



## THE CARLISLE URBAN REDEVELOPMENT PLAN

- September 2013

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## ACKNOWLEDGEMENTS

A project of this scope and magnitude could not be realized without the support and commitment of many individuals. It is important to acknowledge the vision and leadership of those that assisted in the preparation of this plan and all of the supporting technical work required. 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 included:

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## Executive Summary - A Guide to the Urban Redevelopment Plan

The Borough of Carlisle is a community with a strong history of planning and community advocacy. This strength; however, is sometimes perceived by the citizenry as an inability to actively advance community objectives. At the commencement of this project, Borough leaders and stakeholders agreed this project must be focused on action, especially in light of the fact that private landowners have a strong interest in moving redevelopment ahead. The Carlisle Community lost three major manufacturing employers in three years. Faced with the reality of large job losses, tax base and community pride, it was clear that any plan focused on the redevelopment and revitalization of the northern quadrant neighborhoods must be far-looking yet firmly based in the realities of today. The Urban Redevelopment Plan strives to achieve a visionary future, firmly reinforcing the community as diverse and vibrant, while addressing fundamental issues and utilizing of all available resources to achieve tangible results.

### ***The History - Why Prepare this Plan?***

After nearly 100 years of operation, three of Carlisle Borough's largest industrial facilities closed during the period from 2008 to 2012. All of the closure 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. These include the 48-acre International Automotive Components factory, the 12-acre Carlisle Tire & Wheel property, and the 3-acre former Tyco Electronics plant.

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 program that will result in an Urban

Redevelopment Plan that will serve as a framework for the redevelopment of these three sites in a thoughtful and cohesive manner which considers their neighborhood context. The Urban Redevelopment Plan includes an advanced market study, infrastructure analysis, land use planning, urban design and sustainable placemaking approach to redevelopment that engaged the community and sought to build consensus for the implementation of major revitalization activities at three of the former industrial sites. The plan identifies the most productive uses of these properties, creates a strategy for upgrading the neighborhood and its critical infrastructure to support revitalization, and seek partners and resources to implement the plan.

Since their respective closings, private sector interests have purchased the former Tire and Wheel and IAC/Masland sites. Several parties have expressed strong interest in the former Tyco/759 Hamilton Street site. All indicators show that reusing the sites for industrial purposes is not feasible or attractive. The new private sector owners of the Tire and Wheel and IAC/Masland sites have indicated a willingness to consider the creation of

walkable, mixed-use infill redevelopment concepts that includes residential, commercial, office and residential uses.

Because the new owners of the two largest sites have been a part of the process and have collaborated on the potential redevelopment uses for the sites, there is strong potential for implementation of the plan's recommendations. In addition, because of the proactive steps that the Borough has already taken to remove typical redevelopment hurdles, implementation of recommendations and vertical construction of new buildings should happen in a more timely fashion than what typically occurs on brownfield sites.

This plan addresses what is likely the most significant change to the Borough's core development pattern and economy in the last 100 years, or more. The key aspect of this effort is the fact that Borough is not responding to development proposals, but instead taking a pro-active role in working with property owners to assure that the redevelopment of the three former industrial sites maximizes their potential with regard to job creation, tax revenue generation and community enhancement – all while complimenting the existing downtown and melding with the character of the surrounding neighborhoods and community.



