

Completing the Bayfront

BAYFRONT PLACE CONCEPT PLAN REPORT



E R I E County Convention Center Authority

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Chapter 1: Background and Overview

Introduction

The Bayfront Place Environmental Remediation Project was initiated by the Erie County Convention Center Authority (ECCCA) to help prepare the former GAF Building Materials Manufacturing Corporation (GAF) facility located at 218 West Bayfront Parkway, Erie, Pennsylvania (Site) for future productive reuse. There are two (2) components to this project. The first is referred to as the “Concept Plan” or “Act 2 End Use Determination” task, during which the highest and best future use for the Site is defined. The second is the “Remediation” task, during which environmental conditions at the Site are remediated to facilitate attainment of the appropriate Act 2 Remediation Standard(s) necessary to realize the intended end use as described in the Concept Plan. This Concept Report represents the culmination of all the planning activities that have occurred since August 2011. It is the basis for the remediation planning activities that have been on-going concurrently with the Concept Planning activities and are expected to be completed in the spring of 2012 so that Site remediation can begin during the summer of 2012.

This plan is not a master development plan. Rather, the Plan is a consensus plan. While it is not perfect in all aspects, it reflects the best balance of all the varying project objectives and public input received throughout the duration of the planning

process. There will be opportunities for future refinement and public input before redevelopment plans are finalized. However, this plan is the first step in the remediation process and will enable the completion of appropriate remedial measures in a timely manner.

The key goal of the Concept Plan is to guide remediation by identifying the highest and best uses for the Site which are compatible with the surrounding area, complement the Bayfront Convention Center, and generate revenue for local governments. One of the primary objectives of the Bayfront Place conceptual planning process was to maximize public awareness of the project and to solicit feedback from the community and various stakeholders. A comprehensive planning process was completed to develop the Concept Plan and a development schematic. The process included the evaluation of existing conditions, determination of community needs and desires related to the long-term development of the Bayfront area, identification of the highest and best land uses based upon current market realities, and development of a consensus-driven vision for the redevelopment of the former GAF plant site herein referred to as (Bayfront Place). Most importantly, the Bayfront Place Concept Plan Report outlines a series of realistic steps, or “roadmap”, needed to advance the proposed redevelopment improvements towards implementation.

CHAPTER I BACKGROUND AND OVERVIEW |

What is a Concept Plan?

A concept plan is a “roadmap” or “vision” for future development/improvements that evolves from the evaluation of multiple issues and opportunities that are then addressed in a comprehensive and cohesive manner. A successful concept plan must balance functional, programmatic, ecological, social, cultural and financial considerations simultaneously, such that the plan maintains flexibility and adaptability to long-term economic and social conditions. In addition to serving as a guide for environmental remediation, this concept plan identifies a realistic framework for redevelopment of the former GAF Erie property that the ECCCA can then utilize to create a master plan and solicit proposals from private-sector developers to implement detailed redevelopment designs and, ultimately, construction. The Concept Plan Report can also be used as a tool for promotional and funding initiatives.

This report summarizes the project background, purpose, goals and objectives; key analyses completed as part of the concept planning process; the corresponding community engagement; the design principles; the concept plan; and includes an illustration of a “for instance” development schematic.

Project Background

The Site is approximately 12.5 acres in size and is located on the southern shore of Presque Isle Bay. From approximately 1903 through 2007 the Site was used for the

manufacture of residential and commercial asphalt roofing products. The process utilized tar, crushed stone, ground talc, and paper products as the raw materials. Manufacturing operations ceased at the Site by March 2007 and, by the end of October 2010, the owner of the Site at the time, GAF Building Materials Corporation, demolished and removed structures, tanks, rail sidings, and equipment. All that remains at the Site today are a small guard shack, roadways, floor slabs, foundations, and construction debris from the 2010 demolition. The entire Site is enclosed by an eight (8) ft high cyclone fence with vehicle access through locked gates on Sassafras Street and Bayfront Parkway

The ECCCA acquired the Site from the GAF Corporation in November 2010. ECCCA submitted a Notice of Intent to Remediate (NIR) the Site to the Pennsylvania Department of Environmental Protection (PADEP) in December 2010 in accordance with the Pennsylvania Land Recycling Act (Act 2). The NIR indicates ECCCA’s intention to remediate the Site to meet the Act 2 Site Specific Remediation Standard. In early 2011, the ECCCA solicited bids from qualified contractors to perform the “Former GAF Building Material Site Concept Planning and Remediation Services Project”. AMEC E&I, Inc. was the selected contractor and teamed with Environmental Planning and Design, Inc. (EPD), Porter Consulting Engineers (PCE), 4ward Planning, LLC (4ward), and Assessment Evaluation, Inc. (AE) to support the ECCCA in completing the “Concept Planning” portion of this project.

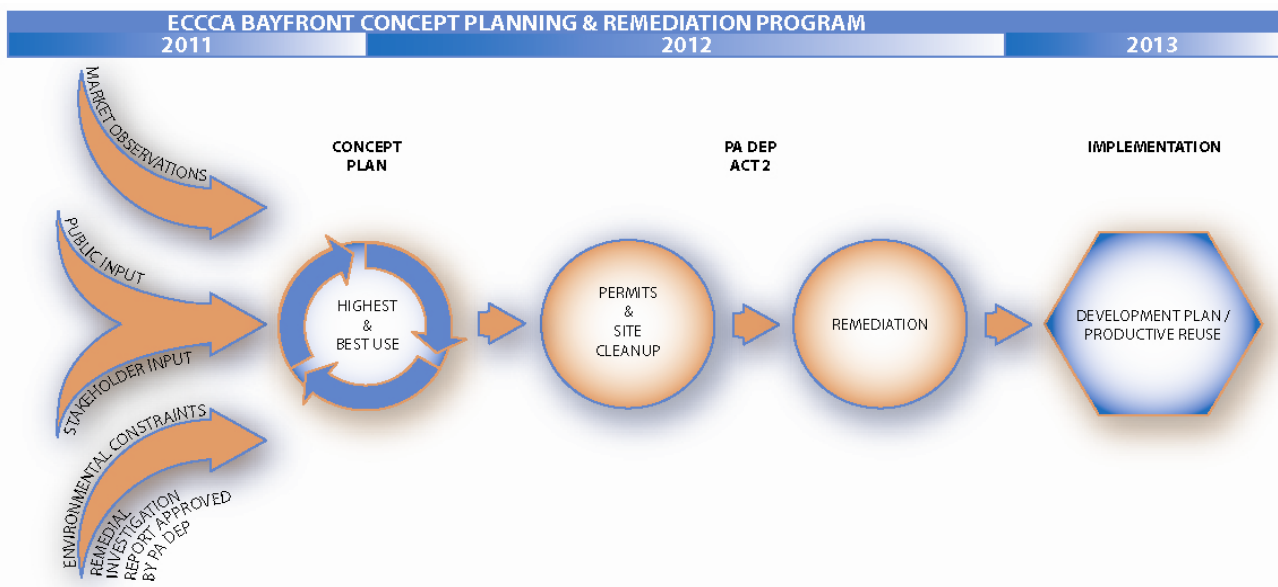
The Site has been the subject of numerous environmental characterization activities completed for various reasons over the years. In October 2011, ECCCA submitted the Act 2 Remedial Investigation Report (RIR) to PADEP that was approved in January 2012. The existing Site conditions are described further in Chapter 2.

Purpose of the Concept Plan

The purpose of the Bayfront Place Concept Plan is to identify, through analysis, observation, and community engagement, the highest and best use opportunities for transforming the former GAF site into a catalyst for development and year-round activity along Erie’s Bayfront. This plan will direct the site remediation efforts, and more importantly, the conceptual planning process has been conceived to build community awareness and interest in supporting such a transformation.

Development of the Concept Plan (Process)

This Concept Plan was developed over a nine (9) month period as part of a larger approximately eighteen (18) month project process that includes site remediation. The final outcome of this process proposes a site that is sufficiently remediated so that development can occur. The Concept Plan will serve as a “road map” to guide the remediation and land use patterns that will shape future development.



