# 8 ECONOMIC DEVELOPMENT PLAN


*The Economic Development Plan provides recommendations for strengthening the City's commercial areas.*

Future development in the City of Tecumseh will be dependent on a number of factors, some of which include market demand, the carrying capacity of vacant land, property availability for redevelopment, government policies, and the needs of the resident population, to name a few. The Economic Development Plan discusses the benefits of non-residential development and where development opportunities still exist that would enhance the City's commercial development.

Non-residential development provides a community with a number of benefits including:

- Tax revenue for public services
- Employment for residents
- Goods and services for consumers
- Economic development catalyst for support services.

To further explore these benefits and evaluate how the City can assist with strengthening its commercial areas, this chapter will provide two analyses. The first will look at the fiscal benefits to the community from non-residential development (Tax Base Analysis). This analysis is designed to provide the City with information about different land uses and their effect on tax base, revenues, and expenditures. The Tax Base Analysis provides comparisons of the City of Tecumseh's tax base with Lenawee County and other communities near Tecumseh. There is also a general discussion of the cost of services for different land uses.

The second part of the Economic Development Plan will evaluate the commercial areas of the community and the opportunities that exist. The analysis will provide recommendations on how these areas can be strengthened through physical enhancement, economic development through business recruitment and development and "niche" building.

## TAX BASE ANALYSIS

According to the State Tax Commission, the City of Tecumseh has a 2003 combined State Equalized Value of $278,018,800. As shown in Figure 8-1, the City of Tecumseh ranks third (out of seven) among nearby cities and villages in terms of taxable value per capita with $32,426 per capita. This is comparable to the per capita value for Lenawee County, which is $34,549. Compared with other cities and villages, the City of Tecumseh appears adequately positioned to meet the demands of its current population. The challenge will be to maintain this fiscal capacity as the City grows.

Figure 8-1
**Per Capita SEV, 2003**
**City of Tecumseh and Nearby Communities**

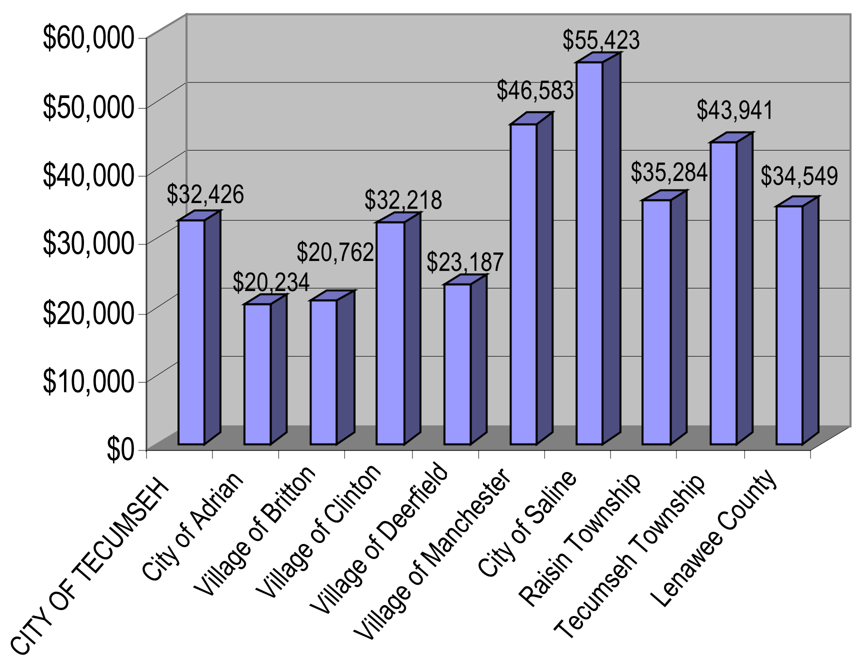



Figure 8-2 shows that nearly 70 percent of the City's taxable value comes from residential uses and 22 percent from commercial and industrial uses. It should be noted that since multiple-family and mobile home park developments are taxed as commercial businesses, the assessed value for these developments is included in the commercial rather than residential category.

