

Columbia Market House

Revitalization Strategy



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Introduction

Public markets are making a comeback in American and Canadian cities. From Seattle, Washington, to Baltimore, Maryland, historic public market halls and districts have been redeveloped and upgraded, allowing them to compete in a contemporary retailing environment while still retaining their essential, authentic elements. New public market halls have been developed in Toledo, Ohio; Little Rock, Arkansas; Nashville, Tennessee; and Portland, Maine as well as in Canadian cities such as Vancouver and Montreal. At the same time, public markets in the open-air, including many farmers markets and craft markets, have sprung up in cities throughout the country -- attracting people back to the public spaces of their downtowns and neighborhoods. Whether in the form of weekly outdoor markets that convene only in the warmer months, indoor market halls that operate every day year round, or entire market districts, a number of American cities are finding that public markets are providing an effective strategy for economic development which brings new life to public spaces and which creates a focal point for community life.

Over the past 25 years, David O'Neil has worked with nearly 200 communities throughout the U.S. and abroad to help make their public markets more active, attractive, comfortable, usable, and economically viable. He is the former general manager of the Reading Terminal Market in Philadelphia where he orchestrated a dramatic turnaround and brought it back to full occupancy and profitability after it nearly closed.

Report Summary

Columbia's population is well down from a century ago – the old manufacturing, banking and rail economies are shadows of what they were - but the town is bouncing back as people yearn for a better life and a place to make positive things happen again.

At its very center, like many a distinguished town with a strong civic core, lies a slumbering market house – a symbol for local economic opportunity. Columbia is fortunate to have one of the last remaining historic market houses in the country – there are fewer than one hundred still operating.

The Borough of Columbia asked the consultant to take a critical look at the issues and opportunities facing Columbia's historic market and make recommendations to strengthen the market's future as a catalyst for the local economy and as an anchor for stimulating development and investment downtown.

This report details a strategy to waken and enliven the old market house as a center for rebuilding the local economy and civic pride. The recommendations are far reaching and take the market beyond its traditional role as a place to buy and to sell.

The market's greatest potential is to become a social, commercial and civic catalyst for the borough as a whole. We are recommending that the market become a focal point, a defining 'place' with multiple activities, entrepreneurial management and physical enhancements that respect the past and invite a more prosperous and lively future.

The goals of this report are to give the Columbia Public Market a strategic framework move towards more sustainable operations, build on the momentum of investment surrounding the market and create a stronger sense of place.

ABOUT PUBLIC MARKETS

The reasons for the renaissance of public markets, one of the oldest and most universal forms of retail trade, are diverse. Cities looking to bring consistent activity to their public spaces are using regularly scheduled markets to transform streets, plazas, and parking lots into bustling "people places," alive with vitality and commerce. Public markets are valued because they create common ground in the community, where people feel comfortable to mix, mingle, and enjoy the serendipitous pleasures of strolling, socializing, people-watching, and shopping in a special environment. Others see public markets as an effective way to support local economic development and small businesses in their city. As a means for the distribution of needed goods and services, market merchants and vendors provide farm fresh fruits and vegetables, ethnic foods, crafts, and personal services that are often unavailable elsewhere at the same level of quality, variety, and price. People are rediscovering that public markets, with their emphasis on locally grown, locally made, and locally owned businesses, accentuate the qualities that make their community special.

Although start-up costs generally require public or philanthropic support, successful public markets operate self-sufficiently, and can fulfill an often elusive principle of public-private partnership: the achievement of public sector goals through the harnessing of private sector means. They are a proven vehicle for non-profit and the public sector to get involved with entrepreneurial activity.

What is a Public Market?

The term "public market" has changed in meaning over time and still differs between places. Traditionally, in the United States, a public market has been defined as a municipally owned and operated building where vendors sell fresh food from open stalls. While some public markets still match this definition, public markets now come in many shapes and settings, offer a wide range of different products, and are owned and operated by various types of organizations, not just city governments.

At their most basic, markets include vendors or merchants who meet at the same location on a regular basis, a sponsoring entity that has legal and financial responsibility and that oversees operations, and, in some cases, structures or facilities to house the market activity.

Public Markets: A Business Enterprise... with Public Benefits

Public markets achieve a variety of public goals, including attracting shoppers to a commercial district, providing affordable retailing opportunities to small businesses, preserving farming or farmland in the region, activating an under used public space, or creating an inviting, safe, and lively public place that attracts a wide range of people. As an effective place where people mix, public markets can become the heart and soul of a community, its common ground, a place where people interact easily and a setting where other community activities take place.

A public market can achieve these benefits over time only if it is operated in a business-like manner and pays for the full cost of operation within the first several years of start-up. Public markets require constant, on-site management and promotion, as they operate in a highly competitive retail environment where there is a great deal of choice for the consumer. Because of their focus on fulfilling public goals, public markets typically require assistance to cover the costs of start-up and capital development. However, long-term operating subsidies tend to suggest that the market is not being operated in a business-like manner, with adequate effort going to attract the mix of vendors and customers, which could make the market self-sufficient.

This emphasis on the business aspects of developing and running a public market should not diminish the importance of community benefits. In practice, the market sponsor must artfully blend the economic imperatives with the greater good. Market sponsors face the difficult task of balancing the market's public goals with the hard-nosed economic realities of developing a viable, competitive, and self-supporting business activity. In general, social benefits of public markets come from economic strength, not the other way around.

Forms of Public Markets

Markets have been developed or redeveloped in a wide variety of physical shapes and configurations. These forms can be viewed along a spectrum, from simple and temporary at one end, to complex and permanent at the other. These different forms are not necessarily cast in stone, as a market can evolve from the simpler open-air approach to the more complex indoor market hall over time.

While many combinations and variations exist in between, there are four basic forms:

Open Air Markets

At the simple end of the spectrum are markets which take place on a seasonal basis and meet once or twice a week in the open-air. The site might be a plaza, street, or parking lot with little or no site improvements. Vendors bring their own tables and umbrellas or canopies and all trace of the market is removed at the end of the day. Most of the country's nearly 2,700 farmers markets take this form, as well as many craft and flea markets (which may or may not be considered public markets, depending on whether

they have public goals and meet the other established criteria). On days when open-air markets do not operate, there might be little or no physical indication of their existence. Without buildings or the need to own property, open-air markets can be inexpensive to develop and operate.

Covered Markets

A more complex form of market includes some kind of overhead structure, similar to a shed roof. In this form, the market retains an open air orientation, but vendors and customers are protected from the weather, and the market assumes an air of permanence because the structure remains in place even if the market operates only several days each week. Sometimes shed roof structures are used in other ways on days when the market does not operate, such as covering a parking area. In other cases, a market will use an existing structure, such as a highway overpass or the portico of a building. The Toledo Farmers Market and the Richmond (Virginia) Farmers Market are both examples of markets with open structures.

Market Halls

Public market halls or enclosed buildings--often of historic significance--represent a significant step forward in terms of complexity, risk, and potential reward. Indoor markets must be on property that is completely devoted to the market activity. Merchants generally sell throughout the year, six days per week, although some indoor markets operate only several days per week. To supplement their full-time tenants, many indoor markets have part-time vendors, such as farmers and crafts people, who sell from "day tables." Day tables are spaces within the market that can be rented by the day or for the short-term. They serve to bring new or seasonal products into the market and encourage fledgling entrepreneurs to get started in retailing by offering inexpensive space without the need for commitment to a lease.

In large indoor public markets, customers can find a tremendous selection of produce, dairy products, bakery goods, meat, poultry, seafood, coffees, teas, and spices. On this large scale, the number and diversity of vendors creates a critical mass that can attract customers from throughout the city. However, successfully operating a large market hall generally necessitates long hours and operation on the weekend, when most shopping at public markets takes place. Complex building systems, storage, and refrigeration make market halls a considerable investment for sponsors and merchants alike. While the costs and effort needed to maintain these large markets are great, the potential benefits to the community are considerable and can justify the large expenditures of time and money.

Most public markets in traditional buildings somehow managed to survive post-World War II shift of food buying to supermarkets. Market Halls in Philadelphia (Reading Terminal), Lancaster, PA, Baltimore, Washington, DC (Eastern Market), Cleveland, Buffalo, and Los Angeles (Grand Central Market) are examples of market halls largely built over 50 years ago which are still operating and, in most cases, thriving today. Many

cities have developed new public market halls over the past twenty years. One of the most successful is the Granville Island Public Market, the centerpiece for a major waterfront redevelopment of a dilapidated industrial island adjacent to the downtown. Other new downtown markets have opened in Toledo, Ohio; Portland, Maine; Nashville, Tennessee; Little Rock, Arkansas; San Francisco, CA; and are in planning stages in Portland, OR; Burlington, VT; Boston, MA; and elsewhere.

Market Districts

In their most evolved state, public markets become the centers of districts where related businesses choose to locate, creating a highly synergistic and dynamic economic zone. Once the market activity is established, and people are drawn to it on a regular basis, complementary businesses such as restaurants, specialty food stores, and neighborhood services will locate nearby, filling vacant storefronts and, thereby, renewing urban areas.

Some market districts have strict and legally enforceable use and architectural controls to maintain the district's flavor and purpose, as well as common management and marketing efforts. In these cases, preference is given to fresh-food and related businesses and those serving a diversity of economic and ethnic groups, as well as start-up businesses. Pike Place Market in Seattle, generally recognized as the premier public market in the United States, and Roanoke City Market are both examples of thriving market districts in historic areas, which have been revitalized by the market activity.

Evolution of Markets

Finally, it is important to stress that many of today's large, successful public markets evolved from modest beginnings, with little initial capital investment. Pike Place Market began with farmers selling produce in the open air on a downtown street; today the Market includes hundreds of farmers, craftspeople, and independent businesses. The Greenmarket program in New York City got its start with one location in 1975; today, Greenmarket operates over twenty different farmers markets throughout the city, some of which function year-round. A potential sponsor with limited resources can start its involvement with public markets by conceptualizing and developing a low capital, open-air market that operates once per week for several months. Even at this scale, the market can provide a significant, positive impact on the life of the community. With time and experience, and with ground-level success, the market can be expanded to take advantage of new opportunities that will broaden its impact.

Note: This section was adapted from Project for Public Spaces' book, Public Markets and Community Revitalization, co-published in 1995 with the Urban Land Institute.

Goals of a Revitalized Columbia Public Market

Generate Economic Activity

The market holds tremendous potential for incubating small businesses and for ‘throwing off’ economic activity both in the market and the surrounding area. Columbia’s downtown retail area is poised for a renaissance and the market, properly done, will be a major catalyst for further downtown revitalization.

Help Small Businesses

Because it takes relatively little start up capital to open a business in a public market, and because many can be operated by one person – small businesses which could not normally afford a storefront on Locust Street, for instance, are attracted to the market opportunity.

Support Local Businesses and Artisans

Markets are natural centers for rebuilding local economies. The market should seek out locally owned businesses and prohibit chain stores and franchises.

Create a Great Public Space and Amenity

Columbia needs more public spaces that are true gathering places for the community. The market and the area surrounding it should be thought of as a market square – not just a parking lot.

Create a fresh food shopping destination for residents

Markets are often cited as one of the most cherished amenities by local residents. Columbia citizens who enjoy the market experience are now traveling out of the borough and taking their dollars with them!

Bring People Together

The ‘social ecology’ of a market is age old – and one of the most enjoyable aspects of a public market. They are not just places to buy and to sell, but to mingle with neighbors and get to know people better in a shared experience.

Create a Focal Point of Civic Life

Columbia has many attractions and the public market is the true heart – the center of civic cultural and social life. The market can be used for many types of events.

Highlight the Diversity of Columbia

There are many ‘communities’ within the Borough – religious, ethnic, racial, economic and the like – the market is the natural place for all to come together and add to the richness of the public realm.

Be Self Sustaining

Renew the market to be operationally self-sustaining after an initial start up period.

Study Method

This report is the result of observations, interviews, research and experience including assistance from the following whom I thank:

Individuals and Organizations

Borough Manager, Teddy Ryan

Market Task Force

Tom Vecchiolli, Chairman, Sandra L. Duncan, Ann W. Grubb, John F. Hinkle, Jr., Mary

Wickenheiser, Nancy Jo Lutz, Dave Rupp, Nora Stark, Paul Resch, Renae Sears

Columbia Historical Society, Robert and Florence Miller

John Milner Architects, Peter Benton

Columbia Business Development Corporation, Cle Berntheizel

Columbia Economic Development Corporation, Keith Lutz

Michael and Nora Stark, First National Bank Museum

David Esh, Esh Egg Farms

Mary Louise Kline, Holiday Market

Karen Smoker, Tide and Pride Antique Show

Columbia Artists and Crafters Coop, Mary Taylor

Managers of the following markets:

York Central Market

New Eastern Market

Central Market

Roots Market

Penn Street Market, York

Hanover Market

Bird in Hand

Pike Place Market, Seattle

North Market, Columbus

Broad Street Market, Harrisburg

Meadville Market, PA

City Market, Kansas City

Richmond Farmers Market, VA

River Market, Little Rock

Documents and Reports

Columbia Comprehensive Plan

Condition Assessment, John Milner Associates

New Life for Columbia's Market House, Community Heritage Partners

Historic Market files, from Renee Sears

History of Lancaster Co. (Ellis & Evans, 1883) Excerpt lent by Robert G. Miller

Provisions for Trade: The Market House in Southeast PA, J. R. Barshinger, 1995

Potential Community Partners

Ministerio Latino, Ricky Ayala

Pentecostal Church, Pastor Emerita Perales

Phap Hoa, Buddhist Association

Rivertowne Antique Center

Museums

Estimate of Market Demand/Gravity Model

Estimate of Fresh Food Sales Potential

A spatial interaction gravity model was used to estimate the potential sales of fresh foods at the Columbia Public Market to local residents. The model allocated a market share to food stores highlighted in the map on the following page which we believe are significant alternatives for residents.

The market share allocation is based upon a series of calculations including the size of the competition (i.e., its variety of offering or choices) and the distances each food alternative is from the center of areas equivalent to census block groups (i.e., the convenience of the food store). The model then applies graduated market share allocations to the annual amount spent by households in the primary and secondary trade areas to fresh food items typically sold at public markets.