*Closed in 2008 – International Automotive Components Group (IAC)*



*Closed in 2009 – Tyco, located at 759 Hamilton Street*



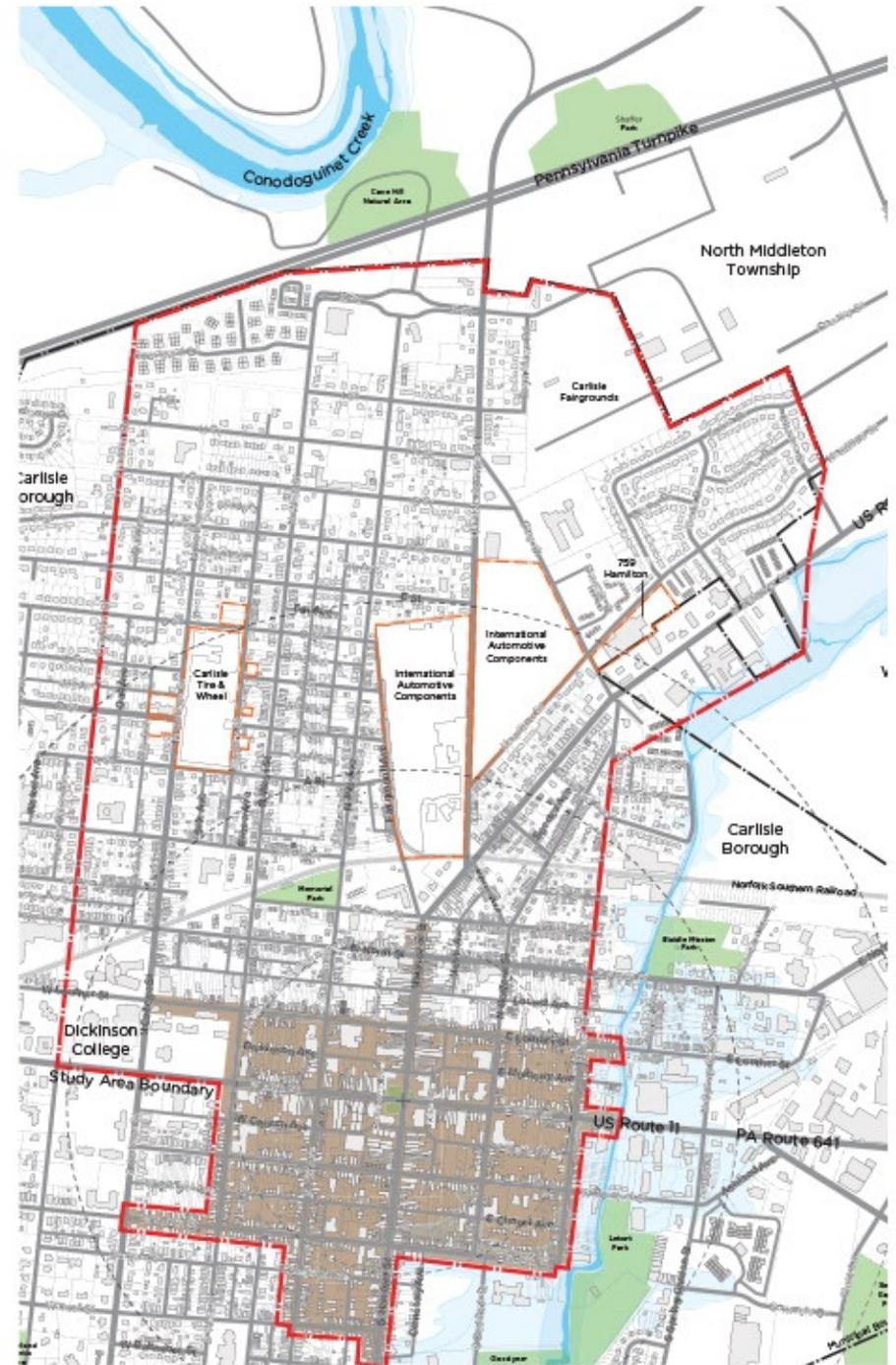
*Closed in 2010 – Carlisle Tire and Wheel*

## What is an Urban Redevelopment Plan?

In order to promote redevelopment activities that are context sensitive, mesh well and do not conflict with the fabric of the surrounding neighborhoods, the Borough partnered with Cumberland County and North Middleton Township (hereafter “Carlisle or “the Carlisle Community”) to undertake the preparation of an Urban Redevelopment Plan for the entire northwest quadrant neighborhood. The plan integrates land use, transportation, and economic development elements to create a comprehensive urban redevelopment strategy, considering site specific redevelopment and neighborhood improvements, including broader infrastructure needs required to attract and support private investment. The Borough received state and federal grant funds along with local matching funds to undertake the planning process.

## What are the plan’s limitations?

- The recommendations in this document are purely for guidance in decision-making; the plan is not the letter of the law. The decision-makers include multiple parties and therefore the plan should serve as common reference for all parties, as step-by-step decisions are made.
- The Overall Urban Framework Plan (shown on page 25) illustrates one potential build-out scenario for the three private properties that are the focus of pending redevelopment activities. The proposed physical layouts depicted on the plans were developed in conjunction with the property owners and represent the feedback provided so they have private sector support. Ultimately, though, the final configurations of the development plans will change as the level of design progresses. So why is this effort important? By developing a likely building our scenario for each site, it allows the Borough and other public agencies to fully understand the real physical constraints and opportunities of each sites, and most important their relationships with surrounding neighborhoods.
- The plan is not a plan that recommends more planning for planning’s sake. In addition to short-term more immediately implementable recommendations, a project of such magnitude will inevitably also result in a series of recommendations that require further evaluation. In the vast majority of cases, the next steps require determining the details through a design and engineering process, together with a process to secure financing and other resources for implementation. These steps will determine how a project should be realized, its functional refinements, and the exact specifications needed to advance towards construction, but does not go “back to the drawing board” with regard to conducting further analysis as to whether or not a specific recommendation should be pursued at all.



