

Carlisle Borough Comprehensive Plan

Approved by Borough Council on March 14, 2019

Funding acknowledgment, if needed

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1. Plan Purpose and Preparation

This Comprehensive Plan update renews the vision and strategies for sustaining the quality of development and life in Carlisle.

The adopted 2002, Comprehensive Plan laid out a clear vision:

Carlisle Borough is one of Pennsylvania's great places - offering distinctive districts and neighborhoods, living-wage jobs, and abundant opportunities to appreciate local history, arts, and nature.

The first steps in its implementation were taken before the rapid, unexpected closure of three manufacturing operations in the northern portion of the Borough: International Automotive Components (IAC) in 2008, Tyco in 2009, and Carlisle Tire & Wheel in 2010. The Borough conducted a market analysis and prepared a redevelopment vision and strategy for jobs, housing, and infrastructure that would be compatible with the established neighborhood. Beginning in 2015, the Borough initiated policy and infrastructure projects. Private development proposals were attracted to the area, consistent with the redevelopment vision.

In the meantime, the 2002 comprehensive plan reached the 10-year review milestone and the PA Department of Community and Economic Development (DCED) issued new guidance on comprehensive planning, suggesting that communities develop and commit to more specific plans, detailing strategies for fewer priority issues and opportunities. The Borough determined that a comprehensive plan update, using this issue-based approach would be appropriate to renew the vision and strategies for sustaining the quality of development and quality of life in Carlisle.

The Plan is an adopted policy statement for community development.

The comprehensive plan addresses various aspects of community—land use, transportation, housing, community services and utilities, natural resources, and historic resources—with development objectives for the next 10-year period. Its purpose is to ensure that decisions about development regulations, public infrastructure, services, and programs are complementary.

The comprehensive plan is one of several planning tools authorized by the Pennsylvania Municipalities Planning Code (MPC), Act 247 of 1968, as reenacted and amended.

Comprehensive plans are required for counties and voluntary for boroughs and townships. Where a municipal comprehensive plan is established, the municipality is required to review and, as appropriate, renew or update its plan at least every 10 years.

Table 1.1 - Borough and County Planning Tools

	Carlisle Borough	Cumberland County
Planning Commission	Yes	Yes
Zoning Hearing Board	Yes	Not applicable
Comprehensive Plan	2002	2017
Subdivision & Land Development Ordinance	2003, amended through 2014	N/A
Official Map	Only for IAC, T&W sites	No
Zoning Ordinance	2003, as amended	No
Capital Improvement Plan	Yes	Limited to county bridges

Source: Carlisle Borough, Cumberland County

The Plan also provides the foundation for major regulatory changes and infrastructure investments.

The comprehensive plan demonstrates that a municipality has considered the current and future needs of its community or communities and has agreed upon preferred future conditions and the changes that should occur to achieve those conditions. It provides a rational basis for establishing or revising the zoning ordinance, subdivision and land development ordinance (SALDO), capital improvement plan, and other planning tools.

When a municipality requests technical or funding assistance from a public agency, the agency may ask if the requested assistance will support an established need, i.e., one that is documented in the comprehensive plan or other publicly-reviewed and adopted municipal statement. This ensures that granted requests fulfill valid needs. The comprehensive plan does not add, change, or remove municipal regulations, standards, or budget allocations. The plan may recommend that such action be taken, but each of these changes is put into effect through a separate preparation, review, and approval process. The plan considers their individual and cumulative effects.

The Plan update was prepared with citizen and stakeholder participation.

Borough Council appointed an advisory committee, known as the Stakeholder Leadership Team, to provide a steady representative voice throughout the process. An early publicity campaign promoted a website, FocusCarlisle.com, and reached out to the leadership boards of the Chamber of Commerce, the United Way, and the Greater Carlisle Partnership to solicit community development issues that needed attention. The community at large was invited to respond to an online survey to rank the issues that should be addressed in the plan update.



Citizens, stakeholders, and Borough officials prioritized six aspects of community development for better outcomes by 2025.

The Stakeholder Leadership Team and Borough Council refined the survey results as a list of six priority issues for planning:

- Downtown
- Traffic and Parking
- Public Safety
- Housing and Shelter
- Bicycle and Pedestrian Mobility
- Resiliency

For each priority issue, members of the Stakeholder Leadership Team and stakeholders who affect and who are affected by the issue discussed and strategized the issue at a workshop, building consensus around the actions needed for positive change.

2. Demographics - from 2002 to 2015

Plan Review and Implementation Status

The Borough of Carlisle has conducted or has been involved in a number of planning efforts since 2000 - some as recent as 2015—and is currently working to implement several plans and studies associated with the Carlisle Urban Redevelopment Plan. Each planning effort was reviewed to assess the programming or implementation status of recommendations.

Local leaders have completed the priority recommendations of recent plans and studies, but steady, long-term implementation has lagged.

- Comprehensive Plan, 2002 – issues of downtown occupancy, homeownership, and slow job creation persist.
- Comprehensive Downtown Traffic Study, 2008 – *implemented as the 2011, Road Diet.*
- Borough of Carlisle Downtown District Retail Market Analysis (Gibbs Study), 2012 – recommended business types for retail recruitment; some issues of downtown appearance have not been fully addressed.
- Carlisle Urban Redevelopment Plan or CURP, 2013 – zoning was updated and a traffic study completed.
 - Appendix A, Area Analysis, 2013
 - Appendix C, Market Analysis, 2013
- Brownfields Area-Wide Plan, August 2015 – implemented in conjunction with the CURP.
- Transportation Improvement Study for CURP have been identified or initiated.
- LeTort Spring Run Watershed Conservation Plan, 2000 – as a watershed plan, recommendations are partially applicable to the Borough; few have been implemented.
- LeTort Spring Run Collaborative Stormwater Project Phase 2: BMP Site Assessment and Prioritization, 2015 – several recommendations have been integrated into the Borough’s public works program.

Population, Households, and Housing Units

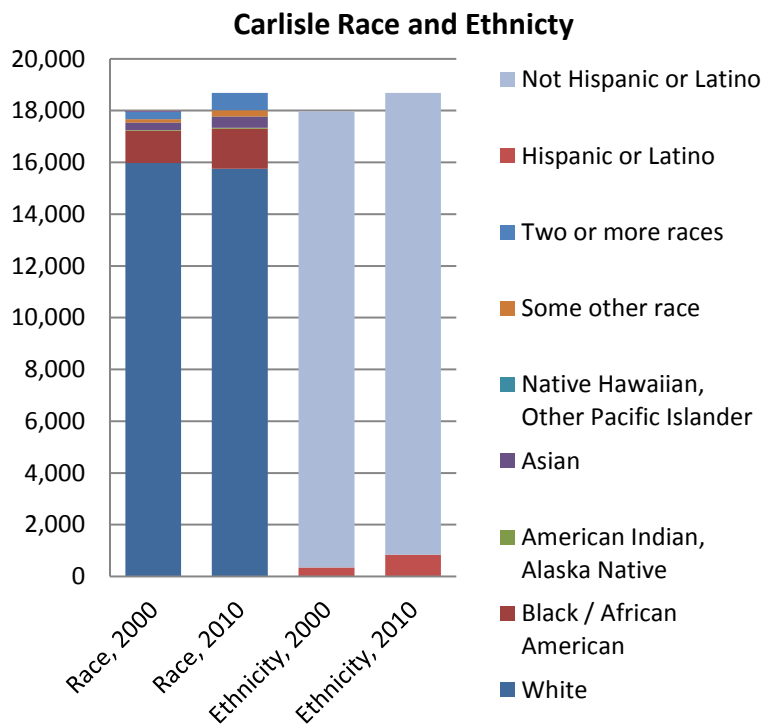
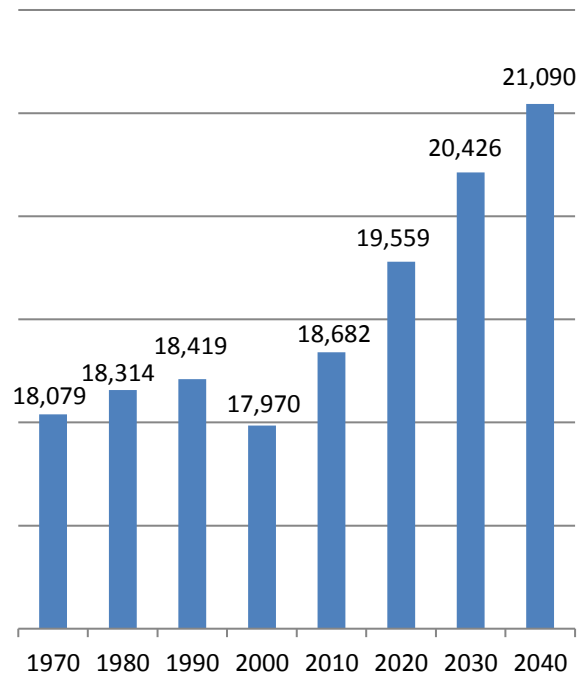
Carlisle's population is approaching 20,000.

Population count dipped from 18,419 in 1990 to 17,970 in 2000 and grew to 18,682 in 2010. Carlisle's 2016 population was estimated at 19,162. Regionally prepared projections indicate the population could exceed 21,000 by 2040.

The Carlisle community is more diverse and somewhat younger than it was in 2000.

Racial and ethnic diversity increased from 2000 to 2010. Median age fell to 34.1 years as a result of strong growth in the young age cohorts (under 5 years and 20-24 years), despite a growing senior population. Population peaks were among 15- to 29-year-olds and among 45- to 64-year-olds as shown in the population diagram below.

Carlisle Population and Projections



Age Distribution

Carlisle	
Total population	18,682
90 years and over	237
85 to 89 years	411
80 to 84 years	487
75 to 79 years	528
70 to 74 years	565
65 to 69 years	734
60 to 64 years	1,024
55 to 59 years	1,051
50 to 54 years	1,112
45 to 49 years	1,091
40 to 44 years	972
35 to 39 years	982
30 to 34 years	1,079
25 to 29 years	1,439
20 to 24 years	2,282
15 to 19 years	1,672
10 to 14 years	875
5 to 9 years	979
Under 5 years	1,162

The population peak among young people reflects residents as well as students attending educational institutions. If a significant portion of these students stay in Carlisle, there could be an increase in young families and children, which would have an impact on school enrollment.

The borough has more and larger households than in 2000.

Number of households increased from 7,426 in 2000 to 7,671 in 2010. Over the same period, the average household size rose slightly from 2.10 to 2.14 persons per household.

Family households are still the majority but households of single and unrelated adults total more than 3,500.

Family households remained the majority household type, but shifted away from married couples toward single-adult households (with or without children or other related family). Of the 3,568 nonfamily households, most were of multiple unrelated persons; many are likely student households.

The buying power of household income for Carlisle residents is less than it was in 2011.

Median household income was \$47,672 in 2015 and failed to keep pace with inflation since 2011. Median family household income was higher but had an even larger inflation gap. Average non-family household income, notably lower, showed the only gain in value.

Table 2.1 – Carlisle PA Household Income by Type

Household Type	2015 Median Income	Income Growth since 2011	Percent Change
Household	\$47,672.00	-\$767.21	-2%
Family	\$58,222.00	-\$12,646.82	-18%
Married Couple Families	\$80,256.00	-\$1,307.53	-2%
Non-family	\$37,310.00	\$5,035.11	16%

Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates

There are more housing units than households, leaving an 8.7% vacancy rate.

In 2010, Carlisle Borough's 7,671 households occupied 91% of the 8,404 housing units, yielding an overall vacancy rate of 8.7%. Occupied units were nearly equally split between owners and renters—3,829 and 3,842, respectively. The 733 vacant units were predominantly rentals.

Single-family detached units are the most common housing unit type (3,002 units) followed by single-family attached units (2,290 units). Multi-family units totaled 2,882 with 5- to 9-unit structures being most common (911 units).

Housing is affordable for most owners, but “burdens” more than 1 in 3 renter households.

Thirty-five percent of income spent on housing and operational costs is a threshold generally known as “*Housing Cost Burden*”. Among owner-occupied households with a mortgage, 17.8% spent 35% or more of their monthly income on housing costs, according to the 2011-2015 American Community Survey 5-Year Estimates. Among those without a mortgage, only 11.7% spent more 35% or more. Among renter households, 37.4% were burdened by housing costs.

Economy and Employment

Major industries in Carlisle and the surrounding area include education, military, government, and retail.

Dickinson College, Penn State Dickinson School of Law, the McCann School of Business & Technology, and the Carlisle Area School District lead employment in the educational sector. Carlisle Barracks, the U.S. Army War College, and the U.S. Army Heritage & Education Center are local military installations and facilities. Government employers include County and Borough government. The retail sector is comprised of small businesses as well as larger retailers such as Walmart and Kohl’s.

Warehousing is a major industry in the Carlisle area – especially, along Ritner Highway in the western portion of the Borough. Other notable employers include manufacturers Frogswitch and Carlisle Construction Materials.

Carlisle's 13,462 local jobs are fewer than in pre-recession years but are projected to surpass 16,000 by 2040.

In 2000, jobs in the Borough totaled more than 14,460. By 2010, more than 1,000 jobs had been lost as the number fell to 13,324. Projections prepared by the Tri-County Regional Planning Commission indicate that recovery is expected and jobs may exceed 16,000 by 2040.

Two workers commute inbound to Carlisle for every one worker that commutes outbound.

Carlisle is a significant location for employment. Some 5,800 people who live in the Borough leave for jobs elsewhere, and another 11,697 people commute into the Borough. These commuter trips to and from work total 35,028 trips per day - a significant transportation impact.

Carlisle Jobs and Projections

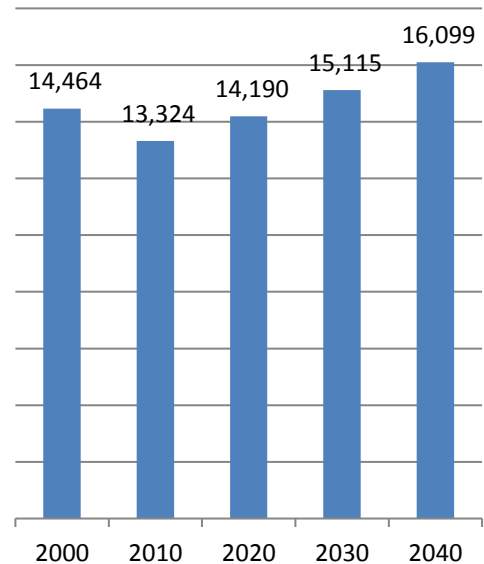
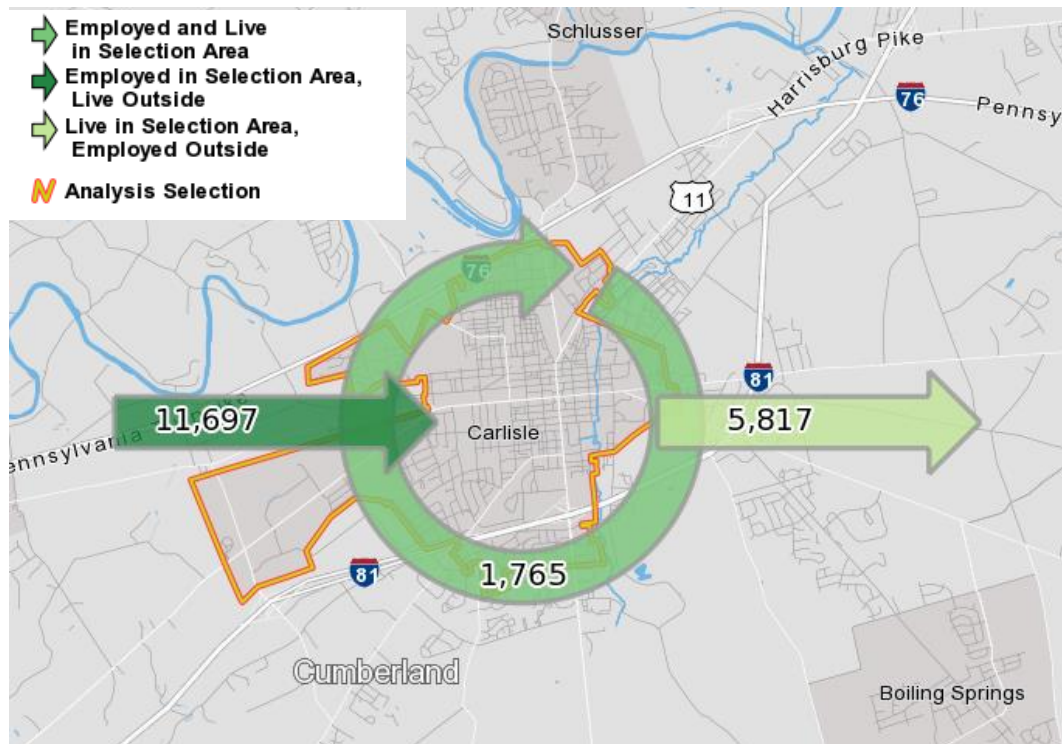


Figure 2.1 - Worker Inflow and Outflow, 2014



Source: On the Map

Land Use

Much of the Borough has a walkable development pattern.

The Borough's historic development occurred in a finely gridded block pattern with occasional irregularities to accommodate regional highways, rail lines, and institutional properties. The mid to late 20th century development occurred in a pattern of larger lots and blocks. Higher density residential uses and smaller scale commercial and institutional uses are located at the core. Lower density residential uses and larger scale non-residential uses are located toward the periphery. Open space lands - those protected as parkland and those available for future development - are found throughout the Borough.

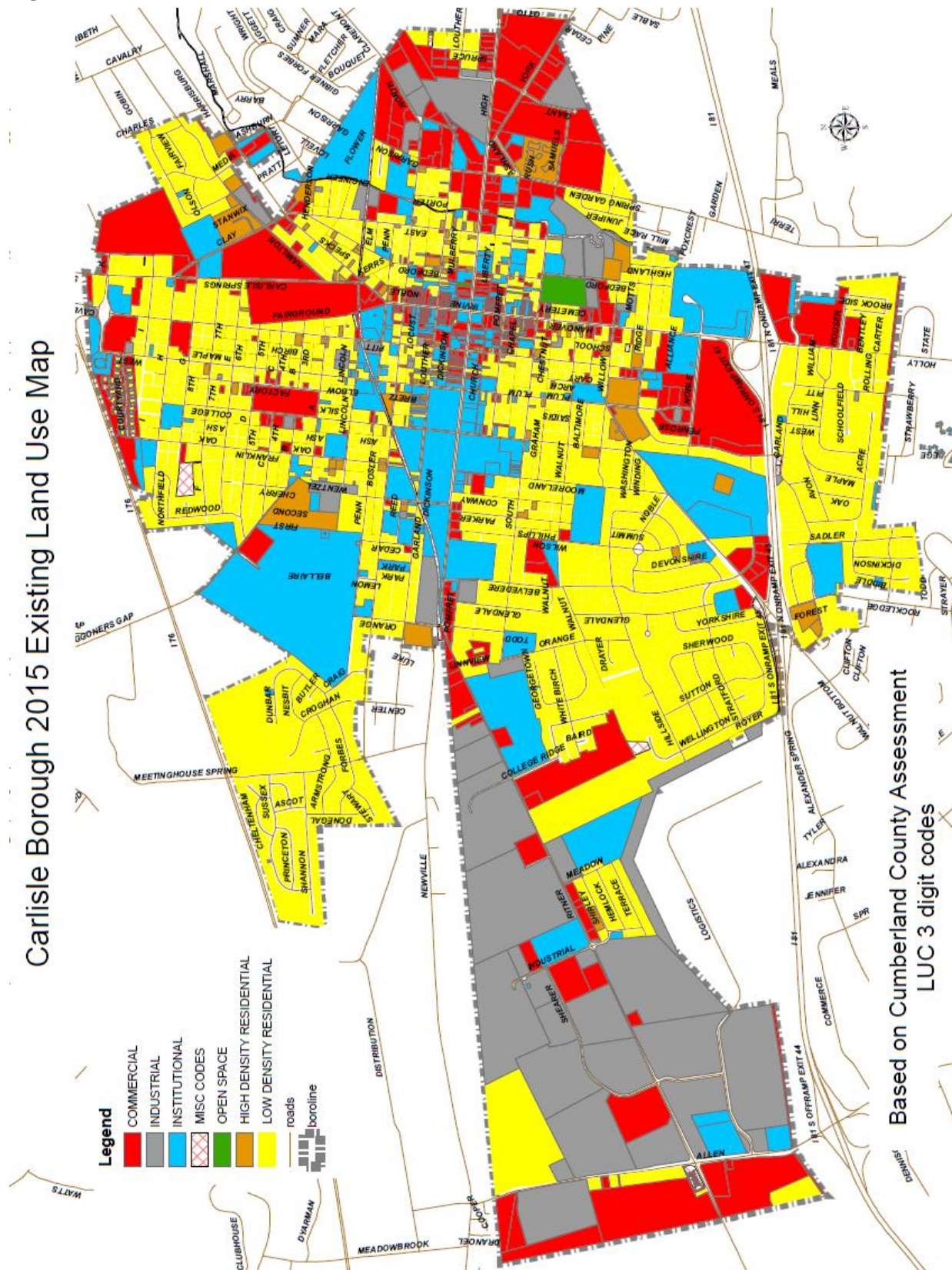
In 2015, residential continues to be a major use followed by institutional.

Based on 2015, County tax map data, the Borough has the following general, existing land-use profile.

2015, 3-Digit Tax Parcel ID				
General Land-use	2015, 3-Digit Tax Parcel ID	No. of Properties	Acreage	% of Land mass
Commercial	222, 300 - 315; 319 - 374;	510	603.8	16.8%
Industrial	395 - 600;	100	567.5	15.8%
Institutional	602 - 723;	232	722.8	20.1%
Miscellaneous		31	22.9	0.6%
Open Space	381 - 390; 601;	2	8.3	0.2%
High Density Residential	200 - 214	149	93.7	2.6%
Low Density Residential	100 - 123; 316 - 318	5,637	1,572.0	43.8%
Total		6,661	3,591	100%

It is of interest to note the amount of institutional lands, which includes Dickinson and Penn State College, churches, schools, municipal lands, and Cumberland County buildings / facilities. These tax-exempt properties amount to a potential annual revenue loss of \$1.77 million for the Borough. Notable changes since 2002, include low and medium density residential development along PA Turnpike and industrial warehouses and institutional development on the south side of U.S. Route 11.

