projects should be formalized into an action plan that can be used as the primary focus of the mayor's communications and accountability report described previously.

Erie's future is a marathon not a leisurely walk, not even a sprint. The city has little time to train and to be effective; it will need to focus on developing the capacity to partner. The consequence of not doing so is failure. The city's resources have been depleted over the years. Confusion

exists about leadership in the city. Until recently, no one has been charged with keeping an eye on the future, and alignment of staff resources is not conducive to rapid response to the issues coming at Erie.

## City Restructuring

The 2016 *Erie ReFocused, City of Erie, PA: Comprehensive Plan and Community Decision-Making Guide*, provides the city with a strong foundation for moving forward. The city now has the blueprint for the future, and its success will depend on everyone rowing in the same direction.

The document provides a clear assessment of the city's strengths and weaknesses and structures a vision for the future. A companion document, the *Erie ReFocused* action plan, provides detailed tasks for moving forward. This document, prepared before a new planning director was hired, needs to be updated and roles and responsibilities may need to be adjusted. Notwithstanding the need for updating, *Erie ReFocused* lays the groundwork for boldly stepping into the future.

City staff and all of those entities under the mayor's authority need to understand that they are each and all responsible and accountable for bringing the plan to fruition. Everyone from the city engineer who will be responsible for the look and feel of State Street to the financial director to whom creative financing and funding ideas will come will be contributing to the city's success.

Essentially, three urgent actions need to be taken:

1. Create the Mayor's Task Force to ReImagine Erie;
2. Build financial capacity; and
3. Realign and fund resources.

This task force will be responsible for implementing projects, tasks, or other key assignments required to implement *Erie Refocused* or other key initiatives of the mayor. The task force will be chaired by the mayor and staffed by the new planning director. As such, the planning director will have the authority to direct the efforts of the individual departments responsible for the projects, tasks, and assignments.

The Mayor's Task Force to Reimagine Erie will meet regularly, once per week. The mayor's agenda for the meeting will include the review of all projects, tasks, and assignments. Each member of the task force will be responsible for completing assignments and providing updates to the mayor. Members of this task force will include the following departments:

- Public Works, Property, and Parks;
- Finance; and
- Economic and Community Development.

In addition to these departments, within the city government, all other authorities and entities created by the mayor will participate in the weekly meetings of the task force. These may include the following:

- Water Authority;
- Parking Authority; and
- Redevelopment Authority.

## Building Financial Capacity

Building financial capacity is key to the city's success. The city cannot rely on the traditional funding tools and needs to be creative moving forward. Nor can the community stand by and expect that the private sector or the EDDC alone will propel Erie to reinvent itself. As such, the panel recommends that the city focus on three things to address its financial requirements in the future:

- *Menu of public financing programs:* To be successful, the city staff must be knowledgeable in a variety of public

financing options and know how and when to apply them. As examples these might include new market tax credits or state and federal programs.

- *City initiatives:* In addition to public financing options, the city staff will need to be educated and know when to apply financing tools that it, as a municipal government, has at its disposal. These include tools such as capital bonds, Local Economic Revitalization Tax Assistance (LERTA), tax increment financing, and opportunity zones. As a part of local initiatives, the role of the Parking Authority and the ERIE Regional Chamber and Growth Partnership need to be considered.
- *Public entrepreneurial culture:* Perhaps more than anything, the city staff needs to develop the talent and expertise to know when and how to apply the tools. A culture needs to be developed that will eagerly look for ways to solve both the strategic and tactical challenges facing the city.

As a next step, the city needs to recognize that the road ahead is steep and the load will be heavy. Realigning staff and adding additional resources will be necessary.

## Aligning for the Future

Organizations can align resources in many different ways: sometimes to address funding shortfalls, other times to address the presence or absence of a specific skill, and sometimes to address consequential issues. In Erie's case, a realignment and allocation of resources falls into all three categories. To align its organization, Erie must first embrace the following principles or values:

- Entrepreneurial culture;
- Functional alignment; and
- Leadership engagement.

As the city mobilizes for the future, it should align its functions to focus on the mission of addressing the blueprint of *Erie Refocused*.