Figure 8-2
**SEV Distribution, 2003**
**City of Tecumseh**

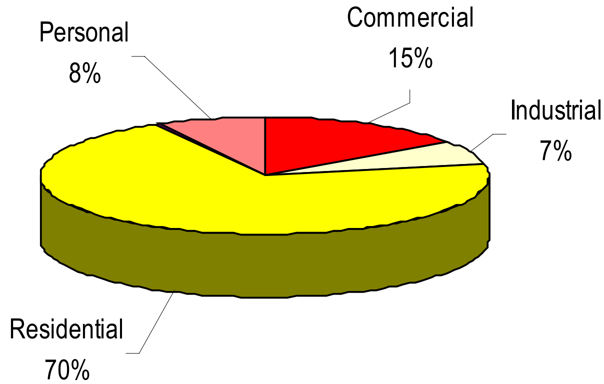
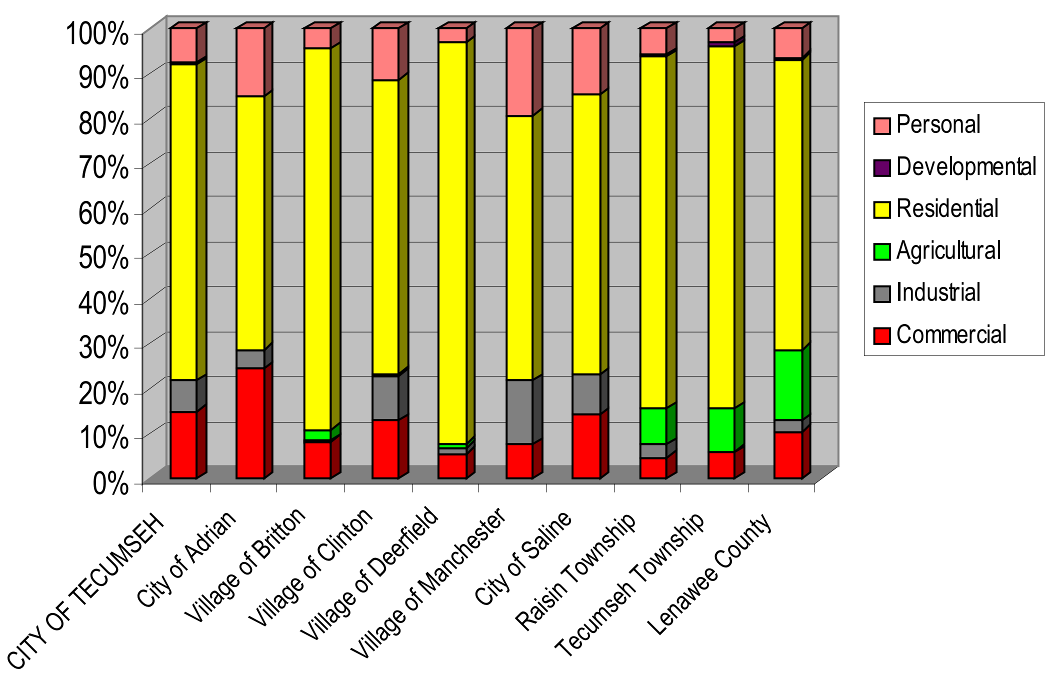



Figure 8-3 shows the percentage of total tax base, by land use category, for the City of Tecumseh and nearby communities. Table 8-1 summarizes all of the tax information. As Figure 8-3 portrays, the City of Tecumseh's tax base is more balanced than many other communities in the area. For example, the percentage of the City's SEV derived from commercial uses is only exceeded by the City of Adrian (and nearly equaled by the City of Saline). These uses strengthen the tax base because they produce a high tax dollar value per square foot of development. Industrial uses are also of particular value to a community because of high revenue and low demand for services (see discussion on following page).

