

An Urban Land Institute Technical Assistance Panel September 10 – 11, 2014



Philadelphia

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About ULI

ULI - The Urban Land Institute was established in 1936 as a nonprofit educational and research institute and is supported by 33,000 members representing all aspects of land use and development disciplines. ULI's mission is to provide responsible leadership in the use of land in order to enhance the total environment and to create and sustain thriving communities.

For more than 50 years ULI has provided guidance to nonprofits and municipalities seeking solutions to land use challenges. At the regional level, ULI Philadelphia offers Technical Assistance Panels (TAPs) which bring together objective planners, developers, lenders, architects, and related professionals to evaluate specific needs and make recommendations on implementation in an atmosphere free of politics and preconceptions. ULI member and non-member professionals provide their expertise in a voluntary capacity and each has signed an agreement to avoid current or potential conflicts of interest.

Background

Located on the Susquehanna River, Harrisburg is both the state capital for the Commonwealth of Pennsylvania and the county seat for Dauphin County. Although the city of Harrisburg has just 50,000 residents, Harrisburg's weekday population and ensuing traffic swells when Commonwealth and county employees, and those of supporting businesses, commute to their downtown jobs. Modern Transit Partnership predicts that by 2020, average daily traffic on the area's major roadways will increase 85 percent.

The culture of the area is car-oriented, supported by interstate and other expressways that surround the City. However, there are options for mass transit. Capital Area Transit (CAT), the Authority providing bus service to Dauphin and Cumberland Counties and the city of Harrisburg, serves approximately 10,000 riders a day. Inter-city service is also available via Lebanon Transit, Rabbit Transit (York County), Fullington Trailways, Greyhound, Megabus, and rail service on Amtrak's Keystone Corridor.



The design of the current Market Square Transfer Center precludes a bus driver being able to pull aside and wait for transferring passengers.

The primary Transfer Center for CAT is located in the area of Market Square, at 2nd and Market Streets, in downtown Harrisburg. The Transfer Center was built in 1987 using Federal Transit Administration grant funds but the location presents difficulties. Unlike a true transfer center, there is nowhere for buses to idle or wait for passengers who might be transferring from one route to another. There is scant protection from the elements for waiting passengers and no restroom facility for drivers. And the area of the Transfer Center is confined, with no room for expansion. Despite the fact that the current facility does not offer the benefits of a true Transfer Center, CAT estimates that 80 percent of riders using the Transfer Center are transferring from one route to another.

The most frequently mentioned alternate location for the Transfer Center is the Harrisburg Transportation Center. The train station, which is listed on the National Register of Historic Places and is a National

Historic Landmark, was built in 1887. After a serious fire in 1904, it was rebuilt in 1905 with its distinctive barn-style roof. The building was renovated in 1986. Located just three blocks east of the Transfer Center, it is the downtown hub for Amtrak and some inter-city bus lines. For CAT, moving the Transfer Center to the station would allow for bus parking cutouts, ticket sales and a covered waiting area for passengers.

Stakeholders neighboring Market Square have also suggested that relocating the Transfer Center would enable the City to make Market Square an attractive gateway. With both goals in mind -- creating a more efficient Transfer Center and reclaiming the Market Square area -- Modern Transit Partnership (MTP), a nonprofit formed by CAT to support and promote multi-modal transit in the area, began to investigate options and contacted ULI Philadelphia to help provide guidance and recommendations.

80 percent of riders using the Transfer Center are transferring from one route to another.



The Harrisburg Transportation Center could function as a true multi-modal transportation center if the area was re-configured.

Key Issues: What Modern Transit Partnership Asked of the TAP

Modern Transit Partnership asked the TAP to address three key questions:

- Is it feasible to combine the existing bus transfer center at Market Square and the Harrisburg Transportation Center into one larger multi-modal transit center that will better serve the region?
- How would the existing Transportation Center design need to change to accommodate a more multi-modal facility?
- What development opportunities in proximity to the Transportation Center may be possible with a new multi-modal center?

To the question of feasibility, the Panel answered an emphatic "yes." The Panel believes it makes considerable sense to create a multi-modal center at the Transportation Center.