A strong leader, with appropriate levels of authority, backed by the mayor and city council is a non-negotiable condition of moving forward. The panel believes the talent exists within the current government, but a formal reckoning of the position and the position's authority to lead this initiative is necessary.

- *A future-focused, entrepreneurial planning function is the key to interfacing with the development interests and prosperity of neighborhoods.* A planning department should be created and staffed appropriately.

- *Development services provide predictable and timely permit review.* To ensure that the development sector has a reliable and accountable partner in the city, the panel recommends that unit, appropriately called Development Services, focus on zoning and that building functions be separated from the public works or code enforcement departments.

- *Capital infrastructure and engineering require long-term planning and a relationship with creative a creative financial staff.*

- *Neighborhood prosperity requires a dedicated community development perspective.*

# Conclusion

**THE PANEL THANKS THE CITIZENS** of Erie for their enthusiastic support and participation in the panel efforts.

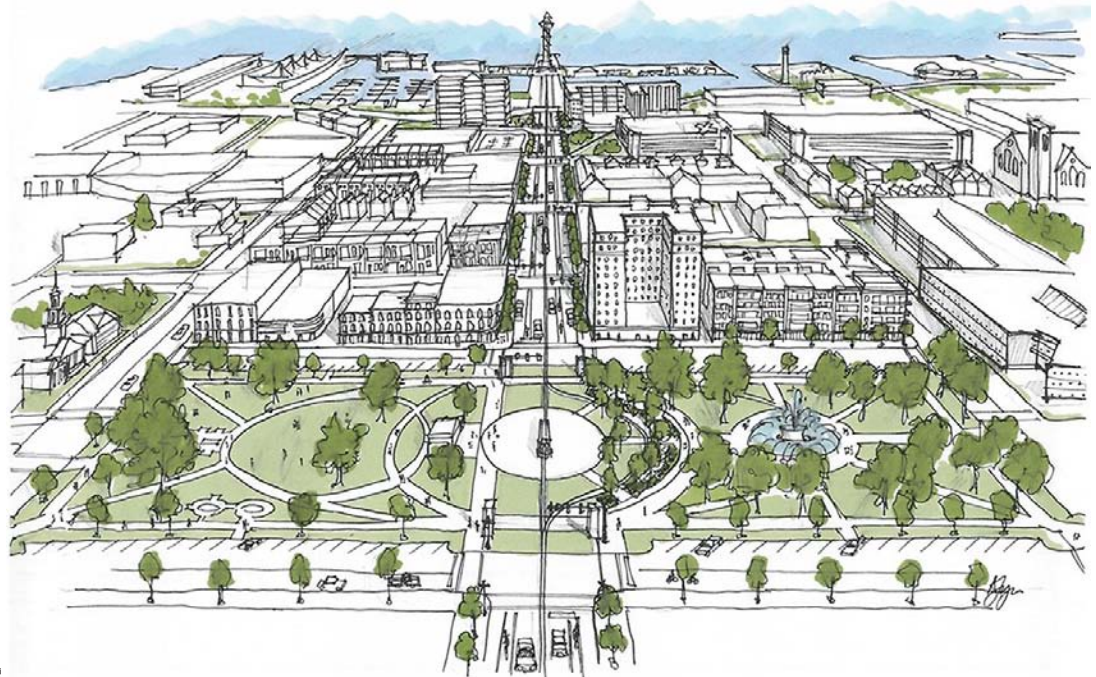
The panel absorbed a great deal of information throughout the panel process, including conversations with more than 70 members of the greater community. The panel's recommendations are an effort to interpret and expand upon that information along with its own experiences to suggest what the panel believes will be useful to the EDDC initiative.

The panel believes the key ingredients are in place—significant capital funding, commitment of the private sector, and an enthusiastic city administration. It is a great start,

but maintaining momentum will be critical to success, not only for EDDC, but more importantly for the larger city of Erie future.

As was shared with the panel in many of the interviews, “The time has long passed when Erie had the luxury of assuming future prosperity and of not having to make hard choices.” Now the work begins. No more excuses for “woe is us.” The tools and attitude are in place. The turnaround will not be quick, but the key is changing the direction of the trend line from down to up. Now is the time to begin to Reimagine Erie!