Figure 8-3
**SEV Distribution, 2003**
**City of Tecumseh and Nearby Communities**



Tecumseh ranks near the middle of the communities surveyed in terms of the percentage of SEV derived from residential uses. However, compared with the other cities surveyed, Tecumseh has the lowest percentage of non-residential SEV. Adrian and Saline are strengthened by a strong personal property tax base. The following discussion on the Cost of Services from various land uses will help clarify why a sufficient supply of non-residential uses enhances public services for the residential support population.

Table 8-1
**SEV by Property Class, 2003**
**City of Tecumseh and Nearby Communities**

| | Agricultural | *% of Total* | Commercial | *% of Total* | Industrial | *% of Total* | Residential | *% of Total* | Developmental | *% of Total* | Personal | *% of Total* | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **CITY OF TECUMSEH** | $0 | 0.00% | $41,475,600 | 14.92% | $18,865,600 | 6.79% | $195,112,600 | 70.18% | $1,229,600 | 0.44% | $21,335,400 | 7.67% | $278,018,800 |
| **City of Adrian** | $0 | 0.00% | $107,306,900 | 24.58% | $17,777,500 | 4.07% | $245,113,050 | 56.15% | $0 | 0.00% | $66,333,700 | 15.20% | $436,531,150 |
| **Village of Britton** | $349,900 | 2.41% | $1,196,400 | 8.24% | $26,500 | 0.18% | $12,289,500 | 84.68% | $0 | 0.00% | $650,500 | 4.48% | $14,512,800 |
| **Village of Clinton** | $216,500 | 0.29% | $9,541,900 | 12.92% | $7,460,800 | 10.10% | $48,190,900 | 65.23% | $101,100 | 0.14% | $8,365,200 | 11.32% | $73,876,400 |
| **Village of Deerfield** | $216,100 | 0.93% | $1,328,000 | 5.70% | $269,000 | 1.15% | $20,734,500 | 88.98% | $0 | 0.00% | $755,551 | 3.24% | $23,303,151 |
| **Village of Manchester** | $0 | 0.00% | $7,652,200 | 7.61% | $14,330,200 | 14.24% | $59,138,200 | 58.77% | $0 | 0.00% | $19,497,630 | 19.38% | $100,618,230 |
| **Raisin Township** | $18,562,800 | 8.09% | $10,740,400 | 4.68% | $6,488,800 | 2.83% | $179,578,400 | 78.22% | $994,000 | 0.43% | $13,229,400 | 5.76% | $229,593,800 |
| **City of Saline** | $0 | 0.00% | $63,845,900 | 14.34% | $39,449,300 | 8.86% | $276,523,700 | 62.10% | $0 | 0.00% | $65,447,500 | 14.70% | $445,266,400 |
| **Tecumseh Township** | $7,901,000 | 9.56% | $4,750,000 | 5.75% | $191,800 | 0.23% | $66,433,700 | 80.38% | $728,300 | 0.88% | $2,649,000 | 3.20% | $82,653,800 |
| **Lenawee County** | $539,832,675 | 15.80% | $361,861,828 | 10.59% | $79,955,700 | 2.34% | $2,198,687,498 | 64.35% | $12,755,800 | 0.37% | $223,481,114 | 6.54% | $3,416,574,615 |

## COST OF SERVICES OVERVIEW

A number of studies indicate that different types of land uses demand various levels of municipal services, such as schools, fire/police protection, sewer and water, road infrastructure, etc. Because of this range in demand for services and in turn municipal expenditures, it is important for communities to evaluate the composition of their tax base. The costs of services and infrastructure must be balanced against revenue. There are also issues related to quality of life, including traffic, noise, and other environmental impacts.

Fiscal impact analysis can be used to project the impact of the public costs and revenues associated with residential and non-residential growth. This methodology is beyond the scope of this report. However, there have been various studies that show that residential land uses (especially multiple-family residential with a high number of bedrooms) typically demand more services than they pay for in tax revenues. A study entitled “The Fiscal Impact of Sprawl”, prepared by Dr. Robert Burchell of Rutgers University, provided the cost-revenue hierarchy of land uses shown in Table 8-2.

