Final Environmental Assessment for the Proposed U.S. Courthouse

Harrisburg, Pennsylvania

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III. Affected Environment & Environmental Consequences

3 AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES

Methodology

Discussions presented in this Environmental Assessment for the affected environment and potential environmental impacts are categorized by impact topics. In general, these impact topics are groupings of natural, cultural, social, and manmade resources that have the potential to be impacted by the project. Impact topics were identified based on Executive Orders; federal, state, and local laws, regulations, and guidelines; and the project team's understanding of the nature of the Proposed Action and its potential impacts based on similar undertakings.

For any one type of resource, the extent of the impact may be the alternative site, the area immediately surrounding the alternative site, or a larger area within the City of Harrisburg. For some resources (such as natural resources), the principal affected environment is primarily the project area; for others (such as transportation), the affected environment may extend to a larger area within the City of Harrisburg.

Section 3.4 of the Environmental Assessment includes an analysis of direct impacts, indirect impacts, and cumulative effects. Direct impacts are caused by the action and occur at the same time and place. Indirect impacts are caused by the action and are later in time or farther removed in distance, but are still reasonably foreseeable. Cumulative impacts are the impacts on the environment, that result from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time (40 CFR 1508.7 – 1508.8).

Potential impacts are described in terms of:

- Context - are the effects site-specific, local, or even regional?
- Intensity - are the effects negligible, minor, moderate, or major?
- Type - are the effects beneficial or adverse?

- Duration - are the effects short-term, lasting through construction or less than one year, or long-term, lasting more than one year?

The thresholds of change for the intensity of impacts are defined as follows[1]:

- negligible, when the impact is localized and not measurable or at the lowest level of detection;
- minor, when the impact is localized and slight but detectable;
- moderate, when the impact is readily apparent and appreciable; or
- major, when the impact is severely adverse and highly noticeable.

This chapter also includes information on potential measures the government could take to mitigate for impacts from the proposed action at the end of each impact topic. Final decisions on mitigation measures will be included with the final site selection.

For each of the alternatives considered in this Environmental Assessment, every attempt has been made to assess the "worst case" or greatest impacts that could occur. Because site layouts have not been prepared for the build alternatives shown in Chapter II, Alternatives Considered, impacts were analyzed assuming the entire area within the alternatives would be disturbed. GSA will continue to look for ways to minimize and mitigate impacts during final design and construction.

3.1 IMPACT TOPICS ELIMINATED FROM FURTHER ANALYSIS

Environmental studies conducted for this Environmental Assessment revealed that certain resources are either not present in the project area or would be affected negligibly by the project. These resources are briefly discussed below, along with the rationale for not including additional discussion in this Environmental Assessment. No further study on these topics is necessary, and mitigation measures are not indicated.

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[1] Impact intensities are based on National Park Service definitions. These impact descriptors are consistent with NEPA and the CEQ's implementing regulations (40 CFR 1508), and have been used for Environmental Assessments for GSA and other federal agencies. For the purposes of this Environmental Assessment, a major impact may be indicative of significance under NEPA.

Air Quality

As required by the Clean Air Act, the U.S. Environmental Protection Agency (EPA) has developed National Ambient Air Quality Standards (NAAQS) for six criteria pollutants: ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, particulate matter, and lead. At concentrations of the air pollutants above these standards, effects to human health may occur. If a geographic area has measured levels of air pollutants that exceed these threshold air quality standards, the area may be classified as a nonattainment area. By contrast, areas with acceptable levels of air pollutants are classified as attainment areas. Since each criterion pollutant is measured separately, a geographic area may be an attainment area for one pollutant while also a nonattainment area for another pollutant.

The City of Harrisburg is in the Harrisburg-Lebanon-Carlisle marginal nonattainment area for ozone. Though it occurs naturally in the stratosphere, the reactivity of ozone causes human health problems, interferes with plant growth, and is the major component of smog. Ozone is not emitted directly into the air but is formed by certain gases that in the presence of oxygen react to form ozone. These gases, mainly nitrous oxides and volatile organic compounds, are emitted from a variety of sources including motor vehicles, power plants, chemical factories, dry cleaners, and consumer products.

