

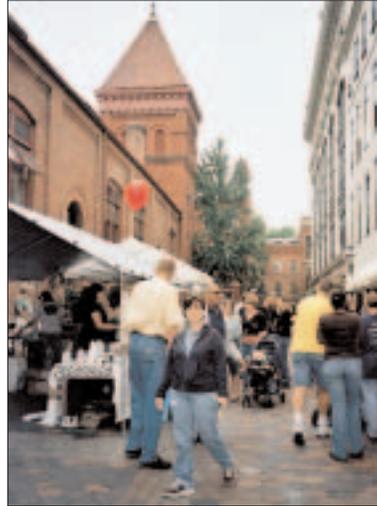
Lancaster Central Market

M A S T E R P L A N

March 2005

Funded by:

**City of
Lancaster**



**County of
Lancaster**



**The Lancaster
Chamber of
Commerce
& Industry**

Prepared by: **Murphy & Dittenhafer Architects**

With: **The Food Trust, Wagman Urban Group, & Mary Means & Associates**

Assisted by: **Mahan Rykiel Associates, Inc., & Moore Engineering Company**

“It’s hard to make a forecast, especially for the future.”

YOGI BERRA

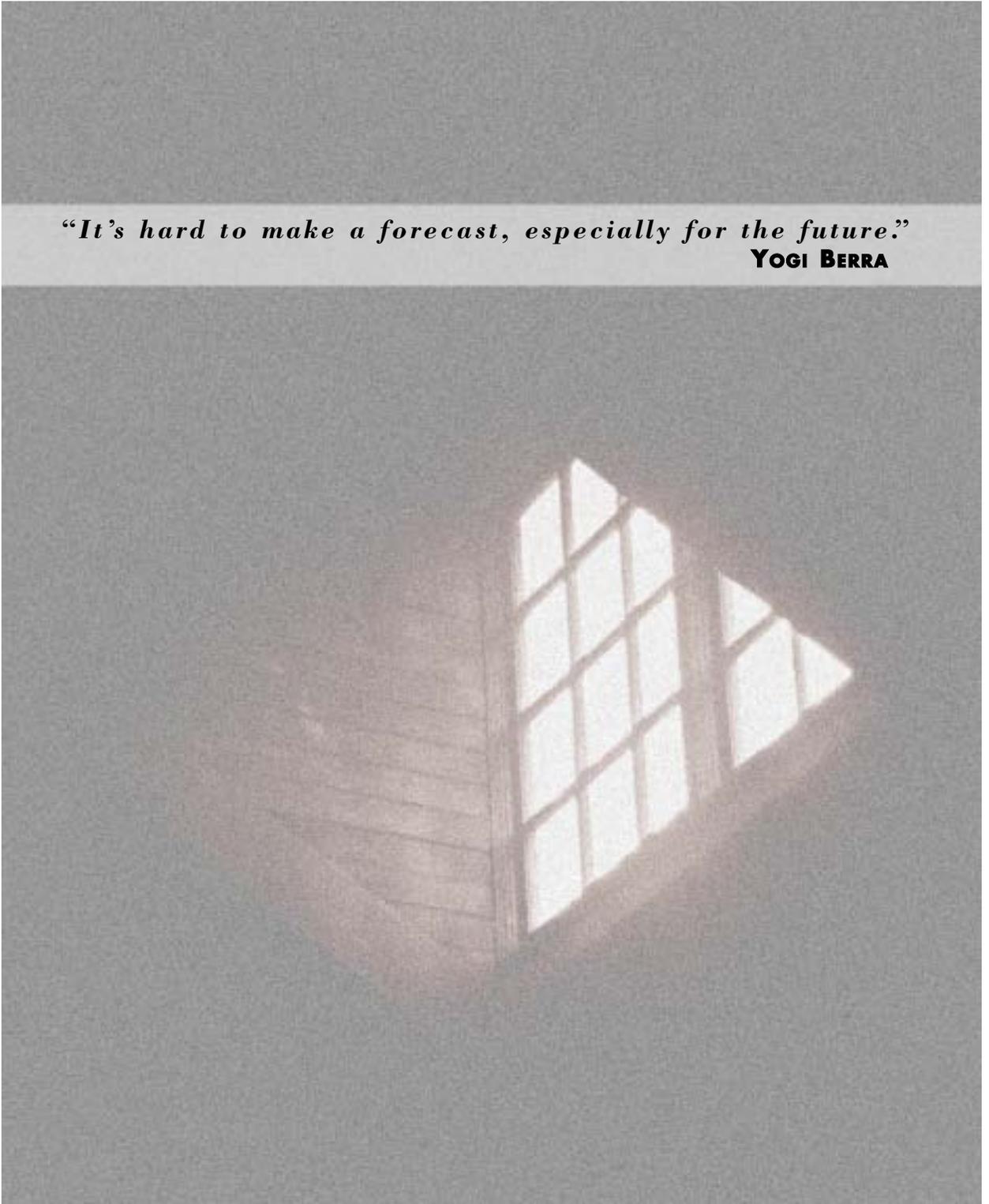


TABLE OF CONTENTS

<i>Committee and Consultant Team</i>	3
<i>Executive Summary</i>	4
<i>Preface</i>	6
<i>Methodology</i>	15
<i>Vision and Values</i>	20
<i>Goals and Strategies</i>	21
<i>Action 1</i> Continue City ownership of the building allied with a new, proactive management structure for business operations.	24
<i>Action 2</i> Understand, quantify and manage financial issues, resources and opportunities to generate more business	33
<i>Action 3</i> Develop a comprehensive and flexible approach to customer needs, standholder mix and product balance to expand the customer base	40
<i>Action 4</i> Change ordinances, regulations and leases	46
<i>Action 5</i> Ensure appropriate preservation of the 1889 building over the long term	49
<i>Action 6</i> Address interior building and system improvements	57
<i>Action 7</i> Reinforce and enhance the relationship of the Market House to the surrounding urban areas	67
<i>Action 8</i> Support economic development initiatives that strengthen Central Market and the city center	72
<i>Action 9</i> Enhance the community's awareness of this key civic gathering place	79
<i>Action 10</i> Continue to invite others to enjoy this unique and historic place	86
<i>Appendices</i>	
List of interviewees	91
Agenda and attendance list for public meeting of November 16 & 17, 2004.	93
<i>Resource Book</i>	
Sample Master Lease	
Sample Standholder Lease (2)	
Customer Intercept Survey	
National Park Service Preservation Brief Numbers 1, 24, 29, 39	

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EXECUTIVE SUMMARY



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Lancaster Central Market MASTER PLAN

EXECUTIVE SUMMARY

The City of Lancaster has recognized the civic benefits provided by a public food marketplace for almost 300 years, continuing since the 1730s to support a market located just north and west of the Square. The Central Market House was built by the City in this location 1889 to replace earlier market structures, and is one of relatively few largely original examples of this building type that survive today. As a result, the Central Market building itself has local, regional and national architectural and historical significance.

This planning process is based on a vision of a vibrant Central Market that continues to create connections for people across time, space and other dividing elements. Central Market is valued as a viable economic entity in harmony with its urban surroundings, and as an authentic, historic and unique institution that contributes significantly to the public good.

History shows that the citizens of Lancaster hold periodic public discussions of the market's role, responsibilities and functions. The current discussion is characterized by a strong belief that Central Market "belongs" to every member of the community, and also by a large number of dynamic tensions such as between the Market's public role and the individual standholders' business focus.

Based on an extensive process of data collection including a customer intercept survey, fieldwork, community input and analysis, the goals of this Master Plan are to:

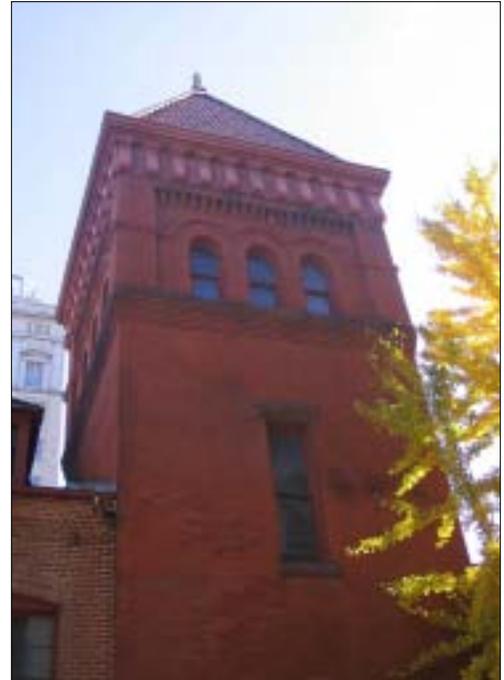
- Ensure that Central Market has the vision, overall decision-making structure, day-to-day management focus and resources it needs to be an economically successful and financially stable market over the long-term.
- Maintain, preserve and interpret the historic Central Market House as a unique asset of our community.
- Maintain Central Market's civic role within an ever-changing context.

The Plan provides information in detail about ten actions that are required for these three goals to be fulfilled. While all of the ten actions are necessary, the first action is the foundation for the rest:

- **Continue City ownership of the building allied with a new, proactive management structure for business operations.**

The other key action that is closely related to Action 1 is to:

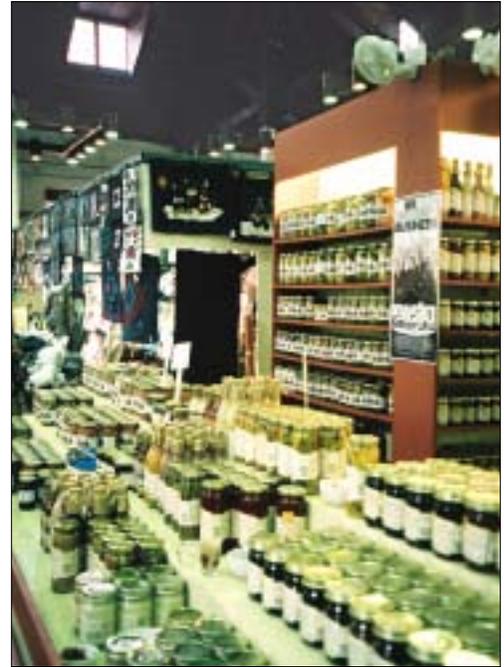
- **Ensure appropriate preservation of the 1889 building over the long term.**



EXECUTIVE SUMMARY

The remaining eight actions are to:

- Understand, quantify and manage financial issues, resources and opportunities.
- Develop a comprehensive and flexible approach to customer needs, standholder mix and product balance to expand the customer base.
- Change the ordinances, regulations and standholder leases.
- Support economic development initiatives that strengthen Central Market and the city center.
- Address interior building and system improvements.
- Reinforce and enhance the relationship of the Market House to the surrounding urban areas.
- Enhance the community's awareness of this key civic gathering place.
- Continue to invite others to enjoy this unique and historic place.



This report makes the point frequently that Central Market is a remarkable survivor. But it is not artificially maintained on life support with no real role to play for the community. Within the framework of continued City ownership, proactive management offers a means to address current issues and provide the flexibility to meet future challenges. Central Market can continue to be a positive economic and social institution, and, in fact, can become much stronger, leveraging its resources exponentially for the benefit of the citizens, standholders, City and County.

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Lancaster Central Market MASTER PLAN

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Study Purpose

The purpose of the Master Plan is to define the issues impacting the long-term vitality and success of the historic Central Market as well as the surrounding area. The Plan recommends operational changes and improvements that, if implemented, will enable Central Market to remain economically viable. The Plan also addresses the larger role that Central Market and the area around it play in improving the economic vitality of downtown Lancaster.

Context

Food marketplaces came into being in human societies because of the basic fact that food sustains existence. However, the preparation and consumption of food has become an element of uncountable strands of our lives, weaving together nurture, sociability, religion and tradition to name just a handful. Also, as humans have come together in towns and cities, the community has taken responsibility for ensuring access for its residents to a supply of food.

Over time, in many communities the responsibility for the food supply has shifted to private entities - peddlers, corner stores, supermarkets and farm markets. Improved transportation systems mean that fresh produce and fruits are available even when they are not in season locally. Another long-term trend has been for people to cook less and buy more foods that have been partially or fully prepared.

With all of these changes, the experience of directly purchasing food, especially locally produced food, remains attractive to consumers. Public and private farmers' markets are very popular and their numbers are increasing. In many instances, people consider their trip to market to be a special occasion — an event — and not a regular practice. They enjoy and appreciate the market experience with little attention to their surroundings which tend to range from a parking lot to a shed-like building.

History in Lancaster

The tradition of a public marketplace in Lancaster County extends far into the past, to the earliest days of settlement by English and Germanic immigrants in the 1730s when Andrew and Ann Hamilton donated a parcel of land for public use as a market in the new community of Lancaster. At least one other community in the county, Columbia Borough, also built a public market house. Over time, privately-owned markets were established that supplemented and competed with the public markets. At one time in the late 19th and early 20th centuries, Lancaster City residents shopped at Central Market, at seasonal curb markets or at as many as six privately-owned market houses located in neighborhoods throughout the City.

P R E F A C E

The City eliminated curb markets in 1927, probably to strengthen the indoor markets. Gradually the private markets succumbed to economics, overmatched in the 1950s and 1960s by suburban supermarket chains accessible by car such as Food Fair and Weis. The Southern Market, located at South Queen and Vine Streets became a public market with its purchase by the City in 1950, but closed in 1985 due to declining business. While the local tradition of farmers' markets remains strong, as demonstrated by the popular Root's Market in Manheim and the Green Dragon in Ephrata, publicly-owned Central Market now is the only market left in Lancaster City.

Public Role

That Central Market is a public market is a key factor in any discussion about this institution. Its establishment, ownership and continued financial support by the City of Lancaster adds another dimension to its reasons for existence. The benefits to the public created by the operation of Central Market are as important as the standholders' financial success. For example, the goal of providing fresh food is shared by every supermarket, but, at Central Market, the underlying justification for this goal is the responsibility of local government to ensure access to food by all of its citizens.

Certainly, there is a basic economic element within Central Market's civic role. Having a successful market in the City of Lancaster provides quantifiable benefits by bringing customers and activity into the center of the City and offering needed amenities to nearby residents and workers, to name just two. The economic development aspect of the City subsidy ripples out to as many as possible from the starting point of Central Market. The interviews showed that there is broad consensus within the Lancaster community that subsidizing Central Market provides a valuable economic benefit to the City.

The less quantifiable elements of this civic role fall into a category now called "the quality of life." A goal of many restaurants, and now coffee bars, is to create a place for their customers to meet their friends outside of home or work. Central Market also functions as a place where people meet and interact. Unlike Central Market, the for-profit businesses do not have the responsibility to maintain a place that welcomes every citizen from every "market segment." Even as businesses work to more narrowly define and please their particular niche group, because it is the best strategy to achieve profitability and longevity, Central Market's target audience is the entire community. In this instance, the Market's public role involves creating what is known as a "third space" or a common ground for the community. Trying to balance profitability with this openness involves compromises and attention to other than the bottom line. The interviews conducted during this planning process also show strong support for the public subsidy that enables Central Market to fulfill these intangible aspects of its public role.

The Place

Over 300 years, Lancaster City's public marketplaces have used a variety of different spaces for selling such as an open field, sidewalks, a modest building and an imposing edifice of brick, terra cotta and slate. The varying forms taken by the public market over time are one indication of how its context has changed over

P R E F A C E

the years even as its function has remained the same. As already noted, the marketplace can be interpreted on one level as a reflection of and, on another level, as a key driver of the City's economic, social and political energies.

Because the Central Market House has been the site of this market function for over a century, this 19th century building has become completely synonymous for many Lancastrians with the idea of the public market. However, it is the key activities of buying and selling food and meeting other citizens that ultimately create Lancaster's market, not the physical place. These activities can extend outside the building, as happens during the Harvest Breakfast, or even could move to another location if needed, for example, during a building restoration project. While the activity and the place are not inseparable, the interview process showed there is widespread recognition that Lancaster has a special responsibility to continue to maintain the Central Market House as the community marketplace. The Central Market House is a remarkable survival and should continue to fulfill its original role.

Connections

The Central Market operates both upon and within multiple spheres of influence. The market activity occurs inside a specific building at appointed hours every week, defining its primary sphere of influence. But there is a larger circle of activity as Market draws people into its block and the center city on Tuesdays, Fridays and Saturdays. The next ring of influence connects Central Market to County farmers and customers. In large part because of its historical significance, Central Market also has a role to play in the mid-Atlantic region and for the nation. Finally, through its products and people — for example, bananas from South America and a standholder born in Greece — Central Market is connected to the global economy.

The Discussion

The on-going dialogue between the residents of Lancaster City, Lancaster County and the public market is expressed primarily through behavior — do they shop there or go somewhere else? — and private, informal comments. From time to time, however, Lancastrians have public discussions of the market's role, responsibilities and functions. Newspaper articles and letters to the editor, City records and minutes and other sources document public opinions and controversies from the 1700s into the 2000s.

Of particular interest for this study have been the reports about Central Market prepared in 1963, 1991, 1998 and 2003 that provide a background for the current Master Plan effort. The City Market Study of November 1963 was carried out by the Lancaster City Planning Commission, primarily in an effort to determine the future of the Southern Market which then continued to operate until 1985. In August 1990, Mayor Janice C. Stork convened a Central Market Task Force because of the news that the Broad Street Market in Harrisburg was able to access funding from the Pennsylvania Department of Community Affairs and also in response to the recommendations of a subcommittee of the Hayden, Tolzman and Associates, Inc. report *Lancaster Revisited: 1973-1989* (known as "The Hayden Report") that urged creation of a Market

P R E F A C E

Authority. The report was issued in May 1991. John R. Null conducted his own study in 1998, submitting a report to Mayor Charles Smithgall. The 2003 Central Market Committee was appointed by Steve Diamantoni, President of the Lancaster City Council, to focus primarily on concerns about the physical condition of the Central Market House.

A number of other reports focusing on larger topics have mentioned Central Market including the Hayden Report as noted above. The original 1998 Lancaster Economic Development Action Agenda (known as the LDR Plan for consultant LDR International, Inc.) and the 2003 update have sections dedicated to Central Market. The Market also is frequently mentioned in City Design's 2004 LancasterARTS plan and in the upcoming Lancaster County Strategic Tourism Plan by Parter International, Inc.

The Complexity

This 2004-2005 planning process has only confirmed that Central Market is a complex organism. The reality of Central Market is economic, political, social, historical, physical and more. A planning process is, by definition, short-term, and cannot offer an exhaustive and comprehensive understanding of Central Market. Useful and important information and suggestions surfaced at all points throughout the planning period, and were incorporated as much as possible.

Another aspect of this complexity is that many Lancastrians hold a strong belief that, as a public market, Central Market "belongs" to every member of the community, and every member of the community must agree on its direction. Certainly this planning process made a significant effort to take a customer-focused approach and the recommendations are based to a great extent on community feedback. Currently, there is broad consensus that Central Market is an important institution, and should continue to serve the community. At the same time, a frequent statement is that Central Market cannot be "all things to all people." Many Lancastrians recognize that only a segment of the population shops at Market, and are ambivalent about how it could reach a larger, more diverse, group.

The interviews proved that there are many opinions about all aspects of Market and no consensus on specific steps to make it stronger. Many of the ideas and recommendations presented in this report are not new, but were part of one or more of the earlier Central Market studies. With each of the recent planning efforts, some recommendations were implemented while others were not. The lack of success in carrying out several of the individual recommendations of the 1963, 1991 and 1998 reports generally appears to have resulted from the stated opposition of one specific group or another against a background of divided opinion.

For example, the suggestion to develop an alternative management structure was presented in 1963, not implemented, and then considered again in 1991. The latter report noted that the Task Force decided not to recommend creation of a separate authority to operate Central Market for two reasons. First, because the concept was not supported by standholders who were comfortable with City ownership and management, and, second, because there were no financial benefits that would accrue under a new structure. However,

P R E F A C E

a related recommendation that also was not implemented called for the creation of a “Central Market review committee on policy and development issues” to monitor “the effectiveness of management and ownership by the City.”

Other recommendations probably languished for lack of funding or the staff time required to implement them. For example, one of these recommendations from the 1991 report was “to refine the auction procedure to give a stronger preference to farm producers as standholders.” Another was to “more aggressively market vacant stands within the agricultural community.”

To date, the public and private discussions of the late 20th century have not served to unite the community behind one vision for Central Market. In fact, the interviews and public meetings of 2004-2005 showed that, as in the recent past, many of those closest to the Market have staked out strong and varied positions. In particular, the idea of air conditioning the Central Market House is the polarizing issue of 2004 with a group of standholders firmly in favor and the Friends of Central Market and local preservationists adamantly opposed.

The Dynamic Tension

The difficulty of achieving consensus on the direction for Central Market is derived both from its complexity and a number of dichotomies inherent within this institution. Several of these on-going tensions served as subtext to the discussions of 2004-2005:

Public/Private - Central Market is owned by the City of Lancaster, but the standholders who make up the market are private entrepreneurs. The result is that Central Market must attempt to operate successfully within two sometimes mutually antagonistic spheres: the underfunded public sector that is dedicated to civic good and the private sector that is characterized by ever increasing competition, sophistication and resources. This non-profit/for-profit tension is difficult to reconcile and creates unusual situations for both sectors. For example, in your typical retail situation, a call to the Mayor is not the way operational issues are addressed.

Historic/Dynamic - The activity at Central Market is a remarkable survival. The Market’s authenticity is founded in large part upon the fact that an historic mode of commerce has been practiced continuously on this specific plot of land for at least 275 years, and within this specific building for 116 years, significant periods of time for the Anglo-European culture on the North American continent. Yet this tradition must be balanced with the fact that — at this very moment — Central Market must thrive and grow in an economy that has no memory. The private markets in Lancaster City could not survive on pure economic terms. Central Market is supported by the taxpayers in part because of its civic function and historical importance which must be balanced with its economic activity. Both stability and flexibility are needed by Central Market.

P R E F A C E

Preservation/Continuous Use - The tension between history and commerce also is played out as an architectural issue. Central Market is not a museum, but it is of significant architectural value and the community has a clear responsibility to preserve the building as a unique and irreplaceable asset. At the same time, the use for which the structure was built is intensive and on-going, creating a higher level of deterioration through normal use than is the case for many historic buildings.

Appropriate Care/Available Resources - The corollary of the dichotomy between preservation and continuous use is the tension between the higher level of appropriate care required by a historic building and the available resources. Balancing these two realities is made more difficult by the public ownership of Central Market which almost automatically ensures that there will never be enough financial resources. Another part of the equation is that the City is responsible for the care of many buildings, and it can be difficult within a municipal structure to create the mechanism to allow an historic building to receive a higher level of care than other, newer, City-owned structures.

Restoration/Adaptation - The maintenance of every historic building involves a delicate balance between faithfulness to the original structure and adaptation to the evolving needs of current users. There are available means to negotiate these questions, if the municipal staff, consultant architects and engineers have the required experience with historic buildings to fulfill this responsibility.

Local Products/Non-local Products - The interest in enhancing Central Market's connection to local farms has focused more attention on which products are local, and therefore, acceptable or even preferred. Yet, as in many other communities, Lancaster has a difficult task in defining what is "local." Often in Lancaster this term appears to be used interchangeably with the term "traditional" and is applied to products that the speaker believes have been sold at market stands for many generations, or at least within that individual's memory. With fruits and vegetables available year round, customers also tend to be less aware of local crop seasons. On a practical level, this might result in the paradox that lettuce grown in California is considered by customers as an acceptable product, but a new variety of peppers grown in Lancaster is considered non-local. At the same time, the standholder requirements for a year-round presence selling a defined product limit the ability of Lancaster County farmers to be successful in this setting.

Real/Artificial - Central Market also demonstrates a tension between what is considered real and what is considered artificial. A number of regular customers see the idiosyncratic and informal character of Central Market as proof of its authenticity. They accept, for example, inconsistent hours of operation as the expression of Central Market's "personality" or "soul."

Regular Customers/Other Customers - Because of its small size and limited hours, the difference between the shopping behaviors of regular and occasional customers are more obvious at Central Market than in many other shopping venues. Regular customers come to buy, often know the standholders by name and are familiar with the products. Occasional, new or visiting customers tend to look more, are unfamiliar with some

P R E F A C E

specialties and generally buy non-grocery items and prepared foods. There is an on-going tension between the purposeful behavior of the regular customers and the sightseeing behavior of many other customers.

Urban/Suburban - The location of Central Market in downtown Lancaster adds additional layers to the shopping experience such as traffic, wayfinding and parking. Lancaster has experienced the shift of residential population to suburban areas and some of these residents may not be comfortable with navigating a more urban environment.

The Issues Today - A Call to Action

While Central Market as an institution is characterized by a constantly shifting balance, this planning process has identified two very real issues that threaten Central Market today. Based on initial community comments, the consultant team began this planning process with a general sense that Market is in a good position. However, after delving deeper into a variety of issues, the team now believes that **Central Market is in danger. The signs are there for careful observers to read.** Right now, Central Market is trying unsuccessfully to adjust to external factors and the effects of time over which the market or community has little or no control. In one instance, the institutional balance has shifted dramatically in one direction leaving Central Market vulnerable to outside forces, and, in the other, the lack of consensus has resulted in inaction to the detriment of Central Market.

Active Management - There is a danger of romanticizing Central Market without reference to the reality of current economic threats as well as the level and sophistication of the competition. Observers often point to the shift in the late 20th century to supermarkets and a multi-national food distribution system. As early as 1963, and perhaps earlier, supermarket competition was identified as a key reason for changes at Central Market. Certainly the 24/7 convenience and one-stop shopping aspects of supermarkets have eroded the customer base. And yet, opponents of change can point to the fact that Central Market has survived.

There is a new factor in this competitive situation, however. As critical to Central Market as the spread of the supermarket has been the appropriation over the last dozen years of the farmers' market model to mass food retailing. Consumer concerns about health, food quality and food security have encouraged a revival in the popularity of farmers' markets and, at the very same time, a concerted effort by large supermarket chains to portray themselves as offering all of the best of farmers' markets 24/7. This is a seductive claim to stressed citizens who are looking for quality and convenience.

The latest threat comes from supermarket chains that call themselves "markets" and are built upon a mission to offer fresh, local foods. In the foreseeable future, these markets will decide to locate in Lancaster County as they adapt their model to smaller and smaller communities. They are unlikely to locate within the city limits of Lancaster, but instead probably will employ a factory aesthetic in a stand alone building or in a small shopping cluster on the urban edge. Since their target demographic is remarkably similar to Central Market, the market chains will be especially competitive, and in particular with consumers who desire fresh, local food, but might not be attuned to the nuances of local growing seasons and varieties.

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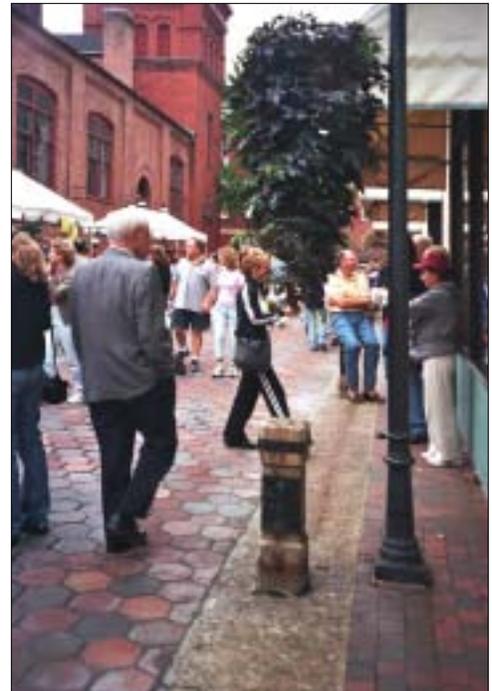
What does Central Market offer to the consumer that the market chains do not? Central Market is a local institution operating in an historic building that is located downtown near a concentration of offices and office workers. Its tradition, atmosphere and location all are pluses.

On the negative side of the ledger, Central Market is poorly situated to address this economic threat through its existing management structure. Its current management strategies are based on a 19th century laissez faire philosophy that allows outside forces to determine the overall direction of the Market. This type of management relies on auctions to allocate available stands and therefore, to a great extent, the product mix. There are relatively short (annual) lease terms, difficulties in enforcing rules, lack of resources to address capital improvements and other on-going issues.

Questions about the management of Market were prominent forty years ago in the 1963 City Market Study, but the decision at that time was to maintain the existing structure. Management concerns were discussed again in 1991 and 1998, but not resolved due to lack of consensus about the benefits of a market authority. In fact, moving to a municipal authority model would have continued the passive management practices of the past.

Central Market requires active management with the flexibility to meet the challenges of both today and the future. This type of management can occur within the framework of continued City ownership and stewardship of Central Market. For example, while a historic market building provides a significant competitive advantage, active management will have the responsibility to ensure that the building provides a clean, comfortable and attractive place for customers and standholders. The urban atmosphere in the area around Central Market also will become even more important in the future as it contrasts with the suburban location of one or more market chains. Active management can enhance the market square with tables, chairs and more to expand and reinforce the authentic market experience at Central Market. Most importantly, active management is required to provide an exciting product mix offered by knowledgeable local producers within a consistent framework. **The continuation of City ownership with a new, proactive management structure offers the best option for the continued economic success of Central Market.**

Stewardship - The 1889 Central Market is a remarkable architectural survival and a significant part of Lancaster's built heritage. In recognition, it is included in the National Register of Historic Places and contributes to Lancaster's National Register Historic District. Stewardship for this special building falls on the owner, the City of Lancaster, but, due to City-wide funding issues and priorities, significant capital improvements have not been made since the 1972 renovation. Work on the roof, gutters and mechanical systems has been delayed for much too long. Related to the building preservation issues are the need for on-going



P R E F A C E

maintenance and repair. The City is ready to move forward based on this Master Plan. The Central Market welcomes thousands of people into its public spaces every year and must offer a healthy, safe, comfortable environment for customers and workers alike. **Good stewardship of the Central Market House must be a priority with all work undertaken with great sensitivity to the historic character of the structure.**

The Future

This report makes the point frequently that Central Market is a remarkable survival. But it is not a dinosaur that is artificially maintained with no real role to play. **Within the framework of continued City ownership, proactive management offers a means to address current issues and provide the flexibility to meet future challenges. Central Market can continue to be a positive economic and social institution, and, in fact, can become much stronger, leveraging its resources exponentially for the benefit of the citizens, standholders, City and County.**

M E T H O D O L O G Y



This planning process was initiated by Mayor Charles Smithgall who appointed the Central Market Master Plan Committee on December 29, 2003. After the Committee determined that a consultant team was needed to prepare a Master Plan, funding for the project was solicited from the City of Lancaster, the County of Lancaster and the Lancaster Chamber of Commerce & Industry. The Committee issued a Request for Qualifications for a consultant team in March 2004 and selected the Murphy & Dittenhafer Team after reviewing proposals from seven teams, interviewing two finalists and conducting further discussions to refine the scope of work.

Team

The Murphy & Dittenhafer Team was headed by Frank E. Dittenhafer, II, AIA. In addition to overall project review and coordination, Murphy & Dittenhafer was responsible for architectural, preservation and urban design issues. Todd R. Grove, AIA, and Christopher Dawson, AIA, provided architectural, planning and preservation expertise while Gail L. Dennis coordinated community input and report preparation. Architectural Designers Terrence Downs, Claudia Harrison and Ginger Henry also were part of the team. Additional assistance was provided by Debra Miller and Mark Weaver of Murphy & Dittenhafer.

The Team also included additional specialists in several areas. R. Duane Perry, Bonnie Ehri and Dr. Allison Karpyn of The Food Trust provided the benefit of their extensive experience in the areas of market operations and financial management, product mix and governance. The Food Trust also implemented and analyzed the surveys associated with this planning process. Mary Means and Jacqueline Barton of Mary Means and Associates provided expertise with heritage tourism and R. Eric Menzer of the Wagman Urban Group contributed his knowledge of municipal operations, economic development and financial issues. Assistance was also provided by Thomas McGilloway of Mahan Rykiel Associates, Inc., and Kenneth Kauffman of Moore Engineering Company.

Community Input

A key part of the process was the solicitation of community input to provide a wide range of opinion and ideas. The team conducted 36 interviews with individuals or small groups from public and private entities, reaching 44 people through this means. Another fifteen organizations or groups met with the team which added input from another 117 individuals. These interviews involved such major stakeholders as the Mayor and City Council, the Standholders Association, the County Commissioners, the Lancaster Chamber, the Friends of Central Market, the Downtown Investment District, the Pennsylvania Dutch Convention and Visitors Bureau and many others. A full list of interviewees is included in the appendix. The two public meetings generated attendance by and comment from 67 concerned citizens. As a result of this concerted effort, more than 200 people made suggestions for planning.

M E T H O D O L O G Y

The team read a variety of materials including three previous Market studies (1963, 1991 and 1998), the current and previous Market ordinances, 18 reports, magazine articles, pamphlets, fact sheets, news releases, newspaper articles and grant applications. These written materials outlined other proposed planning efforts within Lancaster City and County, provided historical information, and offered economic activity and tourism data. The team also consulted websites, historical photos, existing architectural plans and maps.



Field Survey

Detailed architectural field photography and observation involved close examination of the exterior and interior architectural features of the Market House, the interior layout, heating systems, lighting, plumbing systems, storm water management and electrical systems. The team also surveyed the streetscape, signage, parking and intensity/mix of economic uses for several blocks around the Central Market building with special attention to the block bounded by King, Queen, Orange and Prince Streets. A brief survey of the interior environmental systems was provided by Moore Engineering of Lancaster.

Customer Intercept Survey

To develop more detailed information about the Lancaster Central Market shopper, a survey was conducted of a representative sample of customers, asking them what they buy or wanted to buy at the market, when they shop or want to shop, and where they live. The information can be used to better understand who the Market shopper is, how the Market can better meet the needs of its customers, and what people in the Market's trade area are not well-served by the Market. The full survey report is included in the Resource Book. The survey augments information gathered by the Friends of Central Market, who gathered information on Market shoppers in 2001 and 2004.

