Waterfront Comprehensive Plan

Erie, Pennsylvania

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Waterfront Comprehensive Plan

Erie, Pennsylvania

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Prepared for:

City of Erie, Pennsylvania

Prepared by:

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I. Comprehensive Plan

I. INTRODUCTION

A. THE CHANGING ROLE OF THE URBAN WATERFRONT

Over the past twenty years, waterfronts in older communities throughout the United States have experienced significant shifts in land use and development potential. Declines in shipping, warehousing, and distribution functions, and the relocation of industrial uses which historically dominated the urban waterfront, have left significant areas of vacant and underutilized land. Although these changes have caused economic dislocations, they have also created redevelopment opportunities, offering the potential to introduce new people-oriented activities -- such as recreation, housing, offices, specialty shopping, and a range of entertainment and visitor attractions -- on the waterfront.

These "new" waterfront development opportunities represent significant potentials for upgrading the quality of the physical environment; increasing public use and enjoyment of the water's edge; generating new private investment and increased tax revenues; and enhancing the community's image and identity. However, experience has shown that traditional maritime functions and water-dependent industrial operations which have an important continuing role in the economic life of the community can be "forced out" by the popularity of new waterfront land uses. As a result, planning for the redevelopment of the urban waterfront must provide for a carefully balanced mix of "old" and "new", safeguarding the continued viability of water-dependent commerce and industry, while encouraging an expanded range of people-oriented activities.

B. ERIE: PRESSURES FOR CHANGE

As in other communities, significant alterations in historical patterns of waterfront land use have occurred in Erie. To deal effectively with the issues and opportunities which these changes present, the community must define a comprehensive picture of the future desired character of the waterfront as the basis for coordinating public and private development decisions.

A combination of seven key factors have brought the City to this threshold of planning for waterfront redevelopment.

1. Waterfront Industrial and Port Uses

An economic analysis of the growth potential of the Erie-Western Pennsylvania Port Authority's Marine Terminal operations and other waterfront industrial uses was prepared by Hammer Siler George in 1981. This planning study recommended that the Marine Terminal maintain future growth capability, but confirmed that only small increments of expansion should be anticipated for port and water-dependent industrial operations for the forseeable future.

Given the limited projected demand for water-dependant industrial and port-related development, it has become clear that much of the land now zoned for industrial use on the Erie waterfront could be re-zoned to promote the development of alternative, non-industrial uses. In addition, bulk material storage sites now scattered along the bayfront could be consolidated to make more efficient use of valuable waterfront land and to eliminate land use conflicts which reduce non-industrial development potentials.

2. Bayfront Access Road

After years of planning, State funding has been committed for the construction of a new Bayfront Access Road. The roadway will provide direct access to the waterfront from I-79, running parallel to the bay at the foot of the bluff from Cascade Street to the Hammermill Paper Company. Construction is expected to be complete by 1992. A second roadway segment, connecting the waterfront to I-90 on the east, is scheduled for construction between 1992 and 1996.

This new roadway will greatly improve the accessibility and development potential of the Erie waterfront. Just as importantly, it will divert truck traffic from inland streets.

3. Lower State Street

The continuing revitalization of the lower State Street corridor as a mixed-use district incorporating new residential, office, and retail uses strengthens the potential to create a positive functional connection between downtown and the waterfront. By creating a new image and activity focus at Erie's "front door" on Presque Isle Bay, lower State Street's revitalization has significantly enhanced the development potential of the Downtown Waterfront.

4. Waterfront Retail and Residential Proposals

Pioneering proposals for retail and residential development on West Dock have demonstrated that local developer interest in tapping the potential for new waterfront uses already exists. Although the original proposal for substantially expanding West Dock to accommodate a festival marketplace development was determined to be infeasible, implementation of the Erie Waterfront Development Group's scaled-down plan for 24 condominiums and a limited amount of new retail space could act as an important catalyst for additional private development activity, especially on the Downtown Waterfront.

5. Niagara Place Proposal

When the West Dock festival marketplace proposal was introduced, a group of local businessmen and civic leaders (Niagara Place, Inc.) was exploring strategies for restoring and relocating the Flagship Niagara. At the same time, the Erie Historical Museum was considering the potentials for relocating from their existing facility on West Sixth Street.

Recognizing that all three groups' objectives could be optimized by joining together, Niagara Place, Inc. commissioned a study which proposed the development of a major new waterfront visitor attraction on land currently owned by Litton Industries, including that company's shipbuilding structures and drydock, located just east of the foot of Holland Street. The program concept incorporates the Flagship Niagara as the centerpiece of a new Great Lakes Maritime Museum, as well as other historical interpretive exhibits and an 80,000 s.f. festival marketplace. This recommendation was enthusiastically received as a strategy for drawing increased numbers of City and County residents to downtown Erie and for capturing a portion of the tourism potential generated by Presque Isle's 4.5 to 5.0 million annual visitors. Nevertheless, certain questions remain as to the economic feasibility of a development of this magnitude.

6. Public Acquisition of Key Redevelopment Sites

Two key sites -- Erie Sand and Gravel and the Grain Dock -- have been acquired by public agencies to prepare the way for redevelopment in the Downtown Waterfront area. However, no decisions have yet been made concerning the future use of these parcels.

7. Marina Proposals and Mooring Slip Demand

The number of proposals which have been made for new and expanded marina development underline the large unmet demand for boating facilities which exists on the Erie waterfront. Because Erie serves as the most accessible "gateway" to the Great Lakes for the large number of boating enthusiasts living in the region to the south, the growth potential for marina and related facilities is substantial.

C. THE COMPREHENSIVE PLAN: A GUIDE FOR COORDINATED DECISION-MAKING/GOALS AND OBJECTIVES

In the context of these land use trends and specific development proposals, the City determined that the time had come to initiate planning for the revitalization of Erie's waterfront by defining the general direction and character of future development and by outlining the actions required to achieve desired results.

The comprehensive plan will serve as the framework for coordinating the individual decisions -- both public and private -- that shape the physical and economic character of the waterfront. It will help to ensure that the right kinds of development are encouraged in appropriate locations; that development of an appropriate scale and intensity occurs; that new projects provide the tax base needed to support expanded services and public improvements; and that the resulting physical environment enhances the quality of community life. When adopted by the community as the official policy guide for development, the comprehensive plan will also serve as a clearly articulated legal basis for zoning revisions.

Some of the primary goals in planning for the revitalization of Erie's waterfront are to:

- Improve public access to the waterfront for various recreational activities
- Protect and upgrade recreational and commercial fisheries
- Protect and preserve wetlands
- Encourage the preservation and protection of historic resources and sites.
- Provide for continuing public involvement
- Encourage the economic development of Pennsylvania's port
- Encourage the economic development of waterfront industries
- Harmonize the social, environmental, and economic aspects of land and water uses in the coastal zones.
- Assure long-term social and economic benefits in the utilization of coastal resources
- Serve as an overall guide to state and local agencies to ensure coordination of services and regulatory programs
- Encourage the continued operation of existing waterfront industries.

II. THE FOUNDATION FOR THE PLAN

A. CULTURAL/HISTORICAL BACKGROUND OF THE ERIE BAYFRONT

1. Exploration and Settlement

The first regular European presence at Erie was that of a French expedition in 1753, which erected Fort de la Presqu'ile on the bank of Mill Creek, slightly east and north of where Front and Parade Streets presently intersect. Built of chestnut logs, the French Fort covered an areas approximately 210 feet square, with walls rising to a height of about twelve to fifteen feet.

Following defeat by the British at Fort Duquesne in late 1758, the French burned Fort de la Presqu'ile to the ground in late summer 1759, and fell back to Detroit. The British erected Fort Presque Isle in early 1760, about on the same site of the former French fort. The most distinguishing characteristic of the British fort was a two-story blockhouse. It too was burned to the ground by Indians during Pontiac's uprising in 1763. Supposedly, foundations of the British fort were visible as late as the 1930's.

Americans did not begin to settle in Erie until 1795. They too chose the mouth of Mill Creek as the site for their new village. It was accessible from the water, and had the further advantage of being adjacent to the fort which stood just east on Garrison Hill. The threat of further attack by either Indians or British could not yet be entirely dismissed.

The village grew westward along Second Street but stopped at a ravine which ran between French and State Streets. Because of this natural barrier, French Street for many years remained the main thorough fare of the town, lined with public buildings, hotels and stores. In those years, trade was severely hampered by a sand bar which extended across the entrance to the bay at the eastern tip of the peninsula. Only boats of the shallowest draft could enter the harbor. For a while there was no actual dock, and all articles of commerce were simply landed on the sand beach near the mouth of Mill Creek. It was not until 1811 that the eastern sand beach as made a public landing.

Before the waterfront could be further developed, the War of 1812 intervened. In September of that year it was decided that the American Fleet to combat the British on the Upper Lakes would be built in Erie. The original orders called for the construction of four gunboats.

The site selected for the naval yard was at the mouth of Lee's Run, a small stream which emptied into the bay at the foot of what is now Sassafras Street. Redoubts for protection were

erected on the bluff above. On January 1, 1813, the construction of a 300 ton brig was authorized. On February 16, this authorization was amended to include a second 300 ton brig. Because it was felt there was not sufficient water depth at Lee's Run to launch the brigs, a second yard was established a the mouth of Cascade Creek, one mile west of the village. Again a small blockhouse was built to provide protection. The two yards were connected by a roadway which ran along the beach below the bluff.

2. Harbor Improvements and Shipbuilding

Following the War of 1812, attention was focused on commercial opportunities which were opening on the new frontier. Residents of Erie began to agitate for Congressional action that would provide a navigable entrance to the bay and harbor. The Federal government undertook a survey of the Port of Erie in 1819 as part of a general investigation of the defense needs of the nation. In 1823 the Board of Engineers again examined the harbor in response to efforts by Pennsylvania to improve the facilities. A plan of improvement was devised, and an estimate for construction submitted to Congress.

One year later, the national legislature responded favorably with an appropriation of $20,000, thus beginning Federal involvement in the development of adequate harbor facilities on the Great Lakes. Captain T. Maurice was assigned to supervise the construction of a series of dikes and piers that were designed to eliminate the sand bars and deepen the harbor which served Erie. This project became the prototype of all early work on all harbors on the Great Lakes. It called for the harnessing of the strong currents at Presque Isle, and was seen as an immediate success.

The elimination of physical barriers to harbor access, and the commitment of the Federal government to see that it remained that way, gave a strong impetus to shipbuilding and shipping in Erie. Several yards sprang up along the bayfront, but the busiest by far was that owned by Charles M. Reed, whose father was already operating a fleet of schooners.

While the Cascade naval yard had been abandoned following the War, that at Lee's Run was still being used as a navy receiving station. It also served as the berth for Perry's flagship Niagara. This was not taken over by Reed, who proceeded to build a number of fast and elegant steamboats of his own. In rapid succession, the following were put into commission: Pennsylvania (1832), Thomas Jefferson (1834), Madison and Erie (1837), Buffalo (1838), Missouri (1840), Niagara (1846), and Keystone State (1847).

Reed's steamers were a good size for their time - the Thomas Jefferson weighted over 425 tons and measured 174 feet in length. They did a heavy business, sometimes carrying a thousand passengers along with large quantities of freight. The Madison is said to have earned $30,000 on her maiden voyage. Reed and his associates combined to make Erie one the of the busiest ports on the Great lakes. In 1850 no less than thirteen steamers were clearing the harbor on a Wednesday, Thursday and Friday schedule.

A further stimulus to port traffic was the Erie to Beaver Canal, completed in 1844. It ran diagonally across the town from the intersection of Twelfth and Poplar Streets to the foot of Sassafras Street, utilizing Lee's Run as its norther terminus. A basin to serve as the harbor for the canal boats had been enclosed at the outlet on either side of State Street in 1834.

The opening of the canal linking Lake Erie and the Ohio River provided a more direct route for the transport of iron ore from the ranges of Minnesota and Michigan, and coal from the fields of southwestern Pennsylvania. It was also of great benefit to the passenger business; tens of thousands of recent immigrants passed through Erie on their way to new homes in the Ohio valley and beyond. A daily passenger service was established between Buffalo and Erie in 1846 to handle the demand.

The Canal operated profitably for about twenty-five years, but in the end could not compete with the railroads. Competition from the Erie and Pittsburgh Railroad, whose line almost paralleled the course of the canal, proved too formidable. The Erie and Pittsburgh Railroad eventually bought out the canal company an operated it until 1871, when the collapse of the aqueduct over Elk Creek caused its permanent abandonment. Within the city the canals, bridges and locks were removed, and the channel filled in throughout the entire length. Even the portion utilizing Lee's Run was tubed and incorporated into the storm sewer system.

3. Railroads

The introduction of the railroads altered the configuration of the waterfront completely. The Erie and Pittsburgh Railroad built extensive docks for both iron ore and bituminous coal in 1864 on the site of the original navy yard at the foot of Cascade Street. Four years later this facility was connected with Reed's Wharf at the foot of Sassafras Street by a railroad track along the shoreline and protected on the bayside by a retaining wall of timbers nearly a mile in length.

The changes on the east side of State Street where the Philadelphia and Erie Railroad had the right of way were even more dramatic. As early as 1852, it was being said that a rail

line to the east would put Erie on an equal footing with Buffalo, which was connected to the Hudson River by the Erie Canal, making New York and the ports of the world available to its shipping. Proponents of the railroad claimed that fast overland service to the Atlantic port of Philadelphia could effectively kill Buffalo's monopoly on foreign trade with the Great Lakes. Erie leaped into the venture to assist the railroad to complete its line and construct the needed port facilities. An amount of $300,000 was subscribed plus some 150 acres of waterfront property; Erie County added another $200,000. In 1868 the Erie and Western Transportation Company, a subsidiary of the Philadelphia and Erie Railroad, more familiarly known as the Anchor Line, erected its first facility, a small grain elevator. Ten years later the company was operating a fleet of eighteen steamers, and owned forty acres of dock property on which stood three grain elevators, several warehouses, plus offices. Just beyond, the railroad had constructed anthracite coal and iron ore docks.

The Port of Erie was now near the top in Lake commerce, a little behind Cleveland and Toledo in tonnage, but far ahead of the two nearer rivals, Ashtabula and Conneaut. In 1894 the number of vessels logged in and out of the harbor was 2,683, and trade in the principal commodities alone included coal - 689,043 tons; iron ore - 643,628 tons; and grain 17,807,862 bushels.

4. Commercial Fishing

Railroads, steam tugs, and improved netting practices combined to revolutionize the commercial fishing industry in Erie in the latter two decades of the Nineteenth Century. In 1882 there was but one sizeable processing plant handling the catch. Ten years later in 1892, which is the first season for which statistics are available, the harvest for the different varieties of fish landed at the Port had grown to 12,786,579 pounds. In 1902 six large flourishing plants were needed to handle the catch brought in by 72 steam tugs and 10 sail boats each day. By 1913 the capital invested in Erie's fishery had increased to a million dollars, with 110 boats and 600 men engaged. The annual harvest included 10,000,000 pounds of lake herring, 8,000,000 pounds of pike and perch and 600,000 pounds of white fish.

Throughout a good part of the inter-war period, Erie's fishery continued at a high level, making the City the largest fresh water commercial fishing port in the world. In 1925, it took the combined efforts of the thirteen large packing houses clustered around the old canal basin to process the catch. Whether the industry could have done as well as it did without artificial propagation is questionable. Fortunately, the dangers of over-fishing Lake Erie were recognized at an early stage. The first state-owned and operated fish hatchery was established at Erie in 1885. It was located next to the water filtration plant

in 1913, and remained in operation until 1963. A related pursuit in which fishermen engaged during the off-season was ice cutting in the bay; ice was stored in houses next to the packing plants.

5. Parks

When Erie was laid out, a tract of land was set aside for military purposes, overlooking the bay and lake, on the east side of Mill Creek near its mouth. A blockhouse was erected and a garrison of Federal soldiers stationed there to protect the new settlement. As a result the property became known as Garrison Hill or the Garrison grounds. It was here that General Anthony Wayne died in 1796.

In the 1840's a three-story brick building was erected on the grounds to serve as a marine hospital for the care of sick and unfortunate seamen. However, the structure was never used for the purpose, and in 1886 it was incorporated into a plan to establish "a home for the disabled soldiers and sailors of Pennsylvania." That original building forms, for the main part, the central core of the present structure. The 1796 blockhouse, which had long since disappeared, was replaced by a replica in 1880 which is still standing.

The same survey laying out the city also made provisions for certain public parks, one at the center of each of the three sections in the town and along the bluff above the bay. The latter consisted of a narrow and irregular strip of open land extending from Mill Creek on the east to the city line - Sassafras Street, on the west and contained some 65 acres.

A plan for the utilization of this land was not prepared until 1888, when upon the recommendation of Mayor John C. Brady, Lakeside Park was laid out by John L. Crilly, landscape engineer. The city also owns two other small parks within the Bay front. To the east and lying on the bluff just outside the entrance to the harbor, are two acres to which the city acquired title from the Federal government in 1934. This property encloses the Land Lighthouse erected in 1867. Two earlier lighthouses stood on the site, the first having been erected in 1818. On the west side at the foot of Chestnut Street is Waterworks Industrial Park Area, containing a little over ten acres. Landscaping for this property was begun in 1883, and a swimming pool and bath house were installed in 1902. Erie's oldest boating organization, the Erie Yacht Club, had its first club house here from 1895 until 1918.

6. Other Water-related Activities

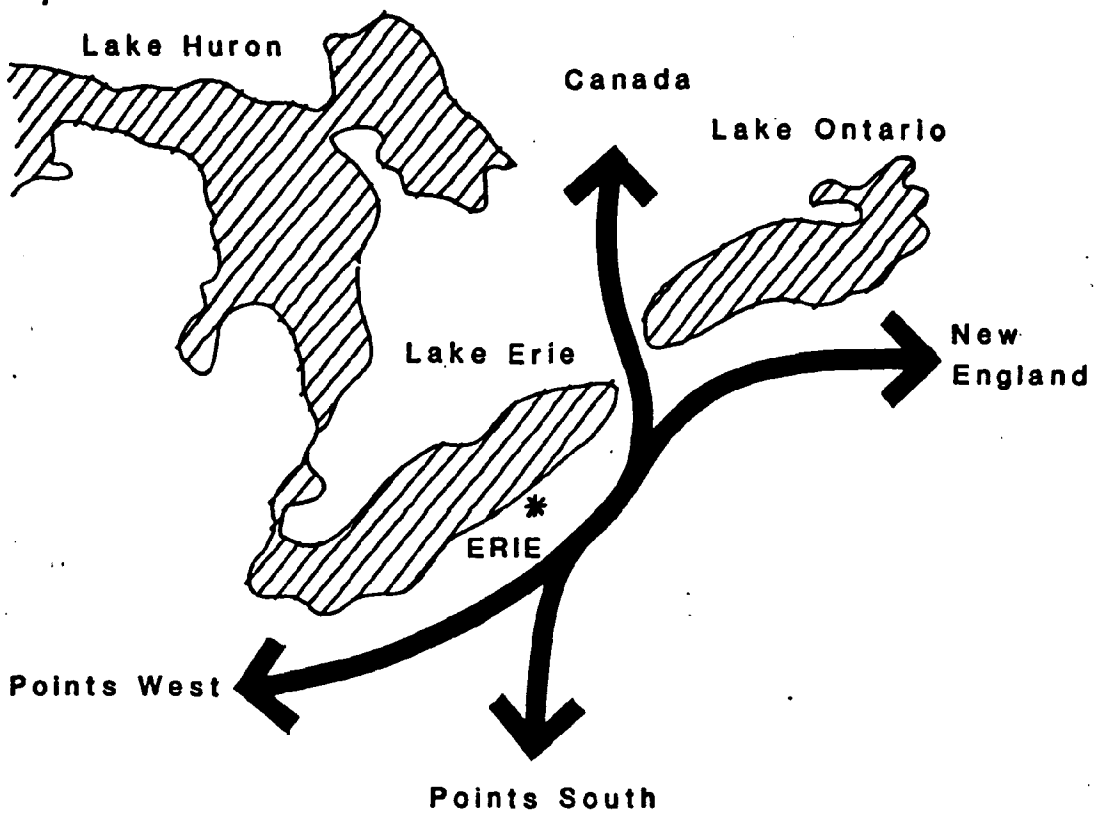
The Waterworks itself has been a major waterfront activity. The first buildings and stand-pipe tower were erected in 1868. The tower was considered an engineering wonder for its time, extending nearly 260 feet above the level of the bay. In 1913, the original pump house was incorporated into the present brick and stone facility. The present filtration plant was put into operation the next year.

B. ERIE WITHIN THE REGION

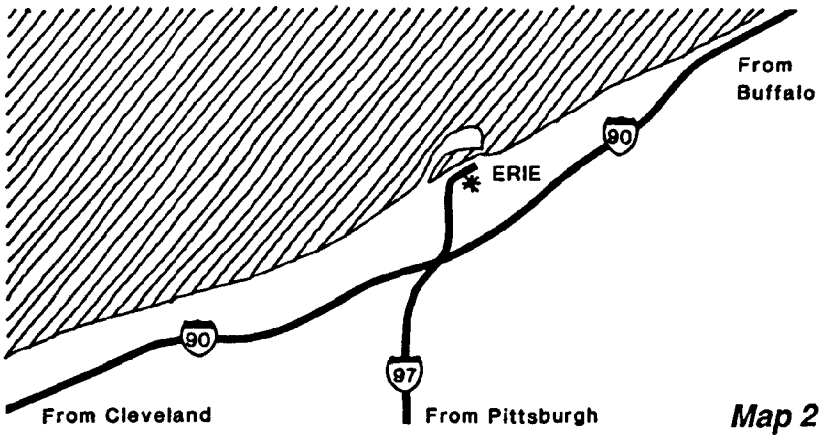
1. Access to Erie

In recent years road travel has become dominant in the Erie region. The City of Erie, although not currently a major destination for visitors, is adjacent to major highway paths moving east and west, across northern New York, Pennsylvania, and Ohio. When Erie and its waterfront is received as a major attraction, large numbers of travelers will begin to stop for a visit, instead of passing by.

Map 1



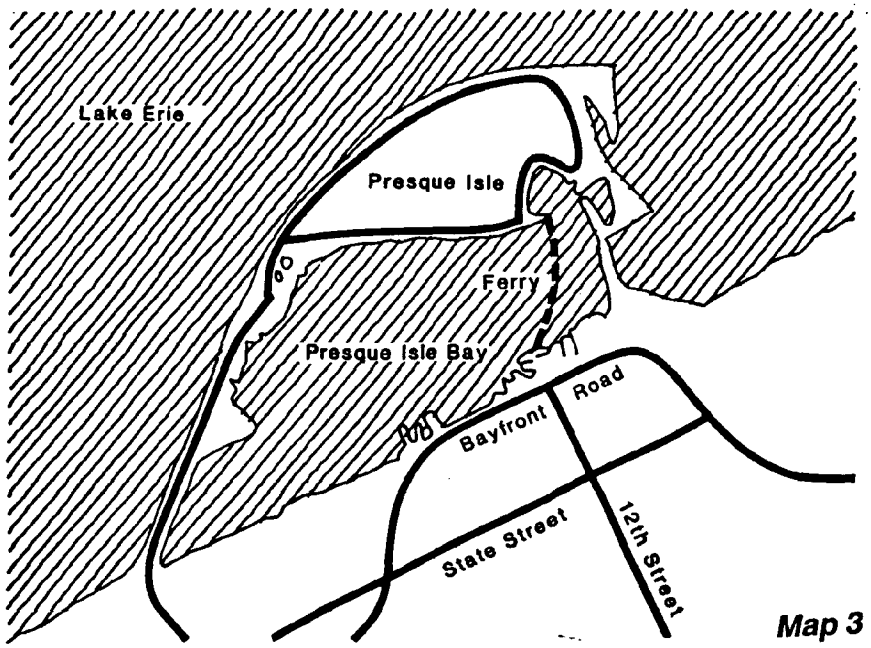
Roadway access to downtown Erie is potentially excellent, via Interstate 90 from the east and west, and via Interstate 79 from the south. The Bayfront access road, extending I-79 directly to Presque Isle Bay, is the essential key to the development of Erie's waterfront



Map 2

2. Erie and Presque Isle

Visitors during the summer come in enormous numbers to Presque Isle State Park to enjoy the park, the lake, and the bay. In 1983 the estimate was 4.5 million, one third of whom were from two or more hours away. When Erie's urban waterfront begins to realize its potential as a complementary major attraction, a large percentage of these visitors, either by ferry, by bus, or by car, can be expected to visit the downtown.



Map 3

C. DEMOGRAPHICS

1. Economic Trends in the Erie Metropolitan Area

Development of the Erie Bayfront will depend in large part on the economic well-being and growth of the entire Erie metropolitan area, as well as tourism and other factors. Over the past 15 years, the Erie area has experienced slow economic growth, and outmigration of a large number of persons. These trends are likely to continue during the next decade.

In the past, the local economy depended heavily on the manufacturing base, with the activity of the port of Erie also providing numerous jobs. In recent years, these two activities have declined in importance, and like most northeastern cities, diversification of the economy is taking place. Even though Erie is situated within two hours' drive of Pittsburgh, Pennsylvania's second largest city, the area has benefitted only partially from this linkage.

Employment population, household, and household income trends and projections for the Erie Metropolitan Statistical Area (MSA), which is identical with Erie County, are useful indicators of the structure and performance of the area's economy. (See Map 4.)

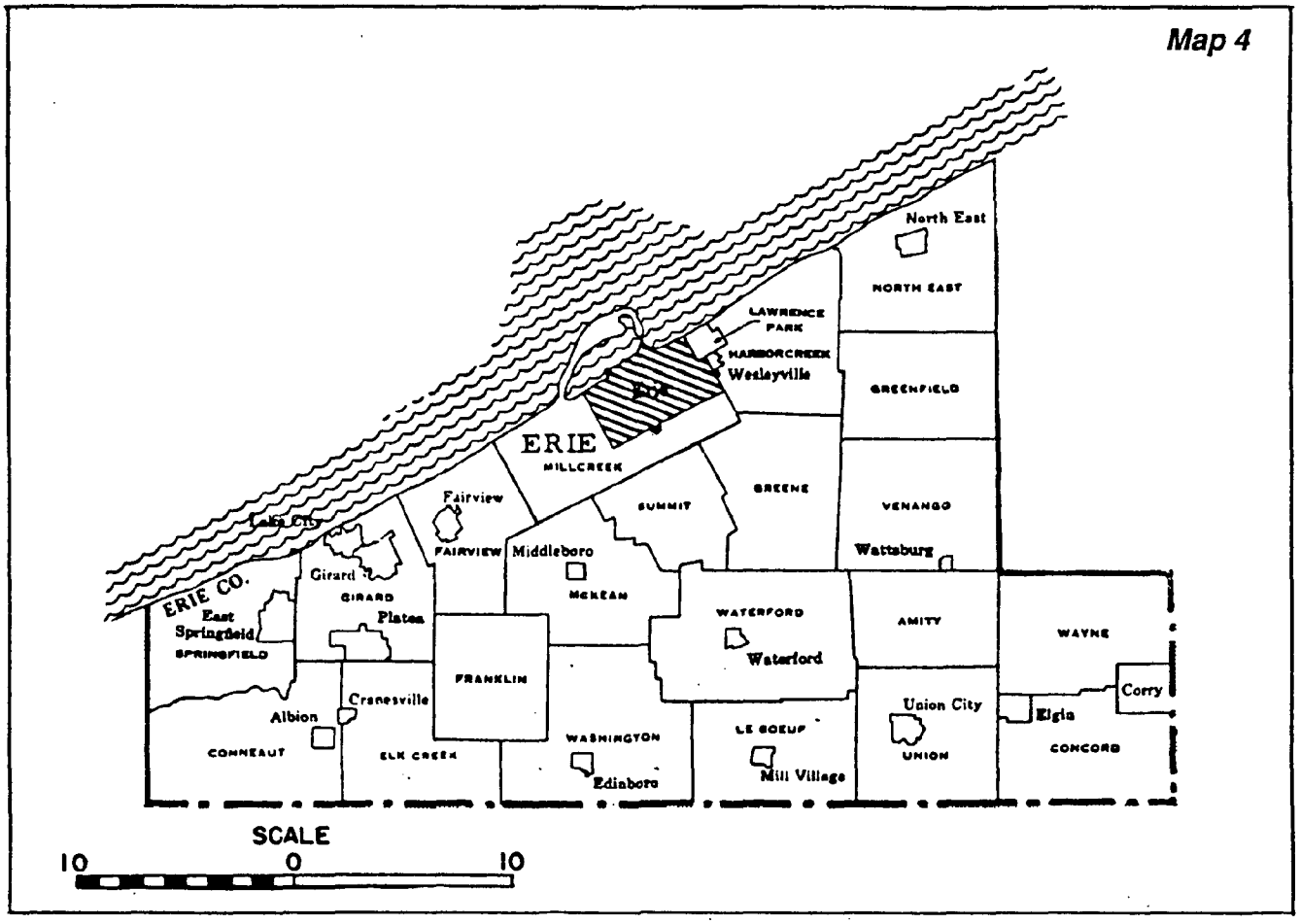
2. Labor Force and Employment

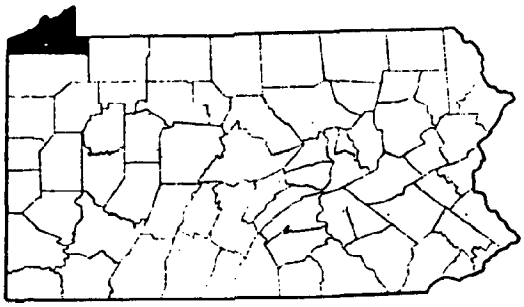
a. 1970-1985 Trends

Between 1970 and 1984, the labor force in the Erie Metropolitan Statistical Area (MSA) grew from 106,000 to 123,400 persons, a gain of 17,400, or 1,243 persons per year, and has risen to 123,800 for the first six months of 1985. There has been an actual decline in the resident labor force over the last four and one-half years, falling slightly from 125,800 in 1980 to 123,800 for 1985. This decrease of 2,000 persons resulted from the general economic recession of the early eighties, and the continuing decline of heavy industrial employment, during which time many people left the Erie area in search of jobs elsewhere.