The City of Harrisburg is also in the Harrisburg-Lebanon-Carlisle marginal nonattainment area for particulate matter with an aerodynamic diameter less than 2.5 micrometers (PM2.5). Particulate matter in air includes both solid particles and liquid droplets. PM2.5 particles are believed to pose the largest health risks to humans because they can lodge deeply in the lungs. Sources of these fine particulates include motor vehicles, power plants, wood burning activities, and other industrial processes.

The operation of the proposed courthouse would not directly generate additional pollutants that would violate any air quality standards or contribute substantially to such violation. Short term air quality effects due to emissions from construction equipment may occur, but would be localized and of short duration. After construction, an increase in motor vehicle emissions may be experienced if traffic volumes were to increase considerably as a result of the project. However, based on the traffic study presented in Section 3.6.1, Traffic Conditions, the increase in traffic due to construction of the new courthouse is expected to be negligible by comparison to the projected traffic increase due to regional growth factors. The Proposed Action is expected to have negligible impacts on ambient air quality; therefore, no mitigation measures are indicated.

Environmental Justice

Executive Order (EO) 12898 (The White House, 1994) directs that "…each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations…". Although GSA is not a member of the Interagency Federal Working Group (IWG) on Environmental Justice, the agency, in accordance with the Executive Order, complies with the provisions of the Order and assesses Environmental Justice issues as part of its NEPA review and analysis.

While Environmental Justice focuses on impacts to human health and environmental effects, GSA recognizes that the proposed U.S. Courthouse would have social and economic effects on the City of Harrisburg and the residents at the alternative sites. Therefore GSA conducted a Social Impact Assessment to analyze the potential impact that the construction and operation of the proposed courthouse may have on the social and economic environment. The results of this study are located in Section 3.4. Social Environment and in Appendix C.

According to the Environmental Protection Agency (EPA), "Environmental Justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies." Fair treatment means that no group of people should bear a disproportionate share of the negative environmental consequences resulting from industrial, governmental and commercial operations or policies. Meaningful involvement means that: (1) people have an opportunity to participate in decisions about activities that may affect their environment and/or health; (2) the public's contribution can influence the regulatory agency's decision; (3) their concerns will be considered in the decision making process; and (4) the decision makers seek out and facilitate the involvement of those potentially affected. In order to have an impact under Executive Order 12898, the impact must be an adverse affect on human health or environment, and the impact must be in a way that has an ostensibly disproportionate impact on minority populations and low-income populations.

Low-income and minority populations were identified through the review of U.S. Census Data and discussions with local agencies and officials including the Harrisburg Planning Office, the HHA, the Harrisburg Public Schools and the NAACP. Based on this analysis, it

has been determined that the N. 6th and Basin Street Alternative and the N. 6th and Verbeke Street Alternative have a majority of residents that qualify as low-income and minority.

N. 3rd and Forster Street

Based on Census data and discussions with the City of Harrisburg, the percentage of low-income, minority, and elderly persons on the N. 3rd and Forster Street Alternative is below the average for the City of Harrisburg and the State of Pennsylvania (U.S. Census Bureau, 2005).

N. 6th and Verbeke Street

The population on N. 6th and Verbeke Street is comprised of a higher percentage of low-income and minority persons than the average of the City of Harrisburg and the State of Pennsylvania (U.S. Census Bureau, 2005). The Cumberland Court Apartments consists of approximately 108 units (approximately 200 residents) that are subsidized by the U.S. Department of Housing and Urban Development (HUD) through the Rental Assistance Payments (RAP) program and Section 236 of the National Housing Act. The elderly population on the N. 6th and Verbeke Alternative is below the City and State averages.

N. 6th and Basin Street

The population of the N. 6th and Basin Street Alternative is comprised of a higher percentage of low-income and minority persons than the average of the City of Harrisburg and the State of Pennsylvania (HHA, 2005). Residents of the Jackson Lick Apartments are all elderly or disabled. The Jackson Lick Apartments consist of approximately 144 units occupied by residents who are 55 years or older and have an income less than 30 percent of the median income for the federal standard metropolitan statistical area (SMSA).