Figure 2.1 - Land Use, 2015

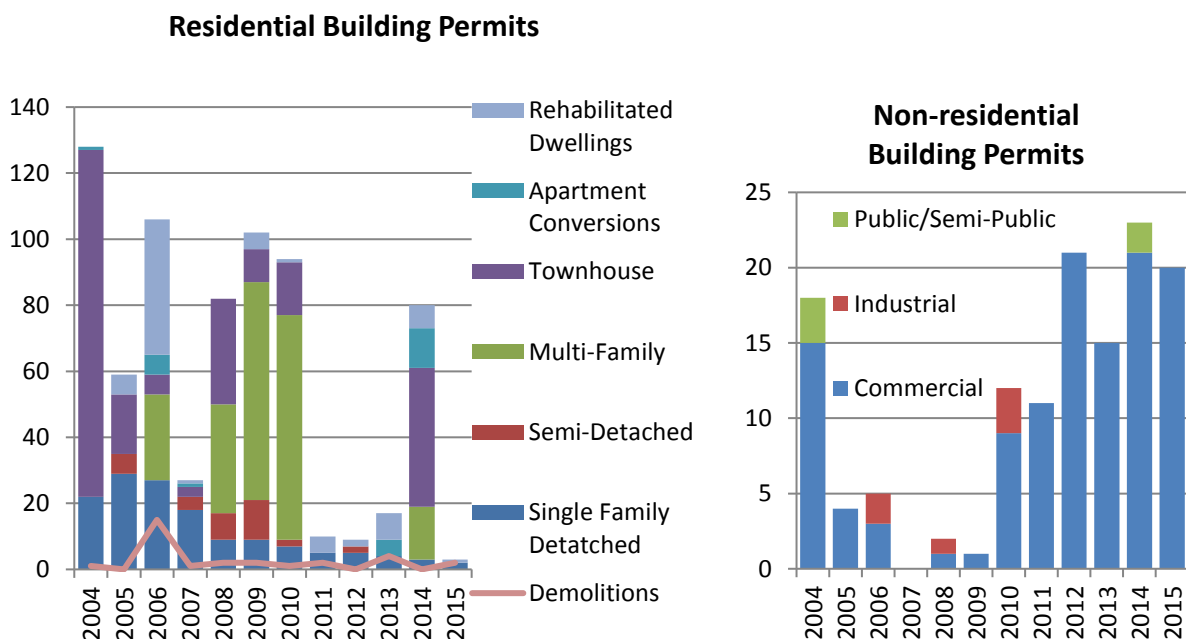


Recent new home construction activity declined.

Based on building permit data, Carlisle experienced a relatively high rate of residential construction activity from 2004 to 2014. Its 714 residential building permits issued were the second-largest number in the region after South Middletown Township. Annual residential permits ranged from 9 to 128 over this period, averaged 64.9 permits per year.

The market favored multi-family units over the past decade.

The majority of residential construction permits are issued for new construction. Single-family and townhouse construction have been a steady component of the new housing market. Multi-family units grew quickly from 2006 to 2010, adding over 200 units. Development slowed drastically from 2011 to 2013, then recovered to previous levels in 2014.



Among non-residential development activity, commercial development was most active.

The number of non-residential building permits shows yearly fluctuation, but it does not mimic the fluctuation seen in the number of residential permits. There was a significant downturn in permits, but it began before the overall economic downturn in 2008 and showed signs of recovery by 2010.

Transportation

Carlisle is a hub of regional and interstate highway connections that serve business and personal travel needs.

Interstate 81, accessible in the Borough at Exit 47 / Hanover Street, and Exit 45 / Walnut Bottom Road, provides limited-access connections to the PA Turnpike in Middlesex Township, I-78 north of Harrisburg, and I-70 in Hagerstown, MD, for travel throughout the mid-Atlantic region and beyond for 67,000 vehicles per day. U.S. Route 11 provides similar access, passing directly through the Borough and carrying 11,000 to 15,000 vehicles per day. PA Routes 34, 74, and 641 carry regional traffic through the Borough at volumes ranging from 3,500 to 19,000 vehicles per day.

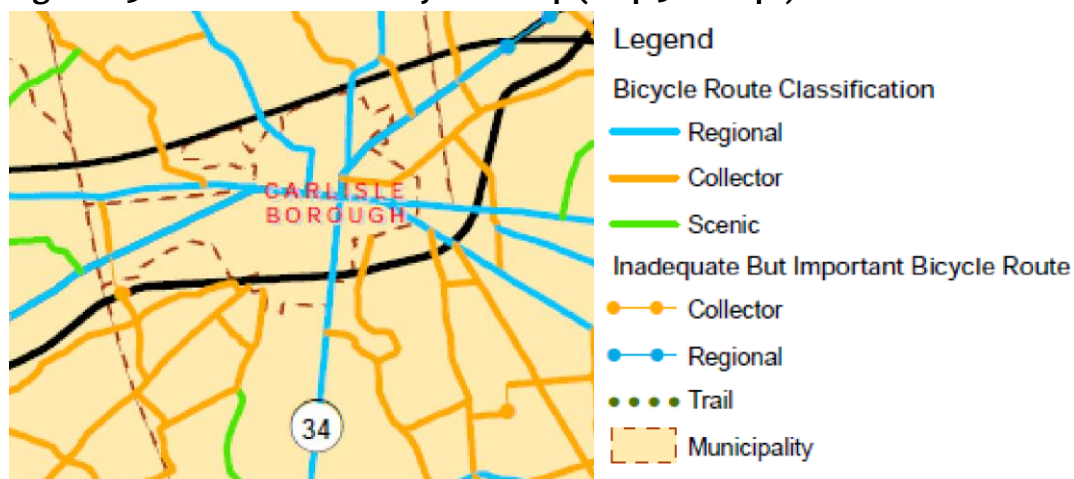
Residents can reach regional employment locations via transit service.

Capital Area Transit (CAT) provides regional transit service along five routes to and through Carlisle. An interactive CAT System Map is available at <https://www.cattransit.com/routes-and-schedules/>.

The state highway system in Carlisle also supports bicycle travel.

All state highways in Carlisle are classified as regional or collector bicycle routes. These classifications were based on field observations of the roadways by the Harrisburg Bicycle Club.

Figure 2.3 - Cumberland County Bike Map (Map 5 excerpt)

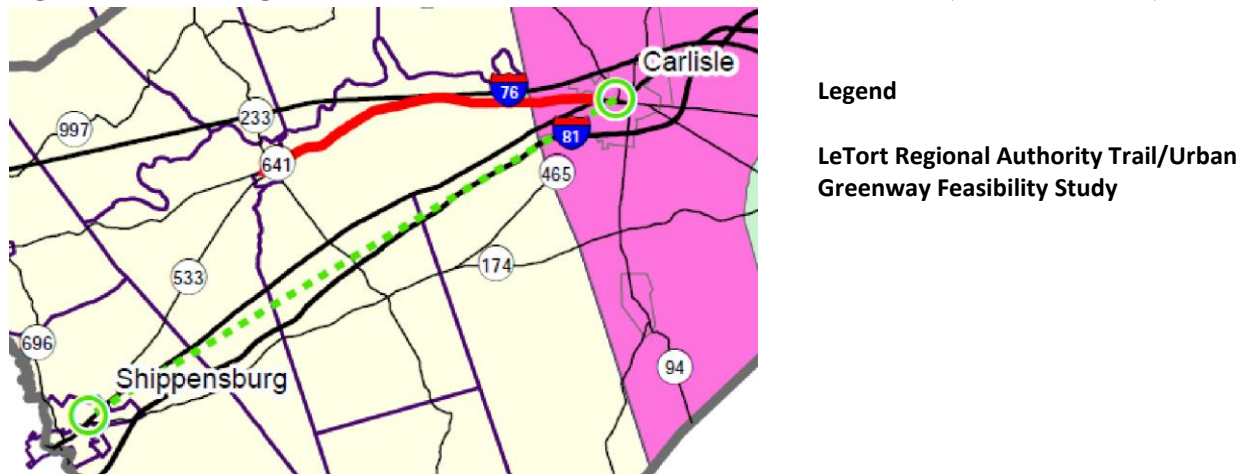


Source: HATS Pedestrian & Bicycle Plan, 2014

Regional planning has identified Carlisle and a bike – pedestrian connection from Carlisle to Shippensburg for potential study and improvement.

The Harrisburg Area Transportation Pedestrian & Bicycle Plan, 2014, shows the major bicycle and pedestrian studies that have been completed to date as potential destinations and corridors that could be studied for bicycle and pedestrian improvements.

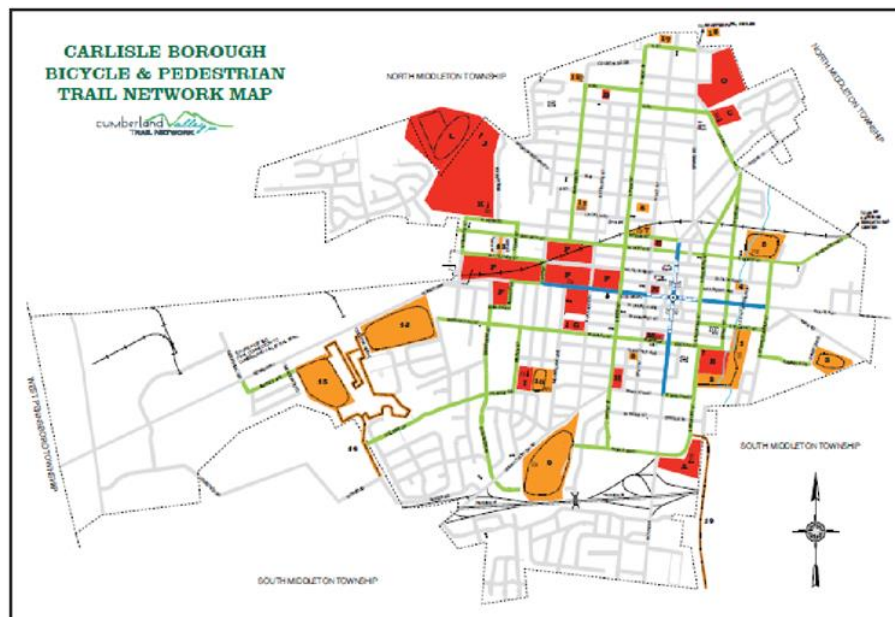
Figure 2.4 - Existing Areas of Detailed Study and Future Connections (Map 9 excerpt)



Source: HATS Pedestrian & Bicycle Plan, 2014

The Borough encourages walking and bicycling through its trail network.

Figure 2.5 - Carlisle Bicycle & Pedestrian Trail Network



The Borough's Parks & Recreation Department prepared a map, illustrating routes, facilities and providing safety tips. This map is available at: www.carlislepa.org.

Travelers and shippers can reach several destinations via regional transportation facilities.

Table 2.2 - Regional Transportation Facilities

Mode	Facility	Location	Distance from Carlisle
Bus	Greyhound Station	Harrisburg	25 miles
	Mega Bus Stop	Harrisburg	26 miles
	Capital Area Transit	Local Routes and Stops	< 1 mile
Airports	Carlisle Airport	South Middleton	< 1 mile
	Harrisburg Airport	Middletown	30 miles
	Baltimore -Washington	Baltimore	106 miles
	Philadelphia International	Philadelphia	131 miles
Passenger Rail	Amtrak Station	Harrisburg	25 miles
Freight Yards	Norfolk Southern	Enola	25 miles
	CSX Intermodal	Chambersburg	34 miles

Source: CumberlandBusiness.com

Community Services

Services and assistance health, safety, and welfare in or near Carlisle.

The Carlisle Regional Medical Center is located within 5 miles in South Middleton Township. The Borough operates a police department and a fire department to oversee two volunteer fire companies: Carlisle Fire and Rescue and Union Fire. These departments work in tandem with the Planning, Zoning & Codes Department to enforce building and property codes. Two emergency medical services (EMS) companies, Cumberland Goodwill EMS and Special Event EMS, provide service in the Carlisle area.

Public education services are provided by the Carlisle Area School District. Local institutions of higher education include Dickinson College, Penn State Dickinson School of Law, the U.S. Army War College, and the McCann School of Business & Technology.

The Borough provides 165 acres of parkland at 18 municipal parks for public recreation.

Hope Station Carlisle is local, county, and state collaborative partnership, serving the Hope Station neighborhood with supportive services.

Many non-profits provide services to Carlisle, Carlisle-area, and County residents in need of food, housing/shelter, and life skills. This non-profit community includes, but is not limited to:

- Faith-based organizations, Project Share (food pantry), Safe Harbour (homeless shelter)
- Carlisle Family YMCA and Carlisle YWCA
- Greater Carlisle Partnership, supporting regional cooperation in policies, programs, and services
- Partnership for Better Health, Salvation Army, and United Way of Carlisle & Cumberland County

Public Utilities

Carlisle's water system has capacity for growth.

The Borough's award-winning Water Treatment Plant draws from the Conodoguient Creek and provides high quality water that meets or exceeds state and federal drinking water standards to customers via its 86 miles of distribution piping. In 2010, the Plant received the Excellence in Water Treatment Award from the Partnership for Safe water. In 2016, Carlisle's Plant produced an average of 2.69 Million Gallons / Day (MGD) of water and has a capacity of 7 MGD.

Therefore, the Borough has sufficient water supply and treatment capacity to meet user demand well into the future. However, the 86 mile distribution system is rather old and is in vital need of replacement, upgrades, and costly regular maintenance, which places a financial burden on the Borough. A recent analysis of the condition of the distribution system confirms this priority, and reveals that new sources of funding to implement these improvements must be met.

Carlisle's sewer system also has capacity for growth.

The Carlisle Borough Sewer Authority owns, and the Borough operates the public sanitary sewer system in the Borough. The system includes a sewage collection system serving the Borough and a regional sewage conveyance system and a regional wastewater treatment plant also serving portions of South Middleton, North Middleton, West Pennsboro, and Middlesex Townships. Portions of the borough's sewer system are approaching 100 years old.

The treatment plant, referred to as the Carlisle Region Water Pollution Control Facility, is located in Middlesex Township adjacent to the Conodoguinet Creek. The plant was last

upgraded in 2012 to comply with the Chesapeake Bay Initiative nutrient discharge requirements. The facility is permitted to process 7 MGD of wastewater per day on an annual average basis. Current flows average about 40% of the permitted capacity. The system has adequate capacity to meet the long-term needs of the service area with excess capacity available. The conveyance system includes five pumping stations that serve the Borough and portions of the Townships.

The Borough evaluated the condition of its sewage collection system in 2014, resulting in the development of a long-term plan to repair and rehabilitate portions of the sewer system over a 20-year period. The 2014 plan, estimated to cost between \$30 and \$50 million to implement, set forth a long-term repair, rehabilitation, and replacement project to ensure the future service and reliability of the system. The Borough began implementation of the rehabilitation program in 2015.

The Borough now budgets for its continued implementation on an annual basis. The Sewer Authority, a citizen board appointed by Borough Council, helps finance such improvements through bonds issues or other borrowing measures if needed. Borough Council establishes customer user rates and sets the rates to ensure adequate funds are available to operate, maintain, and rehabilitate the system.

Natural Resources

Water is the Borough's most valued natural resource.

Carlisle has already impacted much of its natural resource context—native soils, vegetation, and wildlife. Water quality and aquatic life for LeTort Run, a tributary to the Conodoguinet Creek, is good, but requires treatment to remove excess nutrients and sediment for drinking water. Flooding along LeTort Run is the most common natural hazard.

In 1997, and 2006, air quality in the region was identified as being in non-attainment for fine particulate, nitrogen oxides, and ozone. Contributors appears to be the Borough's proximity to I-81, and PA Turnpike, as well as geographical setting. In 2014, EPA granted Pennsylvania's request to redesignate to "Attainment" as per National Ambient Air Quality Standards.

Historic and Cultural Resources

The Borough's historic character is recognized and protected.

The Carlisle Historic District, a nationally designated historic district, preserves much of the original layout of the town and more than 1,000 residential, commercial, and public buildings constructed primarily from the late 18th through the mid-20th centuries. The district retains its historic character through the enforcement of zoning and design guidelines.

Events at the Carlisle Fairgrounds draw car and truck enthusiasts.

The fairgrounds is home to Carlisle Events, which hosts car and truck shows annually for buyers, sellers, collectors, and hobbyists. Carlisle Events hosts 12 events annually, bringing in over \$98 million to the region's economy. The spring show alone draws nearly 100,000 enthusiasts.

Local military institutions are significant to the nation's past, present, and future and to Carlisle's identity.

Carlisle Barracks is one of the nation's oldest military installations for military training and education. Today, the Strategic Studies Institute, the Military History Institute, and the Center for Strategic Leadership are key elements of the War College's officer preparation. The Barracks also includes the nearby U.S. Army Heritage & Education Center —the primary facility for research about the U.S. Army and special military exhibits.

3. Vision and Goals for Community Development in 2025

Carlisle remains focused on its 2002 long-term vision and development strategy of being a vibrant small-town community.

This vision was presented in Carlisle’s 2002 comprehensive plan:

“Carlisle is a premier town with a strong sense of community identity and an excellent quality of life, making it a superb place to live, learn, work, visit, shop, and play. Carlisle offers:

- *A Balanced Community: A small town in spirit and a small city in amenities. The historic and quaint charm of the past centuries, evolving to meet the challenges and opportunities of the 21st century. Preserving our natural resources while promoting smart growth.*
- *Forward looking and responsible in community and economic development.*
- *A caring and engaged community, with unity in diversity.”*

Likewise, Carlisle’s long-range goals for community development remain relevant.

Land Uses, Housing, and Community Character

- Protect and enhance Carlisle’s quality of life as a traditional medium-sized town, with a well-balanced mix of uses.
- Provide for compatible land use patterns that avoid conflicts between different uses and manage truck traffic.
- Strengthen the downtown as a business, entertainment, cultural, and civic center.
- Strengthen residential neighborhoods, with an emphasis on home-ownership and rehabilitation of older buildings.
- Encourage the re-use and redevelopment of existing buildings and properties for modern residential and economic uses.
- Extend the best features of older development into newer development, including “human scale” development at densities that support walking and biking and substantial landscaping.
- Improve the visual attractiveness of Carlisle and the surrounding region, with an emphasis upon major entranceways that create a positive first impression upon visitors.

Economic Development

- Stress a strong, diversified economy that generates stability, sufficient tax revenues, and wide employment opportunities.
- Ensure that residents have the practical job skills needed by employers.
- Embrace and integrate the resources of the Army War College, Dickinson College, PA State Dickinson Law, the Carlisle Area School District, and other strong institutions in the region.
- Emphasize tourism that is built upon the area's heritage, arts, culture, and recreational assets, such as proximity to Kings Gap, Michaux State Forest, and Pine Grove Furnace.

Historic Preservation

- Encourage appropriate reuse and historic rehabilitation of older buildings, as well as new construction that is consistent with historic surroundings.

Community Facilities and Services

- Provide high-quality community facilities and services in the most cost-efficient manner.

Transportation

- Work with PennDOT and adjacent municipalities to manage congestion and improve safety through cost-effective operations and improvements.
- Seek to reduce the amount of truck traffic that passes through the Downtown.
- Promote increased use of public transit, bicycling, walking, and carpooling.

Natural Features

- Protect important natural features, with a special emphasis upon the LeTort Spring Run and mature trees.

Since 2002, priorities for community development have changed slightly.

Through the outreach campaign, survey, and discussion, citizens, stakeholders, and Borough officials developed, refined, and prioritized six community development issues as needing to be improved or enhanced by 2025:

- Downtown
- Traffic and Parking
- Public Safety
- Housing and Shelter
- Bicycle and Pedestrian Mobility
- Resiliency

At the time these priorities were determined, the CURP for the former industrial properties in the northern quadrant of the Borough was moving toward implementation and was assumed to remain a top priority for the Borough.

Strategic goals for 2025 emphasize quality of life in Carlisle.

For each of these priority issues, citizens, stakeholders, and Borough officials prepared a strategic goal for improvement. *By 2025, Carlisle will have:*

- Strengthened its image as an authentic historic town, blending small-town charm with an urban twist.
- Taken action to enhance its transportation system in ways that promote choice and use of all travel modes, improve safety and flow, and connect with regional transportation networks and operations and that are consistent with the Borough's small-town character.
- Ensured public safety services are provided in a professional, responsive, and preventive manner.
- Developed and implemented an integrated strategy to increase access to quality affordable housing for all residents.
- Promoted its bike - pedestrian network, enhanced its infrastructure, and led or supported its major trail projects in the region.
- Become more resilient to a variety of hazards and events that affect community development, community identity, and the health, safety, and welfare conditions of its citizens.

Summary Strategies

Action plans for each of the strategic goals are presented in chapters 4-9. These include inventory and analysis of current conditions, as well as recent and emerging efforts to address or affect each issue. The following pages summarize the objectives and near-term recommendations of these action plans.

Downtown Objectives

1. Increase the number and diversity of downtown businesses, including more minority-owned businesses.
2. Encourage businesses to serve students and visitors as well as residents.
3. Increase marketable downtown living space.
4. Renew the Central Business District (C-1) purpose, location, and character.
5. Enhance streetscape design and improve maintenance.
6. Increase green spaces.
7. Increase the number of buildings that meet code.

8. Strengthen partnerships among the Borough, property owners, business owners, and downtown advocates.

Near-term Recommendations (numbered by objective and action item)

- 1.4 Target technical assistance and access to start-up resources to entrepreneurs from under-represented persons with scalable businesses.
- 1.5 Establish/expand business mentoring programs.
- 1.7 Promote entrepreneurship programs at regional colleges and universities.
- 2.1 Coordinate business operations and incentives with student schedules.
- 2.2 Maintain a public listing of stores and services available beyond peak hours.
- 6.1 Promote funding programs to downtown property owners to “green” the downtown with permanent and seasonal landscaping.
- 7.1 Examine and prioritize vacancies for marketing.
- 7.2 Explore a land bank to move properties into active ownership.

Traffic and Parking Objectives

1. Increase citizen awareness, functionality and convenience of local and regional transportation options.
2. Enhance the roadway grid system through construction of “complete street” connections and intersection modifications which promote and support economic redevelopment.
3. Manage local operations to calm traffic, measurably improve safety, and minimize travel delays.
4. Work with PennDOT and adjacent municipalities to evaluate and make cost-effective improvements to the region’s street and highway system (emphasis on regional connections and interdependencies).
5. Work with Penn DOT and utility companies to coordinate underground infrastructure improvements and road maintenance activities to minimize disruption of traffic and inefficient duplication of effort and expense.

Near-term Recommendations (numbered by objective and action item)

- 1.3 Encourage private businesses and businesses clusters to provide bicycle parking.
- 1.4 Work with the Downtown Carlisle Association (DCA) for placement of directional signage to parking facilities.
- 3.1 Evaluate one-way street flows for their impact on turning lane queues in the downtown.

- * Pursue funding to defray costs for vehicle detectors to operate in conjunction with traffic signals control system.

Public Safety Objectives

1. Maintain police staff levels in line with community needs.
2. Promote efficient use of facilities and equipment, including technology.
3. Continue to coordinate emergency services across municipal borders.
4. Promote public awareness among citizens on public safety and crime prevention measures.

Near-term Recommendations (numbered by objective and action item)

- 1.1 Resume annual reporting of crime and case closures and community policing activities.
- 1.2 Continue community-policing through bike patrols and neighborhood group meetings.
- 2.1-2.3 Continue current training and coordination practices.
- 4.2 Promote citizen observance of activities and conditions in their neighborhood and throughout the community and reporting of potential criminal activity.