As shown in Table 1, unemployment has fluctuated substantially from a low of 4.5 per cent in 1970 to a high of 14.6 per cent in 1983, with 1982 also showing a high 12.2 per cent unemployment rate. The unemployment rate started its most significant rise in 1980 (to 9.3 per cent from 7.2 per cent in 1979), and has remained at about 10 per cent or more since 1981. Even though the unemployment rate has been dropping recently, as

ERIE METROPOLITAN STATISTICAL AREA





Source: Pennsylvania Department of Labor and Industry, Office of Employment Security.

of mid-1985, 12,000 persons, or 9.7 per cent, were still unemployed. Undoubtedly, the unemployment rate would have been substantially higher in recent years except for the fact that some people have left the area.

Table 1

RESIDENT LABOR FORCE, EMPLOYMENT AND UNEMPLOYMENT
ERIE MSA
SELECTED YEARS, 1970-June 1985
(000's)

Item	1970	1979	1980	1981	1982	1983	1984	6 mos 1985
Resident	106.0	125.9	125.8	125.3	124.8	125.3	123.4	123.8
Labor Force	101.2	116.8	114.1	113.2	109.6	107.0	111.2	111.8
Employment								
Unemployment	4.7	9.0	11.7	12.1	15.2	18.2	12.2	12.0
Per Cent Unemployment	4.5%	7.2%	9.3%	9.7%	12.2%	14.6%	9.9%	9.7

NOTE: Figures may not add to totals due to rounding.

Source: Compiled by Morton Hoffman and Company, Inc. based on data provided by Pennsylvania State Job Service, local Erie office.

In a study prepared by the Economic Research Institute of Erie, which analyzed the impact of the national business cycle on the Erie regional economy, it was noted that "The deterioration in labor market performance has been more severe at the regional level than at the national level.... The deterioration in labor market was abrupt rather than gradual, being associated with the severe economic decline occurring over the years 1974-1975.... (and) can be attributed to a dramatic decline in the rate of job creation or employment, not to a rapid increase in the labor force." [1]

Nonagricultural wage and salary employment (i.e. at-place employment) equals about 98 per cent of total employment in the Erie area. Changes among the various nonagricultural categories show the redistribution of employment, with the services and retail trade categories growing, and the manufacturing sector declining in relative shares; these shifts have occurred in most older American cities throughout the country. The distributions for 1972 and 1984 are shown in Table 2.[2] Over this 12-year period, total nonagricultural employment grew by 4,200 (4 per cent), or 350 jobs annually.

The manufacturing, construction, and transportation and public utilities sectors declined in importance over this 12-year period. Manufacturing employment decreased from a 43 per cent share in 1972 to 34 per cent in 1984, and experienced a loss of 8,100 jobs. However, it is still the largest sector of employment. Practically all of this loss was in durable goods, with sizable decreases occurring at Bucyrus, General Electric, and Continental Rubber. Construction employment declined by 900 jobs and transportation and utilities by 1,500 jobs, and fell to 2.7 and 3.9 per cent, respectively, of 1984 employment.

The largest growth category was the services category which grew by 8,400, thereby raising its share of total employment from 15 to 22 per cent. Most of this gain was in the health services category, which equals about 45 per cent of total jobs in the services group. [3] (Hamot Medical Center and St. Vincent Health Center, Erie's two largest hospitals, are regional centers for northwestern Pennsylvania.) This was followed by a gain of 3,900 in wholesale and retail trade, with the bulk of this increase in the retail trade sector. Finance, insurance and real estate employment grew only slightly, adding 1,200 employees, or 100 per year. Federal, state and local government remained relatively unchanged, with a growth of only 200 employees.

Table 2

NONAGRICULTURAL WAGE AND SALARY EMPLOYMENT
ERIE MSA
1972-1984
(At-Place Employment)

Industry Group	1972 Number	1972 Per Cent	1984 Number	1984 Per Cent	1972-1984 Change Number	1972-1984 Change Per Cent	1972-1984 Change Annual Average (12 yrs.)
Manufacturing	44,300	42.6%	36,200	33.5%	-8,100	-18.3%	-675
Durable	34,400	33.1	26,400	24.4	-8,000	-23.3	-667
Nondurable	9,900	9.5	9,800	9.1	-100	-1.0	-8
Mining	a/	-	200	0.2	a/	-	-
Contract Construction	3,800	3.7	2,900	2.7	-900	-23.7	-75
Transportation & Public Utilities	5,700	5.5	4,200	3.9	-1,500	-26.3	-125
Wholesale & Retail Trade	19,000	18.3	22,900	21.2	3,900	20.5	325
Wholesale Trade	N.A.	-	3,800	3.5	-	-	-
Retail Trade	N.A.	-	19,100	17.7	-	-	-
Finance, Insurance, & Real Estate	3,800	3.7	5,000	4.6	1,200	31.6	100
Services	15,300	14.7	23,700	21.9	8,400	54.9	700
Government	12,100	11.7	12,300	11.4	200	1.7	17
Federal	1,200	1.2	1,300	1.2	100	8.3	8
State & Local	10,900	10.5	11,000	10.2	100	0.9	8
Total	103,900	100.0%	107,500	99.4%	3,600	3.5%	300
Involved in Labor-Mgmt. Disputes	0	-	600	0.6	600	-	50
Total Employment	103,900	100.0%	108,100	100.0%	4,200	4.0%	350

N.A. = Not Available.
NOTE: Revised to first quarter 1984 benchmarks. Figures may not add to totals due to rounding.
a/ Mining is included in the services category in 1972.

Source: Compiled by Morton Hoffman and Company, Inc. based on data provided by Pennsylvania State Job Service, local Erie office.

In a 1970 to 1980 shift-share analysis of the Erie economy, [4] it was noted that "...the Erie Economy faces the twin problems of a relatively slow-growth industry mix, and local firms that tend to grow more slowly than their competitors in the same industries elsewhere." This examination of 16 individual industries showed only five growing at a faster rate in Erie than they did nationally. These included: primary and fabricated metals, food processing, other nondurable manufactured goods, services, and FIRE (finance, insurance and real estate). A conclusion of the study was that the region must attract newer, faster-growing industries in order to prosper.

b. 1984 to 1995 Projections

Most of the projected gain of 9,400 jobs over the 1984 to 1990 time period will reflect a partial recovery of jobs lost during the general recession (an increase of 900 jobs was recorded for the first six months of 1985). There has been some slight improvement in the manufacturing industry in Erie in the first half of 1985, up by 800 jobs from the first six months of 1984. Modest growth in manufacturing is likely as existing plants recover somewhat from the recession of the early eighties. Manufacturing employment, however, is projected to level off at about 37,000 jobs, dipping to 31.5 per cent of total employment by 1990, and 30.1 per cent by 1995, compared with the 42.6 per cent share of 1972.

Major trends noted earlier are expected to continue in the future. As shown in Table 3, this includes continuing growth in the retail trade and services sectors, projected to advance from 17.7 and 22.1 per cent, respectively in 1984, to 19.6 and 24.8 per cent, respectively, by 1995. These two categories alone will add 11,700 jobs and account for 79 per cent of all new jobs over the 11-year period. The finance, insurance, and real estate group also is estimated to have significant gain of 1,300 jobs and account for 5 per cent of all area jobs by 1995. Modest gains of 300 to 600 jobs each are projected for all other major sectors of the economy from 1984 to 1995.

Table 3

NONAGRICULTURAL WAGE AND SALARY EMPLOYMENT PROJECTIONS FOR ERIE METROPOLITAN STATISTICAL AREA 1984 AND ESTIMATED 1990 AND 1995

Industry Group	1984 Average		Estimated 1990		Estimated 1995	
	Number	Per Cent	Number	Per Cent	Number	Per Cent
Manufacturing	36,200	33.5%	37,000	31.5%	37,000	30.1%
Construction	2,900	2.7	3,100	2.6	3,300	2.7
Transportation & Public Utilities	4,200	3.9	4,300	3.7	4,500	3.7
Wholesale/Retail Trade	22,900	21.2	26,500	22.6	28,600	23.2
Wholesale	3,800	3.5	4,100	3.5	4,400	3.6
Retail	19,100	17.7	22,400	19.1	24,200	19.6
Finance, Insurance & Real Estate	5,000	4.6	5,800	4.9	6,300	5.1
Services[a]	23,900	22.1	28,200	24.0	30,500	24.8
Government	12,300	11.4	12,600	10.7	12,800	10.4
Federal	1,300	1.2	1,350	1.1	1,350	1.1
State & Local	11,000	10.2	11,250	9.6	11,450	9.3
Other[b]	600	0.6	-	-	-	-
TOTAL	108,100	100.0%	117,500	100.0%	123,000	100.0%

NOTE: Figures may not add to totals due to rounding.

a/ Includes mining.

b/ Involved in labor-management disputes.

Source: 1984, Pennsylvania Job Service, local Erie office; 1990 and 1995 estimated by Morton Hoffman and Company, Inc.

3. Population and Households

a. Population Trends and Projections

Between 1960 and 1980, population in the Erie MSA (coterminus with Erie County) expanded by 29,098 persons, registering 12,972 persons, or 5.2 per cent during the sixties, and 16,126 persons, or 6.1 per cent, during the seventies. Over this 20-year time period, the City of Erie experienced a loss of 19,317 persons--9,175 during the sixties, and 10,142 during the seventies, as shown in Table 4. A gain of 48,415 persons occurred in the section of Erie County outside the City of Erie.

It is estimated that population growth in the Erie MSA slowed considerably during the early 1980's, advancing by only 5,220 persons, or 1.9 per cent, for a level of 285,000 persons as of July 1, 1985. Gains of 5,000 persons are projected for the next two five-year periods, with the total population projected to reach 290,000 by mid 1990, and 295,000 by mid-1995. All of these gains will occur in the area outside the City of Erie. Total population in the City of Erie is estimated at 117,500 persons as of July 1, 1985 (a loss of 1,623, or 1.4 per cent since 1980), and is projected to decline very slightly to 117,000 by mid-1990, and stabilize at this level through mid-1995.

The City of Erie, which had accounted for 55 per cent of total MSA population in 1960, had declined to a 41.2 per cent share in 1985, and is projected to equal only 39.7 per cent by 1995.

Table 4

POPULATION TRENDS AND PROJECTIONS
ERIE MSA AND COMPONENTS
1960, 1970, 1980 AND ESTIMATED 1985, 1990 AND 1995

Year	Erie MSA[a/]	City of Erie	Remainder Erie MSA	City of Erie as Per Cent of Erie MSA
1960	250,682	138,440	112,242	55.2%
1970	263,654	129,265	134,389	49.0
1980	279,780	119,123	160,657	42.6
Estimated				
1985 (7/1)	285,000	117,500	167,500	41.2
1990 (7/1)	290,000	117,000	173,000	40.3
1995 (7/1)	295,000	117,000	178,000	39.7%

	CHANGE 1960-1995					
	Erie MSA		City of Erie		Remainder Erie MSA	
	Number	Per Cent	Number	Per Cent	Number	Per Cent
1960-1970	12,972	5.2%	-9,175	-6.6%	22,147	19.7%
1970-1980	16,126	6.1	-10,142	-7.8	26,268	19.5
1980-1985	5,220	1.9	-1,623	-1.4	6,843	4.3
1985-1990	5,000	1.8	-500	-0.4	5,500	3.3
1990-1995	5,000	1.7%	-	-	5,000	2.9%

a/ Erie County and the Erie MSA are coterminus.

Source: 1960, 1970, 1980, 1960, 1970 and 1980 Censuses of Population; 1985-1995, estimated by Morton Hoffman and Company, Inc.

b. Household Trends and Projections

There were 72,821 households in Erie County in 1960, with the total advancing to 79,249 in 1970, and 96,820 in 1980, representing a 20-year gain of 23,999 households. In the City of Erie, households totalled 41,465 in 1960, and 43,639 by 1980, a 20-year gain of only 2,174 households. Over this period, the City's share of all County households declined from 57 to 45 per cent.

Growth in households has been proportionately greater than that of the population as a whole, reflecting the diminishing average household size for each segment of Erie County. Even while the City has been experiencing a population loss, the number of its households has increased because of the rise in single individuals, and younger and older two-person households. Data on the number of households and average household size for the MSA (Erie County) and its components appear in Table 5.

Total County households are estimated at 100,150 as of 1985, and are projected to rise to 103,800 by 1990, and 107,600 by 1995, representing a 10-year gain of 7,450 households. Within the City of Erie, the 1985 estimate shows 43,960 households by 1990, and 45,100 by 1995--a 10-year gain of 1,140. By 1995, the City will account for only 42 per cent of all MSA households, down from 44 per cent in 1985, and 57 per cent in 1960.

4. Household Income

Median household income in the Erie MSA grew substantially between 1979 and 1984, advancing from $16,760 to $27,150, [5] as shown in Table 6. As a result of these changes, there is evidence of an increasing number of high-income households. In 1979, only 25.4 per cent had incomes of $25,000 and over. By 1984, this proportion had risen to 54,3 per cent, and fully 26 per cent had incomes of $40,000 and over.

It is estimated further that the median household income in the Erie metropolitan area will rise to $29,200 by 1989 (in constant 1984 dollars), and further to $31,200 by 1994 (also in constant 1984 dollars). Significant gains will be registered in the high-income household groups, estimated at 31,450 households (30.3) per cent), with incomes of $40,000 and over in 1984, and 37,330, or 34.7 per cent, by 1994.

The continuation of a viable Erie area economy in terms of employment, population, and income growth is necessary to create a favorable economic climate for redevelopment of the Erie Bayfront area. The success of the latter, and of the concomitant

growth in the CBD (Central Business District), should in turn assist the area's economy.

1 Impact of the National Business Cycle on Regional Employment: A Study of the Erie SMSA, Technical Report Number 1, December 1983, p. vii.

2 Data for 1972 are the earliest data available that has been benchmarked to the first quarter 1984 level.

3 Erie Office of Employment Security, Second Quarter 1985 report.

4 Economic Research Institute of Erie, A Shift-Share Analysis of the Erie Ecomony: 1970-1980; Technical Paper Number 2, December 1983, pp. vii and viii.

5 The $27,150 median income for Erie is the HUD-defined median income as of mid-1984, from the Pittsburgh HUD area office.

Table 5

NUMBER OF HOUSEHOLDS AND AVERAGE HOUSEHOLD SIZE
ERIE MSA AND COMPONENTS
1960, 1970, 1980 AND ESTIMATED 1985, 1990 AND 1995

Year	Erie MSA[a]	City of Erie	Remainder Erie MSA	Erie City as Per Cent of Erie MSA
	NUMBER OF HOUSEHOLDS			
1960	72,821	41,465	31,356	56.9%
1970	79,249	41,045	38,204	51.8
1980	96,820	43,639	53,181	45.1
Estimated				
1985	100,150	43,960	56,190	43.9
1990	103,800	44,460	59,340	42.8
1995	107,600	45,100	62,500	41.9%
	AVERAGE HOUSEHOLD SIZE			
1960	3.37	3.26	3.52	
1970	3.24	3.08	3.40	
1980	2.81	2.66	2.94	
Estimated				
1985	2.77	2.60	2.91	
1990	2.72	2.56	2.84	
1995	2.67	2.52	2.78	

a/ Erie County and the Erie MSA are coterminus.

Source: 1960, 1970, 1980, 1960, 1970, 1980 Censuses of Housing; 1985-1995, estimated by Morton Hoffman and Company, Inc.

Table 6

HOUSEHOLD INCOME
ERIE MSA
1979 AND ESTIMATED 1984, 1989, AND 1994

Income Class	1979 Number	1979 Per Cent	1984 Number	1984 Per Cent	1989[a] Number	1989[a] Per Cent	1994[a] Number	1994[a] Per Cent
Less than $5,000	11,610	12.0%	8,610	8.6%	8,200	7.9%	7,530	7.0%
$5,000 - $9,999	15,248	15.7	7,010	7.0	6,230	6.0	7,210	6.7
$10,000-$14,999	15,518	16.0	9,610	9.6	8,820	8.5	7,750	7.2
$15,000-$19,999	15,948	16.5	10,120	10.1	9,450	9.1	9,250	8.6
$20,000-$24,999	13,901	14.4	10,420	10.4	10,380	10.0	9,840	9.1
$25,000-$29,999	9,191	9.5	10,010	10.0	10,480	10.1	9,970	9.3
$30,000-$39,999	9,768	10.1	18,130	18.1	18,790	18.1	18,720	17.4
$40,000-$49,999	2,900	3.0	11,920	11.9	12,870	12.4	14,530	13.5
$50,000 and over	2,736	2.8	14,320	14.3	18,580	17.9	22,800	21.2
Total	96,820	100.0%	100,150	100.0%	103,800	100.0%	107,600	100.0%
Median[b]	$16,760		$27,150[c]		$29,200		$31,200	

a/ In constant 1984 dollars.
b/ Rounded to nearest $50 for projection years.
c/ Pittsburgh HUD area office, HUD-defined median income for the Erie area.
Source: 1979, 1980 Census of Population; 1984, 1989 and 1994, estimated by Morton Hoffman and Company, Inc.

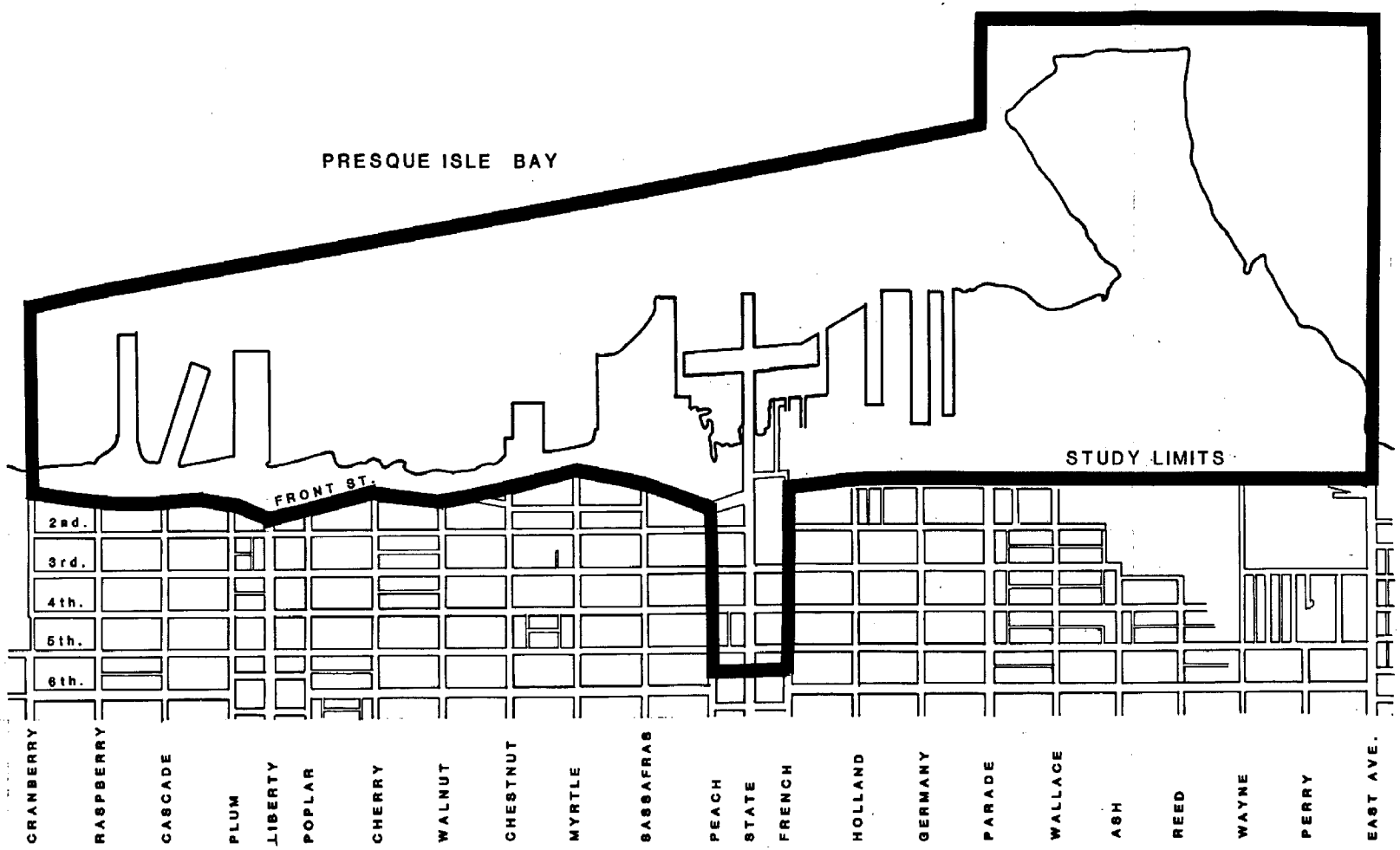
III. EXISTING CONDITIONS

A. THE STUDY AREA

The Erie Waterfront presents a significant potential for extending and augmenting activities related to the downtown ares to strengthen the City's role as the hub of the region and to enrich and enliven its quality of life.

The waterfront study area extends from Cranberry Street on the west to East Avenue on the east, incorporating the land between the water's edge and the foot of the bluff. The lower State Street corridor (south to Perry Square) has also been included in the study area because it plays a crucial role in linking the waterfront to the downtown area. (For study area boundaries, see map 5, page 24 .)

The residential neighborhoods which occupy the bluff above the waterfront to the east and west of State Street have not been included as an integral part of the study area. The vertical separation between the top of the bluff and the waterfront is substantial, and few circulation connections exist between the two areas, their functional inter-relationship is limited. Moreover, the residential neighborhoods on the top of the bluff can be expected to have little or no impact on the visual character of the waterfront; with the exception of relatively narrow multiple family zones immediately to the east and west of the State Street corridor (which permit building heights up to 100'), these residential areas are expected to remain low in development scale and density. However, future waterfront development can have a significant influence on the upland neighborhoods. As a result, future land use and development below the bluff should be planned to preserve and enhance views to the waterfront from above in order to promote the continued upgrading and long-term stability of these residential neighborhoods.



STUDY LIMITS

B. EXISTING LAND USE

Dense residential uses exist throughout the Erie City urban area consisting of both single- and multi-family development. A concentration of multi-family residences exists in the downtown area from Chestnut Street east to Peach Street and from French Street east to Parade Street between Second and Eleventh Streets. Medium-to high-density residential areas are most prominent in the City. Map 6 shows a general view of existing land use in the study area.

Commercial activities are concentrated within a north/south corridor through the center of the urban area from Sassafras to Holland Streets. Other smaller concentrations, such as shopping plazas, are scattered throughout the City, principally on major east/west streets. In addition, many small businesses which have been zoned "transitional" (typically service-oriented, e.g., physicians and gasoline stations) both surround the central business district and concentrate east and west along West Tenth and West Eleventh Streets, as well as along East Lake Road. New large-scale development is limited to the few areas of open land in the southern, eastern and western corners of the urban area.

Industrial activities follow two major east/west corridors. The more concentrated corridor parallels the Conrail Railroad through the center of the City while the other follows the lake and bay shoreline. The majority of the Erie industrial land has been occupied by industrial users over a long period. Nevertheless, there has been new industrial land development in both industrial parks and free-standing sites. There have been four local industrial parks experiencing development during the 1970s. The four parks have experienced modest growth rates. The average annual land absorption ranged from 2.4 acres per year at the Whipple and Allen Industrial Park to 6 acres at Grandview. These industrial parks are outside the study area.

1. Land Use Plan

The value and importance of the Erie Bayfront has long been acknowledged. Many development plans, dating back to 1913, have guided the area's development. Although there is no traditional comprehensive land use plan, the Coastal Zone Management Program has designated the entire Presque Isle Bay and the port area as an Overlap Geographic Area of Particular Concern because the Coastal Zone Management Program recognizes this area as being unique, offering a climate conducive to the development of both port and recreational activities. High priority uses include: increasing the port's import and export grain handling capacity, increasing the port's warehousing capacity and capability, providing better road access between the port and the

interstate highway system, improving port facilities used in support of the commercial fishing fleet, expanding the marina capacity of the harbor, and providing better recreational access to the harbor area via the development of access roads, parking lots and service docks. Low priority uses are any uses which exclude or conflict with the high priority uses. Additionally, there is a group of reports representative of specific guidelines. These reports include:

- Port and Bayfront Development Potentials: Erie, Pennsylvania - Hammer, Siler, George Associates, 1982
- Revitalization Plan, Bayfront Area - the City of Erie - Bayfront Neighborhood Action Team Organization, Inc., 1980
- Coastal Zone Development Plan - West Bayfront Area of the City of Erie - Bayfront Neighborhood Action Team Organization, Inc., 1981
- A Plan for a Pedestrian and Bike Path in the Bayfront Area - Keystone University Research Corporation, 1982
- A Plan for the Design of a Bayfront Historic Trail and Mini Park System - Keystone University Research Corporation, 1982
- Erie Public Dock Master Plan - Keystone University Research Corporation, 1982

Some of these study reports had very specific recommendations, and they also had several common themes. The two primary recommendations are first, to improve the access to the bayfront area - "Transportation improvements are critical... to make key bayfront parcels accessible. The planned bayfront highway will play this role. . ." (Hammer, Siler, George Associates, 1982). The second major element is to encourage residential, recreational, and commercial development west of the City dock and industrial development east of the City dock. This is recognized as being a very long-term goal but several areas have been identified for initial development opportunities such as a port industrial park, a foreign trade zone and residential development.

2. Land Availability/Existing Development Intensity

A significant amount of land in the East and West Waterfront areas is potentially available for redevelopment. Because the majority of these parcels (Cascade Docks, Water Works site, Ore Dock, and Marine Terminal site) are largely vacant, the cost of site preparation for new construction will be relatively low, making the economics of development especially attractive

for potential private investors.

In the Downtown Waterfront area, the Erie Sand and Gravel site (including the pipe storage area located to the south of the West Canal Basin) also presents an early development opportunity because of the low intensity of existing use. In addition, the publicly owned portion of West Dock, and the Grain Dock (which has been publicly acquired and will soon be cleared) represent significant new development opportunities. However, because it is a prime location, much of the Downtown Waterfront has been fairly intensively developed with industrial and marine commercial uses which may be expected to remain for the foreseeable future. As a result, revitalization in this highly visible and accessible waterfront zone is likely to consist of a blend of new development projects, infill development, improvements to existing properties, and investments in upgrading the quality of the public environment.

3. Public Land Ownership

Public land ownership along the waterfront is extensive, including the Water Works site; Erie Sand and Gravel; key parcels adjacent to State Street on the West Basin; a large portion of West Dock; Pier Park at the northern end of State Street; the Grain Dock; the Ore Dock; and Marine Terminal Site. As noted above, these sites present significant opportunities for new waterfront development and/or open space use. Perhaps even more importantly, the fact that these areas are publicly controlled will provide important leverage in promoting the type, quality, and timing of development desired to implement the comprehensive plan. In the short term, public ownership of waterfront sites will also allow a certain amount of flexibility in providing alternative bulk material storage relocation sites to permit new development in key areas (e.g., Erie Sand and Gravel).

4. Geographic Areas of Particular Concern (GAPC)

It is the policy of the CZMP to give high priority to acquisition and/or development of Geographic Areas of Particular Concern, nominated as areas of significant value, and areas of historical, cultural or recreational significance, to provide access opportunities for active and/or passive forms of recreation.

Geographic Areas of Particular Concern identified in the central coastal zone area which are applicable to this report are the Presque Isle Bay Bluff, the Port of Erie and Waterfront area and Presque Isle Bay.

a. Lake Erie - Presque Isle Bay Bluff

As with the bluffs in the remainder of the Erie County

Coastal Zone, the City of Erie Bay bluffs act as an environmental buffer zone which support many species of wildlife and vegetation. Urban development pressures within the City Bayfront, especially within an area between Cascade Creek and the City of Erie-Lawrence Park boundary, have eliminated much of the ecologic significance of these bluffs, a factor which may at some areas of this bayfront accelerate erosion problems.