Public Involvement

GSA took several steps to ensure the participation of low-income and minority populations in preparation of the Environmental Assessment. Public meetings were scheduled in both the day time and evening to accommodate all persons. A public scoping meeting was held on July 14, 2005 at the Hamilton Elementary School in the vicinity of the N. 6th and Basin Alternative and the N. 6th and Verbeke Alternative. Notices were delivered to the residents of these sites, and the HHA provided transportation to the meeting for the elderly and disabled residents of the Jackson Lick Apartments.

Surveys were distributed to residents of the alternative sites to solicit input to assess how the residents would be affected by relocation, if required. Survey topics included transportation needs, employment, schools, daycare, and access to community services, shopping, and recreational areas.

Additional public meetings were held with the residents of each of the alternative sites on November 9 and 10, 2005 to solicit additional comments. These meetings targeted affected residents of each of the alternative sites rather than the community as a whole. The first meeting on November 9th was held at the Harrisburg Friends Meeting House and was within walking distance of the Cumberland Court Apartments. Notices were mailed to each of the residents at the apartment complex. A second meeting was held at the Jackson Lick Apartments on November 10th to accommodate the elderly and disabled residents. Additional information on the public meetings is included in Section 1.5.

A public hearing was held on April 18, 2006 for the public to learn more about the findings in the draft Environmental Assessment and to provide public testimony on the documents findings. The public was also given the option of providing private testimony and to submit written comments regarding the draft Environmental Assessment and Section 106 process. This public hearing was held at the Benjamin Franklin Elementary School located near both the N. 6th and Verbeke Street and N. 6 and Basin Street Alternatives to provide easy access to residents of these sites.

Potential for Disproportionate Impacts

Construction of the proposed courthouse would have social and economic effects on the residents at the alternative sites. GSA conducted a Social Impact Assessment to analyze the potential impact that the construction and operation of the proposed courthouse may have on the social and economic aspects of the environment. The results of this study are located in Section 3.4. Social Environment and in Appendix C.

Construction of the proposed U.S. Courthouse on any of the alternative sites would not have ecological or human health effects on low-income and minority residents. The proposed action would not adversely affect air quality or water quality, nor would the action expose the residents to harmful chemicals or toxins. Therefore, Environmental Justice was dismissed as an impact topic in this Environmental Assessment.

Geology and Topography

According to the Pennsylvania Department of Conservation and Natural Resources (PADCNR) Physiographic Provinces of Pennsylvania, Map 13, the City of Harrisburg is located in the Great Valley Section of the Ridge and Valley Province. The Great Valley is very broad with rolling terrain. The underlying rock type is comprised of shale, sandstone, slate, limestone, and dolomite. The geologic structure is comprised of thrust sheets, nappes, overturned folds, and steep faults. No unique geological features are present in the City of Harrisburg.

The Harrisburg area is characterized by flat to gently rolling urban land. Topographic contours within the City of Harrisburg have been significantly altered by urban construction. The elevation of the City of Harrisburg ranges from 315 to 355 feet above mean sea level. The N. 3rd and Forster Street Alternative, located about five blocks from the east bank of the Susquehanna River, has an elevation of about 331 feet above mean sea level, and the site is relatively flat. The N. 6th and Verbeke Street Alternative, located about ten blocks east of the Susquehanna River, has an elevation of about 340 feet above mean sea level and slopes gently to the west. The N. 6th and Basin Street Alternative, located about 11 blocks from the east bank of the Susquehanna River, has an elevation of about 341 feet above mean sea level and slopes gently to the southwest. The natural slope of this site has been distorted by grading and development.

Based on review of readily obtainable published data, no geologic or topographic features were identified that would present a physical constraint for construction on any of the three build alternatives. The Proposed Action is not expected to have topographic or geologic impacts; therefore, no mitigation measures are indicated.

Groundwater

According to the United States Geologic Survey (USGS), there is no historical depth to groundwater information for the City of Harrisburg. There are no domestic wells or public water supply wells close enough to the project area to offer relevant depth to groundwater data for any of the three build alternatives, nor are any wells close enough to be affected by the project. The City of Harrisburg is served by public water; and groundwater would not be used for potable water.