Survey Methodology

The surveys were conducted during the week of December 6, 2004 by five trained administrators under the direction of Allison Karpyn, PhD. Of the 283 customers surveyed, 92 were interviewed on Tuesday, 89 on Friday, and 102 on Saturday. On Tuesday and Friday, surveys were administered between 6 a.m. and 7:45 a.m., 7:45 a.m. and 11 a.m., and 11 a.m. and 2 p.m. Surveys were also conducted on Saturday between 6 a.m. and 8:30 a.m. and between 8:30 a.m. and 2 p.m. Any bias was introduced from customers who refused the survey or omitted responses. Customers were chosen at random, but the study did not use completely random sampling.

Findings on Customer Characteristics

The survey contained questions about demographics, asking what zip code customers live and/or work in,

M E T H O D O L O G Y

how many adults and/or children make up their household, the year of their birth, their ethnicity, and their family income. Based on the survey results, the typical market shopper is 49 years of age, female, white, and lives and works in or near the city of Lancaster with one other adult, and has a family income over \$40,000. Among those surveyed, the mean and median age was 49 years old, and 43% were male and 57% were female. In terms of ethnicity, 88% were white, 7% were black, 2% were Hispanic, and the remaining 3% of shoppers represented all other ethnic groups. The interviewers found that 68% of those surveyed live in the three Lancaster zip codes of 17601, 17602 and 17603. Fifty-six percent work in those same zip codes, and 82% live or work in this same geographic area. As far as family earnings, 10% of those who completed the survey make less than \$25,000, 25% earn between \$25,000 and \$40,000, 41% bring in between \$40,000 and \$100,000, and 15% earn more than \$100,000. Nine percent of those surveyed declined to respond to the question about family earnings. Among those surveyed, 60% live with one other adult, 24% live alone, and approximately 25% live with children.



Findings on Core Shoppers

As is typical in markets, core shoppers are those customers who account for a larger portion of sales than other shoppers. Among shoppers surveyed, the core shoppers of the Lancaster Central Market are defined as the 25% of customers (n=70) who spent the most money each month (monthly expenditures = number of monthly visits x approximate amount spent at current visit). More core shoppers earn greater than \$100,000 each year whereas other shoppers earn between \$25,000 and \$40,000 each year. Among core shoppers, 78% live in Lancaster City or the adjacent County, 63% work in the same areas of Lancaster, and 90% live or work in these Lancaster zip codes.

Findings on Shopping Behavior

Weekdays and Saturdays were preferred almost equally among shoppers, with 55% favoring Tuesday, 66% preferring Friday, and 57% favoring Saturday, among those surveyed. Interviewers asked customers about their frequency of visits to Central Market and what specific days they come to the market. Most shoppers (74%) tend to be frequent customers, shopping at least once a week. About 45% of shoppers spend more than \$20 per visit, 30% spend less than \$10, and 25% spend between \$10 and \$20. Interviewers inquired into shoppers' purchases asking what types of items they bought and how much they spent. Produce and baked goods are the items most commonly purchased, with approximately 70% of customers purchasing produce and about 50% of shoppers buying baked goods.

Findings on Changes in Product Offerings

M E T H O D O L O G Y

The questionnaire provided shoppers with the opportunity to state which items they would like to see more or less in Central Market. Customers requested more meat (29%), a greater quantity of prepared food and sandwiches (25%), produce (20%), cheese (19%), a greater deli selection (18%), and more fish and seafood (17%). Shoppers (36%) most commonly cited crafts as the product of which they would like to see less of at the market.

A greater percentage of regular shoppers than core shoppers tended to request increased product offerings, suggesting that these relatively infrequent shoppers might increase the frequency of their visits with a greater product selection.



Findings on Changes in Hours of Operation

Shoppers also were asked to say if they would shop later in the morning if the market opened later. Among the core customers surveyed, 27% indicated that they would shop later if the market opened later. When customers recommended a later opening time, most suggested opening the market at 7 a.m. As far as a later closing time, one-third of customers indicated that they would shop later in the afternoon if the market were open later. Many of the shoppers thought that it would be helpful to close the market at 6 p.m.

Findings on Changes in Customers

In relation to the overall Lancaster City population, Central Market is not attracting its proportion share of people in the 25-44 age group. Although approximately 45% of Lancaster City residents are between the ages of 25 and 44 years old, only about 30% of shoppers surveyed are in this age distribution. The Market is attracting a much higher proportion of customers in the 45-54 age group. Approximately 15% of City residents are between the ages of 45 and 54, yet this was the age group making up the largest group (35%) of Central Market shoppers. Currently very few families with children shop at the market. Even on a Saturday, 76% of surveyed shoppers reported having no children living in the household.

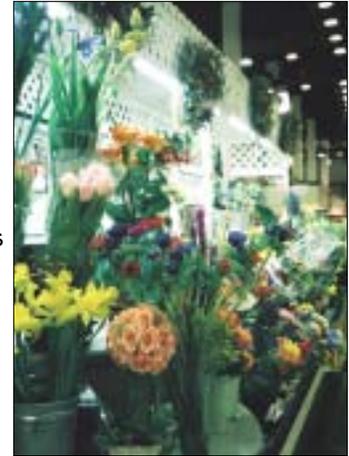
There are some large differences in income-level between surveyed Central Market shoppers and City residents. In Lancaster City, approximately 35% of residents earn less than \$25,000 per year, yet of those shopping at the Central Market only about 10% indicated earning in this range. Similarly, less than 5% of Lancaster City's overall population makes more than \$100,000 per year, yet 15% of shoppers surveyed indicated that they have a family income in this range.

Finally, the ethnic makeup of Central Market shoppers reveals an opportunity for diversity. Although Lancaster City's non-white residents comprise approximately 45% of the population, only about 12% of market shoppers surveyed described their ethnicity as non-white. For instance, the Hispanic/Latino population makes up about 30% of the City population, yet among the shoppers surveyed, only 2% were Hispanic or Latino.

M E T H O D O L O G Y

Other Surveys

In addition, a standholder business activity questionnaire was distributed to all 68 standholders in December 2004 in an effort to collect sales data for use in the aggregate. This type of data is important to understanding the overall sales position of the Market and, as data is collected over time, whether sales are trending up, down or are flat. With a total of two questionnaires received, there was insufficient data for any analysis of Market's sales strength, however, many of the standholders provided input to this process through group and individual interviews.



Review and Refinement

During the entire planning process, team members met every other week with the Central Market Master Plan Steering Committee, and monthly with the full Central Market Master Plan Committee to provide updates on the process, discuss issues and monitor the direction of the project. The team also utilized three team meetings to coordinate, discuss and confirm both each member's individual responsibilities, and also the overall direction and recommendations of the project.

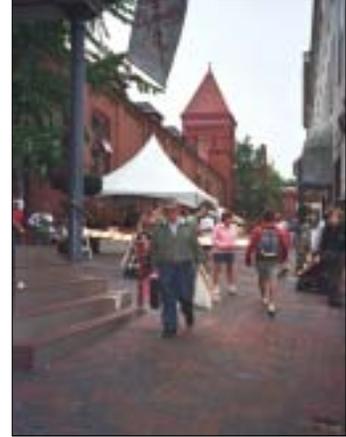
The Committee met with the entire team in January 2005 for a full day workshop to review the draft report and discuss the team's recommendations. This was followed by meetings with funders to make them aware of the final, refined recommendations, a public meeting and contacts with the media to reach the wider public.

V I S I O N A N D V A L U E S

Vision

A vibrant Central Market provides connections:

- between those who grow our food and those who are nourished by it
- between the historic building and the surrounding urban fabric
- between a 19th century urban place and a 21st century city
- between our generations and within our families
- between our many civic communities
- between our city and our county
- between our residents and our visitors
- between our past and our future



The community cherishes Central Market’s role as an oasis of “high-touch” in today’s sea of “high-tech;” as a source of nourishment for body and mind; as an authentic embodiment of our economic and social history, and for its perpetuation of an historic form of commerce. We view Central Market as the heart of our community, and want to leave a strong Market as our legacy to future generations.

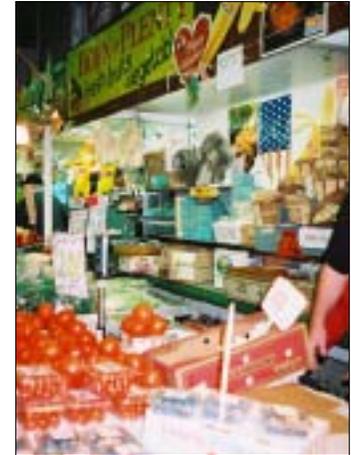
Values

Through the planning process, the community is striving to help Central Market:

- continue as a viable economic institution within the City and the County
- remain true to its sustaining constituencies and stakeholders including standholders, patrons and others
- value its connection to the community it serves
- operate in harmony with the surrounding district
- treasure and respect the rich history of the market house and the market square
- be preserved as a community hub and social center
- maintain and enhance its contribution to the public good
- appreciate its unique niche as an **authentic** connection to the past
- function within the context of its unique position as a historic market

GOALS AND STRATEGIES

To ensure the continued authenticity, vibrancy and stability of Central Market as articulated in the vision, three goals must be met. In order to achieve these goals, ten action steps have been prioritized, listing potential partnerships, resource needs and evaluation measures.



Goal A

Ensure that Central Market has the vision, overall decision-making structure, day-to-day management focus and resources it needs to be an economically successful and financially stable market over the long-term.

- Action 1** Continue City ownership of the building allied with a new proactive management structure for business operations.
- Action 2** Understand, quantify and manage financial issues, resources and opportunities.
- Action 3** Develop a comprehensive and flexible approach to customer needs, standholder mix and product balance to expand the customer base.
- Action 4** Change the ordinances, regulations and standholder leases.
- Action 8** Support economic development initiatives that strengthen Central Market and the city center.

Goal B

Maintain, preserve and interpret the historic Central Market House as a unique asset of our community.

- Action 5** Ensure appropriate preservation of the 1889 building over the long term.
- Action 6** Address interior building and system improvements.
- Action 7** Reinforce and enhance the relationship of the Market House to the surrounding urban areas.
- Action 9** Enhance the community's awareness of this key civic gathering place.
- Action 10** Continue to invite others to enjoy this unique and historic place.

Goal C

Maintain Central Market's civic role within an ever-changing context.

- Action 1** Continue City ownership of the building with a new, proactive management structure for business operations.
- Action 7** Reinforce and enhance the relationship of the Market House to the surrounding urban areas.
- Action 9** Enhance the community's awareness of this key civic gathering place.

GOALS AND STRATEGIES

Next Steps

The Central Market Master Plan Committee directed the Murphy & Dittenhafer team to take a comprehensive view in assessing the current position of Central Market and making recommendations to achieve the Committee's vision. The Committee created these broad parameters because the members knew that Central Market has many facets, and relates to the downtown and to the larger community in many ways. As a result, the planning process produced a large and complex report, but its comprehensiveness must not lead to lack of focus or confusion about how to proceed. **Readers of this report must understand its clear message is that there are very real issues threatening the long-term survival of Central Market. The City of Lancaster, working with other key stakeholders, must not wait to take action.**

Needed Community Resources The hard work of definition has been done, and now the hard work of change begins. Most important is the creation of a new non-profit entity to manage Market operations which is why this is listed as Action 1. Without active management, the consultant team has found clear indications that the gradual decline of Central Market will accelerate until it cannot be reversed. The other Actions follow naturally from this starting point of defining responsibilities, enhancing accountability and providing for sustainability.

Even a cursory reading of this report shows that the implementation of the Actions depend upon vision and commitment as much as upon financial support. Many Master Plans develop a concept, prepare a budget and create an implementation schedule. In contrast, the Central Market Master Plan deals with operations, organizational structure, partnerships and larger cooperative efforts with a framework that expands outward from the Market itself to encompass the Market Square and areas beyond. A broad base of community support is a requirement for success.

This report presents the considered recommendations of a professional consultant team whose members represent the necessary range and depth of experience in specific relevant disciplines to provide a comprehensive, long-term view. The larger process began long before the September 2004 project start date (perhaps as early as the 1730s), and will continue long after this report is released, involving many stakeholders and the entire community.

As the Murphy & Dittenhafer team collected and analyzed data, and developed its plan, the Central Market Master Plan Committee followed a parallel process of review and confirmation of the analysis and recommendations. By January of 2005, the balance already began to shift from the consultant team to the Committee as this volunteer group recognized the importance of its role and started the transition from study to action. The Committee members' commitment grew out of their experience as Central Market stakeholders and has developed and strengthened as they have directed this effort and been integrally involved in every step of the report process. The Committee is committed to creating a new model for Central Market, and to involving the entire community in its creation.

Financial Resources Certainly, funding is needed to implement many of the recommendations of this report. For this reason, estimates of the costs for specific projects are listed in the Actions to provide an overall sense of the Market's financial needs. The recommendations also begin to outline a priority schedule for these projects.



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A C T I O N 1



Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania, Detail

Lancaster Central Market M A S T E R P L A N

A C T I O N 1

Continue City ownership of the building allied with a new, proactive management structure for business operations.

Goal A – Ensure that Central Market has the vision, overall decision-making structure, day-to-day management focus and resources it needs to be an economically successful and financially stable market over the long-term.

Goal C – Maintain Central Market’s civic role within an ever-changing context.

The Challenge:



City government is, by definition, a political, bureaucratic and multi-purpose organization. This is not an insult; it is a statement of fact. Within this context, some city governments are more effective, productive and successful than others, and even within any given city the nature and effectiveness of a city government changes over time as Mayors, City Council members and department directors come and go. Bureaucracy is not inherently a bad thing — it is what provides continuity and a broad sense of even-handed treatment to all residents of any given municipality.

City governments in Pennsylvania are called upon to provide a broad array of services to their constituents, from public safety and fire protection to parks, health and sewer maintenance. Each of these has different priorities at any given time, and it is the inherent nature of any multi-purpose organization that the sector which is most challenged financially or operationally at any given moment in time will get the attention of both the political leadership and professional managers. In addition, an elected official must have multiple focuses, since they represent constituents with a broad array of interests. They would do those constituents a disservice if they dedicated all of their time to just one or two particular areas and ignored all the broad array of services and challenges involved in running a city government.

Finally, by its design and nature, City government is not entrepreneurial, and in fact this is a good thing. A city government must balance a very broad array of priorities and interests and avoid precipitous action that would alienate constituents. The priority-setting, budgeting and decision-making processes of city government are methodical — as they should be, so that all taxpayers have an opportunity to participate in them. Presuming that some reasonable level of responsiveness is present, the fact that these processes are methodical is not truly detrimental to city government, since the issues that city governments must address and to which they must adapt, also tend to develop systematically and methodically.

In short, municipal government is good at stewardship, stability and equity.

On the other hand, a successful business enterprise in the current era is marked by a passionate focus on identifying and exploiting market opportunity, by sophisticated and persistent marketing to consumers

A C T I O N 1

increasingly barraged by advertising messages, by focusing on strengths and paring-away weaknesses, and by nimble adaptation and flexibility. Even within the context of being responsible members of the communities in which they are located, businesses succeed by focusing on narrow and limited bands of customers, and choosing to decide not to serve certain markets. Successful businesses must listen to their customers, but they then must make hard decisions about who the most profitable customers are, and decide not to offer certain unprofitable goods and services, even if that means losing certain customers. This is active management.

Central Market competes in this arena — the arena of businesses with the above characteristics. Entrepreneurs and large grocery retailers will look for and exploit certain markets and customers if Central Market does not serve them well, with little regard for the historical and cultural institution that is Lancaster Central Market. Many of these retailers are sophisticated — with large marketing budgets and access to sophisticated consumer research. At the present time, the Market is not well-positioned to meet this challenge. The Market is managed by an institution — municipal government — that by its design is ill-suited to meet the challenge presented by Market’s competitors.



At the same time, Market is not simply a retail business. It is, in fact, an institution that serves a larger societal and social good in the Lancaster community, as reflected in its mission statement. There are notions of access and fairness that are embodied in that mission statement. Beyond this, its physical facility is an historic landmark — a jewel in downtown Lancaster. Viewing Central Market as just one more in a vast array of grocery retailers jockeying for the affections of consumers is clearly an insufficient understanding and an inappropriate perspective.

The challenge is how to manage the aspects of Central Market that are inherent to its role as a community institution, while allowing it to be more focused and responsive to the challenges it faces in an era of intense competition for the consumer's time and attention. Creating the “active management” described earlier is critical to the Market's future.

T h e R e s p o n s e :

Since the role of Central Market has two important facets, our response is to create an ownership and management structure that works for each. To maintain Central Market as a cultural institution and historic building (“the body”), retain City of Lancaster ownership of the building and view the City as responsible for the stewardship of the cultural role of Market. However, to enhance Central Market’s function as a food retailer (the key activity and source of its “soul”), also create an ownership structure for the **operation** which will allow decision-making focused solely on the Market operation and be responsive to consumer needs and challenges.

A C T I O N 1

This structure can be achieved by the City retaining ownership of the Market building, and leasing it to a non-profit entity called Central Market Trust (CMT), comprised of Market stakeholders, **with very important lease provisions that set limits designed to preserve certain critical elements of the operation, such as a priority for local produce and Lancaster County producers.** The beauty of this arrangement is that it allows the City to do what it is well-designed to do (be a steward, invest in the long-term, preserve and provide for the social good) while opening the door to allow the private sector to do what it does well (focus on the customer, innovate, respond and compete).



This recommendation — the separation of ownership of real estate from the operation of the retail element — is common in the private-sector real estate development industry. In fact, in the private sector the most sophisticated developers and operators of retail centers typically have very extensive requirements and limits on the tenants that occupy their facilities, because they recognize that the quality of how those tenants operate is a critical part of the entire development’s long-term success. This model also is used by the most successful public markets for their standholders. The notion, then, of a master-lease to a tenant responsible for the operation, with limits and requirements for how that tenant behaves, is a very common model that can be quite well-adapted to the needs of Central Market.

This concept envisions that the City retain responsibility for the long-term maintenance and improvement of the Central Market building. Beyond any arguments about exactly what should be done and in what manner, it is clear that revenue from the Market operation will never be sufficient to care for the Market building in the manner demanded by a historic building of this type. The City is in a position in partnership with CMT to garner the grant resources and/or donations necessary for this purpose, and to operate an on-going and inclusive process to determine priorities and methods of preservation. As detailed in Actions 5 and 6, the prevailing concept in the City’s ownership role should be stewardship — the caring for the physical asset as one that is owned by all the people of Lancaster.

In addition, the City should retain responsibility for routine repair of the physical structure, including tasks such as painting, repairing broken windows, and maintaining mechanical, electrical or plumbing systems. All of these tasks are currently under the City’s purview, and the City has managers and employees or contractors who are oriented to physical maintenance — it is a core function and competence of municipal government.

Opportunity to Build Consensus - As described earlier in this report, interviews with stakeholders revealed that various people and groups have deeply-held opinions about the “right” course of action for Market. While all of these are rooted in a passionate commitment to Market, they are sometimes contradictory, and there is ample evidence that a stalemate exists with a result being inaction that is preventing substantial investment in the building, or proactive change designed to make the Market business operation more competitive. At the present time, the only opportunity to resolve these conflicts is if they come to a head before the Mayor or City Council. The more common scenario is that conflicts are simply pushed aside in an attempt to avoid alienating any constituency of Market.

A C T I O N 1

The CMT Board of Directors, if structured as recommended in this section, presents an opportunity for dialogue and consensus-building among stakeholders. While there is no organizational structure that can guarantee agreement if people are ardently opposed to reaching one, there are structures that can make it more likely for people of good will and genuine commitment to reach consensus. Because the CMT board will have substantive responsibility, and will be accountable should the Market operation falter, it offers an environment that is conducive to building consensus among the major stakeholder groups to create support, or at least understanding, for important initiatives designed to make the Market more successful.



Central Market Trust Board of Directors - The board of directors of CMT should include representatives of a variety of stakeholders and knowledgeable citizens in specific interest areas. The current recommendation is that the thirteen members include:

- Lancaster City Director of Public Works (automatic) (1)
- County of Lancaster representative (1)
- Lancaster Chamber of Commerce and Industry representative (1)
- Representatives of the Standholders Association (2)
- Representative from the Friends of Central Market (1)
- Downtown Investment District representative (1)
- Agricultural liaison (1) recommended by Lancaster Farmland Trust
- Financial expert (1)
- Marketing expert (1)
- Community leader/funder (1)
- Representative from an emerging ethnic group/population (1)
- General Manager of the Market (1)

A board of 13 members is ideal — large enough to accommodate all interests but small enough to operate with agility and effectiveness. Following current best practices for non-profit organizations, the members' three-year terms should be staggered with maximum continuous service by an individual of two terms in succession. The core Board of stakeholder representatives should elect the expert members. The full Board should appoint the Chair.

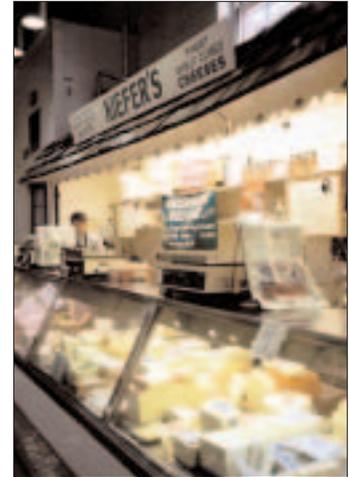
Mission & Management Responsibilities - The primary, and clearly most important, mission of CMT should be to operate the Central Market business enterprise in a fashion that meets customer needs, improves the overall financial health of the Market, and facilitates individual standholder financial success, all within the standards and parameters of the master lease.

CMT should be required to hire a General Manager for Central Market, who will bring vision and commitment

A C T I O N 1

to the job and implement creative solutions in the light of increased competition and changing demographics. The General Manager should perform the following job responsibilities:

- Hire, train, supervise, and terminate staff
- Preserve the financial viability and achieve financial stability for the Market
 - Administer leases
 - Develop budget projections
 - Collect rent
 - Authorize expenditures
 - Monitor financial activities
- Solicit local food purveyors, producers and ethnic and specialty food purveyors for future standholders
 - Attract local farmers
 - Develop a daystall leasing program
 - Identify, contact, and follow up on prospects
 - Recommend rental rates and concessions to CMT
 - Develop and implement leasing program for CMT approval
 - Negotiate leases for CMT
- Assist the City, standholders, and others with design, review, and construction
- Develop and implement a management plan; maintenance procedures; housekeeping procedures; and security policy and procedures
 - Enforce product lines
 - Enforce market rules
- Coordinate operating and construction activities
- Establish and maintain lines of communication with standholders
 - Respond to standholder needs
 - Develop ways to assess standholder business
 - Provide business development assistance
- Supervise Marketing Consultant



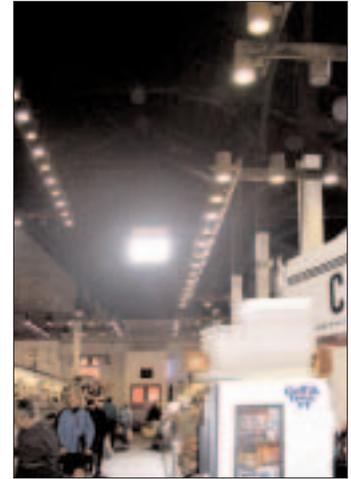
Master Lease Provisions - In the Master Lease agreement, responsibility for management, marketing and janitorial tasks should be assigned to the non-profit operating entity, CMT. This will ensure that this function is performed in a manner commensurate with customer demands and expectations.

The master lease should be for a period of approximately 10 years to ensure that CMT has a sufficient

A C T I O N 1

planning and operating horizon while forcing an evaluation of the arrangement at some point. A sample master lease is included in the Resource Book. Beyond routine real estate and maintenance provisions, the master lease should contain specific provisions requiring:

- Minimum hours of operation
- A limitation on businesses in Central Market which offer food intended primarily or exclusively for consumption within the Market to no more than the greater of one-quarter of the total businesses in the Market, or one-quarter of the total leasable area of Central Market
- The right of CMT to approve changes in the product lines of standholders
- A lease requirement that standholders are actively involved in the management and operation of their businesses within Central Market
- A general preference for filling vacancies with growers and purveyors of local and regional produce
- Broad provisions designed to ensure adherence to certain cultural and community goals outlined elsewhere in this report.



Financial Terms - The Master Lease rate can be designed in a number of different ways, depending upon how the city and CMT choose to pursue the financial goals outlined elsewhere in this report. To be clear, this proposed organizational structure is not designed to shift hidden expenses or otherwise address financial issues, other than to the extent that it allows the Market to compete more effectively and be more successful in the long run.

Based on the current finances of the Market, if CMT retains all rents paid by vendors and pays a minimal rent to the City, its budget will be roughly balanced once a full-time General Manager is added to the budget.

The current budget does not allow the new non-profit to spend adequately on marketing and customer research activities, and unless and until vendor sales increase, the ability to increase rents will be limited. Therefore, a source of funds for these activities is needed to carry the non-profit through the first two-four years of its existence.

Interviews conducted with civic leaders in the Lancaster community reveal a great deal of optimism that “working capital” for CMT can be raised at least partially through a capital fund drive. A goal of raising up to \$300,000 should be considered. Capitalizing CMT in this fashion will allow it to be an immediate and credible force, to invest in some longer-term marketing and development efforts, and give it a cushion

A C T I O N 1

of operating cash.

In any event, it is important that the financial structure of the lease be such that CMT is responsible for operating in an efficient and productive manner, while also benefiting financially from such operations and from future success.

Responsibility to Support Economic Development - In addition to operational responsibilities, CMT should be specifically charged with conducting the Market operation in a manner that looks beyond the physical confines of the Market building. This does not mean that CMT must itself get involved in retail or real estate development activities outside of the Market building, but it must act in a manner supportive of larger community and economic development efforts in its immediate proximity. Some of these possible initiatives are outlined in other sections of this report and others will undoubtedly emerge. In either event, CMT and the standholders in Market are participants in, and beneficiaries of, a publicly-owned and supported enterprise, and as such it is reasonable for the community to expect that they act in concert with community improvement efforts.



Responsibility to Support Standholder Development - CMT also should be specifically charged with being cognizant and supportive of the need to “incubate” and provide opportunities and support for local entrepreneurs, particularly local farmers and potential ethnic minority standholders. It is not necessary for CMT to directly engage in business counseling, finance, or other such activities, but an opportunity exists to partner with other local organizations such as Community First Fund, The Lancaster Chamber, agriculture business groups or others for this purpose.

Need for a New Non-Profit - There is often concern in a community regarding the creation of new, stand-alone, non-profit entities. This concern is often well-placed. Each organization demands attention, money and time just for the “care and feeding” of the corporation, which can become a collective drain on resources and energy in a community. More organizations also can lead to more fragmentation of community development efforts.

In the case of Central Market, there are two existing non-profits already: Friends of Central Market and the Central Market Foundation. FoCM is an all-volunteer group with a dual focus on interpreting the history of Central Market and ensuring access to fresh local food. It appears that the mission of the Central Market Foundation is to generate grant and private sector funding, primarily for capital improvements at Central Market. These organizations should partner with CMT, but on a practical level, it would not be possible for either one to shift its orientation to be in line with CMT’s active management mission due to their already established philosophies and direction. In the end, the best solution for Central Market is creation of Central Market Trust, and this solution should not be sacrificed simply because of a concern over the profusion of non-profits.

A C T I O N 1

Alternatives - There are alternatives to this model to implement the “active management” described earlier. For instance, the City could retain total control and ownership, but seek to become more active in managing the Market. In the end, this is not likely to be successful for several reasons. First, Market will always be just one of a number of operations of city government, and, even if a full-time, skilled and professional Market Master is hired, the temptation to pull that person’s time and energy into the broader operations of city government will be very real. It would also be hard for the City to implement the types of reforms in the stand-leasing system suggested later in this report. City government is founded on notions of equity — even legally required to operate in that manner in some cases. The auction system creates this equity, but is the antithesis of the “active management” we envision. In addition, there is questionable financial accountability for the Market overall in the current system. At the moment, it is easy for standholders, civic leaders and other stakeholders to point the finger at city government if the Market turns in lackluster financial performance. None of these groups are currently accountable in any fashion for running the Market in a businesslike manner. Notwithstanding annual budget pressures, if revenues falter or expenses rise at Market, those gaps are absorbed into the overall city budget with little attention paid to the competitive forces that may have caused the problem. Finally, none of the “consensus-building” opportunity would exist if the current structure of city ownership is maintained.



Another alternative would be to adopt this business model, but do it with an independent authority rather than a non-profit corporation. Past reports on Market have recommended turning the entire responsibility over to a municipal authority of some sort. There are a number of problems with this scenario, especially the fact that authorities, once created, tend to take on a life of their own. While this is sometimes desirable and intended, in this case the “stewardship” nature of the City’s ownership demands an entity that is actually on a relatively “short leash” with city government. Authority law in Pennsylvania is also rather prescriptive, and may make it difficult to gain some of the flexibility that the non-profit could bring.

There also has been the suggestion that an advisory council could provide the expertise that Central Market requires to become actively managed. The council could be made up of knowledgeable individuals who could offer the benefit of their experience. The fallacy here is that Central Market’s laissez faire structure would still be in place, and there would be no clear mechanism for implementing the advisory group’s suggestions. At the same time, the members of the advisory council would not have real responsibility or accountability. This is very similar to the current situation where people and groups offer their knowledge and opinions, but there is no impetus to come to a consensus.

The privatization of Central Market has been mentioned as an alternative, but has very little, if any, support in the community. The citizens of Lancaster recognize the benefits of a public market, and are very committed to finding the means within the civic context to support and enhance an authentic Central Market.

A C T I O N 1

In Conclusion - Opponents of this recommendation — whatever their objection might be — can undoubtedly find flaws in it. There are, after all, things that could go wrong. This recommendation is not presented as an infallible guarantee that consensus will be built, accountability created, the business operation enhanced or new customers drawn to Market in droves. It is presented as the optimal solution given all the alternatives, constraints, challenges and opportunities. Creation of a new non-profit entity to manage Market operations combined with the City’s continued responsibility for the Central Market House offer clarity, accountability and sustainability. This new arrangement will require some degree of political courage, hard work, and trust on the part of the City and the major stakeholder groups. At the end of the day, it is the solution most likely to provide an environment that will lead to success.

Proposed Implementing Entities Involved

Lead Responsibility: City of Lancaster

Partners:

- County Government
- Chamber of Commerce
- Standholders
- Friends of Central Market

Resource Needs:

- Master Lease and Non-Profit Articles/Bylaws - legal assistance in drafting: \$10,000
(A sample master lease is included in the Resource Book)
- Capitalization of CMT: \$300,000

A C T I O N 2



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A C T I O N 2

Understand, quantify & manage financial issues, resources & opportunities.

Goal A – *Ensure that Central Market has the vision, overall decision-making structure, day-to-day management focus and resources it needs to be an economically successful and financially stable market over the long-term.*

The Challenge:



Throughout the course of community interviews and public meetings for this report, there was a wide awareness that the City subsidized the operation of Central Market to some degree. While there was uncertainty and curiosity about the amount of this subsidy, very few of those involved questioned the appropriateness of a public subsidy for the Market entity. Certainly, there is a desire on the part of elected officials to ensure that Market is operated efficiently and productively, and that rents are at appropriate levels. However, there was also a recognition that “profit” for the City from Market at the expense of community benefits and the social good produced by the Market’s presence was not a goal.

Maintaining Central Market as a public market is a benefit to the City of Lancaster and its citizens. There is widespread consensus in the community that Central Market should continue to function as a source of fresh food, a strategic economic element of downtown and a place where all Lancastrians and visitors can meet and interact. While so many public spaces now are filled with the “absent presence” of individuals listening to music or talking on cell phones, the Central Market, by definition, encourages people to take part in an activity with others. The interviews conducted during this planning process demonstrate the strong local support for the public subsidy that enables Central Market to fulfill its tangible and intangible public roles.

It is important to note that the figures in the budget below do not include any capital improvement costs. Historically, small capital improvement projects are occasionally included in the Market’s operating budget, and some currently-contemplated capital projects have an identified or potential source of grant funds. The issue of specific capital improvements to the Market building is discussed elsewhere in this report.

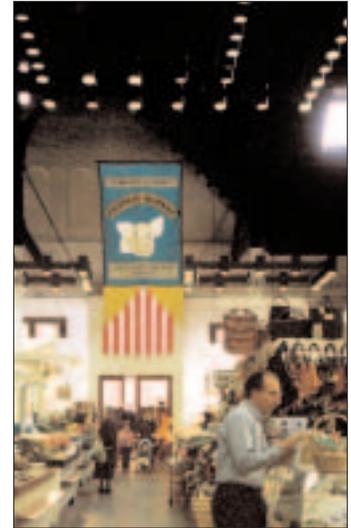
Working with City staff, the consultant team prepared a financial analysis of Central Market. The key finding is that Lancaster Central Market receives a significant subsidy from the City of Lancaster — as much as \$250,000 annually for the operation alone by some calculations, although the “out-of-pocket” subsidy is actually less than half that amount.

The table below uses information provided by the City of Lancaster to summarize the 2003 income and expense statement for operating Central Market. It is divided into three sections. The first section, titled “Direct Operating Expenses” are the costs identified directly with Central Market and budgeted as such in “Central Market” cost center in the annual City budget.

A C T I O N 2

The second section, titled "Indirect Operating Expenses" are those costs allocated using the City's official cost allocation plan which are real operating expenses that would be generated by any entity operating Central Market. Stated another way, even though they are "assigned" to Market in the City's budget indirectly, they are real costs generated by the operation of the Central Market business operation.

The final section, titled "Additional Allocated Expenses" are those costs assigned to Central Market by the City's cost allocation plan that are not inherently Market expenses. For instance, if the Market existed independently of the City, it would not inherently need a Public Works Director to function as a business entity. The most notable of these costs is the "Building Use Charge" of \$122,357, which is a sort of "phantom rent" that is used by the city for internal purposes but is **not** an out-of-pocket expense for city taxpayers. Since the Market building is a fully-depreciated, debt-free asset, this expense would presumably not exist if the Market was a stand-alone business operation.