Presque Isle Bay is of significance not only as a natural system but also as a socio-ecomomic resource, closely tied to the Port of Erie. There is year-round use of the bay as a recreational area and Presque Isle Bay is Pennsylvania's only Great Lakes Harbor. For General Physical Characteristics, see map 7, page 30 .

b. Port of Erie and Waterfront Area

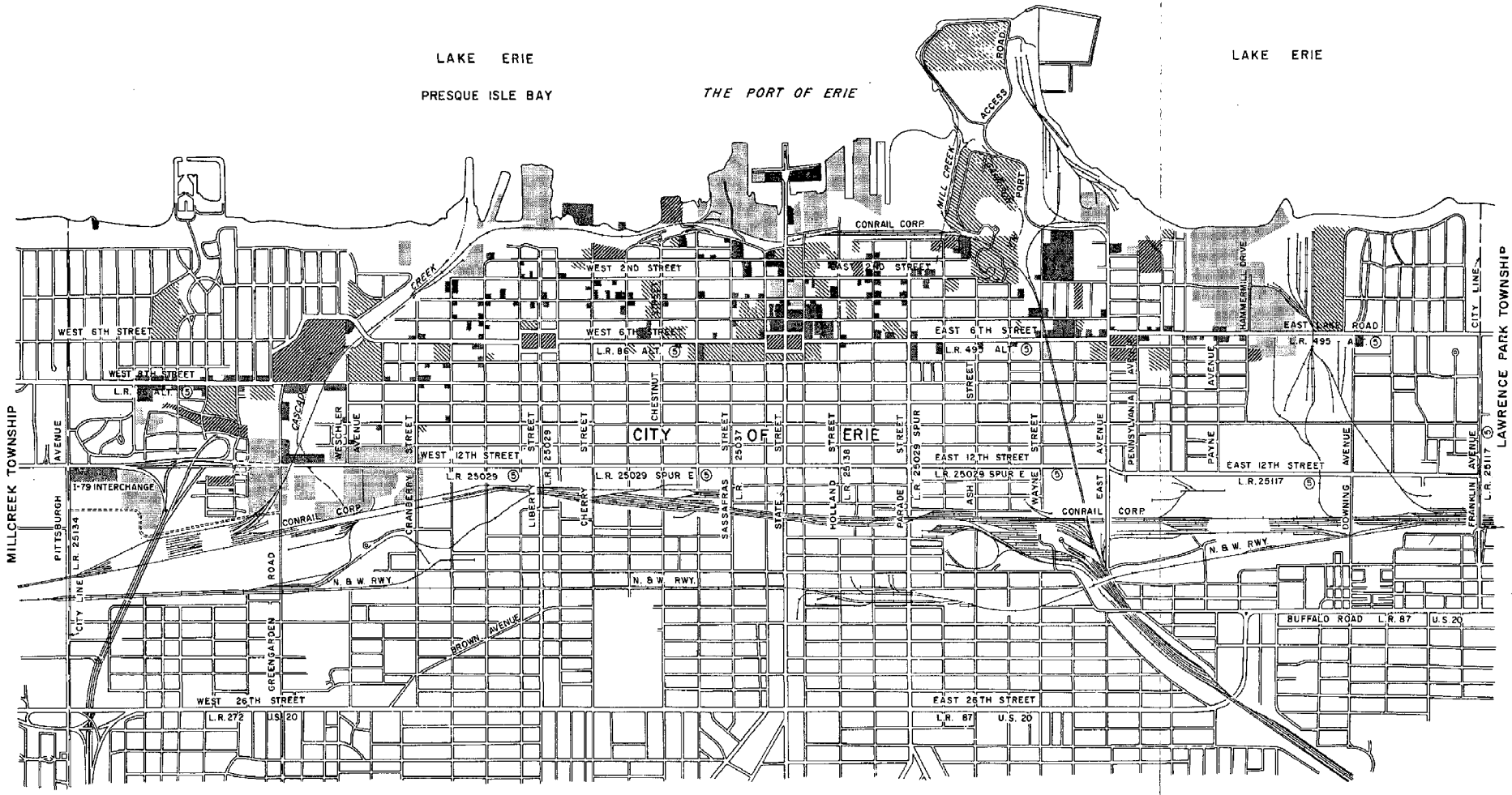
The study area is approximately 300 acres in size (including water lots). Private ownership in the form of corporate interests accounts for a large portion of the land and water holdings in this area. Ownership of a few waterlots located at the mouth of Cascade Creek belongs to individuals.

The Erie-Western Pennsylvania Port Authority owns the largest percentage of property in the City waterfront district. The largest and most significant of these holdings are the Port of Erie, the East and West Canal Basins and the ore docks.

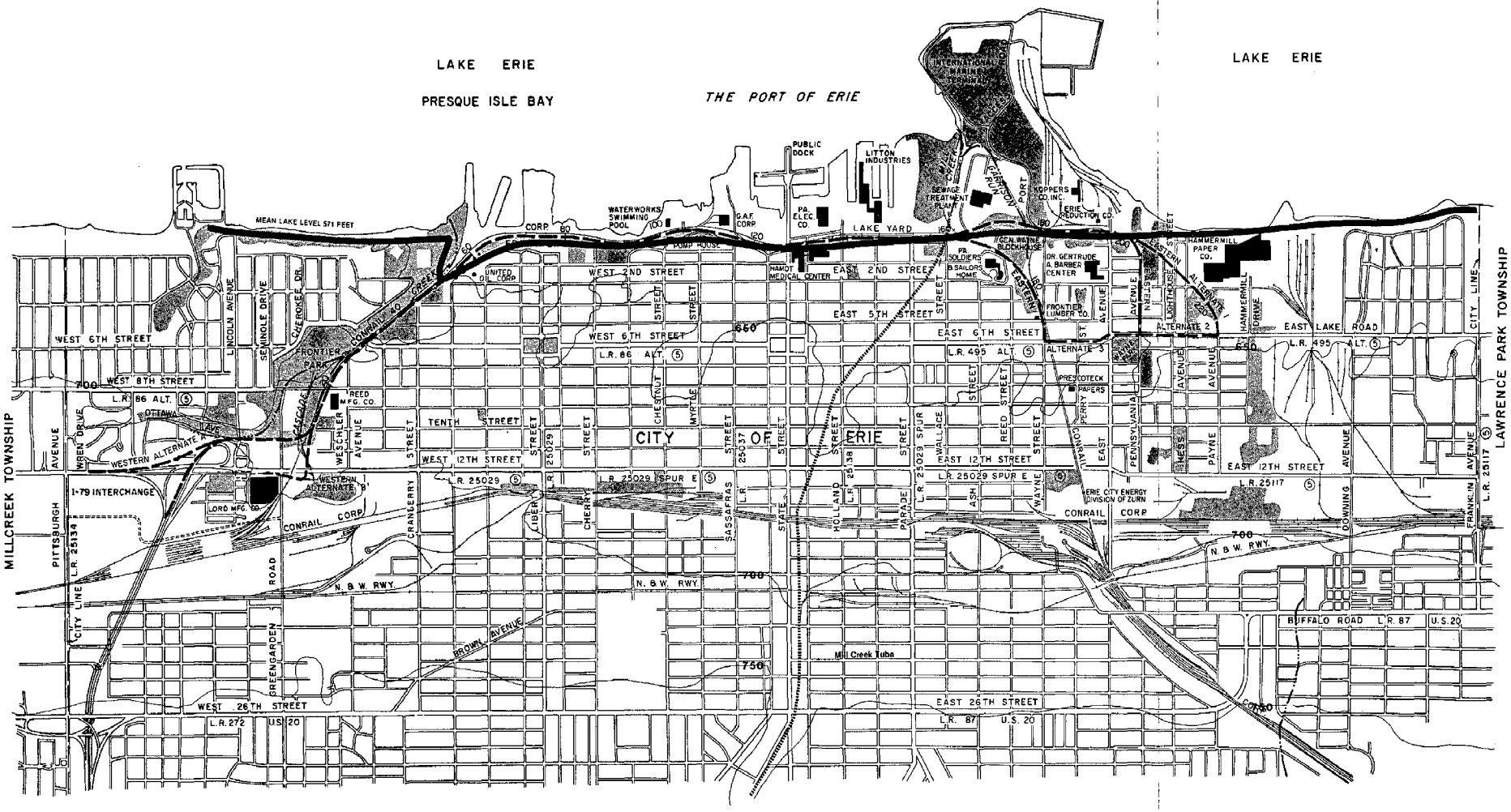
The City of Erie's holdings include the sewage treatment plant, a coal storage pier, a grain dock, and a water treatment and pumping plant. For existing land use, see map 6, page 29 . For existing property ownership and approximate acreage, see map 8, page 32 and table 7, page 31 . The Port is currently not utilized to capacity. A comparison with neighboring Lake Erie Ports would indicate that the Port of Erie ships only a small fraction of the tonnage of these individual ports. Additional Port facilities such as a 300 ton capacity crane have improved the shipping outlook; with the occurrence of this and other developments, the port has the opportunity to increase it competitive standing.

The waterfront district is not only a potential economic development opportunity, recreational activities such as boating and fishing have long been enjoyed there. Within the waterfront area are several small yacht clubs, six commercial and one public marina with a total capacity of well over 600 boats slips of varying length. The Lampe Marina owned by the Port Authority proposes to expand its present boat slip facilities when additional funding becomes available. There are also two private and three public boat ramps. Fishing is another popular recreational activity along most of the dock areas, especially along the channel entrance to the harbor.

Map 6



EXISTING LAND USE



GENERAL PHYSICAL CHARACTERISTICS

Also worth noting are three sites of historical significance. The U.S.S. Niagara is located on lower State Street adjacent to the West Canal Basin. Perry's shipyards, a second historic waterfront site, were located at the mouth of Cascade Creek. A third historic site within the waterfront district was the Erie Extension Canal. This canal ran from the West Canal Basin at the foot of State Street west to Girard Borough and then south to Crawford County.

Table 7

BAYFRONT PROPERTY OWNERS

		TOTAL ACREAGE	ZONING	
1.	Port Authority	104.4	59.4 = M-2/	45.0 = C-2
2.	Perry Shipbuilding Corporation	43.2	2.7 = C-2/	40.5 = M-2
3.	Bureau of Water	36.6	3.2 = M-2/	33.4 = C-2
*4.	Erie County Industrial Development Corp. (ECID)	33.4	2.0 = C-2/	31.4 = M-2
5.	Conrail, Property Tax Department	17.5	12.39= M-2/	5.11= C-2
6.	United Oil Mfg. Company	14.2	C-2	
7.	Erie Sand & Gravel Company	13.8	M-2	
8.	Pennsylvania Electric Company	12.6	M-2	
9.	Ruberoid Company	11.7	M-2	
10.	Gem City Marina, Inc.	1.8	M-2	
11.	Zurn Industries	1.8	M-2	
12.	Bierg, David	1.5	M-2	
13.	Erie & Pittsburgh Railroad Company	1.5	C-2	
14.	McAllister & Son, Ltd.	1.2	C-2	
15.	Wellington, Robert J.	1.0	M-2	
16.	Burkhardt, John P. & Mary L.	0.9	M-2	
17.	Bennett, David W.	0.9	M-2	
18.	Karhu, Walter	0.9	M-2	
19.	Mettala, Carl W.	0.9	M-2	
20.	Haglund, Steve & Stromgren, J.	0.6	C-2	
21.	City of Erie	0.6	C-2	
22.	Patterson Erie Corporation	0.6	C-2	
23.	Aho, Arne	0.5	M-2	
24.	Hetico, Ray & Richard	0.5	M-2	
25.	Hanlin, Gary & Tania	0.4	C-2	
26.	Paasch, Harold & Myrtle	0.3	C-2	
27.	Young, Mercedes	0.2	M-2	
28.	Kubasik, Michael & Comstock, Jr.	0.1	C-2	
	TOTAL	303.6		

* Erie Marine Inc. - 30.9

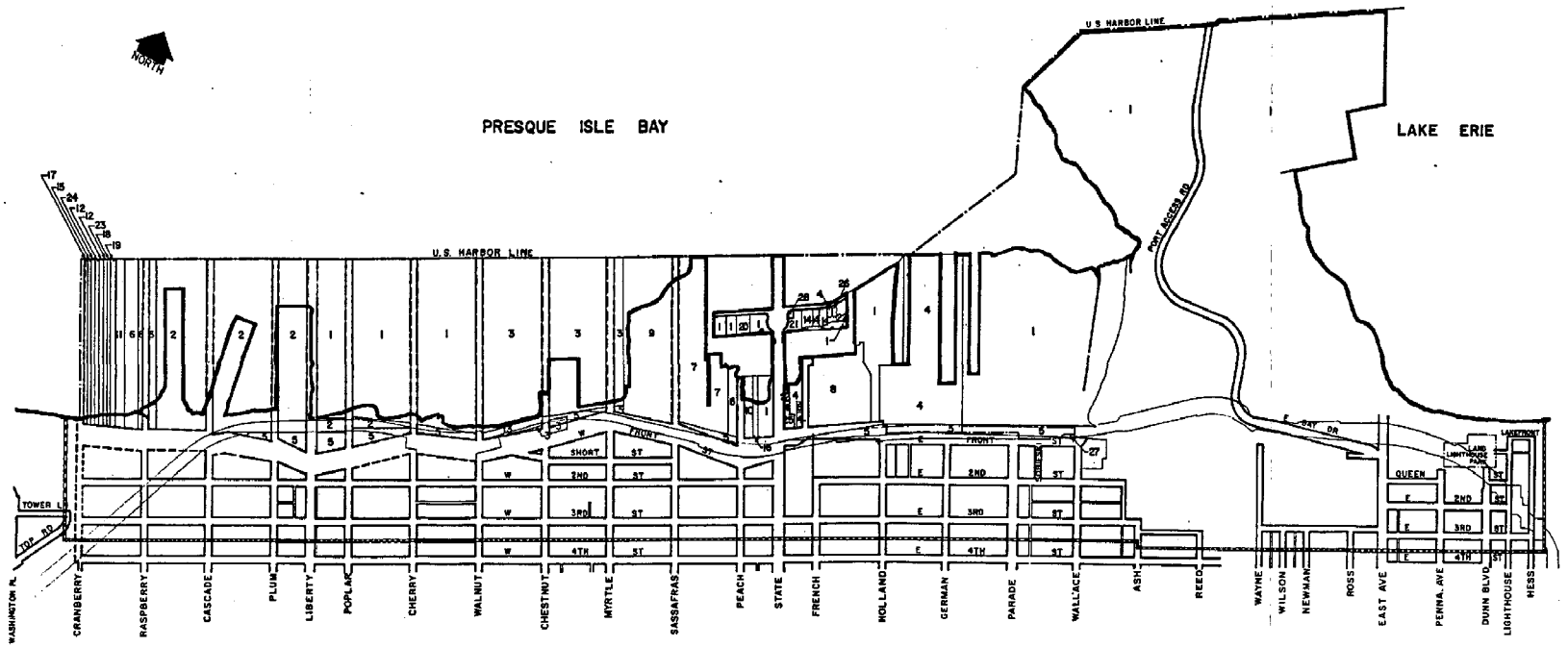
Northwest Marine
c/O Patterson Erie Corp.- 2.2

Lund Boat Works - 0.3

LEGEND

M-2 - Heavy Industrial District

C-2 - General Business District



EXISTING BAYFRONT PROPERTY OWNERS MAP

C. DESCRIPTION OF BAYFRONT ENVIRONMENT

1. Terrestrial Ecology

The project area environment has been extensively developed because of its proximity to downtown Erie and adjacent commercial, industrial, and residential areas. Because Presque Isle Bay is one of the best protected harbors in the Great Lakes, the project area also reflects past waterfront development activities including abandoned or old warehouses, oil storage facilities, and other waterfront-related commercial and industrial activities. Railroad right-of-way is found throughout much of the study area. Scattered throughout the area are lands designated for recreation or historical significance.

Thus, terrestrial ecosystems have been significantly altered. Remaining areas are restricted to sites unsuitable for development (steep slopes), abandoned and/or residual land not developed but part of established facilities, protected lands, or vacant urban land.

From a general perspective, the entire project is located on the sandy soils of the lake plain and slightly more gravelly soils of beach ridges. Based upon Soil Conservation Service reports, the study area, from United Oil Corporation all along the lake plain to the sewage treatment plant, consists of land identified as Made land (Ma). The land may consist of soil or trash and debris. This section consists of scrub/shrub type habitat and supports limited wildlife. The bluff area is a mixture of deciduous forest plants and shrub vine thicket and provides a poor to fair openland and woodland habitat. The bluff slopes are highly disturbed and littered with debris in many areas. Near the sewage treatment plant the habitat is either maintained lands or disturbed areas such as old fields.

2. Water Resources

The two stream drainages involved in the study area (Cascade Creek and Mill Creek) are a small segment of a narrow belt of Lake Erie drainage. These are tributaries of Presque Isle Bay which is an important recreational center. They are separated from the southerly-flowing French Creek--Allegheny River drainage by a low glacial lake beach a few miles south of the City of Erie.

The two streams are located primarily in the urban area of Erie, with the headwaters of Mill Creek extending to the south and east of the city and reaching into an old field and suburban environment. The streams are short (approximately 6 to 10 miles in length), in comparison to Walnut Creek and Elk Creek, outside the study area, and the summer low-flow stage in inadequate to support more than a small, warm-water minnow and sucker community

of fishes. Due to the urbanization of the watershed and the presence of shale bed-rod close to the surface of the ground, the streams are subject to flash floods after even a moderate rainfall. A series of low falls, and possible pollution, near the mouth of Cascade Creek apparently prevents the upstream migration of Lake Erie fishes such as salmon and steelhead, and the polluted condition of Mill Creek at its mouth probably prevents fishes from moving upstream in this system as well.

The main streams of both of these creeks have been extensively used as storm water conduits by the City of Erie. Mill Creek is submerged in an enclosed culvert from the Academy High School area south of Twenty-Sixth Street to near the sewage disposal plant. The effluent from Mill Creek has deposited large organic sludge banks at its mouth in Presque Isle Bay. Cascade Creek is covered over from its headwaters downstream to Twelfth Street, and is confined on some locations within concrete walls from Frontier Park to its mouth. Although there is evidence of occasional oil spills in Cascade Creek somewhere about Eight Street, the stream was supporting a large population of spottail shiners and other fishes at its mouth which had migrated a short distance upstream from the bay to spawn during the Spring of 1982.

The West Branch of Cascade Creek, from its junction with Cascade Creek in Frontier Park upstream, is in better condition than Cascade Creek itself. However, although older residents remember catching brook trout in the headwater springs of this stream, it is now too small and too warm to support even a minor sport fishery.

Wetland resources are essentially nonexistent in the study area due to past filling practices and urban development. A wetland identified in a Coastal Zone Management document was determined to no longer exhibit any identifying characteristics of a wetland. Two other wetlands in the study area exist. The first site is approximately one-half acre in size and located near the sewage treatment plant. This wetland is defined as a palustrine emergent and contains a number of wetland indicator plant species including duckweek, cattail, bulrush, sedges and mints. The second site is a three- to five-foot band along the banks of the Cascade contains cottonwoods, black willow, riverbank grape and other riverine indicator species.

There currently exists a waste site at the National Fuel Gas (NFG) Distribution facility, located on Wayne Street in Erie. Such a site and its substance, cyanide, have been confirmed by the Erie County Health Department, the Pennsylvania Department of Environmental Resources and the Environmental Protection Agency. Remedial action has been ordered by these respective agencies to curtail the leachate problem occurring with respect to the liquid waste.

3. Storm Water Management

Controlling and guiding the flow of storm water is important to avoid flooding of streets, property and basements and to avoid erosion and sedimentation.

In the City of Erie all storm water sewers and channels terminate in Lake Erie or in the Bay. The City regularly cleans and maintains the storm water catch basins, sewers, and channels to assure that they are functioning properly. The City is also continuing its efforts to separate storm and sanitary sewer systems to reduce the amount of storm water that enters into the sanitary system and to eliminate any sanitary sewerage from entering into the storm system.

4. Coastal Hazard Areas

It is the policy of the CZMP to require municipalities with bluff recession hazard areas along the Lake Erie shoreline as determined in the 'Shoreline Erosion and Flooding-Erie County Report of 1975' to enact setback ordinances affecting stationary structures. These ordinances will regulate construction within a specified distance from the edge of the bluff. At a minimum, the setback distance is computed as the economic life of the structure times the local bluff recession rate per year (in feet).

Further, it is the policy of the CZMP to regulate, through permits, the siting of any water obstruction or encroachments along Lake Erie, to assure proper planning, design, construction, maintenance and monitoring, in order to prevent unreasonable interference with water flow (which includes sediment-laden beach enriching littoral currents) and to protect navigation.

Identification of Coastal Hazard Areas

A study prepared under the Pennsylvania CZMP entitled Shoreline Erosion and Flooding identified areas of the Erie coastline that are considered hazard areas under the following guidelines:

- Those properties, or structures, that are in danger of being destroyed by a receding bluff.

- Those properties, or structures, that are in danger of being destroyed by floodwaters created by combinations of storm water and high water level.

- Each hazard zone was assessed as to whether the threat to structures is imminent (critical); or those potentially hazardous by the year 2000 (moderate), and those areas that are relatively secure from threat within the next 25 years (limited).

A general inventory of the usage of the City of Erie Bay Shore in the proposed project area indicates that it includes two large manufacturing facilities, a small oil tank farm, several public boat launching ramps, a series of two dozen private boat houses built on public land, a private cemetery, a medium value permanent residential area and a private facility available for parties and receptions. The area is also the site of the diked disposal facility constructed by the U.S. Army Corps of Engineers to hold Erie Harbor dredging material and construct the Lampe Marina complex. A field reconnaissance of the area of the proposed Bayfront-Port Access Road undertaken during the preparation of the Erie County CZMP revealed the following information:

Location: Cascade to Wayne Streets

Major Development:

Cascade docks, Cherry Street Marina, Chestnut Street Pump House, Public Dock, Grain Elevators, Sewage Treatment Plant, Marine Terminal and Lampe Marina Complex.

Shore Distance: Approximately 2.5 miles

Bluff Height: Seventy feet decreasing gradually to thirty feet at Wayne Street.

Existing structures include thirteen major industrial, commercial and institutional areas, twelve major docks and breakwalls. The bluff in this area of the proposed project is stable, covered with vegetation, at a 60-70 degree slope, and well-removed from the shoreline. At the shore, there are extensive docks and artificial fill areas which are used mainly for industrial and commercial purposes. The main hazard is flooding due to high water and storm-driven waves, principally in the Public Dock area.

The proposed Bayfront-Port Access Road is reasonably well-removed from any flood-prone area within the coastal zone boundary.

The construction of retaining walls along areas of the Bayfront bluff in conjunction with construction of the Erie Bayfront-Port Access Road may serve the function of stabilizing

the Bayfront bluff to a higher degree than is presently the case.

The field reconnaissance of the area between Wayne Street and East Lake Road revealed the following information:

Location: Wayne Street to East Lake Road

Major Activities and Development:

Koppers Coke Plant, Lampe Marina, East Avenue Boat Ramp, Gulf Oil Tanks, Port Authority Docks, the City of Erie Sewage Disposal Plant, National Fuel Gas, Dr. Gertrude Barber Center, Hammermill Paper Company, etc.

Distance: Approximately 2.5 miles

Bluff Height: 0.10 feet artificial fill and beach area

Structures and Activities:

Industrial, commercial, residential, cargo storage, other

This is a low-lying industrial, commercial and recreational area which is protected from the west and northwest by Presque Isle State Park as is the other part of the City Bayfront.

This area receives further protection as a result of the construction of the Lampe Marina. The Erie Port Authority owns the shoreline containing this newly constructed recreational complex. The shore area east of the Lampe Marina is subject to periodic flooding and erosion by storms from the north and northeast. The Port Authority hopes to further develop this area for additional boating recreation and related activities.

5. Floodplains

It is the policy of the CZMP to regulate the construction of, or substantial improvement to, various types of structures and obstructions in the designated floodplains in order to encourage planning and development in floodplains which are consistent with sound land use practices. Construction of any structure or commencement of any activity listed as a special hazard by the Department of Community Affairs of the Commonwealth of Pennsylvania regulations in a portion of the floodplains so designated, shall be prohibited except in accordance with a special exception issued by the municipality. The Department of Environmental Resources (DER) of the Commonwealth of Pennsylvania maintains exclusive jurisdiction to regulate, among other things,

any highway or other obstruction, constructed, owned or maintained in the designated floodplain by the Commonwealth or political sub-division.

This floodplain policy also states that no person shall construct, modify, remove, abandon or destroy any structure or engage in any activity in the 100-year floodplain unless such person has first applied for and obtained a permit from the Department of Environmental Resources.

The Department of Environmental Resources shall further regulate activities in a manner consistent to the maximum extent possible with the standards and criteria established in municipal floodplain management regulations. For such projects located in floodways or waters of the Commonwealth including wetlands, the Department of Environmental Resources must evaluate the permit applications pursuant to the requirements of the Dam Safety and Encroachments regulations (Title 25, Chapter 105, of the Pennsylvania Code of Regulations) before construction, operation, maintenance, modification, enlargement or abandonment of the construction. For floodplain Boundary limits see map 9, page 39.

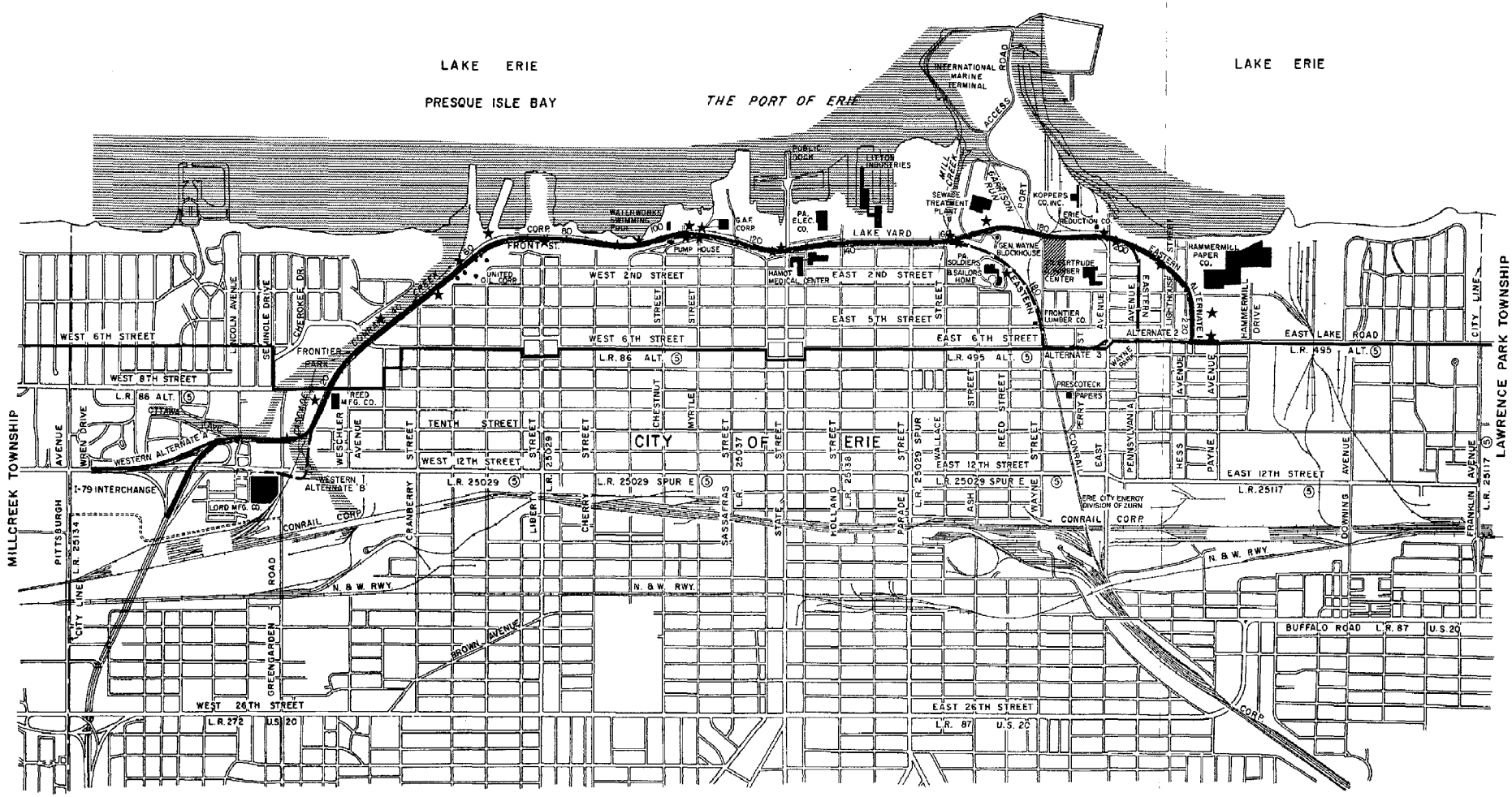
6. Dredging and Spoil Disposal

It is the policy of the CZMP to ensure that dredging and spoil disposal and related activities in the coastal zones will be regulated to protect against obstruction to navigation, reductions in flood flow capacity, and damages to the public interest, as well as to minimize harmful impacts to fish and wildlife habitats.

