A Blueprint for Growth for The Borough of Steelton

Borough of Steelton, Dauphin County, Pennsylvania Comprehensive Plan 2002
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In 1998, the Borough of Steelton (the Borough) began to look at its downtown business district and initiated a comprehensive downtown redevelopment strategy which resulted in the creation of new activity in the downtown. This initiative motivated Borough officials to expand the revitalization effort to include the entire community.

The Borough completed its last comprehensive planning process in the early 1970’s. This plan served as a guide for the Borough in light of the challenges facing the community after the Hurricane Agnes Flood in 1972. The flood forced the community to face some difficult decisions regarding development and redevelopment in the Borough. Its impact touched both residential and industrial uses in the community. The previous comprehensive plan update also evaluated recreational and community facility needs. These needs have been important to document for the purposes of securing public and private funding from grants and also for the Borough to establish land use policies and zoning.

There have been changes in Steelton since the completion of the last comprehensive plan that have presented the Borough with new economic challenges. Because the challenges are significant, the Borough moved forward to develop a comprehensive plan (the Comprehensive Plan) addressing today’s challenges. The comprehensive planning process began in 2000 and has continued through 2001. The resulting comprehensive plan conforms to guidelines established by the Pennsylvania Municipalities Planning Code (MPC) or Act 67 and 68 of 2000 and also considers recent changes to the MPC that recommend that communities look at regional influences and relationships that impact their community.

In addition to the traditional components of a comprehensive planning process, the Comprehensive Plan includes a strategic plan with the purpose of positioning Steelton to face the challenges and opportunities of the next 20 years. The strategic planning brought together community and business leaders to identify the weaknesses and opportunities facing the Borough, develop consensus on recommendations, and incorporate these recommendations into the comprehensive plan. These recommendations will serve as the basis for establishing policies and prioritizing projects in the Borough. Also included in the comprehensive plan is a market analysis of the downtown business district designed to meet the requirements for state funding for downtown revitalization.

The following pages present the results of the comprehensive planning process that will serve as a blueprint for growth in the Borough, and as a future guide for the Borough in establishing policies and priorities for land use, zoning ordinance decisions, economic development, housing, infrastructure, recreation and quality of life issues.
Effective planning for the future of the Borough of Steelton requires a solid understanding of the Borough’s past. Background information was researched from various sources, including the 1972 Comprehensive Plan, to better understand existing conditions and trends in the economy, culture, and environment of the Borough. The following section describes the conditions and trends that will provide the foundation for a blueprint for growth.

1.1 Background Review

1.1.1 Natural Environment

The natural environment characteristics of Steelton Borough are typical of most urban areas. Trees and limited landscaping line the streets. Small neighborhood parks exist throughout the Borough. The majority of the wooded areas are contained in the parks and back yards. The Borough was developed as a high-density community focused around the Bethlehem Steel Corporation’s residential and service needs. This section describes the current natural landscape in the Borough.

1.1.1.1 Topography

The topographic characteristics of the Borough have been an important influence on the development pattern of the community. The steep slopes of the northeastern portion of the Borough reach an elevation of 500 feet above sea level. The land then slopes down towards the Susquehanna River, sometimes gently, but more often abruptly, to the floodplain associated with the river. The floodplain generally forms a long level strip of land varying in width from 200 to 1,000 feet, and is 300 feet above sea level. The floodplain area contains the largest amount of level land, most suitable for development. This area is considered the core area for the commercial and industrial uses in the Borough.

The land beyond the floodplain is generally steep and challenging for development opportunities. In some locations the steep slopes rise as much as 100 feet vertically in as little as 200 feet of horizontal distance. Those who first settled in the Borough sought to maximize the amount of developable land closest to the steel plant by constructing a variety of dwelling types on very small lots. Topography has been the influential factor of a very densely developed residential community in the central part of the Borough.
1.1.1.2 Flood Plain

Steelton, essentially a river town, has experienced periodic flooding and is anticipated as a fact of life for many residents. Since the incorporation of the Borough, the community has survived three major floods; 1889, 1936, and most recently in 1972. The flood of 1972 has proven to be the most severe in damages as well as recovery costs. The flood of 1972 resulted in considerable damage to the Bethlehem Steel Plant and the Borough’s West Side area residential community.

In 1975, the Susquehanna River Basin Commission completed mapping profiles of the 100-year flood plain in specific locations along the Susquehanna River, including Steelton. The mapping was given to the Federal Emergency Management Agency (FEMA) to update their flood plain mapping and insurance study. The current mapping the Federal Insurance Administration (FIA) uses is dated April 15, 1977. The map on page 3 displays the zone designations for a community according to areas of designated flood hazards. The three basic zone designations used by the FIA are:

**Zone A** – Areas of 100-year flood; this area has a probability of having a storm event that occurs once every 100 years.

**Zone B** – Area between the limits of the 100-year flood and 500-year flood; this area has the probability of having a storm event once in a period between 100 and 500 years.

**Zone C** – Area outside the limits of the 500-year flood; this area has been determined to be located outside the 100-year and the 500-year flood zones.

The floodplain area most notable in the Borough is along the Susquehanna River. The Zone A flood area exists entirely along the river’s edge. In the northern boundary, the 100-year flood plain extends east to Front Street (PA 230). This classification extends south to the Borough’s east end (the East End). All of the East End residential area is located outside of the 100-year or 500-year floodplain zones. The largest property that is located in the 100-year and 500-year flood plain zones is the Pennsylvania Steel Technologies, Inc. (PST) property. Any redevelopment efforts on this property in the future must be developed and elevated above the river’s flood levels.

The FIA mapping does not determine if a specific property is located in a particular zone. FIA asks that any property owner or prospective owner consult with a local insurance agent or broker to determine if properties in a community are eligible or required to obtain flood insurance.
Current definitions for lands existing in or near the most creeks and rivers are:

**Flood Fringe**  That portion of the flood plain outside the flood way.

**Flood Plain**  (1) a relatively flat or low land area comprised of the flood way area and the flood fringe area, which is subject to partial or complete inundations from an adjoining or nearby stream, river, or watercourse; (2) an area subject to the unusual and rapid accumulation or runoff of surface waters from any source.

**Flood Way**  The designated area of a flood plain required to carry and discharge flood waters of a given magnitude. Some zoning ordinances note that the flood way has the capability of accommodating a flood of the one hundred (100) year magnitude.

The Borough is encouraged to prohibit development on the river’s flood way and flood fringe areas.

1.1.1.3 Soils

The 1972 Steelton Borough Comprehensive plan described the qualities and capabilities of the soils that constitute an important environmental feature useful in determining various types and intensities of land uses, as well as the location and construction potential for structures on land available for development. Although Steelton is practically at full build-out, the soils information presented allows the reader to understand the ease or constraints of construction caused by the existing soil types located in the Borough. Soils information may also play a part in redevelopment decisions for future land reuse and development projects.

Because the development conditions have remained practically unchanged, the soils information from the 1972 plan is considered to be a viable resource for soil data and has therefore been included in this plan. The source of the information was a detailed soil survey of Dauphin County compiled by The U.S. Department of Agriculture, Soil Conservation Service, in conjunction with the Pennsylvania State University. Soil information such as the seasonal high water table, depth of soil to bedrock, engineering classifications, and many other soil-related parameters are outlined and discussed in the survey.
A “soil association” is a landscape that has a distinctive proportional pattern of soils. It normally consists of one or more major soils with at least one minor soil. It is named for the major soils. The soils found within the Borough generally fall within one of two soil associations:

- **Duncannon-Chavies-Tioga Association**

  This association is generally described as containing deep, well-drained, nearly level and gently sloping soils that have a fine sandy loam to silt loam subsoil. These soils are found primarily in terraces and flood plains along the Susquehanna River. These soils developed in alluvial deposits of sand, silt, and clay that are underlain by gravel and sand. They have moderate to high permeability and moderate to high available moisture capacity.

- **Berks-Bedington-Weikert Association**

  This association is composed of deep to shallow, nearly level to steep soils that have a shaly silt loam to shaly silty clay loam subsoil. These soils developed in material weathered from gray shale and sandstone. The Berks soils are gently sloping to sloping, moderately deep and well drained. They have moderate available moisture capacity. Weikert soils are steep in most places and are shallow, well drained, and have low available moisture capacity.

The map on page 4 identifies the specific soils found within the Borough. Large areas of the Borough contain deposits of Urban Land Alluvial materials (Ua), Urban Land Limestone (Ub) materials, and Mine Dumps (Md). These are, for the most part, areas of industrial development associated with the PST property and the limestone quarry. Urban land consists of areas that have been changed so much that soils cannot be classified. Urban Land (Ua) Alluvial materials is a miscellaneous land type consisting of alluvial areas where the profile of the soil has been destroyed or covered with various materials by earth moving equipment. The residential area called the West Side, also falls within this classification. The West Side is so densely populated that it was impossible to obtain sufficient samples for proper soil classification.

Urban Land (Ub) Limestone materials consist mainly of leveled and cropped overburden from limestone quarries. This soil type is found around the limestone quarry located in the central portion of the Borough. Mine Dumps (Md) consist of mounds of huge piles of fine residue from coal-breaking machines and of mining refuse that consists of sandstone, slate and coal screenings. Little or no vegetation grows in Mine Dumps because of extreme acidity and high temperatures resulting from the black surface. In the Borough, this soil classification is found around the East End residential area, extending to the limestone quarry.
Two soil types are found in East End: Duncannon, very fine sandy loam (DuB2), 3 to 8 percent slopes moderately eroded; and, Lewisberry, gravelly sandy loam (LrD2) 15 to 25 percent slopes, moderately eroded. The Lewisberry soil (LrD2) appears on a hillside, which rises above PA 230 and has little or no development.

The erosion hazard for this soil is moderate to severe and runoff is medium. Because of the steep slope characteristics in the Borough, best management practices for erosion and storm water runoff are needed to help reduce the severity of runoff caused by construction. The Duncannon soil (DuB2) occupies the level terrace upon which considerable residential development has occurred. Water erosion and soil blowing are slight to moderate. Duncannon soils have moderate permeability, moderate to rapid internal drainage, and high available moisture capacity.

A considerable portion of the older residential area of the Borough contains soils classified as Us, Urban Land shale materials. This miscellaneous land type consists mainly of shale materials that have been used for landfill or for land leveling. This was necessary to create level terraces for construction in this densely populated residential area. Immediately above Third Street between Chambers Street and Swatara Street, and rising above Penn Street, this Us soil type adjoins the WeE2 Weikert shaly silt loam. This soil occurs on side slopes of 25-40 percent adjacent to small streams and valleys where runoff is rapid. Because of the extreme slope, development on this soil is limited.
In the Cottage Hill area, three soil types are dominant. The Berks shaly silt loam, 8 to 15 percent slopes (BkC2) and 15 to 25 percent slopes (BkD2), are both found in this area. Despite the rapid runoff and severe erosion associated with these soils, the land has been developed for residential use. The Cottage Hill Athletic Field and adjoining areas contain Bedington shaly silt loam (BeB2), 3 to 8 percent slope. This soil is found mostly on ridge tops and broad upland areas. Bedington soils are not recommended for use as athletic fields. This soil type has been given a rating of "severe" with respect to its usage for athletic fields because of the limitations for this use. The shaly quality of this particular soil is one limiting factor. In contradiction, the Cottage Hill Area is home to the long-standing Steelton-Highspire football and track athletic fields.

The same soils, Bedington (BeD2) are also found in the area above Harrisburg Street. Also, in the vacant area above Harrisburg Street, between Paxton and Adams Streets, Weikert soils can be found on at 25 to 40 percent slope.

Table 1, taken from the 1972 Steelton Comprehensive Plan, shows the major limitations that influence land uses for development. The table is especially useful for redevelopment projects because it shows the development limitations of homes, roadways, and septic systems.
Table 1
Major Limitations That Influence Use Of The Soils For Community Development And Estimated Degree Of Limitation

<table>
<thead>
<tr>
<th>Soil Series and Map Symbols</th>
<th>Onsite Disposal of Effluent from Septic tanks</th>
<th>Sites for Homes of Three Stories or Less with Basements</th>
<th>Lawns and Landscaping of Home-sites</th>
<th>Streets and Parking Lots</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bedington:</td>
<td>BeB2 Slight</td>
<td>Slight</td>
<td>Slight</td>
<td>Moderate: slope</td>
</tr>
<tr>
<td></td>
<td>BeC2 Moderate: slope</td>
<td>Moderate: slope</td>
<td>Moderate: slope</td>
<td>Severe: slope</td>
</tr>
<tr>
<td>Berks:</td>
<td>BkB2 Severe: 2 to 3-1/2 ft to bedrock</td>
<td>Moderate: 2 to 3-1/2 ft to bedrock; slope</td>
<td>Moderate: 2 to 3-1/2 ft to bedrock; slope</td>
<td>Moderate: 2 to 3-1/2 ft to bedrock; slope</td>
</tr>
<tr>
<td></td>
<td>BkC2 Severe: 2 to 3-1/2 ft to bedrock</td>
<td>Moderate: 2 to 3-1/2 ft to bedrock; slope</td>
<td>Moderate: 2 to 3-1/2 ft to bedrock; slope</td>
<td>Severe: slope</td>
</tr>
<tr>
<td></td>
<td>BkD2 Severe: slope</td>
<td>Severe: slope</td>
<td>Severe: slope</td>
<td>Moderate: slope</td>
</tr>
<tr>
<td>Duncannon:</td>
<td>DvB2 Slight</td>
<td>Slight</td>
<td>Slight</td>
<td>Moderate: slope</td>
</tr>
<tr>
<td>Lawrenceville:</td>
<td>LeB2 Severe: moderately slow permeability; seasonal high water table</td>
<td>Moderate: seasonal high water table</td>
<td>Slight</td>
<td>Moderate: slope; seasonal high water table</td>
</tr>
<tr>
<td>Lewisberry:</td>
<td>LrD2 Severe: slope</td>
<td>Severe: slope</td>
<td>Severe: slope</td>
<td>Severe: slope</td>
</tr>
<tr>
<td>Weikert:</td>
<td>WeE2 Severe: slope, 1 to 1-1/2 ft to bedrock</td>
<td>Severe: slope</td>
<td>Severe: slope</td>
<td>Severe: slope</td>
</tr>
</tbody>
</table>

Not included in this table are made land [ma], mine dumps [md], strip mine spoil [st], and urban land [ua,ub,us]. They are too variable to be rated.
Redevelopment of older properties, or dilapidated properties, or properties zoned for a variety of land uses may involve land remediation. Properties designated for redevelopment will be mapped and generalizations for potential land use changes will be discussed in the future land use plan of the Comprehensive Plan. Remediation will ultimately be a necessary component of future land development plans. Generally, the steps for soil remediation are as follows:

- Characterize the environmental hazards.
- Seek Act 2 clearance.
- Determine the level of clearance necessary that is consistent with Act 2.
- Develop a remediation plan to obtain Act 2 clearance.
- Implement remediation plan for priority portions of the site.
1.1.1.4 Air Quality

The Department of Environmental Protection (DEP) monitors air quality for the State of Pennsylvania. In the 1960’s Air Quality was monitored at a station near the PST site in Steelton. However, in the late 1980’s the station was abandoned because the ambient air quality and particulate matter readings were consistently meeting state and federal standards for all monitored pollutants. Currently, the closest air quality station is located on UPS Drive near 19th Street in Harrisburg. The readings from the air monitoring station show:

- The lead or total suspended particulate meet state and federal regulations.
- The readings show the air quality is below ambient air quality standard of 2.0.
- The Ozone reading for an 8-hour period (mean) is at allowable limits.

The Environmental Protection Agency (EPA) has adopted new health-based standards that are more stringent. The new regulations will affect the standards by which the Harrisburg metropolitan area is governed today. DEP feels additional mitigation measures and regulations may be necessary to become compliant with the new EPA air quality standards. There has been scrutiny over EPA’s new air quality standards by many states, including Pennsylvania.

1.1.1.5 River Front Environment

The Borough would like to reclaim the beauty and usefulness of the Susquehanna River front property. Generally, the major land use of the river front properties is industrial. However, there is a small pocket of dense residential and mixed uses along the river on the PST site’s western end. The general conditions of the PST site and the West Side residential area is as follows:

1.1.1.6 Existing Conditions of the PST Site

The property is primarily located within the 100-year flood plain area. The soils are listed as Urban Alluvial. Currently, PST owns 275 acres of river front property. The PST site contains large manufacturing and storage buildings, long linear corridors of rail and steel storage areas showing definite signs of deterioration such as broken windows, dilapidated building exteriors, and little or no property landscaping. PST has identified approximately 147 acres of potential surplus property for redevelopment. PST plans to continue operations and work with the Borough in future redevelopment proposals for the identified surplus property. Development restrictions, as well as the possibility of land remediation, are expected requirements for future development proposals.
1.1.1.7 Existing Conditions of the West Side Residential Area

PST currently owns the former "West Side" residential area. This low-lying area has been subjected to many flood events and was classified in the 1972 Steelton Comprehensive Plan as an area for Urban Renewal. The Borough has had a long-term goal of renewal for this former residential section, however future revitalization proposals will require flood-proofing construction plans. The environmental and cultural resources of the site must be identified to pursue further redevelopment possibilities.

1.1.1.8 Planning Implications

The natural environment conditions of the Borough have several planning implications to be considered if there are land use changes or if another natural disaster causes substantial damages beyond repair. The following planning issues have been noted for eventual discussion and study:

- Flood hazard mitigation programming
- Potential soil contaminations issues
- Soil implications for redevelopment of the Pennsylvania Steel Site
- Zoning alterations according to mitigation planning
1.1.2 Cultural and Historic Resources

Steel production required a team-oriented community to survive. Steelton was known as a community that contained generations of steel worker families. Steelton’s workforce was made up of immigrant families from Germany, Eastern Europe, Ireland, Italy, Mexico, and England, as well as African Americans. Because the town was built around generations of families descending from different ethnicities, many places of worship, social gatherings, and sporting events were established. The first church was constructed in 1876, Centenary United Brethren Church, located on 222 South 2nd Street. Many other churches were built to accommodate the various religious groups prevalent in Steelton: Monumental A.M.E. Church, St. John’s Evangelical Lutheran Church, St. James, Methodist Episcopal, St. Mark’s Evangelical Lutheran Church, St. Marys R.C. Church and many more.

Social clubs evolved in the community to give the many immigrants a chance to mingle with their own culture and celebrate the traditions of their homelands. Many of the social clubs exist today however; they have declining memberships and less distinct ethnicity barriers for club member eligibility. The social clubs remaining in the Steelton area are:

Cyrene Lodge, Fifth Ward Club, New Deutscher Club, St. Lawrence Lodge, St. Mary’s Catholic Club, St. Aloysius Club, Steelton Moose, Steelton Italian Club, and the Steelton Lion’s Club.

Other places of historical significance that are currently utilized today include:

- Steelton-Highspire Elementary School, formerly the Steelton High School or the Felton Building, built in 1900 was built by the Pennsylvania Steel Corporation for $80,000. The Felton Building, located on Walnut and Third Streets, was dedicated to the Borough in just before it’s opening in 1899. The building was named after the first president of PA Steel Co.

- The Steelton Boys and Girls Club located on the corner of Front and Locust Street was constructed in 1903 and was originally the Steelton National Bank.

- Cottage Hill Athletic Field, located in the Cottage Hill area of Steelton was constructed and owned by Bethlehem Steel Company for many years. In 1946 the field was renamed to the War Veterans Memorial Field in a gala parade dedicated to celebrate the returning serviceman.
There are several available resources that give excellent background and cultural information about the contributing factors that lead to the evolution of Steelton’s industrial settlement. Please refer to the following books and current websites:

- Immigration and Industrialization, University of Pittsburgh Press, Pittsburgh, PA, 1977, John Bodnar
- Center for Pennsylvania Culture Studies, Penn State Harrisburg
- www.dickinson.edu/departments/amos/mosaic96/historic
- www.steeltonpa.com/Contents/conbio.htm
1.1.3 Physical Environment

1.1.3.1 Existing Land Use

Steelton is a densely developed community that incorporates a diverse mixture of residential, commercial, and industrial land uses. In 1959 it was reported that 92.5% of the total municipal land was developed. Then in 1974, another survey was conducted and reported 94.3% of the land was developed. The predominant land use in 1974 was, and is still industry. Historically, the residential development was created in response to the employment opportunities of the steel plant. Similarly, commercial development in the downtown happened as a direct result of the steel plant and employee retail and service needs. The predominant land use in the 1970's was industrial, accounting for more than 58% of the total land within the Borough. Today, Pennsylvania Steel Corporation owns 412 acres of which 276 acres are riverfront. This land, or a portion thereof, will be categorized in the Future Land Use Plan as the Riverfront Revitalization area.

It was stated in the 1959 Comprehensive General Plan, “Steelton remains a community of narrow streets, small residential lots, a mixture of land use types and the lack of park and open space”. The same is true today, however, there is an overwhelming need to improve the quality of life for the Steelton residents and families. The Borough is giving unprecedented attention to this initiative by opening up land for new recreational opportunities and by improving the existing park system. New construction methods and increased incentives to make use of all available land have resulted in the utilization of developable pockets of land found between buildings or residential developments, such as the new townhouses constructed on Swatara Street adjacent to existing row homes.

The Borough of Steelton contains an estimated 1,216 acres of land (1.89 square miles) of which 80% is developed. Table 2 shows the current categories of land uses as compared to land uses reported in 1959 and 1974. The various land use categories for 2000 were determined by a thorough land use inventory completed by the Borough in December 2000.

<table>
<thead>
<tr>
<th>Land Use</th>
<th>1959</th>
<th>1974</th>
<th>2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>13.6</td>
<td>14.9</td>
<td>15.7</td>
</tr>
<tr>
<td>Mixed</td>
<td>-</td>
<td>1.3</td>
<td>0.4</td>
</tr>
<tr>
<td>Commercial</td>
<td>2.1</td>
<td>1.7</td>
<td>2.1</td>
</tr>
<tr>
<td>Industrial</td>
<td>58.7</td>
<td>58.0</td>
<td>37.8</td>
</tr>
<tr>
<td>Public</td>
<td>2.1</td>
<td>1.7</td>
<td>4.4</td>
</tr>
<tr>
<td>Roadways and river property</td>
<td>16.0</td>
<td>16.1</td>
<td>19.9</td>
</tr>
<tr>
<td>Vacant or Undeveloped</td>
<td>7.5</td>
<td>5.7</td>
<td>19.7</td>
</tr>
</tbody>
</table>
The land use data was collected through the use of personal handheld technology. Land use and building information collected included:

- Property address
- Land use type: residential, commercial, mixed use, industrial, public/semi-public, undeveloped or vacant
- Resident unit type: single-family, two-family, multi-family 3-5 units, or multi-family 5+ units
- Commercial: name of business, type of business, on-street and off-street parking, and building and maintenance conditions

The inventory data collected was tabulated, analyzed, and mapped. The existing land use map on page 17 depicts the land use categories, as they currently exist.

By studying land use trends, the increase or decline of the various types of land uses may be determined as well as the relative proportion of one use to another. The land use inventory indicates the degree to which the community has been able to maintain certain types of development and to what extent other types of development have deteriorated or migrated outside the Borough.

1.1.3.1.1 **Residential Land**

One of the primary land uses in the Borough, residential use makes up approximately 16% of land use, an increase of .08% since 1974. The types of residential structures vary significantly. Single-family, two-family, townhouses, apartments, and mixed-use residential dwellings exist throughout the community.

1.1.3.1.2 **Commercial Land**

The Borough contains a variety of commercial uses, primarily located in what is considered the downtown section along Front Street (PA 230). Retail, automotive repair, convenience, financial, insurance, real estate, eating and drinking establishments, baked goods, laundry, and dry cleaning establishments exist in the Borough. The Dauphin County Tax Assessment Office identifies 67 commercial parcels in the Borough. According to the land use inventory, commercial areas occupy approximately 24 acres or 2.1% of the total land area in the Borough.
1.1.3.1.3 Mixed Land Use

A typical Pennsylvania downtown almost always includes mixed-use development. The Borough's original downtown business owners designed their buildings to include living space on upper floors so that the owner and his family could live and work in the same building. Steelton's downtown has approximately 54 mixed-use structures that are located along the north and south sides of Front Street (PA 230). Typically, commercial uses exist on the first floor of a mixed-use structure and residential uses on the second, third and sometimes fourth floors of the building. Mixed-use properties make up 0.4% of the total land uses in the Borough.

1.1.3.1.4 Industrial Land

PST is the largest landowner in the Borough. Much of this property extends along the Susquehanna River and is accessed through numerous entrances along Front Street (PA 230). PST is currently evaluating potential redevelopment proposals for areas that have been sited for future development. The eight (8) designated areas total 147 acres of PST's land area.

Another major industrial property is the Hempt quarry on South Front Street. Industrial land uses encompass approximately 426 acres or 37.8% of the total land area in the Borough, a decrease of 20% since 1974.
1.1.3.1.5 **Public/Semi-Public**

Examples of Public/Semi-Public land include public utility facilities, municipal administration and maintenance buildings and facilities, schools, public parks and other recreation areas, firehouses, churches, and cemeteries. The land use inventory documents 111 parcels classified as public/semi-public uses. This land use category occupies approximately 49 acres, or 4.4% of the Borough's land area.

1.1.3.1.6 **Vacant or Undeveloped**

Vacant or marginal land includes lots of residential, commercial, and industrial land. This densely developed municipality contains a minute amount of vacant or undeveloped land, regardless of the steep slopes and floodplain issues that exist. This land use consists of 235 parcels and totals 222.44 acres or 19.7% of the total land area.

1.1.3.1.7 **Planning Implications**

The Borough should focus its efforts in providing areas for growth through the designation of strategic redevelopment planning areas or zones. Since public infrastructure development costs are not a development constraint in the Borough, financing strategies primarily include land acquisition, site preparation, and building rehabilitation or demolition. However, there are storm sewer rehabilitation projects foreseen in the Front Street area at several intersection locations, which may affect rehabilitation costs in these areas.

Future land use planning will delineate these “zones of opportunity” and propose appropriate and realistic uses for consideration. The following planning implications the Borough should closely examine are:

- Future downtown, housing or large-scale rehabilitation initiatives should involve a community planning process that will communicate the issues, challenges, and benefits with the Borough’s business owners and residents.
- The Borough should optimize development opportunities that exist on vacant or undeveloped properties on Front Street in the downtown. There are several undeveloped parcels that could avail themselves to small commercial/retail establishments.
- Subdivision and land development regulations should be reviewed and revised as necessary to reflect the traditional development patterns in a large portion of the Borough.
- The Borough should play an active role in key redevelopment plans by providing development incentives that include land use and density flexibility.
The future land use plan should discuss various design elements that will enhance the downtown's character.

Areas designated for housing rehabilitation should encourage development plans that cater to the appropriate income levels.

The development of new recreational park areas should be incorporated in the future land use plan.

Future redevelopment proposals for any portion of PST properties should continue to be a cooperative effort between the property owner and the Borough's governing body.

The Borough is encouraged to pursue the development of an official downtown streetscape plan to get public consensus for the future vision of the downtown as well as give direction to prospective redevelopment plans for properties in the downtown.
1.1.4 Community Facilities

The Borough of Steelton provides many necessary public facilities and services that support its resident and business population, as well as surrounding communities. Steelton’s public facilities and services are adequate to support the current population and the projected population growth, therefore service expansion is not a pressing issue within the Borough. However, system upgrades present many challenges with costly solutions. This section identifies existing services, pressing issues, and future level of service requirements by area residents and the business community.

1.1.4.1 Steelton-Highspire School District

The Steelton-Highspire School District (the District) consists of one elementary school and one high school. The District’s 2000-2001 total enrollment is 1,410 students. Enrollment in the past 5 years has seen both increases and decreases. However, the most significant change occurred in school enrollment year 1998-1999. Information supplied by the District’s administration shows a decrease of nearly 100 students during that school year. Projections indicate only small increases in enrollment for school years 2001/2002 through 2004/2005.

1.1.4.1.1 Steelton-Highspire Elementary School

Located on Fourth and Walnut Streets in Steelton, the Steelton-Highspire Elementary School is essentially two structures. Built in 1880, the original school building, the Felton Building, was named after Samuel Felton, former president of the Pennsylvania Steel Company. In 1900, an addition to the Felton Building was opened. The school was then called the Steelton High School. The High School held classes for grades 7 through 12. At this time there were several neighborhood schools located in Steelton to teach grades K through 6. The gymnasium and auditorium were added to the high school in 1927. In the early 1960’s, the neighborhood elementary schools were closed and the high school became the Steelton Elementary School.
Today, this structure houses children's grades K through 6. The District does not include a separate middle school. The elementary facilities rest on 2.22 acres of land, which house the school, parking facilities, and play area. The original Felton school building is three stories high and contains 75 rooms used for classrooms, administration, all-purpose, a teacher's lounge, and storage. The school also includes a gymnasium and auditorium, cafeteria, and a library.

The District employs 54 teachers and 9 instructional aides at the elementary level and provides separate remedial reading classes as well as special education classes. Currently there are no provisions for the hearing impaired. Gifted student programs allow students who excel in their grade to accomplish higher educational level learning in a separate classroom setting.

The enrollment figures for the past five years as well as projections for the next four school years are shown in Table 3.

**Future Elementary School Needs and Improvements**

The elementary school has stated there are additional personnel needs. The school envisions one additional administrator, another instructional aide for the alternative learning center, and additional classroom instructional aides for several of the grade levels. Updated and additional computer hardware and software is considered an important needed improvement of the educational curriculum, as well as Internet accessibility in individual classrooms.

Parking is considered a severe problem at the elementary school. Parking for staff, parents and visitors is extremely limited and is expected to continue to be a problem in the future.
1.1.4.1.2 **Steelton-Highspire High School**

The high school is located on Swatara Street and Reynders Avenue in Steelton and was open for classes in the 1958-1959 school year. The school owns and maintains 45.08 acres of land that houses the high school, 2 parking areas, a baseball field and a multi-purpose field. Grounds at the high school include the main 2-story building including 95 rooms, one main gym, an auxiliary gym, an auditorium, a music/band room, a cafeteria, and a library. Renovations at the high school were completed in 1996. The District also owns and maintains the War Veterans Memorial Field and the Cottage Hill field house located on Cottage Hill. The first football game played on this field was said to have occurred as early as 1912. The grandstands and field house were built in 1930 and are still in use today.

The District employs 51 teachers and 4 learning support teachers for special education classes at the high school level. The high school offers both Spanish and French foreign language classes, as well as special curriculums for gifted children. Programs for the gifted children include advanced education classes, independent study, honors programs, and higher educational classes at the Harrisburg Area Community College. There are approximately 6 sections per grade from 7th to 12th grades.

The enrollment figures for the past five years, as well as projections for the next four school years, are shown Table 4.

### Future High School Needs and Improvements

The District has indicated a need for additional administration personnel; specifically, one office administration staff person, as well as another assistant principal for the high school. The District would also like to continue upgrades to existing computer hardware and software for teachers as well as students. Expanded technology to link the school district offices is an ongoing issue. The District is also exploring the possibility of providing additional classroom space, possibly portable classrooms that would be designed to meet various grade-level needs.

#### Table 4

<table>
<thead>
<tr>
<th>School Year</th>
<th>Student Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1995/1996</td>
<td>642</td>
</tr>
<tr>
<td>1996/1997</td>
<td>591</td>
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<tr>
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<td>607</td>
</tr>
<tr>
<td>2003/2004</td>
<td>613</td>
</tr>
<tr>
<td>2004/2005</td>
<td>610</td>
</tr>
</tbody>
</table>
1.1.4.2 Emergency Services

1.1.4.2.1 Steelton Emergency Medical Service

Existing Conditions

The Steelton Emergency Medical Service (EMS) is currently located at 185 N. Front Street in Steelton. The service coverage is solely for the residents of the Borough. Ten paid staff members devote approximately 10 hours per week to assist with emergency response needs. The service utilizes two owned and operated ambulances and has an annual operating budget of approximately $40,000, of which approximately 10% is used for administration purposes. The sources of revenue are membership fees and municipal budget allocations.

Future Needs and Improvements

The Steelton EMS currently notes a deficiency in trained personnel. The EMS would like additional training for:

- Emergency Management Training Courses
- Cardio Pulmonary Resuscitation (CPR) Courses
- Automated External Defibrillator (AED) Courses

Equipment and facility upgrades are necessary for the EMS computer system and network. The current ages of the two ambulances are 1985 and 1992. Vehicle replacement and or upgrades have been specified as a short-term need of the EMS.

1.1.4.2.2 Steelton Fire Department

Existing Conditions

The Steelton Fire Department is also located at 185 N. Front Street in Steelton, along with the Steelton EMS. The fire department serves the Borough, Swatara and Lower Swatara Townships, Middletown and Highspire Boroughs, as well as mutual aid to the City of Harrisburg. One Fire Chief is employed by the fire department, who works on average approximately 35 to 40 hours per week. The fire department depends on a volunteer firefighting staff and currently has 35 volunteer firefighters or assistants who commit 6 to 10 hours per week to the department. The department’s total annual operating budget is $100,000 and is funded by fundraiser events and the Borough’s general budget. Operation and maintenance costs are reported to be approximately 50% of the total budget.
Equipment

The Fire Department owns and maintains 3 fire trucks

- 1975 – Mack Arial Scope
- 1980 – Mack Pumper
- 1989 – Penn Fab Rescue vehicle

Future Needs and Improvements

The Steelton Fire Department has reported a short to long-term need of vehicle engine replacements. The Department also has expressed the urgency of recruiting more volunteer firefighters. Equipment and facility upgrades are necessary for the Department’s computer system and network.