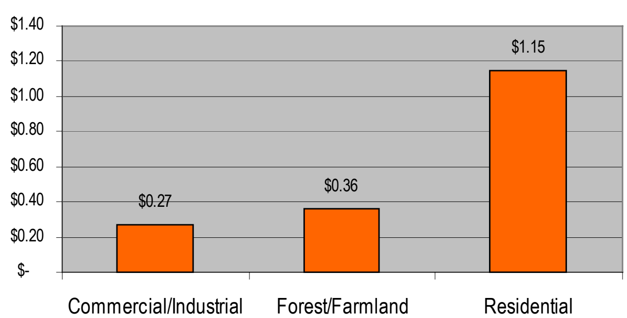
Table 8-2
**The Cost-Revenue Hierarchy of Land Uses**

| | | |
|---|---|---|
| ↑ Municipal Gain (+) | Research Office Parks | ↑ |
| | Office Parks | |
| | High-Rise/Garden Apartments (Studio/1 bedroom) | |
| | Age-Restricted Housing | |
| Municipal Break Even | Garden Condominiums (1-2 bedrooms) | |
| | Open Space | |
| Municipal Loss (-) ↓ | Retail Facilities | |
| | Townhouses (2-3 bedrooms) | |
| | Expensive Single-Family Homes (3-4 bedrooms) | School District Gain (+) |
| | Townhouses (3-4 bedrooms) | School District Loss (-) ↓ |
| | Inexpensive Single-family Homes | |
| | Garden Apartments (3+ bedrooms) | |
| | Mobile Homes | |

Burchell, Dr. Robert. The Growth Equation: Excerpts from a Presentation at the MSU Land Use Forum, February 18, 1997 Entitled "Fiscal Impact of Sprawl". Planning and Zoning News, Vol. 15, No. 10 August 1997.

Another report created by the Farmland Information Center looked at eighty-three different communities throughout the United States. Although the City of Tecumseh has little farmland left, the conclusions are nevertheless instructive. The summary report, shown in Figure 8-4, documented the high cost of residential development compared with agriculture, commercial, or industrial development. On average a residential home required \$1.15 of services for every \$1.00 in revenues generated while commercial/ industrial uses required \$0.27 for every \$1.00 of revenue and agricultural land \$0.36 for every \$1.00 of revenue.[1]

Figure 8-3
**Cost of Community Services**
*The cost of providing services for every*
*\$1.00 in generated revenue*




Source: American Farmland Trust, Fact Sheet of Cost of Community Services Study, Sept. 2001

[1] American Farmland Trust, Fact Sheet – Cost of Community Services Study, Sept. 2001

Research conducted in two townships in Calhoun County, Michigan indicated that residential uses cost $1.47 and $1.20 per $1.00 of revenue generated, commercial and industrial cost $0.20 and $0.25 for every $1.00 in revenue, and farmland and open space $0.27 and $0.24 for every $1.00 in revenue.[2] The Farmland Information Center Report and the Calhoun County report focused on the fiscal benefits of farmland preservation for a community compared with residential development.

In summary, these studies conclude that open space, office, industrial, and some commercial facilities generate more in municipal tax revenues than public expenses and that most residential development generally does the opposite. Although these studies are generalized and should be used with caution since every community is different in terms of its fiscal stability, they do provide an additional consideration for land use planning in the City. However, cost is not the only issue the City needs to consider when determining an appropriate mix of land uses; it is just one factor in determining to what extent various land uses should be planned.

Most communities strive to balance the mix of open space, residential, and non-residential land uses to provide a more even flow of revenues and expenditures and to address quality of life issues. It is also important for communities to recognize that many retail land uses can demand a significant level of municipal services. Therefore, from a fiscal perspective, it is preferable that the non-residential tax base be composed of land uses such as office parks and high-tech industrial developments. Of course, fiscal considerations do not serve as the sole catalyst behind development policies.

The variation in generated revenue from different land uses is also important in terms of planning for infrastructure and public service needs of the community. As the City's population grows so will its need for public infrastructure and services. To ensure that residents are not overburdened with the costs of these improvements, additional non-residential may be appropriate. However, given the limited amount of land available for future non-residential sites, development will be limited to office uses and infill commercial development.