Project Process Diagram

CHAPTER I BACKGROUND AND OVERVIEW |

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Chapter 2: Existing Conditions Assessment

Introduction

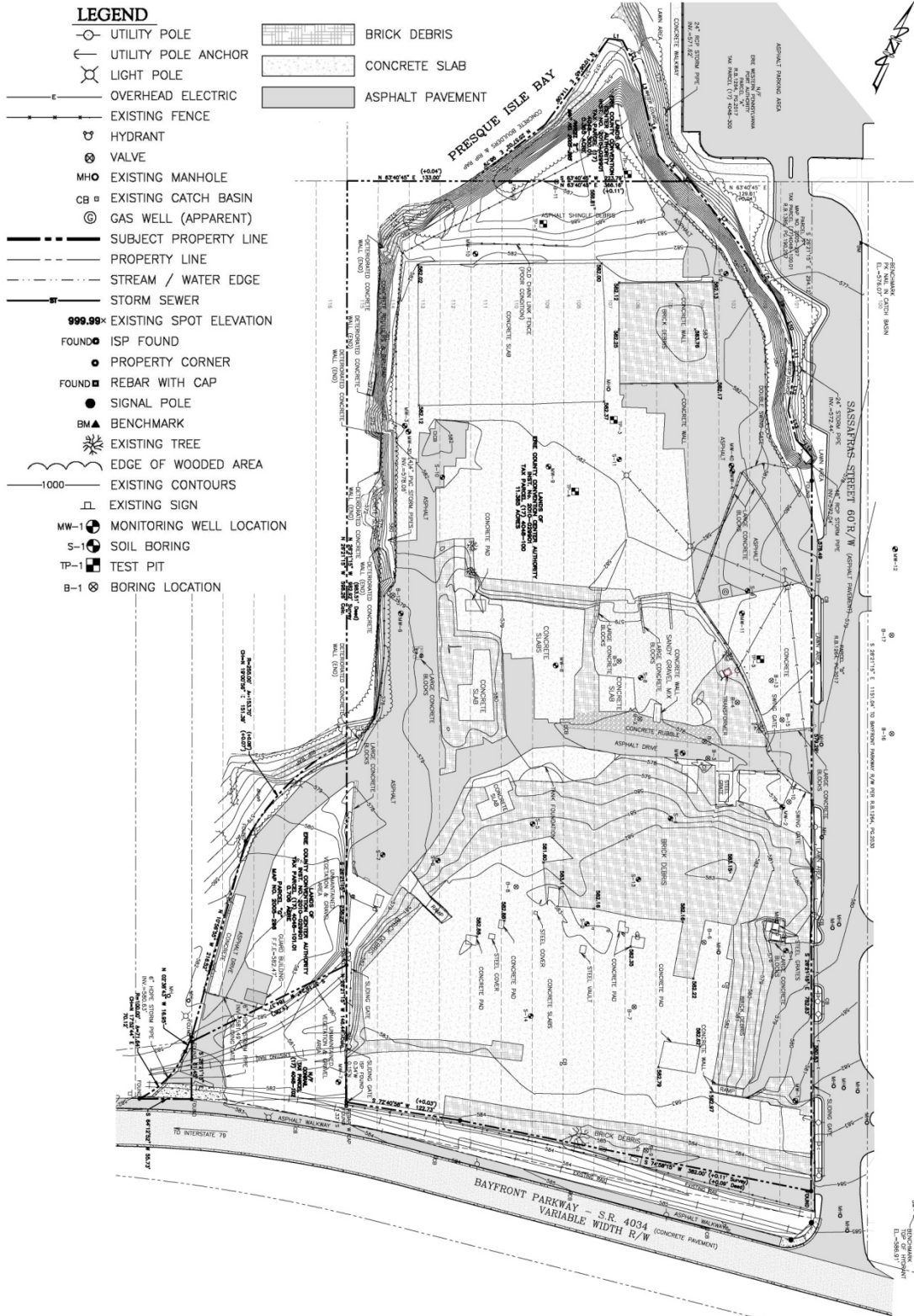
The following assessment evaluates a series of metrics and basic existing conditions analyses. The data includes an inventory and analysis of existing conditions and community policy to identify development constraints, obstacles and opportunities. This data was subsequently used as the basis for evaluating the highest and best uses of the Bayfront Place property, as well as its development capacity, and provided the framework for the conceptual plan. A map exhibit and list of the key conclusions of these assessments and evaluations is included at the end of this chapter.

Existing Conditions

A survey depicting the existing Site conditions was completed in October 2011 and is shown on Existing Conditions Plan. Historically, approximately nine (9) acres of the Site were occupied by buildings, tanks, above ground pipe runs, and roadways associated with manufacturing. However, by late October 2010, GAF had demolished and removed structures, tanks, and equipment, such that all that remains at the Site are roadways, floor slabs/foundations, a small guard shack, and the perimeter fence. The remaining approximately 3.5 acres contain scrub vegetation, primarily along the Bay shoreline. A portion of the 3.5 acres is below the waters of the Bay.

CHAPTER 2 EXISTING CONDITIONS ASSESSMENT |

Existing Conditions Plan



The Site is bounded to the north and west by Presque Isle Bay (Bay), to the south by an inactive CSX rail line and the Bayfront Parkway, and to the east by Sassafras Street, beyond which is the Bayfront Convention Center. An open storm water drainage channel occupies the northeastern property boundary. That channel receives stormwater from a pipe that runs beneath Sassafras Street and discharges to the Bay.

The ground surface at the Site is relatively flat, with the exception of a knoll at the northern end of the Site. Most of the Site is made land, which was created by successively placing fill into the Bay on the northern end of the property over approximately 100 years. The fill contains various materials, including soil, construction debris, tar, waste tarpaper, and shingle trimmings. Some of the material may contain non-friable asbestos containing material (ACM).

The fill overlies shale bedrock that is encountered at depths of between approximately four (4) to thirty (30) feet below ground surface (ft-bgs) and dips to the north. Groundwater occurs in the unconsolidated fill, and generally flows from the south/southwest to the north/northwest where it discharges to the Bay. The depth to groundwater ranges from approximately two (2) ft-bgs in the southwestern end of the Site to approximately fifteen (15) ft-bgs at the northern end of the Site.

During the environmental Site characterization activities described in the approved RIR, fourteen (14) groundwater

monitoring wells were constructed and over fifty (50) soil borings and five test pits were completed. Groundwater samples were collected from each shallow well during at least two (2) sampling events between 2008 and 2011 and were analyzed for Target Compound List (TCL) volatile organic compounds (VOCs), TCL semi-volatile organic compounds (SVOCs), Target Analyte List (TAL) metals, and polychlorinated biphenyls (PCBs).

Between forty (40) and fifty (50) samples were collected from the Site material and analyzed for the same parameters. In addition, five (5) sediment samples were collected from the Bay, as were roofing material and solidified tar on the surface of the embankment along the Bay. Four (4) samples of the fill were analyzed for ACM. The data presented in the RIR were compared to the Act 2 Residential, Non-Use Aquifer (RNUA) Medium Specific Concentrations (MSCs), since it was expected the future land use could include residential activities as defined by Act 2. Non-Use Aquifer MSCs were selected because the City of Erie passed an ordinance that prohibits the use of groundwater for drinking or agricultural purposes within the entire City on June 6, 2007.

CHAPTER 2 EXISTING CONDITIONS ASSESSMENT |

The key results of the RI include the following:

1. The Site is comprised of made land consisting of roofing materials, construction debris, and soil fill. Solidified tar boils and roofing materials are present on the embankments that form the shoreline with the Bay. Some of the material may contain non-friable ACM.
2. Numerous SVOCs, along with arsenic and 1,3,5-trimethylbenzene have been detected in samples of the soil (i.e. fill material) collected throughout the Site in concentrations that exceed the respective RNUA MSCs. PCBs were not detected in concentrations exceeding the MSCs.
3. A petroleum based non-aqueous phase liquid (NAPL) plume exists in the central part of the Site along the eastern boundary in the area where tar, asphalt, and other petroleum products were stored and transferred for use in the manufacture of roofing materials. The NAPL is very viscous and contains constituents that float (light phase NAPL [LNAPL]), as well as sink in water (dense phase NAPL [DNAPL]). Given the physical characteristics of the NAPL, its age, and the hydrogeology of the Site, it is appears that the boundaries of the NAPL are likely to be relatively stable.

4. Groundwater data was evaluated and the results indicate that diffuse groundwater discharges from the Site are not impacting the Bay.

As indicated by PADEP's approval of the RIR, the environmental conditions at the Site have been sufficiently characterized. Therefore, in accordance with Act 2, a Risk Assessment is currently being prepared to evaluate the potential risk to human health and the environment based on the end uses described in this Concept Plan. An Act 2 Cleanup Plan is also being prepared to mitigate the potential risk identified in the Risk Assessment risk. Those documents are expected to be submitted to PADEP during the spring of 2012.

Community Policy

In addition to identifying site conditions or constraints that may impact and/or shape the potential development of Bayfront Place, the applicable City zoning and subdivision and land development ordinances were assessed to conclude existing zoning districts and development specifications pertaining to the Bayfront Place property. The following summary chart highlights the significant development regulations and guidelines that pertain to development along the Bayfront and were taken into careful consideration when developing the Concept Plan. However, it is important to note that a zoning variance may be applied for and granted for any of these provisions.