*A conceptual design for reimagining State Street.*



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# About the Panel

## Richard W. Reynolds

*Panel Chair*

*Needham, Massachusetts*

In May 2013, Reynolds resumed his role as president of the Reynolds Group, a strategic real estate consulting firm founded in 2004. Previously, as an alumnus of Tufts and longtime member of the university's Real Estate Advisory Committee, Reynolds returned to campus as vice president of operations in January 2010 for an interim role that extended for almost three years. His responsibilities included facilities management of 4.9 million square feet on three campuses, construction, planning, public and environmental health and safety, and dining services.

Between 1993 and 2004, Reynolds was a principal with Spaulding and Slye LLC, serving in a number of roles with the company, including managing director of the Capital Markets Group, transacting over \$1 billion of investment sales annually, and major transaction principal, including joint venture developments, major tenant representation assignments, various corporate relocation analyses, and client relationship management. Reynolds also acted as lead principal for the acquisitions of over \$300 million of properties for Windsor Realty Fund II, a joint venture with the DuPont Company and General Investment and Development.

Reynolds was president of Reynolds, Vickery, Messina & Griefen, a development, property management, and advisory services firm for institutional and corporate clients from 1987 to 1993. He was a partner in Hines Industrial, an office and industrial development affiliate of the Gerald D. Hines Interests, from 1978 to 1987. He started his

career in 1970 with New England Life as second vice president in the underwriting and placement of debt and joint venture equity nationally.

Active in the Urban Land Institute for almost 30 years, Reynolds is a governor of the ULI Foundation. He has served as chair of several flights of the Office and Industrial Parks Council, as vice chair of the Office Development Council, and as a member of the Public/Private Partnership Council. He also served as chair of the Boston District Council of ULI. He has participated in or chaired seven Advisory Services panels across the country. Reynolds was president of the Greater Boston Real Estate Board in the early 1990s as well as chairman of the Massachusetts Government Land Bank.

Reynolds received his undergraduate degree from Tufts University in 1967 with a BA in economics, and his graduate degree in 1970 at Babson College, where he received an MBA with high distinction.

## Daniel Anderton

*Rockville, Maryland*

Employed by Dewberry, a national planning, engineering, and architectural firm, Anderton is responsible for community planning and urban design within the company. He has worked for architects, engineers, landscape architects, and horticulturalists throughout his career, giving him a unique and holistic perspective of community planning, urban design, and landscape architecture.

Anderton has a design career of more than 30 years and has been directly involved in the creation of communities



both nationally and internationally, covering all aspects of land use planning and physical design, including comprehensive and master planning, urban and mixed-use design, entitlement site planning, redevelopment planning, affordable housing, rezoning, subdivision planning, community revitalization, main street retail design, wayfinding and signage, placemaking, parks and recreation design, and landscape architecture. He has proven project design experience in the applicability of planning, zoning, and subdivision, and he also has extensive experience working with stakeholders, with local and state government development review processes, and in creating effective working relationships with jurisdictional agencies, boards, commissions, and the public.

He has a goal to create community environments that are memorable, comfortable, sustainable, and inclusive to a wide demographic of visitors, residents, and business owners while also being marketable for both public and private developers. He takes care to ensure that a conceptual design's integrity, density, and sense of place are maintained through the planning process. By carefully planning floor/area ratio and densities, providing for a mix of diverse building and product types and phasing, and incorporating traditional and neo-traditional design styles, his community developments are poised to fulfill the needs of the market and a wide cross section of prospective renters, buyers, visitors, and shop owners.

Anderton has been involved with, and completed, hundreds of projects involving direct interaction with citizens, developers, architects, planning boards, county councils, mayors, public utilities, transportation officials, and other involved parties. The juggling of everyone's interests throughout the completion of a plan or project is extremely important. The desire is to go through the design and planning process with the majority of stakeholders feeling as though they have succeeded in having their personal vision incorporated into the community.

Anderton graduated with a bachelor's of landscape architecture and environmental planning from Utah State

University in 1983 and with a master's of landscape architecture from the University of Illinois in 1985 with an emphasis on behavioral design and placemaking.