## CONCLUSIONS

The preceding discussion identifies the following issues that the City of Tecumseh will need to consider while preparing their Master Plan:

- The City has a great share of its tax base coming from residential land uses, which in terms of public services typically require more costs to provide services than the tax revenue generated.
- Non-residential SEV is the lowest compared with the other cities surveyed. This indicates that residents in the City of Tecumseh bear the cost of public services more than in other areas.
- From a value per capita standpoint, the City of Tecumseh currently appears to be adequately positioned to provide needed services for its current residents. However, given that the City has a large portion of its tax base coming from residential development, the challenge will be to maintain this fiscal capacity as the City grows.

[2] Cost of Community Services, www.mqtinfo.org/planningeduc0087.asp/

- ❖ Due to limitations on land available for future development, increasing the non-residential share of the tax base could be accomplished through development of more office uses near the hospital and infill development within existing commercial areas.

## MARKET ANALYSIS

The City of Tecumseh has three distinct commercial centers, which include the North End, West End and Downtown. All of these centers have very different market characteristics and business mixes that provide a variety of goods and services for Tecumseh residents and the outlying market area.

Map 8-1
**Tecumseh Commercial Centers**


The North End is predominately composed of small center, neighborhood retail users that cater to the needs of residents in the immediate area. Development there is in the form of auto-oriented shopping centers and modest-sized individual businesses. The West End is a larger retail core and predominate users are strip retail uses, auto-oriented services and community-wide commercial. West End businesses draw their customers from the larger Primary Trade Area. The Downtown is the historic commercial and governmental center of the community. All of these commercial areas play a vital role in the economic vitality of the City. The City and its residents would be well served by planning for uses that are appropriate for and enhance these three areas while meeting customer expectations and demand.

The following will discuss how a balanced commercial environment can be achieved within these three distinct centers. Factors that will be discussed include:

- ❖ Trade area and market potential
- ❖ Physical and Economic Characteristics
- ❖ Competition from other centers and "Niche" identification

The following analysis uses recent market data for the City's primary trade area and builds on previous studies prepared for the City including the Economic Enhancement Strategy 1995: "Our Hometown Tecumseh", and the Downtown Development Plan (1992). In addition to the Economic Development Plan, the proceeding Downtown Tecumseh Plan will also outline specific land use and physical improvements for the Downtown.

### TRADE AREA AND MARKET STATISTICS

The Primary Trade area is the geographic area around the City's commercial centers, which contains the majority of the customer base for the City's retailers. For purposes of comparison, the same trade area identified in the *Economic Enhancement Strategy 1995: Our Hometown -*

*Tecumseh* is used for this analysis. The Primary Trade area currently has the following characteristics (See Appendix for detailed report):

- In 1995 the estimated population of the trade area was 29,448. The 2003 population is estimated at 33,984 with an estimated 12,870 households (1995 estimate households at 10,412). These numbers have increased from 1995 by approximately 12 percent and 19 percent, respectively.

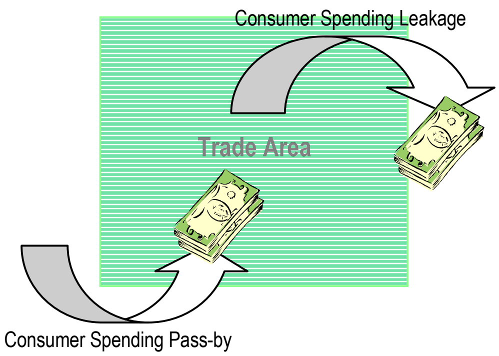
- The average 2003 household size is estimated at 2.63 persons per household, which is a decrease of approximately 6 percent from the 1995 size of 2.81.

- The average 2003 household income within the Primary Trade Area is $68,080, which is an increase of about 58 percent from the 1995 figure of $43,152.

- According to the Demographic Profile (See Appendix), which reflects forecasted data, the percentage of the population that is in their teenage years will increase over the next five years as will the percentage of the population over the age of 45. This statistic is particularly important for development of business recruitment programs and residential planning.