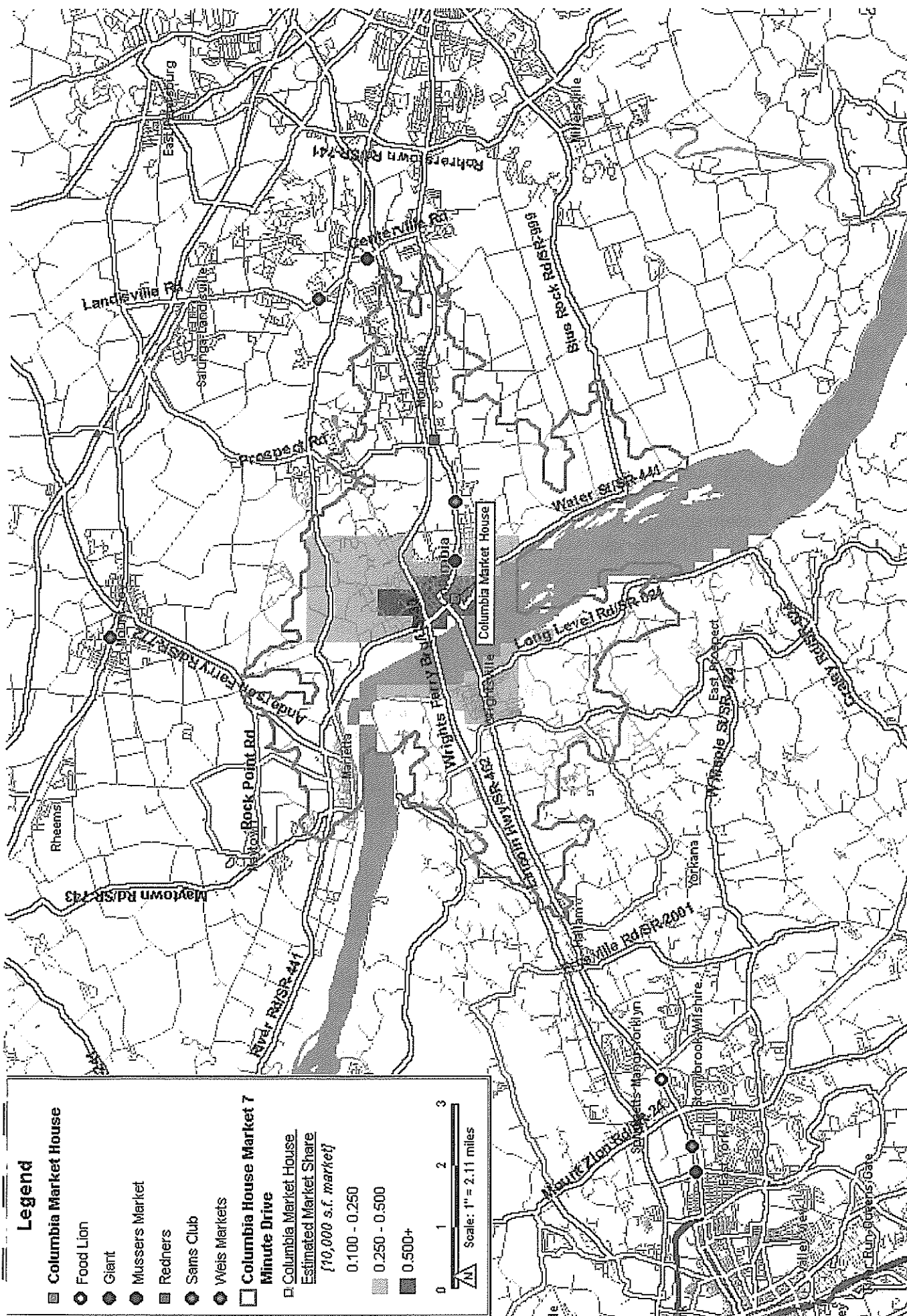
The gravity model assumptions are based on a 9,500 (118 feet x 80 feet) SF fresh food cluster at the Columbia Public Market.

Market Demand

Generally, the larger the market, the better opportunity the facility has in attracting customers and generating market demand. Size is important because it offers customers with more selection. Because of attracting more customers, the fresh food products will turn over more quickly and customers will be more satisfied and thereby generate higher sales. Like many markets, the Columbia Market House smaller size will require the market to create an exceptional experience for shoppers to overcome the limited selection that its size will dictate.

Our analysis shows that a market of about 9,500 square feet has the opportunity to be supported in the marketplace. At this size, the market has the potential to capture sufficient sales that could meet the requirements of the key fresh food vendors.

The economic model used to estimate potential is based on assumptions that we further outline in this report. This economic model is a rational tool to estimate sales, but does not guarantee success. Successful markets depend upon many factors ranging from design to merchandising and management. However, the model does provide an indication of an estimate of the amount of sales potential that the market can attract based upon its size, location, and competitive position within the marketplace.



Summary of Economic Potential

The primary trade area for the Columbia Market House is best described by the equivalent of a 7-minute drive time. The definition of a primary trade area is the territory where an estimated 80% of the customers live who will regularly shop at the Market.

The time that it takes to cover the "7-minute" trade area is not the most relevant issue in this analysis. The trade area is described by the point where the Columbia Market House drive time contour and the contours from the New Eastern Market in York, and the Central Market in Lancaster align.

The population within the Columbia Market House trade area is 31,219 people living within 12,621 households. The average annual household income of these households is \$52,408.

The demographics around the 7-minute equivalent drive times of the New Eastern Market and the Central Market in Lancaster were generated for comparison. These two markets are analogous to the Columbia Market House and provide one indication of comparability. The demographics around the New Eastern Market and the Central Market in Lancaster are much better than the Columbia Market House with higher populations and more households. The average annual household incomes around these two markets are similar to the Columbia Market House.

Within an equivalent 7-minute drive time of the Lancaster Central Market the population is 133,118 living within 52,806 households. The average annual household income is \$54,919.

The New Eastern Market in York's demographics are also better than Columbia's. Within an equivalent 7-minute drive time of the New Eastern Market, the population is 97,619 people living within 39,918 households. The average annual household income is \$50,074.

The Columbia Market House's 12,621 households generate the following expenditure potential:

Beef	\$3,332,000
Pork	\$2,347,000
Other Meats	\$1,956,000
Poultry	\$2,272,000
Fish and Seafood	\$1,590,000
Fresh Fruits	\$2,082,000
Fresh Vegetables	\$2,524,000
Total	\$16,103,000

We applied a gravity model to estimate the potential market share that the Columbia Market House could attract from the trade area considering selected competition in the area. What we found significant is that within the 7-minute equivalent drive time contour only a few supermarkets serve the community for the purchase of fresh food. Most of the supermarkets are on Columbia Ave going toward Lancaster. Outside the 7-minute drive time contour supermarkets are clustered in Lancaster and in York.

As a result of the lack of competition, the potential market share of the Columbia Market House location is estimated at 24% of the potential or about \$3.8 million.

The model contemplates adjustments that assume that the primary trade area will reflect 80% of the customer base and that 20% of the fresh food will be purchased at other food venues than the major supermarkets counterbalance each other's effects.

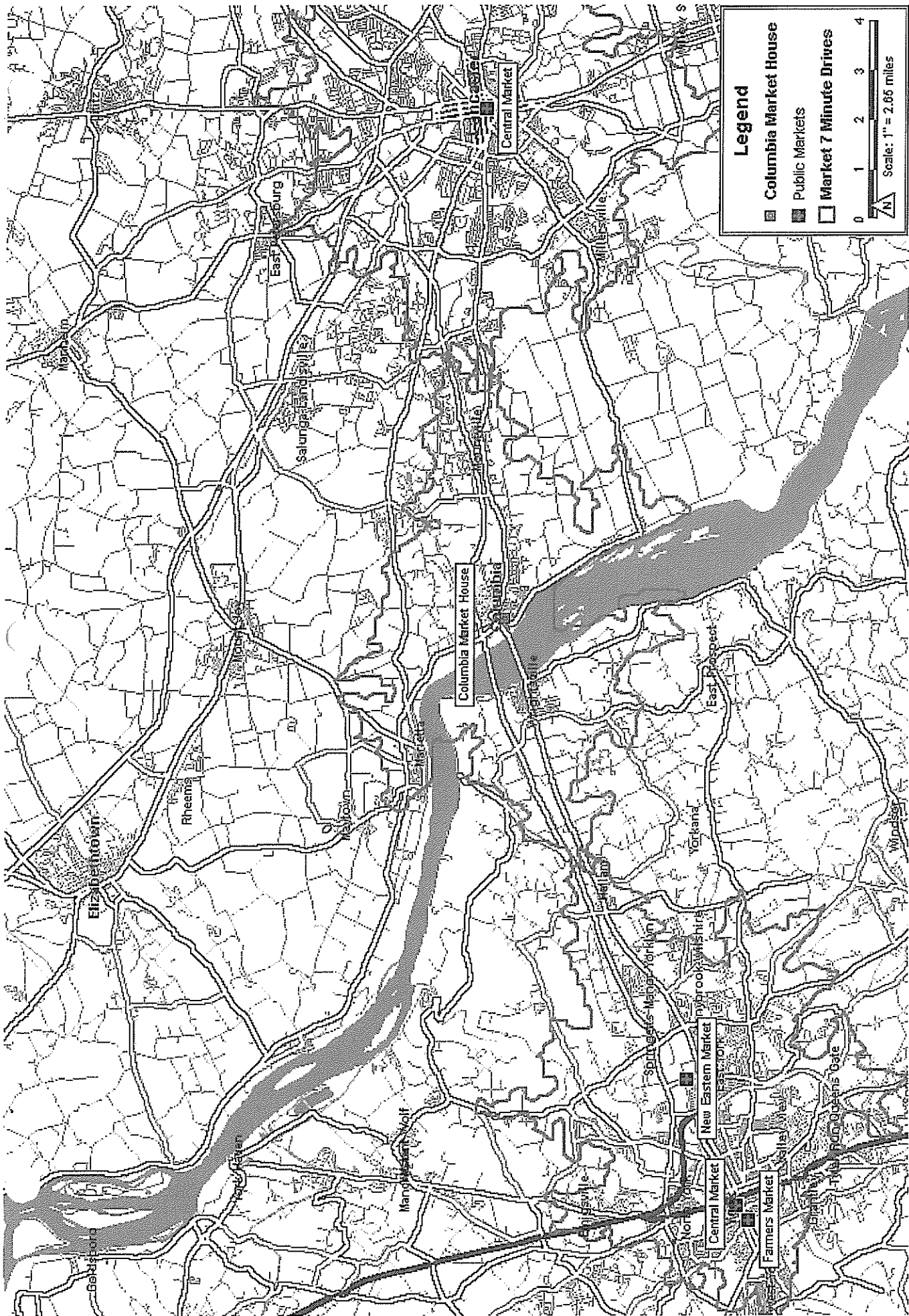
The likelihood of the Columbia Market House to achieve such a high market share depends upon many factors ranging from days and hours of operation, adequate and convenient parking, promotion, and most important -- the right fresh food vendors with excellent merchandising skills along with competitive pricing.

Model Assumptions Trade Area

We have defined the primary trade area as where about eighty percent of the customers live. Based upon our analysis of the current supermarket location pattern in Columbia and our experience with other markets we have found two types of trade areas for markets. One type is a neighborhood market that is generally small and serves as a convenient place to buy fresh foods. It typically relies on the immediate area for its primary customer base. Markets in Philadelphia and Baltimore (except for Reading Terminal and Lexington) typify these types of markets.

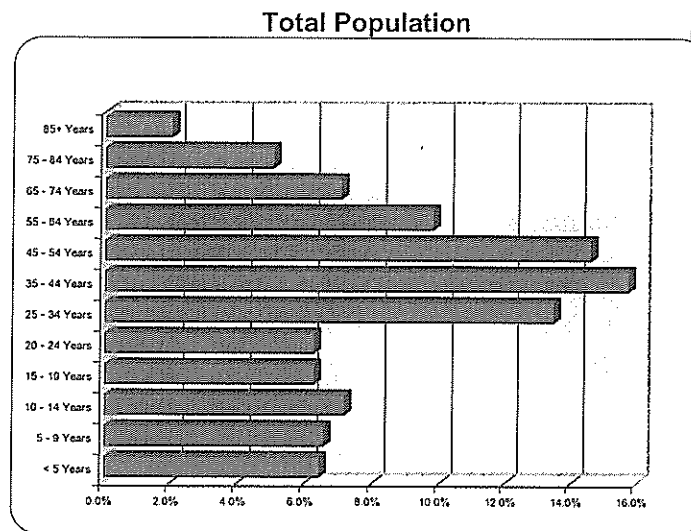
The other type of market is generally larger and pulls its customers from a larger area. The customers tend not to frequent the market as often because they are less convenient to shop. These markets attract an "affinity group" who is not necessarily driven by convenience or the purchase of commodity goods, but a customer who is looking for a food shopping experience. This customer is seeking out the market and is not strongly tied to a geographic area around the market. Reading Terminal, Lexington, North Market, and Lancaster generally typify these markets.

The Columbia Market House historically was a neighborhood or 'borough' market (its potential to become a regional market is limited because of its size) but sometimes these smaller markets can create a regional influence if they can create an experience that will cause customers to seek out their location and return as frequent customers. A revitalized retail community in the adjacent downtown streets will also help sales in the market. And, a revitalized market will help spur this retail renaissance – there will be a healthy symbiosis with the market and the storefronts.