Dredging is an activity that is important to the economic vitality of the Erie Port and for the recovery of commercially valuable sand and gravel.

In order to attract and encourage the retention of an economically viable port industry, it is necessary to maintain an open channel to a depth of 29 feet in the entrance of the Erie harbor area. Nevertheless, improper dredging, spoils disposal, and related activities can adversely impact navigation, flood flow capacity, public interest and environmental quality.

The Erie-Western Pennsylvania Port Authority, on behalf of the Commonwealth of Pennsylvania, is currently in the ninth year of a ten year contract with the United States of America for the construction, operation, and maintenance of a contained spoil disposal facility at Erie Harbor. The facility is located immediately south of the South Pier at the entrance to Erie Harbor.



FLOODPLAINS / COASTAL ZONE MANAGEMENT AREA

7. Foreign Trade Zone Potential

The purpose of a Foreign Trade Zone (FTZ) is to encourage additional industrial development and international trade by reducing the import duties and other costs of trade. An FTZ is an enclosed designated area which is under U.S. Customs supervision, but considered to be outside Customs territory. Goods brought into a zone from outside the country are not yet considered "imported" by the Customs Service. Similarly, goods brought into a zone from the U.S. are considered to be exported. This designation allows a variety of cost savings or delays from companies using the zone.

Foreign Trade Zones also provide some other benefits not directly related to Customs or duty savings. Goods can be landed and stored without immediate worry about Customs procedures and regulations. The zone is a high security facility with a fenced-in area and 24 hour guard.

Foreign Trade Zones are specialized facilities that include significant costs. The security and Customs supervision costs are passed along to the zone users in the form of slightly higher warehouse fees or lease rates than found in similar buildings without FTZ designation.

As a result of the costs involved and the specialized range of potential users in the FTZ, the pace of development of most zones is slow. Recently developed zones typically have FTZ designation for a site somewhat larger than is actually used. Zone activation is made only for parts of the whole zone as the need for additional space arises. Prior to activation, the designated zone can be used for more general industrial purposes without all of the costs associated with zone operation.

Zones are typically located near or at a port of entry. The provision of a zone at the international terminal of the Erie port would allow the greatest ease of use of the zone. However, imports could still be brought to the zone from other ports of entry by rail or truck, if they are shipped by bonded carrier.

In 1981, a survey of potential FTZ users showed that there is a need for an FTZ in the Erie area. The provision of the services of an FTZ could be an important factor in helping to retain the industries which are heavily involved in international trade. Seven companies expressing interest in the use of a Foreign Trade Zone represent employment of well over 500 people in the Erie area. The provision of the FTZ not only helps assure that this employment is kept in the Erie area, but also provides an additional incentive for employment expansion and increased trade.

An application, submitted by the Erie-Western Pennsylvania Port Authority, to obtain FTZ designation is temporarily on hold until a waterfront plan is formally adopted.

8. Fisheries Management

It is the policy of the CZMP to improve access to Lake Erie waterfronts through the acquisition of new sites and/or expansion of existing sites.

Other policies under the fisheries management of the Erie County CZMP address support for fish life and stocking, and other studies which do not directly relate to the proposed Waterfront Comprehensive Plan.

Recreation fishing is a major use of Erie's coastal waters and their fisheries. Sports fishing generates more dollars per fish harvested than does commercial fishing. Existing access sites in the coastal areas are not sufficient to meet current and anticipated demands of sport anglers and boaters.

Native fish populations in the coastal waters have been depleted by pollution, overfishing, and other adverse activities. At the same time, greater demand is being placed on the coastal water by recreational fishermen to provide diversified, unique and bountiful catches.

While parts of the Fisheries Management policy addressing such subject matter as fish life support and stocking do not directly relate to the proposed Waterfront Comprehensive Plan, the policy which deals with improved access to Lake Erie's Waterfront is relevant and applicable. Even though this policy specifically discusses "acquisition of new access sites and/or expansion of existing sites" an implied by-policy must include better highway access to existing recreational sites for sport fishing.

Recreational fishing has been increasing at a rapid rate in the past decades. This has led to increased demand for management programs designed to increase native stocks and introduce exotic species in the coastal waters.

An Erie Fishing Development Program was prepared in July, 1983 for the Erie-Western Pennsylvania Port Authority as part of the implementation of the CZMP. The report presents a detailed analysis of the relative quality of the sport fishing experience in Erie and recommends an action strategy for fish populations and stocking and natural spawning improvement programs, promotional programs, boat and shore access opportunities, fishing related business services, and other competitive factors.

The increase in recreational fishing has also led to increased demand for additional access sites.

At the present time, there are several public and private boat launching ramps on the City bayfront including the excellent public ramps at the new and modern Lampe Marina. Public highway access to these and other recreational fishing facilities along the City bayfront is extremely limited. The private boat launching ramp constructed for public use at the Cascade docks can only be reached through residential and partially graveled streets near the site.

The Chestnut Street ramp is even less convenient to public access after having to travel through the City Streets and the bayfront residential areas. The street access to the facility itself is an extremely steep grade and can be considered as both inefficient and unsafe.

The Lampe Marina ramps have relatively good access for east side City residents. Travel to the site, which is located at the foot of East Avenue, must be through City streets which is extremely inconvenient, particularly for residents to the south and west of the City. This same access inconvenience, energy and time-consuming exercise plagues City residents in regard to the popular South Pier fishing facility.

At least part of the reasoning for the construction of the Lampe boat launching ramps and other water access facilities was to service east side City residents in the belief that west side residents have access to the boating facilities at Presque Isle. While this may be true, it is an undisputable fact of life in the Erie area that the facilities at Presque Isle are considerably overtaxed and overcrowded during the seasonal months. There can be no doubt that the waterfront would cut costs of energy and time, as well as vehicular and human bottlenecks.

9. Wetlands

It is the policy of the CZMP to preserve, protect and, where possible, enhance or restore the remaining tidal and freshwater wetlands within the Commonwealth's coastal areas by regulating through permit: draining, dredging, filling, and other activities that affect water quality course, current or cress section of any water course, floodway or body of water. This will ensure the consideration of the wetland's public values such as: areas of fish and wildlife habitat, storage areas for flood waters, buffers against shoreline erosion, areas of acquifier recharge and water purification areas.

Furthermore, it is the policy of the CZMP to protect wetlands from cumulative impacts associated with increased runoff from development and other activities occurring in adjacent areas by encouraging the development of comprehensive storm water

management plans that regulate surface runoff and the resultant introduction of sediment, pesticides, salts and toxic materials into wetlands.

Wetlands represent a vital national resource of critical importance to the coastal areas. In addition to providing habitat areas for fish and wildlife, wetlands provide natural flood control, improved water quality acquifier recharge, flow stabilization and environmental diversity.

The original documentation of the Pennsylvania CZMP identified a wetland north of the foot of Wayne Street as an irregular rectangle shape. This wetland area is the only one shown within the coastal boundary of the City of Erie.

Because doubts were expressed as to the present existence of this wetland as originally shown in the CZMP for Erie County, an interagency field survey was conducted on October 13, 1982. The intent of the survey was to determine the presence/absence of wetlands in the study area of the Bayfront-Port Access Road.

As a result of the survey, whose results were confirmed in communications dated October 20, 1982 and November 15, 1982 from the United States Department of Interior, Fish and Wildlife Service and the Pennsylvania Department of Environmental Resources respectively, it was concluded that the area no longer exhibits the identifying characteristics of a wetland. Accordingly, this area has not been treated as a wetland for purposes of the Environmental Impact Statement conducted for the Bayfront-Port Access Road.

Filling activities also required review by appropriate agencies in terms of applicable regulations and the required use of minimum amounts of fill. The responsibility is placed on prospective developers to show that all feasible alternates to filling have been examined in order to reduce negative impacts. Also developers proposing non-water dependent uses of filled areas would be required to show consideration of upland alternatives. A discussion of filling activities is included in the minutes of a workshop meeting of regulatory agencies. (See Appendix)

During the field view another smaller area near the City Wastewater Treatment Plant was identified as a wetland. This site is approximately one-half acre in size and is located between the Treatment Plant and the bluff below the Block House. This emergent wetland has a variety of acquatic plants including duck weed, cattail, bullrush, sedge mints and dogwood. However, because of the relatively small area encompassed by this wetland, its significance as such is questionable.

D. PUBLIC ACCESS FOR RECREATION

It is the policy of the CZMP to provide additional public access opportunities along the waterfront of Lake Erie for action recreation such as swimming, fishing and boat launching, as well as for more passive activities such as sightseeing and picnicking.

The City of Erie, more than any other municipality on the Erie coastal zone, is blessed with excellent waterfront and bluff protection from severe windstorms from Lake Erie by the Presque Isle State Park which also forms a beautiful harbor, like no other in the Great Lakes Region. As a result of this natural protective barrier, the Erie Bay can be utilized for a great variety of aquatic activities year-around, particularly during the summer months, in all but the most severe lake storms. Even during such storms, certain areas of the Bay, depending on the direction of the windstorms, can still be safely enjoyed.

The recently constructed Lampe Marina, owned and maintained by the Port Authority, provides excellent facilities for the boating enthusiast; its location has eliminated some the boating traffic through Presque Isle Bay and the channel by furnishing direct access to Lake Erie. There are numerous other recreational activities along the Erie's waterfront such as yachting and yachting-related activities.

There is a growing demand for access to the shorefront of Lake Erie and the Bayfront. People seek access not only for traditional recreational pursuits such as boating and fishing, but increasingly for more passive forms of recreation such as walking, picnicking, or just viewing the aesthetic aspects of water and the great pleasures associated with it. Waterfront visitors in Erie are increasingly interested in observing the activities of a "working" port, such as vessels of many descriptions unloading cargo from around the world.

E. TRANSPORTATION SYSTEMS

The City of Erie has a classic street grid pattern which currently dominates the continental United States. Erie's streets were designed and built in a rectangular fashion, generally north-south and east-west, as a planning map from the Borough of Erie in 1837 and a street map of the Department of Internal Affairs, February 1895, clearly demonstrate.

East-west thoroughfares, which parallel the bayfront, have long been the prevalent roadways in the City; Sixth, Twelfth, and Twenty-Sixth Streets carry the largest amounts of east-west traffic. Continuous east-west movement along the bayfront is impossible. North-south streets were relegated to a minor role for most of Erie's history as can be seen from their terminus at the bayfront area; Peach, State and Holland Streets today carry a significant proportion of the City's north-south traffic (the latter terminating in an industrial area as an improved dirt road). Most north-south streets end above the bluff area by intersecting a non-continuous, twisting Front Street. In order to accommodate an increasing traffic demand, the City of Erie has evolved a street system using a large number of one-way streets. The one-way streets relevant to the Erie bayfront area are (north-south) Sassafras Street, Peach Street, French Street, German Street, Wayne Street and (east-west) Second Street, Seventh Street, Eighth Street and Ninth Street.

An important part of the local transportation system is public transportation provided by the Erie Metropolitan Transit Authority (EMTA). Bus transportation is provided by EMTA seven days a week, from about 5:00 AM to 11:00 PM on some routes.

At the present time, there is no direct access to industrial areas along the bayfront. Consequently, truck traffic which services the heavy industrial sectors along the bayfront must move either through the central business district (a commercially dense area of the City) or through east-end residential neighborhoods north of East Sixth Street. Perry Square is particularly an obstacle to heavy trucks because of its one-way clockwise traffic flow and lack of a straight-through approach. This truck traffic in retail, commercial and residential areas has long been a concern of the general public.

Access to the interstate system is available on the west to I-79 at West Twelfth Street. I-79 generally accommodates travelers going south on I-79 and west on I-90. Access to I-90 for travelers going east is available using U.S. Route 19 and State Route 8.

Railroads have serviced numerous firms along the bayfront area since the 1800s. Use of these railroads has declined during the past decade due in part to the increased emphasis on truck

carriers but primarily due to a decline of industrial activity in the area. Conrail now services this area, providing a necessary element of the area's economic viability. Major rail users are Erie-Western Pennsylvania Port Authority (International Marine Terminal), the Koppers Company and GAF. There has been some track abandonment on the west end of the area.

Construction of the proposed Bayfront Access Road will improve the accessibility and enhance the development potential of the majority of the Erie Waterfront. However, this new roadway may be less critical as a prerequisite for development in the Downtown Waterfront area than in East and West Waterfront zones. Relatively inexpensive improvements to the existing roadbed which parallels the waterfront between Sassafras, State, and Holland Streets could be financed locally (by the private sector or through cooperative public/private funding agreements) to enhance access to key development parcels in advance of the state-assisted construction of the proposed Bayfront Access Road.

F. HISTORIC SITES AND STRUCTURES

It is the policy of the CZMP to assist the Pennsylvania Historical and Museum Commission in the identification, restoration, and preservation of architecturally and historically significant sites and structures in the Commonwealth coastal zones.

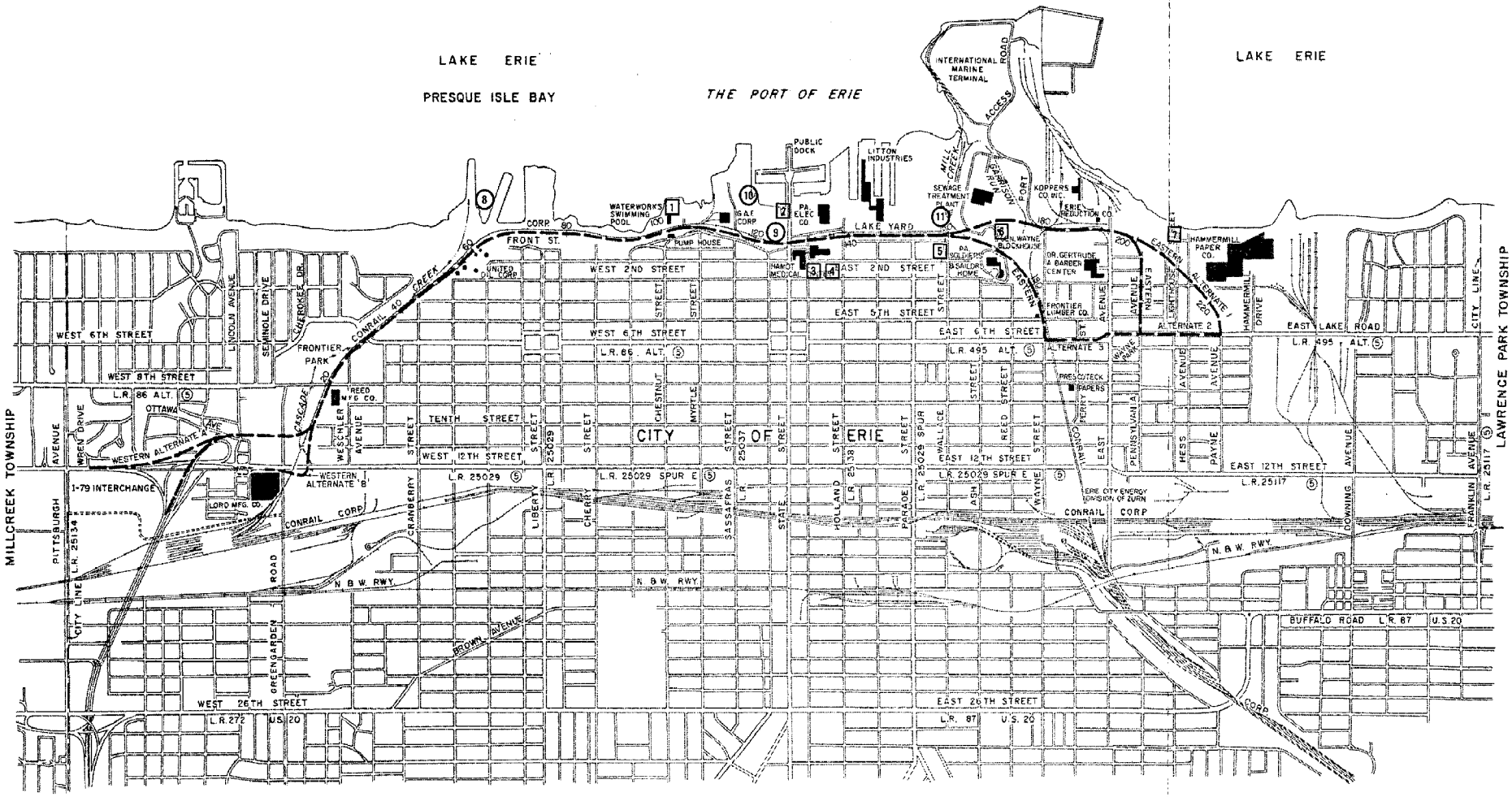
Actions which will be undertaken by the CZMP include the provision of funding, dissemination of information, technical assistance, and other steps deemed appropriate to ensure that the historic resources of the coastal zones are preserved and maintained for this and future generations.

Historic preservation is a concern at the national, state and local level. There are many reasons that justify historic preservation, including economic, cultural, aesthetic and education benefits. Yet, attempts to preserve valuable reminders and monuments of the past have been sporadic and unpredictable. By making history more real and less abstract, historic buildings foster an appreciation and understanding of the past. In any case, valuable historic resources have not been preserved. The Erie coastal area and the City bayfront in particular contain a large and significant concentration of historic sites. For Historic/Archaeological Site locations and descriptions, see map 10, page 49 and table 8, page 48. The cultural Resources Technical Basis Report undertaken as a part of the Environment Impact Statement for the Bayfront-Port Access Road can be referred to for a complete listing of historic sites within the study area.

Table 8

Historic and Archaeological Resources

Resource	Location	Significance	Extant Condition	Listing Status
		HISTORIC RESOURCES		
1. Waterworks Industrial Park				
a. Waterwork Pump and Boiler House	Foot of Chestnut Street	Possibly one or two of its size existing in the world today.	Mixture of old and rebuilt structures. Boiler house is now vacant.	Eligible for National Register
b. Waterworks Park	Foot of Chestnut Street	One of the first Industrial Parks in the Nation.	Working water plant; pool in deteriorating condition.	Eligible for National Register
2. Brig Niagara	80 State Street	Rebuilt flagship of Commodore Oliver Perry in battle of Lake Erie, September 1813.	Poor - Timber has deteriorated; rigging needs to be replaced.	National Register of Historic Places
3. Perry Memorial	Second and Front Streets	Tavern/Hotel in 1815. Hosted Marquis de Lafayette in 1825.	Good - Partial restoration performed in 1963.	HABS, eligible for National Register
4. Captain John Richards House	121 East 2nd Street	Home of early lake captain and shipbuilder. Built in 1826.	Good - Wing added to rear.	Eligible for National Register
5. Judah Colt House	343 East Front Street	Second home of important Erie pioneer family. Built circa 1817.	Poor - Considerable alteration; moved from original site in 1888.	Eligible for National Register
6. Pennsylvania Soldiers and Sailors Home/ General Anthony Wayne Block House	East 2nd and Ash Streets	Home built in 1885 to serve seamen. Block house located where General Wayne died and was buried in 1796.	Numerous alterations and additions to Home. Second story exterior altered on Block House.	Eligible for National Register
7. Land Lighthouse	Foot of Lighthouse Street within Land Lighthouse Park on a 0.2 acre site	Erected in 1867 replacing similar structures built in 1818 and 1858.	Fair - Parts of earlier structure have been reused. Some alteration has occurred. Lighthouse is vacant but Keepers Cottage is occupied.	HABS, National Register of Historic Places
		ARCHAEOLOGICAL RESOURCES		
8. Cascade Shipyards	Mouth of Cascade Creek	Site of construction of Brigs Lawrence and Niagara in 1813.	Archaeological only - no artifacts discovered during study.	None.
9. Northern Terminus of Erie to Beaver Canal	Foot of Sassafras Street	Northern terminus of Canal which operated 1845-1871.	Archaeological only - no artifacts discovered during study.	None.
10. Navy Receiving Yard	Foot of Sassafras Street	Site of construction of 3 gunboats - Scorpion, Porcupine & Tigress - in 1812; continued operating until 1826.	Archaeological only - no artifacts discovered during study.	None.
11. Fort de La Presqu'ile/ Presque Isle	Foot of Parade Street	Site of French fort erected in 1753. British fort erected in 1760.	Archaeological only - no artifacts discovered during study.	None.



HISTORICAL

1. Waterworks Park
2. Brig Niagra
3. Perry Memorial House
4. Capt. John Richards House
5. Judah Colt House
6. Gen. Anthony Wayne Block House
7. Land Lighthouse

ARCHAEOLOGICAL

8. Cascade Shipyards
9. Erie Canal Terminus
10. Navy Receiving Yard
11. Fort de La Presqu'ile

HISTORICAL / ARCHAEOLOGICAL RESOURCES

G. PORT ACTIVITIES

It is the policy of CZMP to actively attract and encourage the siting of port dependent economic activities in the Commonwealth's coastal ports. It is also the policy of the CZMP to utilize its fiscal and other pertinent resources to support long-range, comprehensive planning for the future development and growth of the Port of Erie which encourages the attraction, enhancement, and development of water dependent economic activities.

Erie's Port represents a vital link between Lake Erie and the inland transportation systems and constititutes a national as well as a regional resource.

The Port of Erie is one of the finest natural harbors on the Great Lakes, providing excellent storm protection and winter layover areas. The Port's marine terminal boasts the largest capacity crane facilities on the U.S. side of the Great Lakes.

While the Erie Coastal Post does have its strong points, it is marked by underutilized areas that are not economical. Changing vessels and cargo handling technology have made various port facilities obsolete, necessitating the provision of modern port facilities served by adequate support activities, and an adequately dredged channel Marine terminals for the handling of "containerized" cargo require vast amounts of land and superior highway linkages. These problems are accentuated in the Erie Port by the lack of adequate access to the interstate highway system two miles to the southwest.

1. Coal Market Potential

The potential capture of coal movements through Erie is limited by several factors existing rail transportation linkages, existing excess port capacity and a limited coal production area. However, Erie has made a significant inroad in the development of a new cargo handling capacity. In the future Erie is expected to continue to be able to attract coal movements up to the level achieved in 1981.

Erie's coal handling potential is primarily a function of the amount of coal movements on the Great Lakes as a whole.

Great Lakes coal tonnages are composed primarily of domestic and Canadian movements. Overseas exports have developed, but these are minor relative to the domestic/Canadian market. Overseas exports are expected to remain a minor share because East Coast ports have an advantage in cost, timing and length of season. Domestic and Canadian coal movements will continue to have only modest growth as competition among alternate energy sources begins to balance out.

Given very modest growth in the total Great Lakes coal tonnage, Erie is in a weak position to move into this market. The weakness is a function of the following factors:

- Erie has poor direct rail feeder service for coal.
- Existing ports have good facilities and excess capacity.
- The supply of coal within a trucking distance of Erie is relatively small and most is taken by area utilities and industries.

Erie increased its coal shipments from zero in 1979 to 5,000 tons on a trial basis in 1980 and finally to 120,000 tons in a full year in 1981. Most of the 1981 tonnage was exported overseas and given a market boost by East Coast congestion and demurrage costs.

In the future, Erie should be able to continue modest coal shipments, but the 1981 tonnage of 120,000 is the top of the probable tonnage range, due to the expected softening in Great Lakes overseas exports. Domestic shipments have the potential to take up some of the slack as overseas shipments decline, but the total tonnage will still remain within 120,000 on an annual average basis.

2. Market Potential For Non-Coal Commodities

The Erie-Western Pennsylvania Port serves a wide region of industrial shippers and importers, and handles numerous types of commodities. There is a wide variety of commodity types which are handled by the port and many are special shipments which are handled infrequently. This is typical of the service at most Lake Erie ports, but makes specific commodity tonnage forecasts impossible. Forecasts made here indicate the general levels of combined tonnages which can be expected over the next decade.

Since 1978, traffic through the Erie International Terminal has been totally foreign shipments. Among exports, steel products (including steel coils, sheets, scrap, ingots and pipe) have remained a major commodity. By contrast, various ores have been shipped in large quantities only sporadically. Lumber and logs have been exported each year since 1973, although yearly tonnages fluctuate widely.

Among imports to the terminal, though, primary metals and ores (in this case the category is totally ores except in 1973 and 1974) consistently have been the major commodity. In some years they have been the only foreign import to pass through the terminal. Steel products have been imported on a sporadic basis, but when they have entered the port steel products have added considerably to total tonnages. For example, imports of

steel products totalled almost 145,000 tons in 1978 and 89,000 tons in 1979. In 1970, however, no imports of steel products were recorded. There have been no imports of machinery since 1973, and imports of coke and all other products have been reported in only a few years.

Most of the Port tonnage is generated by irregular break-bulk shipments. Substantial marketing efforts are required to insure that shippers are aware of the potential use of the Erie port. The stevedore contractor provides an important marketing outreach function, and should be encouraged to continue to do this. The marketing function can be directed to those who use East Coast Ports on a regular basis, but could reduce their transportation cost by using the services of the occasional freighters which stop at Erie.

3. Bulk Commodity Potential

While all of the Great Lakes Ports have experienced significant irregularity in break-bulk or general cargos, some stability has been achieved in the major bulk commodities on the Lakes. Bulk commodities are natural users of waterborne transportation because of the large quantities that are shipped and the high weight/value ratio. Four types of bulk commodities predominate on the Lakes: coal, grain, iron ore and stone. Table 9, prepared with data compiled by the Lake Carriers Association, shows trends in the Lakes major bulk commodities.

Table 9 LAKE BULK FREIGHT COMMERCE BY YEARS, GREAT LAKES, 1950-1980

	Iron Ore Gross Tons	Coal Net Tons	Grain of Various Kinds Net Tons	Stone Net Tons	Total Net Tons
1950	78,205,592	57,640,222	9,327,450	23,395,011	177,952,976
1960	73,073.053	46,701,235	14,134,959	27,127,458	169,857,471
1970	87,018,233	49,683,710	23,820,347	38,477,439	209,531,517
1975	79,966,250	39,192,505	24,511,214	37,681,469	190,947,386
1980	81,723,442	41,306,125	31,509,534	28,011,339	182,550,440

Source: Annual Report, Lake Carriers Association, 1980, p. 32

Table 9 shows that tonnages of the bulk commodities have fluctuated over the past thirty years, but there are few reliable trends of growth of loss. Total tonnage of 182,5 million is only slightly higher in 1980 than the 1950 level of 177.9 million. Grain is the only bulk commodity which has shown a steady growth rate over the full period, increasing from 9.3 to 28.8 million tons. Coal has had a definite downward trend, but is currently

on an upswing. Iron ore and stone have both fluctuated inconsistently.

Coal potential is not strong because of East Coast developments which will eliminate export congestion, and competitive rail/port routes on the Great Lakes which have already dominated the domestic market.

Grains are typically loaded in the western portion of the Great Lakes near the mid-west "grain-belt" states. Much of the Lakes shipments are eventually exported overseas, although some is processed at various points in the Eastern Great Lakes. Erie's potential for grain handling could be as a point of receiving and processing, or an export point for Pennsylvania grain. The market potential for either possibility is currently limited.

Erie had been the location for the Continental grain storage and processing facility. Continental stopped their processing operations because of marketing considerations about 10 years ago. The grain elevators continued to be used for storage of surplus grain for a number of years. The surplus was eliminated in 1974 with substantial grain sales to the Russians. After this time, the Continental Grain elevators were no longer needed even for storage and have been vacant.

The potential for exporting Western Pennsylvania grain through Erie is also limited by cost factors. The distance from Western Pennsylvania to the East Coast ports is not sufficiently large to make it worthwhile to deal with the development of routes through the Great Lakes/St. Lawrence Seaway. In this case grain can be compared with coal. Under normal market conditions the least expensive transportation route for exports of the build commodities produced in Western Pennsylvania is by rail to the East Coast. Only with unusual congestion and added costs is it possible to look to the Great Lakes as an alternative. For grain, there has not been the dramatic jump in exports experienced by coal to justify a more detailed market analysis.

Stone is one of the Great Lakes "staple" commodities which is handled to a large extent at the Erie port. Currently Erie Sand and Gravel operates a substantial dredging operation to bring sand and gravel into Erie, primarily for local construction projects.

The final bulk commodity which is regularly shipped on the Great Lakes is ore. Ores and metal pellets are shipped from areas where they are mined to the industrial areas where they are processed. Erie's potential to tap this market is limited by the historic pattern of industrial development and the existing infrastructure of ports and rails which handle these commodities.

Most of the ore is produced in the western area of the Lakes and shipped directly to steel producing facilities located on the Lakes. Typically these facilities will have nearby docks to receive the iron and other ores.