Zoning Ordinance

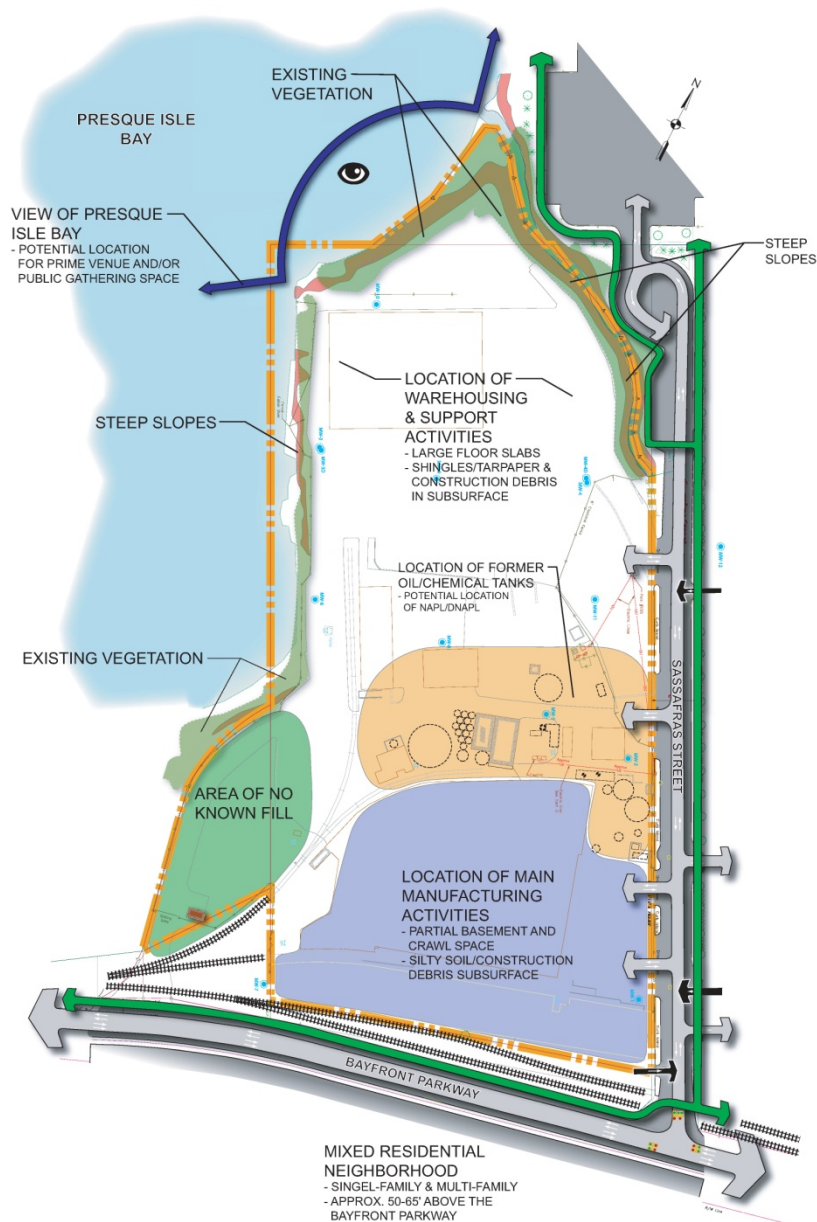
CODE	TITLE	REQUIREMENTS
202.50	Waterfront Districts	Intended as a mixed land use concept
202.51	Waterfront Commercial Districts	Shall be designed for residential, commercial, recreational and historical uses
205	Lot, Yard and Height Requirements	<p>Minimum Lot Area Per Family - 1,000 sq.ft.</p> <p>Maximum Lot Coverage by Buildings - 65% (does not include open decks, pools, walkways, etc.)</p> <p>Minimum Depth of Front Yard - 20' (to garage door) - Average of adjacent structures +/- 5' when multi-family</p> <p>Minimum Depth of Rear Yard - 1' width per 1' building height when adjacent to residential district - Planting screen required adjacent to residential district - 20' width minimum in all cases</p> <p>Minimum Total Width of Side Yards - 6' minimum, + 3' for each story above the second story</p> <p>Minimum Width of Least Side Yard - 3' minimum, + 3' for each story above the second story</p> <p>Maximum Height of Structure - 50' (not including penthouses, etc.; to be set back 1' for every 2' in extra - 100' for Multiple-Family use</p>
205.19	Maximum fence/Hedge/Enclosure Height	<p>8.5'</p> <p>30" maximum within 15' of curb and provide 70% transparency</p> <p>Dumpsters to be enclosed on at least three (3) sides</p>
306.10	Public Access - Waterfront Districts	<p>Minimum 12' free public access way abutting and parallel to the water's edge</p> <p>- A safety barrier shall be installed when an apparent danger exists adjacent to the free public access way</p> <p>- Minimum 760' between north/south access to a City of Erie Public R-O-W</p>
306.64	Off-Street Parking Landscaping	<p>Minimum of 10% of the gross parking area is to be living landscaping</p> <p>Screening shall be provided adjacent to other - Minimum 30" high - Minimum 2' wide planting area when utilizing landscape screening</p> <p>1 tree every 40' along the parking perimeter</p> <p>Maximum of 12 parking spaces in a row and then a - Planter islands a minimum of 50 sq. ft. and shall contain at least 1 tree</p>

CHAPTER 2 EXISTING CONDITIONS ASSESSMENT |

Key Site Issues and Opportunities

The following Site Analysis Map and Issues/Opportunities Summary illustrate the key Site conditions that will have the greatest influence on the Concept Plan from a site functionality perspective.

Site Analysis Map



Issues/Opportunities Summary

1. The NAPL/DNAPL area that is to be remediated will need to be carefully considered with respect to the location and the type of land use that is proposed to be developed in this area.
2. There are limited vehicular and pedestrian access points between the Site and the Bayfront Parkway that will influence internal site circulation and may prompt signalization modifications along the Bayfront Parkway.
3. According to PennDOT traffic estimates, there are nearly twenty-five thousand (25,000) average daily trips made along the Bayfront Parkway which can cause congestion during peak hours. This congestion can make site access and egress difficult.
4. The inactive CSX rail line situated between the Bayfront Parkway and the Bayfront Place property may provide an opportunity for improved pedestrian and vehicular circulation throughout the Bayfront area. This rail line is inactive west of Holland Street.
5. The shallow water depth in the Bay and wind exposure on the western side of the Site may influence water access and land use along this portion of the Site.
6. Much of the Site's land area is comprised of "made land" placed at the Site over approximately 100 years. The geotechnical properties must be considered when determining appropriate construction/development principals for the Site.
7. The adjacent Bayfront Convention Center provides a captive market to tap into, and can be leveraged by complimentary land uses.
8. Development functionality will be greatly influenced by the Site's relatively long and narrow shape.
9. There are memorable views/vistas of Presque Isle Bay from the northwest portion of the Site which can be leveraged to optimize development potential.

CHAPTER 2 EXISTING CONDITIONS ASSESSMENT |

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Chapter 3: Public Participation

Introduction

Referred to by many as “the last developable area along the Bayfront”, one of the primary objectives of the Bayfront Place conceptual planning process was to maximize public awareness of the project and to solicit feedback from the community and various stakeholders. Throughout the planning process, the ECCCA, AMEC Design Team, area agencies and governmental representatives, as well as area residents and visitors were able to express their thoughts about the positive and challenging aspects of redeveloping the former GAF site on Erie’s Bayfront. Four (4) venues for collecting feedback included ECCCA Board and Strategic Planning Committee meetings, stakeholder/key person interviews, a community survey, and public meetings.



Albion Area Fair

Meetings

ECCCA Board and Strategic Planning Committee Meetings

The Design Team met regularly with the ECCCA’s nine (9)-member Board and four (4)-member Strategic Planning Committee to discuss market observations, site constraints, and public input/perceptions as related to the potential Bayfront Place development. Ultimately, these meetings established the project’s initial principles regarding the planning process. The principles served as the philosophical foundation of planning/conceptual design activities and were continuously refined as new facts were revealed and new ideas emerged. The meetings were also held to review work completed to date, evaluate and build consensus regarding planning issues, coordinate with regards to the site remediation process, and discuss future planning schedules, directions and activities.

Stakeholder/Key Person Interviews

Being of high strategic importance to the City of Erie and the greater Erie region, the AMEC Design Team worked with the ECCCA Strategic Planning Committee to identify a group of stakeholders, or “key persons”, who could potentially provide additional insights/information regarding the potential redevelopment of the Site. The over sixty (60) identified individuals represent over twenty-eight (28) local and regional elected officials, regulatory agencies, business owners, non-profit, and community groups. The AMEC Design

CHAPTER 3 PUBLIC PARTICIPATION |

Team met with identified individuals early in the planning process to discuss initial thoughts and concerns regarding the redevelopment's role in the Bayfront area, and the findings from these meetings influenced the planning direction.

Subsequent meetings or interviews were held with select stakeholders following conceptual development to discuss how the redevelopment could dovetail with other initiatives and efforts in the Bayfront area and greater Erie area.