Housing and Shelter Objectives

1. Increase the availability of affordable rental housing.
2. Increase code compliance and property maintenance of all housing units.
3. Reduce shelter stays and homelessness.
4. Stabilize or increase household income.
5. Stabilize the home-ownership rate.

Near-term Recommendations (numbered by objective and action item)

- 1.2 Meet with local landlords to discuss zoning and/or code barriers to affordable rental units; revise regulations, as appropriate.
- 2.1 Hold workshops about the rental ordinance and property maintenance, emphasizing how it effectively makes good landlords more competitive.
- 2.2 Distribute information about tenants' rights to guide renters on steps they can take to ensure rental housing provided to them is safe.
- 2.4 Distribute information about the Redevelopment Authority's housing rehabilitation loan program.
- 3.1 Create a stronger "second chance" safety net to help residents retain housing.

- 5.3 Work with a community housing development organization to develop a HOME application to PA DCED to create home-ownership opportunities in the Borough.

Bicycle and Pedestrian Mobility Objectives

1. Raise awareness for and increase safe use of bicycling and walking as low-cost, low-impact, and high value means to travel.
2. Improve infrastructure for bicycling and walking.
3. Enhance and extend the bike - pedestrian network, including connections into neighboring communities.

Near-term Recommendations (numbered by objective and action item)

- 1.3 Disseminate the Borough's Bicycle & Pedestrian Trail Network Map through materials and events targeted to specific audiences.
- 1.4 When funding allows, update the Trail Network Map with a greater focus on benefits and reasons to bike or walk in lieu of driving and trailhead/parking locations.
- 2.5 Monitor the state transportation planning schedule (the four-year State Transportation Improvement Program (STIP) and the twelve-year program) for advance awareness of resurfacing and maintenance projects.
- 2.2 Update street-sweeping practices and schedules.
- 2.3 Recruit a bike rental service to downtown Carlisle.
- 2.4 Review / revise design standards to ensure that they pose no safety hazards to bicyclists.
- 2.7 Evaluate Borough streets for opportunities to complete the street for bicyclists and pedestrians.
- 2.9 Require new developments of a minimum size to provide bike racks.

Resiliency Objectives

1. Reduce areas impacted by flooding in the Borough through infrastructure improvements.
2. Establish dedicated local funding for stormwater management system maintenance and improvement.
3. Make capital improvement decisions for infrastructure based on lifecycle costs.
4. Reference best practices to address community resilience and identity in disaster planning.
5. Assess the adequacy of, and update as necessary, zoning and land use ordinances to account for recent and potential future changes in the frequencies and magnitudes of weather-related hazards.

6. Establish a robust community education program that is well resourced and explains hazards in a way that people understand and that motivates them to take action at home, at work or business, and socially throughout the community.
7. Promote coordination and partnerships—among municipal agencies, emergency responders, service agencies, civil society organizations, and businesses in and around Carlisle—to increase capacities for collaborations that build community resilience to hazards.

Near-term Recommendations (numbered by objective and action item)

- 1.1 Implement the Fairground Avenue stormwater park identified in the Carlisle Brownfields Area-wide Planning Strategy.
- 2.1 Identify and dedicate funding for the maintenance and improvement of the stormwater management system.
- 5.1 Review zoning ordinance and map and revise, as needed, to reduce areas or otherwise manage development to reduce the risk to life and property, particularly from flooding events.
- 5.2 Review development standards, i.e., the subdivision and land development ordinance and the historic district regulations that apply to rebuilding property after a hazard event.
- 6.1 Establish a community educator.
- 7.1 Continue emergency response planning and training exercises.
- 7.2 Review communications networks (charts).

4. Downtown Carlisle

The Borough supports the development and marketing of Downtown Carlisle through the work of the Downtown Carlisle Association (DCA). DCA follows the direction set by the Carlisle Comprehensive Plan, adopted by Borough Council. Carlisle and the DCA have acted on the results of several major studies for the downtown area since 2002. An Economic Research Associates / Downtown Works Retail Strategy in 2007, resulted in signage and design guidance and welcome integration of the arts into downtown. The 2008, Comprehensive Traffic Study of Downtown Carlisle resulted in the conversion of the four-lane street configuration to two, one-lane streets with a center turning lane and bicycle lanes, as well as new directional signage for trucks. The 2007, Downtown Improvement District initiative recommended consumer marketing, alternative parking payment, and lighting improvements, which were implemented. As a result of the Retail Market Analysis for the Downtown District (2012), Carlisle hired a retail recruiter to assist businesses in locating in downtown.

These efforts were implemented largely as recommended and have anecdotally strengthened the downtown's image as *"unified," "progressive," and having "its own sense of place"* compared to other communities in the region. Efforts have not fully revitalized or re-invented downtown Carlisle. Downtown parking and traffic are mentioned in this action plan as contextual to downtown's vibrancy and are directly addressed in the separate action plan for Traffic and Parking.

Downtown Carlisle is a regional economic and cultural center.

Downtown Carlisle was once the center of all retail and services for local citizens. In the mid to late 1900s, many retailers of food, clothing, hardware, banking, etc. moved out of downtown for newer, larger spaces on the edge of town. The Borough's role as county seat continued to draw people in for government services, but the downtown was no longer the same consumer destination it once was.

Today, Carlisle is still a regional center - home to specialty shops; professional, non-profit, and government service offices; and a variety of local eateries. This mix draws people from across the county as well as from local neighborhoods to the town's core.

As one of many regional centers in South Central Pennsylvania, Downtown Carlisle must define and uphold a unique identity to distinguish itself from other economic centers and attract customers and merchants. Carlisle hasn't defined its identity as unique in the way that

Gettysburg, Hershey, Lancaster, or Lititz have. DCA's Downtown Visioning in 2013 sparked promotion of downtown as the heart of Cumberland County and resulted in the creation of a mobile app for drivers to navigate parking options. The vision for downtown — as an urban mixed-use environment attracting residents seeking a walkable downtown lifestyle, as well as fostering new business, innovation and collaboration among people from PA State Dickinson Law school, the War College, and the Carlisle Barracks - hasn't been fulfilled to date.

Conditions and perceptions of downtown have improved.

Portions of downtown, including West High Street and West Pomfret Street, are vibrant with high rates of first-floor occupancy and quick turnover when vacancies occur. These areas benefit from their proximity to Dickinson College and their niche offerings. Other areas, including Hanover Street, have multiple vacancies and are slow to fill. In March 2015, DCA reported an 8% vacancy rate (11 vacancies among 133 first-floor spaces). High-profile vacancies, like those on the heavily traveled Hanover Street corridor, inflate the perception of vacancies, since many people don't realize just how large the downtown is - 356 buildings across all or portions of 14 blocks. Clustered vacancies within a single block exacerbate this misperception. Customers from outside the Carlisle area generally have more positive views and are less critical of vacancies than locals; perhaps they shop more regionally and compare vacancies in Carlisle as favorable to other Pennsylvania downtowns.

Those who know the downtown and its property owners regret the many shuttered and visibly un-marketed buildings. Stakeholders report that owners fear the cost of improvements needed to bring buildings up to code. At the same time, property owners recognize the planning, zoning, and codes staff as partners and have benefited from their input, experience, and availability.

Parking availability and proximity to stores is comparatively better than some other regional centers, but is still a hurdle to attracting customers and merchants. Traffic flows more steadily on Hanover Street during morning and mid-day peak periods after the Road Diet construction, yet occasional congestion still occurs, such as during re-routing of Interstate traffic and Carlisle Events activities.

The business mix in Downtown Carlisle has improved, evidenced by comparison of DCA's customer survey results in 2011 and 2015, yet more than half still don't agree or don't think that downtown has the right mix of businesses. Stakeholders feel there are too few destination shops and larger retailers and they recognize that there are few minority-owned businesses relative to the area's demographics. They don't agree on whether the downtown should have

national brands, like Starbucks. They do agree that several locally owned restaurants are successful because they offer quality food, good service, and are well-managed. Stakeholders also say that repetitive business types, like sub shops, pizza shops, etc., create competition but too many of one type relative other business types consumes space that could host a broader variety of businesses.

The Downtown Carlisle Association leads downtown promotion and improvement.

The DCA is a community board-managed organization established to advance the Borough's goals of economic development, increased tourism, managed land use and housing development, historic preservation, and regional marketing, all of which are embedded in the Carlisle Comprehensive Plan.

DCA follows the proven and long-standing Main Street Principles espoused by the National Trust for Historic Preservation for its organizational structure. The principles, now known as Transformation Strategies, address four topics of downtown conditions:

- Economic vitality, representing the mix and value of businesses
- Promotion, including promotion of downtown businesses as a whole as well as special events and activities that draw customers into the downtown
- Design, addressing the physical design of structures and their effect on public spaces
- Organization, outlining the scope and structure of coordination with community partners

To these four principles, DCA added:

- *local service* to Central Business District residents and adjacent neighborhoods.

Anchors, downtown living, and targeted marketing are among the suggested opportunities for downtown improvements.

Representatives of the DCA, the Borough, local institutions, and businesses were invited to a 2016 workshop to discuss the current conditions of Downtown Carlisle and opportunities for improvement. Regarding the business mix, i.e., business retention and recruitment, participants suggested that a few larger retailers would help to attract customers. They noted that locally-owned destination shops would likely be successful. *Toys on the Square* in Hummelstown was offered as an example. They also indicated that more minority-owned businesses could increase and diversify foot traffic, merchandise, and personal services. These outcomes could emerge from the expansion or relocation of existing businesses or from new start-ups. In either case, technical or financial assistance may be needed to successfully bring a

business idea to market, navigate re-use or redevelopment of existing structures, and persevere through the early years of business establishment.

In addition, DCA and the Borough envision residential uses (apartments and lofts) on upper floors throughout the downtown to bring more activity and “eyes on the street” in the evenings and on weekends, support businesses and their expansion of operating hours, and diversify housing choices.

Regarding general promotion of businesses, DCA uses a variety of marketing approaches - social media, email, online and paper guides - to disseminate information about grand openings and downtown activities and events. Stakeholders noted that a listing of which restaurants are open late and/or offer delivery would be of interest to students. They suggested more business-based events, such as a brewery crawl or brew fest, scavenger hunt for services and merchandise rewarded by prizes or discounts, and other types of themed events that draw people into town. They also indicated that more businesses should observe the college and Law School schedules and consider additional operating hours to serve students and families during college events.

Regarding the design and functionality of the downtown, several participants recalled that at least one previous study recommended a smaller Central Business District and more stringent regulation of first floor uses. Others felt these regulatory changes would help some and harm others, particularly existing businesses outside the smaller district. All seemed to acknowledge the value of the existing building stock with continued support (or ambitious incentives) for façade improvements. They also recognized the need to have a practical method for connecting or merging multiple smaller spaces into one larger establishment. All agreed that the downtown needs to be driver and pedestrian-friendly, requiring signage to public parking and improved design and maintenance of streetscapes including more public and private greenspace. They also suggested that public spaces more tangibly reflect local history as a key element of Carlisle’s identity.

Across all of these suggestions, stakeholders recognized that no single entity can accomplish these outcomes. DCA certainly has an important role to play but private business, local institutions, the Chamber of Commerce, county economic development and redevelopment agencies, and others influence the success of Downtown Carlisle.

Goal for Downtown Carlisle in 2025

Carlisle's foundation for a vibrant downtown is well established. The challenge lies in keeping relevant with modern consumer trends and authentic to the town's historic character. DCA has proven successful in leading projects and initiatives in conjunction with the Borough and with private businesses. With continued efforts to promote the downtown, expand the mix of businesses, and improve design and functionality, the Borough and DCA will move the vision for Downtown Carlisle, summarized in the goal for 2025 below, toward fulfillment.

By 2025, Carlisle has strengthened its image as an authentic historic downtown - blending small-town charm with an urban twist.

Downtown Carlisle offers opportunities for nearly all of life's activities, from shopping and dining, to living and working, to learning and leisure, to worship and community service. Its small-town charm is demonstrated through local, independent merchants and service providers who provide quality customer service and informed referrals to other businesses in town, who maintain their structures and spaces with pride and stewardship for local architectural history, and who share in the community's vitality and improvement. Its urban twist is represented by intensive use of land (taller buildings), multiple uses within blocks and buildings, and interconnected buildings.

Objectives or focus areas for reaching the goal include:

1. Increase the number and diversity of downtown businesses, including more minority-owned businesses.
2. Encourage businesses to serve students and visitors as well as residents.
3. Increase marketable downtown living space.
4. Renew the Central Business District (C-1) purpose, location, and character.
5. Enhance streetscape design and improve maintenance.
6. Increase green spaces.
7. Increase the number of buildings that meet code.
8. Strengthen partnerships between the Borough, property owners, business owners, and downtown advocates.

Action Plan

The action plan outlines actions or steps to positively impact Downtown Carlisle.

An implementation framework is outlined for each item. Leads and partners identify the entities with authority, interest, and resources to carry out the action. Timeframes are suggested to address most regulatory items first, followed by physical or capital improvements and administrative initiatives; efforts that have already been initiated are listed as ongoing. Discrete steps or tasks and the need for meetings are listed under “Required Efforts” and associated with a level of effort. As the plan owner, Council may choose to lead, coordinate, or delegate any of these actions to staff, committees, or other partners. Council should be proactive in communicating its intent to lead or delegate an action item to its partners. It takes discipline and accountability to implement an action plan. A two-page summary of the Downtown Action Plan is prepared as an Implementation Tracker and included in the appendix to aid Council or its designee in monitoring implementation efforts. The action plan closes with an evaluation item to guide periodic assessment of implementation efforts and provide an opportunity to re-order action items.

ACTION ITEMS <i>by objective</i>	IMPLEMENTATION
Obj 1. Increase the number and diversity of downtown businesses, including more minority-owned businesses.	
1.1 Recruit retailers consistent with the Merchandising Mix Strategy. <i>Source: ERA Downtown Works Retail Strategy, 2007</i>	Lead and Partners DCA, Retail Recruiter Timeframe - Ongoing Required Efforts - Within scope of recruiter contract
1.2 Create a program to display possible uses of available spaces with art exhibits, posters, etc. Production could be volunteer / sponsor -based or professional /commercial. Look for participants and display ideas among community organizations, youth organizations, and students in school arts programs. Educational credit may be possible in lieu of payment. <i>Source: Downtown Vision, 2013</i>	Lead and Partners DCA; various community organizations and private sponsors Timeframe - 2019 Required Efforts - Coordination of volunteer participants, sponsors
1.3 Create a second-stage business incubator that provides the step between the Murata Business Center/Ben Franklin TechCelerator and a fully self-supporting operation. The program should provide training /mentoring and administrative assistance. The effort would entail concept development into a business plan (including market analysis and	Lead and Partners CAEDC; educational partners Timeframe - 2022 Required Efforts Incubator business plan to facility acquisition/construction

operations) funding, and facility acquisition/construction. <i>Downtown Vision, 2013</i>	
1.4 Target technical assistance and access to start-up resources to entrepreneurs from under-represented persons with scalable businesses. Begin by asking how and where business ideas are conceived and vetted informally and how assistance resources can be introduced effectively.	Lead and Partners DCA, CAEDC; Hope Station Timeframe - 2019 Required Efforts - Research, Promotion of existing resources
1.5 Establish/Expand business mentoring programs. Connect under-represented persons who aspire to develop commercial property with opportunities to network and form partnerships with established successful business managers as well as developers, community leaders, community-based organizations, or development intermediaries.	Lead and Partners DCA, CAEDC; Dickinson Timeframe - 2018 Required Efforts - Coordination of networking events and activities
1.6 Launch an Inclusive Start-up Fund. This fund would provide first time capital for under-represented entrepreneurs, expand the local pool of investors from under-represented populations, and encourage the existing venture capital community to invest in start-ups with diverse founders. At minimum, the launch effort would require sustainable capital as well as management elements—and application process, evaluation criteria, and fund manager.	Lead and Partners CAEDC; Hope Station, educational partners Timeframe - 2022 Required Efforts – Fund Development and management /cost varies with scale of fund
1.7 Connect students and under-represented entrepreneurs to entrepreneurship programs at regional colleges and universities.	Lead and Partners CAEDC; Dickinson, Penn State–Harrisburg, Central Penn College Timeframe - 2019 and ongoing Required Efforts - Research, Promotion of existing resources
Obj 2. Encourage businesses to serve students and visitors as well as residents.	
2.1 Coordinate businesses operations and incentives, e.g., rewards, discounts, giveaways, etc. with high school and college student schedules. Initiate this effort with a workshop meeting for business owners	Lead and Partners DCA and Chamber; businesses and school administrators Timeframe - 2019

<p>focusing on the one semester. Meet again to evaluate and schedule events for a second semester or workable time period. <i>Source: June 2016 Downtown Workshop</i></p>	<p>Required Efforts - Meeting preparation (6-month schedule) and participation / Nominal cost</p>
<p>2.2 Maintain a listing of stores and services available outside of peak hours, i.e., open early, late, and/or weekends. Update the list quarterly to reflect seasonal changes in hours and to incorporate new businesses. <i>Source: June 2016 Downtown Workshop</i></p>	<p>Lead and Partners DCA and Chamber; businesses Timeframe Summer 2019 updated quarterly Required Efforts - Meeting or online survey / Nominal cost for this administrative task</p>
<p>2.3 Leverage events that occur elsewhere in the Carlisle area to draw visitors to downtown businesses for complementary retail services. Begin with a list of area events, e.g., student orientation/move-in, parents' weekend and graduation, car shows, etc. Explore marketing options as well as creating common design streetscape features, linkages, and signage to promote customer travel. <i>Source: Comprehensive Plan, 2002</i></p>	<p>Lead and Partners DCA and Chamber; school administrators, Carlisle Events, other Timeframe - 2021; quarterly meetings planning for the next 6 months Required Efforts - Meeting preparation (6-month schedule) and participation</p>
<p>Obj 3. Increase marketable downtown living space.</p>	
<p>3.1 Review successful downtown housing initiatives. Seek out model initiatives through housing and planning conferences. Meet with planners and developers in other communities to discuss successes and hurdles. Determine what approaches are applicable and transferable to Carlisle. This investigation could be conducted as a small-scale and informal volunteer committee effort or contracted as a study. PA communities that have recently addressed downtown housing include the following:</p> <ul style="list-style-type: none"> • York, where the private sector has developed two modern multi-family residential structures known as CODO. • State College, where the West End has been the focus of a mixed-use revitalization effort. 	<p>Lead and Partners Borough Planning Commission, DCA; real estate developers, interested property owners Timeframe - 2022 Required Efforts - Informal, volunteer-based effort</p>

<ul style="list-style-type: none"> • Pittsburgh, where a 2011 Downtown Plan called for an adaptive reuse building code, streamlined code admin/enforcement, and an adaptive reuse handbook for developers; financial incentives and assistance, study of parking incentives). 	
<p>3.2 Define a strategy and pilot project to increase downtown residences (upper floor living). The strategy would entail policy recommendations and identification and partnership development for a pilot project. This effort could be funded and implemented as a public-private partnership. <i>Source: Downtown Vision, 2013</i></p>	<p>Lead and Partners Borough Planning Commission, DCA; real estate developers, interested property owners Timeframe - 2023 Required Efforts - Housing Strategy</p>
<p>3.3 Establish incentives for the creation or rehabilitation of downtown living units, if the market is unresponsive to zoning updates and other policy changes. Consider policy and financial incentives for developers—permitting higher density (more units), tax increment financing (TIF), and Neighborhood Assistance Program (NAP, a tax credit program). <i>Source: Downtown Vision, 2013</i> Also, Neighborhood Partnership Program (NPP, a tax credit program). The private sector employers might also consider offering employee incentives where local residency has benefits.</p>	<p>Lead and Partners Borough Council, Planning Commission; DCA Timeframe - 2024 Required Efforts - Research best practices, Develop and adopt policy</p>
<p>Obj 4. Renew the Central Business District (C-1) purpose, location, and character.</p>	
<p>4.1 Evaluate the central business zoning district for market changes, patterns in unsuccessful reuse that may be due to zoning, etc.; update as appropriate.</p> <ul style="list-style-type: none"> • Review the district purpose; size and location; mix of permitted uses; and character requirements of re-use and redevelopment, such as building mass, orientation, setback (including zero setback), etc. • Consider previous recommendations, and their effects and implications: 	<p>Lead and Partners Borough Council, Planning Commission, DCA; Chamber Timeframe - 2019, 2023, 2027 Required Efforts - Analysis, Recommendation of district updates</p>

<ul style="list-style-type: none"> a. Adjust zoning to create a smaller, more retail-concentrated Central Business District. b. Adjust zoning to limit ground-level office uses. c. Rezone a Community Commercial Overlay in neighborhoods adjacent to High Street and Hanover Street. <i>Source: ERA Downtown Works Retail Strategy, 2007</i> d. Encourage zoning to support green changes and initiatives. <i>Source: Downtown Vision, 2013</i> e. Review barriers to pop-up retail use (very near-term duration; sometimes seasonal) that could lead to permanent business location. ● Determine and enact appropriate zoning changes. 	
<p>4.2 Supplement the building façade improvement program. Consider previous recommendations, and their effects and implications:</p> <ul style="list-style-type: none"> a. Streamline and facilitate promotion of façade design assistance program. <i>Source: Carlisle Downtown Improvement District, 2008-2013</i> b. Retain an architect to assist existing property owners with design improvements and to review proposed new store fronts. <i>Source: Downtown District Retail Market Analysis (Gibbs Study), 2012</i> 	<p>Lead and Partners DCA</p> <p>Timeframe - 2020</p> <p>Required Efforts - Façade Program Review and Promotion / Nominal cost; Retained Architect / Value of retainer or contract to be based on expected interest</p>
<p>4.3 Improve the perception and reputation of the Historical Architecture Review Board (HARB). Specifically, educate property owners of the benefits of the HARB to the downtown, e.g., through workshops and public discussions. <i>Source: Downtown Vision, 2013</i></p>	<p>Lead and Partners Borough Council, DCA; Chamber</p> <p>Timeframe - Ongoing</p> <p>Required Efforts - Contributions to public dialogue; Community outreach</p>
<p>Obj 5. Enhance streetscape design and improve maintenance.</p>	
<p>5.1 Maintain street trees; annually evaluate street trees for pruning, replacement, etc., and program</p>	<p>Lead and Partners Borough Council, Shade Tree Commission, Public Works</p>

<p>accordingly. <i>Source: Carlisle Downtown Improvement District, 2008-2013; Downtown Vision, 2013</i></p> <p>Seek guidance or training from a certified arborist with experience in urban settings where both building and signage visibility and streetscape should be considered.</p>	<p>Timeframe - Ongoing</p> <p>Required Efforts - Training, equipment, tree replacement budget</p>
<p>5.2 Create more places to sit in downtown. Begin with a discussion of where seating would be most valuable to shoppers. Explore the options of business-provided seating as well as privately-sponsored, business-permitted seating in these locations.</p> <p><i>Source: Downtown Vision, 2013</i></p>	<p>Lead and Partners</p> <p>Borough Public Works, DCA, businesses and community organizations as sponsors</p> <p>Timeframe - 2021</p> <p>Required Efforts - Committee effort to develop mini plan, solicit sponsors and funds for seating installation / capital costs to be determined by seating type and number of locations</p>
<p>5.3 Enhance trash pick-up location, frequency, and time of day.</p> <p>Evaluate the need, cost and benefit of additional trash and recycling receptacles in downtown.</p> <p>Consider replacing lids for the public trash containers with a lid that limits disposed items to coffee cup size and incidentals.</p> <p>A decision to change the current service and/or additional receptacles should be evaluated by property and business owners in downtown as well as Borough staff.</p> <p><i>Source: Downtown Vision, 2013</i></p>	<p>Lead and Partners</p> <p>Borough Council, Public Works; Chamber</p> <p>Timeframe - 2020 (or negotiated in the next service contract)</p>
<p>Obj 6. Increase green spaces.</p>	
<p>6.1 Promote funding opportunities for rain gardens, green walls and roofs, water features to downtown property owners. Watershed and stormwater partnerships within and beyond the county may be aware of funding opportunities for these water quality improvements.</p> <p><i>Source: Downtown Vision, 2013</i></p>	<p>Lead and Partners</p> <p>DCA; Conservation District, watershed and stormwater partnerships</p> <p>Timeframe - 2018 and ongoing</p>

Consider the potential for increased competitiveness if pursued by multiple owners in a single application.	Required Efforts - Promote via Borough website or link to existing sources/ Nominal
6.2 Increase the hanging flower baskets throughout the district. <i>Source: Carlisle Downtown Improvement District, 2008-2013</i>	Lead and Partners DCA, Chamber Timeframe - 2020
Obj 7. Increase the number of buildings that meet code.	
7.1 Examine and prioritize vacancies for marketing. Successful reuse results from attention to the market (demand) and the available building stock (supply). Meet with property owners and brokers to understand property conditions and desired amenities that retailers and other users are looking for Carlisle. Evaluate if and how desired building conditions and amenities can be achieved prior to marketing. Engage a committee for this ongoing work. <i>Source: ERA Downtown Works Retail Strategy, 2007.</i>	Lead and Partners DCA, Chamber, Retail Recruiter Timeframe - 2018
7.2 Explore the establishment and use of a land bank as a method to move properties into active ownership. Consider municipal and county models.	Lead and Partners Borough, Cumberland County Timeframe - 2018 Required Efforts - Research and recommendation, travel, meetings
Obj 8. Strengthen partnerships among the Borough, DCA, business owners, and property owners.	
8.1 Improve communications to highlight successful cooperation and collaboration efforts and to solicit partners for future initiatives. Consider engaging Dickinson journalism students in attending DCA meetings and reporting as online posts to DCA's social media. Alternatively, engage the Sentinel more frequently in reporting activities and accomplishments. <i>Source: June 2016 Downtown Workshop</i>	Lead and Partners Borough, DCA, Chamber Timeframe - Ongoing
8.2 Work with community service organizations and non-profits to support and address training options,	Lead and Partners

workforce and skill development, and daytime activities. <i>Source: Downtown Vision, 2013</i>	DCA; community, faith-based and other non-profits Timeframe - Ongoing
Evaluation	Implementation
Periodically assess progress on this action plan and consider the need to update its objectives and add new actions. Renew the entire action plan in 2025. An implementation tracking page is included in the appendix.	Lead and Partners Carlisle Borough Council, Downtown Carlisle Association Timeframe - Every 3 years starting in 2019

Action Plan Contributors

The following citizens and stakeholders participated in the action planning workshop.