Study Area and Three Development Sites

## ***What are the most significant aspects of the Plan?***

Due to the complex nature of all of the inter-related factors and considerations needed to develop an economically viable and physically construct-able list of improvements, an extensive analysis of varied topics is required. The outcome of this comprehensive analysis should lead to a specific list of high priority actions which creates a roadmap for what needs to happen first, who is needed to lead each effort and a potential strategy for how to undertake each effort.

These high priority actions include:

- The planning process will identify and then further define the following issues as they relate to the future end uses to be developed at the three former industrial sites:
- A determination and prioritization of the community's concerns and opportunities for their neighborhoods and the redevelopment projects on each of the former industrial sites and the priorities of the property owners.
- A comprehensive vision for how each site could be redeveloped based on economic realities and physical conditions.
- Public policy modifications needed to ensure that governing regulations are consistent with the vision for redevelopment
- Economic development activities and programs that could be utilized to support attracting investment into the redevelopment areas, the downtown and reinvestment in the neighborhoods.
- Targeted and prioritized infrastructure improvements needed to serve any new development and new types of uses on the former industrial sites as well as to improve existing conditions in the surrounding neighborhoods.
- A strategy identifying and securing financing, funding and incentive programs and policies that can be utilized to leverage private investment for maximum economic impacts.
- Outline specific actions to be taken and recommend realistic time lines for implementation.

## **Community Engagement as a Foundation for the Plan**

From the outset of this effort, the Carlisle concurred that public involvement, at all levels should form the basis of the recommendations of the Urban Redevelopment Plan. Considering the magnitude of re-investment and transformation that would occur, Carlisle officials want to ensure that the formation of a vision and goals for the project and the specific "tangible" outcomes are based on broad community desires for the future of the

neighborhoods and the downtown. As a result, the planning process employed a strategy of inclusiveness, transparency, education, careful design and commitment to identifying real and implementable actions.

The planning process employed a series of public engagement and educational-oriented meetings and workshops over the course of six months, including an intensive multi-day planning and design workshop, or "charrette" held in March of 2013. This time compressed series of on-site work sessions, coordinated around community and key stakeholder interaction, focused on specific topics and broad visioning. The charrette provided the greatest opportunity for a free-flow of information and the brainstorming of ideas in a time efficient manner and built momentum for the overall effort. The activities that occurred during the charrette aided the Borough in determining key community issues, priorities and potential opportunities, at the community-wide and redevelopment site-specific level.

### The Carlisle Community Clearly Cares About its Future!

Representatives from all aspects of the Carlisle Community are very concerned about protecting current assets and informing and directly participating in ways to make it better. Over the course of the project, hundreds of participants came out to get involved in workshops and provide meaningful ideas and input into the planning and design of what happens in their community. A detailed discussion of each of the public engagement activities and their outcomes is provided in Section 7 – Public Engagement Process and Findings.

It is difficult to quantify all of the valuable information that was gathered and specifically state how it directly informed the Urban Redevelopment Plan. Throughout the process, even the most critical comments were constructive and sensitive to the goal of improving the plan recommendations. When considered in their totality the community's input can be summarized with a few key over-arching themes.

### The Key Themes that Developed from the Community Vision Process:

- The success of any significant redevelopment is intrinsically tied to the success and "image" of Downtown Historic Carlisle. The connection between the redevelopment sites, especially the IAC/Masland sites and downtown must be strong to minimize the potential of creating two, disconnected commercial/retail centers in the town.