A C T I O N 2

Notes to Budget - It is important to note several things about the costs that are allocated indirectly by the City to the Market. First, these costs are not “randomly” assigned. The City uses an allocation plan prepared by a respected, professional firm that uses a complex series of factors to approximate as closely as possible the actual cost of each entity to which costs are assigned. It may produce slightly higher or lower costs in any given category than might be achieved if the Market were an independent operation, but overall it is a fair and believable approximation. Second, there is nothing wrong with the city assigning costs for elected and appointed officials to the Market. The fact that the Market would not incur that cost if it were independent does not change the fact that it is a cost of operating Lancaster City government and allocating it in this manner is a useful management tool for the City. That cost would not magically disappear if Market did not exist — the City would still have these elected and appointed officials. These two points must be understood if using the information to reach conclusions about the financial viability or other financial aspects of the Market.

Direct Operating Expenses	2003 Actual*
wages - 1.5 custodial/maintenance employees	\$ 31,158
salary - Market Master (lower due to staff change, usually \$20,000 PT)	\$ 11,750
overtime (refuse removal)	\$ 11,289
building maintenance	\$ 10,380
contract services	\$ 5,108
solid waste disposal fees	\$ 9,000
electricity	\$ 44,291
heating fuel	\$ 26,981
operating supplies	\$ 3,216
advertising	\$ 935
postage	\$ 54
printing	\$ 157
telephone	\$ 325
S u b t o t a l	\$154,644
Allocated Operating Expenses	
equipment use charge	\$ 570
property insurance	\$ 8,655
liability & other insurance	\$ 397
personnel insurance	\$ 12,516
Workers Comp	\$ 4,259
retirement expense	\$ 2,249
building maintenance wage allocation - Parks Department	\$ 74,123
accounting	\$ 7,038
S u b t o t a l	\$109,807
TOTAL - Direct & Allocated Cost	\$264,451
Additional Allocated Expenses	
Mayor	\$ 1,188
Human Resources	\$ 1,207
Director Administrative Services	\$ 193
Treasurer/Controller	\$ 395
Procurement	\$ 1,679
Director of Public Works	\$ 1,843
Salary allocation- Parks Director	\$ 37,336
Building Use Charge	\$122,357
S u b t o t a l	\$166,198
Grand Total	\$430,649
Annual Rent	\$187,227

*Most recent full year available

A C T I O N 2

Subsidy Estimates

2003 City Subsidy based on Direct & Allocated Cost - \$77,224

2003 City Subsidy based on Direct & All Operating Costs **except** Building Use Charge - \$121,065

2003 City Subsidy based on Direct & All Assigned Costs including Building Use Charge - \$243,422

Rent History

Actual 1996	Actual 1997	Actual 1998	Actual 1999	Actual 2000	Actual 2001	Actual 2002	Actual 2003
198,472	184,847	175,865	176,982	198,395	192,399	211,069	187,227

Original Budget 2004	Current Budget 2004	Received YTD 10/31/04	Projected Revenue 2004	Proposed Budget 2005
200,000	200,000	210,901	205,000	200,000

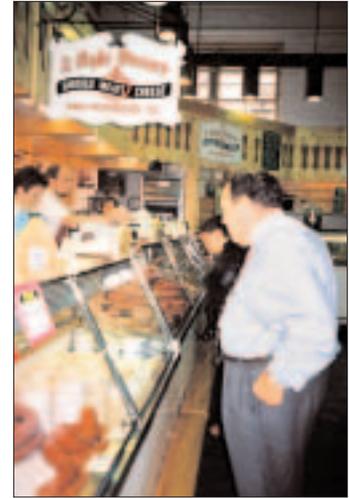
Rent Data - The 2002-to-present rental rate began with an opening bid of \$46.90 per linear foot annually multiplied by the number of days (2 or 3) per week, along with \$7.30 per lineal foot for electricity and \$20 per lineal foot for an Association fee. Between April 1998 and January 2002, the base rent was \$42.65 per lineal foot. A memo from a previous City administrator states that the \$42.65 rate reflected an increase in 3% from the previous base rent. There is a gap in records between 1991 and 1998, but the May 1991 task force report quoted a \$630.00 per 6' stand rent and a \$1,890 per 18' stand rent. In 1965, rents were \$200 for year-round stalls. Base rents per square foot appear to be generally in the \$15 to \$20 per square foot range.

T h e R e s p o n s e :

There is no evidence that Market can be made a "break-even" operation in the City of Lancaster in the near future. On the expense side, the operating budget, if using the categories of costs included in the \$264,451 figure from 2003, might actually be slightly lower than would be desired since it includes a part-time Market Master, virtually no provision for significant marketing expense and a very low level of funding for care of the building.

ACTION 2

Ideally, the Central Market operating budget would support proactive management and marketing functions, facilities management and security functions that keep the facility operating in good condition, and an operating reserve and capital reserve contribution to support future expenditures. Based on current operations, all of these are underfunded. While housekeeping and maintenance services are good, there is evidence of deferred maintenance in Central Market. Security to police seating areas is non-existent; ideally, someone would keep people from occupying seats on an ongoing basis. There is no operating or capital reserve, so significant operating or capital requests are often deferred. Today, there is virtually no marketing budget and only part-time management.



To operate Central Market in a way that is consistent with its status as the City's jewel and the Nation's oldest publicly owned, continuously operating farmers' market, it needs full-time professional management to direct its operations, market the business of the market, recruit tenants, attract customers, and plan for its future. Other markets of its type throughout the country have professional management. As the Market's future is dependent on its ability to attract the right type of standholders, market to different types of customers, and better manage its day-to-day operations, a professional manager is key. To attract a person with the right skills (as outlined in Action 1), the budget should include a competitive salary in the range of \$55-\$75K.

In addition to management staff, an enhanced marketing effort is needed to attract new customers and business to Central Market. As addressed in Actions 9 and 10, these efforts should be adequately funded. A budget of at least \$25,000 annually should be allocated to marketing.

On the revenue side, due to the limited data available, it is hard to tell whether or not market rents are out of line with the level of business. As business increases, rents should be increased. Over the long-term, to cover operating cost increases, rents should be reviewed annually and adjusted as necessary. In the future, rental rates also should be used to attract high grossing businesses to the market. Differential rental rates should be used to differentiate between those businesses that meet a public purpose for Central Market, and those businesses that do not.

Over the short-term, Central Market will require "working capital" to assist the transition to the new operational entity within the context of continued City support. A campaign with the goal of raising \$300,000 should be considered as an interim step. For a period estimated at five years, this level of funding should close any gaps between the current budget and the new operational needs. By capitalizing CMT in this way, the community will provide for the transition and allow investment in some longer-term marketing and development efforts.

Regardless of the appropriate rent levels, it seems clear that current rental revenues alone will not cover all of the costs of operating and maintaining Central Market. In particular, as long as Central Market operates

ACTION 2

on a three day a week schedule, it cannot charge adequate rents to maintain the Market. However, many public markets operating on a full-time basis are able to sustain their operating costs with rent revenues. Even within its current schedule, Central Market certainly has the potential for significantly better performance. While Central Market should and must explore alternative and supplemental forms of revenue, for example, branded products, an increase in business over the next several years should be followed by a comparable rent increase linked to the cost of inflation to keep pace with expenses. Capital expenditures for building maintenance and improvement are usually not supportable with public market rent rates and must be supplemented by grant funding and citizen donations.



SAMPLE CENTRAL MARKET BUDGET

salary – General Manager	\$ 65,000
wages – 1.5 custodial/maintenance employees	43,000
benefits	20,000
custodial and routine maintenance & supplies	10,500
contract services	5,000
solid waste disposal fees	10,000
electricity	45,000
heating fuel	25,000
operating supplies	3,500
marketing/advertising	25,000
postage	750
printing	5,000
telephone	1,000
Total Expenses	\$ 258,750
Revenue from Stand Rental	\$ 200,000

It is necessary that the Market continue to receive a public subsidy if it is to be operated in a manner consistent with the Vision and Mission established for the Market in this study. This subsidy supports Central Market's continuing public role as a City institution that was established by and is owned by the City for the benefit of its citizens.

A C T I O N 2

Proposed Implementing Entities Involved:

Lead Responsibility: CMT

Partners:

- Chamber
- Lancaster Alliance
- Other private sector stakeholders

Resource Needs:

- Capitalization of CMT: \$300,000

Evaluation Measure:

- Periodic and regular monitoring of the financial status of Central Market (expenses and income) by CMT

A C T I O N 3



Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania

Lancaster Central Market M A S T E R P L A N

A C T I O N 3

Develop a comprehensive and flexible approach to customer needs, standholder mix and product balance to expand the customer base.

Goal A – Ensure that Central Market has the vision, overall decision-making structure, day-to-day management focus and resources it needs to be an economically successful and financially stable market over the long-term.

The Challenge:



Central Market standholders offer customers personalized service by locally owned small businesses and a mix of food appropriate to a public market. Market standholders are what makes Central Market work. The current standholders are important to the viability of the Market and should be sustained. However, there also has to be an understanding by the standholders of the need to implement changes addressing customer needs in an effort to improve sales. Over the last forty years, the standholders have tended to prefer the status quo. In one example, when Central Market instituted Saturday hours after the closing of Southern Market in 1985, existing standholders were allowed to continue with their Tuesday-Friday schedule. Almost twenty years later, there remain a small number of stands holding steadfastly to their two-day schedule, unswayed by the success of the Saturday market which now attracts as many customers as each of the weekdays.

Without any data about the overall sales trends, it is difficult to know if Central Market can be considered successful in today's competitive setting, but the aging of core customers, the narrow geographic base and the absent populations defined by the customer intercept survey are all significant danger signs. As a result of increasing competition and probably also because of lagging sales, Central Market can no longer employ a laissez faire attitude toward the customers as well as management.

As Central Market evolves, any changes in product mix will create opportunities for current and new standholders, as will changes to market stand configurations. The challenge for market management will be to safeguard the interests of Market customers and standholders throughout, and to ensure the changes bring in more shoppers, address customer needs, result in more business for Central Market standholders, and keep the public purpose of Central Market.

Today's Central Market customers want increased product offerings and more convenient hours. Based on the recent customer intercept survey, it is apparent that Lancastrians who do not shop frequently at Central Market tend to be young families who have many choices when it comes to food shopping, or Latino, African-American and Asian residents who have relatively fewer choices. As the market positions itself to survive in the increasingly competitive food retailing environment, it needs to continue to differentiate itself from other food retailing alternatives in order to attract customers while also changing to accommodate

ACTION 3

new and innovative trends. Customers want a high level of personalized customer service as well as fresh local food, ethnic foods, specialty foods and prepared foods. On the other hand, according to the survey, they also want fewer crafts in Central Market.

Attracting more families involves some specific challenges relating to hours, the product mix and the convenience of transporting children to and around Market. In the interviews, parents noted for example that there are few places to sit when their children need a short break. The available restrooms also cannot easily accommodate strollers and diaper changing.

Food retailing is changing significantly as supermarkets offer more personalized services and prepared foods, and low-priced outlets offer more economic food options. Central Market needs to compete in this environment and capitalize on its intrinsic assets including its central location, personalized service and product selection. Some of the interviews suggested that, while many of the standholders offer outstanding customer service, there is room for improvement. The Market needs to be able to adapt and be very flexible to meet customer needs. On a practical level this means that Market requires both proactive management to support standholders and attract new customers as well as innovative stands that offer the highest level of customer service and the products customers want.



Currently, there is not a lot of local food available for purchase at Central Market. This includes fresh food grown, produced and sold by Lancaster County farmers, as well as food processed by local purveyors. There are some farmers who sell their products at Central Market and there are some purveyors who sell their locally produced products at Central Market, but the majority of businesses at the market are resellers, who sell products they purchase from producers or wholesalers. Public markets and farmers' markets appeal to consumers in part because they offer local food, sold by the farmers and producers themselves.

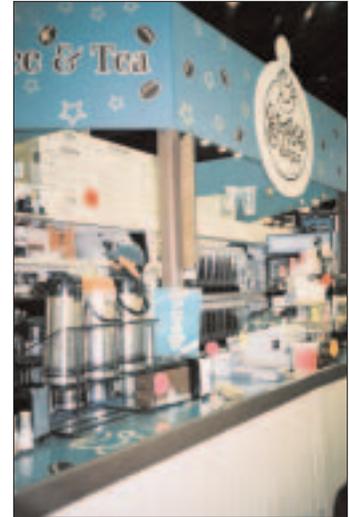
A visit to Central Market also shows that there is not a lot of ethnic or specialty food available. In part this is a reflection of the customer base; in part this is a reflection of the standholder demographics; and in part this is a reflection of the management structure. For example, Lancaster has a large Hispanic population that expanded by over 50% between 1990 and 2000 and an African American population that expanded by 16% in the same time period, yet there are not enough food products or standholders at Central Market that relate to those population groups. Similarly, there could be more specialty food products to appeal to younger urban families in Lancaster.

There is potential at Central Market for the mix of standholders to be designed to encourage a more exciting and innovative food shopping experience. A responsibility of management, in addition to considering the type of products sold, is to consider the type of standholder.

Closely related is the fact that part of customers' interest in shopping in a public market or farmers' market derives from their ability to talk directly with the person who grows and produces the food they're buying. If customer service by standholders is poor, customers will not be retained by Central Market.

ACTION 3

In considering all of the above, Central Market does not adequately reflect the make-up of the local agricultural community. Plain sect farmers are a significant part of Lancaster County's agricultural population, and are underrepresented in Central Market. Plain sect farmers are increasingly turning to fruit and vegetable production, and looking for direct marketing opportunities. For many years, tourism in Lancaster County has included attractions related to the Plain sect community because of mainstream visitors' interest in these groups. New customers would be drawn to Central Market with the expansion of standholders from the Plain sect communities. Another challenge is that it is hard to prepare food in Central Market because there is inadequate infrastructure (venting and cleaning) to do so. Yet a customer base exists already that purchases prepared foods for breakfast and lunch. In fact, the customer survey demonstrated that customers would like more of this product category. The trend to ready-to-eat meals is likely to grow and customers will continue to demand prepared foods.



The Response:

Central Market should strive to provide the community with the highest level of customer service and a wide variety of produce, meat, fish, bakery and dairy products, and other raw and prepared food, purveyed by farmers, growers, producers and chefs as requested by customers through the recent survey. As Lancaster's public market, Central Market should maintain an environment that recognizes and celebrates the diversity of the community and fosters the interaction of its citizens. As a farmer's market, Central Market should strengthen the historic link and mutual dependency of rural and urban communities in the region. To do this, Central Market should implement changes in its management and in the mix of standholders over time to provide active management and a balance of standholders that meet the community's fresh food needs, support growers, and respond to customers requests for prepared foods. There are a number of strategies that should be part of Central Market's comprehensive approach, as follows:

First Steps If Central Market is to remain a public market or a farmers' market, there are four strategies that offer a starting point. The good news is that Lancaster County has a lot of farmers and producers, and these strategies are interconnected, complementing each other as they are implemented.

- To encourage increased participation by farmers, Market management should develop a seasonal farmers daystall program, where Lancaster County farmers would sell fresh and prepared food during the growing season. The seasonal farmers daystall leasing program should include space both inside and outside of Central Market, and should be restricted to farmers who grow and produce what they sell. These spaces should be limited in size to 10' long by 8' feet deep, and in number to no more than five farmers in the beginning. Fresh seasonal produce or products, grown, or grown and then processed by the farmer, would be sold, including baked goods. For example, day stalls might sell flats of annuals in the spring and pumpkins in the fall.

ACTION 3

- Increasing the number of farmers, overall, as traditional standholders would benefit Market. CMT must work with farmers to address the problems that discourage them from selling at Market. For example, farmers would have the ability to sell additional items from other local farms if market management determines that these items will fill a gap in the market and increase rental revenues.



- A larger presence of Plain Sect farmers should be encouraged across all product groups. Central Market could help support these local farmers by providing a viable direct marketing outlet for them. Central Market should reflect the characteristics of the agricultural community that is its heritage. To attract more tourism, CMT should consider grouping Plain Sect standholders together, in order to leave shoppers with a clear impression that Central Market is connected to the Lancaster County agricultural community.

- Market management needs to attract more local standholders who grow and produce food in Lancaster County. To help do this, Market management should actively involve farming organizations, farmer advocates, state and county agriculture officials, extension agents and other agricultural specialists to reach out to local farmers.

Next Steps Once the first steps are in place, there are four more steps that should be integrated into Central Market’s comprehensive approach:

- CMT should work to increase the total number of stands in the Market, discouraging the acquisition of multiple stands by any single business.
- Many existing customers want Central Market to have more standholders who offer prepared food. This was a clear request from shoppers surveyed recently. Since the provision of more prepared foods cannot entail any comprehensive changes to the infrastructure of the historic building, there are physical limits on the food preparation that can be accommodated by existing restrictions in air handling and plumbing. Market management should carefully limit the amount of prepared food in the market, to ensure that Central Market remains primarily a place to buy fresh food. However, since the trend to ready-to-eat meals continues, Central Market can and should position itself to meet that demand by offering a limited selection of prepared foods, while also preserving its primary purpose of providing the community with a wide variety of produce, meat, fish, bakery and dairy products, and other raw food. Operating guidelines should include a limitation on businesses which offer food intended primarily or exclusively for consumption within the Market to no more than the greater of one-quarter of the total businesses in the Market, or one-quarter of the total leasable area of Central Market, in addition to the right of market management to approve changes in the product lines of standholders. This latter element should be incorporated in standholder leases.
- Central Market Trust should develop and implement a program to recruit minority standholders. As a public institution, Central Market needs to reflect the characteristics of its surrounding

A C T I O N 3

community. This would help the Market generate a higher customer base from these potential customers who live and work in the City. A related effort could give priority to leasing vacant stands to standholders who specialize in ethnic and specialty foods.

- Central Market needs to generate a mix of standholders who will add excitement and innovation to the market atmosphere. The current auction system's "offer it and they will come" philosophy no longer brings Lancaster's best and brightest to Central Market. There are too many options, and Friends of Central Market research suggests that Lancaster producers are taking advantage of opportunities as far away as Washington, D.C. and New York City. An active attitude toward the standholder mix means that proprietors should be screened for characteristics that might attract additional customers. Those proprietors that emphasize a high level of customer service and unique appeal should be targeted.



Long-term Efforts While the strategies already listed should be addressed first, there are a number of additional initiatives that also should be kept in mind. Over the long-term, the strategies described below will add to the product mix at Central Market.

- To attract more ethnic or specialty food products to Central Market, market management should encourage existing standholders to carry ethnic and specialty food products. Some existing standholders carry specialty foods used by different ethnic groups and should be assisted to expand their offerings and better market their existing specialty foods.
- Central Market can help standholders with this effort by implementing a marketing campaign to reach out to nearby minority population groups, especially Latino, African-American and Asian Lancastrians. A marketing campaign would generate interest among existing customers, and attract specific ethnic groups to Central Market to buy these foods.
- A continued focus on customer service means that the management should select standholders based in part on the customer appeal of who will be staffing their stand, and provide standholders with assistance in upgrading customer service.
- CMT should have the ability in leases to require that the owner of the business personally manage the business at Central Market everyday.
- Another part of the customer-driven process of balancing the product mix should involve decreasing and relocating craft stands outside of the Central Market House itself.

Measurement On-going collection of customer data is an important part of the process of managing the

ACTION 3

standholder mix and the product balance. As the most important indicator is the level of business activity, CMT should monitor the customer counts on an on-going basis using electronic counters mounted at all doors. This is the type of data which would enable CMT to determine the Market's penetration of the primary trade area by comparing the Market's total volume of business with the overall trade area purchasing power. Customer intercept surveys also are useful, but can be conducted at longer intervals such as every seven to ten years. This data can be shared with standholders



to ensure that they are aware of the current customer needs and trends. Another type of data that is needed is from the standholders. Sales data collected confidentially is one tool of many that the General Manager must know how to use to direct operations and manage the Market. Without all of these different types of information, CMT cannot accurately assess current profitability and overall trends.

Proposed Implementing Entities Involved:

Lead Responsibility: CMT

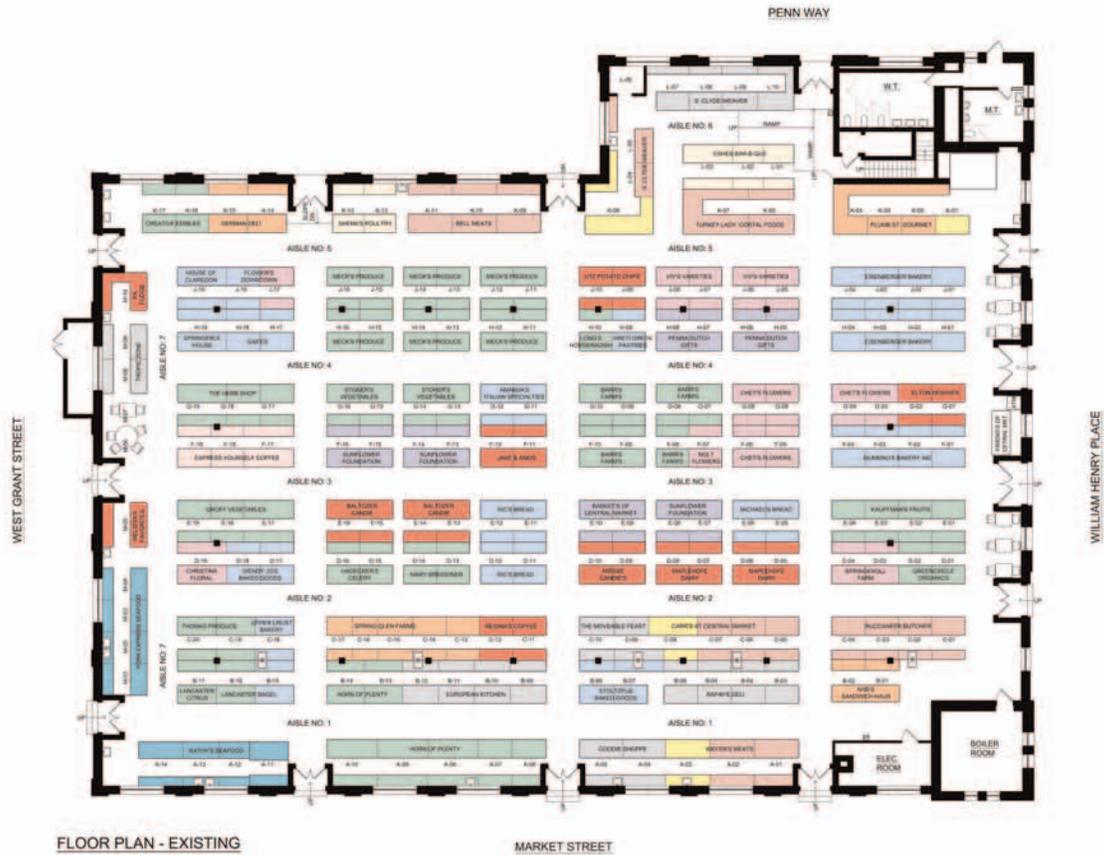
Partner: Standholders

Resource Needs:

- Farmer Recruitment Program — supported by CMT staff time
- Seasonal Farmer Daystall Program — supported by CMT staff time
- Outreach Initiative to Ethnic and Specialty Goods Standholders — supported by CMT staff time
- Marketing Campaign \$25,000
- Electronic door monitors \$ 4,000

Evaluation Measures:

- Monitor level of revenues for the Market from reduced vacancies.
- Monitor level of sales to Market businesses.



FLOOR PLAN - EXISTING



- STAND HOLDER LEGEND**
- BEVERAGES
 - BAKED GOODS
 - CHEESE
 - DRIFTS
 - DELI
 - FLOWERS
 - FISH/SEAFOOD
 - MEAT
 - POULTRY/EGGS
 - PRODUCE
 - PREPARED FOODS/ SANDWICHES
 - OTHER



Central Market Master Plan

City of Lancaster

Murphy & Dittenhafer
ARCHITECTS

MaryMeans Associates, Inc.
R. Duane Perry, The Food Trust



Central Market Product Mix

Main Product Line	# Businesses / Standholders	% Businesses / Standholders	# Occupied Stands	% Occupied Stands
Beverages	14	19 %	32	16 %
Baked goods	1	1 %	3	1 %
Cheese	4	5 %	4	2 %
Crafts	3	4 %	12	6 %
Deli	6	8 %	19	9 %
Flowers	7	10 %	15	7 %
Fish / Seafood	2	3 %	8	4 %
Meat	6	8 %	17	8 %
Poultry / Eggs	2	3 %	5	3 %
Produce	16	21 %	53	26 %
Prepared Foods	4	5 %	12	6 %
Other	10	13 %	24	12 %
TOTALS	75	100 %	204	100 %

A C T I O N 4



Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania

Lancaster Central Market M A S T E R P L A N

A C T I O N 4

Change ordinances, regulations and standholder leases.

Goal A – *Ensure that Central Market has the vision, overall decision-making structure, day-to-day management focus and resources it needs to be an economically successful and financially stable market over the long-term.*

The Challenge:



Central Market is operated under Chapter 228 of the Lancaster City Ordinances.

These regulations have, for the most part, not been altered to reflect current practices followed by other public markets and farmers' markets. Partly as a result, Central Market management is less flexible than other markets in its ability to operate.

The most obvious holdover from the 19th century is the auction system that is used by Central Market to lease space auctions stands once a year to the highest bidder. This system presents the appearance of equity and probably was implemented as protection against favoritism. However, an annual auction makes it difficult for market management to lease space to a unique or highly desirable standholder since having stands available only once a year discourages potential standholders who must wait, possibly for months, to enter Central Market. An auction, by definition, is an economically-driven mechanism that operates independently of other criteria. While the ordinance has been modified in an effort to maintain a balance of products, the auction system in itself is difficult to adapt to balance product mix. The auction system also makes it difficult to negotiate differential rental rates for standholders based on the size or type of business, or to lease space on a seasonal basis.

Market management has limited ability to aggressively recruit potential standholders and increase business in the market by ensuring that the market leases space to the right mix of businesses. This makes it hard to attract the types of specialty product mix that would complement the existing standholders and increase the customer base and limits the Market's ability to compete for high quality potential standholders who might be unfamiliar with or unwilling to lease space through an auction. Most other public markets, farmers' markets and commercial landlords do not lease space using an auction system.

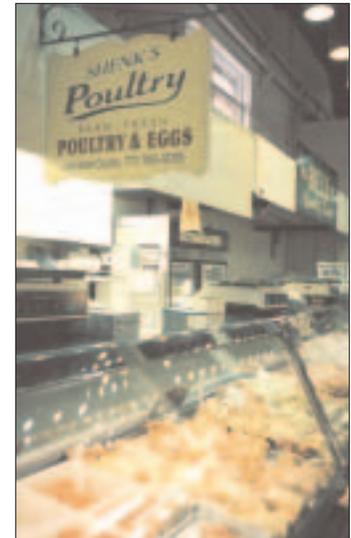
The ordinance that prescribes market operations restricts the ability of the market's management to make day-to-day management decisions that respond to the increasingly competitive environment of food retailing. Changing the ordinance and regulations can be a complex public process which has discouraged efforts

ACTION 4

to update them. The current high level of public oversight over day-to-day decision-making leaves Central Market subject to political influence. As a result, public officials sometimes find themselves involved in minor decisions about market operations at the behest of a constituent.

The Response:

Chapter 228 of the Lancaster City ordinances must be significantly changed to allow active management of Central Market. While in theory active management could be implemented under an amended ordinance, proscriptive ordinances are difficult to work with in practice. The ordinance must focus on the policy level to provide the flexibility needed by Central Market to support successful standholders. If the individual businesses within Central Market are thriving, then Central Market will thrive.



Most importantly, the auction system used by Central Market to lease space should be eliminated to adhere to more conventional leasing practices. In the 19th century, an auction was a common method used in the economic marketplace. Today, leases are in widespread use and are standard, subject to negotiation, for the vast majority of real estate transactions.

Most public markets and farmers' markets allow market management to lease space, negotiate rental rates, and enter into multiple year leases and seasonal leases. CMT should be able to lease space on a timely basis, negotiate rental rates to attract unique or highly desirable standholders, enter into multiple year leases to encourage standholder investments in their business at the Central Market, and use seasonal leases to attract small farmers and purveyors of seasonal food. Two sample standholder leases are included in the Resource Book.

In order to attract more unique and specialty food products to Central Market, CMT must actively recruit standholders. The job responsibilities of the General Manager includes the development of an active recruitment program for new standholders since no such program exists now. CMT should identify the types of products and businesses desired in the market, and search for potential standholders, including local entrepreneurs, who could operate those businesses. An active standholder recruitment program should also include a seasonal farmers day-stall program, where Lancaster County farmers could sell fresh and prepared food during the growing season.

While increased standholder recruitment efforts certainly would benefit Central Market, they would not eliminate the problems of the auction system. Additional recruitment could reach potential local producers with unique, specialty and seasonal food products, but there would still be the barrier of the annual, highest-bid auction system. As described in Action 3, enhancing the product mix is a key step to assist the success of the standholders.

The current ordinance should be changed to allow CMT to make day-to-day decisions and permit the Central

A C T I O N 4

Market to respond more dynamically to the competitive environment of food retailing. The present ordinance should be amended to incorporate the overall mission of Central Market, and operating guidelines to guide market management in its decision-making. Other rules and regulations prescribing market operations should be placed in an agreement between the City and CMT. This would allow CMT to enforce rules and regulations, and reduce the pressure on public officials.



Operating guidelines should include the following:

- a limitation on businesses in Central Market which offer food intended primarily or exclusively for consumption within the Market to no more than the greater of one-quarter of the total businesses in the Market, or one-quarter of the total leasable area of Central Market;
- the right of CMT to approve changes in the product lines of standholders;
- a lease requirement that owners are actively involved in the management and operation of their businesses within Central Market during Market operating hours; and
- a general preference for filling vacancies with growers and purveyors of local and regional produce.

If the recommendation in Action 1 regarding a new organizational structure for Market is accepted, then many of the practices described above would be put into the lease as operating parameters and put into actual practice by the manager working for CMT.

One of the clearest regulations that should be enforced by Central Market management is the operating hours. Customers rely on regular operating hours. The fact that standholders open and close their businesses at different times creates confusion among all but the most regular customers and limits the ability of market businesses to benefit from cross-marketing their businesses. All standholders should be required to be open during market operating hours, and the regulations providing for exceptions should be amended.

At the same time, changes in lifestyles have made the market hours less convenient for some Market shoppers in Lancaster. Based on customer surveys, current market shoppers would like to see the market's hours extended. The Market should gradually shift its operating hours to open at 7 or 8 a.m. and close later at 6 p.m.

Proposed Implementing Entities Involved:

Lead Responsibility: City of Lancaster and CMT

Resource Needs: City staff time

Evaluation Measures:

- Monitor level of revenues for the Market from reduced vacancies.
- Monitor level of sales for Market businesses.

A C T I O N 5



Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania, Detail

Lancaster Central Market M A S T E R P L A N

A C T I O N 5

Ensure appropriate preservation of the 1889 building over the long term.

Goal B – Maintain, preserve and interpret the historic Central Market House as a unique asset of our community.

The Challenge:



The Central Market House is the most recent of a series of structures built by Lancastrians in the market square for the purpose of food sales by farmers to residents. Unlike the earlier market sheds, however, this market house is a massive structure, built of durable materials for long-term use. As a result, it has survived for more than one hundred years, and the community has come to recognize and celebrate its history.

Its strongest attribute and its greatest challenge, however, are that Central Market was designed for a specific purpose, has served the **same purpose** continuously since its construction, and will continue to serve this purpose into the future. This is a challenge because its building materials, construction methods, interior layout and systems reflect, at least in part, the dreams and the resources of people, especially architect John Warner, who are long gone and could not have anticipated the everyday expectations of 21st century standholders and customers.

While Central Market is remarkable in its level of preservation, it has not escaped alterations over time in small and large ways. This situation is typical for all buildings as only museums have the charge to remain fixed in time. Observation and research show what repairs and renovations have been made at Central Market. In particular, the 1970s renovation project resulted in significant changes such as the replacement of the slate roof with asphalt fiberglass shingles, the installation of a new mercury vapor lighting system, reworking of the entries to support a heating system, the construction of the mezzanine with restrooms on two levels, and penetration of the roof for exhaust fans. In view of the number of changes that have occurred to the structure over time, some people in Lancaster ask whether additional safeguards are necessary as they are concerned about the commitment of future generations to the preservation of Central Market.

A major impetus for the City's master planning process has been the closely allied concerns of the community that repair work is urgently needed and yet any proposed projects must meet stringent preservation requirements. The interviews confirmed that there has been difficulty in the recent past with the evaluation of proposed capital improvements in the context of preservation. Efforts by the City and the community to address longstanding issues such as lighting and cooling have been delayed for months and years because of a lack of consensus on how to determine the appropriateness of the work. Despite the overwhelming commitment of the community to the preservation of Central Market, there is a fear of irreversible changes that would harm the historic character of the building. The Friends of Central Market have made a strong recommendation that an Historic Structures Report be completed before any work commences. This Master Plan provides an approach and direction for capital improvements to proceed.

ACTION 5

Clearly, the City of Lancaster faces multiple challenges in meeting the preservation needs of Central Market even without the added pressure of using best practices. Throughout the country, cities, especially small cities, are under ever increasing pressure to address a multitude of societal problems with dwindling resources. Often, as has been the case in Lancaster, capital outlays have been postponed in order to meet more pressing needs. The cumulative effect of delayed maintenance and deferred capital improvements can be significant.

Another challenge is that the building's location within the block, unfortunately, has not assisted many visitors to fully appreciate its historic character as it can only be viewed close up. Customers' focus on the mundane activity of food shopping means that some never take the time or have the perspective to appreciate the beautiful brick masonry walls, strength of the supporting timbers or the breadth of the roof expanse. Added to this is the fact that many people visit markets for the experience, not the setting. They enjoy the good food, interacting with the standholders, perhaps seeing friends, and people-watching. These customers might not fully appreciate the historic building and the urban setting as these are not their priorities.



T h e R e s p o n s e :

Central Market is a special and unique building that is recognized for its historic architectural value, locally, regionally and nationally. All historic buildings require a higher level of care for their preservation than modern buildings. As a legacy from our ancestors, they tell the story in three-dimensions of who our forebears were, what they thought and what they did. It is our responsibility to care for historic buildings and pass them as our legacy to future generations as authentic elements of our history. The community of Lancaster accepts this responsibility and is very proud that Central Market has survived **virtually intact**. The structure is listed on the National Register of Historic Places, and is subject to the City's Historic Architecture Review Board regulations due to its National Register individual listing and its location with the Historic District. However, the architectural and engineering survey work completed as part of this planning process confirmed that significant repairs **must** be made.