Stakeholders

Baldwin Group
East Side Task Force
Behrend College
Builders Hardware
Carpenters Local 81
City of Erie Council
City of Erie Mayor
Curtze Food Products
Economic Development Corporation of Erie County
Environment Erie
Erie Community Foundation
Erie County Executive
Erie Downtown Partnership
Erie Insurance
Erie Parking Authority
Erie Redevelopment Authority
Erie Regional Chamber & Growth Partnership
Erie Water Authority
Erie Western Port Authority
Gannon University
Hamot/UPMC Medical Center
Mercyhurst College
PA Senator J. Earll
PennDOT
Preferred Systems Inc.
Save Our Native Species
Urban Erie Community Development Corporation
Visit Erie

Community Survey

In conjunction with one of the project's primary goals, the AMEC Design Team developed a Community Survey early in the planning process to garner input from Erie County residents and visitors regarding the redevelopment of the Site. The survey

included questions pertaining to types of land uses that were desirable along the Bayfront and those that would most complement the existing development, as well as what land uses were not suited for development in the Bayfront area. Surveys were distributed at several public venues/events held throughout the County in the fall of 2011 and were also available through the Project Website. Over thirteen-hundred (1,300) surveys were submitted to the ECCCA; the public opinions helped guide the overall redevelopment land use strategy for Bayfront Place.



Erie Heritage Festival

Public Meetings/Events

Two (2) public meetings were conducted throughout this planning process. The first meeting was conducted to present background information and initial design/feasibility considerations with regards to the redevelopment of the Site. The second meeting was used to present the Concept Plan Diagram, the Development Schematic, and the vision for Bayfront Place's role as a potential catalyst for positive transformation of the Bayfront. Furthermore, several "inspirational" photos and artistic renderings were presented to illustrate what the fully developed Bayfront Place could look like.



Public Meeting at the Bayfront Convention Center

Additional Communication and Outreach Methods

Website

A project website, www.gafbayfrontvision.com, was created to inform the public about the project, provide background studies and information, announce project milestones and meetings dates, and provide a forum for public

comments. The website also linked to the Community Survey.

Welcome Learn Imagine Participate

Completing the Bayfront

The GAF Bayfront Concept Plan

What is the GAF Bayfront Concept Plan?

The Plan will establish a vision for how the last development site along the City of Erie's Bayfront could be redeveloped. The key goal of the Plan is to identify the highest and best uses for the site which are compatible with the surrounding area, complementary with the Bayfront Convention Center and generate revenue for local governments. The Concept Plan will then guide environmental remediation at the site so that the highest and best use for the property can be more fully realized. As part of the Plan's preparation, numerous studies, reports, maps, analyses and guidelines will be prepared in order to evaluate the feasibility and marketability of alternative redevelopment visions.

[View the Preliminary Concept Plan presentation.](#)

Click Here

Project Website Home Page

CHAPTER 3 PUBLIC PARTICIPATION |

Highlights of the Public Engagement Process

The following is a summary of the key observations and comments received from the public through the various outreach venues. These observations and comments represent sentiments of the majority of individuals who provided their input in the project.

1. Public access to the Bay is important and should be provided to the water's edge.
2. Additional recreation/green space and access beyond what is required by the City ordinances should be provided.
3. The proposed land uses for the Concept Plan should be predominantly tax revenue generating uses.
4. Create a mixed use development/neighborhood that will attract both residents and visitors to the Bayfront.
5. Initial development at the Site should happen quickly to become a catalyst for the remainder of the property and greater Bayfront area.
6. The public should be protected through the long-term remediation and control of any potential environmental contamination that exists from the Site's former industrial past.
7. A mixture of limited residential uses is acceptable so long as it is not a "gated" or private community/development.
8. Retail uses should be encouraged to take advantage of the exposure to and traffic along the Bayfront Parkway.
9. A publicly-oriented destination use is desired that will not increase the burden on taxpayers for operating capital and costs.

Chapter 4: Market Observations

Introduction

A combination of qualitative and quantitative techniques suitable for performing a background analysis and market research on the City of Erie, Erie County, and the surrounding area were completed to identify demographic trends. These trends, in conjunction with market observations, provide insight into the types of land uses that will have the highest development potential based upon current market conditions. These uses, weighed against other project analyses (Site conditions and public input) will help identify the highest and best use(s) for Bayfront Place.

Demographic trends were analyzed for the City and County of Erie, and the surrounding region, including the adjacent counties of Warren and Crawford counties (Pennsylvania), Chautauqua County (New York), and Ashtabula County (Ohio). Demographic trends and projections analyses were performed using U.S. Census data and proprietary demographic analysis software (Esri), and covered specific years 2000, 2010 (estimated), and 2015 (projected). Using data from Woods and Poole, specific demographic trends for Erie County were further projected to 2025.

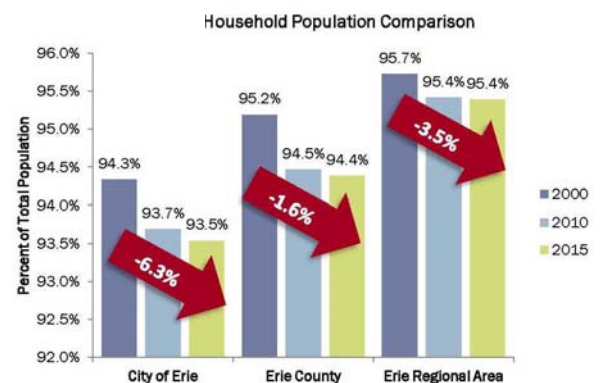
An Industry and Labor trends analysis was performed on the city and county of Erie, as well as the surrounding region, using the US Census Bureau’s Quarterly Workforce

Indicators and its “On The Map” program, as well as data from the Bureau of Labor Statistics. A work area analysis and labor shed analysis was performed for the most recently available years (2005, 2007, and 2009), and projected to 2018 using the Bureau of Labor Statistics National Employment Projections by Industry.

Economic Data

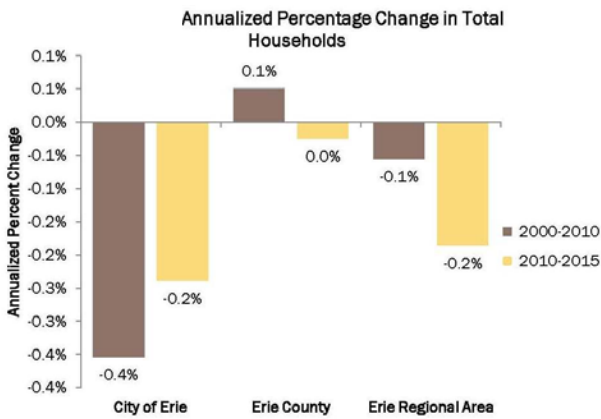
Community Overview

Erie household population has decreased by an estimated 4,500 individuals between 2000 and 2010, and is projected to decrease by an additional 2,000 individuals by 2015. While household populations in Erie County and the regional area are also projected to decrease through 2015, the household population decline is more pronounced in the city of Erie (a 2000-2015 decrease of -6.3 percent, versus -1.6 percent in the County and -3.5 percent in the regional area).

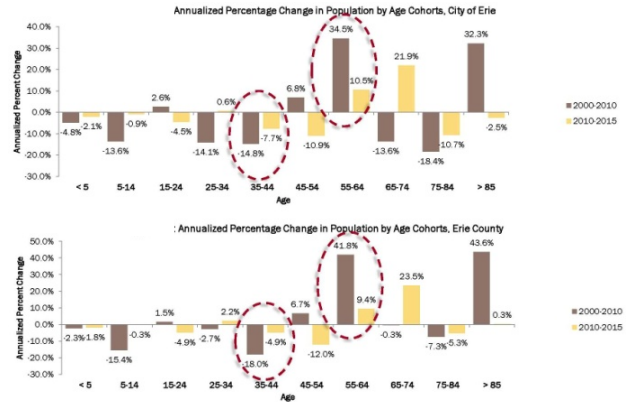


CHAPTER 4 MARKET OBSERVATIONS |

Similarly, total households in the City of Erie are projected to decrease by approximately 2,000 households by year 2015. This represents a total decrease of -4.7 percent from 2000-2015, or an annualized rate of decrease of -0.3 percent. Again, similar trends in annualized household decline are observed in the other geographies under study, but the trend is most pronounced in the city of Erie.

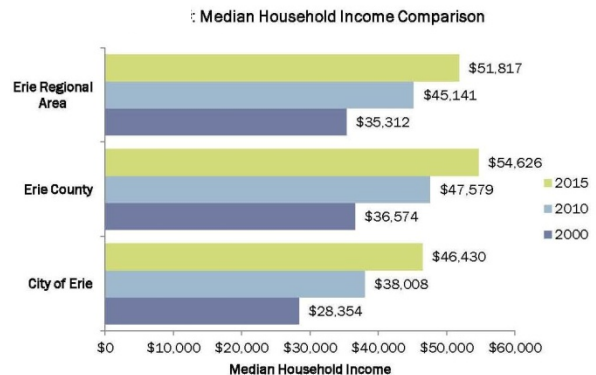


The City of Erie has, in general, followed national aging trends, with increases in retirement-age populations and decreases in working-age populations similar to trends observed in the County and the regional area. Most notably, the 25-34 age group is projected to decrease by -13.6 percent and the 35-44 age group by -21.3 percent by 2015, while the 55-64 age group is projected to increase by 48.7 percent over the same time period.