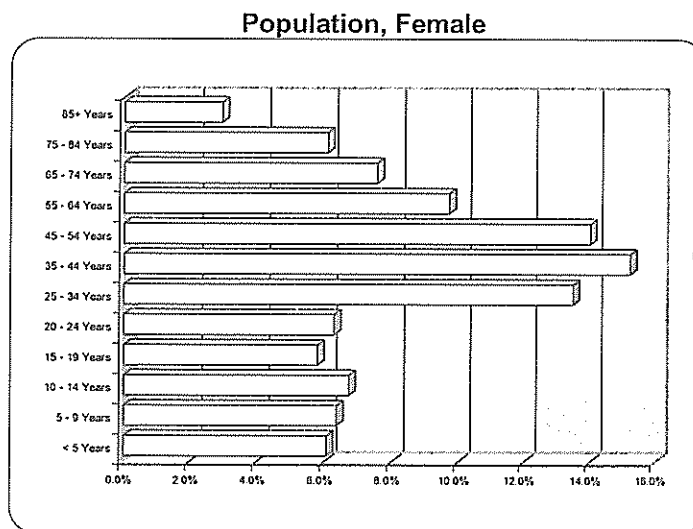
Total Population	31,219	
< 5 Years	1,997	6.4%
5 - 9 Years	2,037	6.5%
10 - 14 Years	2,228	7.1%
15 - 19 Years	1,944	6.2%
20 - 24 Years	1,945	6.2%
25 - 34 Years	4,197	13.4%
35 - 44 Years	4,907	15.7%
45 - 54 Years	4,544	14.6%
55 - 64 Years	3,047	9.8%
65 - 74 Years	2,192	7.0%
75 - 84 Years	1,561	5.0%
85+ Years	619	2.0%

Median Age 38.0



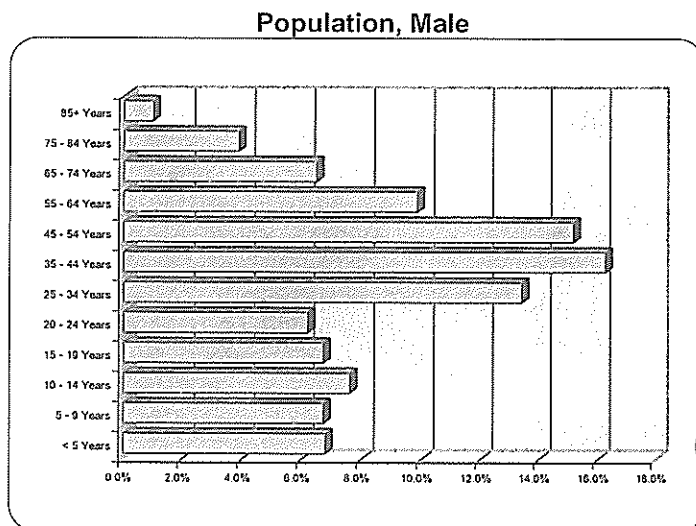
Population, Female	16,153	51.7%
< 5 Years	975	6.0%
5 - 9 Years	1,024	6.3%
10 - 14 Years	1,083	6.7%
15 - 19 Years	933	5.8%
20 - 24 Years	1,012	6.3%
25 - 34 Years	2,176	13.5%
35 - 44 Years	2,458	15.2%
45 - 54 Years	2,260	14.0%
55 - 64 Years	1,565	9.7%
65 - 74 Years	1,217	7.5%
75 - 84 Years	978	6.1%
85+ Years	472	2.9%

Median Age/Female 39.4



Population, Male	15,066	48.3%
< 5 Years	1,022	6.8%
5 - 9 Years	1,012	6.7%
10 - 14 Years	1,145	7.6%
15 - 19 Years	1,011	6.7%
20 - 24 Years	933	6.2%
25 - 34 Years	2,021	13.4%
35 - 44 Years	2,449	16.3%
45 - 54 Years	2,284	15.2%
55 - 64 Years	1,482	9.8%
65 - 74 Years	975	6.5%
75 - 84 Years	583	3.9%
85+ Years	148	1.0%

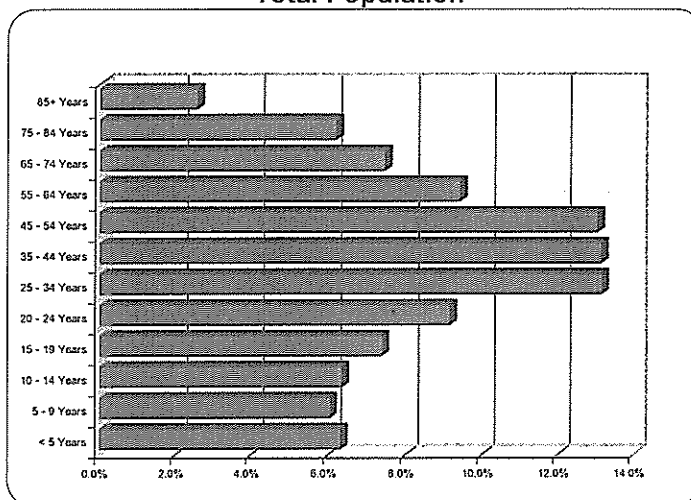
Median Age/Male 36.6



Total Population	133,118	
< 5 Years	8,396	6.3%
5 - 9 Years	8,014	6.0%
10 - 14 Years	8,442	6.3%
15 - 19 Years	9,799	7.4%
20 - 24 Years	12,154	9.1%
25 - 34 Years	17,475	13.1%
35 - 44 Years	17,456	13.1%
45 - 54 Years	17,330	13.0%
55 - 64 Years	12,506	9.4%
65 - 74 Years	9,912	7.4%
75 - 84 Years	8,230	6.2%
85+ Years	3,405	2.6%

Median Age 37.8

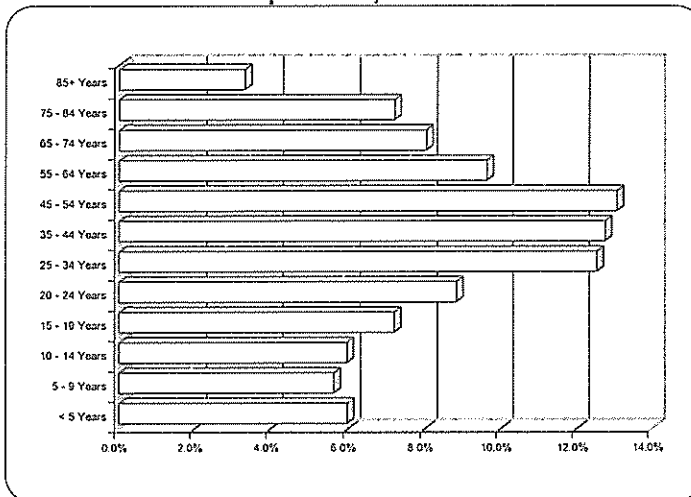
Total Population



Population, Female	69,215	52.0%
< 5 Years	4,131	6.0%
5 - 9 Years	3,892	5.6%
10 - 14 Years	4,129	6.0%
15 - 19 Years	4,976	7.2%
20 - 24 Years	6,101	8.8%
25 - 34 Years	8,662	12.5%
35 - 44 Years	8,812	12.7%
45 - 54 Years	9,034	13.1%
55 - 64 Years	6,653	9.6%
65 - 74 Years	5,550	8.0%
75 - 84 Years	4,982	7.2%
85+ Years	2,294	3.3%

Median Age/Female 39.7

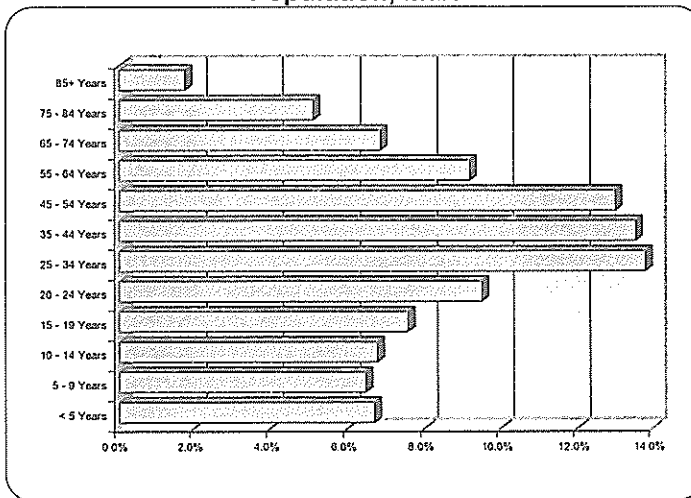
Population, Female



Population, Male	63,902	48.0%
< 5 Years	4,266	6.7%
5 - 9 Years	4,122	6.5%
10 - 14 Years	4,313	6.7%
15 - 19 Years	4,823	7.5%
20 - 24 Years	6,054	9.5%
25 - 34 Years	8,812	13.8%
35 - 44 Years	8,644	13.5%
45 - 54 Years	8,295	13.0%
55 - 64 Years	5,852	9.2%
65 - 74 Years	4,362	6.8%
75 - 84 Years	3,248	5.1%
85+ Years	1,112	1.7%

Median Age/Male 35.9

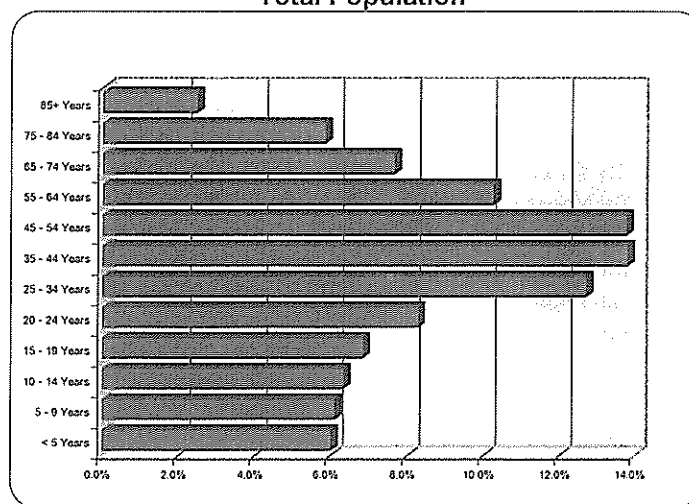
Population, Male



Total Population	97,619	
< 5 Years	5,863	6.0%
5 - 9 Years	5,959	6.1%
10 - 14 Years	6,170	6.3%
15 - 19 Years	6,662	6.8%
20 - 24 Years	8,065	8.3%
25 - 34 Years	12,394	12.7%
35 - 44 Years	13,475	13.8%
45 - 54 Years	13,444	13.8%
55 - 64 Years	10,012	10.3%
65 - 74 Years	7,460	7.6%
75 - 84 Years	5,700	5.8%
85+ Years	2,415	2.5%

Median Age 38.1

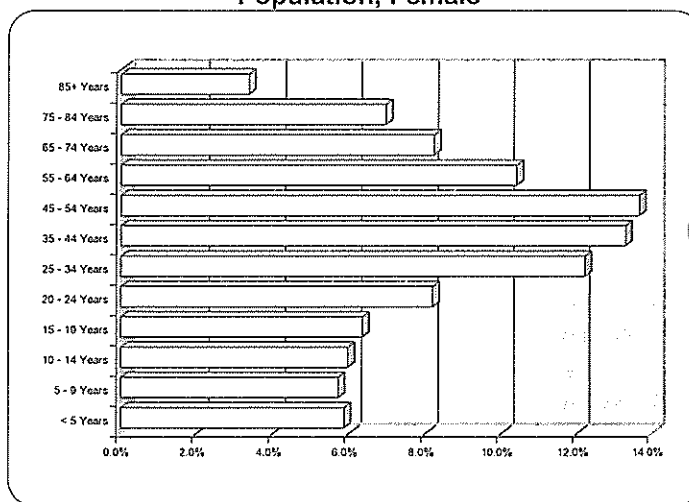
Total Population



Population, Female	50,393	51.6%
< 5 Years	2,950	5.9%
5 - 9 Years	2,874	5.7%
10 - 14 Years	3,000	6.0%
15 - 19 Years	3,192	6.3%
20 - 24 Years	4,116	8.2%
25 - 34 Years	6,144	12.2%
35 - 44 Years	6,690	13.3%
45 - 54 Years	6,876	13.6%
55 - 64 Years	5,232	10.4%
65 - 74 Years	4,137	8.2%
75 - 84 Years	3,495	6.9%
85+ Years	1,685	3.3%

Median Age/Female 39.9

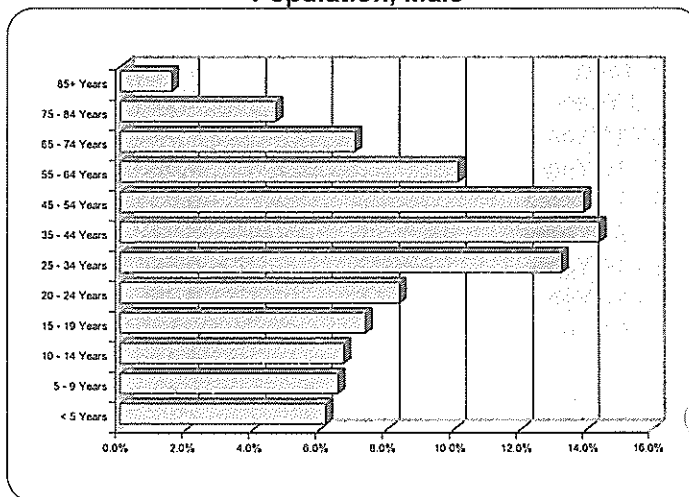
Population, Female



Population, Male	47,226	48.4%
< 5 Years	2,913	6.2%
5 - 9 Years	3,085	6.5%
10 - 14 Years	3,170	6.7%
15 - 19 Years	3,469	7.3%
20 - 24 Years	3,949	8.4%
25 - 34 Years	6,249	13.2%
35 - 44 Years	6,785	14.4%
45 - 54 Years	6,568	13.9%
55 - 64 Years	4,780	10.1%
65 - 74 Years	3,323	7.0%
75 - 84 Years	2,205	4.7%
85+ Years	730	1.5%

Median Age/Male 36.4

Population, Male



PRO FORMA

One of the stated goals is to create a self sustaining market after an initial start up period. This section of the report shows options and recommendations to achieve this.

Revenue Forecast for a one Day per Week Market

Columbia Public Market has 9490 square feet total, nicely scaled to the size of the borough, population and streetscape.

To ascertain revenue we will make the following assumptions and calculations:

Total building area = 9490 square feet (118 feet x 80 feet)

Using an efficiency ratio of 60% (the amount of rentable area divided by the total area) we get the following:

60% of 9490 sf = 5664 square feet of rentable area

Average single stall size is 80 square feet

5664 sf divided by 80sf = 70.8 stalls

70.8 stalls available for rent

Daily stall rents average \$15 in the York/Lancaster area

70.8 stalls @\$15/day = \$1062 market revenues per day

Annual revenues if the market operates at 100% occupancy 1 day per week, for 52 weeks

\$1062 x 52 = \$55,224 per year for a one day a week market

Note: These figures reflect the market operating at 100% of occupancy, which is very unlikely in the beginning years.