One of the most important aspects of the Central Market House is that it is not a museum, encapsulated and preserved. The Market was built by the City as a market, a specialized building type, and continues to serve that use with strong community support. To enable needed restoration and repair to begin in the very near future while also maintaining the historic character of the Market House, the recommended strategy is that the focus of preservation should be on the exterior of the building. In a parallel process, the interior environment of the Market can be **carefully** adjusted and appropriately adapted to meet the needs of current and new generations of standholders and customers. To demonstrate how this strategy will work in actual practice, this Master Plan divides the discussion of restoration and repair issues into two sections, Actions 5 and 6, one describing the preservation of the exterior and the other the improvement of the interior.

ACTION 5

The message of Action 5 is that extreme care and sensitivity are required when addressing the preservation of all of the exterior elements — the roof, gutters and downspouts, masonry, windows and doors. There is a well-established body of knowledge and strategies for the appropriate preservation of our national heritage that can be accessed as the basis for decisions on any of these exterior restoration/preservation efforts. Architects and building preservation specialists respond to these exact preservation issues daily, and the City should involve qualified professionals to ensure the highest level of care for the Central Market House. The U.S. Department of the Interior has taken the lead in defining appropriate means and materials for the maintenance of historic buildings and their adaptation to changing technology and the like. The Secretary of the Interior's Standards for the Rehabilitation of Historic Buildings present a clear structure to evaluate proposed work on historic buildings. The Standards emphasize retaining and preserving the historic character of a building and its environment within a reasonable framework that includes consideration of economic and technical issues. There must be strict adherence to the preservation principles embodied in the Standards as well as the practical application of the approved practices defined in the National Park Service's Preservation Briefs (relevant examples of Briefs are included in the Resource Book). Use of the Standards is required when public funds are involved, but the City and CMT also should institute a policy that the Standards will be applied to all capital projects at Central Market. By applying accepted historic preservation practices to exterior projects at Central Market, the concern about the appropriateness of capital projects are addressed, allowing projects to proceed.



The Friends of Central Market have raised the question of the need for preparation of a Historic Structures Report as a requirement before beginning any preservation work. The established format for a report of this type includes, at a minimum, examination of the history, architectural antecedents, style and use of the structure, a detailed architectural evaluation and condition assessment of the exterior and interior building fabric, discussion of the recommended preservation approach and design alternatives, and cost estimates for the suggested preservation remedies. Additional research might also include a structural assessment, paint analysis and the like, based upon the building's specific attributes. It is not unusual for a Historic Structures Report, even for a small building, to require twelve months of work with a budget of \$100,000 or more, and generate a 200 to 300-page report.

Certainly on-going research about the Central Market House and its history is justified by the authenticity of the building, and would be extremely valuable for use not only in addressing building issues, but also to support visitor interpretation, programs for schools and a variety of publications. However, while Central Market is a significant building and merits further research into its architectural, cultural and social history, the restoration and repair work outlined below should not be delayed. The Secretary's Standards and the NPS Preservation Briefs offer the necessary means to evaluate proposed improvements as recommended in this Master Plan. Further delay will add to the damage that has already been done to the structure and increase the cost of remediation.

When interviewed, a few individuals brought up the question of the need for added preservation protections beyond current levels. Based on the overwhelming community support for Central Market, this Plan does

ACTION 5

not assign a high priority to this topic given the many other operational and building issues that currently are negatively impacting the Market. Residents have identified the Central Market House as the most important preservation priority in the City. This issue will require attention only if City or community commitment to the market visibly erodes in the future.



Why have improvement projects remained undone if it is clear that the maintenance or repair work on exterior aspects can no longer be deferred, and if there is a sense in the community that Lancaster will find the resources to do what needs to be done, “the best way possible” from a preservation standpoint? One reason is that, while the City, as the building owner, has the responsibility for maintenance efforts, its capacity to undertake major projects, especially preservation projects, is restricted by budget, administrative and other considerations.

The small efforts that have been undertaken recently have involved outside groups and organizations, working in partnership with the City, in an effort to move forward. The proposal in Action 1 to create a new Central Market management entity under a master lease is driven in large part by the recognition that a City and non-profit partnership would provide Central Market with access to new funding sources and the administrative resources to raise funds from citizens, apply for grants and manage both of these types of funds.

Another aspect of this issue is whether it is the responsibility of Lancastrians to bear the full burden of support for Central Market. While the community is justly proud that Central Market has been recognized as a national treasure and historic resource, it appears that local people are reluctant to reach out to a broader group of individuals to ask for funding, and the City lacks the staff time to cultivate these types of donors. Since many corporations and foundations prefer so-called “bricks and mortar” projects, the potential exists for significant support from this sector also, especially with the assistance of local foundations and organizations. The time and commitment required for this type of effort can be provided through Central Market Trust

The corollary to this broadening of support for capital projects is ensuring that Central Market customers, especially visitors, appreciate the historic building and its context. While the shoppers’ emphasis will remain on the products, their relationships with the standholders and visiting with friends, they can become more aware of the contribution of the unique Market House and the urban setting to their enjoyment of the “market experience.” Action 7 recommends a variety of means to enhance the setting by reinforcing the relationship of the Market House to the surrounding urban areas. There also are discussions in both Actions 9 and 10 about the importance of the market experience.

The fieldwork that has been undertaken as a part of this planning process has confirmed that the Central Market House needs attention. Specific recommendations for the restoration and preservation of the exterior within its context as an historic structure are provided below. Issues relating to a number of customer and

ACTION 5

standholder amenities such as seating and waste management are discussed in Action 6.

• **Roof** - The gabled, hip roof originally was covered with slate shingles which was very typical for a 19th century public structure built to be used for many years. Slate was readily accessible in south central Pennsylvania, and, in fact, the first commercial slate quarry had begun production in nearby York County more than a century earlier in 1785. National Park Service Preservation Brief #29, "The Repair, Replacement and Maintenance of Historic Slate Roofs" (see Resource Book), recommends that slate roofs be repaired whenever possible as the craftsmanship, pattern and detailing of the roof tends to be a key design element of the historic building (p. 1). As can be seen in the Market House, well-defined roof lines punctuated by multiple gables and dormers were a primary aspect of architect James Warner's vision. The colors of the roof also contributed to the design. The original slate most probably was grey, blue-grey, or black in color which contrasted with the red clay tile roofs of the Market House towers and the copper that was probably used for the decoration on the peak of the tower. Historical photographs document that there also were at least three rows of snow guards extending in horizontal lines along the roof planes to reduce the formation of large areas of ice while also adding to the design. Warner could have created even more variety through manipulating the size, shape, color and texture of the slates, but early photographs suggest that he decided upon single-color, standard-size slates in uniform rows, possibly to meet budget constraints.



Currently the roof material is asphalt fiberglass shingles installed as part of the 1970s renovation. It is not known why the slate roof was replaced, especially since slate can have a serviceable life of 100 years (NPS PB#29, p. 7). If the installed asphalt roof has a life expectancy of 30 to 40 years, it will be due for replacement in the near future. The roof is penetrated by twenty-two dormers and seven exhaust fans more recently installed on the east roof area, but, thankfully, there are no known leakage problems on the main roof. The drainage system consists of painted galvanized metal half-round gutters and full-round downspouts that discharge into an underground stormwater system. All of the gutters are in poor condition with run-off spilling over the gutter lips and washing down the walls during rain storms. The roofs of the corner towers are clay tile with metal ornamentation. In early 2005, the roof tiles from the southeast tower roof were removed due to their unstable condition, and the roof sealed until repairs can be made to the roof, the flashings and associated built-in gutters. The tower gutters also are in poor condition as evidenced by the moss and plant life on the West Tower.

Recommendations - The first recommendation is to complete the tower roof restoration work underway including the repair of the built-in gutter. Since the asphalt roof is due for replacement, the recommendation is to use appropriate slate, copper flashing systems and snow guards per the Secretary of the Interior's Standards. The high historic value of this building argues for the restoration of this key element to recapture the variety and activity it provided within the overall architectural design. There are standard specifications for the installation of slate roofs, prepared by the National Slate Association in 1926 and endorsed by the National Park Service (NPS PB#29, p. 11). The related flashings, gutters and downspouts also might have to be replaced to ensure that they are made of a single type of metal — generally copper is preferred — to avoid corrosion by galvanic action. While replacement of the roof is a complex task, the financial

A C T I O N 5

investment of \$450,000 to \$500,000 in an authentic slate roof is justified as the natural material is still available, clear installation guidelines are available, and it is a superior product. Artificial slate is not recommended as an alternative because it is less durable than natural slate and the cost of installation is very similar. As part of the project, the penetrations of the roof for mechanical units can be evaluated and eliminated if no longer needed. Once installed, the slate roof must be maintained through inspections scheduled annually and after major storms. Slate professionals should undertake inspections every five to seven years (NPS PB#29, p. 14). One interesting point is that this type of substantial market building evolved in the 19th century from the earlier market sheds that consisted almost entirely of a roof structure. From that point of view, the roof can be said to define the market, and that Central Market deserves to recapture this critical element of its architectural design.



- **Exterior Masonry Walls** - The exterior walls are primarily two types of brick with light/dark brick checkerboard patterning, pilaster and belt course treatments above a stone foundation. Openings include brick arches and stone lintel/head treatments. The south or primary façade consists of fired smooth face brick. The secondary façades on the east, north and west sides of the structure consist of a regular clay brick without a smooth fired face. There are no signs of structural degradation, out of plumb conditions, significant cracking, settlement or distress. Any damage is generally confined to the effects of water on the structure including efflorescence (salt deposits), mortar degradation and brick deterioration. The areas of deterioration and serious efflorescence on the lower portions of the wall are believed to be from water migration from continued interior washing procedures and rain water overflowing from gutters and from the roof. The mortar joints are eroded, loose and/or powdering at various locations, primarily at the lower corbel area of the west façade. Moss and plant growth has been evident at various areas, particularly the west areas of the brick façades.

Recommendations - The most important step in remediation is to address the conditions causing regular or frequent water/wet conditions on the brick, i.e.; to correct gutter and downspout conditions including storm water system overshoot conditions at the roof edge as noted in the recommendations for roof replacement. The localized storm drainage problems at ground level should be reduced with gutter and downspout repairs, but the condition also calls for the addition of an area drain on the east side of the Market House and sloping of the adjacent pavers. At the same time, the City should investigate conditions and carry out corrective measures as required to ensure floor washing water is not coming in contact with the inside surface of the exterior brick walls.

National Park Service Preservation Brief #39 "Controlling Unwanted Moisture in Historic Buildings" (see Resource Book for relevant Briefs #1 and #39) notes that moisture is always present in the environment, but must be controlled to avoid this most common cause of deterioration in older buildings. The process of moisture migrating vertically in damp and porous materials like brick is known as capillary action and the

A C T I O N 5

whitish efflorescence of salt deposits becomes visible generally one to three feet above grade. This condition along with associated spalling and mortar loss has existed at Central Market for more than a decade as documented by a condition survey and assessment of masonry deterioration dating from 1993. While the masonry walls of Market are in very good condition, this type of progressive condition must be addressed. To remediate this condition at Central Market, key principles that should govern the process are:

- Avoid remedial treatments without prior careful diagnosis
- Undertake treatments that protect the historical significance of the resource
- Address issues of ground-related moisture and rain run-off thoroughly...
- Implement a program of ongoing monitoring and maintenance once moisture is controlled or managed...(NPS PB#39, p. 2)



Once the moisture issues have been addressed, the brick should be cleaned with a mild detergent application in conformance with the Secretary of the Interior's Standards, and localized spot repointing work carried out with a high lime, "soft" mortar mix to match the existing mortar per the Secretary of the Interior's Standards. Early photographs show that the wall-mounted lighting fixtures are **not appropriate**, and should be removed. New ground mounted pole lighting fixtures should provide replacement lighting. Restoration of the three original door locations on the south (main) façade are recommended and would involve removal of the brick alcoves and reinstallation of the doors to their original locations within the wall plane. While these 1970s alcoves were constructed at all thirteen exterior door locations and provide some benefits to the Market House which are described in detail in Action 6, this step would return at least the primary façade to its 1889 appearance and provide greater flexibility to the interior market layout described in Action 6.

- **Windows** - The wood windows including the dormer windows are original and most appear to remain operable. Some of the windows have been blocked to reduce sun glare. Observation suggests that the upper sashes have been reworked to accommodate screens. The windows appear to have been painted regularly and there are no visible signs of deterioration.

Recommendations - All wood window components including sills should be further investigated and evaluated regarding condition. Check, patch and repair the wood sills as required using Abatron or a similar wood consolidant repair system. Paint the sills regularly with quality paint. Ensure the glazing compound at the glass is tight and does not permit water penetration and subsequent deterioration of the muntins and sash. Ensure the sash is tight in the frame, particularly at the sills. Remove the materials covering some windows and address glare issues using ultraviolet screening film and other remedies.

A C T I O N 5

• **Exterior Doors** - The wood panel double doors appear to be original, many with original glass. The thirteen double doors were originally installed/located in the brick wall openings where the wood frames and jambs still exist near the brick wall perimeter, but were recessed into 4 foot alcoves with brick side walls during the 1970s renovation, apparently to support new heating system equipment installed over the alcoves. The doors include exit panic bar style hardware per egress code requirements.

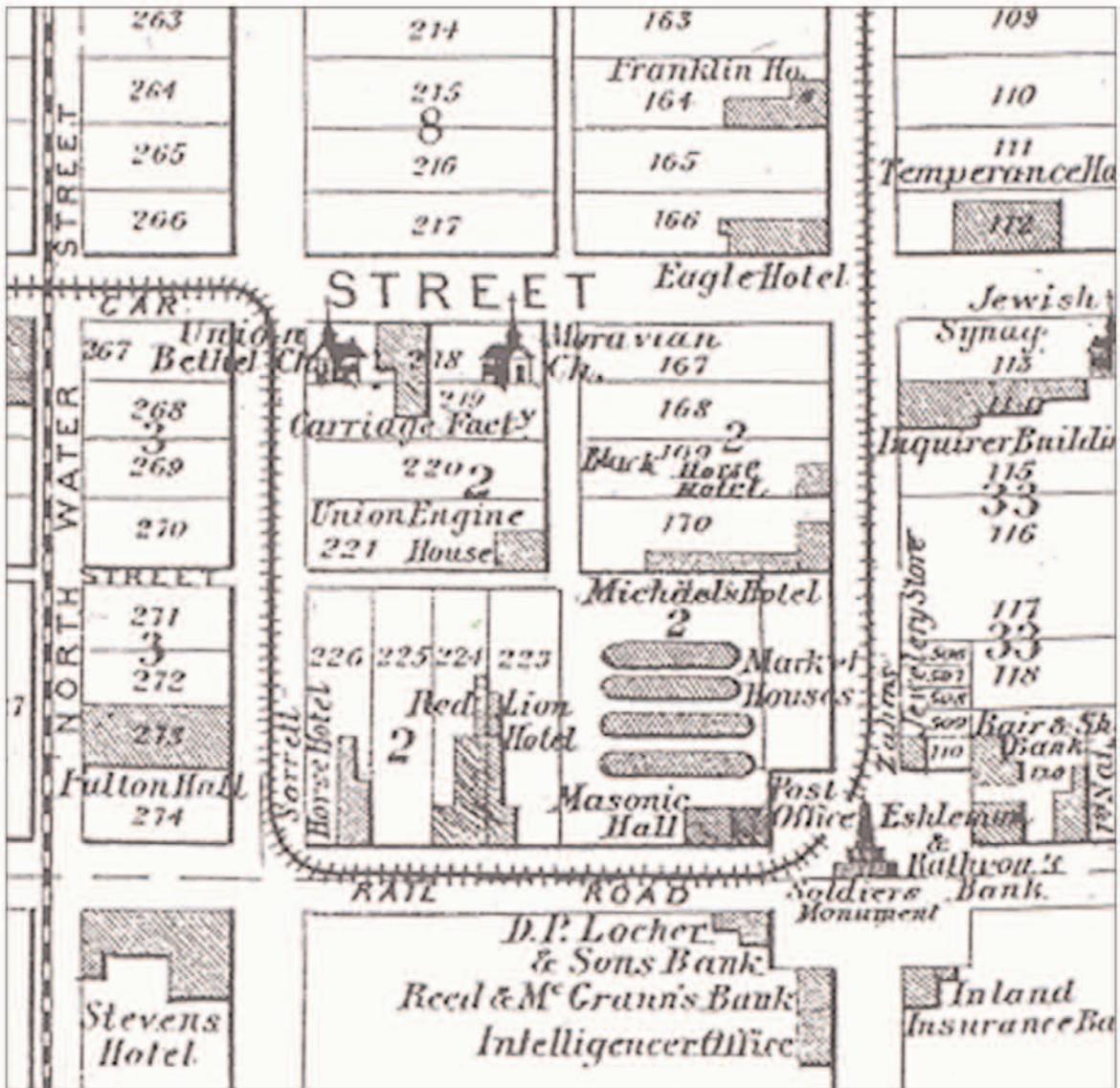
Recommendations - Conduct a detailed door by door evaluation to determine the restoration/rehabilitation scope of work required. Patch, repair and paint as required. If filler is needed, use Abatron or a similar wood consolidant repair system to renew the original wood. Replace non-original glass with salvaged glass where required. Restore hardware or install period hardware. Repair and maintain doors regularly. In particular, maintain the hardware so no stress is placed on the wood door joints. On the primary south (main entrance) façade, relocate the four doors to their original locations within their original frames, removing the brick alcove construction on the interior.

Proposed Implementing Entities Involved:

Lead Responsibility: City of Lancaster and CMT

Resource needs:

• Restore the slate roof, flashing, snow guards	\$450,000
• Replace the gutters and downspouts	\$10,000
• Add area drain (east side) and slope pavers	\$5,000
• Restore the brick masonry	\$35,000
• Modify south doors	\$20,000
• Misc. door and window work	\$15,000
• Misc. repairs	\$10,000



DETAIL OF 1875 HISTORICAL ATLAS OF LANCASTER COUNTY
by Everts and Stewart

Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania

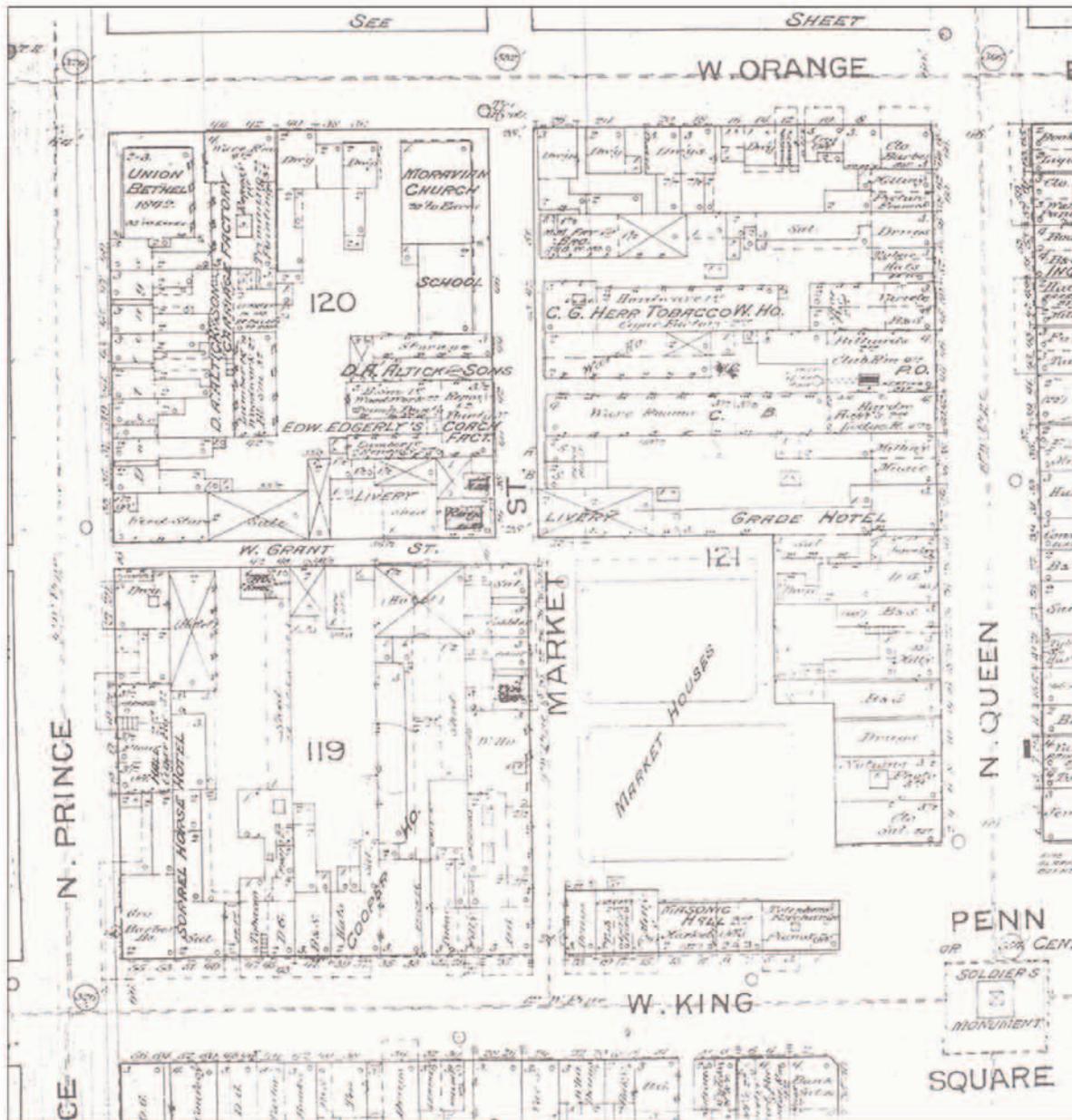


Central Market Master Plan
City of Lancaster

Murphy & Dittenhafer
ARCHITECTS

Mary Anne Associates, Inc.
R. Duane Perry, The Food Trust

WAGMAN



DETAIL OF 1886 SANBORN INSURANCE MAP

Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania

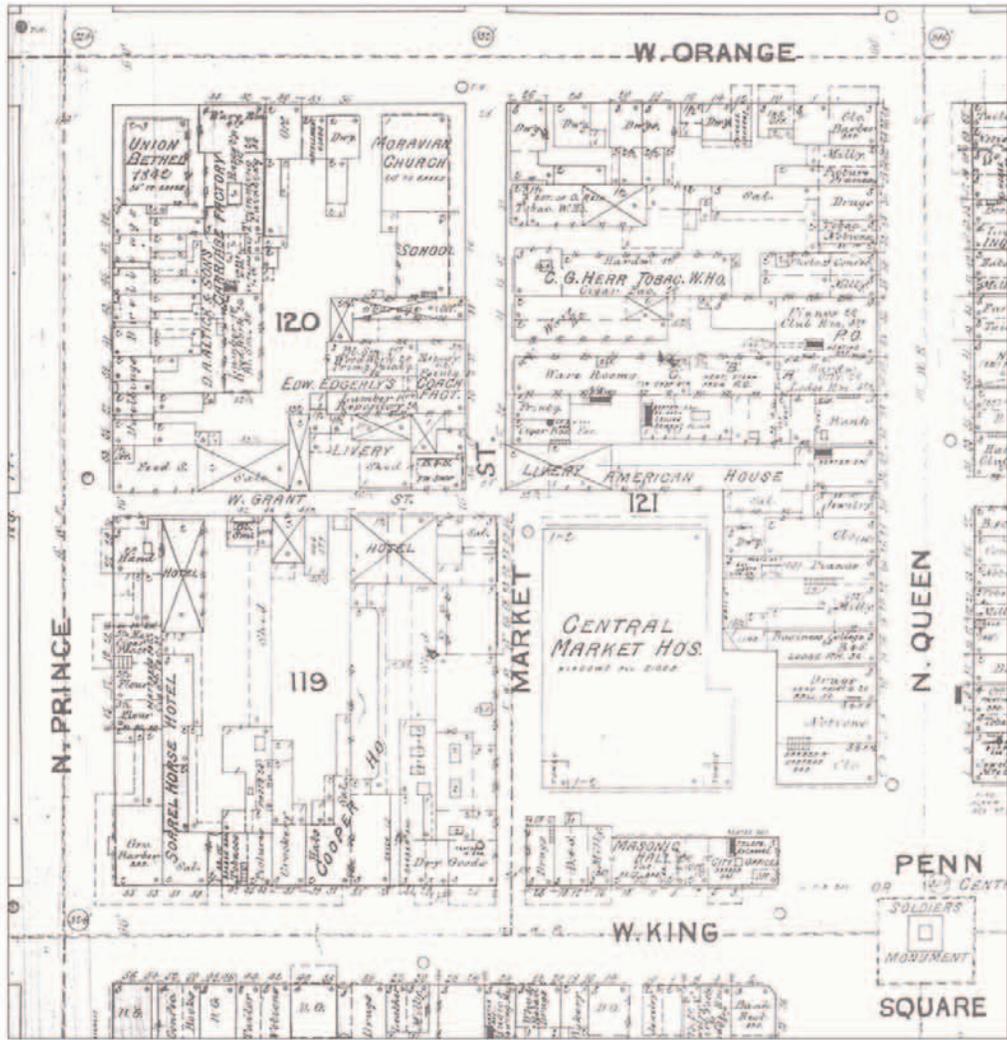


Central Market Master Plan City of Lancaster

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DETAIL OF 1891 SANBORN INSURANCE MAP

Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania



Central Market Master Plan City of Lancaster

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WEST ELEVATION



SOUTH ELEVATION



EAST ELEVATION



Central Market Master Plan City of Lancaster

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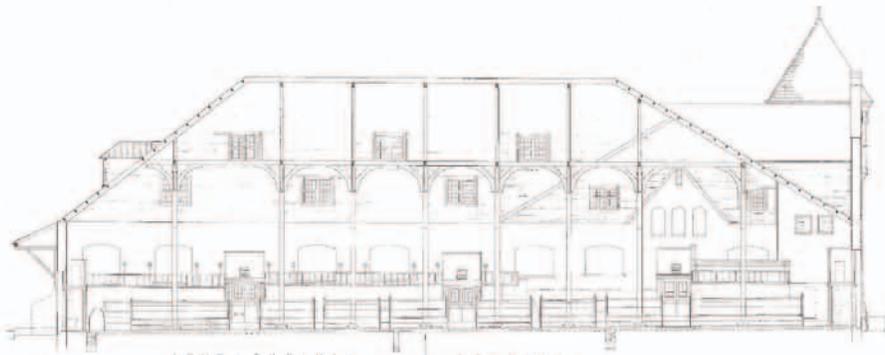
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NORTH ELEVATION



CROSS SECTION



LONGITUDINAL SECTION



Central Market Master Plan City of Lancaster

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A C T I O N 6



Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania

Lancaster Central Market M A S T E R P L A N

A C T I O N 6

Address interior building and systems improvements.

Goal B – Maintain, preserve and interpret the historic Central Market House as a unique asset of our community.

The Challenge:



While Central Market presents special exterior preservation challenges, detailed in Action 5, there are many interior building and systems issues that also must be addressed. A structure with this type of use, functioning continuously throughout the year, requires constant attention. This Master Plan recommends that the focus of preservation should be on the exterior of the building while the interior of the Market is carefully adapted within limited parameters to meet the needs of current and new generations of standholders and customers. As noted in Action 5, a major impetus for this master planning process has been the concern

of the City and the community that capital improvements are urgently needed, but should be undertaken in an appropriate manner within an overall context rather than piecemeal. The need for capital improvements has been confirmed by the architectural and engineering survey work completed as part of this planning process.

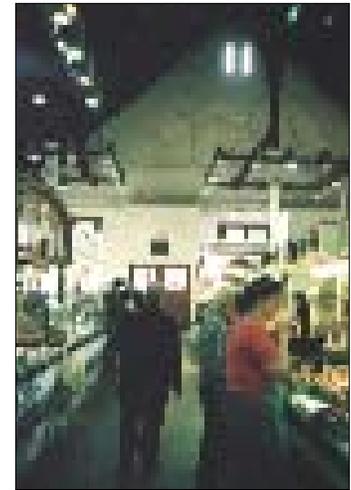
Certainly the comfort and convenience of customers and standholders must be a primary objective for Central Market. While this is often an intangible part of the market experience, discussed in detail in Action 9, it also is closely related to the customer issues covered in Action 3. The comfort of building users is based upon a wide range of interior elements such as lighting, environmental conditions and restrooms. The environment of a food market also has much to do with customers' perceptions of the products as fresh and healthy. The interviews elicited the most comments about handling summer heat, but also opinions about other customer amenities.

Central Market exists in a retail context that will only become more competitive as briefly outlined in the Preface. While supermarkets are quick to copy the elements of Market that attract customers, they also operate in much newer facilities and have much larger budgets for capital improvements. Central Market has the challenge of attending to customer and standholders needs within a historically sensitive setting and fiscal constraints. However, since many customers will readily identify with its tradition and authenticity, this is an area that Central Market can address successfully.

Systems improvements in some instances have been delayed, even when funding became available, due to concerns about the evaluation of proposed work in the context of historic preservation. There has been sometimes contentious discussion about how to deal with longstanding issues such as heat remediation with a lack of consensus in the community about how to determine the appropriateness of the work. Despite the overwhelming commitment of the community to the preservation of Central Market, there is a fear of irreversible changes that will destroy the historic character of the building.

ACTION 6

Clearly, the City of Lancaster faces multiple challenges in meeting the interior systems needs of Central Market. Throughout the country, cities, especially small cities, are under ever increasing pressure to address a multitude of societal problems with dwindling resources. Often, as has been the case in Lancaster, the Department of Public Works staffing has been reduced. The cumulative negative effect of delayed maintenance and deferred capital improvements is significant.



The Response:

The current City budget allows for a level of systems maintenance that keeps the Market functioning. However, a cycle of systems evaluation and replacement is required. Despite the City's responsibility as the building owner, its resources are stretched much too far to ensure Central Market's regular maintenance needs are met. While the City's funding and priorities tend to fluctuate, there is no guarantee that Central Market will be the beneficiary, and might, in fact, receive further reductions in resources depending upon the stresses on the City.

The proposal in Action 1 to create a new Central Market, Inc. as management entity under a master lease is driven in large part by the recognition that a City and non-profit partnership would provide Central Market with more secure funding to ensure a healthy, secure and attractive facility. While the City will remain responsible for routine repairs and capital improvements, CMT will be able to access new funding sources for the benefit of Market.

As Central Market has continued to function as a food market through the years, some elements of the interior have evolved. The wonderful large covered space with its two rows of columns remains largely intact. However, over time the fish stalls moved inside, the light fixtures have been replaced at least twice and a number of stands now feature glass refrigeration cases generating quantities of heat, to name a few examples. These changes are a natural part of the life of Central Market. It is not a museum that shows what a farmers market was like, but a living, breathing market that continues to sell horseradish and celery today. There is a very real temptation to romanticize the Market and keep it exactly as it appears in memory or in old photographs. Looking backward in this way would be the quickest way to turn it into a museum, stifling the spirit that brings constant renewal.



The recommendations for interior systems improvements and renovations are:

- **Interior Environment** - Heating and cooling of a large, voluminous open span structure presents many challenges. Currently, hot air for heating is distributed through wall piping from an oil-fired hot water boiler system located in the southwest tower. The water is piped to individual units located above each of the thirteen door alcove enclosures as part of the 1970s

A C T I O N 6

renovation, and meets basic needs. The existing boiler unit is functioning, but has exceeded its useful life expectancy.

During the summer months, the interior of Central Market can be uncomfortably hot, negatively impacting customers, sales, employees and products. Anecdotal information suggests that the customer volume drops visibly during summer hot spells, and the customers who do come to shop in spite of the temperature buy fewer items before they make their escape. The original chain and pulley system designed to move hot air from the stand level upward by opening some or all of the dormer windows was dismantled in the 1970s renovation. Five thermostat-controlled exhaust fans were mounted on the roof to create air movement, but these primarily move air at the upper levels of the building, **not** at the lower level where people are shopping and working. The fans will pull air from the stand level only if the majority of the exterior doors remain closed to create a chimney effect, providing air movement and the perception of cool air. The exhaust fans located in the tower are operated by manual switches, and could provide similar benefit by moving air if many of the doors are kept closed. At the same time, these fans greatly increase the noise level in the building. Attempts in the recent past to make use of this existing system by keeping all but one or two entry doors closed on a market day proved unsuccessful and unrealistic. There is too much traffic in and out of all of the doors, especially since closed doors on hot days go against conventional wisdom.



Over the last fifty years or so, the standholders have gradually added more and more refrigeration units with their own compressors. The use of refrigeration is one example of the evolution of the market over time, and must now be considered a fact of life. These units expel hot air, adding to the heat problems of outdoor temperature and humidity. A recent count found sixty compressors in operation in Central Market, most, if not all, of older, less energy-efficient designs. The inefficient, 1970s overhead lighting in the Market also adds to the heat load. In addition, over time a number of standholders have installed direct lighting for their products as they have renovated their stands.



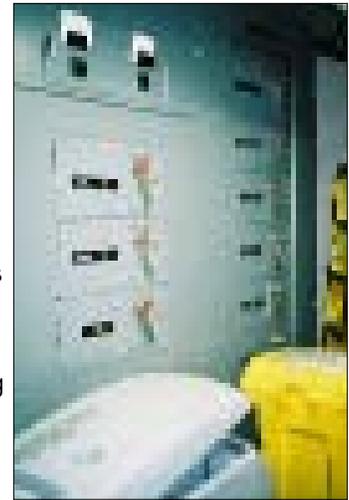
A study completed in 2003 identified several long-term HVAC alternatives in addition to short-term/temporary cooling strategies. Within the historic context and taking into consideration the size and open span of the building, the engineering firm considered the best alternative to be a split system air rotation unit.