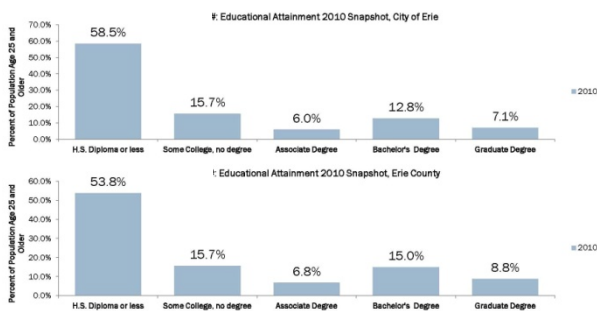
Household Income

Median incomes in the city of Erie are significantly less than those of the County or of the regional area. This is unsurprising, given that 92 percent of Erie households earned less than \$75,000 per year in 2000 (with 66 percent of all households earning less than \$40,000 per year). While household incomes are projected to increase through 2015, median household incomes in Erie are still projected to lag \$5,000 to \$7,000 behind elsewhere in the County as well as the overall region.

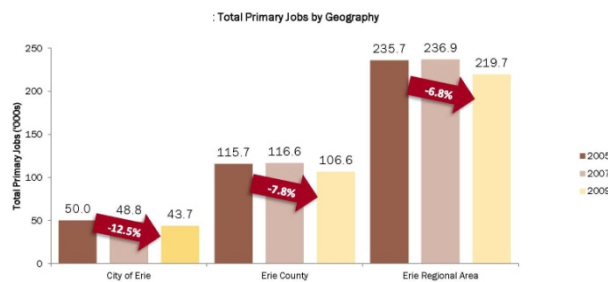


Work Force Observations

2010 educational attainment in the city of Erie was similar to that of the County and of the regional area, with the majority of the 25+ population achieving a high school diploma or less. In all geographies, approximately 20 percent of the 25+ population achieved a bachelors degree or higher, with 7-9 percent earning a graduate degree.

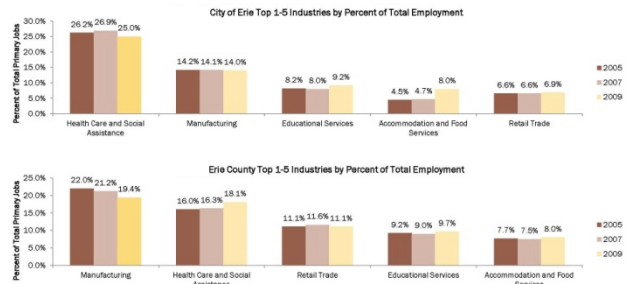


Total employment within the city of Erie has decreased from approximately 50,000 jobs in 2005 to approximately 44,000 jobs in 2009 (the most recently available data years). Similar trends in decreasing employment have been observed in the County, as well as the regional area, through again, the trend is most pronounced in the City.



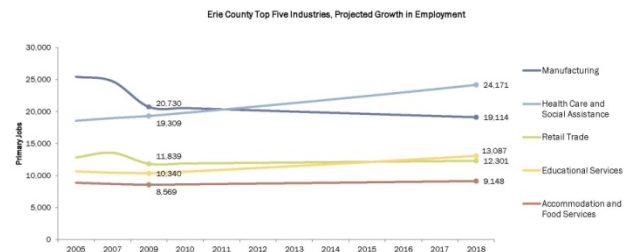
Health care, manufacturing, educational services, accommodation and food

services, and retail trade make up the top five industries for the City, County, and regional area. Health care is the largest



industry in the City of Erie, employing 25 percent of the population in 2009, while manufacturing is the largest employer in both the County and the regional area, employing 19.4 and 20.5 percent of their respective populations in 2009

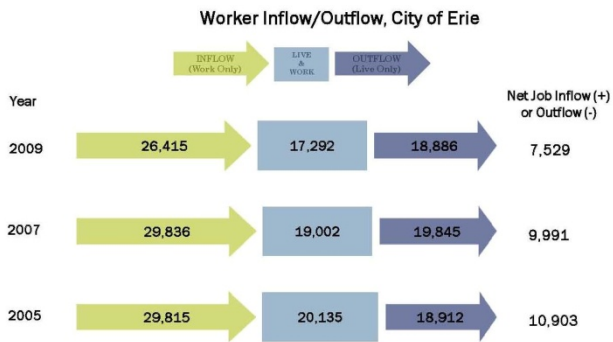
Using projections from the Bureau of Labor Statistics to estimate growth in Erie County's top five industries (by employment) to 2018 and assuming these industries follow national growth trends,



total employment in the top five industries is projected to grow by 10 percent over the 2009-2018 time period, an increase of over 7,000 jobs in the County. Of the top five industries in Erie County, only manufacturing is projected to see a decrease in overall employment.

CHAPTER 4 MARKET OBSERVATIONS |

The City of Erie demonstrated a net job inflow of 12 percent in 2009, meaning approximately 7,500 more workers came into the City to work than left the city to work. While the City has had a net job inflow since at least 2005, the total number of workers commuting into the city has decreased from 29,815 workers in 2005 to 26,415 workers in 2009. Additionally, Erie workers who also live in the City have decreased by approximately 3,000 workers between 2005 and 2009, while job outflow has remained relatively stable over the same time period.



The City of Erie remains the largest single source and destination for workers within all three geographies. In 2009, forty eight (48) percent of City residents also worked in the city of Erie; thirty six (36) percent of County residents worked in the city of Erie, and seventeen (17) percent of all regional area residents worked in the city of Erie.

	2005	2007	2009
Erie city, PA	20,135 51.6%	19,002 48.9%	17,292 47.8%
Lawrence Park CDP, PA	1,158 3.0%	1,250 3.2%	1,219 3.4%
Northwest Harborcreek CDP, PA	363 0.9%	523 1.3%	502 1.4%
Fairview CDP, PA	423 1.1%	499 1.3%	383 1.1%
Pittsburgh city, PA	373 1.0%	384 1.0%	378 1.0%
North East borough, PA	173 0.4%	121 0.3%	169 0.5%
Wesleyville borough, PA	155 0.4%	180 0.5%	151 0.4%
Edinboro borough, PA	147 0.4%	126 0.3%	122 0.3%
Meadville city, PA	98 0.3%	121 0.3%	120 0.3%
Lake City borough, PA	180 0.5%	121 0.3%	113 0.3%
All Other Locations	15,842 40.6%	16,520 42.5%	15,729 43.5%

	2005	2007	2009
Erie city, PA	44,955 39.1%	43,300 37.5%	37,495 36.0%
Lawrence Park CDP, PA	4,057 3.5%	4,335 3.8%	4,137 4.0%
Corry city, PA	2,763 2.4%	2,610 2.3%	1,936 1.9%
Fairview CDP, PA	2,070 1.8%	2,300 2.0%	1,822 1.7%
Northwest Harborcreek CDP, PA	1,383 1.2%	1,773 1.5%	1,682 1.6%
North East borough, PA	1,549 1.3%	1,168 1.0%	1,383 1.3%
Edinboro borough, PA	1,224 1.1%	1,117 1.0%	1,061 1.0%
Pittsburgh city, PA	971 0.8%	1,020 0.9%	1,056 1.0%
Lake City borough, PA	864 0.8%	793 0.7%	769 0.7%
Girard borough, PA	738 0.6%	850 0.7%	753 0.7%
All Other Locations	54,366 47.3%	56,295 48.7%	52,095 50.0%

Source: US Census Bureau, OnTheMap, 4ward Planning LLC, 2011

	2005	2007	2009
Erie city, PA	47,021 18.3%	45,425 17.7%	39,685 16.7%
Jamestown city, NY	13,023 5.1%	12,790 5.0%	10,828 4.6%
Meadville city, PA	7,804 3.0%	7,835 3.0%	7,049 3.0%
Warren city, PA	4,627 1.8%	6,366 2.5%	5,999 2.5%
Ashtabula city, OH	5,858 2.3%	5,289 2.1%	4,437 1.9%
Lawrence Park CDP, PA	4,291 1.7%	4,616 1.8%	4,435 1.9%
Dunkirk city, NY	4,796 1.9%	4,496 1.7%	4,213 1.8%
Corry city, PA	3,828 1.5%	3,748 1.5%	2,947 1.2%
Fredonia village, NY	3,238 1.3%	3,350 1.3%	2,819 1.2%
Conneaut city, OH	3,316 1.3%	3,076 1.2%	2,552 1.1%
All Other Locations	158,600 61.9%	160,354 62.3%	152,050 64.2%

Real Estate Observations

Based upon existing market conditions within the City of Erie, Northwestern Pennsylvania, as well as national market trends, the following key observations were made with respect to the development potential of the Bayfront Place property.

1. The Bayfront Place site is not suitable for national retail uses due to a lack of sufficient population and income to support them, as well as a general lack of land to support large building footprints, parking and clusters of development.
2. Bayfront Place may be suitable for some local/regional retail/restaurant users which can capitalize on the exposure to the Bayfront Parkway traffic flows, proximity to the Bay and proximity to other uses and visitors/tourists related to the attractions in the Bayfront area. However, less than ideal market

populations and disposable income, coupled with seasonal climate constraints, may limit the potential for this type of use.