- There are currently 253 retail businesses within the Primary Trade Area and of these there are approximately 28 retail businesses within the Downtown. Downtown businesses generate approximately 15 million dollars in sales annually.

Consumer Spending Patterns




Consumers within the Primary Trade Area spend approximately 394 million dollars for retail items, which reflects a 4 percent market share captured by Downtown businesses. All of the businesses within the Trade Area capture approximately 74 percent of the potential demand, which identifies that approximately 26 percent of all trade area retail sales are being made outside the trade area. This is referred to as retail leakage. Retail leakage identifies a potential area for retail growth or capturing market share within the trade area. Providing for goods and services that are under-represented in the Trade Area can increase market share. It should be noted that the effect of retail spending occurring from pass-by traffic is not included within this analysis so the amount of spending occurring outside the primary trade area could be greater.

The areas where the greatest percentage of spending is occurring outside the trade area (leakage) and therefore potential exists to capture additional retail dollars include the following:

- Food and drink sales including full service restaurants, specialty foodservice and limited eating places
- General merchandise stores including department stores
- Beer, wine and liquor stores
- Clothing and clothing accessories stores
- Shoe Stores
- Vending machine operators
- Direct selling

- Books and music stores
- Auto parts and accessory
- Auto dealerships
- Home Furnishing stores
- Electronic and appliance stores
- Grocery Stores
- Specialty food stores
- Jewelry stores
- Sporting goods stores
- Used merchandise

The three commercial areas in the City would benefit by providing for these retail uses in addition to office and housing units. However, not all of the uses listed are appropriate within all three commercial areas. The West End would be a good location for auto-oriented and larger uses such as gas stations, auto dealerships, grocery stores, electronic and appliance stores and furniture stores with a large inventory.

Due to the location of the North End and its limited exposure to major thoroughfares, businesses that serve the daily, convenience needs of nearby neighborhoods would be more appropriate for this area. These could include carryout restaurants, beer/wine/liquor stores and general/discount merchandisers.

The Downtown is suitable for modest sized businesses that can fit into existing historic structures such as unique specialty gift stores, clothing stores, stationary stores, specialty food stores, sit-down restaurants, clothing boutiques, home furnishings stores, shoe stores, and children's apparel. If redevelopment of some of the less historic parcels were to occur then larger users could be accommodated such as department stores or restaurants with entertainment. It should also be stressed that auto-oriented businesses such as gasoline service stations and fast-food restaurants are not appropriate for the Downtown since they are conflicting to the pedestrian environment and demand individual driveways, which is inconsistent with the rhythm of the downtown streetscape. These auto-oriented uses should be encouraged to locate in more appropriate areas such as the West End commercial area.

Business retention, expansion and recruitment efforts on the City's part should not only focus on these business categories but also businesses that would meet the needs of the age groups expected to dominate population growth within the Primary Trade Area. Combining under-served businesses with uses that meet the needs of age groups would provide an even higher level of service to the community. The age groups that are expected to experience the greatest growth over the next 5 years are teenagers, early retirement and seniors. Businesses that would cater to teens would include a teen center with multiple activities for after school and weekends, a game room or family restaurant with an entertainment component, and small coffee shops that offer older teens and young adults a place to socialize.

Businesses that cater to seniors and empty-nesters could include services such as financial planning and investment, recreation and leisure activities such as golf, travel agencies and organized events through the senior center, and health care support uses such as pharmacies and medical offices. Providing housing alternatives for seniors and empty-nesters would also be beneficial. Housing alternatives could include townhomes, condominium units and senior housing including independent living facilities and congregate care centers.

Another use that is an important consideration is office. Office uses provided needed services for the Trade Area as well as provide a local consumer base for retail businesses during the day.

Office uses within the Downtown should be encouraged to locate on upper floors rather than first floor space desired by retailers for display of merchandise and advertising. Office uses within first floor spaces also interrupt the retail streetscape within the Downtown and disrupt the pedestrian flow. Larger office buildings could be accommodated within the West End or medical offices within the east area of the Downtown, close to the hospital.