- Michelle Crowley, Carlisle Area Chamber of Commerce
- Josh Eisenberg, Director, Student Leadership & Campus Engagement at Dickinson College
- Shireen Farr, Cumberland Valley Tourism
- Karen & Jim Griffith, Create-A-Palooza, LLC
- Yolanda Ingram, Director of Student Services at Dickinson Law
- Jacqueline Joyce, Dickinson College Student Ambassador to Borough Council
- Bruce Koziar, Borough Planning, Zoning, and Codes Manager
- Safronia Perry, Assistant Executive Director, Hope Station
- Ashley Perzyna, Assistant Chief of Staff, President's Office at Dickinson College
- Cinda Shannon, Cole's Bike Shop
- Glenn White, Downtown Carlisle Association.

5. Traffic & Parking

Traffic and parking are long-time transportation issues in Carlisle. Home to education, employment, and entertainment destinations located at the hub of numerous state and federal highways, Carlisle indeed has traffic. By definition, traffic simply means multiple vehicles moving along a road or street. For many, it means unproductive delay or waiting - time that is lost or wasted - relative to (a memory of) how long the trip used to take. For others, the implication of traffic is not just about time, it's about air quality and public health. Once travelers near their destination, finding convenient parking can become another hurdle to arriving on time. This action plan documents current actions on traffic operations and management and parking and outlines future steps.

Traffic volume changes on state highways in recent years are a mix.

PennDOT conducts traffic counts by road segment on a rolling schedule. The most recent counts for state roads in Carlisle were collected between 2012 and 2016 and were acquired from PennDOT's [Internet Traffic Monitoring System](#). Data extracted from this system is provided in Table 5.1, and shows that Interstate 81 carries roughly 60,000 vehicles per day in the Carlisle area. Slightly more traffic of this volume is headed southbound. Allen Road, between U.S. 11 / Ritner Highway and the Interstate, carries about 20,000 vehicles per day. Portions of N. Hanover Street, S. Hanover Street, E. High Street, and York Road each carry about 15,000 vehicles per day. South Hanover south of Ridge Street, W. High, and a portion of Walnut Bottom Road carry 10,000 to 12,000 vehicles on an average weekday. All other state roads average less than 10,000 vehicles per day.

Commercial trucks comprise 2 to 9% of the total traffic volume on state roads in town, which is comparable to or less than truck volume percentages on state roads in other central Pennsylvania towns, such as Gettysburg, Hershey, and Lebanon. In town, E. High Street and York Road carry the highest truck volumes: 1,360-1,390 per day as counted in 2012 and 2015, respectively. Truck volumes are similar on Allen Road near the interstate, as counted in 2013. On the interstate, truck volumes are about 30% of total traffic or 17,500-17,700 per day as counted in 2014 and 2016.

Table 5.1 - Traffic Volumes on State Roads

State Route	Local Route Name	N/E Historical	N/E Current	N/E Current Truck %	S/W Historical	S/W Current	S/W Current	Historical Data	Current Data
0011	Ritner Highway, west of Allen Rd, West Pennsboro/Dickinson	9,394	7,896	7	N/A	N/A	N/A	2007	2012
0011	West High	11,588	11,484	7	N/A	N/A	N/A	2011	2014
0011	N Hanover, near Media Rd	8,448	8,785	7	N/A	N/A	N/A	2012	2015
0011	Ritner Highway near Meadow Blvd	7,995	10,604	6	N/A	N/A	N/A	2010	2015
0011	N Hanover, near Locust St	6,627	6,682	7	6,827	8,205	6	2012	2015
0034	S Hanover, south of Ridge St	6,158	6,078	3	6,392	6,038	3	2011	2014
0034	Carlisle Springs Rd south of the Turnpike	7,996	6,995	6	N/A	N/A	N/A	2010	2015
0034	S Hanover, south of South St	7,935	8,212	4	7,415	6,317	6	2012	2015
0074	N College, south of A St	6,473	8,261	3	N/A	N/A	N/A	2009	2014
0074	E High, east of Letort Run	7,660	15,435	9	N/A	N/A	N/A	2007	2012
0074	York Rd near Carlisle Plaza Mall	12,057	15,152	9	N/A	N/A	N/A	2010	2015
0074	Waggoners Gap Rd, N Middleton	3,199	3,522	8	N/A	N/A	N/A	2010	2015
0081	Interstate 81, between Exits 45 and 47	29,878	29,028	31	30,038	30,371	28	2013	2014
0081	Interstate 81, between Exits 44 and 45	29,878	29,028	31	30,038	30,371	28	2013	2014
0081	Interstate 81, east of Exit 47, S Middleton	28,377	34,317	27	29,690	32,421	26	2015	2016
0465	Allen Rd, between Ritner Highway and Interstate 81	8,444	9,608	7	8,444	10,267	7	2010	2013
0465	Allen Rd, between Newville Rd and Ritner Highway	7,398	8,911	7	N/A	N/A	N/A	2008	2013
0641	E High, east of Greystone Rd	14,385	18,474	5	N/A	N/A	N/A	2009	2014
0641	Newville Rd, east of McClures Gap Rd	6,726	5,621	3	N/A	N/A	N/A	2007	2012
2002	E North St, east of East St	5,493	4,458	7	N/A	N/A	N/A	2007	2012
2002	Claremont Rd, Middlesex	5,551	4,989	4	N/A	N/A	N/A	2011	2014
2005	Ridge St at Interstate 81	2,761	1,273	8	N/A	N/A	N/A	2007	2012
3023	Walnut Bottom Rd	10,838	10,139	5	N/A	N/A	N/A	2008	2013
3023	W Willow near West S	6,113	5,644	5	N/A	N/A	N/A	2007	2012
3025	S College, near Willow St	3,476	4,294	3	N/A	N/A	N/A	2009	2014
3025	S College, near Walnut St	5,304	4,855	2	N/A	N/A	N/A	2007	2012

Source: PennDOT

Traffic volumes on state highways within Carlisle have changed, some dramatically, in the past 10 to 15 years. Possible causes for observed increases in excess of standard projections are numerous, and include continued prolific development of the warehousing industry in and around Carlisle, as well as localized effects such as the Road Diet and truck route signage installations. Traffic on E. High from the Square to York Road increased by 101% from 2007 to 2012. **Data from 2017 counts were not available at the time this document was prepared.** Traffic on U.S. 11 / Ritner Highway from W. High to Allen Road increased by more than 32% from 2010 to 2015; this segment will be counted again in 2020. PA 74 / N. College Street from High Street to “B” Street and E. High Street from York Road to the interstate each increased by 25 to 28% from 2009 to 2014; these segments will be counted again in 2019. Finally, PA 74 / York Road increased by nearly 29% from 2010 to 2015 and will be counted again in 2020. In consideration of the aforementioned extensive construction of warehouses in the Carlisle area, *2017 traffic volume data may show that truck traffic has continued to increase significantly in recent years.*

Traffic flow also declines during special events that draw large numbers of visitors to town, such as car shows at Carlisle Events. Public transportation has been used to reduce traffic between local hotels and the fairgrounds, but only addresses that portion of traffic generated by those overnighing.

Traffic accidents have increased in recent years.

Traffic safety and speed enforcement are a constant concern to residents, some of whom request that the police department provide more traffic enforcement (primarily speeding enforcement) in particular neighborhoods and on specific streets. Borough police acknowledge that speeding occurs and that speed enforcement can have a positive impact, however residents sometimes perceive traffic volumes as heavier and speeds faster than is actually the case. One area in which varying degrees of traffic enforcement and truck enforcement may have a positive impact could be traffic accidents.

Table 5.1 - Traffic-Related Borough Police Data

	2013	2014	2015	2016	2017
Crash Investigations	697	618	704	881	810

Source: Carlisle Borough Police Department

It should be noted that the 881 crashes (2016) represents the highest number of vehicular crashes since 2005.

State and local data agree that the trends of crashes and fatalities have declined.

According to *Traffic Safety in the Tri-County Region, 2010-2014*, there were nearly 1,100 vehicle-related crashes in the Borough during this five-year period. This data represents crashes that occurred on a public roadway and included injuries and / or vehicle damage, which required towing. Accidents of that type are required to be reported to PennDOT and are therefore referred to as *Reportable Accidents*. Accidents that did not include injuries or vehicle damage which required towing are not required to be reported to PennDOT and are therefore referred to as *Non-Reportable Accidents*. The Police Department still maintains records for both types of accidents. The annual number of state-reportable crashes declined during the 2010-2014 period. *Fatalities and major injuries associated with these crashes totaled 20 and also showed an overall decline in incidents*. Comparing this data to the Borough's police data indicates that crashes in recent years have resulted in injuries only, but no fatalities.

Table 5.2 - State-Reportable Crashes and Fatality / Injury Totals

Reported Crash Statistics	2010	2011	2012	2013	2014	2010-14	% of County Total
Total Crashes	232	203	232	227	192	1,086	8.7%
Fatalities and Major Injuries (F and MI)	5	5	3	5	2	20	5.1%
Crashes by Type (more than one type may apply to a single crash)							
Run-Off-Road	42	41	34	52	32	201	4.5%
<i>With F and MI</i>	0	2	2	1	0	5	2.7%
Hit-Fixed Object	27	18	21	26	17	109	3.0%
<i>With F and MI</i>	0	0	2	0	0	2	1.4%
Intersection	112	111	134	122	108	587	12.6%
<i>With F and MI</i>	3	2	2	3	1	11	8.9%
Head-On	4	8	8	8	8	36	9.0%
<i>With F and MI</i>	0	1	0	0	0	1	4.8%
Aggressive Driving	125	116	150	135	136	662	9.1%
<i>With F and MI</i>	4	3	0	2	1	10	4.4%
Distracted Driving	29	24	50	49	47	199	11.0%
<i>With F and MI</i>	0	0	0	0	0	0	0.0%
Pedestrian-Related	15	10	9	9	10	53	23.8%
<i>With F and MI</i>	2	0	1	1	1	5	13.5%
Bicycle-Motor Vehicle	6	4	4	14	7	35	25.5%
<i>With F and MI</i>	0	1	0	2	1	4	23.5%
Heavy Truck	5	11	7	8	6	37	3.7%
<i>With F and MI</i>	1	0	0	0	0	1	1.9%

Source: *Traffic Safety in the Tri-County Region, 2010-2014*, Tri-County Regional Planning Commission for the HATS.

Certain types of crashes occurred more frequently than the Borough's overall share (8.7%) of crashes in Cumberland County. Crash types with greater than county average occurrence included intersection crashes (12.6%), head-on crashes (9%), aggressive driving crashes (9.1%), distracted driving crashes (11.0%), pedestrian-related crashes (23.8%), and bicycle-motor vehicle crashes (25.5%). Fatalities and major injuries from these types of crashes - except aggressive and distracted driving - were also higher than the county average for the 2010-14 period. Totals and detailed statistics are shown in Table 5.2.

The Traffic Safety Report, 2010-2014, indicates that many of these crashes were attributable to carelessness or human error. Nonetheless, it designated several corridors or intersections as candidates for more in-depth investigation to assess the value or impact of potential safety improvements. Hanover Street and High Street were designated as high-priority corridors. West Willow Street and York Street were noted as high-frequency crash corridors. None of these streets are currently programmed for resurfacing or improvement in the foreseeable future.

Harrisburg Area Transportation Study expects to analyze PennDOT safety data for 2015 and 2016 soon and will update the safety report later in 2017.

The Borough has taken several major actions since 2002 to improve traffic flow and safety.

The Road Diet

Traffic flow and safety concerns can be addressed by engineering, education, enforcement, and/or emergency response. In 2009, the Borough received state funding to convert its two-way, two-lane travel pattern on Hanover and High Streets to a two-way, one-lane pattern with dedicated left turn lanes at intersections and dedicated bicycle lanes and sensors for traffic lights. This project, aka "the Road Diet", was intended to increase safety and efficiency of traffic flow, reduce truck traffic, and encourage walking and bicycling in the downtown, which would also benefit businesses. The project was completed in 2011.

Traffic impacts, *real or perceived*, associated with the Road Diet seem to vary, depending on time, location and perhaps, the traveler. Post-construction travel time studies show mixed results for motorists traveling between pre-established reference points in terms of average delay and total travel time. The multi-modal project included extensive effort to safely integrate bicycle and pedestrian traffic with the facilitation of heavy vehicular traffic flow on busy intersecting arterial streets. Single file movement of through traffic, dedicated left turn lanes, and pedestrian crossings which reduce the number of travel lanes that pedestrians have to traverse are generally considered to be among the more significant and indisputable impacts of the Road Diet. The long-standing challenge of difficulty making left turns from side streets during peak traffic periods continues to

be problematic. As referenced earlier, assessment of viable ways to abate this issue is an important traffic management task to be undertaken.

As part of the Road Diet, truck routing signage was also added to Interstate 81 to encourage truck drivers bound for the industrial area to use the Allen Road interchange, thereby avoiding downtown. Periods of traffic oversaturation, such as those precipitated by incidents, which require closure of Interstate 81, continue, as always to present traffic problems that cannot be fully addressed by downtown traffic management practices or any realistic roadway configuration.

A Travel Time and Delay Study found while average travel time impacts were varied, traffic flow was steadier (average stopped delay was less) on Hanover and High Street westbound, after the Road Diet during the morning and mid-day peak period. Though eastbound traffic on High Street was negatively impacted during both periods. Travel time was slower on both streets during the evening peak period, but again stopped delay improved on three of the four legs of the study area. Evening eastbound High Street travelers were impacted by a near 50% increase in travel time and a near doubling of stopped delay attributed to the signal's priority for Hanover Street traffic and pedestrian use of a mid-block crosswalk at Dickinson College. *The study concluded that overall the Road Diet helped calm traffic, resulting in steadier, slightly slower traffic flow through downtown.*

The Carlisle Connectivity Project

The Carlisle Connectivity Project is a complete streets initiative intended to aid in the redevelopment of the IAC, Tyco, and Tire & Wheel sites in the NW portion of the Borough. The project will construct four transportation corridors to integrate the planned mixed-use district with the existing urban pattern. Once occupied, the redevelopment is projected to generate 505 new trips during the weekday morning peak hour, 866 new trips during the weekday evening peak hour, and 1,264 new trips during the Saturday midday peak hour. Improvements will update the deteriorated and discontinuous corridors into complete streets with traffic calming, pedestrian / bicycle facilities, intersection improvements, transit facility upgrades, green infrastructure for stormwater, streetscaping, wayfinding, a community park, and other improvements. The Borough is leveraging state and federal transportation funds to construct the four corridors:

- “B” Street from N. College Street to Carlisle Spring Road, including new roundabouts at the intersection with N. College Street and at the intersection with Fairground Avenue.
- Widening of Fairground Avenue from W. Penn Street to B Street, with tie-in to proposed roundabout.

- New roundabout on new alignment at intersection of N. Hanover Street (U.S. Route 11), Fairground Avenue, and Penn Street.
- Carlisle Spring Road, from just south of Hamilton Street to N. Hanover Street (U.S. Route 11) including realignment of Carlisle Springs Road, a new signalized intersection, elimination of one of two Norfolk Southern railroad crossings, reconstruction of N. Hanover Street from Carlisle Springs Road to tie-in at proposed roundabout at Penn and Fairground, and installation of left hand turning lanes on Carlisle Springs Road at “A” – “D” Streets. Construction is expected to begin in late 2017 and to be completed by 2021.

Emergency Vehicle Traffic Signal Preemption and Signal Coordination

Grant funding has been requested to install additional emergency vehicle traffic signal preemption devices. During the Road Diet, such devices were installed at 21 intersections and have proven to aid emergency vehicles moving through traffic as they respond to calls. Signals along the Walnut Bottom Road and Ritner Highway corridors will be the first to receive the additional preemption systems due to their proximity to the Carlisle Regional Medical Center on Alexander Spring Road. Signal preemption equipment on Ritner Highway will supplement and extend the preemption service presently in use along the Allen Road corridor, which serves as an alternate route to the hospital. In a collaborative effort with South Middleton Township, funding has also been requested for a study of signal timing and coordination and traffic progression along the Walnut Bottom Road corridor in both municipalities.

Intersection improvements for Walnut Bottom Road at West Street

This intersection has a long history of crashes due to driver confusion exacerbated by the five-leg design. The location has been submitted to the Harrisburg Area Transportation Study as a local transportation improvement need. The submission was supported with an in-house engineering study that proposes conceptual remediation solutions. The Harrisburg Area Transportation Study is expected to evaluate the submission and determine its ranking among future transportation projects for funding.

Truck traffic is part of the local economy.

Commercial trucks will always be a component of local traffic. The growing trend of online purchasing combined with home and office delivery and the area’s warehousing and logistics industry generate truck traffic for the area. Ensuring that trucks use designated state highways and not Borough-owned streets will be important to protecting quality of life in neighborhoods and sound use of local taxpayers’ dollars for the maintenance of local streets. Fortunately, the

gridded street pattern provides alternatives for local drivers when the thoroughfares become congested.

The Borough has more than 1,200 parking spaces available in four surface lots and one parking garage in the downtown.

The majority of spaces (54%) are on-street and nearly two-thirds are metered. Near-term, gold-colored meters located nearest downtown allow a maximum of two hours; long-term, silver-colored meters located farther from the Square allow a maximum of 10 hours. Roughly one quarter of the spaces are contracted for day or day and evening use by nearby public agencies and private businesses.

Table 5.3 - Borough Parking Facilities and Capacity

Parking Location	Spaces	Detailed Availability for Public Parking
Total	1,237	784 metered, 553 unmetered
On-Street Spaces	664	503 near-term (2-hour maximum) 161 long-term (10-hour maximum)
Off-Street Spaces	573	170 public parking (120 metered, 50 unmetered) 171 available evenings/weekends 58 weekends only
Pomfret Street Parking Garage	224	111 leased to downtown jobs 113 public parking
W. Pomfret Street lot	74	58 leased Mon-Fri; available for public parking Friday evening to until Monday early morning
Post Office lot W. Louther Street	63	63 near-term meters
		16 public parking (near-term meters)
E. Louther Street South lot	70	28 leased daytime Mon-Fri; available evenings/weekends 12 reserved for law enforcement; available evenings/weekends 28 public parking (near-term meters)
E. Louther Street North lot	53	40 leased daytime Mon-Fri; available evenings/weekends 13 public parking (near-term meters)
Liberty Avenue lot	28	28 leased daytime Mon-Fri; available evenings/weekends
Locust Avenue lot	63	63 leased daytime Mon-Fri; available evenings/weekends

Source: Carlisle Borough

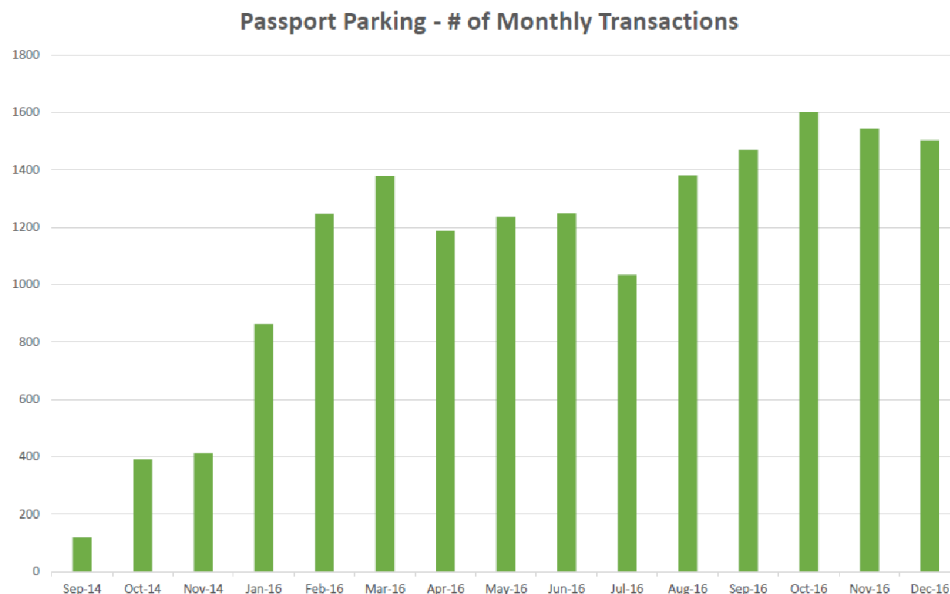
DCA and the Borough have taken steps to manage and maintain parking.