- New development must physically mesh with the established neighborhood and community infrastructure: Extending the existing street grid through redevelopment sites, specifically B, C, & D Streets, while minimizing impact to surrounding neighborhoods by creating “complete” streets consisting of the careful mix of: density; building scale; and the relationship of buildings to the street, are all related. All forms of transportation must be considered and transportation improvements cannot be auto-centric. There are significant concerns regarding the impacts on existing neighborhoods as a result of the “lettered” street extensions so these facilities must be carefully designed based on projected traffic volumes, and likely include traffic calming elements. All proposals should be thoroughly vetted with the communities at each stage of design and engineering.
- The right mix of uses is a key concern, and there is an overwhelming desire for a grocery store in the area as well as expanded food options: ranging from a farmers market; food co-op and community gardens; to greater dining options. All these uses should be located around high-quality public spaces so placemaking is critical.
- Flooding and stormwater management are major community concerns, as well as significant regulatory issues. Property owners want to be sure that new development does not compound existing problems and ideally existing problem areas are improved through comprehensive infrastructure upgrades.
- All activities, whether buildings or infrastructure, should be as sustainable as possible; both from an environmental and a fiscal perspective.

### ***What are the physical realities of the area that most influence redevelopment?***

**Location** - The Urban Redevelopment Plan study area includes the entire northwest quadrant of the Borough as well as the downtown and portions of the North Middleton Township along the U.S. Route 11/N. Hanover corridor into the Borough. The three redevelopment sites are located in very close proximity to the downtown and major transportation corridors connecting the Carlisle to the region and beyond.

**Geology** - Carlisle and the study area are located within a region known for karst geology. This limestone-based geology results in the potential for sink holes and especially compounds the ability to utilize stormwater management strategies which promote on-site infiltration. As a result, stormwater management infrastructure techniques must rely on the “detention” of stormwater in facilities that hold peak storm events and slowly release it into conveyance systems and to lesser extent allow it to evaporate, versus systems that “retain” stormwater and allow it to slowly infiltrate the soil.

**Hydrology, Drainage and Stormwater Management** – Most of the Borough is located within the Letort Spring Run watershed. The majority of the study area, including all three of the former industrial sites, drain, via two storm sewer outfalls into Letort Spring Run at two locations within the Army War College property. Flooding issues are known to exist within the study area, especially in the area just north of the Norfolk Southern Railroad line. New development projects must adhere to several regulations governing stormwater management including the NPDES Municipal Separate Storm Sewer System (MS4) and the Chesapeake Bay Watershed Implementation Plan which place stringent performance standards on the design of their stormwater management strategies.

**Sanitary Sewers** – The Borough has a separated sewer system and sufficient treatment and conveyance capacity to serve new development on the former redevelopment sites.

**Land Use** – In most cases, the former industrial uses were islands located in the context of residential and smaller scale retail uses. Introducing mixed-use with a mix of residential unit types is very consistent with the surrounding context.

**Zoning** – The Borough recently adopted an Urban Mixed Use zoning district which applies to the former industrial sites. This ordinance provides the basis to support new mixed-use development as desired by the property owners and supported by market research.

**Transportation and Circulation** – Although the former industrial sites are located close to major transportation corridors, access and circulation improvements are required to ensure that their reuse is economically attractive for potential tenants and residents. The other aspect of this issue is the consideration of the impacts of traffic generated by the new development and the potential impacts on the existing neighborhoods. Carlisle has a fundamental grid of streets which establish a uniform block structure of the town. The street grid system and block structure should be continued wherever feasible through the redevelopment sites. The primary transportation considerations include extending all or portions of, A, B, C, and D Streets through the former Carlisle Tire and Wheel and the former IAC/Masland sites. The most notable limitations of the existing vehicular and pedestrian/bicycle circulation network are the existing intersections at U.S. Route 11/N. Hanover Street/Penn Street/Fairground Avenue and at U.S. Route 11/N. Hanover Street and PA Route 34/Carlisle Springs Road (which includes two awkward at-grade railroad crossings). These intersections are especially important to create a safe, efficient and desirable pedestrian connection between the downtown (via N. Hanover Street) and the mixed-use redevelopment occurring on the IAC/Masland site.

**Brownfield Environmental Considerations** - The three former industrial properties can formally be defined as brownfields based on environmental conditions at the time of the plant closures. All of the sites are currently proceeding through Pennsylvania’s Land Recycling Program (also called the Act 2 Program). This program is a voluntary cleanup program that property owners and developers utilize to achieve appropriate cleanup levels. The Land Recycling Program is based on cleanup standards that are practical in that they are based on the intended reuse of the brownfield property. Generally, a property will be cleaned up to either “Residential” or “Nonresidential” standards. The standards are calculated using very conservative equations that combine exposure scenarios with U.S. Environmental Protection Agency (EPA) toxicity information for specific contaminants. The Carlisle Tire and Wheel site and the IAC/Masland site are being cleaned up to a combination of residential and nonresidential standards as appropriate to support a mix of uses within each property’s footprint. The 759 Hamilton Street site is currently being cleaned up to a non-residential standard based on the current land use. Based on information provided by representatives of the property’s owner, the site could be cleaned-up to a residential standard if another owner chose to do so to support a residential end use.