The direction of shallow groundwater flow is expected to reflect the overlying topography of the region and would therefore flow in a southwesterly direction. Deeper aquifers beneath the

project area are controlled by the underlying geologic structure and attitude of the aquifer formations and may reflect differing flow patterns.

Based on review of readily obtainable published data, no groundwater conditions were identified that would present a physical constraint for construction on any of the three build alternatives, and no mitigation measures are indicated.

Noise

Noise is defined as unwanted sound. It has both physical characteristics that can be measured and psychological factors that cannot be measured. Despite the psychological factors (for example, some people may be annoyed by the same loud music that others enjoy), research has shown a strong correlation between a physical measure called the A-weighted decibel (dBA) and public annoyance. The A-weighted scale accounts for differences in human hearing at different frequencies or pitches. Common sources have the following range of levels in the A-weighted scale: birds, 40 dBA; conversation, 60 dBA; lawn mower, 70 dBA; diesel locomotive, 90 dBA; and jet take-off, 120 dBA. Sound levels vary depending on the proximity of the source.

Noise levels for combinations of sounds are added and subtracted based on a logarithmic scale. As a result, the addition of two noises, such as a two trucks, one 100 dBA and the other 95 dBA, would result in a cumulative sound level of 101.2 dBA, not 195 dBA. It is generally accepted that an increase of less than 3 dBA is not perceptible to humans. Noise levels decrease with distance from the source and are reduced by barriers, both man-made (e.g., sound walls) and natural (forested areas, hills, etc.).

The Department of Housing and Urban Development (HUD) has published noise/land use compatibility guidelines that set sound levels up to 65 dBA day-night average as acceptable for residential land use. Sound levels exceeding 65 dBA are normally considered unacceptable for residential use, unless mitigated.

There are no major sources of extreme sound levels in the project area. As is typical of an urban area, the most predominant noise source is street traffic.

The operation of the proposed courthouse would not directly generate additional noise that would contribute substantially to the ambient noise levels. Short term effects due to noise generated by construction equipment may occur, but would be localized and of short duration. Construction activities would be subject to local noise ordinances and restrictions.

After construction, an increase in noise levels due to motor vehicle traffic may be experienced if traffic volumes were to increase considerably as a result of the project. However, based on the traffic study presented in Section 3.6.1, Traffic Conditions, the increase in traffic due to construction of the new courthouse is expected to be negligible by comparison to the projected traffic increase due to regional growth factors. The Proposed Action is expected to have negligible impacts on ambient noise; therefore, no mitigation measures are indicated.

Radon

Radon is a gaseous radioactive element that occurs naturally and is colorless, odorless, and extremely toxic. Sources of radon are soils, rock, groundwater, and building materials. Radon is diluted in outdoor air and therefore occurs at concentrations that present little concern. Indoors, radon can accumulate to levels that pose human health hazards. Lung cancer is the only health effect that has been definitively linked with radon exposure.

Based on a national residential survey completed in 1991, the average indoor radon level in the U.S. is 1.3 picocuries per liter (pCi/L), compared to an outdoor level of 0.4 pCi/L. U.S. EPA has established a threshold limit of 4.0 pCi/L for indoor radon levels. The U.S. EPA and the U.S. Geological Survey have evaluated the radon potential nationwide and have developed a map to assist in identifying geographical zones with higher potential for levels that exceed the U.S. EPA threshold of 4.0 pCi/L. Most of Pennsylvania, including the project area, is within Zone 1, which has the highest potential (predicted indoor radon levels greater than 4 pCi/L).

For any of the build alternative sites, construction of the proposed courthouse would incorporate building design and materials that would assure proper ventilation to minimize the risk of exposing people to dangerous radon levels. Therefore, the Proposed Action would have no radon-related impacts, and no additional mitigation measures are indicated.

Seismic Conditions

The earthquake hazard in Pennsylvania is minor. While the vast majority of earthquakes strike in areas of known fault lines or continental margins, areas within a continental plate can also experience devastating earthquakes. Such an event occurred near New Madrid, Missouri in 1811-1812.