To the questions of necessary changes to the Transportation Center and possible opportunities nearby, the Panel took a broader view. They urged the stakeholders to look at the changes within a larger context -- to consider a new multi-modal transit center as part of a district or neighborhood, and to see the station and a reinvented Market Square as opportunities for economic development.

Initial Assessments

The city has great assets it can leverage.

Panelists were impressed by Harrisburg's many attributes, some immediately apparent and others less tangible:

- Harrisburg's Amtrak station is centrally located, not on the periphery of town.
- The City has historic, urban open space at its core.
- The City has a comfortable public realm.
- There is an established, successful restaurant row.
- The downtown area's proximity to the Capitol and the Susquehanna River is excellent.
- There are properties adjacent to the Transportation Center that are underutilized, the former post office building and its site, for example.
- Downtown land use is diverse.
- Downtown already has a Business Improvement District.
- There is keen stakeholder interest in a new multimodal project.
- The City is already slated to revise its 40-year old Comprehensive Plan.
- As the state capital, Harrisburg can -- and should -- be a showcase for revitalization and economic development.

Harrisburg's transportation environment needs an update.

Conceived almost 30 years ago, the Transfer Center has outlived its usefulness. It is too **far from the Transportation Center** for passengers to easily make connections to and from other inter-city bus lines.

Additionally, CAT's current routes and the routing of buses through the Transfer Center are inconvenient for those who commute to new employment centers outside of town and in the suburbs. Service is particularly challenging for shift workers and those who work weekends; CAT has no service on Sundays.

As the location for the new Transfer Center, the Transportation Center would be a good hub and would create a "sense of place for transportation." It would be much easier for riders to transfer from CAT to a Fullington Trailways line, Greyhound or Amtrak. The Panel also noted that the current Amtrak station is underutilized. The ground floor lobby is large but unpopulated and there are few services for travelers. The space could easily accommodate more foot traffic.



The ground floor of the Transportation Center could easily accommodate a location for CAT ticket sales as well as food service and retail.

It's important to "get the parking right."

The Panel observed that downtown
Harrisburg is still very car-centric and public transportation is not part of the culture.
An aerial view of the downtown core reveals numerous parking areas, both surface parking and garages. But recent transfers of parking ownership by the City, and subsequent price changes, have resulted in disruption. Although there is a surplus of parking, commuters complain that parking is

too costly. The Panel believes it is **important** to "get the parking right" via the following:

- Develop a comprehensive strategy for parking with the goal of optimizing the efficiency of each space or facility.
- Parking around the Amtrak station seems scattershot and the areas could be more efficiently designed and consolidated where possible.
- Examine current zoning requirements regarding parking: are there too many spaces required by an outdated zoning ordinance? A comparison of ratios (parking spaces per 1,000 square feet of gross leasable area) successfully employed by similarly sized cities could prove helpful.
- Consider offering free metered street parking beginning at 5:00 p.m. to encourage workers and visitors to stay downtown after work hours.

"Fixing" the Transfer Center can be a game-changer.

Relocating the Transfer Center would create one prime opportunity immediately: it would open the door for a revitalized Market Square area. The current perception is that the area is unclean and unsafe; and in reality, the Panel's morning tour of the area revealed a number of loiterers in the area of the Transfer Center.

The area also looks "tired," with **little pedestrian activity** despite the adjacent office buildings and Hilton Hotel and Towers. The street **needs to be much livelier** to be successful, with cafes and retail destinations for office workers and visitors.

The Transportation Center would be a good hub and would create a "sense of place for transportation."



The Market Square area, where the Transfer Center is currently located, could be a handsome gateway for downtown Harrisburg.

The Panel also commented on the how the downtown area empties out between 4:30 and 5:00 p.m. on weekdays and believes that giving workers reasons to stay downtown would be extremely positive. They envision restaurant row and downtown activities expanded with the downtown time-clock of use becoming 8 a.m. to 8 p.m., rather than the current 8 a.m. to 5 p.m. The State's commitment to downtown revitalization via relocation policies presents a good opportunity and the planned move of 1,000 Department of General Services' employees can help ignite change.