### ***Can the market support a significant amount of new urban format development in Carlisle?***

There is no question that development of this scale and type has not been previously realized in the Borough. The Office, Residential & Retail Market Study performed as part of the planning effort 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 Study identified the following:

- o *Carlisle has an established retail infrastructure development to build upon.*
- o *Carlisle Special Events has the potential to support portions of the redevelopment demand.*
- o *Dickinson College population provides a vital generator of demand for retail uses and residential uses.*
- o *Demographic data shows that growth is occurring.*
- o *Downtown Carlisle has a significant office cluster that could support modest amounts of additional “Class A” office space; including in the study area.*
- o *The former industrial sites offer a single site critical mass development opportunity that is rare in urban infill redevelopment.*

- o *The opportunity to easily access surrounding neighborhoods from the downtown is an asset.*
- o *Active Adults are a significant residential demographic and growing in numbers.*
- o *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.*
- o *There is a modest demand for mid-rise condominiums.*
- o *Village single family units could represent a unique residential product in the market.*

### ***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 Midrise condominiums<sup>1</sup>
- Potentially, apartments, townhouses and village-style single-family homes if developed in a quality mixed-use walkable setting.
- **Retail:** 119,600 sf of new retail including:
  - 25,600 sf grocery store
  - 16,000 sf Drug Stores
  - 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; 1<sup>st</sup> 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.

## *A Vision for Carlisle's Northern Quadrant Redevelopment*

Through interviews and abundant public interaction, a vision was created for Carlisle's Northern Quadrant Redevelopment:

"Improving the quality-of-life and the sense of community for the citizens within the Northern Quadrant Neighborhoods in a manner that is consistent with the Borough's Community-Wide Vision Statement, through sensitive investment in redevelopment and improvements which "mesh" the new with the old to form well-functioning and desirable "places" for the enhancement of the entire Carlisle Area."

### Key Recommendations and Expected Benefits

The plan includes a comprehensive list of recommendations considering a full build-out of the sites, which depending on the local and national economic conditions, could be a development horizon of 10+ years. What is most important are the key recommendations to kick-start the first phase of development activities. A detailed explanation of each of the recommendations and their subcomponents is provided in Section 5 - Key Action Strategies and Plan Recommendations. Below is a brief summary of the top priority action item recommendations.

1. **Refine the current Urban Mixed Use Zoning Ordinance and the supporting Subdivision and Land Development Regulations.** Modifications to the existing development regulations will ensure consistency between the vision for redevelopment and the regulations that developers must follow to prepare formal development plans. They will ensure that projects are truly urban-style forms of infill development that compliments the downtown and meshes with surrounding neighborhoods. Estimated Budget: \$15K
2. **Proceed with developing a Tax Increment Financing (TIF) District to supporting capital investments in infrastructure.** This public/private financing mechanism can serve as a fundamental piece of the overall financial structure needed to fund major infrastructure investments identified in this plan. Estimated Budget: \$5K for programmatic definition plus legal expenses
3. **Undertake economic enhancement strategies to boost the vibrancy of the N. Hanover Street Corridor from the Square to Penn Street.** Carlisle and Cumberland County should pursue economic development programs focused on the rehabilitation of vacant and under-utilized properties, attracting new tenants to vacant storefronts and increasing the occupancy of upper floors should be pursued. Targeted physical and branding improvements that distinguish N. Hanover Street as a distinct destination within the downtown would help promote the corridor for economic development purposes. These improvements will also serve as a physical connection between the downtown and the new development at the IAC/Masland site. This connection is crucial in order avoid creating two separate economic districts and to provide for synergies among the businesses downtown and at the redeveloped property. Improvements that especially focus on the gateway aspects of the N. Hanover Street/Penn Street/Fairgrounds Avenue intersection can have a major impact of the perception of the corridor. Economic development strategies should seek to provide an effective connection between downtown and the redevelopment to link these areas effectively. This effort will require additional evaluation on the part of the partnering agencies such as the Cumberland County Housing & Redevelopment Authorities (CCHRA) therefore an estimated budget will need to be determined once further determination of a specific effort is made. Estimated Budget: \$TBD
4. **Quantify the base, neighborhood-wide traffic conditions.** Collecting real traffic data, will establish a base condition to compare potential traffic generated by new development, beyond the localized development zone of each project, and aid in determining what improvements may be required to create the most efficient and safe transportation system for all modes of travel area-wide. Estimated Budget: \$80-\$100K
5. **Proceed with critical transportation improvements which include: completing B Street from College Avenue to PA Route 34/Carlisle Springs Road; upgrading Fairground Avenue from U.S. Route 11/N. Hanover Street to B Street and intersection improvements at the U.S. Route 11/N. Hanover Street/Penn Street/Fairgrounds Avenue intersection and the intersection of PA Route 34/Carlisle Springs Road and U.S. Route 11/N. Hanover Street (and the consolidation of the at-grade railroad crossings at this location).** All of these improvements are deemed to be critical and part of a complete package of improvements needed to ensure that the first phase of redevelopment can be supported, existing neighborhoods (especially along Fairground Avenue) are improved and connectivity between the redevelopment on the former IAC/Masland site is connected to the downtown and N. Hanover Street. Estimated Budget: \$850K (Design/Engineering), \$8.5M (Construction)
6. **Construct the first phase of the Fairground Avenue Greenway/Stormwater Park.** One of the innovative aspects of this plan is the recommendation to create a comprehensive regional stormwater management strategy to serve both the new development and the adjacent existing neighborhoods. Through the creation of a linear, inter-