Residents, business owners and customers have complained about the availability of parking, particularly in the downtown. The Borough and downtown partners have taken action in the past few years to manage and improve parking options in downtown.

The DCA created a Downtown Parking Map to show the four quadrants of downtown, a few of each quadrant's popular destinations, and nearby parking facilities. The map is available for download at [Downtown Easy Park](#).

In 2014, the Borough launched Passport parking, a third-party system that uses a smartphone app, text messaging, telephone calls, and online methods of payment for parking. Meters in downtown Carlisle are labeled with a sticker that indicates the zone and space number. Users enter the zone, space, and payment amount to buy time at the meter. The Borough's parking enforcement and ticketing system is connected to the app so that parking staff can see if the space has been paid for online. Staff receive a monthly report of app usage, i.e., the number of transactions. Figure 1 shows that in the first three months after launch, the app had less than 500 transactions per month. During its second full year, transactions ranged from about 850 in January to 1,600 in October. Conservatively, if users are primarily employees working 20 days per month, the data reflects 40-80 users. Usage has clearly increased since the launch.

Figure 5.1 - Passport Parking App Usage, Q3 2014 and 2016



The Borough has established a Residential Parking Permit program for residents who live on certain streets within a block of Hanover or High Street, where demand for downtown parking is high. The Borough also initiated a five-year capital improvement plan for its surface parking lots. The improvements entail review and consideration for redesigning and/or restriping the lots, using pervious pavement, installing new signage, installing cameras, installing additional lighting, and landscaping. Lots were prioritized based on the condition of the lot, the time since

it was last improved, and the nature of the previous work. In the coming year, the Borough intends to:

- Work with the Downtown Carlisle Association to purchase and install directional parking signage (the Blue P).
- Install lighting to improve the security of parking lots.
- Consider bicycle parking facilities.

Convenience of parking and payment are among the current parking concerns.

During community outreach, community stakeholders noted the need for more parking options, increased signage to parking, convenient parking payment options, improvements (lighting) to address public safety concerns, and continued efforts to promote the Passport parking app.

Public transportation options are available to help travelers reach the regional employment and shopping destinations.

The availability of public transportation options is important to employers and to the quality of life in the region. Public transit can reduce traffic congestion, parking problems, and air pollution. It is particularly important for persons who are not able to drive, including persons with disabilities, some elderly persons, and those who are unable to afford a vehicle or choose not to own one. Capital Area Transit (CAT) provides five bus routes that serve the Carlisle area:

Route Name	Service to
“C” Carlisle (to Harrisburg) – Local Service	Serves Downtown Harrisburg, Capitol Complex, Lemoyne, Camp Hill, Hogestown, New Kingstown, Middlesex, Carlisle along US 11
“CX” – Carlisle Express Service	Serves Downtown Harrisburg, Capitol Complex, Middlesex, Carlisle along I-81
“W” Allen Road Warehouses	Serves Allen Road (Ross Stores, Logistics Drive, Ames True Temper and Amazon Warehouses) Steelton, Allison Hill, Downtown Harrisburg, Midtown, Uptown via I-81
81 Shippensburg-Newville – Carlisle - Harrisburg Express	Serves Shippensburg University, Shippensburg Walmart Park & Ride, Newville Park & Ride, Carlisle Commons Park & Ride, Downtown Harrisburg, Capitol Complex, via I-81
82 Shippensburg- Newville- Carlisle - Mechanicsburg	Serves Shippensburg Walmart Park & Ride, Newville Park & Ride, Carlisle Commons Park & Ride, Mechanicsburg Naval Inventory Control Point, via I-81 and PA-581

Public transit routes need to be regularly updated to make sure that they provide access to new concentrations of employment. The County Transportation Department provides free shared-ride services to residents age 60 and older and those with disabilities who cannot use CAT services. [Commuter Services of Pennsylvania](#) is a program of the non-profit Susquehanna Regional Transportation Partnership, whose Board includes CAT among other transportation agencies. The program provides ride-matching services for carpoolers, vans for established groups of carpoolers, and an emergency ride-home service.

Goal for Traffic and Parking in 2025

Traffic and parking conditions in Carlisle have improved in recent years. While the Borough, the regional transportation planning agency Harrisburg Area Transportation Study (HATS), and PennDOT are the likely entities to make transportation and parking improvements, the private sector can play a contributing role through the design and operations of its own facilities.

By 2025, Carlisle has taken action to enhance its transportation system: to promote choice and use of all travel modes, improve safety and flow, and connect with regional transportation networks and operations in ways consistent with the Borough's small-town character.

Objectives or focus areas for reaching the goal include:

1. Promote the convenience and safe use of local and regional transportation options to citizens.
2. Support redevelopment with complete street connections and intersection redesign.
3. Manage local operations to calm traffic, improve safety, and minimize travel delays.
4. Work with PennDOT and adjacent municipalities to evaluate and make cost-effective improvements to the region's street and highway system (emphasis on regional connections and interdependencies).
5. Continue to enhance handicapped accessibility along public sidewalks, as well curb and ramp improvements.

Action Plan

The traffic and parking action plan outlines steps to positively impact transportation choice and convenience.

An implementation framework is outlined for each item. Leads and partners identify the entities with authority, interest, and resources to carry out the action. Timeframes are

suggested to address most regulatory items first, followed by physical or capital improvements and administrative initiatives; efforts that have already been initiated are listed as ongoing. Discrete steps or tasks and the need for meetings are listed under Required Efforts and associated with a level of effort.

As the plan owner, Council may choose to lead, coordinate, or delegate any of these actions to staff, committees, or other partners. Council should be proactive in communicating its intent to lead or delegate an action item to its partners. It takes discipline and accountability to implement an action plan. A two-page summary of the Traffic & Parking Action Plan is prepared as an Implementation Tracker and included in the appendix to aid Council or its designee in the monitoring of implementation efforts. The action plan closes with an evaluation item to guide periodic assessment of implementation efforts and provide an opportunity to re-order action items.

ACTION ITEMS <i>by objective</i>	IMPLEMENTATION
Obj 1. Promote the convenient and safe use of local and regional transportation options to citizens.	
1.1 Continue to make information about CAT bus services and county paratransit services available.	Lead and Partners Borough Council, staff. Timeframe - Ongoing Required Efforts - Brochure stock and online links / Nominal cost
1.2 Encourage sponsors of large community events to request and coordinate transit (and parking lot shuttle) services with CAT.	Lead and Partners Borough Council, Codes staff Timeframe - Ongoing Required Efforts - Nominal cost
1.3 Encourage private businesses and business clusters to provide bicycle parking; encourage them to contact Partnership for Better Health for potential funding assistance.	Lead and Partners Borough Council, Planning staff Timeframe - 2018 Required Efforts - Nominal cost
1.4 Work with DCA for placement of directional signage to parking facilities.	Lead and Partners Borough Council, Planning, Public Works; Downtown Carlisle Association, Chamber of Commerce Timeframe - 2018 Required Efforts - Nominal cost
1.5 Promote the Passport parking app through DCA and the Chamber.	Lead and Partners

	Downtown Carlisle Association and Chamber of Commerce Timeframe - Ongoing
1.6 Install lighting sufficient for the security of the parking area.	Lead and Partners Borough Council, Public Works Timeframe - Ongoing through 2020 Required Efforts - Design, installation.
1.7 Conduct an educational campaign to increase public awareness of motorist and pedestrian responsibilities.	Lead and Partners Borough Council, Planning, Public Works; HATS, Partnership for Better Health Timeframe - 2019
Obj 2. Support redevelopment with complete street connections and intersection redesign.	
2.1 Complete the transportation improvements associated with the CURP.	Lead and Partners Borough Council, Public Works; PennDOT, HATS Timeframe - Ongoing through 2021 Required Efforts – Contract management, citizen awareness of construction schedules.
Obj 3. Manage local operations to calm traffic, measurably improve safety, and minimize travel delays.	
3.1 Evaluate one-way street flows for their impact on turning lane queues in the downtown; revise operations as needed to improve traffic flow.	Lead and Partners Public Works, Borough Council; Downtown Carlisle Association, Chamber of Commerce Timeframe – 2019 Required Efforts - In-house Evaluation / signage plan.
3.2 Improve Accident-Prone locations through exploring new design / education programs. For example, the study of Walnut Bottom Rd. to define the problem and conceptualize solutions is a good practice — one that shows Borough’s attention and commitment.	Lead and Partners Public Works, Borough Council Timeframe - Ongoing Required Efforts - In-house Evaluation.

3.3 Install additional pedestrian-motorist signage (e.g., turning traffic yield to pedestrians) and provide additional enforcement at crosswalks.	Lead and Partners Borough Council, Public Works, Police; DCA, Chamber of Commerce Timeframe - 2019 Required Efforts - In-house Evaluation, Conceptual solution.
3.4 Provide bicycle parking in the downtown and at community facilities where residents gather. See the Bike –Pedestrian action items.	Lead and Partners Borough Council, Planning, Public Works; HATS, Partnership for Better Health Timeframe – 2019 Required Efforts - In-house.
Obj 4. Work with PennDOT and adjacent municipalities to evaluate and make cost-effective improvements to the region’s street and highway system.	
4.1 Request review of PennDOT’s incident management plan for road closures on I-81 as land use and traffic conditions change; contribute suggestions for plan updates.	Lead and Partners Public Works; PennDOT Timeframe - Ongoing Required Efforts - Bi-annual review, or as needed
4.2 Where practical, work to resolve traffic congestion bottlenecks caused by regional traffic, such as: 1. Walnut Bottom Road corridor. 2. Turnpike slip ramp to the Fairgrounds. 3. Other bottlenecks as they are identified and with local study and conceptual solutions.	Lead and Partners Public Works; PennDOT, HATS Timeframe - Ongoing Required Efforts - In-house Evaluation, Conceptual
Evaluation	Implementation
Periodically assess progress on this action plan and consider the need to update its objectives and add new actions. Renew the entire action plan in 2025.	Lead and Partners Borough Council, Public Works, Planning; Downtown Carlisle Assoc. Timeframe - Every 3 years: 2019, 2022; Required Efforts – Nominal

Action Plan Contributors

The following citizens and stakeholders helped develop this action plan:

- Chief of Borough Police
- Matt Candland, Borough Manager
- Mark Malarich, Public Works Director.

6. Public Safety

Public safety refers to the welfare and protection of the general public. It's often expressed as a governmental responsibility, or institutional responsibility in those settings, with a primary goal of prevention and protection from dangers such as crimes or disasters. Citizens most commonly think of police, fire protection, and emergency medical services as public safety services, which this action plan addresses, and the coordination of those services and resources in times of communitywide disaster, which is addressed in the Action Plan for Resiliency. Other Borough departments and services have an integral public safety component or duty, including public works and parks and recreation; public safety in these settings are not the focus of this Action Plan.

Police, fire protection, and EMS comprise basic public safety services.

The Carlisle Police Department is the primary department responsible for the functions of law enforcement and maintaining public order and safety. The Department consists of several divisions: Command Staff, Patrol Sections, Criminal Investigative Section, K9 unit, Community Policing, and Motor Carrier Safety Enforcement.

The Fire Department's primary purpose is to provide fire-fighting and emergency medical services to minimize the loss of life and property when fire, sudden illness, or accidents occur in the Borough. In meeting these needs, the Department focuses its resources on fire suppression, fire prevention, emergency medical services and training. The Fire Department consists of the Borough Fire Chief and two volunteer fire companies, each incorporated as an individual corporation controlling its own day-to-day operations. The Chief is responsible for developing guidelines and making recommendations to Council for the purpose of coordinating and uniting the individual companies. The companies are the Carlisle Fire and Rescue Services, and Union Fire Company. Together, they maintain a collective membership roll of approximately 120 active volunteers. Each station has full-time and part-time operators to man at least one piece of apparatus.

Funds to support the individual companies come from a variety of fundraising activities undertaken by the volunteers. In addition, Council annually makes an appropriation to the companies to help defray their operational costs. Some apparatus are owned by the Borough, while others are owned by the individual companies.

Cumberland Goodwill Emergency Medical Services provides community ambulance services: basic and advanced life support, bariatric, firefighter rehab, standby, training, sales, and transport services. Cumberland Goodwill operates as a combination paid / volunteer EMS company. They provide training and sells medical equipment for both the community and local emergency organizations and can provide “standby” first aid services for major events.

Neighborhood meetings, online reporting, and cameras have improved public safety.

The Borough has taken steps since 2002 to deter criminal activity and promote public safety. In 2004, the Borough relocated the police department from the basement of Borough Hall to 240 Lincoln Street. The facility at the new location provides ample space and a centralized location for the department. For about 20 years, the Borough’s community policing efforts have included meetings with active neighborhood groups to discuss safety and community concerns. As of 2016, the active groups include:

- ABC Northwest
- Eastside Neighbors
- SOSO (South of South Street)
- Pitt / North/ West Street Pride
- W. Penn

The neighborhood groups meet monthly or as needed, often with a police officer and a Code Enforcement Officer in attendance. The Borough views these meetings as important to communicating effectively, building relationships with residents, and improving the neighborhood quality of life.

In 2009, the police department began participating in Crime Reports.com to improve real-time reporting to and transparency with residents. Crime Reports.com displays a pin map of the Borough highlighting all reported crimes in the Borough of Carlisle. A brief description of the crime is included along with the location. The map also gives the location of registered sex offenders. In 2014, the department transitioned to a similar service provided by Crimewatch Technologies based in Carlisle. Residents can submit tips through the website and can sign up for free alerts for crimes that occur either Borough-wide or in their neighborhood. The police department has reported that online tips have been effective in helping to solve cases. In 2011, the Borough purchased and installed 15 video surveillance cameras in public areas of the downtown and Memorial Park. The police department has integrated additional cameras

purchased and maintained by other public agencies (Cumberland County Housing Authority) and private groups (West Side Neighbors Assoc.) into the system. Cameras located in municipal parking lots are also linked into the system.

The cameras stream live feed to the police department and record footage. Footage is archived for seven days, then deleted. Live viewing by dispatchers has enabled patrol officers to intervene in minor incidents before they escalate and recorded footage has helped solve several dozen serious crimes. The cameras are “force multipliers,” enabling faster results with fewer staff, however the equipment does have a limited lifecycle. Electronic equipment installed outdoors and exposed to the elements deteriorates over the course of several years.

Replacement cameras will be needed to sustain surveillance operations; their procurement should be budgeted in the near term.

Camera Locations

- High and Courthouse Ave.
- High and Pitt Streets
- High and West Streets
- Pitt and Louther Streets
- Louther and Hanover Streets
- High and Hanover Streets
- Hanover and Pomfret Streets
- Church Ave. and Parking Garage
- High and Bedford Streets
- Pitt and North Streets
- Pitt and Penn Streets (2)
- Memorial Park Basketball Court
- Memorial Park
- West and Penn Streets
- Heberlig - Palmer Tot Lot

Police indicated that there were 17 shootings, and one homicide in Carlisle in the first six months of 2016. Police responded with more frequent patrols, warrant sweeps, and closer coordination with county, state, and federal law enforcement partners to arrest offenders. Violent activity fell in the second six months of 2016. In addition, the department has been engaged with the regional drug task force in the past few years to address opioid-related crime. The police acknowledged the work of the Borough staff and the DCA to fill downtown and other businesses vacancies to promote vitality and deter crime.

The Police Department also encourages the enforcement of the *rental ordinance, which provides important contact information, and holds landlords accountable for tenant / property issues.* Finally, as redevelopment of the former manufacturing sites in the northern part of the Borough begins to occur, the police look to establish a strong community-police relationship with new residents through an active presence and dialogue.

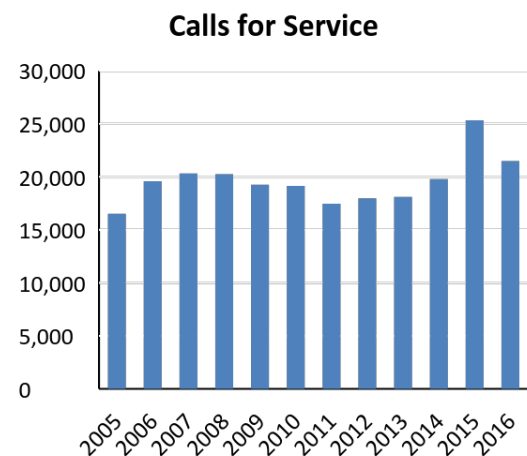
Public safety is both perception and prevention.

During community outreach, community leaders and citizens noted several public safety concerns for Carlisle's future: safety after dark, vandalism, stolen mail, drug trafficking, shootings, and generally unwelcoming behavior toward college students. Some attribute the majority of crime to a few individuals or groups, not the general population. Residents have asked for improved street and sidewalk lighting in downtown and in neighborhoods as a deterrent or preventive measure, *but the vocal majority of citizens stress the burden of existing taxes over the need for such improvements.*

Outreach for this update occurred at the end of 2015, after a number of reported property crimes. Concern for crime often spikes after serious crimes are committed and publicized in local media. Any one incident may or may not reflect a real or long-term change in criminal activity, however the severity and publicity draw immediate and intense scrutiny. The Police Department believes deterrence and prevention are key to minimizing criminal activity. Its community policing efforts encourage the public to be aware of their surroundings, minimize opportunities for criminal activity, and share information that can help police investigate leads and solve cases before the criminal(s) act again.

Response calls and arrests are relatively stable.

Although not all crime is reported to the police, the department believes that the majority of crime is reported and that reported crime is representative of overall crime in Carlisle. Calls for service have risen since 2013, while criminal offenses and arrests trended downward, according to Police data. Calls for service averaged 18,113 in 2013, and rose to an average of 24,103 for 2017.



Part I Crimes (violent and property crimes) averaged 590 per year for the last 5 years and steadily declined to 277 for 2017. Part II crimes (fraud, vandalism, disorderly conduct, etc.) averaged 468 per year for the last 5 years and steadily declined to 210 for 2017. The Police Department attributes this to crime prevention measures as well as a possible reduction in reporting from citizens.

	Part I	Part II
2013	639	937
2014	570	645
2015	529	651
2016	392	440
2017	210	277

Traffic arrests averaged 2,094 per year over the last 5 years with a total (and low) of 1,610 in 2017. DUI arrests averaged 89 per year over the last 5 years with a total (and high) of 99 in 2017. Criminal arrests averaged 1,487 per year over the same period with a total of 1,360 in 2017. *Borough Police case clearance rate is 40% - higher than Cumberland County average of 34%.*

	Traffic	DUI	Criminal
2013	2,355	85	1,542
2014	2,221	85	1,518
2015	2,324	81	1,665
2016	1,962	93	1,351
2017	1,610	99	1,360

Online crime reporting may influence public perception.

Prospective residents and property owners may also scan online sources to build an understanding of public safety in a community. Neighborhoodscout.com, indicates that the Carlisle area's crime rate per '000 residents was higher than many other Central PA communities in 2015. These figures aren't directly comparable to the Borough's data since they include data from adjacent townships. Carlisle's rates are likely higher than the adjacent townships, but still lower than the state, according to the police department. Nonetheless, online sources do shape public perception about safety in the community.

Table 6.1 - 2015 Crime Statistics reported by Neighborhoodscout.com

Zip Code Area (may include surrounding suburbs)	Population	Violent Crimes per 1,000 residents	Property Crimes per 1,000 residents	Safer than % of U.S. Cities/ Zip Code Areas (100 is safest)
Pennsylvania		3.15	18.13	n/a
Lebanon	25,534	3.29	26.12	20%
Carlisle (plus N. Middleton, S. Middleton, Middlesex, and Dickinson Townships)	19,143	2.66	32.65	14%
Hanover	15,496	1.55	29.23	18%
Hershey	14,374	1.6	18.09	37%
Mechanicsburg	8,999	1.67	18.89	35%

Source: www.neighborhoodscout.com. The latest final, non-preliminary crime data with complete national coverage available is the 2015 year total data, released in final form in November 2016. Crime rates for 2016 will be released in Fall 2017.

Goal for Public Safety in 2025

The police department, fire companies, and EMS are valued by citizens of Carlisle, due in part to their professional training and leadership. The focus of recent concern was on the perception of personal safety in public spaces. The design and maintenance of public spaces, citizen behavior, and responsive services are critical to an improved perception of public safety. Continued outreach to citizens is needed to promote a community-wide culture that supports and applies safety and security practices.

Now and through 2025, Carlisle has ensured that police, fire protection, and emergency medical services are provided in a professional, responsive and preventive manner.

Objectives or focus areas for reaching the goal include:

1. Set police staff levels in line with community needs.
2. Promote efficient use of facilities and equipment, including technology.
3. Continue to coordinate emergency services across municipal borders.
4. Promote public awareness among citizens on public safety and crime prevention measures.

Action Plan

The public safety action plan outlines locally-identified actions or steps to positively impact the reality and perception of public safety in the Borough.

The action items below represent steps toward improving public safety and the perception of safety. Each action item is associated with one of the objectives by its number. An implementation framework is outlined for each item. Leads and partners identify the entities with authority, interest, and resources to carry out the action. Timeframes are suggested to address most regulatory items first, followed by physical or capital improvements and administrative initiatives; efforts that have already been initiated are listed as ongoing. Discrete steps or tasks and the need for meetings are listed under Required Efforts and associated with a level of effort. As the plan owner, Council may choose to lead, coordinate, or delegate any of these actions to staff, committees, or other partners. Council should be proactive in communicating its intent to lead or delegate an action item to its partners.

It takes discipline and accountability to implement an action plan. A two-page summary of the Public Safety Action Plan is prepared as an Implementation Tracker and included in the appendix to aid Council or its designee in the monitoring of implementation efforts.

The action plan closes with an evaluation item to guide periodic assessment of implementation efforts and provide an opportunity to re-order action items.