Expanding the role of the Transportation
Center could also have a huge impact on
that area. The site of the **former post office presents an enormous opportunity** for
future transit-oriented development; the vacant
Patriot-News building is also an opportunity.
And the station itself "is a significant resource
that could be made even more potent as a
driver of City success." The Panel is confident
that functions of the CAT Transfer Center
could be accommodated at the station and
that it could become an efficient hub for multimodal transit and activity.

Collaboration, communication and an alignment of interests is required.

The Panel was pleased to see so much enthusiasm for the Transfer Center project but noted that it often seemed that organizations were working in silos, independent of each other and with little exchange of information. A single, strong champion for the project is required, someone who can bring the various interests together to work towards a mutual vision and goal. The Panel suggested that all parties "take the blinders off" and put preconceptions about the project aside in an effort to approach it with open minds and a willingness to compromise. Better communication among the interested parties must be a goal.

Additionally, some jurisdictions and legal interests seem at odds and should be aligned. For example, Amtrak and the Harrisburg Redevelopment Authority must find a way to resolve the drainage problems at the station so that surface areas around the station can be used to best advantage.

... the station itself "is a significant resource that could be made even more potent as a driver of City success."

ULI's Ten Principles for Successful Development Around Transit

- Make It Better with a Vision
- 2 Apply the Power of Partnerships
- 3 Think Development When Thinking about Transit
- 4 Get the Parking Right
- 5 Build a Place, Not a Project
- 6 Make Retail Development Market Driven, Not Transit Driven
- Mix Uses, but Not Necessarily in the Same Place
- Make Buses a Great Idea
- 9 Encourage Every Price Point to Live around Transit
- Engage Corporate Attention

Recommendations

In organizing its findings, the Panel felt it was critical to make recommendations within the context of a process – a process they believe will enable MTP to achieve its goal of creating a truly multi-modal center, while laying the groundwork for economic development and a vital, energetic downtown.

· Identify leadership.

- —Identify all the stakeholders corporate, public and private. Organize a conference to review the issues and findings; MTP could take the lead and tie such an event to its planned November 2014 meeting.
- —Identify a champion. Establish systems to hold the champion accountable and responsible. A stakeholder group such as Harrisburg Young Professionals (HYP) could be a good candidate.
- Energize stakeholders and consolidate civic will to push recommendations forward. Ensure the process includes CAT users. Encourage business leaders to become more fully engaged.

· Organize the effort.

- —Outline the goals and process. Make it collaborative, interactive and inclusive.
- Make certain the vision is shared by all stakeholders.
- —Collect, inventory and analyze available data.
- Consider analysis to identify strengths, weaknesses, opportunities and threats (SWOT).

- Make it Harrisburg's plan and get everyone in the room.
- —Communicate with each other and with the public.

Leverage current assets.

- —The suggested site is a centralized, historic facility and there is great development potential in the vicinity. Promote its benefits.
- —Stakeholders are already interested in the Market Square area and a more transit-oriented downtown. Take advantage of that.
- —This is the state capital. Utilize the funding streams that are already available.

Remember—connecting people to opportunities is a key component.

- Rethinking the Transfer Center and the Transportation Center is a chance to improve the quality of life and economic conditions of residents by providing better connections to jobs, education and valued destinations.
- —In relocating the Transfer Center, CAT can also rethink its routes and schedules to better align them with new employment centers and more convenient transfer options.
- —The river and the railroad tracks are presently dividing lines, but transit can link these areas as well as north-south and east-west.

Rethinking
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- Develop a game-changing vision and master plan. The opportunity that is before Harrisburg has several components:
 - The former Transfer Center: the area at 2nd and Market can be reclaimed as lively public space once the Transfer Center is relocated. With physical improvements and programming it could be a catalyst for further downtown activity. Begin by making the area clean and safe.
 - The Transportation Center: the station can become the hub for all modes of downtown transportation, not just a hub for train and bus, but also biking lanes and services like rental cars and taxis. CAT should also consider relocating its administrative offices to the Transportation Center; such a move would reinforce CAT's commitment to multi-modal transit, and there is abundant office space on the second floor of the station. With more traffic and foot traffic in and around the station, there will be opportunities for successful retail and food service.
 - —A larger vision: the Panel recommends thinking about the entire downtown area that radiates from the station when developing the Comprehensive Plan, including the site of the former post office. They suggest a parking analysis of the area and developing a traffic strategy. The City's wide, one-way streets encourage fast-moving traffic and make pedestrian crossings difficult. The Panel suggests a strategy that would discourage commuting into the City by car and encourage the use of transit. The vision for the area should include Transit-Oriented Development, a mixed-use. mixed-income and mixedhousing area that would encourage walking, feature dedicated bike lanes

and whose residents would take advantage of the various transit options. Increased residential development would spur economic development and create a livelier downtown with a 24/7 population.