The general lack of growth in the primary metals industry is the main factor inhibiting potential at Erie. Without substantial market growth, there is no reason for the existing ore producers to shift from their existing facilities to a new route through Erie. This is especially true since the development of ore docks is typically in direct response to the needs of the shipping patterns.

In summary, Erie is excluded from expanding its share of the Lakes' major bulk commodities by two main factors. The origin and destination patterns are not directly oriented to the Erie area, and the lack of market growth makes it impossible for Erie to "break-in" to the existing competitive structure.

4. Port Tonnage Forecasts

Erie Port handles a wide variety of commodities, primarily of a break-bulk nature. The trends in tonnages handled have varied both by individual commodity and total tonnage for the year. The "special shipment" nature of much of the port traffic indicates that years of high and low tonnages are likely to be strung together in an almost random fashion.

Erie is not expected to move substantially into any of the major bulk commodity items which are the mainstay of many Great Lakes ports. The one bulk commodity which Erie has begun to handle is coal. Erie is likely to maintain most of the market share in coal which it has achieved and is likely to continue to serve a trucking-distance supply area. However, Erie is not in a position to capture significant growth in coal handling.

Nationally, the coal market growth is expected to occur in the export market, with little domestic growth. Export growth will be captured by expanded East Coast facilities. The Great Lakes and Erie will both have to struggle to maintain the market share they obtained in 1981.

Bulk shipments of grain and ore are not expected in Erie, and stone will continue to move through the Erie Sand and Gravel facilities. Most of the traffic at the International Terminal will continue to be break-bulk shipments of a periodic nature. Overall tonnage trends and forecasts are shown in Table 10.

Table 10 ERIE INTERNATIONAL TERMINAL NON-COAL TRAFFIC FLOW, 1957-1990

	1975	1978	1980	1985 *	1990 *
Total Traffic (short tons)	87,765	285,440	65,698	120,000	160,000

* Annual averages centered on stated year.

Sources: Erie-Western Pennsylvania Port Authority; Joe Carroll Associates; and Hammer, Siler, George Associates.

Table 10 presents tonnage forecasts excluding coal for the International Terminal. By 1990 the annual average tonnage should reach 160,000 over a three or four year averaging period. This is substantially above the 1980 tonnage of 65,698, but is still substantially below the 1978 record year of 285,000 tons. The forecast in annual average terms recognizes that there will continue to be substantial year-to-year fluctuations in total tonnage, and in the type of tonnage shipped.

The port will continue to be an important regional asset for large companies which will need its periodic use for large shipments. The port will also allow cost savings on smaller shipments made when freighter coordination permits. When coal tonnages reaching 120,000 tons per year are added to the rest of the commodity tonnage shown in Table 10, the Port Authority can look forward to new record setting years in the late 1980's.

H. ENERGY FACILITY SITING

It is the policy of the CZMP to ensure through regulations, by permit, that energy facilities such as oil and gas refineries, electric generating stations (coal, oil and gas), electric generating substations, gas drilling, and liquification of natural gas operations locating in the coastal areas are sited in such a manner that the coastal area ecosystems are not unreasonably adversely affected.

It is the policy of the CZMP to facilitate the production of natural gas supplies in Lake Erie using proper environmental safeguards that are designed to minimize adverse air and water quality impacts associated with resource exploration and development.

Energy production is a problem of national as well as state and regional significance. The Erie coastal zone is no exception. The increasing demand for energy, coupled with the inherent locational advantages that coastal zone offers to the siting of many energy facilities, makes it inevitable that additional facilities will be located in the Commonwealth's coastal areas in the future. Although these facilities are vital to the coastal areas, as well as the Commonwealth's continued economic viability, improper siting of facilities can damage fragile coastal ecosystems.

The electric power generating facility of the Pennsylvania Electric Company (Penelec) is located in the study area. Situated on 12.6 acres of waterfront property between French and Parade Streets, the plant is expected to continue its operations, including stockpiling of coal, for several more years and must be accepted as a large industrial presence on the waterfront. It could be mitigated by some screening, by some cosmetic improvements, and by public circulation on its waterfront side. If the plant were to cease operations, its large site would allow flexible planning, multiple level uses, and access via French Street to the water.

IV. SUMMARY OF COMPREHENSIVE PLANNING ASSETS AND ISSUES

A. SUB-AREAS

Based on differences in existing characteristics (land use, land form, and location) and future development potentials, the waterfront study area has been divided into four major sub-units for the purposes of the master plan evaluation. These sub-units, which are referenced in the following summary description of planning assets and issues, include:

- The West Waterfront, incorporating the area between the shoreline and the foot of the bluff from Cranberry to Sassafras Streets;

- The East Waterfront, including the area at the foot of the bluff between East Avenue and Holland Street;

- The Downtown Waterfront, entending from Holland to Sassafras Streets; and

- The lower State Street corridor, including the area from Perry Square to Front Street.

B. ASSETS

1. Special Potential of the Downtown Waterfront

a. Proximity, Access, and Visibility: Because of its proximity to Downtown's concentration of office and retail activities, and the high visibility and accessibility afforded by the State Street corridor, the waterfront zone between Sassafras and Holland Streets represents a special development potential. Located within an easy ten-minute walking distance from Perry Square, this portion of the waterfront provides a unique opportunity to create an activity anchor which has a positive functional relationship to the lower State Street corridor and the downtown core. Because it can draw on the activity generated by a variety of existing downtown uses (office, retail, residential, institutional, and cultural), the downtown portion of Erie's waterfront is the best location for developing a variety of new people-oriented functions. In turn, a new activity concentration on the waterfront at the foot of State Street can strengthen downtown's image and economic vitality by creating a high amenity "front door" on Presque Isle Bay.

b. Maritime Uses: The existing concentration of marina facilities and boat service and sales functions creates a focus of maritime activity which lends a special flavor and unique identity to the Downtown Waterfront. These uses represent an important public attraction, as well as a base of economic

activity with significant growth potential.

Although these existing uses are not incompatible neighbors for an expanded range of people-oriented waterfront activities, they do present detailed site development issues. To create the inviting pedestrian environment which is crucial to the market success of waterfront housing, specialty shops, offices, restaurants, and other visitor attractions, the design treatment of these maritime commercial sites (including signs, parking, fencing, and landscaping) will require special attention.

c. History and Cultural Sites: Historic and prehitoric investigations were conducted in the study area during the Environmental Impact Study for the Bayfront Port Access Road. The investigations were initiated with reviews of available primary and secondary sources. These sources included the Pennsylvania Historical and Museum Commission, the National Register of Historice Sites, The Pennsylvania Inventory of Historic Places and records on file at the Carnegie Museum of Natural History, and the William Penn Memorial Museum. Numerous other books and articles were also reviewed. Coordination was undertaken with the State Historic Preservation Office and interviews were conducted local historians and archaeologists. Filed inspections were made of all possible historic sites.

In the second phase archaeological investigations, a total of 92 test sites were surveyed for significance. As a result of these investigations and based upon continuing coordination with the State Historic Preservation Office, several historic archaeological resources were identified in the study area. These resources and their register status are summarized in Table 9, page 52 and map 10, page 49 .

In October, 1982, the Coastal Zone Management Office of PennDER funded a study for the design of a Bayfront Historic Trail and Mini-Park System. The goal of developing the historic trail was to define and locate sites of historic interest along the Erie bayfront and generally connect them with a pedestrian walkway and bikepath. This trail was to be easily accessed from various points along the path. Mini-parks designed to provide a resting place and point of departure for one walking the trail were also to be incorporated.

The Flagship Niagara's current location to the west of State Street creates a positive image and activity focus at the entrace to Public Dock. Although this important historic landmark (and potentially significant visitor attraction) may be relocated to the Litton site on the East Waterfront, it highlights a larger opportunity to capitalize on the role which the waterfront has played in the City's development, history, and culture. As recognized in the proposal for Niagara Place, an

expanded program of historic, cultural, and educational attractions on the waterfront can, and should, be part of the comprehensive plan for development.

d. Recreation: Land recreation facilities for Erie City are primarily composed of ballfields, playgrounds, and parks. The major regional attraction in the area is Presque Isle. However, the following parks are loated near the study area: Woodland, Frontier, Bayview, Wayne, McCarty, and Land Lighthouse Parks. Woodland Park is a wooded ravine that is not used as a park or recreational resource. Frontier and Bayview Parks serve west end neighborhoods and Wayne, McCarty, and Land Lighthouse Parks serve the east end area. The City of Erie also has numerous health an recreation clubs, bicycling clubs and youth centers. The aging Chestnut Street Waterworks Pool is rapidly becoming antiquated, and the pool is seldom used.

Pier Park, located at the north end of Public Dock, is a public space of unique potential. As the Downtown Waterfront's only "park", and State Street's northern terminus, this area already serves as landmark and popular public gathering place. Nevertheless, its current environment -- which is dominated by asphalt paving and parking -- fails to capitalize on the opportunity to establish a quality image and activity focus.

Boating in the bayfront area draws between 50 and 500 people per day. In season, from 50 to 200 individuals fish in this area each day. Charter boat service plays an important role in recreational fishing. Charter boats make it possible for residents of the Erie fishing market area to try deep water salmon fishing. Salmon have a special appeal to most Pennsylvania fishermen because of their large size. To many fishermen, the "elbow-to-elbow" salmon fishing in the fall is unappealing, and downrigger charters provide a perfect substitue. The expense of the charter is more than offset by the thrill of deep water salmon fishing for these fishermen.

Charter boat operators have increased in number from three or four in 1980 to about 12 in 1982, and continued growth in the number of operators is expected. The charter boat operators have been creating their own markets as their numbers have increased. Promotional activities such as boat shows and brochures have been used to convince Pittsburghers and others to try an Erie charter boat. The same concept can be applied to other aspects of the fishing service industry, and similar results can be achieved.

e. Land/Water Relationships: Public Dock and the East and West Canal Basins create an uniquely attractive set of land/water relationships, allowing short views across enclosed harbor areas to nearby land based activities. This land configuration can become a significant development asset if (1) the edges of the

basin are simplified to create a more continuous shoreline; (2) development is oriented more strongly towards the water; and (3) pedestrian access is provided along key portions of the basin edge.

2. The State Street Corridor

As the central spine which links downtown to the waterfront, State Street will play an important role in strengthening the visual and functional connections between the two areas. Significant new private investment in the renovation and adaptive re-use of architecturally attractive older buildings on the State Street corridor has already created the foundation for developing a mixed-use district which includes residential, office, retail, and restaurant activities to complement existing cultural and institutional uses. In combination with the new development occurring in this portion of the downtown area, these revitalization efforts will significantly increase the range and intensity of activity along the lower State Street corridor, creating a strong activity focus adjacent to the Downtown Waterfront. The addition of residential units along the corridor, and the continued upgrading of existing residential neighborhoods located to the east and west, will be particularly important in "cementing" the downtown/waterfront connection by building support for expanded retail use and extending the cycle of activity in the area.

3. Residential and Retail Development Interest

In addition to private investment commitments to new residential and retail development on the lower State Street corridor, local development interest has also been expressed in retail and residential projects on the Downtown Waterfront. Since expanding the variety of people attractions will be a critical part of Erie's strategy for capitalizing on the economic development, recreational, and image-building opportunities which the waterfront presents, local interest in such pioneering projects is a positive indicator of implementation potentials.

4. Marinas: Existing Facilities and Future Demand

Existing yacht clubs and marina facilities in the East and West Waterfront areas, and adjacent to Public Dock, serve as positive waterfront recreational attractions. Not only do these facilities meet local resident needs for boating access; they also play an important role in drawing out-of-town visitors to Erie as a "gateway" to the Great Lakes and the variety of recreational and historical experiences, such as the waterworks and Brig Niagara, which the waterfront offers.

An analysis of the demand for marina slips indicates that their number can, and should, be significantly increased. In

addition, related facilities -- especially those geared toward the weekend and transient boater (short-term tie-ups, restaurants, waterfront "boatels", showers, and ships' stores) -- could be expanded as part of a larger strategy for promoting Erie as the dominant boating center in the region.

C. ISSUES

1. Development Mix

Other communities' revitalization experiences have demonstrated that promoting an expanded variety of uses which draw people to the waterfront is the key to unlocking its potential to spur economic growth, provide a variety of recreational opportunities, and enhance the image and identity of the community. A broad range of new waterfront uses are appropriate and potentially marketable: specialty retail, restaurants, hotel and entertainment uses, cultural/historical attractions, parks and plazas, offices, and housing.

In Erie's Downtown Waterfront area, where the economic development potential is significant, a mixed use land planning approach -- emphasizing a fine-grained integration of diverse (but compatible) functions -- is recommended. Because this area is the prime development location on the Erie waterfront, it should not be dominated by any single use. Instead, the planning goal for this zone should be to establish an activity mix which draws substantial numbers of residents and visitors for variety of reasons throughout the day and evening to create a functional focus and lively atmosphere. In this way, it will be possible to maximize economic development potential and capitalize on the opportunity to create a mutually beneficial relationship between the waterfront, the lower Sate Street area, and the downtown core.

A variety of land use is also appropriate in the East and West Waterfront areas; however, in these zones, most parcels are likely to be developed for a single primary function, rather than a mix of uses.

a. Industrial: Land zoned for industrial use now dominates Erie's waterfront. Although much of this land is vacant, the potential for water dependant industrial and port-related expansion is limited, suggesting that much of the waterfront should be re-zoned to promote alternative, non-industrial development. Based on the 1981 Hammer, Siler, George Associates study of port and industrial development potentials, and Morton Hoffman & Company's updated estimates, only 36-50 acres of land is likely to be needed for waterfront industrial expansion through the year 2000. (This acreage total includes land needed to accomodate the relocation of bulk material storage from the Cascade Docks and Erie Sand and Gravel sites.)

The Port Authority's Marine Terminal site, the Wastewater Treatment Plant and Koppers complex create an industrial anchor on the East Waterfront which can be expected to remain for the forseeable future. Given this long-term industrial orientation,

the vacant 52-acre Port Authority parcel located to the south of the existing Marine Terminal appears to be a logical location for future waterfront industrial development, as well as for consolidating bulk material storage functions now scattered along the Bay edge. Although consolidation may take a number of years, this strategy will eventually free up existing industrial sites -- including the Ore Dock, Erie Sand and Gravel, and the Cascade Docks -- for alternative land uses.

Residents of the neighborhood on the bluff above the East Waterfront have expressed concerns about the concept of concentrating the bulk of Erie's remaining waterfront industrial uses in this area. Because the waterfront is highly visible, and the view from the portion of the neighborhood to the east of Wallace Street will be dominated by industry, they fear that improvement efforts and property values will be negatively effected. However, it is important to note that this eastern most segment of the East Waterfront area is already occupied by industrial uses which will remain in the long term -- even if material storage functions are not consolidated on the Marine Terminal site. In addition, other changes in land use on the East Waterfront which promote new, non-industrial activities (i.e., at the Ore Dock and Litton site) may more than compensate for the expansion of material storage at the Marine Terminal site.

The Pennsylvania Electric Power Plant and GAF -- two significant industrial uses which are likely to remain on the Downtown Waterfront in the mid- to long-term -- also present planning issues. It is highly probable that these uses will limit the development potential of adjacent sites (the Grain Dock; Litton Industries; Water Works parcel; and Erie Sand and Gravel). Certainly, the feasibility of relocating these uses should continue to be investigated; in the interim, however, careful buffering will be required to minimize their impact on redevelopment.

b. Marinas: The number of boat registrations recorded in Erie County has increased by over 50% during the past ten years (1974-84), and a sizable unmet demand for boat slips exists. As a result, tremendous opportunities exist for expanding the availability of marina facilities on the Erie waterfront to bring increased numbers recreational boaters, and an increased volume of boating-related expenditures, into the community. Morton Hoffman & Company estimates that the construction of an additional 700 to 1,000 slips is warranted in Erie over the next 5 years (1985-1990), with the potential for another 600-800 slips between 1990-2000.

The selection of sites for major marina expansion will be influenced by land form, access, and hydrologic factors. However, because the land area required for marina development is

relatively small, narrow strips of waterfront -- which may be unsuitable for alternative types of development (or which may edge parcels devoted to another primary use) -- present particularly attractive marina opportunities.

As boating activity increases on the Erie waterfront, supporting uses -- including "boatels", retaurants, and convenience shops providing boating-related merchandise -- will become increasingly desireable adjuncts to basic marina facilities. However, the marginal benefit of pre-empting land which could be devoted to other uses must be carefully evaluated, especially if that land is to accomodate marina support functions which are operated on a seasonal basis.

If designed and maintained to appropriate standards, marina developments can be compatible with any other potential waterfront land use -- from industrial and retail to residential. Indeed, the development program for projects which are essentially non-water-dependent (retail, office, housing, hotel) will often include marina facilities as accessory uses to enhance their marketability.

c. Maritime Commercial: Erie's maritime commercial uses are now concentrated on and adjacent to Public Dock. Because of the investment in place, it is anticipated that the majority of these uses will remain and that the waterfront's maritime commercial focus will continue to be located in this area. However, the potential for maritime commercial expansion should also be encouraged and accommodated to help build Erie's importance as a regional boating center.

In addition to contributing to the local economy, maritime commercial uses (boat sales, service, storage and supplies) help to draw people to the waterfront. Although their appeal is limited to a particular segment of the potential waterfront visitor/user population, these businesses create a special "working waterfront" atmosphere that can serve as a positive context for other types of development which generate more intensive pedestrian use.

Because optimizing the Downtown's Waterfront's potential to serve as a significant activity (and "profit") center is a major redevelopment goal, Public Dock's existing maritime commercial orientation must be augmented with a variety or retail shops, restaurants, and other visitor attractions. This may require that some existing uses be relocated to nearby sites where new maritime commercial businesses can also be accommodated to create a well-designed boat sales and service complex. The Litton Industries parcel would be particularly well-suited for this purpose, if the full program for Niagara Place (i.e., festival market place) is determined to be infeasible.

Morton Hoffman & Company estimates that an addition 6,000-7,000 s.f. of building space for boating sales and service can be supported between 1985 and 1990, with another 6,000-7,000 s.f. increment added by the year 2000.

d. Retail: Although downtown Erie's retail sales have declined over the past ten years, the current development of over 30,000 s.f. of specialty retail use on lower State Street in the Modern Tool Building could create a dramatic renewal of interest in downtown as a shopping place. In combination with new office and housing development, and the expansion of cultural and entertainment facilities, in the downtown area (including the bayfront), the successful completion of the Modern Tool adaptive re-use project is expected to establish a basis for an expanded downtown retail market. Morton Hoffman & Company estimates that 30,000 s.f. of new retail space could be supported in the downtown bayfront area from 1986 to 1990; with the completion of the Bayfront Access Road in 1992, an additional 40,000-60,000 s.f. could be supported in the 1990 to 2000 time period. A waterfront location provides a unique market advantage for specialty retailing and restaurant uses. In turn, these uses play a special role in creating a focus of activity which can draw significant numbers of resident and out-of-town visitors to the waterfront.

At present, the amount of retail and restaurant use on the Erie waterfront is very limited, including only two restaurants on Public Dock. Even though this area's potential has not yet been tapped, the Downtown Waterfront is clearly the premier location for creating a specialty retailing/restaurant focus because of its proximity to existing activity centers in downtown and on lower State Street.

Although quality waterfront restaurants can succeed as freestanding uses, specialty retail will function best as part of a mixed use district which provides a variety of people attractions. As part of this mixed use program, office and residential uses will establish the year-round population which is essential to support retail functions. In addition, hotel, entertainment, cultural/historic and recreational uses will attract visitors and residents alike, by creating an atmosphere which is lively and fun. To capitalize on the benefits of a waterfront location, retail functions should also be strongly oriented towards a high quality pedestrian environment on the water's edge.

e. Residential: Despite the fact that no housing now exists on Erie's waterfront, this can be a uniquely marketable location for new residential development if surrounding uses do not create an unpleasant living environment. Morton Hoffman &

Company estimates that 250-350 new year-round sales and rental units could be developed on Erie's bayfront over the 1985 to 1990 period, with an additional 400-500 units possible between 1990 and the year 2000. In addition, a modest market exists for second, or vacation, homes on the waterfront. An initial development of 40-60 units is considered marketable in the East or West Basin area between 1985 and 1990, with an additional 80-120 second homes achievable in the 1990-2000 period.

The relocation of existing bulk material storage from they Cascade Docks area on the West Waterfront could provide an attractive residential setting with a land area large enough for economical development. Although an even larger parcel of vacant land is available at the Ore Dock on the East Waterfront, its proximity to the Wastewater Treatment Plant creates a fundamental land use conflict which is likely to make this site unmarketable for residential development.

The Downtown Waterfront also presents special opportunities for residential development in a unique urban setting. Encouraging residential use in this area will yield particular benefits in promoting and supporting other desireable types of people-oriented activities. As noted above, housing development on the Downtown Waterfront will help to create the year-round population needed to support new retail, restaurant, and entertainment uses. In addition, a waterfront residential population will create an extended cycle of activity and a sense of 24-hour surveillance to overcome any existing negative perceptions concerning the night-time environment on Public Dock (and in the immediately adjacent areas). Waterfront residents can also assist area businesses in building a powerful lobby for improved public services and the maintenance of a quality public environment. For this reason, new residential development may be one key to solving the loitering and public drinking problems which have worried Public Dock's property owners over the past several years.

In spite of these potential benefits, the Public Dock Association and individual business proprietors in the Downtown Waterfront area have voiced concerns about the appropriateness of waterfront housing in this location. They feel that housing development may pre-empt land that might better be used for marine commercial, retail, and restaurant uses, as well as other visitor attractions which would draw greater numbers of people -- and more purchasing dollars -- to the waterfront. In addition, the view has been expressed that residential development will create a fundamental conflict with the goal of enhancing public access to and along the waterfront; housing critics believe that this conflict could be eliminate by reserving the Public Dock area exclusively for business and public use.

To a large extent, these concerns have been anticipated in the comprehensive plan recommendations. For example, all new residential development on Public Dock and in the proposed Waterfront Village (located to the south of the West Canal Basin) includes more "public" retail, restaurant, and entertainment functions intended to draw visitors to the waterfront and create an inviting, active pedestrian zone along the water's edge. In the Waterfront Village area, the development concept proposes residential and/or office uses on the upper stories of buildings which provide active retail, restaurant, cultural, or entertainment uses at ground level. This Waterfront Village redevelopment concept is also designed to improve public access to the Downtown Waterfront in another important way -- by creating a parking resource which is conveniently located to serve a large number of potential waterfront visitors without undermining the goal of promoting pedestrian use on the water's edge. (See also 3. Public Waterfront Access, below.)

Table 11

MARKET POTENTIAL FOR NEW USES
ERIE BAYFRONT AREA PLAN
1985-1990, AND 1990-2000

Space Use	1985-1990	1990-2000
Residential		
Private Rental and/or Condo Units	250-350[a/]	400-500
Second Home Units	40- 60 290-450	80-120 480-620
Maritime Uses		
Marina Slips	700-1,000	600-800
Boat & Equipment Sales & Service (sq. ft.)	6,000-7,000	6,000-7,000
Charter Boat Operations	3 acres + 50 slips	3 acres + 50 slips
Retail Space		
Eating and Drinking Specialty Shops Other	30,000 sq. ft.	40,000-60,000 sq. ft.
Office Space (sq. ft.)	20,000-30,000	40,000-60,000
Hotel	---	150-200 rooms
Institutional		
Museum - Historic Preservation	Litton Reuse	Litton Reuse
Other Institutional	Flagship Niagara	
Recreation and Entertainment		
Concert tent; nightclubs; boat restaurants/ entertainment		More in 1990-2000 than 1985-1990
Light Industrial		
Expansion of Marine Terminal & Other Water-dependent & Water-related Activities	8-12 acres	28-38 acres
Parks and Open Space	6-8 acres	40-60 acres

NOTE: Assumes completion of the Bayfront Access Road by the end of 1992.
a/ Includes potential for 150 to 175 units at Hamot condominium site at Second and State Streets.

Source: Estimated by Morton Hoffman and Company, Inc.

2. Development Scale

Two major questions exist concerning the scale of development which is appropriate on Erie's waterfront. The first concerns economic feasibility -- in other words, the amount of new development which the market can realistically be expected to support and the magnitude and phasing of public and private investments required to accomplish any given development program. The second concerns land planning feasibility -- or the intensity of use which can be accommodated, given limitations on (1) land area available to accommodate development and support parking and (2) the capacity of access roadways.

In resolving these issues, it is important to recognize that "bigger" does not always mean "better." Without question, the best way to ensure revitalization progess is to (1) promote projects which are "do-able" within a reasonable time frame, given the local market context and (2) ensure that the design and execution of all new development is of the highest possible quality. Erie's success in waterfront revitalization will depend more on the creative application of programming, planning, and design principals which have proven effective in other cities, than on duplicating the scale of projects which may be uniquely tailored to "big city" potentials.

a. Niagara Place Proposal: The Niagara Place proposal presents a crucial near-term decision involving the issue of development scale. This development proposal includes the restoration of the Flagship Niagara as the focus of over 100,000 s.f. of historic and maritime exhibits; specialty retail shops totalling more than 80,000 s.f. in a "festival" setting; and an aquarium. Although its development program is attractive, an evaluation of the project's economic feasibility presented serious cautions concerning market support for its retail component and the public and private sectors' ability to finance a project of this magnitude. A decision must be made as to whether the proposal will be pursued; scaled down to a more implementable size; or abandoned in favor of an alternative development approach.

The comprehensive plan recommendations presented here provide the basis for evaluating alternative strategies for creating people-oriented activity focal points on the waterfront which incorporate specialty retailing and cultural/historical exhibits, as well as residential, office, hotel and maritime commercial uses. For example, the principal Maritime Museum components of the Niagara Place proposal could be developed at the Litton site in conjunction with a reduced amount of retail/restaurant space and the expansion of maritime commercial uses. Alternatively, the key components of the Niagara Place proposal could be incorporated in a development of reduced scale

in order to shift this "centerpiece" of the waterfront revitalization plant to the area adjacent to Public Dock (south of the West Canal Basin) to create a more positive functional and visual relationship to downtown and the lower State Street corridor. In this scenario, the Litton site would become the focus for the expansion of maritime commercial activities and could also serve as an attractive relocation site for existing maritime businesses located in the proposed Waterfront Village Area.

b. Development Intensity: Erie must also establish parameters for the intensity and height of new development on the waterfront. These parameters should help to (1) ensure that unobstructed views are preserved for existing development located on the bluffs above the waterfront; (2) promote development which can accommodate on-site parking needs without allowing surface lots to dominate the waterfront environment; and (3) encourage a human scale of development oriented to the pedestrian.

In certain situations limitations on access also create functional constraints on the intensity of development which can be accommodated. On Public Dock, for example, controls on land use and development intensity must be used in combination with traffic management techniques and the careful location of new, shared parking facilities to ensure that the access and parking demands generated by new development do not undermine the desired pedestrian orientation of the Downtown Waterfront environment.

3. Public Waterfront Access and Recreation Opportunities

One of the primary goals in planning for the revitalization of Erie's waterfront is to create expanded opportunities for public use and enjoyment of the water's edge. At present, public access and recreational opportunities are severely restricted, with Public Dock and existing marinas providing the principal public waterfront use areas.

By changing the land use emphasis on the waterfront from industry to a range of people-oriented activities, it will be possible to encourage the development of a variety of waterfront access opportunities. However, as pointed out in the discussion of development mix, certain land uses are considered less likely than others to provide public waterfront access. In particular, the impact of residential development on public access in the Downtown Waterfront area is an issue of concern.

a. The Downtown Waterfront: It is not necessarily true that waterfront housing will present greater restrictions on public access than other forms of private development do. For example, both housing and maritime commercial uses may prefer to limit public access along the waterfront for security reasons. In fact, some maritime businesses may find it impossible to allow

public access through areas where outdoor storage and/or private mooring slips must be maintained. In contrast, some new housing developments -- especially those located in the vicinity of Public Dock where high levels of pedestrian activity are desireable -- can be designed to provide residential units on the upper stories with retail, restaurant, and entertainment uses on the ground floor. When such a development approach is used, housing will place fewer restrictions on public access than neighboring maritime uses.

In any case, it may not be necessary or desireable to require public access along the entire extent of the water's edge -- in the Downtown Waterfront or elsewhere. What is important is providing continuity of access, especially in areas where extensive pedestrian activity is desired. In other words, attractive, direct, and continuous walkways are needed to connect major waterfront activity anchors. In the Downtown Waterfront area, the success of these public waterfront linkages will depend as much on the configuration of the shoreline and the site-specific design of adjacent development, as on the types of uses which are permitted. In particular, the configuration of the south edge of West Canal Basin must be simplified to substantially eliminate the barriers which inlets and slips create to continuous pedestrian movement.

b. Other Access Opportunities: Pedestrian access along water's edge in an active urban environment represents only one kind of waterfront recreational experience. Other types of public access are also needed to create a range of opportunities that take full advantage of the waterfront's recreational potential.