ACTION ITEMS <i>by objective</i>	IMPLEMENTATION
Obj 1. Set Police Staff Levels in line with community needs.	
1.1 Resume annual reporting of crime and case closures and community policing activities. Include other reporting, e.g., training, coordination, etc., as desired. Analyze crime data for trends that may warrant additional staff or specialized units.	Lead and Partners Borough Police, Borough Council. Timeframe – Ongoing Required Efforts – Nominal / within current budget
1.2 Continue community policing through efforts such as bicycle patrols and participation in neighborhood group meetings to discuss citizen concerns that may not be visible in crime data.	Lead and Partners Borough Police; Neighborhood groups Timeframe - Ongoing Required Efforts - Per current effort and expenditures
1.3 Continue community service programs, particularly those that seek to reduce illegal drug use, alcohol abuse, and related crimes.	Lead and Partners Borough Police Timeframe - Ongoing Required Efforts - Per current effort and expenditures
1.4 As additional police officers are needed and as funding allows, provide targeted services to address problem areas and to establish community–police relations in redeveloping neighborhoods.	Lead and Partners Borough Council, Police Timeframe - As necessary and as funding allows Required Efforts - As necessary and as funding allows
Obj 2. Promote efficient use of facilities and equipment, including technology.	
2.1 Provide continuing education and training for police, fire, and EMS personnel.	Lead and Partners Borough Council, Public safety administrators Timeframe - Ongoing Required Efforts - Per current effort and expenditures
2.2 Update fleet and equipment as needed to maintain optimal performance. Consider including a five-year	Lead and Partners Borough Council, Public safety administrators

schedule of anticipated replacement costs in the annual report (Action 1.1) to aid in local budgeting.	Timeframe - Ongoing Required Efforts - As necessary and as funding allows
2.3 Share specialized equipment where feasible.	Lead and Partners Public safety administrators Timeframe Ongoing Required Efforts - As necessary and as funding allows
Obj 3. Continue to coordinate emergency services across municipal borders.	
3.1 Continue to participate in the county 911 program.	Lead and Partners All Public Safety departments and volunteer service groups Timeframe - Ongoing Required Efforts - Per current effort and expenditures
3.2 Continue to participate in regional Task Forces, Teams, etc., and associated training exercises.	Lead and Partners Borough Police Timeframe - Ongoing Required Efforts - Per current effort and expenditures
3.3 Continue to train the region's firefighters together so they can efficiently operate in the case of a major event.	Lead and Partners Borough FD Timeframe - Ongoing Required Efforts - Per current effort and expenditures
3.4 Continue to work with all public and private school and campus officials to ensure that their facilities' fire and life safety features are in a constant state of working order.	Lead and Partners Police, Fire Departments, EMS, School Safety Officials, University Safety Officials Timeframe - Ongoing Required Efforts - Per current effort and expenditures
Obj 4. Promote public awareness among citizens on public safety and crime prevention measures.	
4.1 Encourage citizen involvement in neighborhood groups.	Lead and Partners Borough Council, Police, Neighborhood groups

	Timeframe - Ongoing Required Efforts - N/A
4.2 Promote citizen observance of activities and conditions in their neighborhood and throughout the community and reporting of potential criminal activity. Continue to educate the public on credible threats in an efficient and timely manner.	Lead and Partners Borough Council, Police, Neighborhood groups, schools Timeframe - Ongoing Required Efforts - N/A
Evaluation	Implementation
Periodically assess progress on this action plan and consider the need to update its objectives and add new actions. Renew the entire action plan in 2025. An implementation tracking page is included in the appendix.	Lead and Partners Carlisle Borough Council, Planning Commission, Planning Department Timeframe - Every 3 years; Renew action plan in 2025 Required Efforts - Nominal costs

Action Plan Participants

The following citizens and stakeholders helped develop this action plan:

- Chief of Borough Police
- Matt Candland, Borough Manager.

7. Housing & Shelter

Redevelopment of residential neighborhoods has been a Borough focus area for the past decade. In 2017, housing quality and affordability were priority issues for residents, particularly in the rental housing market. Residents see unkempt exterior conditions as a threat to neighborhood pride and their own property's value. They view the homeless as persons unable to afford housing and infer a need for action or assistance. This action plan documents current thinking about how to address these concerns while keeping broader housing conditions in view.

Recent estimates of housing conditions indicate an increase in rental housing units.

Housing units in the Borough totaled nearly 8,200 in 2015 according to estimates from the U.S. Census Bureau. This reflected a slightly smaller housing market than the 8,266 units in 2010. The trend of rising vacancy, particularly among rental units, continued through 2015 to 722 total units (8.8%). Among facilities with on-site housing, college dorms, shelters, and group homes increased to nearly 2,000 beds from 2000 to 2010; no estimates were available for 2015.

Table 7.1 Housing Units, Carlisle Borough

Housing Units	2000	%	2010	%	2015	%	Trend
Total housing units	8,032		8,266		8,189		Variable, Decrease
Occupied housing units	7,426	92.5%	7,581	91.7%	7,467	91.2%	Variable, Decrease
Owner-occupied	3,659	49.3%	3,829	49.9%	3,531	47.3%	Variable, Decrease
Renter-occupied	3,767	50.7%	3,842	50.1%	3,936	52.7%	Variable, Increase
Vacant housing units	606	7.5%	685	8.3%	722	8.8%	Increase
Homeowner vacancy rate	2.4	(X)	2.3	(X)	0.1	(X)	Decrease
Rental vacancy rate	6.6	(X)	3.7	(X)	3.3	(X)	Decrease
Population in Group Quarters	2,407		2,280		2,588		Variable, Increase
Institutional	580		355		n/a		Decrease
Non-Institutional	1,827		1,925		n/a		Increase

Source: U.S. Census Bureau, 2000 Census; 2006-2010 American Community Survey 5-Year Estimates and 2011-2015 American Community Survey 5-Year Estimates

After two decades of near level balance between owner-occupied and rental units, rentals comprised a clear majority (52.7%) of all occupied units, again according to 2015 estimates from the U.S. Census Bureau. Less than one percent of all units lacked complete plumbing / kitchen facilities. Units lacking connection to telephone service declined from more than 4% in 2010 to 2% in 2015.

Table 7.2 Selected Housing Facilities, Carlisle Borough

Selected Housing Facilities	2000	%	2010	%	2015	%	Trend by Numbers
Occupied housing units	7,426		7,581	7,581	7,467	7,467	
W/o complete plumbing facilities	14	0.2%	71	0.9%	70	0.9%	Steady
W/o complete kitchen facilities	28	0.4%	64	0.8%	43	0.6%	Variable, Decrease
W/o telephone service	158	2.1%	317	4.2%	150	2.0%	Variable, Decrease

Source: U.S. Census Bureau, 2000 Census SF3; 2006-2010 American Community Survey 5-Year Estimates and 2011-2015 American Community Survey 5-Year Estimates.

While the number of owner-occupied housing units fell by an estimated 527, the median value of these homes continued to rise through 2015, largely through the addition of high-value homes. Notably, the number of homes valued at less than \$50,000 more than doubled.

Table 7.3 Housing Unit Value, Carlisle Borough

Value Of Owner-Occupied Units	2000	%	2010	%	2015	%	Trend by Numbers
Owner-occupied units	3459		4,058		3,531		
Less than \$50,000	197	5.7%	40	1.0%	107	3.0%	Variable, Increase
\$50,000 to \$99,999	1,443	41.7%	736	18.1%	323	9.1%	Steady Decrease
\$100,000 to \$149,999	931	26.9%	959	23.6%	937	26.5%	Variable, Decrease
\$150,000 to \$199,999	523	15.1%	936	23.1%	932	26.4%	Steady, Decrease
\$200,000 to \$299,999	256	7.4%	963	23.7%	870	24.6%	Steady, Decrease
\$300,000 to \$499,999	109	3.2%	392	9.7%	279	7.9%	Variable, Decrease
\$500,000 to \$999,999	0	0.0%	32	0.8%	83	2.4%	Steady, Increase
\$1,000,000 or more	0	0.0%	0	0.0%	0	0.0%	No change
Median (dollars)	104,000	(X)	165,200	(X)	165,900	(X)	Increase

Source: U.S. Census Bureau, 2000 Census SF3; 2006-2010 American Community Survey 5-Year Estimates and 2011-2015 American Community Survey 5-Year Estimates.

Recent estimates also indicate housing is becoming less affordable.

Thirty-five percent of income spent on housing is a threshold known as “housing cost burden.” When households pay higher proportions of their incomes for housing, they are forced to sacrifice in other areas, which may reduce their ability to afford basic necessities such as food, clothing, and health care. Of the 2,309 owners with a mortgage, 410 (17.8%) spend more than one-third of household income on that mortgage and associated insurance, utilities, etc. These estimated 2015 figures show a shift toward lower housing cost burden across all owner households since 2010. Among owners without a mortgage, far fewer (141 owners, 11.7 percent) exceed the 35% threshold for housing and related costs; again, fewer households

were cost-burdened. Carlisle's 2015 homeowner housing burden rates are within approximately 5% of those for Cumberland County and Pennsylvania.

Table 7.4 Housing Affordability for Owners, Carlisle Borough

Selected Monthly Owner Costs As A Percentage Of Household Income	2000	%	2010	%	2015	%	Trend by Numbers
Housing units with a mortgage	2,242		2,644		2,309		Variable, Decrease
Less than 20.0 percent	2055	59.4%	1,123	42.5%	1,000	43.3%	Decrease
20.0 to 24.9 percent	413	11.9%	550	20.8%	505	21.9%	Variable, Decrease
25.0 to 29.9 percent	318	9.2%	228	8.6%	227	9.8%	Decrease
30.0 to 34.9 percent	254	7.3%	208	7.9%	167	7.2%	Decrease
35.0 percent or more	404	11.7%	535	20.2%	410	17.8%	Variable, Decrease
Housing unit without a mortgage	1,217		1,414		1,202		Variable, Decrease
Less than 10.0 percent	(X)	(X)	679	48.0%	445	37.0%	Decrease
10.0 to 14.9 percent	(X)	(X)	277	19.6%	250	20.8%	Decrease
15.0 to 19.9 percent	(X)	(X)	132	9.3%	129	10.7%	Decrease
20.0 to 24.9 percent	(X)	(X)	119	8.4%	96	8.0%	Decrease
25.0 to 29.9 percent	(X)	(X)	40	2.8%	37	3.1%	Decrease
30.0 to 34.9 percent	(X)	(X)	16	1.1%	104	8.7%	Increase
35.0 percent or more	(X)	(X)	151	10.7%	141	11.7%	Decrease

Source: U.S. Census Bureau, 2000 Census SF3; 2006-2010 American Community Survey 5-Year Estimates and 2011-2015 American Community Survey 5-Year Estimates.

Gross rent across the nation increased from 2000 to 2010. During the subprime mortgage crisis, many homeowners lost their homes and moved into the rental market, and landlords raised rent values in response to the increased demand. Following the 2010 census, the U.S. Census Bureau adjusted its survey values for gross rent to more accurately capture rent values exceeding \$1,500, as Table 7.5 shows.

Median gross rent in Carlisle Borough rose from \$666 per month in 2010 to \$802 per month in 2015, a 20% increase. Approximately 150 fewer units and associated (utility) costs were valued at less than \$500 per month, and 76 more units were valued at \$1,500 / month or more.

Table 7.5 Housing Affordability for Renters, Carlisle Borough

Gross Rent	2000	%	2010	%	2015	%	Trend in Numbers
Less than \$200	301	8.0%	82	2.4%	524	13.7%	Decrease
\$200 to \$299	266	7.1%	143	4.2%			
\$300 to \$499	1,336	35.4%	450	13.2%			
\$500 to \$749	1,330	35.3%	1,590	46.6%	2,356	61.4%	Variable, Increase
\$750 to \$999	285	7.6%	746	21.9%			
\$1,000 to \$1,499	87	2.3%	307	9.0%	789	20.6%	Increase
\$1,500 or more	16	0.4%	93	2.7%	169	4.5%	Increase
\$1,500 to \$1,999	(X)	(X)	(X)	(X)	118	3.1%	
\$2,000 to \$2,499	(X)	(X)	(X)	(X)	26	0.7%	
\$2,500 to \$2,999	(X)	(X)	(X)	(X)	25	0.7%	
\$3,000 or more	(X)	(X)	(X)	(X)	0	0.0%	
No cash rent	150	4.0	112		98		Decrease
Median (dollars)	489	(X)	666		802		Increase

Source: U.S. Census Bureau, 2000 Census SF3; 2006-2010 American Community Survey 5-Year Estimates and 2011-2015 American Community Survey 5-Year Estimates.

Over the past two decades, the majority of rental households in Carlisle have spent less than 35% of their income on rent and associated housing costs. The same is true for Cumberland County and Pennsylvania. However, it is worth noting that the proportion of renter households spending more than 35% has risen from 30.4% to 37.4% during that time period.

Units reserved for low-income households can currently serve about 200 households - primarily seniors.

There are approximately 205 housing units reserved for low-income individuals in Carlisle. The majority of these units are for seniors 62 years and older. The Cumberland Valley Habitat for Humanity and Cumberland County Housing and Redevelopment Authorities provide housing vouchers to subsidize the rental unit cost for eligible renters and units.

Table 7.6 Low Income Housing Units

Facility	Number of units	Restrictions
East Gate Apartments	40 1-bedroom apartments 10 units with rental assistance	Seniors 62 years and older
The Historic Molly Pitcher Apartments	6 1-bedroom apartments 3 2-bedroom apartments	Seniors 62 years and older
One West Penn Senior Apartments	130 1-bedroom apartments	Seniors 62 years and older
Stevens Affordable Housing	1 studio apartment 9 1-bedroom apartments 7 2-bedroom apartments	
Hanover Street Senior Apartments	9 apartments	Seniors 62 years and older

Source: Gannett Fleming, Inc.

On January 28, 2015, 25 individuals were counted as homeless in Carlisle. This figure includes those staying in shelters as well as those living on the street or in encampments at the time of the count.

Housing assistance is available, but limited.

[Carlisle CARES](#) operates an emergency housing shelter for individuals and families. The shelter has a capacity of 50 individuals.

[Safe Harbour Carlisle](#) provides housing services to assist the homeless and those at risk of homelessness in obtaining shelter. Domestic Violence Services of Cumberland Perry Counties provides similar services.

[The Salvation Army of the Greater Carlisle Area](#) operates the Genesis House, which provides short- and long-term shelter for single men (age 18+) who meet requirements. The Stuart House, which provided a two-year extended transitional housing program for women and children including meals, life-skill classes, case management services, counseling, and financial assistance programs, was recently closed due to loss of funding. Its Supportive Services program offers case management, emergency food pantry, showers, clothing vouchers, and limited transportation by appointment to local social services, employment opportunities, and housing and health agencies. A Family Thrift Shop provides low-cost clothing and household items for those in need.

The [Cumberland County Redevelopment and Housing Authorities](#) offer financing for housing projects and administer low-income affordable housing and public housing programs.

The [Local Housing Options Team \(LHOT\)](#) is a collaborative of social service agencies and other public and private organizations that serves Cumberland and Perry Counties and promotes safe, affordable, accessible housing choices for persons with disabilities.

The Federal Tax Cuts & Jobs Act created Qualified Opportunity Zones as a means to promote private re-investment in low-income communities through capital gains tax benefit credits. The

Cumberland Area Economic Development Corporation pursued designation of Census Tract 120 (NW quadrant of Borough) to assist businesses, real estate, and other ventures.

Borough Council has acted to address housing location, quality, affordability, and home ownership in recent years.

Zoning Amendments

Several housing or land use recommendations of the 2002 Comprehensive Plan were implemented as zoning ordinance amendments. These amendments aligned site design standards in several existing residential districts with historical development patterns, reducing nonconformities, and similarly created the R-5 Traditional Residential District to enable residential redevelopment of the former Carlisle Hospital site. Subsequently, a new Mixed Use District was established to guide redevelopment of the former manufacturing sites in the NW portion of the Borough.

Code Enforcement

Since 2004, Carlisle has used the 2009, Uniform Construction Code as its building code. The Borough has found this Code to be an excellent standard for new construction; however, it may not always be flexible in addressing renovations to historic structures. To enhance code compliance and prevent blight, an additional code enforcement officer was hired in 2006, to focus on neighborhoods that historically have had more property maintenance violations. Occasional bicycle patrols by police and codes officers, in warmer months, has enabled more direct interaction with residents / property owners, including reminders to correct any property maintenance violations.

In 2012, Council adopted a rental housing ordinance. The ordinance authorizes Borough duties for education and interdepartmental coordination, rental unit registration (owner names and contact info, tenant names and contact info) and rental unit inspection, and requires a lease addendum specifying landlord and tenant responsibilities. Police and codes enforcement staff have conducted neighborhood surveys in warmer months to scan for and advise of potential code violations.

In 2010, Borough Council adopted updated guidelines for the Historic District. The update streamlined the guidelines from 12 to 9, with particular attention to windows and siding, and extended the review period for staff comments. In addition, private sector developers have

used federal low income housing tax credits to rehab the Historic Molly Pitcher Apartments and to develop the Carlisle Townhomes.

Housing and Job Assistance in the Hope Station Neighborhood

The Hope Station Comprehensive Services Program, launched in 2000, continues to support neighborhood services. In 2016, the Borough's Elm Street funding was redirected to support this program, including long-term economic growth and job creation initiatives. The Borough is committed to hiring neighborhood workers among those contracted for in the redevelopment of the northwest neighborhood. Additionally, the Borough has acknowledged the relationship between housing and jobs through coordinated efforts with community partners. The relocation of Downtown Carlisle Association to Borough Hall has improved such coordination.

Support for Home Ownership

The Borough has worked to increase home ownership and improve neighborhood stability using Community Development Block Grant (CDBG) program and Home Investment Partnerships (HOME) program funds for homeownership programs, and through informal encouragement of apartment de-conversion as home sales occur.

Several recommendations for housing and shelter from the 2002 plan are still relevant.

Rental housing conditions—including rental costs—and homelessness were the two housing-related issues prioritized for the comprehensive plan update. Several recommendations made in 2002 addressed these issues but were not implemented or not implemented with an effective outcome. These include:

1. Homeownership programs may be judged as unsuccessful if they don't ensure that applicants can maintain a home after purchase. **Ensure applicants can pay for and maintain a home.**
2. Housing rehabilitation continues at a slow pace. Financial assistance for housing rehabilitation is available but is not well known. The County Redevelopment Authority's low-interest loans and the Federal Housing Administration's 203(k) loan programs are two sources of aid to rehab or purchase and rehab an existing home. **Promote loan program availability.**
3. Reinvestment needs to be spurred with residential tax abatement in limited geographic areas. Two state laws authorize local taxing authorities to abate residential real estate and improvement taxes:

- The New Home Construction Local Tax Abatement Act, 72 P.S. § 4754-1 et. seq., otherwise known as Act 202 of 1986 – Allows exemption of new residential construction from real estate taxation for specific periods of time when the construction is located on unimproved residential property.
- The Improvement of Deteriorating Real Property or Areas Tax Exemption Act, 72 P.S. § 4711-101 et. seq., otherwise known as Act 42 of 1977 – Allows exemption of the assessed valuation of improvements of deteriorated properties from real estate taxation for specified amounts and periods of time when the property is located within a deteriorated neighborhood.

Consider tax abatement in limited geographic areas.

4. Vacant properties occasionally become a severe risk to the neighborhood. The County Redevelopment Authority's Vacant Property Review system can be used to assess these properties and determine what action or outcome is in the best interest of the neighborhood. **Utilize/continue to use the Vacant Property Review system to assess vacant properties for potential action.**
5. There is insufficient housing (and shelters) for persons with special needs, e.g., those with disabilities, who are homeless or are threatened with homelessness. **Assist in providing housing for persons with special needs. Ensure that Carlisle offers its fair share of shelters and subsidized housing and human services (police department, schools) compatible with that fair share.**

Goal for Housing in 2025

Ensuring that all who wish to live in Carlisle can find a pathway to quality housing is one of the Borough's ultimate goals. The Borough recognizes that there are many pathways to housing. It understands that its role is administering and enforcing standards for the development and maintenance of housing for the health, safety, and welfare of residents, while others in both public and private sectors provide housing, as well as the training and financial assistance that some need to obtain housing. While these roles are separate and distinct, awareness and coordination of services can lead to greater stability throughout the community.

By 2025, Carlisle developed and implemented an integrated strategy to improve access to quality affordable housing for all residents.

Objectives or focus areas for reaching the goal include:

1. Increase the availability of affordable rental housing.
2. Increase code compliance and property maintenance of all housing units.
3. Reduce shelter stays and homelessness.

4. Stabilize or increase household income.
5. Stabilize the home ownership rate.

Action Plan

The housing and shelter action plan outlines locally-identified actions or steps to increase opportunities for permanent housing and reduce the need for shelter in Carlisle.

The action items below represent steps toward achieving safe, long-term housing for all residents. Each action item is associated with one of the objectives by its number. An implementation framework is outlined for each item. Leads and partners identify the entities with authority, interest, and resources to carry out the action. Timeframes are suggested to address most regulatory items first, followed by physical or capital improvements and administrative initiatives; efforts that have already been initiated are listed as ongoing. Discrete steps or tasks and the need for meetings are listed under Required Efforts and associated with a level of effort. As the plan owner, Council may choose to lead, coordinate, or delegate any of these actions to staff, committees, or other partners. Council should be proactive in communicating its intent to lead or delegate an action item to its partners. It takes discipline and accountability to implement an action plan. A two-page summary of the Housing & Shelter Action Plan is prepared as an Implementation Tracker and included in the appendix to aid Council or its designee in the monitoring of implementation efforts. The action plan closes with an evaluation item to guide periodic assessment of implementation efforts and provide an opportunity to re-order action items.

ACTION ITEMS <i>by objective</i>		IMPLEMENTATION
Obj 1. Increase the availability of affordable rental housing.		
1.1	Continue active support of affordable rental housing in Carlisle's emerging redevelopment and development projects.	Entity and Partners Borough Council, Planning Commission, Planning Department Timeframe - Ongoing Required Efforts - Within scope of current roles
1.2	Meet with local landlords to discuss zoning / code barriers to affordable rental units; revise regulations, as appropriate. Distribute information and discuss tax credit programs concurrently.	Entity and Partners Borough Council, Planning Commission, Planning Department.

