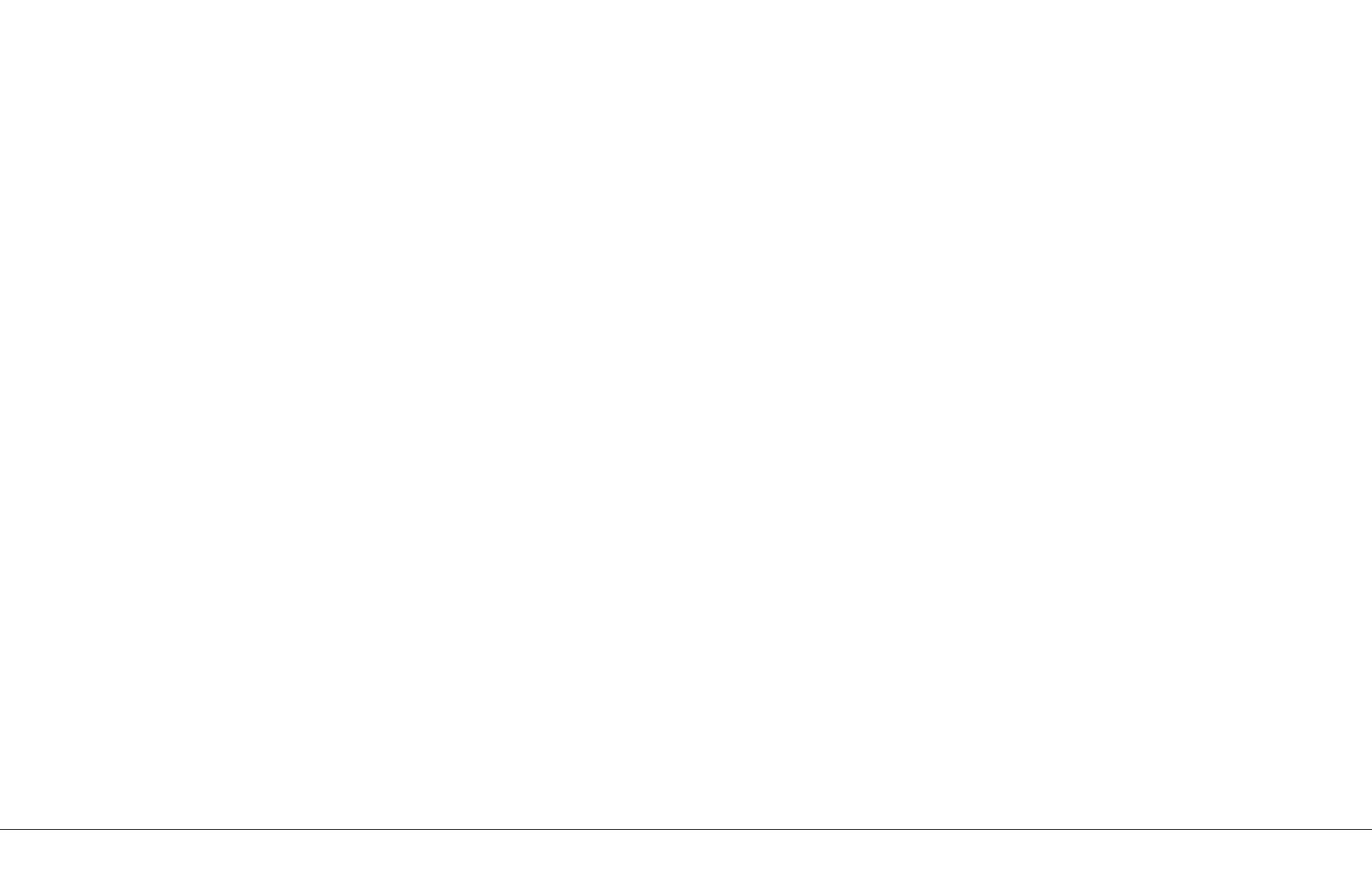


**THE BOROUGH OF CARLISLE BROWNFIELDS AREA-WIDE PLAN**  
CUMBERLAND COUNTY, PENNSYLVANIA



Sponsored through funding by a grant from  
the U.S. Environmental Protection Agency

AUGUST, 2015



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All of the participants that played a role in the project, including government, institutional and community leaders, are too numerous to list, however, primary project sponsors include:

The United States Environmental Protection Agency for funding this project; and

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<b>I Executive Summary</b>			
<b>1 Study Area</b>			
1.1 Study Area Context	1.3	4.1 N. Hanover Street Corridor	4.3
1.2 Study Area Boundary	1.4	4.2 Redevelopment Concepts and Options	4.10
<b>2 Site Reuse Planning</b>		<b>5 Strengthening Land Use Connections – Neighborhoods</b>	
2.1 Overall CURP Urban Redevelopment Philosophy	2.3	5.1 Area-Wide Plan Characteristics and the Neighborhoods	5.3
2.2 Placemaking and Brownfields Redevelopment	2.3	5.2 Public Housing	5.10
2.3 Summary of Market Analysis Demand Findings	2.4	5.3 Federal Designations	5.10
2.4 The Urban Mixed-Use (UM) Zoning District	2.5	5.4 Community Development Resources and Investment	5.11
2.5 Brownfield Site Reuse Plans	2.5	<b>6 Implementation Action Plan</b>	
<b>3 Area-Wide Public Infrastructure Strategies</b>		6.1 Funding Strategy and Action Plan	6.3
3.1 Multi-modal Transportation	3.3	6.2 Matrix of Opportunities	6.7
3.2 Stormwater Management and Public Space	3.27	<b>Appendix</b>	A.1

# Area-Wide Table of Contents





# Executive Summary



## INTRODUCTION – THE HISTORY OF CARLISLE'S BROWNFIELDS AND WHY CARLISLE PREPARED THIS U.S. EPA FUNDED BROWNFIELDS AREA-WIDE PLAN

After nearly 100 years of operation, three of Carlisle Borough's largest industrial facilities closed during the period from 2008 to 2010. All of the closures occurred in the Borough's northwest neighborhood and their shuttering presented a major economic challenge to a concentrated urban neighborhood within the Borough. While their closings have created short term hardship, the nearly 65 acres of vacant property left in their wake, create a substantial urban redevelopment opportunity for the future.

With the closing of the manufacturing plants, hundreds of jobs were gone, and the Carlisle community was faced with a cluster of contaminated brownfields that were impacting nearby neighborhoods and key economic assets. The three key brownfields sites include the 48-acre International Automotive Components (IAC/Masland) factory, the 12-acre Carlisle Tire & Wheel property, and the 3-acre 759 Hamilton Street Site (former Tyco Electronics plant).



*Closed in 2009 - Tyco, located at 759 Hamilton Street.*



*Closed in 2010 - Carlisle Tire and Wheel.*



*Closed in 2008 - International Automotive Components Group (IAC).*

In the face of these economic and environmental challenges, the Carlisle Community is taking a proactive role in rebuilding their economy through redevelopment of the three brownfield properties. Carlisle Borough and their many partners embarked on a multi-phased planning effort which first resulted in the preparation of the Carlisle Urban Redevelopment Plan (CURP). The preparation of the CURP included an intensive week-long community planning and design charrette held in March

2013 and the adoption of the plan in October 2013. The CURP provided a broad redevelopment framework for not only the three key brownfield sites but for the entire "area-wide" northwest quadrant neighborhood and considered all aspects of the redevelopment equation, from context-sensitive and market-based land development to critical infrastructure upgrades. The CURP provided a road map for how a Borough could undertake a large-scale re-visioning of a major portion of its community by defining a unified community vision, prioritizing activities, establishing key partnerships, identifying the mostly likely funding strategies, and establishing a timeline in partnership with the private sector development community, to keep things moving ahead.

One of the first recommendations of the CURP effort was the pursuit of funding from the U.S. EPA's Brownfields Area-Wide Planning program. The Borough applied for funding early on in the CURP process with the hopes that the funding would seamlessly support advancing the CURP's recommendations. The Borough was successful in securing the highly competitive funding and this Brownfields Area-Wide Plan (AWP) that provides additional detail on many of the CURP's key recommendations at a level required to best support funding applications. It also provides private property owners with clear direction for how to prepare land development plans for the key brownfield sites that are consistent with the overall redevelopment vision and each individual aspect involved in achieving the vision. Because community residents and the new owners of the two largest brownfield sites have been a part of the CURP and the AWP processes, the AWP planning effort provided the ability to form the optimal public private partnerships needed to fully realize the redevelopment vision.

The AWP public involvement process included extensive workshops in February, April and May 2014 along with formal public presentations to the project committee and the Borough Council in April and September 2014. Comments and suggestions were incorporated into the final recommendations for each site's reuse strategy as well as the highly detailed work on the proposed first phase of transportation and stormwater infrastructure improvements as an advancement or refinement from what was originally developed through the CURP planning process.

## THE CARLISLE BROWNFIELDS AREA-WIDE PLAN FOCUSES ON ADVANCING STRATEGIES FOR FIVE KEY AREAS:

### BROWNFIELDS REDEVELOPMENT

**FORMER CARLISLE TIRE & WHEEL SITE** - The overall approach to this redevelopment project advocates a mixed-use strategy with an emphasis on a mix of residential types. The AWP proposes the subdivision of the site back into three separate development blocks, mirroring the block structure of the surrounding neighborhood. In fact, B Street was vacated much later in the 20th century to provide for the expansion of the plant. The reintroduction of B and C Streets will tie to the similar extensions of these streets through the IAC/Masland site and to Carlisle Springs Road/PA Route 34; therefore each of the roadways should be carefully designed to consider issues of character, on-street parking, traffic calming, intersection design, pedestrian and bicycle facilities, integrated stormwater design and streetscaping. The AWP greatly advances this concept with specific recommendations for an “ideal” street cross section and layout of streetscape elements for B Street from College Street/PA Route 74 to Factory Street (including a proposed roundabout at B Street and College Avenue/PA Route 74).



Proposed Carlisle Tire & Wheel Site Mixed-Use Redevelopment.



Proposed New Mixed-Use Neighborhood Center on the former IAC/Masland Site.

**FORMER IAC/MASLAND SITE** - The bulk of the redevelopment of this site occurs on the west side of Carlisle Springs Road/PA Route 34. The area is proposed to be divided into four core blocks based on extensions of many of the adjacent grid of streets (A, B, C, and D Streets) through the site. A spine of public parks and linear stormwater management areas are designed to be attractive public amenities while creating critical stormwater infrastructure extending from Lincoln Street to D Street, paralleling Fairground Avenue.

The proposed block between the extension of Lincoln Street (from N. Pitt Street) to proposed A Street would be the most intensive retail block of the IAC/Masland site redevelopment. The block would be anchored by a larger retail use, approximately 25,000 sf in size surrounded by a series of one and two-story retail buildings fronting the surrounding streets. The block located between A Street and B Street would consist of primarily lodging and entertainment uses, including a hotel and several restaurant sites, which could be connected to the hotel or free-standing. The area on the east side of Carlisle Springs Road/PA Route 34 will have a limited amount of mixed-use development from Hamilton Street to just north of the proposed C Street extension. Having commercial development along both sides of Carlisle Springs Road/PA Route 34 in this area is critical to creating a vibrant and viable commercial street. The blocks north of B Street could have some consistent of a mix of market-rate residential unit types development in a traditional neighborhood format oriented towards streets, with rear-alleyways consistent with the context.

The AWP shows how B Street would be extended from College Street/PA Route 74, through the Carlisle Tire and Wheel site, upgraded along its existing section and completed to Carlisle Springs Road/PA Route 34. Complete street standards along with traffic calming techniques should be utilized as deemed necessary to ensure that B Street's neighborhood character is maintained. Fairground Avenue would be upgraded from Lincoln Street to B Street. Improvements would include shifting the center line of the roadway to provide additional space between the existing residential structures and the sidewalks and a proposed mini-roundabout at Fairground Avenue. The street would be constructed as a “complete” two-way street, with on-street parking, sidewalks and street trees.

**759 HAMILTON STREET SITE** - The proposed redevelopment plan for this site is more speculative in depicting how land assemblage could significantly improve the market viability of the property, assuming that the existing structure was razed. The site has gone through the PA Act 2 permitting process, to a non-residential standard, and has been for sale for several years. As an attempt to illustrate a possible scenario which might broaden the marketability of the site, an approach has been proposed which connects the redevelopment of the 759 Hamilton Street site to adjacent vacant or under-utilized properties along N. Hanover Street/U.S. Route 11 corridor. The assembly of properties along N. Hanover Street/U.S. Route 11 provides critical frontage to the traffic volumes along N. Hanover Street and allows for the ability to make the site more attractive for commercial or mixed-use redevelopment, including a potential hotel use.

The creation of a new perpendicular street to N. Hanover Street/U.S Route 11 into the site would provide direct access and begin to extend the traditional block structure of the Borough into the very suburban land development pattern that occurs as a small cluster that begins at the nearby Clay Street intersection and heads north to the War College entrance.



759 Hamilton Street Site Proposed Site Reuse Plan

## AREA-WIDE PUBLIC INFRASTRUCTURE

### Multi-Modal “Complete Streets” and Blue/Green Infrastructure Approach to Transportation

- *Extend the Borough’s Street Grid through the Sites* – The redevelopment sites are surrounded by the Borough’s well established and highly functional street grid. The AWP proposes to extend the “lettered streets” (A, B, C and D Streets) through the former Tire and Wheel and IAC/Masland sites. The completion of B Street from College Avenue/PA Route 74 to Carlisle Springs Road/PA Route 34 is the most critical connection to establish. The AWP provides block by block layout plans and cross-sections for the potential design of B Street, including for entirely new roadway segments and for the retro-fit of existing portions of the roadway.
- *Upgrade Fairground Avenue* – There is a strong desire on behalf of the community to see Fairground Avenue upgraded from a one-way street to a complete street with two way travel and expanded on-street parking, along with a multi-use trail on its eastern side. The AWP presents detailed block-by-block plans for how this can be achieved and how it might also serve a vital traffic management role in the improvement of off-site intersection improvements, especially at the N. Hanover Street/PA Route 11/Penn Street/Fairgrounds Avenue and the N. Hanover/PA Route 11/Carlisle Springs Road/PA Route 34 intersections.
- *Address Key On-Site and Off-Site Intersections* – The traffic analysis work performed as part of the AWP identified the need to address some highly deficient nearby, off-site intersections: the N. Hanover Street/PA Route 11/Penn Street/Fairground Avenue and the N. Hanover/PA Route 11/Carlisle Springs Road/PA Route 34 intersections. Due to their close proximity to each other these two intersections in essence function as one traffic management unit. The AWP evaluated several potential alternatives for improvements at these intersections and proposed a combination of a roundabout at N. Hanover Street/PA Route 11/Penn Street/Fairgrounds Avenue and geometric redesign and signalization at the N. Hanover/PA Route 11/Carlisle Springs Road/PA Route 34 intersection. In both cases the final set of traffic improvements will only be determined once a full traffic impact study is developed and modelled for the entire package of area-wide transportation improvements and these two key intersections.
- *Integrated Streetscape Blue/Green Technologies* - The AWP plan also advocates the integration of blue/green technologies within the proposed transportation

projects in order to provide the maximum potential to pre-treatment and detained stormwater runoff from improved streets to meet permitting regulations and to aid in elevating chronic flooding problems in the Borough.

### Integrated Stormwater/Public Space Approach to Stormwater Management

- *Create a Stormwater Authority* - Utilizing the recently adoptive legal authority established by PA Act 68, the Borough should pursue creating a stormwater authority to comprehensively plan, improve, construct and manage integrated stormwater management facilities throughout the Borough. Such an entity could serve to ensure that all new and retrofitted stormwater infrastructure function in a truly system-wide manner and also to oversee the long-term viability of such systems, especially the smaller components advocated by the CURP and the AWP reports.
- *Promote the Aggressive use of Best Management Practices (BMPs) for Transportation and Land Development Projects* - Within the AWP study area, a broad palette of the stormwater management elements discussed above are proposed within the public streetscape as well as the targeted redevelopment sites. Along B Street and Fairground Avenue, numerous stormwater management BMPs are proposed including: inter-connected street tree canopies; rain gardens, soil cell vaulted pavement systems, and flow-through planters to line streetscapes. These elements will help pre-treat and detain as much water as possible thus aiding in meeting the Chesapeake Bay TMDL requirements and mitigating existing flooding problems as much as possible.
- *Implement the Fairgrounds Avenue Stormwater Park* - The proposed park will total between 2 and 2.5 acres of open space on the former IAC/Masland site, posing an immediate stormwater management benefit through impervious surface reduction. Beyond the open space benefits, the park will be designed as a fully integrated stormwater management facility, including rain gardens, underground storage, and various bio-retention swales/micro-pools to capture and treat runoff during storm events. The stormwater park will handle some stormwater from the public right-of way along Fairground Avenue, but will mostly serve the proposed development throughout the IAC/Masland site. The programming of the public spaces were derived from an analysis of borough-wide needs, the neighborhood’s needs and extensive community feedback; however the final park plans will be dependent upon the final configuration and engineering of the adjacent development blocks.

## STRENGTHENING LAND USE CONNECTIONS – NORTH HANOVER STREET AS A CONNECTION TO DOWNTOWN

- *Implement an Interim and Short Term Uses Strategies to Build Vibrancy* – Some of the issues related to vacant or under-utilized buildings within the critical connection between High Street and the AWP targeted brownfield redevelopment sites will be hard to overcome quickly. The Borough should pursue approaches that could have potential impact in the shorter time frame including:
  - Developing co-working spaces or shared office spaces as an alternative for work-at-home professionals, independent contractors, artists, and people who travel frequently and end up working in relative isolation could attract more occupancy and street level activity. Co-working facilities usually stress the advantages of: potential collaboration; shared facilities such as meeting rooms; social interaction; and short term lease/space use agreements that are ideal for start-ups.
  - The Borough should consider promoting what the real estate business generally terms “pop-up” stores as interim uses. In general, these are short term uses that do not involve a large capital investment. Examples include: artists’ exhibition space, seasonal retail, product launches, sample sales, experiential marketing, meetings, training days, events, exhibitions, filming locations, and community groups.
  - Creation of multi-use event spaces that could be basic “vanilla box” spaces with track lighting that can be rented for flea markets, art openings, farmers’ markets, small theatrical productions, filmings, meetings, private events, etc.
  - Develop displays in vacant stores if vacancies persist, work to make vacant spaces appear active through window displays. Renting window displays can generate some revenues by leasing storefronts for advertising and to promote downtown and/or the region and showcase local business goods and artists’ work.
  - *Promote Smaller, Independent, and Even Quirkier Businesses* – The market for independent businesses, especially upscale, youth-oriented, arts-related, and campus-oriented retailers is likely to grow, especially as the redevelopment on the key targeted brownfield sites occurs. Due to development financing reasons that development will likely be chain-dominated, leaving Hanover Street as a good option for quirky but more fun retail: second-hand books, coffee shops,

outdoor cafes, ethnic food, unique gifts, specialty apparel, arts, antiques, and galleries. Bars with live music, if managed properly, can be an additional asset.

## STRENGTHENING LAND USE CONNECTIONS – NEIGHBORHOODS

- *Meet Regularly with the Developers to Ensure the Community Vision is Maintained* - Until redevelopment plans on the former industrial sites are finalized, convene regular meetings with the community and property owners of the redevelopment sites to ensure that the existing neighborhood and proposed redevelopment uses are compatible. Cohesion between the existing neighborhood and future end uses of the redevelopment sites will result in a stronger community.
- *Implement a Multi-Family Home Conversion Initiative* – A targeted effort to promote the conversion of some of the study area’s housing units back into single family homes could aid addressing the high concentration of single family homes in the study area that have been converted to duplexes or multi-family housing units, some of which have fallen into disrepair, reducing property values of the homes and surrounding neighborhood. A multi-home conversion initiative could help restore homes back to single family units, increasing property values and facilitating neighborhood revitalization.
- *Promote the Conversion of Floors above Storefronts back to Single-family Homes* - Several mixed-use properties in the study area, especially within the N. Hanover Street Corridor include floors above the ground floor that have been converted from single-family homes. In an effort to revitalize these properties, increase property values, and provide quality housing, the Borough, working collaboratively with CCHRA and PHFA, could develop an outreach initiative to encourage conversion of floors above storefronts in mixed-used properties back into single family homes.
- *Conduct an Annual Home Fair to Promote the Benefits of Homeownership and to Make Needed Home Improvements* - Carlisle residents within the study area may be unsure about the steps required to become homeowners or property owners may be unaware of existing programs available to help with needed home repairs. Holding an annual community event for residents in the study area will help educate residents on available options for ownership and renovation. This initiative could also include a homeownership initiative to attract and retain younger citizens and families to the study area.

## IMPLEMENTATION AND ACTIONS

The AWP includes a final chapter providing an “Action Plan & Funding Strategy” for how Carlisle Borough and its key governmental partner Cumberland County, can move this vision into implementation and leverage resources for key projects. The Action Plan chapter includes a section on how the Borough can organize itself effectively to best ensure successful implementation of the plan. This section provides 11 step-by-step recommendations on how to maintain a project team, identify and position priority projects, leverage resources, conduct stakeholder outreach, build partnerships with state and federal agencies and officials, and prepare for effective grant-writing. The Action Plan chapter also provides a brief list and summary of the best opportunities for additional funding for AWP implementation, with grants and financing sources that could provide significant resources for the key projects in the Carlisle target brownfield area. Finally, the Action Plan provides a comprehensive matrix of 35+ sources of grants, loans, and financing sources from a variety of federal, state, and philanthropic organizations. The Borough is well underway with implementing the most important aspects of the Action Plan, including:

- *Continuing to Pursue State and Federal Funding* – The Borough is aggressively applying for, and has begun to receive, funding to support the priority transportation (under the “Carlisle Connectivity Project” banner) and stormwater infrastructure improvements described above.
- *Implement a Tax Increment Financing (TIF) District* – Under a separate initiative funded as a part of the CURP process, the Borough undertook a feasibility study to determine the economic viability and benefits of establishing a TIF District to aid in financing major capital improvements. The ability to utilize TIF funds will be critically important to maximize the leverage potential of the Borough’s capital funds as well as to meet the required match for state and federal funding sources.
- *Maintain and Expand Public Private Partnerships* – The ability to fully realize the community’s vision for the brownfields redevelopment area that comprises the northwest neighborhood of the Borough can only be fully achieved with extensive partnership with the private sector and state and federal agencies. It is critically important that the Borough continues to keep elected leaders, agency representative and the community at-large engage to continue the broad support for the effort to demonstrate that Carlisle Borough and Cumberland County has the buy-in and support of key stakeholders and the community, and are well prepared to receive and utilize funding resources to get the project done.



## 1

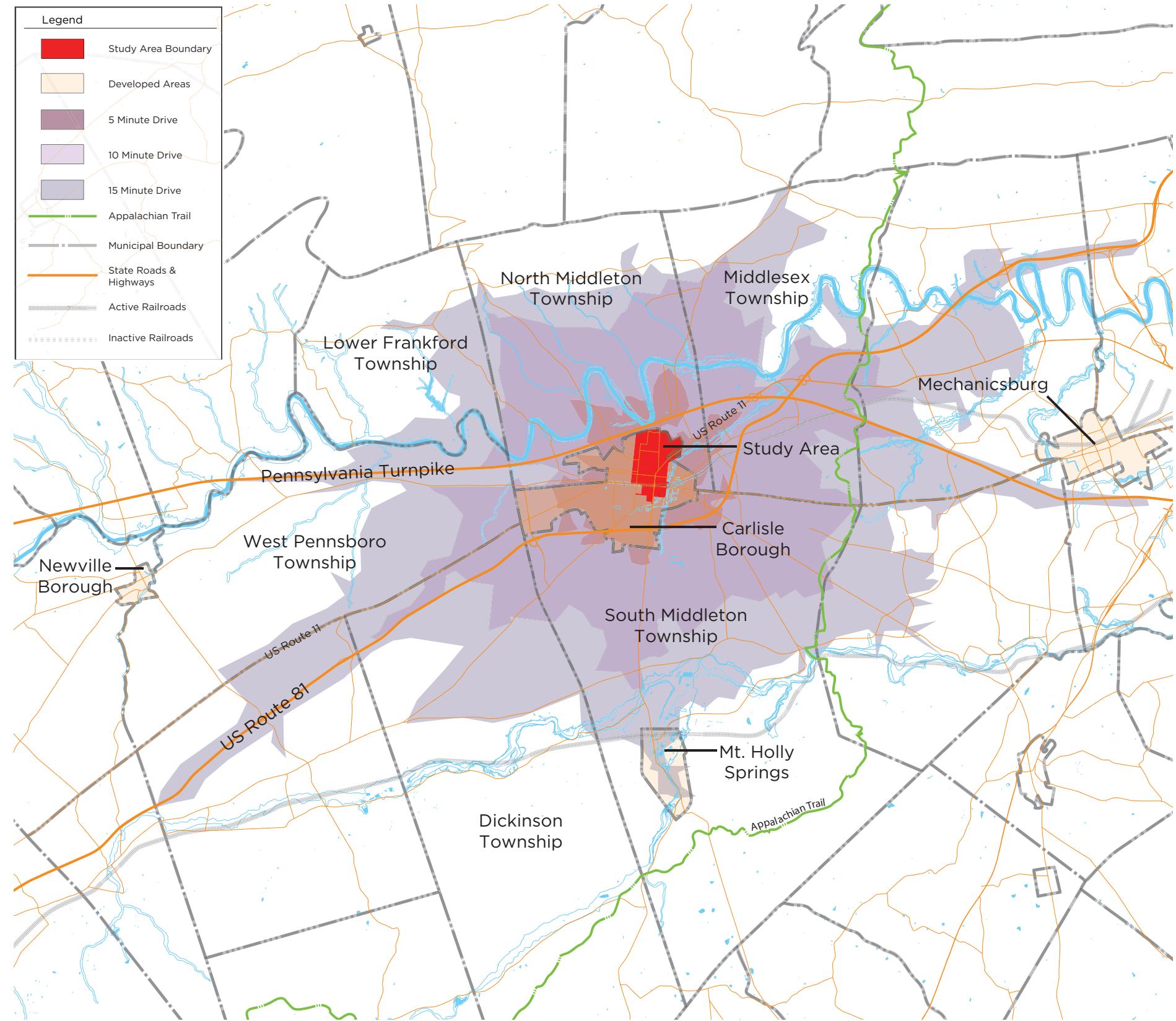
# Study Area



## AREA-WIDE STUDY AREA CONTEXT

The Borough of Carlisle is located in the Cumberland County, Pennsylvania, in a region referred to as the Cumberland Valley. Carlisle is located along the I-81 and Pennsylvania transportation corridors, approximately 22 miles southwest of the City of Harrisburg and approximately 120 miles to the northwest of Washington, D.C. and 90 miles from Baltimore, Maryland. Carlisle is the county seat of Cumberland County and the home to two prominent institutions: Dickinson College and the U.S. Army War College. The Carlisle Fairgrounds is home to Carlisle Events which primarily hosts automobile-oriented collector and specialty events that attracts thousands of visitors to the Borough each year.

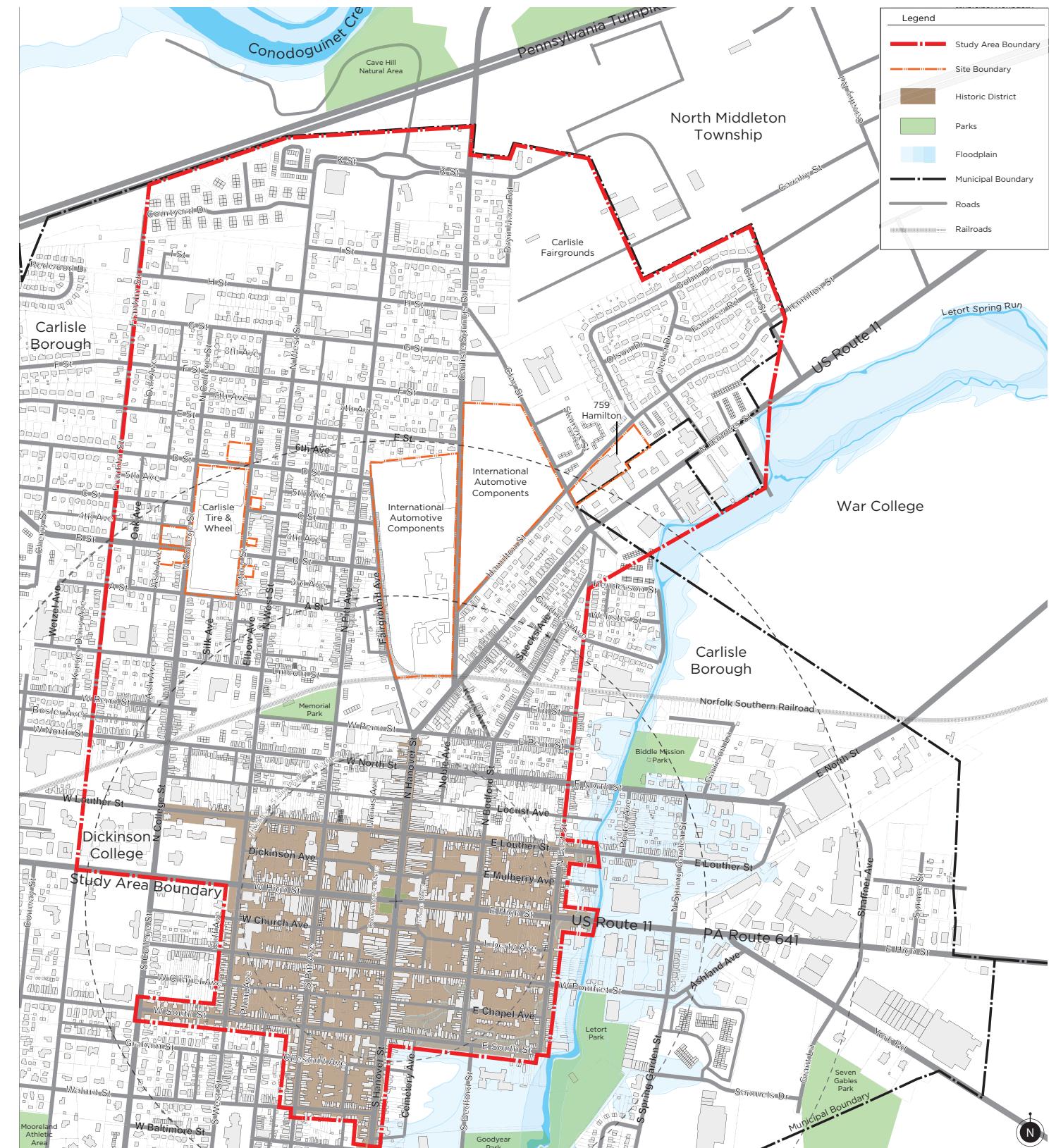
The goal of this effort is to ensure that proposed reuse scenarios are viable and sustainable. In this case sustainable not only means that they have environmental and economic longevity but that they are also compatible with their surrounding environment. In essence, each project should solve both site specific issues and serve as model for how new development can serve a larger role in improving the quality-of-life for all residents of a neighborhood and ultimately the Borough as a whole.

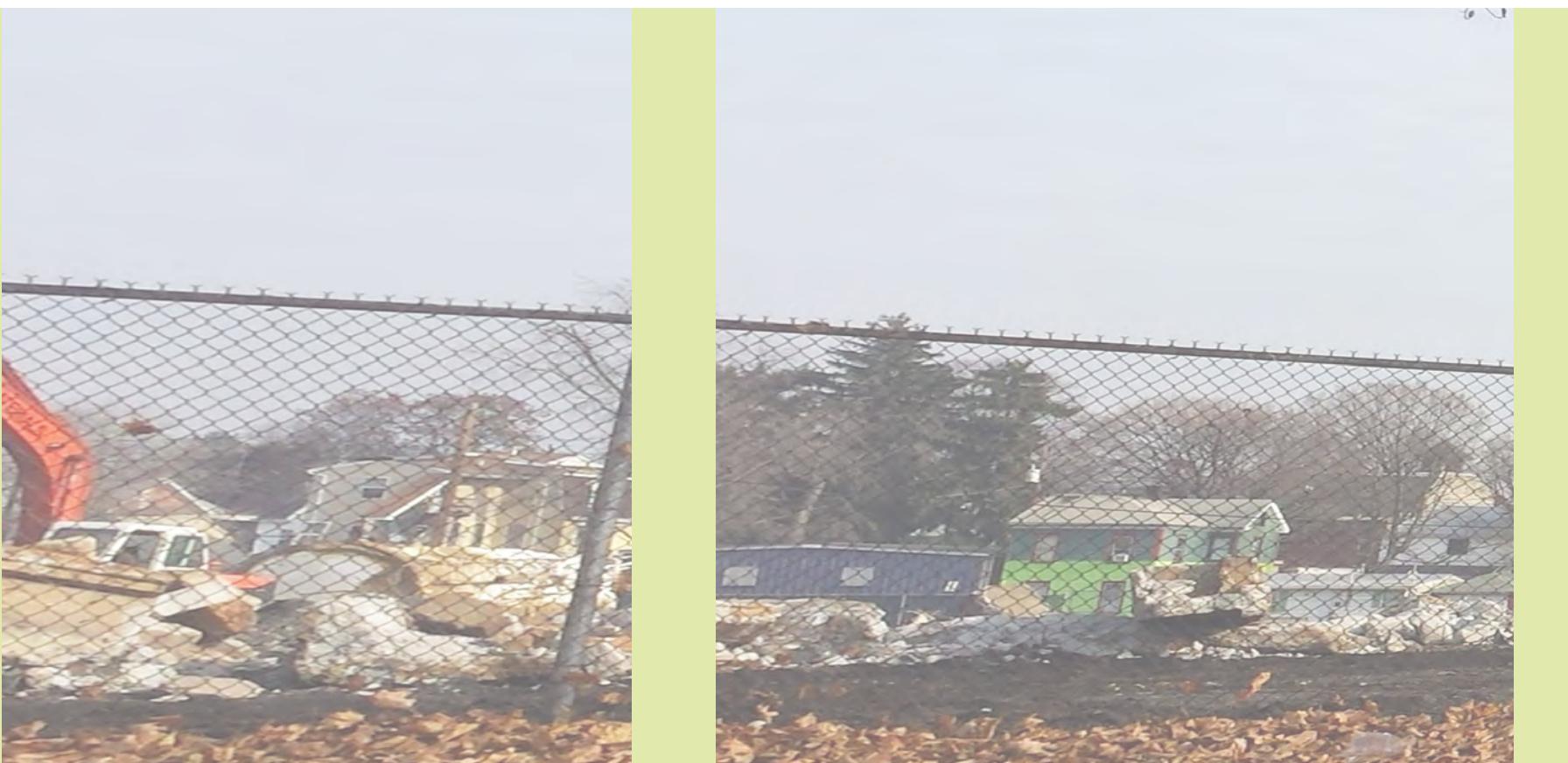


## AREA-WIDE STUDY AREA BOUNDARY

The following is a formal description of the study area which is depicted on the Study Area Map. Although the study area boundary includes a large area, the emphasis of the planning effort is focused on the former industrial areas, their surrounding neighborhoods and the strategic infrastructure locations and corridors that serve them.

Starting at the northern extent of the study area, the boundary roughly includes: the northern Borough limits along the Pennsylvania Turnpike from Franklin Street, through Carlisle Springs Road/PA Route 34 to N. Hanover Street/U.S. Route 11; the boundary travels southwest from this point roughly along Letort Spring Run, to N. Hanover Street at Henderson Street; from this point the boundary travels south and west and includes all of the downtown historic district to W. High Street; it continues west along W. High Street to Franklin Street where it turns north along Franklin Street to the point of beginning near the Pennsylvania Turnpike.





## 2

# SITE REUSE PLANNING



## SITE REUSE PLANNING

### 2.1 OVERALL CURP/AWP URBAN REDEVELOPMENT PHILOSOPHY

As a part of an overall effort to further improve and revitalize the borough's northern quadrant neighborhoods, the AWP initiative evaluated the reuse potential of three targeted brownfield sites. Reuse strategies for the three sites are based on the individual issues and opportunities of each, as well their surrounding context and potential connection to the downtown, allowing for the identification of site specific actions to best advance environmental clean-up and reuse efforts. Site specific activities were developed in concert with the area-wide infrastructure recommendations as discussed in Chapter 3 of this AWP report and vice-versa, in order to ensure that all inter-related aspects of brownfields redevelopment are considered. This included determining what infrastructure improvements are most needed to support the proposed reuse strategies as well as ensuring that existing negative community conditions, as well as potential impacts as a result of new infill development and former industrial activities, are mitigated.

The overall goal of this effort is to reinvigorate and revitalize Carlisle's entire northern quadrant and its downtown area and to reintegrate each of the catalyst sites into the overall urban fabric of the Borough. Potential redevelopment scenarios were identified through a physical analysis combined with the recent market study performed as part of the CURP, as well as working with the community, initially through the intensive week-long community charrette held in March 2013 as part of the CURP planning process. This work was supplemented by the AWP public involvement process with meetings in February, April and May 2014, to ensure that viable and neighborhood-appropriate reuse opportunities were identified. Draft reuse concepts were discussed throughout the progressive stages of the CURP and the AWP processes that included extensive community meetings as well as one-on-one discussions with property owners and developers. Comments and suggestions were incorporated into the final recommendations for each site's reuse strategy as an advancement or refinement from what was originally developed through the CURP planning process.

No two brownfield sites are the same, whether due to physical attributes of a site, its context, or the environmental barriers to reuse; these unique qualities are reflected in the type of uses and pattern of development proposed for each site. For example, in the case of the 759 Hamilton Street site, the current property owner is the former industrial users, therefore a potential end-user/developer does not currently exist

and the site is actively being marketed for sale to developers and/or potential end-users. Key infrastructure recommendations that support future redevelopment goals, based on the reuse plans identified to-date, are proposed in an effort to further support each site's real estate market potential.

### 2.2 PLACEMAKING AND BROWNFIELDS REDEVELOPMENT

The proposed redevelopment plans for each of the three brownfield sites follow broad placemaking principals and speculate a potential build-out based on a physical attributes of their context and the overall intent to create a vibrant mixed-use neighborhood hub as an extension of the downtown.

Both the CURP's and the AWP's fundamental approaches to redevelopment emphasize the notion of the creation of new "places" versus parcel-by-parcel "developments." The foundation of this idea is that both public and private activities should result in the creation of highly desirable places for people to live, work and play. Additionally, they the properties are redeveloped, new uses should mesh seamlessly with the surrounding context and established neighborhoods. This approach includes connecting new development to adjacent residential neighborhoods and especially to the borough's well-established downtown. The creation of successful places is a function of a thoughtfully considered mix of uses, location, design and supporting infrastructure systems; working together to form economically vibrant and sustainable building blocks of an overall town.

**Great places are not easily formed.** They are certainly not created by policy alone, but rely on strong partnerships between many public-sector partners, at all levels of government, combined with private land owners and the development and business communities. The overall brownfields reuse and redevelopment strategies presented consider all aspects of the placemaking equation; and they especially focus on those aspects that can be most defined and shaped by the public sector. The public sector components of the AWP provide the framework upon which each individual private sector action can build and interconnect. In some cases, the division between public and private sector activities are well defined, but in many cases they are a function of inter-related aspects which when combined, add up to a result that is greater than the sum of the individual pieces; serving the notion of forming truly great places that further elevate Carlisle's reputation as an attractive and desirable community to live, work, and play.

Several key planning and design principles developed through the CURP planning process provided the starting point from which the AWP launched a refinement of the initial reuse plans. The specific goals and actions defined in this area-wide plan are informed by the principles below. As decision-makers face questions that are not answered through this planning process, keeping these key principles in-mind will guide Carlisle's leadership as they move forward toward realizing the community's vision.

**Local character builds regional economies** – Unique assets and local character make a place distinctive. Keeping investments circulating at home and attracting new resources grows the economy and firmly reinforces its role as a regional economic hub. In the case of Carlisle, Dickinson College, the Army War College, Carlisle Events shows, the historic downtown area and serving as the County seat are local and regional assets that no other surrounding community can claim. Building upon the unique assets of Carlisle and serving the existing needs of the Carlisle community are fundamental to a viable and sustainable revitalization approach.

**Strong core communities make strong foundations** – While the plan advocates choices for living, working, shopping and playing in a variety of contexts, it also recognizes that downtown and its adjacent residential neighborhoods comprise the community's vital center. Economic and civic-life generally thrive where a critical mass of citizens can comfortably walk to a variety of destinations. Infrastructure investment enjoys the highest returns where design encourages compactness; therefore policies should ensure safe, attractive and accessible downtown living and investment whenever possible. The proposed reuse plans create core neighborhood hubs that function as logical units with the overall structure of the borough. Over time, as development occurs, the building and land use patterns should feel like a compliment to the surrounding context, not a foreign intervention that is oddly different.

**A place for everything and everything in its place** – There are time-tested models for appropriate development approaches in a range of environments, from the most rural lands, through suburban neighborhoods, to the center of a town. Planning strategies should acknowledge those separate environments and maximize choices compatible with the broader goals of connectivity and sustainability. In the case of Carlisle, uses for which there may be a demand, may not be appropriate in their physical form to establish an overall compact and urban setting and therefore should be discouraged for the sake of the overall character of the redevelopment. It

is important to build upon the existing character and urban form of the downtown as a way of expanding upon the viability of the downtown versus creating a competing center. Ensuring continuity of the overall character yet creating a distinct setting which diversifies the development options within the entire borough, could make the brownfields sites attractive for newuses that would not otherwise locate in or near the downtown.

**Affordable living includes housing, transportation, energy, recreation, and shopping** – True community affordability depends upon leveraging value across the full array of housing, transportation, energy, recreation, and retail/commercial sectors. Infrastructure investments and development policies should employ strategies that balance affordable options for a variety of family sizes, incomes and life cycle stages.

**Green infrastructure supports sustainable communities** – Natural systems deliver hard-to-measure but crucial services for neighborhoods, the economy and the broader environment. Canopy trees provide stormwater management, shade and animal habitat. Well-designed stormwater/flood management networks retain concentrated rainwater during small and larger storm events, provide for maximum local replenishment of aquifers and offer valuable open spaces. Infrastructure investments and development policies should protect, reinforce and build on natural systems and utilize the most sustainable practices at all scales of implementation. With the development of reuse plans, infrastructure should be developed using a regional approach that promotes inter-connectivity within and between systems and not only on a site-by-site basis.

**Neighborhoods are the building blocks** – Walkable, mixed-use neighborhoods are the fundamental building blocks of communities. Most people should be able to walk to at least some of their daily needs in safe and appealing environments.

Private buildings and public infrastructure work together to shape public space and to build community character – People walk more when the walk is safe, comfortable and interesting. Small blocks create a resilient, interconnected street system. Private buildings shape the look, feel and function of public space through the way they relate to streets, sidewalks, parks and other buildings. High-quality parks and public spaces create the social centers of neighbors and provide the venues for community gathering, further enhancing the sense of community identity and potential economic drivers.

**Private buildings and public infrastructure work together to shape public space and to build community character** – People walk more when the walk is safe, comfortable and interesting. Small blocks create a resilient, interconnected street system. Private buildings shape the look, feel and function of public space through the way they relate to streets, sidewalks, parks and other buildings. High-quality parks and public spaces create the social centers of neighbors and provide the venues for community gathering, further enhancing the sense of community identity and potential economic drivers.

**Working together creates bigger opportunities** – All of the neighborhoods in Carlisle are connected economically, environmentally and historically with the larger community. They form the core of the broader Cumberland Valley area and, at their best, offer models for desirable, sustainable development. With coordinated planning, linked transportation, shared services and economic development, the borough can further enhance its role in the region and bolster the economic vibrancy of the downtown and the targeted reuse sites.

**Value of planning** - Finally, the exercise of developing a potential layout of future buildings and support facilities for the nearer term redevelopment areas is valuable because it aids in determining which aspects of the overall plan, such as proposed street alignments, stormwater/flood management areas and public space locations are most advantageous for the broader context of the northern quadrant neighborhoods, the downtown and site specific redevelopment.

## 2.3 SUMMARY OF MARKET ANALYSIS DEMAND FINDINGS

Through the preparation of the CURP, a detailed Office, Residential & Retail Market Study was performed in 2013 to determine the potential need and rates of demand for each type of use (this document is Appendix C of CURP). The findings of the market analysis answered the question of what use(s) might be economically viable as part of a mixed-use redevelopment strategy. The market analysis found that there is considerable opportunity to meet the desires and demands of the Carlisle Community by expanding its commercial goods and services offerings as well as providing office and housing to create new mixed-use infill developments which are well suited for the redevelopment of the former industrial sites. The market analysis identified the following:

### SUMMARY OF MARKET ANALYSIS DEMAND FINDINGS

The following real estate uses and demand were identified as potential supportable at the subject redevelopment sites by 2018:

- Office: 11,000 square feet (sf) of local services office such as financial services, medical, professional services and real estate.
- Residential: 280-350 new residential dwelling units by 2018.
- 200-250 Active adults dwellings
- 80-100 Mid-rise condominiums <sup>1</sup>
- Potentially, apartments, townhouses and village-style single-family homes if developed in a quality mixed-use walkable setting.
- Retail: 119,000 sf of new retail including:
- 25,600 sf grocery store
- 16,000 sf Drug Store
- 12,900 sf Wholesale
- 14,800 sf Electronics & appliances

1. An absorption of 30-35 mid-rise units per year over the next five years is possible, at an average price point of approximately \$180,000 including amenities such as: six to nine rooms; 1st floor retail or services; both passenger and freight elevators; a variety of units including those with and without balconies; walkable site linkages to Main Street or convenient neighborhood shopping; and immediate access to public transportation.

- Carlisle has an established retail infrastructure development to build upon.
- Carlisle Events has the potential to support portions of the redevelopment demand.
- Dickinson College population provides a vital generator of demand for retail uses and residential uses.
- Demographic data shows that growth is occurring.
- Downtown Carlisle has a significant office cluster that could support modest amounts of additional "Class A" office space; including in the AWP study area.
- The former industrial sites offer a single site critical mass development opportunity that is rare in urban infill redevelopment.
- The opportunity to easily access surrounding neighborhoods from the downtown is an asset.
- Active Adults are a significant residential demographic and growing in numbers.