It is difficult to predict an earthquake, and until recently (30+ years) there was no systematic observation of seismic events within Pennsylvania. However, from review of available records, it appears that approximately 65 earthquakes have struck Pennsylvania since 1727. However, not all of these earthquakes had epicenters in the state. In fact, the earthquake in New Madrid, Missouri also affected Pennsylvania.

Most earthquake damage in Pennsylvania is minor and consists of contents damage in buildings and very minor structural damage. However, an earthquake-like event in 1954 in Wilkes-Barre caused severe damage, although it is not clear if the event was an earthquake, or actually an underground mine collapse. Many geologists believe it was a mine collapse because damage was confined to a relatively small area of five blocks, and seismic shocks were not as far spread as would be expected for an earthquake affecting the area. Geologists believe a small natural seismic event could have led to the more damaging mine collapse.

Based on the information from the Pennsylvania Department of Conservation and Natural Resources and the U.S. Geological Survey's earthquake hazard event profile map, it may be concluded that most of the Commonwealth of Pennsylvania, including the project area, lies in an area of very low seismic activity. No seismic activity impacts were identified that would present potential risks due to unstable geological features at any of the build alternatives. The Proposed Action is not expected to have any seismic impacts; therefore, no mitigation measures are indicated aside from compliance with applicable building codes designed to minimize seismic-related damage.

Soils

According to the USDA Soil Conservation Service Soil Survey for Dauphin County, the predominant soil type on the property is Urban land, alluvial materials (Ua). The profile of this soil has been destroyed or covered with impervious materials. There is no capability class assigned to this soil type. There are no documented development constraints. The soil does not meet the requirements for a hydric soil or farmland soils as defined by the Farmland Protection Policy Act.

Based on review of readily obtainable published data, no characteristics, such as highly erodible soils, were identified that would present a physical constraint for construction on any of the three build alternatives, and no mitigation measures are indicated.

Surface Water Resources

The City of Harrisburg is located along the Susquehanna River. However, review of available mapping and site visits have revealed no surface water resources, including wetlands, within the area of the three build alternatives. The N. 3rd and Forster Street Alternative, N. 6th and Verbeke Street Alternative, and N. 6th and Basin Street Alternative are located approximately five, 10, and 11 blocks (respectively) from the east bank of the Susquehanna River.

Based on review of readily obtainable published data, no surface water conditions were identified that would present a physical constraint for construction on any of the three build alternative sites, and no mitigation measures are indicated.

Vegetation, Wildlife, and Species of Special Concern

Due to the highly developed character of the build alternatives and their presence in an urban area, no natural vegetation is present. Vegetation observed at the three sites consists of landscaped lawns with various ornamental trees and shrubs, such as oaks, maples, and evergreens. Wildlife species observed during field investigations included squirrels, sparrows, robins, finches, and pigeons. Other species that may be present may include ones that are accustomed to human activity and are typically known to inhabit developed areas such as robins, crows, starlings, and mourning doves.

Federal and state agencies responsible for regulating and protecting species listed by the government as threatened or endangered were contacted to identify those listed species and their habitats potentially occurring in the project area. The agencies contacted were the U.S. Fish and Wildlife Service (USFWS), PA Fish and Boat Commission (PFBC), PA Game Commission (PGC), and the PA Department of Conservation and Natural Resources (PADCNR) Bureau of Forestry – Pennsylvania Natural Diversity Inventory (PNDI) office. PNDI, a partnership of The Bureau of Forestry, the Western Pennsylvania Conservancy, and the Nature Conservancy – maintains lists of Biota of Concern in Pennsylvania.

Agency response letters were received from all of the contacted regulating agencies (see Appendix B). Those responses were as follows:

PADCNR, PNDI, September 15, 2004: “PNDI records indicate no known occurrences of plant species of special concern within the project area specified therefore we do not anticipate any impact on endangered, threatened, or rare plant species…”

USFWS, August 2, 2005: "Except for occasional transient species, no federally listed or proposed threatened or endangered species under our jurisdiction are known to occur within the three proposed project areas."

PFBC, August 10, 2005: "No adverse impacts expected from the proposed project."

PGC, August 17, 2005 "…we have determined that the proposed project should not have any adverse impacts on state listed bird and mammal species."