1.1.4.2.3 Steelton Borough Police Department

Existing Conditions

The Steelton Borough Police Department is located in the municipal building at 123 North Front Street in Steelton. The Department solely serves the Borough and employs 10 full-time and 8 part-time police officers.

The annual operating budget is approximately $912,198. The expenditures include: police salaries at 73%, administrative costs at 17%, and operation and maintenance of the department’s equipment, vehicles, and facilities at 10%. There were no capital purchases planned for 2001. However, prior to 2001 the average annual capital expense for the police department was $37,300. The department’s source of revenue is typically fines and forfeits at 9% of the total budget, state and federal grants at 2%, law enforcement fees at 1%, Special Detail Reimbursement at 1%, and taxes from the Borough’s general fund at 87%
Equipment owned and maintained by the Department includes:

- General office equipment (desks, computers, printers, copier, file cabinets)
- Issued Officers equipment (uniforms and protection gear)
- Firearms and ammunitions
- Portable radios and chargers
- Cell phones and cameras
- 6 Squad cars and 5 mobile car radios
- 4 laptop computers
- Sound level meters
- 2 AED Lifepak 500 automated External Defibrillator

Future Needs and Improvements

The Steelton Police Department has reported a need for 2 additional police officers; specifically 1 patrol officer and 1 detective police officer. The department also expressed a need for additional office space as well as portable radios.
1.1.4.3 Social Services

1.1.4.3.1 Boys and Girls Club

In 1999, the Borough welcomed a new Boys and Girls Club (the Club) located at the corner of Front Street and Locust Street. The mission of the Club is to provide a safe place for children to learn the importance of education, and the necessary skills to foster caring and working relationships with club members, staff and volunteers. The Club provides life-enhancement programs that focus on five critical issues affecting today's youth:

1. Positive Self-Identity
2. Educational, Employment, Social, Emotional, and Cultural Competencies
3. Community and Civic Involvement
4. Health and Well-Being
5. A Moral Compass

There are more than 30 national programs available to meet the needs and interest of Club members. The annual membership fee for the Club is $10. Programs offered by the Club include:

- Teen Supreme Keystone Program
- Torch Clubs
- Club service: Project Learn
- Power Hour
- The Ultimate Journey
- Job Ready
- Career Explorers Club
- Goals for Growth
- Junior Staff Career Development
- Smart Girls
- Act Smart
- Street Smart
- Kids in Control
- Child Safety and Protection
- Quick Smart
- Fine Arts Exhibit Program
- Bonnie Raitt/Fender Music Education Program
- National Photography Contest
- Nike Challenges
- Nike Girls Sports
- Nike Games
- Nike Swoosh Clubs
- Nike Sports Leadership Camps
- Establishing a Junior Golf Program
- Reviving Baseball in Inner Cities
- Nike University
- Sir Thomas J. Lipton Sportsmanship Award
- Family Support Program
- Gang Prevention/Intervention
- The Diversity Initiative
Program descriptions can be found in the Boys and Girls Clubs of America program guidebook. To learn more about individual programs, resources and materials contact Program Services at (404) 487-5760 or look on the worldwide web at www.bgca.org.

The Club staff and volunteers also follow programs that design, instruct, and coordinate program planning and evaluation resources. These programs help management professionals, youth development professionals and part-time employees and volunteers to understand the fundamentals of planning and implementing annual and daily club programs. There are two programs dedicated to program quality and outcome measurement that every Club must follow. Commitment to Quality and Youth Development Outcome Measurement Tool Kit are programs that evaluate and assess the effectiveness core programs. Commitment to Quality is designed to address areas of need and maximize their ability to serve young people. The Youth Development Outcome Measurement Tool Kit helps Clubs collect and analyze information about whether they are making a significant and positive difference in members’ lives.
The Clubhouse is centrally located in the downtown and is accessible to most club members. There are currently two full time management personnel, two part time program instructors, and three volunteers per night to help operate the Club Monday through Friday. There are also two junior leaders per night that are paid on a part-time basis to help run the after school programs.

The annual budget of the Steelton Clubhouse is approximately $100,000. The Club’s budget is spent on staffing, utilities, program development, supplies, and youth and staff training needs. Local contributors include Alumni contributions, Representative George W. Gekas, United Way, Steelton Alumni Association, Lions Club, Italian Club, as well as many other companies, corporations, and foundations mentioned in the Program brochure.

Table 5 provides a description of the Club’s daily schedule.

An activity directly related to the Steelton Club is the annual Star of the Evening event. This event takes place in April and is held in the Steelton-Harrisburg area. Area political and social figureheads sponsor the event and help raise funds for the Ski Razor. The Ski Razor provides interested members with passes that cover a planned schedule of trips to Ski Roundtop.

Table 5

<table>
<thead>
<tr>
<th>Time</th>
<th>Event</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>3:00 - 4:00 p.m.</td>
<td>Power Hour</td>
<td>This time is dedicated to helping members complete homework, tutor, and earn extra points for homework and extra curricular work or activities.</td>
</tr>
<tr>
<td>4:00 - 6:00 p.m.</td>
<td>Game time, and computer time</td>
<td>Allow members to utilize the facility’s game room and education/computer room. This time is also spent facilitating arts and crafts activities to the interested members.</td>
</tr>
<tr>
<td>6:00 - 7:00 p.m.</td>
<td>Open program time</td>
<td></td>
</tr>
<tr>
<td>7:00 p.m.</td>
<td>Youth members ages 6 to 12 leave</td>
<td></td>
</tr>
<tr>
<td>7:00 - 9:00 p.m.</td>
<td>Teen Time</td>
<td>The Teen Supreme Keystone Clubs program goes on at this time. Teen Supreme focuses on small-group leadership and service activities. The Keystone group plans and implements their own activities in six areas: service to Club and community, leadership development, education and career exploration, unity, free enterprise and social recreation.</td>
</tr>
</tbody>
</table>
The National Boys and Girls Club hold the annual “Our Friends Campaign”. This fundraiser begins in January and runs through July. All of the proceeds go toward program development and Club expansion projects.

1.1.4.3.2 Steelton Area Senior Center

Opened in the summer of 2001, the Steelton Area Senior Center was originally housed in the Sara Lodge Social Hall of the Trinity Evangelical Lutheran Church on Second and Swatara Streets. It is currently located in the Borough’s Municipal Building at 123 N. Front Street. The Center is open and supervised Monday through Friday from 9:00 a.m. to 1:00 p.m. Currently there is one part-time staff person and several volunteers scheduled to help run the programs and activities of the Center. The Dauphin County Department of Aging and the Pennsylvania Lottery granted the Center $30,000 for its initial start-up costs and its operation is funded by various fund raising events.

The Center plans to develop several programs that will support the social and medical needs of the elderly. Program development will consist of:

- Health screening
- Transportation for medical appointments
- Education in finance and computers
- Entertainment activities and equipment
- Mentoring program for the area-wide youth
- Meals on Wheels
- Organized trips
- Exercise classes
- Crafts, music, art, writing and dance classes
- Tax preparation and estate planning courses

The Center opens many possibilities for the area’s elderly to improve their quality of life by providing a place where participants can establish new friendships and volunteer their time to support the center’s programs and community projects. Weekly activities, regular meals, and opportunities for social interaction are just the beginning. Many of the Center’s programs may change, be enhanced or even expanded as needed.
All programs will be tracked and monitored to determine the overall impact of the Center, as well as to identify needed improvements to the Center. The Borough should monitor the Center’s progress and evaluate the benefits it offers the area’s elderly. Upcoming Center events will be advertised in the Steelton newsletter, local church bulletins, club newsletters and the upcoming events section of the Harrisburg Patriot News.

1.1.4.4 Infrastructure

1.1.4.4.1 Public Water Supply

1.1.4.4.1.1 Filtration Treatment Plant Information

The Susquehanna River supplies Steelton with 100% of its water supply. A filtration plant was built in 1974 on the West Side on Christian Street along the Susquehanna River. Currently there is an ample supply of water and there are no plans for water line or filtration plant expansion. The Borough is considering the possibility of selling water in bulk to companies such as United Water of Pennsylvania.

The filtration treatment plant is described as being in good condition and is designed for conventional treatment including flocculation, sedimentation and filtration processes. The plant has a 3 million gallon per day (mgd) capacity and is currently at approximately 1.2 mgd.

1.1.4.4.1.2 Water Distribution System

The water distribution system includes nearly 36 linear miles of piping and serves all of the Borough and portions of Swatara Township. The water distribution system is primarily made up of ductile iron pipes as well as some cast iron pipes. The Steelton Borough Authority (the Authority) has studied the distribution system and determined that several ductile iron pipes are in need of replacement.

The Authority currently funds system improvements through their budgeting process, as well as bonds issued for system improvements. Residents and businesses are currently billed at a quarterly rate of $313 based on an average of 15,000 gallons per quarter or 60,000 gallons per year.
Immediate and Future Water Supply, Distribution, and Replacement Projects

Several water line replacement and expansion projects were completed in 2000-2001:

- Fourth Street water line replacement
- South Harrisburg Street water line replacement
- PA 230 extensions of 2,000 linear feet of water line adjacent to East End from R Street to P Street
- Water tank rehabilitation above the Steelton-Highspire High School on Kelker Road near Orchard Drive
- Paxton Street water line rehabilitation

The Authority is also contemplating upgrades to the booster pumps near the reservoir tanks. The pumps are nearly 25 years old and are showing signs of age and inefficiency.

Other projects the Water Authority deems important are:

- Upgrade Of Water Meters On Individual Properties

  The Authority will upgrade the water meters on individual properties. Currently, there is a problem with detecting the actual water usage per property. The system is experiencing high water losses and suspects the meters are part of the problem. The system is currently utilizing 1.2 mgd and only 850,000 gallons per day are registered in meter readings. This indicates a 29% loss of water somewhere in the distribution system. Pennsylvania Department of Environmental Protection regulates that 20 to 25% loss is unacceptable. With new meters and line replacement projects planned, the cost per user may decrease.

- East End Emergency Water Supply

  Water supply to East End is considered adequate, however the water lines are over 100 years old. The main 12-inch line splits into two 10-inch lines approximately 1000 ft. east of the intersection of Front Street and Chambers Street, and extend to the East End. While one of the two 10-inch lines failed during the 1972 flood, it is functional and could supply water to the East End in an emergency situation.
A study has been completed that designed a reservoir tank to be located in the East End near the existing park. The water tank proposal is just one alternative to providing emergency back up for water supply in East End.

1.1.4.4.2 Public Sewer Service

The Steelton Borough website, www.steeltownpa.com, provides a thorough and detailed overview of the Borough’s public sewer system:

The Borough’s sewage collection system serves the area encompassing the Borough of Steelton, as well as those portions of Swatara Township, Dauphin County, Pennsylvania that drain naturally towards the Borough. The total drainage area serviced by the Borough sewer system is 2,400 acres, compared to the actual corporate limits of the Borough, which encompasses approximately 1,165 acres.

The system is comprised of predominantly combined sewers, with the exception of two subdrainage areas located in the northwestern portion of the Borough. At present, the gravity collection and conveyance lines, excluding service connection laterals, consist of approximately 25 miles of 8-to 24-inch diameter piping. Also located within the system are three pumping stations (Felton Street, Hoffer Street and Trewick Street stations), approximately 4,200 linear feet of 18" pressurized force main and five regulating chambers.

Under an inter-municipal agreement with the City of Harrisburg, wastewater from the Borough is pumped through the force main from the Trewick Street Pump Station to the City's Wastewater Treatment Plant. The Borough presently owns and operates the sewer collection and conveyance system, including the pipelines, pumping facilities and regulating chambers.

The Steelton Borough Authority initially financed the construction of the sewer system in 1959 through a municipal bond issue and leased the system to the Borough for operation and maintenance. On February 1, 1980, the Authority terminated the bond issue and turned the responsibility and ownership of the sewer system over to the Borough.

A recent upgrade project, valued at over $1,000,000, recently took place within the system. New pumping and control systems were installed at each of the three pumping stations. Structural modifications were also made to the buildings including upgrades to the ventilation systems, thus bringing the facilities up to date with codes and regulations while providing reliable components to enhance the operation of the overall system.
Inter-municipal Agreement

The Borough of Steelton and Swatara Township Authority ("Swatara") entered into an agreement on February 19, 1975. As stated in the agreement, Swatara may use the Borough's sewer system for portions of Swatara's service area. On a quarterly basis, Swatara shall pay for transmission and treatment services based on the estimated volume of sewage contributed by Swatara to the Borough's system. Swatara also agreed to pay for a portion of the construction facilities that are used to accommodate Swatara sewage flows, including those that were built under the 1959 bond issue.

1.1.4.4.2.1 Wastewater Treatment Capacity

The City of Harrisburg's wastewater treatment facility serves seven municipalities – the City of Harrisburg, Steelton Borough, Paxtang Borough, Penbrook Borough, portions of Susquehanna Township, Lower Paxton Township, and Swatara Township. The facility is located immediately north of the Borough on the west side of Cameron Street. With a rated capacity of 32 mgd, the facility has adequate capacity to accommodate the Borough's existing and projected future flows. There are no planned upgrades to the facility.

1.1.4.4.2.2 Wastewater Conveyance Capacity

The Borough's wastewater conveyance system is generally in fair condition. The pump stations were overhauled in the early 1990's and are in good condition. The combined sewers in the east end of the Borough are in need of systematic replacement and separation of stormwater. The Borough does not have any planned sewer line rehabilitation, replacement, or extension projects.

1.1.4.4.2.3 Rate Structure

The Borough's sewer rates are based upon water usage. Tapping fees are $80 per equivalent dwelling unit (EDU) and the average quarterly sewer rate is $74.11, or $334.66 per year.
1.1.4.2.4 Future Opportunities and Challenges for Steelton’s Sewer System

Opportunities:
- Adequate treatment capacity exists
- Regional partners share treatment costs
- Affordable tapping fees
- Infrastructure in place throughout the Borough
- Redevelopment proposals for portions of Borough could expand customer base and sewer revenue

Challenges:
- Combined sewers in eastern portion of Borough limit capacity for wastewater and increase operation and maintenance costs
- System is old and in need of repair and replacement of brick manholes
- Customer base is relatively small

1.1.4.3 Storm Water Facilities

Due to the Borough’s topography and proximity to the Susquehanna River, storm water facilities are a critical component of the Borough’s infrastructure. The network of storm sewers conveys groundwater and storm water. Some of the storm sewer facilities in the Borough were constructed in the early 1900’s. The most significant storm sewers are 48 to 60 inches in diameter and up to 25 feet deep, in some cases traversing under homes and other structures.

The Borough has concerns regarding the storm sewer network and its potential for collapse. This could present safety hazards and potential property losses. The age of the sewers combined with the depth and location warrant further investigation and prioritization.

The following sections of storm sewers should be evaluated and considered for systematic rehabilitation:
- Swatara Street Storm Sewer—This section should be assigned the highest priority.
- Pine Street/ Mulberry Street Storm Sewer
- Jefferson Street Storm Sewer
- Gibson Street Storm Sewer
- Adams Street Storm Sewer
Borough of Steelton – A Blueprint for Growth

1.1.4.3.1 Solid Waste Services

The Borough of Steelton is contracted through June 2002 with York Waste, Inc. for weekly trash collection. The 5-year contract includes weekly curbside service of trash and recyclables. The service also includes spring and fall clean up. However, the spring and fall clean-up service is paid by those residents who participate and is not considered mandatory. York Waste, Inc. bills its Steelton customers at a rate of $30.72 per quarter.

1.1.4.5 Recreation

A renewed look at the quality of life for the Borough’s residents has become an important part of the Borough’s capital improvement plan as well as its fiscal budget. Currently the Borough contains 6 municipal parks. Each of the parks has either fallen into disrepair or does not meet health and safety standards. A majority of the park equipment and recreational facilities are not equipped to address the various age groups. The following parks are located within the Borough:

- **Municipal Park** – Located at Franklin Street and Third Alley. This park serves the residents in the eastern portion of the Borough. The park is approximately .39 acres and includes a pavilion, tennis and basketball courts, children’s play area, and a water fountain.

- **Poplar Street Playground** – Located between Poplar, Locust and Fourth Streets. This park serves residents in the north-central section of the Borough. This park is the smallest playground, approximately .220 acres, and includes a merry go round and see saw.

- **Bailey Street Park** – Located at the intersection of Ridge and Bailey Streets. This park services the central residents and includes two basketball courts, a play station, and a climbing apparatus.

- **Mohn Street Park** – Located on Mohn Street just north of Front Street. This park serves the southeastern section of town. The park contains three tennis courts.

- **Cottage Hill Playground** – Located at the High School Athletic Field in Cottage Hill in the northern section of the Borough. This park is in the planning stages and will eventually include a pavilion, a children’s play station, hillside slides, water fountain, and handicap accessible pedestrian walkways.

- **East End Playground** – Located at Fourth and Q Street in East End. The park contains a play station, swing set, see-saw, and sliding boards.
The Borough currently does not operate a recreation program and would like to pursue an active recreation program that will include seasonal events, annual summer recreational programs at several of the parks, and environmental classes. The Borough plans to budget in 2003 approximately $20,000 to operation and maintenance costs, and events programs.

1.1.4.6 Hospitals:

Steelton Borough residents rely on regional hospitals located in Harrisburg metropolitan area for advanced medical treatment and hospital care. These facilities are shown on Table 6.
1.1.4.7 Libraries

The Borough does not have its own community library. Residents of the Borough support the Dauphin County Library System through County taxes. Combined with “Access Pennsylvania”, a system where library members from anywhere may access books from any library, residents who are county library members can utilize a number of County, State, and independent libraries in the region.
There are currently eight branches to the library system and one affiliate branch in the following locations:

- Central Branch- Front and Walnut Streets, downtown Harrisburg
- HUB Uptown Branch – Uptown Shopping Center Northern Harrisburg
- East Shore Branch – 4501 Ethel Street, Colonial Park
- Kline Village – Kline Village Shopping Plaza, Harrisburg
- Hummelstown Branch – 205 S. John Street, Hummelstown
- Johnson Memorial Library – Millersburg
- Elizabethville Branch – 80 N. Market Street, Elizabethville
- Northern Dauphin Branch – 571 N. Second Street, Lykens
- Williamstown Branch – 115 W. Market Street, Williamstown
- Hershey Public Library – 701 Cocoa Avenue, Hershey
- Middletown Public Library – 20 N. Catherine Street, Middletown
- Pennsylvania State Library – Forum Building in Harrisburg

1.1.5 Transportation

1.1.5.1 Existing System

Front Street is the main artery that traverses the Borough in a north and south direction. Traffic congestion has existed on Steelton’s only arterial roadway – Front Street (State Route 230 since the early 1970’s). This combined with inadequate off-street parking, unsafe intersection conditions, stormwater problem areas, and the increase in the number of dwellings and cars per household has lead to the circulation problems that exist today. There are five streets classified as collector streets that allow traffic to circulate in a east-west manor through the Borough; Gibson Street, Pine Street, Swatara Street, Mohn Street, and Chambers Street. The transportation information and conclusions drawn from the 1972 comprehensive plan pertaining to safety, congestion, and parking deficiencies that currently remain applicable.
Front Street remains congested because of the lack of sufficient traffic lanes. Currently, Front Street is limited to two traffic lanes and two parking lanes with the exception of Mohn Street and beyond to the Pennsylvania Turnpike Bridge and the Borough boundary limits, concentrating traffic congestion between Mohn and Gibson Streets.

Early development of the Borough’s streets did not provide for off-street parking. The average household in Steelton contains 2 automobiles. This shortage of off-street still remains constant. Almost all of the streets in the Borough provide for 2 lanes of on-street parking.

Almost all streets in the Borough intersect with Front Street at right angles. Front Street is the only street in the Borough with signalization. Traffic signals are located at the intersections of Front and Swatara Street, Front and Franklin, Front and Locust, Front and DuPont, and Front and Conestoga. Left hand turns still remain a problem at many of the intersections throughout the downtown.

Currently, the transportation improvements and routine maintenance requires just over 10 percent of the Borough’s annual budget. Steelton receives approximately $79,200 annually from PennDOT’s Highway Aid Fund. However, the annual expenditures for roadway maintenance and repair exceed the state’s contribution to the Borough’s annual roadway maintenance needs. Approximately 20 percent of the Borough’s general funds are used to supplement the state’s share.

Approximately 167 off-street and 123 on-street parking spaces were identified in the central business district through the land use inventory. An additional 360 off-street and 99 on-street parking spaces were identified on Front Street outside the Central Business District. Steelton’s Community Development Committee and or any future downtown action group should inventory the available parking spaces in and near the central business area and any existing and future parking needs.

1.1.5.2 Functional Classification

Every road within the Borough has been classified according to its functional use. The transportation and infrastructure map shows the road system throughout the Borough. Table 7 shows the information regarding Steelton’s roadway classification. Based on function, Steelton roads can be grouped into the following categories.

- **Arterial Streets**: Highways, which provide intra-county or inter-municipal traffic of substantial volumes. These highways should accommodate operating speeds of 55 miles per hour (mpg).
• **Collector Streets:** Highways, which connect minor streets to arterial highways and generally serve intra-county and inter-municipal traffic. They may serve as traffic corridors connecting residential areas with industrial, shopping, and other services and penetrate residential areas and usually accommodate operating speeds of 35 to 45 mph.

• **Minor Streets:** Roads that provide direct access to abutting land and connections to higher classes of roadways. Traffic volumes will be low and travel distances short. These streets and roads should be designed for operating speeds of 25 mph or under.

### Table 7

#### State Highway Information

<table>
<thead>
<tr>
<th>State Route Number</th>
<th>Road Name</th>
<th>Traffic Volume</th>
<th>Functional Classification</th>
</tr>
</thead>
<tbody>
<tr>
<td>SR 230</td>
<td>Front Street (northwest of Pine St.)</td>
<td>15,000</td>
<td>Arterial</td>
</tr>
<tr>
<td>SR 230</td>
<td>Front Street (Mohn St. to East End)</td>
<td>20,000</td>
<td>Arterial</td>
</tr>
<tr>
<td>SR 230</td>
<td>Front Street (East End to Highspire)</td>
<td>17,000</td>
<td>Arterial</td>
</tr>
<tr>
<td>SR 3008</td>
<td>Gibson Street</td>
<td></td>
<td>Collector</td>
</tr>
<tr>
<td>SR 3006</td>
<td>Pine Street</td>
<td></td>
<td>Collector</td>
</tr>
<tr>
<td>SR 3003</td>
<td>Chambers Street</td>
<td>2,100</td>
<td>Collector</td>
</tr>
<tr>
<td>SR 3004</td>
<td>Mohn Street</td>
<td></td>
<td>Collector</td>
</tr>
<tr>
<td>SR 3007</td>
<td>Harrisburg Street</td>
<td></td>
<td>Collector</td>
</tr>
</tbody>
</table>

All other roadways in the Borough are classified as minor roads.

*Source: Pennsylvania Department of Transportation-2000 Traffic Volume Data.*
Currently, Pennsylvania Department of Transportation's Highway Transfer Program permits the transfer of locally functional state highways, which are more suited to be under the jurisdiction of municipal government. Roads that are transferred to local government receive an annual maintenance payment of $2,500 per mile. The above state route collector roadways are eligible for transfer if low average daily traffic, fragmented segments and dead-ends, local characteristics of a local road system are shown, and if social and economic impacts are local in nature are reported.

1.1.5.3 Transportation to Work

The Harrisburg Metropolitan Area is considered the center for employment in this region. The regional circulation system stems from the City of Harrisburg to its adjacent municipalities. Table 8 illustrates the means of transportation used by the Steelton labor force and surrounding municipalities.

<table>
<thead>
<tr>
<th>Means of Transportation to Work</th>
<th>Borough of Steelton</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private automobile</td>
<td></td>
</tr>
<tr>
<td>Independent</td>
<td>64.4%</td>
</tr>
<tr>
<td>Carpool</td>
<td>18.9%</td>
</tr>
<tr>
<td>Bus</td>
<td>7.3%</td>
</tr>
<tr>
<td>Walk</td>
<td>7.9%</td>
</tr>
<tr>
<td>Work at home</td>
<td>1.1%</td>
</tr>
</tbody>
</table>

Source: Claritas Inc. (utilizes 1990 U.S. Census data)
1.1.5.4 Traffic Volume Profile

Traffic volume data has been provided by the Pennsylvania Department of Transportation. This data indicated the average flow of traffic for a twenty-four hour period. Table 9 presents the traffic volume trends from 1959 to the present. The 1972 plan notes the significance of the reduction in traffic volume on Front Street from 1959 to 1972. This decrease can be attributed to the decline in the number of Steel plant employees and the businesses directly related to the needs of the mill employees and management.

<table>
<thead>
<tr>
<th>Street Location</th>
<th>1959</th>
<th>1972</th>
<th>2001</th>
</tr>
</thead>
<tbody>
<tr>
<td>Front Street (northwest of Pine St.)</td>
<td>22,345</td>
<td>15,000</td>
<td>15,000</td>
</tr>
<tr>
<td>Front Street (Mohn St. to East End)</td>
<td>21,800</td>
<td>14,500</td>
<td>20,000</td>
</tr>
<tr>
<td>Front Street (East End to Highspire)</td>
<td>14,170</td>
<td>13,000</td>
<td>17,000</td>
</tr>
<tr>
<td>Chambers Street (Front St. to Swatara Township)</td>
<td>1,553</td>
<td>2,500</td>
<td>2,100</td>
</tr>
</tbody>
</table>


To service this strong dependence on the automobile, the highway system in the region has been expanded to accommodate new residential areas in Swatara Township, Colonial Park region, Lower Swatara Township, and even into West Hanover and Derry Townships. Principally Route 283, Interstate 81, Route 83, U.S. Route 322/22 and the PA Turnpike are utilized for daily work trips. In the past, State Route 230 served as the region’s principal access route to Harrisburg International Airport (HIA). Today, Route 283 is the primary access route to HIA.
The Borough is bounded in the southeast by the major east-west highway in the Commonwealth, the Pennsylvania Turnpike. This provides a high-speed connection between Philadelphia and Pittsburgh. Access to the turnpike can be reached by traveling on State Route 230 to Highspire Borough to the Route 230/PA 283 junction. Turnpike signs will direct traffic onto PA 283 in Lower Swatara Township to the Highspire-Turnpike exit.

1.1.5.5 Alternative Modes of Transportation

Capital Area Transit (CAT) extends its service into Steelton Borough. In its beginning, CAT was originally named the Cumberland-Dauphin-Harrisburg Transit Authority. CAT's base fair in 1973 was 35 cents. Today the base fare is $1.50 and increases by 35 cents per zone. CAT offers benefits to the area's employers who encourage their employees to ride the bus. It is estimated that a bus rider can save as much as 80 to 100% off the cost of a monthly transit ticket depending on which zone an employee may wish to travel. CAT reports, one fully seated bus can remove as much as 43 cars from the road at peak travel times. Free rides are offered to senior citizens Monday through Friday except during the peak travel times of 7 a.m. to 8 p.m. and 4:30 p.m. to 5:50 p.m. CAT currently offers 26 routes and 17 park and ride lot locations. There are 2 bus routes that service Steelton residents.

1. **Route 7:** This route runs four times daily. Twice in the peak morning times and twice in the peak evening times. This route travels from Harrisburg on Route 230 through Steelton, Highspire, and a portion of Middletown. This route loops back onto Route 230 to its originating point in Harrisburg. This route accounts for approximately 608 trips per day. On average we can assume there may be 304 persons who take this route daily.

2. **Route 19:** Route 19 begins and ends on 19th Street in Harrisburg. This route travels into Steelton via Harrisburg Street and picks up passengers at specific locations on Pine, Second, Chambers, Mohn, Front, Swatara, and Fourth Streets. This route accounts for approximately 257 trips per day or 128 persons per day.

Capital Area Transit route information and car-pool service information should be accessible to Steelton residents. A car and van pool match service is currently provided by Tri-County Regional Planning Commission. This service is free of charge and is available to Borough residents commuting to work. The Borough should consider establishing park and ride lots for car pools traveling from Steelton. Approximately 10 to 15 spaces are typically needed for park and ride facilities. Such facilities should be clearly designated and promoted through local media and Borough newsletters.
1.15.5.1 Rail Transportation

In November 1999 Capital Area Transit selected regional rail as the alternative to traffic congestion. Major transportation committees in the Harrisburg region including the Modern Transit Partnership, CAT, and Harrisburg Area Transportation System (HATS) support CORRIDORone. CORRIDORone is the proposed rail corridor that will serve a 54-mile stretch from Carlisle through Harrisburg to Lancaster. Plans also include a rail station at Harrisburg International Airport. CORRIDORone is the first corridor to be developed in the regional system. Once complete, a truly multi-modal system will connect five regional transportation corridors. CORRIDORone will serve the following communities:

- Carlisle
- Mechanicsburg
- Shiremanstown
- Camp Hill
- Lemoyne
- Harrisburg
- Steelton
- Highspire
- Middletown
- Elizabethtown
- Mount Joy
- Salunga
- Landisville
- Lancaster

Plans for specific stops along CORRIDORone will be considered during the preliminary engineering stage of the project, which should begin in September 2002.

Amtrak and PennDOT cooperatively have completed the plans for a rail station stop at Harrisburg International Airport (HIA) and are ready for construction. This project includes a park and ride lot, bus lanes and shuttle service between the station stop and airport. Connection to HIA is one implementation project included within the CORRIDORone study.
1.1.5.2 Air Transportation

The Harrisburg International Airport website provides the following information about its history, current ownership, passenger information, employee base, and airline and cargo carriers. "HIA has served Central Pennsylvania for 100 years. Harrisburg International Airport has undergone changes in ownership and as of 2000, the Commonwealth transferred ownership to the Susquehanna Area Regional Airport Authority (SARAA), the board that oversees public ownership of the airport. The Authority board consists of members representing Cumberland, Dauphin and York Counties, the Cities of Harrisburg and York, and Fairview and Lower Swatara Townships.

In addition to owning HIA, SARAA also now owns Capital City Airport, which was founded in 1938 as York State Airport. Capital City Airport is HIA’s designated reliever airport and considered the closest general aviation airport that offers charter services. The two airports' services complement each other and serve as a strong foundation for SARAA’s vision of the future. The Harrisburg International Airport entrances are clearly marked from Interstate Routes 83 and 283 and the Pennsylvania Turnpike, and state route 230 and the Capital Beltway. Both long- and short-term parking lots are within sight of the connector roads. HIA is home to 12 major airlines. In addition, HIA’s cargo capabilities make it one of the fastest growing freight-forwarding centers among domestic airports. Other important facts about HIA are:

- Approximately 1.5 million passengers traveled through HIA annually,
- Today, over 600 people work within the airport system of Harrisburg International and Capital City Airports,
- 12 airlines offer over 120 flights daily from HIA, with non-stop service to 15 domestic cities & Toronto,
- 6 major freight-forwarding carriers serve HIA,
- Over 2 million people live within a 2-hour drive of Harrisburg International and Capital City Airports,
- HIA’s 9,510 foot runway can be augmented with 1,300 feet of displaced thresholds, allowing for even an aircraft as large as a 747 or the new 777."
1.1.6 Housing Profile

Housing characteristics are perhaps one of the most indicative measures of a community's overall health. Trends in characteristics such as home ownership, homeowner age and tenure can alert a community that its current housing stock may not be adequate to support the needs of a particular age or income group. Housing is also typically the single largest source of tax revenue for a community. Unlike large metropolitan areas where the housing demand of the population drives housing development, existing housing stock in a smaller community can drive its population characteristics. The following section profiles the existing housing stock in the Borough and the possible related social effects.

According to the 2000 Census, there are 2,533 housing units in the Borough. Figure 1 shows the types of residential structures that exist in the Borough. In 2001, the median housing value in the Borough is estimated to be $43,970. With the exception of Harrisburg City, the median housing value in the Borough is the lowest in the area, and is also lower than Dauphin County, Pennsylvania and the United States.

![Figure 1](image-url)
Of the 2,533 housing units in the Borough, 221 were vacant and 2,312 were occupied according to the 2000 Census. Approximately 64% of the occupied housing units are homeowner occupied and 33% are renter occupied. Approximately 2.5% of all homeowner units were vacant as compared to approximately 10% of all rental units.

The physical condition and maintenance of residential units was assessed in the land use inventory conducted by the Borough in December 2000. 17.6% of residential units were considered to be in excellent physical condition, 61.8% in good physical condition, 13.9% in fair physical condition, and 6.7% in poor physical condition. The highest concentration of poor physical and maintenance conditions was in a six square block area between Adams Street and Lincoln Street to the east and west, and Second Street to Harrisburg Street to the north and south. This area has been identified as a potential redevelopment area.