- There is limited demand for new rental apartments; however, there is a demand for upscale, well-appointed apartments in a walkable urban center that could outperform the market.
- There is a modest demand for mid-rise condominiums.
- Village single family units could represent a unique residential product in the market.

The market analysis findings were used to support the preparation of the site reuse plans for each of the three sites as well as additional redevelopment proposals described in Chapters 4 and 5 for the surrounding context within the AWP study area. The findings of the 2013 market analysis seem to be validated by the level of interest some of the current property owners are receiving from the development community, contingent upon when the sites will be shovel-ready, and based on demolition, PA Act 2 remediation closure, and final site preparation schedules.

## 2.4 THE URBAN MIXED-USE (UM) ZONING DISTRICT

Prior to the initiation of the AWP planning process, the borough adopted a new mixed-use zoning classification which applies to all three of the former industrial sites. This means that all three former brownfields sites are now well-positioned and appropriately zoned to support mixed-use redevelopment. Through the CURP planning process, opportunities to refine and improve the UN district requirements were identified. An entirely separate effort from the AWP was pursued by the borough to advance the process of legally modifying the UM district ordinance per the CURP recommendations. The pending draft modifications were utilized as the basis for proposed reuse plans for each of the three brownfield sites as part of this AWP effort.

## 2.5 BROWNFIELD SITE REUSE PLANS

### Former Carlisle Tire & Wheel Site

**Size:** 12 acres

**Description:** This site consists of the equivalent of three, square, street blocks in the far western portion of the AWP study area. The site is currently surrounded by residential properties on all sides. There is a small out parcel located north of D Street and three small parking lot parcels east Factory Street used as parking lots and one building on an out parcel west of College Street. Two out parcels have already been sold to local Carlisle businesses.

**Former Use:** Carlisle Tire and Wheel was a manufacturer of agriculture, ATV, golf, aviation, trailer, and lawn and garden tires. The facility in Carlisle opened in 1911 and continued to expand throughout the 20th century. The corporation relocated its operation to Jackson, TN, resulting in the loss of nearly one thousand jobs based on the plant's peak operating capacity. When the plant closed in 2010, it consisted of complex of dozens of buildings built over the course of nearly 100 years and included additional tower structures, aerial tanks, and industrial infrastructure.

**Current Site Status:** Demolition has been completed at the site and a Phase II environmental site assessment is schedule to occur in the 4th Quarter of 2014. The workplan for the investigation has been approved by PADEP as part of the requirements of the Industrial Site Reuse funding program. Once the Phase II investigation is complete, the property owner will be able to determine whether or not remediation is necessary and if entry into the PADEP Act 2 program is appropriate. A National Pollution Discharge Elimination System (NPDES) permit has been secured to manage erosion and sedimentation control as well as any stormwater run-off during this period of activity. The site is being actively marketed in coordination with the recommendation of the CURP and the AWP. Redevelopment plans currently being developed assume that the appropriate cleanup standards can be met to support the reuses proposed for each area of the property.

### Issues & Opportunities:

- The site is composed of what could be three equal blocks, plus several out-parcels including; an empty lot on the north side of D Street; several small lots that were used for employee parking east of Factory Street; a three story brick building known as the Hollinger Building on the northwest corner of College Street and PA Route 74/B Street; and a vacant lot at the southwest corner of College Street and PA Route 74/B Street.
- Based on discussions with the current property owner, the market analysis and the community, the most desirable land uses for this site are: market-rate residential housing, senior housing/assisted living; medical arts/office and limited neighborhood convenience retail.
- Retail activity should be limited to the College Street frontage and southernmost block.
- There is strong property owner and community desire to adaptively reuse the Hollinger Building.
- Development that occurs at the intersection of PA Route 74/B Street and College Street should feel like a small neighborhood center.



Current view of the former Carlisle Tire & Wheel site looking east at the intersection of College Street and PA Route 74. The Hollinger Building is visible in the foreground.



Proposed Carlisle Tire & Wheel Site Mixed-Use Redevelopment - View looking east at the intersection of College Street and the proposed B Street extension.

- The development that fronts the streets that face the existing adjacent development should be consistent in scale and form with its context.
- Factory Street is a very wide street as a result of the former rail siding that traveled north from the active rail line to the former factory.
- Stormwater from this site is conveyed to the south and ultimately to the east, connecting to the same storm sewer lines north of the Norfolk Southern railroad line, along the southern boundary of the IAC/Masland site.
- Demolition on the site is completed and environmental investigation with the intent to remediate the site to the highest possible standard in conjunction with the Pennsylvania Department of Environmental Protection's regulations.

#### **Reuse Strategies & Recommendations:**

- The overall approach to this redevelopment project advocates the subdivision of the site back into three separate development blocks, replicating the block structure of the surrounding neighborhood. In fact, B Street was vacated much later in the 20th century to provide for the expansion of the plant.
- The reintroduction of B, and C Streets will tie to the similar extensions of these streets through the IAC/Masland site and to Carlisle Springs Road/PA Route 34; therefore each of the roadways should be carefully design to consider issues of character, on-street parking, traffic calming, intersection design, pedestrian and bicycle facilities, integrated stormwater design and streetscaping. The AWP greatly advances this concept with specific recommendations for an "ideal" street cross section and layout of streetscape elements for B Street from College Street to Factory Street. Specific designs of the roadway are provided in Chapter 3 of this document.
- In addition to the design of the B Street segment through the site, two alternatives for the existing intersection of PA Route 74 and College Avenue and the future B Street extension were evaluated. The recommended traffic device is a roundabout. It is felt that this traffic management approach will provide several important benefits including accommodating the strong traffic movements from PA Route 74 to southbound College Avenue and vice versa, the ability to provide traffic calming, increased pedestrian safety and the establishment of a signature placemaking element at an important location within the Carlisle Tire and Wheel site. A roundabout in this location will especially improve pedestrian safety

by creating crosswalks which require pedestrians to have to only look in one direction for on-coming traffic. This is especially important at this intersection since turning movements from the south to the west, and vice-versa, are the most prevalent vehicular movement.

- The site specific redevelopment strategy concentrates mixed-use retail and office uses in the block between A and B Streets and the northeast corner of B Street and College Street (fronting on a proposed public space).
- A small neighborhood square or plaza is proposed for the northeast corner of B Street and College Street. Buildings within the block should be oriented so their entrances face the public space.
- Medium density market rate multi-family housing is recommended to be located in the block between B and C Streets.
- Factory Street's current width is utilized to provide additional on-street diagonal parking and a linear stormwater management park from D Street to B Street.
- A neighborhood park is proposed on the out parcel north of D Street.



**Proposed reuse strategy site massing and land use mix.**



**Carlisle Tire & Wheel Site nearing the end of site demolition in the summer of 2014.**



Aerial view of the Carlisle Tire & Wheel Site pre-demolition.



Carlisle Tire & Wheel Site Proposed Site Reuse Plan.

- The conveyance of the small parcels east of Factory Street could be sold to adjacent property owners if suitable agreements between the parties can be reached.
- The Hollinger Building should be rehabilitated and adaptively reused for loft-style housing or office uses. This property has recently been sold to a local Carlisle developer who intends to redevelop the structure with office/retail on the first floor and residential on the upper floors.
- A small office or neighborhood commercial building should be constructed on the southwest corner of PA Route 74/B Street and College Street.
- On-street parking should be included on all streets.
- Off-street parking areas should be located in the core of each block and buffered by architectural treatments or landscape plantings.

#### **Infrastructure Priorities:**

- The completion of B Street through the site will provide the most valuable infrastructure upgrade to the site since it will re-establish an important spine.

#### **Former IAC/ Masland Site**

**Size:** 48 acres

**Description:** The site consists of two large parcels located on the east and west sides of Carlisle Springs Road/PA Route 34 from the Norfolk Southern Railroad line north, to approximately D Street.

**Former Use:** International Automotive Components Group (IAC) is a manufacturer of flooring and acoustics products to the automotive industry. IAC was formed from the former global interiors divisions of Lear and Collins & Aikman, as well as Stankiewicz, United Technologies, Automotive Industries and Masland Industries. The later included the Carlisle plant. The Masland firm was founded in 1866 by Charles H. Masland in Philadelphia and later moved to Carlisle about 1919 on the site of the former Carlisle Fairgrounds. At its peak, the plant ran three shifts and employed hundreds of people, but by 2008, when the plant was closed, the workforce dropped to 152 employees.

**Current Site Status:** According to documents filed with the Pennsylvania Department of Environmental Protection (PADEP), industrial activities have resulted in several areas of the property which have contaminated soil or groundwater. The property has been formally entered into the PADEP's Land Recycling Program and the areas of concern will be cleaned up to a combination of residential and nonresidential standards. Currently, groundwater and soil sampling is completed and a remedial plan has been submitted to PADEP for consideration. Once the remedial plan is approved, remedial efforts will move forward and it is expected that the PADEP's Act 2 process will be completed in late-2015. Demolition efforts are also currently underway and are expected to be completed within the same timeframe. A NPDES permit has been secured to manage erosion and sedimentation control as well as any stormwater run-off during this period of activity.

The property is actively being marketed for redevelopment consistent with recommendations of the CURP. Site designers and engineers hired by the property owner will develop a site plan that incorporates any limitations due to any engineering or institutional controls that may be required on the site.

#### **Issues & Opportunities:**

- Based on discussions with the current property owner and the community and the findings from the market analysis, the most desirable land uses for this site are: market-rate residential housing, limited office uses, mixed-use retail – especially an “in town” grocery store, food-oriented businesses, and lodging.
- Retail activity should be located at the southern end of the site to link with the N. Hanover Street/U.S. Route 11 (downtown) corridor and along Carlisle Springs Road/PA Route 34 in order to create a traditional mixed-use commercial street corridor.
- The community’s primary concern with the redevelopment of this site is its connection to the downtown. Specifically, the community wants this development to be strongly connected to the downtown so it becomes an extension of the downtown commercial district as opposed to becoming an isolated center of activity. In essence, the entire area should ultimately function as an extension of N. Hanover Street and its connection to the Square. Chapter 4 of this AWP

focuses on economic development initiatives that could strengthen and improve the N. Hanover Street corridor to ensure the greatest opportunity have a strong and vibrant connection between the downtown and the IAC/Masland site.

- Carlisle Springs Road/PA Route 34 must be a highly desirable pedestrian connector between downtown and the entrance to the Fairgrounds in order to promote walking between the two anchors. The AWP plan advances this aspect and includes recommendations for the future character of Carlisle Springs Road /PA Route 34 which are depicted in Chapter 3.
- The Hamilton Street School is currently hidden and not easily accessible by the neighborhood, by pedestrians or bicyclists. There are traffic conflicts between the school and Fairground generated traffic when the two activities overlap in the spring and fall seasons. A multi-use trail and cycle track area is proposed to connect from the school to the IAC/Masland site and south, and then via Fairground Avenue to downtown bike lanes and sidewalks.
- The parcels to the east of Carlisle Springs Road/PA Route 34 must be maintained for parking by the property owner to serve events at the Fairground facility.
- The ability to extend the “lettered” street grid is desirable in order to mesh redevelopment with the adjacent neighborhood context, although there are significant concerns by existing residents that the connection of the lettered streets will lead to excessive speeding and unsafe neighborhood conditions. The proposed streets should be designed as neighborhood streets and not as major arterial roadways and should include traffic calming devices to manage speeding traffic. The community understands the desire to create connectivity; but they do not want their streets to become quick bypasses around the downtown. Chapter 3 of this AWP report provides specific block-by-block design recommendations to illustrate the character of B Street as a first phase of infrastructure implementation.
- Fairground Avenue in its existing condition is a narrow one-way street and is undesirable and should be considered for improvement.
- The property on the east side of Carlisle Springs Road/PA Route 34 to Hamilton



**Proposed New Mixed-Use Neighborhood Center - View looking north along Carlisle Springs Road streetscape at the intersection of A and Hamilton Streets.** This location will be the primary hub of the IAC/Masland site redevelopment with entrances to the hotel, offices and retail oriented around Hamilton Plaza as the signature urban public space.



2013 view looking north on Carlisle Springs Road just north of Hamilton Street showing portions of the former the IAC/Masland site being demolished.

and Clays Streets is primarily dedicated to Fairground events parking, limiting redevelopment to the most strategically needed locations to support the overall redevelopment of the site.

- The location of the Masland Employee War Memorial Monument at the intersection of Carlisle Springs Road/PA Route 34 and Hamilton Street should remain as a public space with the monument integrated as part of the design of the park or plaza.
- The community expressed a strong desire for an interconnected greenway/multi-use trail that connected new park spaces and the Hamilton School with Hope Station/Memorial Park.
- The site is currently undergoing demolition and environmental investigation with the intent to remediate the site to the highest possible standard in conjunction with the PADEP with the intent of new construction occurring in late 2015 or 2016.

#### Reuse Strategies & Recommendations:

- The bulk of the redevelopment occurs on the west side of Carlisle Springs Road/PA Route 34. The area is proposed to be divided into four core blocks based on extensions of many of the adjacent grid of streets through the site.
- A spine of public parks and linear stormwater management areas designed to be attractive public parks with planting, seating areas and some scale recreational amenities, such as tot lots, would extend from Lincoln Street to D Street, paralleling Fairground Avenue. The Fairground Avenue Stormwater Park is presented in greater detail in Chapter 3 of this AWP report.
- A series of modest scaled, intensely developed public spaces would be located at the intersection of Carlisle Springs Road/PA Route 34 and Lincoln Street and along A Street. These public spaces would include a mix of plantings and hardscape and would be designed to provide variation in public spaces and their utilization. The public space at Carlisle Springs Road/PA Route 34 and Lincoln Street provides an opportunity for a visual site line to the anchor retail use within this block. The public spaces along A Street would be designed to complement the adjacent retail uses, serving as a venue for small events and outdoor dining.
- A signature public park (Hamilton Plaza) is proposed to be created on the



Proposed reuse strategy site massing and land use mix as originally conceived in the CURP.



Residential homes located across Fairground Avenue from the plant.



IAC/MaslandSite during demolition in 2013.

- triangular parcel created by the intersection of Carlisle Springs Road/PA Route 34 and Hamilton Street. This would function as the main public plaza, with the restored Masland Employee War Memorial, a fountain and other amenities to create an exciting and engaging central public space for the neighborhood.
- A series of parks and gardens which could include some active recreation such as rock climbing walls, spray pads, and a destination playground would be located along the east side of Carlisle Springs Road, north of C Street. The design of these areas would utilize the landform, which rises significantly, as a design feature.
  - Several lawn or natural areas would be created to provide additional stormwater management capacity. One would be located along Hamilton Street and would be designed to also serve as a visual buffer between the existing residential properties along Hamilton Street and the Carlisle Events parking. The second would be located at the northern limits of site, near the Fire Hall, and would consist of an expansion of the drainage area that currently exists in this area.
  - A multi-use path would extend from Lincoln Street at N. Pitt Street along the linear park to D Street. It would continue via a multi-use side path, or sharrows, to Carlisle Springs Road/PA Route 34. From there, it would continue as a multi-use path to the Hamilton School and beyond to Gobin Drive.
  - Fairground Avenue would be upgraded from Lincoln Street to B Street. Improvements would include shifting the center line of the roadway to the east to provide additional space between the existing residential structures and the sidewalks. This alignment is accommodated by a proposed mini-roundabout which is depicted in Chapter 3 of this AWP report. The street would be constructed as a “complete” two-way street, with on-street parking, sidewalks and street trees.
  - The area on the east side of Carlisle Springs Road/PA Route 34 will have a limited amount of mixed-use development from Hamilton Street to just north of the proposed C Street extension. Having commercial development along both sides of Carlisle Springs Road/PA Route 34 in this area is critical to creating a vibrant and viable commercial street. A signature office building would be located in the triangular area on the north side of the intersection of Carlisle Springs Road and Hamilton Street. The remainder of the structures along the east side of Carlisle Springs Road would be one story retail buildings.
  - The proposed block between the extension of Lincoln Street (from N. Pitt Street) to proposed A Street would be the most intensive retail block of the IAC/Masland site redevelopment. The block would be anchored by a larger retail use, approximately 25,000 sf in size surrounded by a series of one and two-story retail buildings fronting the surrounding streets.
  - The block located between the A Street and B Street would consist of primarily lodging and entertainment uses, including a hotel and several restaurant sites, which could be connected to the hotel or free-standing. The hotel is shown as a 112 room building with supporting facilities including an indoor pool. The hotel is designed with a signature pedestrian entrance oriented towards the key intersection of Carlisle Springs Road, A Street and Hamilton Street. The block between B Street and C Street would consist of mixed use retail and office uses fronting Carlisle Springs Road. These buildings would have one level of below grade parking under the building along with surface parking in the rear. Public courtyards would be located between the buildings creating public access points from Carlisle Springs Road/PA Route 34 to the rear parking areas. The western portion of this block would consist of loft-style condominiums.
  - The block between C and D Streets would consist of a mix of market-rate residential unit types. The buildings fronting on Carlisle Springs Road/PA Route 34 would consist of three or four-story multi-family units, including the ground floor. The rear portion of this block would consist of townhomes served by rear alleys and have detached rear one car garages.
  - The partial block north of D Street would consist of townhomes fronting on Carlisle Springs Road/PA Route 34 and with the remainder of the block consisting of small lot single-family homes, depending on market demand. These units would be served with rear alleys and have detached rear one or two car garages.
  - Lincoln Street would be extended from N. Pitt Street to a realigned intersection of Carlisle Springs Road/PA Route 34 and N. Hanover Street/U.S. Route 11. This intersection should be realigned so that the second at-grade railroad crossing for southbound traffic is eliminated.
  - A Street may be designed as a through street to Fairground Avenue or could function as an access drive to parking facilities. It could remain private but should be designed to conform to borough street standards.
  - B Street would be extended from College Street, through the Carlisle Tire and Wheel site, upgraded along its existing section and completed to Carlisle Springs Road/PA Route 34. Complete street standards along with traffic calming techniques should be utilized as deemed necessary to ensure that B Street's neighborhood character is maintained. Detailed recommendations for the design of B Street are presented in Chapter 3 of the AWP report.
  - C Street would be extend from College Avenue, through the Carlisle Tire and Wheel site, upgraded along its existing section and completed to Carlisle Springs Road/PA Route 34. Complete street standards along with traffic calming techniques should be utilized as deemed necessary to ensure that C Street's neighborhood character is maintained.
  - D Street is proposed to be extended to Hamilton Street. Complete street standards along with traffic calming techniques should be utilized as deemed necessary to ensure that D Street's neighborhood character is maintained, especially for the blocks west of Carlisle Springs Road/PA Route 34.
  - The intersection of Clay Street and Carlisle Springs Road/PA Route 34 should be realigned to G Street. This realignment and upgrading of G Street would improve traffic flow to and from the Fairground and support current bus traffic routing from the Hamilton School which relies heavily on G Street for access into and out of the school.
  - A wide multi-use path (12' wide) is proposed along the west side of Clay Street to serve the school and visitor's parking in the off-site parking lots and walking to the main gate of the Fairground.
  - In order to visually anchor the north end of Carlisle Springs Road/PA Route 34 and to improve functionality, the Fairgrounds entrance is proposed to be repositioned with its vehicular access from Carlisle Springs Road/PA Route 34 and more prominent pedestrian entrance at Clay and G Streets at the southern-most point. This location would also locate the pedestrian entrance at the terminus of the main visual entrance along Clay Street so as visitors drive and park in the lots accessed primarily from Clay Street, it will be very clear where the main entrance to Fairgrounds is located.
  - The original CURP proposed a two-level parking deck that would span the southern two blocks (over A Street) in order to directly serve the anchor retail and the hotel. The parking structure would be accessed from A Street on the

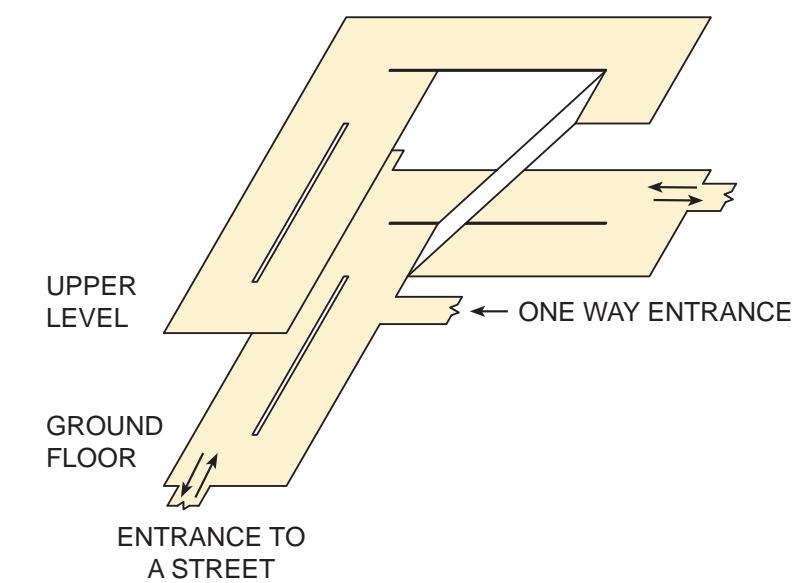
lower level to serve the retail uses, and the upper deck could be accessed from the rear of the hotel, allowing for the upper deck's parking to be dedicated to the needs of the hotel. Through the AWP planning process concerns were raised by several parties over this proposed parking deck configuration. As a result, an alternative proposal was developed. This alternative shows how two separate structured parking facilities could be constructed, one on the north side of A Street to serve the proposed hotel and surrounding restaurant/entertainment retail. This facility is depicted as a two-level deck. Its circulation is organized so it can efficiently serve the entry porte-cochère of the hotel located in the core of the block. A second parking structure, potentially a larger multi-level garage is proposed on the south side of A Street. This facility would be connected to the anchor retail located to the garage's immediate south wall and would also have tuck-under retail at the important corner of A Street and the entrance to the retail parking court. This retail would also be oriented toward the small proposed public space along A Street which is faced by another proposed restaurant/retail structure and the hotel's south façade.

#### Infrastructure Priorities:

- Based on feedback received from the current property owner's representatives, it is anticipated that the first phase of development on the IAC/Masland site will be the hotel block and possibly some preliminary development on the south side of A Street, across from the proposed hotel. As a result the completion of B Street is critically important to provide the required circulation on the north side of the first development phase block. A Street from Fairground Avenue to Carlisle Springs Road/PA Route 34 is a short street which could be integrated into the overall construction of the first phase of development.
- The improvements to several key off-site intersections are needed to support multi-modal transportation needs of the redevelopment site and the AWP study area as a whole. These include the intersection of N. Hanover Street/US Route 11, Penn Street and Fairground Avenue and the intersection of N. Hanover Street/US Route 11 and Carlisle Springs Road/PA Route 34. Preliminary traffic analysis and intersection alignment alternatives were prepared for these intersections and proposed improvement designs are presented in Chapter 3 of this AWP report.
- The construction of the first phase of the proposed Fairground Avenue Stormwater Park, from the Norfolk Southern railroad right-of-way to B Street is important, primarily to serve as the stormwater detention and pre-treatment



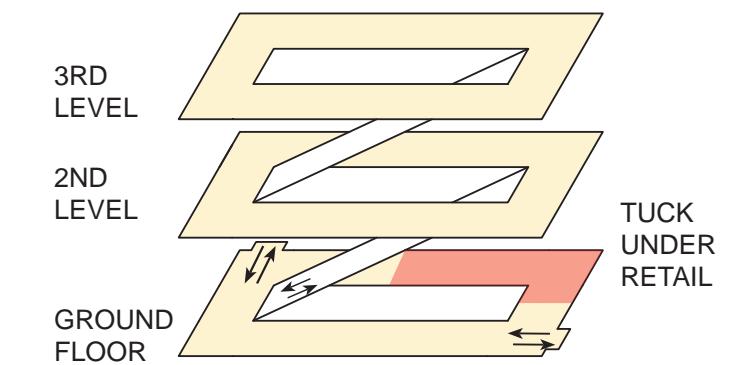
Proposed two-level parking deck to serve hotel and restaurant block between A and B Streets.



Circulation diagram showing the parking level configuration and ramp circulation. The two-level deck would have approximately 328 parking spaces. The proposed layout provides for the ability to accommodate check-in circulation for the hotel.



Proposed three(+)-level parking garage for anchor retail, south of A Street.



Circulation diagram showing the parking level configuration and ramp circulation. The three-level garage would have approximately 280 parking spaces. The proposed layout provides for the ability to accommodate tuck-under retail to maintain ground-level retail frontage along the streetscape.



Aerial view of the IAC/Masland Site pre-demolition.



IAC/Masland Proposed Site Reuse Plan - Revisions to this plan since the CURP included reconfiguring the Lincoln Street extension, the layout of the primarily retail area from A Street to the railroad right-of-way and re-configuration of the structured parking.

areas for the adjacent blocks from the Lincoln Street extension, north to B Street. The importance of this stormwater management area is further elevated since a portion of the PA RCAP funding is partially slated to support stormwater management facilities located on the east side of Carlisle Springs Road/PA Route 34, along Hamilton Street, and is intended to serve later phases of redevelopment.

## 759 Hamilton Street Site

**Size:** 3 acres

**Description:** The site consists of a large 135 car asphalt parking lot and single light industrial structure which was constructed in 1980. The building is approximately 65,618 square feet most of which consists of areas created for specialty electronics manufacturing. The site has been listed for sale for several years.

**Former Use:** This site was operated by Tyco, a manufacturer of electronic components and connections for the computer and communications industries. It closed its doors at its plant on Hamilton Street in Carlisle in 2009, leaving 117 unemployed. Tyco still owns the site.

**Current Site Status:** According to documents filed with the PADEP, industrial activities have resulted in a small area of the property which has contaminated soil or groundwater. The PADEP's Act 2 process has been completed using a combination of engineering and institutional controls to eliminate any potential exposure pathways to contamination that remains on the site. An environmental covenant has been placed on the property to ensure that a soil exposure pathway remains incomplete and to prohibit groundwater use on the site. In addition, a deed restriction has been put in place to limit any future of the property to a non-residential end use. The property remains for sale.

### Issues & Opportunities:

- There has been interest by potential buyers to reuse all or portions of the existing structure but no viable buyer has surfaced to-date. The building has been described as being challenging to redevelop due to the internal configuration of spaces as result of its specific construction for the previous manufacturing operation.
- The site is somewhat hidden even though it is located close to N. Hanover Street/U.S. Route 11.

- The primary frontage faces Hamilton Street and the back of an apartment complex so there is little context to build up for redevelopment.
- Adjacent land uses along N. Hanover Street/U.S. Route 11 are in North Middleton Township and consist of sub-prime uses and several structures are in a neglected state. Several properties are vacant and/or for sale. As a result of the CURP planning process, North Middletown Township has expressed a desire to adopt a similar mixed-use zoning district for a portion of the N. Hanover Street/U.S. Route 11 corridor in order to provide a greater opportunity to link the redevelopment of the 759 Hamilton Street site with adjacent under-utilized parcels.
- The community expressed a strong desire to see the N. Hanover Street/U.S. Route 11 corridor north of Clay Street improved since it is a key gateway into the borough from the region and the Pennsylvania Turnpike.

- The intersection of Clay Street, N. East Street and N. Hanover Street/U.S. Route 11 has functional deficiencies due to awkward roadway alignments at the intersection. This intersection was also identified by the community as problematic.

### Reuse Strategies & Recommendations:

- The proposed redevelopment plan for this site took a more speculative approach to depict how land assemblage could significantly improve the market viability of the property, assuming that the existing structure was razed. The AWP plan does not advocate condemnation of property; instead it attempts to illustrate a possible scenario for connecting the redevelopment of the 759 Hamilton Street site to improvements along the N. Hanover Street/U.S. Route 11 corridor. Land assemblage would be entirely a private activity.
- The assembly of properties along N. Hanover Street/U.S. Route 11 provides critical frontage to the traffic along N. Hanover Street and allows for the ability

- to construct a 110 room hotel.
- Additional one-story retail is proposed along the N. Hanover Street/U.S. Route 11 frontage and at the corner of Clay Street and Hamilton Street.
- The site could also support a small 3,000 sf. one-story office building at the corner of Hamilton Street and the proposed new connector street between Hamilton Street and N. Hanover Street/U.S. Route 11.
- Public open space could be created along the Hamilton Street frontage to provide site amenities connecting the corner retail and the office building.
- Retail along N. Hanover Street/U.S. Route 11 should be promoted to have glass along the frontage, yet would likely have a rear access off of the shared parking lot with the hotel. This retail could be a restaurant or other retail uses associated with the hotel or be an independent use.

### Infrastructure Implications & Needs:

- The redevelopment plan proposes creating a new street between N. Hanover Street/U.S. Route 11 and Hamilton Street. This street reduces the excessively long block between Clay Street and Media Road and forms a new prime intersection for development.
- Stormwater management on this site would most likely be handled through a combination of rain garden planters in the parking areas, flow-through planters in the streetscaping and with detention facilities located underneath the parking areas.
- A key aspect of this plan is the elimination of driveway access points along N. Hanover Street/U.S. Route 11 and beginning to create a traditional urban streetscape character, similar to the blocks of N. Hanover Street/U.S. Route 11, south of Clay Street.

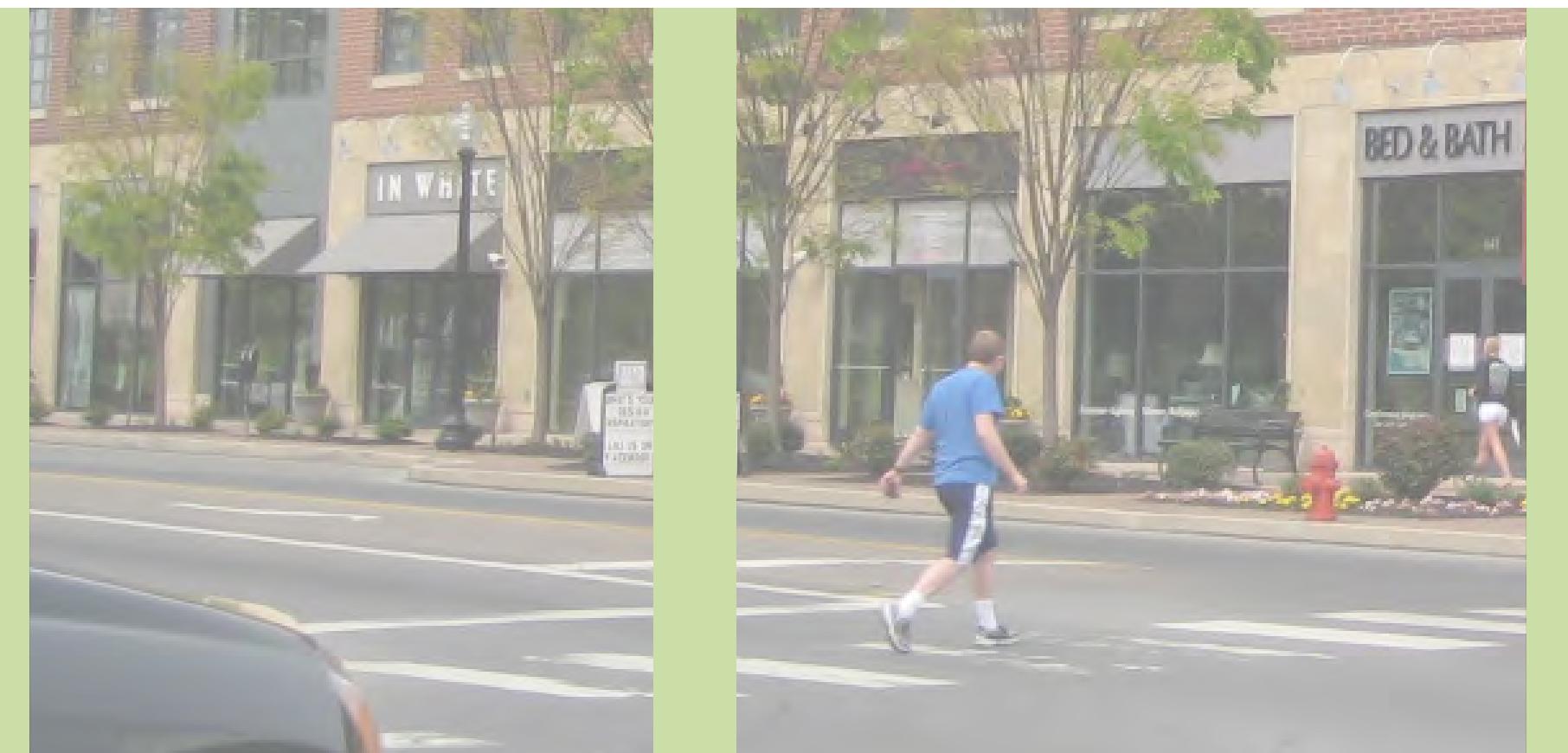


View of 759 Hamilton Street Site looking south. The rear of properties fronting on N. Hanover Street/U.S. Route 11 are visible beyond tree line on the left.



Aerial view of the 759 Hamilton Street Site.





## Area-Wide Public Infrastructure Strategies

## PUBLIC INFRASTRUCTURE AND FACILITIES

### 3.1 MULTI-MODAL TRANSPORTATION

#### INFRASTRUCTURE

##### **Urban Design as a Basis for an Area-Wide Transportation Infrastructure Approach**

Through the development of the site specific reuse plans, first as part of the CURP and then refined through the AWP process, fundamental transportation infrastructure principles were established. Most importantly, the notion that establishing complete neighborhoods, including those that are truly “mixed-use,” depends upon a consistently good pedestrian experience. Complete neighborhoods require a mix of land uses (residential, retail, office, civic uses, etc.) and a mix of housing types and prices (single-family detached, townhouses, duplexes, apartments, etc.) arranged to provide a variety of living and working options all within walking distance of each other. The prime determinant of the pedestrian experience is the quality of the streetscape: “complete” walkable streets are visually stimulating, while environments that are hostile or uninteresting immediately turn pedestrians away. Specifically, the most important element of a good streetscape is quality street frontage – the manner in which the public realm of the street and sidewalk meet the private line of building faces. Streets and other thoroughfares are public spaces balanced for function and character. Streets shape blocks. Larger voids in the block structure should generally only exist as public spaces such as plazas, playgrounds, and parks, not as pedestrian “dead zones.” Promoting a safe and quality pedestrian experience; however, does not mean that efficient vehicular traffic circulation must suffer. Instead, it advocates the desire of a high-quality pedestrian environment not be immediately sacrificed for the sake of the automobile; instead transportation design decision-making is made using a balanced approach between all modes, considering that a minimum base-line of pedestrian services be achieved that are above the typical norm. This multi-modal approach is the fundamental basis for all transportation recommendations in the CURP and as the AWP initiative was used to advance the preliminary transportation recommendations from the CURP into schematic design and engineered plans, the approach was used as evaluation tool to determine the best design approach.

Through the AWP project for the Borough of Carlisle’s brownfields study area, specific transportation improvements were explored for several key streets and intersections within the boundary of the study. Specifically, B Street between College Street and Carlisle Springs Road/PA Route 34, Fairground Avenue between B Street and Penn Street, and North Hanover Street between Penn Street and Carlisle Springs Road/PA Route 34 were all explored in detail, along with any intersections and some cross streets associated with those segments. These street segments were identified as most critical in supporting the needs of the projected first phases of actual private-sector redevelopment on the key brownfield sites and also provide desirable inter-neighborhood connections that were severed by the former industrial facilities; therefore they are the primary focus of this AWP initiative.

The focus of the overall AWP transportation plan is to improve mobility for people moving throughout the northern quadrant of the borough and to Carlisle’s downtown, as well as to accommodate the increased volume projected to be generated by new development. Through the establishment of new connections (and reestablishment of old ones), increased consideration for all modes of transportation, and the overhaul of roads and intersections, a full plan was assembled which both improves upon current levels of service and increases the borough’s ability to deal with future development.

##### **The Importance of the “Grid” for Circulation and Urban Infill Development Patterns**

The proposed redevelopments at the former Carlisle Tire & Wheel and IAC/Masland sites provide opportunities to reestablish a full grid in these areas of the borough. As currently configured, many of the roads within the AWP boundary have segments “cut off” by the industrial sites. At Carlisle Tire & Wheel, both B Street and C Street were closed and cut off between College and Factory Streets as historic industrial activities expanded at the site. At the larger IAC/Masland site, Streets A through D, between Fairground Avenue and Carlisle Springs Road/PA Route 34 were never established since the site was the original fairgrounds and later developed for industrial use. The plan proposes to (re)establish all of these broken or missing connections, as well as introduce a new through connection for Lincoln Street from Pitt Street to Carlisle Springs Road/PA Route 34.



View of North College Street and PA Route 74 intersection looking North West

Making these (re)connections will improve connectivity for the community as a whole and make the northern quadrant neighborhoods in Carlisle, negatively impacted by the industrial activities, more inter-connected. These connections will also improve access between existing neighborhoods and the new development proposed at the brownfields sites and at the same time, aid in dispersing traffic in a manner that does not rely on one road to handle all of the area’s vehicular traffic. Establishment of the full grid of the “lettered” east-west streets, along with the expansion of Fairground Avenue, will help to provide plenty of pedestrian, bicycle and vehicular options, including support for mass transit routes. The formation of traditional gridded urban blocks also serves as a logical framework to define land use patterns. The borough’s adopted Urban Mixed Use zoning district/land use ordinance requires that entrances to buildings front streets, with maximum setbacks not to exceed 20’, with no off-street parking to be located in the front yards of any building parcel. These requirements reinforce the value of a strong urban streetscape component of the public realm which is directly tied to the design of complete streets, both from the perspective of the land use pattern and transportation infrastructure urban design and engineering.

## TRANSPORTATION INFRASTRUCTURE GUIDING PRINCIPLES

- The existing street grid of the Borough provides the basis for a **sound transportation network**. Creating an inter-connected network of street and thoroughfares that extends the borough's existing street grid and block structure through redevelopment sites will fundamentally link new development with the overall transportation framework of the borough.
- Typical intersection spacings in the existing street pattern should be replicated as much as possible in the redevelopment area, especially on major thoroughfares. This will serve as a method of maintaining the established framework of block structures within neighborhoods and ensures that thoroughfares do not become too auto-centric. Creating an interconnected network of streets and thoroughfares that form human-scaled blocks can be regulated by maximum lengths (versus only minimums) ensuring that the typical "walkable" block structure of the borough is maintained. All roads and streets should connect to other roads and streets at either end unless they are prohibited by difficult topography.
- Street and thoroughfare typologies should be determined in relations to both multi-modal transportation needs and urban design guidelines based on the uses of the buildings that front them. Employing a "complete street" approach to the design of all streets and thoroughfares to ensure that they are constructed to include appropriate number and width travel/parking lanes, bicycle and pedestrian facilities as well as supporting streetscaping and green infrastructure elements such as street trees, landscaping, street fixtures, flow-through stormwater planters, etc.
- Transportation infrastructure decision-making should consider multi-modal needs, including current and future transit services. Maximizing interconnectivity and providing transit supportive elements such as transit shelters and stop locations, or the adequate space for future facilities, ensures that full transit mobility is not precluded now or in the future.
- Area-wide traffic calming strategies should be considered for new and existing streets as they are designed. While transportation efficiency is a goal, it should not be achieved at the cost of safety. Existing streets and thoroughfares should be evaluated to determine the need "calm" traffic to an appropriate speed. This is especially important as new streets are creating by extending existing terminus streets.
- Strategic intersections within and adjacent to the study area should receive special design consideration since these intersections will funnel concentrated volumes of new traffic generated by the redevelopment. Improving key intersections along major thoroughfare corridors into and exiting the downtown and the study area ensures that maximum transportation connectivity (for all modes) is achieved along with mitigating future impacts to the transportation network, as new developments are constructed.
- Pedestrian and bicycle trail connections should be constructed to provide dedicated interconnections between schools, parks and commercial /employment centers and downtown. Providing multi-use paths along new streets and through parks, public spaces and interconnected stormwater management greenways provides the opportunity to create a spine for neighborhoods and commercial areas to connect, via adjacent sidewalks, bike lanes and sharrows.
- Plan neighborhood streets and thoroughfares to converge at the center of pedestrian sheds and neighborhood centers. Coordinate these centers so the most intensely developed hubs support transit and not preclude it now or in the future.



View of North Hanover Street/U.S Route 11, Fairground Avenue and Penn Street intersection looking north.

### Complete Streets

In addition to addressing the level of service for vehicular traffic on local roads, the objective of the transportation component of the AWP is to incorporate broad multi-modal transportation options within public rights-of-way. This multi-modal approach is known as building "complete streets." By allowing for safe interactions between pedestrians/cyclists and vehicular traffic, people can freely to choose different modes of transportation without worrying about unsafe conditions or inaccessibility. In essence complete streets are about urban design and mobility choices.

To implement complete streets within the AWP study area, several elements were included within the proposed transportation improvements. To accommodate pedestrian activity, full sidewalks are included within the right-of-way on both sides of all proposed streets. Creating a comprehensive sidewalk network allows for free movement of pedestrians around neighborhoods and prevents people from reaching dead ends or having to walk within vehicular cartways. Features like planters, plantings, rain gardens, and street trees are provided along many roads and, in addition to potentially also serving as stormwater management features, they create a buffer between vehicular and pedestrian traffic. Various traffic calming measures are also included to improve safety for everyone using the roadway.



View of the North Hanover Street/U.S. Route 11 and Carlisle Springs Road/PA Route 34 intersection

For cyclists, the proposed transportation designs include several elements to improve bicycle accessibility to the area. One of the major linked elements is the inclusion of a "cycle track" and multi-use trail along Fairground Ave from N. Hanover Street/U.S. Route 11 all the way up to D Street. This cycle track is specialty two-way bike lane separate from the roadway which allows cyclists to travel the route without having to merge in and out of traffic. Proposed road crossings are clearly marked and much of the cycle track runs parallel to the proposed stormwater management park along Fairground Avenue, allowing for easy access to public amenities. Where dedicated bike lanes are not feasible, "sharrows" are proposed to help ensure drivers are aware of the presence of cyclists.

A significant aspect of creating complete streets has to do with implementing the proper and complimentary traffic calming techniques to allow for the safe travel for pedestrians and bikes, as well as vehicles. One technique included within much of the AWP study area is maintaining narrow (minimum allowable based upon accepted standards) travel lanes for vehicles. Keeping lanes narrow keeps speeds low and creates safer streets, especially at crossings. Curb bulb-outs are considered at many intersections to aid in this traffic calming effect and reduce crossing distances for pedestrians as well. Along B Street, a chicane (a slight jog in the cartway) is



View of the proposed extension location of Lincoln Street looking west from Fairground Avenue.

proposed between Factory and Pitt Streets to help further reduce traffic speeds. B Street includes the most aggressive traffic calming measures in order to maintain the character of a local community street even with an increase in traffic volumes.

A component of complete streets that has not yet been touched upon is the easy access to public transit options in the area. Clearly marked bus stops and shelter areas at stops help encourage the use of transit options. The important consideration is to allow access, and integrate transit in a way that has minimal impediment to other modes of transportation. Within the scope of the transportation improvements for the AWP, specific designs for bus stops have yet to be included, but space to provide them within the streetscape has been allocated. They are a feature that should be considered in future, where applicable, especially with the new Capital Area Transit Carlisle Circulator line in effect. The goal of the AWP recommendations is to provide the maximum opportunity to provide and ultimately expand transit ridership as one of the multi-modal choices within the AWP study area and connect to the entire borough and broader region without the need to rely on the automobile as the only options.

#### Intersection Improvements

The introduction of new development will result in the generation of new traffic and trips, including traffic volumes in locations well beyond the individual redevelopment

#### INTERSECTION ANALYSIS SUMMARY

##### North College Street/PA Route 74 and B Street

- The intersection of North College Street/PA Route 74 & B Street is much more efficient when utilizing a roundabout rather than a stop controlled intersection. The stop controlled intersection recorded an overall intersection LOS "F" for an approach turning movement, and the roundabout had a volume to capacity ratio of 0.64 (utilizing just over half of the ultimate capacity of the intersection).

##### North Hanover Street/US Route 11, Fairground Avenue and Penn Street

- The intersection of North Hanover Street/US Route 11, Fairground Avenue and Penn Street presented difficulties, especially due to the increase of traffic from the proposed development and the existing intersection alignment. Alternative 2 presented a roundabout at the intersection, and although this location is expected to operate at a volume to capacity ratio greater than 1.0, safety is greatly improved by selecting the roundabout over the signalized option. Volume to Capacity could be improved by converting Fairground Avenue to one-way northbound (see public meeting feedback in Appendix A). The Alternative 1 option requires relocating an approach which may cause unsafe operating conditions; however, the intersection is anticipated to operate at an overall LOS "C".

##### North Hanover Street/US Route 11 and Carlisle Springs Road/PA Route 34

- Both alternatives studied realigned and signalized the intersection of North Hanover Street/US Route 11 and Carlisle Springs Road/PA Route 34. The realignment and signalization of this intersection is a crucial improvement as the current intersection crosses an existing railroad line at the center of the intersection. The proposed realignment of this intersection corrects this safety hazard and provides safer operations due to the installation of a traffic control signal that keeps queued traffic off of the at-grade rail crossing.

**Note:** A signalized intersection records a Level of Service (LOS) based on the average delay in seconds each vehicle experiences at that intersection. The LOS of an intersection can range from A to F, with A being the best and F the worst. In contrast, a volume to capacity ratio (V/C) is used for roundabouts, when the volume of vehicles utilizing the roundabout exceeds the capacity of the roundabout ( $V/C > 1.0$ ), the intersection may not operate efficiently.

sites. A major component of the transportation plan focuses on the improvement of key intersections to try to better manage traffic volumes with a complete streets approach, addressing both short- and long-term concerns. When regulating the flow of traffic at any intersection, there are numerous options to consider. From two-way stops, four-way stops, traffic signals and possibly other devices such as roundabouts. Numerous factors are considered when deciding on the proper way to direct traffic and which device will be the most effective. Recommendations in this AWP report evaluated ways to maximize the vehicular level-of-service (LOS) for the studied intersections, while also considering safety for the vehicles, the bicyclists and the pedestrians who will be using them.