Annual Operating Budget for a One Day per Week Market

<u>EXPENSES</u>	<u>One day/week</u>	
<i>Staff</i>		
Manager p/t	\$20,000	
Janitor p/t	\$10,000	
Benefits (20%)	\$6,000	
Labor subtotal		\$33,000
<i>Operating Expenses</i>		
Advertising/Promotional	\$10,000	
Office Expenses	\$ 5,000	
Legal/Accounting	\$ 2,000	
Repair and Maintenance	\$10,000	
Insurance	\$10,000	
Net Utilities	\$ 5,000	
Garbage	\$ 2,000	
Supplies	\$ 5,000	
Misc.	\$ 5,000	
<i>Total Expenses</i>		<i>90,000</i>
<i>Revenues</i>		<i>55,224</i>
<i>Operating deficit</i>		<i>(34,776)</i>

Conclusion

Based on the trade area's competition and size of the borough, a one day a week market is a realistic scenario – at least initially. The New Eastern Market in York, which has a very large and loyal following is only open one day a week. They tried opening on Saturdays and it was not a success. You are better off with a strong one day market, than having a diluted two day a week market.

A one day a week market in Columbia would perpetually operate at a deficit.

Therefore, other options and uses must be explored.

Options:

The market needs more revenue. Reviving the market as a multi-purpose facility would:

- increase revenues
- generate activity that would have a spillover effect in the town
- change people's perceptions about doing business in Columbia
- provide a focal point for community events
- make downtown safer
- stimulate investment opportunities

Additional Use Recommendations

These suggested uses are meant to show a broad range of opportunities and would also require modest capital improvements which are discussed later in this report.

Antiques Market

A regular or seasonal antique would work well in the building and would complement the growing number of dealers and outlets in Columbia. Most of this trade is on the weekend, so a Saturday or Sunday market is the best option.

Art and Crafts or other Specialty Markets

Lancaster is known for its arts and crafts and this is another possible.

Outdoor Markets

Many vendors actually prefer selling outdoors. The sides of the building (which used to be covered with a portico) the parking lot area and sidewalks are all potential revenue generating areas. This can also be done for overflow with an indoor event.

This would allow two events to occur at once. For instance, you could have an outdoor flower and garden market while a meeting takes place inside the market.

Trade Shows

There are many affinity and commercial groups, sales companies and specialty collectors, (stamps, postcards, books and paper, etc) who are always on the lookout for a facility.

Meetings

The market could accommodate small to mid sized groups. Columbia could appeal to an audience of users looking for a lower priced option than hotels and convention meeting spaces.

Receptions

Weddings, parties, reunions, luncheons, dinners, etc.

Dances, Concerts and Movies

The slope of the floor provides a theater-type view line which would work very well for performances. A dance would need a special, temporary floor as the bricks are not conducive to most forms of dancing. The market house management could run the movie program once a month and charge nominal admission.

Auctions

Many markets in SE Pennsylvania combine auctions with their market houses. While livestock auctions may not be advisable – there are many things (furniture, antiques, general household items, collectibles, etc) that would work very well.

Restaurant and Commercial Kitchen

A re-invented market will need a kitchen for handling events. This commercial kitchen can be rented out after hours to budding food entrepreneurs and caterers.

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1. *Staphylococcus aureus*

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Comparative Statements

This chart compares annual operating expenses of a one day market and a multi purpose market house (including the farmers market one day a week). Services marked by an asterisk are provided by the Borough.

<u>EXPENSES</u>	<u>One day mkt.</u>	<u>Multi-Purpose</u>
<i>Staff</i>		
Manager	20,000 (part time)	35,000
Janitorial	8,000	18,000
Benefits (20%)	5,600	10,600
Labor subtotal	33,600	63,600
<i>Operating Expenses</i>		
Advertising/Promotional	10,000	15,000
Office Expenses	3,000	5,000
Legal/Accounting	2,000	5,000
Repair and Maintenance*	10,000	15,000
Insurance*	5,000	10,000
Net Utilities*	5,000	15,000
Garbage*	2,000	6,000
Supplies	2,000	5,000
Misc.	2,000	5,000
Operating subtotal	46,000	81,000
Total Expenses	\$79,600	\$144,600
Revenues	55,224	120,300
Borough Services*	22,000	46,000
Total revenue and services	77,224	166,300
<i>Operating surplus</i>	<i>(2,376)</i>	<i>21,700</i>

This is a stabilized year surplus. It will take the market a few years to reach this point. The operating losses for the first three years are shown in the start up expenses and are recommended to be allocated as a capital expense.

Pre- Opening Start-up Costs

The total start up costs for the Columbia Public Market are estimated to be \$272,300. These should be part of the capital expense budget and are included in the capital improvement section of this report.

Operating Losses/Negative cash flow

Year 1 Assume 50% revenues	
Operating loss	\$38,450
Year 2 Assume 70% revenues	
Operating loss	\$14,390
Year 3 Assume 80% revenues	
Operating loss	\$2,360

Start-up operating losses	\$ 55,200
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Pre-opening salaries

Manager for 1 year	\$ 35,000
Assist with redevelopment, preleasing and programming of the market.	

Leasing Expenses

Outreach, printing, legal, design, travel	\$ 20,000
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Grand Opening

Includes build-up campaign and opening day.	\$ 10,000
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Furniture, fixtures and equipment	\$ 75,000
Chairs, tables, etc.	

Subtotal	\$ 195,200
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Contingency @10%	\$ 19,500
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Total	\$ 214,700
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MERCHANDISING and PROGRAMMING

This report recommends the market evolve beyond just the traditional farmers market and embrace more uses to address the goals of reviving downtown Columbia, fostering more community involvement and spawning local economic development.

The market becomes in essence a public market square, in the European tradition, where markets are held as well as other events for the public. It seems almost wasteful to use the market only one or two days a week with permanent stalls that would preclude other commercial or civic uses.

If the market is to be multi-purpose, the set up of the farmers market must be simplified, so that after the market day is over, it can easily be set up for other uses. Farmers and food producers in the 'farmers market' will be required to remove all products and fixtures at the end of the day. While this is not the norm in many markets, it is not unprecedented and can work.

It will take time to build up a regular scheduling of events, giving management a comfortable framework to develop systems and a rhythm of operations.

The market may need to consider an adjacent building or other suitable space which can be used for storage of market materials on non-market days when another event is scheduled as well as for items used for meetings and trade shows. During weeks or days when no interim events are scheduled, fixtures could remain in place.

It may also be worth talking with some rental companies who would have a contract to provide this equipment at a charge which would be passed along to the renter of the market house.

The job of managing the market becomes more comprehensive and will require strong vision and a sense of purpose along with the old-fashioned skills of salesmanship and organization.

This is an ambitious plan, and will take time to realize. The long term vision will lead to momentum, partnerships and alliances not yet imagined. The world has changed since the market house was built and new opportunities await those who seek them and take thoughtful risks.

The market program should be approached incrementally and progress should be paced. It takes time for people to change their buying habits and the ways they spend time. Getting people to come back to Columbia for shopping and other business will take more than just a revived market house. As this plan proceeds, there needs to be a continuing push in other areas – storefront retail, parking, gateways, housing, riverfront access to name a few – to develop the full synergistic powers that Columbia has in its midst.

Farmers Market

This is the core activity to get started. Reviving the tried and true market for local farmers and food producers is the logical first step to bring the market house back to life.

The mix of merchandise should be strong in produce, meats, poultry, baked goods, plants and flowers, dairy, eggs, specialty and ethnic products. Some prepared foods (ready to eat at home or on site) can also round out the mix and are a growing category in markets today. There is more demand from the vendor side to sell prepared foods and it is incumbent on management not to go too far or allow too many prepared food vendors in the market. Prepared food vendors wares have a higher profit margin than fresh foods and they can afford to pay a higher rent. The temptation to rent space to make more money can become a trap if it leads to an imbalance in the merchandising mix. The majority of the floor space should be fresh foods.

The market house should establish itself as the gastronomic, social and cultural center of Columbia. The Public Market House will be first and foremost a farmers market, with additional opportunities for other specialty markets, meetings, shows and civic events.

To be successful, the market must first appeal to the locals. Columbia residents are the primary customer base and we find that most markets do 80 percent of their business within the primary trade area – usually a 10-15 minute drive.

Other customers from surrounding areas in Lancaster and York counties will venture to Columbia but will need a very compelling reason as there are plenty of other competing options. Primary selling points for non-locals will be good access, parking, value and experience. The latter is actually the most cited reason among people who shop at markets. This is another reason why the market square piece is important. It isn't just about going to the market anymore.

Customers like to see their favorite products and merchants in the market, but they also expect to see things at the market that they won't see anywhere else. Markets need to have a touch of the exotic with the familiar. Retailing is an art and product has to look good. First, people buy with their eyes.

Other types of markets

The following markets can be staged indoors and/or outdoors. In the nicer weather markets can actually be better off outside.

Arts and Crafts

These can be themed in many ways, from ethnic to local. Arts and crafts can also be combined with the farmers market – although care must be taken to not overshadow the farmers market with too many non-food vendors

Antiques

There are many operators of antique markets in the area who would be interested in this venue – especially with the indoor-outdoor option.

Flea Market

Most people in Columbia could probably rent a booth and unload their attics and basements. Flea markets are the most non-restrictive when it comes to merchandise. There are also independent flea market operators who may be approached about renting and subleasing spaces in the flea market. This arrangement has worked well for many years at the Eastern Market in Washington, DC.

Night Market

Night markets are an Asian tradition and are becoming more popular in this country. With more families having two working parents and busy daytime schedules, the evenings are a new and largely wide open frontier for retailing. A night market is a very inexpensive option and they can be lots of fun. These markets are usually a combination of fresh foods, prepared foods and crafts. Activities can spill into the outdoor market square and sidewalks to involve the whole downtown. Movies can be shown indoors or, in the nicer weather outdoors.

SELECTING MARKET TENANTS

Leasing is the most critical part of any market development. The size of the Columbia Market House limits the amount of internal competition and the ability to 'carry' weaker tenants. It is imperative that each stallholder be a draw in his or her own right and add to the strength of the market experience.

If every seller develops a reputation for quality, service and selection then the market will succeed. Individuals, not the abstract product category, are the most important ingredients in determining the success of the market.

During the leasing phase it is essential that tenants be put through a rigorous process of planning and questioning to hone their concepts and specialize product lines. It is very important that the good majority of tenants have basic, fresh food products. Secondary type merchandise, such as candy, snacks and crafts should be limited.

CHARACTERISTICS OF SUCCESSFUL MARKET VENDORS

There are good market vendors and lousy ones, even though they sell a similar line. A market's success is not based on product alone. Other factors include:

- outgoing personality and good communication*
- high standards of 'shopkeeping'*
- strong visual merchandising skills*
- knowledge of product and consistency of quality*
- ability to compete*

OUTREACH

Columbia is located in the midst of a large vendor pool for farmers markets. The market will be more interesting, and have broader customer appeal if there is a concerted effort to include African American, Latino, Asian and other minority communities.

Establishing a community wide sense of ownership will draw more customers and add to the overall positive experience.

MARKET LAYOUT

The market is nicely proportioned and conducive to a variety of layouts to accommodate the situation. For instance, on a slow market day with fewer tenants, the layout should be compacted and not have a lot of dead space. Antique vendors will want various sizes of booths depending on their merchandise. A flea market could offer a variety of booth sizes and price ranges. The manager will need to discuss layout options with vendors. The needs and expectations of the customer must be considered at all times. Vendors are often more concerned with their immediate needs and own convenience which can be at odds with the customer.

Because the markets will be temporary affairs, there will be opportunity to fine tune the layout based on observation and experience weekly.

Aisles should always be double loaded with merchandising on either side. This is a classic layout and one used by most markets today of similar scale to Columbia. Deeper spaces can be located on the perimeter. Historically, the market had four aisles. Today, the market would be improved with three wider aisles. There should also be more setback from the entrances on the north and south ends allowing customers to walk in and get their bearings without feeling like they are in the way.

The aim of a good layout is to maximize display frontage and optimize circulation.

The market has beautiful windows, which should remain unobstructed. The interior architecture is quite classic and once restored will add immeasurably to the overall experience of going to the Columbia Market.

As a general rule, center spaces should remain low to enhance the customer's sight lines throughout the market. People buy with their eyes. When a customer enters the market they should get a nice sweep of the entire space without their vision being blocked by walls. Tenants in the center should have lower displays to keep the sight lines open in the market.

Stall Fixtures

It is sad to say, but the old stall fixtures in the market have reached a functional obsolescence. Perhaps some of the better pieces could be saved and recycled into the market – perhaps in the new kitchen/café. Some of the perimeter stalls fixtures may be able to remain and actually be functional, not just decorative.

Square foot summary:

indoor market total area	9400 sf
indoor market rentable area	5640 sf
outdoor market total area	tbd
outdoor market rentable area	tbd

Meetings and Receptions

Meetings and conventions are outside the range of expertise of the consultant, but there does seem to be a good opportunity here. The market's central location, column free interior and historic atmosphere make it possible to broaden the role of the market beyond the traditional buying and selling.

There is precedent in this location too. The old town hall had a 966 seat auditorium, stage and lobby on the second floor (see Barshinger, Provisions for Trade, p. 311)

The market building is entirely suitable for multiple purposes and can be made even more so with improved restroom and kitchen facilities.

A search of the Lancaster Convention Bureau website highlights many rental places for meetings, receptions, etc. The Columbia Market House could build itself a niche as a moderately priced option and charge rates below the competition. Existing rates vary, depending on the time of year and how much food and beverage is purchased, but recently quoted rates for a meeting room (including chairs set up theater style and a head table, for example) are running about \$500 for 8am to 4pm in a 4,500 sf room. This was quoted at the Quality Inn and Suites and the Best Western, both in Lancaster. Columbia has double the amount of space in a single room than the largest rooms available at these hotels.

There are not many 10,000 sf meeting rooms in the counties.

Capacities of the Columbia Market Hall

Theater style	1000
Schoolroom	400 (chairs with tables)
Reception	800 (standing room with some tables)
Dinner/Luncheon	700 (round tables of 8 or 10)

The above capacities would be reduced with staging requirements or other space needs. The unevenness of the brick flooring may present some extra leveling requirements. The brick floor is beautiful and this report does not recommend removal.