At the time of the 1972 comprehensive plan, the Borough was essentially at “build-out” stage, with little to no available property for additional housing construction. The same is true today. The majority (55%) of the housing stock in the Borough was built prior to 1939. Twenty-one percent was built between 1940 and 1959, and 16% between 1960 and 1979. New construction is essential in a community to ensure quality, desirable housing. This allows for what is known as a filtering process. As new homes are built, households are able to “move up” to a larger, higher quality home. As households “move up”, the less desirable housing units are eventually vacated and are either rebuilt or renovated.

In stakeholder interviews and focus groups (see Section 3), Borough residents repeatedly indicated that the “younger generation” is leaving the Borough, in many cases for better housing options. While homeowner age is not yet available for the 2000 Census, according to the 1990 Census, only 12% of homeowners in the Borough were under the age of 35. The low number of homeowners in this age group could indicate a lack of adequate, vacant housing to allow this segment of the population to “move up”, yet stay in the Borough.

### Table 10

<table>
<thead>
<tr>
<th>Median Housing Values</th>
<th>2001 (Estimated)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Steelton Borough</td>
<td>$43,970</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>$38,368</td>
</tr>
<tr>
<td>Highspire Borough</td>
<td>$53,805</td>
</tr>
<tr>
<td>Hummelstown Borough</td>
<td>$69,770</td>
</tr>
<tr>
<td>Londonderry Township</td>
<td>$78,516</td>
</tr>
<tr>
<td>Lower Swatara Township</td>
<td>$75,058</td>
</tr>
<tr>
<td>Middletown Borough</td>
<td>$59,411</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>$71,250</td>
</tr>
<tr>
<td>Penbrook Borough</td>
<td>$56,746</td>
</tr>
<tr>
<td>Swatara Township</td>
<td>$75,155</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>$71,331</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>$69,689</td>
</tr>
<tr>
<td>United States</td>
<td>$79,097</td>
</tr>
</tbody>
</table>

*Source: Claritas, Inc. 2001*
1.1.6.1 Planning Implications

With a lack of property available for new housing construction, any strategy to improve housing in the Borough would include the redevelopment of existing housing stock. The Borough should consider the following in regard to housing:

- Priority in redevelopment efforts should be given to the area identified above as having the highest concentration of poor physical and maintenance conditions, specifically, the six square block area between Adams Street and Lincoln street to the east and west, and Second Street to Harrisburg Street to the north and south.

- The Borough should identify a “target” socio-economic group to attract and focus redevelopment efforts on housing that would meet the needs of the target group. Targeting younger, family households could contribute to a more vibrant and healthy downtown.

1.1.7 Socio-Economic Profile

Examining the demographic characteristics of a community is a crucial step in the planning process. Characteristics and trends such as age, race and income can indicate future needs for housing, education, and infrastructure. Economic development needs and future social issues can also be determined by a demographic analysis. The following pages depict the current demographic and economic environment in the Borough of Steelton, trends that are evident from historical information, and comparisons of Steelton to surrounding areas, Pennsylvania, and the United States as a whole.
1.1.7.1 Population

After the Civil War, Steelton emerged as a steel-producing center in Pennsylvania. In 1866 the community consisted of eight families. As Pennsylvania Steel Company expanded its operations in Steelton, it attracted workers from rural Pennsylvania and from Europe. By 1910, the population had grown to its highest point of 14,246. As indicated in Table 11, the population has steadily decreased since 1910.

The actual population data used in this report represents data from the Census Bureau and the estimates and projections by Claritas, Inc. are based on actual 1990 and 2000 census data. As Table 11 and Figure 2 show, Steelton experienced a sharp decline in population from 1980 to 1990, a decrease of 21%. For the first time since 1910, the Borough saw an increase in population from 1990 to 2000. The population grew by 14% and is expected to increase by an additional 11% by 2020.

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>% Increase (decrease)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1880</td>
<td>2,447</td>
<td></td>
</tr>
<tr>
<td>1890</td>
<td>9,250</td>
<td>278%</td>
</tr>
<tr>
<td>1900</td>
<td>12,086</td>
<td>31%</td>
</tr>
<tr>
<td>1910</td>
<td>14,246</td>
<td>18%</td>
</tr>
<tr>
<td>1920</td>
<td>13,428</td>
<td>(6%)</td>
</tr>
<tr>
<td>1930</td>
<td>13,291</td>
<td>(1%)</td>
</tr>
<tr>
<td>1940</td>
<td>13,115</td>
<td>(1%)</td>
</tr>
<tr>
<td>1950</td>
<td>12,574</td>
<td>(4%)</td>
</tr>
<tr>
<td>1960</td>
<td>11,266</td>
<td>(10%)</td>
</tr>
<tr>
<td>1970</td>
<td>8,556</td>
<td>(24%)</td>
</tr>
<tr>
<td>1980</td>
<td>6,484</td>
<td>(24%)</td>
</tr>
<tr>
<td>1990</td>
<td>5,152</td>
<td>(21%)</td>
</tr>
<tr>
<td>2000</td>
<td>5,858</td>
<td>14%</td>
</tr>
<tr>
<td>2010 (1)</td>
<td>6,479</td>
<td>10%</td>
</tr>
<tr>
<td>2020 (1)</td>
<td>5,958</td>
<td>1%</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau

(1) Projections were calculated based on decennial census data by using the "least squares" method to calculate a straight line that best fits the population data.

1 John Bodner, Immigration and Industrialization, University of Pittsburgh Press, Pittsburgh, PA, 1977.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Steelton Borough</td>
<td>6,484</td>
<td>5,152</td>
<td>5,858</td>
<td>5,913</td>
<td>6,181</td>
</tr>
<tr>
<td>Highspire Borough</td>
<td>2,959</td>
<td>2,665</td>
<td>2,720</td>
<td>2,726</td>
<td>2,746</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>53,275</td>
<td>52,376</td>
<td>48,950</td>
<td>48,752</td>
<td>47,130</td>
</tr>
<tr>
<td>Middletown Borough</td>
<td>10,122</td>
<td>9,254</td>
<td>9,242</td>
<td>9,246</td>
<td>9,211</td>
</tr>
<tr>
<td>Swatara Township</td>
<td>18,796</td>
<td>19,661</td>
<td>22,611</td>
<td>22,962</td>
<td>24,152</td>
</tr>
<tr>
<td>Lower Swatara Township</td>
<td>6,570</td>
<td>7,070</td>
<td>8,149</td>
<td>8,226</td>
<td>8,643</td>
</tr>
<tr>
<td>Londonderry Township</td>
<td>4,579</td>
<td>4,928</td>
<td>5,224</td>
<td>5,126</td>
<td>5,119</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>1,649</td>
<td>1,599</td>
<td>1,570</td>
<td>1,553</td>
<td>1,529</td>
</tr>
<tr>
<td>Penbrook Borough</td>
<td>3,006</td>
<td>2,791</td>
<td>3,044</td>
<td>3,074</td>
<td>3,174</td>
</tr>
<tr>
<td>Hummelsiown Borough</td>
<td>4,267</td>
<td>3,981</td>
<td>4,360</td>
<td>4,389</td>
<td>4,533</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>232,317</td>
<td>237,813</td>
<td>251,798</td>
<td>252,873</td>
<td>257,632</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>11,863,900</td>
<td>11,881,643</td>
<td>12,281,054</td>
<td>12,315,186</td>
<td>12,427,689</td>
</tr>
<tr>
<td>United States</td>
<td>226,545,776</td>
<td>248,709,872</td>
<td>281,421,906</td>
<td>284,002,368</td>
<td>296,112,288</td>
</tr>
</tbody>
</table>

Source: Claritas, Inc., 2001 and U.S. Census Bureau
As stated in the Steelton Comprehensive Plan of 1959 and validated in the Comprehensive Plan of 1972, a contributing cause for the decline in population in Steelton is that "...there is little usable vacant land available for new residential development, and there are few houses of the type that appeal to young married couples...Attractive land for residential development has, however, been available in the adjoining townships (Lower Swatara, Swatara and Londonderry)..." This statement is even more relevant to Steelton in 2002. In 1972, a flood destroyed approximately 407 housing units on the west end of the Borough that were never rebuilt. The statement is further validated by the continued population/household growth in Lower Swatara, Swatara and Londonderry townships.

Another cause of decline in population in Steelton is a decrease in employment at the steel company. Pennsylvania Steel employed over 50% of all residents in 1890 (over 4,600 employees). It is estimated that approximately 90% of the male work force in 1890 was employed by the steel company. (1) According to management at Pennsylvania Steel Technologies, employment at the steel company in 2000 has decreased to less than 1,000, and less than 9% of those employees live in Steelton (less than 2% of the total estimated population).
1.1.7.2 Population Change

1.1.7.2.1 Births/Deaths

As indicated in Table 12, the Steelton population increased from 5,152 in 1990 to 5,858 in 2000, a total estimated increase in population of 706. In order to determine how much of the decrease was due to natural causes (births/deaths) and how much is due to in/out migration, vital statistics records for 1990 – 1999 were obtained from the Pennsylvania Department of Health. According to these records, there was a net increase of 106 residents in Steelton due to natural causes between 1990 and 1998. In addition, 46 births were reported in 1999, however, the number of deaths for 1999 is not yet available. Table 13 shows the net increase in population natural causes by year in the Borough of Steelton.

1.1.7.2.2 In/Out Migration

Based on the information in Table 13, it is assumed that the population decrease is a net result of in/out migration. Although in/out migration is not tracked, it can be estimated by calculating the mobility rate of residents in a community, and combining that information with the estimated increase or decrease by natural causes. The mobility rate is calculated as the percentage of the total population who indicated in the 1990 census that they did not live in the same house in 1985. The following table compares the mobility rate in 1990 in Steelton Borough as compared to the surrounding areas.

<table>
<thead>
<tr>
<th>Year</th>
<th>Births</th>
<th>Deaths</th>
<th>Net Increase (Decrease)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>97</td>
<td>96</td>
<td>1</td>
</tr>
<tr>
<td>1991</td>
<td>121</td>
<td>69</td>
<td>52</td>
</tr>
<tr>
<td>1992</td>
<td>102</td>
<td>75</td>
<td>27</td>
</tr>
<tr>
<td>1993</td>
<td>98</td>
<td>78</td>
<td>20</td>
</tr>
<tr>
<td>1994</td>
<td>87</td>
<td>79</td>
<td>8</td>
</tr>
<tr>
<td>1995</td>
<td>80</td>
<td>74</td>
<td>6</td>
</tr>
<tr>
<td>1996</td>
<td>84</td>
<td>74</td>
<td>10</td>
</tr>
<tr>
<td>1997</td>
<td>51</td>
<td>79</td>
<td>(28)</td>
</tr>
<tr>
<td>1998</td>
<td>83</td>
<td>73</td>
<td>10</td>
</tr>
<tr>
<td>Total</td>
<td>806</td>
<td>697</td>
<td>106</td>
</tr>
<tr>
<td>1999</td>
<td>46</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>

Source: Bureau of Health Statistics, Pennsylvania Department of Health. The Department specifically disclaims responsibility for any analysis, interpretations or conclusions.
### Table 14

**Resident Mobility - 1990 (Actual)**

<table>
<thead>
<tr>
<th>Mobility Rate</th>
<th>Total Movers</th>
<th>Dauphin County</th>
<th>Pennsylvania</th>
<th>Other U.S.</th>
<th>Abroad</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Steelton Boro</strong></td>
<td>30.9%</td>
<td>100%</td>
<td>71.4%</td>
<td>15.8%</td>
<td>10.1%</td>
</tr>
<tr>
<td><strong>Harrisburg City</strong></td>
<td>47.2%</td>
<td>100%</td>
<td>64.8%</td>
<td>18.0%</td>
<td>12.5%</td>
</tr>
<tr>
<td><strong>Highspire Boro</strong></td>
<td>41.9%</td>
<td>100%</td>
<td>52.4%</td>
<td>32.6%</td>
<td>15.0%</td>
</tr>
<tr>
<td><strong>Hummelstown Borough</strong></td>
<td>34.8%</td>
<td>100%</td>
<td>63.6%</td>
<td>26.3%</td>
<td>7.2%</td>
</tr>
<tr>
<td><strong>Londonderry Twp</strong></td>
<td>35.3%</td>
<td>100%</td>
<td>55.1%</td>
<td>24.1%</td>
<td>19.3%</td>
</tr>
<tr>
<td><strong>Lower Swatara Twp</strong></td>
<td>35.3%</td>
<td>100%</td>
<td>55.0%</td>
<td>24.1%</td>
<td>19.3%</td>
</tr>
<tr>
<td><strong>Middletown Boro</strong></td>
<td>43.2%</td>
<td>100%</td>
<td>55.1%</td>
<td>26.5%</td>
<td>15.7%</td>
</tr>
<tr>
<td><strong>Paxtang</strong></td>
<td>32.1%</td>
<td>100%</td>
<td>71.7%</td>
<td>10.9%</td>
<td>13.5%</td>
</tr>
<tr>
<td><strong>Penbrook</strong></td>
<td>42.6%</td>
<td>100%</td>
<td>71.1%</td>
<td>11.8%</td>
<td>14.9%</td>
</tr>
<tr>
<td><strong>Swatara Township</strong></td>
<td>36.5%</td>
<td>100%</td>
<td>62.7%</td>
<td>22.1%</td>
<td>13.5%</td>
</tr>
<tr>
<td><strong>Dauphin Co.</strong></td>
<td>39.4%</td>
<td>100%</td>
<td>58.1%</td>
<td>23.9%</td>
<td>15.3%</td>
</tr>
</tbody>
</table>

Source: Claritas, Inc., 2001

---

2 The distribution of movers by origin is the percentage of total movers who moved to the Borough from Dauphin County, Pennsylvania, Other U.S., and Abroad.

3 The mobility rate is calculated as the percentage of total residents who did not live in the same house in 1985.
As shown in Table 15, with an estimated net natural increase in population of 75 due to births and deaths, it can be estimated approximately 631 residents moved into Steelton between 1990 and 2000.

Table 15

Borough of Steelton
Estimated In/Out Migration - 1990 - 2000

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1990 Estimated Population (1)</td>
<td>5,152</td>
</tr>
<tr>
<td>2000 Population</td>
<td>5,858</td>
</tr>
<tr>
<td>Increase (Decrease) 1990 - 2000 (B-A)</td>
<td>706</td>
</tr>
<tr>
<td>Increase by Births 1990 - 2000 (D)</td>
<td>849</td>
</tr>
<tr>
<td>Estimated Decrease by Deaths (2) 1990 - 2000 (E)</td>
<td>(774)</td>
</tr>
<tr>
<td>Total Natural Increase (Decrease) (D-E)</td>
<td>75</td>
</tr>
<tr>
<td>Estimated Net In/(Out) Migration (A+C+F)</td>
<td>631</td>
</tr>
</tbody>
</table>

(1) Includes the estimated undercount of approximately 1,100 in the 1990 Census.

(2) Deaths for 1999 are estimated based on annual average from 1990 - 1999.

If the 30 percent mobility rate reported in 1990 is applied to the 2,312 households in Steelton in 2000, it is estimated that approximately 694 households; or, based on the average household size of 2.5, 1,600 individuals, moved into homes in Steelton between 1990 and 2000. In addition, if we apply the 29 percent rate from 1990 of persons moving in to Steelton from outside Dauphin County, we can estimate that approximately 464 of the 631 persons moving into the Borough came from outside Dauphin County, and the remaining 167 moved in from other areas within the County.
Mobility in a community depends greatly on the mix between homeowners and renters. Mobility rates for renters are generally much higher than that of homeowners. With the exception of Lower Swatara and Londonderry Townships and Hummelstown Borough, the mobility rate reflects the percentage of renters in each community. Steelton’s mobility rate is 30.9%, which is the lowest rate in the area. Figure 3 compares the mobility rate to the rate of homeownership in Steelton Borough and the surrounding area.

Figure 3
1.1.7.3 Age/Gender

Age is probably one of the most important demographic characteristics to consider in examining the demography of a community. Age drives social, educational and business needs. Marriage and child bearing are directly associated with certain age groups. According to the 2000 Census, the median age in Steelton is 35.8. Table 16 shows the comparison of median age and Figure 4 shows population by age group in Steelton to that of the surrounding area.

Table 16

<table>
<thead>
<tr>
<th>Area</th>
<th>Median Age (2000 Actual)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Steelton Borough</td>
<td>35.8</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>33.0</td>
</tr>
<tr>
<td>Highspire Borough</td>
<td>37.4</td>
</tr>
<tr>
<td>Hummelstown Borough</td>
<td>37.8</td>
</tr>
<tr>
<td>Londonderry Township</td>
<td>38.3</td>
</tr>
<tr>
<td>Lower Swatara Township</td>
<td>38.2</td>
</tr>
<tr>
<td>Middletown Borough</td>
<td>36.9</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>38.6</td>
</tr>
<tr>
<td>Penbrook Borough</td>
<td>34.6</td>
</tr>
<tr>
<td>Swatara Township</td>
<td>37.9</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>37.9</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>38.0</td>
</tr>
<tr>
<td>United States</td>
<td>35.3</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau

Figure 4
Figure 5

Approximately half of Steelton's population is estimated to be over the age of 40. Compared to the surrounding areas, Steelton has the highest population of residents age 65+ with an estimated 18.1% in that age group in 2001.

According to the Pennsylvania Department of Health, 81% of births in Steelton since 1990 were to mothers between the ages of 20 and 39. In 2001, approximately 25% of the female population in Steelton is between the ages of 20 and 39. That number is projected to decrease to 24% by 2006. Approximately 32% of females were between the ages of 40 and 64 in 2001 and that number is expected to increase to 33% by 2006. While the increase in age of females seems to be slight, as the number of females of child bearing age decreases, the number of births will likely decrease proportionately.

Figure 6
1.1.7.4 Household Characteristics

A household is defined as a person or group of persons occupying an individual housing unit. Household characteristics in the United States have changed significantly during the decades since 1970. The number of young adults entering a marriage relationship declined. According to the 1990 census, 30% of males age 15 and over and 23% percent of females age 15 and over reported that they had never been married. The proportion of children under 18 years living with one parent grew from 12% in 1970 to 27% in 1995. The combination of a decline in marriages, an increase in divorce rate, and an increasing widowed population has driven a decrease in households consisting of married persons. Changes in household characteristics impact not only housing needs, but social needs as well.

In Steelton, the number of households decreased in direct proportion to the decrease in population between 1980 and 1990. Figure 8 shows the change in the number of households in the Borough and surrounding areas since 1980.
While household size has decreased overall in both Pennsylvania and the United States, the average size of households in Steelton increased from 2.41 in 1990 to 2.53 in 2000. Table 17 shows the changes in household size from 1990 to 2000 for Steelton and the surrounding area.

As depicted in Figure 8 and Figure 9, the percentage of married couple households was lower in Steelton than in Dauphin County as a whole and in surrounding areas, with the exception of Harrisburg City and Highspire.

According to the 2000 census, approximately 51% of households with children in Steelton were single parent families, an increase of 17% since 1990. Figure 9 shows a comparison of single parent families in Steelton in 2000 as compared to the surrounding area.

<table>
<thead>
<tr>
<th>Table 17</th>
</tr>
</thead>
<tbody>
<tr>
<td>Change In Household Size</td>
</tr>
<tr>
<td>1990 - 2000</td>
</tr>
<tr>
<td>Increase/ (Decrease)</td>
</tr>
<tr>
<td>Steelton Boro</td>
</tr>
<tr>
<td>Highspire Boro</td>
</tr>
<tr>
<td>Harrisburg City</td>
</tr>
<tr>
<td>Middletown Boro</td>
</tr>
<tr>
<td>Swatara Township</td>
</tr>
<tr>
<td>Lower Swatara Twp.</td>
</tr>
<tr>
<td>Londonderry Twp.</td>
</tr>
<tr>
<td>Hummelstown Boro</td>
</tr>
<tr>
<td>Paxtang Boro</td>
</tr>
<tr>
<td>Penbrook Boro</td>
</tr>
<tr>
<td>Dauphin Co.</td>
</tr>
<tr>
<td>Pennsylvania</td>
</tr>
<tr>
<td>US</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau
Borough of Steelton - A Blueprint for Growth

Household Types - 1990 & 2000

Figure 8
Married Couple Families with Children vs. Single Parent Families with Children
2000 (Actual)

<table>
<thead>
<tr>
<th>Area</th>
<th>Married Couple Families</th>
<th>Single Parent Families</th>
</tr>
</thead>
<tbody>
<tr>
<td>Steelton Borough</td>
<td>41%</td>
<td>51%</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>26%</td>
<td>74%</td>
</tr>
<tr>
<td>Highspire Borough</td>
<td>30%</td>
<td>70%</td>
</tr>
<tr>
<td>Hummelstown Borough</td>
<td>29%</td>
<td>71%</td>
</tr>
<tr>
<td>Londonderry Township</td>
<td>74%</td>
<td>26%</td>
</tr>
<tr>
<td>Lower Swatara Township</td>
<td>78%</td>
<td>22%</td>
</tr>
<tr>
<td>Middletown Borough</td>
<td>54%</td>
<td>46%</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>43%</td>
<td>57%</td>
</tr>
<tr>
<td>Penbrook Borough</td>
<td>37%</td>
<td>63%</td>
</tr>
<tr>
<td>Swatara Township</td>
<td>47%</td>
<td>53%</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>46%</td>
<td>54%</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>27%</td>
<td>73%</td>
</tr>
<tr>
<td>U.S.</td>
<td>29%</td>
<td>71%</td>
</tr>
</tbody>
</table>

Figure 9
1.1.7.5 Race/Ancestry

The following tables and figures show the change in racial mix by gender and by age in Steelton since 1980, compared to the surrounding area. Steelton and Harrisburg city are the most racially diverse communities. As shown in Figure 11, since 1980, the white population in Steelton has decreased from 71% to 62% and the black population has increased from 27% to 31%.

Figure 11

Figure 10
### Table 18

**Race as % of Total Population**

**2000 (Actual)**

<table>
<thead>
<tr>
<th></th>
<th>White</th>
<th>Black</th>
<th>Asian</th>
<th>Two or More Races</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Steelton</td>
<td>62.0%</td>
<td>31.1%</td>
<td>0.6%</td>
<td>3.5%</td>
<td>2.7%</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>31.7%</td>
<td>54.8%</td>
<td>2.8%</td>
<td>3.6%</td>
<td>7.0%</td>
</tr>
<tr>
<td>Highspire Borough</td>
<td>86.6%</td>
<td>8.2%</td>
<td>0.9%</td>
<td>2.0%</td>
<td>2.3%</td>
</tr>
<tr>
<td>Hummelstown Borough</td>
<td>97.0%</td>
<td>0.3%</td>
<td>1.1%</td>
<td>0.8%</td>
<td>0.8%</td>
</tr>
<tr>
<td>Londonderry Township</td>
<td>97.7%</td>
<td>0.8%</td>
<td>0.2%</td>
<td>1.0%</td>
<td>0.2%</td>
</tr>
<tr>
<td>Lower Swatara Township</td>
<td>93.7%</td>
<td>3.1%</td>
<td>1.5%</td>
<td>1.1%</td>
<td>0.6%</td>
</tr>
<tr>
<td>Middletown Borough</td>
<td>88.8%</td>
<td>7.3%</td>
<td>0.5%</td>
<td>2.1%</td>
<td>1.2%</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>88.5%</td>
<td>6.4%</td>
<td>1.5%</td>
<td>1.8%</td>
<td>1.8%</td>
</tr>
<tr>
<td>Penbrook Borough</td>
<td>77.3%</td>
<td>15.2%</td>
<td>1.6%</td>
<td>3.7%</td>
<td>2.1%</td>
</tr>
<tr>
<td>Swatara Township</td>
<td>78.2%</td>
<td>16.0%</td>
<td>1.7%</td>
<td>2.2%</td>
<td>1.9%</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>77.1%</td>
<td>16.9%</td>
<td>2.0%</td>
<td>1.9%</td>
<td>2.2%</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>85.4%</td>
<td>10.0%</td>
<td>1.8%</td>
<td>1.2%</td>
<td>1.7%</td>
</tr>
<tr>
<td>United States</td>
<td>75.1%</td>
<td>12.3%</td>
<td>3.6%</td>
<td>2.4%</td>
<td>6.5%</td>
</tr>
</tbody>
</table>
In 1880, Steelton had a relatively homogeneous population with over 80% native born whites, 9%
foreign-born and 8% black. The expansion of the Pennsylvania Steel Company attracted
workers from rural Pennsylvania, England, Ireland and Germany. In 1890 American Born
whites still constituted 72 percent of the population. Immigrants and blacks had increased by
about 4.5% each. Approximately 75% of the immigrants were English, Irish or German. The
years after 1890 saw an onset of heavy Slavic and Italian immigrants. By 1910 the population of
Steelton saw a pronounced increase in ethnic diversity as evidenced in Figure 12.  

According to the United States Immigration Commission, ethnic groups in 1910 are reflected in
Table 19. According to the 1990 Census, 27% of the Steelton population reported that they
were of German ancestry and 22% reported that they were Hispanic.

<table>
<thead>
<tr>
<th>Ethnic Group</th>
<th>Approximate # of Residents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Serbian</td>
<td>2,000</td>
</tr>
<tr>
<td>Croatian</td>
<td>2,000</td>
</tr>
<tr>
<td>Black</td>
<td>1,200</td>
</tr>
<tr>
<td>German</td>
<td>1,000</td>
</tr>
<tr>
<td>Bulgarian</td>
<td>650</td>
</tr>
<tr>
<td>Slovenes</td>
<td>600</td>
</tr>
<tr>
<td>Italian</td>
<td>525</td>
</tr>
<tr>
<td>Irish</td>
<td>400</td>
</tr>
<tr>
<td>Jews</td>
<td>250</td>
</tr>
<tr>
<td>Slovaks, Polish, Rumanian</td>
<td>400</td>
</tr>
</tbody>
</table>

1.1.7.6 Household Income

The U.S. Bureau of Census defines total income as the sum of pre-tax amounts reported separately for several different factors:

- Wages and salaries
- Nonfarm Self-employment
- Farm Self-employment
- Interest, Dividends, and Rentals
- Social Security
- Unemployment Compensation
- Welfare or Other Public Assistance
- All Other Sources

As previously discussed, a household as defined by the U.S. Bureau of Census is a person or group of persons occupying an individual housing unit. Household income is the total of all income received by all persons 15 years old and over occupying a housing unit. Family income excludes persons and groups who are not related by blood, marriage or adoption, which means that persons living alone are not included in family income measurement. For purposes of this comprehensive plan, we will examine the household income of the Borough of Steelton as compared to the surrounding area.

<table>
<thead>
<tr>
<th></th>
<th>1980</th>
<th>1990</th>
<th>2001 (Estimated)</th>
<th>2006 (Projected)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Steelton</td>
<td>$15,240</td>
<td>$28,337</td>
<td>$40,519</td>
<td>$44,324</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>$11,946</td>
<td>$20,336</td>
<td>$29,728</td>
<td>$32,363</td>
</tr>
<tr>
<td>Highspire Borough</td>
<td>$16,841</td>
<td>$24,263</td>
<td>$32,750</td>
<td>$35,818</td>
</tr>
<tr>
<td>Hummelstown Borough</td>
<td>$16,457</td>
<td>$28,307</td>
<td>$43,277</td>
<td>$49,883</td>
</tr>
<tr>
<td>Londonderry Township</td>
<td>$18,968</td>
<td>$33,220</td>
<td>$54,469</td>
<td>$65,187</td>
</tr>
<tr>
<td>Lower Swatara Township</td>
<td>$19,162</td>
<td>$36,102</td>
<td>$58,796</td>
<td>$68,898</td>
</tr>
<tr>
<td>Middletown Borough</td>
<td>$16,271</td>
<td>$28,638</td>
<td>$41,473</td>
<td>$46,175</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>$19,071</td>
<td>$32,670</td>
<td>$47,143</td>
<td>$53,239</td>
</tr>
<tr>
<td>Penbrook Borough</td>
<td>$18,078</td>
<td>$26,344</td>
<td>$37,165</td>
<td>$41,154</td>
</tr>
<tr>
<td>Swatara Township</td>
<td>$20,189</td>
<td>$33,972</td>
<td>$50,341</td>
<td>$56,422</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>$17,140</td>
<td>$31,027</td>
<td>$48,777</td>
<td>$56,137</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>$16,884</td>
<td>$29,127</td>
<td>$42,496</td>
<td>$47,730</td>
</tr>
</tbody>
</table>

Source: Claritas, Inc. 2001
Table 20 and Figure 13 show the median household income in Steelton as compared to the surrounding area, as well as the increase in income since 1990 and the projected income for 2006. The median household income in Steelton was estimated to be $40,519 in 2001 and is expected to increase to $44,324 by 2006.
The previous tables show an increase in dollar value of median household income in all areas; however, since the dollar values do not reflect deflators to account for inflation, the results can be deceiving. Using the median household income for Pennsylvania as a standard, Figure 14 shows the trends in the median income of Steelton and the surrounding area as compared to Pennsylvania. Steelton, Middletown, Highspire, Penbrook and Harrisburg City income levels are below that of Pennsylvania. Even though their income levels are lower than that of Pennsylvania, with the exception of Highspire, the incomes in these municipalities has remained relatively consistent. The income in Highspire has decreased significantly when compared to that of Pennsylvania. Lower Swatara Township exhibits the highest income, as well as the greatest increase.

Relation of Local Median Income Trends to Pennsylvania
(PA as Standard of 100%)

Figure 14
It is estimated that in 2001, 24% of Steelton households had incomes of between $50,000 and $74,999, and 19% had incomes of $35,000 to $49,999.

Figure 15
Figure 16 shows the distribution of income by age group as estimated in 2001. Approximately 23% of residents age 65 and older have incomes of less than $15,000 and an additional 19% between $15,000 and $24,999. The 25 – 44 age group has the highest incomes with 25% earning between $35,000 and $49,999 and 27% earning between $50,000 and $74,999.
The following chart shows the educational attainment for the population age 25 and over for the Borough of Steelton as compared to the surrounding area.

### 1990 Educational Attainment - Population Age 25+

<table>
<thead>
<tr>
<th>Location</th>
<th>Less Than 9th Grade</th>
<th>9th - 12th Grade - No Diploma</th>
<th>High School Graduate</th>
<th>Some College - No Degree</th>
<th>Associate Degree</th>
<th>Bachelor's Degree</th>
<th>Graduate or Professional Degree</th>
</tr>
</thead>
<tbody>
<tr>
<td>United States</td>
<td>10.40%</td>
<td>14.40%</td>
<td>30.00%</td>
<td>18.70%</td>
<td>6.20%</td>
<td>13.10%</td>
<td>7.20%</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>7.50%</td>
<td>14.90%</td>
<td>39.50%</td>
<td>13.60%</td>
<td>6.00%</td>
<td>12.30%</td>
<td>6.30%</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>7.50%</td>
<td>14.90%</td>
<td>39.50%</td>
<td>13.60%</td>
<td>6.00%</td>
<td>12.30%</td>
<td>6.30%</td>
</tr>
<tr>
<td>Swatara Township</td>
<td>10.00%</td>
<td>13.70%</td>
<td>40.30%</td>
<td>14.40%</td>
<td>6.40%</td>
<td>10.40%</td>
<td>4.70%</td>
</tr>
<tr>
<td>Penbrook Borough</td>
<td>17.00%</td>
<td>15.80%</td>
<td>49.90%</td>
<td>11.10%</td>
<td>5.60%</td>
<td>8.00%</td>
<td>4.60%</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>5.50%</td>
<td>8.90%</td>
<td>33.90%</td>
<td>17.00%</td>
<td>8.30%</td>
<td>17.00%</td>
<td>8.70%</td>
</tr>
<tr>
<td>Middletown Borough</td>
<td>7.90%</td>
<td>17.30%</td>
<td>42.60%</td>
<td>13.30%</td>
<td>5.90%</td>
<td>8.40%</td>
<td>4.60%</td>
</tr>
<tr>
<td>Lower Swatara Township</td>
<td>9.30%</td>
<td>13.70%</td>
<td>40.00%</td>
<td>12.70%</td>
<td>5.50%</td>
<td>11.90%</td>
<td>6.80%</td>
</tr>
<tr>
<td>Londonderry Township</td>
<td>9.30%</td>
<td>13.80%</td>
<td>40.10%</td>
<td>12.70%</td>
<td>5.50%</td>
<td>11.90%</td>
<td>6.70%</td>
</tr>
<tr>
<td>Hummelstown Borough</td>
<td>7.30%</td>
<td>14.50%</td>
<td>42.20%</td>
<td>13.20%</td>
<td>6.40%</td>
<td>11.00%</td>
<td>5.50%</td>
</tr>
<tr>
<td>Highspire Borough</td>
<td>10.30%</td>
<td>16.20%</td>
<td>57.00%</td>
<td>11.00%</td>
<td>1.30%</td>
<td>8.70%</td>
<td>4.60%</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>19.20%</td>
<td>22.50%</td>
<td>35.70%</td>
<td>13.20%</td>
<td>4.30%</td>
<td>9.00%</td>
<td>5.00%</td>
</tr>
<tr>
<td>Steelton Borough</td>
<td>10.60%</td>
<td>15.70%</td>
<td>50.90%</td>
<td>9.80%</td>
<td>1.60%</td>
<td>5.50%</td>
<td>2.50%</td>
</tr>
</tbody>
</table>

*Figure 17*
The charts on the following pages profile the economic health and workforce of Steelton and the surrounding areas. While unemployment numbers are not available for Steelton specifically, Figure 18 shows the unemployment trends in the surrounding Metropolitan Statistical Areas (MSA). The Harrisburg, Lebanon, Carlisle MSA has the highest unemployment rate at 4% in December 2001. Unemployment rates throughout the area have risen sharply since December of 2000.