The planning process included conducting traffic turning movement counts at the key intersection in December 2013. A series of transportation alternatives were presented at a day-long public workshop in February 2014. The proposed intersection improvements include the introduction of roundabouts at the B/College Streets and Fairground Avenue/N. Hanover Street/Penn Street intersections and a mini-roundabout at the B Street/Fairground Avenue intersection. Roundabouts are proposed at these locations for the level of vehicular service they provide, as well as the benefits of roundabouts as a traffic calming measure and a pedestrian safety improvement. In these locations, roundabouts will manage traffic effectively by allowing for a continuous flow of vehicles in multiple directions and by eliminating the awkward alignment of roadway approaches at these intersections. Roundabouts also help to manage traffic speeds by forcing people to slow down as they navigate them. From a pedestrian safety perspective, roundabouts provide the benefit of pedestrians needing to be cognizant of traffic coming from only one direction at a time, in addition to the aforementioned traffic calming measures.

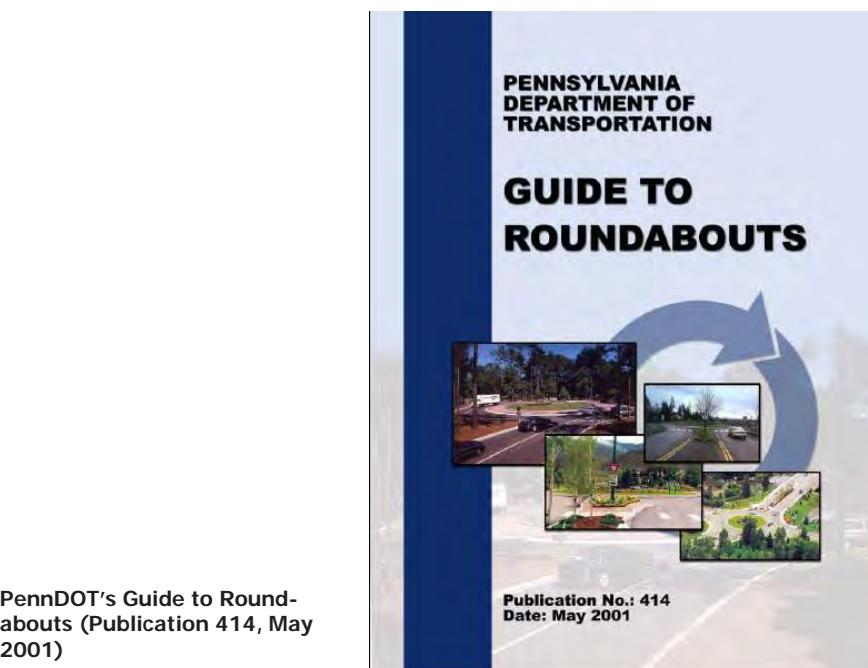
Other locations within the plan feature more basic four-way intersections regulated by stop signs. Many of these intersections, along B Street and Fairground Avenue in particular, include "bulb-outs" or widened sidewalks/narrowed pavement at the corners of intersections. These bulb-outs provide traffic calming benefits as well as the added safety of a shorter crossing for pedestrians. Bulb outs have become a popular feature in many modern streets for their safety as well as aesthetic benefits.

Where they are necessitated, turning lanes are also considered at intersections regulated by stop signs or traffic signals. This is particularly prominent at the intersection of Carlisle Springs Road/PA Route 34 and North Hanover Street/US Route 11, where a traffic signal is proposed with multiple turning lanes to accommodate

projected traffic volumes that are expected to greatly increase over current rates. This may lead to wider than typically desirably roadways, but is necessary to handle the queuing that an intersection with a traffic signal will generate. The AWP also

Step	Year 1	Year 2	Year 3
1			
2			
3			
4			
5			
6			

An overall estimate of performance periods for the Next Steps.



PennDOT's Guide to Roundabouts (Publication 414, May 2001)

proposes the jogging of Carlisle Springs Road/PA Route 34 to create a 90-degree "T" intersection at this location. This has the dual benefit of eliminating one of the at-grade railroad crossings while creating an intersection with much more navigable angles and greatly improved lines of sight.

### Roundabouts

According to PennDOT's "Guide to Roundabouts" (Publication 414, May 2001), "The roundabout is a successful form of intersection control used throughout the world. Popularity of this type of circular intersection has only recently begun to increase within the United States. Prior to the FHWA publication "Roundabouts: An Informational

### NEXT STEPS

The Borough of Carlisle is currently pursuing multiple state and federal funding sources as well as possible tax increment financing districts (TIFs) to advance the urban design, engineering, permitting and pre-bid packaging of the proposed AWP transportation improvements. Assuming the required funding is obtained the following key steps would be required to proceed to construction.

- **Step 1 – Consultant Selection:** The borough needs to select a qualified engineering and urban design consultant team that is well-versed with PennDOT's Highway Occupancy Permit (HOP) application and Transportation Impact Study process.
- **Step 2 – PennDOT HOP Process Initiation:** The borough's consultant will initiate the Department's HOP process that begins with a Pre-application Meeting with the District's Permit Unit and Traffic Unit staff. This meeting includes project scoping with District staff and local officials and a discussion about the Transportation Impact Study that would be required for the borough's proposed transportation improvements.
- **Step 3 – Transportation Impact Study (TIS) and HOP Application:** The consultant engineer would undertake a TIS in conformance with the Policies and Procedures for Transportation Impact Studies Related to Highway Occupancy Permits (latest edition). This would include submission of the TIS, conceptual land development plan, and the HOP application to the District through PennDOT's E-Permitting System (EPS).
- **Step 4 – Permit Issuance:** Following review and approval of the TIS, the engineering and design plans for the proposed transportation improvements are submitted for approval. Once approved, the District will issue the permit that will need to be recorded with the County Recorder of Deeds. This step especially would include a public involvement process focused on addressing potential issues and additional opportunities identified through the AWP process and would include detailed information on how the proposed improvements would function, how they would meet the urban design and complete criterial established through the CURP and AWP processes and any potential impacts, including the need for additional rights-of-way.
- **Step 5 – Bid Documentation and Letting:** Bid Documentation and Letting: The consultant will then proceed with preparing the Plans, Specifications and Estimates (PS&E) for the borough's project bid package and ultimate project letting (District 8-0 will deem this as a locally let project.)
- **Step 6 – Construction and Inspection:** Construction and Inspection: The consultant will assist with the construction monitoring and inspection activities that will be required by the HOP process and the borough's own permitting requirements.



Peach Bottom, York County, PA  
Photo Credit: PennDOT

Guide" there were no existing national guidelines to assist transportation professionals and engineers in developing and implementing roundabouts. PennDOT's "Guide to Roundabouts" is designed as a supplement to the FHWA publication. For any project that involves State or Federal money, or Liquid Fuels funds, the processes outlined in PennDOT's Design Manual Part 1 and 1A must be followed."

Roundabouts also provide a number of advantages over traditional signalized stop controlled designs. These advantages include the following:

#### **Increased Safety**

- Roundabouts have fewer vehicle-vehicle conflict points than conventional four-leg intersections (8 vehicle-vehicle conflict points in a roundabout vs. 32 vehicle-vehicle conflict points in a conventional intersection).
- Roundabouts require vehicles that are entering or exiting to travel at lower speeds in a single direction, providing overall safer conditions.
- The geometric layout of a roundabout eliminates hazardous conflicts such as left-turn, head-on, and right-angle crashes. Roundabouts have been shown to reduce fatal crashes by 90 percent, injury crashes by 75 percent, pedestrian



Linglestown, Dauphin County, PA  
Photo Credit: PennDOT

crashes by 30-40 percent, and bicycle crashes by 10 percent. These decreases are due to the entry angle being reduced from 90 degrees to 60 degrees, lower speeds, and the elimination of vehicles traveling in opposite directions.

#### **Increased Capacity/Reduced Delay**

- During peak periods roundabouts typically carry 30 percent more vehicles than comparable signalized intersections.
- Roundabouts do not require yellow and red signal intervals, resulting in higher capacity and lower delays than signalized intersections, particularly during off-peak periods.
- Vehicles are able to enter roundabouts from each leg simultaneously.

#### **Traffic Calming**

- Reduced vehicle speeds in roundabouts have a traffic calming effect.
- Improving pedestrian safety by directing traffic in one direction; roundabouts provide the benefit of pedestrians needing to be cognizant of vehicular traffic



Spring Grove, York County, PA  
Photo Credit: PennDOT

coming from only one direction at a time.

- Roundabouts can lower noise and air pollution through reductions in the number of acceleration/deceleration cycles and vehicle idling
- Fuel consumption is reduced.

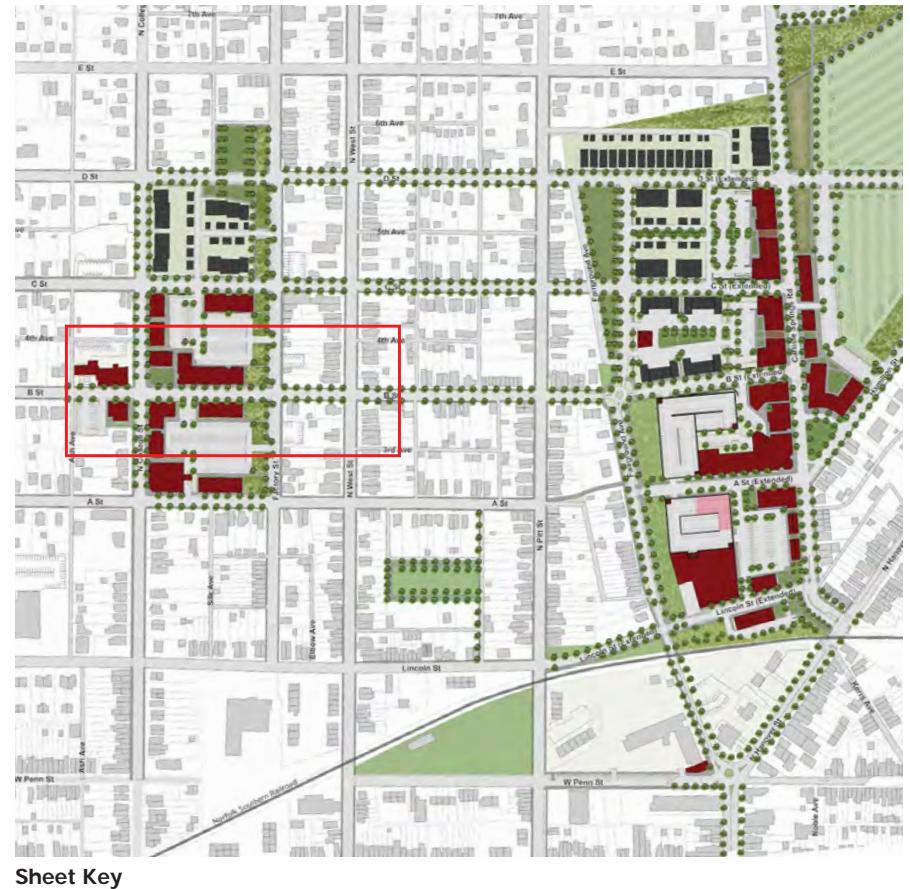
#### **Environment & Aesthetics**

- Roundabouts can lower noise and air pollution through reductions in the number of acceleration/deceleration cycles and vehicle idling
- Fuel consumption is reduced.

#### **Reduced Maintenance**

- Roundabouts are self-regulating, whereas a signal requires periodic adjustments to its timing sequence.

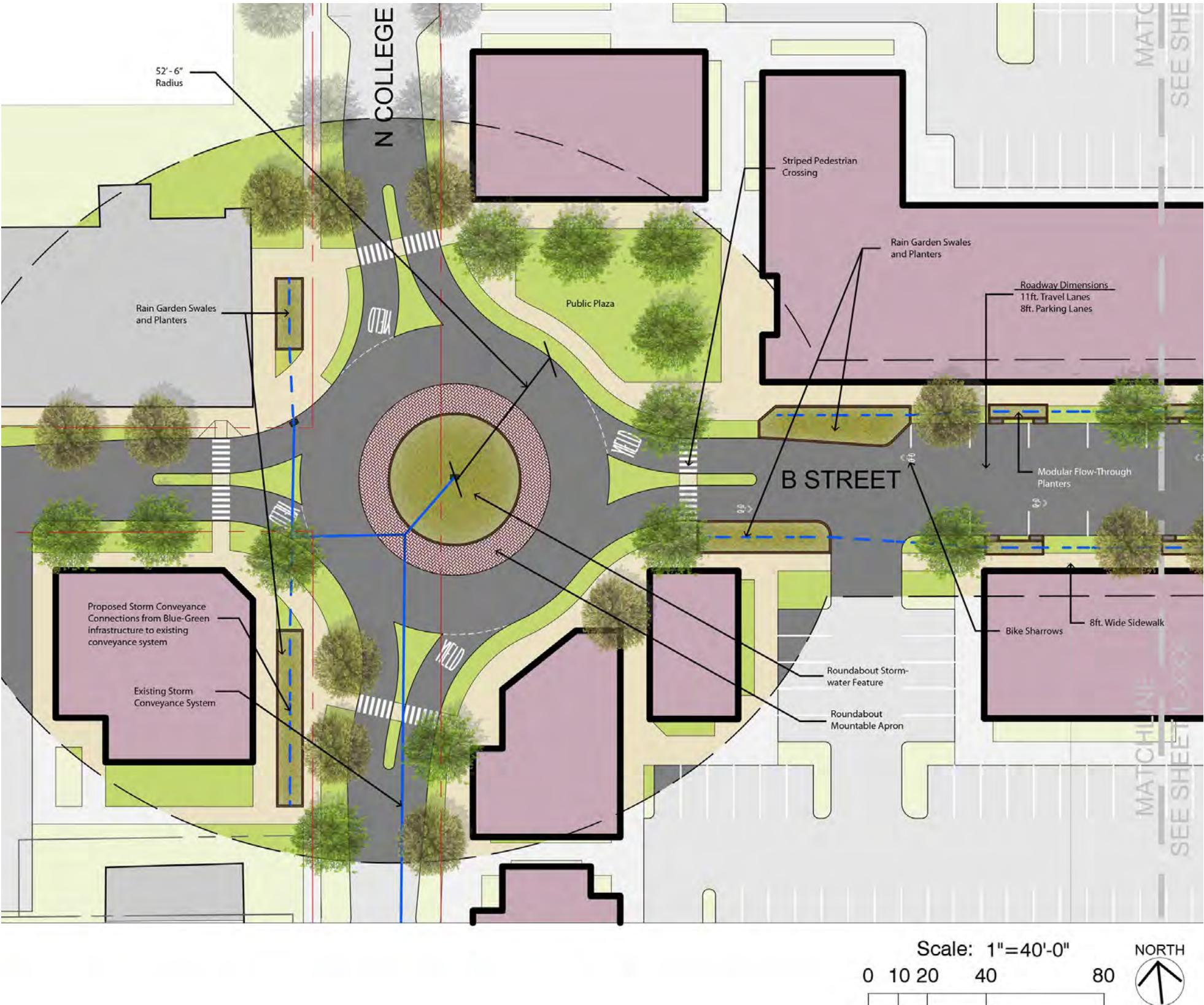


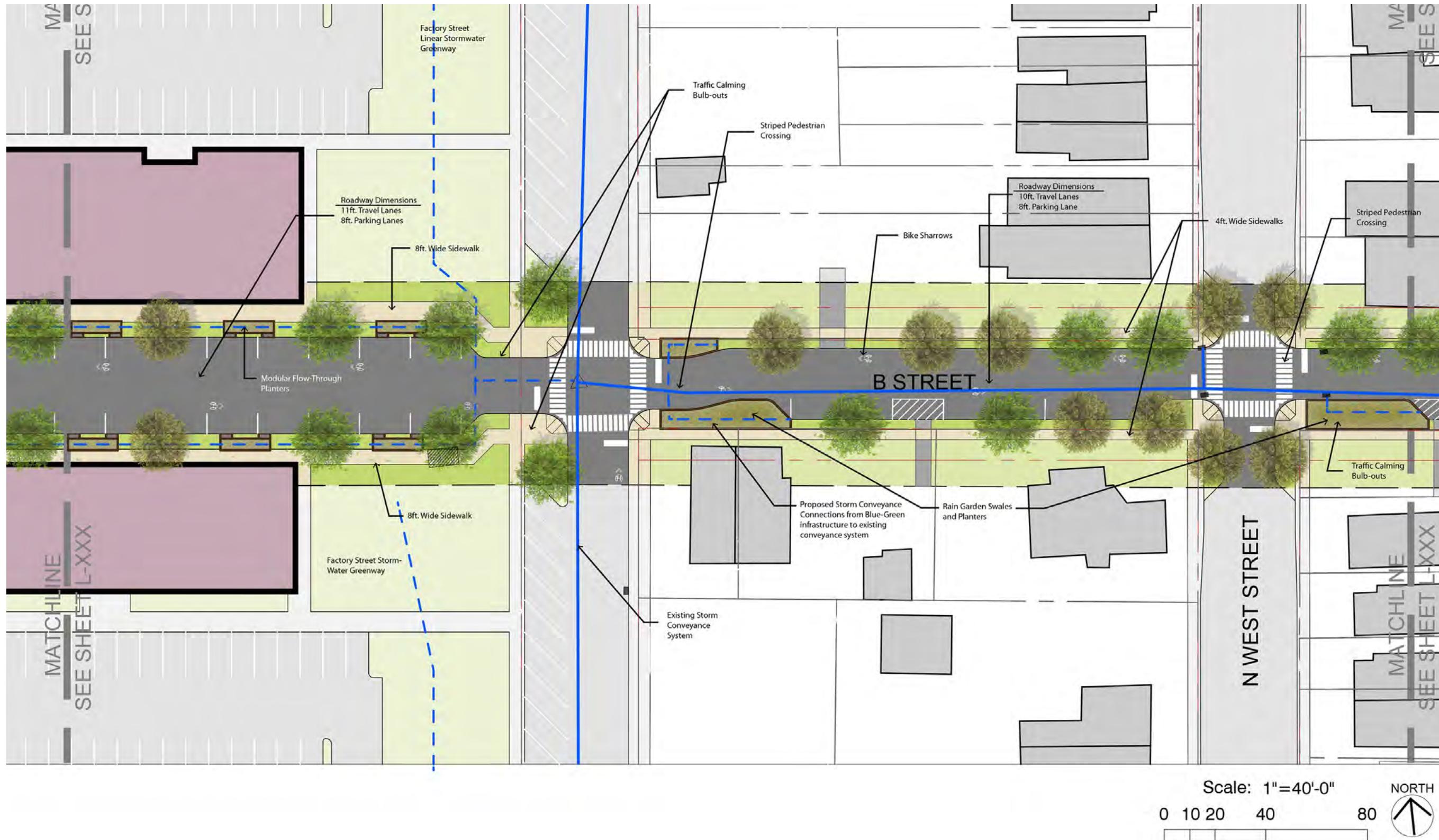


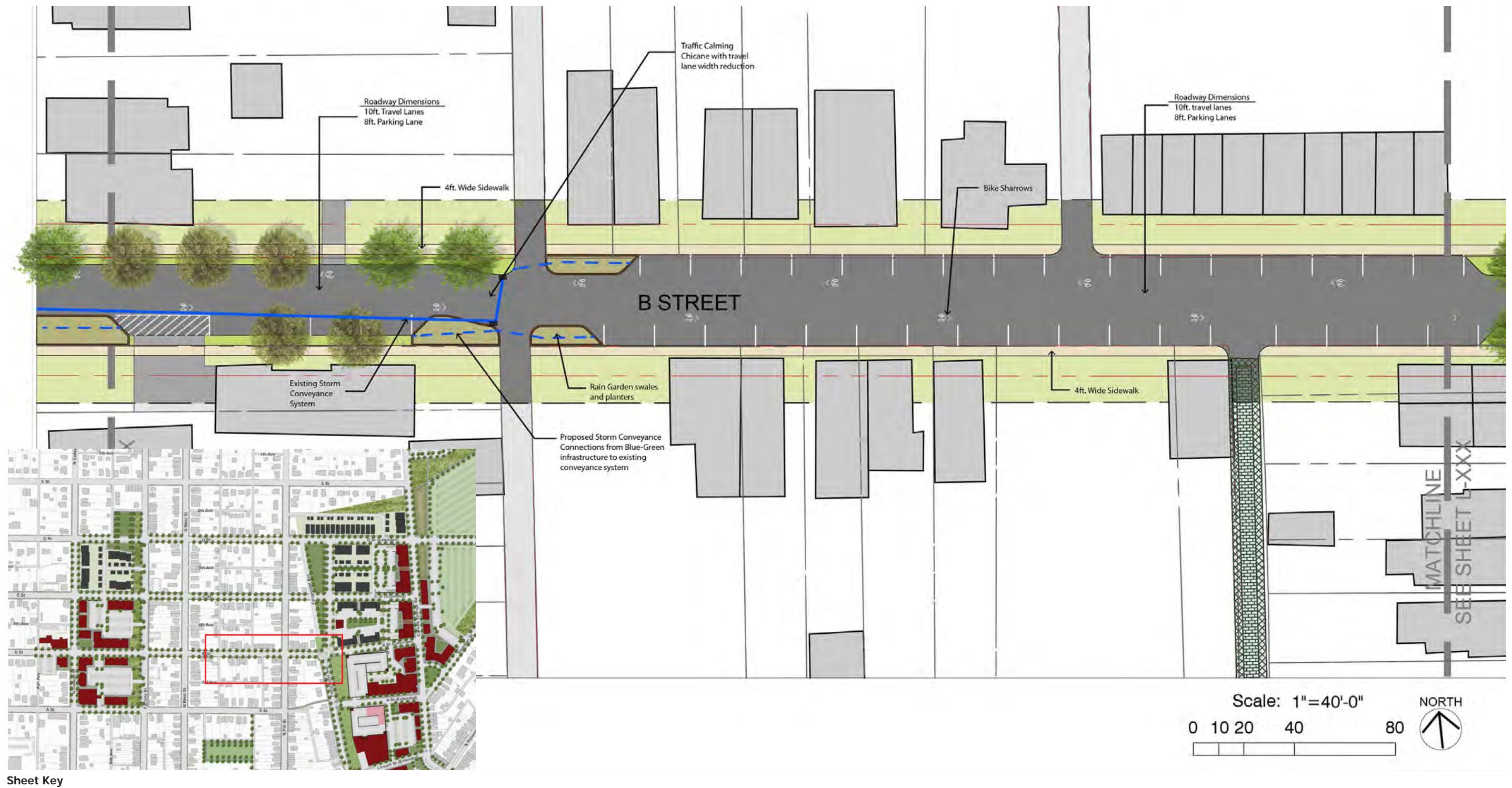
Sheet Key

### Green Technologies

In addition to complete streets, the construction of “green streets” is also important when designing modern transportation improvements. Projects such as roundabouts allow for municipalities to include features like rain gardens, street trees, and other stormwater elements within the public right-of-way. Including green technologies within these envelopes can reduce runoff, help cut down pollutant loads, and provide redundancy for the overall stormwater management conveyance systems. Many of the features, which are further discussed in the stormwater management chapter of this document, can also add aesthetic value and other environmental benefits to the community, making them a valuable part of any transportation plan.







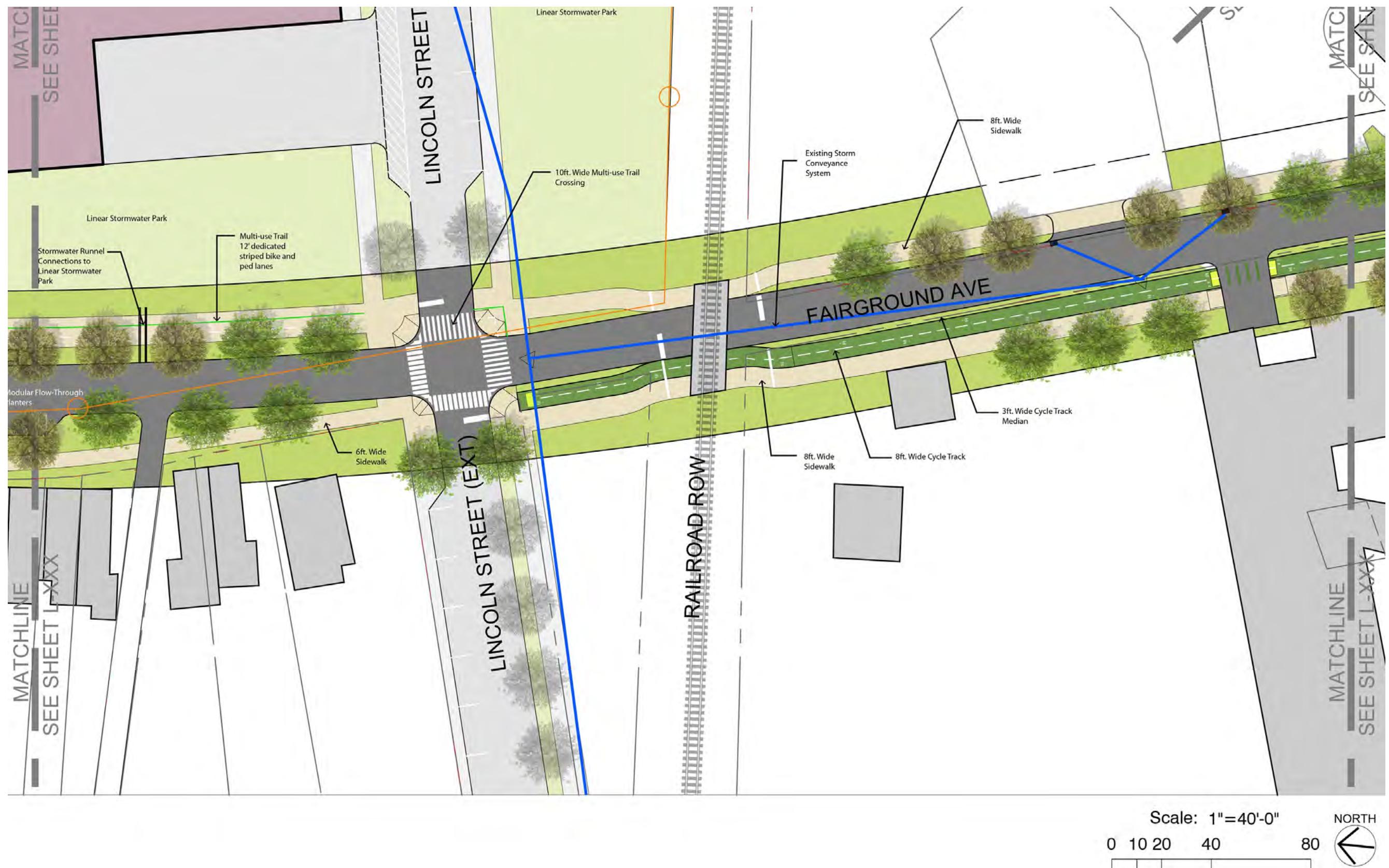




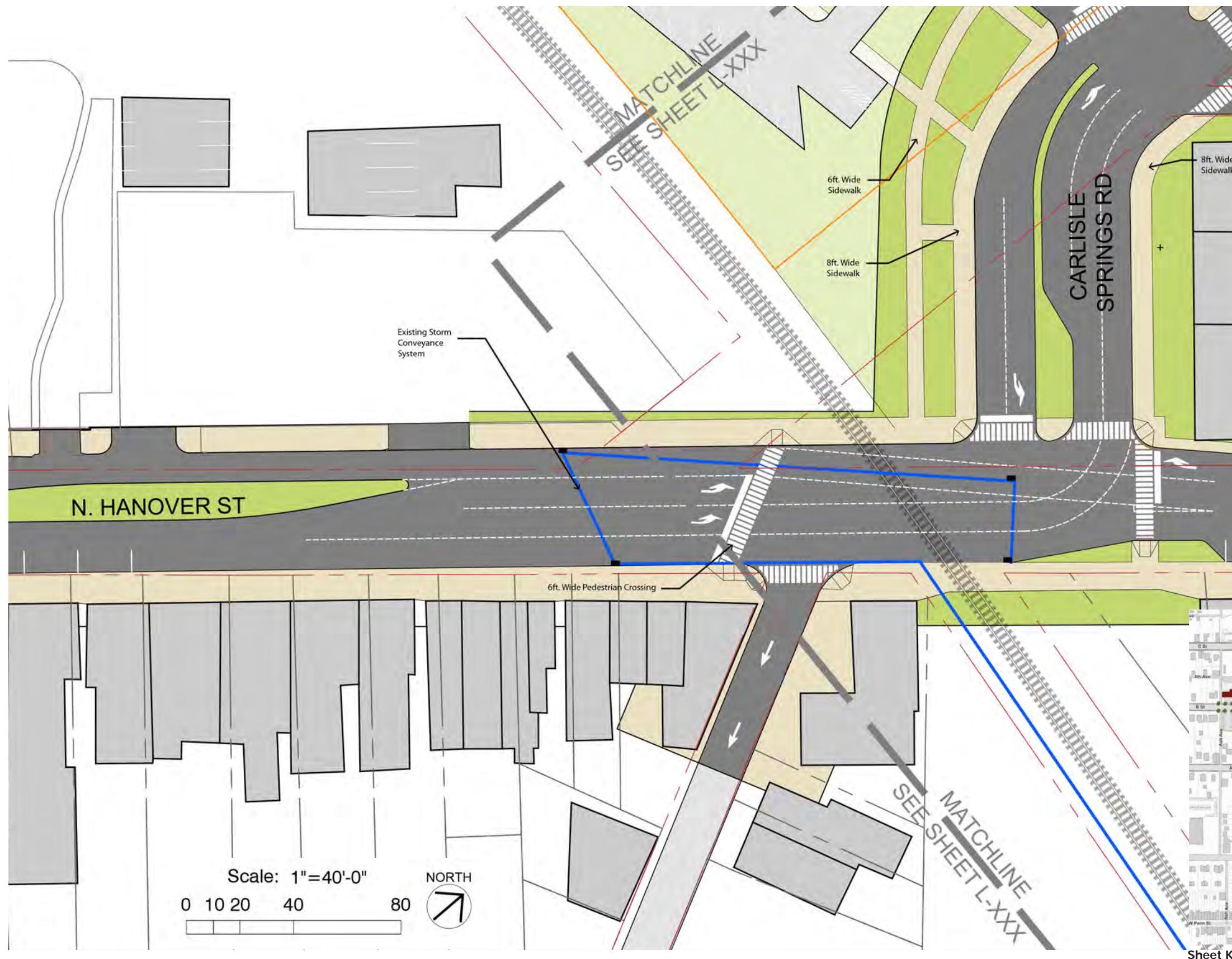


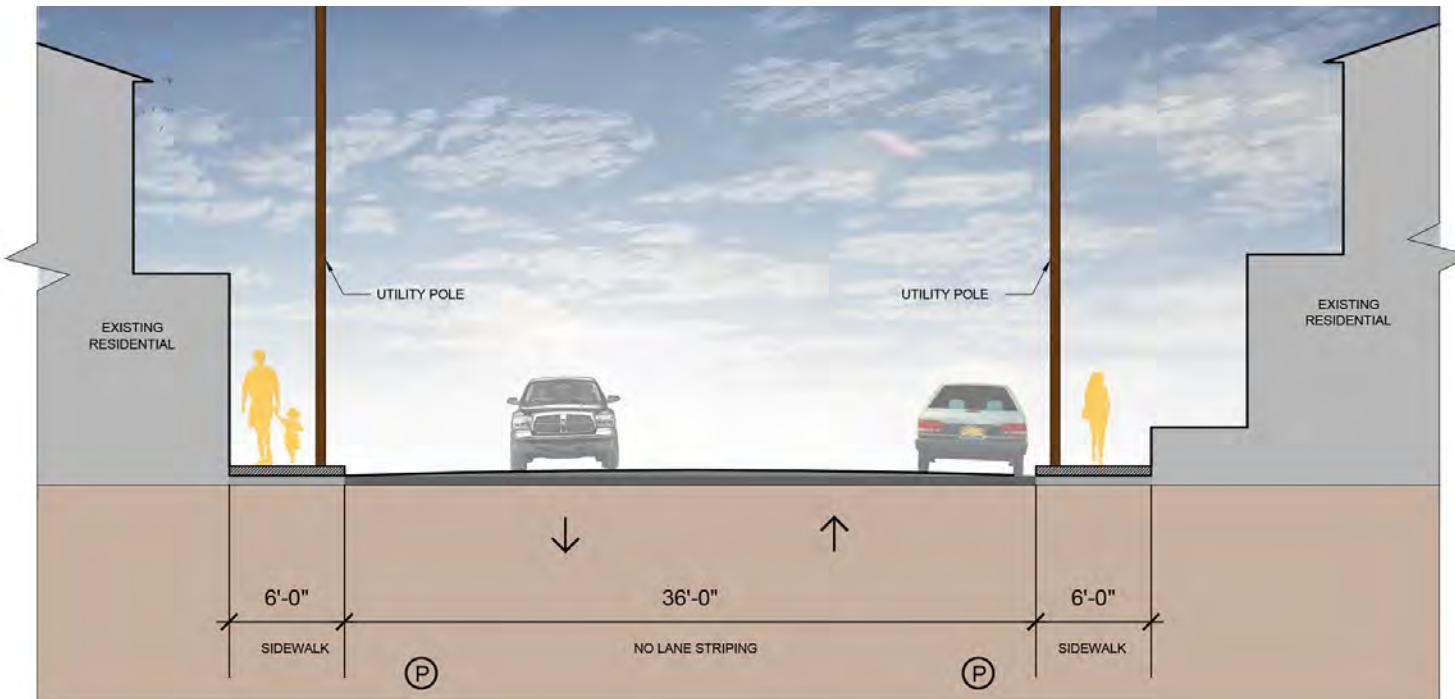
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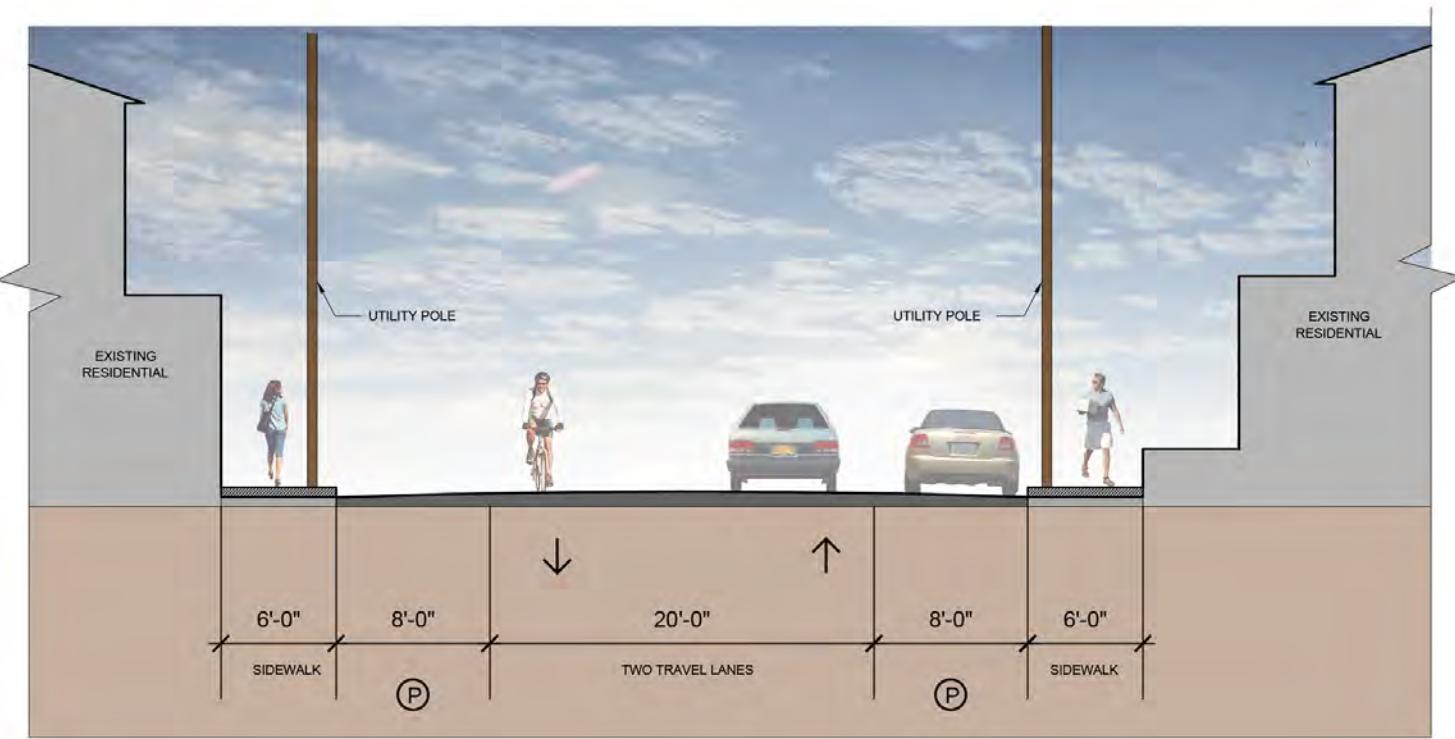






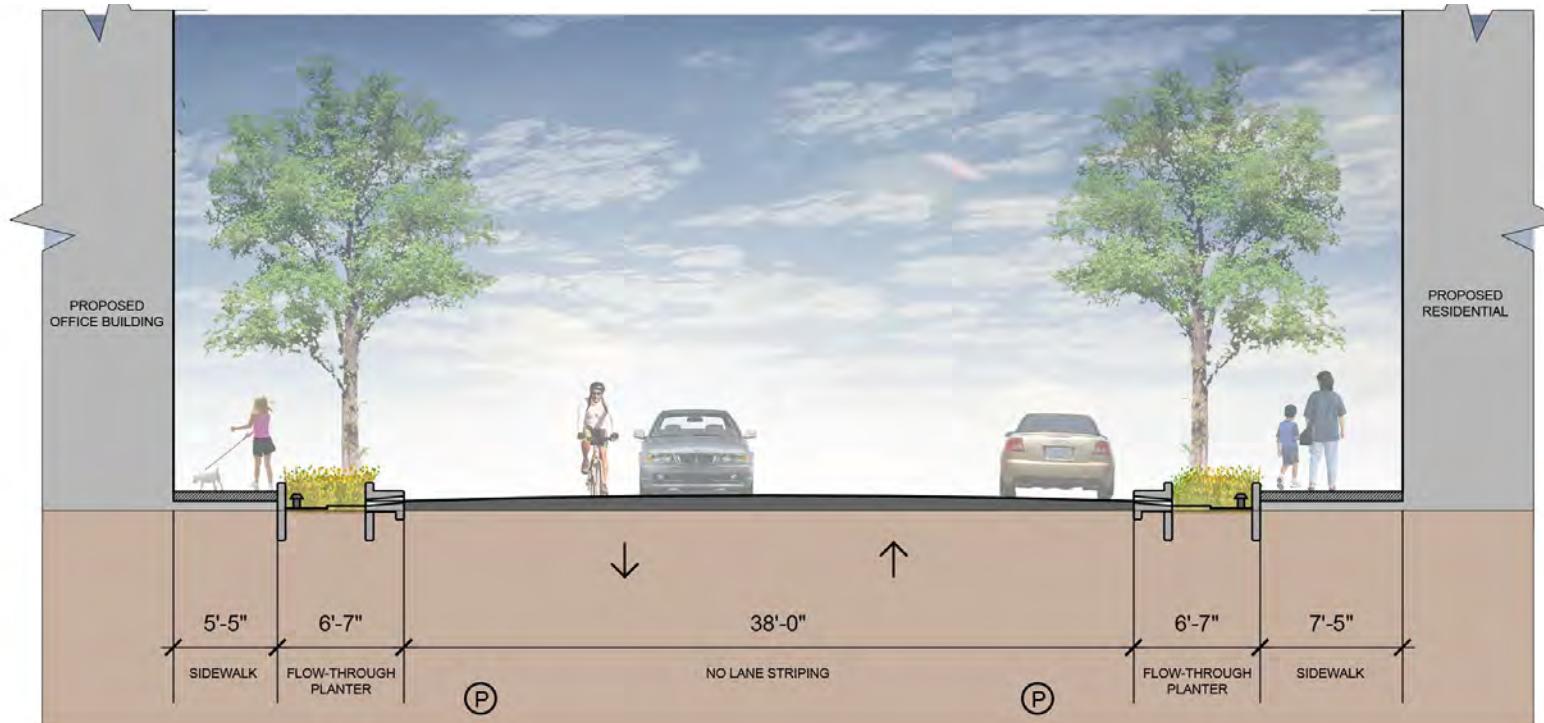


B Street Existing  
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Facing West