connected facility, the greatest opportunity exists to create substantial park and public open space amenities, while serving a fundamental requirement to detain stormwater and treated runoff before it enters the regional watershed. This project will also include a first phase of storm sewer upgrades to link the detentions and pre-treatment systems to the existing conveyance system located parallel to the Norfolk Southern Railroad line. \$175K (Design/Engineering), \$1.8M (Construction)

### ***What to do next? - How to advance the plan***

As stated by several participants at the community workshop, “This plan is a bit overwhelming!” The way to achieve real results and successful outcomes relies on the prioritization of projects and the strategic allocation of resources, and then attacking each piece of puzzle in a systematic and well thought-out manner.

For the Carlisle Urban Development Plan, the priority actions can be grouped into these distinct categories:

1. **Policies and Procedures** – These activities, such as ordinance modifications and plan development, review and coordination with developers can primarily be undertaken as a part of the normal procedures of the Borough and require relatively limited special financial resources and technical support to accomplish.
2. **Economic Development Activities** – These actions require a combination of staff time from the Borough and partnering agencies such as the Downtown Carlisle Association (DCA) and CCHRA. Funding resources to support the rehabilitation and restoration along of structures will be required. Funding sources which support the start-up and/or expansion of business will also be needed to provide potential seed capital and low-interest financing to incubate additional business activities in the N. Hanover Street Corridor.
3. **Major Capital Projects** – These include the capital intensive activities required to design, engineer, permit and construct major physical improvements including transportation, stormwater and utility infrastructure and parks/public spaces.

### ***A Strategy for Obtaining Resources for the Carlisle Projects***

Given the recommendation in this plan for public sector investment in high priority transportation, stormwater infrastructure and economic development efforts in the areas between Downtown and the brownfields revitalization site, it is critical for the Carlisle community to deploy a strategy for obtaining grants and other resources for these projects. As explained in more detailed in Section 6 of this report, Carlisle should consider the following 12 key steps for creating and implementing a “Resources Strategy”:

**Step 1: Confirm Priority Projects, Identify Key Components & Estimate Project Costs:** It is critical that the Borough and its key stakeholders reach agreement on the priority projects to be pursued. Which of the transportation, stormwater, economic development and other projects are most important? Which are most supported or potentially supportable by key local, regional, Commonwealth and federal officials?

Once priorities are clearly identified and confirmed, it is critical to establish preliminary cost estimates of for each project. Likewise, it is important to break each project down into individual components and phases.

**Step 2: Organize a “Carlisle Community Revitalization Council (i.e. The Resource Team)” & Key Staff Support:** The community should establish a “Carlisle Community Revitalization Council” or similar advisory group that involves key stakeholders from the Borough, County, Township, business community, community groups, key entities (such as Dickinson College or the War College), staff from Commonwealth and federal political offices, and key supporters from the offices of Commonwealth and federal agencies. The purpose of this Resource Team is to guide, oversee, and support Carlisle’s efforts to target specific sources of funding.