As shown in Figure 19, in 1990, 41.8% of Steelton residents were employed in Technical, Sales, and Administrative occupations, with 18.3% employed in managerial and professional occupations. Other area municipalities show a similar mix of occupations with the exception of Paxtang Borough. Approximately 38% of Paxtang residents are employed in managerial and professional occupations.

Figure 20 shows the travel time to work of Steelton residents according to the 1990 Census. Over 50% of Borough residents travel less than 20 minutes to work, and 20% of those travel less than 10 minutes.
Figure 19
Travel Time To Work - Borough of Steelton
1990 Census

- 30 - 44 Minutes: 14%
- 45 - 59 Minutes: 1%
- < 10 Minutes: 20%
- 10 - 14 Minutes: 22%
- 15 - 19 Minutes: 19%
- 20 - 29 Minutes: 24%

Figure 20
1.1.8 Financial Profile

A comprehensive plan should define a community’s short- and long-range development objectives within the context of sound fiscal policy. A municipality’s tax base supports a range of activities, from basic government operations, to social programs, capital improvements, and debt retirement. Each of these expenses competes for attention during the annual budget review process. A financial profile can help municipalities make informed choices in the face of competing demands. By examining a municipality’s tax base and expenditure practices, a financial profile shows how budgeting practices support or hinder community development objectives. A budget that reflects community’s priorities is a budget that positions government to achieve its long-range goals.

Financial analysis is an important part of the budgetary process. It examines government finances to determine if current fiscal policy will support future service demand. It may also recommend strategies to diversify the tax base or to harness new revenue in light of shifting state and federal funding priorities. While important to the annual budget process, financial analysis is equally important to capital improvements programming. By definition, capital improvements tend to be large, permanent structures that require long-term financing. Projects that cannot reasonably be financed through an annual budget include such things as municipal buildings, street reconstruction projects, recreation facilities, and sewer line replacement. Because capital improvements must be financed with a variety of public and private funding sources, a Capital Improvements Program (CIP) establishes a schedule for project financing and implementation. When tied to an annual budget, a CIP provides an overall framework for allocating municipal resources. A financial analysis is the starting point for sound fiscal policy and capital improvements financing.

1.1.8.1 Changing Demographics: Impact on the Budget Process

A budget helps municipalities distribute limited resources among competing interests. While most local governments look to the annual budget process as a tool for managing operating costs, a budget review is equally important for programming capital expenditures. A population’s age structure and revenue base can have a significant impact upon a community’s ability to support basic operations and long-term capital improvements. For instance, growing suburban townships experiencing a rapid rise in residential development can anticipate an increased demand for municipal services. Fueled by an expanding tax base, these townships are in a strong position to meet consumer demand. Likewise, established communities experiencing population decline may nonetheless be challenged to provide more public services to an increasingly dependent population (e.g. elderly, poor). A dwindling tax base may not be able to support consumer demand. By documenting current conditions and anticipating future trends, a comprehensive plan helps a community make well-informed choices about land use, housing needs, resource preservation, and financing.
Regardless of a community’s tax base or demographic profile, all local governments must provide certain basic public services. These services may include police and fire protection, street maintenance, tax collection, library resources, and recreation (e.g., parks, community buildings). In addition to these short-term development objectives, municipalities must also plan for long-term community needs. These long-term needs may include sewer system improvements, street realignments, and property acquisition, to name a few. Budgeting long-range expenditures would not be possible within the context of an annual budget. For this reason, comprehensive plans often consider capital improvements programming, a mechanism for budgeting capital expenditures that exceed annual budget allocations. Annual budgets and Capital Improvements Programs (CIP) are driven by revenue. A municipality that does not generate adequate revenue cannot adequately plan for its future growth and sustainable development. A financial analysis examines a municipality’s revenues and expenditures to determine the overall health of the community’s economy. Because taxes are a primary source of revenue for local governments, this financial analysis takes a close look at the Borough’s tax structure. Suggestions for increasing Borough revenue and reducing municipal expenditures will receive special consideration.
Steelton Borough’s audited financial statements provide a wealth of information about the municipality’s primary sources of revenue and expenditures. This section examines information obtained from the Borough’s financial statements as audited by the accounting firm of Boyer & Ritter, CPA. Data obtained included the following calendar years: 1996, 1997, 1998, 1999 and 2000. For accounting purposes, the Borough maintains several funds, each of which is balanced independent from the general fund. Many of these funds are designed to serve a special need and for all intensive purposes, are restricted use accounts (e.g. the Borough’s Pension Funds established to benefit police, firefighters and municipal employees). Some fund assets, like the Sewer Fund and Water Fund, help to finance service and retire debt incurred for expensive improvement projects. In the interest of capital improvement programming, all funds deserve equal consideration. However, to take a closer look at the Borough’s operating costs, the General Fund requires special consideration.

As Figure 21 illustrates, taxes are a primary source of revenue for the General Fund. For the period 1996 through 1999, taxes produced an average of 75 percent of total General Fund revenues, revenue that supports the Borough’s daily operations. Statewide, borough tax revenues are dominated by the real estate tax, which produces approximately 50 percent of total tax revenues. When considering all revenue sources currently utilized by the Borough, the real estate tax diminishes in importance, accounting for less than 40 percent of total revenues.
Intergovernmental revenue supports a range of governmental functions. This revenue category can include competitive state and federal grants, as well as taxes in lieu of payments and annual state reimbursements. Intergovernmental revenue can fluctuate considerably from year to year and is viewed as supplementary income within the Borough's overall budget. As Figure 21 illustrates, revenues have trended upward over the last ten years and expenditures have increased proportionately. Over the period 1987 to 1997, revenues and expenditures increased by nearly 100 percent.

Table 21 depicts expenditure categories for Steelton Borough and surrounding municipalities. For purposes of this section, municipal statistics were obtained from the Pennsylvania Department of Community & Economic Development (DCED), which publishes the results of financial statements submitted to its office on an annual basis by participating municipalities. Because municipalities use different accounting systems, namely the cash basis or modified accrual basis of accounting, the DCED municipal statistics must be viewed with a discerning eye. Each basis of accounting tracks revenues and expenditures in a slightly different manner, thereby producing disparities among municipalities when utilizing the DCED's municipal statistics database. Nevertheless, municipal statistics can be used as a baseline for detailed analysis. Percentages are used in Table 21 to provide an opportunity for uniform comparisons.
### Table 21

**Major Expenditures: Steelton & Area Boroughs (1997)**

**Percent of Total Expenditures**

<table>
<thead>
<tr>
<th>Category</th>
<th>Steelton</th>
<th>Highspire</th>
<th>Hummelstown</th>
<th>Middletown</th>
<th>Paxtang</th>
<th>Penbrook</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Administration</td>
<td>15.89%</td>
<td>4.82%</td>
<td>5.40%</td>
<td>4.83%</td>
<td>9.01%</td>
<td>9.17%</td>
</tr>
<tr>
<td>Tax Collection Costs</td>
<td>1.00%</td>
<td>0.60%</td>
<td>0.65%</td>
<td>0.12%</td>
<td>1.39%</td>
<td>0.48%</td>
</tr>
<tr>
<td>Wastewater Collection &amp; Treatment</td>
<td>17.70%</td>
<td>25.78%</td>
<td>17.97%</td>
<td>10.48%</td>
<td>28.89%</td>
<td>24.47%</td>
</tr>
<tr>
<td>Solid Waste Collection &amp; Disposal</td>
<td>.35%</td>
<td>9.94%</td>
<td>8.25%</td>
<td>4.36%</td>
<td>7.69%</td>
<td>0.00%</td>
</tr>
<tr>
<td>Health &amp; Human Services</td>
<td>.25%</td>
<td>0.19%</td>
<td>0.16%</td>
<td>0.49%</td>
<td>0.00%</td>
<td>0.02%</td>
</tr>
<tr>
<td>Protection to Persons &amp; Property</td>
<td>22.41%</td>
<td>25.75%</td>
<td>15.95%</td>
<td>15.98%</td>
<td>19.79%</td>
<td>33.74%</td>
</tr>
<tr>
<td>Highways, Roads &amp; Streets</td>
<td>10.30%</td>
<td>11.87%</td>
<td>19.89%</td>
<td>4.29%</td>
<td>17.04%</td>
<td>10.75%</td>
</tr>
<tr>
<td>Libraries</td>
<td>0.00%</td>
<td>0.00%</td>
<td>0.12%</td>
<td>2.09%</td>
<td>0.01%</td>
<td>0.00%</td>
</tr>
<tr>
<td>Parks &amp; Recreation</td>
<td>1.72%</td>
<td>0.84%</td>
<td>1.85%</td>
<td>2.26%</td>
<td>2.08%</td>
<td>6.06%</td>
</tr>
<tr>
<td>Public Service Enterprises</td>
<td>24.37%</td>
<td>0.00%</td>
<td>0.00%</td>
<td>27.37%</td>
<td>0.00%</td>
<td>0.00%</td>
</tr>
<tr>
<td>Interest</td>
<td>4.24%</td>
<td>3.85%</td>
<td>2.86%</td>
<td>0.67%</td>
<td>0.04%</td>
<td>0.68%</td>
</tr>
<tr>
<td>Other</td>
<td>1.77%</td>
<td>16.35%</td>
<td>73.85%</td>
<td>28.95%</td>
<td>14.06%</td>
<td>85.37%</td>
</tr>
<tr>
<td><strong>TOTAL EXPENDITURES</strong></td>
<td>$3,617,398</td>
<td>$1,570,310</td>
<td>$2,198,564</td>
<td>$8,044,861</td>
<td>$988,390</td>
<td>$1,083,576</td>
</tr>
</tbody>
</table>
1.1.8.3 Sources Of Tax Revenue

Comprehensive taxing authority was first authorized by the Sterling Act (1947), and then reenacted in the 1965 Local Tax Enabling Act. Commonly referred to as Act 511, the Local Tax Enabling Act provides statutory authority for cities, boroughs, and townships to levy taxes on “persons, transactions, occupations, privileges, subjects and personal property...” The most commonly levied Act 511 taxes include earned income, per capita, realty transfer, business gross receipts, amusement, occupational privilege and occupation taxes.

The Borough’s tax structure has remained relatively unchanged over the years. At any given time, the real estate and Act 511 taxes account for 60 percent of the Borough’s General Fund revenues, which have averaged $1.5 million in the last five years. Aggressive tax collection and sound fiscal management have contributed to a 30 percent increase in General Fund revenues over this time period. To continue providing public services at affordable rates, the Borough has found it necessary to increase real estate tax rates (i.e. the millage) from time to time. The Borough’s real estate tax rates are comparable with other Dauphin County municipalities. In addition, millage rate adjustments are necessary to account for the disparity between a property’s assessed value and its market value.
Table 22
Taxes Levied in Steelton Borough

<table>
<thead>
<tr>
<th>Tax Sources</th>
<th>Legal Limit 6</th>
<th>Tax Rate Imposed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Real Estate Tax</td>
<td>30 mills (1 mill is equal to .001 cents on the dollar)</td>
<td>17.441/7.2 mills (land/building)</td>
</tr>
<tr>
<td>Authorized Act 511 Taxes</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Realty Transfer Tax</td>
<td>1 percent 7</td>
<td>½ percent</td>
</tr>
<tr>
<td>Per Capita Tax</td>
<td>$10.00 3</td>
<td>$5.00</td>
</tr>
<tr>
<td>Occupational Privilege Tax</td>
<td>$10.00 3</td>
<td>$10.00</td>
</tr>
<tr>
<td>Occupation Tax (millage)</td>
<td>No limit</td>
<td>$100 (flat rate)</td>
</tr>
<tr>
<td>Earned Income Tax</td>
<td>1 percent</td>
<td>½ percent</td>
</tr>
<tr>
<td>Mechanical Devices</td>
<td>10 percent 3</td>
<td>none</td>
</tr>
<tr>
<td>Amusement</td>
<td>10 percent 3</td>
<td>None</td>
</tr>
<tr>
<td>Business Gross Receipts</td>
<td>1 mill wholesale 3 1 ½ mill retail 7 no limit other businesses</td>
<td>None</td>
</tr>
<tr>
<td>Special Purpose Taxes</td>
<td>Shade trees, street lighting, library, etc.</td>
<td>None</td>
</tr>
</tbody>
</table>


---

6 Real estate taxes in Home Rule governments are not subject to state-imposed rate limits. In addition, many taxing jurisdictions are authorized under state code (e.g. Borough Code) to impose special purpose taxes against real estate.

7 Should the local school district also elect to impose this tax, the Borough must split the legal limit 50/50.
Dauphin County conducted a property-by-property reassessment in 1973. The next one was completed in 2001 which will be reflected in the 2002 tax bills. A level of disparity exists between property assessments and market values.

Table 22 provides a listing of the taxes Steelton Borough is authorized to levy under the Local Tax Enabling Act (Act 511) and the Borough Code. A quick look at Table 22 shows that the Borough’s tax structure is fiscally conservative. To support a healthy business climate, Steelton Borough does not impose any business taxes, the most popular of which has been the business gross receipts tax (i.e. mercantile tax). The business gross receipts tax is levied against a business’s total sales (i.e. gross receipts) rather than its net profits. The State legislature has recognized that many businesses have been unduly burdened by a tax on gross receipts and placed a freeze on these tax rates in 1988. Nonetheless, the courts have found a flat rate tax permissible under Pennsylvania law. Steelton Borough has never imposed a business gross receipts or flat rate tax.

An economic development strategy that promotes business retention and entrepreneurship has guided the Borough’s long-standing practice. The only new tax imposed by the Borough has been the occupation tax, first introduced in the 1998 tax year. All residents that have reached 18 years of age and are under the age of 65 must pay this tax, a flat rate levied against the value of an individual’s occupation.
1.1.8.3.1 Real Estate Tax

The real estate tax is undeniably the most important local tax in Pennsylvania. Because neither state nor federal governments are authorized to collect the real estate tax, county governments, school districts, and municipalities rely upon the tax as a principle revenue generator. A study conducted by the Pennsylvania Department of Community and Economic Development (DCED) in 1996 showed that the real estate tax "...produced 85 percent of school taxes, 94 percent of county taxes and 34 percent of municipal taxes" (p.2). As shown in Table 23, the real estate tax has produced 48 to 57 percent of Steelton Borough's total tax revenues over the last 10 years. The real estate tax has remained a consistent source of tax revenue for Steelton Borough. Within the last ten years, property tax revenues have increased by 65 percent, despite modest changes to the millage rate.

A real estate tax is a tax on the value of real property, including land, buildings, and any improvements thereon. A property assessment attempts to determine how much a given property would sell for under current market rates and to arrive at an assessment value that represents 100 percent of a property's market value. Dauphin County's last property-by-property assessment was in 1973. These figures were statistically updated in 1985, the current base year of the County's assessment records. For practical purposes, all property assessments in Dauphin County assume market conditions, as they existed in 1985. 1985 is considered the base year to which the real estate tax is applied. The disparity between the 1985 base year values and current year values is

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Revenue</th>
<th>% Increase From Prior Year</th>
<th>Real Estate Tax Revenue</th>
<th>Millage Rate</th>
<th>% Of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1989</td>
<td>$2,304,521</td>
<td>9.7+</td>
<td>$390,895</td>
<td>(Must verify)</td>
<td>53.74</td>
</tr>
<tr>
<td>1990</td>
<td>$2,772,047</td>
<td>20.3+</td>
<td>$453,105</td>
<td>&quot;</td>
<td>56.77</td>
</tr>
<tr>
<td>1991</td>
<td>$2,905,102</td>
<td>4.7+</td>
<td>$445,481</td>
<td>&quot;</td>
<td>54.29</td>
</tr>
<tr>
<td>1993</td>
<td>$2,969,319</td>
<td>7.7+</td>
<td>$424,872</td>
<td>&quot;</td>
<td>52.22</td>
</tr>
<tr>
<td>1994</td>
<td>$3,289,341</td>
<td>10.7+</td>
<td>$531,748</td>
<td>&quot;</td>
<td>56.80</td>
</tr>
<tr>
<td>1995</td>
<td>$3,884,105</td>
<td>16.8+</td>
<td>$566,259</td>
<td>&quot;</td>
<td>57.62</td>
</tr>
<tr>
<td>1996</td>
<td>$3,688,498</td>
<td>5.0-</td>
<td>$544,813</td>
<td>6.5</td>
<td>57.07</td>
</tr>
<tr>
<td>1997</td>
<td>$3,859,266</td>
<td>4.6+</td>
<td>$539,497</td>
<td>6.5</td>
<td>55.78</td>
</tr>
<tr>
<td>1998</td>
<td>$5,288,749</td>
<td>37.0+</td>
<td>$626,698</td>
<td>9.0</td>
<td>51.31</td>
</tr>
<tr>
<td>1999</td>
<td>$3,943,146</td>
<td>25.4-</td>
<td>$645,422</td>
<td>9.0</td>
<td>49.78</td>
</tr>
<tr>
<td>2000</td>
<td>$1,808,943</td>
<td>45.0-</td>
<td>$669,504</td>
<td>17.44/17.2</td>
<td>37</td>
</tr>
</tbody>
</table>
accounted for by the Common Level Ratio (CLR), a statistic used by the State Tax Equalization Board (STEB) to represent property assessments as a percentage of current market value. Dauphin County's current CLR is 56.1 percent. Steelton Borough's CLR was 54.4 percent in 1998, the most recent year of record.

Property assessments are the base value used to determine the real estate tax, a primary source of revenue for the Borough. As Table 24 illustrates, the total assessed value of properties within Steelton Borough has declined by 14.6 percent since 1996. Property reassessments are triggered by a physical change in a property, such as an addition or subdivision.

As the largest single property owner in Steelton Borough, the Bethlehem Steel Corporation exerts a strong influence upon property assessments, a primary determinant of real estate tax revenue. Despite the overall decline in property assessments, the Borough has generated consistent tax revenues through millages increases and efficient collections. The Pennsylvania courts have ordered a property-by-property reassessment of Dauphin County. Reassessment work began in 1997 and was completed in the winter of 2000. Ideally, a countywide reassessment strives to assess properties under current market conditions and arrive at a Common Level Ratio (CLR) of 100 percent.

Table 24
Steelton Borough's Real Estate Tax Revenue

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Assessed Value (all real property)</th>
<th>Millage Rate</th>
<th>Anticipated Revenue (based on assessed value)</th>
<th>Actual Tax Revenue</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996</td>
<td>$85,852,500</td>
<td>6.5</td>
<td>$558,041</td>
<td>$544,813</td>
</tr>
<tr>
<td>1997</td>
<td>$85,035,800</td>
<td>6.5</td>
<td>$552,733</td>
<td>$539,497</td>
</tr>
<tr>
<td>1998</td>
<td>$72,541,900</td>
<td>9.0</td>
<td>$652,877</td>
<td>$625,698</td>
</tr>
<tr>
<td>1999</td>
<td>$73,238,750</td>
<td>17.44/7.2</td>
<td>$659,149</td>
<td>$645,422</td>
</tr>
<tr>
<td>2000</td>
<td>$73,806,950</td>
<td>6.49/4.44</td>
<td>$632,100</td>
<td>$669,504</td>
</tr>
</tbody>
</table>

Source: Audited Financial Reports prepared by Boyer & Ritter, CPA
Table 25
Proportionate Distribution of Tax Revenue: 1996

<table>
<thead>
<tr>
<th>Municipal Revenue</th>
<th>Real Estate Tax</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>% Of total revenue</td>
</tr>
<tr>
<td>Total Revenue</td>
<td>Total Taxes</td>
</tr>
<tr>
<td>-------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>Steelton Borough</td>
<td>3,688,498</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>59,185,203</td>
</tr>
<tr>
<td>Highspire Borough</td>
<td>1,679,626</td>
</tr>
<tr>
<td>Hummelstown Borough</td>
<td>1,896,476</td>
</tr>
<tr>
<td>Londonderry Township</td>
<td>1,623,199</td>
</tr>
<tr>
<td>Lower Swatara</td>
<td>3,580,501</td>
</tr>
<tr>
<td>Middletown Borough</td>
<td>9,967,956</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>890,320</td>
</tr>
<tr>
<td>Penbrook Borough</td>
<td>1,075,562</td>
</tr>
<tr>
<td>Swatara Township</td>
<td>6,414,171</td>
</tr>
</tbody>
</table>

According to the Pennsylvania Department of Community and Economic Development (DCED), the real estate tax produces the majority of tax revenue in Pennsylvania. In 1996, the DCED examined revenues for all taxing jurisdictions in the state to determine what proportionate share were accounted for by the real estate tax. Study results showed that in 1996, Pennsylvania’s 962 boroughs collected over $459 million in taxes. Real estate taxes accounted for 20 percent of all borough revenue and over 50 percent of all taxes levied by boroughs in 1996. In comparison to these statewide figures, the communities surrounding Steelton Borough vary significantly in their proportionate share of real estate taxation. Table 5 shows that real estate taxes account for only 5 percent of Middletown’s Borough’s total revenue, 10 percent of Hummelstown’s total revenue, and 9.8 percent of Londonderry’s total revenue. In contrast, the real estate tax generates over one-third of total revenue in Paxtang Borough,
Penbrook Borough and Swatara Township. Steelton Borough’s figures are comparably moderate, at 14.7 percent of total revenues. Of all the municipalities considered in Table 25, Harrisburg City is the most reliant upon the real estate tax as a source of revenue.

1.1.8.3.1.1 Split Rate Tax System

Steelton Borough is among a handful of Pennsylvania communities that have implemented a split rate tax system. It joins Harrisburg City, the only other Dauphin County municipality that administers a two-tiered real estate tax. The split rate tax is intended to promote a more equitable tax system by requiring all property owners to bear the burden for government services. In concept, higher land taxes encourage property owners to improve their properties or divest themselves of unprofitable real estate. Lower building taxes provide incentive to property owners to make necessary improvements that contribute to a more sustainable community. By an act of the State legislature, the Borough Code was amended in 1998, extending authority for levying “separate and different rates of taxation” to Pennsylvania boroughs. The split rate tax is a tool Boroughs can utilize to redevelop vacant and underutilized properties. Under local ordinance, Steelton Borough fixed real estate taxes as 6.49 mills for nonfarmland and 4.4 mills for buildings.

The split rate tax was implemented for two principle reasons: (1) To reduce the tax burden on families with limited incomes and (2) To distribute the tax in a more uniform manner. By converting from a uniform tax rate to a two-tiered system, the Borough began to levy higher taxes upon vacant land. Since the Borough switched from a unified tax system to a two-tiered tax system, the Borough’s real estate tax revenues have increased, but not appreciably. Prior to the enactment of the split-rate tax, the Borough was not capturing the full value of all real estate. Simply put, County assessments valued improved property over vacant property, making it difficult for the Borough to realize the value of undeveloped land.

1.1.8.3.2 Realty Transfer Tax

Typically paid by the seller, the realty transfer tax is a tax upon the sale of real estate. States also have authority to impose this tax, which cannot exceed 1 percent of the sale price of a given property. Steelton Borough levies a realty transfer tax, which it splits 50/50 with the school district. Certain property transfers are exempt from taxation, such as property inherited by will or sold to a nonprofit corporation. Since the tax is only imposed on certain classes of property transfers, revenues generated by the realty tax vary from year to year. Viewed in its entirety, it is not a consistent source of revenue and only accounts for 2-4 percent of the Borough’s total tax revenue.
### 1.1.8.3.3 Per Capita Tax

Sometimes referred to as a “head tax,” the per capita tax is a flat rate tax levied against all residents of a taxing district, regardless of their employment status, income level or property ownership. As authorized by the Local Tax Enabling Act, boroughs can impose a maximum per capita tax of $10, provided the school district does not also levy the tax. Steelton Borough levies a $5 per capita tax on all Borough residents above the age of eighteen (18) years of age. Because per capita taxes are levied on all adult residents, they provide a consistent, if comparatively small source of revenue for municipalities. Within the last three years, Steelton Borough has made a concerted effort to capture per capita taxes from rental properties. This effort resulted in an 18 percent increase in per capita tax revenues from 1997 to 1998. By developing a more complete profile of rental units and their occupants, the Borough has been able to register more residents for the per capita tax. Tax revenues have increased appreciably as a result of effective tax collection practices.

An occupational privilege tax (OPT) is a flat rate tax imposed upon the privilege of working within a particular community. The tax is levied against all individuals working within the jurisdiction, regardless of their residency status. Both residents and nonresidents in Steelton Borough are assessed at the statutory maximum of $10. Because Steelton Borough requires employers under its taxing jurisdiction to withhold the OPT, the tax does have a high collection rate. However, from 1996-2000, the Borough’s potential OPT revenues decreased by 12 percent. This decline could suggest that employers are not reporting new hires. However, a more reasonable conclusion is that individuals are finding employment opportunities outside of Steelton Borough. As the Socio-Economic Profile indicates, a high percentage of Steelton's resident population is employed in manufacturing and service-related industries; over 80 percent of Steelton residents have found employment outside the Borough. Should this trend continue, Steelton's budget will weigh more heavily upon other nonreal estate taxes, particularly the earned income tax and occupation tax. Because both taxes are levied upon residents, regardless of their place of employment, the Borough should continue to realize a steady revenue stream from these Act 511 taxes.

### 1.1.8.3.4 Occupation Tax

Whereas a per capita tax (i.e. “head tax”) is levied upon all residents within a given taxing district, an occupation tax is only levied upon employed residents within a given taxing district. Occupation taxes have no bearing upon an individual’s income; rather, they are intended to capture an individual’s earning potential and the inherent value of a person’s occupation. By law, occupation taxes can be assessed at a flat rate (subject to a $10 maximum and sharing with the school district) or on a millage basis. The Pennsylvania Code authorizes counties of the 4th through 8th class to levy an occupation tax. In addition, cities, boroughs, and first class townships are also authorized to levy an occupation tax, both under their respective municipal codes and the Local Tax Enabling Act (Act 511). As a 3rd class county, Dauphin County does not have statutory authority to levy an occupation tax. However, the County is responsible for establishing assessed values for all classified occupations. Dauphin County has
opted to assess all occupations at a uniform value of $250, to which a millage rate is applied at the local level. Several Dauphin County municipalities created an occupation tax in the mid-1990s. In 1998, Steelton Borough implemented this tax, establishing a millage rate of 40 percent. Due to Dauphin County’s uniform assessment process, this 40% millage rate translates into a flat fee of $100, which is billed annually to all employed persons aged 18 years and older. The ordinance excludes all persons over 65 years of age and homemakers earning less than $4,000 a year.

A concerted effort to identify and register all rental units in the Borough has enabled Steelton to realize modest tax revenue increases in the past two years. Yet, when considered against all other sources of tax revenue, the occupation tax contributes a small percentage (on average, 2-4%) to total revenue. Table 26 demonstrates that the earned income tax (EIT) and real estate tax, by far, account for the majority of local tax revenue generated in Steelton Borough and surrounding communities.

The occupation tax is one of several non-real estate taxes that do not have a statutorily defined limit. For this reason, many Pennsylvania taxing jurisdictions, especially school districts, set high occupation millage rates as a way to generate additional revenue.

### Table 26

<table>
<thead>
<tr>
<th>Major Source of Tax Revenue (1999)</th>
<th>Total Tax Revenue ($)</th>
<th>% Real Estate Tax</th>
<th>% Earned Income Tax revenue</th>
<th>% Occupation Tax</th>
<th>% Other Taxes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Steelton Borough</td>
<td>$1,296,671</td>
<td>49.78</td>
<td>14.42</td>
<td>27.41</td>
<td>8.39</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>17,653,081</td>
<td>63.48</td>
<td>16.4</td>
<td>0.00</td>
<td>20.12</td>
</tr>
<tr>
<td>Highspire Borough</td>
<td>754,613</td>
<td>63.35</td>
<td>24.43</td>
<td>4.14</td>
<td>8.08</td>
</tr>
<tr>
<td>Hummelstown Borough</td>
<td>648,966</td>
<td>27.73</td>
<td>46.48</td>
<td>15.46</td>
<td>10.00</td>
</tr>
<tr>
<td>Londonderry Township</td>
<td>719,293</td>
<td>23.27</td>
<td>59.75</td>
<td>0.00</td>
<td>16.98</td>
</tr>
<tr>
<td>Lower Swatara Township</td>
<td>2,145,095</td>
<td>50.41</td>
<td>33.08</td>
<td>4.59</td>
<td>12.19</td>
</tr>
<tr>
<td>Middletown Borough</td>
<td>1,430,556</td>
<td>44.13</td>
<td>46.95</td>
<td>2.94</td>
<td>8.92</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>622,649</td>
<td>63.13</td>
<td>0.00</td>
<td>21.03</td>
<td>9.54</td>
</tr>
<tr>
<td>Penbrook Borough</td>
<td>732,273</td>
<td>61.23</td>
<td>2.09</td>
<td>25.24</td>
<td>11.44</td>
</tr>
<tr>
<td>Swatara Township</td>
<td>5,302,018</td>
<td>38.17</td>
<td>0.00</td>
<td>32.21</td>
<td>29.62</td>
</tr>
</tbody>
</table>

*Source: Municipal Statistics, PA Department of Community & Economic Development*
The Steelton-Highspire School District's occupation tax is relatively low in comparison with other school districts in Dauphin County. For the past several years, the District's millage rate has been 650 mills or 65% of an occupation's assessed value. In comparison, the majority of Dauphin County school districts levy an occupation tax at 1,000 mills, which is equivalent to 100% of an occupation's assessed value.

1.1.8.3.5 Earned Income Tax

Next to the real estate tax, the earned income tax is the second largest revenue source for local governments and the most influential of the nonreal estate taxes authorized by Pennsylvania statute. It is a tax levied upon the wages, salaries, commissions, net profits, and other compensation earned by a resident of the taxing district. Under the Local Tax Enabling Act most jurisdictions are subject to a 1 percent maximum tax rate, which must be split in cases where the school district also wishes to levy the tax. Steelton Borough had levied an earned income tax since 1966. The current rate is 1 percent (the statutory maximum), which the Borough splits 50/50 with the Steelton-Highspire School District.

The Borough's revenue from earned income tax (EIT) has increased by 18 percent over the last five years. Because the tax is based upon individual income, this increase may be attributable to higher-paying jobs. Current data suggests that the Borough has been slowly losing population over the past 40 years. A declining population base is consistent with this conclusion. Further study may help to determine the root causes of this trend.

1.1.8.4 Trends in Revenues & Expenditures

As Figure 26 illustrates, revenues and expenditures have been on the rise over the past decade. Revenues have kept pace with, and in fact exceeded, expenditures over the study period. Steelton Borough's largest expenditure increases have been in the areas of wastewater collection and treatment and public safety, most notably in the area of police protection. According to DCED financial reports, the cost of wastewater collection and treatment increased by over 100 percent, from $316,581 to $640,225. The cost for police services has increased at an equally high rate. Per capita revenues are currently estimated at $749. An increase
in per capita revenue can be attributable to changes in personal income, population, local taxing practices and inflation. A root cause for the increase is not readily apparent. Per capita expenditures have also increased over the last ten years, from a low of $280 in 1987 to a high of $702 in 1997. Communities with an aging population may witness per capital expenditure increases, a reflection of the high demand for social services typical of dependent populations.

Public safety and public works are the Borough’s largest categorical General Fund expenditures, consistently accounting for over 80 percent of the Borough’s total operating costs. Municipal accounting standards (i.e. Chart of Accounts) include police and fire protection, ambulance coverage, and planning and code enforcement under the expense category of public safety. In Steelton’s case, police protection accounts for an overwhelming majority of public safety expenditures, which have increased by 57.5 percent in the last six years. In 1993, public safety expenditures through the General Fund accounted for $634,857, or 41 percent of total expenditures. In 2000, public safety expenditures accounted for $1,007,485, or 59 percent of total general fund expenditures. Budgeted expenses are largely attributable to police wages, weapons and equipment, social security, and hospitalizations.

As the Borough’s public safety expenses have increased, public works expenditures have been on the decline. In the last six years, public works expenditures from the General Fund have dropped by 37.4 percent, from a high of $661,579 in 1993 to a low of $413,888 in 1999. Although the Borough maintains separate funds to help finance large-scale public works projects like street reconstructions, sewer line replacements, and water service extensions, the General Fund supports a number of maintenance needs in the community, such as solid waste collection, street light maintenance, street cleaning, snow plowing, and minor street repairs (e.g. potholes). General road maintenance accounts for over 90 percent of the Borough’s public works expenditures.