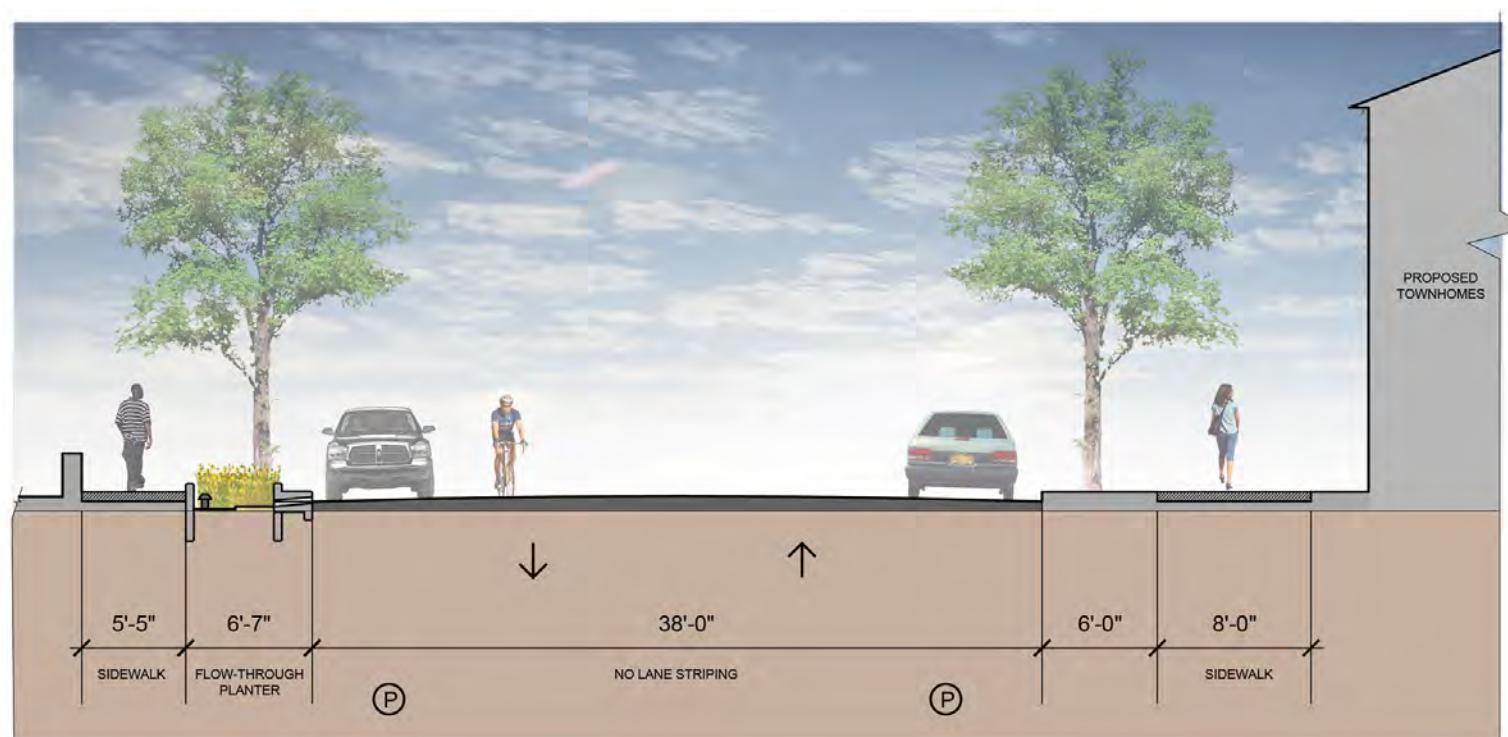


B Street Proposed  
Between Maple & Birch  
Facing West

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NORTH

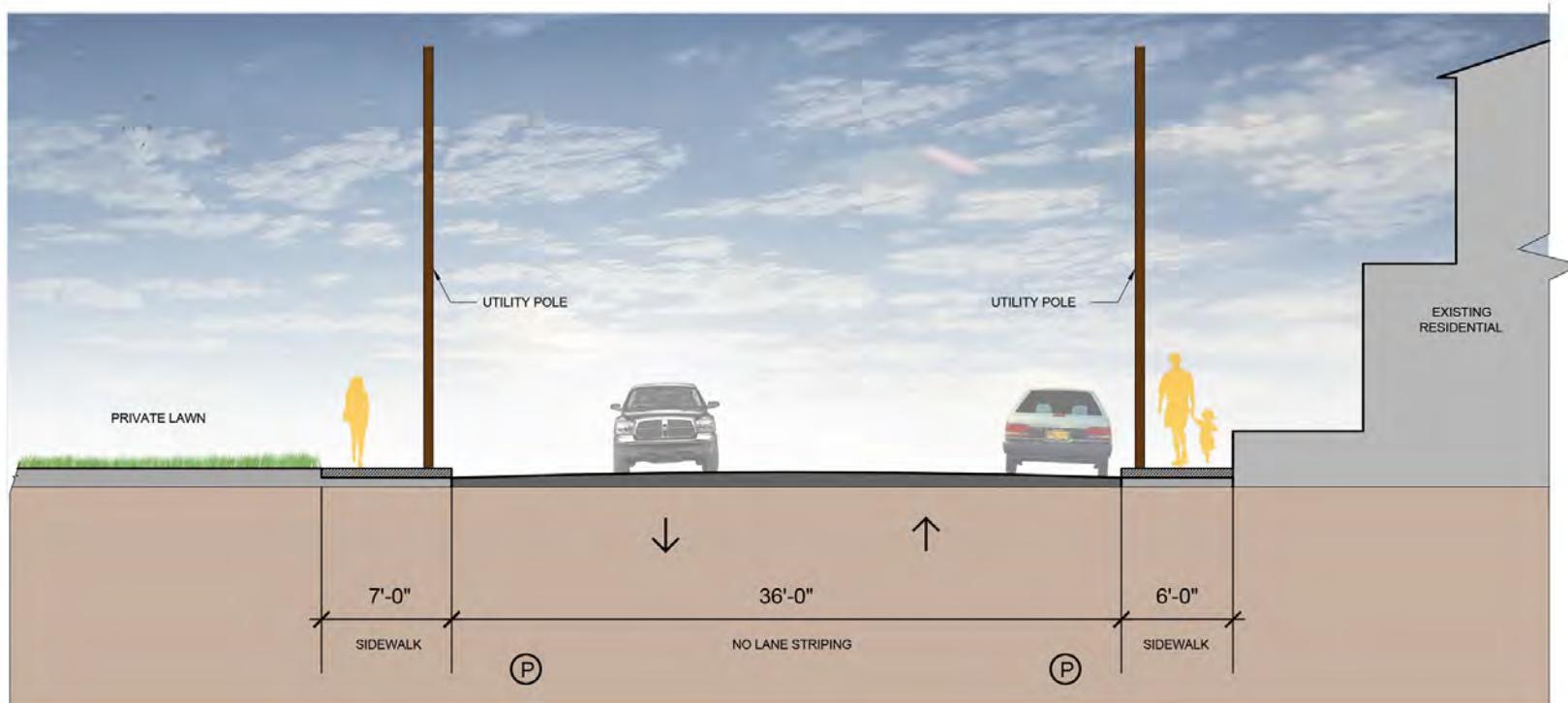


B Street Proposed  
At Tire & Wheel  
Facing West

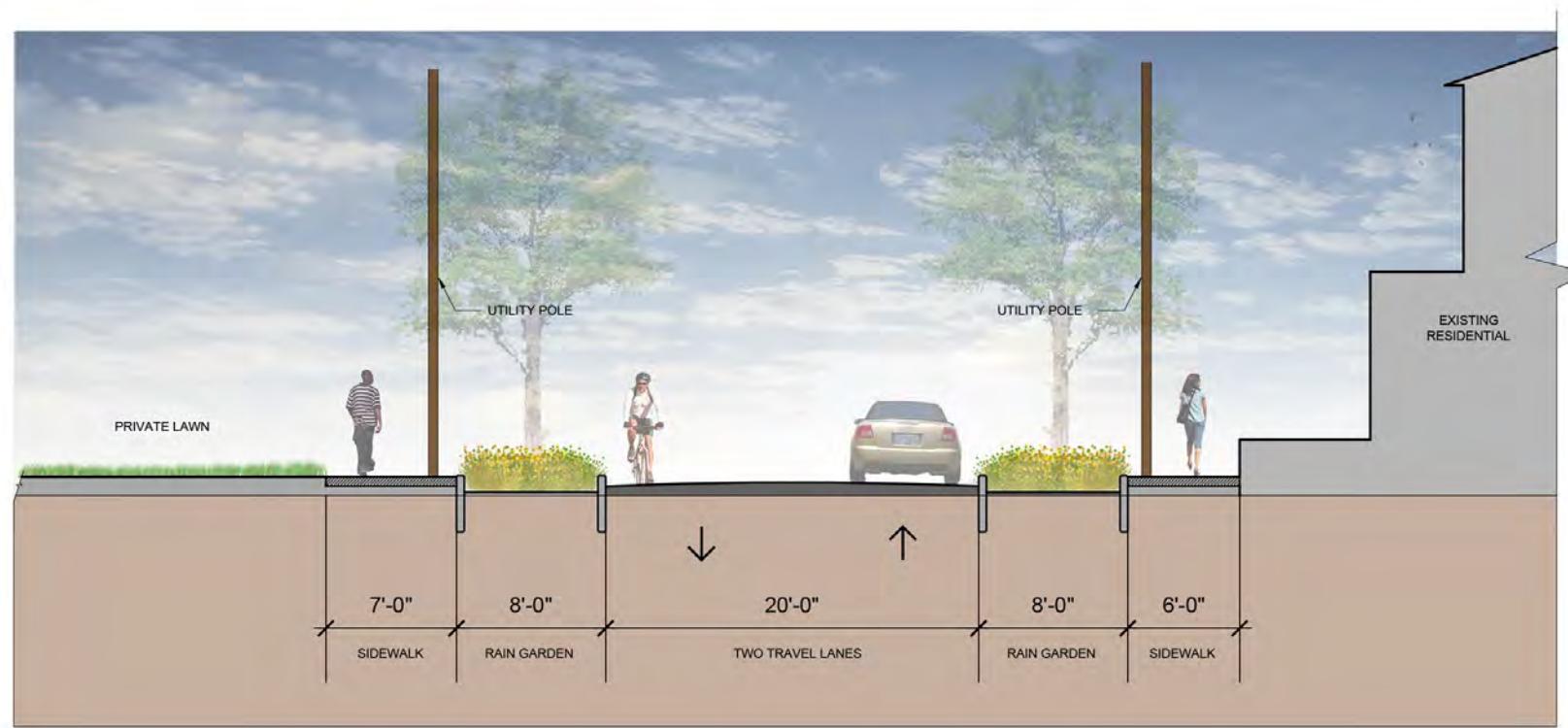


B Street Proposed  
At IAC  
Facing West

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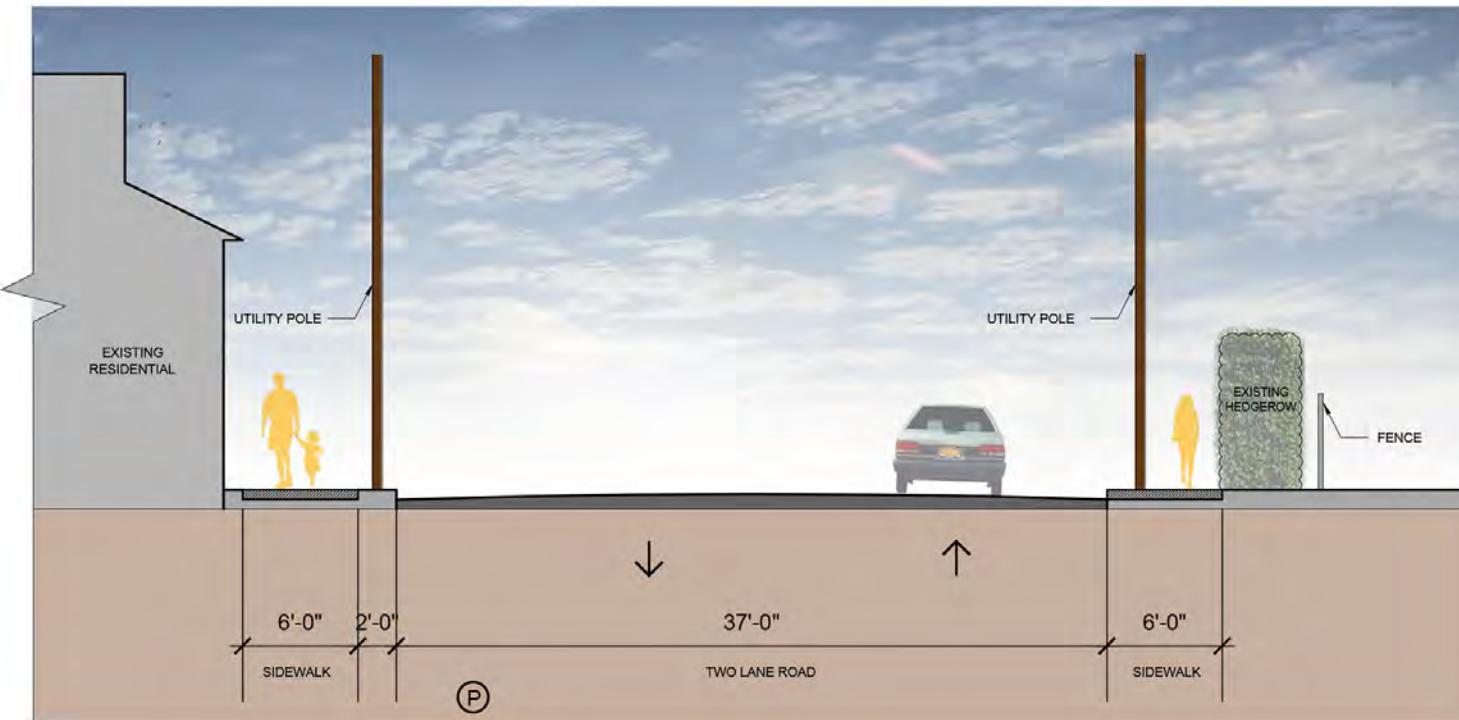


B Street Existing  
Near Maple Ave  
Facing West

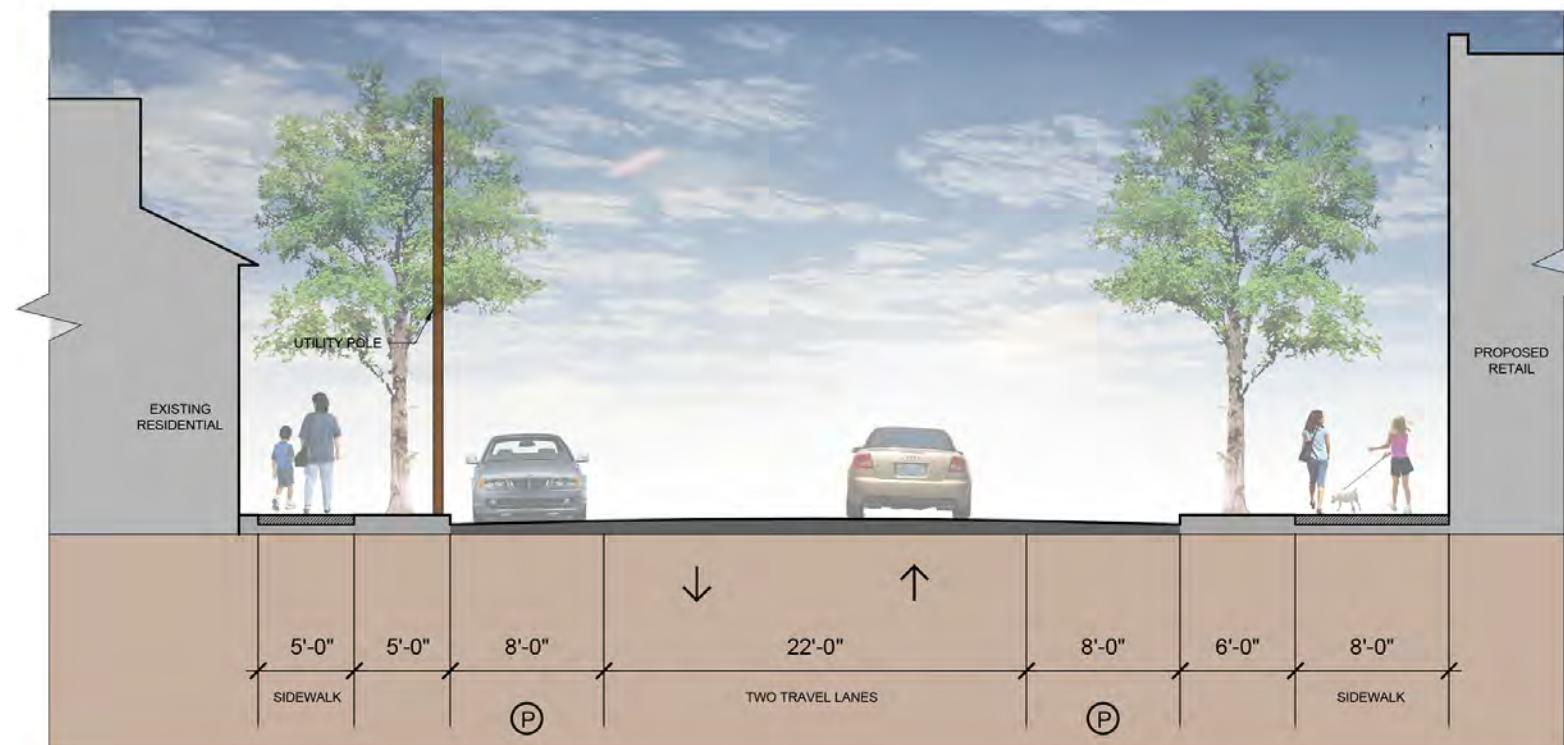


B Street Proposed  
Near Maple Ave  
Facing West

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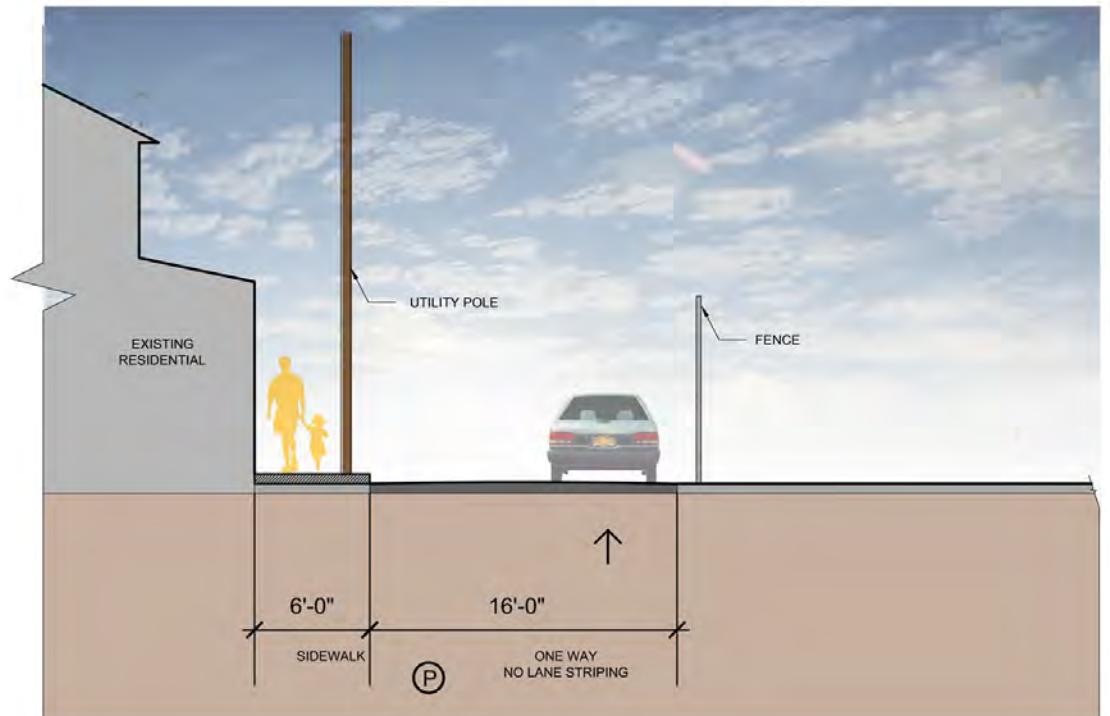


Carlisle Springs Rd Existing  
Between Hamilton and Hanover  
Facing South

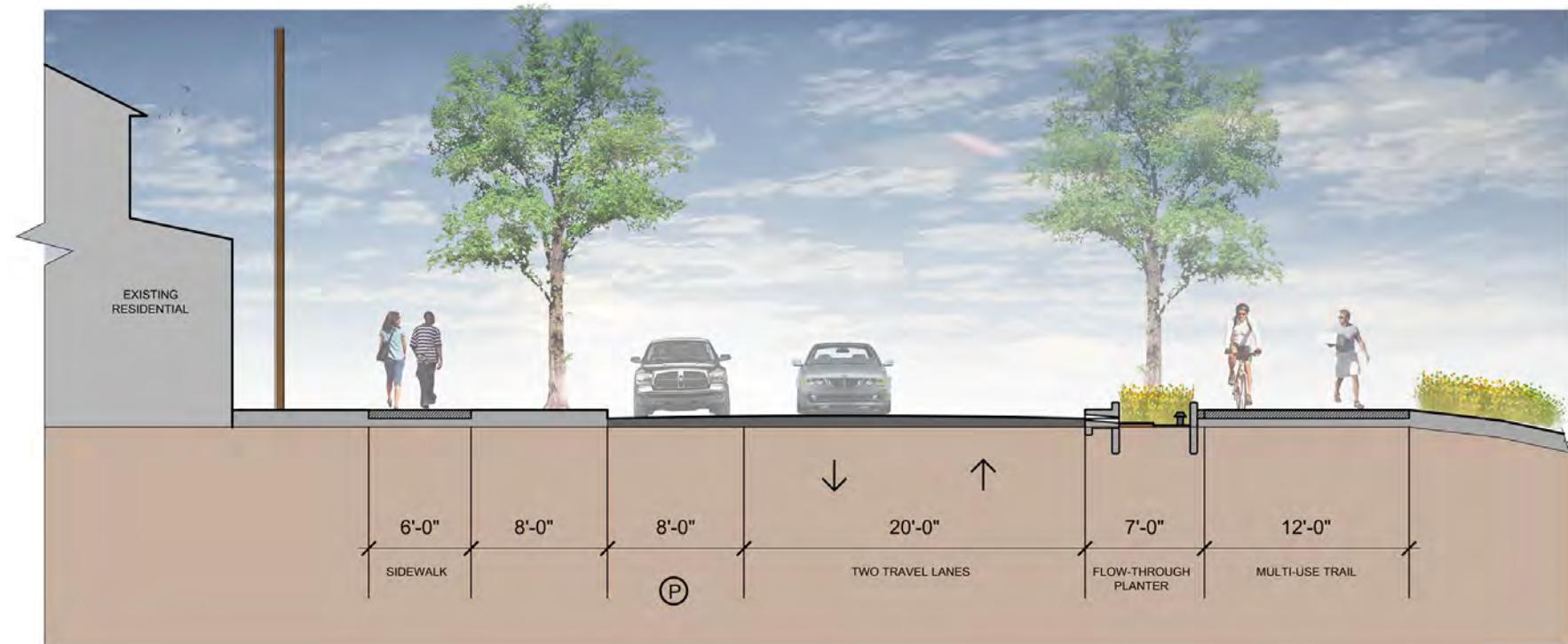


Carlisle Springs Rd Proposed  
Between Hamilton and Hanover  
Facing South

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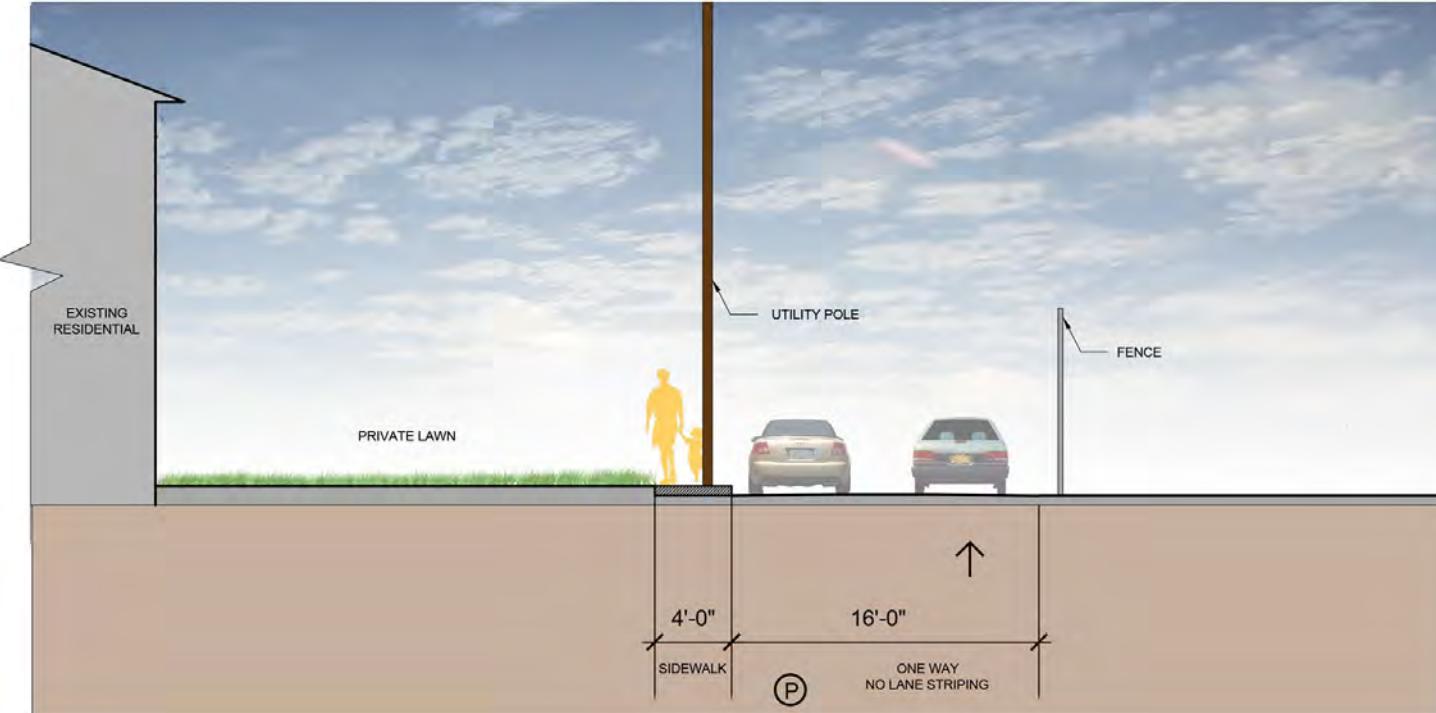


Fairground Ave Existing  
Between RR Tracks & A  
Facing North

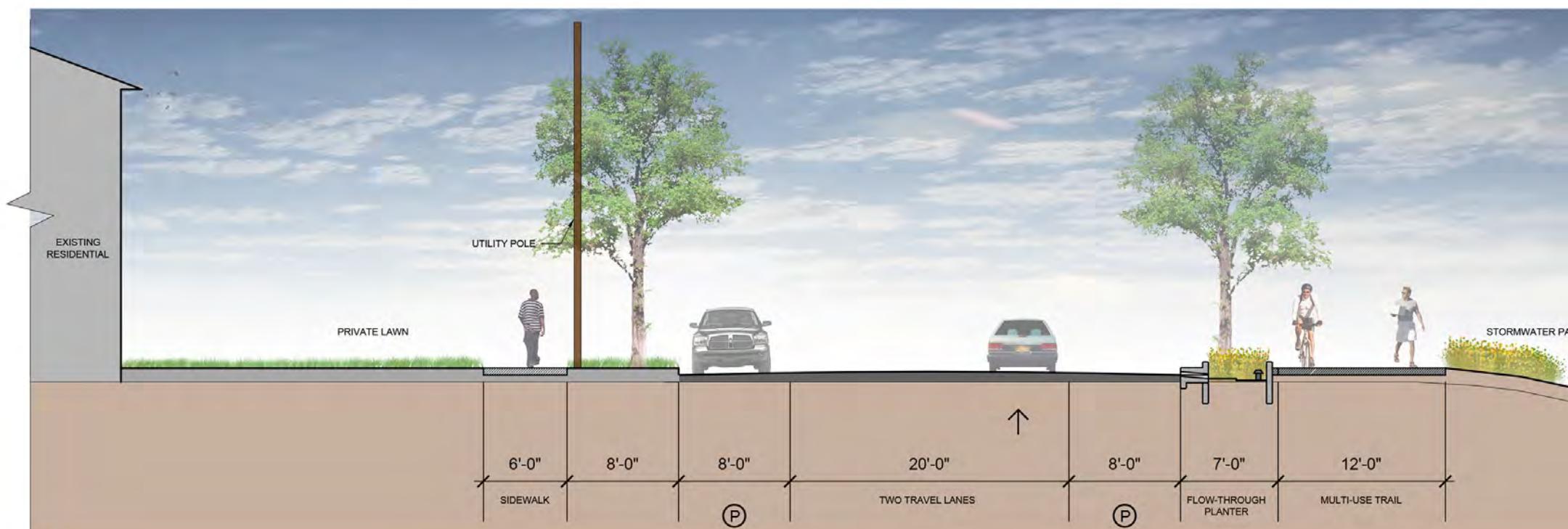


Fairground Ave Proposed  
Between Lincoln & A  
Facing North

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NORTH

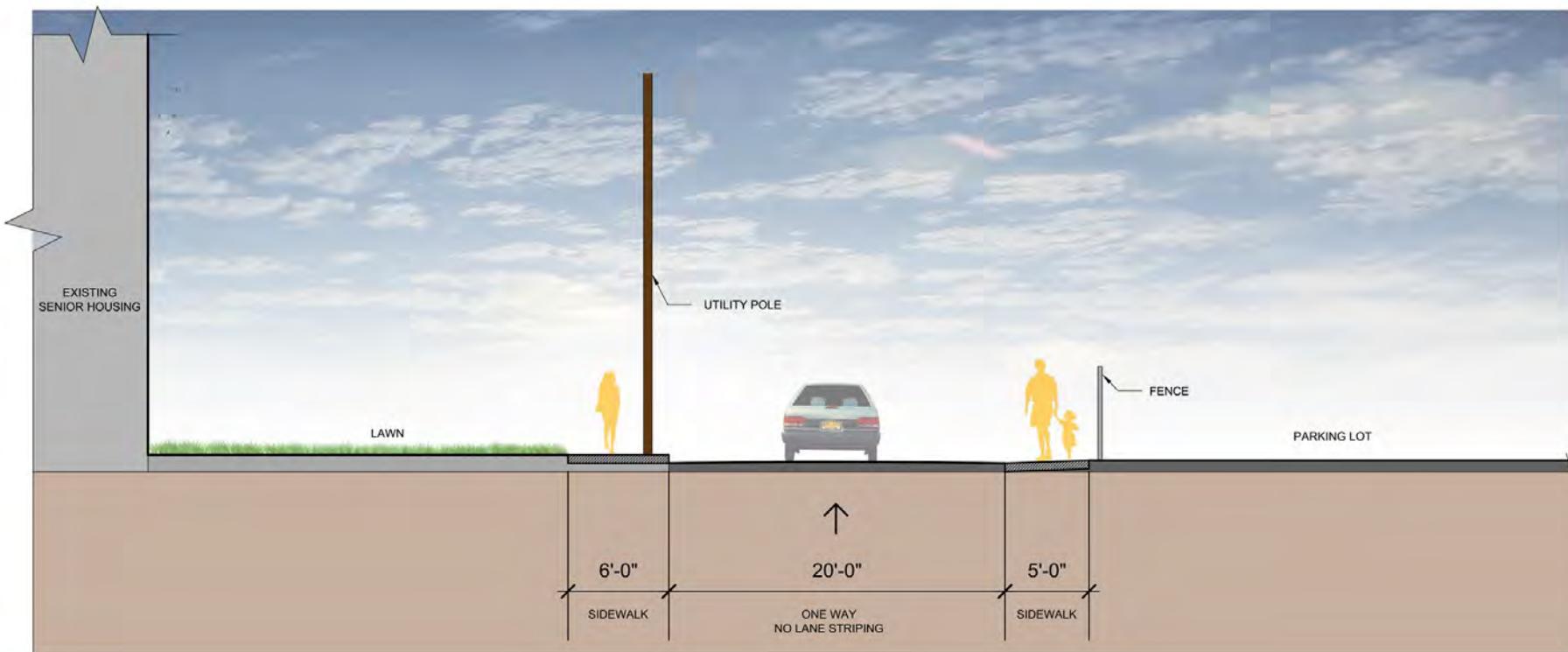


Fairground Ave Existing  
Between A & B  
Facing North

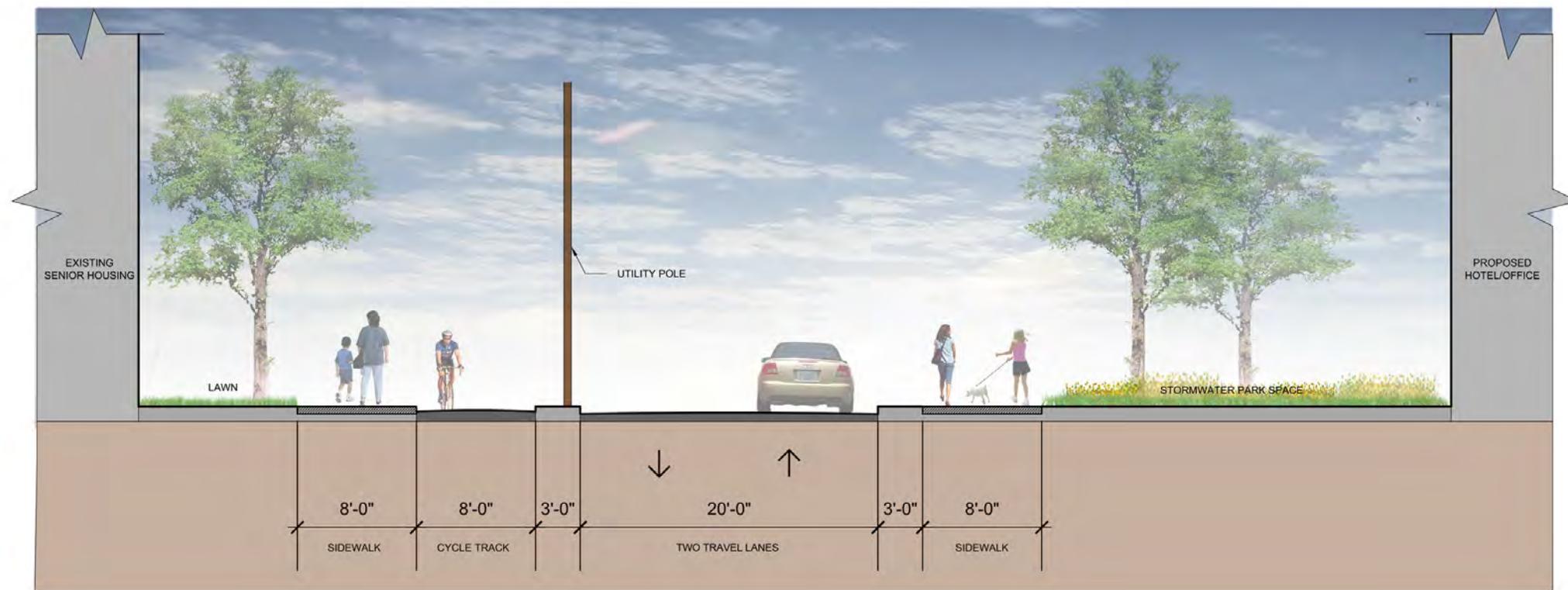


Fairground Ave Proposed  
Between A & B  
Facing North

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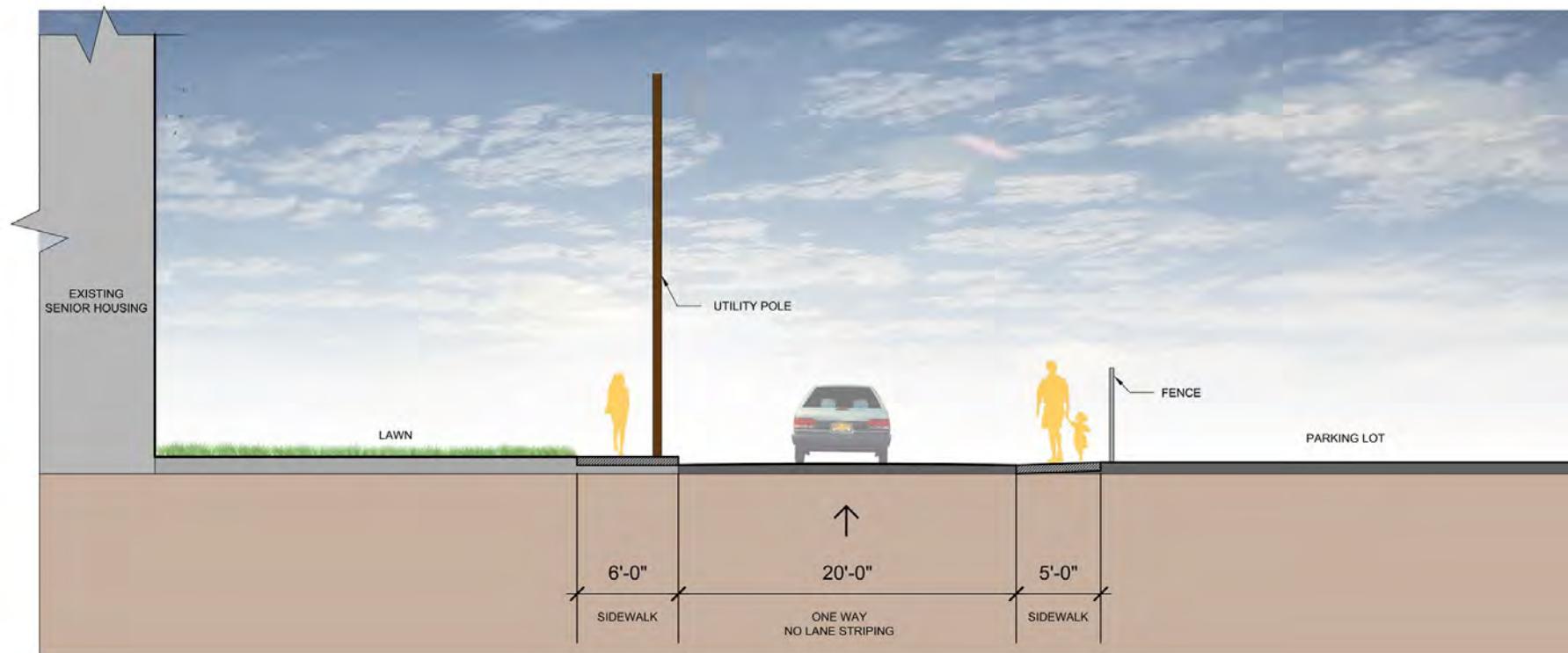


Fairground Ave Existing  
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Facing North

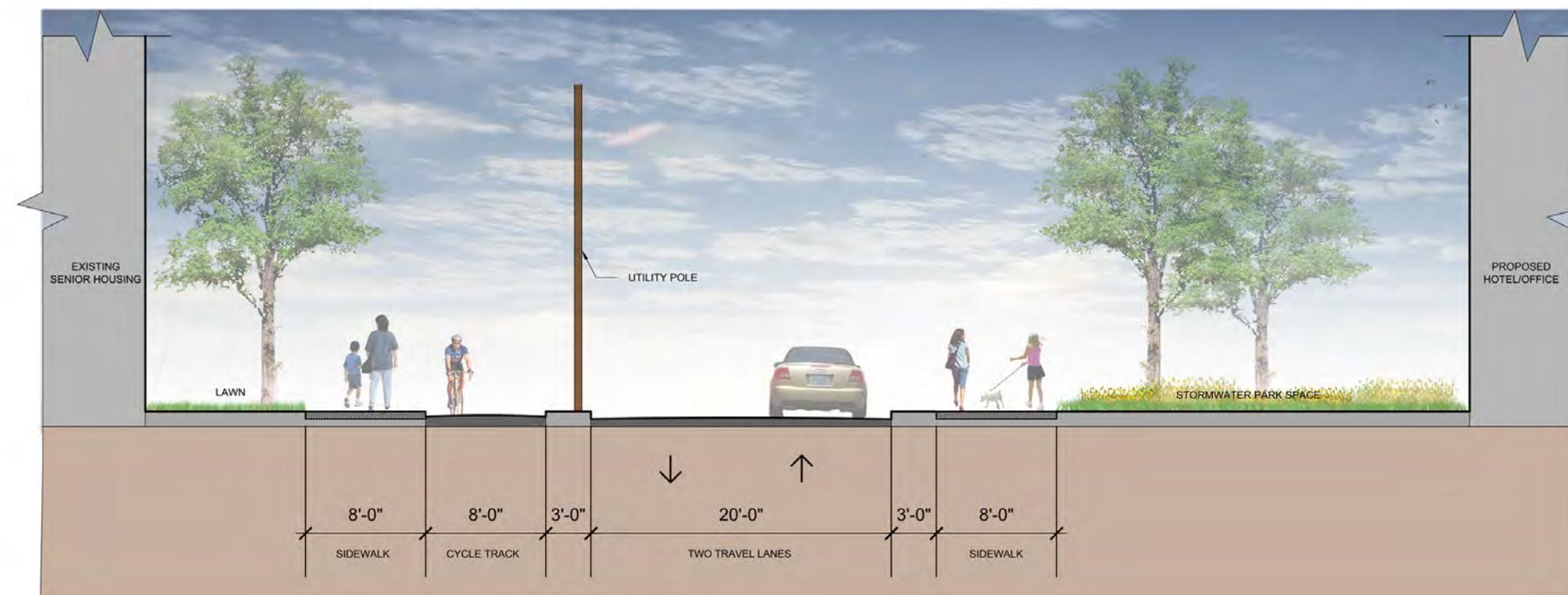


Fairground Ave Proposed  
Between Circle & RR Tracks  
Facing North

Scale: 1"=10'-0"  
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NORTH



Fairground Ave Existing  
Between Penn & RR Tracks  
Facing North



Fairground Ave Proposed  
Between Circle & RR Tracks  
Facing North

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NORTH

### 3.2 STORMWATER MANAGEMENT AND PUBLIC SPACE

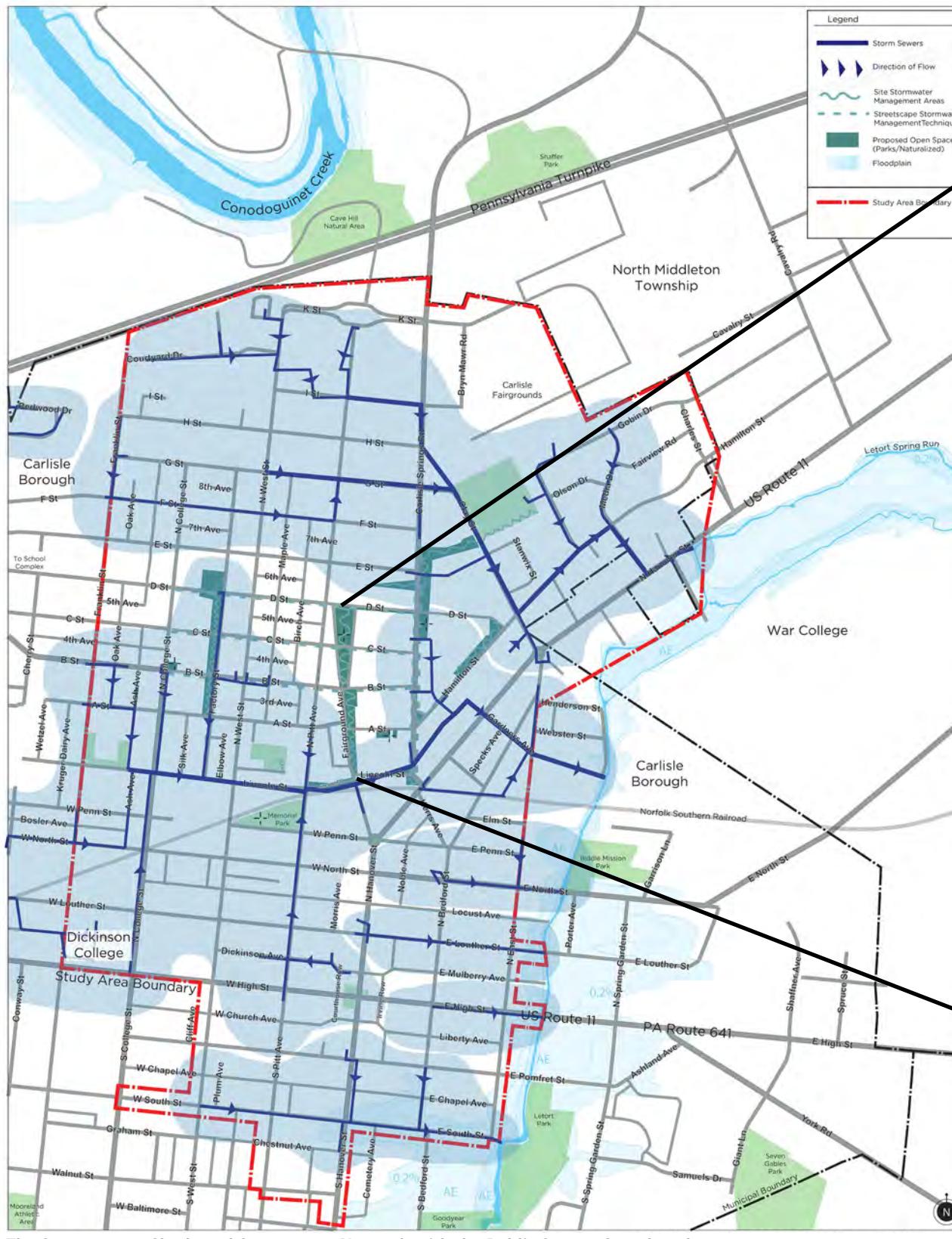
## Watershed Background

The Borough of Carlisle resides within the large portion of Pennsylvania belonging to the expansive Chesapeake Bay watershed. The Chesapeake Bay watershed includes portions of six states (New York, Pennsylvania, Maryland, Delaware, West Virginia, Virginia) as well as the District of Columbia. Per the Chesapeake Bay Program, the watershed covers around 64,000 square miles, as well as almost 11,700 miles of shoreline, and is populated by over 17 million people. A vast number of rivers and streams are contained within the Chesapeake Bay watershed, including the Potomac, James, and Susquehanna Rivers. The Chesapeake Bay was the first estuary in the nation targeted by Congress for restoration and protection in 1983, with an emphasis on pollution reduction and ecosystem restoration efforts.

The Susquehanna River is the largest river among those which outlet into the Chesapeake Bay. Its watershed, which includes the area of the Borough of Carlisle, contributes about 50 percent of the Bay's total fresh water. The Susquehanna, starting from its upper reaches in Cooperstown, New York for the Main Branch and Cambria County, Pennsylvania for the West Branch, flows southward through east-central Pennsylvania after the confluence of its two branches near Sunbury. The Susquehanna passes by the City of Harrisburg, where the Conodoguinet Creek, a moderately sized tributary, which includes Carlisle Borough within its watershed, flows into it. Beyond Harrisburg, the river runs south and east, crossing into northern Maryland before terminating where it flows into the northern reaches of the Chesapeake Bay.

The Borough of Carlisle itself has all of its runoff enter the Conodoguinet Creek, either via smaller tributaries or direct overland flow to the Conodoguinet itself. The majority of the Borough's stormwater, including most of the downtown area and the AWP study area, runs into the LeTort Spring Run, with areas to the north and west flowing straight into the Conodoguinet and a small portion of the westernmost edge of the borough entering the Alexander Spring Run.





Fairground Avenue Stormwater Park

The LeTort Spring Run is one of the finest limestone trout streams in the nation, but it is also much more than a great place for fly casting. The LeTort, and the groundwater system that feeds it, are especially vulnerable to pollution because of their lime-stone geology. Pollutants may originate at a specific site such as a leaking underground storage tank, or a chemical spill ("point" sources), or they may be caused by a widespread land use such as soil erosion from construction and agriculture, heavy metals and salts from roads, or fertilizers and pesticides from lawns and farms ("non-point" sources). The LeTort has suffered point source pollution over the last three hundred years, but so far has shown a remarkable ability to recover once the contaminating source is eliminated. During the mid-1800's, tan yards and mills along the Run had so fouled its waters that, at one point, citizens of Carlisle attacked the offending businesses, knocking down dams and clearing the river bed. Continued expansion of the area's economy, while benefiting almost everyone, unfortunately has also increased the likelihood of stream degradation from the cumulative effect of both "point" and "non-point" sources and the increased risk of industrial pollution. The LeTort Regional Authority was formed as a local body with the commitment to help protect this unique natural resource, and is the only municipal authority in the Commonwealth incorporated with specific watershed responsibilities. The Authority is focused on reducing damage to resource by promoting the adoption of appropriate standards to ensure that new development is sensitive to the particular character of the stream and its fragile karst geology.

#### Broad Concepts for Stormwater Management

A central tenet of how the CURP and the AWP proposes to approach stormwater management is through decentralization of the stormwater management system via a wide palette of stormwater elements that can capture and treat runoff at different scales. Rather than rely solely on "upsizing" pipes or pumps to deal with additional flow, the goal is to remove as much stormwater as possible from the system before it reaches the conveyance lines. This includes the use of bio-retention, permeable pavements, and other pre-treatment strategies which can be tailored to fit a wide range of areas and scales. Also, tied into this particular strategy of decentralization is maximizing open space and reducing impervious surface coverage wherever possible. Particularly in the context of the redevelopment sites such as IAC/Masland and Carlisle Tire & Wheel, there is an opportunity to decrease the amount of runoff being generated and conveyed into local streams during storm events.

A valuable component of a comprehensive stormwater and flood management plan is the inclusion of pre-treatment elements. Elements such as flow-through planters, green roofs, bio-retention swales, and micro-pool/terraced wet meadows can be used to intercept and treat water before it enters the main conveyance system. Engineered soils can filter out pollutants and proper plantings can help remove excess nutrients produced by runoff flowing over impervious surfaces. During storm events, pre-treatment structures can also help to reduce peak flows by temporarily storing water and reducing overall volume.

Carlisle is situated within a regional geologic environment that complicates the ability to utilize some common stormwater best management practices (BMPs), specifically those focused on infiltration versus detention. Specifically, the geology features limestone and similar rock types which are susceptible to rapid dissolution, leading to widening of faults and since karst (limestone) geology is prone to degradation and erosion as result of concentrated groundwater flow, sink holes can develop if stormwater management facilities are not properly engineered to take into account these special conditions. The Borough should advance a palette of recommended light imprint development BMPs for karst conditions to be used at all scales and development densities throughout the area.

In addition to the stormwater management implications, many of the options within a potential palette of BMPs provide opportunities to create aesthetically pleasing open spaces as well as potentially valuable public amenities. Elements such as street trees and rain garden planters can create attractive streetscapes in public rights of way. Other larger stormwater features can double as parks or recreational facilities for the borough. The key is that a properly executed stormwater management strategy can seamlessly integrate these utilities into the fabric of an area so people are barely aware that they are there and doing their job.

#### **Regulations**

An important consideration through the implementation of stormwater BMPs is that development projects must satisfy the requirements of state and federal laws as authorized by the Clean Water Act, the U.S. EPA Municipal Separate Storm Sewer System (MS4) as well as the Chesapeake Bay Watershed Implementation Plan. As it satisfies these requirements, the borough should lead the effort to ensure that stormwater management systems are integrated into existing and proposed development patterns and not engineered in a way that negatively impacts the urban form of the overall redevelopment. The borough should also ensure that

redevelopment efforts comply with NPDES/Municipal Separate Storm Sewer System (MS4) permitting regulations as a designated MS4 community.