## Walter S. Bialas

*Dallas, Texas*

Bialas is the vice president for market research for Jones Lang LaSalle's (JLL) Dallas office. JLL is one of the world's largest professional services and investment management companies specializing in real estate. Bialas is a seasoned real estate professional with more than 25 years of creative problem-solving experience in the consulting, banking, and development industries. By virtue of a longstanding career in evaluating real estate across the United States, he has comprehensive knowledge of all major markets and property types, as well as a particular strength in quickly assessing market dynamics and their implications on project feasibility.

Before JLL, Bialas was senior market adviser at PPR/Co-Star, where his role was to enhance the research capabilities of both companies and expand the potential services available to clients in the Washington, D.C., region. Earlier, he oversaw Madison Marquette's research function as part of the company's investment and acquisitions team for retail properties across the country. Before his work at Madison, Bialas established an internal real estate consulting group at PNC Bank. During his 14-year tenure with PNC, he provided custom market due diligence in support of the bank's commercial underwriting process, evaluating unique location dynamics, market issues, and the reasonableness of pro forma assumptions. Before joining PNC, he spent ten years with the national consulting practice of GA/Partners-Arthur Andersen in Washington, D.C.

Bialas is an active Urban Land Institute member. As part of his ULI commitment, he has completed seven national Advisory Services panels, addressing a variety of downtown master planning and redevelopment issues. He also served on the Pittsburgh District Council's executive committee. In

addition, he is a longstanding member of the International Council of Shopping Centers and has served as the chair of its North American Research Task Force.

He received his bachelor's degree in urban studies from Albright College in Reading, Pennsylvania, and his master's degree in city and regional planning from Catholic University in Washington, D.C.

## Lucia Garsys

*Tampa, Florida*

Garsys, holder of certification from the American Institute of Certified Planners, is the chief for development and infrastructure for Hillsborough County, Florida. She has held an executive level position in Hillsborough County, Florida, since 2008. She is a key adviser to the county administrator and the Board of County Commissioners on major policy issues in land use, transportation, and infrastructure. One of her key strengths is understanding the technical underpinnings of a topic and its implication on public policy and the political realm. Her work routinely incorporates bringing parties of diverse positions together to find common solutions. She aligns staff resources to break down silos and respond to local concerns.

Garsys currently directs more than 1,500 employees with a \$1 billion capital program and an annual operating budget of \$360 million. She is responsible for all land development activity for 800 square miles of the county, as well as cradle-to-grave operations of the county's capital portfolio.

Her prior consulting experience includes land use planning; downtown revitalization with tax increment financing, including a sales tax component; developer recruitment; fiscal impact analysis; and economic development. She has worked with emerging democracies in Eastern Europe to develop transparent and open land development processes.

She holds a leadership position on the ULI District Council, has served on two other ULI Advisory Services panels, and

has hosted two panels in Hillsborough County. She served on the Board on Infrastructure and the Built Environment as a part of the National Research Council and on three of its committees. Garsys is passionate about mentoring women in the real estate field. She has a BS in city planning from the Illinois Institute of Technology and an MUP from the University of Illinois.

## Stanley Lowe

*Pittsburgh, Pennsylvania*

Lowe has more than 30 years of experience providing technical assistance to public housing authorities, historic preservation organizations, government agencies, universities, and community-based organizations. He has proven expertise in community revitalization and economic development, real estate development, asset management, community planning, organizational restructuring, budget and financial management, and public housing management.

He is the president and chief executive officer of Pittsburgh Neighborhood Preservation Services and is currently the managing director of the Richard Mellon Scaife Community Development Initiative Grant. He is the former executive director of the Housing Authority for Galveston, Texas, and the former managing partner in charge of Gulf Coast operations for Fourth River Development LLC. More recently, he has worked as a consultant for the Annie E. Casey Foundation in Baltimore.

Over the years, Lowe has held a number of positions, including vice president of the National Trust for Historic Preservation, president of the National Trust Community Development Financial Institution, and a board member of the National Trust Community Investment Corporation. In Pittsburgh, he was assistant to Mayor Tom Murphy for neighborhood housing and policy planning, executive director of the Pittsburgh Housing Authority, vice president of the Pittsburgh History and Landmarks Foundation, and

a board member of the Pennsylvania Bureau of Historic Preservation and the Pittsburgh Board of Code Review.