1.1.8.5 Bonded Debt

According to the Borough’s audited financial statements, the Borough issued a series of general obligation bonds in 1993 and 1998. Governed by the Municipal Borrowing Act, the Borough has the authority to issue general obligation bonds to further capital improvements projects that service a public purpose. General obligation bonds are backed by the full faith, credit, and taxing power of the Borough. As such, the Borough has pledged to pay the principal and interest on the Bond when they reach maturity.

The 1993 bond series offered $3,475,000 in General Obligation Bonds to refund a 1992 bond series and to pay for capital improvements to the Authority’s water system and the Borough’s sewer system. The Borough presently owns and operates the sewer collection and conveyance system, which serves all of Steelton Borough and portions of Swatara Township. The 1998 offering included $4,150,000 in General Obligation Bonds.
Bonds to refund the remaining principle on the 1993 series, which at the time of bond issuance was $3,080,000. According to the official statement of the 1998 bond issue, the bonds will also provide funds for the following:

1. Various street and road improvement projects, including facilities for storm water drainage and acquisition of land incident thereto;
2. Purchasing, acquiring, making and constructing other capital improvements and capital equipment for proper municipal purposes;
3. Capital improvements and/or expenditures related to the Borough’s sewer system;
4. Capital improvements and/or expenditures related to the Steelton Borough authority’s water system; and
5. Paying costs and expenses related to the issuance of the Bonds.

Table 27 sets forth the maturity schedule for payment of principle and interest on the 1998 bond series. The Borough has pledged its “full faith, credit and taxing power” to make punctual payments on the principle and interest. General Obligation Bonds are payable from whatever revenue sources the Borough can derive, including real estate taxes. The Borough deposits all payments, on principle and interest, into a debt service fund designated the Sinking Fund.
Table 27
Maturity Schedule General Obligation Bond, Series of 1998

<table>
<thead>
<tr>
<th>Year</th>
<th>Principal Amount</th>
<th>Interest Rate</th>
<th>Year</th>
<th>Principal Amount</th>
<th>Interest Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999</td>
<td>$125,000</td>
<td>3.55%</td>
<td>2008</td>
<td>$245,000</td>
<td>4.00%</td>
</tr>
<tr>
<td>2000</td>
<td>140,000</td>
<td>3.65%</td>
<td>2009</td>
<td>250,000</td>
<td>4.00%</td>
</tr>
<tr>
<td>2001</td>
<td>185,000</td>
<td>3.70%</td>
<td>2010</td>
<td>260,000</td>
<td>4.10%</td>
</tr>
<tr>
<td>2002</td>
<td>195,000</td>
<td>3.75%</td>
<td>2011</td>
<td>275,000</td>
<td>4.15%</td>
</tr>
<tr>
<td>2003</td>
<td>200,000</td>
<td>3.80%</td>
<td>2012</td>
<td>285,000</td>
<td>4.20%</td>
</tr>
<tr>
<td>2006</td>
<td>225,000</td>
<td>3.95%</td>
<td>2013</td>
<td>295,000</td>
<td>4.25%</td>
</tr>
<tr>
<td>2007</td>
<td>240,000</td>
<td>4.00%</td>
<td>2014</td>
<td>255,000</td>
<td>4.30%</td>
</tr>
</tbody>
</table>

Source: Janney Montgomery Scott, Inc. (September 28, 1998)

1.1.8.6 Dauphin County Reassessment

By order of the Pennsylvania Courts, Dauphin County has undertaken a property-by-property reassessment to establish current year market values for all properties in the County. The goal of any reassessment is to arrive at an estimate of current market value. Three principle methods are used to determine market value:

1. Cost Approach: Estimates what it would cost to reproduce the property improvements under today’s market conditions, deducts the depreciated value from the total, and adds the land value to arrive at an estimate of fair market value.

2. Comparison Approach: Compares a property (i.e. location, age, size, type of construction) to similar properties within the market. Recent sales of comparable properties determine relative value.

3. Income Approach: Rarely used for residential properties, the income approach is most often applied to income-producing properties. An assessor estimates property value based upon the property’s net income.
All three (3) appraisal methods can be used to arrive at a property's fair market value. Regardless of the appraisal method used, a countywide reappraisal will increase the assessment base. Because Dauphin County currently assessed properties as at 1985 base year, the current reassessment project will result in a new base year (2001) and a marked increase in the assessment base. As a political subdivision of a 3rd class county, Steelton Borough is required to adjust its tax rate for the year following the Dauphin County reassessment so that the total amount of taxes levied do not exceed 110 percent of the amount levied in the preceding year. Pennsylvania imposes such limits to prevent school districts and municipalities from receiving a revenue shortfall that exceeds the proportionate share of the cost of government.

1.1.8.7 Planning Implications

Like most municipalities in Pennsylvania, Steelton Borough relies heavily upon the real estate tax, which consistently accounts for half of the Borough’s tax base. The Borough does not levy any special purpose taxes to provide services such as street lighting, fire hydrant maintenance, or recreation. According to research conducted by the Pennsylvania Economy League (PEL), Dauphin County’s 2000 real estate tax levy increased by 10.7 percent from 1999. By comparison, Steelton Borough’s tax levy increased by less than 1 percent over the same period. In the past five years, the Borough’s real estate tax revenue has increased an estimated 19% from $544,813 in 1996 to $669,504 in 2000. Although the Borough’s tax yield has increased within the past five years, assessed valuations for the Steelton-Highspire School District have decreased by 10.8 percent. Declining student enrollment levels and a stable millage rate may account for the District’s proportionate share of real estate valuations.

- Although there is a good degree of variation in tax revenue at the municipal level, Steelton Borough’s tax distribution is comparable with statewide figures. On average, 50 percent of the Borough’s total tax revenue is produced by the real estate tax, which accounts for roughly 15 percent of total revenue. These numbers are consistent with other Pennsylvania boroughs.

- By far, the real estate tax and earned income tax are the primary source of revenue for Steelton Borough. In combination, these taxes account for 80-90 percent of the Borough’s tax base and nearly 50 percent of its annual budget. Both taxes rely upon a stable resident population to realize growth. The US Census Bureau currently estimates that Steelton’s population is declining at a steadily decreasing rate. Census 2000 results should portray a more accurate picture of the Borough’s future socio-economic profile, which will have direct influence over the Borough’s revenue base.

- Steelton’s tax structure is supportive of new business development. Many communities and school districts in Dauphin County impose a business gross receipts tax (i.e. mercantile tax) that is levied upon businesses operating from a given locality. Because these taxes are levied against total sales instead of net profits, many analysts consider the tax counter to sound business retention and attraction practices. Steelton Borough has never imposed a business gross receipts tax and does not levy any special purpose taxes that would discourage a small business or entrepreneur from establishing operations in the Borough.
• Since established in 1998, the occupation tax has added - on average - an additional $162,329 to the Borough’s annual budget. However, as compared to other Borough taxes, the occupation tax has a high rate of delinquency. The Borough’s General Fund Budget for the 2000 fiscal year earmarks nearly 50 percent of the occupation tax as delinquent.

• Public safety and public works are the Borough’s largest categorical General Fund expenditures, consistently accounting for over 80 percent of the Borough’s total operating costs. Police protection accounts for an overwhelming majority of public safety expenditures, which have increased by 57.5 percent in the last six years.

• By October 31, 2001, the County had to certify the results of the reassessment, which will 1st take effect in the 2002 tax year. As a result of the reassessment, all taxing jurisdictions will have an opportunity to adjust their millage rates. However, Pennsylvania law establishes a rate limit for real estate taxation. As a jurisdiction of a 3rd class county, Steelton Borough is required to adjust its tax rate for the year following the Dauphin County reassessment so that the total amount of taxes levied do not exceed 110 percent of the amount levied in the preceding year. Pennsylvania imposes such limits to prevent school districts and municipalities from receiving a revenue windfall that exceeds the proportionate share of the cost of government.

1.2 Technology Assessment

As part of the Comprehensive Plan, a technology assessment for the Borough was performed to reviewed major business functions and how the hardware (i.e., computers, printers), software (i.e., word processor, spreadsheet), network, Internet and service arrangements support these processes.

Overall, the Borough makes good use of the technology it has purchased and it maintains a replacement schedule to ensure equipment is up-to-date. However, based on the technical assessment findings, this section presents recommendations that will allow the Borough to leverage their technology investment and improve internal efficiency and external service.

1.2.1 Network/Software:

The borough building has 11 workstations. The workstations range form 120 MGHZ to 933 MGHZ processors. The Borough is scheduled to upgrade three of the 120 MGHZ workstations. The workstations are connected to a client server running Microsoft Small Business Server 4.5. Small Business Server is a network solution for businesses with up to 50 computers. Microsoft Small Business server bundles various Microsoft
products into one package (e.g., SQL Server, NT Server, Exchange Server), so small organizations have the necessary tool to develop a client server network. The network is used for print and file sharing, Internet access and houses the TAABS system.

The Borough uses Microsoft Office Professional 2000 suite for their word processing and basic office needs. Additionally, they use Outlook, CIMS, Quicken 2000, Arcview GIS, Clean/NCIC, Metor and Work Perfect 6.0 software. Outlook is used for the Borough's email system.

For its main business functions, the Borough uses the Totally Automated Accounting and Billing System (TAABS) Multi-Plus software system, an Integrated Software Systems for municipalities and utilities. It offers a comprehensive accounting system designed to meet the needs of utilities, and municipalities using corporate and fund type accounting. The application includes: Utility Billing, Accounting, Work Order, Inventory, Meter Tracking, Bar Code Payment Entry, and Cash Drawer System.

Examples of the TAABS system include, the Borough's use of the cash draw to process and batch checks from utility payments. Additionally, they use STARS SW handheld devices to read meters, download the data into TAABS and process the utility bills. This is an excellent example of using technology to streamline a business process. The TABBS accounting system is also used to pay all Borough bills.

1.2.1.1 Future Needs and or Improvements

1. Utilize Microsoft Exchange Server

The Borough can increase the functionality of Outlook by utilizing Microsoft Exchange Server, which comes bundled with Microsoft Small Business Server 4.5. When Outlook runs centrally through the Exchange Server it enables shared calendars, folders, contacts and task management. This will allow greater collaboration and sharing of employee information. For example, employees will be able to view each other's calendars and assure availability before scheduling meetings. Contacts can be shared so the information is entered once and available to all. Therefore, when one employee is out of the office another employee will be able to access needed contact information without going through the individual's desk.

The Borough has the necessary hardware (i.e., gateway server) and software (i.e., exchange server) to implement this recommendation.

2. Utilize an "Access" Database

Utilizing an "Access" database will provide more functionality than the current Word static mailing list. Access is a relational database and is part of the Microsoft Office suite. An access database enables additional information to be captured (e.g., donation amount, date last contacted, thank-
Borough of Steelton – A Blueprint for Growth

you letters sent, special interest). This functionality will allow the Borough to manage its list more efficiently and directly target individuals for specific activities based on past data analysis.

The Borough has the software required to implement this task – Access is part of the Microsoft Office Suite. However, they may lack the internal skills to build and manage an Access database. The Borough should consider providing Access training to select employees.

3. Provide Remote Access For Borough Employees

During the technology assessment, users were interested in connecting to the network remotely – from home or on the road. The Borough should consider using Microsoft Small Business Server to establish Remote Access Service (RAS). RAS creates a dial-up network that extends access to your network from an employee’s home or mobile location. Remote users connect their laptops or home computers to a phone line and dial into the Small Business Server computer. Once connected, employees will have to provide username and password. Then they will have access to shared files, printers, applications, internet and their email, that will have the same look and feel as if they were connecting from the office.

Dial-up networking service is limited to the users designated by the borough to have access. The site administrator must update the employee’s account to allow dial-up permission.

The Borough has the Software (small business server) and the hardware (modem) necessary to implement this recommendation.

1.2.2 Security/Recovery Assessment:

The server resides in a locked office. Steelton’s server is backed up nightly on tape. The tapes run in a one-month cycle with the previous night’s tape taken off-site every night. Keeping a backup tape off-site is a good practice. It allows for system recovery in case of a natural disaster (e.g., fire, flood, tornado).

Employees have individual passwords, but are not required to update them regularly. Only employees who utilize the TABBS system are granted permissions. However, employees who work in any part of the financial functions have access to the entire system.

1.2.3 GIS Assessment

The emergence of Geographical Information System (GIS) for local municipalities connects maps with database information and allows for greater data analysis for planning and decision-making. The Borough of Steelton started building a GIS in the fall of 2000. Their GIS is powered
by ESRI’s ArcView 3.1 and the Borough has taken the initiative to incorporate county tax and parcel information into the system. Beginning in November of 2000, the Borough surveyed all properties and classified each by land use (i.e., Commercial, Industrial, Residential, Public, Undeveloped and Mixed). Under each land use, information was collected regarding the landowner, business (if applicable) and the conditions of the property and buildings. This data has been incorporated into the GIS system.

1.2.3.1 Future Needs and Improvements

1. GIS Availability on Other Workstations

The current system resides on only one desktop in the Borough office. In order to maximize the benefit of the GIS system, the information should be placed on the server and shared. Placing the data files on the existing server and using ArcView desktop to provide access at the workstation would accomplish this goal. To implement this solution, the data file security will have to be enforced by Windows and additional client licenses will need to be purchased. Steelton should examine both multiple and single-user client license agreements to determine which solution best fits user tendencies. During the course of the technology assessment, placing police incidents in the GIS was stated as a goal. If this occurs, attention must be given to which users can view police data in the GIS and how these roles are defined.

2. GIS Availability on the Internet

Additionally, the Borough would like to make GIS information available over the Internet. A phased approach is recommended. First, the Borough should share the information over its network – allowing time to work out any bugs and security issues and then focus on providing the information to the public. When the Borough is ready to place GIS information on to the Intranet/Internet, an upgrade to ArcView 8.1 should be considered: to allow for the inclusion of other ArcGIS modules.

The Borough will want to consider adding the following additional ESRI modules: ArcIMS, ArcSDE, and ArcPad. ArcIMS is a module that distributes GIS data and mapping to the web. ArcSDE is a database management system for all GIS data. Though it is not required for ArcIMS, it allows management of GIS spatial data in a SQL Server database, which ships with Microsoft Small Business Server, and provides a scalable solution. Before upgrading all data files onto this platform, it is highly recommended that a cost-benefit analysis be performed prior to purchase. When ArcIMS is operational, consider ArcPad to web-enable GIS data for wireless devices. ArcPad is a field-base extension of your GIS and can also be GPS enabled. This application runs on Windows CE/Pocket PC devices and could be used to collect additional GIS data or for any field operations the Borough performs.
When web-enabling GIS data, the following infrastructure and policy issues must be addressed:

- Will the data be placed on the existing server or will a server be dedicated for the GIS?
- Where will the website be hosted and what portions will be on the GIS server and at the host location?
- Will there be enough bandwidth to present the GIS data over the web on the existing line or is a dedicated line needed?
- What information will be available for public view and how to secure private data?

### 1.2.4 Internet Assessment:

Currently, all employees on the Borough's network can access the Internet through Microsoft Small Business Server, which is connected to a DSL line.

The Borough of Steelton has a website, which provides government, safety, public works, community development and historical information. The site was created with the help of HRG, Inc. and is hosted by PA-Online. Minor updates to the site occur approximately every other month. Text and graphic changes are made internally utilizing Microsoft FrontPage and are uploaded to the site using file transfer protocol (FTP). Major changes or overhauls are done with consultation from HRG, Inc.

#### 1.2.4.1 Future Needs and Improvements

1. **Internet Site Upgrades**

The Borough has a good Internet site, but some information on the site is admittedly dated. Information on the web site is currently being updated and is expected to be completed by May 2002. Keeping Internet content fresh is a problem facing virtually all local governments, small businesses and many large organizations. The Borough should consider using the Commonwealth of Pennsylvania's Dynamic Site Framework (DSF) application to build and maintain the its website. DSF is a web authoring toolset that allows for dynamic content administration. It was jointly developed by the Commonwealth and a local software company. The Commonwealth is in the process of providing the applications to some local governments free of charge. DSF incorporates a “build once and use many times” philosophy. Therefore, allowing the Borough to take advantage of modules already developed by State Agencies (i.e., document library, FAQ, survey builder).
The biggest advantage DSF offers is the ability to help keep websites up-to-date. It allows the site manager to assign roles to various users giving them permission to update particular sections of the site. For example, if the press department publishes a new press release, they could have the permission to post the release to the site. Unlike most tools, where the creation of content is made easy, but the posting must be done through FTP or another form of uploading, DSF has automated site updates. Anyone who can use Word or can cut and paste text would be able to update the site – if they had the appropriate permissions. One example mentioned during our study was the possibility of posting employment opportunities on the site. However, this was followed by the comment that once posted, the positions would most likely become dated and not removed in a timely manner. Not only does DSF afford simple updates, it also allows users to set time requirements on new postings. If the Borough would like to post a job on October first and have it removed by November first, an employee could update the site on September 25th set the edit to take effect on October 1st and be automatically removed by November 1st.

DSF would enable the Borough to spread the responsibility of updating the website directly to the individuals whose information requires the change and free up technical resources to focus on site expansion and new functionality. The Borough should contact the Governor’s Office of Information, Office for Information Technology at 717-787-4523 for information on acquiring DSF.

2. Offer e-Government Applications and Solutions

The Borough should consider providing interactive web services – allowing customers to conduct business on-line. Citizens have become accustomed to dealing with businesses (i.e., retail, banks) on-line and are beginning to expect the same convenience from their government. Some e-Government ideas that surfaced during the course of the technology assessment included: job postings, building permits, and collections of utility bills. These are listed in order of risk aversion.

Placing job postings on-line and allowing for the electronic submission of resumes would add value to the customer’s experience at a relatively low risk level. No money will be required to change hands; therefore, security concerns are reduced. Applying for a building permit on-line would require the use of an electronic signature and/or the matching of electronic receipt and paper plans. Paying utility bills on-line would have the potential to reach the greatest number of citizens. However, it requires the most planning. The Borough would need to secure the transaction of the customer’s credit card and incorporate the process into the TABBS accounting system to show receipt of funds. Although, there are more procedures to follow, the Borough should not dismiss this type of activity. On-line bill payments are the types of services citizens using and expect from their government. There are several off-the-shelf products that collect and secure electronic payments.
Planned deliberative growth is the key to success. Consider starting with the quick win of posting employment opportunities and accepting resumes on-line. This will allow the Borough to offer an interactive service and test its site development procedures and resources. Then move to providing the far-reaching interactive solution of electronic utility collection.

### 1.2.5 Support:

HRG handles all technical support and purchasing for the Borough of Steelton.

### 1.2.6 Planning Implications

The Borough of Steelton has a solid technical infrastructure in place. The majority of recommended improvements presented in the technical assessment utilize hardware and software the Borough already owns. By incorporated the above mentioned improvements and following its equipment replacement schedule to keep the system current, the Borough will be in a position to leverage its investment in technology and provide superior service to its citizens. Following is a summary of the planning implications for technology advancement, which the Borough should closely examine:

- Utilize Microsoft Exchange Server to enable all Borough employees to view Outlook calendars, folders, contacts and task management.
- Utilize an “Access” database to capture and manage information more efficiently.
- Provide remote access to the Borough’s network municipal employees.
- Make GIS on other municipal workstations.
- Make GIS available on the Internet.
- Upgrade the Borough’s website using the Commonwealth of Pennsylvania’s Dynamic Site Framework (DSF) application to allow for more efficient and timely updating of information.
- Offer e-Government Applications and Solutions to provide interactive web services to Borough customers.
In addition to an understanding the Borough’s past, a solid understanding of the Borough’s present is an essential component in effective planning for the future. Several sources were employed to gain a better understanding of the current conditions in Steelton.

- Public Involvement
  - Stakeholder Interviews
  - Town Meetings
- Current Housing Assessment
- Downtown Market Analysis

The following pages provide a description of the current conditions in the Borough of Steelton

2.1 Public Involvement

One of the greatest sources of information about the current conditions in the Borough is the people who live, work, and shop in the Borough. Borough residents were involved in interviews, focus groups and town meetings that provided essential information about the Borough from the perspective of its residents.

2.1.1 Stakeholder Interviews

Interviews were conducted with key “stakeholders” in the Borough. The stakeholders were identified by Borough officials and included representatives of local, county and state government; economic development organizations, area businesses, local schools, local churches, and Borough residents. Thirteen interviews were conducted with individuals, and 6 focus groups were conducted which included approximately 100 people. The interviews and focus groups were designed to:

- Identify trends in the Borough – trends were defined as positive or negative changes in demographics, economy, social environment, housing, or any other community environments.
Borough of Steelton – A Blueprint for Growth

- Identify characteristics of the Borough – participants were asked to brainstorm both positive and negative characteristics of Steelton that made it unique, or set it apart from other communities.

- Identify initiatives – participants were asked to identify and prioritize key initiatives that they felt would be most effective in improving the Borough.

As notes from interviews and focus groups were reviewed and summarized, four common themes emerged. The themes were identified as follows:

- The Borough Should **Reclaim** its Pride and “Sense of Community”
  - “Steel Town” Identity
  - Diverse Social Clubs
  - Multi-cultural community – “Many Countries-One People”
  - Friendly Atmosphere
  - Hard-working People
  - “Sports” Identity

- The Borough Should **Recognize** the Needs of its Youth
  - Increased and Improved Recreational Space
  - More Activities for Youth
  - Lack of Mobility for Many Youth

- The Borough Should **Revitalize** its Downtown Business District
  - Need a Grocery Store
  - Clean Up Downtown
  - Attract New Business and Industry
Borough of Steelton – A Blueprint for Growth

Section 2 - Where Are We Now?

- The Borough Should Revive its Housing
  - Improve the Physical Condition and Maintenance of Current Housing Stock
  - Population is Decreasing
  - The Younger Generation is Moving Away – Could be Related to Lack of Desirable Housing
  - No Space for New Housing Development
  - Current Population is More Transient

These themes provided guidance for further research and served as the basis for subsequent town meetings and strategic planning exercises.

2.1.2 Town Meetings

Two Town Meetings were held to augment the information gathered from the stakeholder interviews. The first Town Meeting, held on April 4, 2000, drew approximately 120 Borough residents. Meeting participants broke into small groups to brainstorm ideas for possible initiatives related to each of the themes identified from stakeholder interviews. Following is a summary of the ideas suggested by the groups:

Reclaiming a Sense of Community

- Get schools to be more involved with the community needs
- More community projects with all involved (grass roots)
- Clean up neighborhoods
- Work closer with our neighborhood communities
- More community-wide projects involving all residents
- More active members in service clubs
- Swimming pool
- Enforcement of pet care on public streets
- Help elderly...get youth involved!!

- More co-operation among all groups
- Neighborhood watch...report things...don’t be afraid to get involved
- Get to know your neighbors...if you don’t already.
- It takes a whole town to raise children...show a good example
- Block parties
- Downtown friendly accessories related to “steel industry”
  - i.e., Hershey kisses, benches, street lights
Borough of Steelton – A Blueprint for Growth

Section 2 - Where Are We Now?

- Community activities:
  - Street fair
  - Trot ‘n Brew
  - Craft fair/kids fair
  - Ethnic food fair
  - Farmers market – Saturday
  - Community trips – Atlantic City, etc.
- Senior citizens – where do they meet?

Recognizing/Addressing Needs of Youth

- Recruit college interns to participate in organized activities, such as Adams Street. B-ball summer league
- Academic challenges – (High Q)
- Drama club – more drama (summer youth program)
- Day trips – Educational and recreational
- Youth coordinators (designated)
- 4-H Program
- Youth volunteer programs (beautification clean-up)
- Dances – Boys and Girls Club
- More after-school programs

- Library
- Community picnic
- More active recreation committee – parades/street fair
- Support the businesses in Steelton
- Volunteer opportunities
- Update Steeltonpa.com
- Get involved

- Supervised parks and recreation programs
- Restructure school system to include incentives/rewards to improve learning.
- Supervised “social” opportunities
- Standard discipline system
- Open gym for dances and other recreations
- Replace tennis courts with basketball courts
- After-school programs
- Community pool
Downtown Revitalization

- Negotiate contract for repairs (subsidize for businesses)
- Uniformity of store front
- Free parking
- Theme – vision
- Double coupons! (Giant maybe???)
- Bring back Dundoff’s
- Clean up store fronts and clean windows
- Paint fronts for pleasing view – tax break incentive
- More parking
- Other new businesses
- Vacant spaces to be used for parking or business

Reviving our Housing

- INCENTIVES – Main Street into neighborhoods
- Block cleaning
- Block parties
- Rehabilitation of abandoned properties – solve housing problem
  - Grants
  - Funding
- Reclaim river front

- Improve mill image from Front Street view
- Explore business opportunities on river side of 230 – East End area
- Traffic
- Better light patterns including left turn green arrow
- 24 hour restaurant
- Business recruitment package should be in place
- Fast food franchise – (Front Street)
- Vacant buildings
- Incentive to homeowners and business owners to keep Front St. clean

- Enforce codes
- Rid town of slum lords
- Owners keep property clean and tidy: pick up trash and encourage children to do the same
- Enforce the laws!
  - Loud music – car and homes
  - Sliding through stop signs
A second Town Meeting was held on June 7, 2001 with approximately 85 residents participating. The meeting provided participants with a summary of the status of the comprehensive planning process, which included results of the strategic planning workshop, and an opportunity to ask questions about the planning process.

### 2.2 Downtown Market Analysis

During the past few years, "downtown" America experienced significant changes as shopping centers and malls have provided additional shopping options to consumers. Large anchor stores, inviting facades, a wide range of product selection, and ample free parking have attracted consumers out of downtown. As a result, many downtowns have been left with vacant storefronts and properties in need of repair. The Borough of Steelton is no exception. In order to determine what actions should be taken to bring consumers back downtown and help to change the Borough's economic climate, Borough leaders performed a market analysis of the downtown business district. The market analysis addresses the following questions:

- Who's Doing Business Downtown?
- What Is The Current Business Environment?
- What Is The Trade Area For The Business District
- Who Lives In The Trade Area?
- Who Are The Customers And What Do They Want?
- What Is The Projected Population Growth?
- What Are The Current Retail Sales In The Trade Area?
- What Are The Retail Sales Potentials?

The market analysis and the resulting planning implications will serve as a guide in creating and maintaining a business climate in the downtown that will be attractive to both consumers and businesses.

The following section presents the findings of the market analysis.
2.2.1 Who's Doing Business Downtown?

For purposes of the market analysis, Front Street was divided into two sections: (1) Primary Business District (PBD); and (2) Secondary Business District (SBD). The PBD includes properties fronting Front Street between Conestoga and Mohn Streets. The SBD includes all other properties fronting Front Street within the Borough.

2.2.1.1 Business Inventory

An inventory of the PBD indicated a 16 percent vacancy rate. Retail establishments, restaurants and bars made up approximately 35 percent of the businesses. Table 28 shows a breakdown of the types of businesses in the PBD.

2.2.2 What Is The Current Business Environment?

A survey was distributed to businesses in the Borough to gather information about business ownership, physical property, parking, hours of operation, business volume patterns, customer residence, marketing practices and business support needs. Thirty-nine businesses owners participated in the survey, approximately half of which are located within the Primary Business District. Survey results indicate that:

- 38% of business owners have owned their business in Steelton for 10-20 years, and 26% of business owners have owned their business in Steelton for 5-10 years.
- 74% of business owners own the property where their business is located.
- 44% of business owners park at a parking meter on the street.
- 47% of business owners reported annual gross sales of $50,000 - $100,000, and 38% of business owners reported annual gross sales of $100,000 - $500,000.
- 20% of business owners reported an increase in gross sales in 2000, and 5% reported a decrease in gross sales in 2000.

<table>
<thead>
<tr>
<th>Type of Business</th>
<th># Of Establishments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail</td>
<td>16</td>
</tr>
<tr>
<td>Vacant</td>
<td>14</td>
</tr>
<tr>
<td>Food &amp; Entertainment</td>
<td>13</td>
</tr>
<tr>
<td>Hair/Nail Salons</td>
<td>10</td>
</tr>
<tr>
<td>Misc. Services</td>
<td>10</td>
</tr>
<tr>
<td>Professional Services</td>
<td>6</td>
</tr>
<tr>
<td>Social Club</td>
<td>4</td>
</tr>
<tr>
<td>Medical / Pharmacy</td>
<td>4</td>
</tr>
<tr>
<td>Public Services</td>
<td>3</td>
</tr>
<tr>
<td>Auto</td>
<td>3</td>
</tr>
<tr>
<td>Financial</td>
<td>2</td>
</tr>
<tr>
<td>Industrial</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>85</strong></td>
</tr>
</tbody>
</table>
Five business owners plan to expand their business in Steelton and one plans to expand elsewhere due to limited business space and parking space in Steelton.

Five business owners indicated that a new business in Steelton similar to theirs would enhance or complement their business. Those types of businesses included alternative medicine, baked goods/deli, books, clothing & clothing accessories and a restaurant (with alcoholic beverages).

79% of businesses opened between 9 a.m. and 10 a.m.

45% of businesses close between 5 p.m. and 6 p.m., and 33% close at 7 p.m.

72% of business owners reported winter holiday as the time of year with the lowest sales volume.

77% of businesses advertise in newspapers and 46% advertise in newspapers and on the radio.

Businesses reported drawing customers primarily from Steelton and Harrisburg and secondarily from Highspire and Swatara Township.

Business owners indicated need of support in advertising; group advertising, promotions and events; parking programs and relief; and loan programs.

2.2.2.1 Physical Environment

A physical inventory of the PBD was conducted and the physical condition of buildings and storefronts was assessed. Sixty-three percent of buildings were considered to be in either excellent or good condition. Twenty-six percent were considered to be in fair condition and eleven percent were considered to need improvement. The majority of buildings needing improvement (five out of nine) were located in the 200 block of South Front Street, between Elm and Swatara Streets.

Seventy-five percent of businesses in the PBD have no more than two on-street parking spaces adjacent to their building. It is interesting to note that, as stated above, 44% of business owners surveyed indicated that they utilize metered parking spaces. Twenty-three businesses in the PBD have off-street parking. One of the 23 businesses has 41 off-street parking spaces, four have between 15 and 20, three have between 10 and 15, six have between 5 and 10, and nine have less than 5.

There are two traffic lights along Front Street in the PBD with pedestrian crosswalks, and the speed limit on Front Street is 25 miles per hour.
2.2.2.2 Downtown Anchors

An “anchor” store in a shopping center or a mall is usually a large, well-known department store that acts as a traffic generator. Anchor stores in a mall are usually strategically spread out so that customers must pass smaller shops and specialty stores as they walk between anchors. The same dynamic can be incorporated in a downtown business district. Seven establishments in the PBD were identified as anchors. The U.S. Post Office is located outside the PBD, however, it is located one block from the center of the PBD and generates significant daily traffic and should be considered an anchor for market analysis purposes. Error! Not a valid link. shows the anchor establishments, their estimated daily customers, and their peak hours of activity.

Figure 23 shows the location of each anchor in relation to traffic signals and pedestrian crosswalks. All eight anchors are located near the center of the PBD, with three on the south side of Front Street (river-side) and five on the north side. Pedestrian can cross at traffic signals between anchors at only two locations.

Information obtained from anchor businesses indicates significant downtown traffic, 300 – 600 people, with peak hours between the hours of 3 p.m. and 7 p.m. Thirty-three percent of business owners surveyed indicated that they stay open until 7 p.m.

<table>
<thead>
<tr>
<th>Anchor</th>
<th>Address</th>
<th>Estimated Daily Customers</th>
<th>Peak Hours</th>
</tr>
</thead>
<tbody>
<tr>
<td>Turkey Hill</td>
<td>50 N. Front St.</td>
<td>250 - 300</td>
<td></td>
</tr>
<tr>
<td>CR's Friendly Market</td>
<td>154 S. Front St.</td>
<td>200 - 250</td>
<td></td>
</tr>
<tr>
<td>Boys and Girls Club</td>
<td>1 N. Front St.</td>
<td>50</td>
<td>3 p.m. - 5 p.m.</td>
</tr>
<tr>
<td>Municipal Building</td>
<td>123 N. Front St.</td>
<td>50</td>
<td>1 p.m. - 4 p.m.</td>
</tr>
<tr>
<td>Rite Aid</td>
<td>124 S. Front St.</td>
<td>600</td>
<td>5 p.m. - 7 p.m. Weekdays</td>
</tr>
<tr>
<td>Post Office</td>
<td>2nd &amp; Locust Streets</td>
<td>250 - 300</td>
<td>5 p.m. - 7 p.m. Weekdays</td>
</tr>
<tr>
<td>Mechanics Savings Bank</td>
<td>51 S. Front St.</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>

Information obtained from anchor businesses indicates significant downtown traffic, 300 – 600 people, with peak hours between the hours of 3 p.m. and 7 p.m. Thirty-three percent of business owners surveyed indicated that they stay open until 7 p.m.
2.2.2.3 Business Clusters

The mix of businesses and their locations in a downtown business district can tell a lot about the market potential of the district. Clusters of businesses that are similar in nature, share customer, or have complementary goods or services can strengthen the image of downtown as a "shopping center".