Recommendation - Replacement of the heating system in the very near future is recommended before the system fails. This would include replacing the boiler, burner, pump, valves, heating units and controls. The piping should be tested to determine its condition before it is replaced or put back into service. The new system should be changed to a natural gas system which would allow the existing underground fuel oil storage tank located near the southwest tower to be removed, eliminating the odor problems. There also are several code violations within the current boiler room such as inadequate

A C T I O N 6

clearances around the equipment and the lack of the required type of glass enclosures that would need to be addressed as part of a boiler replacement, and a viable option would be to locate the boiler room outside of the Market House itself in a nearby building.

The Murphy & Dittenhafer Team endorses “natural” heat mitigation efforts using the system originally designed to create air circulation (chimney effect). The installation of the roof fans was a laudable effort to make this system work as designed. Unfortunately, the problems lie with perceptions of cooling and the intake system, not the fans themselves. At the level of the stands on the floor level, people must perceive the air as either cooler than outside of the building or moving around them and creating a cooling breeze. Unlike air conditioning systems which actively “condition” and distribute cool air in a space, the current arrangement is intended to create air circulation using an essentially passive method. While the fans can and do move the upper levels of air in Central Market, there are too many intake points (i.e., doors) for this system to work effectively by creating sufficient air movement within the context of this building. Efforts to strictly control the opening of doors in the summer have failed. The installation of louvers on the walls near the floor might assist with intake, but is an unacceptable option in relation to the preservation of the exterior building envelope. What might have been an adequate air circulation system in 1889 is not acceptable in 2005 with customer expectations of cooling, dozens of refrigerator compressors, additional lighting and the high noise level of the fans.



There is an alternative, however, to removing a number of stands to place large air conditioning units in the center of this special space or requiring long sections of exposed air-conditioning ductwork to be installed that would compromise the magnificent timber roof structure. In the 1970s, brick vestibules were created at each of the thirteen doors to support heating units. There is the option to install new units above the door alcoves in a sensitively concealed manner that would distribute heated air in the winter and cooled air in the summer using the same two-pipe system. This was not an option reviewed in the 2003 study. Each individual unit would be controlled by a thermostat in conjunction with the existing roof fans to provide heating, cooling or ventilation based on the temperature settings. These units could circulate cool air at the lower level of Market and greatly improve the perception of cooling.

This system requires piped chilled water from an approximately 100-ton chiller plant which could be located nearby, although off-site, as opposed to utilizing interior standholder space. One option that CMT and others should pursue would use space in the parking lot that faces Prince Street, with below-grade conduits. A cooling system such as this would require a new 800 AMP electrical service, minimum (1,000 AMP recommended to handle anticipated summer loads), to provide the 100 tons of cooling capacity. This could be a dedicated service provided at the same remote location as the chiller separate from the replacement of the existing 800 AMP service in the Market House. A two-pipe system would be sufficient as simultaneous heating and cooling would not be required in the space, and the transitional months can be conditioned by existing ventilation systems. Installing a two-pipe rather than a four-pipe system reduces the costs associated with a chilled water system.

A C T I O N 6

Any new HVAC system must be designed to be accessible to facilitate routine equipment maintenance and thorough regular inspection/evaluation. Given that the lifecycle of mechanical systems average 15 to 30 years, the new system also must be installed with minimal impact on the historic structure since it must be removed in 2035 for installation of the next HVAC system. Before undertaking any improvements of these systems, the City should hire a professional HVAC designer who has experience with historic buildings to confirm and refine this recommended approach. Relevant Preservation Brief #24 is included in the Resource Book.

This option also offers the opportunity to possibly explore innovative heat exchange methods such as a geothermal system that could be located in the Prince Street parking lot. The funding sources that are encouraging environmentally-friendly strategies might be very interested in using Central Market as a showcase for the retrofitting of historic buildings.

Currently, standholders at perimeter stands are encouraged to install their compressors as high as possible to limit the hot air transmitted at the stand level. Since a central compressor serving all units is not practical, this installation practice will most likely be continued. An incentive program should be investigated by CMT that would encourage standholders to purchase more energy-efficient equipment when replacing existing units.

- **Electrical Service** - The current electrical service was manufactured in 1974 by Federal Pacific Electric. As it is more than 30 years old, it should be viewed as being toward the end of its useful life. Federal Pacific Electric Co. is no longer in business and the corporate successors no longer catalog parts for the existing equipment. The room on the west wall housing the electrical service is not compliant to current codes, and is not large enough to be made compliant. The installation of a window air conditioner in the electric room and a ventilation fan mounted on the side of the service equipment both indicate that there is overheating.

Recommendation - Replace the existing electrical service and install new electrical service within an offsite electrical building.

- **Lighting** - The existing lighting scheme dates from the 1970s renovation and uses cylindrical lighting fixtures attached to aluminum frames. The frames are of different sizes and are suspended at varying heights of 20 feet or more. These fixtures are 1970s designs and make no attempt to recreate any lighting options



shown in historical photos. This design utilizes mercury downlights in combination with incandescent up and downlights. The latter produce a large amount of heat and have a short life. City staff report that the bulbs are difficult to replace. Over the years, many of the standholders have supplemented this lighting, which has not proved sufficient, incorporating lighting into the renovated stand bulkheads and roofs. There is a general consensus that the lighting fixtures are inappropriate and obscure views of the beautiful and historic roof structure.

When selecting lighting, the amount and color of the light and the energy efficiency of the fixture are important considerations. A 2004 lighting study noted that the existing light fixtures do not provide sufficient illumination for this setting which should be 20 to 25 footcandles. The mercury lights also were not a good selection for an interior and especially a retail setting as this type of light does not render color to full advantage. The current

A C T I O N 6

recommendation for energy efficiency is 1.7 watts per square foot for retail spaces while the existing fixtures use approximately 7.4 watts per square foot. The lighting study recommended several options to the City which should be carefully evaluated as some of the options would employ the type of lighting used in large modern commercial structures rather than historic buildings.



Recommendation - The lighting in Central Market should be functional, utilitarian and unobtrusive. The goals must be to improve the quality of light at the merchandising level and remove the inappropriate existing fixtures installed in the 1970s. The two zones of potential lighting are, first, a zone about 15' to 20' above the floor over the six north/south aisles for illumination of general circulation and merchandise display areas. Contemporary light pipes would provide 1,000 watts of display lighting along the aisles. These are metal halide fixtures that throw light along polycarbonate and polished aluminum light guides. A total of 16 luminaires could power five runs along the aisles. The light pipes would provide very functional overall lighting. The second zone that could be considered would consist of uplighting provided by concealed fixtures to highlight the underside of the roof structure. This type of lighting is optional as natural daylight admitted through the windows in the gable façades and the twenty-two dormers illuminates the roof structure during most of the hours that Market is open. Before undertaking any improvements of the lighting, the City should hire a professional lighting designer who has experience with historic buildings to confirm and refine the approach.

Over time, the limited lighting has led many standholders to incorporate lighting fixtures directly into their stands to supplement the overall lighting. A good source of inspiration for overall and stand lighting options is mid-20th century historical photos. The photos show functional suspended fluorescent fixtures with green painted metal housings that illuminated the merchandise and circulation aisles. In practice, the goal would not be to recreate this specific type of interior lighting as it is just one element of an earlier market era characterized by wooden stands with backboards, few if any compressors and small, sometimes hand-lettered, signs. However, that is not to say that the Market Building and individual stands cannot use lighting designs that draw upon the tradition and spirit of earlier markets rather than depending on contemporary retail settings as the only available model. Standholders who incorporate lighting into their stands should be strongly encouraged by CMT to draw upon traditional, functional forms to reinforce Central Market's unique personality. As discussed in the section following about the design of the stands themselves, the Market creates the most opportunities for success by accentuating its individuality and history rather than becoming a clone of commercial food markets.

- **Seating** - Approximately sixteen seats at tables have been placed along the south wall between the four entry enclosures. An unrented stand on the north wall has been replaced by a table and four chairs. Currently, there is little enforcement of seating time limits and it is possible to identify "regulars" who make frequent use of the seating areas. Many of the customers interviewed during this planning process said that additional seating on the interior would be welcomed, especially for senior citizens and families with young children.

ACTION 6

Recommendation - Remove the four brick alcove enclosures on the south wall and relocate the four doors to their original location on the south façades as recommended in Action 5. This would create a larger contiguous interior space that could comfortably accommodate between thirty and forty seats at tables for customers that would not eliminate stand locations from the present layout. If new heating and cooling units are installed using the entry enclosures, eleven units will provide sufficient heating and cooling capacity. Customer seating should be removed in all other interior areas of the Market and additional stands located in the vacated space.

- **Plumbing** - The existing plumbing system, installed approximately 30 years ago, consists of a grid of water pipes and drains concealed in the floor slab. The condition of the piping is not easily apparent, and it is necessary to take pipe samples to determine condition. An analysis also would need to be undertaken to confirm if the existing plumbing system meets the current and projected requirements of standholders and customers.



Recommendation - Perform pipe sampling to assess the condition of the existing system, and analyze present and future needs. Consider installation of a trench system with covers for the piping to allow for easier expansion and easier repair accessibility.

- **Restrooms/Mezzanine/ADA compliance** - The public restrooms presently are located in the southeast tower and can only be accessed from outside the building. They are not ADA compliant as the entry doors are too narrow and there are no stalls meeting ADA requirements. Restrooms reserved for standholders are located on the mezzanine which was added in the 1970s renovation to house restrooms and other support spaces on two levels. Stairs near the southeast entrance lead to this mezzanine space used by standholders as a lunchroom that also holds a small office for the Market Master. This mezzanine space has four foot high walls allowing a view of the interior of the market.

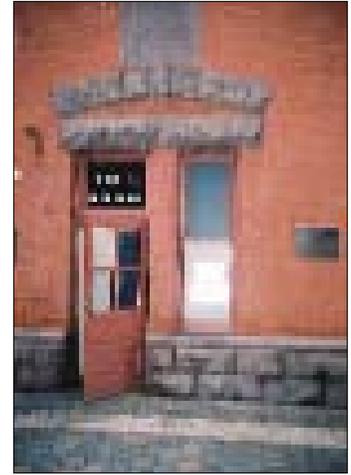
Short-term Recommendation - Renovate and reconfigure the existing restrooms in the southeast tower to be ADA compliant and accessible from within the Market building. This renovation would make space available on the first level, immediately north of the new restrooms. This area could be used immediately for up to four interior daystalls for rental to local farmers. The north entry on the east façades onto Penn Way currently meets all ADA regulations and should be retained.

Long-term Recommendation - Over the long-term, when the existing boiler and electrical rooms are relocated elsewhere within the building or off-site, the southwest tower could be renovated and converted to a men's restroom. The area in the south east tower could also be renovated as a larger women's restroom. The adjacent storage room should be removed, allowing this area to be renovated for additional interior daystalls, if this reconfiguration has not already occurred. On the mezzanine level, the standholder restrooms should be removed and the southeast tower renovated at the second level as the General Manager's office, or alternately the entire mezzanine could be removed. If the mezzanine is retained, the lunchroom area could be utilized for interpretive uses provided that accommodation for accessibility is provided.

A C T I O N 6

• **Floor** - The existing floor is concrete and slopes from a high point at the southeast corner to the northwest corner of the building. There is no surface treatment evident, and the surface is worn in some areas, exposing the slab aggregate. Over the years, the concrete slab has been cut and patched, primarily for underfloor installation of utilities and drains. Some areas exhibit wear due to the effects of regular washing and there is some evidence of water from floor washing coming into contact with the interior surfaces of the exterior walls. There do not appear to be any structural cracking problems.

Recommendation - The floor would benefit from a thorough cleaning appropriate to the floor surface condition. Investigation regarding the installation of an appropriate clear sealer would help ensure that water is kept out of the slab as much as possible. Cracks should be patched, particularly where water from wash down occurs to prevent water from infiltrating the slab, subsurface and adjacent walls. New procedures should be implemented to eliminate the contact of wash water with the exterior walls.



• **Wall Areas** - The walls are brick painted white. The wood support columns also are painted white as are the wood windows. This liberal use of white paint or whitewash could be an original feature as whitewash was a traditional 19th century surface treatment, especially in farm settings. While the white color is reflective and helps to brighten the interior, it does, however, show dust and dirt which collects on the ledges and piping. The walls are covered in many areas with exposed pipes, conduits and other mechanical devices and items which do not contribute positively to the appearance of the walls or overall space.

Recommendation - Maintain the historic appearance with regular cleaning and fresh painting of the white walls. Re-route and conceal all piping, conduits and equipment whenever an opportunity occurs with renovations, or mechanical and electrical upgrades.

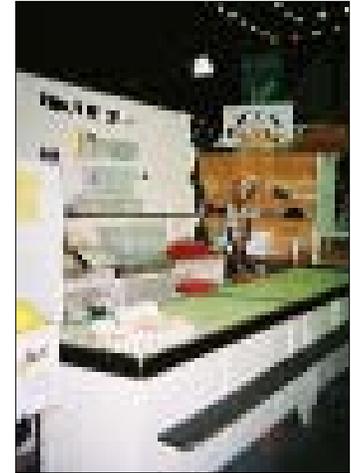
• **Ceiling/Exposed Main Roof Structure** - The wood structure is original with no visible evidence of subsequent repairs or component replacement. It is constructed of beautiful and expansive unpainted timber framing, all exposed to view and punctuated by twenty-two dormers. There are no known structural concerns at this time and there has been no indication of corrective work required. The structural members benefit from periodic cleaning of the members and surfaces.



Recommendation - Maintain regular cleaning using current practices. Uncover as many dormers as possible to provide illumination. When investigating alternative/new lighting schemes, consider lighting schemes which improve the illumination of the upper ceiling/roof area provided that such light fixtures are concealed from view.

A C T I O N 6

• **Security** - There is a intrusion alarm system in place that provides perimeter security when the building is closed. An alarm is triggered when the building envelope is breeched. When in operation, however, this system has no mechanism to identify where a breach has occurred. During times when the Market is not open to the public, but standholders need access to the building, the alarm system is disarmed, and there is no perimeter security at any of the thirteen doors. The existing method of locking doors when the Market is closed does not meet codes. The way that the doors are secured with locking devices not integral to the unit and the lack of emergency egress are issues that must be addressed.



Recommendation - Installation of a monitored access system that would require card access on set-up days, providing a means to limit entry to authorized individuals. The systems now available provide both an audible alarm and identification of the location of the unauthorized entry point to assist with resecuring the building. New door hardware should be installed in consultation with an independent architectural hardware consultant with historic building experience. This will ensure that the hardware is appropriate to the historical character of the building while also meeting code requirements. It is expected that the recommendation would be for new panic device hardware with integral locksets.

• **Stands** - The existing stands present a wide variety ranging from original wooden stands and backboards to new installations with refrigerator cases and built-in lighting fixtures. Less than 50% of the stands retain any vestige of the traditional backboards. Approximately 70% of the stands retain the original front counters.

Recommendation - Retain the front counters as much as possible. Work with the standholders to develop guidelines for stand renovations including incorporation of lighting that relates to historic precedents. Even though Central Market should not be a museum, that does not mean that its honorable tradition and authenticity cannot be highlighted and supported. There is documentation in historical photos of the stands, lighting and other elements. Instead of focusing on recreating the interior, CMT should encourage and assist standholders to use this tradition of functional forms to accentuate Central Market's unique personality. It would be easy to follow the path of least resistance by installing contemporary food retailing furniture and fixtures, but this does not use Central Market's unique personality as an asset.

Proposed Implementing Entities Involved:

A C T I O N 6

Lead Responsibility: City of Lancaster and CMT

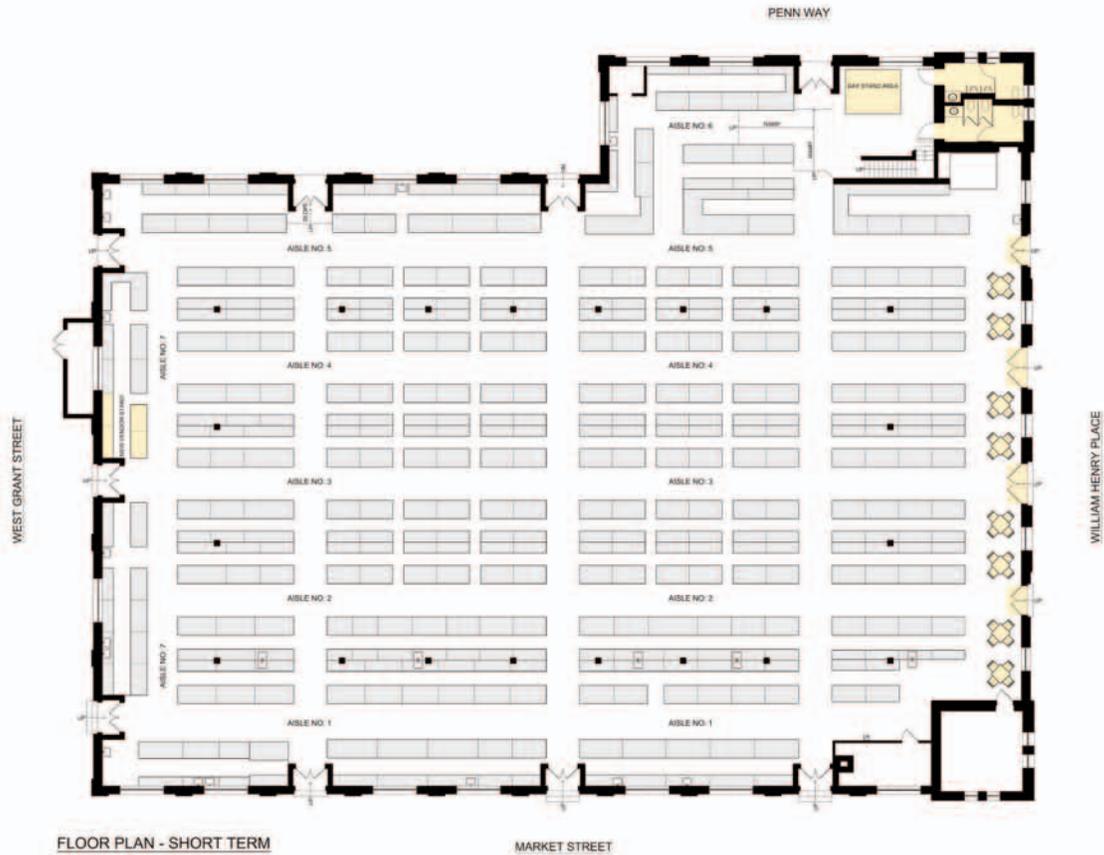
Resource needs:

Short Term:

Renovate existing restrooms	\$ 40,000 – \$ 50,000
Lighting – circulation/merchandise display	\$ 75,000 – \$100,000
Lighting – uplighting	\$ 30,000 – \$ 50,000
Correct drainage/add drain east doorway	\$ 15,000 – \$ 20,000
Purchase tables and chairs	\$ 10,000 – \$ 15,000
Two pipe HVAC system	\$500,000 – \$600,000
New electrical service for HVAC	\$ 60,000
New remote HVAC/support building	\$ 50,000 – \$100,000
Hazardous material abatement	\$ 20,000 – \$ 30,000
New door hardware	\$ 10,000 – \$ 15,000
New security system	\$ 20,000

Long-term:

Expanded restrooms	\$ 75,000 – \$100,000
Mezzanine removal and modifications	\$ 20,000 – \$ 30,000
New electrical service for Market House	\$100,000



FLOOR PLAN - SHORT TERM



Central Market Master Plan City of Lancaster

Murphy & Dittenhafer
ARCHITECTS

MaryMeans Associates, Inc.
R. Duane Perry, The Food Trust





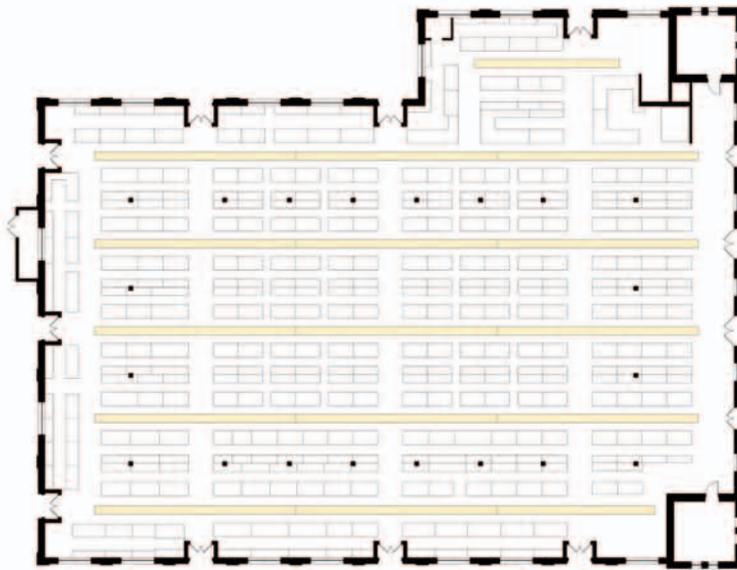
Central Market Master Plan

City of Lancaster

Murphy & Dittenhafer
ARCHITECTS

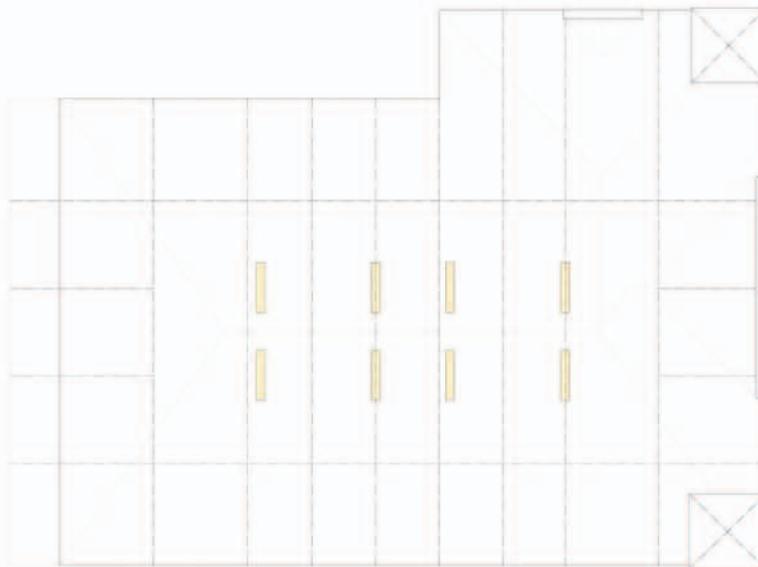
MaryMeansSM Associates, Inc.
Community Planning & Strategic Development Public Sector
R. Duane Perry, The Food Trust





TIR SYSTEMS - OVOID SERIES LIGHT PIPE

PROPOSED MERCHANDISING LIGHTING LAYOUT



ELLIPTIPAR - ENSCONCE

PROPOSED UPLIGHTING LAYOUT



Central Market Master Plan City of Lancaster

Murphy & Dittenhafer
ARCHITECTS

MaryAlcans Associates, Inc.
R. Duane Perry, The Food Trust

WAGMAN

ACTION 7



Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania

Lancaster Central Market MASTER PLAN

A C T I O N 7

Reinforce and enhance the relationship of the Market House to the surrounding urban areas.

Goal B – Maintain, preserve and interpret the historic Central Market House as a unique asset of our community.

Goal C – Maintain Central Market's civic role within an ever-changing context.

T h e C h a l l e n g e :



The Central Market occupies an interior location within the city block bounded by West King, North Queen, West Orange and North Prince Streets. People in vehicles catch only quick glimpses of the Market towers, and even pedestrians often are not aware that they are close to the Central Market.

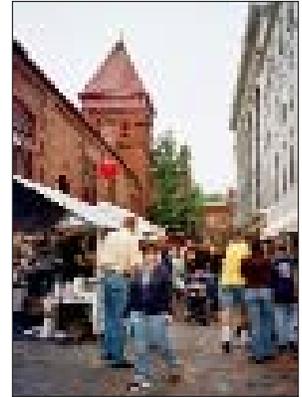
Once a customer locates Central Market, visiting the Market today means going inside the Central Market House to shop at the various stands. In the 19th century, the area that now is the location of the market house was known by tradition as "the market square." Before 1889, there were open stands, and, into the early 20th century, Lancaster City permitted curbside vendors on market days. This practice was discontinued in 1927 probably to protect the sales of the merchants located within the markets.

Three of the alleys bordering the Market House are closed to through traffic. At this time, nine standholders hold permits to park their trucks all day on Market days along Penn Way and Grant Street. This parking provides accessible storage for additional products that cannot be accommodated with the market house walls. During the interview process, many customers said that, while they understand the need for standholders to use their trucks for storage, they were concerned about how the trucks block the passageways around Market.

Similarly, Market Street from West King to West Orange Streets is open to traffic and is very busy on market days. Many customers perceive this situation as dangerous because of the speeds at which some cars travel through this block, and worry about the potential for pedestrian accidents. The short-term parking along the west wall of the building on Market Street is attractive to customers who like its accessible parking spaces. It is not unusual to find cars waiting for a parking space to become available or for people to drive through this block more than once hoping a space will be open. This part of the street also is used as a drop-off area. During the interview process, a number of people commented on the uneven and broken pavers surrounding Central Market and the time required to effect repairs.

ACTION 7

Customers can make use of a small number of concrete benches outside Market and the planters on Penn Square for seating in a makeshift effort to take advantage of good weather days. Across King Street, Steinman Park offers tables and chairs with planters, greenery and shelter from traffic fumes. Next to the Courthouse, Lenox Lane provides places to eat lunch that are as attractive as Steinman Park. The differential in quality between the area around Central Market and the downtown pocket parks is immediately apparent.



The Response:

Using several strategies, the area immediately surrounding Central Market can be better integrated with the Market itself. As also discussed in Action 8, this reestablishment of the Market Square would benefit Central Market and the city center by encouraging customer traffic, especially on foot, adding to the vitality and variety of Market and enabling customers to spend more time in and around Central Market. This recommendation focuses on enhancing Market's function as a "people place."

One small experiment in **reestablishing the market square** has been wildly successful. Two popular annual events, the Harvest Breakfast and Hometown Days involve activity spilling out of the building with entertainment, children's programs, outside stands, tables and chairs scattered along William Henry Place and a Market Street that is **open only to pedestrians**. In conversation, customers and standholders alike are very enthusiastic about these events and this physical arrangement.

Due to its open plan, many doors and location within the block, the Central Market House building has very limited interior storage, utility and support spaces, and has never had a private service area for deliveries and other service functions. Unlike many 19th century buildings that clearly and strictly defined formal/public and service/private areas, the Central Market offers a type of "theater-in-the-round" with customers and standholders entering, shopping, working and exiting on all sides. This accident of history results in several challenges for CMT and standholders in balancing presentation and preparation.

The standholder product storage issue has been addressed by several standholders by the use of trucks parked outside on market days. However, beginning the process of better using the area around the building walls, as desired by customers, depends upon the creation of alternate product storage locations for these standholders' trucks. Since there is no space that can be devoted to storage inside the Market House, CMT must make it a priority to explore the available alternatives. The nine standholders who park their trucks on Grant Street and Penn Way during Market hours must have access to additional products, and there are at least three options to provide for them, if not more. One option is for CMT to secure nearby dedicated parking

ACTION 7

spaces for these trucks, possibly with quick access for the standholders using a golf cart. Another option is for CMT to obtain a 50-year lease on a small parcel of land at the east end of the Prince Street parking lot for construction of a refrigerated storage building or a similar parking space leasing arrangement in the King Street parking lot. Another option is for CMT to obtain space at the basement level in a building adjacent



to Market for construction and leasing of appropriate storage units. This is a situation where the CMT Board and General Manager must work actively with the standholders to find a workable solution for a situation that now limits critical opportunities within the Market Square. All of the standholders will be able to take advantage of a variety of new sales and promotion possibilities that will flow from reestablishing the Market Square.

Management of organic and cardboard waste is another challenge within the Market House's configuration. In the relatively recent past, an enclosure was built in Grant Street immediately north of the Market building that screens two dumpsters, one for cardboard and one for organic waste. The dumpsters are emptied once on Mondays and Thursdays, and two to three times per day on the three market days. Applying a preservation approach to this aspect of the Market requires a recommendation that a new arrangement be developed for waste management which involves the removal of the historically inappropriate enclosure. The two surface lots offer options for a short-term temporary enclosure and a long-term system incorporated into the redevelopment plan.

A key step to a pedestrian-friendly Market Square is the permanent closing of Market Street to vehicular traffic between West King and West Grant Streets. As on William Henry Place, Grant Street and Penn Way, early morning offloading by standholders on Market Street could be accommodated within the Market Square context. Because of the configuration of stands, it is very important that standholders have access to the Market through the doors on all sides. However, once standholder set-up is completed by 6:00 a.m., Market Street can become an attractive area for customers with tables, chairs and daystalls. While the streets around Central Market should be dedicated to pedestrians, there are some instances where a small amount of traffic must be accommodated during the market day, for example, emergency vehicles and snow removal equipment.

The closing of the south end of Market Street would clarify the primary customer drop-off/pick-up zone as the corner of Market and Grant Streets. This spot already is used for this purpose by many shoppers and offers easy access into Market through the northwest doors and into the Hager Arcade. There also should be a clearly marked drop-off/pick-up zone where Market Street meets King Street.

The repair or replacement of the pavers around the Market House is a related task with vehicular and preservation aspects. Many Market customers commented on the current disrepair, and the City has delayed this project until questions about standholder truck parking and the possible closing of Market Street are settled. With the trucks parked elsewhere and Market Street reserved for pedestrians, new brick or cobblestone

ACTION 7

pavers can be installed. By using historic photographs of Central Market and other downtown areas, it will be possible to use a pattern that is historically appropriate. The new surface must be installed on a 6" concrete slab base to prevent movement as it must continue to accommodate limited vehicular traffic by City workers and standholders. The inappropriate bollards also can be replaced, perhaps with a design taken from an historical photo of Grant Street.



Creating a place for people also means furnishing the space. Replacing the concrete benches with appropriate tables, chairs, benches, lighting and landscaping along Market Street and William Henry Way will create a second exterior zone of interaction with customers, extending the market experience beyond the building's walls. The lights attached to the Market building should be removed (see Action 5) as these types of fixtures were not original and are not appropriate to the historical character of the building. They should be replaced by period style, ground mounted, pole lights. The street furniture can be a mixture of designs that meet the City streetscape guidelines and is similar to what is currently in use in other like spaces such as Steinman Park and Lenox Lane. It is anticipated that Market Street, especially, will be furnished by the City, but also by Carr's Restaurant and other stores in the Hager Arcade making use of this pedestrian space.

Bringing back the old Lancaster custom of curbside vendors, or daystalls, would also make better use of the space around the Market building. As described in Action 4, adding a flexible category of vendors renting daystalls would enable current standholders to experiment with new products and also encourage seasonal, possibly potential full-time, standholders, to become a part of Central Market. The curbside vendors also might be encouraged to offer products that are limited inside the Market, for example, craft items.

The market square could accommodate cooking or craft demonstrations, entertainment and other activities. As noted in the LancasterARTS plan, the corner of Market and Grant is the obvious initial location for a fixed performance space or "busker's corner" in downtown Lancaster. While street performers such as musicians, jugglers and magicians have the option of performing anywhere, if they establish a fixed performance space, then visitors know where to look for them. This spot near Central Market fits the criteria as a busy pedestrian location, and will be an even better location for people and activities if these recommendations are implemented.

As described in Action 8, creating physical arched gateways at the north and south ends of the block at Market Street and at the west end of Grant Street would be another step toward encouraging a stronger identity for the Market Square and fostering a sense of place. This type of element has been suggested before, would not require significant cost to design, erect or maintain. At the same time, the West Orange Street

ACTION 7

gateway at Market Street would create a stronger connection between Central Market and the Prince Street garage. Pedestrian-friendly traffic-calming strategies such as sidewalk bump-outs and clearly delineated crosswalks also should be constructed at Market Street across both King and Orange Streets to assist people walking to Steinman Park and to the Prince Street Garage. This plan calls for improving the Grant and Market Street roadways at the same time as the sidewalks and crossings are upgraded.

Finally, Penn Square is the center of Lancaster City, and a focus of both business activity and events. Penn Square's primacy will be reaffirmed with the opening of the Convention Center. Thousands of future convention attendees will venture outward into the City through the Center's main entrance on Penn Square.

Central Market was built to emphasize its close connection to the Square with the southeast corner tower of Market proclaiming that an important City institution is just steps away. However, a proliferation of planters, concrete benches, kiosks and other past streetscape "improvements" has had the opposite effect of visually and physically disconnecting Central Market from the center of the City. This connecting space should be reworked with the **removal** of as many of these items as possible to enhance the visibility of Central Market from Penn Square, and across diagonally to the new Convention Center.

Proposed Implementing Entities Involved:

Lead Responsibility:

- City of Lancaster (streetscape improvements)
- CMT (truck parking and storage options, daystalls)

Resource needs: Remove existing pavers and install new brick pavers on concrete

- | | |
|--|-------------------|
| • 6" slab | \$300,000-400,000 |
| • Purchase of tables, chairs, benches | \$100,000-125,000 |
| • Purchase and installation of pole lights | \$ 70,000-100,000 |
| • Three iconic gateways | \$150,000-180,000 |
| • Grant and Market St. roadway upgrades | \$ 500,000 |
| • Work in Penn Square | \$ 10,000- 25,000 |



ILLUSTRATIVE SITE PLAN OF THE MARKET SQUARE



View from Penn Square



Market Street Looking North



Market Street Looking South



View of South Facade

A C T I O N 8



Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania

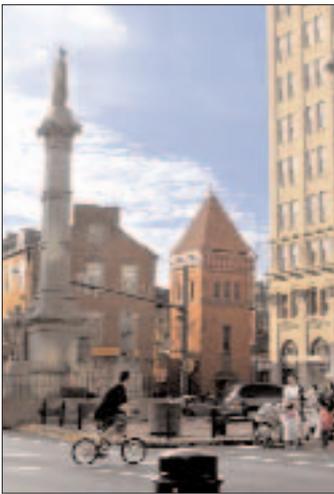
Lancaster Central Market M A S T E R P L A N

A C T I O N 8

Support economic development initiatives that strengthen Central Market & the city center.