OTHER SPACE REQUIREMENTS:

GARBAGE and RECYCLING

Convenient, unobtrusive area where merchants bring garbage to a compactor unit.

STORAGE

A room for market storage, supplies, janitorial, repairs and maintenance. This could be done adjacent to the bathrooms, in the basement or in an adjacent building.

BATHROOMS

Retrofitting of the existing bathrooms is recommended.

MARKET OFFICE

Locate it in City Hall, above market bathrooms or café/kitchen.

MEZZANINE

If a mezzanine were to be incorporated (now or later) it could be used for storage, public seating, mechanical equipment and/or the market office.

Ownership and Management

This section of the report provides an overview of new management systems used in public markets. Southeast Pennsylvania is unusual whereby many of the 'public' markets are actually owned by private entities.

For the most part, government is getting out of the market business and transferring management responsibility to the following:

MARKET AUTHORITY OR MARKET COMMISSION

Market authorities and market commissions are terms that are used interchangeably by different cities. In this market management system, a city commission or authority is generally appointed by the Mayor, City Council, or some combination thereof to oversee the market. Market staff reports to the commission or authority, which operates relatively independently although some cities have a specific agency to provide staff support. An authority is similar, except that the market may have bonding capacity.

Richmond Farmers Market – Richmond, Virginia

The historic Richmond Farmers Market is a series of open sheds occupying land originally donated in 1780 by a private citizen for use in perpetuity as a market. Once surrounded by wholesale and retail food businesses near downtown, the Shockoe Bottom district now is a busy nighttime entertainment district with restaurants, nightclubs, and bars. Over its history, the market has had numerous structures. In 1985, a new market shed was built at a cost of \$600,000. Although the market has a striking architectural character, the market subsequently lost all of its farmer producers, leaving the market with only six produce retailers.

In 1994, the market's lackluster performance prompted the City of Richmond to create the Farmers Market Commission by public ordinance to assure "the preservation, maintenance and operation of the Farmers Market and its grounds."

The market operations are run out of the city's department of Parks and Recreation, and a full time manager was recently hired to implement a strategic plan for the market. The commission acts as a board for the management of the market. Market management staff is city employees and operations are subsidized annually by the city as occupancy and revenues are still low.

The commission has seven members, of which six are appointed by the City Council for two-year terms. (The seventh member is a representative of Downtown Richmond, Inc.) The six council appointed members are as follows: Two members representing the agricultural community, three representing the Shockoe Bottom Association, and the Director of Parks and Recreation.

Meadville Market House – Meadville, Pennsylvania

The Meadville Market House is a 120 year old facility in a small town of 16,000 in northwestern Pennsylvania. It includes a 6000 square foot interior market hall for permanent vendors and a wraparound portico which is used by farmers. The second floor houses the local arts council, an exhibition gallery, dance studios, and a small performance space.

The Market House is owned by the city, which appoints the Market Authority board.

Meadville is located in the NE corner of Pennsylvania.

ENTERPRISE FUNDS

This form of city operation – often used for entities like airports -- simply puts all revenues and expenses in a separate city account so that costs can be better monitored, rather than intermingled within agencies. In other words, the market generates its own revenues and spends what it makes, and any surplus is kept by the market. Market employees are city employees, and there is usually an oversight commission appointed by the city associated with it.

Examples

Nashville City Market

The Nashville City Market is owned by the state and is leased to and operated by the City. Market employees are city employees. The Enterprise Fund for the market has a Board of Commissioners, all of whom are appointed by the Mayor. The Board is specifically barred from getting involved in day to day market issues.

The market continues to petition the city council for capital improvement dollars. Excess revenues are used for things that the city will not pay for or for things that the market needs as soon as possible and cannot wait for city approvals and procurement procedures.

The city was subsidizing the market for about \$1.5 million dollars before the current manager, Jim Cupit, took over. Jim has 30 years of experience in the private sector and has applied a lot of his 'common sense' principles to market management. He has instituted submetering of utilities, and has changed subcontractors to get more favorable rates, for instance. Rents were recently doubled at the market without losing any tenants. As a result, the market has developed a 'rainy day' surplus of about \$300,000.

River Market, Little Rock

The River Market is owned by the city of Little Rock and was developed and initially operated by the Downtown Partnership, a 501 c3, and is now operated by the city's Dept. of Parks and Recreation. The River Market anchors a 'district' approximately 8 square blocks on the edge of downtown. The market has been the catalyst for redevelopment in the immediate area including apartments, retail, offices, the new Clinton presidential library and a park. Future development includes a five story parking deck, movie theaters, IMAX, aquarium and more retail and apartments.

The changeover in management occurred because the city was already operating areas adjacent to the market (Riverfront Park, outdoor concert area, public spaces) and it was felt that this would be more efficient. Shannon Jeffrey, the market manager, likes this current arrangement, and she can call any department in the city for assistance with plumbing, electric needs etc. and gets prompt attention. The market is the 'shining star' for the city and hence gets its requests moved to the top of the list.

The market has a staff of 8 and an annual operating budget of \$500,000. The city is contributing about \$200,000 a year to make up operating deficits. It is envisioned that the market will eventually be self sustaining.

PRIVATE MANAGEMENT CONTRACT

The city establishes an oversight committee, but the actual operation of the market is undertaken by a private or non-profit corporation, usually selected through competitive bid. Generally the city must periodically re-bid the management contract competitively.

Examples

City Market – Kansas City, Missouri

City Market is located on the site of the original trading post that became Kansas City. City Market itself has been established for over one hundred and thirty five years, and was recently renovated by the city. Its central shed structures for farmers are surrounding by a variety of retail food businesses and restaurants; a art market now occurs on Sundays throughout the summer.

Following its renovation, Commercial Realty Resources, a private, for-profit real estate company, was retained by the City of Kansas City to operate the market under a private management contract and is the master lease operator of record. There is also a thirteen

member Oversight Committee that acts as a watchdog for the market's interest. The market was previously operated by the city.

Although the market has greatly increased revenues under private management, the city continues to subsidize market operations and pay for capital improvements.

In 2004, the City reissued an RFP for a manager and the contract was awarded to a new, private real estate management firm. Commercial Realty no longer acts as the agent for the city.

PRIVATE, NON-PROFIT (501C3)

Many markets have converted to private, non-profit management over the past twenty years. Under this system, the city retains ownership and control over the facility, and establishes a long-term lease with an independent, 501 c (3) corporation to operate the market. The lease spells out the terms of the agreement, and varies according to each city. The structure of most of the non-profits includes a broad-based board of directors, including citizens, vendors, nearby businesses, and usually one or more representatives of the city government.

Examples

Broad Street Market – Harrisburg, Pennsylvania

Harrisburg was established in 1861 and still occupies the same handsome stone market. Just up the river from Columbia, the Broad Street Market, located in downtown hall. The market was historically owned and operated by the city until recently.

After making nearly \$3 million dollars in capital improvements, the city decided to get out of the market management business and awarded a management contract to Historic Harrisburg Association (HHA), a 501 c(3) corporation. A lengthy negotiation hammered out a management agreement specifying the responsibilities of each party.

HHA has turned the market around and it now operates at a surplus.

Lexington Market – Baltimore, MD

The historic Lexington Market, located on the edge of downtown Baltimore, traces its beginnings back to the late 1700's. The current market complex was built in the 1950's and encompasses 260,000 square feet.

The city established the non-profit Lexington Market Corporation in 1979 and wrote a Lease and Charter Agreement establishing the parameters of control and obligation for

the city and the corporation. The agreement contains a renewable 20-year lease for \$10 a year. All operating profits go to the city. However, prior to the 1979 agreement, there were many years of losses which is now depreciated against market revenues and the corporation has not paid the city any rent over the \$10. This allows the market to put operating profits into a capital fund. The market still, on occasion, receives capital assistance for the city, the last time being in 1986 for \$1.1 million.

The Market Corporation board has eleven members who were originally appointed by the mayor. There are three city seats on the board and the remaining eight seats are filled by the board itself. There are no market tenants on the board.

The market does receive some “off the books” help from the city. They get free trash pickup and all of the revenues from the market parking garage. Combined, these are equivalent to nearly half a million dollars a year in revenue to the market.

North Market – Columbus, Ohio

North Market, a public market founded in 1876, is located near downtown Columbus and the new convention center. Located for nearly 50 years in a Quonset hut after a disastrous fire destroyed the original market building, North Market recently underwent a multi-million relocation and expansion program, which was completed in 1995.

The City of Columbus owns North Market and leases the market to the North Market Development Authority, Inc. (NMDA). NMDA is a non-profit 501 c(3) corporation organized in 1987 to preserve and promote the market. The city, which was considering closing the market and tearing it down, gave NMDA a five year lease on the market in 1988, although the city continued to subsidize its operations. Beginning in 1989, a master planning process was initiated. Following the city’s purchase of a vacant two story brick warehouse to house the relocated market in 1992, NMDA entered into a Memorandum of Understanding with the city, describing the roles of the city and the authority in the development of the expanded North Market. In 1994, the city entered into a development agreement with NMDA authorizing the Authority to go out for public bid as the developer of the project. The new home for the market along with an enlarged farmers market and parking facilities cost \$5.2 million. NMDA signed a new 20-year lease of the market with the city in 1995.

NMDA has as seventeen member volunteer board. In addition to revenues from the market vendors, North Market splits revenue from an adjacent parking lot with Capitol South Urban Redevelopment Corporation; in this lot, shoppers pay \$1-2 for the most convenient parking spaces. The city provides a limited operating subsidy for the market of about \$25,000 a year.

PUBLIC, NON-PROFIT

Pike Place Market – Seattle, Washington

When Pike Place Market opened in 1907, farmers originally met in this downtown location to sell their wares from the backs of their wagons; as trade grew, individual stalls were constructed. Near death in the 1970's, the market almost closed, but residents rallied together and in 1976 the market was saved, preserved as an Historic District and has continued to grow in popularity, size and selection. The current indoor/outdoor market encompasses more than seven acres, three floors and over 300 stalls, 100 farmers, more than 200 artists and craftspeople, many businesses and restaurants and approximately 450 residents.

The Pike Place Market Preservation and Development Authority (PDA) is a non-profit public corporation chartered by the City of Seattle in 1973 to serve as caretaker and steward of the city's historic public market center. The market also has a 501 c(3) – The Market Foundation – which works to support human service agencies, advocate for low income and needy residents, and raise funds to support the public purposes of the PDA.

PDA staff activity is governed by the PDA Council, a 12-member volunteer board consisting of four mayoral appointees, four members elected by the Market constituency and four members appointed by the PDA Council itself. Council members serve four-year terms.

PDA serves as the landlord and manager for 80% of the properties located within the nine-acre Market Historical District. Various private interests own the remaining properties. All buildings and activities within the Pike Place Market, regardless of ownership, are governed by the covenants and ordinances designed to protect and preserve the traditional commercial and cultural uses of the market. Revenues for the market are derived through property management activities. The market is not tax supported.

The Pike Place Market Historical Commission is an arm of the City of Seattle Department of Neighborhoods. The Historical Commission has authority over allowable design and use of space within the market, in accordance with city guidelines and policies designed to maintain and preserve the market's historic character. Commission members are appointed from property owners, merchants and residents within the Historic District.

Recommendation

Operating markets is much more competitive today and cities are no longer the best option for running them. This is borne out in many places where cities have stepped aside and turned over control of their markets, while standing by to provide backup support and maintain their obligation to publicly owned real estate.

Based upon current trends that are working in other cities and from specific information in Columbia, we recommend that the Borough enter into a carefully considered lease with a non-profit entity to manage and take the lead in reopening the historic Columbia Market.

There are existing 501 c3 organizations in the Borough which have expressed interest in taking on this role.

The Borough must draft a lease that protects and encourages public goals while allowing the market to unleash its inherent entrepreneurial opportunities.

A not for profit management entity at the Columbia Market House will be better able to:

- Coordinate public and private interests
- Allow for flexible, entrepreneurial management
- Raise funds from private donors and foundations
- Increase potential for state and federal grants
- Work with small vendors
- Make decisions quickly
- Attract volunteers
- Establish strategic partnerships
- Promote the market
- Recruit farmers, minorities and immigrants
- Create a welcoming atmosphere
- Listen to customers

Partnerships and Alliances

Markets are strengthened today using creative partnerships to broaden participation and add new resources. The more markets include local partners and reflect the local community – the better the market will perform economically and socially.

Columbia has many natural market partners whose participation would be of mutual benefit. The more partners the better. Many partners are obvious – and some are unlikely, yet all can add something to the market experience.

Outreach can provide a bigger vendor pool, financial resources, volunteer help, education and perhaps most of all – more customers. The more people who have a sense of ownership through participation – the more the market will benefit both directly and indirectly.

A market is uniquely able to be many things to many people. A well positioned market will welcome all, serve all and have a profound catalytic effect on social integration, changing perceptions about doing business downtown and bolstering the local economy.

There are many partnerships that can work, here are some examples:

Hospitals and Health Organizations

The link between markets and healthy lifestyles is emerging as an area of interest in the health and wellness sector. Some markets have actually been sponsored by HMO's who see markets as a creative and easy way of promoting better eating habits.

Senior Centers

Many seniors look forward to the market ritual and there is discussion that a trip to the market can also help prevent depression resulting from loneliness and feeling disconnected from society. A trip to the market is eagerly anticipated and is a vital lifeline for many older people who live alone. The three senior hi-rises in town are home to future customers and an asset that can be further explored.

Sustainable Agriculture

Much of the renewed growth in markets has paralleled the sustainable agriculture movement. Local farmers (and Columbia is fortunate to be in the middle of one of the finest agriculture counties in the nation) rely on direct sales at markets to get around the middleman and make a decent living.

Renewing our commitment to local food production and distribution systems plays right into the mission and goals of the market.

Religious Organizations

Historically churches, temples and mosques have always worked side by side with their local markets and this is true again today. Some community markets are actually organized and sponsored by churches. There is something ancient and sacred about the coming together of all people to share in the ritual of buying foods to support our lives.

Minorities and Immigrants

A concerted outreach to minority populations will yield tremendous resources. Markets are the central gathering place for ALL people and where we come together. The social capital of the market is one of its greatest assets, and markets have an ability to overcome petty differences and let people share and relax in an experience where everyone comes away with something.