As shown in the map on the following page, existing businesses in the PBD were mapped by business type to identify existing clusters. Eleven of twelve miscellaneous retail stores are located in the west half of the PBD between Walnut and Lincoln Streets. The east section of the PBD between Chestnut and Mohn Streets has a high concentration of apartments and single-family homes. While no strong existing clusters were evident, the following businesses were noted to be in relatively close proximity with each other and are either similar in nature or complementary:

- Family Medicine Associates, Rite Aid, & Steelton Pharmacy
- Jessie Mae’s Thrift Shop, The Vintage Shop, & JJ Moore’s Odds & Ends
- Allfirst Bank & Mechanics Savings Bank
- Columbia’s Beauty Salon, Greg Runkles Styling Salon & Steelton Hair
- Steelton Auto Services & Mark’s Garage
- Three vacant storefronts between Locust and Pine Streets in the heart of the PBD
Note: Information represents status as of inventory January 2002. Distance from Conestoga to Mohn St. is approximately 1 mi. Footprints are for analysis purposes only and are NOT drawn to scale.
A significant area fronting the south side of Front Street on either side of Swatara Street (PSC Gate 3) is utilized for employee parking. This area is also in the heart of the PBD and would be a prime retail location.

In planning for future growth, redevelopment and business recruitment, four primary factors should be considered in clustering businesses that can affect their ability to generate sales:

2.2.2.3.1 Tenant Mix

A destination business is a business with the drawing power to attract customers who are willing to make a special trip to do business there. Other businesses rely heavily on impulse shoppers, or shoppers who happen to be near their business and decide on impulse to shop there. Complementary businesses may offer a different product, but attract the same customers, such as a clothing store and a clothing accessories or shoe store. Businesses that rely on impulse or complementary shoppers generally will have a greater sales potential if they are located near a destination business or a complementary business that attracts similar customers.

2.2.2.3.2 Site Attributes

Businesses that rely on convenience, impulse and accessibility should have advantageous site attributes such as convenient curb cuts or access, high traffic counts, signs that are easily visible, and a relative location on the “going-to-work” side, or the “going-home” of the street.

2.2.2.3.3 Demographics

Businesses that are niche or specialty oriented and require a certain type of customer should only locate in the Borough if the demographics of the trade area reflect a large concentration of the required customer type.

2.2.2.3.4 Competition

Competitive businesses can sometimes do well located close together and can create a “zone” that is identified by consumers as having a high concentration of a certain product or service. However, their potential sales can be negatively affected if the market for their particular product or service is saturated. A start-up business or service should evaluate the existing competition before choosing to locate in the Borough, and especially before choosing to locate in a product or service “zone”.

Borough of Steelton – A Blueprint for Growth

Section 2 - Where Are We Now?
2.2.3 What Is The Trade Area For The Business District

The trade area for a district is defined as the geographic area from which businesses in the district draw customers. The primary trade area is the geographic area from which businesses within the district draw the majority of their customers. The trade area for the PBD was defined based on information submitted in the business owner’s survey. In addition, traffic patterns, natural boundaries and competitive shopping areas were taken into consideration.

2.2.3.1 Primary Trade Area

Only five business owners in the PBD surveyed indicated that they track their customers by zip code, however business owners were able to indicate where they believe the majority of their customers were from. The trade areas indicated by business owners varied from business to business, however in general, business owners indicated that the majority of their customers are from Steelton and Harrisburg and secondarily from Highspire and Swatara Township.

The Susquehanna River represents a natural trade boundary for area customers. Residents typically don’t cross the river, in either direction, to shop. The South Bridge in Harrisburg is the closest access to the west shore from Steelton. As shown in Error! Not a valid link., Interstates 83 and 283, and PA Routes 230, 283, 322 and...
Based on the above observations and industry experience, the primary trade area for Steelton was defined as a 3½-mile radius around Steelton (using the intersection of Front Street and Chambers Street as the center), excluding all areas west of the Susquehanna River. Similarly, a secondary trade area was identified to include a 4½-mile radius using the same center point and excluding all areas west of the Susquehanna River.

### 2.2.3.1.1 Market Competition

While a 3½-mile drive for shopping seems to be a relatively short distance, another key consideration of the potential of capturing the retail market in an area is the existing competitive shopping areas. One primary shopping mall is located within the primary trade area and two primary shopping centers are located in the secondary trade area. All three shopping areas present significant competition to the PBD. In addition, the Colonial Commons, Paxton Towne Center, and Middletown's Mid Town Plaza are located just outside the secondary trade area within 5½ miles of the PBD. The map in Error! Not a valid link. shows the key shopping areas within the primary and secondary trade areas.

- **Harrisburg East Mall—Indoor mall (871,000 sq. ft.) located approximately 3 miles from Steelton** – Anchor stores include Lord & Taylor and Hecht's department stores.
- **Union Deposit Area – The Point Mall, an open air mall approximately 5 miles from Steelton** – Includes the Burlington Coat Factory and Staples as primary anchors. Two smaller strip malls are located in the area as well with miscellaneous retail shops & restaurants.
- **Swatara Square/Wal-Mart Area - Located on SR 322 approximately 5 miles from Steelton**, the anchor stores for this shopping area include Wal-Mart, Sam's Club and Weis Market. Several miscellaneous retail shops and restaurants are located in the development.

### 2.2.4 Who Are Your Customers and What Do They Want?

For purposes of this study, residents of the above-described Primary Trade Area are considered to be customers of the PBD. In order to recruit businesses to the PBD that will serve the needs of the customers, it is crucial to know more about the customers, their lifestyles, and their shopping habits. The following sections provide a description of the customers of the PBD.
2.2.4.1 Demographic Profile

The population in the Primary and Secondary Trade Areas has increased from 1990 to 2001, and is expected to continue to increase by 2006. The increases in population are shown in Figure 25.

The median age in the Primary Trade Area is 36.8 and is 37.3 in the Secondary Trade Area. Figure 27 shows the population by age group in the Trade Areas.

The estimated 2001 median income of households in the Primary Trade Area is $42,226 and $40,177 in the Secondary Trade Area. As shown in the following figures, the distribution of income in the Primary Trade Area mirrors that of the Secondary Trade Area, with approximately 40% of households earning between $35,000 and $74,999.
Borough of Steelton – A Blueprint for Growth

Section 2 - Where Are We Now?

Primary Trade Area Household Income 2001 (Estimated)

- $100,000 - $149,999: 13%
- $150,000 and Over: 11%
- Under $10,000: 5%
- $75,000 - $99,999: 18%
- $50,000 - $74,999: 18%
- $35,000 - $49,999: 18%
- $30,000 - $34,999: 17%
- $25,000 - $29,999: 17%
- $20,000 - $24,999: 17%
- $10,000 - $19,999: 17%

Secondary Trade Area Household Income 2001 (Estimated)

- $100,000 - $149,999: 18%
- $150,000 and Over: 18%
- Under $10,000: 15%
- $75,000 - $99,999: 15%
- $50,000 - $74,999: 15%
- $35,000 - $49,999: 15%
- $30,000 - $34,999: 15%
- $25,000 - $29,999: 15%
- $20,000 - $24,999: 15%
- $10,000 - $19,999: 15%

Population by Age Group 2001 (Estimated)

- Under 15: 22.2%
- 15 - 19: 18.8%
- 20 - 34: 14.0%
- 35 - 44: 14.0%
- 45 - 64: 21.8%
- 65+: 21.2%

Figure 28

Figure 27

Figure 26
2.2.4.2 Consumer Preference Surveys

Surveys were mailed to every address in the 17113 zip code to get input from residents about their shopping habits and preferences. The 17113 zip code includes all of the Borough of Steelton and a portion of Swatara Township. Approximately 3,395 surveys were distributed with 699 residents responding. A copy of the survey and detailed survey results are included in Appendix A. Significant observations from the survey that should be taken into consideration for future business recruitment and planning include the following:

- 55% of respondents who reported that they were employed indicated that they work in Harrisburg.
- 75% of respondents who reported household income indicated a household of income of less than $50,000. Approximately half of those respondents reported household income of less than $25,000.
- 90% of respondents most often read the *Patriot News*.
- Three radio stations top the list for most frequent listening: WNNK, 44%; The River, 26%; and Bob Radio, 26%.
- 45% of respondents indicated that they have Internet access and approximately half of those respondents utilize the Internet for shopping. Only one business survey respondents indicated that their business had a web site.
- 70% of respondents indicated that they use the businesses and services in the Borough at least weekly. 17% of those respondents live outside the Borough.
- 80% of respondents reported availability and convenience as the most important factors when looking for parking.
- Merchant and community sponsored events and newspaper ads were reported to be an important draw to shopping in Steelton by approximately half of respondents.
• Respondents rated the following to be at least somewhat important to their lifestyle:

<table>
<thead>
<tr>
<th>Category</th>
<th>Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td>83%</td>
</tr>
<tr>
<td>Home Improvement</td>
<td>82%</td>
</tr>
<tr>
<td>Restaurants</td>
<td>81%</td>
</tr>
<tr>
<td>Community Service</td>
<td>76%</td>
</tr>
<tr>
<td>Music</td>
<td>74%</td>
</tr>
<tr>
<td>Nature</td>
<td>72%</td>
</tr>
<tr>
<td>Community Service Other</td>
<td>71%</td>
</tr>
<tr>
<td>Books</td>
<td>71%</td>
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<tr>
<td>Library</td>
<td>67%</td>
</tr>
<tr>
<td>Travel</td>
<td>66%</td>
</tr>
<tr>
<td>Exercise/Fitness</td>
<td>65%</td>
</tr>
<tr>
<td>Heritage/Local History</td>
<td>62%</td>
</tr>
<tr>
<td>Fashion</td>
<td>57%</td>
</tr>
<tr>
<td>Theater/Dance</td>
<td>53%</td>
</tr>
<tr>
<td>Arts &amp; Crafts</td>
<td>53%</td>
</tr>
<tr>
<td>Sports</td>
<td>52%</td>
</tr>
<tr>
<td>Nightlife/Clubs</td>
<td>40%</td>
</tr>
<tr>
<td>Antiques</td>
<td>39%</td>
</tr>
</tbody>
</table>

• Respondents overwhelmingly indicated a grocery store as the type of store they would most like to see opened in the Borough.

• 32% of respondents indicated weekday mornings as their most convenient shopping time and 31% indicated weekday evenings.

• Respondents rated the following improvements to the Borough as important: New Businesses (87%), More/Improved Parking (78%), Building Façade Improvements (76%), Better Lighting (74%), Landscaping (71%)
Customers indicated that they most often do their banking in Steelton, as well as shopping for pharmaceuticals, hardware and appliances. All other business is most often conducted outside the Borough. Listed below are locations where respondents most often shop for specific items:

- **Banking**: Steelton
- **Grocery**: Union Deposit, Middletown & Harrisburg
- **Clothing**: Colonial Park & Harrisburg East
- **Pharmaceuticals**: Steelton
- **Shoes**: Harrisburg East, Colonial Park & Harrisburg
- **Appliances**: Harrisburg, Steelton & Colonial Park
- **Furniture**: Harrisburg & Colonial Park
- **Cars**: Harrisburg
- **Hardware**: Steelton
- **Jewelry**: Harrisburg East, Colonial Park & Harrisburg
- **Sporting Goods**: Colonial Park & Harrisburg
- **Travel**: Harrisburg
- **Restaurants**: Harrisburg
- **Books & Magazines**: Harrisburg
- **Video Rentals**: Harrisburg
- **Religious Supplies**: Harrisburg
- **Insurance**: Harrisburg
- **Crafts**: Union Deposit & Harrisburg

Over 80% of respondents indicated that quality, price, selection, quality & availability of service, convenient hours, friendly atmosphere, convenient parking, and appearance of stores were the most important factors that influence where they shop.
2.2.5 What Are The Retail Sales Potentials?

In addition to the information submitted by residents in the consumer surveys, retail sales potential can be estimated by comparing the retail sales of businesses in the Borough to the spending patterns of the customers. A surplus is indicated if businesses in the Borough are selling more than customers are spending. If customers are spending more than businesses are selling, it means that there is a leakage in sales to areas outside the Borough. Consumer spending patterns and business sales obtained from Claritas, Inc. indicate a leakage of sales to areas outside the Borough in the following areas.
## Borough of Steelton - A Blueprint for Growth

### Section 3 - Where Do We Want To Be?

<table>
<thead>
<tr>
<th>Business Type</th>
<th>Expenditures - ($)</th>
<th>Sales - ($)</th>
<th>Surplus/(Leakage) - ($)</th>
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<tr>
<td></td>
<td>Steelton Borough</td>
<td>3.5-Mile Radius</td>
<td>4.5-Mile Radius</td>
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<tr>
<td>Building Materials &amp; Supply Stores</td>
<td>578,000</td>
<td>5,268,000</td>
<td>8,624,000</td>
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<td>Hardware Stores</td>
<td>214,000</td>
<td>2,006,000</td>
<td>3,306,000</td>
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<td>Retail Nursery/Lawn &amp; Garden Supplies</td>
<td>231,000</td>
<td>2,124,000</td>
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<td>Auto Supply Stores</td>
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<td>9,704,000</td>
<td>16,178,000</td>
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<td>Gasoline/Service Stations</td>
<td>1,527,000</td>
<td>14,939,000</td>
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<td>Grocery Stores</td>
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<td>Drug &amp; Proprietary Stores</td>
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<td>Eating Places</td>
<td>6,753,000</td>
<td>66,901,000</td>
<td>111,352,000</td>
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<td>Drinking Places</td>
<td>497,000</td>
<td>4,943,000</td>
<td>8,299,000</td>
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<td>Department Stores</td>
<td>5,424,000</td>
<td>52,982,000</td>
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<td>Apparel Stores</td>
<td>2,148,000</td>
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<td>Shoe Stores</td>
<td>447,000</td>
<td>4,587,000</td>
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<tr>
<td>Furniture</td>
<td>1,076,000</td>
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<td>Home Furnishing Stores</td>
<td>464,000</td>
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<td>7,303,000</td>
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<td>Household Appliance Stores</td>
<td>320,000</td>
<td>3,037,000</td>
<td>5,005,000</td>
</tr>
<tr>
<td>Radio/TV/Computer/Music Stores</td>
<td>1,156,000</td>
<td>11,346,000</td>
<td>18,813,000</td>
</tr>
</tbody>
</table>

* Excludes West Shore
2.2.6 Planning Implications

Based on the results of the market analysis, the Borough should consider the following factors in future planning and redevelopment.

- An application should be submitted to the Department of Community and Economic Development's (DCED) for designation as a Main Street Community. Designation as a Main Street Community would provide access to technical assistance and training, grant and loan funds, as well as networking opportunities with other Main Street Communities.

- Business owners surveyed indicated a strong interest in being a part of a "downtown" organization. Borough officials should facilitate the organization of such an organization. This organization should be structured to oversee the activities of the Main Street program.

- The layout of the PBD is linear and spans approximate 1 mile. A town "center" should be defined and the adjacent blocks should receive first priority in a redevelopment plan. The intersection of Front Street and Locust Street would be a desirable location for a town "center".

- A streetscape design should be defined and implemented in the Borough with façade improvements to the blocks adjacent to the town center as priority. Second in priority for façade and building improvements should be in the area of the 200 block of South Front Street between Elm and Swatara Streets. In addition to façade guidelines, the streetscape design should include guidelines for adequate lighting to increase safety of customers in the PBD, as well as consistent signage that is easily visible.

- Pedestrian access in the PBD is limited. There are only two signaled intersections in the PBD and crosswalks are not well marked. With Front Street as a primary transportation corridor into Harrisburg, traffic conditions restrict a pedestrian's ability to cross the street safely. Consideration should be given to traffic calming measures within the PBD, which should include well-marked and enforced pedestrian crosswalks.

- The lack of parking in the PBD is of crucial importance to its economic success. Seventy-five percent of businesses have no more than two on-street parking spaces available for their customers, and 44% of business owners surveyed who work at their business indicated that they use on-street parking. There is no municipal parking currently available in the Borough. In addition, it was noted that some businesses use on-street parking for business related vehicles. The Borough should evaluate areas adjacent to (but not fronting) Front Street for potential municipal parking. Priority should be given to provide adequate parking near the town center, as well as near either end of the PBD.
The uses of properties fronting Front Street in the PBD should be evaluated and consideration should be given to the mix of businesses in prime retail properties. Owners of businesses identified in potential clusters above may want to consider relocation to maximize sales potential. The mix of businesses should also be considered in recruiting new businesses to fill vacancies in the PBD. Expansive private parking areas fronting Front Street could potentially be relocated to allow for more retail or service businesses in prime locations.

The Borough should aggressively recruit a developer and available property to provide a grocery store to meet a vital need for the community as indicated by residents in surveys, interviews and town meetings.

The Borough should develop an information packet that would be readily available to potential business owners with a current list and description of available properties, existing businesses, as well answers to questions regarding state and local requirements of starting and operating a business in the Borough and in Pennsylvania.

Business owners should evaluate and coordinate hours of operation to accommodate the needs of their customers and increase sales potential. Survey respondents indicated that morning and evening hours are their most convenient shopping times.

The majority of business owners indicated that the winter holidays were the time of the year when they experience the lowest sales volume. Customers indicated that community and merchant sponsored events influence their shopping in Steelton. The community and business owners should take advantage of the opportunity for holiday events and coordinated shopping incentives in the PBD.

Based on the interests, shopping habits and spending patterns of customers in the trade area, businesses related to home improvement, music, books, exercise/fitness, arts & crafts, shoes or apparel & accessories could fill a niche in the PBD. Customers indicated that restaurants are important to their lifestyles. While there are 11 eating places located in the PBD, most are fast food, convenience oriented. Customers surveyed indicated that they most often frequent restaurants outside of Steelton. A family restaurant with modest prices could also possibly fill a niche.
3.1 Strategic Planning

Approximately 30 residents and stakeholders participated in a strategic planning session to evaluate the following four areas to assess the Borough's strengths and weaknesses in each area, the opportunities and threats in each area, and to develop and prioritize action plans in each area.

- Land Use and Housing
- Downtown Business and Economic Development
- Quality of Life
- Infrastructure

Participants were divided into four groups for this planning exercise according to their expertise and/or interests. In addition to the strategic planning session, members of a newly organized downtown business owner's organization and further defined strategies for downtown revitalization. Following are summaries of the results of the four strategic planning areas.

3.1.1 Land Use and Housing Summary

3.1.1.1 History

The land use characteristics of Steelton show that the majority of the land in the Borough is classified as Industrial, approximately 58%. This significant amount of industrial land is due to the historic development of the Bethlehem Steel. The housing stock of the community is older and was developed in conjunction with the expansion of the Steel manufacturing areas. Steelton's development pattern consists of a traditional street grid consisting of small lots. The Borough's development has been influenced by the Susquehanna River to the south and steep hills to the north. These two geographic characteristics have been a significant influence on the development density and patterns that exist in the Borough.
The 1972 Comprehensive Plan had several recommendations to consider, a few of these recommendations have been implemented. Some of the recommendations are outdated with current economic development priorities.

- Develop vacant land adjacent to Adams Street above Harrisburg Avenue for residential use.
- Develop Cottage Hill Athletic Field for residential use.
- Develop commercial uses in the downtown to cater to heavy automobile traffic.
- Remove undeveloped land owned by Bethlehem Steel adjacent to Penn Street and classify it as public open space.
- Use public parks as buffers between residential areas and industrial areas
- Evaluate redevelopment opportunities along Front Street.
- Identify other deficient structures.

3.1.1.2 Today

Much of the overall land use trends remain constant since 1972. Approximately 58 percent of the land within the Borough is classified as industrial and 15 percent of the land is classified as residential. There are several significant pieces of land classified as industrial that are not currently being utilized. Some of this land such as the future boat dock, has been transitioned to public recreational space. The challenge facing Steelton is identifying redevelopment strategies for vacant land in the Borough.

3.1.1.2.1 2002 Priority Recommendations:

Recommendation 1: Work with Pennsylvania Steel Technologies (PST) to identify land use opportunities.

Strategies:

- Identify the opportunities with PST’s riverfront properties
  - Understand PST’s current business challenges
  - Identify PST’s future as a viable Steelton industry
  - Uncover environmental issues on the surplus properties as well as the riverfront area

Recommendation 2: Work with other large land owners to identify use opportunities
Recommendation 3: Identify future parks and recreational areas for potential public use in the Borough.

Strategies:

- Identify the recreational needs and facilities the different age groups for the citizens of Steelton and their space requirements.
- Become familiar with state and federal resources available to implement the recreation programs and policies adopted by the Borough.
- Outline acquisition and lease strategies for the available and potentially available lands for future parks and recreation should be developed.
- Prioritize the commonwealth’s initiative to establish greenway corridors along the Susquehanna River. Design guidelines for riverfront properties in the greenway corridor designated in this plan should be created and included in the Borough’s zoning ordinance.

Recommendation 4: Improve the overall quality of housing in Steelton and target areas for housing rehabilitation.

Strategies:

- Create neighborhood districts within the Borough that establish goals, revitalization strategies and priority projects. The Borough or a designated neighborhood based planning group should schedule meetings and events according to the prioritized projects.
- Establish a municipal planning assistance program that gives a neighborhood planning group continued support.
- Provide a way and means in which the neighborhood residents can become familiar with each other, organize, and work together towards a common goal.
- Recognize those neighbors that have taken steps to beautify their neighborhoods (Newsletter coverage, gifts or tokens of the Borough’s appreciation).

Recommendation 5: Identify key development infill opportunities.
3.1.2 Downtown Business and Economic Development

3.1.2.1 History

Steelton Borough was originally developed in a manner which best complemented the Pennsylvania Steel Company. A commercial district was designed and constructed that provided the steel workers and management with the goods and services needed to live, work, and raise families in the Steelton area. This commercial district “downtown” was approximately 21 acres and located along the north and south side of Front Street (Rt. 230). The 1972 Comprehensive Plan locates the central business district between Gibson and Chambers Streets. Much of the downtown could be characterized by the mixed use building design. Property owners in the past would manage a business on the first floor and live on the upper floors. Today, most of the upper floors of multi-level properties are rented to tenants not related to the business owner.

The 1972 Comprehensive Plan had several recommendations that should be revisited:

- Removal of incompatible land uses in the downtown
- Continued revitalization of the Front Street area
- Designate the areas along Front Street outside the central business district as Highway commercial
- Development of more off-street parking through small municipal lots following the demolition or deteriorated structures along Front Street

3.1.2.2 Today

The location and character of the downtown remains constant since the 1972 Comprehensive Plan however, several properties have been demolished and rebuilt without regard to the time period design. Many new challenges exist for downtown businesses and municipal government. The statistics show the number of single-owner vehicles has significantly increased over the last 25 years, creating the need for more parking. Retail space needs, design standards, and basic utility needs have also changed.

3.1.2.2.1 2002 Priority Recommendations:

**Recommendation 1:** Downtown Steelton property owners, the Business Association, and the Revitalization Committee members will encourage each other to take pride in maintaining their properties to improve the attractiveness of the Downtown and their community.
Borough of Steelton – A Blueprint for Growth

Strategies:

• Engage the Business community in effective clean-up practices.
• Become a “Main Street Community”
• Apply to the Pennsylvania Department of Community and Economic Development’s New Communities Program to become a Main Street Community.
• Hire a Downtown Manager that can focus on efforts to improve the economic development, quality of life, and business retention and recruitment in downtown Steelton. Organize downtown events and fund-raising Needs
• Create and grow a comprehensive listing of volunteers for the promotional and annual events.

Recommendation 2: Build consensus on a streetscape design.

Strategies:

• Prepare Design Guidelines for rehabilitation.
• Prepare a Downtown Streetscape Plan.
• Prepare an implementation strategy for the Downtown Streetscape Plan.
• Institute a façade improvement program.
• Develop resource allocation for the façade program
• Promote and fund façade improvement program projects.

Recommendation 3: Downtown Steelton will achieve a greater level of consistency that results in maximum exposure for each business through manageable sign regulations that incorporate design and construction alternatives that are consistent with the downtown historic atmosphere.

Strategies:

• Review and amend existing ordinance.
• Create a funding assistance program for sign projects.
**Borough of Steelton – A Blueprint for Growth**

**Recommendation 4:** Downtown Steelton will develop alternatives and resolutions to the parking needs of the businesses and property owners as well as planned community/promotional events.

**Strategies:**

- Initiate a Parking Study involving:
  - Inventory existing parking spaces and lots and the needs of the business community.
  - Record area and business parking deficits.
  - Identify and map immediate parking location in areas.
  - Locate alternative solutions for parking in appropriately designated areas
  - Prepare a parking management plan
  - Identify priority parking implementation project

**Recommendation 5:** Increase the Steelton Business Association and the Downtown Revitalization Committee Memberships.

**Strategies:**

- The Steelton Business Association will promote its commercial, retail, and professional businesses through various media materials that will be distributed on a timely basis as well as community events.
- Create an events and promotions committee
- Create a Downtown Business brochure
- Include business events and promotion in the Steelton newsletter

**Recommendation 6:** Downtown Steelton businesses and property owners strive to promote a “bright light” image throughout the downtown corridor that will create a safe, attractive, and open-for-business environment.
Strategies:

- Survey the lighting conditions on Front Street in the Downtown District
- Design and implement a pedestrian-friendly street lighting plan.
- Review the police patrol schedule to include downtown foot patrol duties.
- Adjust business hours to be similar block per block.

Recommendation 7: Steelton businesses will promote each other's goods and services before obtaining the goods and services of other neighboring business communities.

Strategies:

- Establish business-training events that specifically pertain to the Steelton business community. (i.e. Business Plan development, Business financing alternatives.
- Create a listing of the business operational needs for the Steelton Business Association members.
- Promote opportunities to non-members.
- Inventory business website development needs.
  - Upgrade the Borough's website to include business information and create linkages
  - Pursue technology funding to upgrade the business districts hard and software needs.
  - Create individual or joint business websites.
- Encourage Steelton's financial institutions to become active members of the Steelton Business Association by becoming investors in the revitalization process.
  - Assist business owners by providing sound business advice.
  - Assist with new or existing businesses that require start-up, expansion, or property ownership financing costs.
**Recommendation 8:** Steelton Borough will advance the revitalization efforts by identifying and investing in existing at-risk properties located in the downtown district.

**Strategies:**
- Inventory the downtown area at-risk properties.
- Establish local financing methods to purchase and redevelop available properties.
- Establish criteria property re-sale.

**Recommendation 9:** Steelton Borough and the Business Association will engage property owners and absentee landlords in the revitalization efforts that require landlord responsiveness.

**Strategies:**
- Educate property owners about the downtown revitalization program and importance of their participation.
- Enforce stricter codes enforcement to hold landlords accountable for routine property maintenance and repairs.
- Increase the Borough’s capacity to invest in large downtown redevelopment projects through the:
  - Designation of a Tax Increment Financing District.
  - Use of a Business Improvement District.
3.1.3 Quality of Life

3.1.3.1 History

Steelton Borough's largest population count was recorded in 1910 as 14,246. The area's demographic composition began to shift and population statistics began to drop in the 1950's and was noticeably different in the time period between 1960 and 1970. Approximately 35% of Steelton's population had migrated to other communities outside the Borough. By 1970, the U.S. Census recorded population for Steelton was an estimated 8,550. Declining birth rates resulted in a reduction in the 5 and under age group. The cause of this reduction was reported to be the out-migration of the childbearing age group. Changes in a community's demographic make-up leads us to make assumptions about what happened to the previous residents and what was their motive to locate elsewhere. The local motives noted in the 1972 Comprehensive Plan were changes in the employment opportunities available at the steel mill, availability of employment outside the Borough, the devastation of the 1972 tropical storm Agnes, quality of housing, recreational opportunities, and the decline in community events.

The 1972 Comprehensive Plan made several assumptions and recommendations pertaining to land use, education buildings changes, as well as recreational improvements that should be revisited:

- Trends in the upper age groups (60 plus) should be examined to help develop a listing of their special needs such as housing, community facilities, and assisted living programs
- The cottage Hill Athletic Field was recommended for future development for new housing
- Kelker Park should be studied for future recreational needs and utilization
- The construction of a teen center/community building
- Recreational area development along Adams Street

3.1.3.2 Today

A sense of community thrives around the improvement of the “Quality of Life” in the Borough of Steelton. Stakeholder interviews and a town meeting were undertaken to discuss the area's youth and recreation issues, and the ways in which to instill a sense of community back to our youth held significant merit to the residents of Steelton.
3.1.3.2.1 2002 Priority Recommendations:

Recommendation 1: Engage the youth of Steelton and their families

Strategies:

- Inventory the school system’s resources and outside programmatic needs.
- Develop a curriculum of after-school programs that meet the needs and expectations of the district’s teaching staff, volunteers and parents.
- Partner with educationally based organizations that assist the school district with establishing relationships with the needed resources.
- Create community-wide awareness for the arts.
  - Music
    - Establish interest in a community band
    - Promote the collection unused instruments using the school or Borough as a drop-off point.
    - Utilize the local talents for student instruction
  - Art/Science
    - Partner with local arts foundations
    - Enhance the school district’s arts programming by identifying weakness and strengths of the existing curriculum, equipment, resources and student responsiveness to the arts program.
    - Create local art, science and history events in the school
- Encourage the school district and parochial schools to have more social events, dances, movies, plays, and concerts. Utilize the parents of high school children to participate and volunteer time.
Recommendation 2: Reestablish community pride

Strategies:
- Promote project initiatives in areas designated for revitalization. Provide those neighborhoods with the education and resources needed to understand the Borough’s vision for revitalization. Provide helpful tips for property maintenance, waste disposal, lawn and garden treatment, and resources for exterior projects.
- Increase employment opportunities within the Borough. Business recruitment initiatives should fully understand the area’s available workforce capacity and age characteristics.
- Create neighborhood social, sporting, and or clean-up events championed by local residents.
- Promote family and community events
  - Keep an up-to-date volunteer listing of residents, families, and students.
  - Reach out to the Boys and Girls Club, social clubs, and senior center participants to assist with community events.

Recommendation 3: Address Absentee Landlord Issues

Strategies:
- Promote neighborhood clean-up opportunities.
- Continue to allocate future Community Development Block Grant funding for housing rehabilitation.
- Promote the neighborhood projects in the schools. Educate the young about civic and neighborhood pride.
- Update the property maintenance codes to reflect the Downtown Revitalization maintenance recommendations.
- Give praise to those neighbors that have taken steps to beautify their neighborhoods. (Newsletter coverage, a gift or token of the Borough’s appreciation)
Recommendation 4: Enhance the Borough’s Crime Watch Program

Strategies:

• Expand upon the existing Police Department’s Crime Watch Program.
• Develop promotional materials to give to interested neighborhoods.
• Announce and promote the crime watch meetings to specific target neighborhoods and on specific issues.
• Provide crime watch education in the high school level.
• Schedule crime watch meetings “in the field”.
• Engage the police department in community activities.
• Volunteer for non-police roles in school events, dances, proms, plays, concerts, school scholastic clubs, intramural sporting events, and or athletic events. In an effort to know its residents on a different or more informal level.
• Provide more incentives for the police officers to live in Steelton.
• Develop a quasi-volunteer policing team that gets involved in community events.

Recommendation 5: Develop Parks and Recreation Programming

Strategy:

• Appoint a coordinator in community to review comprehensive plan recommendations and research school suggestions, neighborhood initiatives and needs.
  - Research other municipal recreational programs considered successful.
  - Review: the management framework, volunteer coordination, program descriptions and benefits, coordinator’s time and budget for program oversight, program successes, level of community involvement, level of funding, and funding sources.
• Develop Recreational Programs
  - List the viable recreation programs and a strategy for municipal approval and funding.
- Develop program priorities, timeframes for implementation, locations, annual funding, promotion, scheduling, staffing and volunteers, and a system of program evaluation.

- Park management volunteer programming
  - Acknowledge and utilize the neighborhood residents who can help oversee park events, and the overall general conditions of the existing parks.
3.1.4 **Infrastructure**

3.1.4.1 **History**

The Borough of Steelton maintains a complex network of public infrastructure, which is essential to the health and safety of Borough residents and is a vital ingredient to economic development. Over the last three decades, the Borough's efforts have primarily focused upon maintaining, rather than expanding, its roads, sewer, water, and stormwater facilities.

The 1972 Comprehensive Plan provided several observations and recommendations regarding infrastructure:

- "The most serious problem confronting the Borough in terms of intersections is the need for turning lanes on Front Street in the central portion of the Borough."

- Recommended the development of municipal parking lots along Front Street and the elimination of the parking lane on the western side of Front Street so that a center turning lane could be provided.

- Recognized that Borough's sanitary sewer system may be in need of improvements to eliminate the infiltration of stormwater.

- Recommended the provision of a stormwater flap gate to prevent flooding of the West Side.

3.1.4.2 **Today**

Over the last decade, the Borough has made remarkable progress upgrading its infrastructure.

- New pumping and control systems were installed at each of the Borough's wastewater pumping stations.

- Over the last three years 50 percent of the Borough's streets have been repaved.

- Within the last five years, approximately 99 percent of the alleys have been paved.