With exception of Pier Park -- which is essentially an urban open space -- there is no public park land on Erie's waterfront. Green areas which provide passive and active recreational facilities (including picnic areas, boat launch ramps, and areas for organized and informal sports) could add significantly to the waterfront's accessibility, recreational value, and visual character. In addition, such a park might serve as an important buffer between industrial uses and new development areas.

The Bayfront Port Access Road also presents another kind of opportunity for recreational use and enjoyment of the waterfront. This new circulation corridor could be designed and developed to serve as scenic waterfront parkway which also provides a parallel "greenway" for bicycle and pedestrian use.

4. Environmental Concerns

The primary environmental concerns relating to future waterfront land use and development were identified with the assitance of representatives of federal, state and local regulatory agencies during a workshop discussion of the proposed Waterfront Comprehensive Plan (August 1985). These concerns included: public access; shoreline filling; channel dredging; and the appropriate disposal of potentially toxic dredged material.

The Waterfront Comprehensive Plan addresses these concerns by promoting improved public access to and along the waterfront; designating narrow waterfront zones for land uses which will minimize the need for filling; and encouraging the consolidation of activities depending on waterborne transportation at the Marine terminal site at the mouth of Presque Isle Bay to reduce requirements for channel dredging.

Agency representatives expressed general agreement with the direction of the Waterfront Comprehensive Plan and did not identify any environmental issues which could not be adequately resolved through detailed, project-specific planning and design. Minutes of the regulatory agencies workshop meeting are found in the Appendix.

5. Legal Concerns

Pennsylvania currently owns the beds of all navigable streams, lakes and bays within State borders. (This includes submerged lands of Presque Isle Bay, with certain exceptions.) Legal problems may be encountered when development is contemplated over submerged lands, including development of a new marina or building on existing fill. It may not be legally possible to transfer absolute ownership of these types of properties to developers, since Pennsylvania owns title to these submerged lands in trust for all the people under the public trust doctrine. Developers/occupants can occupy such lands through license agreements with the Commonwealth but such licenses are revocable. Licenses are currently issued for a short period of time, 10 to 15 years, but may be renewable. Water lots grants were issued to the City of Erie some years ago by the Commonwealth. These lots, however, do not encompass the entire Bayfront area and do not include water "streets" between the lots. In addition, such water lot grants may also be revocable under the public trust doctrine, thus making it difficult to transfer an unencumbered title to the developer. Prospective developers need to research current property titles along the bayfront and the extent of property ownership rights on water lot grants. (A discussion of legal issues appears in the minutes of the workshop meeting. See Appendix)

V. COMPREHENSIVE PLAN RECOMMENDATIONS

The Comprehensive Plan recommendations are based on the convergence of two important trends: the decline of Erie's traditional base of waterfront industrial activity, and renewed interest in urban waterfront development for a variety of non-industrial uses. The Comprehensive Plan provides a framework to guide the revitalization of the waterfront area by focusing on specific objectives for the four sub-areas identified in the preceeding section:

- Encourage residential development to build a downtown population that will support commercial activity and create a 24-hour cycle of pedestrian use;

- Consolidate existing waterfront-oriented industrial uses at the Marine Terminal, and relocate non-waterfront industry to more appropriate areas;

- Capitalize on the current demand for marina facilities with new port development;

- Adjust current plans for Niagara Place to be more compatible with the scale of the Erie community and reflect a maratime commercial theme;

- Recognize the prime commerical opportunity at the end of State Street and develop it as the focal point of the revitalized waterfront;

- Retain the historic ship Niagara in its current location to take advantage of its visibility and reinforce the importance of the State Street area;

- Establish a unifying urban character for the revitalized waterfront with a density and scale (two to four story buildings) that is compatible with the existing community.

A. THE WEST WATERFRONT

1. Cascade Docks

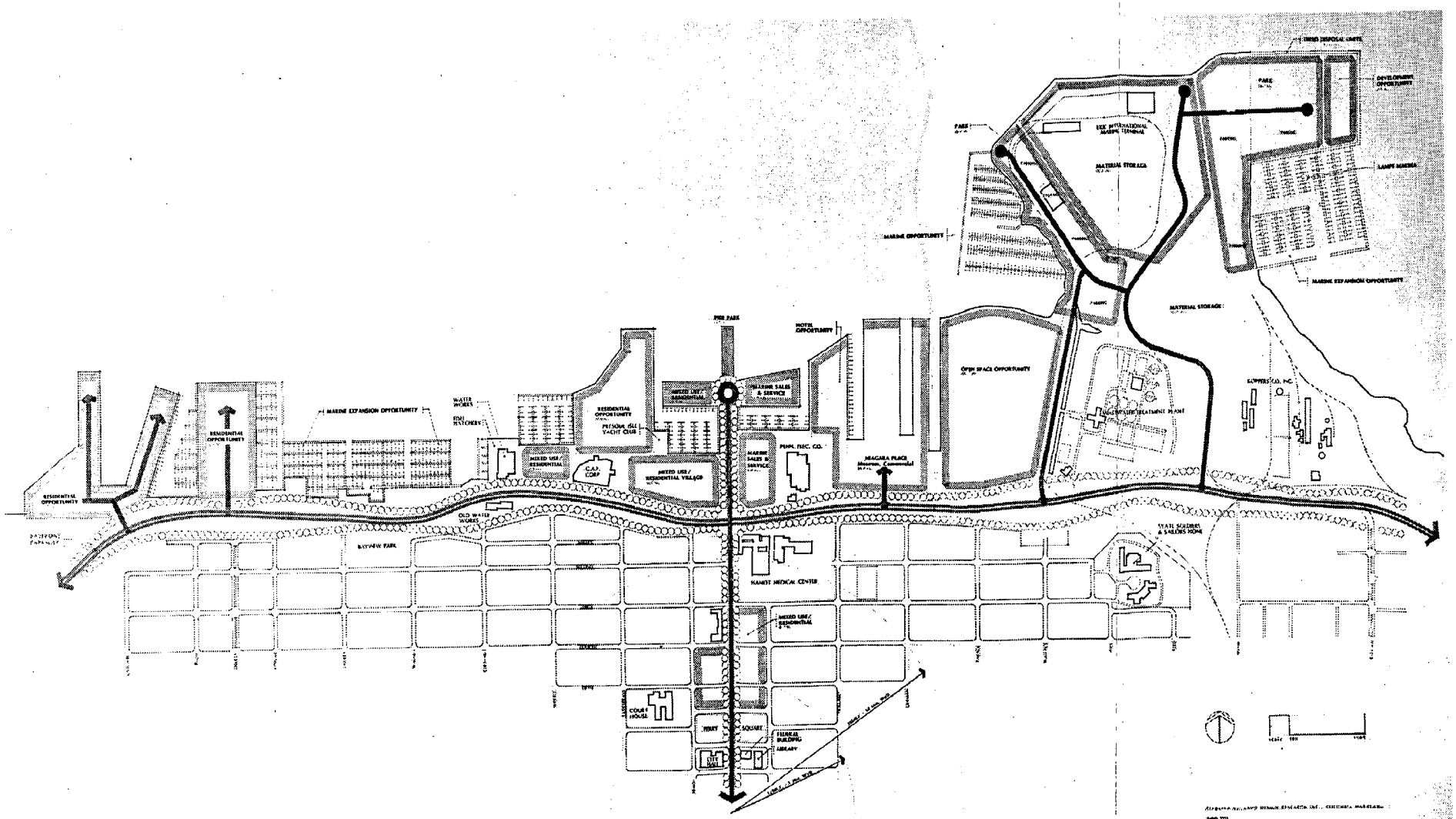
The comprehensive plan recommends a shift from industrial to residential land use in this area, encouraging re-use of the existing docks for new townhouse and/or low-rise apartment development.

a) The development potential of the docks will increase as access to the area is improved by the construction of the new Bayfront Port Access Road. Utility availability (water, sewer, etc.) will also effect this area's development potential.

b) Residential development on the narrower (250' wide) docks at foot of Raspberry Street is feasible without filling; however, greater development/site planning flexibility could be provided if permits for filling can be obtained. The density of development should be kept relatively low (i.e., townhouse or low-rise apartments) to ensure that parking needs can be accommodated while maintaining a quality residential environment.

c) Marina facilities for the use of residents should be included in the development program of both dock sites to enhance marketability and capitalize on the waterfront location.

d) In the short-term, it may be necessary to maintain industrial use on the dock at the foot of Liberty Street to provide an alternative bulk materials storage site to meet the needs of Erie Sand and Gravel as they relocate operations from the edge of West Canal Basin. However, the ultimate plan recommendation is to consolidate all waterfront bulk materials storage uses at the Marine Terminal site on the East Waterfront by providing conveyor connections linking an inland storage area to the water-edge loading/unloading zone.



WATERFRONT DEVELOPMENT PLAN

2. Poplar to Chestnut Streets

Because the depth of land available between the shoreline and the foot of the bluff in this area is limited, expanded marina development is recommended. Marina use will require minimal land-based facilities and, as a result, little shoreline filling.

a) Extensive filling to create new development opportunities in this area is not recommended because ample development acreage is already available along other portions of the waterfront.

b) Nevertheless, some selective filling may be required to create an adequate dimension for parking and other marina support facilities, as well as the Bayfront Port Access Road.

3. Water Works Site

The comprehensive plan recommends that mixed use/residential development be encouraged on this publicly owned site; until such development is considered feasible, the area should be improved for open space/recreational use.

a) The development potential of this parcel -- like the remainder of the West Waterfront -- will be greatly enhanced by the improved access provided by the proposed Bayfront Port Access Road. Indeed, development for other than open space use may not be feasible until the Bayfront Port Access Road's construction is complete.

b) GAF, located on the eastern edge of the vacant Water Works site, apparently plans to maintain their existing operation for the forseeable future. Although the presence of this industrial neighbor is likely to dampen the potential market appeal of the Water Works site for residential use, careful screening could significantly reduce negative visual impacts. Ultimately, however, public assistance may be required to encourage GAF's relocation to an inland industrial development zone.

c) The successful development of the Erie Sand and Gravel site for residential use, and the longer-term relocation of GAF to expand residential development to the west, would substantially enhance the development potential of the Water Works site for residential, retail and/or office use. A continuous shoreline promenade and shared marina facilities would help to emphasize the functional relationship between these sites.

d) As in the Cascade Docks area, the recommended scale of development here is in the two- to four-story range. This lower development intensity will ensure that a positive balance can be achieved between parking/building coverage and open space area to create a quality, pedestrian-oriented environment.

4. Bayfront Port Access Road

Here and throughout the entire length of the waterfront, the Bayfront Port Access Road should be developed with a parallel "greenway" to capitalize on the potential to create a scenic waterfront drive and to provide a continuous bicycle/pedestrian pathway.

B. THE EAST WATERFRONT

1. Port Authority Marine Terminal Site

In combination with the Koppers site and the Wastewater Treatment Plant, this portion of the East Waterfront should remain in industrial use to accommodate the possible future expansion of Marine Terminal functions. Nevertheless, marina facilities and publicly accessible waterfront open spaces can also expanded/provided in this area.

a) The currently un-used inland portions of the Marine Terminal site provide an ideal location for consolidating bulk material storage sites now scattered along the waterfront. Conveyor connections will be required to link shoreline docking points to the inland storage areas.

b) The land area which will be created by dredge disposal on the eastern edge of the Marine Terminal site (adjacent to Lampe Marina) may offer the opportunity for developing a new waterfront park. The easternmost portion of this "new" land area could include the development of a restaurant to serve as a waterfront attraction which complements the park and the expanded Lampe Marina. Investigations of dredge spoil settlement and toxicity must be made before development recommendations can be finalized.

c) The southwest shoreline of the Marine Terminal site also provides an outstanding marina development site, although alternatives for marina configuration must be explored to ensure that adequate flushing action can be provided. Because this area offers a unique view back to the City, it might also provide an attractive location for a restaurant, developed in conjunction with the marina. However, other marina support facilities should be limited to those which can be accommodated within a relatively narrow waterfront zone to ensure that adequate expansion potential is maintained for the Marine Terminal.

2. Port Authority Ore Dock Site

This 43-acre site located between the Ore Dock and the Wastewater Treatment Plant provides an ideal location for park and open space development in close proximity to downtown and the neighborhood located east of State Street.

a) This parcel's location adjacent to the Treatment Plant and Mill Creek severely limits its suitability for residential development.

b) In the short term, the western edge of this parcel may be needed as an interim bulk materials storage site to

facilitate the development of the Erie Sand and Gravel parcel and the Cascade Docks. In the longer term, however, all bulk material storage should be consolidated at the Marine Terminal site as recommended above.

c) A shoreline pedestrian connection, linking the park to the proposed marina located on southwest edge of Marine Terminal site, should be provided to create the opportunity for continuous public access/use of water's edge.

d) Park use will ensure that land remains available for Port Authority expansion in the unlikely event that area beyond the Marine Terminal site is needed for this purpose.

3. Litton Industries Site

Encourage the development of the Maritime Museum components of the Niagara Place program in combination with a small amount of retail/restaurants use, and the expansion of mrine sales and service facilities, in this area.

a) The Litton site's distance from the downtown area (a 15-20 minute walk from Perry Square) limits its attractiveness as a festival market place location. In addition, the Pennsylvania Electric Plant -- an industrial use which is expected to remain on the Downtown Waterfront for the forseeable future -- creates a visual and functional barrier which limits the feasibility of creating strong links to downtown.

b) Perhaps even more importantly, the magnitude of the proposed Niagara Place program -- especially the retail commercial component -- appears to be out of scale with the level of market support which Erie can provide.

c) If the Great Lakes Maritime Museum and a reduced volume of related retail activity are developed on this site, adequate space will remain to accommodate the relocation and expansion of maritime commercial activities. These uses could provide a contemporary perspective on Erie's "working waterfront" as a complement to museum development. The expansion of maritime commercial functions on this site also represents a viable land use alternative to the Niagara Place proposal, if the decision is made to concentrate retail, restaurant, cultural, and entertainment activities in the vicinity of Public Dock.

d) Although the museum components of the Niagara Place proposal could succeed in this location -- and further feasibility study is appropriate -- the adjacent neighborhood has expressed a preference for the removal of the massive, industrial shed assembly building which has been slated for museum use.

Because the height and bulk of this building create a visual barrier between the waterfront and a significant portion of the adjacent neighborhood, it is perceived as a continuing negative influence. However, residents have no objection to the maintenance and re-use existing smaller-scale buildings on the site.

C. THE DOWNTOWN WATERFRONT

1. The Grain Dock

The Comprehensive Plan recommends that the existing grain silos be demolished and that new hotel, retail, and office development be encouraged on this publicly owned site.

a) The demolition of the existing silo structures will remove a substantial visual barrier between the Downtown and East Waterfront areas.

b) This site's short-term potential for hotel/retail development may be negatively effected by the neighboring Penelec plant and by limited vehicular access. Landscape screening of the Penelec site and the development of the Bayfront Port Access Road will substantially enhance the parcel's marketability for development.

c) Until a development agreement can be negotiated, the cleared site can be used for open space and recreation.

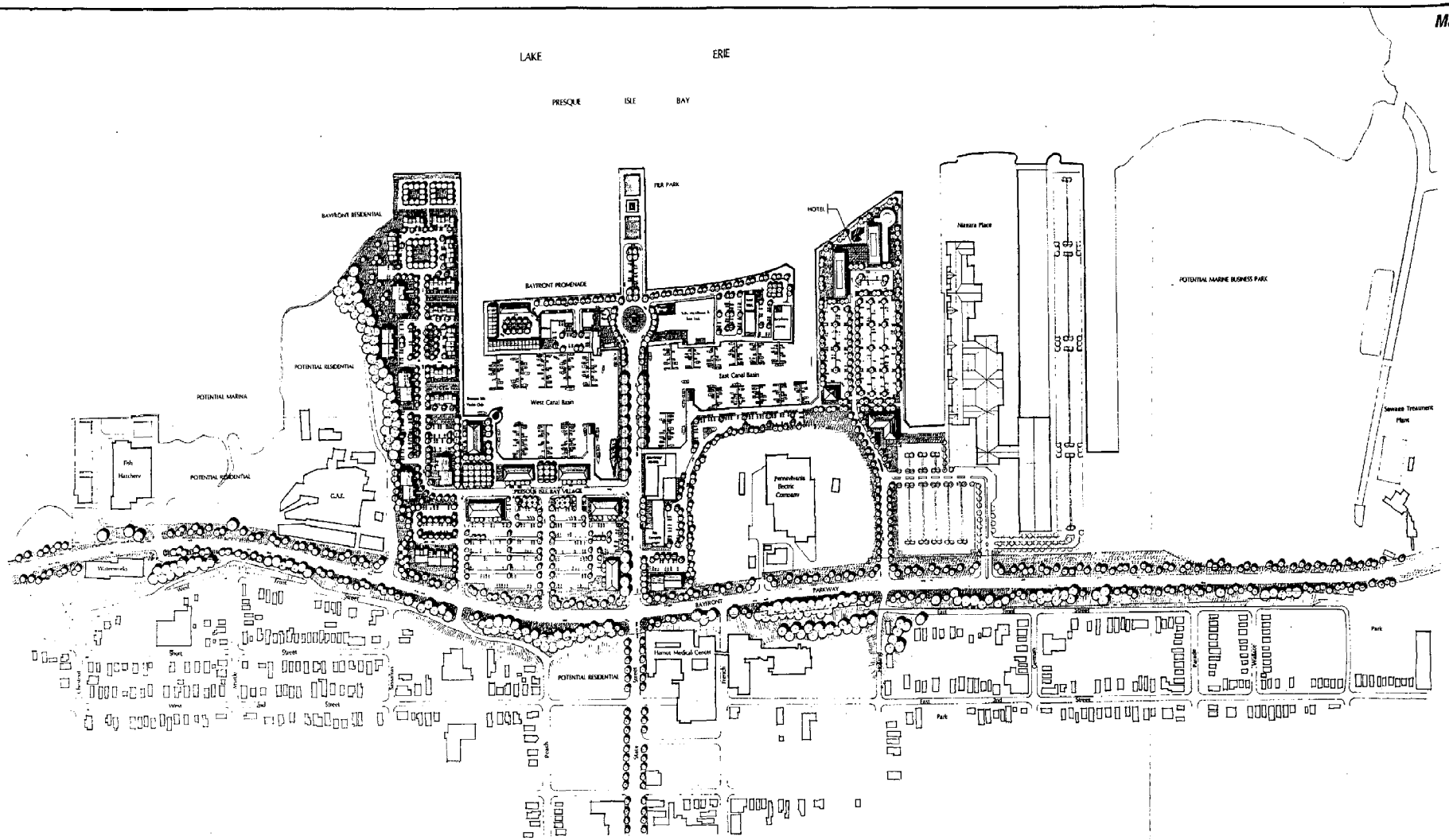
d) Longer-term development should include hotel and restaurant buildings located at the northern edge of the site, oriented toward the Bay; parking should be located away from the Bayfront. The location of people-oriented, activity generating uses (restaurant, retail and/or office) on the southern portion of the site will also be an important component of the overall development program; these uses will enliven the entrance to the hotel area and could create an intermediate destination/attraction along a future extension of the proposed waterfront pedestrian promenade.

e) If the feasibility of hotel development is significantly reduced as a result of a decision to abandon the Niagara Place proposal, office and marina sales and service uses can be encouraged as an alternative.

2. Pennsylvania Electric Power Plant (Penelec)

This industrial use is expected to remain on the waterfront for the forseeable future. Although its presence may limit the development potential/marketability of adjacent opportunity sites (Grain Dock, Litton), its impact on the character of the visual environment can be substantially improved through landscape screening.

a) Encourage Penelec to (1) provide a more organized arrangement of parking and outdoor storage functions and (2) improve the visual quality of its site edges with landscaping.



Erie Waterfront

ERIE, PENNSYLVANIA

Land Design / Research, Inc
Columbia, Maryland

Morton Hoffman & Company Inc.
Baltimore, Maryland

Scale: 1" = 100'
0 100 200 400 800
North

THE DOWNTOWN WATERFRONT

b) Encourage Penelec to consider the benefits of making the power plant a more positive element in the waterfront recreational experience by providing interpretive signing and building graphics.

3. The East Dock

Existing marine service and sales uses should be maintained in this area. However, joint public/private investments are needed to upgrade the character of the visual environment and create an attractive public use zone along the northern bulkhead.

a) Encourage existing property owners to improve the visual organization and appearance of the area by replacing over-scaled and poorly located signs; consolidating and landscaping parking facilities; and investing in exterior building renovation.

b) Invest public funds in replacing the deteriorated northern bulkhead; extend the bulkhead by 10' - 15' to allow the development of a pedestrian zone (including shade tree plantings, walkway paving, lighting, and street furniture) while preserving the potential for some on-street parking.

4. The West Dock

Support redevelopment of the publicly owned portion of the West Dock for residential/retail use as the first step in encouraging an expanded variety of people-oriented activities on the Downtown Waterfront. Encourage new indoor/outdoor retail and restaurant uses to locate on the ground floor of the privately owned properties closer to State Street.

a) Limited land availability and restricted access pose constraints on the intensity of development in this area. An emphasis on residential use is appropriate because of the relatively low parking demand created. The density and pattern of development should carefully balance parking/driveway coverage with landscaped amenity space to create a quality residential environment.

b) As on the East Dock, invest public funds in improving the deteriorated northern bulkhead; extend the bulkhead by 10' - 15' to create an adequate dimension for an access roadwith limited on-street parking, as well as an attractively designed pedestrian zone along the water's edge.

c) Encourage private property owners to upgrade the visual appearance of existing development by consolidating and landscaping parking; replacing over-scaled, poorly located signs;

providing attractively landscaped open space areas; and renovating exterior facades where necessary.

d) Create a continuous waterfront pedestrian connection linking the northern face of West Dock, State Street, and the southern portion of the West Canal Basin, while preserving control of access and security for private properties; use the public right-of-way to connect the proposed boardwalk paralleling State Street to the promenade along the north bulkhead.

5. Public Dock's State Street Corridor

Maintain the existing marine service/sales land use orientation of the eastern edge of the State Street corridor on Public Dock, encouraging private property owners to upgrade the visual character of development in conjunction with publicly funded streetscape and open space improvements.

a) Create an environment along State Street that is inviting and attractive to pedestrians by providing streetscape improvements including sidewalk re-paving, street tree plantings, pedestrian scale lighting, and the construction of a boardwalk along the edges of the East and West Canal Basins. Remove chain link fencing; explore alternative means of ensuring security and control of access without prohibiting public use and enjoyment of the water's edge.

b) Encourage private property owners on the east side of State Street to upgrade the quality of the street environment by consolidating and landscaping parking; replacing over-sized and poorly located signs; providing attractive "front yard" landscaping; and renovating facades.

c) Create an attractively landscaped cul-de-sac to establish a terminus at the end of State Street at the entrances to East and West Docks. Encourage architectural improvements to existing restaurants, and the expansion of restaurant use, in this area to create an attractive activity focus.

d) Close the north end of Public Dock to vehicular traffic, providing a landscaped parking lot at the end of State Street and a quality urban park area at the end of the Pier.

- Remove the observation deck and concession area; license push cart vendors to provide food and drinks.

- Provide central landscape panels with seat-high walls; include trees for shade, as well as flower displays and a pool/fountain for color and activity.

6. West Canal Basin

Promote the redevelopment of the southern edge of the West Canal Basin as an urban Waterfront Village, incorporating residential, office, retail, restaurant, cultural, and recreational uses.

a) Encourage private assembly and redevelopment of the southern edge of the West Canal Basin by assisting in identifying relocation sites for the pipe storage yard and the two existing marine uses. Promote the redevelopment of this highly accessible area to create a new "magnet" to draw residents and visitors to the waterfront.

- Ensure that marine uses which must be displaced find attractive relocation sites on Erie's waterfront.

- Develop community consensus in defining the appropriate role of the public sector in facilitating redevelopment.

b) Promote a mixed use redevelopment program including groundfloor retail specialty shops; arts and crafts galleries; restaurants; a possible small-scale maritime museum; and a bed and breakfast inn with residential and/or office uses on the upper stories.

c) Locate new development at the water's edge, with active groundfloor uses oriented towards the West Canal Basin, to create a well-defined, pedestrian-oriented waterfront zone.

- Fill the existing slips to provide easy pedestrian access along the edge of the West Canal Basin and create a more developable land parcel.

- Capitalize on the Basin's potential to become an attractive "inner harbor" with short views across the water to land based activities.

- Require the development of a continuous, public waterfront promenade as an integral part of the Village. Encourage the development of landscaped open spaces linking the promenade to inland parking areas.

- Consider providing public financing assistance in shoreline re-configuration, bulkheading, and promenade development.

d) Encourage 2-4 story development to create a pedestrian-oriented village scale and to prevent necessary support parking from dominating the waterfront environment.

e) Locate parking inland, away from the waterfront in carefully organized and landscaped surface lots.

- Encourage the development of access from State Street, through the redevelopment parcel, to the Erie Sand and Gravel site.

- Ensure that the new parking resource is adequate to serve other public and private attractions on Public Dock through cooperative agreements with the developer of the Waterfront Village.

f) Re-organize mooring facilities and boat slips within the West Basin to create more attractive shoreline views.

g) Consider assisting the developer in providing improved vehicular access to the area in advance of the construction of the Bayfront Port Access Road, if necessary.

h) Make provisions for a permanent berth for the Flagship Niagara in the event that the Niagara Place proposal cannot be implemented.

7. Erie Sand and Gravel

Encourage moderate density, multi-family residential development on this publicly owned site as soon as relocation of the sand and gravel operation can be completed.

a) Assist in identifying and making available alternative bulk material storage locations to speed the relocation of Erie Sand and Gravel operations (e.g., Cascade Docks, Ore Dock, Marine Terminal site).

b) Encourage landscape buffering of the adjacent GAF industrial plant site to minimize its potential negative impact on the development potential and marketability of housing.

c) Promote site plan coordination with the developer of the proposed Waterfront Village to ensure that (1) optimal vehicular access patterns can be established (e.g., through the Waterfront Village development) and that (2) a continuous waterfront promenade can be developed.

d) Promote 2 - 4 story townhouse and/or apartment development to balance parking/building coverage with landscaped open space and create a quality residential environment. Encourage a development pattern which provides greenway links from the inland portion of the development to the waterfront.

e) Encourage GAF's relocation to an inland industrial zone to enhance the character of the Downtown Waterfront environment and make additional land available for redevelopment in the longer term.

D. THE LOWER STATE STREET CORRIDOR

1. Mixed Use Approach

Continue to promote a mix of uses in new and rehabilitated buildings along State to capitalize on the potential for establishing a mutually beneficial relationship between downtown and the waterfront.

a) Encourage the development of a street environment which generates pedestrian activity and creates a functional link to the waterfront. Encourage street level shops and restaurants with office and/or residential use on the upper stories.

b) Encourage infill development on vacant sites. Promote the use of setbacks which are consistent with existing development to provide a sense of human scale and spatial enclosure on the street.

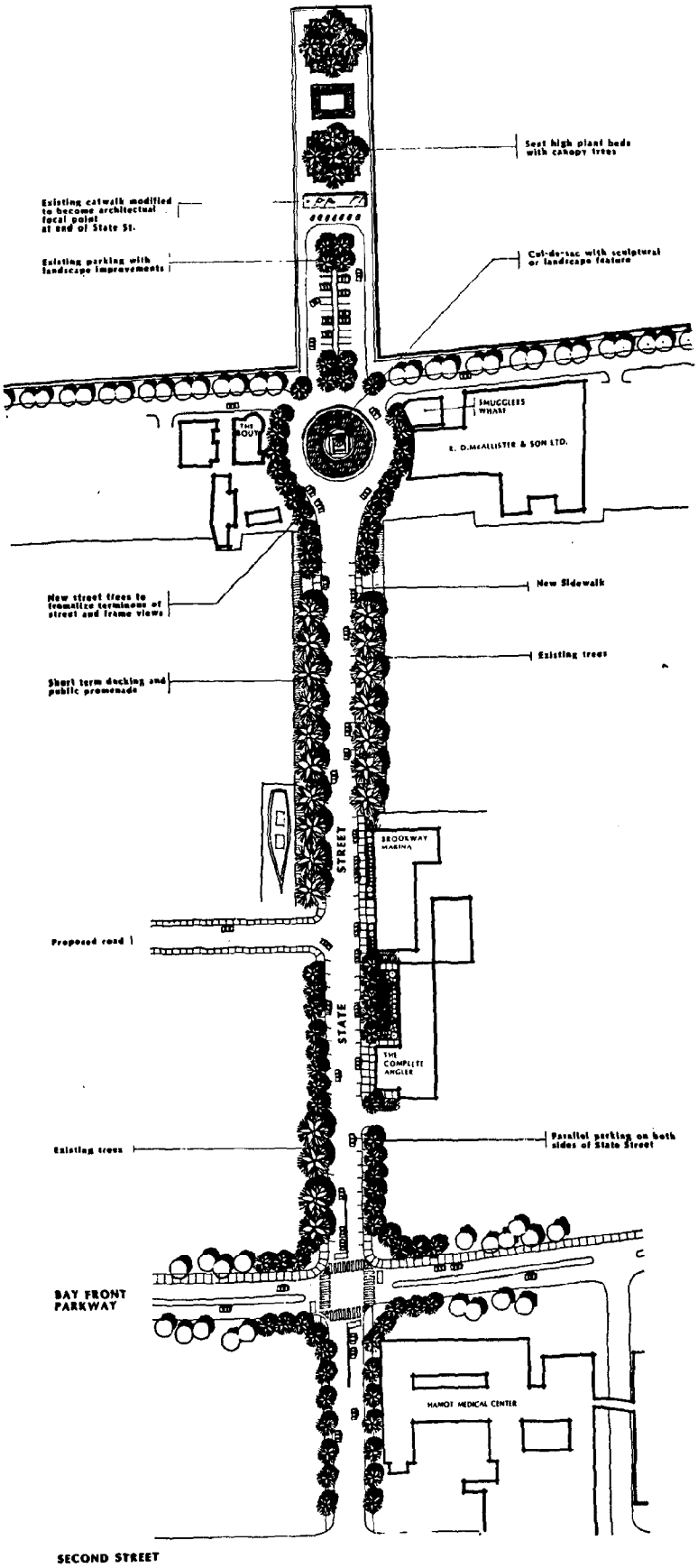
c) Promote residential use to build a downtown population which can support expanded retail activity and create an extended cycle of activity in the area.