- Create an implementation plan with short-term and long-term strategies.
 - Consider who/what/where/how: define and divide tasks, assign responsibilities and hold each other accountable.
 - Identify funding sources for short- and long-term goals; get stakeholders involved, leverage relationships and secure required funding.
 - · Short-term strategies:
 - —Develop an updated Comprehensive Plan.
 - —Validate downtown as a destination by programming a calendar of events for the downtown area; suggestions included pop-up retail, and events that would include popular food trucks, open air markets and demonstration projects.
 - —Help people explore downtown by developing better wayfinding, maps and information on upcoming events and activities; make these materials available at the train station.
 - Long-term strategies:
 - —Prioritize the larger physical improvements.
 - Engineer solutions for impediments to development, for example, the 100-year floodplain adjacent to the station which includes the former post office site.

The vision for the area should include Transit-Oriented Development.

Summary: "You Don't Have to Be a Big City to Have Big Ideas"

Moving the Transfer Center to the Harrisburg Transportation Center has almost unanimous support among the stakeholders interviewed by the Panel. Reclaiming the area in and around 2nd and Market Streets as a clean, safe gateway to downtown seems like the best and highest use for the location. And using the Amtrak station as a true "center" for transportation could have a tremendous ripple effect. It is an opportunity for the city to:

- Provide an improved experience for transit riders and increase ridership.
- · Improve traffic flow and ease congestion.
- · Evaluate parking and develop a parking strategy for downtown.
- Encourage more activity around the station, and secure office tenants for second floor space.
- Develop a Comprehensive Plan that would include transit-oriented development in and around the station.
- Spark economic development with improved transit options and downtown activity.

Is There An Alternative?

At the end of the two-day session, ULI panelists were committed to the vision of relocating the Transfer Center, creating a true multi-modal hub at the Transportation Center and using the relocation as a **springboard for economic development and a more vibrant, successful city**. Although choosing to do nothing is an option, Panelists believe Harrisburg should seize this opportunity and take action.

Using the Amtrak station as a true "center" for transportation could have a tremendous ripple effect.

Panelists

Richard L. Jackson, RLA TAP Co-Chair

Principal-in-Charge of Landscape Architecture, ELA Group, Inc.

Co-founder and principal-in-charge of landscape architecture, Mr. Jackson manages scheduling, business development and project management for selected commissions; development of commercial/industrial, recreational. residential, and institutional sites and special projects; site layout, grading, planting plans, drainage and storm water management, utilities, sediment and erosion control, site analysis, construction drawings and specifications and construction observation. He is also active as a citizen planner in Lancaster. participating in the County's Growth Management and Economic Development plans, and is a pastpresident of the County's Coalition for Smart Growth.

Thomas Smithgall TAP Co-Chair

Senior Vice President, Development, High Real Estate Group LLC

Mr. Smithgall leads the development function for High Real Estate Group LLC and the High family portfolio, as well as the growth and management of the expanding development services market. He has more than 20 years of development and building experience with industrial, commercial, and hospitality projects

throughout the eastern United
States. Mr. Smithgall began his
real estate career as a residential
and commercial realtor in 1975. In
1989, he began his career at High
Associates Ltd. as a project manager.
In addition to his work for High
Associates, Mr. Smithgall served as
Manager of Business Development
for High Construction Company. Mr.
Smithgall holds a Bachelor of Arts
in Political Science from Franklin &
Marshall College and a Masters in
Governmental Administration from the
University of Pennsylvania.

