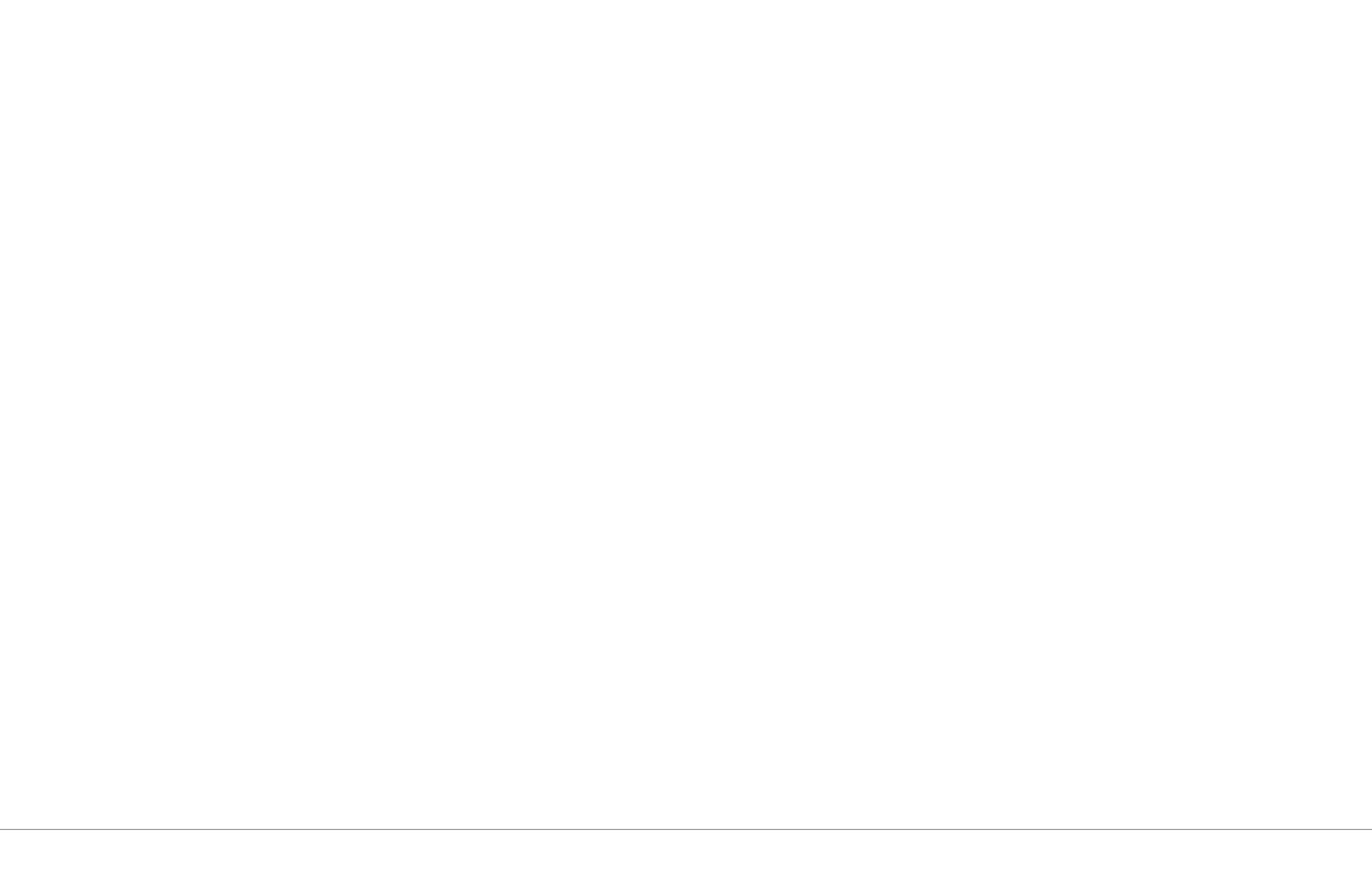


THE BOROUGH OF CARLISLE BROWNFIELDS AREA-WIDE PLAN
CUMBERLAND COUNTY, PENNSYLVANIA



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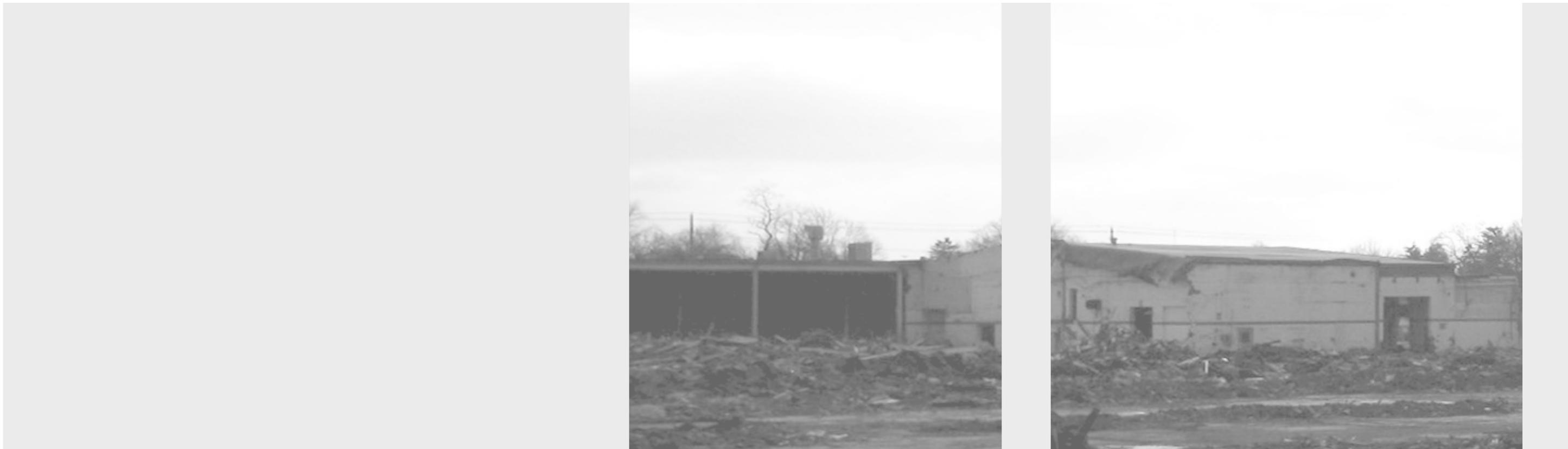
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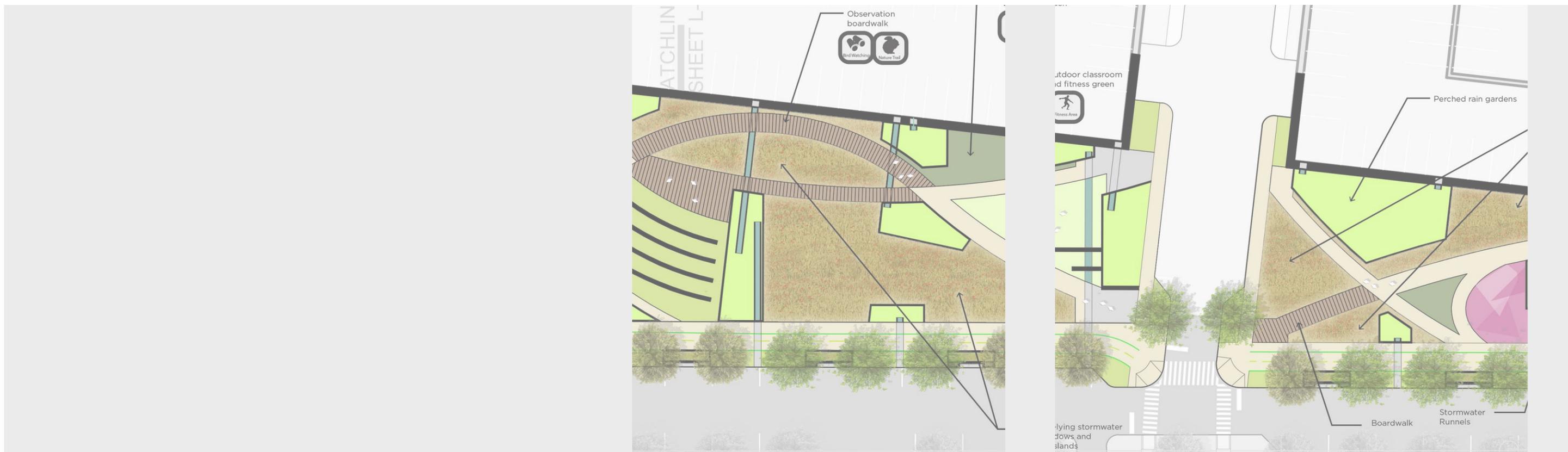
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Executive Summary



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 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 are 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 events 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 quirkier 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.