Goal A – Ensure that Central Market has the vision, overall decision-making structure, day-to-day management focus and resources it needs to be an economically successful and financially stable market over the long-term.

The Challenge:



Central Market is a community institution, and one that appropriately receives public financial support. As a result of the public subsidy and the fact that the Market does draw significant and regular patronage into downtown, there is an appropriate expectation that it produce an economic development “spinoff.” This effect extends beyond the Central Market itself to at least the block surrounding it which historically has been defined as the Market Square, and perhaps beyond.

There are several ways in which the Market produces an economic development benefit to downtown. First, the Market by definition provides a home for several dozen local businesses, and the people they employ. This economic activity obviously benefits the downtown and Lancaster economy. In fact, due to its size and longevity, Central Market must be considered as the last retail anchor in downtown Lancaster.

At the same time, the patrons that the Market draws as an anchor retailer become patrons of other downtown businesses in proximity to the Market. Many retailers in the immediate proximity of Market are very clear that being close to Market is a critical factor to their business success. In an interview, one property owner noted that rents for retail space near the Market are 10% to 15% higher than for comparable space in other parts of downtown.

Third, the historic and aesthetic appearance of the building and cultural value of the social interchange that occurs in it contribute to the desirability of the downtown as an office, residential or retail business location. Central Market and the Market Square are landmarks that are visible from Penn Square and through several key connecting alleys, and can be considered a potent local brand. This type of presence offers tremendous economic benefits to downtown.

The Market has been described in interviews throughout the study process as “the heart of the community” and “a jewel in downtown.” Many participants in interviews said that they could not envision downtown being successful without Market, and that it was an important factor in creating the quality environment that makes downtown a desirable business location.

The role of the Market as an economic development asset has been properly recognized in a number of other studies, including the 1998 Lancaster Economic Development Action Agenda, known as the LDR Study,

ACTION 8

the Lancaster Square Master Plan, and most recently the Lancaster County Strategic Tourism Plan.

On the other hand, a number of interviewees expressed the sense that the full economic development potential of the Central Market had not been realized. A primary reason is that Central Market's hours are limited. Being open only three days a week does inherently limit the total "spin-off" potential the Market can have. Beyond this, the fact that the Market itself has never been aggressively advertised or promoted regionally has limited

its customer base primarily to a pool of customers based in greater Lancaster. While these customers certainly patronize other retailers in the immediate proximity, the total purchasing power is limited since so many of them are repeat Market customers.



The Market Square block in which Central Market is located also has some characteristics that limit the ability of Market to be a bigger economic engine. Currently, this area is defined as the block bounded by West Orange, North Prince, West King and North Queen Streets. The Market building itself is, of course, hidden among a number of other large buildings including the Griest Building, the Heritage Center and the Hager Arcade, and actually is quite difficult for visitors to find. Action 7 discusses the issue of wayfinding in more detail.

Other than a few retail locations immediately proximate to the Market, customers at the Market, particularly those less familiar with downtown Lancaster, do not have a line of sight to other clusters of retailers or any good or obvious pedestrian connections to other parts of the downtown. In fact, the public space immediately around Central Market in the Market Square is very average - not at all befitting the Market's role as a retail anchor in downtown or contributing to the character of the district. The topic of the Market Square also is addressed in Action 7.

In addition, a significant portion of the Market Square block is given over to two large surface parking lots. The lack of any sort of retail, office or residential buildings here is an obvious lost opportunity notwithstanding the importance of the parking to Central Market. These lots are continuously full on Market days and also are very actively used by the patrons of other important nearby institutions such as the Fulton Opera House.

Furthermore, the fact that Market is "dark" on three weekdays creates a hole in the downtown. Between this, the two large surface lots in the Market block and the topography of the area between Prince and Queen Streets, the feeling of continuity of commercial activity in the area around Market is limited at best, and broken on days when the Market is closed.

Finally, there has been little conscious effort by any of the public or non-profit economic development entities in Lancaster to use Central Market as an economic development engine.

ACTION 8

The Response:

Downtown Lancaster and the City of Lancaster have been barraged with economic development plans, studies and projects in the past five years. From the LDR plan in 1998 to the Lancaster Square Project, the Convention Center, Clipper Magazine Stadium, the East King Street Improvement District and LancasterARTS, the City's economic development leadership has its hands full. Most of these efforts require substantial political alliances and public funding to bring to fruition — and some are still very much in their formative stage.



This economic development approach to the Central Market is different. As opposed to building new facilities, the key to improving the economic development “return” of Market is increasing the Market’s patronage, particularly from shoppers with discretionary income, and then capturing “spin-off” shopping from those patrons as they spend more time in the area. A secondary strategy is to use the attractive physical presence and the cultural and quality-of-life aspects of the Market shopping experience as a tool to attract physical improvement and new development to the areas in immediate proximity to the Market.

While the primary entity responsible for retail recruitment and development in downtown Lancaster is the Downtown Investment District, this effort requires the involvement of many entities. The DID must play a key role by using the customer demographic information from the Customer Intercept Survey conducted for this study, and developing further data as necessary, as part of its retail recruitment efforts in this area. As the improvements for the Market operation and the immediate physical surroundings proposed in this plan begin to be programmed and implemented, and therefore become visible, the DID can focus more intense effort on recruiting retailers into this immediate area.

At the same time, Action 1 recommends that, as part of the creation of a non-profit operating entity for Market, a secondary element of the mission be:

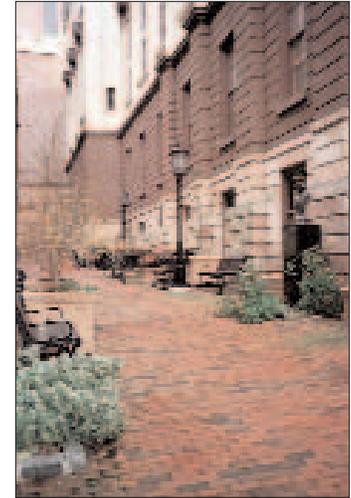
“...conducting the Market operation in a manner that looks beyond the physical confines of the Market building. This does not mean that CMT must itself get involved in retail or real estate development activities outside of the Market building, but it must act in a manner supportive of larger community and economic development efforts in its immediate proximity.”

CMT must take a proactive role in fostering economic development initiatives for the benefit of the Market. There also will be ways that the City and County of Lancaster, the Chamber, LancasterARTS, and other groups can work together with CMT and the DID. The Board of CMT will have a responsibility to continue to work toward the goals outlined in this report, and encourage others to join in its efforts.

The key concept is the extension of the sphere of economic influence of Market outside of the building, down the alleys and along the streets. The destination no longer is only the Market itself, but also encompasses

ACTION 8

the surrounding area which is now interesting, attractive and convenient for shoppers. Traditionally, the area on which Central Market is built was Lancaster's market square. This tradition can be employed for the benefit of Lancaster City by driving economic development linked to Market. What is most important is expanding the influence of the Market so that the area of the Central Market block and the faces of the surrounding blocks actually act like a unified destination. At a minimum the Market Square now is understood to include the block bounded by Prince, King, Queen and Orange Streets, and this sphere of influence could expand farther.



This Master Plan is based on the premise that CMT must be active in its efforts to improve not only the Market itself, but also the surrounding areas. In order for Market to be viable over the long-term, it must be part of a vibrant neighborhood. This is an excellent example of how the whole can be greater than the sum of its parts. For too long, changes in the Market block have "just happened" without reference to their impact on adjacent activities. The philosophy of *laissez faire* that has governed internal Market operations also has extended outside Central Market into the neighborhood.

While economic forces are strong, the community can and should influence the process of change by having a vision of what it wants to be. The vision presented in this report is based on a wide range of community input that is ultimately quite persuasive. Every detail of the vision might not be implemented, but having a vision can persuade investors, developers and funders that the community will support certain options, and will not support others.

These recommendations for Central Market focus on **what to do** in order to encourage nearby development that will enhance community connections, urban vitality and entrepreneurial flexibility. By defining the community's vision, this Master Plan also, by implication, indicates **what not to do**. In addition to the economic development initiatives discussed in this section, Action 7 discusses the physical improvements that should be made in the immediate proximity of the Market building, and Actions 9 and 10 address marketing and promotion tasks for Market. Such improvements will benefit the Market and the entire area.

Beyond this question of the overall character of the area, the challenges are to cluster quality retailers around the Market to the greatest extent possible, and to make attractive and intuitive connections between and around the Market, the Market Square block in which it is located, and the rest of downtown Lancaster. These recommendations reinforce the 1998 LDR Report recommended strategy number 13, "The Lanes and Alleys of Lancaster" and the LancasterARTS Plan. As demonstrated by Steinman Park and Lenox Lane, these connections can be a key part of downtown.

Within the Market block itself, the goal is to make the entire block — both the public space and private buildings — of a quality commensurate with the historic Market building. As outlined in detail in Action 7, improvements to alley cartways, sidewalks, parking lots, landscaping and lighting should be made. On Penn Square, the entry to Central Market and the Market Square should be opened and made more direct by removing modern elements. At three key intersections (Market and Orange, Grant and Prince, King and Market) cast-iron-appearance archways with iconic Market Square signs and lettering should be installed

ACTION 8

to extend the sense that a visitor has “arrived” at the Market when reaching that point.

Another set of improvements consistent with this approach are already recommended in the LancasterARTS plan. For example, the improvement of the edges of the surface parking lots facing on Prince and King Streets will improve the sense of quality and presence of those areas of the Market block. In addition, installation of curb bump-outs and crosswalks with pedestrian warning signage at the corner of Grant and Prince Streets improves pedestrian connectivity. Extending the walkways along North Market Street to West Orange Street and along West Grant Street to the gateway at North Prince Street is another means to encourage pedestrian traffic.



Taking a larger view, potential retail redevelopment of the Market Square also extends to underutilized space in existing buildings that could generate more income and make a stronger contribution to the City. One example is the Central Market Mall building which presently has a confusing interior layout and does not make good use of this potentially lucrative location and ample square footage. This building is a prime candidate for redevelopment. In another example, the Hager Arcade retail spaces on the first floor offer possibilities for a better connection with Central Market. The idea of opening these retail spaces directly to Market Street and Central Market was proposed a number of years ago by a former owner, but could not be implemented because of the traffic on Market Street and City regulations concerning the use of the sidewalks. When the Market Square is reestablished with only pedestrian traffic on this section of North Market Street, the Hager Arcade will offer many more opportunities.

The DID should also work cooperatively with CMT to identify opportunities to strengthen and expand the downtown presence of the strongest standholders in the Market. There may be opportunities for these standholders to open full-time outlets elsewhere in the downtown in close proximity to the Market. As discussed in Action 10, the Market Square also is an option for those standholders with associated product lines, especially craft items, that are incompatible with the desire to keep Central Market as an outlet for locally produced food products.

It is even conceivable in the long term that an aggressive and entrepreneurial CMT could be the sponsor of such activity. There may be an opportunity to enhance the overall financial performance of the Market in the long run by capitalizing on the Market “brand” and the relationship with strong vendors to develop additional cooperative, web-based or six-day-a-week retail or food-service ventures in the immediate proximity of the market building or in nearby structures within the Market Square.

Another issue is how to “fill” the hole in the downtown on the days that Central Market is closed. Section 10 offers some options that meet tourism needs. From the point of view of the downtown workers and residents, the availability of the seating in the Market Square every day for lunching and people watching would make it a destination. This certainly is true of Cherry Lane in York City which connects York’s Central Market House to Market Street, the downtown retail and business district. The expectation is that the Convention Center will bring more people to downtown streets at lunch, providing another group that can take advantage of Market Square.

ACTION 8

Beyond the need to strengthen the influence and presence of the Market within the existing buildings and geography of the Central Market block, there is an opportunity to use the attraction of the Market as an anchor for redevelopment and new real estate construction in close proximity.

One redevelopment or adaptive reuse possibility would capitalize on the attractions of the Market to residents rather than workers or visitors. The vacant second floor office space throughout center city has strong potential for residential use. Beyond the typical reasons why cities are focusing on market-rate residential development, in this particular case there would be added benefit in that parking demands of residential units are less intense than for office space, so that there may be a greater opportunity to retain the close-by customer parking that currently serves the Market.



Another major physical feature of the Market Square block is two large, surface parking lots, one fronting on Prince Street and one on King Street. These are privately owned, and provide very important surface parking that serves Central Market and the surrounding area. Unfortunately, the lots have an appearance that is totally incompatible with conveying the sense of quality and of “place” that should characterize this unique block. From Prince Street — the major street used to enter the Market area for anyone traveling into downtown from Route 30 (i.e., the vast majority of shoppers) — the geography of this lot also dominates the view into the interior of the block, so its stark appearance is even more obvious.

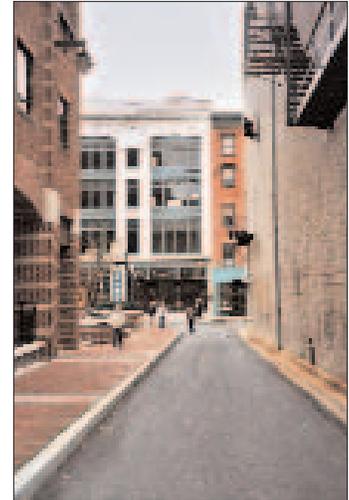
While the block is fundamentally strong, there is always a need to reinvest in a city’s built environment, and these two surface parking lots are potential building sites that have the potential to greatly improve the functioning of this key block. Alternately, these parcels could continue to be underutilized or could be developed in a way that would be detrimental to downtown revitalization. While the lots are now in private hands, Lancaster City and non-profit economic development officials should consider long-term options now. The City, the Redevelopment Authority or the Parking Authority should position itself to acquire the two lots. They offer an excellent opportunity to build the City’s tax base with development that completes the urban streetscape, and at the same time retains a quantity of public-access parking which is critical not only to Central Market, but also for the Fulton Opera House and other nearby destinations.

The slope of the Prince Street lot suggests the potential for the development of a two to three level parking structure accommodating approximately 150 parking spaces combined with possibly 6,000 square feet of space for retail or other uses along the urban edge on Prince Street. This development would have to address local needs and pay for itself. One part of this irregularly shaped lot opens onto West Orange Street, and would allow for separate infill construction of a building — possibly for retail/office use or a satellite visitors center visible to Prince Street traffic. The eastern portion of this lot offers a good location for a new electrical/HVAC room and storage facility for Central Market as described in Action 6. Adjacent truck parking on grade for standholder trucks would allow these trucks to move from Grant Street and Penn Way as described in Action 7.

Eliminating the six existing on-street parking spaces along North Market Street north of Grant Street provides several opportunities. There would be space for a small landscaped park with benches adjacent to the

A C T I O N 8

busker's corner and across from the entrance to the Quilt Museum. This pocket park also would be at the primary drop-off and pick-up point for Central Market, offering an attractive place for customers to wait for their rides. The new wide brick sidewalk on the west side of Market Street between Grant and Orange also would encourage pedestrian traffic from the Prince Street garage and lead visitors to Central Market. This can be accomplished by eliminating six on-street parking spaces along Market Street. With this change, the eastern edge of the existing parking lot is an excellent site for a pedestrian oriented park area that relates to the Quilt Museum entrance.



Over the longer-term, the future development of the King Street lot is key to City revitalization efforts. This site offers an opportunity that should not be left to chance for potentially 50,000 to 60,000 square feet of mixed use space on-grade and above on four to six levels as well as structured parking providing in excess of 200 parking spaces accessible from both Grant and King Streets. While this space is not as directly connected to Central Market visually, development here would be leveraged by its proximity to the market and significantly benefit the City. The multistory infill construction fronting on West King Street could emphasize residential uses, perhaps for seniors.

On the east side of the Market Square, the Market is blocked from North Queen Street by a row of 19th and early 20th century buildings. Historic maps show that originally West Grant Street connected to North Queen Street, but the frontage on Queen Street was filled in by the mid-19th century although a passageway may have survived until the early 20th century. For many years, people walking to Market from East Grant Street, the Courthouse, the County Building and North Queen Street have had to take a circuitous route to reach their destination. At the same time, customers at Market do not have a clear way to reach the shops on North Queen Street. A direct connection between North Queen Street and the Market Square would benefit both Central Market and the retailers and offices on Queen Street by reestablishing this pedestrian link. Over the long-term, this connection could be created by extending Grant Street through to North Queen Street as a first-floor passage in the current Darmstaetter's Building.

Proposed Implementing Entities Involved

Lead Responsibility:

- City of Lancaster (physical improvements)
- Downtown Investment District (retail recruitment and enhancement)
- Parking Authority or Redevelopment Authority (redevelopment)

Resource Needs:

- Short-term - \$500,000 - \$1,000,000 (physical improvements)
\$ 50,000 - DID retail recruitment and enhancement campaign
- Mid-term (Prince Street lot redevelopment) - \$ 4,000,000 - \$ 8,000,000
- Long-term (King Street lot redevelopment) - \$10,000,000 - \$12,000,000

Evaluation Measure: Monitor City tax base



USE LEGEND

- LANCASTER CENTRAL MARKET
- PARKING
- ARTS & ENTERTAINMENT
- COMMERCIAL
- MIXED USE: COMMERCIAL-RESIDENTIAL
- OUTDOOR PUBLIC SPACE
- PROPOSED IMPROVEMENT/REDEVELOPMENT

OCCUPANT KEY

- | | | | | |
|--|--|---|---|--|
| <ul style="list-style-type: none"> 1 LANCASTER CENTRAL MARKET 2 PENN SQUARE 3 LANCASTER CULTURAL HISTORY MUSEUM / HERITAGE CENTER OF LANCASTER 4 HERITAGE CENTER MUSEUM STORE 5 STRAWBERRY & COMPANY 6 THE TAO SHOP 7 CENTRAL MARKET ART GALLERY 8 SHARP JEWELERS 9 STERMAN PARK 10 CENTER CITY DESI 11 NEW STYLE 12 FESTOON 13 BRITAIN'S BEST 14 NOW & THEN | <ul style="list-style-type: none"> 15 CHESTNUT HOUSE 16 ARABESQUE 17 BONSAI 18 APRON STRING 19 IRISH GYPSEY 20 GILLIES 21 BAUBLES & BEADS 22 CARDS RESTAURANT 23 LANCASTER DISPENSING COMPANY 24 SCOT GORDON PHOTOGRAPHY 25 BANK OF AMERICA 26 MY PLACE PIZZA 27 AMERICAN MALE 28 SHABBS 29 ROCKS BREAD | <ul style="list-style-type: none"> 30 DETAILS 31 DARRMSTAETTERS 32 TMB 33 CROSS KEYS COFFEE & TEAS 34 SONA ROSE 35 ALCHEMY ART GALLERY 36 LUCKY FASHIONS 37 TASHKS 38 REAM JEWELERS 39 MESSIE CANDIES 40 ZIMMERMAN'S RESTAURANT 41 THE POTTERY WORKS 42 MUFFIN STREET 43 CITADEL 44 VACANT | <ul style="list-style-type: none"> 45 PAPPAGALLO 46 THE HERITAGE RESTAURANT 47 CAFE AROMA BOREALIS 48 MOONGATE ANTIQUE 49 DIO COUNTY POLICING PROGRAM 50 LANCASTER ALIANCE CAMPAN 51 LANCASTER SYMPHONY ORCHESTRA 52 DAY MAKER 53 WABLE THIMBLE FABRIC, SEWING & QUILTING 54 OUR DAILY SOUP 55 ZANZBAR 56 COUNTRY CHIC 57 LANCASTER QUILT AND TEXTILE MUSEUM 58 LANCASTER QUILT AND TEXTILE MUSEUM STORE 59 COMMUNITY FIRST FUND | <ul style="list-style-type: none"> 60 CENTER CITY FAMILY HEALTH 61 1 HOUR CLEANERS 62 THE DEN 63 COCONA MEXICANA 64 THE CHARMING PRINCE 65 THE PURPLE MUG 66 PRICELESS TREASURES 67 VACANT 68 JEWELRY 69 WICHE'S 70 JASON'S |
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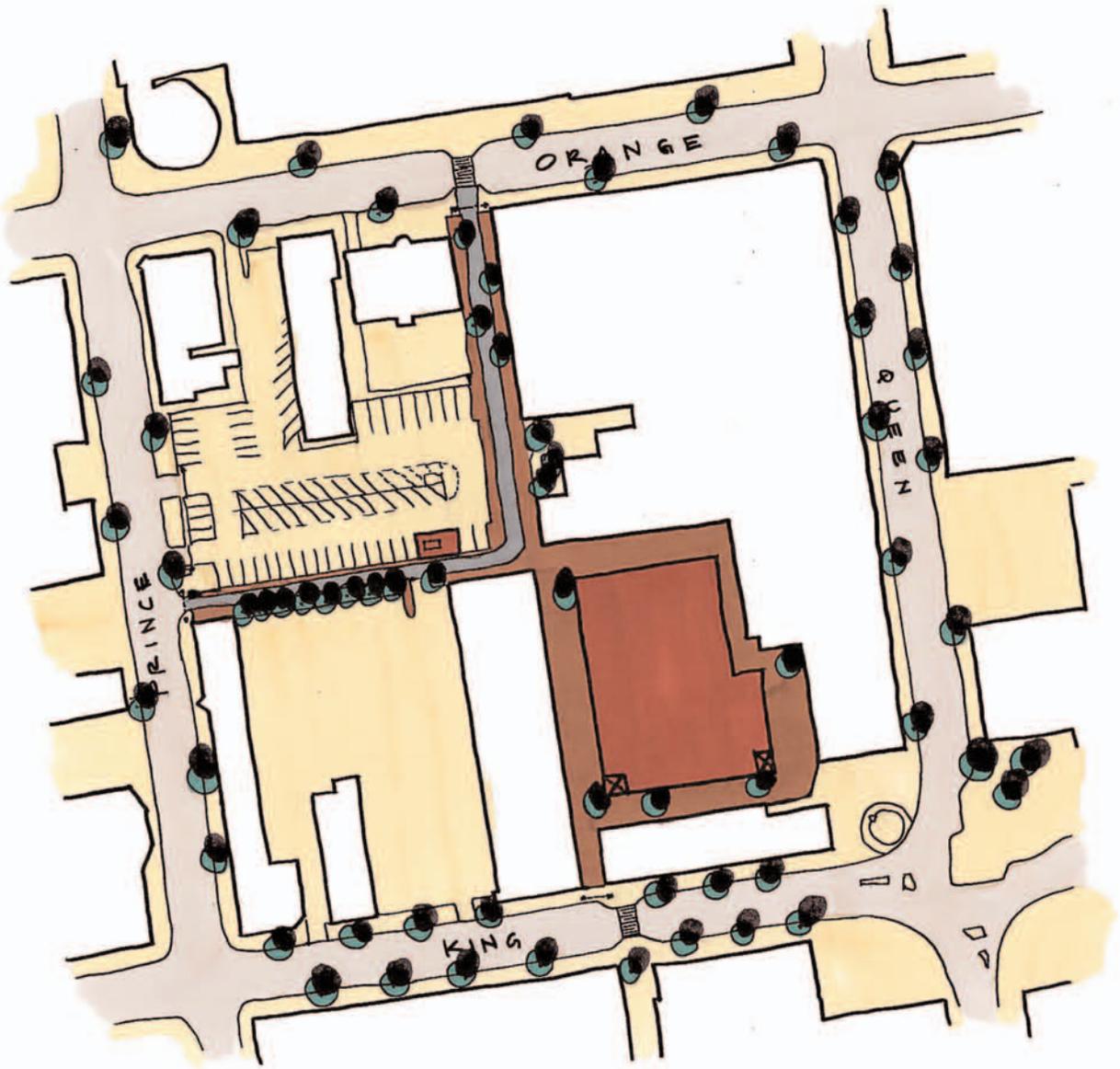


Central Market Master Plan City of Lancaster

Murphy & Dittenhafer
ARCHITECTS

MaryMeans & Associates, Inc.
Lancaster Planning & Strategic Development & GIS Institute
R. Duane Perry, The Food Trust





MARKET SQUARE - SHORT-TERM REDEVELOPMENT PLAN

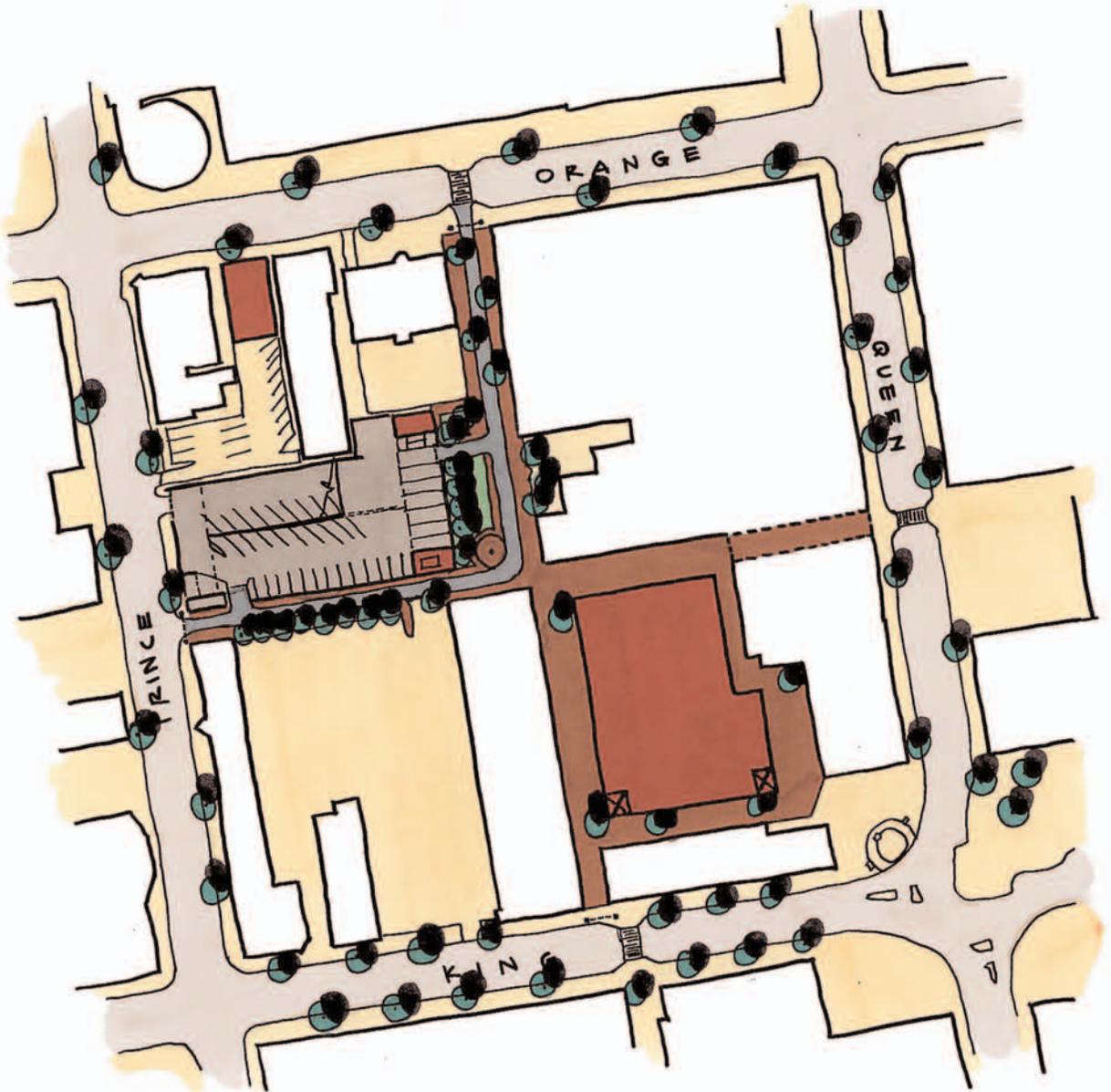


Central Market Master Plan
City of Lancaster

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WAGMAN



MARKET SQUARE - MID-TERM REDEVELOPMENT PLAN

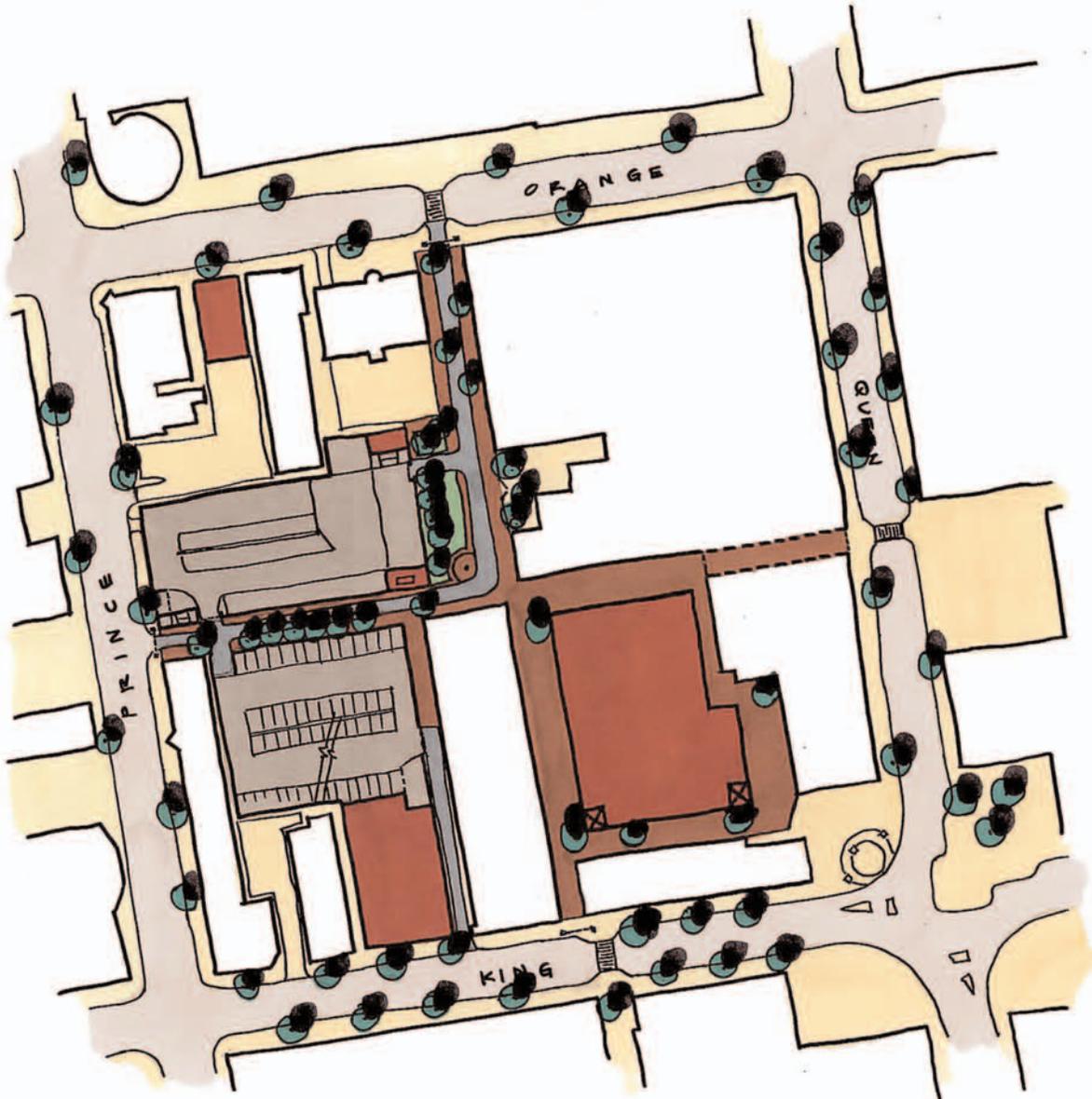


Central Market Master Plan
City of Lancaster

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MARKET SQUARE - LONG-TERM REDEVELOPMENT PLAN



Central Market Master Plan
City of Lancaster

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Aerial View from Prince Street



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A C T I O N 9

Enhance the community's awareness of this key civic gathering place.

Goal B – Maintain, preserve and interpret the historic Central Market House as a unique asset of our community.

Goal C – Maintain Central Market's civic role within an ever-changing context.

The Challenge:



Going to Central Market is a process as well as a task. Beyond buying food and beyond their personal relationships with standholders, many of the shoppers enjoy being a part of the crowd at Market. They especially enjoy visiting with friends who are also at Market, people-watching or doing their own food shopping. This is what many of the people interviewed meant by “the Market experience.”

The constant references to the Market experience in the interviews is not surprising. As a general rule, the more people that congregate in a place, the more attractive it is to other people. Urban areas, by definition, offer residents and visitors many opportunities to interact. In part because of their relative scarcity, markets tend to be even more exciting to the general population than the typical common areas such as parks and paved squares. Central Market offers a very special combination: good food, interesting people, a unique historic building and a downtown to explore.

Central Market's civic role is based on this function as a common area that welcomes all citizens. Lancaster is an unusual community that has maintained one of its key common spaces since 1730. Over the last several years, scholars have begun examining the isolating tendencies of the suburban-focused living patterns of the late 20th century, and advocating that our communities find new ways to interact with each other. Lancaster has a responsibility to maintain and enhance Market's civic role as a public good. By drawing people to Central Market to shop for food, the City can also achieve another benefit by providing a place for the community to come together.

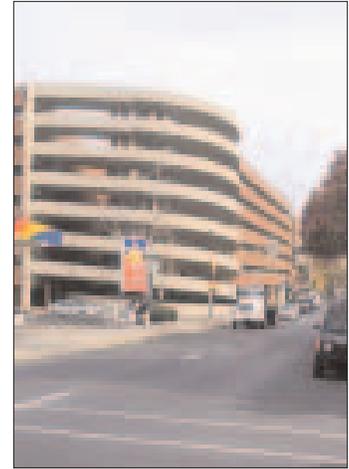
Absent Populations - Amidst fierce competition for public resources, Central Market's current customer base is passionately supportive of the Market and its role in the region. But, surprisingly, many local people outside the core shopper group — unless they participate in related efforts, such as downtown development — are not familiar with or particularly interested in going to Market. According to the Customer Intercept Survey, notably absent local populations include:

- Suburban and rural county residents who neither live nor work downtown (see pages 16-18 and the Resource Book)
- Families with children.