3. There is a deficit of hotel rooms located immediately adjacent to the Bayfront Convention Center. Furthermore, a select service hotel could also leverage proximity to the City's hospitals and universities.
4. Although there may be some demand for professional office space, particularly in a "prime location" such as Bayfront Place, there is currently an over-supply of space in the City of Erie, including a slight surplus of Class A office space. Any initial office space development should be limited in the short-term.
5. As per a recent market study completed for the Erie's nearby East Bayfront Neighborhood¹, there is an immediate demand for a variety of market rate residential uses, including single and multi-family dwellings as well as rental units.
6. There is currently a shortfall of parking for large events and conventions.

¹ An analysis of the East Bayfront Neighborhood for Development of Market Rate Housing.

CHAPTER 4
MARKET OBSERVATIONS |

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Chapter 5: Concept Plan

Introduction

The Bayfront Place Concept Plan details a vision for the redevelopment of the Site. This chapter focuses on the identification of the highest and best land uses, planning and design principles, and the Concept Plan that can guide development after site remediation. This preferred concept was developed using the existing conditions assessment and market observations. Moreover, it reflects the interests of the community in providing the types of development sought by residents and local officials balanced with current market realities. The Concept Plan is merely a “road map”, not a detailed engineering plan, to redevelopment and remains fluid to adapt to market changes and the needs of site developers. However, a potential development scheme has been prepared to illustrate what Bayfront Place might look like and to highlight the land uses and planning/design principles that are at the core of the Concept Plan

Highest and Best Use

Based upon the findings of the existing conditions assessment, public input and market observations, a Highest and Best Use Analysis was conducted to identify appropriate land uses for development, and how those land uses relate to one another, the Site, and adjacent development. The Highest and Best Use Analysis Map and subsequent Planning and Design Guidelines were the foundation for the development of the Concept Plan.

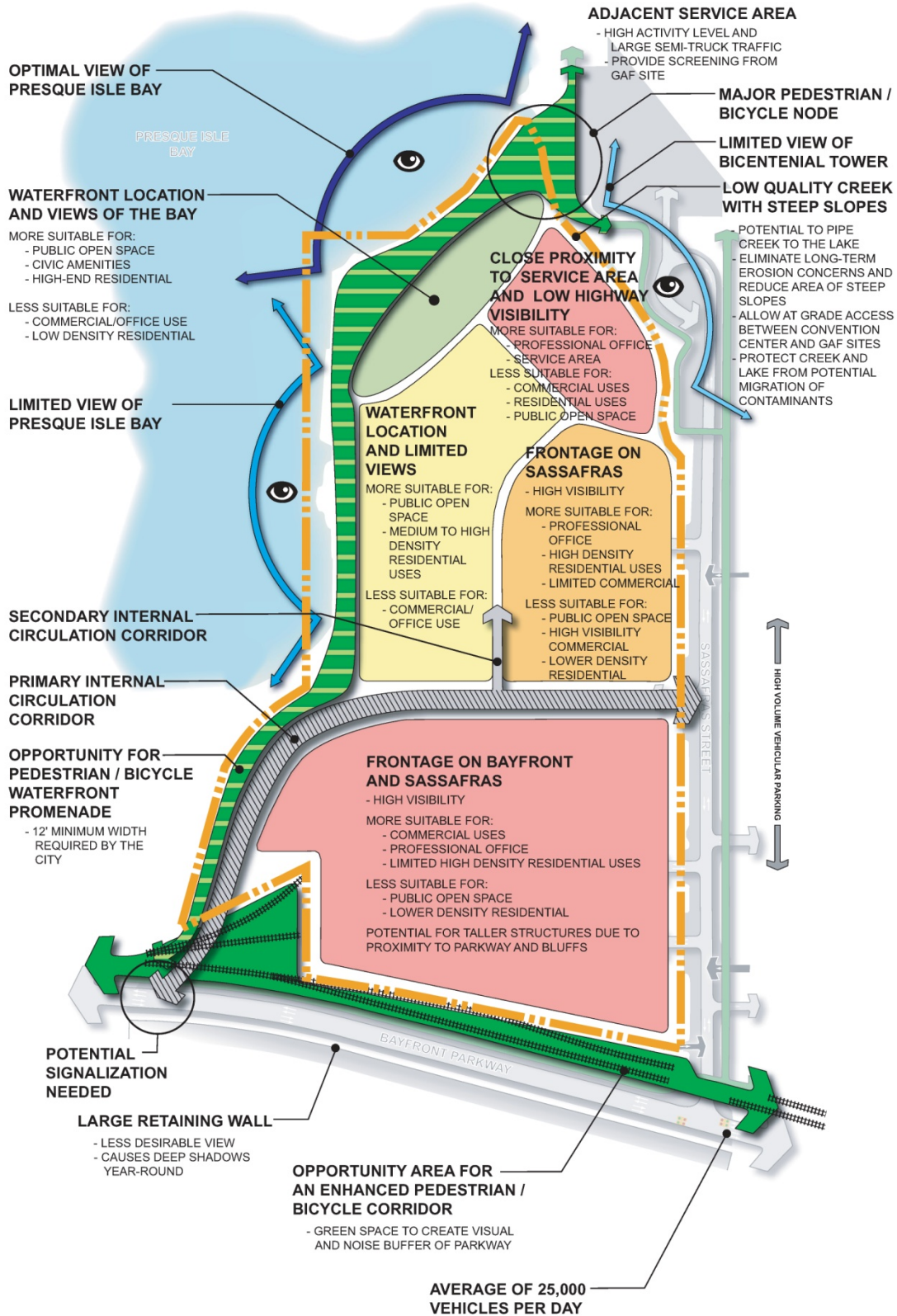
In general, the Highest and Best Use Map identifies six (6) key Site areas and the appropriate land uses for development in each area. These areas include:

1. Land immediately adjacent to the Bay on the west and north sides of the Site. This area is ideal for a pedestrian/bicycle waterfront promenade, including the twelve foot (12 ft.) minimum public access required by the City ordinances.
2. The northwest corner of the Site, which features a waterfront location and views of Presque Isle Bay. This area is more suitable for public open space, civic amenities, hospitality and residential uses.
3. The northeast corner of the property, which is adjacent to the Convention Center service area and has low visibility to the Bayfront Parkway, is appropriate for professional office and shared service space.
4. The center-west portion with its waterfront location and limited views of the Bay is suitable for public open space and medium to high-density residential uses.
5. The center-east area of the Site, fronting on Sassafras Street, is appropriate for the development of professional office, high-density residential and limited commercial uses.

CHAPTER 5 PREFERRED CONCEPT PLAN |

6. The southern portion of the Site, which fronts on the Bayfront Parkway, is suitable for commercial, professional office and limited high-density residential uses due to its high visibility to Parkway traffic.