	Timeframe – 2019 Required Efforts - Within scope of current roles
Obj 2. Increase code compliance and property maintenance of all housing units.	
2.1 Hold workshops about the rental ordinance and property maintenance, emphasizing how it effectively makes good landlords more competitive. Consider incorporating related information for property owners into the presentation and materials: <ul style="list-style-type: none"> • Financing and tax credit programs from the state and federal government, e.g., the Historic Preservation Tax Credit. • A reminder about the revised HARB guidelines if relevant to the audience or neighborhood. Also consider alternative meeting formats, such as online and recorded meetings which property owners could view at their convenience.	Lead and Partners Planning Department, Neighborhoods Timeframe - Ongoing / Annually plus additional workshops by neighborhood upon request and with assistance to organize and promote Required Efforts - Meeting preparation and participation / Nominal cost
2.2 Promote educational materials (website, brochure) about tenants' rights to guide renters on steps they can take to ensure rental housing provided to them is safe. Begin by researching existing materials; develop new if needed. Engage Penn State Dickinson Law's Medical-Legal Partnerships Clinic to advise tenants on poor rental conditions that affect their health and to provide legal support for warranted cases.	Lead and Partners Planning Department; Penn State Dickinson Clinic, student associations, housing agencies (for non-student tenants) Timeframe - Review and update annually, ideally prior to periods of peak leasing Required Efforts - Online posting and limited printing, and outreach to Clinic/ Nominal cost for administrative tasks
2.3 Educate local landlords to accept HUD vouchers as rental payment. Consider incentives.	Lead and Partners CCHRA Timeframe - 2019; promote with annual newsletter / media article Required Efforts - Nominal cost
2.4 Distribute information about the Redevelopment Authority's housing rehab loan program to potential	Lead and Partners CCHRA, Planning Department Timeframe - 2018 and ongoing

applicants through Borough code enforcement officers.	Required Efforts - Printing for basic card or flyer
2.5 Continue to use the Vacant Property Review system to assess vacant properties for potential action.	Lead and Partners CCHRA, Borough Council, Planning Department Timeframe - Ongoing Required Efforts - Meeting preparation and participation / Nominal cost
Obj 3. Reduce shelter stays and homelessness.	
3.1 Create a stronger “second chance” safety net of systems. Engage County agencies in directly supporting clients with financial planning, monthly budgeting, and proactive career (or wage climbing) strategies to increase clients’ monthly wages.	Lead and Partners LHOT, CCHRA; Borough Timeframe - 2020 Required Efforts - Nominal Cost
3.2 Support the Local Housing Options Team, led by the Cumberland County Housing & Redevelopment Authority, in exploration of new approaches to housing for individuals seeking shelter - strategies that help individuals and families achieve and maintain permanent housing, reduce shelter stay occurrence and duration, and provide stability for the community and service providers. <ul style="list-style-type: none"> ● Examine Housing First; this type of approach warrants a collective impact strategy, where many partners collaborate to tackle different facets of a shared community challenge and opportunity. It would not necessarily be led by the Borough. ● Research strategies being used in other PA Counties, such as Montgomery County’s new Your Way Home initiative. Including all homelessness service providers in this discussion will be valuable from the outset. Addressing homelessness is often rooted in ensuring access to affordable housing. ● Invite speakers to share their models, and discuss successes and challenges. ● Evaluate the Carlisle area’s capacity to adopt or adapt innovations locally. 	Lead and Partners LHOT, CCHRA; Borough Timeframe - 2020 Required Efforts - Minor support role for the Borough / Nominal Cost

Obj 4. Stabilize or increase household income.	
4.1 Continue to recruit new business development opportunities in Carlisle for top employers with the capacity to pay family-sustaining wages. Consider inviting faculty from area colleges or universities (e.g., Dickinson's International Business & Management Department, Shippensburg's Economic Department) to a workshop (think tank) to develop a strategy to identify, cultivate, and recruit targeted employers to the region that have the capacity to pay family-sustaining wages.	Lead and Partners Borough Council, CAEDC, DCA Timeframe - Ongoing Required Efforts - Nominal
Obj 5. Stabilize the home ownership rate.	
5.1 Conduct and promote other educational seminars and materials on pathways to homeownership.	Lead and Partners LHOT, CCHRA; Borough Council, Planning Department, local banks Timeframe - Annually plus additional workshops by neighborhood upon request and with assistance to organize and promote Required Efforts – Meeting /Workshop preparation / Nominal Cost
5.2 Work with a community housing development organization, e.g., Tri-County Housing Development Corporation or a local CHDO, to develop a HOME application to PA DCED to create homeownership opportunities in the Borough.	Lead and Partners Borough Council, CCHRA Timeframe - 2018 Required Efforts - Meetings with prospective businesses
5.3 When feasible, provide down payment and closing cost assistance using CDBG and/or HOME funds.	Lead and Partners Borough Council, CCHRA Timeframe - Ongoing Required Efforts - Meetings with prospective businesses.
Evaluation	Implementation
<ul style="list-style-type: none"> Periodically assess progress on this action plan and consider the need to update its objectives and add new actions. Renew the entire action plan in 2025. An 	Lead and Partners

implementation tracking page is included in the 20appendix.	<p>Carlisle Borough Council, Planning Commission, Planning Department</p> <p>Timeframe - Every 3 years: 2019, 2022, Renew action plan in 2025</p> <p>Required Efforts – Meetings /Nominal costs</p>
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Action Plan Contributors

The following citizens and stakeholders helped develop this action plan:

- Kate Molinaro, CCHRA
- Sonya Browne, YWCA
- Shari Bellish, Carlisle Cares
- Bruce Koziar, Zoning & Codes Manager
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- Salvation Army of Greater Carlisle

8. The Bicycle-Pedestrian Network

Carlisle Borough is a very walkable and bikeable community. Its historic development pattern of small lots, minimal front setbacks, and blocks edged with sidewalks makes walking convenient throughout most of the town. Bike lanes in downtown and low volume traffic on neighborhood streets make biking in many areas reasonably comfortable for adult bicyclists. Several off-road multi-use trails provide safe places to walk and bike for young and inexperienced bicyclists.

Today, Carlisle has a 13.8-mile network of trails and enhanced streets for walking and biking between parks, schools, and downtown. Maintenance and safe use of the bicycle-pedestrian network and extension of the network to destinations in contiguous municipalities are priorities for the Borough and for the greater Carlisle community.

A bicycle-pedestrian network is composed of a variety of bicycle and pedestrian facilities.

Each type of facility incorporates different physical elements and safety and operational controls; these include:

- Off-road paths and trails for single use (e.g., walkers only) or multi-use (e.g., walkers and bicyclists) such as the Dickinson Park Trail, Forbes Path, and LeTort Spring Run Nature Trail.
- Sidewalks and other pathways parallel to roadways and crosswalks, indicating the location of pedestrian street crossings
- Signalized intersection treatments that highlight the potential for pedestrians and improve pedestrian safety and comfort, including pedestrian signals.
- Shared roadways (without a paved shoulder) where bicycles and motor vehicles share the travel lane, often because a separate bicycle lane or sufficient shoulder isn't feasible. These may be designated as bicycle routes or, in cases of low traffic volumes, designed as bicycle boulevards with specific amenities to improve the bicycling environment.
- Shared roadways (with paved shoulder) where a delineated shoulder is available for bicyclists, and bicyclists may also use the travel lane.
- Bicycle lanes—a dedicated lane for non-motorized vehicles.

Use of a bicycle-pedestrian network for everyday travel is supported by:

- Secure places to park and lock bicycles at schools, parks, community centers, and downtown as well as employment destinations.

- Maps and brochures that help people plan their first and future trips on the network and provide safety tips.
- Community events that draw people to the network for races, fundraisers, etc.
- Bicycle retail, repair, and rental services.

The bicycle-pedestrian network supports non-motorized transportation for a variety of purposes.

People choose to walk or bicycle for a variety of reasons. Some walk or bicycle to improve their health—as a fitness activity alone or in conjunction with travel. Others find that walking and bicycling makes them feel more connected to their community as they travel more slowly and observe their surroundings more thoroughly. Some walk or bicycle because it’s less expensive than fueling, maintaining, and insuring a vehicle.

The network could have greater value to the community.

Carlisle’s bicycle – pedestrian was built over the past decade, and the use of this network continues to grow. Members of the community who gathered to talk about walking and bicycling in town and throughout the greater Carlisle area raised these opportunities for enhancing the physical conditions and safe use of the network.

1. **Awareness for how and where to get onto the network, specifically off-road trails, and what destinations can be reached.** Community members pointed to the need for thorough labeling of trailheads (with and without parking) on maps. They also indicated that many bicyclists don’t read English very well and would benefit from maps or trail network information in other languages.
2. **Safe bicycling education for kids.** Members remarked that bicycle rodeos are great educational events and should be held more frequently.
3. **Improved vehicle driver understanding of bicycle lanes, laws, and awareness for bicyclists.** Signage and educational campaigns could improve driver awareness.
4. **Enforcement of bicycle- and pedestrian-related traffic laws, particularly by local police on bikes.**
5. **Better bicycle-pedestrian passage under highways.** Today, most highway underpasses either have no space (lane or shoulder) for non-motorized travelers, such as S. Spring Garden Street, or have striped shoulders but are inhospitable for walkers and bicyclists. These conditions result in an inconvenient “pinch point” in a bicycle or pedestrian route, or an overall deterrent to use, for as long as the overpass structure is place — often 50 years or more. Community members remarked that both lane or shoulder space and striping are

important visual cues, indicating to drivers that bicyclists and pedestrians may be present. They also suggested lighting for safety.

Figure 8.1 - Poor bicycle-pedestrian passage on S. Spring Garden Street



Figure 8.2 - Good bicycle-pedestrian passage via shoulder on W. Trindle Road



Source: Google Maps.

6. **Gateways that welcome bicyclists and pedestrians.** Community members suggested that gateway intersections need beautification and should demonstrate welcome accommodation for walkers and bicyclists.
7. **Bike lane evaluation.** Bicyclists suggested that first-time improvements, such as the bike lanes in downtown should be evaluated to determine if they are fulfilling their intended design / function, and to see if changes are warranted.
8. **Street and intersection design standards.** Members who are bicyclists stressed that storm grates and rumble strips pose real safety hazards to bicyclists of all abilities, and intersections (both major and minor, like driveways) are critical locations for dedicated bike lanes, “Sharrows” (pavement markings indicating shared roadways), and signs. Design standards and plan review checklists should be updated to ensure proper design and construction of public and private street projects.

9. **Bicycle lane and shoulder maintenance.** Surface conditions of bicycle lanes and off-road paths can easily become unsafe. Regular sweeping of shoulders, lanes, and trails removes debris to minimize flats and ensure good traction.
10. **More secure bike parking at retail, service, and employment destinations.** Secure bike parking ensures non-motorized travel to a destination and home again.
11. **A better way to identify problem locations.** Frequent problem cataloging is better than decade-to-decade plans and occasional community meetings.
12. **Better data and analysis of vehicular and bicycle use of shared roadways.** Speed, traffic, and use by time of day could help evaluate designated bicycle routes.
13. **Extension of the LeTort Spring Run Nature Trail to Boiling Springs.** Members acknowledged that trail extension would not be quick or easy given that current landowners of the former railroad are opposed to trail extension. However, South Middleton has adopted an Official Map to encourage trail extension if these lands are developed more intensively in the future.
14. **Improvement of Rockledge Drive to Pine Road for bicyclists.** Bicyclists already use this route between Carlisle and Mt. Holly Springs; vehicular traffic is lighter than on PA Route 34. Minor improvements could make it safer for bicyclists. Its suitability as a pedestrian route should be evaluated.

Safe routes to walk and bicycle are growing in popularity—among the public, public health advocates, and transportation funding programs.

Walking and bicycling are not new ways to get around town. In recent years, people have expressed the need for improving sidewalks, trails, signage, signals, and the like to enable their safe non-motorized travel throughout the community. Projects that make it safer and more convenient to travel on foot and by bicycle have broad support today. The Harrisburg Area's Bicycle and Pedestrian Study (2014) outlined three sources of this support:

- **Popular Demand:** More people—especially young people—are seeking out walkable, bikeable neighborhoods and communities. They value sustainability, quality of life, community, air quality, cost-effective transportation, and fun outdoor exercise more than hours spent in a car—in fact, vehicle-miles traveled is decreasing. There is substantial public interest in and support for improving non-motorized transportation and recreation options, and an associated economic benefit. For example, buyer demand increases home values in walkable neighborhoods, and trails and other recreational destinations anchor economic opportunity.
- **Public Health:** Communities that encourage active transportation help residents build more exercise into their daily lives—a literal first step toward addressing adult and childhood

obesity and the related costly health issues. With obesity threatening the health of about one-third of Pennsylvania's adults, making it feasible and pleasant to walk or ride a bike directly supports public health goals. Transportation is getting considerable attention by public health organizations and officials.

- **Funding Climate:** Nationally, the current federal transportation legislation allows more flexibility in funding bicycle and pedestrian projects (although overall non-motorized funding is lower than in previous years). In Pennsylvania, Act 89 of 2013 created a multimodal fund dedicated to projects other than highways; a minimum of \$2 million will be directed to bicycle and pedestrian projects each year.

Since this 2014 publication, PennDOT has fully embraced bicycle and pedestrian transportation. The Pennsylvania Transportation Advisory Committee prepared a Bicycle and Pedestrian Policy Study, which PennDOT endorsed and has begun to institute recommended policies. Secretary Leslie S. Richards has announced an initiative to improve transportation planning as a service to communities, known as *PennDOT Connects*. Where communities articulate their goals for complete, multi-modal transportation choices, the Secretary envisions that PennDOT will work more directly and more closely to help achieve local transportation goals.

Bicycle and pedestrian advocates are partners for network development and promotion.

Carlisle has a number of bicycle and pedestrian advocates in the following organizations:

- Harrisburg Bicycle Club and Dickinson Bicycle Club
- Partnership for Better Health
- Business Leaders
- Commuter Services of Central Pennsylvania
- PennDOT's Bicycle-Pedestrian Coordinator

Goal for the Bicycle-Pedestrian Network in 2025

Carlisle has the foundation for an outstanding bike - pedestrian network - one that offers real, safe choices in active, affordable everyday travel. With continued efforts to promote the network and its value to the community, attention to design details and construction—and network expansion, where feasible—the Borough will retain its status of the one of the best places for walking and bicycling and as a result, retain its attractiveness as a business and residential community.

By 2025, Carlisle has continued to promote its bicycle- pedestrian network, enhanced its infrastructure, and led or supported major trail projects.

Objectives or focus areas for reaching the goal include:

1. Raise awareness for and increase safe use of bicycling and walking as low-cost, low-impact, and high value means to travel.
2. Improve infrastructure for bicycling and walking.
3. Enhance and extend the bicycle-pedestrian network, including connections into neighboring communities.

Action Plan

The bicycle and pedestrian mobility action plan outlines locally-identified actions or steps to improve local and regional bike – pedestrian connectivity.

The action items below represent steps toward achieving optimal value from Carlisle’s bicycle-pedestrian network. Each action item is associated with one of the objectives by its number. An implementation framework is outlined for each item. Leads and partners identify the entities with authority, interest, and resources to carry out the action. Timeframes are suggested to address most regulatory items first, followed by physical or capital improvements and administrative initiatives; efforts that have already been initiated are listed as ongoing. Discrete steps or tasks and the need for meetings are listed under Required Efforts and associated with a level of effort. As the plan owner, Council may choose to lead, coordinate, or delegate any of these actions to staff, committees, or other partners. Council should be proactive in communicating its intent to lead or delegate an action item to its partners. It takes discipline and accountability to implement an action plan. The following pages offer a summary of the bike - pedestrian network action items, including an Implementation Tracker as part of the Appendix to aid Council or its designee in the monitoring of implementation efforts. The action plan closes with an evaluation item to guide periodic assessment of implementation efforts and provide an opportunity to re-order action items.

ACTION ITEMS <i>by objective</i>	IMPLEMENTATION
Obj 1. Raise awareness for and increase safe use of bicycling and walking as low-cost, low-impact, and high-value means to travel.	
1.1 Encourage Borough Police to use its bike patrol regularly, making law enforcement visibly relevant to bicyclists and walkers.	Lead and Partners Borough Council and Police Timeframe - Year-round

	Required Efforts - None
1.2 Encourage Police to participate in bicycle safety programs and events organized by community groups to emphasize obedience to traffic laws.	Lead and Partners Borough Council and Police, School District, bicycle clubs Timeframe - Annually Required Efforts - Police participation in community events/Nominal for duty time; possibly overtime
1.3 Disseminate the Borough's Bicycle & Pedestrian Trail Network Map through materials and events targeted to specific audiences: students and families of the school district; local businesses through the Chamber of Commerce; job training and workforce development locations; etc.	Lead and Partners Borough Council committees and Parks and Recreation Department; Partnership for Better Health, Cumberland County Land Partnerships Program, Harrisburg Area Transportation Study, School District, bicycle clubs Timeframe - Annually; consider an early spring timeframe Required Efforts - Nominal
1.4 When funding allows, update the Trail Network Map with a greater focus on benefits and reasons to cycle or walk in lieu of driving and trailhead / parking locations; also consider publication in multiple languages, since there are non-English speakers/readers in the Carlisle area.	Lead and Partners Same as Action 1.3 Timeframe - 2018 or as soon as funding allows Required Efforts - Minor
1.5 Provide or support development of a bike - pedestrian mobile application (app) for bicyclists and walkers and those planning trips to have convenient access to the map. Alternatively or additionally, support the posting of network trails to existing apps and websites such as www.ridewithgps.com and www.mapmyride.com .	Lead and Partners Same as Action 1.3 Timeframe - 2022 Required Efforts - Mobile app development
Obj 2. Improve infrastructure for bicycling and walking.	
2.1 Enforce design and maintenance of clear sight triangles at intersections. Clear sight triangles are geometric zones at intersections that enable travelers to have clear views of approaching traffic	Lead and Partners Public Works Timeframe - Ongoing

on all legs of intersection. Essentially, they restrict moderate to tall plantings and other visual obstructions in corner locations.	
2.2 Update street-sweeping practices and schedules to include the regular sweeping of bike lanes and trails to remove debris.	Lead and Partners Public Works Timeframe - 2018 Required Efforts - Public Works
2.3 Recruit a bike rental service to downtown Carlisle. The service could be provided by a new business or provided as a new service from any existing business.	Lead and Partners DCA and its Business Recruiter Timeframe – 2018 Required Efforts - Delegate to recruiter
2.4 Review / Revise Borough street and stormwater design standards to require that storm grates, inlet elevations, rumble strips and similar features to pose no safety hazards to bicyclists. When the Borough has an opportunity to review PennDOT project plans, staff should review and comment on these aspects of street/highway design. <i>Reference: Publication 10X (DM-1X), Appendices to Design Manuals 1, 1A, 1B, and 1C, 2015 Edition, Appendix S – Bicycle and Pedestrian Checklist. This publication includes grates, inlets, and rumble strips among its checklist items for final design of bicycle facilities; it does not include acceptable specifications.</i>	Lead and Partners Borough Council, Planning Commission and Public Works, bicycle clubs Timeframe – 2018 Required Efforts - Incorporate acceptable standards from AASHTO's 2012 Guide for the Development of Bicycle Facilities into Borough ordinance
2.5 Establish a contact within the PennDOT Cumberland County Maintenance Office to review the schedule of resurfacing and maintenance projects to be performed by PennDOT maintenance forces; also, monitor the state transportation planning schedule (the 4-year transportation improvement plan and the 12-year program) for larger-scale improvement projects. While planned as maintenance, these projects may present opportunities for restriping, shoulder improvements, and other low-cost changes to the road and right-of-way that provide greater bicycle and pedestrian accommodation and safety. Advance knowledge of upcoming projects provides	Lead and Partners Borough Council Timeframe - Annually Required Efforts - Review of transportation project schedules Meetings or ways to gather and facilitate bicyclist and pedestrian input on desired improvements to project corridors

<p>time for technical and public discussion and, if feasible, the design of improvements that accomplish more than resurfacing.</p>	
<p>2.6 Improve gateway intersections and corridors to alert and welcome all travelers to Carlisle’s complete streets. Many of Carlisle’s gateway corridors are used by inter-municipal commuters who walk and bicycle daily between the Borough and major shopping and employment centers just beyond the municipal border. Routes and centers include but are not limited to:</p> <ul style="list-style-type: none"> • Walnut Bottom Road to Walnut Bottom Towne Center (Kmart). • PA 34 to Carlisle Crossing Crosspoint (Home Depot / Target /Kohl’s). <p>Redesign should address lane striping, “Sharrows”, sidewalks, streetscapes, and signage to highlight designated facilities. Gateways and unfriendly intersections identified by action plan participants include PA 34 at I-81 and Walnut Bottom at I-81, though others may exist. Prioritize re-design based on safety statistics, state maintenance projects, and other criteria deemed appropriate.</p>	<p>Lead and Partners Borough Council and Public Works, PennDOT, Harrisburg Area Transportation Study, Partnership for Better Health</p> <p>Timeframe - Ongoing in coordination with PennDOT projects</p> <p>Required Efforts - Review safety statistics, Document intersection conditions and behaviors, Develop/illustrate concepts for designated lanes, meet with PennDOT to discuss concept feasibility Design / Engineering Construction.</p>
<p>2.7 Evaluate Borough streets for opportunities to complete the street for bicyclists and pedestrians. Specifically, consider opportunities for road widening to provide a shoulder for non-motorized vehicles.</p>	<p>Lead and Partners Borough Council and Public Works, HATS, Partnership for Better Health, bicycle clubs</p> <p>Timeframe - 2018-19</p> <p>Required Efforts - Review bicycle route streets to identify needed bicycle-pedestrian facilities Review other named streets to identify needed bike - pedestrian facilities</p>
<p>2.8 Conduct follow-up evaluations after safety improvements have been made. For example, bicycle lanes were striped along High and Hanover Streets within a few blocks of the</p>	<p>Lead and Partners Borough Council, Police, Public Works and Parks and Recreation Departments</p>

<p>Square in 2011. If data on crashes involving bicyclists were available for periods before and after the bike lanes were striped, these could be analyzed to determine if crashes involving bicyclists were likely affected by the safety improvement. If bicycle traffic volumes were available, these could be incorporated for a comparison of crashes rates, e.g., crashes per 100 bicycle trips.</p>	<p>Timeframe - 2018 and forward Required Efforts - Analysis of crashes involving bicycles</p>
<p>2.9 Require major developments to provide bicycle racks. Encourage local businesses (individually or by block) to sponsor bike racks for customers and employees.</p>	<p>Lead and Partners Borough Council, Planning Commission Timeframe – 2019 Required Efforts - Revise SALDO to include bicycle rack provision</p>
<p>Obj 3. Enhance and extend the bike - pedestrian network, including connections into neighboring communities.</p>	
<p>3.1 Support regional trail connectivity with letters of support for funding and financial contributions, when feasible, for trail extensions and new trails that will ultimately connect Carlisle to other towns and trail systems. Extensions and the like could include:</p> <ul style="list-style-type: none"> • LeTort Spring Run Trail connection to Boiling Springs • Improvements to Rockledge Drive to Pine Road or alternative Carlisle to Mt. Holly route 	<p>Lead and Partners Borough Council, Public Works and Parks and Recreation Departments Timeframe - Ongoing Required Efforts – Grant writing for funding/Financing – annual budgeting to accrue local funds incrementally</p>
<p>3.2 Develop a systematic way to collect information about problem sites on the network and develop solutions. A low-cost way to begin this effort would be to convene annual or semi-annual meetings with the bicycle community (clubs) to ask about problem sites and potential solutions.</p> <p>If a mobile app is developed (Action 1.3), consider a feature that allows users to enter a location, using their mobile device's GPS locator; a brief description of the problem; an urgency; and contact information for follow-up. Data entered would be received in a database and reviewed for accuracy. A small task force could evaluate solutions and make</p>	<p>Lead and Partners Public Works, Parks & Recreation, Partnership for Better Health Timeframe - 2023 Required Efforts - Annual to semi-annual meetings</p>

recommendations to Public Works, PennDOT, or private property owners, as appropriate.	
Evaluation	Implementation
Periodically assess progress on this action plan and consider the need to update its objectives and add new actions. Renew the entire action plan in 2025. An implementation tracking page is included in the appendix.	Lead and Partners Borough Council Timeframe - Every 3 years Required Efforts – Meetings / Nominal costs

Action Plan Participants

The following citizens and stakeholders helped develop this action plan:

- Andrea Crouse, Carlisle Parks and Recreation Department
- Cinda Shannon, Cole's Bike Shop
- Jim Mader, Cumberland Valley Rail-Trail
- Shireen Farr, Cumberland Valley Tourism
- Neil Leary, Director, Center for Sustainability Education, Dickinson College
- Marcus Welker, Center for Sustainability Education, Dickinson College
- Bill Berwick, LeTort Regional Authority
- Judy Smith, North Middleton Township
- Becca Raley, Partnership for Better Health
- Gail Witwer, Partnership for Better Health
- Corey Adams, South Middleton Township.