Housing is also an important consideration. Housing not only provides shelter for residents but can also act to support retail and office uses. A customer base that has adequate access and is located within a reasonable proximity to commercial centers will help sustain and support local merchants. The North End and West End commercial areas are auto-oriented with more parking available compared with the Downtown, which make these areas convenient for existing and future residents. Distance between consumers and businesses is less important for these destinations compared with the Downtown since most consumers would be driving.

The Downtown, however, faces more critical issues in terms of access. Parking is restricted to public lots and on-street: auto-access is limited. During organized events and festivals parking can be even more challenging. Pedestrian circulation and access is the cornerstone of the downtown. Planning for residential close to Downtown or residential units above retail space within the Downtown would provide a customer base that could walk rather than drive to the downtown area thus relieving some of the demand for parking. The proceeding Downtown Tecumseh Plan explains in more detail proposed residential areas within the East Downtown planning area that can be accommodated to help support the overall Downtown.

## PHYSICAL AND ECONOMIC CHARACTERISTICS

The physical and economic characteristics of the commercial centers can be viewed as characteristics that attract customers or, in industry terms, help to capture market share. A commercial center's ability to meet customer expectations for the center will help make the site attractive to consumers and increase market share. These characteristics vary between the three commercial areas in Tecumseh. Characteristics for the three centers include:

### Physical

- *Buildings including architecture, signage, window display and design that create the overall retail environment.*
- *Site Design including pedestrian and traffic circulation and access.*
- *Streetscape or the "look" of the commercial area from the roadway or sidewalk.*

*Amenities such as decorative walls and landscaping serve to partially screen parking areas and provide an attractive front yard and side yard area.*

The West End includes large retail uses, which are setback from the roadway with front yard parking and individual driveways. Signs are large to compensate for the increased setback from the road. There is a lack of internal connections between businesses, and pedestrian access is limited to connecting parking lots and individual businesses. Enhancement of the physical characteristics for this area would include the following:

- Use access management standards where driveways are limited and shared by multiple businesses and internal connections between parcels are encouraged.

- Encourage and/or require quality building materials that reflect a timeless appearance. The use of brick, stone or similar materials should be encouraged while less desirable materials such as concrete masonry unit or E.I.F.S. are limited to accenting building facades.

- Break up expansive parking lots with interior landscaped islands.

- Soften the look of large developments with exterior landscape treatments and berms that serve to diminish the appearance of parking lots.

- Ensure that loading areas, outdoor storage and dumpsters are located behind buildings and adequately screened by walls composed of materials similar to main buildings or by use of landscape treatments that have a similar screening effect.

- Adopt sign standards that limit signage to modest wall signs and monument signs.

*This Flagstar Bank is an outlot building within a neighborhood center that continues the design theme of the main center.*

The North End is composed of small neighborhood strip centers and fast food restaurants. Similar to the West End, there are generous building setbacks to accommodate front yard parking. Enhancement of the physical characteristics could come in the form of the following:

- Concentrating commercial development at centralized locations rather than permitting strip development along Evans Street.

- Encourage and/or require quality building materials that reflect a timeless appearance. The use of brick, stone or similar materials should be encouraged while less desirable materials such as concrete masonry unit or E.I.F.S. is limited to accent building facades.

- The use of landscaping is also an important feature within small-scale retail

*This Domino's Pizza has an understated appearance, producing a unified look with the main center.*

centers. Street trees and parking lot landscaped islands can have a significant impact on the appearance of neighborhood centers.

- Signage should be appropriate to the scale of the center. A uniform appearance to signs for individual businesses within a center can help to unify the development and create an identity.

The Downtown encompasses the historical character of a traditional small downtown. The pedestrian environment is created by the opportunity for window shopping, ample sidewalks, limited driveways, and an attractive streetscape. There are a number of specific recommendations for the physical enhancement of the Downtown, which are explained in more detail in the Downtown Tecumseh Plan component of the Master Plan.