Highest and Best Use Map



CHAPTER 5 PREFERRED CONCEPT PLAN |

Planning and Design Principles

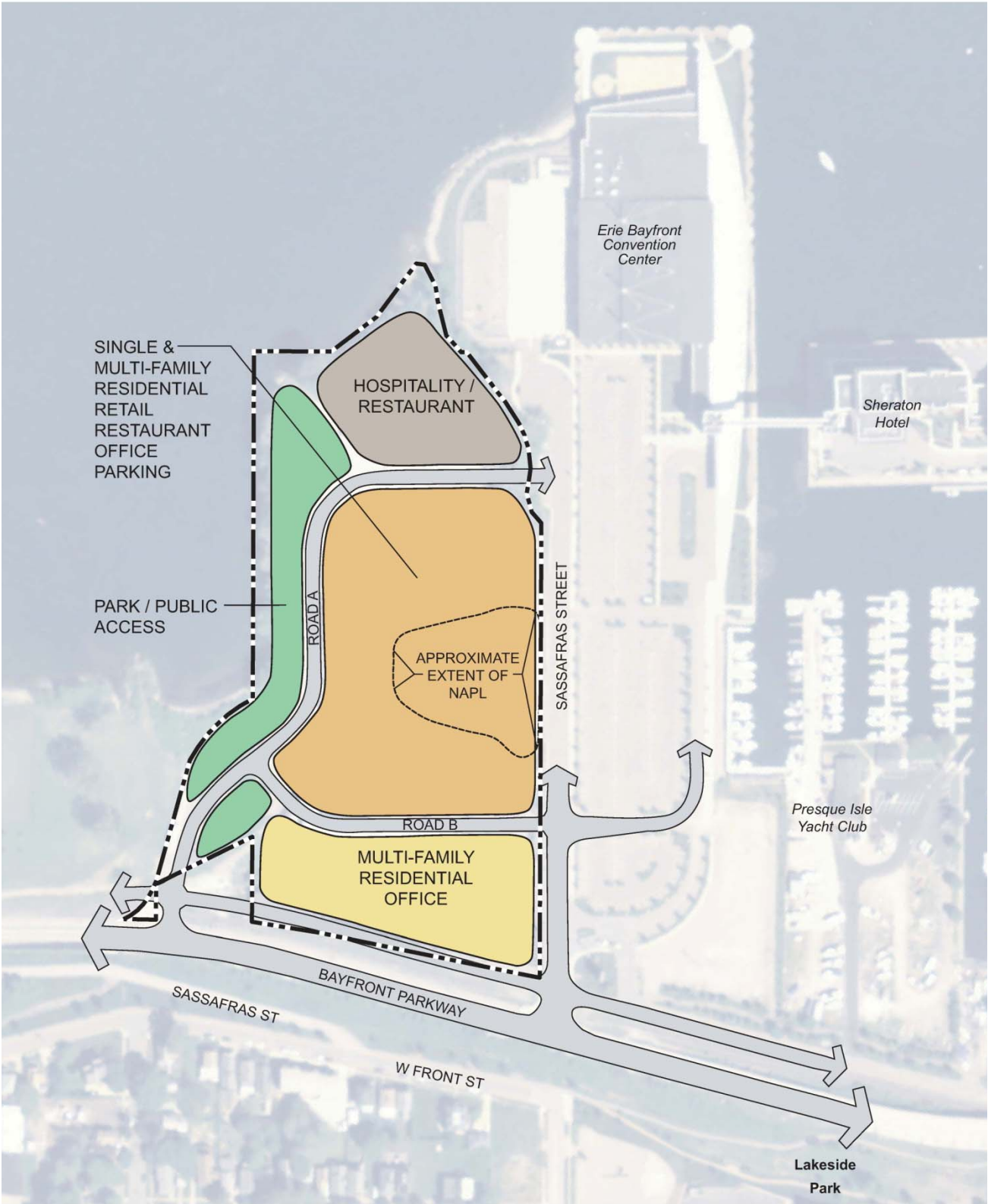
As a complement to the identified highest and best uses, a series of design principles were established. Principles are simplified directives that represent the core values embodied by the community and ECCCA. The final development plan and any potential future development must respond, respect, and adhere to each design principle in order to successfully reflect the community's values. Currently, the Planning and Design Principles are expected to include:

1. Accommodate a Public Market that ties to the water and Bayfront Parkway.
2. Develop a minimum 12 ft. wide Bayfront walkway or pedestrian promenade.
3. Activate the ground floor of non-single-family buildings with retail, office, restaurant and entertainment uses.
4. Utilize a nautical theme for the architectural character of buildings and public improvements.
5. Locate retail, restaurant, and entertainment uses within close proximity to the Bayfront Convention Center.
6. Use streets and grade changes to differentiate public and private property.
7. Provide weatherized parking in close proximity to the Bayfront Convention Center's main building entry.
8. Minimize road and utility construction.
9. Improve access to the Bayfront Parkway and secondary circulation in the Bayfront area.

Concept Plan

The following Concept Plan is the culmination of the outcomes and conclusions drawn from all the planning activities previously described in this report. The image depicted below represents the conceptual layout for the redevelopment of the Bayfront Place property. While conceptual in nature, the diagram outlines a palette of desirable Site improvements.

Concept Plan



CHAPTER 5 PREFERRED CONCEPT PLAN |

The Concept Plan illustrates the preferred internal site circulation/utility corridors as well as five (5) development areas and the specific land uses that would be suitable for each area. General anticipated improvements are:

1. The entrance to the Convention Center is reconfigured to provide better ingress and egress, as well as to accommodate development of a year-round public Market House.
2. The proposed public Market House is anticipated to house local vendors and restaurant space, and should include additional outdoor space for seasonal programming and events.
3. The strategic location of the Market House not only provides a visible and iconic anchor for the Bayfront Place redevelopment, but will also allow proposed vendors to take advantage of both the adjacent Convention Center and its visitors, as well as the high visibility to the Bayfront Parkway.
4. Existing sidewalks and pedestrian walkways will be extended along newly created streets and right-of-ways, as well as along the Bayfront's water edge.
5. The northern most portion of the Site adjacent to the Bay is proposed for hospitality and/or restaurant uses to leverage the proximity to the Bay and adjacent Convention Center.
6. The southern most portion of the Site adjacent to the Bayfront Parkway is proposed for professional office uses to leverage access and visibility to the Parkway, as well as for some multi-family uses such as apartment buildings.
7. The central and largest portion of the Site is proposed for a mixture of uses including multi-family residential, single-family residential, retail, restaurant, office, and parking. While this provides a wide range of development flexibility, it is likely that parking and non-residential uses are best suited for development in the NAPL/DNAPL area.
8. The parking is centrally located within the Site to maximize efficiency through shared parking use, effectively reducing the total number of parking spaces that would otherwise be required by City codes.
9. The NAPL/DNAPL area will be covered to prevent exposure to future Site users, and measures will be implemented to prevent future potential migration of contaminants into adjacent areas.
10. The Site will continue to be accessed primarily via Sassafras Street, however a second signalized intersection with the Bayfront Parkway will be developed to accommodate peak traffic hour demands.

11. Primary internal circulation will be provided by a “waterfront” road which parallels the Bay and terminates at the Sassafras Street cul-de-sac, as well as a “mid-block” cross street.
12. In keeping with current PennDOT planning studies, a potential Bayfront Parkway parallel road is proposed to service local traffic along the Bayfront. This road would extend from Liberty Park to connections at State Street and Holland Street.
13. A public greenway park is proposed to be located on the Site’s most valuable land situated between the “waterfront” road and the Bay. This park far exceeds the minimum 12 ft. water’s edge access required by the City and will provide space for passive recreation and gathering. The Park’s location also provides the public with the Site’s best views of the Bay and incredible sunsets. The organization of public space to the periphery of the Site also provides a clear and distinct buffer/separation from the private lands/uses towards the interior of the Site.

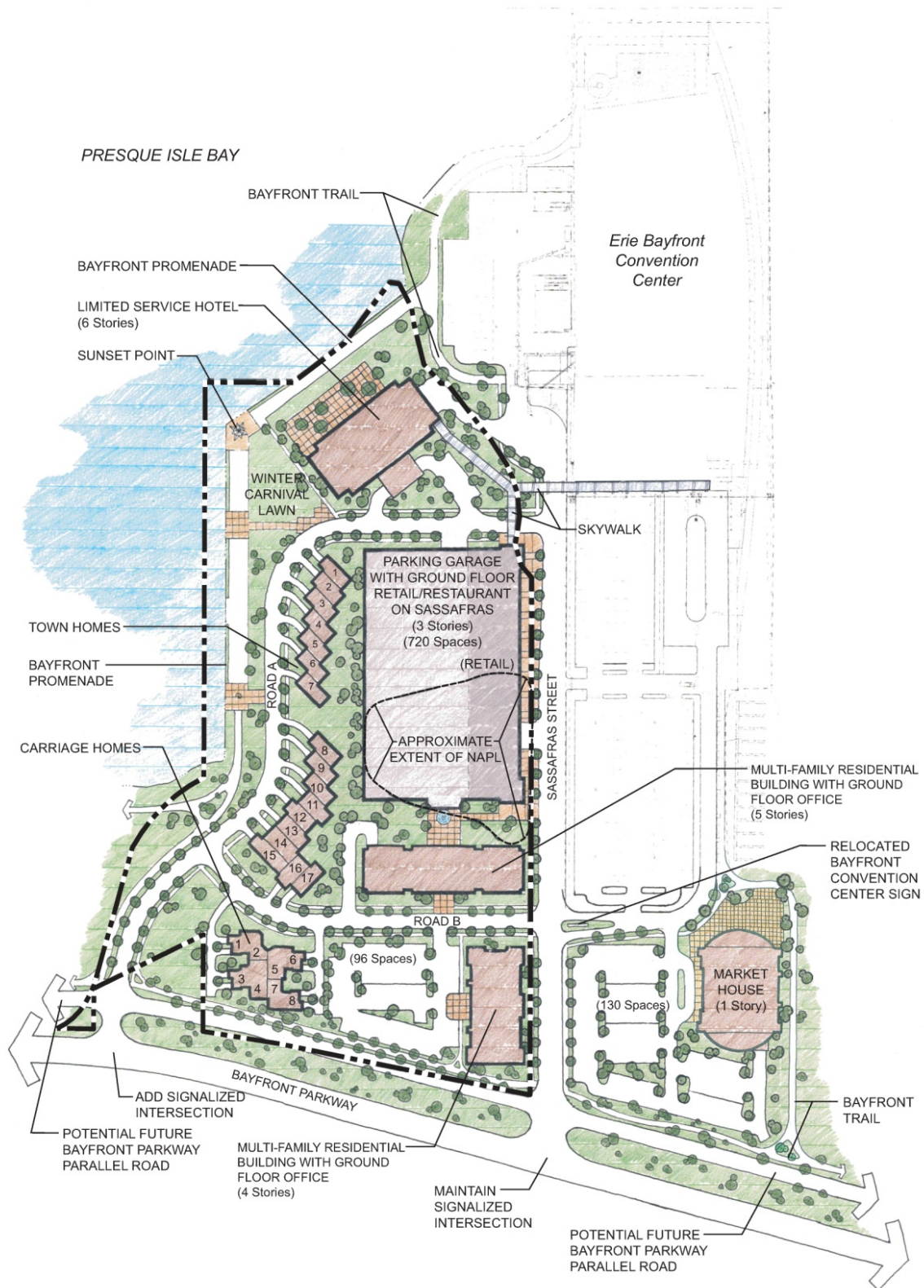
“For Instance” Development Schematic

While the Concept Plan may appear vague, as previously mentioned, it is purposefully intended to be as flexible as possible in order to adapt to additional public input, changing market conditions, and the needs

of the eventual site developer. In order to provide a better picture or “for instance image” of what Bayfront Place can become, a single potential development schematic was investigated to help solidify the project’s vision. The following potential development schematic does not necessarily represent what will be developed, it merely provides an example of a potential development layout, inspirational photographs depicting key land uses and associated building character and architectural styles, as well as artist’s rendering of what the Site could look like when redevelopment is complete.