ACTION 9

- Some of Lancaster City's urban residents who live in close proximity to Market.

Suburban and Rural County Residents - Many Central Market stakeholders — standholders and those who participated in public meetings and interviews — believe the absence of the suburban and county audience is influenced by the perception of downtown Lancaster — the setting for Central Market — as unsafe and difficult to navigate to/around by many residents living outside Lancaster City. An additional concern for this group of potential customers is parking; finding a space in an urban environment, parking in tight spaces, and paying for parking are uncommon experiences in suburban and rural areas. If these constituencies are intimidated by downtown, the challenge for Market advocates must expand to include changing awareness and attitudes not only about Central Market but about its neighborhood as well.



Families - A variety of factors probably contribute to the fact that only 25% of Central Market shoppers represent households with children including the challenges of shopping downtown noted above. The Market hours, especially on Saturdays, often do not fit with family schedules or even the reality of the time it takes to move a family from home to another place. Market's product mix is not the best match with trends in cooking and food consumption for families which indicate they are eating more prepared foods including snacks. There is also the convenience factor — time-deprived parents cannot buy all of the food items and household supplies they need at Market in one trip. With limited seating inside Market, it is not always easy for families to take a needed break. Families also require restrooms that can easily accommodate strollers and diaper changing.

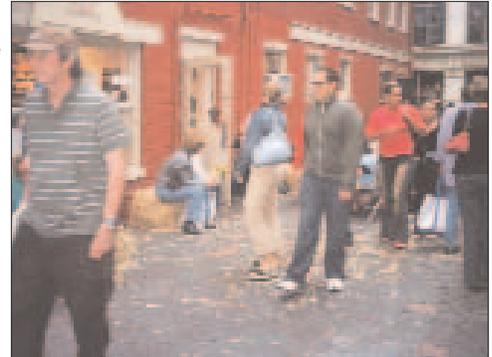
Urban Residents - Certainly, convenience appears to be a factor preventing some City residents from shopping at Central Market. Working adults face the same time dilemma as parents, and often choose to patronize a store that offers one-stop shopping. Beyond the time factor, there is the practical limitation that Market customers tend to buy only as much as they can carry home or to the car, a concept known as "the two bag limit."

However, there also are distinct populations living within walking distance of Market, but, who, according to the customer intercept survey, are not shopping there. These groups include significant minority populations and residents with incomes below the poverty level, many living to the southeast of Central Market in Census tracts 1,8,9,14,15 and 16. Only thirty-five percent of those shopping at Market have family earnings of less than \$40,000 per year. The growing City African American and Hispanic communities also are not shopping at Market in significant numbers. African-Americans make up 14% of the City population, up almost 17% since 1990, but were only 7% of Market shoppers in the Customer Intercept Survey. The Latino community is now 31% of City residents, having experienced an increase of 52% in ten years, and 2% of Market customers.

Attracting these Lancastrians to Market is important on two fronts beyond having their participation in the community's gathering place:

- These residents offer an opportunity for standholders to generate more revenue by reaching

more people already living within the Market's primary trade area. In general, food retailing focuses on people in close geographic proximity because they have a higher potential to become regular customers based on convenience. Census data shows that Lancaster City is becoming more diverse than perhaps in the past, but Central Market is not reaching these nearby audiences.



- Central Market can provide fresh foods to traditionally underserved groups. Research across the nation, including that of The Food Trust in Philadelphia, has found that minority and poverty-level residents of urban areas often have limited access to fresh foods. Furthermore, this circumstance has been linked to nutritional deficiencies and diet-related diseases. This is another way that Central Market, as a public market, can serve its community.

For minority populations, anecdotal evidence and a survey of foods available on Market suggest that current offerings are not what those populations are seeking. In particular, the types of meats and produce used in ethnic cooking are not available on market but are available instead in corner groceries or area supermarkets. It is not clear whether these groups are aware of the foods available at Central Market now or whether market standholders have any mechanism for learning how to tap into these audiences or what they might like to see offered.

There are other factors at work that would be harder for Central Market to address. For example, culture-based food consumption patterns such as the tendency for certain ethnic groups not to cook with fresh vegetables at home might limit Central Market's appeal to these groups. There also is anecdotal evidence that minorities do not feel comfortable within the largely white atmosphere of downtown Lancaster.

Low-income residents of all ethnicities experience other barriers to shopping at Central Market. Affordability and, perhaps more importantly, the perception of affordability, leads these residents to shop for food elsewhere. The participation by standholders in federal food programs such as WIC or other food subsidies also is a factor in the food shopping decisions of low-income customers.

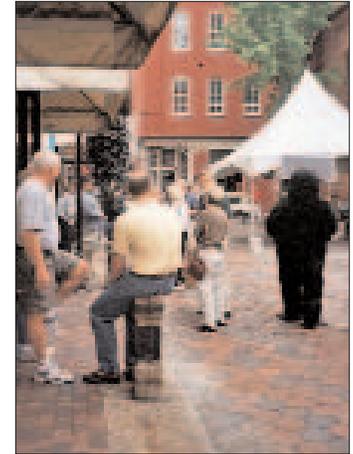
Competition - Central Market also faces competition from other food providers that could best be overcome through raised awareness of the market experience as a unique and integral part of life in Lancaster. As discussed in the Preface and Action 2, Central Market must compete against entrepreneurial businesses offering a range of conveniences and utilizing sophisticated professional marketing know-how. Modern grocery stores offer a full range of groceries, abundant parking, and front-door pick up, among other amenities. Local markets and farm stands offer fresh, often locally produced foods closer to home for many shoppers. There is the potential for specialty "market-type" chain groceries, such as Whole Foods or Trader Joe's, to open in the Lancaster area in the future as well; these will directly compete with Central Market, for they focus on organic produce and meats and tend to build in urban or urban-edge settings and, in addition, have highly sophisticated research, marketing, and outreach mechanisms. Without a full

A C T I O N 9

understanding of Central Market as both food source and authentic experience, the regional population will be less likely to choose shopping on Market over these other sources. They will succumb to the promise of convenience, never to experience the excitement and vitality of Market.

T h e R e s p o n s e :

Outreach - Outreach must be a key part of Market's workplan. Efforts to reach out to the community are different for different audiences, and a comprehensive outreach plan for Central Market should be developed and implemented to reach the multiple local populations absent from Market. Several messages around such topics as fresh food availability, authenticity of experience, and Lancaster-specific items should be promoted to various audiences. Food retailing is based on a geographic model because it is a readily available product. The easiest shoppers to attract to a venue are those in the immediate vicinity. A key step for Central Market is to reach out to the absent populations located close by in Lancaster City.



For all of these outreach messages, more than one vehicle is available. Central Market can spend its budget on printed media like brochures and booklets or marketing pieces and advertisements; all are effective. However, another consideration is the impact of both direct positive news coverage by TV, newspapers, and other periodicals and even indirect positive coverage such as an article about a downtown event that includes discussion of Central Market's historic setting, and should not be overlooked.

Printed Materials - Brochures and other printed outreach materials, are always beneficial. Currently, there is no publication describing the market's history, experience, role in the community, offerings, hours, and how to plan a visit. This brochure should be developed with the general public as an audience and be distributed widely through city neighborhood groups, downtown employers, the Convention Center, downtown's heritage attractions, regional shopping venues, and the like. This type of publication should also be prepared in a Spanish-language version to reach the Latino community inside and outside of Lancaster with the message that *mi casa, su casa*.

Suburban Audience - An awareness campaign targeted at citizens of the region who live and work outside downtown Lancaster would focus on the role of Central Market in the area and on the market experience. These residents can acquire food from a myriad of sources, including national grocery chains, other farmers' markets, and farm stands, and are not likely to be convinced to come to market solely to purchase food. Awareness of Central Market's social atmosphere, unique experience, historic setting, and status as the place where Lancaster County gathers is more likely to tempt this audience. As a bonus, this type of awareness campaign also could attract newly arrived urban residents and other new urban markets, such as minority populations, that have not previously shopped on market. Any Central Market awareness campaign should be linked with Downtown Investment District and other efforts to educate or make local

people aware of the positive aspects of visiting downtown Lancaster.

Events - Central Market events are well-attended and loved by Lancaster County citizens. In the interviews, many regular and occasional customers noted that they made a point to visit Market for the Hometown Days, a program of the Downtown Investment District and the Heritage Center, and for the Harvest Breakfast, sponsored by the Standholders Association and the Friends of Central Market. The City sponsors a number of other annual events downtown. These events offer an opportunity for Market to showcase its stands and products in new ways for regular customers as well as attract new shoppers. There is a question in the minds of standholders, in particular, about the benefit to Market of large, downtown events because of traffic and parking changes. In terms of outreach, however, any opportunity to make people aware of Market is a good thing, and CMT should develop ways that standholders can partner with and benefit from downtown events.

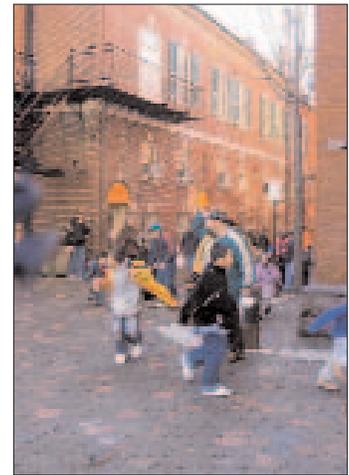


Marketing Strategies - In addition to events, CMT should focus some energy on developing creative ways to increase purchasing by current customers. There are many opportunities for new types of marketing such as the distribution of a Central Market brochure highlighting interesting and unusual products to encourage long-time shoppers to visit new or different stands. A few minutes of observation at Market show that many customers enter with a plan to visit certain stands, and do not allow themselves browsing time. A proactive Central Market will encourage shoppers to constantly rediscover Market as its stands and products change. There is also the potential for crossmarketing between stands or between stands and nearby shops. For example, a coffee seller could give out coupons for a discount at the muffin stand. Or a downtown shop that carries vases could encourage customers to fill their vases at the Market flower vendor.

Website - Central Market should make the most out of opportunities to maintain and update information on relevant websites such as the Pennsylvania Dutch Convention and Visitors' Bureau and City of Lancaster websites. At the same time, in today's communications environment, it is rare for an entrepreneurial venture to have no website of its own. A comprehensive Central Market website should contain all of the same information that is in printed materials, describing the Market's history, the excitement of the Market experience, its role in the community, offerings, hours, directions, parking and how to plan a visit. Links to other area attractions would help regional visitors.

A Central Market website also could accommodate quite a bit of creativity. By definition, a farmer's market website offers the opportunity for seasonal updates and features. Interactive elements such as postings of recipes or holiday food traditions also would be of interest to many beyond the geographic bounds of Lancaster County. Eventually, the website could offer standholder products and even Central Market branded products for sale online. At the same time as supporting the retail operation, the Central Market website has the potential to reach and link together fans of Central Market, transplanted Lancastrians, people with family ties to Lancaster County and others in a virtual version of this community meeting place.

Targeted Advertising Campaigns - Moving beyond general outreach, a public relations campaign focused on the value of the market and its role in the community could be targeted to the general public, including regular customers. This type of campaign would benefit any fundraising activities undertaken by CMT for Central Market and would generate support for investment by the city government as well. More importantly, it would generate a larger constituency, broadening the market advocates beyond the smaller, passionate and vocal groups that advocate for it now. This expansion should include underserved urban markets, suburban and rural county residents, and those living outside Lancaster County.



Additional campaigns about Central Market should focus on more than one audience: for new customer bases, such as new city residents, suburbanites, etc.; for visitors/tourists to the region as described in Action 10; and for both locals and visitors for special events. The campaign should include, at a minimum, information on how to get to Market, where to park and shopping protocols (potential customers may not be sure whether they can use credit cards to pay, for example). For this audience, the whole Market experience again will be important to emphasize.

Standholder Recruitment - In addition to communications targeted at customers, all communications strategies should take into account the recruitment of standholders, particularly farmers. Central Market should be marketed as a local food and farmers' market, making it explicit that the market is a place for farmers. This message will reach farmers and those who work with them, reinforcing recruitment efforts targeted to farmers by CMT. In short, keeping farmers in mind while framing marketing/communication messages should be explicitly about spreading the word that the market is a place for farmers.

Professional Assistance - With multiple audiences and multiple messages, the market's communications strategy must be a sophisticated one, developed with **professional** perspectives: media relations, advertising, market research, marketing, and customer focus groups. Central Market's competitors are utilizing professional help to craft communications, and it will be one of the responsibilities of the new management entity to incorporate the same refinement into the market's strategies. To reach those regional — Lancaster County and the surrounding area — residents who do not shop Central Market nor live and work downtown, the market must put forth a carefully developed, consistent message that is integrated across a range of vehicles, including many beyond tourism marketing publications.

Proposed Implementing Entities:

Lead Responsibility: CMT

Partners:

- City of Lancaster
- Friends of Central Market

A C T I O N 9

Resource Needs:

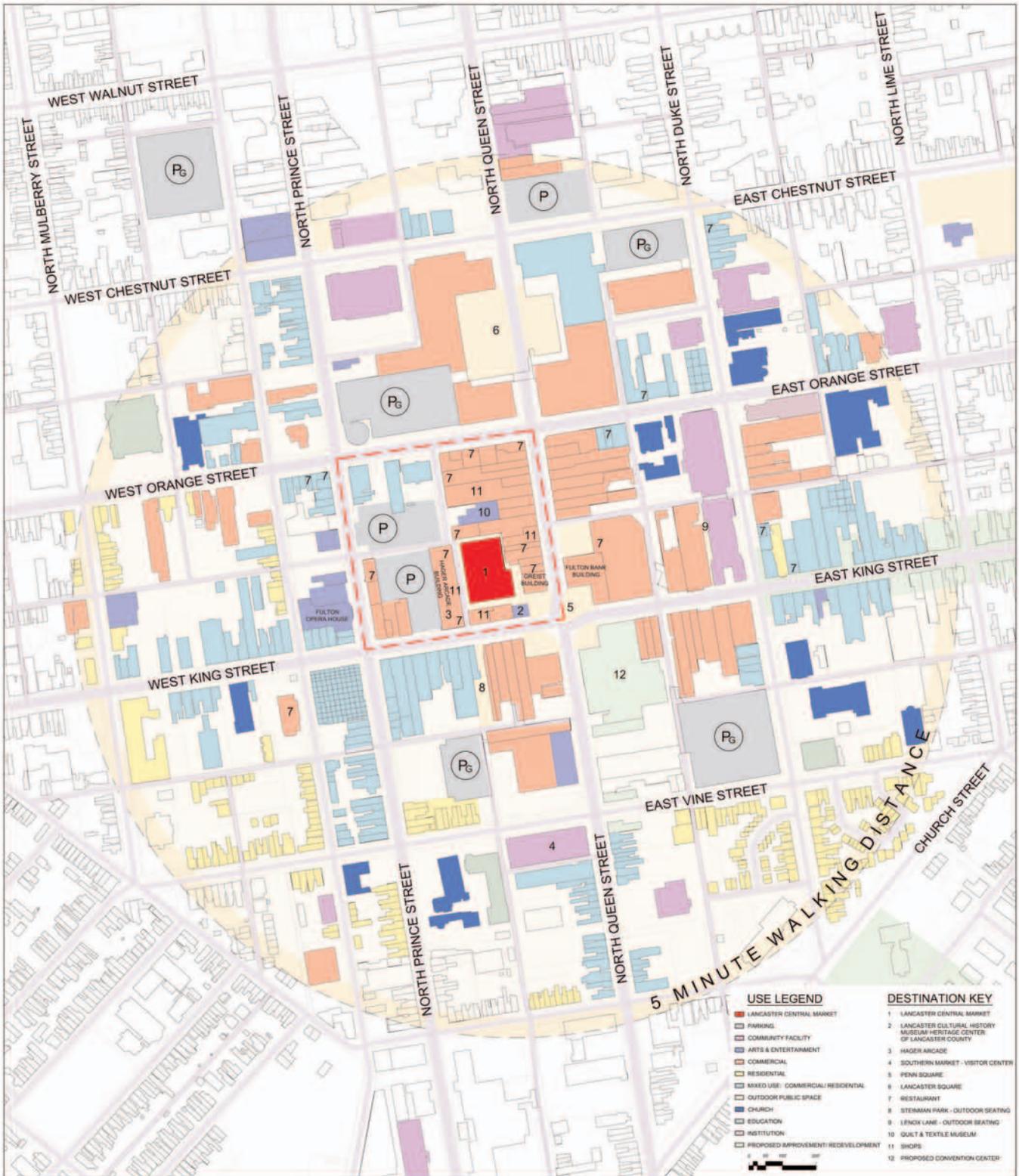
- Marketing and Public Relations Strategy
\$10,000 to \$15,000
- Downtown or Central Market
Booklet/Brochure (online and hard copy):
\$10,000 to \$15,000
Rollout \$30,000

- Comprehensive Website on Central Market
\$10,000 to \$12,000.



Evaluation Measures

- Future Customer Intercept Surveys indicate increased patronage.
- Future Customer Intercept Surveys indicate a more diverse clientele.
 - Higher percentages of suburban and rural Lancaster County residents
 - Higher percentage of families
 - Higher percentages of minorities and urban populations, especially City residents



Central Market Master Plan

City of Lancaster

Murphy & Dittenhafer
ARCHITECTS

MarsMeans[®] Associates, Inc.
R. Duane Piny, The Food Trust

WAGMAN



A C T I O N 1 0



Courtesy of Lancaster County Historical Society, Lancaster, Pennsylvania

Lancaster Central Market M A S T E R P L A N

A C T I O N 1 0

Continue to invite others to enjoy this unique and historic place.

Goal B – *Maintain, preserve and interpret the historic Central Market House as a unique asset of our community.*

The Challenge:



Downtown Tourism - With the opening of the Quilt Museum adding to the attraction of the Heritage Center downtown, there are already new visitors coming into the Market district, and more are expected when the Convention Center and hotel open. For instance, 75% of the Heritage Center's 55,000 annual visitors are tourists, and the Quilt Museum, newly opened in 2004, is estimating its first year's attendance will be around 25,000. However, the results of the Customer Intercept Survey (see pages 16-18 and the Resource Book) found that relatively few customers from outside Lancaster County currently are

shopping at Market. Over 80% of customers live or work in Lancaster, and 90% of "core shoppers" — the 25% of shoppers who spent the most money on Market during the month — live or work in the city. There is the potential for additional new visitors as the new *Lancaster County Strategic Tourism Development Plan* identifies Lancaster City's downtown as the newest premier destination to be developed and promoted. With annual county tourism visitation around 8.3 million visitors, an effective focus on downtown could yield significant visitor increases within the market district.

Tourists at Market - In this context, it would seem the Market would be very interested in pursuing efforts to attract tourists as potential customers, however, some standholders and citizens hold that increased visitation during peak hours may deter local regulars, who buy the vast majority of produce sold. There is also the challenge of integrating the products that tourists will buy into the mix. The Convention Center in particular will likely add to lunchtime crowds at Central Market, and may represent a higher demand for prepared food products that can be eaten off-site.

The Customer Intercept Survey, interviews and public meetings revealed a strong preference among Central Market patrons for the market to remain primarily a food market and unique Lancaster experience rather than shifting to provide more crafts, souvenirs, and other nonfood items; in fact, crafts were most often cited as the product shoppers would like to see reduced. This has implications for the interaction between tourism and the market, for tourists and others traveling through the area are not likely to buy food items — other than prepared foods — because transportation and spoilage prevention are difficult. They are most interested in purchasing crafts to take home to remember their visit to Lancaster.

Availability - Another challenge is that the inconsistent hours — both in terms of posted versus "core" operating hours and in terms of stated "core" operating hours and the hours the stalls are actually open and staffed — are a huge problem for visitors in particular, whether from Lancaster County or from much

A C T I O N 1 0

farther away. Those not intimately familiar with market operations are uncertain when it is sure to be open, and if it is closed, there is no off-hours information or interpretation available to describe the experience.

Parking - In its current configuration, much of the available parking is located out of sight of Central Market. Visitors tend to be reluctant to park their cars if they do not have the sense that they have reached their destination. There also is the difficulty of finding a good downtown location for tour bus parking.



T h e R e s p o n s e :

Regional Visitors - Rather than focus on tourists from beyond the region as a primary customer base to expand, Central Market proponents will find a better fit with their vision and desire for increased economic benefit by focusing on regional residents who are not yet visiting Central Market — defining the regional market as those living in Lancaster County, Harrisburg, York, Reading and other areas of southcentral Pennsylvania. These citizens could be cultivated as “occasional visitors,” buying food items and seasonal gifts when they attend. In this case, the preferred standholder mix remains relevant and viable, and the occasional visitor reinforces that mix. Other occasional visitors to the market could be cultivated from regional shoppers that come to Lancaster for Rockvale Square and Tanger Outlets or Donecker’s in Ephrata. A 2002 on-site visitor survey at Rockvale Square showed that about 18% of overnight stays were people from central and northeast Pennsylvania. The surrounding metro areas — Philadelphia, New York, Baltimore, and Washington — made up about 35%.

Long-distance Visitors - Tourists from outside the region, who are less likely to purchase fresh produce or meats, will still have interest in attending Central Market for the experience. This type of visitor should be viewed as a bonus and accommodated in ways that do not shift the direction of the market.

Strengthening Market - The same actions that accommodate tourists will strengthen the experience and draw of Central Market for regulars and the occasional or regional visitor described above.

Post and keep consistent hours. The current practice of having “core” and “posted” hours that do not match up and standholder opening and closing times that match neither of the publicized sets of hours discourages visitation at the market. This was one of the most commonly cited problems among the public and market regulars. Establish predictability for when Central Market is open by having one clearly communicated set of hours during which standholders must have their stands staffed and stocked. This is especially important for visitors, who are not likely to come back if their first visit during the purported hours reveals a closed building. Implementing clearly posted, enforced hours will improve everyone’s market experience.

Encourage the provision of tourist services and products in businesses around the market block/district. Items viewed as a dilution of Central Market’s function as a local food market but of interest to visitors — crafts, for example — could be provided in commercial space near the market and hence near the Quilt Museum and Heritage Center. Placing such establishments convenient to these attractions, which make up the primary tourist draw, meets their needs and generates economic impact for Lancaster while ensuring the standholder mix at market isn’t pressured by their presence.



Place or move a visitor center into a downtown site closer to the Market. One possible location for a satellite visitor center would be in or adjacent to the new Convention Center. Another possibility is to include a visitor center in the redevelopment plans for the parking lots on the market block as described in Action 8. The new location should be in the market block if possible. Either of these ideas are in concert with the *Lancaster County Strategic Tourism Development Plan*, both in establishing the City of Lancaster as a major tourism product and in making mobility easier for tourists, for downtown Lancaster offers several attractions within walking distance from each other.

Partner with the Lancaster York Heritage Region. As a developer and promoter of regional heritage attractions, the Lancaster York Heritage Region has an interpretive framework consisting of several themes, including “Foodways: from Farm to Table.” The Central Market’s importance within this theme has already been highlighted in the organization’s Discovery Guide, *Growing Traditions in the Lancaster-York Heritage Region*, which shares the region’s proud history of food growth and production as well as places to acquire local offerings. Central Market must work with LYHR to continue and expand offerings related to this theme.

Partner with the LancasterARTS initiative. The LancasterARTS initiative promises to generate additional activity downtown, which is likely to create a positive synergy with Central Market. The LancasterARTS plan recommends utilizing the arts and cultural attractions in downtown to improve its pedestrian environment—especially on Prince and Grant Streets, which are both key to the Central Market experience and part of a revitalized Market Square.

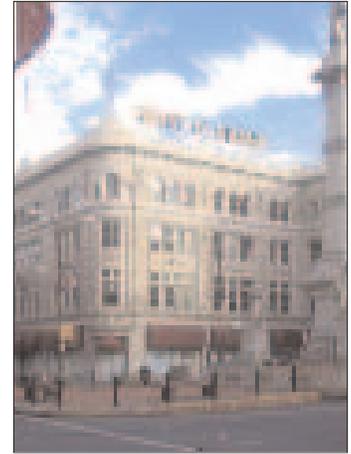
Create interpretive opportunities. As a designated Lancaster County Heritage Site, Central Market must begin to incorporate interpretation into its operations, and this interpretation must function even when the Market is closed. Because Central Market is a farmers’ market and is thus unlikely to be open seven days a week, creative ways for Market to contribute to downtown should be examined. Potential ideas include the following:

Interpretive Markers or kiosk(s): Interior and exterior markers describing Central Market’s history, role in the community, and experience would provide a constant source of information on Central Market to interested downtown patrons and visitors.

ACTION 10

Tours: During off- and on-market days, Central Market should be a part of downtown tours that might be offered through the Visitor Center or the Heritage Center. Having tours led by knowledgeable guides would enrich customers' knowledge and connection to the Market. In addition, tours would allow people visiting on off-market days to see and understand how to navigate the area, creating interest in and a comfort level with return visits when Central Market is open.

Publications: A downtown walking tour that features the market and/or the Downtown/Central Market Booklet/Brochure referenced in Action 9 would give visitors a self-directed but guided way to experience the market and its downtown district.



Simplify parking for Central Market customers and visitors. Ideally, the City would provide free or reduced-price parking on market days. Beyond pricing, however, CMT must work with the City, the Downtown Investment District and other partners to ensure that parking is extremely easy to find and navigate. In addition, as discussed in Action 8, the flow of people from the garages and lots to the Market must be intuitive, natural, and easy for those unfamiliar with downtown Lancaster. The development of the Market Square and the addition of elements relating to Market along Prince Street will help create a sense of arrival, encouraging visitors to park in the existing parking areas and begin their market experience immediately.

Parking for tour groups arriving by bus can be provided in at least two ways, and will involve coordination with the Parking Authority. Buses could park in the Convention Center garage or the new East King Street garage with visitors walking to Central Market from those locations. Another option is for tourists to exit their buses at one of two center city locations, either in front of the Convention Center at Penn Square or on West King Street at Market Street. Bus parking would be available at a remote location while the visitors are enjoying their time at Central Market, the Heritage Center, the Quilt Museum and other downtown attractions.

Proposed Implementing Entities:

Lead Responsibility: CMT

Partners:

- Pennsylvania Dutch Convention and Visitors Bureau
- Downtown Investment District
- City of Lancaster — Special Events Coordinator
- Quilt Museum
- Heritage Center

A C T I O N 1 0

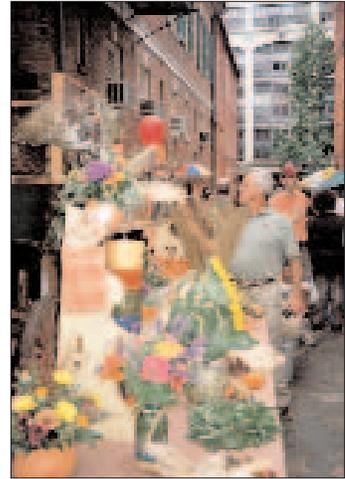
- Parking Authority
- Lancaster-York Heritage Region
- Friends of Central Market

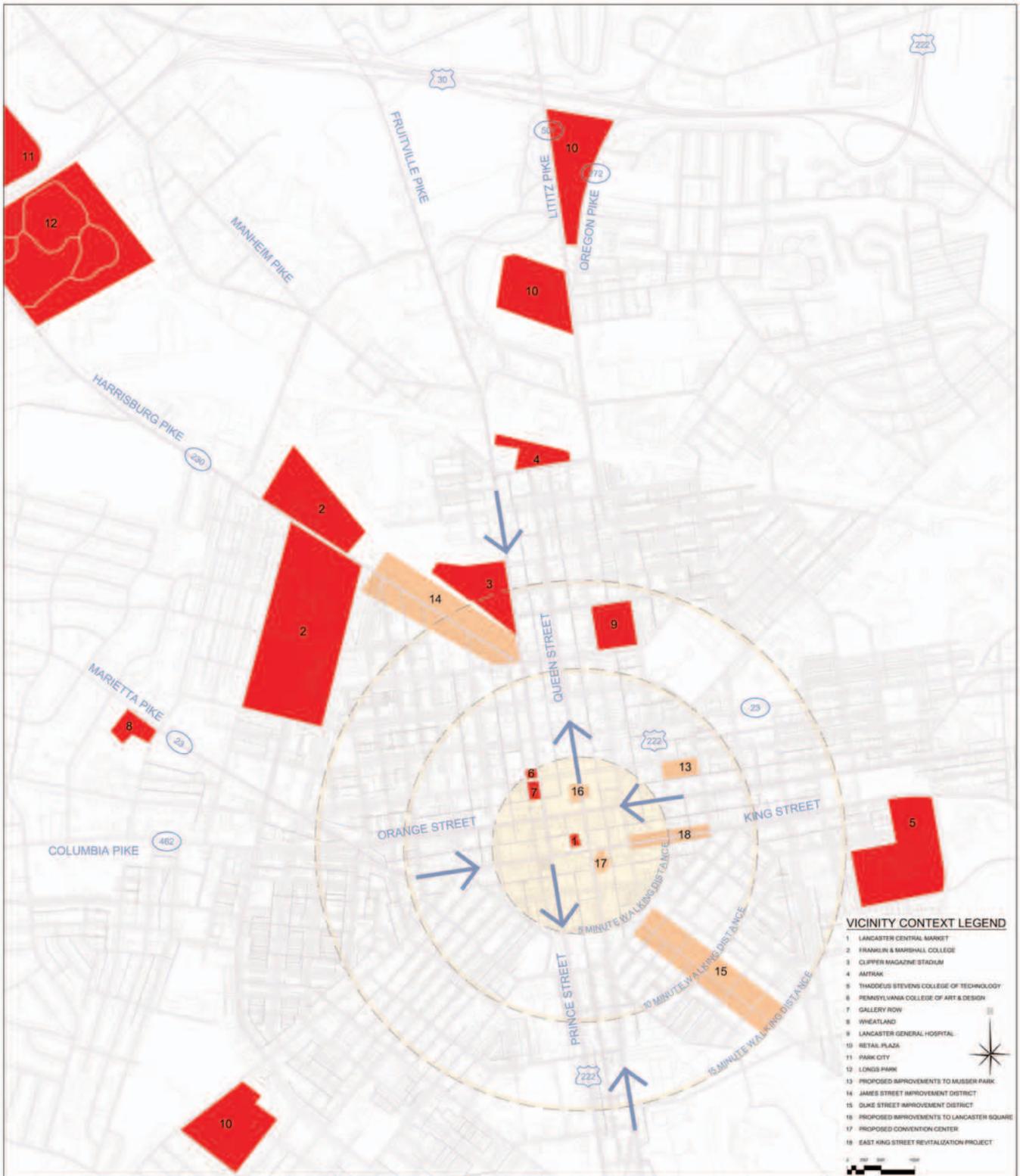
Resource Needs:

- Interpretive panels (1 interior; 1 exterior): from concept to installation, \$3,000 per panel.
- Market tours: partner with the Heritage Center or the Visitor Center.

Evaluation Measures:

- Downtown's share of county visitors increases
- Customer survey evidences increased numbers of customers from outside Lancaster City





Central Market Master Plan City of Lancaster

Murphy & Dittenhafer
ARCHITECTS

Mary Meems & Associates, Inc.
Community Planning & Strategic Development
R. Duane Perry, The Food Trust

WAGMAN



A P P E N D I C E S



Library of Congress, Prints and Photographs Division [LC-USF34-040213-D]

A P P E N D I C E S

List of Interviewees

Individuals

Honorable Gibson Armstrong, Pennsylvania State Senate
Jennifer Baker, City of Lancaster Marketing and Public Information Manager
Rev. Edward Bailey, Bethel AME Church
Daniel Betancourt, Community First Fund
Rev. Butcher, Brightside Baptist Church
Philip Calhoun, Oxford Foundation
John Cotton, City of Lancaster Department of Public Works
Edward Drogaris, The Drogaris Companies
Carlos Graupera, Spanish American Civic Association
David Hixson, Lancaster County Convention Center Authority
Jack Howell, Lancaster Alliance
Paula Jackson, City of Lancaster Bureau of Planning
Charlotte Katzenmoyer, City of Lancaster Director of Public Works
Charles Maneval, City of Lancaster Director of Economic Development
Thomas Matthews, Lancaster Parking Authority
John Meeder, Meeder Development Corporation
Arthur Morris
Samuel and Nancy Neff, S. Clyde Weaver Inc.
David Nikoloff, Economic Development Company of Lancaster County
Mark Platts, Lancaster York Heritage Region
Lisa Riggs, James Street Improvement District
Carol Roland, City of Lancaster Business Administrator
Thomas Ryan, Barry Rauhauser, Lancaster County Historical Society
Alice Sanders, BASE, Inc.
Debbie Schattgen, Lancaster County Community Foundation
Peter Seibert, Martha Benedum, Heritage Center of Lancaster County

(Continued on next page)

A P P E N D I C E S

List of Interviewees

Individuals *(Continued)*

Mayor Charles Smithgall, City of Lancaster
Timothy Smedick and Shirlie O’Leary, Historic Preservation Trust
Suzanne Stallings, City of Lancaster Historic Preservation Office
Scott Standish, Lancaster County Planning Commission
Honorable P. Michael Sturla, Pennsylvania House of Representatives
Ernie Thomas, City of Lancaster Interim Market Master
Jane Pugliese Thomas, Inner City Group
Ric Tribble, Ric’s Breads
Laura Wakeley, Downtown Improvement District
Janet Wall, Pennsylvania Dutch Convention and Visitors Bureau
Kim Wissler, City of Lancaster Health Officer
Jeff Zimmerman, City of Lancaster Parks Director

Groups

Central Market Standholders Association
Chamber of Commerce Board and staff representatives
Community Initiatives Council
Friends of Central Market
Downtown Improvement District businesses
Lancaster City Council
Lancaster City Council Public Works Committee
Lancaster City Planning Commission
Lancaster County Commissioners
Lancaster County Planning Commission
Lancaster County Planning Commission staff
Team Lancaster

A P P E N D I C E S

Community Workshops

November 16 & 17, 2004

I. Welcome and Introductions

Valerie Moul, Central Market Master Plan Committee

II. Master Plan Overview and Workshop Objectives

Frank Dittenhafer AIA, Murphy & Dittenhafer, Inc.