#### **Stormwater Authorities**

Governor Corbett signed into law Act 68 on July 9, 2013 which enables Pennsylvania municipalities to address stormwater issues with the option of creating stormwater authorities. Municipal authorities are independent agencies authorized by municipalities to manage public works services. Local and county government entities have utilized authorities to address a wide variety of public services – from sewer and water to parks and recreation. However, prior to the signage of Act 68, many municipalities believed they lacked the legal ability to create authorities specifically to address storm water issues. The Borough of Carlisle is currently exploring the concept of creating such an authority. Such an entity could serve to ensure that all new and retrofitted stormwater infrastructure functions in a truly system-wide manner and also to oversee the long-term viability of such systems, especially the smaller components advocated for by the CURP and this AWP report. A potential model for a stormwater authority is Mt. Lebanon, Allegheny County, PA's program: <http://mtlebanon.org/index.aspx?NID=2036>

#### **Pre-Treatment types**

There are numerous different options within a palette of stormwater BMPs. In the public sector, smaller pretreatment facilities can be integrated into the streetscape envelope to handle stormwater without a tremendous amount of space to do so. Features fitting this description include flow-through planters, rain gardens, street trees, structural soil cells, and other elements which can be flexibly sized to fit within a streetscape. Rain gardens are typically planted areas surrounded by a curb or wall which contain specially engineered soil and drainage components which allow for the quick infiltration of rain water that is diverted to them. The soil and the plants featured in these gardens help remove pollutants before the water ultimately infiltrates back into the groundwater supply or is returned to the municipality's stormwater conveyance system. Flow-through planters are a variation on rain gardens which are assembled with precast concrete wall segments and are designed to be bypassed by water in street gutters once they are at capacity. Street trees, while perhaps not explicitly a stormwater facility, help reduce runoff through intercepting rainwater before it hits the ground as well as removing groundwater through transpiration, particularly when coupled with a vaulted pavement, or soil cell, system to collect stormwater and foster root growth.

An important consideration when utilizing numerous smaller elements as part of a system-wide approach is the fact that stormwater and drainage are inherently part of networks. Water flows downhill into continually larger, more concentrated conveyance systems. If stormwater management systems are treated as an area-wide network of interconnected components, it ensures effectiveness while providing the benefit of overlaying other uses that also want to interconnect. This is especially true for parks, public spaces, trails and greenways that may connect from a public space function as well as serve as an inter-connected chain of stormwater management facilities if they are designed to function in that manner.

#### **Connection to Other Green Technologies**

Stormwater is often considered a liability that must be "mitigated", but it can also be viewed as a vital asset. The creative storage and reuse of stormwater runoff from buildings and paved surfaces to irrigate civic landscapes, streetscape and urban beautification plantings, parks and community gardens can offer cost-savings and should be encouraged.

Beyond stormwater, there are other sustainable principles that the borough and developers can implement during the redevelopment of these sites and corridors. Street trees utilized as a beneficial feature for stormwater management are also helpful for improving air quality and reducing heat island effect by providing shade. The borough can also consider the use of technologies such as LED lighting to reduce energy consumption. On the private-sector side, developers should be encouraged to strive for LEED or Sustainable Sites accreditation or at least employ some principles of sustainable design to reduce energy usage and conserve resources.

#### **AWP Study Area Specific Features**

Within the AWP study area, a broad palette of the stormwater management elements discussed above are proposed within the public streetscape as well as the targeted redevelopment sites. Along B Street and Fairground Avenue, numerous stormwater management BMPs are proposed. B Street posed some significant constraints with regard to which features could be included in the design. But the realignment of Fairground Avenue as well as the additional public space produced by some of the redevelopment efforts, has allowed for some significant stormwater features to be included within the public infrastructure. The existing cross-section of B Street does not allow for much in the way of stormwater infrastructure without significantly impacting existing on-street parking needs. Street trees and rain gardens have been

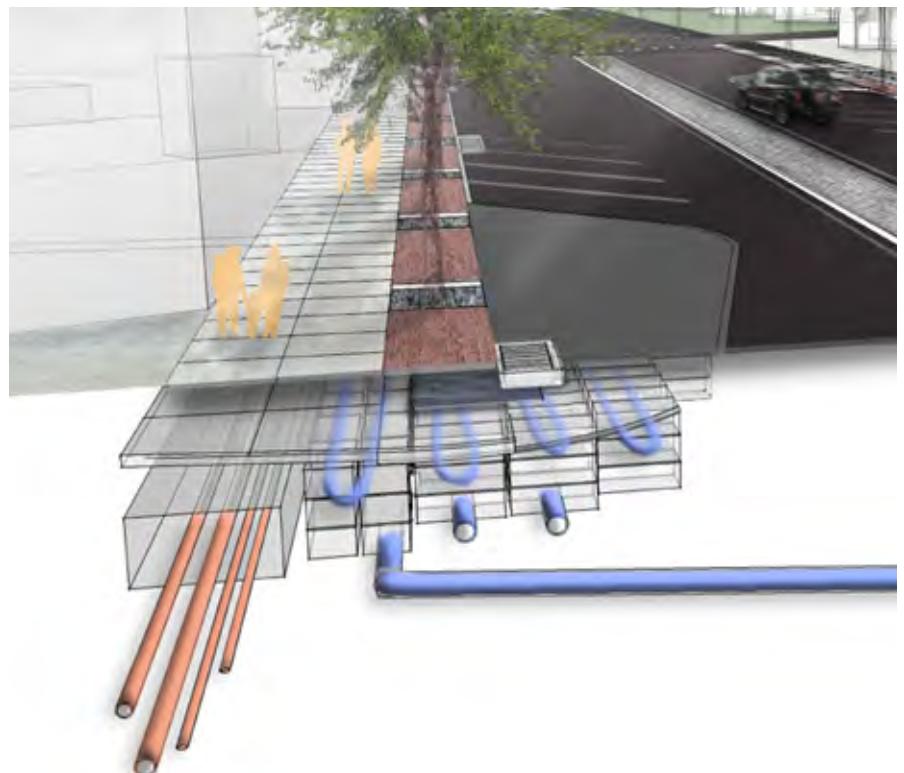
proposed wherever possible within bulb-outs at street corners, but much of the cross-section between Factory Street and Fairground Avenue is proposed to remain intact. Within the portions of B Street being reconnected through the redevelopment sites, the flexibility of constructing a brand new street allows for the implementation of a wider range of stormwater BMPs. Full street tree canopies are proposed for each segment running through the IAC/Masland and Carlisle Tire & Wheel sites, with some of the street trees featuring soil cell vaulted pavement systems to collect stormwater. Flow-through planters are proposed to line these blocks and help pre-treat as much water as possible from the new roads being constructed thus aiding in meeting the Chesapeake Bay TMDL requirements.

#### Fairground Avenue Stormwater Park

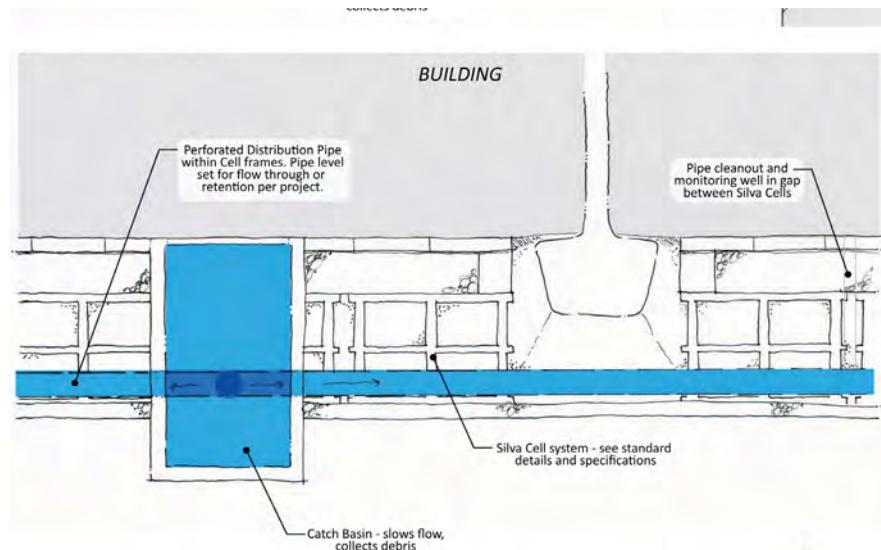
Fairground Avenue will also feature numerous street trees and flow-through planters lining its edges. However, the major undertaking along Fairground Avenue will be the construction of the large stormwater park covering a portion of the land formerly occupied by the IAC/Masland facility. The stormwater park will run from the Norfolk Southern rail line up to the proposed D Street connection at the north end of the existing IAC/Masland site. The park will total between 2 and 2.5 acres of open space on the former industrial site, posing an immediate stormwater management benefit through impervious surface reduction. Beyond the open space benefits, the park

will be designed as a fully integrated stormwater management facility, including rain gardens, underground storage, and various bio-retention swales/micro-pools to capture and treat runoff during storm events. The stormwater park will take some water from the public right-of way along Fairground Avenue and mostly from the proposed development throughout the IAC/Masland site. To properly manage all stormwater, the developers will have to supplement the stormwater park with some additional facilities, but the park will be available to take on a significant amount of runoff from the sites and reduce the impact it has on the watershed, both from a volume and pollutant loading standpoint.





Streetscape Vaulted Paving Stormwater capture and Irrigation System



Streetscape Vaulted Paving Stormwater capture and Irrigation System



Streetscape Vaulted Paving Stormwater capture and Irrigation System



Flow-Through Rain Garden Planters



Flow-Through Rain Garden Planters



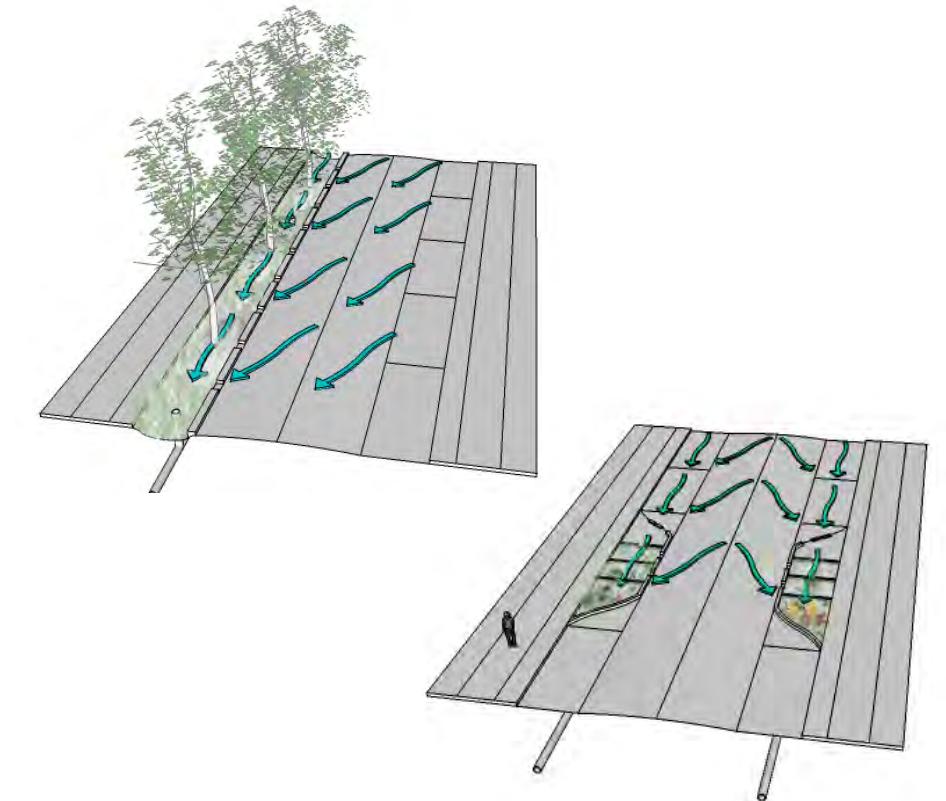
Flow-Through Rain Garden Planters



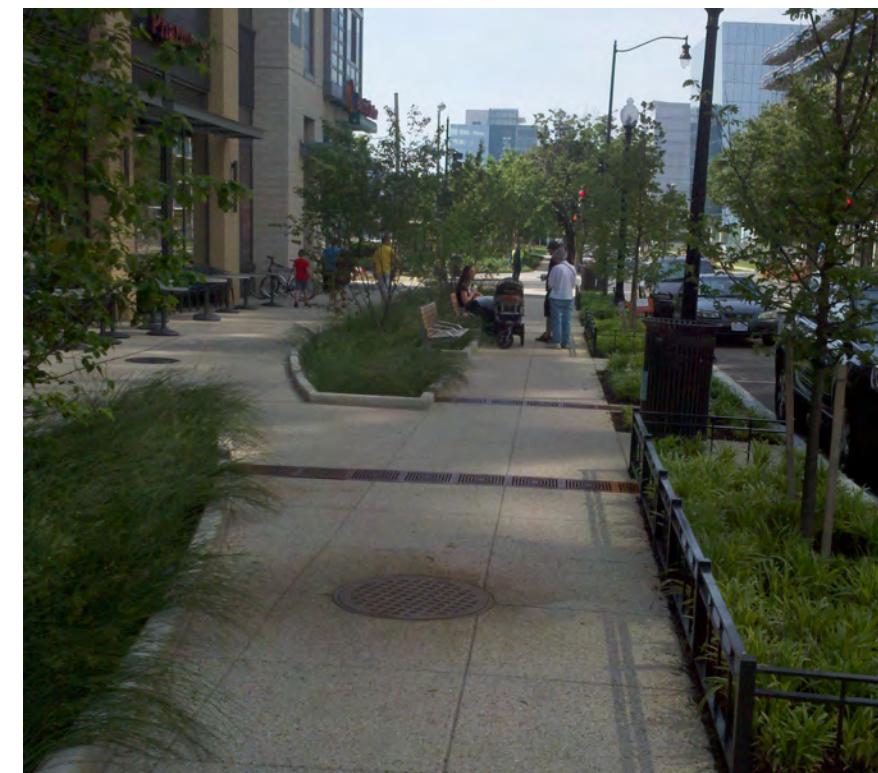
**Flow-Through Rain Garden Planters**



**Flow-Through Rain Garden Planters**



**Bio-Filtration Stormwater Swales and Plazas**



**Bio-Filtration Stormwater Swales and Plazas**



**Bio-Filtration Stormwater Swales and Plazas**



Bio-Filtration Stormwater Swales and Plazas



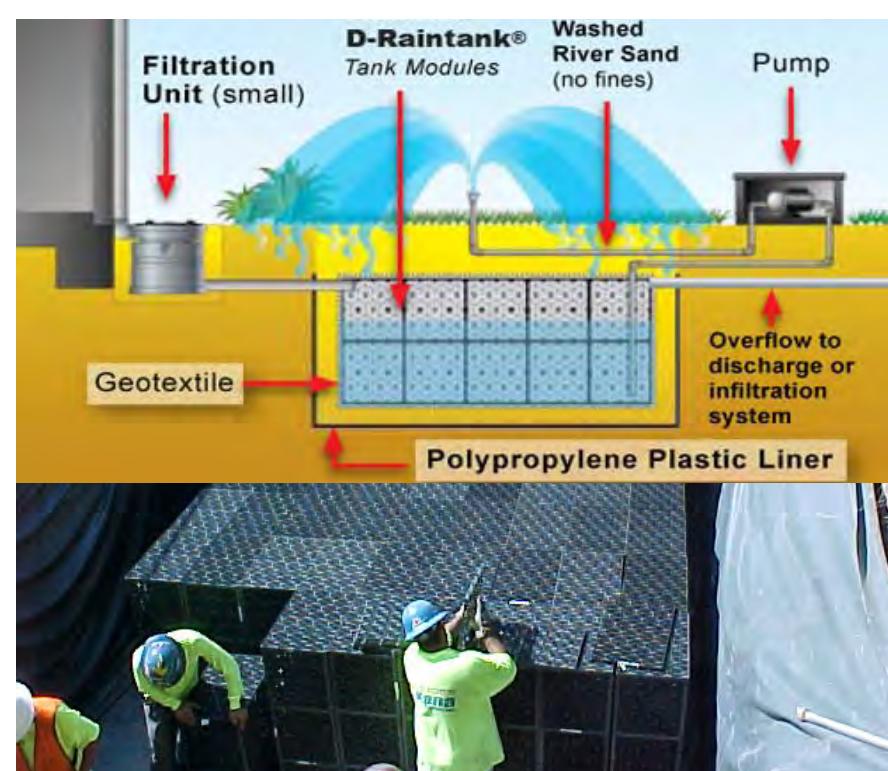
Permeable Paving and Gray Water Capture, Retention, and Park Irrigation System



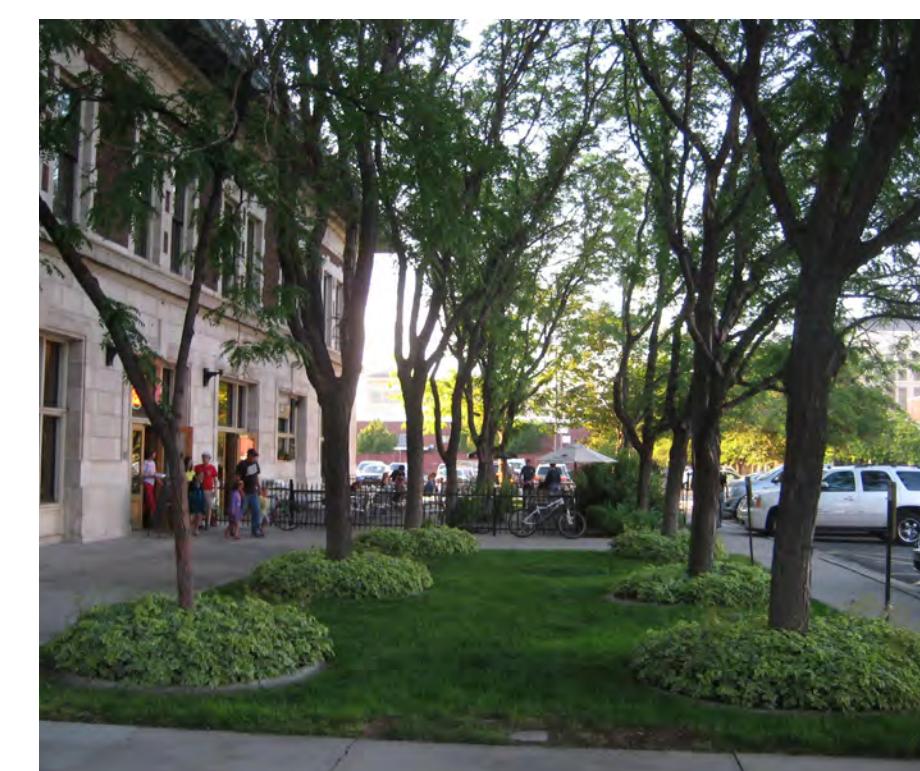
Permeable Paving and Gray Water Capture, Retention, and Park Irrigation System



Permeable Paving and Gray Water Capture, Retention, and Park Irrigation System



Permeable Paving and Gray Water Capture, Retention, and Park Irrigation System



Canopy Interception



Micro-Pool / Terraced Wet Meadow



Micro-Pool / Terraced Wet Meadow



Micro-Pool / Terraced Wet Meadow

## PUBLIC PARKS AND RECREATION



**Sheet Key**

The stormwater park would provide the needed stormwater detention capacity to serve run-off from the majority of the adjacent Phase I redevelopment, including a 110 room hotel and mixed-use commercial/entertainment center. The extent of the project is from the active Norfolk Southern railroad line, north to a newly constructed B Street extending through the IAC/Masland site to Carlisle Springs Road/PA Route 34. The proposed stormwater park would be both an interconnected series of stormwater BMPs and detention elements and a series of park and recreation facilities connected via a multi-use trail. The following is summary of how the proposed stormwater park is envisioned and how it would function from a stormwater management perspective. The programming of the public space was derived from an analysis of borough-wide needs, the neighborhood's needs and extensive feedback and brainstorming developed through a week-long community design charrette in 2013 and follow-up topic meetings held in February 2014. The proposed detention elements were developed using preliminary capacity calculations and will require engineering analysis determine their final capacity.

The following is a description of inter-related stormwater park elements based on the direction of flow:

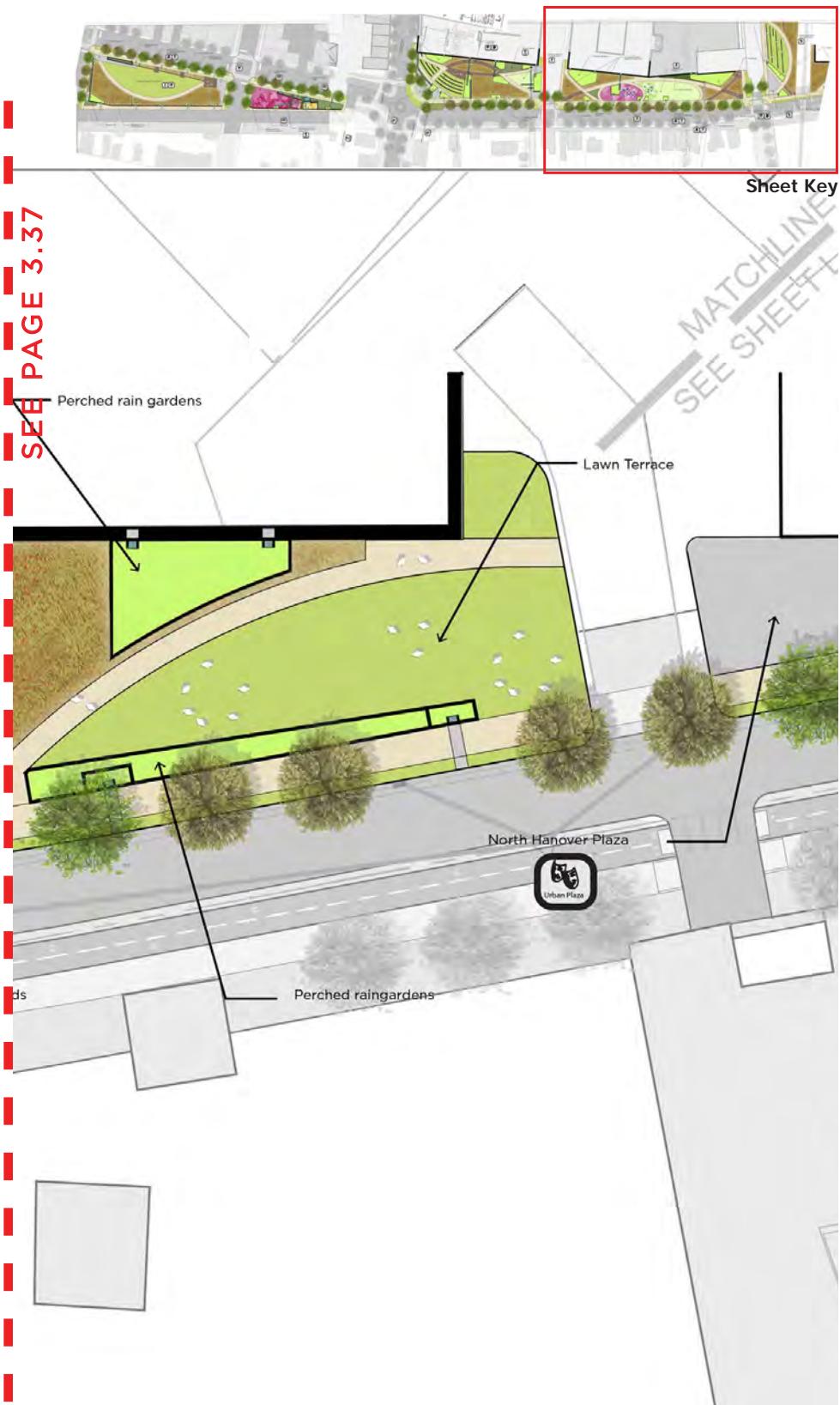
**D Street to C Street** – As the widest block and the block with most significant grade change this park block focuses on passive recreation with opportunities for seating, sun bathing, and a picnic green. The abrupt grade change of the park provides a backdrop for observation of the birds, the bees, temporary art installations and people. The large retaining wall with a stepped series of perched rain gardens and spillways and micro pools deadens the noise of the surrounding blocks creating a quiet area for meditation and self-reflection. The depressed park provides the feeling of enclosure when looking west toward the stepped retain walls and rain gardens but



**SEE PAGE 3.36**







openness when looking outward back toward Carlisle Springs Road.

**C Street to B Street** – This small block consists of a multi-age play area and plaza that is placed on a vaulted paving system. The vaulted play area and plaza provide opportunities for stormwater storage creating an irrigation reservoir for other park segments during dryer periods of the year. A system of stormwater runnels, weir spillways, micro pools and rain gardens make stormwater management and treatment a visible process that is intertwined with the play area creating opportunities for discovery, observation and interaction that adds creativity and education to the play area.

**B Street south to A Street** – This block includes a mini-amphitheater and series of low-lying landscape meadows that would provide for significant stormwater detention capacity. The amphitheater especially provides for a land form that is conducive to creating an accentuate depression on the site allowing for increase storage capacity. This block of the park includes a network of multi-use and pedestrian trails linking to surrounding complete streets, on-road bicycle and pedestrian facilities and to the adjacent redevelopment.

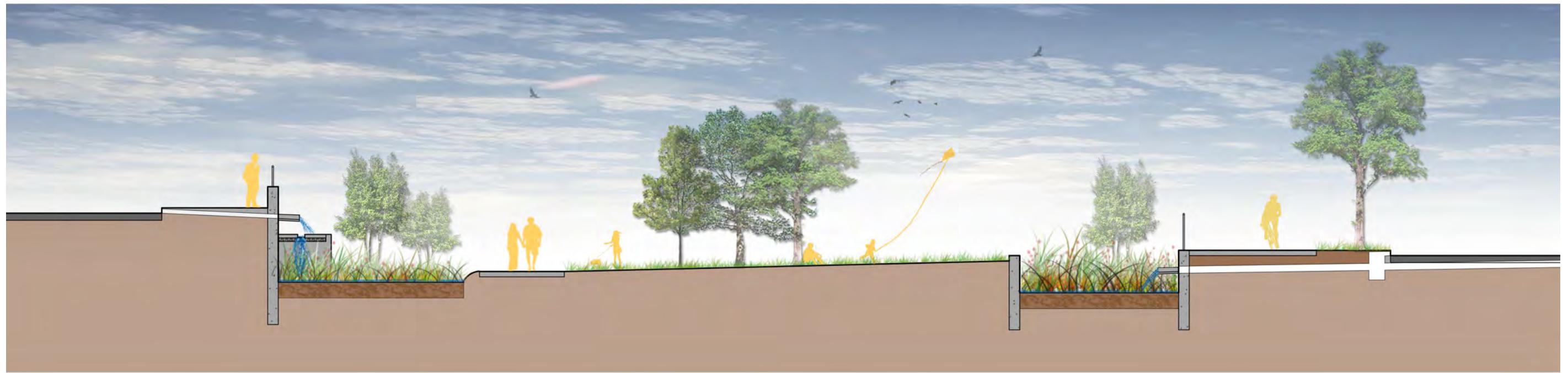
**A Street to Lincoln Street** – As a longer block within the borough's street grid system and due the fact that this block includes the center of the commercial mixed-use redevelopment on the IAC/Masland site, this portion of the stormwater park includes a high-activity program from a parks perspective. The core of this block includes a spray park and adjacent great lawn area. Surrounding this recreational element is a series of depressed and walled or "perched" stormwater detention facilities, some of which are actually elevated to create additional stormwater capacity and are fed by roof runoff from adjacent commercial buildings. The creation of constructed facilities of varying heights will create a park that is visually interesting and will remove the issue of each park space looking like it is located within a pit, especially when compared to the elevation of the surrounding development and streets. This block of the park includes a network of multi-use and pedestrian trails linking to surrounding complete streets, on-road bicycle and pedestrian facilities and to the adjacent redevelopment.

**Lincoln Street to the Railroad and Conveyance to LeTort Spring Run** – Located

directly adjacent to the proposed retail anchor within the mixed-use redevelopment, this portion of the stormwater park would function as a terraced gathering/events space and outdoor farmers' market area. In addition to a constructed wet meadow, the gathering space is planned to accommodate regularly flooding during mid-level storm events. It is located at the point of connection to the existing conveyance line that flows directly into the LeTort Spring Run, with the outfall just east of the redevelopment area.

**Stormwater Park Specific Pre-Treatment Facilities** – There are numerous stormwater BMPs that provide pre-treatment of stormwater and address TMDL requirements within the stormwater park. These include a series of pretreatment facilities such as: flow-through planters; rain gardens; street trees, structural soil cells. These features are integrated into the Fairground Avenue streetscape along the park's frontage. In this case, flow-through planters are a variation on rain gardens which will be assembled with precast concrete wall segments and are designed to be bypassed by water in street gutters once they are at capacity. The park proposes to utilize various types of vegetated rain gardens many of which are surrounded by a curb or wall which contain specially engineered soil and drainage components to allow for the quick infiltration of rain water. The soil and the plants featured in these gardens help to remove pollutants before the water ultimately infiltrates back into the groundwater supply or is returned to the municipality's stormwater conveyance system, in this case the LeTort Spring Run. The stormwater park is planned in such a manner that each small element is part of a drainage network. The flow of stormwater is designed to be retained during all types of storm events, include peak levels and slowly released as an area-wide network of interconnected components. This approach ensures effectiveness and provides the benefit of overlaying other uses that also want to interconnect.

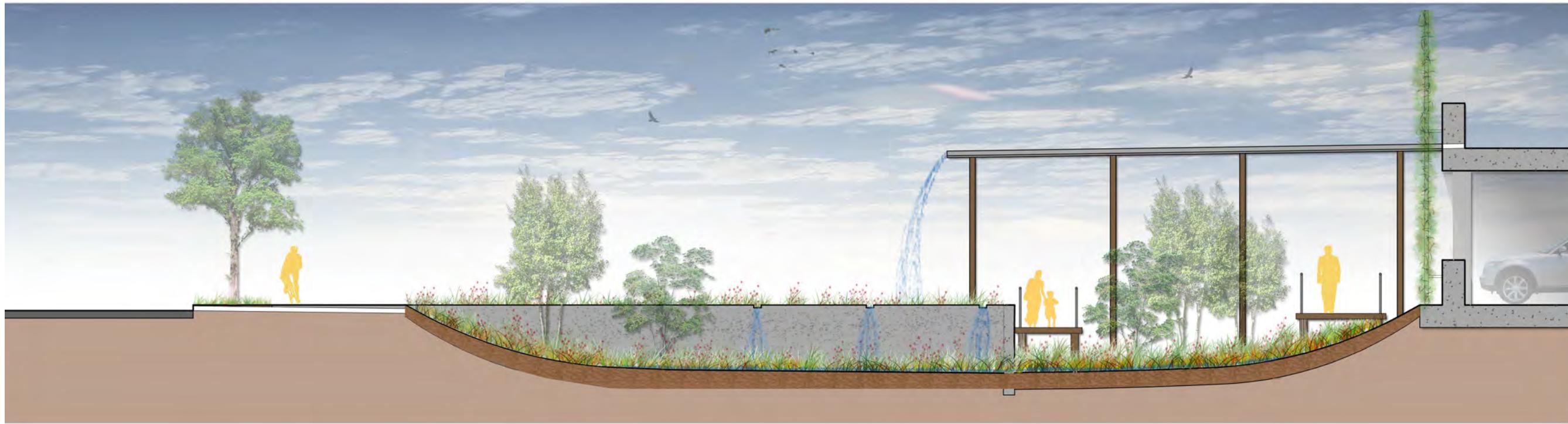
Methods that private developers can use to supplement the public stormwater facilities include techniques such as incorporating green roofs and capturing stormwater for irrigation purposes. Through the use of construction options such as pervious paving for parking areas and privately constructed rain gardens/retention facilities, owners can create a facility that can be used as a model for other people hoping to benefit their communities by creating low-impact development.



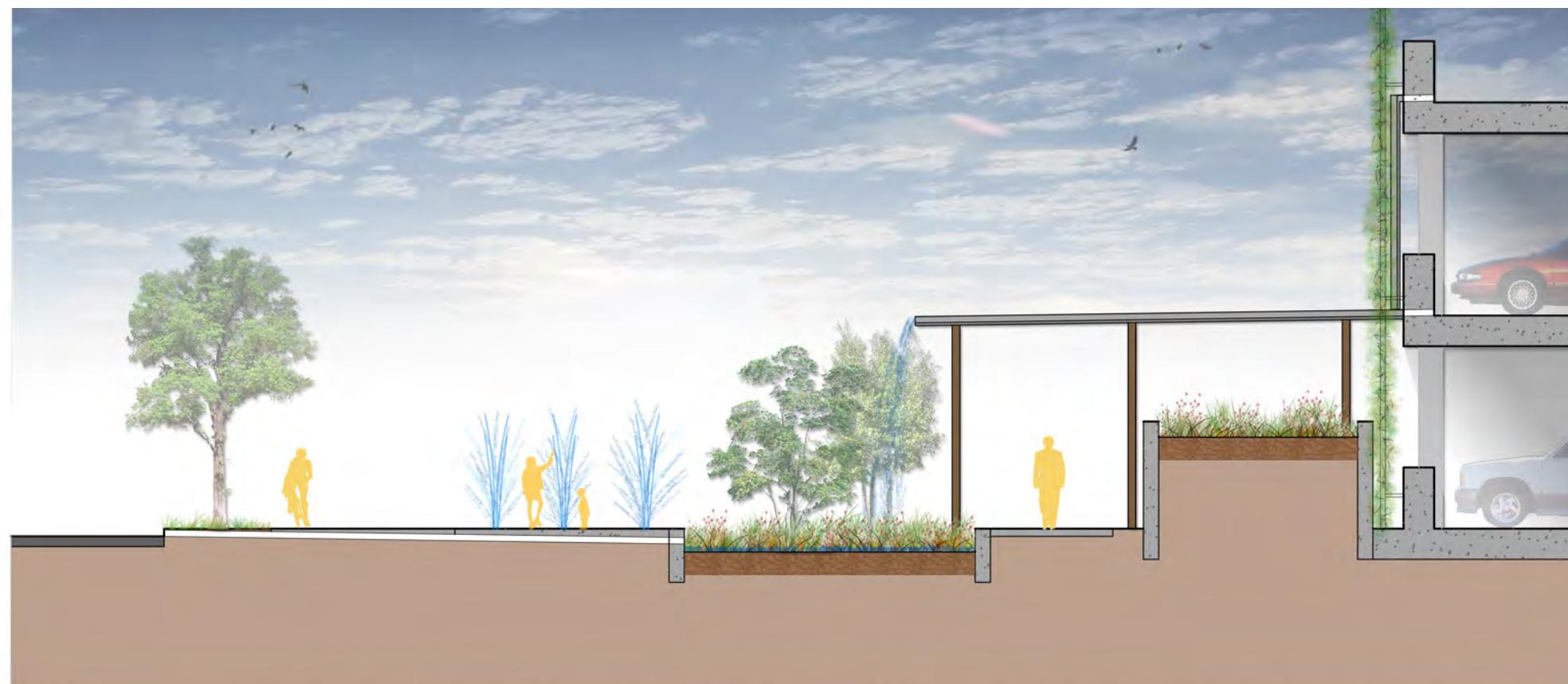
Proposed Fairground Avenue Stormwater Park Section Between C & D Streets Facing North



Proposed Fairground Avenue Stormwater Park Section Between C & B Streets Facing North



Proposed Fairground Avenue Stormwater Park Section Between A & B Streets Facing North



Proposed Fairground Avenue Stormwater Park Section Between A Street and Lincoln Avenue Facing North





### STORMWATER RECAP

- Discussion of Chesapeake Bay Watershed
  - Covers six states plus Washington, D.C.
  - Rivers such as James, Potomac, and Susquehanna
  - Chesapeake Bay program
  - Carlisle lies within the extents of the Susquehanna River watershed
    - Conodoguinet Creek
    - Letort Springs Run
    - Letort runs into the Conodoguinet Creek
- Broad stormwater management concepts for Carlisle
  - Decentralization of SWM systems
    - Remove runoff from system and/or delay its entry
    - Capture more water rather than upsizing pipes
  - Reduction of impervious surfaces
    - Avoid superfluous paved/impervious areas where possible
    - Value open/green space as an important component of a site
  - Stormwater pretreatment
    - Small stormwater elements spread throughout an area rather than one oversized remedy
    - Many different methods can achieve same goals
  - Considerations for karst geology
    - Sinkhole concerns under limestone and similar rock types
    - Do not want to exacerbate conditions
    - Consider best options: should systems be lined?
  - Integrating concepts into landscape design
    - Make stormwater elements part of community rather than sterile detention pits
    - Can add aesthetic value rather than detract
- Pretreatment methods
  - Public Sector

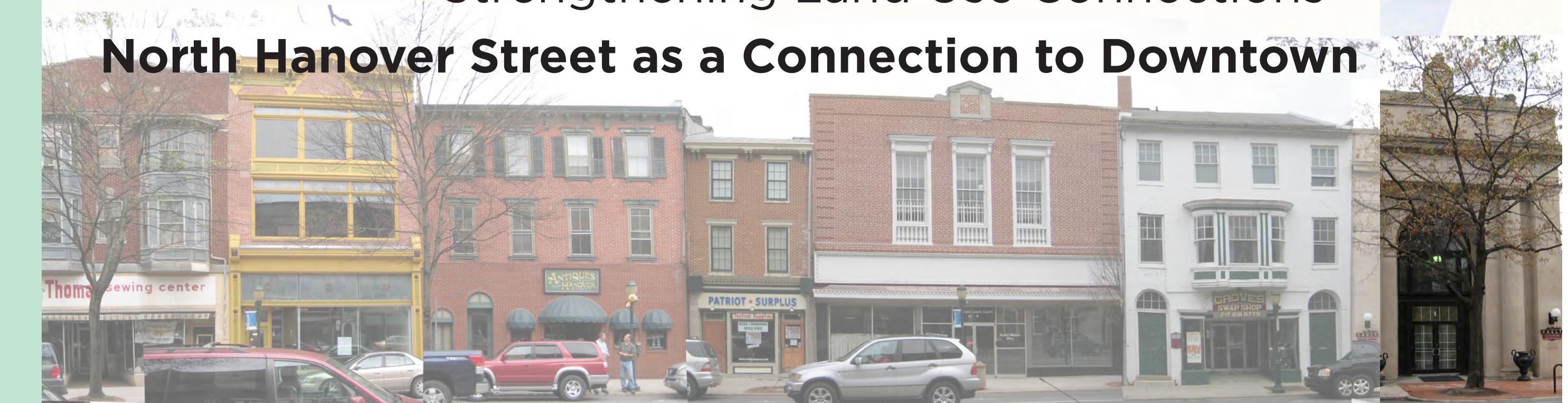
- Flow-through stormwater planters
- Rain garden elements
- Stormwater Park – Decentralized system that relies on resilient treatment train/stepped management approach
  - Perched rain garden planters and underground storage
  - Micro-pool bioretention swales and basins
  - Underground storage/irrigation system
  - Stormwater irrigation runnels from street
- Street trees and plantings
  - Canopy interception
  - Heat Island reduction techniques
  - Vaulted Paving and underground storage/irrigation systems
- Private Sector
  - Rain gardens
  - Pervious paving methods
  - Green roofs / green walls
  - Gray water collection and reuse
  - Connections to public pretreatment infrastructure
    - Stormwater credit/allowance system
- Other Private and Public Green Technologies and Techniques
  - Energy conservation techniques
  - Development scale closed loop geothermal systems for the IAC/Masland site.
  - Civic space and streetscape LED lighting.
  - Building insulation practices
  - Green roof/ green wall
  - Photovoltaic systems / Electric car charging stations
  - Multi-modal transportation (car, bus, bike, walk, etc.)
- Local source and reclaimed building materials

- Bluestone, sandstone and limestone
- Clay brick
- Other/ developing list
- Local source/grown produce
  - Stormwater Park community garden
  - Farmers market pavilion and green
- Brownfields reclamation
  - Concrete and demolished building rubble materials digested and reused as engineering control material.
  - Strategic contaminated soils placement/ on-site relocation.
- Specific Locations
  - B Street
    - Street trees
    - Flow-through planters
    - Rain garden bumpouts
  - Fairground Ave
    - Stormwater park
      - Runnels to connect street to park
    - Flow-through planters
  - Within IAC/Masland and Tire & Wheel Sites
    - Connecting to SWM Parks
    - IAC pervious parking lot
    - Incorporate elements into site strategy
    - Work with town to properly coordinate SWM elements and make sure that systems properly mesh
- Regulations
  - Considerations for the borough's SWM ordinance
  - Chesapeake Bay TMDL regulations
  - MS4 issues for the Borough



## 4

## Strengthening Land Use Connections - **North Hanover Street as a Connection to Downtown**



## STRENGTHENING LAND USE CONNECTIONS

### 4.1 THE NORTH HANOVER STREET CORRIDOR - CONNECTING THE TARGETED REDEVELOPMENT SITES TO DOWNTOWN

The North Hanover Street Corridor from the Square at High Street to the IAC/Masland redevelopment site will serve as the primary connection between the heart of Carlisle's downtown retail "main street" and the new infill redevelopment. The proposed redevelopment concept for the IAC/Masland site prepared through the CURP and the AWP processes identifies the market opportunity to create a mixed-use development with an emphasis on traditional retail and entertainment-oriented commercial, i.e. food, dining, brew-pubs, lodging, etc. In order to ensure that this major new development area becomes a logical extension of the traditional downtown and not a new central hub which depletes downtown's vibrancy, an effort was placed on ensuring that the North Hanover Street Corridor is a vibrant pedestrian-oriented district between the two retail concentrations.

One of the top community priorities expressed throughout the CURP planning process was the notion that the success of any significant redevelopment must be intrinsically tied to the success and "image" of Downtown Historic Carlisle. The connection between the redevelopment sites, especially the IAC/Masland site and downtown must be a single, strong, and well connected commercial/retail center in the town. As a result, the AWP planning process includes an element which focused on the issues, opportunities and constraints within the corridor and the identification of potential improvements that could be undertaken simultaneously with the redevelopment activities on the targeted brownfield sites.

#### Current Corridor Conditions – Issues and Observations

Based on an analysis of physical factors, combined with discussions with existing business and property owners in the downtown and especially within the North Hanover Street Corridor, the following issues and observations were identified that may shape the ability for increased economic and pedestrian-level vibrancy to be achieved:

- The triangular area between Penn Street and the Norfolk Southern railroad consists of auto-oriented land development patterns and land uses which greatly diminish the ability to create a seamless pedestrian-oriented experience between the IAC/Masland site redevelopment and the downtown.
- There are numerous vacant ground-level retail spaces, especially in concentrations of two or three properties in a row, that create pedestrian level "dead zones" that diminish the attractiveness for walking along the corridor. These properties have dark storefronts which are calling cards for vacancy and promote a sense of economic distress.
- Vacant buildings range in size from a few thousand square feet to large buildings which consist of 10,000 square feet or more space, on multiple floors.
- There are concentrations of services in some blocks that create large zones with limited sidewalk appeal from the pedestrians' perspective. These services include several public uses such as public agencies, courts and health care providers. By their very nature, services often desire privacy or limited exposure, especially at the sidewalk level, creating expanse of darkened or reflective windows, and closed window coverings and blinds.
- Many of the retail spaces are small, are awkwardly or inefficiently divided into marginal spaces which limit their attractiveness for new retail uses, even of the smallest variety.
- There are several older structures, which although contributing to the overall historical character of the corridor, also have utilization limitations due to the age and type of construction. These limitations include: low first floor ceilings, varying floor levels, narrow stair cases and construction of non-compliant building materials for modern floor loading, fire rating, and other safety ordinances..
- Many of the buildings require extensive system upgrades to meet current codes for electrical and HVAC systems. In some cases the cost of upgrades of building systems alone exceeds the cost per square foot yield to rent space, prohibiting the ability to traditionally finance needed improvements for modern uses and systems code compliance.
- ADA accessibility in many of the buildings, even within the ground floor, is difficult to achieve due the building modifications that happened over decades, using varying materials and construction approaches. ADA compliance is greatly

impeded when considering the utilization of upper floors, especially when a change of use is considered.

- The limited parking supply is an issue, especially when considering new higher intensity uses, such as office space.

#### Older Buildings and Code Compliance as an Economic Barrier to Modern Adaptive Reuse

Although often exhibiting desirable architectural and/or aesthetic elements, older buildings, especially urban multi-story structures can be extremely challenging to adaptively reuse based on current building code requirements. The following provides an overview of the technical and regulatory purview and potential obstacles that downtown buildings face. Often small and mid-size multi-story buildings are the most challenging because the level of investment required cannot be offset by a sufficient enough return (i.e. useable or lease-able space) to support the upfront costs.

The State of Pennsylvania first adopted the Uniform Construction Code (UCC) on April 9, 2014. Previously, the PA Department of Labor & Industry Fire and Panic Regulations was the only statewide commercial code in effect in most areas. The new UCC consists of the various model codes of the International Code Council and the currently adopted edition of these codes in effect (as of 2014) is the 2009 edition. The code covers all commercial (and residential) buildings and can be administered either by the municipality itself, a third party inspection agency, or the PA Department of Labor and Industry depending on each local preference. Residential structures (one and two family) are not administered by the Department of Labor & Industry.

Existing buildings have been designated their own code, the International Existing Building Code (IEBC) but alternatively can follow Chapter 34 on existing structures of the International Building Code (IBC). Repairs, alterations, additions, and changes of occupancy are all included as part of the work. In addition, the code (IEBC) has sections for historic and relocated buildings which are more specific.

Under the IEBC, the type of work to be performed is broken down into different categories that define the degree of work as Level 1, Level 2, or Level 3 with Level 3 being the most intensive. The level or levels that apply will determine the extent of code compliance that will need to be achieved. A change of occupancy occurs when the use of the existing building changes from a previous one to a new classification and can result in a necessary higher level of compliance with the building code.