The leasing effort should also strive to attract minorities and new Americans. This is advantageous for many reasons, principally because diverse products and offerings in a market give it a merchandising distinction and secondly because every group participating in the economic success of the market will attract their communities to shop at the Columbia Market.

Business Organizations

- Chamber of Commerce
- Tourist Bureaus
- Columbia Downtown Development Corporation
- Columbia Economic Development Corporation

Restaurants

Many local chefs enjoy shopping at markets. Some are even starting to feature local ingredients (and the names of farmers) on their menus. Chefs can also participate in cooking demonstrations at the market.

Hotels and Inns

Hospitality organizations are always looking for new and interesting things to recommend to their guests. A market is an attraction that they can use in their promotional material to make a stay at their place more desirable.

Antique Malls

The newly opened Rivertowne Antique Center is attracting locals and people from outside the area. They said that a re-opened market would be one more attraction that makes it enticing to visit Columbia.

Media

Newspapers, TV, radio and other media are always looking for good stories. There are lots of good stories in a market (profiles, food, farming, cooking, history, special events) and media generally loves a market because they are so colorful and personable. Radio stations have done remote broadcasting from markets.

Schools

There is a growing collaboration with schools and markets on two fronts. First and most obvious is education - about food, health, agriculture, economics, entrepreneurialism, etc. Second, schools are developing partnerships with markets and local farmers to provide healthier, fresher fare for school lunches. Many schools are now getting rid of vending machines and sodas and bringing in more local, freshly prepared foods. This aids nutrition and helps with behavior and attention spans.

Other possibilities include working with schools to develop business training, culinary skills (York Technical Institute) and learning about other cultures and cuisines.

And a few more for good measure:

Veterans Organizations**Lancaster Farmland Trust****Pennsylvania Department of Agriculture****Career and Technology Center****Food Bank****Meals on Wheels****Chesapeake Bay Foundation****Rivertowne**

Capital Improvements

MARKET HOUSE

Decisions about where and how to spend discretionary capital dollars should be based on merchandising and use. Old buildings need maintenance and upkeep and much of the capital budget will be spent for needed repairs and replacements. In order for the market to flourish socially and economically it must work as a place where people want to spend time and money. A beautifully restored market will not bring in people on a regular basis – it is the lasting quality of the experience and what occurs socially and culturally which will draw people and which will justify the expenditure of public funds. Capital improvements are a step, an important step, but people power and a grounded optimism are what will bring the market back to life.

Flexibility is the key and a vision and commitment to constantly keep the market fresh and alive. These are people skills and they are what will make the market work.

Green Technology

All improvements to the market should be done in the ‘greenest’ way possible. This is not only environmentally responsible – it can be a selling point for the project.

Ventilator

The roof windows should be operable and incorporated into an energy efficient system.

Mechanical systems

A flexible distribution system of electricity will allow farmers and other market vendors to have access at stalls.

Water needs to be accessible, but not at every space.

Gas for cooking will be required for the kitchen space.

Porticos

The photograph on the cover of the “Conditions Assessment” prepared by John Milner shows the original portico extending from the two, long sides of the market. These provide value and shelter for outdoor vending spaces. While this would add an attractive and revenue producing dimension, it is not essential and depending on the cost, should be considered in the future.

Pot Belly Stoves

In keeping with the history theme and the ‘green’ building idea, these stoves would be a lot of fun and an attraction. I don’t know about their efficiency or fuel requirements, though.

Brick Floor

This is one of the more distinctive features of the market and must be kept. It could use some relaying in areas to make it safer though.

Utilities

Utility lines should be ample, accessible, functional and unobtrusive. Laying electrical lines underneath the brick floor would be preferable to having them string down from the ceiling. Water lines could be made available on the perimeter only. The drama of the space would be compromised with utility lines running amok from the ceiling.

Permanent Cooking Facility

The market will benefit from the addition of a licensed kitchen that can serve as a catering kitchen for events and parties. It can also be leased to an operator who can run a café for the market and even on non-market days.

Mezzanine

A mezzanine can be used for the market office, public seating or viewing. This could be located directly over the kitchen.

Storage

The basement is the obvious place for storage, but the configuration and access are awkward. The Market may need to consider identifying an adjacent property for the storage of tables, chairs and other requirements for the meetings and receptions.

Bathrooms

The market needs first rate public bathrooms and the current facilities need serious upgrading – or ought to be entirely rebuilt. The appearance and condition of bathrooms in a food serving environment must be first rate. They should be sturdy, attractive and easy to maintain.

The entrance could be relocated to the market interior.

Lighting

On the exterior, the market should be attractively lit at night, as this will present a positive image and is a passive form of advertising.

On the interior, the lighting needs are two fold.

One, there needs to be a system for vendors to light their products and displays.

Merchandising that is well lit can be so much more powerful and compelling – it can improve the bottom line dramatically.

Two, there needs to be a general lighting system to illuminate the entire space.

There will also need to be a system that works for meetings, dinners and evening events.

Trademark

The name and symbol of the market should be trademarked. It can be used in advertising, on merchandise and for licensing and allows management to control it and prevents others from abusing it.

Start Up and Transitional Costs

The pro forma section of this report details the labor and operating costs associated with re-starting the market. These can be considered capital expenses.

Borough Farm

The Borough owns nearly one hundred acres of farmland on the high on the banks of the Susquehanna. This would be an ideal community based farm for allotments and education. It has been shown that food grown locally is healthier and it is also much more environmentally friendly. This could also be an educational program, teaching about food, agriculture, nutrition and healthy communities.

Many new immigrants have agricultural backgrounds and this would appeal to them and be a good way for them to assimilate into the Columbia community – while contributing to the well being of all.

The market would be well served (and would be a model for other communities) with a direct outlet for locally raised products. This would be one more attraction that will help get the market up and running.

MARKET SQUARE

One of the best pieces of real estate in Columbia is a parking lot. This lot, adjacent to the market, is the natural place for a town square, or more aptly, a Market Square.

The market would be vastly improved as a 'place' for gathering, socializing, people watching and enjoyment, if the parking lot was more than a rest area for cars with their engines turned off.

A successful revival of the market is dependent on more than itself. The town and people of Columbia need to enliven public spaces as well as storefronts, upstairs apartments, movie theaters and pedestrian walkways and connections. The downtown must work for people first – cars second. People will be drawn to Columbia if it is an enjoyable 'place' – it must make people feel happy to be there.

Much of what makes people happy in public is a conglomeration of little things including seeing other happy people. It certainly requires a comfort level and amenities that let them relax and be open to that positive experience. A large part of any great place is the quality of the public experience which engenders social interaction. Nothing is more conducive to commerce than people in a good mood.

The parking lot is a keystone connector of the life in downtown. If it were redesigned to be more attractive and useful the dividends would flow in all directions. This is not to say that cars would be banned! An intelligent and thoughtful redesign would accommodate people, cars, events and multiple forms of use and circulation. But to only use it as a car park is indeed a squandering that must be corrected.

A market square would give Columbia a true center for all people and many uses. Many would argue that the town needs parking, parking, parking – yet the good news is that it could still be used for that purpose.

There are many ways to design a market square with hard surfaces, trees and a flexible arrangement that allows for multiple uses. That is really what town squares have always been. They are the starting points for parades, the places for memorials, the best spot for festivals, and when nothing is scheduled they can be used for parking AND for people to sit and watch the birds and the days idly pass.

It would be worth the effort and expense to transform this one dimensional piece of real estate into a multifaceted gem. The market house will benefit enormously from the improved ambience and all important sense of experience. It would give the downtown a living room, so to speak, a much needed place to spark activity and value.

Elements and Amenities for Market Square

- Public Spaces and Seating
- Landscaping and Trees
- Evening Lighting
- Accessibility and porousness
- Connections to the market
- Art
- Bus Station
- Non-intrusive parking and traffic flow
- Outdoor selling
- Event area(s)
- Future acquisitions to enlarge the square
- Multiple uses and programmability

Additional Improvements

View Corridors to the River

Columbia has such a strong connection to the river, yet it is frustratingly out of view when you are 'downtown'. There is an opportunity to open a principal sightline to the river down Locust Street with some judicious tree pruning and removal. While this may not seem important, the psychic and aesthetic value would be worthwhile and it would give downtown a picture window with a million dollar view.

Truck Bypass

The truck traffic through the center of town is dangerous and intimidating. This consultant did an informal traffic count and saw nearly one truck every minute rounding 4th and Locust. Anything that can be done to hasten their rerouting will help the downtown return to a more civil place.

Relocate the Police Station

At some time, the real estate occupied by the police will become better suited for retail or cultural uses. It has been well documented that markets attract people and people make a place safer. So, as the downtown comes back to life, the police station ought to move to another central, yet not so prime piece of real estate. The parking of police vehicles in the market square is also not the best use of this space.

Parking

Any market study that did not address parking would be deficient. Ideally a market needs at least 5 spaces for every 1,000 sf, which equates to 50 spaces for Columbia. There are about 30 metered spaces in the lot today. The police are using an additional 20 undesignated spaces in the alley and access ways.

The market is going to need more parking.

The consultant counted approximately 250 meters on downtown streets and there are about another 150+ spaces in private commercial lots in the immediate downtown.

There are many spaces in church, school and other interstitial areas behind houses, stores and alleys.

The logical solution is to consolidate and coordinate disparate pieces into a parking system that works for everyone. It will take cooperation, time, money and management to piece it together and make it work.

Implementation

The major recommendations in this report are:

- Transferring management
- Repositioning the market for multiple uses
- Creating a market 'place' – the Market Square
- Coordinating market activities with overall downtown revitalization

Phase 1

Reach a consensus about the multi use approach to the market.

Identify a non-profit operator and enter into a long term lease.

Re-open the market with a one day a week farmers market.

Continue planning and design for a market square

Meet with Convention and Visitor Bureau and others in the hospitality business to determine specific programming and capital requirements.

Finalize capital improvement plans.

Phase 2

Continue operating farmers market.

Coordinate implementation of capital improvements with existing market operations.

Begin outreach and solicitation of other markets and other users.

Begin renovations and improvements

Partner with other downtown groups to push ongoing retail, office and residential revival.

Phase 3

Complete renovations

Grand re-opening and Dedication of Market Square

Begin other market uses

Program outdoor activities in square

APPENDIX

Competing Markets

A survey of other markets operations, schedules, rates and management was made to better understand the window of opportunities for Columbia.

First, there are a good number of market options for shoppers. Secondly, rent rates are generally quite low.

So, Columbia will need to create a strong market experience to compete and will have to charge competitive rates.

The Public Market Task Force also decided to start the interim market on Thursdays based on this information. Future schedules will have consider these schedules as many vendors sell at multiple markets.

DAYS of OPERATION at COMPETING MARKETS

MONDAY	none	
TUESDAY	Central, York	6am to 3pm
	Penn Street, York	6am to 3pm
	Central, Lancaster	6am to 4:30pm
	Roots	9am to 8pm
WEDNESDAY	Bird in Hand	8:30 to 5:30 (April to Nov. only)
THURSDAY	Bird in Hand	8:30 to 5:30 (July to Oct. only)
	Central, York	6am to 3pm
FRIDAY	Bird in Hand	8:30 to 5:30
	Penn Street, York	6am to 3pm
	Eastern Market, York	9am to 7pm
	Central, Lancaster	6am to 4:30pm
SATURDAY	Hanover	6am to Noon
	Bird in Hand	8:30 to 5:30
	Central, York	6am to 3pm
	Penn Street, York	6am to 3pm
	Central, Lancaster	6am to 2pm
SUNDAY	none	

ROOTS COUNTRY MARKET AND AUCTION

700 Graystone Road
Manheim, PA
717 898 7811

Established 1925

200 Stands

Tuesdays only

April – October	9am to 9pm
November to March	9am to 8pm

Rates

\$16/day
\$25/day for stands with parking

Auctions are also held selling consigned items such as: toys and trains, Indian relics, antiques, stamps and coins.

CENTRAL MARKET, LANCASTER

Market Square
Lancaster, PA
717 291 4723

Established in 1889 in current building

64 vendors

- 15 meat, fish, poultry
- 13 bakery, candy
- 12 produce
- 5 prepared foods
- 7 flowers and plants
- 6 other, misc.
- 3 coffee, tea, spices
- 2 dairy

Tuesday and Friday

6am to 4:30pm

Saturday

6am to 2pm

CENTRAL MARKET, YORK

37 West Philadelphia Street

York, PA

717 848 2243

75 Vendors

6 produce

10 Meat, fish, poultry, deli

5 bakery

5 candy, snacks

1 flower, plants

6 specialty food

5 other

15 crafts

18 restaurant/lunch counters

4 coffee, tea, herbs

Tuesday, Thursday and Saturday

6am to 3pm

Rates \$15 per square foot per year, plus utilities

EASTERN MARKET, YORK

201 Memory Lane

York, PA

717 755 5811

Established 1955

50 Vendors

Mostly all fresh food and 2 restaurants

Some flea/crafts

Friday, year round

9am to 7pm

Rates

\$14 per square foot per year

Market is air-conditioned and is surrounded by its own dedicated parking lot.
Suburban type location adjacent to strip malls.

Management and Ownership

The market is owned and operated by a private corporation.

HANOVER MARKET

210 E. Chestnut Street

Hanover, PA

717 632 1353

32 Vendors

A mixture of crafts and fresh and prepared foods

Saturday, year round

6am to Noon

Rates

\$260 per year

Spaces are not leased on a day basis, all tenants must rent year round

Management and Ownership

The market is city owned and they hire a part time market master who works two days a week – Friday and Saturday.

BIRD IN HAND FARMERS MARKET

2710 Old Philadelphia Pike

Bird in Hand, PA 17507

717 393 9674

27 Vendors

9 crafts

5 bakery

4 prepared foods

3 bulk foods

2 meat, fish, poultry

2 candy

1 plants/flowers

1 produce

Friday and Saturday – January to March

8:30 to 5:30

Wednesday, Friday and Saturday – April – June and also November

8:30 to 5:30

Wednesday, Thursday, Friday and Saturday – July to October

8:30 to 5:30

Management and Ownership

The market is owned and operated by a private corporation.