**Step 3: Match Community Priorities to the Best Resources:** Once the highest priorities have been confirmed and the Resource Team has been established to pursue resources, Carlisle can match the best sources of grants, low-cost loans, tax incentives, technical assistance, and other resources for those projects. Based on the specific recommendations of this plan, Carlisle should consider the resources below as top opportunities. More details and other potential opportunities are described in Section 5 of this report. Each one of these funding programs involves its own sets of requirements, competitive factors, and processes, which go beyond the scope of this plan. The SGA team including Sustainable Strategies could provide more detailed strategies and technical assistance to Carlisle to pursue specific funds in upcoming phases of this initiative.

- d.) Transportation Alternatives Funding** – These are federal resources provided by the MAP-21 federal surface transportation law, and administered by the Pennsylvania DOT. These grants are provided in two ways, via competitive grants from the Pennsylvania Department of Transportation, and through the MPOs such as your Tri-County Regional Planning Commission. These can be used on complete streets, bicycle/pedestrian facilities, stormwater management/green infrastructure, and other projects. This would be a good fund to approach for planning, design and engineering of the transportation projects recommended in this report.
- e.) Surface Transportation Project (STP) Funds** – STP funds, which are the primary source of federal funding for road and other transportation projects, are also flowed down through PennDOT, for road/sidewalk/bicycling facilities. States may use these STP funds on local projects, but are not required to do so – which means that Carlisle must be active in its advocacy for STP funds. These STP funds could be used for the pre-construction planning aspects of the Carlisle transportation projects, and/or actual construction.
- f.) TIGER Grants** – TIGER grants are among the most competitive of federal transportation grants, but they can be large – an average of \$13 million per grant. Applications for the next round of TIGER grant funding will probably be due in spring or summer 2014, with awards and contract obligations by early- to mid-2015. That means that Carlisle will need its transportation projects designed, engineered, and permitted by that mid-2015 time frame in order to be competitive on the critical “project readiness” factor.
- g.) New Market Tax Credits:** There is literally hundreds of millions of dollars of potential equity funds available to support qualifying investments in targeted low-income areas, including the Carlisle brownfields redevelopment area, for infrastructure, real estate, affordable housing and economic development investments. This should be considered a source for development in the Carlisle target area.
- h.) HUD Section 108 Loans** – HUD provides low-cost loan resources for public infrastructure and economic development projects that could include road and stormwater projects in the redevelopment area, as well as actual private sector building projects. It may also be possible to structure an arrangement with the HUD Office of Financial Management, which runs the Section 108 program, to set up a local revolving loan fund to support local business improvement and expansion projects. Carlisle could meet the HUD CDBG “national objective” requirements by preventing and eliminating slums and blight on an area-wide basis that could coincide with the EPA Brownfields Area-Wide designation and study area. Section 108 loans could be provided in an amount up to 5 times Cumberland County’s expected yearly CDBG allocation, if the project meets HUD underwriting standards for loan repayment. The loan must be collateralized by the County’s CDBG allocation and have secondary collateralization.
- i.) Pennsylvania Infrastructure Bank loans** – PIB provides low interest loans (1.65% at the time of this writing) for a variety of local infrastructure projects including roadway, bicycle and pedestrian infrastructure improvements. This could also be a source for stormwater management infrastructure improvements.
- j.) PA Department of Community and Economic Development (DCED) Grants** – include Infrastructure Development Program, Housing & Community Development Assistance grants, and New Communities “Anchor Building” and Downtown Investment” grants that could be put to use in the target redevelopment area.
- k.) Green Initiative Grants & Loans** – Congress typically mandates that States using its Clean Water State Revolving Fund (SRF) for wastewater pollution infrastructure must devote a portion of such SRF funding to grants and loans for “Green” projects. In the Commonwealth, PennVEST administers those funds, and labels them “Green Initiatives” funding. These funds could be used to design and deploy a green infrastructure system of stormwater management controls on the roadways and development areas that are constructed in this target area.
- l.) PA Keystone Recreation, Park and Conservation grants** – The PA Department of Conservation and Natural Resources (DCNR) can provide both planning and construction matching grants for parks, recreation and trail projects.
- Step 4: Prepare a Detailed Resource Strategy:** With priority projects and targeted resources to pursue, the Carlisle funding team should prepare a detailed, written resources strategy to guide your ongoing funding efforts and identify key actions. A resources strategy is essentially a detailed memo with all target resources identified and a step-by-step gameplan for how to pursue each fund. This strategy should slice each project into its fund-able components and key phases, establish time lines and deadlines for funding applications, and lay out action strategies for pursuing the funds. The creation of this Resource Strategy can certainly be an activity that could be conducted under Carlisle’s EPA Area-Wide Brownfields Planning initiative.
- Step 5: Prepare Project Briefing Materials:** Short, effective briefing sheets of 1-2 pages can be a critical tool for describing your projects to potential funders whom you are trying to recruit for support.