Alternative compliance under Chapter 34 of the IBC allows for the building to be evaluated under specific categories and point totals applied to a mandatory minimum. If a building lacks in some areas but exceeds in others, the total may still be achieved.

Existing buildings encounter challenges not only from their potential age but most commonly from accessibility and fire safety. It can become difficult to utilize the upper stories because of exiting concerns, structural considerations due to new intended occupancies, and the lack of an accessible route to those floors. The code does say, however that an elevator is not required for buildings three stories or less with an aggregate square footage of 3000 or less per floor. It is important that the primary functions of the occupancy be located on an accessible route, therefore only on a floor which can be reached appropriately from the exterior. This means toilets, conference rooms and other facilities that may be used by the public must be placed where they can be reached and not on an inaccessible floor.

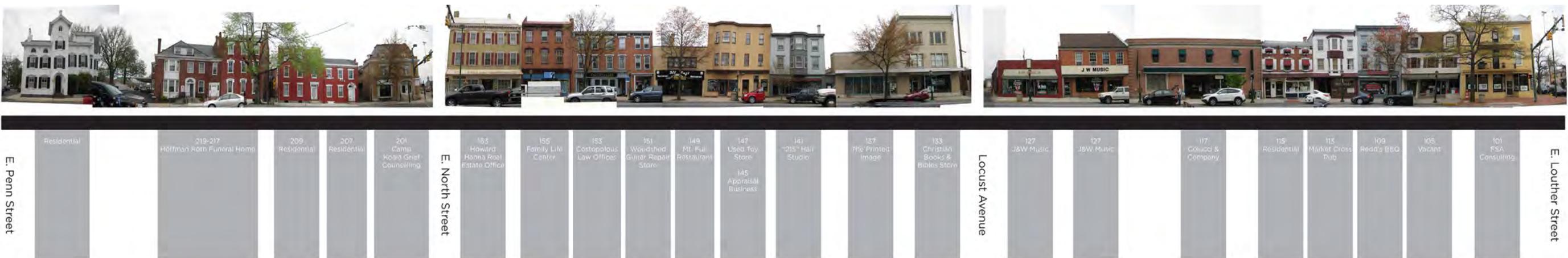
Residential occupancies in existing buildings such as apartments and hotels, etc. may require the installation of an automatic sprinkler system depending on whether they meet exceptions in the code. This can be a significant expense and contribute to additional project costs and complexity.

Buildings that are deemed historic by definition may have some unique conditions which make complying with the building code difficult or impossible. Because of that, some considerations are incorporated for compliance and also given to the code officer for their discretion.

When applied to the N. Hanover Street Corridor, many of these requirements greatly compound the economic viability of the structures. Programs which especially support the rehabilitation of mixed-use structures, most likely with modern residential units on upper floors, should be considered which potentially aid in providing gap funding to overcome the stringent code compliance requirements which may otherwise limit future reuse and indirectly promote vacancies.



**North Hanover Street Corridor - West Side Building Facades**



**North Hanover Street Corridor - East Side Building Facades**



**North Hanover Street Corridor - West Side Building Facades**



**North Hanover Street Corridor - East Side Building Facades**

## Demographics and Funding Relative to Economic Distress

The immediate neighborhood can be characterized as low income: median income in census tract 122 is \$29,809, compared to \$51,651 for Pennsylvania, \$60,832 for Cumberland County, and \$45,963 for the Borough of Carlisle. From a market perspective this means that any relatively upscale shopping would not be relying on the immediate neighborhood and may have to overcome some perceptions of the area as a little downtrodden. One interviewee mentioned the presence of two low income housing projects as one of the barriers to new investment.

The upside of the relatively low income population profile is that the area appears to meet the economic distress criteria for a number of federal and state financing programs. CT 122 qualifies as:

- Qualified Census Tracts (QCT) meaning the areas are designated for a higher eligible basis for the LIHTC program;
- Federal Medically Underserved Area (MUA);
- Low income and low access to food according to the U.S. Department of Agriculture (USDA);
- Investment Area under the CDFI Fund as of 2013, making it eligible for New Markets Tax Credits;
- CDBG and HUD 108 eligibility;
- Pennsylvania Neighborhood Assistance (tax credit) Program.
- The MUA designation could have significance for any potential expansion of the Saddler Health Center.

## FOCUS ON 100-130 N HANOVER: CURRENT OWNERSHIP USES, CONDITIONS, AND GROWTH POTENTIAL

100-130 North Hanover has been identified as the key focal point for creating the connection between the redevelopment areas and historic Downtown Carlisle. This section that has the largest number of vacancies and non-contributing uses in a concentrated cluster along the N. Hanover Street Corridor.

### 100-112 N. Hanover, Sadler Health Center

#### Current Space:

- Sadler Health owns 100-106 North Hanover Street.
- 108 North Hanover, while technically owned by CCHRA, is governed by a condominium arrangement such that Sadler Health effectively owns the ground floor.
- Sadler Health occupies a total of about 14,000 sf, which is inadequate for their needs.

#### Space Needs:

- The current location has disadvantages for Sadler Health, especially inadequate parking and no room to grow.
- If the Borough's objective for the N. Hanover Street Corridor is street-activating retail, Sadler Health is not a contributing use.
- Sadler Health would prefer a more spacious setting with parking; prefer ownership over leasing; and need an estimated 20,000 sf building with room to grow.
- They have operating cost-related financial difficulties and would not be in a position to finance a move for about 5 years.
- They need to be proximate to their lower income clientele and they need to be in or near a federally-designated Medically-Underserved Area (CT 122 is an MUA).
- Sadler Health is hoping to gain federal financial support first for operating costs, then for facility expansion, under the designation as a "Federally Qualified Health Center."

#### Long-Term Options:

Sadler Health feels that the borough needs to create the big picture vision and then advise them on where they should locate to best serve their clients and the community. There are two possible long term solutions that make Sadler Health a contributor to redevelopment plans:

- 164 N Hanover (an approximately 30,000 sf mostly vacant building) would be an option for Sadler Health that accommodates their growth needs, keeps them on the block but moves them to a location where "street activation" is less critical, especially if they do not occupy the retail space directly fronting on N. Hanover Street. Their parking needs are the principle obstacle other than financing.
- Relocation to one of the two larger urban redevelopment areas (IAC/Masland or Carlisle Tire and Wheel).

### 114 N Hanover, Cumberland County Housing and Redevelopment Authority (CCHRA)

#### Current Space:

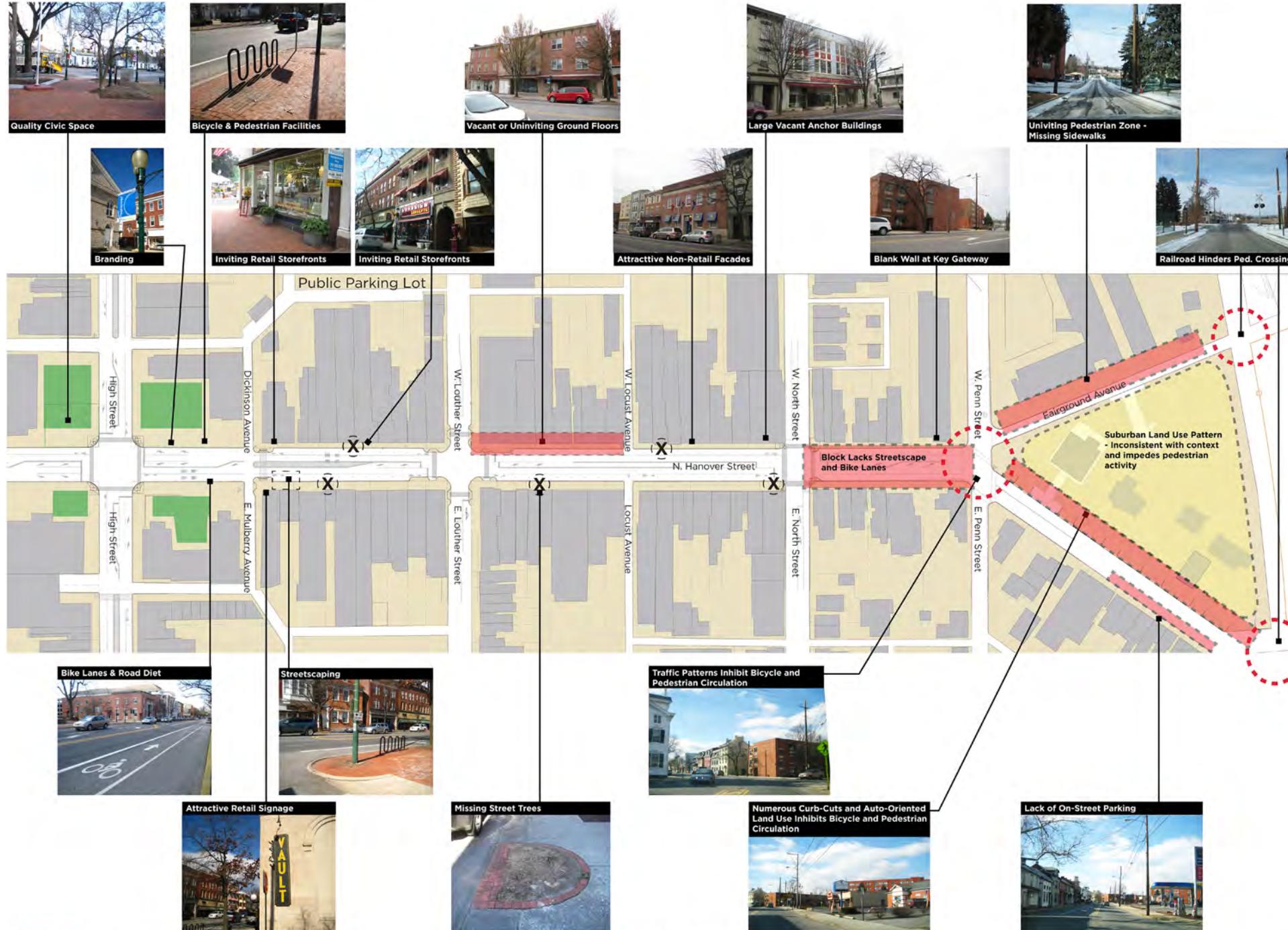
- CCHRA owns and occupies 114 N. Hanover and the second floor of 108 N Hanover; totals approximately 15,000 sf.

#### Space Needs:

- They own the space outright;
- They are "bursting at the seams;"
- When evaluating relocation alternatives, CCHRA cannot take on greater space-related costs. The only way relocation works is for CCHRA to sell their current space at a high enough profit to cover relocation and the cost of larger space.

#### Long-term options:

- Like Sadler Health, if the borough's objective for the Hanover Street Corridor is street-activating retail, CCHRA is not a contributing use;
- The CCHRA does feel that it is critical for them to be located in the downtown core;
- CCRHA has considered occupying space in the Stuart Center (a converted school) and regard the space as almost ideal if the financial transaction could be done within their means.



**Summary of the North Hanover Street Corridor Conditions.**

## 116-130 N Hanover

### Current use:

Owned by a local developer Deitchman Properties;

- Assembled for a mid-rise residential project that was a victim of the 2009 financial crisis and competition from other redevelopment projects that moved ahead of the proposed project;
- All but one of the commercial spaces are vacant;
- Most of the upper floor apartments are rented at \$475 - \$800/month with an estimated 75% occupancy;
- Total sf: 25,200 (estimated).

### Marketing:

- Being marketed either as separate properties or as a unified parcel; the commercial space is available for lease but is not being marketed because it would only be short-term leases;
- Realtor thinks the ideal buyer would take the whole strip; ramp up marketing; secure an anchor retailer; gradually lease up the rest of the space, while also upgrading the upper floor apartments and marketing to young professionals.
- Realtor also sees the potential for Dickinson College campus-related retail focused on students, faculty, staff and out-of-town visitor needs on this block; he argues that the problem with Hanover Street is that much of the space is occupied by uses that would be hard to relocate, including attorneys who want to be near the courthouse and county offices.
- There is a potential for arts-related uses to locate on N. Hanover but there may be conflicts between this corridor and the Pomfret Street arts district which is the current focus for art-related businesses and facilities.

### Surrounding blocks and surrounding uses

In the next half block to the north there is one large vacant property at 164 N Hanover Street. This is a former consignment shop that is approximately 30,000 sf.

The remainder of the North Hanover Street Corridor contains the following active uses:

- Market Cross Pub, 113 N Hanover
- Colucci & Company Goldsmiths & Fine Crafts, 117 N Hanover
- J W Music, 127 N Hanover
- Visions of You Hair Salon, 138 N Hanover St
- American Legion, 142 N Hanover
- Nationwide insurance, 150 N Hanover
- Mt Fuji restaurant, 149 N Hanover
- Law Offices of George J. Costopoulos, 153 N Hanover
- Carlisle Family Life Ctr., 155 N Hanover,
- Howard Hanna - Real Estate, 163 N Hanover
- North Hanover Grill, 37-39 N Hanover
- Antiques on Hanover, 17 N Hanover
- Carlisle Kung Fu Center, 40 N Hanover
- Tuxedo Rentals, 32 N Hanover
- Emporium Design Concepts, 24, N Hanover
- Cumberland County Veterans Affairs, 20-22 N Hanover
- The Garden Gallery, 10 N Hanover
- Nancy Stamm's Art Galleria, (Art Instruction), 2 N Hanover St

It is of particular note that there are six business that are arts or antiques-related in the corridor. This points to a potential opportunity to build on this base of arts-related businesses to establish an arts, crafts, and/or antiquing center.

Another observation is that, although the surrounding blocks have higher occupancy than the subject block, the area is also dotted with uses that do not contribute to the objective of having lively, street-activating commercial activity (, law offices,

insurance offices, veteran's affairs, and social services.) These types of uses are generally "9 to 5" operations that would not attract pedestrians from the redeveloped sites into the downtown district.

## MARKET ANALYSIS AS IT RELATES TO 100 BLOCK N. HANOVER ST

The 2013 CURP Office, Residential & Retail Market Study was produced primarily for the brownfields redevelopment sites of that project but some of the data is applicable to the 100 block of North Hanover Street since the analysis also amended a slightly earlier retail study for the downtown also prepared by the Gibbs Planning Group. The study calculates potential demand for retail services, indicating the potential for expansion in several sectors that might be attracted to the subject block.

The study also notes that there are 13,900 employees in the downtown area. The study indicates that:

*"Annualized, each office worker expends \$8,164 before, during and after work. Much of this potential expenditure can be captured within the CBD... The annual impact of the almost 14,000 daytime employees working near the Carlisle study area is: \$8.3 million in prepared food and beverage establishments, \$5.2 million in retail goods sales, \$2.2 million in grocery purchases, and \$1.5 million in convenience items, totaling \$17.1 million in captured expenditure."*

Dickinson College students, faculty and staff represent another market segment that could be captured within the subject block. According to the market analysis:

*"Student, faculty, staff and visitor spending equates to \$4 to \$6 million in potential annual retail spending, or approximately 20,000 sf of retail (equivalent to 10 to 15 restaurants and stores)."*

The realtor for the Deitchman Properties indicated that rents in the area are only \$6.00 to \$10.00 per sf, considerably lower than the average rents for the larger Carlisle area listed in the above-noted market analysis: \$14.35 for office and \$11.80 for retail. This relatively low rent might be an opportunity for arts-related promotion, which will be elaborated upon below.

As noted above, the demographics of the immediate census tract do not support high end retail, and one interviewee mentioned the presence of two low income housing

projects as one of the barriers to new investment (See Chapter 5 for a detailed explanation of the study are demographics).

Several interviewees believe, however that there is unmet demand for youth-oriented upscale retail and restaurants and that the 100 block is a good location for those types of commercial businesses. Most interviewees also thought there is a market for expanded arts-related businesses on the block.

Further comments received also gave credence to the market for upscale apartments in the upper stories above ground floor retail or offices. The borough's former redevelopment director counted approximately 50 units of upgraded upper story apartments in the downtown area, all successful, with rents going from \$1,100 to \$1,400/mo.

	Supportable Retail (SF)	Annual Sales	Sales Per SF
Full Service Restaurant	3,500	\$3,602,000	\$456
Limited Service Restaurant	8,200	\$6,512,000	\$354
Optical/Vision Care	1,200	\$1,860,000	\$372
Personal Services	3,200	\$2,017,000	\$354
Florists	600	\$139,000	\$232
Office Supplies, Stationary	3,800	\$1,037,000	\$273
Pet Supply Store	14,100	\$1,082,000	\$264
Video/Entertainment	2,100	\$315,000	\$150

Lastly, one interviewee stressed the opportunity to attract day-trip visitors from nearby urban centers such as Philadelphia, Baltimore, and Washington which are all well within a 2-hour drive. A few businesses are tapping into this potential, but there is a perception that there currently is a lack of a critical, even to attract those visiting the borough for the major attractions, as a side trip.

## 4.2 REDEVELOPMENT CONCEPTS AND OPTIONS

### Short term strategies and interim uses

The 100 block of North Hanover Street has a number of obstacles to revitalization that may not be resolved in the near term:

- CCHRA and Sadler Health are not contributing uses with regard to generating pedestrian foot traffic and economic drivers but neither are likely to relocate for a number of years;
- 116 -130 N. Hanover is owned by a large developer who is not actively marketing the first floor commercial space for lease; the owner prefers selling the parcels to find the ideal buyer of the unified assemblage of parcels; this strategy has proved to be unsuccessful for several years as the property has continued to remain vacant; until a new strategy is deployed this property may continue in its current form for some time;
- The IAC/Masland and Carlisle Tire and Wheel redevelopment areas create uncertainty related to the Hanover Street Corridor and its market niche as the in-between area connecting downtown and the redevelopment areas. It may take a few years before N. Hanover Street gains a redefined identity. The corridor could use a champion to take on the branding and revitalization of this crucial area.

This leads to consideration of short-term interim uses that would help activate the area, while waiting for the above issues to settle out.

The following are preliminary concepts that can be explored further and perhaps addressed in partnership with the Downtown Carlisle Association, the County EDC, the Redevelopment Authority and the Carlisle Chamber of Commerce:

- **CCHRA and Sadler Health as Interim Uses** - CCHRA and Saddler Health are certainly superior to vacant space and should be considered good interim uses.

- **116-130 N Hanover marketing for commercial leases** - The borough may want to discuss marketing strategies with the owner of 116-130 N. Hanover Street. The borough could make a case that the ideal buyer of the whole assemblage is unlikely and that active marketing of commercial space (for lease, as well as for sale) would produce benefits to both the owner and the borough.

- **Interim and short term uses:**

- **"Co-working spaces"** – Shared or co-working office space represents an alternative for work-at-home professionals, independent contractors, artists, and people who travel frequently and end up working in relative isolation. Co-working facilities usually stress the advantages of: potential collaboration; shared facilities, like meeting rooms; social interaction; and short term lease/space use agreements, ideal for start-ups. One topic specific website lists more than 700 co-working facilities in the US. The Creative House of Lancaster is the closest facility to Carlisle. A number of articles have been written about co-working facilities giving new life to downtown or near downtown vacant spaces, often as interim uses requiring little capital investment. Successes have been cited in towns as small as Zeeland, MI (pop. 5,000).

Some of the co-working facilities have an orientation to artists, such as Real Creative Space in Los Angeles. An arts-oriented co-working space would be both a test and (potentially) a path to a more permanent arts incubator and live-work facility (see Long Term Option 3).

- **"Pop-up stores"** – The Borough might consider promoting what the real estate business generally terms "pop-up" stores as interim uses. In general, these are short term uses that do not involve a large capital investment. Examples include: artists' exhibition space, seasonal retail, product launches, sample sales, experiential marketing, meetings, training days, events, exhibitions, filming locations, and community groups. Some national chains also use pop-up stores for test-marketing a new location. In Birmingham, Alabama a strategy was developed to fill downtown vacant spaces with pop-up stores. The International City/County Management Association (ICMA) has a webpage devoted to the concept. [http://icma.org/en/BlogPost/1049/Pop\\_Up\\_Stores](http://icma.org/en/BlogPost/1049/Pop_Up_Stores)

- **Multi-use events space** – A basic vanilla box with track lighting that can be rented for flea markets, art openings, farmers' markets, small theatrical productions, filmings, meetings, private events, etc. One of the interviewees mentioned a past effort to activate vacant space in the area through an indoor farmers market. It was not successful, but that was partly due to management issues.

- One example: in Baltimore is the Loads of Fun facility in an uptown location. [www.loadoffun.net](http://www.loadoffun.net)

- **Displays in vacant stores** – If vacancies persist, work to make vacant spaces appear active through window displays. There are several ways this can work advantageously:

- If zoning laws allow, renting window displays can generate some revenues by leasing storefronts for advertising;
- Window displays can be used to promote downtown and/or the region;
- Window displays can showcase local artists' work.

### LONG-TERM OPTION 1 – GRADUAL UPGRADE

#### THROUGH MANY SMALL INTERVENTIONS

Option 1 does not envision any dramatic wholesale change; rather it builds on strengths and takes advantage of marketing opportunities.

The marketing opportunities/strategies are:

##### 1. Assets and Locational Advantages:

- Take advantage of the corridor's physical location as the connection between downtown and the IAC/Masland site;
- Capitalize on proximity to Dickinson College;
- Build on the six businesses that are already present in the arts, crafts, and antiques sector.

## 2. Promote smaller, independent, even quirkier businesses:

- Market for independent businesses, especially upscale, youth-oriented, arts-related, and campus-oriented retailers. We would speculate that the retail in the redevelopment areas will likely be chain-dominated, leaving Hanover Street as a good option for quirkier but more fun retail: second-hand books, coffee shops, outdoor cafes, ethnic food, unique gifts, arts, antiques, and galleries. Bars with live music, if managed properly, can be an additional asset. Note that some realtors also think there is a market for apparel and shoe stores.
- Upgrade the upper story residential, geared to higher income young professionals.
- As with the “short term strategies,” above, engage with the owner of 116-130 N. Hanover Street on marketing first floor retail space. Link the public improvements, below, and incentives to owner cooperation.

## 3. Sadler Health Relocation: Explore accommodating Saddler Health at 164 N. Hanover Street.

## 4. Public improvement to support the marketing push:

- Complete the streetscape in the blocks from Locust Avenue to Penn Street.
- Do major branding and gateway treatments in conjunction with intersection improvements at the N. Hanover/U.S. Route 11, Penn Street, and Fairground Avenue intersection.
- Evaluate and consider physical improvements to improve the connection to Dickinson.

### LONG-TERM OPTION 2 - WHOLESALE

#### REDEVELOPMENT THROUGH UNIFIED RFP PROCESS

Within five years, Sadler Health and CCHRA may develop plans to move from the block. If 116-130 N. Hanover remains largely unused, that means the whole west side of the block is potentially available. In this scenario, the borough could promote a unified redevelopment of the block by coming to an agreement with the property owners and issuing an RFP that responds to the agreement. The agreement would cover everything from public incentives and public improvements to property sale prices, preservation standards, and expected re-use. Carlisle's incentives should

include consideration of CDBG funding linked to job creation for low- moderate income persons. A TIF district could also be considered (note that Pennsylvania allows TIF funds to be used for private property improvements).

The borough should also, as much as possible, line up state funding support for the redevelopment – potential sources of State assistance are outlined in Chapter 6 of this AWP report.

The borough would release a request for proposals (RFP) to developers advertising the availability of the block with the property owners' agreement as the substance of the offering. The RFP should be very attractive to developers because of the opportunity to change the image of the block, the locational advantages previously noted, and the pre-negotiated incentives.

Ideally, other vacant property in adjoining blocks (especially 164 N. Hanover Street) might be brought into the RFP package.

**Proposed Reuse** – The nature of the envisioned redevelopment would need to be re-evaluated at the time of the RFP. If the RFP were prepared today, the consultant team would recommend a similar mix to that envisioned in Option 1: youth and campus oriented retail, including the bookstores, restaurants, coffee shops, art galleries, antiques, and gift shops. The wholesale redevelopment approach might mean that the redevelopment can and should be more upscale (e.g. new retail products versus second-hand items). Upper story apartments should also be geared to a young and upwardly mobile population.

If 164 N. Hanover Street is included in the RFP, give consideration to an artists' live-work project (see discussion below) and greater stress on the arts as the centerpiece of the redevelopment.

### LONG-TERM OPTION 3 – ONE PROPERTY AS THE TRANSFORMATIVE ACTION BASED ON AN ARTISTS' INCUBATOR AND LIVE-WORK PROJECT

Promote the corridor as a “Craft and Artisan” destination as a compliment to the Pomfret Street Corridor which is focused more on visual arts. Convert 164 N. Hanover Street (or 116-130 N. Hanover Street) into a major artist incubator with exhibition space, studios, live-work lofts, and common facilities, such as, a glass-blowing furnace, an iron work foundry, furniture making studio, clay studios, etc. plus a restaurant.

- 164 N. Hanover St is the largest building in the corridor. Multi-list services describe it as a total of 35,000 sf: 6000 sf on 1st floor with 2nd and 3rd floor, including 2700 sf of premium office space, and a 16,000 sf warehouse, which may be partially leased.
- A number of interviewees supported the development of an arts-related cluster in the block and specifically an arts incubator and live-work project at 164 N. Hanover Street (or 116-130 N. Hanover Street). If successful, the arts building could stimulate complimentary retail, as well as additional arts-related space on the block.
- A potential resource of planning an artists' live-work project is ArtsSpace. Their services include assembling public and private financing sources, and they have pioneered the use of Low Income Housing Tax Credits for artists' live-work projects. Their website describes 43 projects that have been assisted or developed by the group.
- One interviewee also indicated a potential obstacle: that the current zoning does not allow for some of the activities envisioned so a review of current zoning along the corridor maybe a consideration.

#### Distinction with Pomfret Street

Several interviewees indicated that a new arts cluster, as compared to Pomfret Street and CALC, could be more geared to: professional artists as opposed to hobbyists; a younger age cohort; and a more all-encompassing view of the arts, including crafts, artisans, music, dance, digital arts, etc.

#### Potential Models

One potential model is the Goggle Works in Reading, PA. A larger project @145,000 sf, Goggle Works features galleries; classrooms; dance and music studios; a darkroom; a glass blowing facility, plus a warm and cold glass studio/classroom; a woodshop; ceramics and jewelry studios; a 131-seat film theatre; a café; community meeting places; 34 artist studios where working artists educate the public about using their process and means of expressing themselves through their art; and offices for 26 local community arts and cultural organizations. Part of the draw is the vast array of communal facilities, like the glass blowing furnace. A recent article cited the role of the Goggle arts center in spurring revitalization of adjacent downtown blocks in the city.



Diagram Depicting Options #1 through #3 for the North Hanover Street Corridor.

Another is Artspace Everett Lofts, Everett, WA, which occupies a new four-story building that provides 40 units of affordable live/work housing for artists on the upper three floors plus a home for the Arts Council — now renamed the Schack Art Center — on the ground floor. The Schack features the most advanced glass works facility of its kind on the west coast, with glassblowing, flameworking and sandblasting, as well as a gift shop, a gallery and two studio spaces that can be rented for special events, meetings and celebrations. The \$17 million project was part of a larger economic development initiative designed to revitalize downtown Everett while stabilizing its creative community.

#### Marketing and Financing

One of the potential problems with arts incubators and artists' live work is the perception that artists do not make enough money to afford market rate rents. The answer to this is twofold: artists very often have more disposable income than is generally the perception; and there are multiple funding sources that can be brought in to the project to close gaps.

#### Artists' Income – Surveys of Artists for Live-Work

Analysts had access to surveys that were conducted in support of artist live-work and related initiatives in Boston, New York City, Regina (Saskatchewan), and Jacksonville. Pertinent data includes:

- Many of the artists that are candidates for live-work are not making their living from their art. In Jacksonville, part-time artists exceeded full-time artists. In Boston less than 1/6th of respondents made more than 50 percent of their income from their art.
- Artists have a wide variety of incomes: in Boston (2003) 25 percent had incomes under \$25,000 and 25 percent had incomes over \$75,000;
- About 1/3 of artists surveyed have strong interest in live-work facilities;
- Shared space and common services that are appealing to many artists include: shared administrative or business center; storage space; meeting rooms, photocopier and other office equipment; and assistance with marketing,

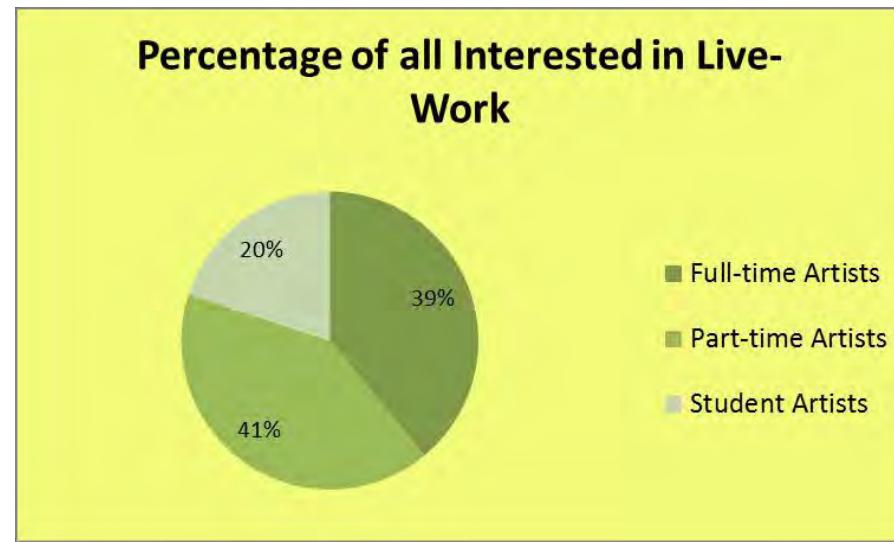
business plans, event management, and grant applications;

- About 20 to 30 percent of artists are currently renting separate studio space, and can pay more for shared live-work space because of the savings from not renting the studio. These and other economic advantages of live-work led Boston to increase the expected percentage of income that artists can pay for residential costs from 30 to 35 percent;
- Location attributes valued by surveyed artists, rank ordered, were safety, access to transit, and proximity to parks.

#### Financing sources for Artists Incubators and Live-work Projects

Artists' Live-Work projects have been able to use a wide variety of funding sources, including:

- Artists' Live-Work projects have been able to use a wide variety of funding



Jacksonville Case Example: percentage of all those interested in Artists' Live-Work who are full-time, part-time, and students.

sources, including:

- Historic preservation loans, grants, and tax credits;
- Affordable housing sources, including Low Income Housing Tax Credits, HOME, and CDBG;
- State arts councils;
- New Markets Tax Credits;
- State economic development funds;
- Ford (and other) Foundation(s).

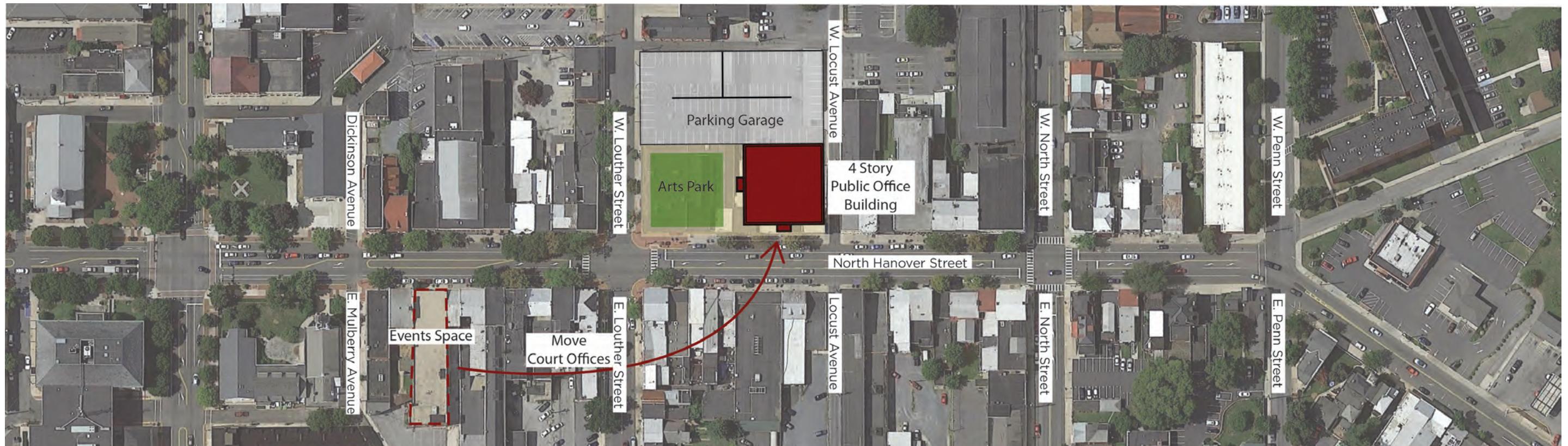
## Options Explored but not Recommended at this Time

Two potentially linked options were explored: a new public services office building and a parking garage; however neither are recommended for further consideration.

The considered proposal included completely redeveloping the 100 to 128 N. Hanover Street block as a new government services office complex with ground floor retail. Construct a parking structure with a government office complex as the anchor



Diagram Depicting an Alternative Location of a Public or Private Park Structures as Part of a Future Redevelopment of the N. Hanover Street "Triangle." The pending application of the UM District in this location will provide for the ability to obtain a greater development yield. This area is essentially the "hole in the donut" with its current suburban land uses which sharply contrast with current adjacent urban character as well as the proposed urban mixed-use format on the IAC/Masland Site.



**Diagram Depicting of a New Public Services Office Building, Public Square and Parking Structure.**

development and ground floor retail. Consolidate the divorce court into the complex and convert the current court building into an events space. Form a public Arts Park greenspace on the northeast corner of N. Hanover and Louther Streets.

Interviews with borough officials did not reveal any substantial need for more (or upgraded) public office space other than the aforementioned need of the CCHRA for more office space.

The discussion of downtown parking brought a mix of comments:

- There is a perception on the part of some businesses that downtown needs more parking.
- However, most thought that current facilities (which includes a relative abundance, and usually-available, on-street parking) are sufficient. Of course it important to consider that level of current parking demand is based on numerous vacancies, so as additional business activity hopefully occurs, parking needs will increase.
- If the subject block is redeveloped with more intense use, that might create a

need for a new garage;

- If Carlisle does need a new garage, there are several surface lots that can be converted to garages, and that would be a superior option relative to demolishing valuable buildings.

#### POTENTIAL FUNDING CONSIDERATIONS

As noted in the demographic section of this Chapter, the 100 block of N. Hanover Street is located in a census tract that qualifies for a variety of economic-distress-related funding resources. Additionally, the block is located within the boundaries for:

- Carlisle Borough Historic District (A National Register district)
- Carlisle Elm Street
- CDBG and HUD 108

One interviewee called our attention to new CDBG guidelines that create more

opportunities to use CDBG for retail development projects. The new program, "Streetview," can fund a broader array of external building improvements relative to the former "Façade Improvement" program.

This combination (distress-related funding, community development funding, and historic restoration funding) creates many opportunities. A more detailed discussion of funding opportunities is discussed in Chapter 6 of this AWP report.



# 5

## Strengthening Land Use Connections - **Neighborhoods**



## NEIGHBORHOODS

### 5.1 AREA-WIDE PLAN CHARACTERISTICS AND THE NEIGHBORHOODS

As is well documented throughout this AWP report, the study area has been impacted for decades by industrial development located within several of the borough's neighborhoods. When the Carlisle Tire & Wheel, International Automotive Components, and Tyco facilities closed within a relatively short period of time, the physical impact on surrounding residential neighborhoods in the form of deteriorating housing stock and infrastructure was evident. To thoroughly understand the community impacts of the former industrial land uses on the neighborhoods in the study area, a demographic trend analysis was conducted.

Demographic trend analysis identifies changes in a community over time and the factors affecting those changes. Analyzing population size, age, income levels, and housing, and other factors reveals how a given area is influenced by land uses in and around that area.

The demographic trend analysis prepared for the study area assembles statistics that demonstrate the impact of the industrial development overtime, an impact that is not seen by looking at the same trends at the borough or county levels.

The following bullets summarize key demographic trends that document the population and housing impacts of former industrial development that has been so closely woven within residential neighborhoods.

The trends summarized below and throughout the remainder of this section demonstrate the need for a sustained neighborhood and community investment program.

#### KEY TRENDS

##### **People – A Diverse Mix of Seniors and Younger Adults**

Population in the study area increased slightly between 2000 and 2010. Population in the study area increased by 2.62% between 2000 and 2010. This is slightly lower than the borough's population increase of 3.96% and much lower than the county's 10.17% population increase. This trend reflects a relatively stable population within the study area, although population growth varies within specific block groups in the

study area – decreasing as much as 12% and increasing as much as 25%.

Median age in the study area is relatively young. The median age within block groups in the study area and the borough is 34, lower than the county and state median age of 41 and 40. This trend signals a potential opportunity for engaging younger citizens in community revitalization activities. However, it is important to note that the younger age is likely influenced in part by students attending Dickinson College or the U.S Army War College.

Younger citizens outnumber older citizens. While citizens who have retired or will be retiring over the next 10 years (age 55 plus) accounts for 24% of the population in the borough and study area, younger citizens between the ages of 18 and 34 account for over 32% of the borough's population, increasing to over 35% in the study area. Retaining this age cohort in Carlisle, many of whom may be students, will be helpful to successfully implement mixed-use, mixed-income development in the study area.

The number of senior citizens is increasing. Between 2000 and 2010 there was a 36.98% increase in the number of citizens between the ages of 55 and 64 in the borough, increasing to 62.77% in the study area. This trend suggests the likelihood of more retirements and potentially more retirees moving from their existing housing. The trend also presents a potential opportunity to modernize and renovate homes in the study area.

The study area is becoming increasingly racially diverse. The percentage of both African American and Hispanic citizens has increased within the study area, by 35.35% and 78.22%, respectively.

Consistent with the borough, levels of educational attainment have increased slightly in the study area. The percent population with a high school diploma increased from 32.49% in 2000 to 35.14% in 2012. The percent population with a Bachelor's degree increased from 14.34% in 2000 to 17.91% in 2012. These percentages are fairly consistent with borough, county, and state rates.

##### **Income and Employment – Lower Income, Higher Unemployment, Greater Poverty**

Per capita income and median household income are lower in the study area. Per capita income and median household income in the study area are \$21,573 and \$42,558, \$25,179 and \$44,215 in the borough. Per capita income is as low as \$11,845 in one block group in the study area.

Unemployment in the study area is greater than the borough and county. The percentage of unemployed people in the study area is 10.08% greater than the borough and county rates of 9.19% and 6.15%. Several block groups in the study area have significantly higher unemployment rates, as high as 16.64%. This trend signals either a lack of employment opportunities or citizens who are unable to work.

The percentage of families in poverty in the study area is greater than the borough and county percentages. The family poverty rate in the study area is 15.26%; higher than the family poverty rate in both the borough (11.23%) and county (5.24%). The family poverty rate is as high as 55.64% in one of the block groups in the study area.

##### **Housing – Older Housing Stock, Lower Home Values, High Rental Occupancy**

Just over 80% of housing units in the study area were constructed prior to 1970. This rate is higher than the borough and county at 69.60% and 44.82%. This trend may present some opportunity for neighborhood revitalization through renovations of homes. However, as rental occupancy is high in many block groups in the study area, this may be challenging.

Several block groups within the study area have a higher rate of housing tenure, demonstrating older, more established neighborhoods. With more established neighborhoods generally occupied by citizens age 55 or older, there is the potential opportunity to revitalize older homes in the area as seniors begin to relocate. Nearly 24% of citizens in the study area are age 55 or older. Increased home improvement activity will increase investment which will in turn result in increased home values.

Home values in the study area are low compared to borough and county home values, particularly in neighborhoods where former industrial sites are located. The median home value in the study area is \$141,982, lower than both the borough and county median home values of \$170,200 and \$183,500. The median home value in the block group where the former International Automotive Components site is located is \$109,800.

Rental occupancy within the study area is high at over 56%. This trend is somewhat expected as the borough is home to both the Army War College and Dickinson College, both prompting more transient population trends. However, the occupancy rates are much higher than both the borough at 48% and county at 28%.

## Federal Designations – Signaling social and economic distress

A few block groups in the study area have characteristics that demonstrate eligibility for designation under federal programs designed to assist low to moderate income citizens. These designations signal that the study area is distressed socially and economically and include:

- Qualified Census Tracts under LIHTC
- Federal Medically Underserved Area – an area that is underserved from a medical standpoint
- Food Desert – an area of low access to a supermarket or large grocery store
- Low Income and Low Access – an area with limited access to fresh food
- CDFI Fund Investment Area - an area designed for increased economic and community investment
- New Market Tax Credit eligibility to attract investment capital to low income communities
- Community Reinvestment Act Status – an eligibility designation given to low and moderate income and underserved or distressed census tracts to help meet credit needs

## Key Community and Economic Drivers - Existing Community Assets to Foster Redevelopment

Several existing community assets are in place to help facilitate redevelopment opportunities in the study area. While negative impacts associated with the long term operation and subsequent closure of the three industrial operations are substantial, the proximity of Dickinson College and U.S. Army War College Carlisle Barracks appear to have a stabilizing impact on population and age, especially the relatively high percentage of younger adults in the study area.

These regional community and economic assets should be considered as future drivers to aid in the revitalization of the area for low-moderate income citizens.

Carlisle Events is an additional economic driver with the long term potential to continue to spark investment within the study area.

## Data Collection and Study Area Boundaries

Data was collected and presented at different levels, as available, including state, county, borough, census tract, and census block group and was obtained through PolicyMap. PolicyMap is an online data and mapping tool that assembles and aggregates community and market information from public sources such as the U.S. Census, the Internal Revenue Service, Bureau of Labor Statistics, and Health and Human Services. Data points were obtained for the following.

- Population levels
- Age
- Racial diversity
- Educational attainment
- Population with disabilities
- Income
- Unemployed people
- Poverty
- Age of housing stock
- Housing tenure
- Median home values
- Rental vacancy

Additional data points demonstrating the study area's low-moderate income status were collected. These data points include federal designations made specifically in areas where federal programs are implemented to assist low to moderate income citizens

The Borough of Carlisle includes the five census tracts listed below. The study area includes several block groups located within the borough's five census tracts. Block groups located in the study area are shaded in the list below and mapped in Figure 6 (on page 5.15). While the study area includes those block groups shaded in the following list, data was obtained at the census tract level and for all block groups for comparison.

## Census Tract 120

- Block Group 1
- Block Group 2
- Block Group 3
- Block Group 4
- Block Group 5

## Census Tract 121

- Block Group 1
- Block Group 2

## Census Tract 122

- Block Group 1
- Block Group 2

## Census Tract 123

- Block Group 1
- Block Group 2

## Census Tract 124

- Block Group 1
- Block Group 2
- Block Group 3
- Block Group 4

Block groups containing or bordering the former industrial sites (Carlisle Tire & Wheel, IAC/Masland, and 759 Hamilton Street) are located within Census Tract 120:

Block Group 2, Block Group 3, Block Group 4, and Block Group 5.

<b>Table 1 – Population, Population Change (2000 – 2010)</b>			
<i>Shaded rows reflect block groups located in the study area.</i>			
	2000	2010	% Change
Pennsylvania	12,281,054	12,702,379	3.43%
Cumberland County	213,674	235,406	10.17%
Carlisle	17,970	18,682	3.96%
All Study Area BGs	13,188	13,533	2.62%
Census Tract 120	4,364	4,995	13.53%
Block Group 1	1,025	1,348	32.72%

#### Population

A total of 17,790 citizens resided in the borough in 2010 and 18,682 in 2010. Population in the borough grew by 3.96% between 2000 and 2010; slightly higher than state population growth of 3.43% but lower than Cumberland County's (county's) growth rate of 10.17%. The growth rate in the study area was 2.62%.

Individual population levels within block groups in the study area have fluctuated between 2000 and 2010; some with significant population gains and others experiencing significant population losses. Within Census Tract 120 block groups containing or bordering the former industrial sites (Block Group 2, Block Group 3, Block Group 4, and Block Group 5), Block Group 4 experienced a 25.12% population increase while Block Group 3 experienced a 12.46% population decrease. Table 1 shows population and population change between 2000 and 2010.

- Population Age

The median age residents in Carlisle and the study area is 34; lower than both the state median age of 40 and county median age of 41. Median age within block groups in the study area fluctuates from a low of 21 to a high of 50.

Citizens who have retired or will be retiring over the next 10 years (the age 55 – 64 and Age 65+ cohorts) accounts for 24% of the borough's population and nearly 23% of population within the study area. This percentage increases at the state and county levels to 28%, respectively. Younger citizens between the ages of 18 and 34 account for over 32% of the borough's population; increasing to over 35% in the study area. Refer to Table 2.

<b>Table 2 - Median Age, Percent Population by Age Cohort (2012)</b>								
<i>Shaded rows reflect block groups located in the study area.</i>								
	Median Age	Under 18	18 - 34	35 - 44	45 - 54	55 - 64	Age 65+	
		<b>2012</b> Estimated percent of all people by age cohort between 2008 - 2012						
Pennsylvania	40	21.91%	21.89%	12.73%	15.14%	12.80%	15.53%	
Cumberland County	41	20.61%	22.72%	12.96%	14.95%	13.06%	15.70%	
Carlisle	34	18.75%	32.80%	11.33%	12.88%	10.15%	14.09%	
All Study Area BGs	34	16.80%	35.18%	12.52%	11.79%	10.30%	13.41%	
Census Tract 120	37	25.72%	19.33%	16.72%	16.30%	8.84%	13.08%	
Block Group 1	34	35.94%	19.39%	17.12%	19.77%	3.22%	4.55%	
Block Group 2	42	17.46%	15.50%	18.6%	8.65%	14.68%	25.12%	
Block Group 3	50	16.75%	11.28%	20.23%	10.61%	13.27%	27.86%	
Block Group 4	34	29.21%	22.36%	16.34%	16.66%	4.29%	11.15%	
Block Group 5	48	7.63%	23.21%	11.36%	19.64%	24.68%	13.47%	
Census Tract 121	33	23.99%	27.47%	16.77%	16.77%	8.67%	6.33%	
Block Group 1	33	25.29%	24.97%	13.98%	15.58%	12.38%	7.79%	
Block Group 2	32	22.75%	29.83%	19.41%	17.90%	5.16%	4.95%	
Census Tract 122	31	14.01%	42.46%	11.00%	13.33%	11.20%	8.00%	
Block Group 1	32	21.55%	30.20%	13.31%	13.14%	11.73%	10.07%	
Block Group 2	25	3.48%	59.58%	7.78%	13.59%	10.45%	5.11%	
Census Tract 123	21	14.35%	59.38%	4.88%	6.35%	4.95%	10.09%	
Block Group 1	30	26.05%	34.43%	9.66%	7.37%	8.89%	13.6%	
Block Group 2	21	9.6%	69.5%	2.94%	5.93%	3.35%	8.67%	
Census Tract 124	41	15.49%	30.65%	8.63%	11.79%	13.17%	20.26%	
Block Group 1	58	8.58%	8.23%	4.70%	20.27%	24.85%	33.37%	
Block Group 2	34	17.39%	34.61%	10.08%	7.66%	8.43%	21.82%	
Block Group 3	21	12.95%	56.50%	7.98%	8.53%	8.33%	5.72%	
Block Group 4	47	29.55%	3.82%	13.67%	14.48%	14.95%	23.52%	

*Source: U.S. Census.*

Between 2000 and 2010 there was a 36.98% increase in the number of citizens in the age 55 – 64 cohort in the borough, increasing to 62.77% in the study area. This age cohort experienced the highest rate of change among all of Carlisle's age cohorts and specific block groups in the study area had rates of change over 100%. Refer to Table 3.