George Asimos

Partner, Saul Ewing LLP

As a lawyer and partner at Saul Ewing Mr. Asimos divides his practice between development advocacy and transactional work for owners and developers of all categories of real estate throughout eastern Pennsylvania. He is particularly experienced representing clients in the areas of telecommunications, oil and gas, as well as the growing Marcellus Shale industry. On the development side, he represents developers, land owners and others seeking project approvals from municipalities. On the transactional side, Mr. Asimos represents real estate owners and investors in the purchase, sale, and leasing of all basic categories of real estate. A substantial part of his practice involves advising land owners and nonprofit land trusts on the donation of conservation easements and related real estate planning.

Richard G. Bickel, FAICP

Director of Planning, Delaware Valley Regional Planning Commission (retired)

An urban planner with more than 40 years of practical experience in local government, county and regional land use and transportation planning, Mr. Bickel manages the work of more than 75 staff involved in Smart Growth and Intermodal Planning studies, reports and technical analyses. He was principal drafter of Pennsylvania's Transit Revitalization Investment District legislation, Act 238 of 2004. In 2005, he received a Governor's Award for Local Government Excellence from the PA Department of Community and Economic Development. He was recognized by the Planning Accreditation Board as the Outstanding Site Visitor (Practitioner) in 2009, and was elected to the AICP College of Fellows in 2010. He has a B.A. in Sociology and Master's of Urban and Regional Planning from the University of Pittsburgh.

Sarah Bryant

Professor of Finance, Shippensburg University of Pennsylvania

Dr. Bryant teaches MBA-level finance, Principles of Real Estate, and Real Estate Finance and Investments. Prior to this position, she was Dean of the College of Business Administration at Clarion University for over four years. Dr. Bryant was Executive Director of MBA Programs and Senior Lecturer at City University of London, England.

She has served as department chair of Finance and International Business at Johns Hopkins University and assistant professor of finance at The George Washington University. Outside of academe, Dr. Bryant worked as a senior economist at the Department of Treasury Office of Thrift Supervision, Chase Econometrics, and the American Bankers Association. She holds a BSBA and a Ph.D. in Economics from the University of South Carolina.

Robert R. Derck

Vice President of Planning and Development, Charter Homes

In his position, Mr. Derck is involved in the land development of all new neighborhoods for Charter Homes, a builder/developer who was recognized in 2013 as the National Housing Quality Gold Award winner. His primary responsibility is to manage and execute the strategic plan to implement Charter's Great American Neighborhoods™ platform, which typically includes verticallyintegrated mixed-use, multi-family residential, town homes and a mix of single family residential assets. Over his 20 year real estate career, Mr. Derck has been involved in the development and/or management of combined portfolios valued at over \$2 billion, and an inventory of over 150.000 residential and resort units and associated commercial acreage both nationally and abroad.

Anne Deeter Gallaher

Chief Executive Officer, Deeter Gallaher Group

Ms. Gallaher is owner of Deeter Gallaher, a marketing and public relations firm that combines traditional and social media to create award-winning results for clients in the fields of mechanical contracting, engineering, technology, banking, commercial real estate development, construction, and music entertainment. Serving as vice chair of The Salvation Army Harrisburg Capital Region advisory board and a member of the Harrisburg Regional Chamber/CREDC board. Ms. Gallaher is also a member of The Wall Street Journal's Women in the Economy Task Force, founder of the Harrisburg Social Media Club, and the American Heart Association's Circle of Red. She is co-author of Women in High Gear: A Guide for Entrepreneurs, On-Rampers, and Aspiring Executives, and has been published in The Wall Street Journal, Huffington Post, and other business publications and blogs.

Marc Kurowski, PE

Co-Owner, K & W Engineers

Mr. Kurowski is principal of K & W, a site design and land planning firm located in Harrisburg. He has specialized in land development and site design for 20 years, providing services for clients in the educational, institutional, commercial and residential development sectors. For the firm he manages all aspects of the business including operations, strategic planning, marketing and

business development, and finances. He is a graduate of the Pennsylvania State University, LEED Green Associate accredited, a graduate of the Leadership Harrisburg Area program, chairman of the Board of Directors for Capital Region Water, a member of the Harristown Development Corporation Board of Directors, and a member of the Harrisburg Young Professionals Advisory Board.