9. Resilience

Resilience is the ability of a community to maintain and evolve its functions and identity in times of disturbance and change. Community functions include the operation of businesses, infrastructure and utilities, and the protection of life. Identity includes the community's collective value for its people, its past, and its location as expressed through the built environment, open space networks, and community events. Disturbances include natural hazards; such as storms, flooding and heat waves; health conditions, such as pandemic and infectious disease (influenza) and increases in drug use and addiction; financial stresses, such as loss of local employers and economic recession; interruptions in utility and transportation services; and civil disturbances, among others.

Strengthening community resilience enhances local capacities to deal with significant change—specifically to anticipate, prepare for, limit damages from, recover from, learn from, and transform in response to a variety of natural, social, and economic disturbances and changes. The process of improving these capacities should engage community members and municipal, private, and civil society organizations.

The means for strengthening resilience includes learning from past events through analyzing the risk, impact, and response to disturbance; making changes to the community's policies, programs, and services that relate to restoring individual/family life and building and rebuilding property; and strengthening collective capacity to mobilize people, supplies, and equipment to minimize future impacts. These activities occur between disturbances to learn from past experience, make adjustments, and prepare for future incidents. These activities require specific skills:

- Technical skills for risk and impact analysis and infrastructure planning.
- Organizational skills for developing, maintaining and enhancing social / communication networks among local government, non-profits, and other community leaders that enable sharing of information, coordination, mutual support, and collaboration.
- Communication skills for ongoing education as community leaders (elected, appointed, and staff in local government, non-profit agencies, etc.) and the citizenry changes over time.

Resilience is the ability to maintain function and identity through times of disturbance and emerge better prepared for future incidents.

Resilience addresses the full spectrum of preparedness, from emergency response and incident management to the immediate provision of human needs (water, food, shelter,

medication) and restoration of community infrastructure and utilities to the rebuilding of lives and property—all in ways that reduce the risk and impact of future incidents. Within Carlisle, emergency management agencies and utilities have traditionally addressed the threat to public safety, while the Borough and non-profits have handled human needs. However, the welfare of citizens in terms of their ability to recover their personal lives and property has at times been overlooked. The lack of a vehicle to get to work, the doctor or pharmacy, or child care services, or the lack of a mobile phone can stand in the way of “getting back to normal.” The complex process of filing an insurance claim or hiring a qualified contractor to repair a structure can also impede recovery. A strategy for community resilience should incorporate these aspects, and the community partners who can assist, to reduce recovery time and speed the return to daily activities.

Resilience results from planning, action, and evaluation around potential hazards and their impacts on the community.

The following three examples indicate the type of planning and action that has addressed community resilience locally. They provide a foundation for continued collaboration on all aspects of community resilience.

Cumberland County Hazard Mitigation Plan

The Cumberland County Hazard Mitigation Plan, last updated in 2014, identifies hazards that affect local communities, assesses their risk and impact, and recommends ways to reduce the loss or damage to life and property, while improving community resilience against such hazards. The most common hazards identified for Carlisle and the county as a whole include flooding, winter storms, tornados and windstorms, releases of hazardous materials, and drought. Analysis of these and other hazards are presented in the plan.

The plan addresses the tenets of resilience through four goals, summarized here:

Goal 1: Reduce potential injury / death and damage to existing community assets due to the following hazards: dam failures, droughts, flooding, etc.

Goal 2: Promote disaster-resistant future development through municipal planning, regulation, and enforcement.

Goal 3: Promote a process of hazard preparation, risk reduction, and response and recovery as a public value among citizens.

Goal 4: Improve response and recovery capabilities.

The plan lists 17 actions for Carlisle Borough to mitigate hazards. These actions suggest changes to and enforcement of local plans and regulations, targeted improvements to structures and infrastructure, improved citizen education and awareness, and natural systems protection. Many of these actions or mitigation techniques must be further specified and then applied to the particular local conditions; they should also involve local disaster relief and recovery organizations to truly be integrated in the community. The next update to the County Hazard Mitigation Plan is anticipated in 2019.

Mitigating Hazard Impacts to Historic Resources

As part of the Disaster Relief Appropriations Act (P.L. 113-2), designed to streamline disaster assistance related to Hurricane Sandy, the National Park Service awarded \$1.5 million to Pennsylvania. As the grant administrator, the PA Historical and Museum Commission is using the recovery funds to improve county and municipal disaster planning and to aid in the repair costs for certain historic properties damaged by Hurricane Sandy. Through various pilot projects and training and educational programs led by the Bureau for Historic Preservation, the Commission aims to:

- Incorporate historic resources into the PEMA / FEMA-mandated county Hazard Mitigation Plans.
- Explore the complex issues surrounding several common mitigation strategies and their impacts on historic resources, and identify solutions that can be applied to various building types and locations.
- Develop best practices for addressing future disasters to ensure outcomes are the least intrusive for historic properties, employ a variety of techniques for different buildings, and consider alternatives for reducing damages from disasters.
- Help educate community leaders and emergency management professionals on cultural resource issues, resulting in more informed and robust participation in the hazard mitigation planning process.

Projects are to be completed by 2020.

The Carlisle Urban Redevelopment Plan

The closure of three manufacturing operations in three years was an economic disturbance with significant community impacts to Carlisle. More than 800 jobs were lost and nearly 65 acres were left vacant and viewed as unmarketable due to site contamination. In addition, the three properties were each located within a highly urbanized and largely residential neighborhood. The community leaders from the Borough, the County, and Carlisle-based property owners sought a vision and a plan for rebuilding the vacant lots. That vision included

economically viable commercial (office and retail) businesses that would provide jobs, goods, and services and a variety of housing types that would offer a range of housing choices – all fitting seamlessly into the neighborhood’s early 20th century development character of streets and blocks and its 21st century identity as one of the most walkable neighborhoods in an already quite walkable town.

Dickinson College

In July 2016, Dickinson College was certified by the National Weather Service as a Storm-Ready Supporter. This certification indicates that Dickinson has taken specific steps to improve campus preparedness for severe weather:

- Developed a hazardous weather plan and training exercises,
- Established an emergency operations center and a local weather monitoring system, and
- Instituted an educational policy for public readiness and communications procedures.

These efforts will help to ensure that students, faculty, staff, and campus visitors are prepared for and protected from the impacts of severe weather on campus activities and daily life.

Goals for Community Resilience in 2025

While community resilience is needed for a wide range of possible disturbances, an initial focus on hazards assessed in the Cumberland County Hazard Mitigation Plan is recommended to make resilience-building efforts more tangible and tractable. County and local implementation should always consider approaches that build resilience to multiple and diverse disturbances.

By 2025, Carlisle has made progress toward all four goals of the Cumberland County Hazard Mitigation Plan.

Objectives or focus areas for reaching the goal include: Toward reducing injury, death, and damage (the County’s Goal 1), Carlisle seeks to:

1. Reduce areas impacted by flooding in the Borough through infrastructure improvements.
2. Establish dedicated local funding for stormwater management system maintenance and improvement.
3. Make capital improvement decisions for infrastructure based on lifecycle costs.

Toward promoting disaster-resistant development (the County's Goal 2), Carlisle seeks to:

4. Reference best practices to address community resilience and identity in disaster planning.
5. Assess the adequacy of, and update as necessary, zoning and land use ordinances to account for recent and potential future changes in the frequencies and magnitudes of weather-related hazards.

Toward promoting hazard awareness and mitigation as a public value (the County's Goal 3), Carlisle seeks to:

6. Establish a robust community education program that is well-resourced and explains hazards in a way that people understand and that motivates them to take action at home, at work or business, and socially throughout the community.

Toward improving response and recovery capabilities (County Goal 4), Carlisle seeks to:

7. Promote coordination and partnerships—among municipal agencies, emergency responders, service agencies, civil society organizations, and businesses in and around Carlisle—to increase capacities for collaborations that build community resilience to hazards.

Action Plan

Carlisle and various community partners are working from a foundation of existing systems, practices, and procedures. Several efforts are underway to address flooding and strengthen resilience for this particular recurring hazard but also for other disturbances.

The resiliency action plan outlines locally-identified actions or steps toward reducing risk and improving recovery from natural and man-made hazards.

The action items below represent steps toward achieving community resilience. Each action item is associated with one of the objectives by its number. An implementation framework is outlined for each item. Leads and partners identify the entities with authority, interest, and resources to carry out the action. Timeframes are suggested to address most regulatory items first, followed by physical or capital improvements and administrative initiatives; efforts that have already been initiated are listed as ongoing. Discrete steps or tasks and the need for meetings are listed under Required Efforts and associated with a level of effort. As the plan owner, Council may choose to lead, coordinate, or delegate any of these actions to staff, committees, or other partners. Council should be proactive in communicating its intent to lead or delegate an action item to its partners. It takes discipline and accountability to implement

an action plan. A two-page summary of the Resiliency Action Plan is prepared as an Implementation Tracker and included in the appendix to aid Council or its designee in the monitoring of implementation efforts. The action plan closes with an evaluation item to guide periodic assessment of implementation efforts and provide an opportunity to re-order action items.

ACTION ITEMS <i>by objectives</i>	IMPLEMENTATION
Obj 1. Reduce areas impacted by flooding in the Borough.	
1.1 Implement the Fairground Avenue stormwater park identified in the Carlisle Brownfields Area-wide Planning Strategy. The Borough has identified the stormwater park on its Official Map for public acquisition when the IAC / Masland site is developed. The Borough will begin construction when funding is available.	Lead and Partners Borough Council and Public Works Timeframe - Ongoing through construction Required Efforts – Land acquisition, design / engineering construction
1.2 Evaluate all Borough properties for their capacity to function, in whole or in part, as stormwater management facilities: parks, open spaces, parking lots, and other. During storms and subsequent recovery days, parks and open spaces can be “used” for their capacity to store and release water. Municipal parking lots and lands associated with public facilities can be designed as pervious pavement on the surface with water storage below the surface.	Lead and Partners Borough Council and Public Works Timeframe - 2020; municipal parking lots undergoing currently planned for improvements Required Efforts - Site Evaluations
1.3 Reforest green spaces as determined feasible for stormwater management by Action 1.3. Trees and shrubs penetrate their roots deep into the soils, increasing the soil’s ability to absorb rainfall rather than shedding it as stormwater. Where fallen leaves and branches are allowed to accumulate on the ground, this layer further enhances the soil’s water absorption capacity. Identify practical spaces for plantings; consider Borough properties reviewed under Action 1.3 above. Identify volunteers willing to help install plantings. Explore PA DCNR’s Forest Buffer program as a funding strategy.	Lead and Partners Borough, Greater Carlisle Project, local professional organizations Timeframe - 2022-2023 Required Efforts – N/A

Obj 2. Establish local funding for stormwater management system maintenance and improvement.	
2.1 Identify and dedicate funding for the maintenance and improvement of the stormwater management system through a stormwater utility. Borough established authority should have the potential to become a future regional entity.	Lead and Partners Borough Council Timeframe – Ongoing Required Efforts - Feasibility of Stormwater Utility
Obj 3. Make capital improvement decisions for infrastructure based on lifecycle costs.	
3.1 Quantify the return on investment of “green” retrofits on public works maintenance and improvement projects. “Green” approaches typically cost more upfront but may return lower total costs versus conventional costs over the life of the system. Define comparative life cycle criteria and methods, if desired; begin with a few criteria and evaluate the need for more after three projects. Include comparison of green and conventional design/construction approaches and lifecycle operational costs in project bid package requirements.	Lead and Partners Borough Council, Public Works, Greater Carlisle Project Timeframe - 2022 Required Efforts - Define comparative life cycle criteria
3.2 Establish a practice of gathering lifecycle costs of infrastructure so that the decisions about infrastructure are made based on lifecycle costs, not just purchase price. Maintain a record of facility construction/ installation and maintenance costs. Review total costs of facilities when considering improvement/ replacement.	Lead and Partners Carlisle Borough Public Works Timeframe - 2022 Required Efforts - Record method, record keeping/Nominal cost
Obj 4. Reference best practices to address community resilience and identity in disaster planning.	
4.1 Review the results of relevant PA Historical and Museum Commission program projects for best practices applicable to Carlisle; integrate historic preservation into hazard mitigation planning and advance to local and county hazard mitigation planning and implementation.	Lead and Partners Borough Council, Planning Commission and HARB, Greater Carlisle Project Timeframe - 2021 Required Efforts - Nominal costs Update plans

Obj 5. Assess the adequacy of, and update as necessary, zoning and land use ordinances to account for recent and potential future changes in the frequencies and magnitudes of weather-related hazards.	
5.1 Review zoning ordinance and revise, as needed, to reduce areas or otherwise manage development to reduce the risk to life and property, particularly from flooding events. Bear in mind that climate change may affect the size and location of flood-prone areas. Past averages are inadequate to predict future storm event size and frequency. Recent data should be carefully considered.	Lead and Partners Borough Council, Planning Commission, Public Works Timeframe - 2019 as part of regulatory update Required Efforts - Zoning Review
5.2 Review development standards, i.e., the subdivision and land development ordinance and the historic district regulations, that apply to rebuilding property after a hazard event. Revise to ensure that the community's (Historic District) identity expressed through building and site design are not replaced by modern design or overlooked by modern technology during reconstruction.	Lead and Partners Borough Council, Planning Commission, Public Works Timeframe – 2019 Required Efforts - SALDO Review
Obj 6. Establish a robust community education program that is well-resourced and explains hazards in a way that people understand and that motivates them to take action at home, as business, and socially throughout the community.	
6.1 Establish the responsibility / position for community educator with emphasis on civic stewardship, namely what citizens can do to take care of their community. This position could be housed within the Borough administration or shared with one or more organizations in the greater Carlisle community.	Lead and Partners Borough Council, Greater Carlisle Project, Carlisle Area School District, Stormwater Authority (if established) Timeframe – 2019 Required Efforts – Seek partners / Nominal cost
6.2 Encourage neighborhoods to define their identities within the whole of Carlisle and their specific approaches to neighborhood resilience. This action could be implemented through discussion at neighborhood meetings and Council recognition of successful steps toward neighborhood resilience. The Borough might also consider incentivizing	Lead and Partners Carlisle Borough Council and neighborhood groups Timeframe - 2020 Required Efforts - Promote through neighborhood meetings / Nominal cost

neighborhood action by providing mini-grants to match neighborhood funds for resilience activities.	
Obj 7. Promote coordination and partnerships to increase capacities for collaborations that build community resilience to hazards.	
7.1 Continue emergency response planning and training exercises.	Lead and Partners Borough Council, Cumberland County Timeframe - Annual Required Efforts – Meetings / Nominal costs
7.2 Review any existing communications networks (charts). Determine where community-based service providers should be integrated for awareness of disasters and disturbances and event-specific response and recovery needs, particularly among young and old, those living alone, homeless people, and other vulnerable and marginal populations. Engage non-profits and service providers to help to assure these members of the community have essential needs met during and after a hazard event.	Lead and Partners Borough, other Cumberland County municipalities. Timeframe – 2019 Required Efforts - Nominal costs
7.3 Use a comprehensive checklist to understand the scope of personal / family, household, or business needs during response and recovery. Partner with state agencies and nonprofits that already respond and may have such a list.	Lead and Partners Carlisle Borough Emergency Management Coordinator, non-profit organizations Timeframe - 2020 and forward Required Efforts – Meetings /Nominal costs
Evaluation	Implementation
Periodically assess the implementation of this action plan and Carlisle’s community resilience; use the information to identify future actions for building resilience. An implementation tracking page is included in the appendix.	Lead and Partners Carlisle Borough Council, Greater Carlisle Project Timeframe - Every 3 years Required Efforts – Meetings /Nominal cost

Action Plan Participants

The following citizens and stakeholders helped develop this action plan:

- Neil Leary, Director, Center for Sustainability Education, Dickinson College
- Becca Raley, Partnership for Better Health
- Lucy Zander, United Way
- Jason Illari, Director, Cumberland County Historical Society
- Safronia Perry, Hope Station
- Ken Shultes, Associate VP for Sustainability & Facilities Planning, Dickinson College
- Pastor Ryan Brown, New Life Community Church
- Sherry Bellish, Carlisle Cares
- Ashley Perzyna, Assistant Chief of Staff, Dickinson College
- Pam Still, Mount Holly Springs Borough
- Katie Hess, South Mountain Partnership
- Lindsay Varner, Greater Carlisle Heart & Soul
- Kathleen Banski, Center for Sustainability Education, Dickinson College
- Lindsey Lyons, Center for Sustainability Education, Dickinson College
- Deb Figueroa, Carlisle Borough.

10. MPC Crosswalk

This section describes how this plan fulfills the comprehensive plan requirements of the Pennsylvania Municipalities Planning Code (PA MPC).

This Comprehensive Plan fulfills the functional requirements of the state planning code.

Because this comprehensive plan takes a strategic, issue-based approach to guiding community development, Table 10.1 compares the strategic priorities to the traditional (or functional) planning elements identified in the PA MPC.

Table 10.1 - Borough's Community Development Priorities vs. Required Plan Elements

		Community Development Priorities					
Required Comprehensive Plan Elements	Long range goals	Downtown	Traffic & Parking	Public Safety	Housing & Shelter	Bicycle - Pedestrian Mobility	Resiliency
Future development objectives	✓	✓	✓	✓	✓	✓	✓
Plan for land use	✓	✓					
Plan for housing needs of present and future residents	✓	✓			✓		
Plan for movement of people and goods	✓		✓			✓	
Plan for community facilities and utilities	✓			✓		✓	✓
Plan for the protection of natural and historic resources	✓						✓
Plan for reliable water supply	✓						
Compatibility with neighboring municipalities						✓	
Consistency with county comprehensive plan including the open space and greenways plan		✓				✓	✓

Comprehensive Plans for Carlisle and Cumberland County are generally consistent.

The PA Municipalities Planning Code requires general consistency between the county comprehensive plan and any municipal comprehensive plans. The required “general

consistency” of municipal and county comprehensive plans ensures that issues that transcend municipal boundaries are effectively coordinated between the municipal and county level. Cumberland County’s Comprehensive Plan was updated in 2017. The Plan organizes the traditional (or functional) planning elements into three themes: Conserve, Grow, and Connect. For each theme, a policy statement describes the significance of the theme and goals describe the desired future condition for each element. Objectives list the actions to be taken and strategies outline specific steps.

Cumberland County Comprehensive Plan ‘Conserve’ Goals.

- Conserve the **significant natural resources** that are needed to support the physical, social, and economic health of Cumberland County.
- Preserve **productive agricultural lands** and support the agricultural industry to enhance the County’s economy and maintain its rural character.
- Establish an **interconnected system of parks, trails, and greenways** to serve the recreational and transportation needs of all County residents.
- Protect and enhance areas and structures that have substantially contributed to the heritage and character of the County for the enjoyment of current and future generations.

Cumberland County Comprehensive Plan ‘Grow’ Goals

- Maintain a **diversified industry base** that increases the commercial / industrial tax base and in turn increases the median income and opportunities for the broadest array of Cumberland County residents.
- Provide a **sufficient supply of mixed housing types** within the financial reach of all County residents.
- Develop and maintain **system of adequately sized and appropriately located community facilities** that provide for the health, safety, and welfare of current and future generations.
- Accommodate a **variety of planned land uses** that support vibrant communities, diverse business opportunities, thriving natural resources, and the unique character of the County.

Cumberland County Comprehensive Plan ‘Connect’ Goals

- Develop and maintain a **safe, multimodal transportation system** that is supported by responsible land use planning, accessible to all users, respects natural resources, and serves the mobility needs of residents, businesses, and through travelers.
- Forge **strong partnerships** with government organizations, nonprofits, educational institutions, and residents **to effectively address issues that supersede political boundaries.**

These goals, as well as the associated objectives and strategies, as applicable to Carlisle, are generally consistent with Carlisle’s comprehensive plan.

Land uses and zoning remain compatible along Carlisle's borders.

The Comprehensive Plan recommends detailed review and potential revision of land use policies, i.e., zoning, only in downtown and specifically in support of a vibrant, fully occupied mixed-use community core. No land use incompatibilities were identified for resolution anywhere in the Borough, therefore no recommendations are made for zoning change along the municipal borders.

Implementation may entail the establishment or revisions of other planning tools and the use of external public funds.

The vision, goals, and objectives stated in a comprehensive plan are implemented through the use of a variety of planning tools as well as local and external funding sources. Carlisle has used these planning tools to implement previous plans and the CURP. Table 10.2 indicates which planning tools are specifically recommended, and which may be applicable after review.

Table 10.2 - Recommended Implementation Tools

	Zoning	Subdivision & Land Development	Capital Improvements Plan & Impact Fees	Official Map	External Funding
Downtown	Recommended	None	None	None	See action plan
Traffic and Parking	Potential	Recommended		Potentially applicable	See action plan
Public Safety	Not applicable	Not applicable	None	Not applicable	See action plan
Housing and Shelter	Potentially applicable	None	None	None	See action plan
Bicycle and Pedestrian mobility	Potentially applicable	Potentially applicable	Recommended	Potential	See action plan
Resiliency	Recommended	None	None	None	See action plan

Implementation of this Comprehensive Plan will have many positive effects on the Borough.

In addition to achieving the goals and objectives of the plan, changes in the way Carlisle continues to develop and how residents use its infrastructure and services will have wide-ranging effects, such as the ones outlined in Table 10.3 below.

Table 10.3 - Effects of Plan Implementation

	Downtown	Traffic and Parking	Public Safety	Housing and Shelter	Bicycle and Pedestrian Mobility	Resiliency
Social Impact	Increase in social connectivity and community cohesion as people spend more time in downtown	Reduced delays due to congestion and crashes	Increased community - police trust	Increased inclusiveness of low-income residents	Improvement in public health measures, e.g., obesity and chronic disease rates	Stronger organizational coordination
Fiscal Impact	Increase in real estate transfer tax revenue as properties change ownership; increase in income tax revenue from successful business owners	None	Potential increase in staff and surveillance infrastructure	Reduced demand for services (typically from non-profit providers)	None	Increased volunteerism
Energy impact	None	Reduction in fuel consumption	None		Reduction in fuel consumption	Reduced utility service interruptions
Environmental impact	Reduction of stormwater through green infrastructure, even on a small scale	Reduction in local contributions to air pollutants	None		Reduction in automotive emissions	Reduced flood impacts
Economic impact	Increased business occupancy and variety	None	None	Increased worker employment due to stable housing	Increased sales in retail and service businesses that serve bicyclists and pedestrians	Faster recovery of business operations after incidents

End