### Economic

- *The business mix offered to consumers and spin-off support uses*

The previous Trade Area and Market Characteristics section discusses in detail the recommended uses for the three commercial areas in the City. In general terms, uses that are underrepresented in the trade area, that are appropriate in the retail area, meet customers expectations, and fit within the design and scale of the area should be encouraged.

- *Planned events that draw customers and residents to the area*

Public events and festivals can benefit the residential community as well as the business community. Residents benefit from local festivals since they help create a community identity that can be "owned" by residents and in some cases a connection to the community's past. Events and festivals also bring in tourists and out-of-towners that in turn eat, drink and buy from local merchants. Businesses can parallel their marketing efforts with local events to increase consumer patronage. For example during a Christmas festival held by the City, merchants could host an ice sculpture competition where local artists are commissioned to create sculptures for individual businesses. During the Music in the Park, local restaurants could host a "Taste of Tecumseh" for patrons in the park. To make these events successful, a coordinated effort between the various business organizations is crucial. The City of Tecumseh is fortunate to have a number of organizations that cater to the business community including the Chamber of Commerce, the Downtown Development Authority and the Central Business Association. In addition, the City has an active Economic Development Department that assists with the coordination of and dissemination of information for these various business organizations.

## COMPETING CENTERS AND "NICHE" IDENTIFICATION

Competition for the City of Tecumseh's share of market demand is generally within the communities of Adrian, Ann Arbor, Saline and Clinton. Communities like Adrian and Saline share characteristics similar to Tecumseh with regard to location, access, and commercial development. Tecumseh's ability to compete with these centers and gain market share will be directly related to their ability to define and strengthen what makes Tecumseh different from the competition or in other words their "niche" in the market place. "Niche" is defined as something perceived as special, unique or one of a kind. It is difficult for a business to be all things to all people. Not only is this difficult but it can be costly. Many businesses try to separate themselves from the pack by creating a “niche” or specialty.

The community can take steps similar to what businesses do by creating their own unique identity. This community identity should be focused and specific and not overly broad. A community that announces itself as a great community to live in with good schools, safe neighborhoods, recreation and the like is barely discernable from its neighbors. But a community that claims itself to be the Antique Capital of the State or famous for its restaurants has a specific “niche” that other communities in the area are not likely to possess. This is not to say that a City should not strive to provide quality housing, an unparalleled school system and numerous recreation opportunities for its residents, but a focused “niche” building program can enhance the community’s overall business environment, focus economic development funding, and have a positive effect on the overall local economy.

One of the first steps in a “Niche” building program is identification of a unique identity for the community or their “niche”. Developing this identity could be accomplished thorough a visioning process that involves business owners, residents and community leaders. The product of this process will be a unique identity that can help focus marketing and economic development efforts for the community.

One important focus area for “niche” building activities is the Downtown. As discussed earlier, the Downtown is the community’s historical and governmental core, so “niche’ building efforts should begin within this core. The Downtown should be the cornerstone of the community’s identity and represent its niche in the trade area. Uses and architecture should compliment the City’s identity.

The other commercial centers, West End and North End, should be viewed as gateways to the Downtown area. They should serve two primary functions; provide goods and services to the Trade Area and enhance the community’s identity.

## ECONOMIC DEVELOPMENT PLAN ACTION ITEMS

**The following key recommendations were derived from the examination of existing conditions, Goals and Objectives, Market Characteristics and observations:**

- **Target specific businesses for recruitment that are under-served within the Trade Area.**
- **Ensure that retail and office uses are appropriate to the design and function of the three distinct commercial centers.**
- **Plan for residential near the Downtown to bolster its unique pedestrian environment.**
- **Continue Economic Development programs that assist with the coordination of business associations to ensure a balanced supply of businesses are locating within the City and the adequate dissemination of information.**
- **Develop a unique identity for the community, which can act as a springboard for "niche" building programs. Particular emphasis should be placed on the Downtown.**
- **The West End and North End areas should serve two primary functions: provide needed goods and services for their market area, and enhance the community's "niche".**