3.1.4.2.1 **2002 Priority Recommendations:**

- Public Water System
  - Water Usage/ Metering Study
Systematic Replacement of Aging Water Lines
• Public Sewer
  - Systematic Replacement of East End Combined Sewers & Separation of Stormwater
  - Systematic Replacement of Brick Manholes
• Stormwater Facilities
  - Swatara Street Storm Sewer (highest priority)
  - Gibson Street Storm Sewer
  - Jefferson Street Storm Sewer
  - Adams Street Storm Sewer
  - Pine Street/ Mulberry Street Storm Sewer
  - Mohn Street Storm Sewer
  - Chambers Street/ Wood Street Storm Sewer
• Transportation
  - Address Accident Prone Intersections
    ▪ North Front Street & Franklin Street – Traffic signal needed?
    ▪ North Front Street & Pine Street – Right turn only; additional enforcement needed.
    ▪ South Front Street & Felton Street – Steep grade on approach to intersection.
  - Repave Pine Street and Front Street in 5 to 10 years; Advance PennDOT’s Schedule
  - Address Flooding through Inlets/ Backflow from Canal
    ▪ South Front Street & Mohn Street
    ▪ South Front Street & Washington Street
    ▪ South Front Street & Hoffer Street
4 How Do We Get There?

4.1 The Blueprint for Growth

During the course of the comprehensive planning process, a vision for the future of Steelton emerged – the vision of a thriving, economically stable community that celebrates diversity and instills in its residents a sense of community and pride. The success of the Borough in making this vision a reality lies in identifying and prioritizing initiatives that will provide the vehicle for accomplishing the desired results, and then carefully planning funding, and action and implementation strategies. The Borough Council should take overall responsibility to oversee the implementation of funding and action strategies to ensure their success.

4.1.1 Summary of Community Planning Objectives

Following is a summary of the community planning objectives:

Land Use

- Encourage development opportunities along the Susquehanna River that will enhance the riverfront, provide recreation, and stimulate economic development
- Development implications in the flood plain
- Identify land use opportunities and constraints for the Pennsylvania Steel Technologies properties
- Understand challenges of each parcel
- Development of master site plan
- Review zoning and subdivision codes
- Act 2 Clearance-Land Recycling and Environmental Remediation Standards
- Work with other large land owners to identify use opportunities
- Enhance older neighborhoods-revitalize housing
Borough of Steelton – A Blueprint for Growth

Section 4 – How Do We Get There?

Downtown

- Become a “Main Street Community”
- Build consensus on streetscape design
- Develop alternatives to address parking needs of business and property owners
- Increase the membership base of the Steelton Business Association and the Downtown Revitalization Committees
- Identify key development infill opportunities
- Determine development capacity of vacant lands

Emergency Services

- EMS training
- Fire and vehicle and equipment replacement
- Research grant funding opportunities for police and other emergency services

Recreation

- Identify future parks and recreational areas for potential public use
- Create a joint municipal partner to design a master plan for Kelker Park
- Construct an access road and landscaping improvements to the boat dock area
Infrastructure

- Prioritize aging water lines for replacement
- Separate combined sewers in East End
- Address accident prone intersections
- South Front Street from Felton to the turnpike bridge
- North Front and Pine Street
- North Front and Franklin
- Support efforts and planning of CORRIDORone

The following pages contain a detailed discussion of the community planning objectives and strategies.

4.1.2 Funding and Management Strategy

After identifying initiatives, opportunities should be identified to fund their implementation. The availability of funding can play a large part in determining realistic timeframes for completing initiatives. There are two broad methods by which public funding is secured for community and economic development initiatives:

- Traditional grant/loan programs
- Federal authorization and appropriations legislation

The following is a recommended step-by-step approach for securing public funding through each of these approaches.

4.1.2.1 Traditional Grant/Loan Programs

Step 1 Appoint a Project Manager

This is the first and most important step in the funding strategy. Many well-intended applications have languished in the “processing stage” for months due to a lack of leadership in moving the project forward. A point person, or Project Manager, must be selected by
the Borough Council for each funding application in order to coordinate the completion and submission of required materials. This Project Manager may be a borough employee or another community leader who is familiar with the specific project in which grant funds are being requested.

Step 2  Review Program Guidelines And Application Materials

As basic as this may appear to be, it is imperative that the applicant be familiar with the program requirements before approaching the administering agency with specific questions. Knowledge of at least the basic program criteria and application process will demonstrate to the grant program managers that the Borough is a serious applicant. An overview of basic information about various funding programs is presented at the end of Section 4.

Step 3  Meet With Program Administrators

Prior to submitting an application, a meeting with the program director should be arranged in order to informally introduce the project and to ask questions regarding the program’s applicability. This meeting will give the Borough a gauge regarding the level of probability for securing funding.

Step 4  Develop Local Match Strategy

Local match requirements for grant programs can range between 0% and 50%. While some programs may not require a local match, it is always beneficial to offer local resources to complement federal or state grant funds. If a local public or private resource has committed to providing local match funds, a letter stating the commitment should accompany the application.

Step 5  Secure Letters Of Support

It is always helpful to enclose letters from local, state and private sector officials confirming their support for a project. While projects will be evaluated for funding based on merit, the level of community support for a project may be the deciding factor in whether a project receives funding. Individuals and organizations which should be briefed regarding the project and which may be requested to write letters of support include: Senator Jeffrey Piccola, Representative Ronald Buxton, Dauphin County Commissioners, Harrisburg Regional Chamber of Commerce, Steelton Borough Council, Steelton Borough Planning Commission, Steelton Business Association, and the Dauphin County Redevelopment Authority.
Step 6  Application Follow-Up

Once an application is submitted, it is imperative that a follow-up call(s) be placed with the reviewing agency in order to determine the status of the application. This will keep Steelton’s funding request in the forefront of the agency’s mind and will help distinguish the application from the dozens of others that the agency will receive in the same general timeframe. It can also be helpful to have a state or county official make a call on behalf of the application if the project is one of his/her community development priorities. The Project Manager must be prepared to address any questions or concerns that the reviewing agency personnel may have.

Step 7  Manage The Release Of Public Grant Funds

Public funding can be just as difficult to expend, as it is to secure. There are countless examples of a project receiving a grant award and then experiencing substantial delays in using the funds due to delays in executing the appropriate grant agreements with the administering agency. The Project Manager must play a leadership role in ensuring that once funds have been awarded, the proper paperwork is completed so that the funds can be released in time to meet the demands of the project schedule.

4.1.2.2  Federal Authorization and Appropriations Legislation

As an alternative to securing public funding through grant and low-interest loan programs, the Borough may position a high priority infrastructure project for funding in federal appropriations legislation. It is important to note that federal appropriations are generally a two-step process. First, a project must receive federal funding authorization in federal legislation, such as the Water Resources Development Act (WRDA). Once a project has been authorized, it must be included in appropriations legislation, such as the Energy and Water Appropriations Act. However, it is important to note that there is appropriations legislation, which is both an authorization and appropriation vehicle.

Regardless of which legislation is targeted, the following steps provide a general guideline for the Borough to position a project for federal appropriations funding:

Step 1  Assign Project Manager

As with applying for traditional grant funding, there must be a project manager who would serve as the single point of contact on the project and would communicate with local community leaders, state and federal legislators and the administering agency responsible for releasing appropriated funding.
Step 2  Develop Project Message Statement

In order to generate interest for a project in Harrisburg and Washington, D.C., a detailed message statement must be developed which, at a minimum, provides the following information:

- One-page executive summary
- Overview of project history
- Detailed project description
- Project schedule
- Itemized project budget
- Project maps / conceptual drawings
- Letters of support

This message statement will serve as a primary communications piece for several audiences and must effectively articulate the project’s public benefits in a clear, concise manner.

Step 3  Develop Itemized Project Budget

The ability to present defensible project cost estimates is very important to establishing credibility with Congressional offices and key committee staff that will review the project for legislative consideration. Cost estimates should delineate the cost for each major project phase, including: engineering, right-of-way and construction.

Step 4  Secure Letters Of Support

Letters of support are essential. Letters from local, county and state officials can be extremely helpful in demonstrating that a particular project is essential to the public welfare of the Steelton community. Projects that cannot demonstrate adequate community support, or projects that have a strong degree of public opposition, are not considered for a legislative appropriation.
Step 10 Manage The Release Of Appropriated Funding

As with grant funding, the process of releasing legislatively appropriated funding can be cumbersome. The Project Manager must be equally committed to working with the appropriate regulatory agency to ensure that legislative appropriations are released expeditiously. Please refer to the two attached scenarios as an example of the steps necessary to release public funding. These scenarios describe the process for releasing federal funding for public water and sewer infrastructure projects, which receive a legislative appropriation through either the U.S. Army Corps of Engineers or the Environmental Protection Agency.

4.1.3 Regional Land Use Consistency

4.1.3.1 Relationship of Land Use with Adjacent Municipalities

In accordance with the PA Municipalities Planning Code, Act 247, this Plan has reviewed and considered the planning and development activities of adjacent municipalities. Steelton Borough is primarily bordered by Swatara Township. Highspire Borough and Lower Swatara Township also border small portions of the Borough on its eastern municipal border and Harrisburg City to the west. In general, the recommendations and strategies of this Plan are compatible with adjacent municipalities' land use plans and general future land use planning goals. Land uses proposed for the Borough's western and northern borders have not changed significantly. Because of the Borough's focus on downtown and riverfront revitalization, the general land use categories and recommended land uses remain consistent with previous residential, commercial, mixed use, and industrial uses.

4.1.3.2 Relationship of Land Use with Dauphin County Comprehensive Plan

In August, 1992, Dauphin County adopted its first County-wide Comprehensive Plan. In review of the overall goals and objectives for the County in the areas of Land Use, Environment, Transportation, Community Facilities, and Services, Economic Development, and Housing, it appears that Steelton's Future Land Use recommendations and strategies are consistent with the general policies established for Dauphin County.

The Borough's planning elements in these areas are locally oriented and more detailed, but consistent with the directions promoted by County leaders. Downtown revitalization, economic reuse strategies, and greenway development are all primary land use objectives in the County's Future Land Use Plan.
4.1.4 Action and Implementation Strategy

The action and implementation strategy for accomplishing each initiative should include a list of specific action items, (actions, processes or mechanisms) which will be required to accomplish the initiative. Responsibility for each action item should be assigned to a specific individual or group and a realistic timeframe for completion should be determined. The responsible individual or group should develop and utilize a detailed project schedule to ensure timely completion of each action item. The individual or group responsible should be accountable to report its progress to Borough officials on a regular basis.

The following pages outline the initiatives that have been identified for implementation, possible funding sources, action items, responsibility assignments and timeframe:
## Planning Initiative

### I. Develop a greenspace policy for land along the Susquehanna River corridor within the Borough.

<table>
<thead>
<tr>
<th>Action</th>
<th>Responsibility</th>
<th>Suggested Timeframe</th>
<th>Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Create a greenway task force and develop regional partnerships with the New Baldwin Corridor Coalition, Dauphin County Parks and Recreation.</td>
<td>Borough Planning Commission and New Baldwin Corridor Coalition</td>
<td>Year 1-2</td>
<td>Community Conservation Pa Program (DCNR)</td>
</tr>
<tr>
<td>B. Discuss the project with regional representatives of DCNR</td>
<td>Borough Manager</td>
<td>Year 1-2</td>
<td>PA Recreational Trails Program</td>
</tr>
<tr>
<td>C. Incorporate a river easement for future land development proposals. Amend the zoning ordinance to include a greenway overland and easement requirement.</td>
<td>Borough Planning Commission</td>
<td>Year 1-2</td>
<td>Transportation Enhancement Year TIP Program</td>
</tr>
<tr>
<td>D. Pursue riverside easement acquisition from PST</td>
<td>Borough Council</td>
<td>Year 2-3</td>
<td>Safety &amp; Mobility Initiative (LS designates SAMI projects in Year 1 then submitted to PennDOT) Congestion Mitigation &amp; Air Improvement (CMAQ)</td>
</tr>
</tbody>
</table>

### II. Identify land use opportunities with PST

<table>
<thead>
<tr>
<th>Action</th>
<th>Responsibility</th>
<th>Suggested Timeframe</th>
<th>Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Meet with PST to discuss a reuse strategy and investment opportunities. Understand PST's current business challenges. Create land use scenarios for the riverfront area.</td>
<td>Borough Mayor, Manager, and Council, architectural consultant</td>
<td>Year 2-3</td>
<td>Brownfields Inventory Grants</td>
</tr>
<tr>
<td>B. Map the existing conditions on the riverfront property from the east side of Front Street to the River. Utilize aerial photography and GIS mapping</td>
<td>Contract with a mapping consultant</td>
<td>Year 2-3</td>
<td>Industrial Sites Reuse Program</td>
</tr>
<tr>
<td>Planning Initiative</td>
<td>Action Strategy</td>
<td>Responsibility</td>
<td>Suggested Timeframe</td>
</tr>
<tr>
<td>-----------------------------------------------------------------------------------</td>
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<td>----------------------------------------------------</td>
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</tr>
<tr>
<td>II. Pursue land acquisition with PST or a partnership agreement to study land reuse options.</td>
<td>A. Enter into a mutual agreement with PST to jointly pursue river reuse development proposals.</td>
<td>Borough Council, PST and other Private Investors</td>
<td>Year 3-4</td>
</tr>
<tr>
<td></td>
<td>B. Develop a master plan for the river reuse area</td>
<td>Borough Council, Consultant technical assistance</td>
<td>Year 4-5</td>
</tr>
<tr>
<td></td>
<td>C. Develop a strategy for land use remediation</td>
<td>Borough Council, Investors, and Consultant technical assistance</td>
<td>Year 5</td>
</tr>
<tr>
<td>Residential Land Uses</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I. Housing Rehabilitation</td>
<td>A. Develop a CDBG Housing Rehabilitation Strategy</td>
<td></td>
<td>Year 1-2</td>
</tr>
<tr>
<td></td>
<td>1. Develop housing rehabilitation priority areas and annually reevaluate.</td>
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<tr>
<td></td>
<td>2. Evaluate the needs of each area</td>
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<td></td>
<td>B. Create a municipally based housing redevelopment office that is focused on developing family sustainable housing</td>
<td></td>
<td>Year 3-4</td>
</tr>
<tr>
<td></td>
<td>C. Develop goals and mission of the housing office</td>
<td></td>
<td>Year 3-4</td>
</tr>
<tr>
<td>Planning Initiative</td>
<td>Action Strategy</td>
<td>Responsibility</td>
<td>Suggested Timeframe</td>
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<tr>
<td></td>
<td>D. Create a funding strategy for the housing office’s administrative and project needs</td>
<td></td>
<td>Year 4</td>
</tr>
<tr>
<td></td>
<td>1. Research other PA housing development offices to develop administrative budgeting needs</td>
<td></td>
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<tr>
<td></td>
<td>2. Create a resource pool of available funding for housing rehabilitation, affordable housing development, and homeownership incentives programs.</td>
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<tr>
<td></td>
<td>3. Establish neighborhood planning districts</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commercial Land Uses</td>
<td>A. Develop strategies for infill commercial development</td>
<td></td>
<td>Year 3-4</td>
</tr>
<tr>
<td></td>
<td>1. Develop a listing of current commercial uses, available land for development, and complementary uses</td>
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</tbody>
</table>

Steelton’s riverfront land is a vital component of the future land use plan. Creating flexible land use options and a green riverfront environment are important to it.
<table>
<thead>
<tr>
<th>Suggested Timeframe</th>
<th>Program</th>
<th>Administering Agency</th>
<th>Window of Opportunity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 1-2</td>
<td>Main Street Program</td>
<td>DCED, PA Downtown Center (PDC)</td>
<td>Application Submitted Jan. 2002</td>
</tr>
<tr>
<td>Year 1-2</td>
<td>Main Street Program</td>
<td>DCED, PDC</td>
<td></td>
</tr>
<tr>
<td>Year 1-2</td>
<td>Community Development Block Grant Program (CDBG)</td>
<td>DCED, Center for Community Building</td>
<td>Annual allocation from the County of Dauphin</td>
</tr>
<tr>
<td>Planning Initiative</td>
<td>Action</td>
<td>Responsibility</td>
<td></td>
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</tr>
</tbody>
</table>
| **III. Promotion**  | E. Complete a downtown streetscape plan that includes pedestrian-friendly walkways, greenscape plans, lighting enhancements, and town center design  
1. Implement a priority streetscape plan | Borough Council, SRC, SBA |
|                     | A. Update the Borough’s website to include local business information and opportunities  
1. Inventory the business website needs | Borough Manager, SBA, Ben Franklin regional partner |
|                     | B. Develop marketing packets for downtown  
1. For potential business owners  
2. For downtown promotion to potential customers | Borough Manager and SBA |
| **IV. Economic Restructuring** | A. Identify community staples needed to encourage Steelton residents to shop downtown  
1. Begin recruitment efforts for the community staple businesses | Borough Council, SBA, SRC, SPC |
|                     | B. Identify available properties for rehabilitation  
1. Establish criteria for property re-sale | Borough Manager, Council, SBA |
<p>|                     | C. Establish financing mechanisms for business financing needs | |</p>
<table>
<thead>
<tr>
<th>Suggested Timeframe</th>
<th>Program</th>
<th>Administering Agency</th>
<th>Window of Opportunity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 1-2</td>
<td></td>
<td>Pennsylvania Emergency Management Agency (PEMA)/Emergency Management Inst.</td>
<td></td>
</tr>
<tr>
<td>Year 1-2</td>
<td>Assistance to Firefighters Grant Program</td>
<td>FEMA/U.S.F.A.</td>
<td>Grant applications will be accepted in May 2002.</td>
</tr>
<tr>
<td>Year 1-2</td>
<td></td>
<td>Dept. of Justice (DOJ)</td>
<td>$1.1 Billion in funding is available for fiscal year-2002 to improve public safety.</td>
</tr>
<tr>
<td>Suggested Timeframe</td>
<td>Program</td>
<td>Administering Agency</td>
<td>Window of Opportunity</td>
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<tr>
<td>Year 2-3</td>
<td>COPS in Schools Program</td>
<td>DOJ</td>
<td></td>
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<tr>
<td>Year 1-2</td>
<td>COPS MORE</td>
<td>DOJ</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Local Law Enforcement Block Grant Program</td>
<td>PA Commission on Crime and Delinquency (PCCD)</td>
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<tr>
<td></td>
<td>Automated Technology Funding Program</td>
<td>PCCD</td>
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<tr>
<td></td>
<td>Crime Fighting Technology and Equipment funding</td>
<td>DOJ</td>
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<tr>
<td></td>
<td>Community Policing Development funding</td>
<td></td>
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<tr>
<td>Year 3-4</td>
<td>Shared Municipal Services Grant Program</td>
<td>DCED</td>
<td>There is no application deadline</td>
</tr>
<tr>
<td>Year 1-2</td>
<td>Community Conservation Partnerships Program (DCNR)</td>
<td>DCNR, Bureau of Recreation and Conservation</td>
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</tr>
<tr>
<td>Suggested Timeframe</td>
<td>Program</td>
<td>Administering Agency</td>
<td>Window of Opportunity</td>
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</tr>
<tr>
<td>Year 1-2</td>
<td>Pennsylvania Recreational Trails Program</td>
<td>DNCR/FHWA</td>
<td>Private entities can apply</td>
</tr>
<tr>
<td>Year 5</td>
<td>PennVest Financial Assistance Program</td>
<td>PA Infrastructure Investment Authority</td>
<td>There are two annual applications offered by PennVest</td>
</tr>
<tr>
<td>Year 2-3</td>
<td>CDBG Program</td>
<td>DCED</td>
<td>The Borough receives a direct annual allocation</td>
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<td>Year 5</td>
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<td>Year 2-5</td>
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<td>Year 2-5</td>
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<tr>
<td>Year 1</td>
<td>PennVest Financial Assistance Program</td>
<td>PA Infrastructure Investment Authority</td>
<td>There are two annual applications offered by PennVest</td>
</tr>
<tr>
<td>Year 2-3</td>
<td>CDBG Program</td>
<td>DCED</td>
<td>The Borough receives a direct annual allocation</td>
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<td>Program</td>
<td>Administering Agency</td>
<td>Window of Opportunity</td>
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<td>Year 1-2</td>
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<td>Year 1</td>
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</tbody>
</table>

FTA approval expected in September 2002 - should contact CAT prior to approval to ensure involvement in decision.
<table>
<thead>
<tr>
<th>Suggested Timeframe</th>
<th>Program</th>
<th>Administering Agency</th>
<th>Window of Opportunity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 1-2</td>
<td>21st Century Community Learning Center After School Program</td>
<td>YMCA/DOE</td>
<td>Funding applications available for local YMCA's in September, 2002</td>
</tr>
<tr>
<td>Year 2-3</td>
<td>Local Club programming</td>
<td>Boys and Girls Club</td>
<td></td>
</tr>
<tr>
<td>Year 1-2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Year 2-3</td>
<td>Keystone Technical Assistance Program</td>
<td>DCNR</td>
<td></td>
</tr>
<tr>
<td>Year 2-3</td>
<td>Keystone Community Grant Program - Circuit Rider Program</td>
<td>DCNR</td>
<td></td>
</tr>
<tr>
<td>Year 2-3</td>
<td>Keystone Community Grant Program - Peer-to-Peer Technical Assistance Program</td>
<td>DCNR</td>
<td></td>
</tr>
<tr>
<td>Year 1-2</td>
<td>Steelton Crime Watch Program</td>
<td>Steelton Police Department</td>
<td>Programs and events are currently being held and updated</td>
</tr>
<tr>
<td>Year 1-2</td>
<td>School and Community Based Crime Prevention Program</td>
<td>PCCD</td>
<td></td>
</tr>
<tr>
<td>Year 1-2</td>
<td>PA Drug Education &amp; Law Enforcement Grant Program</td>
<td>PCCD</td>
<td></td>
</tr>
<tr>
<td>Suggested Timeframe</td>
<td>Program</td>
<td>Administering Agency</td>
<td>Window of Opportunity</td>
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<tr>
<td>Year 1-2</td>
<td>Police monitoring and recruitment program</td>
<td>PCCD</td>
<td></td>
</tr>
<tr>
<td>Year 1-2</td>
<td>School Resource Officer Grant Program</td>
<td>PCCD</td>
<td></td>
</tr>
<tr>
<td>Year 1-2</td>
<td>CDBG Program</td>
<td>DCED/HUD/ City of Harrisburg</td>
<td></td>
</tr>
<tr>
<td>Year 1-2</td>
<td>HOME Program</td>
<td>DCED/HUD</td>
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<tr>
<td>Year 2-3</td>
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<tr>
<td>Year 2-3</td>
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<tr>
<td>Year 2-3</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
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<tr>
<td>Year 1-2</td>
<td>N/A</td>
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<tr>
<td>Year 1-2</td>
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<tr>
<td>Suggested Timeframe</td>
<td>Program</td>
<td>Administering Agency</td>
<td>Window of Opportunity</td>
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<tr>
<td>Year 1-2</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>
Future Land Use and Downtown Areas

Scale: 1" = 1,500'

Map Projection: PA State Plane South, NAD 27
4.2 Future Land Use Plan

Since the completion of the last comprehensive plan in 1974, there have been several changes in Pennsylvania’s Municipalities Planning Code (MPC). Changes in the MPC reflect the increasing emphasis on regional planning. Although Steelton is a well-developed community, it is influenced by land use decisions and policies of surrounding municipalities such as the City of Harrisburg, Lower Swatara and Swatara Townships, the Borough of Highspire and Dauphin County. The Future Land Use Plan designates and defines areas within Steelton that are best suited for infill development, economic restructuring, and revitalization in designated industrial, commercial and residential uses. This Comprehensive Planning component has been created through a detailed land use inventory and analysis and extensive public input. Recommendations and strategies developed in this plan are based upon valuable public input, key stakeholder interviews and survey information as it pertains to land use planning. Land use planning is essential to assist and motivate property owners, developers, and decision makers toward achieving the highest and best use of the land slated for redevelopment or reuse, while keeping in mind the concerns and interest of the environment and community at large. Amendments to the subdivision, zoning, and other related ordinances will assist the Borough in achieving its downtown and community planning goals. Future Land Use is graphically presented in this plan to show specific areas for future development as well as areas for revitalization.

4.2.1 Industrial Land Uses

Steelton thrives on its industrial heritage. There are several large industrial tracts that exist in the Borough today and are encouraged to remain. However, the industrial lands along the Susquehanna River have been reclassified as industrial-revitalization. The quarry area will remain dedicated to industrial uses is located on the eastern portion of the borough between the central business district and East End. Two primary focus land-reuse initiatives are recommended for immediate study: riverfront reuse and steel property reuse.

4.2.1.1 Riverfront Restoration and Property Reuse

The Susquehanna River presents many opportunities for the Steelton community as well as challenges. Approximately 31 percent of the Borough exists in the 100-Year floodplain zone of the Susquehanna River. Future development within the riverfront area should be designed to include Federal Emergency Management Agency’s mitigation protection measures. Environmental conditions and clearance standards for the steel properties are unknown at the present time. As the Borough and Pennsylvania Steel Technologies (PST) work through development strategies for the available riverfront properties, the level and cost of the environmental cleanup may be a challenge. The following recommendations and strategies reveal the challenges associated with future development proposals.
Recommendation: Encourage development opportunities along the Susquehanna River that will enhance the riverfront, provide recreation, and stimulate economic development.

Strategies:

- As lands or properties adjacent to existing parks and along the Susquehanna River become available, an aggressive greenspace policy should be developed to secure such properties. The Borough should reclaim the riverside greenspaces through lease agreements, transfer development rights, or acquisition. A greenspace corridor has been delineated along the Susquehanna River and should be maintained or reclaimed as open space for future recreational use. This corridor includes the new boat dock area located in the southern most portion of the Borough.

- The 100-Year floodplain zone should be delineated on any land use development proposal.

  - "The term "100-year flood" is often incorrectly used and can be misleading. It does not mean that only one flood of that size will occur every 100 years. The term is a statement of probability that scientists and engineers use to describe how one flood compares to others that are likely to occur. Today, FEMA uses the phrase "1% annual chance flood." Meaning, there is a 1% chance of a flood of that size happening in any year. Over a 100-year period, it has a 63.5% chance of occurring. Even more surprising is that over a 30-year period (typical mortgage period) the 1% annual chance flood has a 26% chance of occurring. This means a home in the mapped flood hazard area is five times more likely to be damaged by flood than to have a major fire." (Internet information from Federal Emergency Management Agency (FEMA))

  - To insure the value of the properties located in or near floodplain areas stays intact, the Borough and financing agencies require property owners contact the Federal Insurance Administration (FIA) who administers the National Flood Insurance Program (NFIP). This program provides insurance coverage for events that are not covered by traditional commercial or homeowner's policies. By partnering with private insurance companies, the FIA makes flood insurance available to many people who would otherwise be unprotected.

  - Emergency personnel, firefighters, and elected officials should be educated in many areas of emergency management, including emergency planning, exercise design and evaluation disaster management, hazardous materials response and fire service management. Proper training can be obtained at FEMA's National Emergency Training Center in Emmitsburg, Maryland. The Emergency Management Institute and the National Fire Academy are also based in this training center.
• Review and understand the implications for floodplain development.
  
  – Historically, Steelton is a river town and was built to accommodate commerce activity along the Susquehanna River. Since, moving the downtown is not an option, flood plain reclamation efforts are part of the downtown revitalization planning.
  
  – Properties eligible for a Letter of Map Amendment (LOMA) which FEMA uses when property owners submit Elevation Certificates showing that their homes are out of the mapped floodplain. With a LOMA, financial institutions may choose to not require flood insurance.

• Properties at risk from flooding, should consider mitigation protection measures that may minimize property damage or loss from flooding. Such mitigation actions include flood mitigation actions \(^8\):

  – Public Works/Utilities
    
    ▪ Protect or elevate ground-mounted transformers
    
    ▪ Elevate vulnerable equipment, electrical controls, and other equipment at waste water treatment plants, potable water treatment plants, and pump stations
    
    ▪ For sewer lines in the floodplain, fasten and seal manhole covers to prevent floodwater infiltration
    
    ▪ Protect wells and other potable water from infiltration and flood damage by raising controls and well pipe
    
    ▪ Replace low bridges or other obstructions that may induce flooding of houses or businesses
    
    ▪ Move building contents to a higher floor or store outside of the floodplain

  – Residences
    
    ▪ Elevate existing residences above flood elevation on a new foundation
    
    ▪ Relocate residences outside floodplain
    
    ▪ Acquire and demolish residences

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\(^8\) Taken from the Project Impact: Mitigation Measures Checklist Three. Updated: February 25, 2000.
- Store important documents and irreplaceable personal objects (such as photographs) where they will not get damaged
- Elevate or relocate furnaces, hot water heaters, and electrical panels
- Provide openings in foundation walls that allow floodwaters in and out, thus avoiding collapse
- Build and install flood shields for doors and other openings (after evaluating whether the building can handle the forces) to prevent floodwaters' entering
- For drains, toilets, and other sewer connections, install backflow valves or plugs to prevent floodwaters from entering home
- Buy and install sump pumps with back-up power

- Businesses
- Elevate, flood-proof, relocate, or demolish buildings
- Store important documents, such as insurance papers and other business papers, where they will not get damaged
- Elevate or relocate furnaces, hot water heaters, electrical panels, and other equipment
- Provide openings in foundation walls that allow floodwaters in and out, thus avoiding collapse
- Build and install flood shields for doors and other openings (after evaluating whether the building can handle the forces)
- Install backflow valves or plugs for drains, toilets, and other sewer connections. These can be tested by a plumber before a flood by plugging the sewer drain and filling waste pipes with clean water
- Backflow of sewer lines can occur outside of the flooded areas, particularly where there are combined sanitary or storm sewer systems
- Move, elevate, relocate, or reduce inventory that may be flooded
- Identify stored hazardous materials or other chemicals that could be flooded; and relocate or elevate these as much as possible
4.2.1.2 Future Developable Land

Currently, Pennsylvania Steel Technology, Inc (PST) owns 14 parcels that total approximately 412 acres. PST’s riverfront property includes 275 acres or 22 percent of all Borough land. PST has identified to the Borough potential surplus property of 148 acres. Eight tracts of land have been identified as surplus, one of which is currently subdivided and available for sale. Through an extensive public participation process, it has been determined that the riverfront area should be flexible in its zoning, building size and types, and give consideration to the community’s need for entertainment and recreation.

**Recommendations:** Identify land use opportunities and constraints for the Pennsylvania Steel Technologies properties.

**Strategies:**

- Understand the challenges of each surplus property and identify the parcel’s best use and benefit to the community. There are several identifiable issues and challenges with the known surplus lands; ample space for parking, lack of formal subdivision, access, demolition and reclamation needs, outstanding lease agreements, planning and funding assistance with site preparation and marketing, and flood plain and environmental constraints.

- Engage the PST and the Borough in a conceptual master site planning process that will map the entire PST tract to show the available land for development, portions of the property(s) that are currently in use, and the areas of environmental constraint. Once a detailed site map is complete, PST and the Borough should review the locations of the “developable” tracts and determine where the contiguous tracts are and their potential accessibility.

- Zoning and subdivision codes should be reviewed to determine the applicability and flexibility of the ordinances for building height, uses, coverage, and parking requirements. The current zoning ordinance only permits industrial uses in the area designated as the Industrial Revitalization Area on the future land use map.

- Site renderings for selected land use alternative(s) are encouraged for gaining future community support as well as marketing for economic development purposes.

- Determine the Industrial Revitalization Area reclamation and preparation costs.
  - Act 2 Clearance - Site reclamation will require Land Recycling and Environmental Remediation Standards Act 2 compliance. Generally, Act 2 procedures will require:
Phase 1 Hazardous Waste Investigation

Phase 2 Hazardous Waste Investigation

Public Involvement - Public notification to the municipality and to the surrounding community is required if background or statewide health standard classification cleanups. A notice of “Intent to Premeditate” or paper filing will be needed. A public involvement plan may be required if requested by the municipality.

Remediation Standards and Review Procedures - Property liability protection is provided in Act 2. Any property owner wishing to elevate themselves from further environmental liability must select and attain compliance with one or any combination of the following environmental standards:

1. Background Standard - This standard is used when regulated substances are at a level not related to any release on-site but may be elevated because of an off-site release or area-wide contamination.

2. Statewide Health Standard - This standard is used when regulated substances are below soil or groundwater medium specific concentrations (MSCs).

3. Site-Specific Health Standard - This standard is used when regulated substances are below levels protective of human health and the environment as shown by a risk assessment but are above the Department of Environmental Protection (DEP) MSCs.

4. Special Industrial Areas - This standard is used when regulated substances are below levels, which would present an immediate, direct or imminent threat to human health and the environment.

Most project reporting can be completed within a 3 to 6 month timeframe depending on remediation complexity. Program information pertaining to site classification can be found in the Technical Guidance Manual developed for the Pennsylvania Land Recycling Program or on the web at www.dep.state.pa.us.