PENN STREET MARKET, YORK

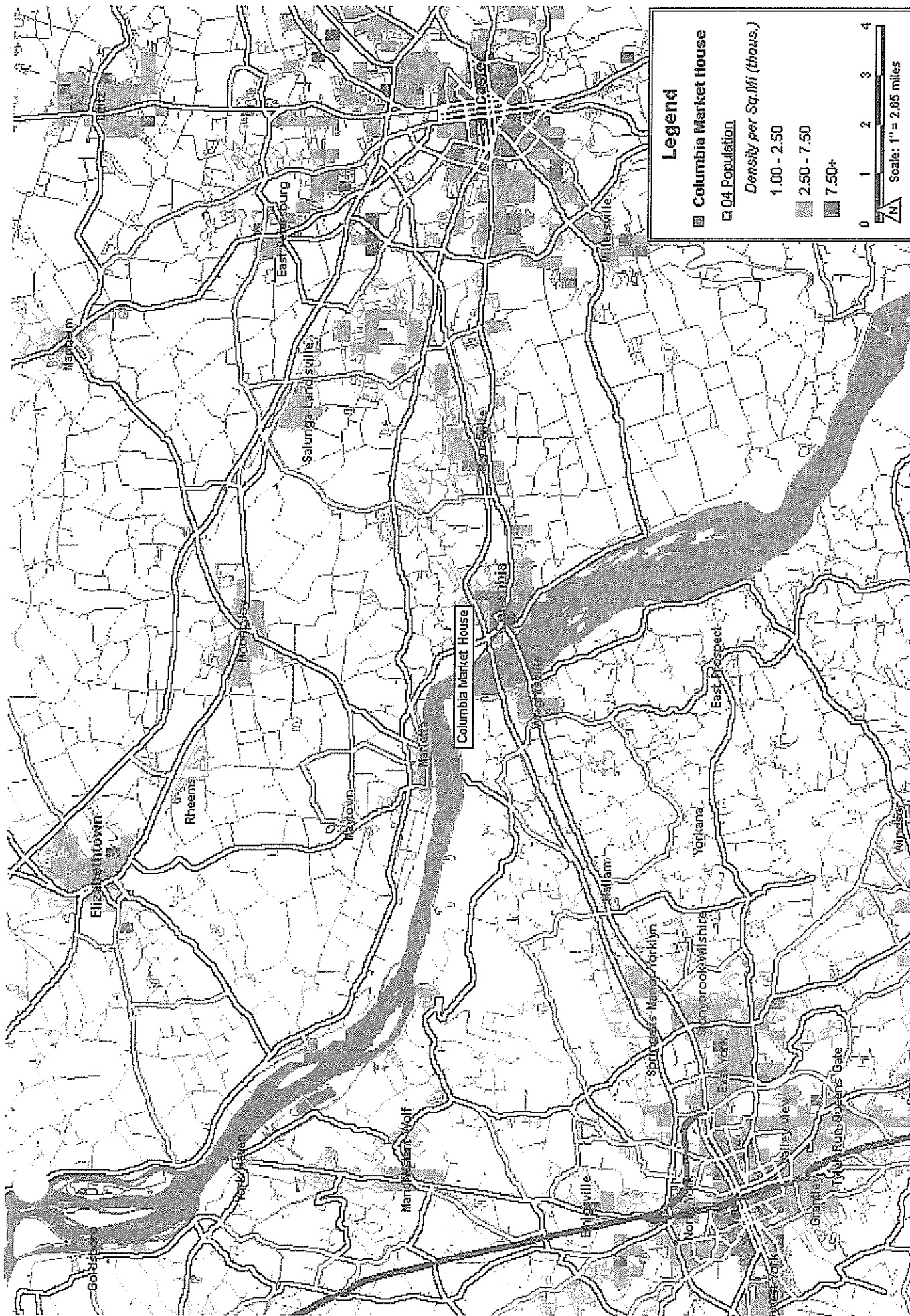
380 Market Street

York, PA 717 848 1402

Tuesday, Friday and Saturday

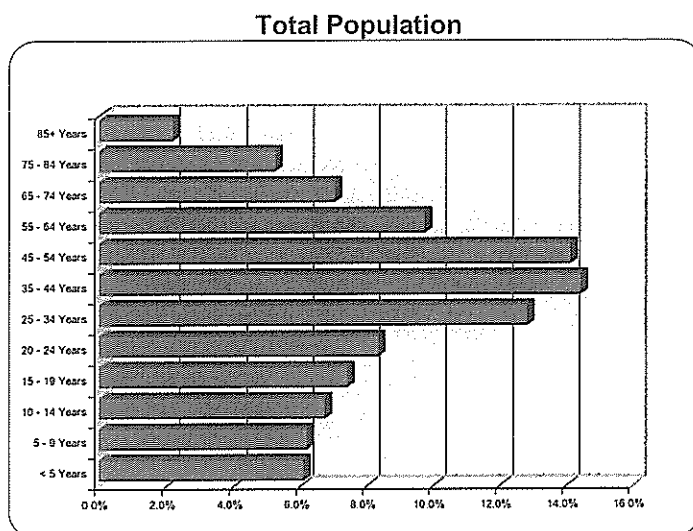
40 vendors (estimate)

Mostly all fresh foods, a few craft and collectible vendors.



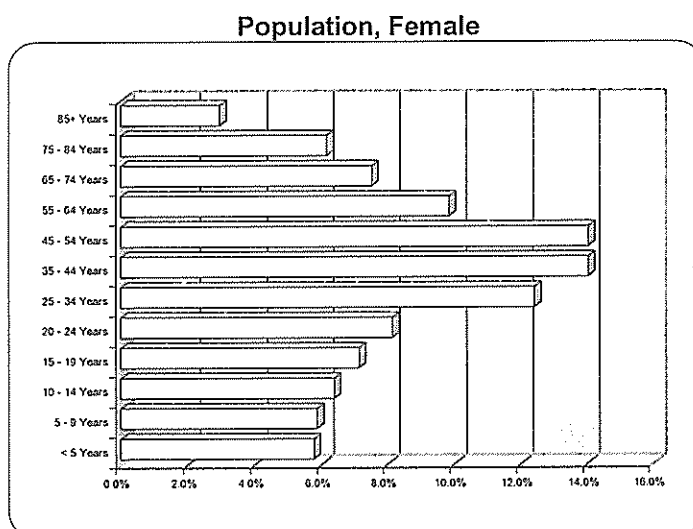
Total Population	229,088	
< 5 Years	13,901	6.1%
5 - 9 Years	14,100	6.2%
10 - 14 Years	15,370	6.7%
15 - 19 Years	16,894	7.4%
20 - 24 Years	19,062	8.3%
25 - 34 Years	29,308	12.8%
35 - 44 Years	32,984	14.4%
45 - 54 Years	32,307	14.1%
55 - 64 Years	22,303	9.7%
65 - 74 Years	16,019	7.0%
75 - 84 Years	11,895	5.2%
85+ Years	4,946	2.2%

Median Age 37.8



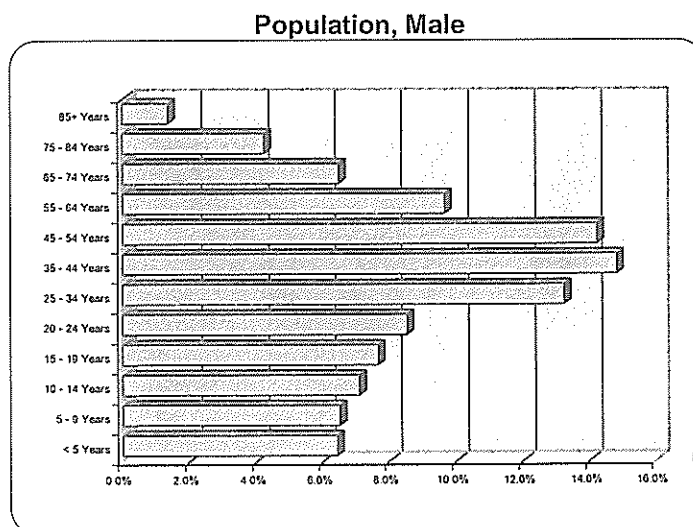
Population, Female	117,604	51.3%
< 5 Years	6,764	5.8%
5 - 9 Years	6,868	5.8%
10 - 14 Years	7,486	6.4%
15 - 19 Years	8,372	7.1%
20 - 24 Years	9,562	8.1%
25 - 34 Years	14,573	12.4%
35 - 44 Years	16,477	14.0%
45 - 54 Years	16,474	14.0%
55 - 64 Years	11,558	9.8%
65 - 74 Years	8,822	7.5%
75 - 84 Years	7,208	6.1%
85+ Years	3,442	2.9%

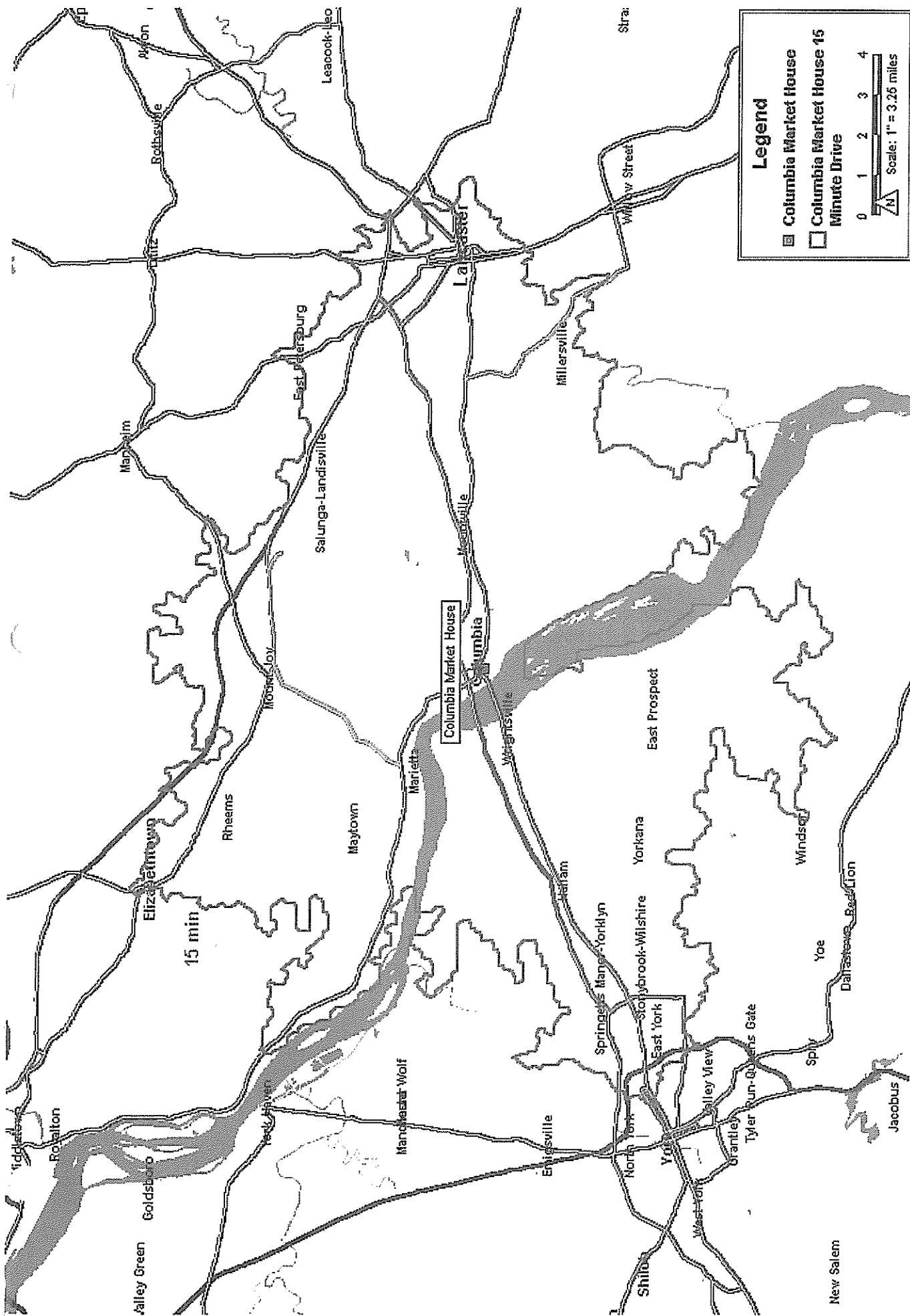
Median Age/Female 39.4



Population, Male	111,484	48.7%
< 5 Years	7,137	6.4%
5 - 9 Years	7,231	6.5%
10 - 14 Years	7,884	7.1%
15 - 19 Years	8,522	7.6%
20 - 24 Years	9,500	8.5%
25 - 34 Years	14,735	13.2%
35 - 44 Years	16,507	14.8%
45 - 54 Years	15,832	14.2%
55 - 64 Years	10,745	9.6%
65 - 74 Years	7,197	6.5%
75 - 84 Years	4,688	4.2%
85+ Years	1,504	1.3%

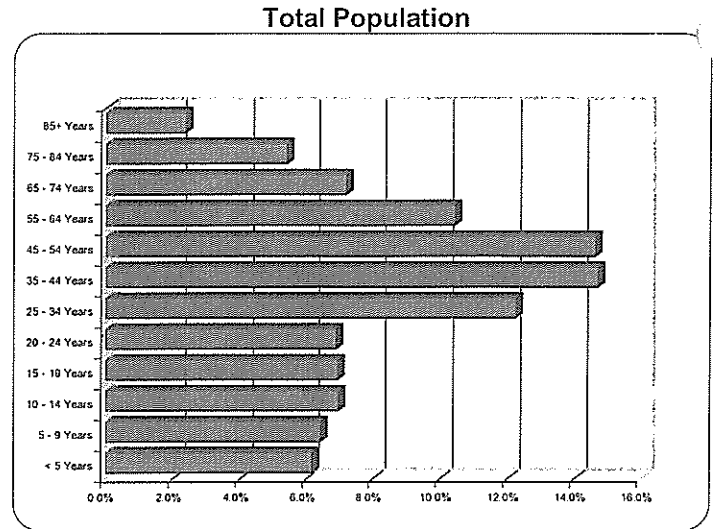
Median Age/Male 36.3





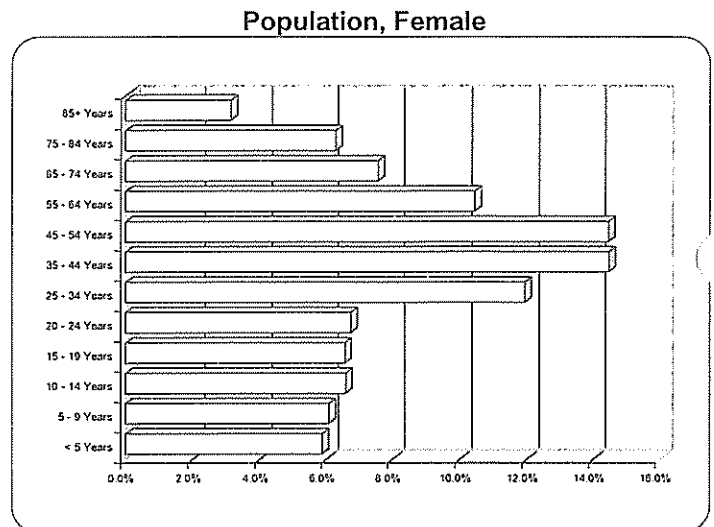
Total Population	701,454	
< 5 Years	43,041	6.1%
5 - 9 Years	44,806	6.4%
10 - 14 Years	48,680	6.9%
15 - 19 Years	48,435	6.9%
20 - 24 Years	48,126	6.9%
25 - 34 Years	85,647	12.2%
35 - 44 Years	102,927	14.7%
45 - 54 Years	102,410	14.6%
55 - 64 Years	72,982	10.4%
65 - 74 Years	50,246	7.2%
75 - 84 Years	37,664	5.4%
85+ Years	16,490	2.4%