## Tom Murphy

*Pittsburgh, Pennsylvania/Washington, D.C.*

Murphy is a senior resident fellow at the Urban Land Institute and the Canizaro/Klingbeil Families Chair for Urban Development. A former mayor of Pittsburgh, Murphy has extensive experience in urban revitalization—what drives investment and what ensures long-lasting commitment.

Before his appointment as senior resident fellow, Murphy served as ULI's Gulf Coast liaison, helping coordinate with the leadership of New Orleans and the public to advance implementation of rebuilding recommendations made by ULI's Advisory Services panel after Hurricane Katrina. In addition, he worked with the Louisiana leadership, as well as with leadership in hurricane-affected areas in Mississippi, Alabama, and Florida, to identify areas appropriate for ULI involvement.

During his three terms as mayor of Pittsburgh, from January 1994 through December 2005, Murphy initiated a public/private partnership strategy that leveraged more than \$4.5 billion in economic development in the city. Murphy led efforts to secure and oversee \$1 billion in funding for the development of two professional sports facilities and a new convention center that is the largest certified green building in the United States. He developed strategic partnerships to transform more than 1,000 acres of blighted, abandoned industrial properties for new commercial, residential, retail, and public uses, and he oversaw the development of more than 25 miles of new riverfront trails and urban green space.

From 1979 through 1993, Murphy served eight terms in the Pennsylvania House of Representatives. He served in the Peace Corps in Paraguay from 1970 through 1972. He is a 1993 graduate of the New Mayors Program offered by

Harvard University's Kennedy School of Government. He holds an MS in urban studies from Hunter College and a BS in biology and chemistry from John Carroll University.

## Nan Rohrer

*Baltimore, Maryland*

Rohrer has been actively involved in improving Baltimore for the 17 years she has called the city home. She is the president of Midtown Community Benefits District, a management authority overseeing the work in four unique neighborhoods in the geographic and cultural heart of the city.

For 11 years, Rohrer worked as vice president of economic development and planning at the Downtown Partnership of Baltimore, where she spearheaded the Strategic Plan, Pratt Street Redesign, Preston Gardens Renovation, Retail Strategy, and Downtown Open Space Plan. She was the founding director of the Office of Partnerships in the Department of Recreation and Parks and a neighborhood liaison in the Mayor's Office of Neighborhoods. She has a broad range of experience in project and fiscal management, business outreach, strategic planning, grant writing, and program development, and she uses these skills for both public and private consulting clients, such as the National Park Service, South Baltimore Gateway Partnership, and small businesses focused on growth.

Rohrer is on the boards of the Baltimore Museum of Industry and Chesapeake Shakespeare Company. She is also an active member of the Enoch Pratt Free Library Advisory Council and the Friends of Patterson Park. She holds a BA from Yale University. Originally from a dairy farm in Lancaster, Pennsylvania, Rohrer believes that by improving the urban experience, we can minimize the sprawl that threatens farmland and open spaces across the country.

## Stephen Leeper

*Panel Adviser  
Cincinnati, Ohio*

Leeper was appointed president and CEO of Cincinnati Center City Development Corporation (3CDC) in April 2004. He leads 3CDC's efforts to revitalize Cincinnati's Center City, including the financing, development, and management of real estate within Downtown Cincinnati and Over-the-Rhine (OTR). Leeper's responsibilities also include the management of \$250 million in local, corporately funded, revolving loan funds. Since 2004, Leeper has managed 3CDC's investment of \$1.3 billion in downtown and OTR.

Before joining 3CDC, Leeper served as executive director of the Sports & Exhibition Authority of Pittsburgh and Allegheny County from September 1998 to April 2004, responsible for the development and financing of PNC Park, Heinz Field, David L. Lawrence Convention Center, the North Shore Riverfront Park, public parking facilities, and related road infrastructure. These developments represent over \$1.1 billion in private and public funding and have resulted in new mixed-use development for the city of Pittsburgh. Leeper has also served as director of development for the city of Pittsburgh and director of the Department of Housing for Pittsburgh's Urban Redevelopment Authority.

Leeper is a native of Pittsburgh. He received his bachelor's degree from Ohio University and a master's degree from the Ohio State University.



# A ULI Advisory Services Panel Report



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