Remediation - The Department of Environmental Protection (DEP) will review the cleanup plans based on the actual risk that contamination on a site may pose to public health and the environment. Act 2 clearances occur when DEP has granted the property owner relief from the liability of further cleanup of the site's contamination. The actual receipt of DEP sign-off will not be until the remediator demonstrates that a standard has been achieved. This could take up to 2 years to complete.
However, the remediator can enter into agreements with DEP to enable redevelopment to occur much sooner. A change in land use from nonresidential to residential may require further cleanup and DEP concurrence.

- **Corrective Action Process** – In cases where the soil and or the groundwater has been impacted by a release from regulated storage tanks, then an investigation and remediation is conducted in accordance with the Corrective Action Process – PA Chapter 245, Subchapter D. This process requires:
  1. Closure Report
  2. Site Characterization Report
  3. Remedial Action Plan
  4. Remedial Action Completion Report

- **Permitting** – When cleanup activity have been determined by DEP for Act 2 clearance, three federal primacy programs generally apply:
  1. The Clean Air Act
  2. The Clean Water Act
  3. The Resource Conservation and Recovery Act

### 4.2.2 Public and Quasi-Public Land Uses

Steelton Borough owns and maintains 6 municipal parks, municipal water filtration plant, wastewater pump station, government building, emergency services building and equipment, and other municipally owned properties. Recreational space in the Borough was a point of discussion at every public meeting and workshop held during the comprehensive planning process. A community of close to 6,000 people demands a certain amount of recreational land and as well as recreation/fitness programs and opportunities. The National Recreation and Parks Association suggests that a park system, at a minimum, be composed of a total of 6.25 to 10.50 acres of secured public recreational open space per 1,000 persons. Therefore Steelton would need 37.5 - 63 acres of parks and open space lands.
4.2.3 Greenway Space/Recreation Land Uses

The future land use plan has placed special attention on the development of new recreational space or as in Steelton's case, to reclaim the riverfront property lost to industrial development some 130 years ago. A greenway corridor in the Borough would recreate a natural area and preserve approximately 103 acres of riverfront land.

4.2.4 Residential Land Uses

A majority of the land, with the exception of the downtown and riverfront industrial lands, are residentially developed lands. The Borough recommends strong land use policies that preserve its remaining housing stock and is conducive to raising families. The future land use map designates lands preserved for low, medium, or high-density residential. Future low-density residential land area designated on the future land use map shows 139 acres that will be preserved for the existing single-family or single-family attached residential character. Within the Borough’s Future Land Use Plan, the area between Adams and Lancaster Streets is designated for low-density residential development. This former landfill site can support redevelopment, provided appropriate steps are taken to address potential liabilities and environmental constraints. An environmental assessment will be necessary to determine the site’s viability for any proposed use. This assessment will need to address both surface and groundwater contamination, as well as soil compaction, cap integrity, and reclamation costs. Landfill reclamation activities must be coordinated with the State Department of Environmental Protection (DEP), which has the authority to monitor hazardous substances in the Commonwealth. Medium-density residential land uses are the historic row home districts and newer townhouse developments located throughout the Borough, which will account for 85 acres of the total land uses in the Borough. High-density residential areas, shown on the future land use map, are preexisting and contain multi-tenant dwellings and apartment buildings. High-density residential land uses will make up approximately 36 acres. Housing is the critical element that is driving the viability of the community's future economic development. Aggressive support and action are needed to enhance older neighborhoods, revitalize housing, and preserve single-family dwelling streets and neighborhoods are overwhelmingly important to the community.

4.2.5 Commercial Land Uses

Commercial land uses in the Borough are primarily concentrated on Front Street and encompasses approximately 126 commercial and mixed-use properties. The future land use plan separates the commercial land uses into two land use classifications – Primary Business District, and a Secondary Commercial Area.
4.2.5.1 Primary Business District Land Uses

The Borough contains an active business community in its downtown area. This area has been designated as the Primary Business District (PBD) and is located on Front Street from Conestoga to Mohn Street. This land area makes up 16 acres of downtown primary business/commercial space. Special attention will be given to the PBD, through aggressive Main Street programming developed to bring life and revitalization back to the community’s downtown. The land use planning recommendations and strategies have been developed as a result of the land use inventory analysis and downtown strategic planning sessions held for the comprehensive planning process. The priority recommendations and strategies are listed in detail earlier in this section and are located on page 84.

4.2.5.2 Secondary Commercial Area

A secondary commercial area land use was created for a small commercial area located in the eastern and western most areas of the Borough. This area contains a multitude of different uses. This future land use area is consistent with the zoning districts designated in the existing zoning ordinance map as the Commercial Neighborhood and Commercial Highway Districts. This area is approximately 32 acres. The Commercial-Neighborhood district generally permits personal services, general necessity retail, and restaurants. The Commercial-Highway district permits a wider array of commercial uses ranging from municipal uses, clubs and social halls, auto sales, schools, restaurants and other retail oriented services, to motel land uses.
4.2.6 **Developable Land Uses**

Vacant parcels and undeveloped lands exist throughout the Borough. Approximately 23 percent (235 land parcels totaling 222 acres) of the Borough's land either contains vacant lots or structures or parcels have been classified as undeveloped. This land has the potential development capacity. Current undeveloped land has a developable value in the Borough of Steelton. Approximately 166 acres of the total 222 acres of vacant or undeveloped lands has future development potential. These parcels are located on the north side of Front Street. The following recommendations are apply to the future development of the developable lands:

**Recommendation:** Utilize vacant or developable lands and find solutions for local businesses requiring expansion.

**Strategies:**

- Determine the location of all vacant parcels and their development potential.
- Development strategies for the vacant parcels should include a determination of eligible uses, subdivision and zoning code constraints, as well as the estimated costs for development. Contiguous vacant parcels should receive priority status for development timeframes. The Borough should clearly designate those parcels deemed undevelopable.
4.2.7 Transportation and Circulation Plan

4.2.7.1 Transportation Improvement Recommendations

The Community Facilities section of this document describes the immediate and future roadway improvements deemed necessary by the Borough, municipal engineer, and highway department. Immediate and future transportation improvement projects in the Borough fall into one of three categories: intersection safety and or access improvement projects, street resurfacing or rehabilitation, and roadway or storm sewer improvements that will address stormwater problem areas.

- Intersections within the Borough requiring safety or access improvements are:
  - North Front Street & Franklin Street Intersection – A traffic signal may be warranted.
  - North Front Street & Pine Street Intersection – Safety concerns exist at this intersection for vehicles turning right.
  - South Front Street & Felton Street Intersection – High accident count on Front Street between Felton Street and the turnpike bridge.
  - Front Street access to the municipal boat dock and landing area.

- Roadway resurfacing and rehabilitation projects are:
  - Pine Street resurfacing
  - Front Street resurfacing

- Stormwater problem areas exist on:
  - South Front Street & Mohn Street
  - South Front Street & Washington Street
  - South Front Street & Hoffer Street

The Action and Implementation Section of the Comprehensive Plan will allocate funding resources and timeframes for the above projects. The road resurfacing projects on Pine and Front Streets as well as the intersection and access improvement projects that involve state roadways should be placed on the Harrisburg Area Transportation System (HATS) transportation improvement program in order to receive future state funding.
4.2.7.2 Recommendations

- Prioritized projects adopted transportation plan should be included in the Borough annual capital budgeting process. Funding resources and project components for implementation are given on page 93.

- Complete transportation improvement projects in a strategic approach that will address several planning and construction projects at one time.

- Understand project timeframes, financial constraints and available resources for each transportation project.

- Give funding priority to those projects located within the central business area.

- Attention should be given to the illumination of intersections, especially those intersections with a history of night accidents.

- Special consideration should be given to the parking requirements at intersections. Parked vehicles impair the sight-distance at many intersections, resulting in unsuccessful left and right turns. Parking standards for spaces near intersections should be reviewed and enforced.

- Advocate public transit and ride-sharing programs. The Borough should take a pro-active stance on traffic congestion relief alternatives such as public transit.

- Create a functioning downtown committee that supports streetscape improvements that will create safe pedestrian walkways and develop solutions to the parking deficiencies.

- Address parking deficiencies. The Borough’s Community Development Committee should give special attention to parking space deficiencies and the related issues in the downtown. Lots on parallel alleys could potentially be redeveloped into downtown parking lots. A follow-up project would include directional signage on Front Street. The Borough may wish to organize and manage this initiative through an official parking authority ultimately created by Borough Council.
4.2.8  Financing Strategy

After identifying the projects that exist within the Borough of Steelton, it is useful to determine funding opportunities that may assist in their implementation. While the availability of funds should not be the determining factor in prioritizing projects, it can be used to highlight realistic initiatives. The following outlines the available state and federal funding programs that may be used for each of the recommendations listed within this report.

4.2.8.1  Land Use & Growth Management

4.2.8.1.1  Land Use Planning and Technical Assistance Program (LUPTAP)

LUPTAP is the name for the grants available to municipalities, counties, and other units of local government for land use planning activities. Funds from LUPTAP support multi-municipal planning efforts that further the sound land use initiatives, by meeting the objectives of Executive Order 1999-1 and adhering to the Municipalities Planning Code. Generally, LUPTAP will pay 50% of the costs of developing a new or revised comprehensive plan or land use ordinance. In Fiscal Year 2000-2001, LUPTAP funding equaled $2.6 million. Municipalities, joint municipal planning agencies and council of governments (COG) may apply for state financial assistance to prepare or update comprehensive plans, land use regulations, and special studies that will strengthen the role of comprehensive planning in municipal management.

Administering Agency: Department of Community & Economic Development

4.2.8.1.2  Shared Municipal Services

When neighboring municipalities can work effectively together, the Shared Municipal Services Program provides grant funds to promote cooperation between them. To be eligible, the entities must be two or more local governments. Eligible activities include: combined police record administration; joint ownership of equipment; shared data processing operations; and joint sign making.

Administering Agency: Department of Community & Economic Development
4.2.8.1.3 World Class Communities

Governor Ridge proposed the creation of this new program in the fiscal year 1999-2000 budget. This grant program supports intermunicipal planning and cooperative technology initiatives. Any county government or any group of two or more municipalities may apply for funding to defray the cost of initiating shared services or technology initiatives such as comprehensive planning, regional visioning, code enforcement, internet development, training and education. Projects that serve as a model for regional cooperation or represent a highly integrated planning activity may be eligible for a reduction of the requisite 50% local match. Applicants’ past performance administering planning grants will be taken into consideration, as will the potential for implementation and intergovernmental cooperation. Most authorized municipal planning functions are considered eligible activities, with the exception of equipment purchases and the renovation or construction of buildings.

Administering Agency: Department of Community & Economic Development

4.2.8.1.4 Keystone Rails-to-Trails Grant Program

Municipalities and non-profit organizations can be reimbursed up to 50% of the costs associated with the planning and development of trails along abandoned railroad rights-of-way. Eligible activities include property acquisition, feasibility studies, master plans, and construction projects related to new trail facilities or extensions to existing trail systems. Support facilities, such as access roads, parking areas, observation decks and comfort facilities are eligible for funding assistance, as are associated structures like walkways, lighting, landscaping, and signage directly adjacent to the trail. In-kind services and donated labor can be utilized for the 50% local match.

Administering Agency: Bureau of Recreation & Conservation, Department of Conservation & Natural Resources (DCNR)

4.2.8.1.5 Growing Greener Grant Programs

1. Keystone Community Grant Program

The Department of Conservation and Natural Resources (DCNR) established cabinet-level status for Pennsylvania’s state parks and forests and also places conservation and recreation programs dealing with local recreation, heritage parks, rivers conservation, greenways, trails, and open spaces under a single agency. A key priority of this agency is to bring its programs into towns and cities across Pennsylvania and to provide leadership linking agency resources with local conservation efforts.
2. **Community Conservation Partnerships Program**

The Community Conservation Partnerships Program initiative joins DCNR with communities, nonprofit groups and the private sector in conserving Pennsylvania's valuable natural and cultural heritage. DCNR partnerships involve greenways, open spaces, community parks, rail trails, river corridors, natural areas, indoor and outdoor recreation and environmental education. Agency programs will be linked with efforts to conserve natural and historic resources, provide recreation, enhance tourism, and foster community development. DCNR will use Growing Greener funds to augment the already successful and highly requested Community Conservation Partnership grant programs. Over the past five years, DCNR allocated Growing Greener funding over several existing grant programs to help more communities and organizations meet their conservation and recreation goals.

4.2.8.1.6 **Keystone and Growing Greener Grant Programs**

1. **Planning and Technical Assistance Projects.**

Communities seeking to establish regional recreation and conservation priorities can receive up to 50% grant assistance to prepare Comprehensive Recreation, Park and Open Space Plans, County Natural Areas Inventories, and Master Site Plans. Peer-To Peer Technical Assistance grants are also available under this program and can cover up to 90% of eligible costs to address problem-specific issues in consultation with an experienced professional. All DCNR information was obtained from the DCNR website (dcnr.state.pa.us/growinggreener/gg-grants).

- Planning Projects
  - Comprehensive Recreation, Park and Open Space Plans
  - Conservation Plans
  - County Natural Area Inventories
  - Feasibility Studies
  - Greenways and Trails Plans
  - Rails-to-Trails Plans
  - Master Site Plans
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- Rivers Conservation Plans
- Technical Assistance Projects
  - Education and Training
  - Peer-to-Peer
  - Circuit Rider
- Acquisition Projects
  - Park and Recreation Areas
  - Greenways, Trails and Rivers Conservation
  - Rails-to-Trails
  - Natural and Critical Habitat Areas
- Development Projects
  - Park and Recreation Areas
  - Park Rehabilitation and Development
  - Small Community Development
  - Greenways and Trails
  - Rails-to-Trails
  - Rivers Conservation
- Federally Funded Projects
  - Land and Water Conservation Fund (LWCF) Projects
  - Pennsylvania Recreational Trails

Administering Agency: Bureau of Recreation & Conservation, Department of Conservation & Natural Resources (DCNR)
4.2.8.1.7 **Pennsylvania Recreational Trails Program**

As much as $100,000 may be awarded for the development and maintenance of trails and trail-related facilities for motorized and non-motorized recreational trail uses. This reimbursement program requires a 50% local match for all acquisition projects and a 20% local match for all other eligible activities. Program priorities include: (1) maintenance and restoration of existing trails; (2) development and rehabilitation of trailside and trailhead facilities; (3) purchase and lease of construction and maintenance equipment; (4) construction of new trails; (5) acquisition of easements or property for trails; (6) operation of educational programs.

Administering Agency: Bureau of Recreation & Conservation, Department of Conservation & Natural Resources (DCNR)

4.2.8.1.8 **Transportation Enhancements Program**

Any state agency, county or municipal government or non-profit organization may apply for funding to cover the cost of projects linked to a specific component of a transportation system. This program was created in the federal Transportation Equity Act for the Twenty-First Century (TEA-21) to provide funding for the following projects, which include but are not limited to: 1) facilities for pedestrians and bicycles, 2) acquisition of scenic or historic sites, 3) landscaping, 4) scenic or historic highway programs, 5) historic preservation, 6) rehabilitation of transportation buildings, 7) preservation of abandoned railway corridors, and 8) transportation museums. PennDOT prefers project engineering studies and reports be completed at the expense of the project applicants. A 20% local match is required.

Administering Agencies: Tri-County Regional Planning Commission & PennDOT

4.2.8.2 **Infrastructure**

4.2.8.2.1 **Economic Development Administration (EDA)**

The EDA is authorized by the U.S. Department of Commerce to provide assistance to both rural and urban areas experiencing long-term economic deterioration, high unemployment, low-income levels, or sudden and severe economic distress. Federal resources are targeted to economically distressed areas to assist with job retention and attraction strategies. Applications submitted by local governments and nonprofit agencies are reviewed at committee-level and awarded competitive grants based upon degree of distress and concurrence with the area’s Comprehensive Economic Development Strategy (CEDS). The categories of EDA support are as follows:

- Public Works & Economic Development
Applications are considered on a rolling basis according to fund availability. Grant awards generally range from $200,000 to $1,000,000. Applicants invited to submit proposals must adequately demonstrate the ability to fund the project and implement the work plan in order to be considered for funding.

Administering Agency: Philadelphia Regional Office of the Economic Development Administration, U.S. Department of Commerce

4.2.8.2.2 Communities of Opportunities Grant Program

This program provides state-funded grants for community revitalization and economic development activities that occur on a local level. Specifically the program assists communities in becoming competitive for business retention, expansion and attraction. It also funds projects that assist with community revitalization for housing and low-income housing. Eligible applicants are local governments, redevelopment authorities, and non-profits. Projects found to be eligible are community revitalization and economic development and/or the development or rehabilitation of housing. Grants average between $100,000 to $200,000.

4.2.8.2.3 Community Development Block Grant Program (CDBG)

Steelton Borough has established a cooperative agreement with the County of Dauphin for an annual allocation of CDBG funding. Eligible CDBG projects include housing rehabilitation, public services, community facilities, infrastructure improvement, development and planning. In the past Steelton has utilized CDBG to accomplish housing rehabilitation, the revitalization of the Locust Street steps, sewer improvements, curbing and sidewalk projects, handicap access projects, Swatara Street retaining wall, and many more.

4.2.8.2.4 Community Facilities Loan Program

The Rural Housing Service of the United States Department of Agriculture (USDA) provides direct loans and loan guarantees for the development of essential community facilities in rural areas. Loan funds may be used to construct, enlarge, or improve community facilities for health care,
public safety, and public services. This can include costs to acquire land needed for a facility, pay necessary professional fees, and purchase equipment required for its operation. Public entities such as counties, municipalities non-profit corporations and special-purpose districts are eligible to apply.

Administering Agency: Rural Housing Service, United States Department of Agriculture

4.2.8.2.5 Safety And Mobility Initiative (SAMI)

Offered through PennDOT, SAMI funds are awarded for limited scope transportation projects designed to improve safety and mobility.

Administering Agency: Pennsylvania Department of Transportation (PennDOT)

4.2.8.2.6 Rural Utilities Service Water and Waste Disposal Program (RUS)

The RUS is an agency created in 1994 to oversee programs previously administered by the Rural Development Administration. Direct loans, guaranteed loans and grants are available to develop water and wastewater systems in rural areas and in cities and towns with populations of 10,000 or less. Priority consideration is given to public entities (e.g. municipalities, counties and special-purpose districts) in areas with fewer than 5,500 people and to projects that involve the merger of small facilities. The maximum term for all loans is 40 years or the useful life of the facility, whichever is less. Grants may apply to 75% of eligible project costs.

Administering Agency: RUS, United States Department of Agriculture

4.2.8.2.7 Infrastructure Development Program (IDP)

Loans and grants up to $1.25 million are awarded to municipalities, municipal, redevelopment or industrial development authorities, and local development districts for public infrastructure projects. This money can be used for transportation facilities and airports, water and sewer system repairs and upgrades, parking facilities and some site renovation and remediation.

Administering Agency: Department of Community & Economic Development
4.2.8.2.8 Water Resources and Development Act (WRDA)

WRDA is passed periodically by the U.S. Congress to provide federal funding authorization for large-scale public water and sewer projects. All projects that require federal funding must receive WRDA authorization prior to receiving a federal appropriation in the Energy and Water Appropriations Act.

Administering Agency: U.S. Army Corps of Engineers

4.2.8.2.9 Energy and Water Appropriations Act

This is annual federal appropriations legislation designed to fund water and sewer infrastructure projects. Projects that have already received federal funding authorization in WRDA, and which are included in the Energy and Water Appropriations Act, may begin to utilize federal dollars to meet 75% of project costs. A 25% - 35% local match is required.

Administering Agency: U.S. Army Corps of Engineers

4.2.8.2.10 VA, HUD and Independent Agencies Appropriations Act

An alternative federal appropriations vehicle that provides funding for environmental infrastructure, including water and sewer facilities that have a clear environmental benefit. Funding requires a 45% local match.

Administering Agency: Environmental Protection Agency

4.2.8.3 Business & Economic Development
4.2.8.3.1 Commercial Reinvestment Program

State financial assistance is available to local governments, redevelopment authorities, business district authorities and Main Street Organizations to revitalize a community’s commercial area. Projects must be supported by a locally adopted business district action plan and demonstrate a clear public benefit. Applicants are unlimited in the amount requested, but proposals are evaluated on their ability to match the grant in the amount of 50 percent or higher.

Administering Agency: Department of Community & Economic Development

4.2.8.3.2 Redevelopment Assistance Capital Program

The RACP is a Commonwealth grant program administered by the Office of the Budget for the acquisition and construction of economic, cultural, or civic improvement projects. The RACP is operated on a reimbursement basis as expenses are incurred and paid. At least 50 percent of the project cost must be match (non-state) participation. A project cash flow schedule is required that shows all project components, timeframe for completion and funding resources to complete the project.

Administering State Agency: Office of the Budget, Bureau of Fiscal Policy Analysis

4.2.8.3.3 Opportunity Grant Program

Projects that will create Municipal entities and business owners may receive funds for job training or working capital, construction or rehabilitation of infrastructure or buildings, acquisition of land, buildings or rights-of-way, or site preparation (including demolition and clearance). Funds may also be used for environmental assessments, remediation of hazardous materials, and architectural or engineering fees that total up to 10% of the award amount. Preference is given to projects in counties or communities suffering from severe economic distress.

Administering Agency: Department of Community & Economic Development

4.2.8.3.4 Small Business First

Although administered by the Department of Community & Economic Development (DCED), the Small Business First Program is managed on a day-to-day basis by a network of area loan organizations. Aimed at stimulating small business development throughout the Commonwealth, this
program provides low-interest financing to small businesses unable to obtain financing through existing public and private sources. For profit businesses that employ one hundred (100) or fewer full-time employees can apply for working capital loans not to exceed $100,000 and loans for land, buildings, machinery and equipment not to exceed $200,000. Maximum funding assistance may not exceed 50% of total eligible project costs.

Administering Agency: Department of Community & Economic Development

4.2.8.3.5 Industrial Sites Reuse Program

Developed in coordination with the DEP (Department of Environmental Protection), the Industrial Sites Reuse Program encourages private-sector development of former industrial sites by offering grants and loans to conduct environmental assessments and remediation. Municipalities, local authorities or non-profit economic development agencies (EDAs) are eligible for a maximum of $200,000 in funding to complete Phase I, II and III environmental assessments. Up to $1 million may be awarded for remediation projects. A 25% match is required for both grant and loan agreements, the latter of which are maintained at a fixed interest rate of 2 percent. Applicants should contact their DEP regional office to discuss the proposed scope of work and to determine the options for state liability protection.

Administering Agency: Department of Community & Economic Development

Advanced Technology Program (ATP)

For-profit companies and industry-led joint ventures may apply for up to $2 million in ATP funding over a three-year period to cover direct costs of implementing and running innovative high technology projects. These awards must demonstrate scientific and technical merit, as well as economic benefits nationwide.

Administering Agency: U.S. Department of Commerce
4.2.8.3.6  *Technology Opportunities Program (TOP)*

Applicants include state and local governments, public health institutions, schools, libraries, museums and nonprofit entities. Funding is provided for projects that promote development, widespread availability and use of advanced telecommunications and information technologies to serve the public interest. Projects must demonstrate that their implementation would improve quality of and access to cultural, educational and training resources. Awards do not exceed $750,000.

Administering Agency: U.S. Department of Commerce

4.2.8.3.7  *Pennsylvania Technology Investment Authority (PTIA)*

Aimed at placing Pennsylvania on the forefront of the advanced technology marketplace, PTIA will provide $50 million in financing to technology companies seeking to create or retain jobs through electronic commerce. In addition, PTIA will coordinate efforts with Team Pennsylvania and the Ben Franklin Partnership to provide grants for digital community development. Community-based organizations can apply for up to 50% grant assistance to initiate a number of initiatives such as interactive government activities, marketing, tourism promotion, education and outreach. Projects will receive funding according to regional priorities.

Administering Agency: Pennsylvania Economic Development Financing Authority

4.2.8.3.8  *Communities of Opportunity*

Provides grants for community revitalization and economic development activities at the local level. The project has two main objectives: (1) to promote business retention, expansion and attraction; and (2) To assist with community revitalization. Local governments, redevelopment authorities and housing authorities may utilize funds for economic development, housing rehabilitation and community revitalization activities.

Administering Agency: Department of Community and Economic Development
4.2.8.4 Downtown Revitalization

4.2.8.4.1 Pennsylvania Main Street Program

Communities seeking to reverse the trend of commercial disinvestment can benefit from the Main Street Program. This five-year program encourages downtown revitalization using the Main Street approach. Developed by the National Trust for Historic Preservation in the late 1970s, the Main Street approach was once a tool for preserving historic structures in small towns. It has since been adopted by some 40 states nationwide as a vehicle for commercial revitalization. The four-tiered strategy utilizes:

- organization
- economic restructuring
- promotion
- design

To develop a comprehensive strategy for downtowns, communities are encouraged to foster public/private partnerships and a unique downtown image through comprehensive business district action plans. Within their first year of operation, designated communities receive minimal financial assistance (a maximum grant of $5,000 to cover administrative expenses). However, a maximum of $115,000 in state assistance can be provided over the course of the five-year program. Because project costs often exceed the maximum grant amount, a municipality must demonstrate that sufficient local funding is in place to support the Program during and beyond the five-year period.

Administering Agency: Department of Community & Economic Development
4.2.8.4.2 Pennsylvania Downtown Center (PDC)

Main Street organizations can benefit from membership in the Pennsylvania Downtown Center (PDC). An annual organization fee of only $150 provides a recognized Main Street organization with technical assistance in a variety of areas such as:

- program organization
- business retention and recruitment
- market analysis
- partnership development.

In conjunction with the Department of Community & Economic Development (DCED) and the Pennsylvania Downtown Center, a Main Street organization can successfully navigate its first year as a provisional Main Street and secure continued funding support from DCED to implement a Commercial Reinvestment Program (see page 84) and Design Challenge Grant Program.

Administering Agency: PA Downtown Center

4.2.8.4.3 Design Challenge Grant Program

In order to foster a positive business climate, Main Street communities are encouraged to develop local design standards and grant programs to reimburse property owners for the cost of exterior improvements. Designated Main Street communities may apply for a maximum of $20,000 each year to support a local design challenge grant program. A 50% match program, design challenge grants reimburse property owners for exterior improvements to commercial properties. Specific program boundaries and applications should be developed locally.

Administering Agency: Department of Community & Economic Development
4.2.8.5 Quality Of Life

4.2.8.5.1 Shared Municipal Services Program

Any group of two or more municipalities may apply for a grant to finance 50% of the cost associated with a joint public improvement project. Eligible activities include, but are not limited to, regional recreation activities, shared public works operations, technology initiatives and combined police records administration. Any authorized municipal function is considered eligible, with the exception of the purchase, renovation or construction of buildings. Council of Governments (COG) or similar organizations may apply for funding to defray initial start-up costs and applications may be submitted on behalf of a volunteer fire company or companies for a limited number of programs: certain communications equipment, dry hydrant programs, administrative needs and planning efforts or studies designed to enhance operational efficiencies.

Administering Agency: Department of Community & Economic Development

4.2.8.5.2 Community Revitalization Grant Program

Provide grants to units of local government, municipal and redevelopment authorities, industrial development agencies and non-profit community organizations for a variety of initiatives that support community stability or encourage diversification of the local tax base. Eligible activities include demolition, construction or rehabilitation of buildings, construction of community facilities, acquisition or upgrades of machinery and equipment, acquisition of land, buildings and right-of-ways, planning assistance and a range of public safety, crime prevention, and recreation initiatives. While there is no local match requirement, applicants demonstrating a commitment of matching funds are given higher consideration for funding assistance. Applications may be submitted at any time, but should not exceed one application in any fiscal year.

Administering Agency: Department of Community & Economic Development
4.2.8.5.3  **Community Development Block Grant (CDBG) Program**

Urbanized areas with a high concentration of low to moderate-income persons receive direct entitlements (i.e. block grants) from the federal government through the Department of Housing & Urban Development (HUD). Cities and counties that do not meet the population criteria established by HUD are eligible to receive state entitlements. Funds are available to local governments for housing rehabilitation, public services, community facilities, infrastructure improvement, development and planning for projects that benefit low and moderate-income persons. Based upon a formula allocation, Steelton Borough receives an average of $200,000 annually to within Dauphin County’s Consolidated Plan.

Administering Federal Agency: Department of Housing & Community Development

Administering County Agency: Dauphin County Redevelopment Authority

4.2.8.5.4  **HOME Investment Partnership**

Local governments may apply for HOME funds to promote community stability through affordable housing via new construction, rehabilitation and rental assistance. Awards may be used to benefit low-income families, assist in overall community development, maintain and improve the quality of housing, and assist families and individuals to become first-time home buyers. A 30% local match is required for new construction.

Administering Federal Agency: Department of Housing & Community Development

Administering County Agency: Dauphin County Redevelopment Authority

4.2.8.5.5  **Keystone Historic Preservation Grant Program**

Administered by the Pennsylvania Historical and Museum Commission, this program provides matching funds to nonprofit organizations and public agencies for preservation, restoration, and/or rehabilitation activities that support a publicly accessible historic property. The facility must either be listed or eligible for listing in the National Register of Historic Places or be considered a contributing structure within a National Register Historic District. Grants requests ranging from $5,000 to $100,000 will be considered by the PHMC. Eligible projects must be accessible to the public not less than 100 days per year.

Administering Agency: Pennsylvania Historical & Museum Commission
4.2.8.5.6 Pennsylvania History and Museum Grant Program

State funding is available to supplement operating expenses of county certified historical societies that have at least 100 paid members at the time of application. Awards will not exceed $10,000 or the amount of money provided by the local county government, whichever is less. Eligible applicants must have tax-exempt (501(c)(3) status with the IRS. Historic Preservation Grants support a number of eligible activities including historic site surveys, design guidelines, walking tours, lectures and exhibits. 100% grants are awarded for requests up to $5,000. For requests between $5,000 and $10,000, a 50% local match is required. Units of local government, conservancies and historical societies are eligible to apply. In addition, Local History Grants are awarded to organizations to develop public programs and conduct research that relates to some aspect of Pennsylvania history.

Administering Agency: Pennsylvania Historical & Museum Commission

4.2.8.5.7 Volunteer Loan Assistance Program

Administered by the State Fire Commissioner’s office since 1976, the Volunteer Loan Assistance Program helps volunteer fire and ambulance companies finance new and used equipment and structures as a reasonable rate of interest. Applicants can apply at any time for loans of up to $200,000 to cover the costs associated with the construction of equipment and apparatus storage areas. Loan proceeds may not be applied to office space, social halls or meeting rooms and may not exceed 50% of eligible project costs.

Administering Agency: Office of PA State Fire Commissioner

4.2.8.5.8 Federal Surplus Property Program

Volunteer fire companies can register free-of-charge to participate in this program, which provides both new and used surplus equipment at reasonable prices. A customer representative is available to discuss a department’s individual needs and visits to the warehouse can be scheduled by request. Much of the equipment was obtained from former Army depots and may need to be modified prior to use.

Administering Agency: Department of General Services
4.2.8.5.9 **Volunteer Fire Assistance Program (VFA)**

The State Bureau of Forestry administers this federal program established by the Rural Development Act of 1972. Competitive grants are awarded on a cost-share basis to volunteer fire departments serving rural areas with a population of 10,000 or less. VFA funding is not authorized for the purchase, construction or renovation or capital improvements such as fire stations or pressurized water systems. Rather, it supports activities that improve fire protection in rural areas, such as: Installing dry fire hydrants, organizing a multi-department training program, and upgrading radio communications are just a few of the innovative projects that can be enhanced with VFA funding.

Administering Agency: A State Bureau of Forestry

4.2.8.5.10 **Community Facilities Loan Program**

The Rural Housing Service provides direct loans and loan guarantees to develop essential community facilities in rural areas. Loan funds may be used to construct, enlarge, or improve community facilities for health care, public safety, and public services. The program may include costs to acquire land, to pay necessary professional fees, and to purchase equipment required for facility operations. Public entities such as counties, municipalities non-profit corporations and special-purpose districts are eligible to apply.

Administering Agency: Rural Housing Service, U.S. Department of Agriculture

4.2.8.5.11 **Local Government Capital Project Loan Program**

This program provides low interest loans (fixed rate of 2%) to municipalities of 12,000 or less for the purchase of equipment and the purchase, construction, renovation or rehabilitation of municipal facilities. Repayment will be made over a period not to exceed ten years or the useful life of the equipment or facilities. Loans for equipment may not exceed $25,000 for a single piece of equipment or 50% of the total cost, whichever is less. Loans for a facility may not exceed $50,000 or 50% of the total cost, whichever is less. The applicant must demonstrate how the equipment or facility will be shared with other municipalities.

Administering Agency: Department of Community & Economic Development
4.2.8.5.12 Capacity Grants for Day Care

Counties receive allocations from the State Department of Public Welfare for distribution to day care centers interested in building capacity. Capacity building is defined as providing for an expansion of services by building additional facility space or adding equipment such as cribs or toys in an effort to service more children. Grants are distributed by Child Care Resource Developers (CCRDs) to day care providers based upon pre-established capacity grant criteria and application priorities established by the county local planning committee. The maximum grant award will vary dependent upon the type and size of the facility applying for funds. Staffing or salary reimbursement is not an eligible use of grant dollars.

Administering Agency: Pennsylvania Department of Public Welfare