2. Public Improvements

Take early action in implementing public streetscape improvements to serve as a catalyst for expanded private re-investment and new development by creating an attractive environment for people on the State Street corridor.

a) Create a quality pedestrian environment by providing street tree plantings, special paving, lighting, and street furniture.

b) Maintain parallel (rather than instituting angled) parking to reinforce the urban character of the downtown area and ensure safe and efficient traffic flow.



STATE STREET STREETSCAPE IMPROVEMENTS STUDY
ERIE PENNSYLVANIA

Prepared by: LAND DESIGN RESEARCH INC., COLUMBIA MARYLAND
JULY 1985

II. Implementation

I. ZONING AMENDMENTS

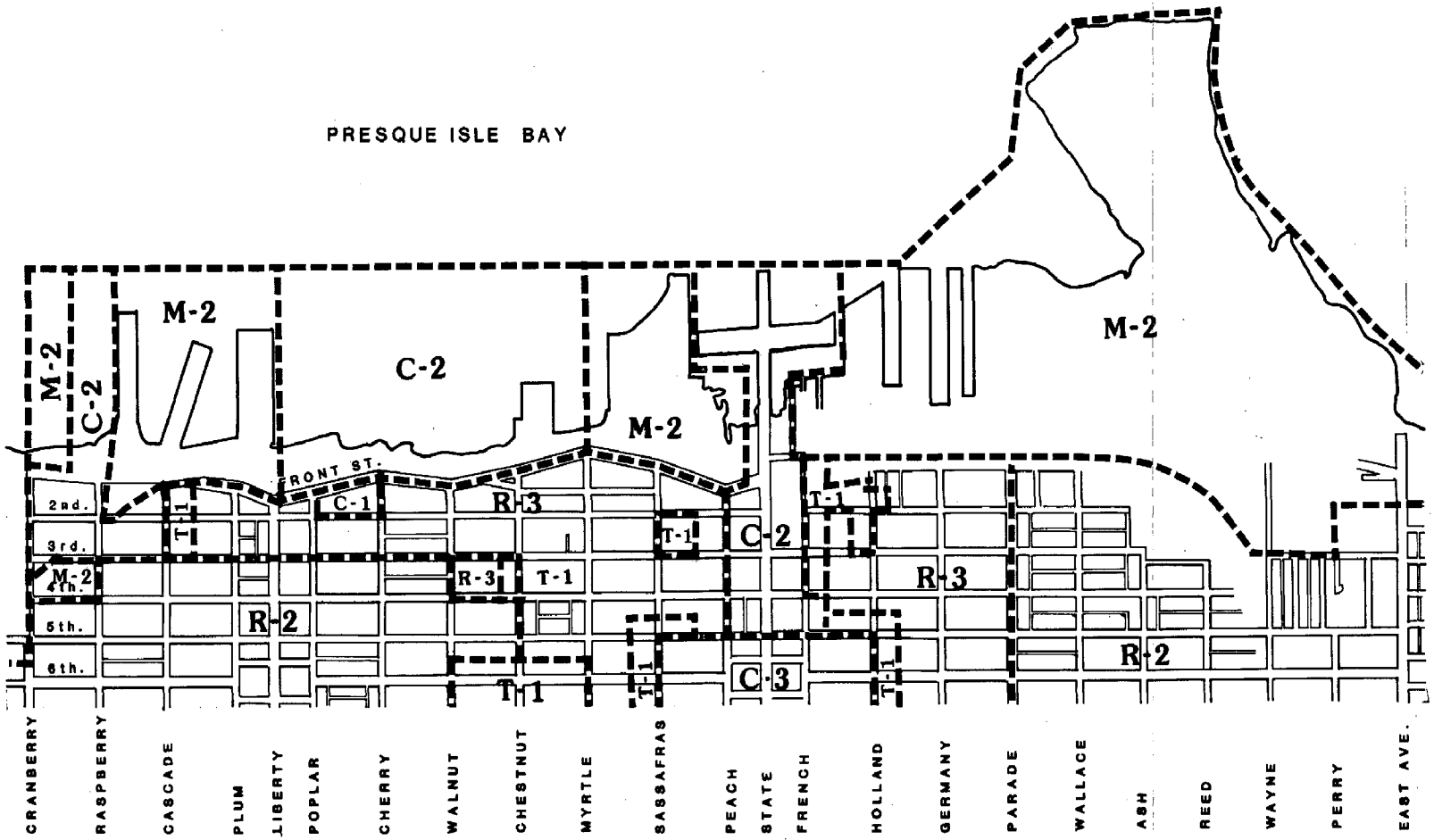
Once the plan recommendations outlined in the preceeding pages have been discussed and agreed upon, the Comprehensive Plan should be adopted by the City's legislative body as the official guide to development on the waterfront. The plan can then serve as the basis for modifying existing zoning provisions and for initiating the process of amending the zoning map.

In combination with the Comprehensive Plan, the amended zoning ordinance and map can help to promote desireable new investment on the waterfront, and ensure that development opportunities are used to maxiumum advantage, by clearly articulating the needs and desires of the community. This pro-active, rather than reactive, approach will help to establish a positive climate for development.

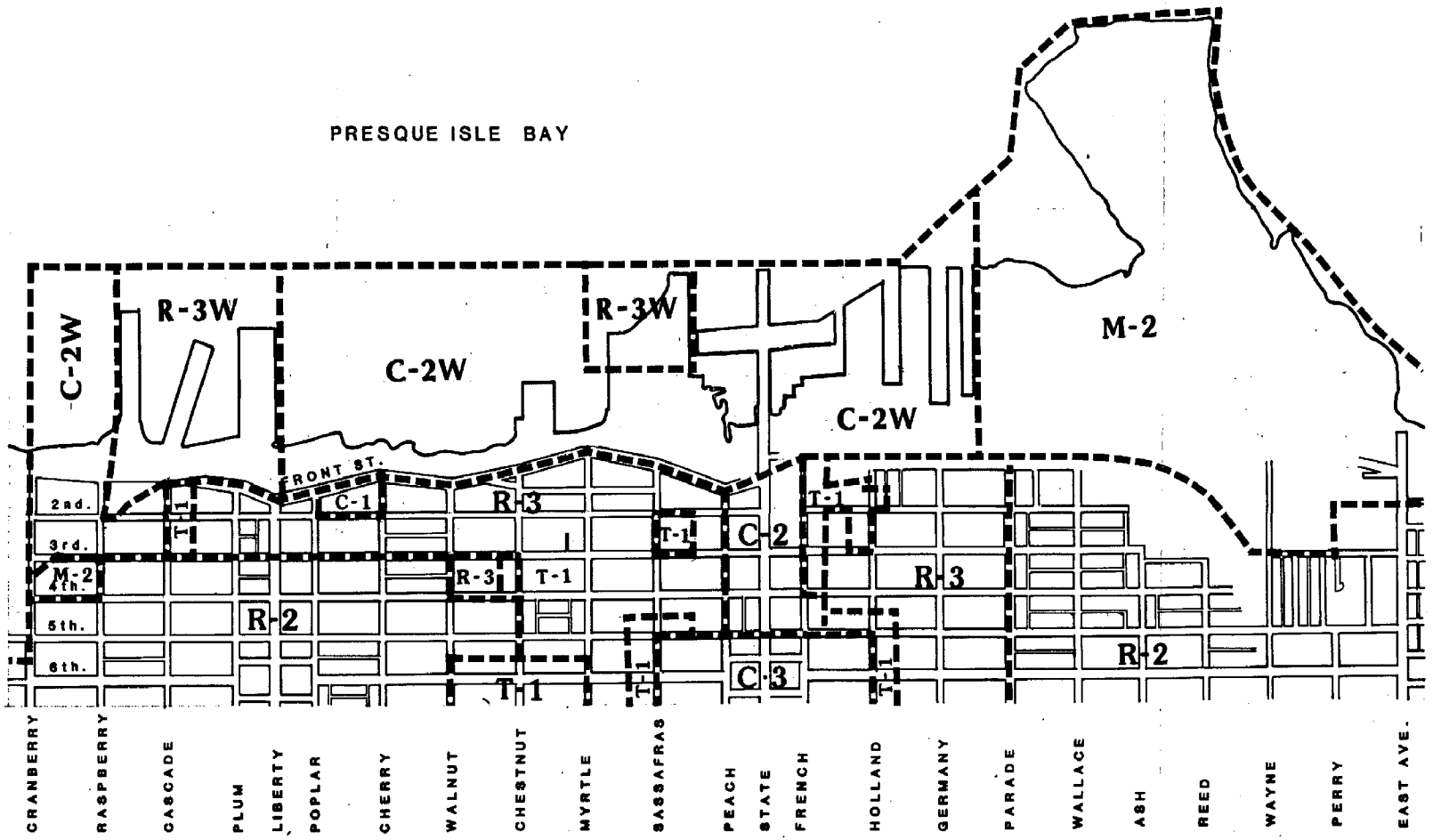
The re-zoning strategy recommended here focuses on the use of existing and modified zoning classifications as the simplest and most efficient approach for moving forward with the implementation of the Comprehensive Plan. Although more innovative zoning techniques -- which provide a greater degree of development flexibility and control -- are available, their use would require a major commitment of time and energy in drafting new zoning legislation, reaching the community consensus required for its adoption, and providing experienced administrative supervision. Although techniques such as the use of a Planned Development District are options which might be considered in the future, the City needs a regulatory tool for the waterfront which can be put into action now; thus, the modification and use of existing, traditional "as-of-right" zoning classifications is an essential early implementation step.

As illustrated in the accompanying map, re-zoning from M-2 (Heavy Industrial) to a modified R-3 (High Density Residential) classification is recommended for that portion of the West Waterfront between Cranberry and Liberty Streets. Re-zoning from M-2 to R-3-Waterfront is also recommended for the Erie Sand & Gravel site located in the Downtown Waterfront portion of the study area. With the exception of this parcel (Erie Sand & Gravel), re-zoning from M-2 and C-2 (General Business District) to a modified C-2-Waterfront classification is recommended for the waterfront zone located between Liberty and German Streets. This area includes the remainder of the West and Downtown Waterfront zones and the portion of the East Waterfront between Holland Street and the Ore Dock.

From the Ore Dock east, the existing M-2 zoning is maintained. However, it should be noted that M-2 zoning on the Ore Dock parcel is intended as a short-term measure only,



EXISTING ZONING



PROPOSED ZONING

allowing needed flexibility in providing alternative bulk storage re-location sites. In the longer term, when all bulk storage is consolidated at the Marine Terminal site (including the vacant parcel to the south of the existing facilities), the Ore Dock should be re-zoned to C-2-Waterfront.

A. HIGH DENSITY RESIDENTIAL - WATERFRONT (R-3-W)

Erie's existing R-3 zoning classification allows as-of-right multiple family residential development at densities which are generally appropriate for the waterfront. However, the 100' (8 story) maximum permitted building height is greater than the 2-4 story height which the Comprehensive Plan recommends for waterfront development. As a result, it is recommended that the R-3 height limitation be modified to 50' (4 stories) to create a High Density Residential - Waterfront classification. Conditional uses might also be modified to disallow funeral homes, hospitals, and nursery business schools.

B. GENERAL BUSINESS - WATERFRONT (C-2-W)

The City's existing C-2 classification permits the mix of retail, service, office, residential, hotel, recreational and entertainment uses recommended in the Comprehensive Plan for the majority of the waterfront -- especially the Downtown Waterfront zone. However, some important modifications must be made to the language of the existing C-2 ordinance before it is applied to the waterfront. These include:

1) Permitted Uses: The C-2-Waterfront classification should exclude the following uses permitted in the C-2 zone.

- Automobile sales
- Radio and television broadcasting stations and studios
- Signs/outdoor advertising
- Used car sales lot

In addition, the following conditional uses should be excluded:

- Adult book stores
- Adult motion picture theater
- Adult mini-motion picture theater
- Animal care
- Drive-in businesses
- Massage parlors
- Mobile home and trailer sales
- Pool or billiard hall
- Service garage

2) Lot, Yard and Height Requirements: To be consistent with the modified R-3-waterfront zone, the maximum building height in C-2-Waterfront should be amended to 50' (four stories).

3) Off-street Parking Requirements: Although the language of the ordinance does not now require that off-street parking requirements be met on site, Article Three, Section 302 could be modified to clearly permit and encourage the development of shared, consolidated off-site parking to serve new waterfront land uses.

C. SITE PLAN AND DESIGN REVIEW

The preparation of site planning and design criteria for waterfront development, and the adoption of a site plan and design review requirement for the C-2-W and R-3-W zones, are recommended to ensure planning coordination and a consistently high quality of development. Waterfront site plan and design review criteria should address, for example, the location and relationship of land use components; the provision of site amenities (plazas, promenades, landscaped open space, public waterfront access); the location, screening, and landscaping of off-street parking areas; the size, placement and design of signs; the location and screening of outdoor storage and mechanical equipment; site lighting; and compatibility and continuity in architectural design.

Plan submission and review requirements must also be outlined as part of the waterfront site plan and design review process. This process usually includes three phases:

1. A pre-planning conference during which public objectives, guidelines, and initial development concepts are discussed;

2. A preliminary plan submission which illustrates building locations, parking and service areas, and site circulation; grading, drainage, and utility plans; lighting, signage, and landscaping, including schematic designs for public amenity areas such as promenades and plazas; proposed exterior architectural treatments, including materials and colors; and square footage tabulations for all new construction; and

3. A final plan submission which incorporates review comments received in the prior submission phase and, when approved, represents the specific plan to which all construction must conform.

Even before the site plan review process is established as part of the zoning ordinance, the City can begin to exert greater control over the quality and character of waterfront development by utilizing the leverage provided by extensive public land ownership. This added control can be achieved by incorporating land use and development guidelines into the disposition agreements which outline the terms of land transfer from the public to private sectors.

II. PHASING

The Waterfront Comprehensive plan will also serve as basis for defining the nature and phasing of public improvements which can serve as a catalyst for private investment by providing an enhanced development environment. In addition, it will serve as an agenda for public efforts in soliciting developer interest and facilitating relocation, where necessary.

Recommendations for the phased implementation of the Comprehensive plan are summarized below. Recommended Phase One activities are defined quite specifically, while the description of later phases is more general to underline the importance of maintaining the flexibility needed to deal with changing circumstances.

A. Phase One (1986-1990)

1. Public Improvements: The first phase of master plan implementation focuses on improvements to the quality of the public environment along the State Street corridor and on Public Dock. These improvements are intended to support the private investment already underway on lower State Street; serve as an incentive for upgrading existing development on Public Dock; and improve public access to the waterfront.

a) Streetscape Improvements: Sidewalk re-paving, street tree planting, pedestrian-scale lighting, street furniture; re-design of the State Street terminus at the entrance to East and West Docks including landscape focal point.

b) Re-design of Pier Park: Landscaped parking area to the north of the State Street terminus; removal of existing pierhead structures. Improvement of pierhead as a quality urban open space, including special paving; raised planters with shade trees, floral displays, and water feature; railings, lighting, and street furniture.

c) Waterfront Access Improvements: Re-construction and expansion of north bulkhead on East and West Docks, including development of public promenade with street tree plantings, paving, lighting and street furniture. Water edge boardwalk/promenade with short term docking paralleling State Street adjacent to East and West Canal Basins; removal of chain link fencing.

d) Open Space Improvements: Demolish grain silos; grade and seed Grain Dock for interim open space use.

2.) Planning and Design: Concurrent with development of detailed design and construction drawings for the public improvements described above, a design guidelines document should be prepared to assist property owners on Public Dock with desired private improvements, including the consolidation and landscaping of parking areas; the replacement of signs; front yard landscaping; and facade renovation.

At the same time work should begin on drafting the site plan and design review criteria which will form the basis of the public review process for future waterfront development. In addition, land use and development guidelines should be prepared for publicly owned properties which may be transferred to private control in the short term; these guidelines can then be incorporated into land disposition agreements.

3.) Policy Decisions: A number of crucial policy decisions must also be made in the earliest phase of plan implementation. These include:

a) Niagara Place: Decision concerning implementation feasibility of original Niagara Place proposal; further research on feasibility of locating the proposed Great Lakes Maritime Museum at Litton Industries site; decision concerning permanent locations for museum and Flagship Niagara.

b) Proposed West Dock Condo/Retail Development: Approve Erie Waterfront Development Group's proposal for West Dock subject to site plan/design review to ensure that overall waterfront objectives are maximized.

c) Marina Development Proposals: Select marina development proposals for approval at designated Comprehensive Plan locations subject to site plan review; prepare design/development standards.

d) Waterfront Village: Define appropriate public role in implementation of the proposed Waterfront Village concept (possible public assistance in land assembly).

4. Other Planning Initiatives: A number of additional planning efforts must also be undertaken in Phase One, although some may only be completed within subsequent implementation phases.

a) Erie Sand and Gravel Relocation: Assist in facilitating the early relocation of Erie Sand and Gravel by identifying alternative bulk material storage sites (including Liberty Dock, Ore Dock and Marine Terminal site). Determine costs and circumstances under which bulk storage can be consolidated at the Marine Terminal site; establish time table for accomplishing this objective.

b) Soliciting Private Developer Interest: Evaluate alternative structures for managing the waterfront re-development process (e.g., public/private development corporation; master developer). Initiate efforts to solicit private development interest in waterfront housing and mixed use projects. Define development guidelines/requirements which should be incorporated in transferring ownership of public properties for private development.

c) Waterfront Village: Prepare a more detailed illustrative development plan as a tool for eliciting developer interest. Assist in relocating existing uses by identifying attractive alternative sites. Identify funding resources and appropriate public/private cost sharing arrangements for shoreline reconfiguration, bulkhead improvements, the development of the pedestrian promenade, public parking, and any necessary short-term access improvements.

d) Penelec Improvements: Work with Penelec to encourage improved site organization, maintenance, and landscape screening.

e) Bayfront Port Access Road: Continue working with appropriate state agencies on implementation funding; propose design modifications to provide landscaping and an off-street pedestrian and bicycle pathway.

B. Phase Two (1991 - 1995)

1. Complete construction of Bayfront Port Access Road.

2. Begin first phase of Waterfront Village development.

3. Begin construction of housing at Erie Sand and Gravel site.

4. Consolidate bulk material storage at Marine Terminal (if not already accomplished).

5. Begin development of park/open space at the Ore Dock site.

6. Continue to encourage marina development/expansion as appropriate.

C. PHASE THREE (1996 - 2000)

1. Hotel construction on Grain Dock site.

2. Housing development at Cascade Docks, if not initiated in Phase II.

3. GAF relocation and expansion of housing to west of Erie Sand and Gravel site.

4. Continuing phases of Waterfront Village development.

III. ORGANIZATIONAL ARRANGEMENTS

Many communities have established different forms of public-private or quasi-public development corporations. Some of these have utilized a master developer. In Washington, D.C., a report prepared by Morton Hoffman and Company, Inc., in November 1982, for the Greater Washington Board of Trade (89 pages, plus Appendices), recommended a management entity for downtown development, composed of public and private members, which requires support by such financing sources as tax increment financing or a special tax district. Two approaches toward this (presented in greater detail in the 1982 report cited) are discussed briefly below, in order to examine whether alternative organizational arrangements which have proved effective in other cities would be appropriate for Erie.

A. BALTIMORE APPROACH

Baltimoreans witnessed the emergence of an urban renewal coordinator in 1985, the institution of the Baltimore Urban Renewal and Housing Agency in 1957, its evolution to a Department of Housing and Community Development, and the establishment of a physical development coordinator in the Mayor's office in 1963. Today, the constellation of Baltimore development agencies include a physical development coordinator, the Charles Center-Inner Harbor Management Corporation, the powerful Neighborhood Project Administration (NPA), successor to the Department of Housing and Community Development, the Baltimore Economic Development Corporation, and the more recently instituted Market Center Development Corporation. A strong Mayor form of government, a tradition of Mayors as active participants in community and downtown redevelopment, a present Mayor with 14 years' experience of "running a tight ship" and working with and challenging the business community, and use of innovative financial and managerial practices has been crucial to Baltimore's transformation of its downtown from a deteriorating, stagnant one to one of the most successful.

Following the institution of the innovative plan for Charles Center in downtown Baltimore in 1958, under the auspices of the Planning Council of the Greater Baltimore Committee, Inc., Charles Center Management, Inc. was established in 1959 as a semi-autonomous unit of the then Baltimore Urban Renewal and Housing Agency. The agency soon became accepted as an able and independent practitioner of guiding developments under a master plan and utilizing a design review board of outstanding architects. Following the preparation of a plan and program for Baltimore's Inner Harbor for the Planning Council of the Greater Baltimore Committee in 1964, Charles Center Management's responsibility was expanded to include the Inner Harbor area.

The current President and Chairman of Charles Center-Inner Harbor Management, Inc. (CC-IHM) have long served in these roles.

CC-IHM, Inc. operates under an annual contract with the city, and is relatively free to carry out management decisions and implement the policies of the city regarding downtown renewal. This approach circumvents, to some extent, detailed public agency procedures found in most other urban renewal projects. The city has advanced a revolving fund from which the corporation pays its expenses and which is reimbursed by the city monthly.

The city government--acting through the Major and the NPA Commissioner--establishes the policies under which the corporation conducts its activities. The corporation provides a mechanism through which the business community can become involved with the execution of projects, and the corporation's

unique arrangement with the city enables it to occupy a third-party role when appropriate. This feature of Baltimore's downtown development program has been indispensable to the corporation's success in attracting developers and enabling them to achieve the city's objective.

NPA has responsibilities for those segments of the downtown area outside the jurisdiction of Charles Center-Inner Harbor Management, Inc. NPA and CC-IHM have been able to take advantage of many innovative development, financing, and rehabilitation procedures which Baltimore has devised and used, including a number of below-market lending programs as well as grant programs. The latest device used in Baltimore to assist citywide and downtown development has included the City Trustees. Utilizing capital funds appropriated for a variety of economic and municipal development purposes and programs, this two-person group selected by the Mayor and authorized by the Board of Estimates undertakes financing services and assistance that might be offered by a development loan and grant bank. The Trustees function where normal banking and financial operations are not available or where the traditional institutions would not regard the project as prudent or feasible.

Baltimore has made use of UDAG grants, Community Development Block grants, Industrial Revenue Bonds, and similar programs, sometimes in conjunction with each other. Baltimore also has pioneered in arrangements in which it has granted below-market-rate financing and unusual land cost writedowns in return for receiving a portion of the profits from different development projects. This was done, for example in the case of the Hyatt Hotel at the Inner Harbor, and in the highly profitable and well-known Harborplace retail facility.

In Baltimore, there are two design panels which guide and monitor urban design in the Central Business District. The Architectural Review Board is the panel that evaluates all projects falling within the jurisdiction of Charles Center-Inner Harbor Management, Inc.

The Charles Center-Inner Harbor area has no separate zoning, but falls under the provisions of an urban renewal plan. This plan gives authority (through the NPA Commissioner) to purchase or condemn land by eminent domain for sale to developers, under a disposition agreement. The latter spells out in particular detail the controls which are placed on the site (height, use, etc.) Baltimore's approach is similar to the Planned Development District described by LDR, but has the punch of eminent domain behind it. The City's overall zoning law remains applicable; each urban renewal area plan amends the zoning law. The disposition plan then proceeds to a greater level of detail.

B. DENVER APPROACH

Downtown Denver has been acclaimed by Neal Pierce, syndicated columnist, as "the state of the art in downtown development organizational relationship in the 1980's." In 1980, Downtown Denver, Inc., the city's 25-year-old traditional downtown association, was reorganized and a new private-sector leadership forum, The Denver Partnership, with a board of 110 business leaders was established. Under this new Partnership umbrella, Downtown Denver, Inc. re-emerged as the management entity for the 56 square blocks around the mile-long 16th Street Mall.

The Denver Partnership in turn has formed a second subsidiary, called Denver Civic Ventures. A charitable, public-purpose group, its task is to improve the quality of life of the inner city by fostering high-quality urban design, historic preservation, and the development of downtown housing. Denver Civic Ventures' urban design team proposed major revision in the long-planned 16th Street Mall, to make it a more lively and attractive place, and for the lower downtown area, design guidelines for renovation, new construction and streetscape improvements. Moreover, the same design team offers advice to developers on how they can shape their plans to promote mixed uses, enhance the cityscape, and build an environment attractive to pedestrians. This amounts to an informal design review.

Downtown Denver established a process involving merchants, developers, architects, property owners, and public officials in drawing up a major new zoning code which offers various incentives. Greater height allowances are permitted if public-purpose amenities are established, such as ground-level, pedestrian-level oriented retail space, historic preservation, and open plazas.

The Denver Partnership also has established the Denver Business Challenge. This group was created to "stimulate, promote, and recognize increased commitments by Denver area businesses to public-purpose investment and philanthropy. Through Denver Civic Ventures staff, and a network of corporate community affairs professionals, the program also provides technical assistance to businesses wishing to create new programs or improve existing ones."

The Denver Partnership also established a formal cooperative agreement with a new research center at the Graduate School of Public Affairs at the University of Colorado at Denver.

Denver has instituted also a "Triangular Partnership Program." this refers to the business and foundation community, the neighborhoods, and the city government. The first tangible joint venture involving this tripartite leadership has been the

establishment of a Denver Family Housing Corporation. The main objective of the Family Housing Corporation is to create a revolving second mortgage loan fund, which works in tandem with the single-family tax-exempt mortgage revenue funds of the City of Denver and the Colorado Housing Finance Authority to lower monthly mortgage payments. The program includes also a housing counseling service, which employs professional housing counselors through neighborhood-based organizations.

Finally, Downtown Denver, Inc. and the city and county of Denver activated a Mall Management (special downtown assessment) District in 1983. The District, covering a 56-block area, assesses property owners relative to the benefits accrued from the completed Mall. An economic benefits study identified the ratio of benefit to property from Mall improvements, and the management and maintenance services proposed by DDI. This study, funded by a foundation grant, was used to draw final district boundaries and establish assessment rates. To activate the assessment district legislation, signatures must be obtained from property owners representing at least 35 per cent of the assessed land valuation within the District. DDI, under contract with the City, provides various management and maintenance services within the District. The Mayor appoints the Mall Maintenance District Board of five members after appropriate petitions are filed with the City.

C. The Purpose, Functions, and Financing of a Management Entity

Various groups in Washington, D.C., including Mayor's Downtown Committee, urged a public-private management organization be established to manage and coordinate downtown activities, including implementation of the downtown plan. the management entity is envisioned as serving a needed coordination role, and also as capable of serving as a provider of services where gaps exist.

Functions recommended for consideration by the management entity included:

1) Technical assistance - a one-stop source of information on downtown activities and to guide business to relevant programs and agencies;

2) Design review system and review panel;

3) Other planning and design activities;

4) Public space improvement studies and financing, and coordinating with other District agencies;

5) Economic development

6) Maintenance and security

7) Parking and transportation services

8) Special transit - assistance in funding a special downtown Transit Shuttle;

9) Promotional activities; and

10) Joint development - to assist in achieving difficult objectives, the management entity could assist private developers with financial tools or actually participate in development.

As the list of functions set forth was far-reaching and ambitious, the proposed D.C. plan wisely emphasized that: (1) initially, only limited functions be assumed, such as coordination, promotion, and ongoing planning and design initiatives; (2) a professional staff, associated with the Executive Office of the Mayor, be established to support the management entity; and (3) a small informal group, anchored by the Office of Planning and Development and with private sector participation, be established to advise the Mayor on the structure and composition of the management entity and to provide continuity of oversight during the period between submission of the plan and its adoption. The District of Columbia now has a Downtown Partnership.