Median Age 38.8



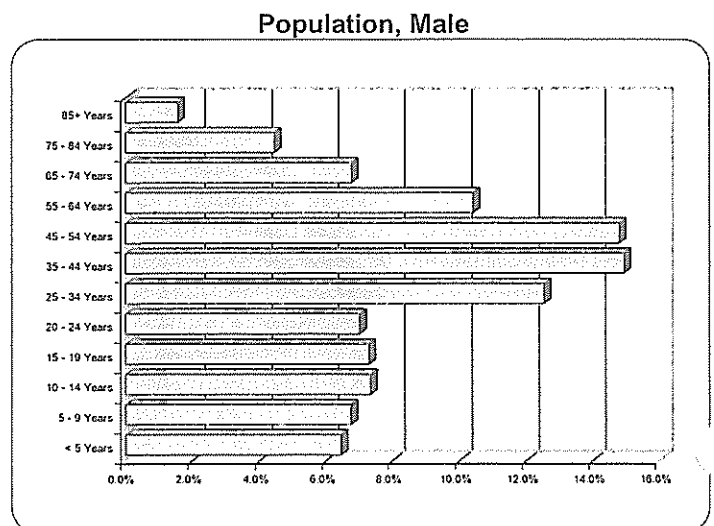
Population, Female	360,111	51.3%
< 5 Years	21,098	5.9%
5 - 9 Years	21,858	6.1%
10 - 14 Years	23,703	6.6%
15 - 19 Years	23,605	6.6%
20 - 24 Years	24,251	6.7%
25 - 34 Years	42,957	11.9%
35 - 44 Years	52,058	14.5%
45 - 54 Years	52,023	14.4%
55 - 64 Years	37,546	10.4%
65 - 74 Years	27,203	7.6%
75 - 84 Years	22,590	6.3%
85+ Years	11,220	3.1%

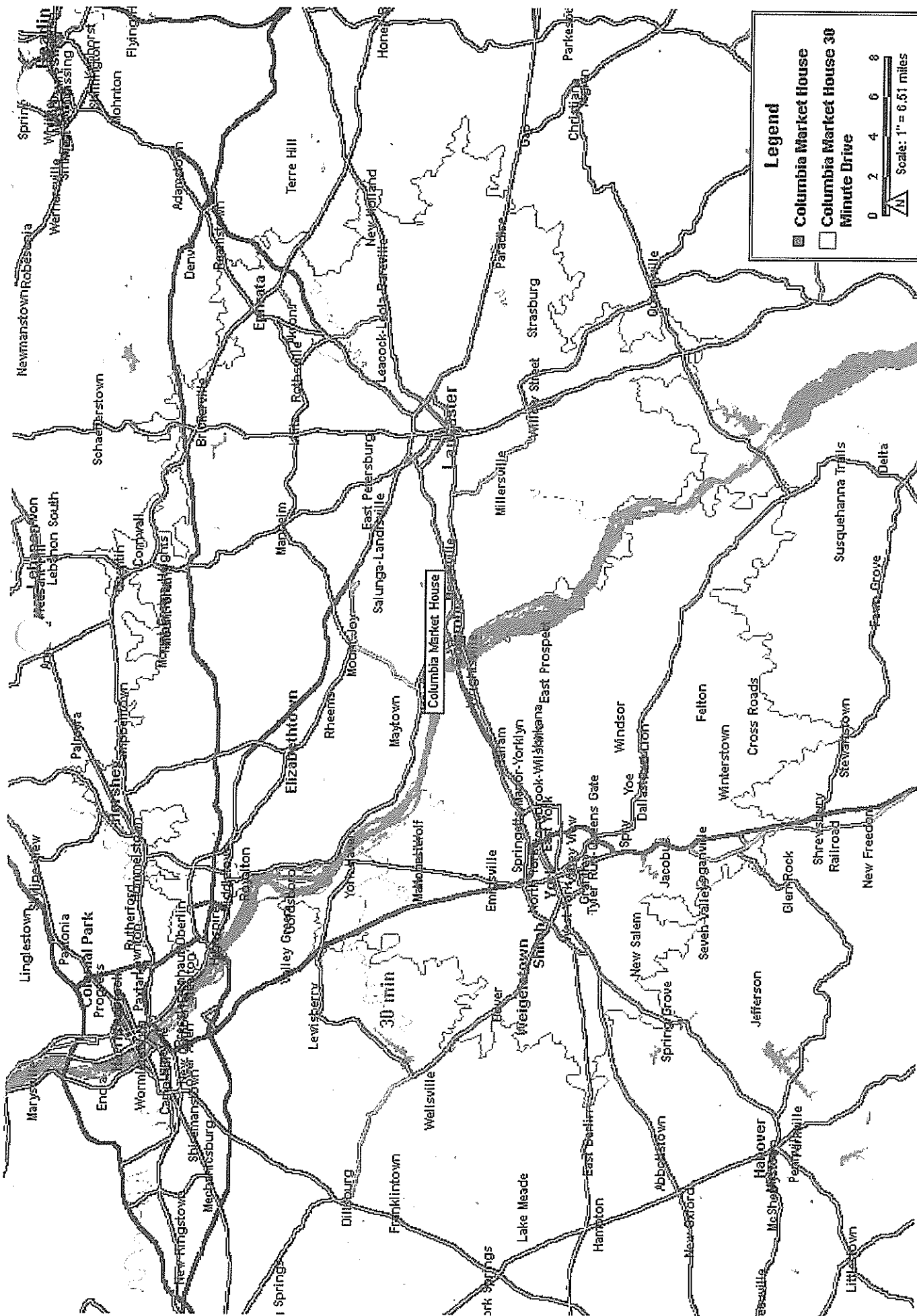
Median Age/Female 40.3

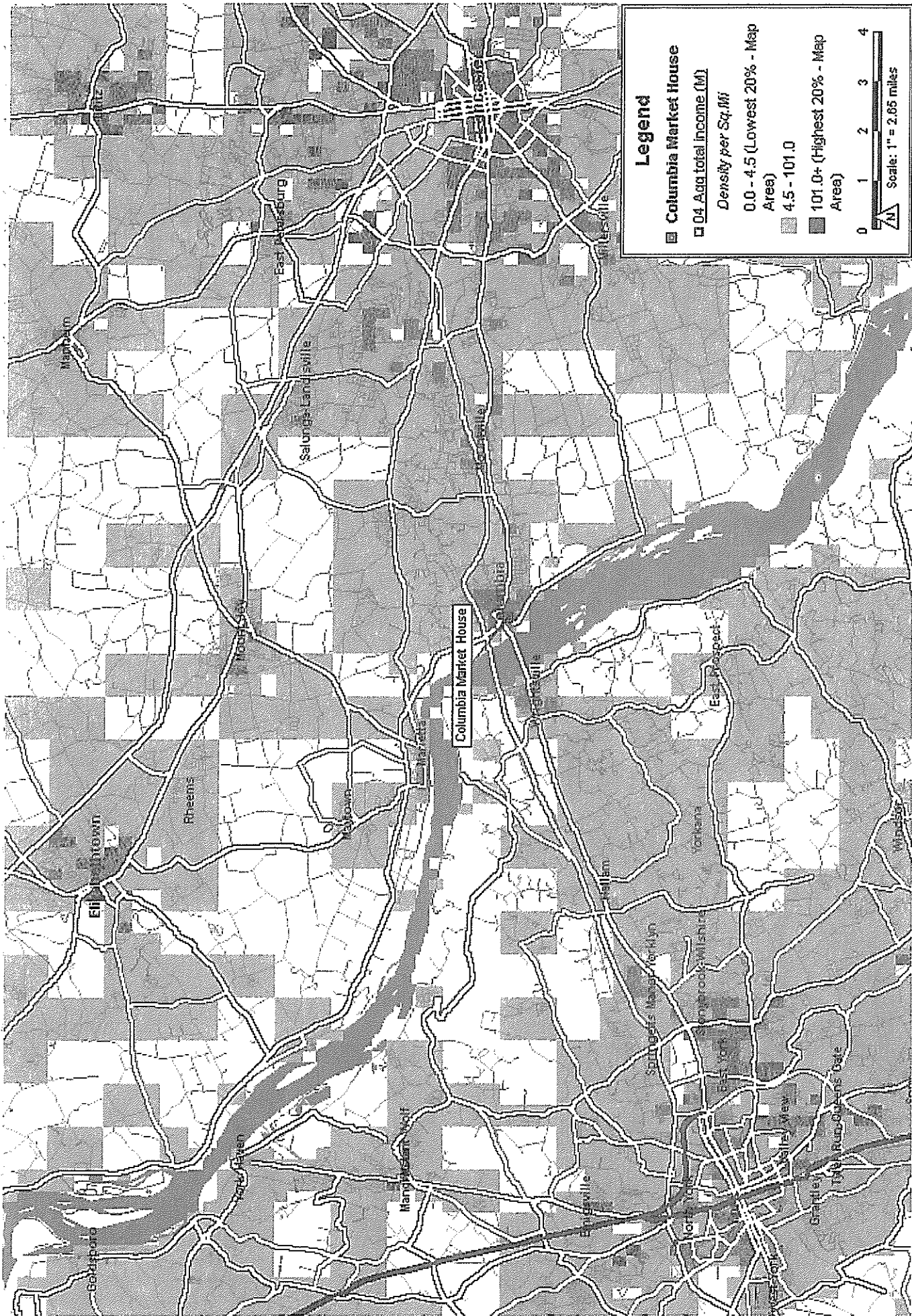


Population, Male	341,343	48.7%
< 5 Years	21,943	6.4%
5 - 9 Years	22,948	6.7%
10 - 14 Years	24,977	7.3%
15 - 19 Years	24,831	7.3%
20 - 24 Years	23,875	7.0%
25 - 34 Years	42,690	12.5%
35 - 44 Years	50,869	14.9%
45 - 54 Years	50,386	14.8%
55 - 64 Years	35,436	10.4%
65 - 74 Years	23,043	6.8%
75 - 84 Years	15,075	4.4%
85+ Years	5,270	1.5%

Median Age/Male 37.4







The Massachusetts Department of Agricultural Resources (DAR or Department) is seeking a consultant to research, develop and produce an implementation plan for a public-private partnership to create and manage a Boston Public Market (Market).

Targeted opening date for the Market is July 1, 2012.

Concept

The mission of the Market is to provide a self-sustaining, year-round market space for the purchase of fresh, local, healthy and high quality foods, and to strengthen the region's farm and fisheries economy through the direct sale of fresh and value added Massachusetts agricultural and fisheries products. Based on an acceptable implementation plan, the Department is prepared to invest state capital funds, in partnership with private funding, towards physical improvements to a state owned building housing the Market. The accepted implementation plan must:

- demonstrate the long-term sustainability of the Market with a vendor mix that maximizes direct sales of Massachusetts agricultural and fisheries products;
- recommend a transparent and accountable oversight and management structure reflecting the public-private partnership supporting the Market; and
- establish the framework and decision making authority for subsequent procurement of services for the design, construction and operation of the market.

The consultant will be selected based on their experience and knowledge of the business of establishing and running a public market, and demonstration of their ability to produce relevant business analyses and formulate recommendations. Proposals must clearly specify or demonstrate the respondent's ability to provide directly or through one or more sub-contractors the services described in the two major components of the implementation plan identified below:

1. Business Analysis and Model: Moving from vision to reality requires demonstrating the long-term viability of the market and modeling a pathway to sustainable operations. The successful consultant will provide analysis and a model based on existing and assumed conditions including at a minimum analysis and/or recommendations related to:

- consumer demand for Massachusetts agricultural products;
- the availability of adequate vendors to meet consumer demand;
- ideal mix of vendors and layout of space to ensure overall success of market while maximizing returns to Massachusetts producers;
- required capabilities of Market operator;
- start up costs;
- operational requirements such as permits and traffic management plans;
- pro-forma financial documents demonstrating anticipated revenues, expenses, and cash flow;
- private fund-raising goals, strategies, and timetables.

Research, interviews and/or surveys with relevant stakeholders is expected to ensure final plan reflects public purpose, enjoys broad support, and can be implemented. A clear description of all business model assumptions and missing information must be included.

2. Market Oversight and Management Structure: The Market will require investment of both private and state funds and will be located in a MassDOT owned building. Oversight and management structures and decision making authority therefore must reflect the public-private partnership supporting the Market while ensuring that public policy goals are met. The recommended organizational model should address:

- appropriate state and local government representation;
- vendor representation;
- Consumer/stakeholder representation;
- Clearly defined roles and responsibilities, including decision making authority, for any oversight board/authority and for the market operator

Bidder's Conference: October 21, 2010 at 1:00 P.M at the Department of Agricultural Resources, in the main conference room of Suite 500 at 251 Causeway Street, Boston, MA 02114. Attendees will meet at the Department and then proceed to the site roughly three blocks away.