**Table 3 - Percent Population Change by Age Cohort**

Shaded rows reflect block groups located in the study area.

	Under 18	18 - 34	35 - 44	45 - 54	55 - 64	Age 65+
% Change in Age Cohort between 2000 – 2010						
Pennsylvania	-4.35%	4.76%	-17.78%	14.05%	43.75%	2.03%
Cumberland County	3.85%	7.68%	-10.36%	12.75%	54.33%	15.34%
Carlisle	7.72%	8.11%	-9.95%	-3.97%	36.98%	-7.52%
All Study Area BGs	5.10%	17.17%	-4.03%	4.46%	62.77%	-0.30%
Census Tract 120	13.44%	28.65%	-0.06%	-3.25%	33.99%	8.55%
Block Group 1	70.42%	26.76%	60.9%	-3.41%	33.79%	12.62%
Block Group 2	19.14%	100.78%	28.3%	-28.46%	6.92%	-21.84%
Block Group 3	-34.14%	-16.27%	-46.44%	-31.92%	210.23%	83.2%
Block Group 4	19.41%	59.18%	-7.37%	64.1%	67.83%	-16.67%
Block Group 5	-2.81%	32.45%	-4.92%	-5.39%	-8.94%	3.92%
Census Tract 121	18.25%	10.63%	-33.4%	-2.77%	59.48%	-33.77%
Block Group 1	16.43%	17.19%	-24.92%	-2.18%	17.14%	-36.03%
Block Group 2	16.94%	5.34%	-41.03%	-4.82%	110.17%	-33.10%
Census Tract 122	-25.51%	1.54%	-1.67%	19.03%	38.62%	24.26%
Block Group 1	-36.43%	-3.38%	-24.16%	32.28%	44.29%	26.32%
Block Group 2	1.78%	5.1%	63.93%	5.00%	33.33%	21.67%
Census Tract 123	-5.15%	13.81%	-6.06%	26.9%	15.44%	-22.22%
Block Group 1	-9.18%	-6.00%	18.74%	11.36%	125.02%	-16.81%
Block Group 2	0%	19.4%	-26.88%	36.25%	-28.28%	-29.09%
Census Tract 124	14.71%	-3.95%	-9.56%	-16.20%	37.35%	-8.96%
Block Group 1	-16.1%	-17.15%	-33.35%	-15.96%	83.02%	18.00%
Block Group 2	12.1%	-5.85%	1.86%	1.26%	140.14%	-21.43%
Block Group 3	69.3%	-1.92%	-6.35%	-30.58%	-10.28%	0.54%
Block Group 4	101.66%	13.95%	13.87%	-23.73%	-13.72%	-30.93%

Source: U. S. Census.

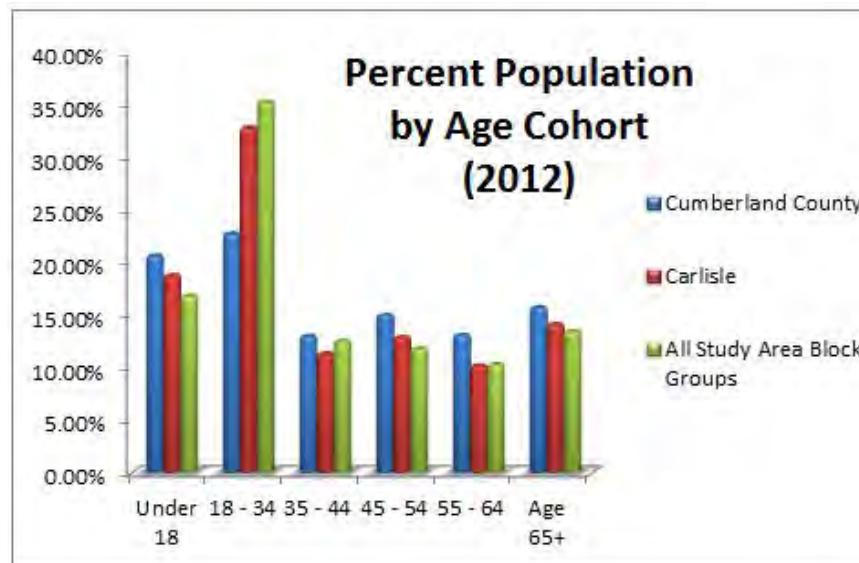


Figure 1

**Table 4 - Change in Racial Diversity**

Shaded rows reflect block groups located in the study area.

	White			African American			Hispanic		
	2000	2010	% Change	2000	2010	% Change	2000	2010	% Change
Pennsylvania	10,486,177	10,406,288	-0.76%	1,211,669	1,377,689	13.70%	392,121	719,680	83.54%
Cumberland County	201,445	212,934	5.70%	5,111	7,527	47.27%	2,986	6,448	115.94%
Carlisle	16,193	15,754	-2.71%	1,202	1,547	28.70%	458	846	84.72%
All Study Area BGs	11,698	11,090	-5.20%	990	1,339	35.25%	381	679	78.22%
Census Tract 120	3,801	4,062	6.87%	453	535	18.10%	135	200	48.15%
Block Group 1	861	1,170	35.89%	100	69	-31.00%	6	53	ID
Block Group 2	468	473	1.07%	52	69	32.69%	9	19	ID
Block Group 3	689	627	-9.00%	110	73	-33.64%	88	25	-71.59%
Block Group 4	1,003	1,105	10.17%	80	143	78.75%	34	51	50.00%
Block Group 5	780	687	-11.92%	111	181	63.06%	0	52	ID
Census Tract 121	1,838	1,717	-6.58%	122	203	66.39%	75	93	24.00%
Block Group 1	821	774	-5.72%	69	88	27.54%	59	46	-22.03%
Block Group 2	1,017	943	-7.28%	53	115	116.98%	16	47	193.75%
Census Tract 122	1,813	1,672	-7.78%	135	218	61.48%	101	140	38.61%
Block Group 1	968	832	-14.05%	110	109	-0.91%	67	59	-11.94%
Block Group 2	845	840	-0.59%	25	109	336.00%	34	81	138.24%
Census Tract 123	2,023	1,990	-1.63%	369	327	-11.38%	82	178	117.07%
Block Group 1	524	549	4.77%	333	241	-27.63%	53	68	28.30%
Block Group 2	1,499	1,441	-3.87%	36	86	138.89%	29	110	279.31%
Census Tract 124	6,718	6,313	-6.03%	123	264	114.63%	65	235	261.54%
Block Group 1	1,837	1,864	1.47%	33	24	-27.27%	0	46	ID
Block Group 2	2,250	2,025	-10.00%	71	141	98.59%	42	113	169.05%
Block Group 3	1,655	1,568	-5.26%	9	72	700.00%	9	54	ID
Block Group 4	976	856	-12.30%	10	27	170.00%	14	22	57.14%

Source: U.S. Census.

This trend suggests the likelihood of more retirements and potentially more retirees moving from their existing housing. The trend also presents a potential opportunity to modernize and renovate homes in the study area, particularly as the majority of homes in the study area were generally constructed before 1940. (See 'Age of Housing Stock' and 'Housing Tenure' below).

While there are a large percentage of citizens at or nearing retirement age, citizens between the ages of 18 and 34 account for 32.80% of the borough's population and 35.18% of the study area's population (See Figure 6 on page 5.15 and Table 2). Specific block groups within the study area reflect this same trend, with some block groups having nearly 70% of their residents between the ages of 18 and 34. Retaining this age cohort in Carlisle will be helpful to successfully implement mixed-

use, mixed-income development in the study area. However, residents in some of these areas are likely students at Dickinson College or the U.S. Army War College and may be transient citizens.

#### Racial Diversity

Carlisle is becoming more racially diverse with the percentage of White citizens decreasing between 2000 and 2010 and the percentage of African American and Hispanic citizens increasing by 28.70% and 84.72%, respectively. The percentage of both African American and Hispanic citizens has increased within the study area, by 35.35% and 78.22%, respectively. Refer to Table 4.

- Educational Attainment

**Table 5 - Educational Attainment**

Shaded rows reflect block groups located in the study area.

	Percent Population with High School Diploma		Percent Population with Bachelor's Degree	
	2000	2012	2000	2012
Pennsylvania	38.11%	37.21%	15.54%	16.62%
Cumberland County	35.83%	34.89%	18.09%	20.29%
Carlisle	30.68%	34.01%	17.23%	18.63%
All Study Area BGs	32.49%	35.14%	14.34%	17.91%
Census Tract 120	36.21%	39.12%	13.29%	20.33%
Block Group 1	36.92%	30.90%	21.22%	21.35%
Block Group 2	39.90%	38.43%	12.07%	24.79%
Block Group 3	30.52%	54.39%	12.75%	13.49%
Block Group 4	40.38%	45.80%	13.46%	19.31%
Block Group 5	33.11%	28.78%	5.13%	22.30%
Census Tract 121	43.44%	37.49%	12.71%	13.88%
Block Group 1	46.07%	43.39%	9.97%	13.39%
Block Group 2	41.33%	32.46%	14.91%	14.31%
Census Tract 122	34.18%	35.61%	12.53%	11.74%
Block Group 1	37.28%	39.78%	15.42%	10.70%
Block Group 2	29.81%	27.51%	8.46%	13.75%
Census Tract 123	32.76%	34.46%	11.75%	14.03%
Block Group 1	32.08%	36.21%	5.45%	6.54%
Block Group 2	33.33%	32.83%	17.11%	20.95%
Census Tract 124	22.16%	28.63%	23.28%	21.55%
Block Group 1	17.51%	24.23%	23.06%	19.53%
Block Group 2	33.43%	40.62%	20.32%	18.70%
Block Group 3	6.27%	9.68%	32.69%	32.12%
Block Group 4	21.28%	26.81%	20.8%	22.37%

Source: U.S. Census.

2012: Estimated percent of people between 2008 – 2012.

Educational attainment levels in Carlisle are slightly lower than those at the state and county levels. Within the study area, both the percentage of citizens who have a high school diploma (age 25 and older) and percentage of citizens with a Bachelor's degree has increased. Refer to Table 5.

Within Census Tract 120 Block Group 5 the percentage of citizens with a Bachelor's Degree (age 25 and older) increased from 5.13% to 22.30%. A similar trend is occurring in a few other block groups in the study area. Rental occupancy rates within these block groups, as discussed in 'Rental Occupancy and Vacancy Rates' below, tends to be higher which may be signaling that students at Dickinson College

**Table 6 - Percentage of People with a Disability (2012)**

Shaded rows reflect block groups located in the study area.

	Under Age 18	Age 65 +
Pennsylvania	4.88%	35.63%
Cumberland County	4.66%	33.13%
Carlisle	7.17%	37.33%
Census Tract 120	2.89%	32.41%
Census Tract 121	3.34%	43.44%
Census Tract 122	13.84%	60.61%
Census Tract 123	16.88%	44.73%
Census Tract 124	8.53%	33.99%

Source: U.S. Census.

2012: Estimated percent people between 2008 – 2012.

or the U.S. Army War College are occupying rental units within these portions of the study area.

#### Population with Disabilities

The percentage of Carlisle's population over age 65 with a disability is 37.33%, higher than both the state and county at 35.63% and 33.13%, respectively. Similarly, the percentage of Carlisle citizens under age 18 with a disability, at 7.17%, is higher than both the state and county. Census Tracts 122 and 123 have significantly higher percentages of citizens with disabilities. The percentages are likely higher in Census Tract 122 due to the location of three Low Income Housing Tax Credit (LIHTC) projects. The LIHTC program is administered through the U.S. Department of Housing and Urban Development (HUD) and facilitates the availability of rental housing for lower-income households. Many of these households are likely lower-income due to disabilities. Refer to Table 6.

#### Per Capita Income/Median Household Income

Per capita income and median household income in the study area are lower than median per capita and household income levels in the borough, county, and state. Per capita income and median household income in the study area are \$21,573 and \$42,558 and \$25,179 and \$44,215 in the borough. Per capita income in a few block groups in the study area are very low, as low as \$11,845. Refer to Table 7.

**Table 7 - Per Capita Income, Median Household Income (2012)**

Shaded rows reflect block groups located in the study area.

	Per Capita Income	Median Household Income
Pennsylvania	\$28,190	\$52,267
Cumberland County	\$31,350	\$60,833
Carlisle	\$25,179	\$44,215
All Study Area BGs	\$21,573	\$42,558
Census Tract 120	\$25,570	\$49,868
Block Group 1	\$30,833	\$81,127
Block Group 2	\$26,918	\$61,500
Block Group 3	\$24,542	\$42,708
Block Group 4	\$19,945	\$51,058
Block Group 5	\$25,961	\$42,138
Census Tract 121	\$24,432	\$37,614
Block Group 1	\$23,613	\$33,500
Block Group 2	\$25,207	\$39,833
Census Tract 122	\$20,436	\$30,417
Block Group 1	\$20,696	\$34,671
Block Group 2	\$20,073	\$21,932
Census Tract 123	\$12,502	\$27,332
Block Group 1	\$14,122	\$19,375
Block Group 2	\$11,845	\$33,304
Census Tract 124	\$31,406	\$54,454
Block Group 1	\$51,507	\$83,594
Block Group 2	\$20,677	\$36,199
Block Group 3	\$27,322	\$85,417
Block Group 4	\$32,039	\$80,385

Source: U.S. Census.

2012: Estimated income levels between 2008 – 2012.

<b>Table 8 – Unemployment and Poverty (2012)</b> Shaded rows reflect block groups located in the study area.			
	% Unemployed People	% People in Poverty <sup>(1)</sup>	% Families in Poverty
Pennsylvania	8.47%	13.06%	9.06%
Cumberland County	6.15%	8.24%	5.24%
Carlisle	9.19%	15.31%	11.23%
All Study Area BGs	10.08%		15.26%
Census Tract 120	7.35%	10.87%	7.93%
Block Group 1	1.57%		5.91%
Block Group 2	0.00%		9.57%
Block Group 3	0.00%		10.63%
Block Group 4	15.22%		12.62%
Block Group 5	13.49%		0.00%
Census Tract 121	7.13%	15.13%	12.50%
Block Group 1	3.78%		13.43%
Block Group 2	10.59%		11.69%
Census Tract 122	13.20%	18.12%	12.64%
Block Group 1	15.47%		12.98%
Block Group 2	9.62%		11.32%
Census Tract 123	13.21%	34.31%	31.96%
Block Group 1	14.24%		55.64%
Block Group 2	12.88%		14.75%
Census Tract 124	8.31%	13.31%	7.97%
Block Group 1	3.33%		2.86%
Block Group 2	16.64%		11.98%
Block Group 3	2.75%		16.67%
Block Group 4	8.31%		0.00%

*Source: U. S. Census.*

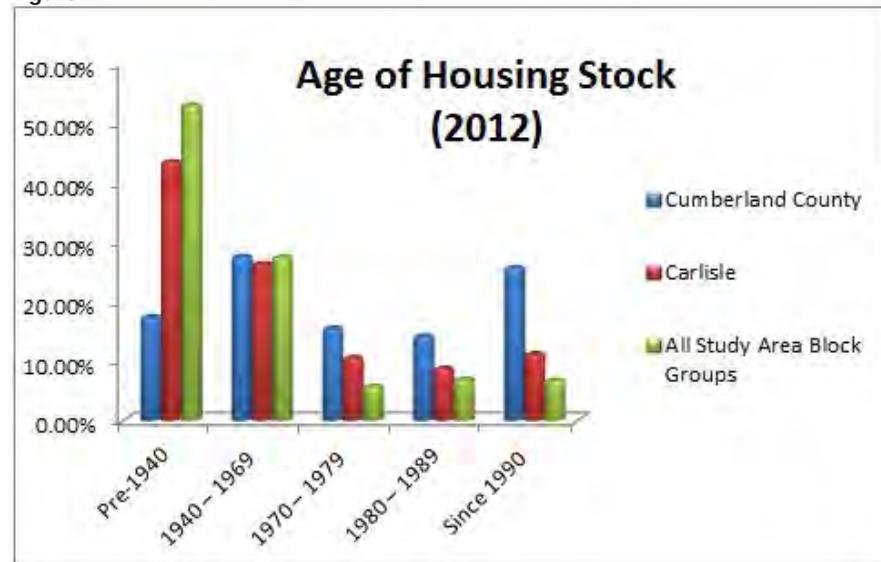
<sup>(1)</sup> Data not available at block group level.

2012 % Unemployed People: Estimated percent of people 16 years or older who were unemployed between 2008 – 2012.

2012 % People in Poverty: Estimated percent of all people living in poverty as of 2008 – 2012.

2012 % Families in Poverty: Estimated percent of all families that live in poverty between 2008 – 2012.

Figure 2



#### Unemployed People

The percentage of unemployed people in the study area as measured by the U.S. Census, American Community Survey is 10.08%; greater than the borough and county rates of 9.19% and 6.15%, respectively. Several block groups in the study area have significantly higher unemployment rates, as high as 16.64%. Refer to Table 8.

#### Poverty Rate

The family poverty rate within the study area is 15.26%, higher than the borough and significantly higher than the county. The county family poverty rate is 5.24% and increases to 11.23% in the borough. The family poverty rate is as high as 55.64% in Census Tract 123 Block Group 1. Census Tract 123 also has a large percentage of people in poverty at 34.31%, higher than both the borough and county at 15.31% and 8.24%, respectively.

#### Age of Housing Stock

Just over 80% of housing units in the study area were constructed prior to 1970, higher than both the borough and county rates at 69.60% and 44.82%, respectively. Refer to Figure 2 and Table 9. As noted under ‘Population Age’ this presents a potential opportunity to modernize and renovate homes in the study area. However, as a large percentage of the homes within the study area are renter occupied, as discussed under ‘Rental Occupancy and Vacancy Rates’, this may be challenging.

**Table 9 - Date of Housing Stock Construction (2012)**

Shaded rows reflect block groups located in the study area.

	Pre-1940 (%)	1940 – 1969 (%)	1970 – 1979 (%)	1980 – 1989 (%)	Since 1990 (%)
Pennsylvania	27.51%	32.54%	12.78%	9.82%	17.35%
Cumberland	17.36%	27.46%	15.42%	14.16%	25.60%
Carlisle	43.35%	26.25%	10.52%	8.72%	11.16%
All Study Area BGs	52.86%	27.42%	5.69%	6.89%	6.69%
Census Tract 120	18.40%	40.45%	6.76%	8.40%	26.00%
Block Group 1	9.54%	15.50%	8.35%	9.54%	57.07%
Block Group 2	38.95%	43.51%	7.72%	-	9.82%
Block Group 3	6.27%	73.75%	6.54%	5.45%	3.00%
Block Group 4	6.33%	42.36%	7.03%	14.24%	30.05%
Block Group 5	51.39%	36.22%	2.79%	6.81%	2.79%
Census Tract 121	63.19%	15.38%	9.07%	2.29%	10.07%
Block Group 1	49.64%	21.68%	15.77%	2.51%	10.39%
Block Group 2	77.34%	8.80%	2.06%	2.06%	9.74%
Census Tract 122	83.49%	6.95%	4.34%	2.87%	2.35%
Block Group 1	83.23%	9.27%	5.91%	1.60%	-
Block Group 2	83.81%	4.19%	2.48%	4.38%	5.14%
Census Tract 123	56.93%	19.85%	5.37%	14.11%	3.75%
Block Group 1	56.76%	13.06%	7.88%	22.30%	-
Block Group 2	57.14%	28.29%	2.24%	3.92%	8.40%
Census Tract 124	34.63%	29.31%	17.62%	12.17%	6.27%
Block Group 1	9.47%	39.46%	22.44%	17.14%	11.50%
Block Group 2	45.95%	26.00%	16.20%	7.25%	4.60%
Block Group 3	74.32%	16.15%	1.75%	7.78%	-
Block Group 4	3.06%	33.89%	33.06%	22.22%	7.78%

*Source: U.S. Census.*

2012: Estimated percent of all housing units built in each time period as of 2008 – 2012.

#### Housing Tenure

Housing tenure varies throughout the study area. A total of 23.14% of county householders and 16.40% of borough householders moved into their housing unit before 1990. The lower the percentage, the greater the rate of housing turnover. As shown in Table 9, 17.01% of householders within the study area moved into their home before 1990.

Several block groups in the study area exceed the rate of housing tenure demonstrating older, more established neighborhoods. This is particularly true for study area block groups located in Census Tract 120 that are located near the former industrial sites.

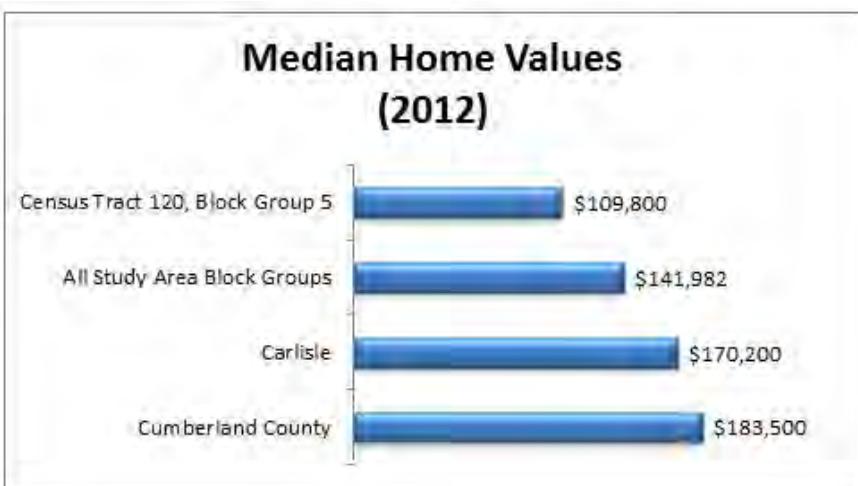
<b>Table 10 Householder Moving into Home Before 1980 or 1990 (2012)</b>		
	Moved in Before 1980 (%)	Moved in Before 1990 (%)
Pennsylvania	16.61%	27.33%
Cumberland County	13.36%	23.14%
Carlisle	8.89%	16.40%
All Study Area BGs	10.64%	17.01%
Census Tract 120	12.04%	19.52%
Block Group 1	3.46%	6.56%
Block Group 2	23.36%	28.83%
Block Group 3	27.72%	39.27%
Block Group 4	8.79%	14.76%
Block Group 5	8.05%	23.53%
Census Tract 121	8.21%	18.09%
Block Group 1	12.67%	27.15%
Block Group 2	4.42%	10.38%
Census Tract 122	2.71%	7.36%
Block Group 1	3.19%	8.15%
Block Group 2	1.97%	6.16%
Census Tract 123	13.32%	18.07%
Block Group 1	2.60%	5.84%
Block Group 2	22.90%	28.99%
Census Tract 124	8.06%	16.52%
Block Group 1	7.37%	26.22%
Block Group 2	2.22%	7.02%
Block Group 3	11.81%	14.14%
Block Group 4	22.22%	26.67%

*Source: U.S. Census.*  
2012: Estimated percent of all households who moved into their home before 1980 or 1990 as of 2008 – 2012.

Over 39% of the citizens in Census Tract 120 Block Group 3 moved into their home prior to 1990, decreasing to just under 28% in 1980. As expected citizens in this block group tend to be older as over 41% of citizens are over age 55.

As homeowners near retirement and begin to downsize and/or relocate, a fair amount of housing will be available in the market. Homeowners age 55 and older accounted for nearly one third of housing turnover in the United States between 1997 and 2007 (Harvard University, 2011). Nearly 24% of citizens in the study area are age 55 or older.

Figure 3



Future retirements and the ownership turnover of the older housing stock will have implications on investment in the study area. Moving new residents into the housing will likely generate increased home improvement activity as it assumed that younger householders will fill the units and modernize the units to suit their needs. This increased home improvement activity will increase investment which will in turn result in increased home values.

Alternatively, retirees might decide to stay in their existing homes. This presents an opportunity for outreach to promote home improvements.

#### Median Home Values

The median home value in the study area is \$141,982, lower than both the borough and county median home values of \$172,000 and \$183,500, respectively. Median home values are particularly low in the block groups where the former industrial sites are located. For example, the median home value in Census Tract 120 Block Group 5 is \$109,800. Refer to Figure 3 and Table 11.

#### Rental Occupancy and Vacancy Rates

The rental occupancy rate (occupied housing units that are renter occupied) in the borough is 48.34%, higher than the county and state rates at 28.23% and 29.86%, respectively. The higher rate in the borough most likely reflects short term housing needs of the U.S. Army War College and Dickinson College. However, the rental occupancy rate in the study area is much higher at 55.97%; with a rate as high as 88.42% in Census Tract 122, Block Group 2.

**Table 11 Median Home Value, Percent Change**  
Shaded rows reflect block groups located in the study area.

	2000	2012	% change
Pennsylvania	\$94,800	\$164,900	73.95%
Cumberland County	\$116,500	\$183,500	57.51%
Carlisle	\$104,200	\$170,200	63.34%
All Study Area BGs	\$88,700	\$141,982	63.69%
Census Tract 120	\$95,100	\$155,600	63.62%
Block Group 1	\$152,300	\$221,700	45.55%
Block Group 2	\$86,800	\$150,500	75.13%
Block Group 3	\$106,000	\$145,000	35.03%
Block Group 4	\$95,500	\$134,900	41.83%
Block Group 5	\$82,000	\$109,800	32.77%
Census Tract 121	\$71,900	\$123,000	73.33%
Block Group 1	\$70,800	\$135,000	92.29%
Block Group 2	\$72,800	\$120,000	66.59%
Census Tract 122	\$64,200	\$109,300	76.51%
Block Group 1	\$61,700	\$104,900	72.62%
Block Group 2	\$93,000	\$129,700	50.81%
Census Tract 123	\$86,500	\$147,200	71.68%
Block Group 1	\$48,900	\$113,000	117.47%
Block Group 2	\$95,800	\$154,500	62.00%
Census Tract 124	\$140,800	\$229,400	62.02%
Block Group 1	\$168,400	\$256,900	53.82%
Block Group 2	\$94,100	\$159,500	69.47%
Block Group 3	\$139,100	\$240,000	76.90%
Block Group 4	\$150,100	\$218,900	45.77%

*Source: U.S. Census.*

2012: Estimated percent change in the median home value between 2000 and the period of 2008 – 2012.

The borough's vacancy rate (percent of vacant housing units) is 8.95%, higher than the county vacancy rate of 5.08%, but lower than the state rate of 10.86%. Vacancy rates within the study area are slightly lower than the borough at 8.73%. The vacancy rate is as high as 30.63% in Census Tracts 123 Block Group 1.

Refer to Figure 4 and Table 12 for data on rental occupancy rates and vacancy rates.

Figure 4

**Table 12: Rental Occupancy and Vacancy Rates (2012)***Shaded rows reflect block groups located in the study area.*

	Rental Occupancy Rate (%)	Vacancy Rate (%)
Pennsylvania	29.86%	10.86%
Cumberland County	28.23%	5.08%
Carlisle	48.34%	8.95%
All Study Area BGs	55.97%	8.73%
Census Tract 120	39.74%	5.30%
Block Group 1	36.25%	6.47%
Block Group 2	30.29%	3.86%
Block Group 3	44.88%	17.44%
Block Group 4	36.56%	-
Block Group 5	54.49%	-
Census Tract 121	60.19%	11.90%
Block Group 1	61.99%	20.79%
Block Group 2	58.65%	2.62%
Census Tract 122	75.48%	10.34%
Block Group 1	67.09%	-
Block Group 2	88.42%	22.67%
Census Tract 123	66.46%	18.48%
Block Group 1	79.22%	30.63%
Block Group 2	55.07%	3.36%
Census Tract 124	35.87%	7.36%
Block Group 1	0.00%	9.70%
Block Group 2	75.25%	7.67%
Block Group 3	25.74%	7.78%
Block Group 4	10.56%	-

*Source: U.S. Census.**2012 Rental Occupancy Rate: Estimated percent of all households that rent a home between 2008 – 2012**2012 Vacancy Rate: Estimated percent of housing units that were vacant between 2008 – 2012.*

## 5.2 PUBLIC HOUSING

Several public housing projects providing affordable rental housing for low income households are located in the study area, including three HUD Low Income Housing Tax Credit (LIHTC) projects, one HUD multi-family housing project, and one HUD public housing project. These projects are located in Census Tract 122 and collectively supply 370 housing units to help meet Carlisle's affordable housing needs.

Within the study area Census Tracts 121 and 122 are designated as Qualified Census Tracts (QCT) in 2014 meaning the areas are designated for a higher eligible basis for the LIHTC program.

HUD collects data on heads of households in public housing. Based on 2012 HUD data, the percentage of public housing headed by females with children was 32% in Pennsylvania and 56% in both Carlisle and Cumberland County. Several Census Tracts in the study area have a much higher percentages (Census Tract 120 – 84%; Census Tract 121 – 75%; and Census Tract 123 – 72%).

## 5.3 FEDERAL DESIGNATIONS

A few block groups in the study area have characteristics that demonstrate eligibility for designation under federal programs designed to assist low to moderate income citizens. These designations are in addition to LIHTC and CDBG designations and may be potentially useful to access future federal resources required to implement community revitalization plans.

**Federal Medically Underserved Area (MUA)** - Census Tracts 122 and 123 qualify as a MUA as of April 2014. A Medically Underserved Area is designated by the U.S. Department of Health and Human Services, Health Resources and Services Administration (HRSA) as having too few primary care providers, high infant mortality, high poverty, and/or a high elderly population. Medically Underserved Populations (MUP) is an area where a specific population group in an MUA is underserved. This includes citizens with economic, cultural, or language barriers to access primary medical care. If a population group does not meet the criteria for an MUP, but exhibits extraordinary conditions that are a barrier to access health services, the population can be designated with a recommendation from the state's Governor.

**Low Income and Low Access** - Census Tracts 122 and 123 are designated as low income and low access to food according to the U.S. Department of Agriculture

(USDA). The Low Income and Low Access designation is given to Census Tracts with at least 500 people or 33% of the population living more than 0.5 miles (in urban areas) or more than 10 miles (in rural areas) from the nearest supermarket, supercenter, or large grocery store. A low income Census Tract has either a poverty rate of 42% or greater, a median family income (MFI) less than 80%, or is located in a metropolitan area with an MFI of less than 80% of the surrounding metropolitan area MFI.

**Food Desert** - Census Tract 120 is considered a Healthy Foods Financing Initiative Designated Food Desert status as of 2006. Food deserts are areas where people have low access to a supermarket or large grocery store. Low access for this study is the percentage of people in urban tracts that live more than one mile from a supermarket or large grocery store.

**CDFI Fund Investment Area** - Census Tracts 121, 122, 123 qualify as an Investment Area under the CDFI Fund as of 2013. The U.S. Department of the Treasury, Community Development Financial Institutions (CDFI) Fund increases economic opportunity and promotes community development investments for underserved populations in distressed communities throughout the United States.

**New Markets Tax Credits (NMTC)** - Census Tracts 121, 122, and 123 meet the requirements for the CDFI Fund's New Markets Tax Credit (NMTC) Program eligibility for 2013 and 2014. NMTC is a CDFI Fund program with eligibility based on a Census Tract having either: MFI at or below 80% of area median income (AMI) between 2006 and 2010 or a poverty rate 20% or greater between 2006 and 2010. Census Tracts may have NMTC Program Eligibility without meeting those criteria, but may be deemed to be eligible by the CDFI Fund. Established by Congress in 2000, the NMTC program was designed to encourage new or increased investments into operating businesses and real estate projects in low income communities. NMTC attracts investment capital to low income communities by permitting individual and corporate investors to receive a tax credit against their Federal income tax return in exchange for making equity investments in specialized financial institutions called Community Development Entities (CDEs).

Census Tracts 121, 122, and 123 are Low Income, or having a median income of 80% or less of AMI in the period of 2006-2010. Low-Income Census tract status is one of two of NMTC Program Eligibility requirements. NMTC eligibility is based on a given census tract having either (1) Median Family Income at or below 80% of Area Median Income (AMI) in the period of 2006-2010 or (2) Poverty Rate of 20% or

greater in the period of 2006-2010.

Census Tract 122 has a poverty rate at or above 20% in the period of 2006-2010. A census tract with poverty rate of 20% or higher is one of two of NMTC Program Eligibility requirements. As noted above, a poverty rate of 20% or greater in the period of 2006-2010 is one of two of NMTC Program Eligibility requirements.

Census Tracts 121 and 122 have Severely Distressed Status under the NMTC program for 2013 and 2014. Census Tracts designated as Severely Distressed meet basic NMTC eligibility in addition to one of the following: MFI at or below 60% of AMI between 2006 and 2010; poverty rate at or above 30% between 2006 and 2010; an unemployment rate of at least 1.5 times the national rate between 2006 and 2010; or having non-metropolitan county status as of 2012.

**CRA Eligibility** - Census Tracts 121, 122, 123 demonstrate eligibility for Community Reinvestment Act (CRA) status as of 2013. Under the Federal Financial Institutions Examination Council (FFIEC) and enacted by the Congress in 1977, the CRA encourages depository institutions to help meet credit needs of the communities in which they operate, including low and moderate income and underserved or distressed non-metropolitan middle-income tracts. Low income Census Tracts are tracts where MFI is less than 50% of area median family income (AMFI). Moderate income tracts are equal or greater than 50% and less than 80% of AMFI. Non-metropolitan middle-income tracts, where tract MFI is equal or greater than 80% and below 120%, can be eligible if they are classified by the CRA as distressed or underserved. Activities that serve low- and moderate-income individuals in other areas are also eligible.

## 5.4 COMMUNITY DEVELOPMENT RESOURCES AND INVESTMENT

Several community development resources are in place at the federal, state, and local levels to assist communities in achieving revitalization goals. Resources in the form of technical assistance and funding and financing programs are necessary to help augment private sector resources. Collectively, these tools can dramatically impact neighborhoods, providing positive change.

In order to develop an appropriate community revitalization strategy for the study area, it was necessary to identify the community development resources available and how those resources have been used in the past in the Borough and the study

area. A list of resources and a list of investments made through the use of the resources were developed.

### Community Development Goals

Prior to assembling a list of resources and investments, a meeting was held with CCHRA. The purpose of the meeting was not only to obtain resource and investment information, but more importantly to ascertain CCHRA's goals for the Borough and the study area.

To guide the discussion, CCHRA provided a draft copy of the Borough's '2014-2018 Five-Year Consolidated Plan and 2014 Annual Action Plan for Housing and Community Development' (April 11, 2014). Preparation of the consolidated plan is required as the Borough is a federal entitlement community under HUD's Community Development Block Grant (CDBG) Program.

The consolidated plan sets forth goals, objectives, and outcomes established based on community needs. The goals, objectives, and outcomes identified in the plan are summarized as follows. To ensure consistency across planning efforts, these priorities were reviewed and considered as the community revitalization strategy for this plan was developed.

**Goal:** To provide decent housing by preserving the affordable housing stock, increasing the availability of affordable housing, reducing discriminatory barriers, increasing the supply of supportive housing for those with special needs, and transitioning homeless persons and families into housing.

**Objective:** Provide Decent Affordable Housing

**Goal:** To provide a suitable living environment through safer, more livable neighborhoods, greater integration of low- and moderate- income residents throughout the Borough, increased housing opportunities, and reinvestment in deteriorating neighborhoods.

**Objective:** Creating Suitable Living Environments

**Goal:** To expand economic opportunities through more jobs paying self-sufficient wages, homeownership opportunities, development activities that promote long-term community viability, and the empowerment of low- and moderate- income persons to achieve self-sufficiency.

**Objective:** Creating Economic Opportunity

**Outcomes:** Three outcomes demonstrating how programs and activities benefit the community were established. Each activity funded through the CDBG program must:

- Improve Availability/Accessibility
- Improve Affordability
- Improve Sustainability

The consolidated plan notes that future activities funded during the next five years will support at least one objective and one outcome.

CCHRA indicated that the overall goal for the study area for the EPA Area Wide Brownfield project is to promote mixed-income, mixed-development while providing affordable housing and removing blight.

### Resources

A list of resources, focusing on tools and programs in place to assist homeowners, the Borough, or neighborhood groups in revitalizing neighborhoods in the study area, was developed. This list is included in Appendix B. Program specific details were obtained through Internet searches of federal, state, and local websites and follow up conversations with federal, state, and local officials, as required.

Several of the programs are commonly used community revitalization tools utilized in the Borough and study area. HOME funding is one of the commonly used resources. HOME funds are provided by HUD and allocated directly (direct entitlement) to a County or allocated to a municipality by a state agency. Cumberland County is a HUD Participating Jurisdiction and HOME funds are directly allocated to the County by HUD. Carlisle Borough has been determined by HUD as too small to administer funds; therefore, Carlisle's HOME allocation is administered by DCED. As such HOME

funds are not directly allocated to the Borough.

### Investment

Over \$26.7 million has been invested in community development projects in the Borough. While only \$4.7 million in investment is reported in the study area, this number is under-reported and is much greater. Some program reporting requirements limit the ability to definitively locate projects and most funding sources only report to the local municipal level. Investments made from PHFA loan programs and HUD HOME funds account for over 67% of total program investment in the Borough.

### Methodology

Several databases were reviewed to develop a list of investments in the Borough and study area. This list is included in Appendix B. A few data limitations were associated with developing the list of investments.

- While the intent was to identify the total investment in the study area, this was not feasible as most agency programs do not report data below the local municipal level. The majority of the investment information was available at the local municipal or county level.
- Data was collected from January 2000 to April 2014 to the extent information was available for this timeframe. For some programs, data was not available back to 2000.
- The list of investments is not exhaustive. There may be cases of unreported investments or community development resources not included.
- The list includes public sector resources only and does not include private, non-profit, or foundational funding.

Data was collected from the following agencies.

- CCHRA – CCHRA queried HUD's database to generate a list of HOME projects administered by DCED. The report was titled 'List of Activities by Program Year and Project' and included funding from 1997 to 2010. CCHRA also provided investment information for CCHRA administered programs.
- PA Department of Community and Economic Development (DCED) – DCED's Investment Tracker was searched for investments from relevant community development programs between January 2000 and April 2014. <http://www.dced.state.pa.us/investmenttracker/>

Follow up inquiries were made to DCED regarding the Weatherization Assistance Program.

- Pennsylvania Housing Finance Agency (PHFA) – PHFA was contacted for program investment data. Information was provided at the census tract level, which covers the entire Borough, for the period between 2000 and 2014. Program amounts listed in the investment matrix aggregates all PHFA programs; therefore, investments are not listed by individual PHFA program.

**Overarching Goal:** Develop a cohesive approach to neighborhood revitalization that supports the goals of the Cumberland County Housing and Redevelopment Authorities (CCHRA's) consolidated plan, includes all age groups and income levels, and considers development activity proposed at the former industrial sites.

### Recommendation 1

Until redevelopment plans on the former industrial sites are finalized, convene regular meetings with the community and property owners of the redevelopment sites to ensure that the existing neighborhood and proposed redevelopment uses are compatible.

**Who:** Borough of Carlisle, Redevelopment Site Property Owners, Hope Station

**What/Why:** Cohesion between the existing neighborhood and future end uses of the redevelopment sites will result in a stronger community. To that end, regular meetings between all parties will provide the opportunity for both citizens living in homes adjacent to and near the redevelopment sites and property owners of the redevelopment sites to discuss specific needs.

### Recommendation 2

Implement a Multi-Family Home Conversion Initiative to promote the conversion of some of the study area's housing units back into single family homes.

**Who:** Borough of Carlisle, CCHRA, PHFA

**What/Why:** Over time, many single family homes in the study area have been converted to duplexes or multi-family housing units. Several of these residential units have fallen into disrepair, reducing property values of the homes and surrounding neighborhood. A multi-home conversion initiative could help restore homes back to single family units, increasing property values and facilitating neighborhood

revitalization. PHFA's Renovate & Repair Program is an existing tool that could be used to finance residential conversions. It is recommended that the Borough, working collaboratively with CCHRA and PHFA, develop an outreach initiative to encourage conversion of multi-family housing units back into single family homes. A similar initiative was successfully implemented in Collingswood, New Jersey.

### Case Example

#### Duplex Conversion Program

#### Collingswood, New Jersey

Collingswood Borough is located in Camden County, New Jersey 10 minutes from Philadelphia by train. Faced with a significant number of duplexes many of which were owned by absentee landlords who had deferred maintenance leading to deteriorating conditions and decreasing housing values, the Borough developed a duplex conversion program. Working with a local bank as the lender for the program, the Borough assists owner-occupants, investor-owners, and investor-resellers in converting housing units originally built as a single family home and within a designated redevelopment area back into single family homes. The program finances the cost of the conversion up to the anticipated assessed value of the property as a single-family home. Collingswood's Duplex Conversion Program was most heavily used in the mid-2000s and through the program over 200 structures have been converted back to single family homes.

### Recommendation 3

Promote the conversion of floors above the storefronts of mixed-use properties back to single-family homes.

**Who:** Borough of Carlisle, CCHRA, PHFA

**What/Why:** Several mixed-use properties in the study area include floors above the ground floor that have been converted from single-family homes. In an effort to revitalize these properties, increase property values, and provide quality housing, the Borough, working collaboratively with CCHRA and PHFA, could develop an outreach initiative to encourage conversion of floors above storefronts in mixed-used

properties back into single family homes. PHFA's Renovate & Repair Program is an existing tool that could be used to finance the conversions.

#### **Recommendation 4**

Conduct an annual home fair to promote the benefits of homeownership and identify ways to make needed home improvements.

**Who:** Borough of Carlisle, CCHRA, Hope Station, Downtown Carlisle Association

**Why/What:** Carlisle residents within the study area may be unsure about the steps required to become homeowners or property owners may be unaware of existing programs available to help with needed home repairs. Holding an annual community event for residents in the study area will help educate residents on available options for ownership and renovation. The event could include CCHRA and PHFA representatives to discuss homeownership options, as a precursor to attending a homebuyer workshop, and local contractors who could discuss potential home renovations with property owners.

#### **Recommendation 5**

Develop a homeownership initiative to attract and retain younger citizens and families to the study area.

**Who:** Borough of Carlisle, CCHRA, PHFA, Dickinson College, Local Employers, Carlisle Young Professionals Association, Downtown Carlisle Association

**Why/What:** Younger citizens renting within the study area may be students or professors at Dickinson College or young professionals working at other locations in the Borough. Retaining younger citizens and families in the study area would help to offset the number of citizens retiring and moving from the study area, promote neighborhood revitalization, and increase property values. The Borough, in collaboration with the partners identified above, could establish an initiative to promote the advantages of buying a home and raising a family in Carlisle. PHFA's Employer Assisted Housing Program (EAP) is an existing tool that would help develop the initiative.

Pennsylvania Housing Finance Agency (PHFA) developed the Employer Assisted Housing Program (EAP) to help address the lack of affordable housing for low- to moderate-income workers. The EAP makes homeownership for core community

employees, medical personnel, school employees, police and fire personnel, county workers, laborers, and service industry staff financially feasible. Working with PHFA, employers establish a specific employee benefit designed to attract and retain workers. Employer benefits of the program include increased employee retention, reduced turnover costs, and a helpful recruiting tool. Forty-four (44) employers throughout Pennsylvania, including Dickinson College, participate in the EAP.

#### **Case -Example**

City Life Program

Franklin & Marshall College

Franklin & Marshall College is focused on encouraging employees to live in the neighborhoods surrounding the College. The end result is a neighborhood with a greater number of owner-occupied homes, positive neighborhood appearance, and improved sense of campus/community relations. The City Life program, which replaced the Home Buyer Incentive Program started in 1998, applies to residential properties in a designated neighborhood near campus. City Life has two main components: Settlement Assistance and Curb Appeal. Through Settlement Assistance the College offers a deferred payment loan of up to \$10,000 for down payment, closing costs, and interior and exterior home improvements. The College also offers a deferred payment loan of up to \$5,000 to convert a subdivided home back to a single family home. The Curb Appeal the College offers a deferred payment loan up to \$5,000 with 1:1 homeowner match for exterior home improvements to improve a home's curb appeal.

#### ***Carlisle My Brother's Keeper Initiative***

As Carlisle and Cumberland County worked on this brownfields area wide plan, President Obama issued the "My Brother's Keeper Community Challenge" in May 2014, asking localities to take actions to empower youth of color and the economically distressed through job training, educational activities, and neighborhood improvements, among other actions. Led by Carlisle Mayor Timothy Scott and Assistant Borough Manager Debra Figueroa, Carlisle took the MBK Challenge seriously and, after a robust community-based process, produced a final Carlisle MBK Action Plan in June 2015 laying out the community's goals and intended actions to support youth empowerment and progress in the community. See [www.whitehouse.gov/my-brothers-keeper](http://www.whitehouse.gov/my-brothers-keeper), [www.mbkalliance.org](http://www.mbkalliance.org), and Carlisle's MBK plan at [www.carlislepa.org](http://www.carlislepa.org).