Jack Machek

President and CEO, 10,000 Friends of Pennsylvania

Mr. Machek joined 10,000 Friends of Pennsylvania as President and CEO in 2010. Prior to joining the organization he worked at the Pennsylvania Department of Community and Economic Development (DCED), first as a Strategic Investment Officer for the Governor's Community Action Team, then ascending to the role of Regional Director of DCED's Southwest PA Regional office. He previously served as both the City Manager and Economic Development Director of the City of Clairton, an Act 47 third-class City in Allegheny County, and as a program coordinator/grant manager for the Private Industry Council of Westmoreland/Fayette, a non-profit corporation administering job training and educational programs. Mr. Machek has a Master's degree in Public Administration and Applied Policy Analysis, and currently

serves on the Board of Directors of Smart Growth America, including Transportation for America, the National Brownfields Coalition, and the National Complete Streets Coalition.

Shelby Nauman

Director of Neighborhoods and Special Projects, Lancaster City Alliance

Lancaster City Alliance (LCA) strives to identify and prioritize opportunities that foster collaborative solutions to empower the community in building a clean, safe and economically vibrant City of Lancaster. In her work for the LCA and previously with the James Street Improvement District, Ms. Nauman builds partnerships at the grassroots level and with businesses, public authorities, other non-profit organizations and the faith-based community. She has managed a statefunded Elm Street Program, forming an active neighborhood advisory council and facilitating the implementation of almost a million dollars in private and public improvements within a targeted area in Lancaster City. Ms. Nauman serves on the Board for Lancaster's Coalition for a Bicycle Friendly Lancaster and managed a feasibility plan for enhancing multi-modal transportation along one of Lancaster City's major gateway areas.

Robert Ravelli

Associate Director, Contemporary Solutions

Mr. Ravelli has been a planner for more than 20 years in the United States, United Kingdom, Europe and Australia. He advises the public and private sectors through his international best practice experience in creating strategic sustainable redevelopment strategies, creating places that promote alternatives to car use, linking transport and land use and travel demand management. He was an Assistant Deputy Mayor for the City of Philadelphia Mayor's Office of Transportation for eight years. He currently lives in London working for clients such as Transport for London, the European Union and local governments. He has been a member of several ULI Advisory Panels, most recently in Atlantic City, New Jersey. He earned a Master's degree in City Planning from the University of Pennsylvania.

Christophe P. Terlizzi

Senior Vice President and Regional Manager for Commercial Real Estate, First Niagara Bank

A senior banking executive with 42 years of experience, Mr. Terlizzi has specialized in all aspects of commercial real estate lending. His duties have included chairing the loan approval committee, directing loan policy, setting operating procedures and charting business strategy for commercial banks ranging in size from \$2 billion to \$160 billion in assets. He is currently with First Niagara Bank, a \$38 billion national

bank headquartered in Buffalo, New York. Mr. Terlizzi is responsible for the eastern seaboard region and supervises four lending teams whose combined portfolios total approximately \$2 billion in commercial real estate loans. Mr. Terlizzi is treasurer of Central Philadelphia Development Corporation and Center City District, secretary of 10,000 Friends of Pennsylvania, past treasurer of the Preservation Alliance of Greater Philadelphia, and is past chairman of the Philadelphia District Council of the Urban Land Institute.

Ben Wauford

Principal and Director, Cooper Carry, New York

As Principal and Director of Cooper Carry's New York office and with 30 years of architectural experience, Mr. Wauford is responsible for establishing design goals and direction and ensuring design quality. With expertise in mixed-use, he guides Cooper Carry's Transit Studio which has an extensive track record designing transit stations. transit-oriented developments, and urban retail and mixed-use projects in a variety of cities and settings. Mr. Wauford's work in planning and architecture has received recognition for design excellence from his peers and development performance from his clients. He graduated from the Georgia Institute of Technology with a Master's of Architecture. He is a member of the NCARB, is a LEED Accredited Professional, and is registered to practice in nine states.

Stakeholders

Chuck Barndt, Operations Superintendent, Harrisburg Redevelopment Authority

Eric Bugaile, Board Chairman, Capital Area Transit

Scott Burford, Deputy Chief of Staff, Dauphin County

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Touring and learning more about transit opportunities around Harrisburg's Market Square.



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