CHAPTER 5 PREFERRED CONCEPT PLAN |

“For Instance” Development Schematic



Development Schematic:
“For Instance” Public Use Improvements



Inspirational Examples



CHAPTER 5 PREFERRED CONCEPT PLAN |

Development Schematic:
"For Instance" Mixed/Commercial Uses



Inspirational Examples



Development Schematic:
"For Instance" Residential Uses



Inspirational Examples



CHAPTER 5 PREFERRED CONCEPT PLAN |

“For Instance” Public Market House and Festival Plaza



“For Instance” Bayfront Promenade



“For Instance” Sassafraas Street Mixed Use Area



“For Instance” Overall Bayfront Place Development



CHAPTER 6 SUSTAINABILITY |

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Chapter 6: Sustainability

Introduction

In addition to the identification of appropriate uses, a sustainability analysis was also conducted to identify opportunities for incorporating sustainable elements or “green development” aspects into any future site designs and construction. The inclusion of sustainable elements will not only protect and/or enhance valuable/sensitive natural resources, but it can also reduce long-term infrastructure costs.

The following Sustainability Matrix identifies opportunities to incorporate specific sustainability principles, and outlines each principle’s potential challenges, benefits and trade-offs.

Principle	Opportunity (Y/N/Limited)
I. Site Selection	
A. Redevelop brownfield/grayfield rather than construction new development	Y
B. Avoid developing on sites with wetlands or floodplains	Y
C. Avoid developing on sites with evidence of critical habitat or endangered species	Limited
D. Select a site that provides all forms of transit (buses, trains, bike/pedestrian trails) and encourages non-motorized forms of transportation	Y
II. Site Design & Construction	
A. Protect critical (threatened or endangered) habitat for species of special concern and areas of high biodiversity through habitat enhancement and connectivity	Limited
B. Preserve existing natural resources (habitat, tree cover, vegetation, drainage ways, steep slopes, soils, etc.)	Limited
C. Repair damaged ecosystems	N
D. Create habitat for targeted species and promote biodiversity	Limited
E. Enhance tree cover; reduce heat island	Y
F. Plant natives and perennials plant species, where possible	Y
G. Control and manage invasive species found on site	Limited
H. Reuse or recycle rocks and soil generated during construction	Highly Limited
I. Provide topsoil and soil amendments prior to installing any landscape areas or athletic fields; includes 12" minimum topsoil	Y

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SUSTAINABILITY |

II. Site Design & Construction	
J. Re-use/rehab existing buildings and infrastructure	N
K. Minimize development impact, while protecting as much as possible. For example, site topography, (steep slopes, hillsides, forested areas, rock outcroppings), trees, soils, etc. will be protected during site construction	N
L. Restore appropriate plant biomass on site. Where existing plant material exists and is removed during construction, newly placed plant mass must equal previous mass in 10 years	Y
M. Use vegetation to minimize building heating/cooling requirements; includes green roofs, planting deciduous and coniferous trees, etc. Plant deciduous trees on south side of buildings for cooling in summer; plant coniferous trees on north side for heating in winter	Y
N. Minimize and consolidate turf lawn and development areas; provide lawn only in playfields, picnic areas and other appropriate locations and plant longer grass or wildflower meadow where lawn will not be used	Y
III. Water and Stormwater Management	
A. Manage all stormwater on site	Y
B. Provide natural stormwater management features (vegetated swales, rain gardens, bio-swales, rain barrels, green roofs, etc.)	Y
C. Use watershed patterns and existing grades to provide drainage patterns	Limited
D. Minimize area of impervious coverage	Limited
E. Promote groundwater infiltration and eliminate runoff through the use of permeable surfacing on parking lots, trails and walkways as well as, replacing constructed surfaces with vegetated surface and/or open grid paving	N
F. Restore/protect riparian buffers, headwaters, streams, wetlands and floodplains	Y
G. Exceed riparian and environmentally sensitive feature setbacks to protect sensitive resources	Y

Principle	Opportunity (Y/N/Limited)
IV. Conserve Energy / Integrate Green Design and Construction Practices	
A. Use building materials that incorporate recycled/sustainable content; including rubber mulch, recycled plastics, etc. for all park amenities/materials.	Y
B. Green design and construction practices will be integrated through the use of "LEED®" guidelines	Y
C. Reduce potable water use; includes minimizing energy use for water application, maximizing the use of gray water and conserving potable water. Gray water shall be collected from parking lots, building roofs, fields, etc. in underground cisterns to be used for irrigation	Y
D. Reduce outdoor and indoor energy consumption on site; includes using compound fluorescent light bulbs, push-button lighting for athletic fields, timers on all outdoor/indoor lighting, LED and solar lighting, etc.	Y
E. Use clean and alternative sources of energy; including residential style wind turbines, solar panels, etc.	Y
F. Reduce light pollution; programming lights to turn-on/shut-off at appropriate times	Y
G. Provide for the storage and collection of recyclables	Y
V. Connecting People to Nature	
A. Provide optimum site accessibility (meeting all Americans with Disabilities Act (ADA) guidelines), safety and way-finding	Y
B. Provide opportunities for outdoor physical activity; includes, trails and bikeways, playgrounds, sports facilities, spray parks, play structures, and other programs, etc.	Y
C. Educate or build public awareness of the sustainability and the outdoors; includes use of interpretive signage, environmental education programs, etc.	Y
D. Provide outdoor spaces for social interaction and mental restoration	Y
E. Protect and maintain unique cultural and historical places	Limited
F. Incorporate walking, biking and running trails within site facilities	Y
G. Connect site to nearby recreation facilities/walkways/bikeways and regional trail networks	Y
H. Provide access to the site through public/alternative forms of transit rather than motorized vehicles	Y

Post Script: Public Comment on Concept Plan

Introduction

A brief summary of the general comments received from the public and the key stakeholders following the February 2012 public meeting have been provided. These comments can provide additional guidance for a future developer(s) and the ECCCA as the site remediation is completed and redevelopment activities advance.

The comments are grouped by topic and represent an abstraction of the discussions that have occurred since the February 2012 public meeting as related to the “For Instance” Development Schematic. Many of the public suggestions could be incorporated into future development plans assuming that there is market and larger community support. Some of the suggestions could in fact be a requirement made of any future development once subsequent plans are made available.

Streets

The street grid should reflect urban charter with short blocks and multiple intersections. A similar character can be found in the city neighborhoods situated between W. Front and W. 6th Streets.

Building Density

In tandem with a desire for a more urban street system, additional building density could be developed. The density of

buildings, however, will be dependent upon the real estate market, the mixture of land uses, and the available budget for development when development actually occurs.

Residential

Consider the development of fewer single owner occupied residential houses and more apartment or condominium type residences constructed above street level office, restaurants, or shops.

Retail and Office

If the market can support the long- term feasibility and sustainability, a large portion of the Site should be committed to retail and office, particularly along the western shoreline

Parking

While on-site parking is needed and should be strategically located to optimize access to any future uses as well as the existing Bayfront Convention Center, surface parking lots should be discouraged and parking garage footprints should be minimized. Moreover, where possible constructing additional uses above a parking garage is preferred even if this would require variances to city ordinances to be granted for additional height considerations.

Civic Space

As a complement to a major public linear park along the western shoreline of Bayfront Place, future development should incorporate smaller public spaces that buildings can wrap around and provide

POST SCRIPT |

places for leisure, recreation, and entertainment such as ice skating, kite flying, etc.

Market House

Consider locating the public market house on the Bayfront water edge rather than the marina's harbor.

Water's Edge

With strong support for a linear public park, this space could be further embellished with a signature light or water feature that is visible from afar. Moreover, the waters edge, pending the availability of funding and financing, should incorporate a unique experience such as a pier or accessible breakwater that allows additional public access. Collectively these enhancements should provide inspiration and a unique Erie flavor.