In its report, Morton Hoffman and Company, Inc. suggested that design review approval be required only with respect to projects which receive some form of governmental assistance, such as urban renewal, or granting some form of bonus or incentive. In all other cases, design review would be advisory to the applicant.

IV. FINANCING OPTIONS FOR PLAN IMPLEMENTATION

How can a management entity for a downtown, or a Waterfront District, be financed? Financing options are many, including those which redirect present resources and those which take advantage of new sources. For an entity with initially circumscribed functions which are closely aligned with the goals of the City of Erie, it might suffice to have the entity operate on a simple contractual basis with the City, with the funds coming from general tax revenues. (Supplemental assistance from private sources, foundations, or the state also might be appropriate for the first two years.) When the responsibilities of the entity increase, however, other sources of financing are necessary, particularly if and when the management entity has the responsibility for capital expenditures. The first of these could involve a special tax on property owners in the affected waterfront district, which can take the form of a special assessment district. A second approach could be the establishment of tax increment financing. These two approaches are discussed below.

A. Special Tax District

Special tax districts are a very old idea in the United States. School districts, metropolitan water and sewer districts, fire protection districts, and the San Francisco BART (Bay Are Rapid Transit) district are all examples of special, single-purpose taxing districts. In all instances, those paying for the service are those benefitting from it. In the case of units of general government, however, the beneficiaries of services are not as clearly linked to those paying the taxes. Special taxing districts provide the means for funding special services which may not be within the capability of the priorities of the local governmental unit.

The goal of a special tax district (or special assessment district) is to draw on additional sources of revenue for services, the benefits of which directly accrue to those paying the tax. Opposition to paying for a specific service is usually considerably less than that for a general tax increase. Usually, these services are those which are above and beyond those generally provided. For the waterfront area, the special tax district would be used to fund the activities of the management entity. The presumption is twofold:

First, that there exists a consensus among property owners within the affected area that certain services are necessary and/or desirable; and

Second, that the benefits to be provided by the management entity will largely accrue to those in the subject area.

If the first of these postulates is not true, the district will probably not succeed; if the second is not true, it may succeed, but is not the appropriate vehicle.

The International Downtown Executives Association (IDEA) identifies five key elements of a special tax district.

1) It exists as an organized entity with definite geographic limits;

2) It is essentially a unit of local government for a special purpose or purposes;

3) It has 'substantial authority' to develop and implement its own plans, although it must usually operate in concert with the unit of general government;

4) It has the authority to levy (or cause to be levied a tax within its boundaries; and

5) It is created to provide services over and above those of the unit of local government, rather than substituting for those services.

New Orleans and Denver are examples of special tax districts. The City of New Orleans created a special district to develop and implement a plan for the downtown development area. The District operated with a 1981 budget of just over $2 million, supported by a supplemental property tax of 18.25 mills. Approximately one-third of that budget is allocated to a debt service reserve for certain capital projects--sidewalk improvements, a pedestrian mall, and an information referral system. The bulk of the remaining funds goes to support special downtown services--extra police, sanitation, a subsidy for the CBD shuttle and various special projects.

The District has an interesting relationship with the City of New Orleans. All services, such as police, sanitation, etc. are purchased from or through the City. The District's funds are maintained by the City structure, albeit in separate accounts, and the District tax is levied by the City. The District can issue bonds for capital improvements, backed only by the taxing power of the District. While such bonds must be authorized by the City Council, they do not constitute general obligations of the City of New Orleans. The District has both autonomy and dependence on the City.

A second example is the Mall Management District in Downtown Denver, described previously.

Special tax districts offer the potential of significant new resources for public improvements. There must be directly

identifiable benefits to being located in such a district. Otherwise, the existence of a supplemental tax will serve as a disincentive to locating in the district. Erie also must consider the possibility that, by creating a separate governmental unit with a certain autonomy, a potential for conflict will be created. The district could take a position contrary to that espoused by the greater City. A mechanism for resolution of such a conflict must be provided. The functions of the City and the tax district must be sufficiently defined and meshed so that there is minimal confusion and fragmentation of government.

Creation of a special tax district for the waterfront district also can have fiscal implications for the City. While the creation of the special district does not eliminate the city's power to tax property in the district, and while the bonds issued by the district are not general obligation bonds, the rating agencies will still consider the existence of multiple taxing authorities in their determination of the repayment capability of the jurisdiction for its bonds.

B. Tax Increment Financing

Tax increment financing is a tool generally used to finance capital improvements. It depends upon a bonding concept, pledging an anticipated future income stream to the repayment of a bond issued to finance those improvements.

Under a tax increment financing (TIF) scheme, a jurisdiction creates an artificial tax boundary, or district, containing a known amount of assessable property. The total assessment at the creation of the district is referred to as the "base" value. Bonds are issued by the district or by the City for the provision of certain improvements in the district. Those improvements are presumed to spur additional development in the district. The "increment" of tax assessments over the base is taxed at the citywide tax rate, and that tax increment is used to repay the bonds. When all bonds have been repaid, the district is dissolved and the tax increment reverts to the city.

Bonds are often revenue bonds, repayable only from the increment in taxes generated in the district. They may or may not be general obligation of the city. In addition, the entire tax increment need not be pledged to the repayment; and a proportion could be specified as the amount available for repayment.

Tax increment financing (TIF) has had somewhat different purposes and rationales in the different jurisdictions in which it has been applied. (MHC does not know whether TIF is legally possible in Pennsylvania.) In some places, such as Wisconsin, which have many overlapping layers of government, TIF was

designed in part to allow the jurisdiction making the capital outlay to benefit fully from the fruits of that outlay.

In other jurisdictions, TIF is seen solely for its primary intent, which is to "bootstrap" the area. Future private investment, made possible by the provision of public infrastructure, is used to pay off the costs of that very infrastructure. In essence, the tax-increment district makes a bet that development encouraged by the provision of public facilities will be more than enough to pay the costs of those facilities.

Although now authorized for about 37 states, tax increment financing has been especially popular in four states--California, Minnesota, Florida, and Wisconsin. Minnesota's legislation is limited to special-purpose TIF districts, ones set up to finance the activities of port authorities, industrial development corporations (IDC's), etc. The activities of this type of entity are readily suited to a TIF scheme. Improvements by port authorities and IDC's must often be made "up front" in order to attract users--many industrial development corporations buy and prepare land for industrial parks in the hope that they will then be able to attract tenants. TIF provides them the tool for financing those improvements. The viability of this method, however, is only as good as the confidence of the buyer of the bonds in the probability that the development generated will be able to pay off the bonds.

In Cedar Rapids, Iowa, a downtown TIF district created in 1976 financed, among other improvements, a library, a 500-car parking garage, and a ground transport center. In Clearwater, Florida, a downtown TIF district was established in 1981 to support various public projects. It was claimed that within five years, the tax increment will be greater than that needed to pay the debt service, and that the bonds will be retired within 20 years.

In Milwaukee, the city constructed downtown parking plus a number of elements of a pedestrian circulation system, including skywalks and riverwalks. The private sector responded with a $17 million increase in the assessable base in the form of a new hotel.

Tax increment financing has sometimes been seen as a new-found source of revenue. It is not. TIF serves the sole (and important) function of more closely linking the costs and benefits of public infrastructure development. If the district is not a success, the bondholders stand to lose their stake.

Consequently, the costs of revenue bonds for TIF will be significantly higher than those for G.O. bonds for exactly the same project.

However, TIF does have the distinct advantage of sending a clear message of commitment to the private sector. It ensures a continuity of that commitment, by formalizing the tie between revenues and expenditures within a given district. This constancy of purpose is important to those in the private sector making long-term commitments of large sums of capital; therefore, the expression of commitment may encourage development which would otherwise not take place.

At the same time, the entire increment should not be earmarked to the tax increment district. Presumably, the financial, social, and cultural benefits of development in the district will accrue to the entire municipality. The benefits of a livelier waterfront are felt by all Erie residents. Therefore, the majority of the tax benefits that flow from the tax increment district also should accrue to the larger unit of government. If a tax increment district is established, only a specified portion of the assessment increment should be earmarked, with the possibility that the percentage share for the special waterfront district should rise over time as the functions and responsibilities of the management entity increase.

Reducing the proportion earmarked for repayment of the TIF bond, however, does have its disadvantages. Particularly in the case of a revenue bond, the tax increment is the main resource the bondholder looks to for repayment. To the extent that a lesser portion is available to repay the bonds, the risk associated with that bond (and thus the interest rate the jurisdiction must pay) will be higher. At some point, it might actually become prohibitive to sell TIF bonds, if too small a portion of the tax increment is allocated to repayment of the bonds.

TIF is a tool for financing capital programs. Within the framework of the management entity, it should not be used for financing operating or recurring expenses. As with any other bond mechanism, TIF uses a future revenue stream to pay one-time expenses. The rationale is that future generations will benefit, and should pay part of the costs. To the extent that activities of the management entity satisfy the future benefit test, or relate to planning for, or establishing and administering the TIF program, they could be considered for TIF financing. However, the day-to-day administrative functions of the management entity should be financed by regular operating funds, or a special tax on property owners.

If a public-private Waterfront District Management entity is set up, then Erie City financing of the entity under a contractual arrangement would seem advisable for the initial and continuing operating expenses. (Because of the role of the State for certain coastal zone functions, and the Port Authority, perhaps these two groups could share these costs.)

For capital improvement expenditure financing, a special assessment district and tax increment financing are logical vehicles to be considered. Legal considerations should be examined. The management entity should be formed by the Mayor and City Council, and have a board of seven members appointed by the Mayor, with Council approval. Half should be from the private sector and the remainder from the public sector. It should have a highly qualified Director, experienced in both the private and public development sectors. The management entity will not replace the function of any existing business organizations and their interest in the Bayfront area, nor of any existing public body, with specific statutory responsibilities affecting the waterfront area. It would be advisable for the management entity, if established, if its functions are kept small and discrete for its first two years of operation.

C. Financial and Tax Incentives

It is generally accepted that public incentives for downtown or waterfront district development can reduce the developer's risk or otherwise positively affect the developer's cash flow, leverage, or taxes. As noted by the Urban land Institute, "they can be applied at any point in the development process--planning, land assembly, financing, construction, marketing, or property management--and can take many forms. These include direct assistance to developers, involving property acquisition by eminent domain and land disposition with land-cost write down; public improvements; or measures to cut red tape and construction time. In the majority of conventional urban renewal projects throughout the country, land-cost writedowns, construction of public infrastructure, tax abatement, and tax increment financing have been the major tools. However, this picture is now changing as localities and states experiment with new programs of urban economic development, local public-private partnerships, revised Federal tax laws, and a shrinking Federal role in financing city rebuilding.

Two important financial and tax incentives, special tax or assessments districts and tax increment financing, have been discussed above. Other possible financial incentives applicable to the Erie waterfront are: investment tax credits; differential assessments; tax abatement; industrial revenue bonds; mortgage revenue bonds; and the Urban Development Action Grant (UDAG) program. Investment tax credits, industrial revenue bonds, mortgage revenue bonds, and UDAG grants are all desirable. Special state grants should be considered. Density bonuses--authorizing increased development on a site in return for the provision of certain desired and specified amenities--also could be considered.

V. CONCLUSION

Various forms of public/private sector organizations have been discussed in this chapter. In Erie, a non-profit development corporation could be established, with public and private representatives. This group could have a staff, and utilize, or not, a master developer. Alternatively, a management entity with public and private board members could be set up, as in baltimore, Denver, or Washington, D.C., which has considerable autonomy, but is closely aligned to the city government and the Mayor's office. The management entity could have a staff and consultants, and undertake a competition (with objective criteria), soliciting developer proposals for selected developable parcels in the waterfront area.

As the Urban Land Institute noted in a 1982 report, "urban waterfront development will continue to call for cooperation between public and private development interests. Co-development arrangements with local governments sharing the risks and financial profits of development will become more prevalent." Financing the overall Bayfront development over a 15- to 20-year period will require consideration of a variety of approaches, some of which have been described in this chapter. Clearly, a comprehensive plan should be adopted, implemented, and periodically updated.

Appendices

VI. REFERENCES

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10. Hammer, Siler, George Associates, "Port and Bayfront Development Potentials; Erie, Pennsylvania," Erie-Western Pennsylvania Port Authority, Erie, Pennsylvania. 1982

11. Keystone University Research Corporation, "Plan for a Pedestrian and Bike Path in the Erie Bayfront Area", June 1982.

12. Keystone University Research Corporation, "Plan for the Design of a Bayfront Historic Trail and Mini-Park System", October 1982.

Master Plan", October 1982.

14. GAI Consultants, Inc., "Study of Rail Service to Erie's Bayfront and Port", December 1982.

15. Cambridge Seven Associates, Inc., "Niagara Place Inc. Waterfront Development Erie, Pennsylvania", March 1985.

16. Northwest Institute of Research, "An Historic Resources Protection Plan for the Lake Erie Coastal Zone", April 1983.

17. Peter A. Loedding, AICP, "Revitalization Plan, Bayfront Area- The City of Erie", May 1980.

18. Hammer, Siler, George Associates, "Erie Fishing Development Program", July 1983.

FINAL MINUTES

Meeting of Federal, State and Local Regulatory Agencies for Comment on Initial Concepts for Erie's Bayfront Comprehensive Plan

Date: August 14, 1985 10:30 a.m.

Location: Third floor conference room, Erie Insurance Exchange Building, Erie, PA

A list of attendees is attached.

Introduction

Messrs. Tabor and Mokha welcomed the attendees to Erie. Mr. Tabor reviewed the agenda, asked that attendees introduce themselves and then identified the purpose of the meeting as: "To review the preliminary draft of the Erie Bayfront Comprehensive Plan and provide input to the plan from Federal, State and local/local agencies regarding permit procedures and allowable waterfront uses and activities."

Background

Mr. Tabor reviewed the background of the bayfront comprehensive planning effort. The CZM Program has provided $50,000 to the City of Erie to conduct the study and the Mayor's Bayfront Task Force was formed to provide community input. This meeting was held as a result of a request made during the July Mayor's Bayfront Task Force meeting at which the plan was discussed. Mr. Tabor explained that the Comprehensive Plan in intended to balance development with environmental protection and will address needs for housing, transportation, recreation, industrial uses, commercial uses, community services and natural resources. Many developers have waited to submit their proposals to the City until such time as the Comprehensive Plan is completed.

Presentation of the Bayfront Comprehensive Plan (Preliminary)

Introduction - The project consultant, Mr. Cy Paumier of Land Design/Research, Inc., reviewed the draft comprehensive plan. As currently developed, the plan calls for very minimal fill of water areas. The development of the plan has involved three scales of effort:

1. A large scale land use element.

2. A development plan on a parcel by parcel scale.

3. An 18-month action plan.

Study Area - The study area for the project runs from the harbor channel (approximately Reed or Ash Streets), west to the Perry Shipbuilding Corporation and inland to the bluff line.

Summary of Plan Recommendations

A. Areas Adjacent to State Street

1. Improve East Dock Canal Basin water quality.

2. No major land use changes - Penelec is expected to stay in present location for next 10-15 years.

B. Niagara Place Area (Litton to Grain Elevator Site)

1. Reserve area between East Pier and grain elevator site for Niagara Place-related museum, commercial, and aquarium development.

2. Present Erie Sand and Gravel site recommended for low to medium density residential use.

C. Land Area Inland and West of Public Dock

1. Appearance of area is "mish-mash".

2. Land area off the west dock should be used as marina service complex but needs bulkhead improvements and as much as 10' of fill for walkway/boat storage.

3. GAF will probably pull out in next 10-15 years.

4. Current proposals for west dock (Porreco proposal) for condo/mall/restaurant/marine services is consistent with LDR's comprehensive plan.

5. Auto access to Public Dock should be curtailed and public park developed at pier end.

D. Erie Sand and Gravel Site and West

1. Marinas are proposed by Mr. Paumier just to the west of present Erie Sand and Gravel Docks but will require bulkhead improvements.

2. General comment that existing marinas and any new marina would require better quality of construction - use Lampe Marina as an example.

E. Austin Dock No. 4 and to the East of Perry Shipyard

1. Land use change from industrial to residential is suggested.

2. Bulk storage should be moved to port authority marine terminal property.

3. A pedestrian/bikeway along the bayfront Parkway (Bayfront Port Access Road), and possibly around pierheads, is recommended. This project would require small amounts of fill.

F. Port Marine Terminal Area

1. Several options for future use:

   a. Place marina on western edge of marine terminal property (would require breakwall protection).

   b. Bulk storage site west of sewage treatment plant.

   c. Commercial marine service area.

2. In all options, do not preclude continued port operations.

G. General Recommendations

1. Need to provide improved road conditions to west bayfront prior to Bayfront-Port Access Road Construction.

2. Parking should be provided on "fast land" (not on pier) and visitors should be afforded easy walking access from parking areas to bayfront attractions.

3. Great need to generally improve the amenity value of the bayfront by "cleaning up the water's edge" through bulkhead improvements.

4. Need to keep residential development to a small scale, similar to New England urban waterfronts.

5. Although hotel development is possible for Grain Dock Site, City should forestall such development until Niagara Place attractions and environmental improvements are in place.

General Comments on the Plan

Roger Kenyon (Pennsylvania Fish Commission): Charter boat fishing and boating recreation shouldn't be underemphasized. shore fishing activity along the bayfront is also important. Winter shad die-offs in the west canal basin have resulted in malodorous conditions and potential health problems. There is also a shortage of winter boat storage.

Dave Putnam (U.S. Fish and Wildlife Service): USFWS is concerned about potential shallow water habitat losses and shore fishing access area losses. If public access to the bayfront is taken up by development, other areas for shore fishing should be provided.

Bob Zawadski (Erie-Western Pennsylvania Port Authority): There is a need to provide access to the "bucket fisherman" and fencing should, therefore, be limited. He noted that the walleye fishery has come back.

Cy Paumier (consultant): A detailed site plan is needed for the area between Perry Ship and the Erie Sand and Gravel Site.

Bob Wellington (Erie County Health Department): Periodic overflow from the combined sewer at Mill Creek could pose a threat to the success of a park or marina proposed for the area. A similar problem exists near the Chestnut Street ramp area. Frequency of overflow occurrences are estimated at four to five times annually. Any water contact activity would have to be limited during periods of such overflow. Specific weather conditions may be responsible for moving this sewage through the harbor channel to Beach 11 on Presque Isle where there have been water quality problems in the past. Lakeside beach water quality is generally worse than bayside beach water quality conditions.

Bonnie Lechner (Erie-Western Pennsylvania Port Authority, Bayfront Task Force: Suggests that the consultant look at the agreement between the Erie Sand and Gravel Company and the Erie-Western Pennsylvania Port Authority to examine Erie Sand's potential relocation options: staying at their present site, moving to Liberty Docks or moving to Erie Marine Terminal area. (Note: Paumier strongly recommended against the first option.)

Regulatory Agency Comments

Federal

Bill Craig, U.S. Coast Guard: If marinas are built over U.S. harbor lines, there could be a problem (an act of Congress would be required to encroach into U.S. harbor areas). All breakwalls require specific lighting required by regulations

under 33 CFR Parts 60 and 66 "Private Aids to Navigation". The Coast Guard is notified of activities which require permits through the U.S. Army Corps of Engineers notification process. Coast Guard permit review usually takes three weeks to 30 days. There is some concern with commercial/recreational boating conflicts, but it is noted that larger ships remain in deep water channels and bay turning basins.

Dave Putnam, U.S. Fish and Wildlife Service (USFWS): The U.S. Fish and Wildlife Service issues no permit for the type of activities involved in the Comprehensive Plan. USFWS review U.S. Army Corps of Engineers (Rivers and Harbors Act, Section 10 and Clean Water Act, Section 404) permits and the Pennsylvania DER Dams and Encroachments Act, Section 105 permit. If USFWS has adequate pre-application consultation, and permittee can address all of their concerns prior to public notice, then the USFWS can complete their review of the permit in one to two days. If USFWS' first exposure to a major project comes in the form of a public notice they will usually require a minimum of 20 to 30 days to review the permit. Mr. Putnam emphasized the value of meetings such as this and the need to get any potential concerns addressed before project permit applications are made. USFWS discourages non-water dependent filling of water areas; specifically, for example for such uses as restaurants, parking lots, etc. If only minor filling is involved, they usually look at the habitat values involved and means for mitigating or minimizing habitat losses. Destruction of shallow water habitat areas and total and cumulative habitat loss over time is of special concern. For this reason, Mr. Putnam wishes to stay involved and informed of planning along Erie's bayfront. Mr. Putnam also emphasized the need to provide access for "bucket" fishermen and considers Presque Isle Bay an important and significant natural resource.

Cathy Carnes, U.S. Army Corps of Engineers (COE): The COE issues two individual project permits for dredging and filling activities which occupy U.S. waterways under Section 10 of the Rivers and Harbors Act (covers navigable waterways) and Section 404 of the Clean Water Act (covers all water bodies, wetlands, etc.) Individual permit issuance decisions are made within 60 days from the submission of a complete permit application (including a 30 days public comment period). The COE requires both "whole plan reviews" and review of specific "sub-plans" simultaneously in order that total impact can be ascertained; they do not want "piece-mealing" of project applications. The COE will review both public benefits and costs of projects with specific emphasis on wetlands, fisheries, cultural resources, navigation impacts, erosion, safety, etc. They are specifically concerned with dredging or filling of water bodies and wetlands. Filling activities also require review in terms of applicable EPA regulations and required the use of minimum amounts of fill. The responsibility is placed on the

applicant to show that all feasible alternatives to the filling have been examined in order to reduce negative impacts. The COE would require, for example, that when no-water dependent uses of filled areas are suggested, the applicant consider upland areas as alternatives. (Ms. Carnes also noted that wetlands exist north and east of the sewage treatment plant.) As for dredging activity, the COE is concerned with loss of shallows, submerged aquatic plants, etc. The COE rarely denies dredging for marinas (a water dependent use) but looks to minimize damage to the environment. In such cases the COE might look for areas to mitigate habitat losses such as by the use of rubble riprap along the shoreline.

State Agencies

Roger Kenyon, Pennsylvania Fish Commission (PFC): The PFC does not issue permits but does review and comment on DER Bureau of Dams and Waterway Management, Section 105 water obstruction permits. Mr. Kenyon felt issues discussed by USFWS and the COE were well addressed. Mr. Kenyon emphasized the need to protect littoral fish habitats especially for rate species and species of importance. The PFC is concerned with increases in impermeable surfaces which induce storm water runoff into marinas (especially during marina construction).

Tom D'Alfonso, DER, Bureau of Dams and Waterway Management (BDWM): DER issues water obstruction permits under the Dams and Encroachments Act, Section 105, for any activity taking place below mean high water or within the 100 year floor plain. The permit is issued parallel to the COE permit and includes review and comment from all State environmental agencies (such as the Pennsylvania Fish Commission). The permit review period requires two to three months and permit application announcements are published in the Pennsylvania Bulletin. The State also requires separate license agreements for occupation of submerged lands not greater than 25 acres. For areas greater than 25 acres, permission must be obtained through a special act of the Pennsylvania General Assembly. License agreement fees are payable annually. Note: As indicated in A User's Guide to DER Permits (1980), a permit or license or both is required for the following activities:

1. A change in stream channel or crossing/dredging.

2. Building or modifying a bridge, dock or pier.

3. Installing or changing an intake or outfall structure.

4. Work on bank protection, including fill, levees, dikes, bulkheads and flood walls.

5. Aerial crossings over waterways.

Dick Zinn, DER Regional Environmental Protection Office: Permits are issued by this office for air, water, solid waste, and environmental sanitation activities. Mr. Zinn noted that for this project, he would be most concerned with future waste/sewage treatment disposal handling capability by the existing municipal sewage facilities. Sewage extensions permits require 60 days review time for permit issuance if such facilities are currently permitted by DER. New sewage dischargers require a six month review time. New quantities of water may be needed for new developments which may require the City to get a public water supply permit if facilities must be expanded. These permits require 60 days review time from application to issuance. Mr. Zinn noted that air quality is currently good and has improved. There are sometimes problems with oxidants and he noted that Niagara Place is located directly downwind from the Penelec stacks. Air quality permits generally require 60 days review time from application to issuance. DER routinely works with the Erie Western Pennsylvania Port Authority regarding runoff and dust from bulk material storage related activities. For solid materials disposal, landfill permits require 6 to 12 months for public review and comment.

Vince Pompo, DER - Office of Regulatory Counsel: Commonwealth submerged lands ownership issues were reviewed. Pennsylvania currently owns the beds of all navigable streams, lakes and bays within State borders. (This includes submerged lands of Presque Isle Bay, with certain exceptions.) He noted legal problems encountered when development is contemplated over submerged lands, including development of a new marina or building on existing fill. It may not be legally possible to transfer absolute ownership of these types of properties to developers, since Pennsylvania owns title to these submerged lands in trust for all the people under the public trust doctrine. Developers/occupants can occupy such lands through license agreements with the Commonwealth but such licenses are revocable. Licenses are currently issued for a short period of time, 10 to 15 years, but may be renewable. Water lots grants were issued to the City of Erie some years ago by the Commonwealth. These lots, however, do not encompass the entire Bayfront area and do not include water "streets" between the lots. In addition, such water lot grants may also be revocable under the public trust doctrine, thus making it difficult to transfer an unencumbered title to the developer. He noted the need to research current property title along the bayfront and the extent of property ownership rights on water lot grants.

Morton Hoffman, economic consultant, noted some concern regarding the water rights issue. Mr. Pompo used a "worst case" example that lending agencies may not wish to provide financing to developers who do not hold clear title to their property even with a lease or license from the State to occupy such submerged

lands. Mr. Tabor noted that there are amendments under consideration regarding DER Dams and Encroachments Act, Chapter 105 permits and the licensing requirement, but he was not sure of the exact nature of these amendments. It was noted that there had been legislation passed giving clear title of Penn's Landing to the City of Philadelphia and that similar legislation might be applicable in Erie. Longer term leases were also mentioned as a way to help with the financing problem.

In regard to the applicability of the public trust doctrine to require provision of public access, Mr. Pompo noted that, in most cases, it is not necessary to provide public access at every point along the shoreline, and that the draft Bayfront Comprehensive Plan appears to provide for more than adequate public access.

Deirdre Taylor, Division of Coastal Zone Management (DCZM) noted that permit and federal consistency concerns are usually handled by Larry Toth of DCZM. She first noted that, while DCZM issues no permits of its own before Federal licenses, Federal permits (Section 10 and Section 404), and State permits (Section 10S) can be issued for a project, DCZM must determine whether the project is consistent with the Pennsylvania Coastal Zone Management Program. DCZM reviews projects as they impact or support CZM policies (indicated in the PA CZM Program and FEIS document) and will make any necessary comments on the State permit. One the State permit is issued, the project is officially determined to be consistent with the State's Coastal Zone Management Program.

Local/County

Bob Wellington, Erie County Health Department (ECHD): The Erie County Health Department works as an extension of the State and reviews DER permits. Mr. Wellington noted that most permit problems and delays occur due to incomplete permit applications. Restaurants must go through the County Health Department and DER for permits. Potential hazardous waste dumping areas may exist along the bayfront and, therefore, should be investigated prior to development. Sewer problems, especially at the Mill Creek outflow, currently exist. Therefore, the County Health Department needs to know where new sewer lines are being placed in case of leakage. If sewer overflows are bad enough, the Health Department is compelled to close any public water area affected. The County Health Department review most State regulatory permits (most permits are State, not county permits) and sometimes reviews Corps of Engineers permits. Mr. Wellington wished to stay informed during all phases of this planning effort.

Additional Comments

Cathy Carnes, COE, noted that toxics may exist in bay bottom sediments. The COE will be concerned that all dredge material is disposed of in approved dredge material disposal sites. Ms. Carnes also voiced some concern with possible conflicts between navigation safety of commercial shipping vessels and recreational boats.

In response to Mr. Was Mokha's (City Engineer) comment regarding the need to expand and shore-up the west Public Dock bulkhead by filling 10 feet into the bay, Ms. Carnes (COE) noted that the COE would be forced to look at alternatives to fill; it would be most reasonable for the City to repair the existing structure without involving 10 feet of fill. If the purpose of the project is to provide a promenade, however, fill should be minimal and the possibility of building the promenade on pilings should be examined. Ms. Carnes noted that any attempt to increase the "footprint" of fill areas should be avoided and noted the importance of stating all purposes for proposed projects on the permit application.

Adjournment and Follow-up

With no further comments, Mr. Tabor thanked everyone for coming and indicated that full minutes would be prepared and sent to everyone in attendance.

Addendum: Please note that the Pennsylvania Historical and Museum Commission (PHMC) reviews all projects affecting or potentially affecting underwater and underground archeological sites and above ground historic structures on state or federal lands. Developers should contact Donna Williams, Acting Director, Bureau for Historic Preservations. PHMC, (717) 783-8946 for further information.

ATTENDEES

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