[org/wp-content/uploads/2013/06/MBK-Final-Report.pdf](http://www.whitehouse.gov/wp-content/uploads/2013/06/MBK-Final-Report.pdf). Importantly, Carlisle determined that it would use the public works construction projects and other redevelopment activities in the AWP brownfield planning area as an opportunity to train youths in that neighborhood for jobs in the construction trades – so that they could be part of their own local revitalization and obtain a launchpad for future, skilled employment. Working with the Harrisburg Area Community College, local workforce development and job training agencies, and others, Carlisle is seeking to provide skills training, local source hiring preferences, and other opportunities as part of the MBK Challenge. Thus, one priority area for AWP implementation is to obtain resources and support for job training and workforce development initiatives to help neighborhood youth develop the construction skills and other high-wage opportunities to both renew their own community and progress on a career path.

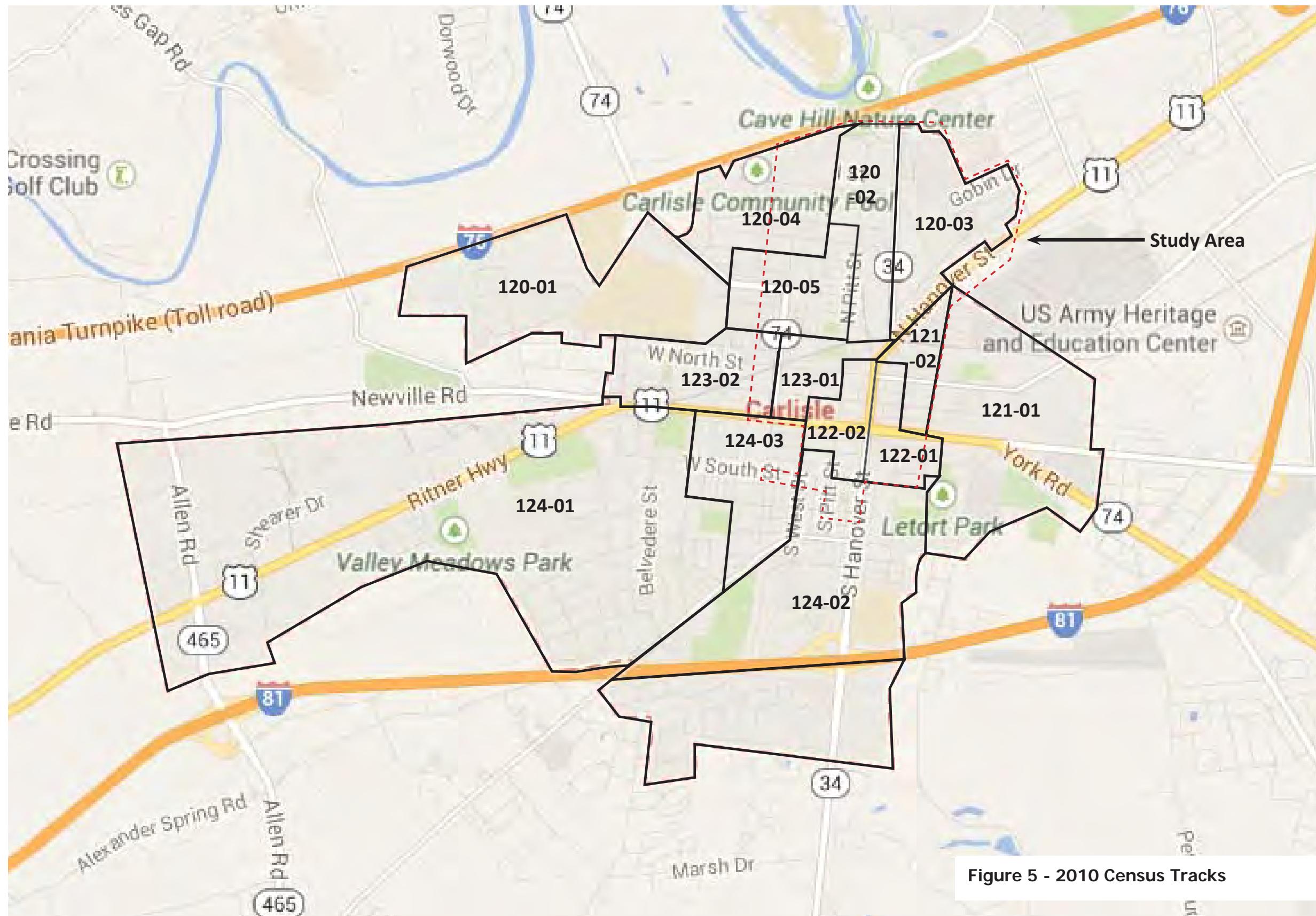


Figure 5 - 2010 Census Tracks



# 6

## Implementation Action Plan



## FUNDING STRATEGY & ACTION PLAN

This chapter provides an action plan for implementation, and recommends a strategy for seeking resources that can help pay for the planning and construction of the public works portions of the area-wide plan, from a variety of local, state, federal, private sector, and philanthropic sources, as well as potentially incentivize private sector investment. The chapter includes recommendations on how the Carlisle Borough and its partners, especially Cumberland County, can organize itself to be most effective in pursuing resources, and highlights the best sources of potential funding and finance to support project implementation.

### FUNDABLE PROJECTS

This section focuses on components of the overall Carlisle AWP that are the most likely to be fundable with resources outside of normal Borough general funds, from sources such as federal agencies, state agencies, philanthropic foundations, or the private sector. This would include:

- **Site preparation and brownfields cleanup** on key sites
- **Public infrastructure** improvements including the roads/sidewalks/intersections in the Carlisle Connectivity project, as well as utilities, and **green infrastructure for stormwater management**
- **Public parks and recreational facilities**
- **Economic development** of catalyst sites and the N. Hanover Street Corridor
- Job training programs and **My Brother's Keeper** initiatives.

This section also considers ways that private sector landowners or redevelopers might be encouraged or required to construct facilities that support the overall vision and components of the plan. For instance, if the owner and/or future developers of the IAC/Masland or Carlisle Tire & Wheel sites seek to construct roadway or sidewalk infrastructure to serve their site for mixed-use development, or seek to address stormwater management obligations, Carlisle can work with these private sector parties to devote their resources to such infrastructure in a way that fulfills the AWP's components.

### ORGANIZING FOR EFFECTIVE RESOURCE ADVOCACY

The section provides recommendations on how the Carlisle Borough project team can best organize itself to pursue and secure resources for implementation of key public works projects. Carlisle Borough is already highly adept and effective at gathering resources, with significant grants and advocacy experience, and thus this section is not suggested as a basic tutorial. Instead, the recommendations here are meant to suggest an approach that is robust and pro-active, and that could propel progress in the targeted revitalization neighborhoods more quickly and effectively. An effective approach to resource advocacy would involve the following steps and organizing approaches:

#### 1. Maintain a Vibrant Project Team with Identified Leaders & Managers

The community has already taken the step of establishing an organized task force of key project leaders and participants, and Carlisle Borough should continue and maintain this task force over the course of the project in order to ensure continued coordination, leveraging, project management, resource allocation, and general momentum. Led by the Borough and the County, this ongoing task force can include various municipal department officials, private sector partners, non-profit and community groups, supportive and involved Commonwealth of Pennsylvania officials, project consultants working on key initiatives, and others. Thus far, Carlisle has been effective in having a designated project manager for the Area-Wide initiative, and you should continue to have an engaged manager with sufficient authority and access to support. Further, it is important that the municipalities continue to keep your elected leadership engaged and supportive, both to maintain community backing and so that they can serve as spokespersons in the implementation process.

Maintaining this level of organization will have the positive impact of demonstrating that Carlisle Borough/Cumberland County has the buy-in and support of key stakeholders and the community, and that you are well prepared to receive and utilize grant resources and get the job done.

#### 2. Identify Priority Public Sector Projects

Grants and other resources are provided for specific, discreet projects or project components, and thus it is important that the Carlisle team identify the specific projects and project components that are critical for the transformation of the

targeted area, and to prioritize those that are most important. Only with clear priorities can the community determine how it will allocate its time and resources, how it will pursue external funding, and how it will set the right expectations for the public and key partners about how implementation will proceed. This AWP recommends a number of specific projects and project components including land acquisition projects, roadway and intersection improvements, streetscaping, park and recreational facilities, stormwater management and green infrastructure, and economic development projects. The Carlisle Borough/Cumberland County team and lead departments should confirm the list of projects to pursue, and identify which ones are the highest priorities for implementation. These priorities should be re-evaluated and re-confirmed as the project progresses, based on how the private sector redevelopment progress, available local/state/federal resources, and other opportunities. At the time that this AWP plan was finalized in summer 2015, the following key areas have emerged as project priorities which could help achieve the goals of this overall AWP initiative:

- Transportation Infrastructure: As the area-wide plan has emerged, Carlisle has organized the priorities for roadway, intersection, bus transit accessibility, and walkability infrastructure into an overall transportation initiative dubbed the "Carlisle Connectivity" project. The Carlisle Connectivity project, which is the focus of major grant funding requests from the U.S. Department of Transportation TIGER7 grant program and the Commonwealth of Pennsylvania's Multi-Modal Transportation Grant funding program, involves key components including:
  - Complete reconstruction of failing and unsafe intersection at Fairground Avenue/Penn Street/North Hanover Street/U.S. Route 11, as a major new roundabout;
  - Reconstruction of a failing and unsafe intersection at North Hanover Street/U.S. Route 11/Carlisle Springs Road/PA Route 34 and the Norfolk Southern Rail Line;
  - Upgrading of Fairground Avenue as a complete street with a mini-roundabout; major upgrades to Carlisle Springs Road/PA Route 34;
  - Extension and complete street improvements to B Street;

- Extension and complete street improvements to Lincoln Street;
- Deployment of new transit stops and accessibility improvements for the Carlisle Circulator transit bus; and
- Other road connectivity and streetscaping improvements on West Street, Clay Street, Hamilton Street, and Gobin/Media Drive.
- **Green Infrastructure:** As part of the Chesapeake Bay Compact/TMDL region subject to ambitious goals and strict requirements for the management of stormwater runoff pollution, the target brownfield revitalization area needs major new stormwater management infrastructure. Carlisle is focused on stormwater approaches that utilize green infrastructure and low impact development techniques, and that aggregate stormwater infrastructure in common areas such as parks and upgraded roadways which can lessen the burden on individual development projects and provide other community amenities. Key green infrastructure initiatives in the target area include a 2 to 2.5 acre stormwater park along Fairgrounds Avenue on the former IAC/Masland site, and the incorporation of green infrastructure facilities on the "Carlisle Connectivity" roadway and complete street improvements.
- **Site & Economic Development:** This area-wide vision and plan calls for major economic redevelopment with high quality mixed-use and entertainment-oriented projects on the IAC/Masland site and the Tire & Wheel site, as well as enhanced retail and commercial economic activities on the North Hanover Street corridor connecting the AWP target area to downtown Carlisle. Key areas for public sector support for such economic development could include brownfield cleanup support, and the creation of incentives or financing support for the planned mixed-use development in these areas.
- **My Brother's Keeper / Jobs Development:** During this AWP planning process in May 2014, President Obama issued the My Brother's Keeper Community Challenge, asking localities to take actions to empower youth of color and the economically distressed through job training, educational activities, and neighborhood improvements, among other actions. Carlisle took the MBK Challenge seriously and, indeed, determined that it could use the public works construction projects and other redevelopment activities in the brownfield planning area as an opportunity to train youths in that

neighborhood for jobs in the construction trades – so that they could be part of their local revitalization and obtain a launchpad for future, skilled employment. Working with the Harrisburg Area Community College, local workforce development and job training agencies, and others, Carlisle is seeking to provide skills training, local source hiring preferences, and other opportunities as part of the MBK Challenge. Thus, one priority area for AWP implementation is to obtain resources and support for job training and workforce development initiatives.

### **3. Delineate Project Phasing**

Each discreet Carlisle/Cumberland project within the brownfield redevelopment area should be considered as a multi-stage project, with each stage potentially fundable (and sometimes from different sources). A typical public works project consists of phases including planning, design & engineering, ROW acquisition, permitting, construction and operation. Most importantly, determine costs for the immediate next stages of each project, and seek funding and support for that stage. Often, funders who support an early stage of a project can be a continuing funder in a later stage. When seeking funding, it is often best to consider "eating the elephant" one bite at a time. Make sure to inform and engage the community as small steps of progress are made into successive phases, as this engagement can maintain support and build momentum.

### **4. Create Estimates of Project Costs**

Once priority projects have been identified, and their key phases have been delineated, Carlisle Borough should conduct analysis and planning to estimate project costs for each key project and its core components. With well-estimated project costs, the community can better identify the best potential funding sources, understand the levels of matching funds that you will need to leverage, and tailor advocacy efforts to gain political support for funding requests. Carlisle Borough can utilize in-house staff with project management and cost estimation expertise, and/or retain expert consulting to help confirm cost estimates for key projects.

### **5. Match Funding Sources to Project Components & Phases**

Carlisle Borough should regularly identify the best and most significant sources of federal, state, local, corporate, investor & philanthropic funds for each priority

project. Review grant solicitations and confer with funding officials to determine whether your key projects are eligible and competitive for specific resources. Consider whether and how a particular project can be shaped or changed to reflect the priorities of funders. The next section of this Chapter provides a current assessment of the most promising sources of funds for projects in the brownfields planning initiative.

### **6. Establish Matching/Leverage Strategies & Assess Feasibility of Debt Financing**

The most competitive funding requests will have committed matches and high leverage, which takes municipal financial planning, budgeting, and requests to key funding stakeholders (such as department heads, Borough Council, or state officials) well before grants become due. Create a match/leverage strategy for each funding request, and do the work necessary to explore and secure match commitments from key funding partners in the Borough, with philanthropy, with the Commonwealth of Pennsylvania, and other potential supporters.

A top matching tool that should definitely be considered is the use of Tax Increment Financing to produce public bonds that can be used up-front for site development, infrastructure upgrades, and other revitalization. TIF financing is particularly well-suited for the project area if commercial development can be attracted to the major catalyst brownfield sites, as such development can produce the future revenues to service the TIF bonds. Carlisle should consider using expert bond consulting to identify the potential TIF strategies that are feasible for this project area. At the time of this writing, Carlisle had already commenced TIF consideration and development for its AWP brownfield target area.

Further, many projects will require more funding than grants alone can supply, meaning that some projects may need to be financed with some form of municipal debt, particularly for the big construction phases of public works projects. There are many good sources of publicly-backed or subsidized lending (as discussed in the following section), but these are only feasible and will only be available for applicants who can demonstrate a viable repayment strategy. Thus, there should be an analysis done for each major project that considers the possible revenue streams for servicing debt, the eligibility and competitiveness of the project for local bonding, the potential sources of state- or federally-backed

debt that can provide lower-cost financing, and the political feasibility of debt strategies. Revenue streams that might be available to service debt for public works projects in the target redevelopment area, beyond general municipal revenues, could include development fees, stormwater fees, or incremental future tax revenues associated with economic development.

## **7. Create Strategic Plans & Outreach Materials for Each Priority Project**

When you are ready to proceed on a specific project or project components, it is valuable to create a written, step-by-step strategy for securing funding and other support for that specific project. This memo can describe the specific objective for that project, describe the specific source(s) of funding source for that project, identify the entities and persons who need to be included, delineate the persons responsible for leading each task, establish timelines and key tasks, and identify contingency plans.

Further and very importantly, the team should create a well-crafted briefing sheet for the Carlisle AWP brownfields project, and also for major components of the project (for instance, the Carlisle Connectivity transportation projects, or the green infrastructure/stormwater projects). A 1-sheet briefing document can be used to succinctly explain to the public, key stakeholders, and funders the scope and objectives of the project, its benefits, its status and progress, its supporters, its challenges, and its specific funding requests.

## **8. Seek State Backing**

Often, the best sources of funding and other support can be found at state agencies, such as the Pennsylvania Department of Environmental Protection, the Pennsylvania Department of Community and Economic Development, the Pennsylvania Department of Transportation, the Pennsylvania Department of Conservation and Natural Resources, PENNVEST and other state agencies. It is valuable to coordinate with these agencies closely, whether or not you are seeking funding from them at any particular point – which Carlisle Borough and Cumberland County have been doing since the beginning of this brownfield project. Further, federal, philanthropic, and private sector funders will typically be more supportive if they understand that the Governor, state agency leadership, and other key state officials support a project (and may even be willing to commit State match or leverage). Work with your state legislative

representatives, who can play decisive roles in advocating for Commonwealth support for your projects, particularly in this early stage of the Governor Wolf administration as he seeks to establish new priorities and strengthen particular programs, particularly brownfields, urban revitalization, and transportation infrastructure programs.

## **9. Collaborate with Federal Agency Officials**

It is critical to be engaged with relevant federal agency and program officials on your project and its key components before you are actually asking them for money. Officials at the U.S. Environmental Protection Agency (EPA), the Department of Commerce/Economic Development Administration, the Department of Transportation, the Department of Housing and Urban Development, and other agencies can be supportive guides and boosters of your efforts. Approach agency leaders to build their understanding and support for the Carlisle projects and funding requests. Visits to funder HQs (Washington DC), invitations for site and project tours in Carlisle, and collaborative roundtable events and project workshops to build their ongoing support. Federal agencies have also been willing to convene in joint meetings with communities like Carlisle, under the Brownfields Area-Wide Planning process, to get briefings on the status of the project and the needs for moving into implementation (something Carlisle did with the Obama Administration's Partnership for Sustainable Development in spring 2014). Engagement with such federal officials will likely benefit Carlisle when you do seek grant funding from these agencies.

## **10. Prepare for Grant-Writing**

Prepare ahead of time to write effective grant applications, and do not wait until you see a notice of funding opportunity and submission deadline. Determine the best local agency or other entity to be the lead applicant. Confirm key application partners. Identify the internal/external grantwriter(s) for each application, and have that lead grantwriter review past application materials to consider how you can position your future applications to be most effective. Confirm project costs, and seek to solidify matching and leverage commitments. Consider using graphic designers to create renderings, charts, and other visual designs to make the application look its best. Immediately following this section of the chapter are recommendations on the potential grants resources that could be a priority for Carlisle Borough/Cumberland County to pursue for this brownfields initiative in the shorter term.

## **11. Secure Congressional Support**

When funding requests are ready to be submitted, seek and secure congressional support, working with the district representatives of your U.S. Senate and congressional representatives, as well as the relevant staff in their Washington, DC offices. It is important to ask the Members and their staff for support beyond the standard letter, which will not have a major impact by itself. Instead, you should ask that they make calls and have meetings with the federal agency leaders running the funding programs, the White House and other decision-makers, or even to host federal officials in Carlisle to discuss the progress and potential of your Carlisle redevelopment projects.

## **BEST RESOURCES TO PURSUE**

This section of Chapter 6 identifies some of the best potential funding sources that could support Carlisle brownfields and community revitalization, with 35+ specific sources of funding identified, for which the revitalization project would be likely to be eligible and competitive.

### **Top Opportunities**

Of the wide range of resources provided in the section below, certain funds should be considered as top priority opportunities that may be the most promising to pursue:

**For brownfields activities**, consider applying for EPA brownfield cleanup grants for any cleanup that must take place on publicly-acquired parcels, such as the proposed Stormwater Park along Fairgrounds Avenue or on parcels slated for transportation facility upgrades. Also be ready to apply for PA Business in Our Sites brownfield development loans, additional PA Industrial Site Reuse Program funds, and/or Redevelopment Assistance Capital Program grant funding for site and infrastructure development on catalyst sites.

**For transportation infrastructure investments** in the Carlisle Connectivity project, seek Transportation Alternative Program funding for walkability project components, PA Multimodal grants from PennDOT and the Commonwealth Finance Agency, and U.S. DOT TIGER grant funding for construction. Also work with private sector development partners to consider pursuing PennDOT's Pennsylvania Infrastructure Bank, low-cost loan resources for transportation upgrade projects and, as mentioned in the brownfield blurb above, PA Business

in Our Sites loan funding (to the extent the program is re-authorized and funded by the Pennsylvania legislature in 2015) – both of which could provide major resources for transportation upgrades. Also, consider matching grant and loan funds with the proceeds of Tax Increment Finance bonding in the target area. At the time of this writing, Carlisle Borough is actively pursuing all of these sources for the Connectivity project.

In addition, the U.S. Department of Commerce, Economic Development Administration can provide Public Works & Economic Development Facilities grants, typically ranging in the \$1-\$2 million range, for public infrastructure upgrades including public transportation facilities, if such investment will have the impact of helping create or retain jobs by specific (non-speculative) business projects. So when specific business users are ready to redevelopment sites such as IAC/Masland or Tire & Wheel, you should consider working with EDA to explore potential grant funding to support infrastructure upgrades that help make those business investments take place.

**For green infrastructure and stormwater management facilities**, seek Pennsylvania DEP Growing Greener grants, and National Endowment for the Arts "Our Town" and/or "Art Works" civic design grants, for stormwater project design. TIGER grant funds and EDA Public Works grants can also be used to develop green infrastructure facilities as part of transportation or economic development projects. Carlisle Borough/Cumberland County can also work with PENNVEST and Pennsylvania DEP to obtain federally-sourced Clean Water State Revolving Fund low-cost loans and, in some cases, grants or principal forgiveness, for stormwater/green infrastructure under what is known as the "Green Reserve" program, a component of the Clean Water SRF program that is mandated by the U.S. Congress and EPA for use on "green" projects such as this. Any loans for stormwater infrastructure could be serviced through local stormwater fees which can be derived from the creation of a public stormwater utility district, as discussed earlier in this report.

**For economic development of mixed-use and commercial projects** on the catalyst brownfield sites and along N. Hanover Street, consider seeking PA DCED resources including Infrastructure Development Grants, additional RCAP awards, or designation of the target area as a Keystone Opportunity Zone, which can provide tax incentives that can be a major attraction for private sector investment. Cumberland County could also leverage its annual CDBG resources

through the use of a HUD Section 108 loan guarantee, which provides resources for economic development site preparation, infrastructure upgrades, and vertical economic development on projects that reduce or eliminate slums & blight (which includes brownfield revitalization) or that benefit low- and moderate-income people, which this project is expected to support.

**For MBK Challenge job training and workforce development** efforts, consider applying for a \$200,000 EPA Brownfields Workforce Training Grant, which supports efforts by localities and their workforce development, community college, and private sector partners to provide job training in environmental assessment, cleanup, and sustainability jobs. Also consider HUD Youthbuild grants, ranging from \$700,000 to \$1+ million, which can support education, occupational skills training, and employment services to disadvantaged youth in their communities while performing meaningful work and service to their communities, including construction projects and housing rehabilitation.

## MATRIX OF OPPORTUNITIES

Potential opportunities for resources, including both the top opportunities identified above and other sources, include the following:

Resource	Details on the Resource & Key Tactics	How the Resource Could Support the Project
<b>BROWNFIELD RESOURCES</b>		
<b><u>U.S. Environmental Protection Agency, Brownfield Grants</u></b> <ul style="list-style-type: none"> <li>➤ <b>Targeted Assessment Grant</b></li> <li>➤ <b>Brownfield Assessment Grants</b></li> <li>➤ <b>Brownfield Cleanup Grants</b></li> <li>➤ <b>Brownfield Cleanup Revolving Loan Fund (RLF) Grants</b></li> </ul>	<ul style="list-style-type: none"> <li>➤ Through a fairly easy and very time-responsive, rolling application process, EPA Region 3 can provide its technical contractors to conduct a <b>Targeted Assessment Grant</b>, at no charge, at a targeted site</li> <li>➤ <b>Assessment grants</b> are not explained in detail here because, at the time of this writing, Carlisle had just secured a \$400,000 EPA Brownfield Assessment grant to address hazardous waste and petroleum contamination, and further brownfields reuse planning, in this targeted area.</li> <li>➤ <b>Cleanup grants</b> can only be awarded to public/municipal entities or non-profit organizations, and can only be used on sites that are owned by the applicant (presumably the Carlisle Borough or Cumberland County) <ul style="list-style-type: none"> <li>○ Up to \$200,000</li> <li>○ 20% match (\$40,000)</li> <li>○ Entity must have used "All Appropriate Inquiries" or municipal taking/tax foreclosure in the site acquisition</li> </ul> </li> <li>➤ <b>RLF grants</b> are used to capitalize a fund within a municipal or non-profit entity, which in turn can give very low-cost loans on flexible terms to other entities, or grants to other municipal or non-profit entities for brownfield cleanup. <ul style="list-style-type: none"> <li>○ Grants up to \$1 million, but more typically \$600,000 each</li> <li>○ Fairly simply to re-fill the fund with an EPA "Supplemental RLF" grant, if funds expended</li> <li>○ Limits on how much of the RLF fund can be used on grants rather than loans, but these limits can be waived by EPA</li> </ul> </li> </ul> <p><b>Key Tactics:</b> Present AWP report to senior EPA Region 3 and HQ officials and brownfield management, request their guidance on securing additional resources for implementing AWP plan.</p>	<ul style="list-style-type: none"> <li>➤ If an opportunity emerges at a catalyst site, but the private sector party needs an environmental assessment, Region 3 could potentially provide a quick Targeted Assessment at that property</li> <li>➤ Cleanup of contamination at the sites of proposed stormwater park or transportation facilities</li> </ul>
<b><u>Commonwealth of Pennsylvania</u></b> <b>PA Department of Environmental Protection – Industrial Site Reuse Program (ISRP) Grant</b> <b>PA Department of Community &amp; Economic Development – Business in Our Sites Loans</b> <b>PENNVEST Loans</b>	<ul style="list-style-type: none"> <li>➤ PADEP will provide <b>ISRP</b> grants and loans of up to \$200,000 or 75% of total costs (whichever is less), and cleanup grants and loans of up to \$1 million (or 75% of total cost, whichever is less) for brownfield sites. ISRP resources have already been provided in the targeted Carlisle project area, but more could be sought if there is a demonstrated need. <ul style="list-style-type: none"> <li>○ Only municipal or economic development entities may get grants</li> <li>○ Either public or private entities may seek loans</li> </ul> </li> <li>➤ <b>DCED Business in Our Sites Loans</b> are available even when the brownfield reuse project is speculative, and no specific developer or end user has yet been secured. Can be used for a wide variety of purposes, including site remediation, site preparation, or infrastructure upgrades. No repayment is required until property is sold or leased, for up to 5 years from the date of closing. When the site is ready for specific development, the Commonwealth Finance Authority will negotiate a specific interest rate for the loan. <ul style="list-style-type: none"> <li>○ BOS program must be re-funded by PA legislature, a top priority of the Wolf Administration budget in 2015</li> </ul> </li> <li>➤ <b>PENNVEST Brownfield Redevelopment Loans</b> – The State will give 2.5% interest loans of up to \$11 million from the State's Clean Water State Revolving Fund when, as in this case, brownfields improvement can protect water quality.</li> </ul> <p><b>Key Tactics:</b> Work with private sector to determine whether additional ISRP funding may be needed, and confer with DEP about ISRP opportunities. Confer with private sector owners of catalytic sites about using BOS funding as incentive for future commercial development.</p>	<ul style="list-style-type: none"> <li>➤ Cleanup grants for sites owned or acquired by the Borough, DRCC or other public entity</li> <li>➤ Low-cost loan funding for major site preparation activities to support future commercial projects on catalytic sites. Borrower could be public sector or future developer/user</li> <li>➤ PENNVEST loan could be used for green infrastructure, repaid by private sector, stormwater fees, or Borough general funds and increased tax revenues from development</li> </ul>

TRANSPORTATION INFRASTRUCTURE		
<b>U.S. Department of Transportation</b>	<ul style="list-style-type: none"> <li>➤ The <b>TIGER grants</b> remain essentially the only federal grant for local road and multi-modal projects. Typically funded at ~\$500,000,000 annually, these U.S. DOT grants average between \$10 and \$20 million each, and require high matching of between ~30-70% to be competitive. As there will be only 30-75 awarded nationally, any Carlisle project must be a high priority for the Governor, Pennsylvania Secretary of Transportation, and the PA congressional delegation</li> <li>➤ At the time of the submission of this report, the U.S. Congress was in serious deliberations about the <b>reauthorization of the federal surface transportation law</b>, now known as "MAP-21". The law is likely to continue significant funding for states, cities, and MPOs for urban road corridor improvements, walkability projects, and transit. Carlisle should continue to work closely with the PA congressional delegation, the MPO, and Federal Highway Administration officials to identify the funding opportunities that emerge from any reauthorized law.</li> </ul> <p><b>Key Tactics:</b> Identify clear transportation project priorities; get project listed in TIP; coordinate with MPO, state officials, and PA congressional delegation about moving those projects forward.</p>	<ul style="list-style-type: none"> <li>➤ Construction of Carlisle Connectivity project or components</li> </ul>
<b>TIGER7 (or TIGER8) Grant</b>		
<b>MAP-21 Reauthorization</b>		
<b>Pennsylvania Department of Transportation</b>	<ul style="list-style-type: none"> <li>➤ PennDOT is already a significant investor in this project, with a \$1.5 million Multimodal grant for a critical new roundabout. Carlisle should continue to work in close cooperation with PennDOT to move the Connectivity projects forward.</li> <li>➤ In addition to the annual state appropriations for transportation infrastructure administered by PennDOT, PennDOT is also the lead on choosing and administering projects for the pass-through of federal funds including <b>Surface Transportation Project</b> funding (around \$340M per year in PA), which can fund a variety of roadway (if classified as federal-aid highway) and trail projects.</li> <li>➤ PennDOT and the Harrisburg Area Transportation Study MPO split the federal <b>Transportation Alternative Program (TAP)</b> funds, which are slated primarily for pedestrian, bicycle, and urban livability transportation projects – for which the Carlisle brownfields project is well suited. Another round of PA TAP funding is expected to be announced in late 2015.</li> <li>➤ PennDOT and the Commonwealth Financing Agency both have significant pools of funds under the Act 89 transportation legislation for annual <b>Multimodal Transportation Fund</b> grants. <ul style="list-style-type: none"> <li>○ Up to \$3 million</li> <li>○ 30% match</li> <li>○ Best suited for shovel-ready projects, with limited ability to use on design</li> </ul> </li> </ul> <p><b>Key Tactics:</b> Identify clear project priorities; get projects listed in TIP; work with PennDOT district engineer and other state officials.</p>	<ul style="list-style-type: none"> <li>➤ Carlisle Connectivity project</li> </ul>
<b>Surface Transportation Project Funding</b>		
<b>Transportation Alternative Program Grant</b>		
<b>Act 89 Multimodal Transportation Fund Grant</b>		
<b>PennDOT</b>		
<b>Pennsylvania Infrastructure Bank</b>	<ul style="list-style-type: none"> <li>➤ The Pennsylvania Department of Transportation provides "Pennsylvania Infrastructure Bank" (PIB) loans for design, engineering, and construction of transportation facilities, at very low interest rates. At the time of this writing, Carlisle was pursuing PIB financing for Carlisle Connectivity transportation design</li> </ul>	<ul style="list-style-type: none"> <li>➤ Carlisle Connectivity transportation design and, if needed, construction</li> </ul>

GREEN INFRASTRUCTURE / PARKS & RECREATIONAL FACILITIES		
<b><u>PA Department of Conservation and Natural Resources (DCNR)</u></b>	<ul style="list-style-type: none"> <li>➤ <b>PA Community Recreation and Conservation Program</b> – PA DCNR provides grant funds for public parks, recreation, and trails projects, including under its administration of the “Keystone Recreation, Park and Conservation Fund.” These funds can include: <ul style="list-style-type: none"> <li>○ <b>Land acquisition grants</b>, for park and recreation areas, greenways, trails, and natural and critical habitat areas. 50% match requirement;</li> <li>○ <b>Planning grants</b> for general or site development plans for parks, recreation areas, greenways, and trails. 50% match requirements;</li> <li>○ <b>Development grants</b> for construction of parks, recreation areas, greenways, and trails; 50% match requirement which may be met with land donation value, with grants typically in range of \$15,000 to \$200,000.</li> <li>○ <b>Trail acquisition, planning and development grants</b> for public trails; 50% match which may be met with land donation value.</li> </ul> </li> </ul> <p><b>Key Tactics:</b> Meet and confer with DCNR’s South Central Regional Advisors about the eligibility and competitiveness of the Fairground Avenue Stormwater Park for park and recreational grant funding.</p>	<ul style="list-style-type: none"> <li>➤ Fairground Avenue Stormwater Park</li> </ul>
<b><u>EPA/PENNVEST Green Reserve</u></b>	<ul style="list-style-type: none"> <li>➤ <b>Clean Water SRF Fund</b> – the longtime traditional source of funding for wastewater infrastructure and, in the past decade or so, for stormwater infrastructure has been the ‘Clean Water State Revolving Fund’ or “SRF” program. The SRF is funded and guided by the U.S. Environmental Protection Agency, but administered by PENNVEST. The Commonwealth typically has &gt;\$50 million annually for this program. These resources are <u>loans</u> with generally favorable (2.5% interest) terms, and the funding process is more appropriate for larger, more expensive projects than smaller projects. PENNVEST typically provides approximately \$5 to 6 million annually for nonpoint source / <b>stormwater and other “green reserve” projects</b>.</li> </ul> <p><b>Key Tactics:</b> Meet with PENNVEST’s current “Applications &amp; Project Management” coordinator to discuss feasibility of using green reserve loans for Carlisle stormwater projects. May be prudent to plan within the context of the establishment and implementation of a Carlisle Stormwater District.</p>	<ul style="list-style-type: none"> <li>➤ Fairground Avenue Stormwater Park, potentially aggregated with green infrastructure on complete street facilities</li> </ul>
<b><u>National Endowment for the Arts (NEA)</u></b>  <b>Our Town grants</b>	<ul style="list-style-type: none"> <li>➤ NEA provides grants of up to \$200,000 (but typically in the \$50k-\$125k range) under the Our Town program, and grants of up to \$100,000 (but typically in the \$30k-\$60k range) under the Art Works program, for civic design projects that make public spaces and public works projects more beautiful, artistic, and culturally engaging.</li> <li>➤ 50% match required.</li> <li>➤ Significant involvement of artists and artistic agencies required to be competitive.</li> </ul> <p><b>Key Tactics:</b> Engage artist communities in Carlisle to be involved in design and formation of public spaces in Carlisle AWP study area.</p>	<ul style="list-style-type: none"> <li>➤ Fairground Avenue Stormwater Park design</li> <li>➤ Public art in redevelopment area, such as in center of roundabouts</li> </ul>

<p><b>National Fish &amp; Wildlife Foundation</b></p> <p><b>Chesapeake Bay Stewardship Fund grants</b></p>	<ul style="list-style-type: none"> <li>➤ NFWF provides grants of between \$200,000-\$500,000 for green infrastructure/stormwater projects in the Chesapeake Bay watershed, particularly projects that promote new ways of development in areas without experience in these approaches, and in ways that integrate green infrastructure into municipal planning, zoning, infrastructure, and development programs. These grants can also support development of new municipal stormwater policies and programs.</li> <li>➤ 50% match required</li> </ul> <p><b>Key Tactics:</b> Establish a better understanding of the stormwater pollution impacts on your local sub-watershed and, by extension, the Chesapeake Bay watershed. Schedule call with NFWF to discuss competitiveness of the project.</p>	<ul style="list-style-type: none"> <li>➤ Establishment of Carlisle stormwater utility district (authority)</li> <li>➤ Fairground Avenue Stormwater Park</li> </ul>
<p><b>Chesapeake Bay Trust</b></p> <p><b>Green Streets, Green Jobs, Green Towns grants</b></p>	<ul style="list-style-type: none"> <li>➤ This program is jointly funded by the Chesapeake Bay Trust and EPA Region 3, to provide planning and design grants of up to \$30,000, and implementation grants of up to \$75,000</li> <li>➤ For practices which enhance green spaces in communities, including implementing urban green stormwater practices, increasing urban green spaces, and replacing impervious surfaces with more permeable materials – particularly “green streets.”</li> </ul> <p><b>Key Tactics:</b> Contact Chesapeake Bay Trust to determine if program will be funded again in 2016, and to determine whether the Carlisle Connectivity project might be competitive for funding.</p>	<ul style="list-style-type: none"> <li>➤ Green street aspects of Connectivity project</li> </ul>
<b>ECONOMIC DEVELOPMENT RESOURCES</b>		
<p><b>U.S. Department of Commerce, Economic Development Administration (EDA)</b></p>	<ul style="list-style-type: none"> <li>➤ EDA's <b>Public Works &amp; Economic Development Facilities Grants</b> can provide up to \$3 million to support public infrastructure projects that support job creation. <ul style="list-style-type: none"> <li>○ Must be a significant job creator with a specific business investment (that is, no speculative development).</li> <li>○ EDA will seek higher-wage and higher-skills job creation, which may or may not be a good match for the planned Carlisle mixed-use development initiatives.</li> <li>○ 50% match requirement for EDA grants</li> <li>○ Applications accepted on a rolling basis</li> <li>○ Projects compete better if shovel-ready</li> </ul> </li> </ul> <p><b>Key Tactics:</b> Confer with EDA Mid-Atlantic Regional Office (based in Philadelphia), including the Pennsylvania-assigned EDA Economic Development Representative and the Regional Administrator.</p>	<ul style="list-style-type: none"> <li>➤ Transportation upgrades and utilities to support commercial investment projects on IAC/Masland, Tire &amp; Wheel, or 759 Hamilton Street sites</li> </ul>

<p><b><u>U.S. Department of Housing and Urban Development (HUD)</u></b></p> <p><b>Community Development Block Grant &amp; Section 108 Resources</b></p>	<ul style="list-style-type: none"> <li>➤ HUD's CDBG funds can support a wide variety of activities including economic planning, property acquisition, infrastructure upgrades, community centers, brownfields revitalization, low- and moderate-income housing, and other purposes. Cumberland County typically receives more than \$ 1 million annually (although these funds are highly subscribed).</li> <li>➤ Beyond CDBG funding from Cumberland County, Cumberland/Carlisle could leverage more funding, in the form of "Section 108" guaranteed loans, which are low-interest, 20-year federally guaranteed loans for any eligible CDBG purpose as described just above. These loans must be collateralized by the County's CDBG program. As these are loans, there needs to be a repayment strategy.</li> </ul> <p><b>Key Tactics:</b> If an economic development project in the area has the potential to support low-cost debt repayment, discuss potential financing with redeveloper/user, and coordinate with Cumberland County about potential Section 108 support.</p>	<ul style="list-style-type: none"> <li>➤ Infrastructure upgrades on brownfield sites, particularly when linked to economic development</li> </ul>
<p><b><u>Federal Home Loan Bank of Pittsburgh</u></b></p> <p><b>Community Lending Program</b></p>	<ul style="list-style-type: none"> <li>➤ <b>The Federal Home Loan Bank of Pittsburgh</b> provides, through its member institutions of local banks and finance organizations, low cost loans and credit support to local governments throughout Pennsylvania for its "Community Lending Program," which can support development of public facilities and infrastructure. Also provides intensive training, support and partnerships with philanthropic foundations through the "Blueprint Communities" program. If a development projects needs funding, approach a Member of the FHLB of Pittsburgh, see <a href="http://www.fhlbpgh.com/about-us/our-customers.html">www.fhlbpgh.com/about-us/our-customers.html</a>, and consider visiting the FHLB's Director of Community Investment Programs.</li> </ul> <p><b>Key Tactics:</b> Determine if any commercial/jobs project can repay a loan and, if so, find member bank in Cumberland County that is ready to use FHLB backing to provide finance; then coordinate with Pittsburgh FHLB Community Investment Director.</p>	<ul style="list-style-type: none"> <li>➤ For public and community facilities and infrastructure, as well as private sector economic development projects on catalyst sites</li> </ul>

<p><b>PA DCED</b></p> <p><b>Economic Development Programs &amp; Resources</b></p>	<p>DCED provides a variety of economic development funds to support infrastructure upgrades and business investment. DCED uses a "Community Action Team" (CAT) approach to support priority projects, and assigns a "Strategic Investment Officer" as a single point of contact. <i>Note that all of these DCED and other programs are under state legislative and budget debates at the time of this report, and which programs emerge with funding remains to be seen.</i> Key sources of potential funding include:</p> <ul style="list-style-type: none"> <li>➤ <b>Infrastructure Development Program:</b> grants up to \$1.25 million for public infrastructure including transportation projects, brownfields site improvements, water / sewer / stormwater, energy facilities, parking facilities, waterways, telecommunication infrastructure, and land and building rehabilitation at former industrial sites.</li> <li>➤ <b>Keystone Opportunity Zone:</b> KOZ incentives are a proven economic development tool which provide significant state and local tax liability relief to businesses and investors who locate within a designated KOZ area. Naming the Carlisle redevelopment area as a new KOZ would take both a solid application and state political advocacy.</li> <li>➤ <b>Housing &amp; Community Development Assistance:</b> provides grants of \$150,000-\$200,000 for community revitalization and economic development projects, as well as housing rehab.</li> <li>➤ <b>Keystone Communities Enterprise Zone:</b> deteriorated industrial areas with a five-year business strategy can get priority consideration for DCED grants and incentives, and businesses located in a Zone can get business tax incentives, priority consideration for state contracts, priority consideration for state brownfield resources, up to \$350,000 in Enterprise Zone RLF loans, and various grant opportunities.</li> </ul> <p>Another potential State funding source:</p> <ul style="list-style-type: none"> <li>➤ <b>Redevelopment Assistance Capital Grant Program:</b> \$125 million annual program that provides grants administered through the Governor's office for the acquisition and construction of regional economic, cultural, civic and historic improvement projects. Typically two funding rounds per year, depending on state assembly funding of program. Must be a project included in a PA Capital Budget Itemization Act. The program has set criteria and funding preferences, projects must have a business plan, must have a 50% match, and the minimum funding request must be \$1 million. The IAC/Masland site has acquired a RACP grant in the past, but potentially could obtain more for a catalytic economic development project.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Infrastructure and economic development projects on catalyst sites</li> </ul>
<p><b>U.S. Department of Treasury</b></p> <p><b>New Market Tax Credits</b></p>	<ul style="list-style-type: none"> <li>➤ The NMTC Program provides tax credit incentives to investors to provide cash equity investments in certified Community Development Entities (lending and financial institutions), which may invest this equity in business and public facility projects in eligible low-income communities (this Carlisle project area qualifies). The credit equals 39% of the investment paid out, and can result in multiple millions of dollars in equity investment in local projects. The planning for a NMTC is complex, and requires significant expertise and transactional efforts to pursue.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Construction of commercial or public building facilities.</li> </ul>
<p><b>U.S. Department of Homeland Security</b></p> <p><b>EB-5 Foreign Direct Investment</b></p>	<ul style="list-style-type: none"> <li>➤ The U.S. Department of Homeland Security's, U.S. Citizen and Immigrant Services office has, since 1990, run a program that allows foreign investors to provide funding for qualified, new commercial enterprises, for which they can gain passports for the investing nation's citizens. Investments at a minimum level of \$1 million can be provided for qualified "Regional Centers" and qualified activities which create direct and indirect jobs. Such investments are available for only for-profit enterprises.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Commercial capital projects on catalyst brownfield sites</li> </ul>

MY BROTHER'S KEEPER / WORKFORCE DEVELOPMENT		
<b>EPA Office of Brownfields &amp; Land Revitalization</b> <b>Brownfield Environmental Workforce &amp; Job Training Grants</b>	<ul style="list-style-type: none"> <li>➤ These \$200,000 EPA grants support a wide variety of job training and workforce development activities by local government, nonprofit and educational organizations, in the fields of brownfields assessment and cleanup, green infrastructure/stormwater, low impact development, environmental health and safety, weatherization, LEED green building approaches, clean energy projects, and other environmental jobs.</li> <li>➤ No match required.</li> <li>➤ Competitive applications will involve partnerships among localities, job training organizations, educational institutions, and the private sector.</li> <li>➤ Application must contain letters from employers with commitments to consider graduates of the program for future employment.</li> </ul> <p><b>Key Tactics:</b> Confer with your current MBK training partners (including HACC which received an EPA Brownfields Job Training Grant in the past and developed a training program) about this opportunity; assess whether environmental/health employers in the region might be partners; and confer with EPA Region 3 and HQ about pursuing this grant.</p>	<ul style="list-style-type: none"> <li>➤ Environmental job training project with MBK enrollees</li> </ul>
<b>U.S. Department of Labor, Employment &amp; Training Administration</b> <b>Youth Build</b>	<ul style="list-style-type: none"> <li>➤ The Department of Labor provides grants of between \$700,000 and \$1+ million to localities and other organization for Youth Build. Youth Build is a community-based alternative education program that provides job training and educational opportunities for at-risk youth ages 16-24. Youth learn construction skills while constructing or rehabilitating affordable housing for low-income or homeless families in their own neighborhoods. Youth split their time between the construction site and the classroom, where they earn their GED or high school diploma, learn to be community leaders, and prepare for college and other postsecondary training opportunities. Youth Build includes significant support systems, such as a mentoring, follow-up education, employment, and personal counseling services; and participation in community service and civic engagement.</li> <li>➤ ETA has fairly significant funding for these grants (typically \$75+ million annually)</li> <li>➤ 40 month grant period, with four months of planning, two years of core program operations, , and 12 months of follow-up services and participant tracking</li> <li>➤ Labor ETA often gives supplemental/repeat grants to successful grantees to extend their programs</li> <li>➤ Eligible entities include community development agencies, housing development agencies, workforce development and job training organizations, community organizations, faith-based organizations, and others</li> <li>➤ 25% match required</li> </ul> <p><b>Key Tactics:</b> Convene a project with workforce development, community development and housing authorities to scope out a potential partnership, then coordinate with Pennsylvania division of Employment and Training Administration to discuss potential opportunity.</p>	<ul style="list-style-type: none"> <li>➤ Public works projects, and/or housing rehabilitation projects in AWP targeted brownfield area and beyond</li> </ul>
<b>My Brother's Keeper Alliance</b> <b>MBK Grants</b>	<ul style="list-style-type: none"> <li>➤ The White House director of the MBK initiative informed Carlisle leadership that the non-profit MBK Alliance would have a pool of funding to provide capacity building and implementation grants to communities working on the MBK Challenge. No details or grant announcements have emerged yet.</li> </ul> <p><b>Key Tactics:</b> Confer with White House MBK initiative director about potential for forthcoming grants. Schedule visit or call with MBK Alliance officials to inform them of Carlisle status and plans, and to request ongoing support.</p>	<ul style="list-style-type: none"> <li>➤ To build capacity to implement and expand Carlisle's MBK Challenge initiative</li> </ul>