**Step 6: Organize Stakeholder Support:** Funders will always want to see support for your project from a variety of stakeholder organizations. Carlisle cannot wait until the grant applications are due to cultivate them. Using public outreach efforts from this planning effort, the forthcoming Area-Wide Brownfields Planning effort, as the basis of the formation of an Advisory Council/Resource Team, and in other outreach efforts, to build a list of people from key stakeholder organizations including governmental entities, businesses and business organizations, community groups, community institutions, the press, and other organizations.

**Step 7: Budget and Seek Matches Early:** It is a simple truth that a locality will not be competitive for grants without being ready to meet grant matching requirements – or exceed the minimum matches – and to leverage other cash and in-kind support for funding applications. Federal and Commonwealth grants typically require matches of between 20-50%, depending on the program. That requires budgeting in the capital and general fund process, and typically requires the willingness to bond funding to meet big capital project matches. Obviously, these kinds of matches will not materialize easily in the few short days between the announcement of a grant opportunity and the submission deadline, so the Carlisle community needs to plan its matching strategies early. With respect to private leveraging: Given the level of investment expected at the three brownfield sites by the private sector and development parties, Carlisle should think early about whether these private investments can be directed into public infrastructure projects in a way that provides matching funding for government grants.

**Step 8: Coordinate with Federal Agency Leaders & Program Managers:** It cannot be emphasized enough how important and valuable it is for Carlisle to build relationships with federal agency officials who run these funding programs or who can otherwise support your projects. This should be done by reaching out to them, requesting phone calls, visiting them in their regional and DC offices, inviting them to site tours and local meetings, asking them for guidance on their grant programs, sending them progress reports and tales of success, and otherwise cultivating them as champions. Your federal elected officials can assist you with this process too. Over time, these agency officials may refer funding opportunities your way, recommend your programs to other funding agencies, and mark the success of their own programs by success in your locality.

**Step 9: Collaborate with Key Commonwealth Leaders and Program Managers:** Likewise, Commonwealth agency officials are critically important to your funding success, not only when it comes to state-lead grants, but also for their very important endorsements for federal grant applications. Indeed, some federal agencies rank the endorsement of the state in which the project is located as a top factor in where to direct funds. Also very importantly, state officials (particularly transportation officials) can be critical in providing pledges of matching funds for your federal applications. This includes cultivating the participation of Commonwealth officials in a Resource Roundtable.

**Step 10: Write Good Grants:** Obviously the Carlisle community needs to submit well-written grant applications in order to obtain funds. The Borough should make sure that a person (or persons) are selected early to handle grant-writing months before grant will be due to ensure the preliminary work required is undertaken and need resources in place before the grant deadlines are even announced.

**Step 11: Advocate:** Even with strong projects, solid relationships with funding agencies, stakeholder support, and well-written grants, you need to advocate to political officials for your applications for funds. Governors, Members of Congress, Senators, and Commonwealth elected officials truly matter when it comes to highly competitive funding contests. Do not wait until a grant is due to ask for their support and involvement in your redevelopment project, but instead build an ongoing cooperative relationship with them.

**Step 12: Celebrate success:** It has been said that “nothing succeeds like success”, and that is certainly true when it comes to obtaining funding. Success comes in two ways – when significant project milestones are accomplished, and when you obtain the next grant. That means that Carlisle should always be looking for opportunities to celebrate success, thank your agency and political supporters, hold groundbreaking and ribbon cuttings, cultivate media coverage, send newsletters, and spread the word in other ways. Progress on projects and success in obtaining grants can also lead to more success by sending signals to the private sector that investment is warranted, and by sending signals to other agencies that Carlisle’s projects are worthy of further grants.