III. Market District/Building/Operations Overview

- Frank Dittenhafer, AIA, Murphy & Dittenhafer, Architects
- Gail Dennis, Murphy & Dittenhafer, Architects
- Duane Perry, The Food Trust
- Eric Menzer, Wagman Urban Group
- Jackie Barton, Mary Means & Associates

IV. Market Issues/Challenges/Opportunities Discussion

- A. Standholder mix
- B. Customer product needs
- C. Hours of operation
- D. Tourists and Visitors on Market days and non-Market days
- E. Customer support needs

Break (10 min.)

- F. Outside the buildings
- G. Historic structure
- H. Market District physical improvements
- I. Operations model
- J. Communications
- K. Other

V. Next Steps/Wrap Up

If you have additional comments or need accommodation to provide your input, please do not hesitate to contact:

Rose Smith 717-295-3178 rosesmith@markleyactuarial.com

Gail Dennis 717-848-8627 gld@murphdittarch.com

A P P E N D I C E S

Central Market Community Input Session

Tuesday, November 16, 2004

List of Attendees

Aleci, Gene
Byrne, Rita
Forwood, Faye
Gray, Gail
Hawkes, Jeff
Ibold, Bob
Jackson, Paula
Jarvis, John
Jarvis, Sally
Lyons, Evelyn
Schirlyn, Kamara
Smith, Judith
Spidalieri, John
Stallings, Suzanne
Thompson, Bob
Wall, Janet
Wann, Michael
Weaver, Jim

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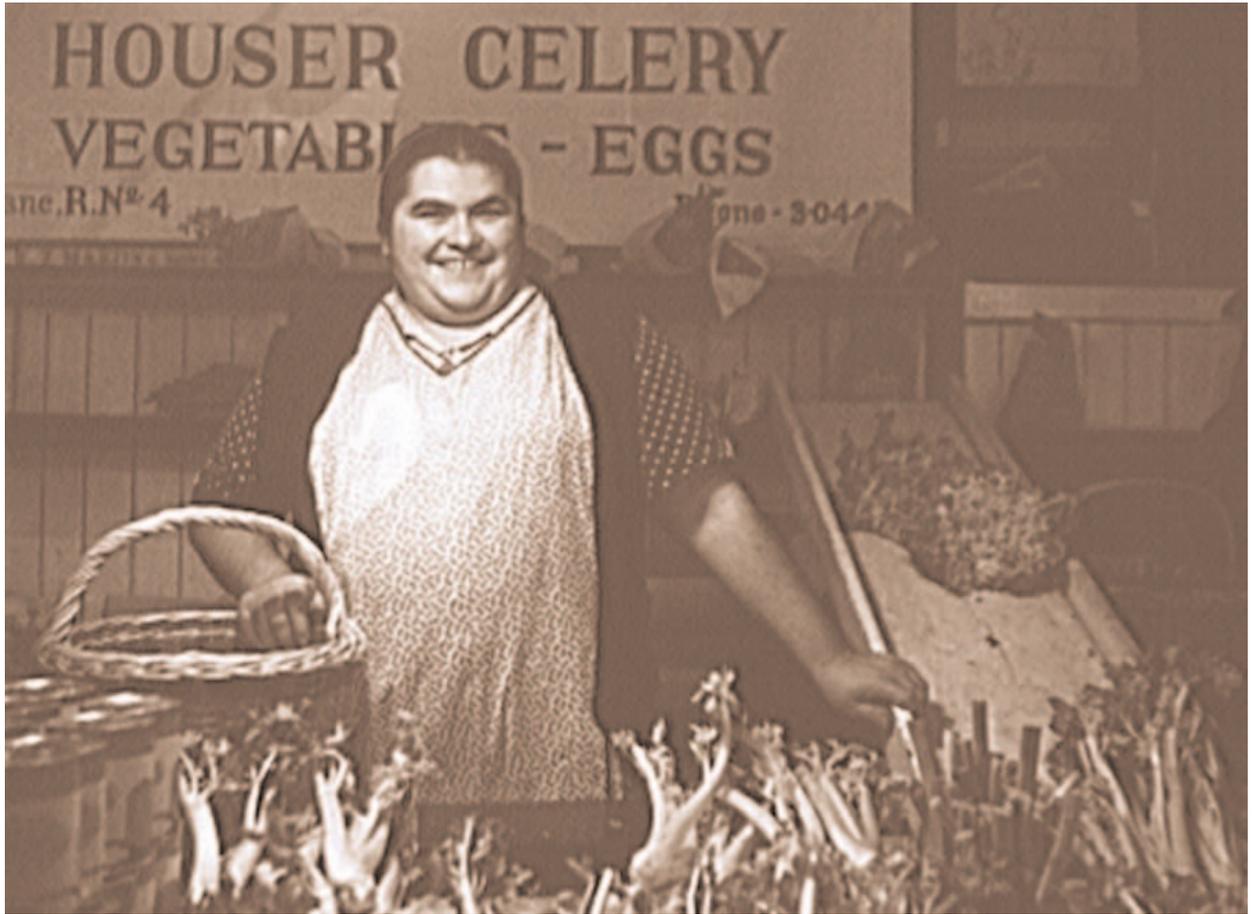
Central Market Community Input Session

Wednesday, November 17, 2004

List of Attendees

Aleci, Gene	Horst, Tracy
Aleci, Linda	Houser, Rod
Aurand, Ellie	Jasinski, Paul
Berardi, Larry	Kile, Terry
Britt, Kelly	Lenering, Doug
Broderick, Tracy	Lommen, Andrea
Brown, Chris	Lowing, Cynthia
Canizares-Mendoza, Aurelia	Lowing, Robert
Carlson, Steve	Mailhot, Jesica
Carr, Tim	Mendoza, Councilman Luis
Dickinson, Stephanie	O'Leary, S.R.
Esbenshade, John	Paden, Scott
Gerhart, Bernice	Panagiotakos, Anna
Gerhart, Jack	Schneider, Sally
Grady, Jonna	Schneider, Tom
Gray, Gail	Shearer, Susan
Guilfoy, Helene	Sherer, Kris
Hansen, Judy	Smith, Anna
Harnish, Anne	Stephan, George
Henry, Lydia	Stephan, Joanne
Hershey, John	Stewart, Cindy
High, Margaret	Sturla, Michael
Hopkins, Amy	Thomas, Ernie
Horn, Gerald	Witmer, Steve

C U S T O M E R I N T E R C E P T S U R V E Y



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Lancaster Central Market M A S T E R P L A N

Lancaster Central Market Customer Intercept Survey

January 2005



The Food Trust

Study design

- Customer intercept surveys conducted during the week of December 6, 2004
- 283 Surveys collected; 92 Tuesday, 89 Friday, 102 Saturday
- Surveys were administered orally, by one of five surveyors as shoppers left the market
- Surveys were collected proportionately between 6am & 7:45am, 7:45am & 11am, 11am & 2pm during the weekday. Surveys were collected proportionately between 6am & 8:30am and 8:30am & 2pm on the weekend.

Study design (cont.)

- Applied the concept of the “Core Shopper”, understanding that a small proportion of customers account for a disproportionate share of sales. A Core Shopper is defined here as the 25% of customers (n=70) who spent the most money during the month.
 - (Monthly expenditures = number of monthly visits x approximate amount spent at current visit)
- Limitations: Bias from those who refused survey, or omitted responses; not completely random sampling

Summary of findings

- **Currently very few families with children shop at the market. Even on Saturdays, 76% of shoppers have no children living in the household**
- **Considerable interest in changing market hours exists most notably in staying open later**
- **About 80% of customers live or work in Lancaster**
- **Customers are frequent shoppers; about 75% shop once a week or more**
- **Findings reveal an opportunity for diversity; presently few minority residents are shopping at the market**
- **Produce and baked goods are purchased most frequently**
- **Customers see a need for expanded selection of meat, prepared foods/sandwiches and produce, among other items**

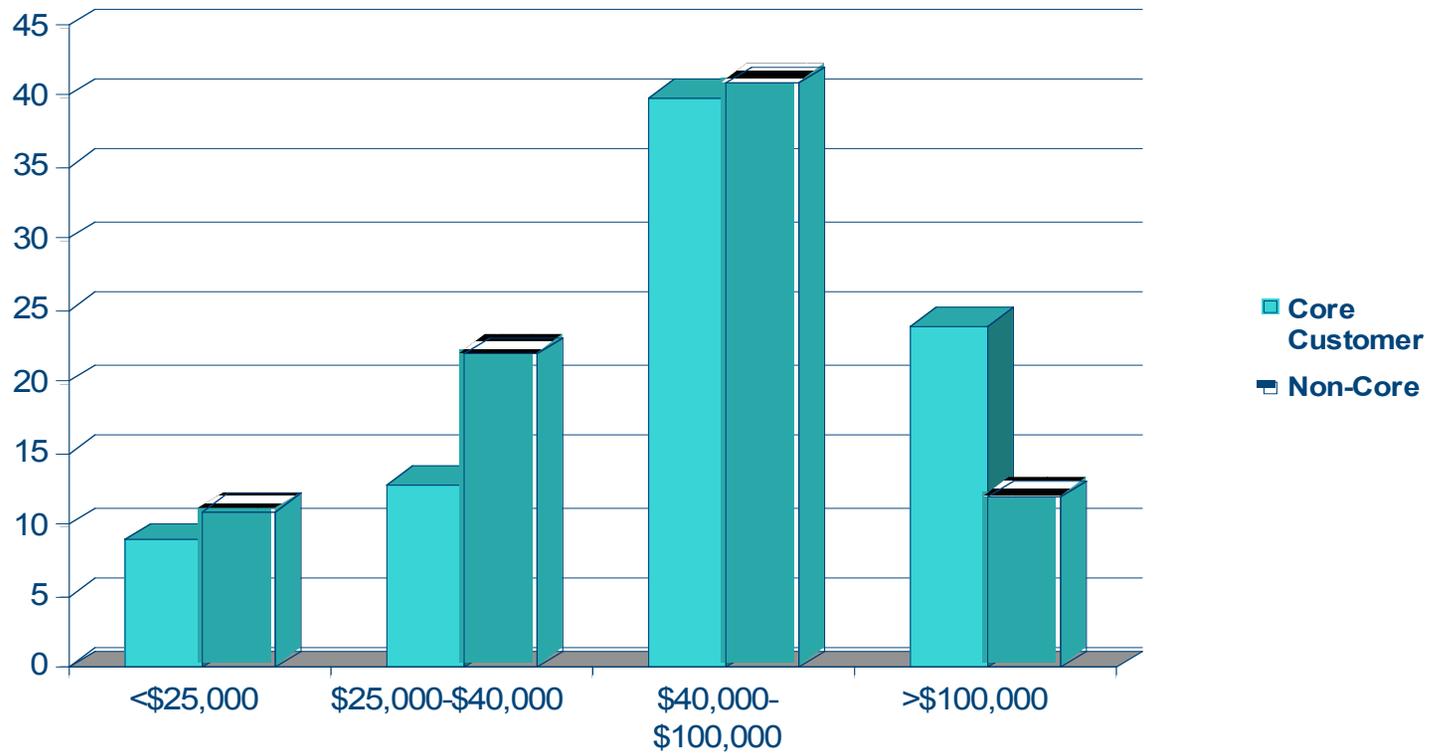
Customer Characteristics

Among those surveyed:

- Mean & Median Age: 49 years
- Sex: 43% Male, 57% Female
- Ethnicity: White 88%, Black 7%, Hispanic 2%, All other <5%
- Family earnings:
 - 10% less than \$25,000
 - 25% between \$25,000 and \$40,000
 - 41% between \$40,000 and \$100,000
 - 15% over \$100,000 (9% declined to respond)
- Family size: 60% have 2 adults, 24% live alone. Only about 1 in 4 have children living at home.

Customer Characteristics

Income Core vs. Non-Core

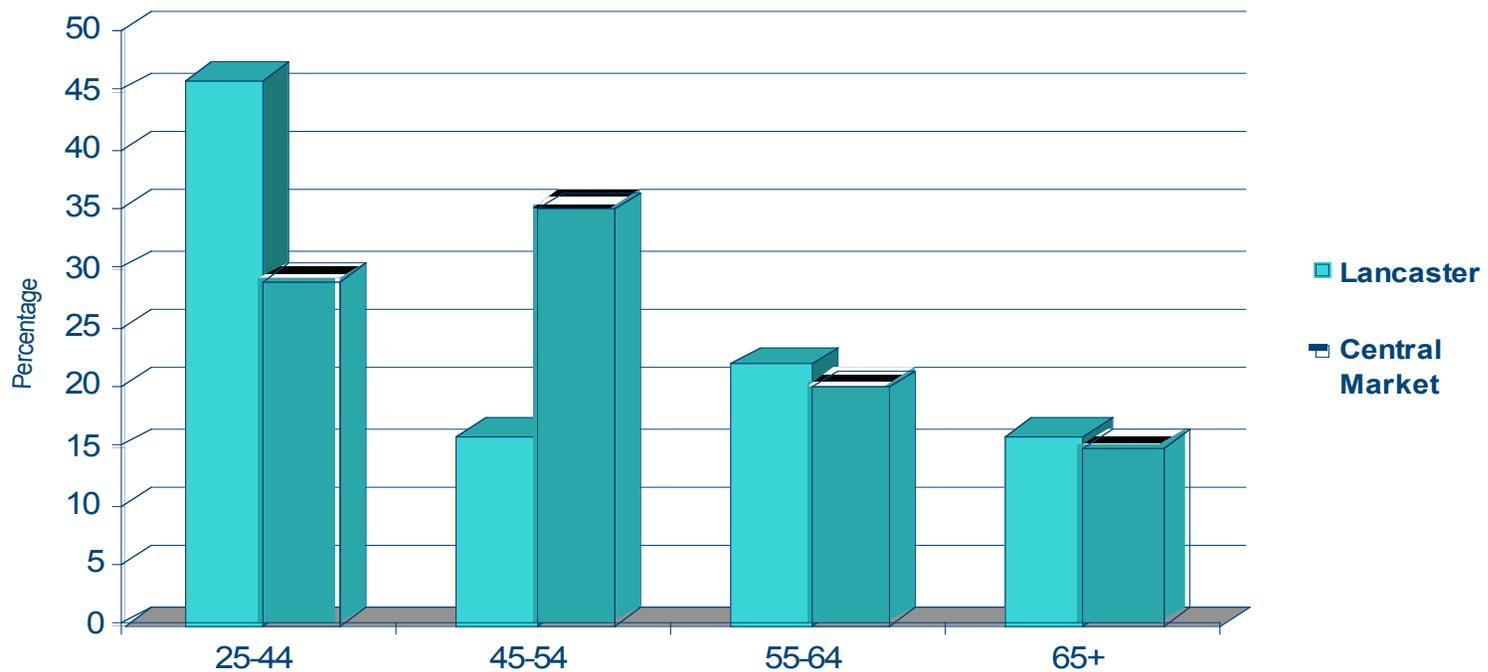


The Food Trust

Customer Characteristics

Lancaster vs. Central Market

Distribution of Age

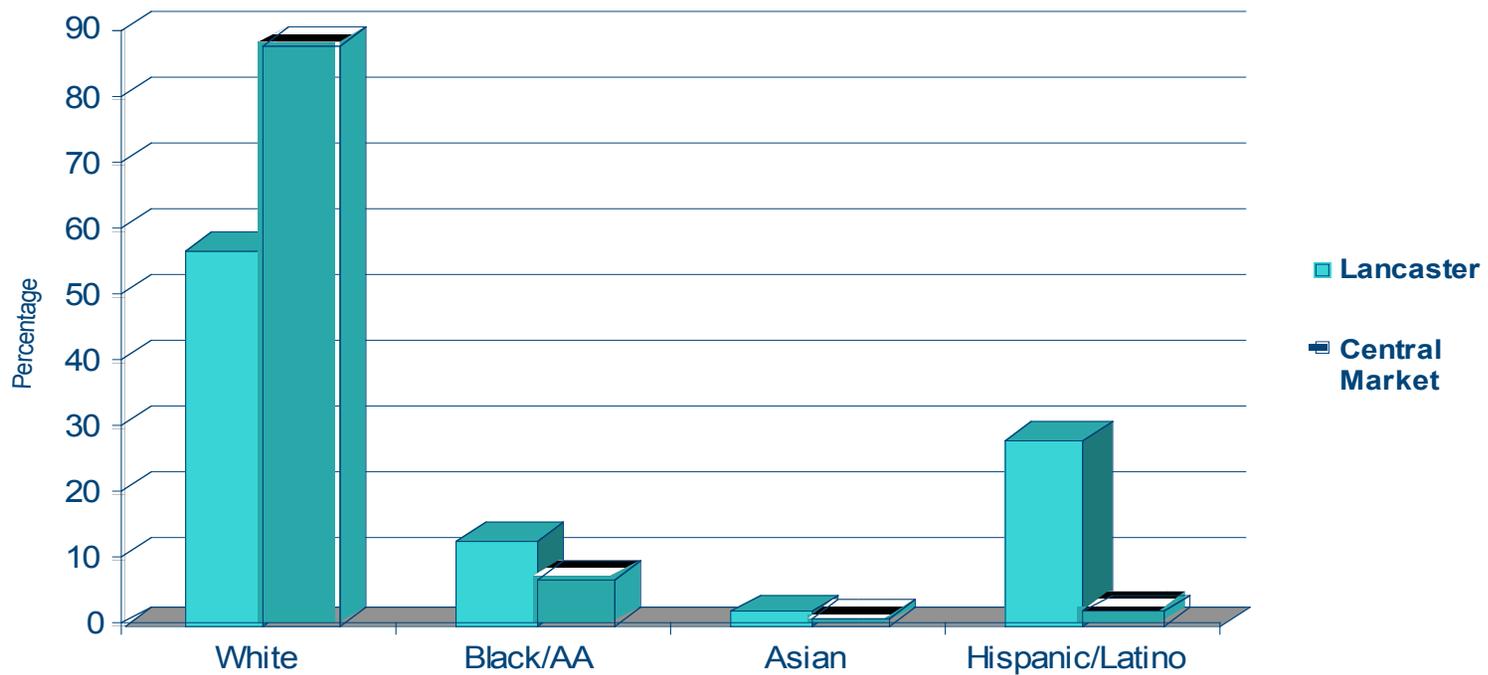


The Food Trust

Customer Characteristics

Lancaster vs. Central Market

Distribution of Race/Ethnicity



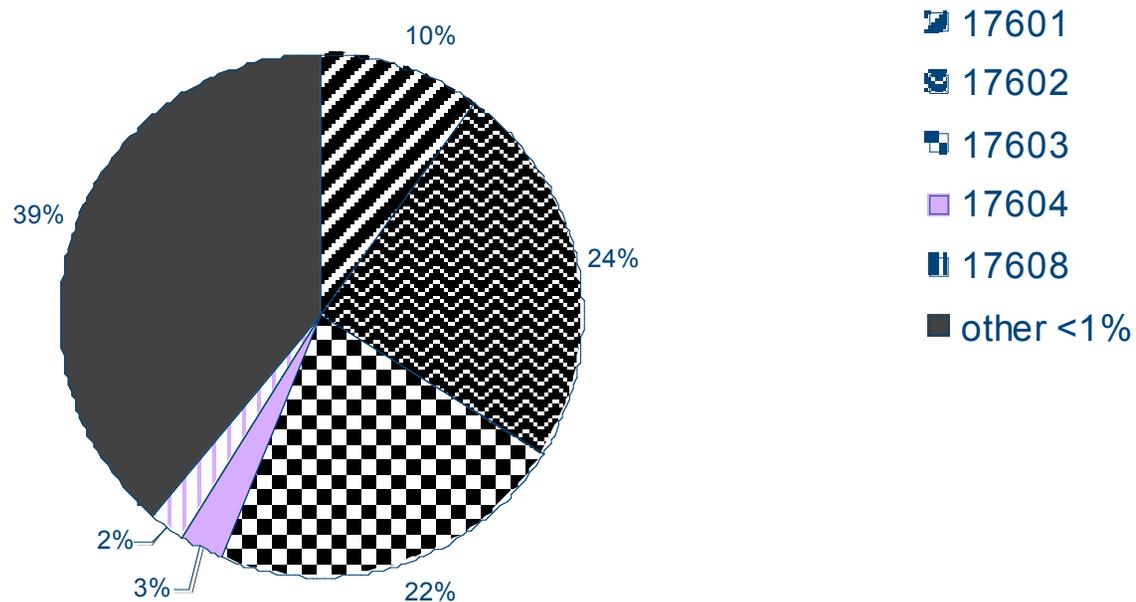
The Food Trust

Trade Area

- 65% live in Lancaster
 - Slightly more Core Shoppers live in Lancaster (78%)
- 61% work in Lancaster
 - not significantly different for the Core Shopper (63%)
- 82% live or work in Lancaster
 - Slightly more Core Shoppers live or work in Lancaster (90%)

Trade Area: Where Customers Work

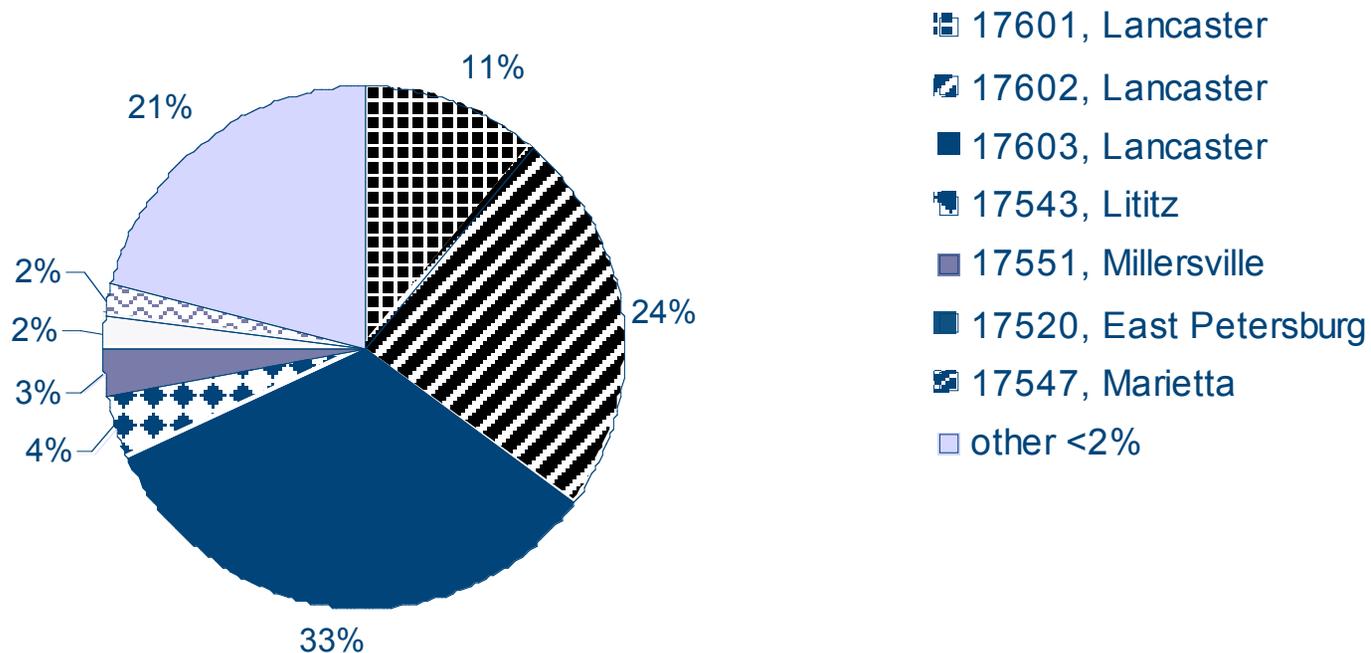
60% of shoppers work in one of five Lancaster zip codes



The Food Trust

Trade Area: Where Customers Live

68% of shoppers live in one of three Lancaster zip codes



The Food Trust

Purchasing Analysis

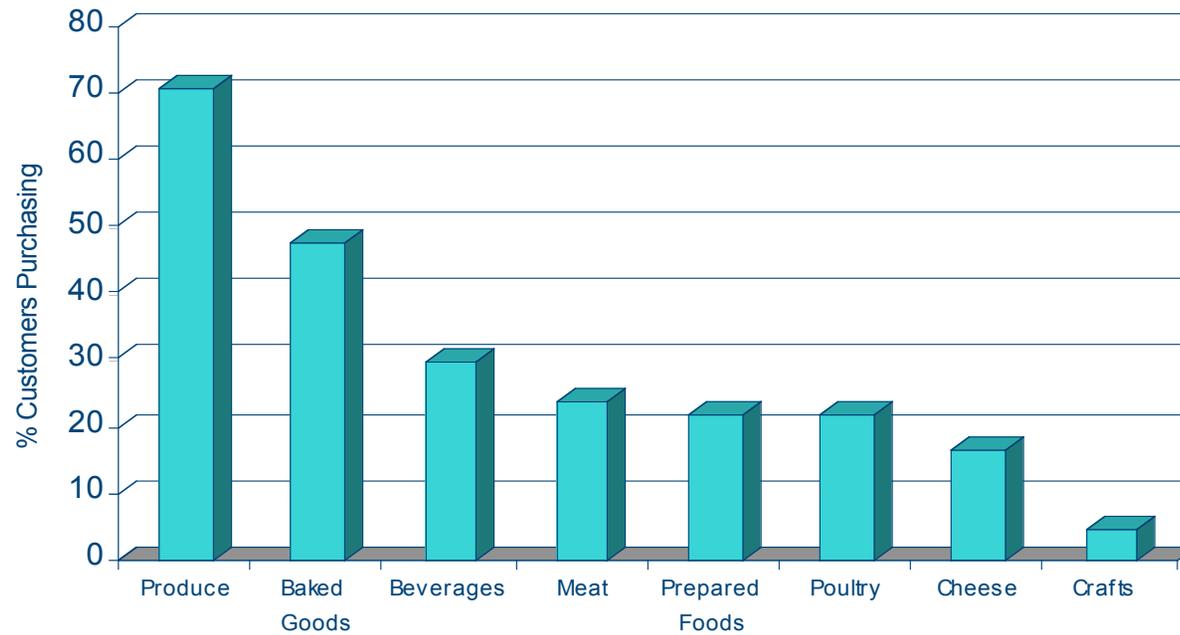
Purchasing

- Weekdays and weekends are preferred almost equally among Tuesday (55%), Friday (66%), Sat (57%)
- Most shoppers are frequent customers, shopping at least once a week (74%)
- About 45% of shoppers spend more than \$20 per visit
 - 30% spend less than \$10
 - One in four (25%) spends between \$10 and \$20

Purchasing Behavior

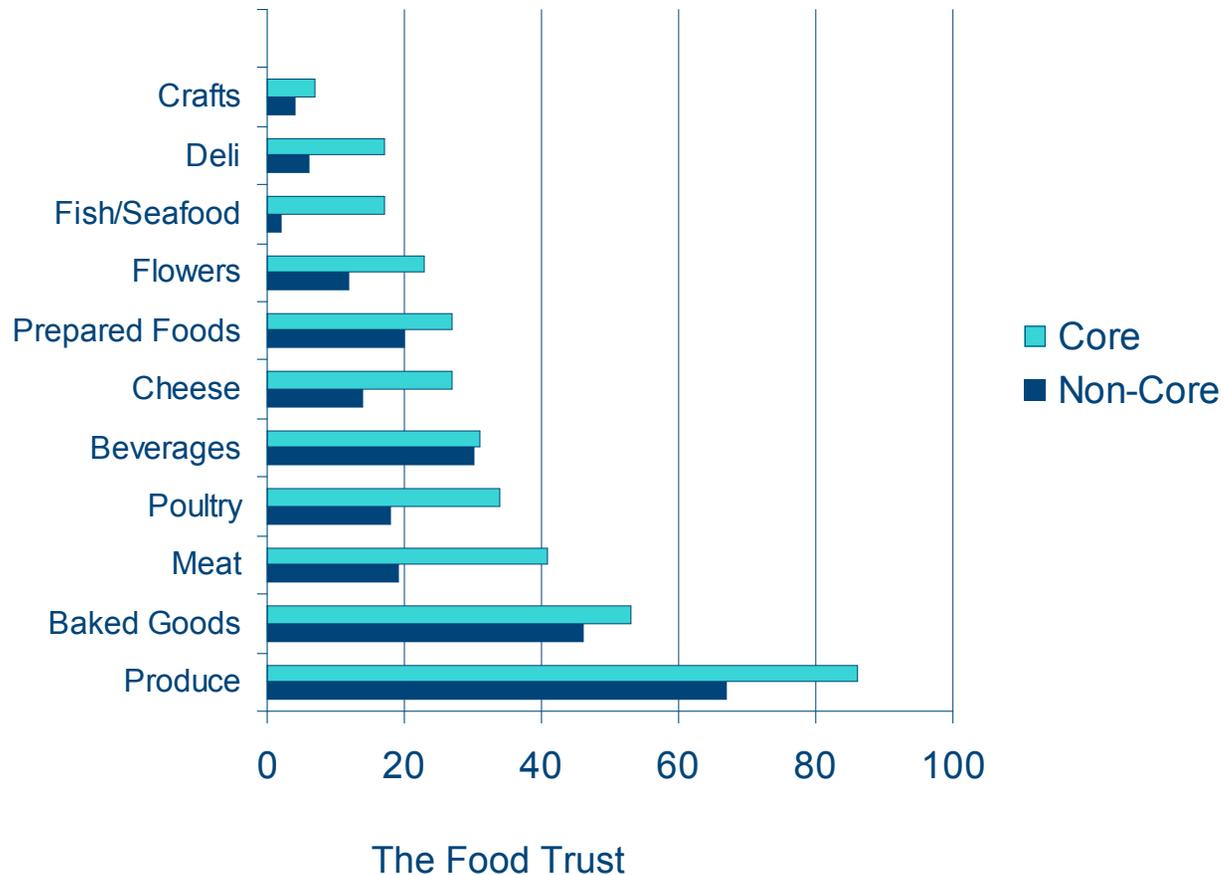
Produce and baked goods are most commonly purchased

Customer Purchases



The Food Trust

Purchasing Behavior: Core Shoppers vs. Non-Core Shoppers



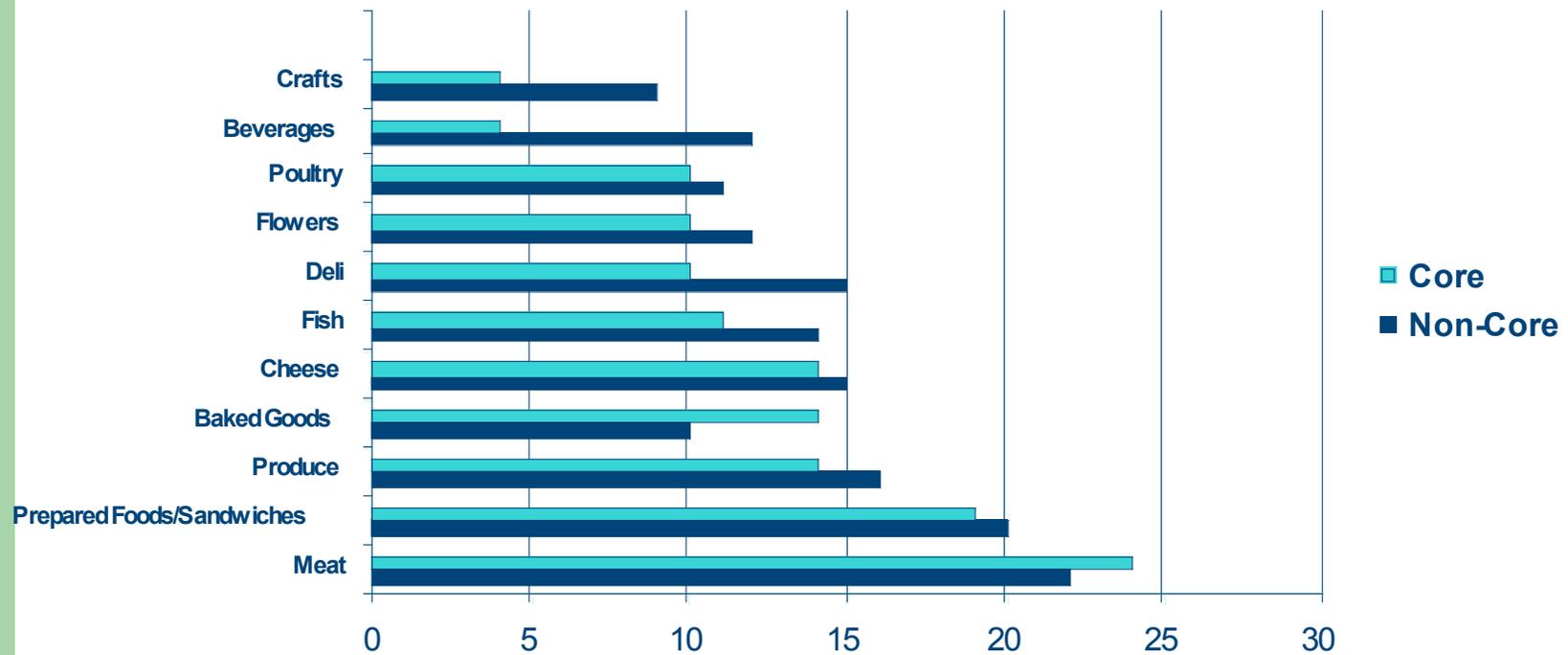
Changes in Product Offerings

- Customers want more:
 - Meat (29%)
 - Prepared Food/Sandwiches (25%)
 - Produce (20%)
 - Cheese (19%)
 - Deli (18%)
 - Fish/Seafood (17%)
- Crafts are most commonly cited as the product customers would like to see less at the market (36%)

Changes in Product Offerings

Core vs. Non-Core

% Requesting Increased Product Offerings



The Food Trust

Changes in Hours of Operation

- Twenty-five percent of customers would shop later in the morning if the market opened later
 - 27% of Core Shoppers would shop later in the morning
 - 7am is the time that most customers recommend the market open
- One-third of customers would shop later in the afternoon if the market were open later
 - Most suggest closing the market at 6pm