Based on this coordination with federal and state resource protection agencies, the Proposed Action is expected to have no impacts on natural vegetative communities, habitats, and species of special concern; therefore, no mitigation measures are indicated.

3.2 IMPACT TOPICS STUDIED IN DETAIL

In addition to the Social Impact Assessment in Appendix C, the following issues have been analyzed in detail in this Environmental Assessment. Existing Conditions and potential impacts to these resources are assessed in the following sections.

3.3 NATURAL ENVIRONMENT

3.3.1 Floodplains and Flooding

3.3.1.1 Existing Conditions

Executive Order 11988, Floodplain Management, directs federal agencies to avoid, to the extent possible, long- and short-term adverse impacts associated with the occupancy and modification of floodplains, and to avoid direct and indirect support of floodplain development whenever there is a practicable alternative. In addition, the General Services Administration's Order ADM 1095.6, Consideration of Floodplains in Decision Making, also prohibits construction within the floodplain unless there is no practicable alternative.

Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps for the City of Harrisburg and GIS data from the City of Harrisburg were evaluated to characterize floodplains in the vicinity of the build alternatives. The three build alternatives for the Proposed Action are not located within the 100-year floodplain or the 500-year floodplain (see Figure 7).

Historically, there have been approximately seven major flood events in Harrisburg. One of the earliest major flood events on record happened in 1936 when heavy rains caused the Susquehanna River to flood the low lying areas of the city of Harrisburg. (U.S. Army Corps of Engineers, 1999). The most notable flood that created the greatest damage to the city was Hurricane Agnes on June 22, 1972. Hurricane Agnes caused $2.3 billion of damage, which included damage and inundation of the first floor of the Governor's mansion. Another major flood event occurred as a result of the ice and snow melt from the "Blizzard of 1996". The flood caused the partial collapse of the Walnut Street Bridge, a pedestrian bridge, which had spanned the Susquehanna River. The portion of the Walnut Street Bridge connecting Harrisburg to City Island remains. The most recent flood event occurred in April 2005 when heavy rain caused the Susquehanna River to flood in the Harrisburg area (National Climatic Data Center, 2005).

Flash floods have also had an impact on the City of Harrisburg. Flash flooding from heavy rains often causes street closures and creates access difficulties for people commuting in and out of the city. Low-lying areas susceptible to flash flooding include the railroad underpass on Market Street and Herr Street and the intersection of Cameron Street and Maclay Street. Flooding recedes quickly after the rain event.

N. 3rd and Forster Street

The 100-year floodplain of the Susquehanna River is approximately 950 feet west, and the 100-year floodplain of Paxton Creek is approximately 2,000 feet to the east of the N. 3rd and Forster Street Alternative. The 500-year floodplain of the Susquehanna River is approximately 650 feet west of the N. 3rd and Forster Street Alternative.

N. 6th and Verbeke Street

The 100-year floodplain of Paxton Creek is approximately 1,400 feet to the east, and the 100-year floodplain of the Susquehanna River is approximately 1,400 feet to the west of the N. 6th and Verbeke Street Alternative. The 500-year floodplain of Paxton Creek is approximately 1,400 feet to the east, and the 500-year floodplain of the Susquehanna River is approximately 1,000 feet to the west.

N. 6th and Basin Street

The 100-year floodplain of Paxton Creek is approximately 1,100 feet to the east, and the 100-year floodplain of the Susquehanna River is approximately 2,100 feet to the west of the N.

6th and Basin Street Alternative. The 500-year floodplain of Paxton Creek is approximately 1,000 feet to the east. The 500-year floodplain of the Susquehanna River is approximately 1,400 feet to the west.

3.3.1.2 Impacts to Floodplains and Flooding

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on flood risk if it would:

- Place structures within a 100-year or 500-year flood hazard area, which would impede or redirect flood flows;
- Expose people or structures to a significant risk of loss, injury or death from floods

Impacts

No Action Alternative

The No Action Alternative would have no impact on potential for flooding or flood-related damage in the Harrisburg area.

Build Alternatives

Under the build alternatives, the proposed U.S. Courthouse would be constructed outside of the 100-year and 500-year floodplain. Therefore, there would be no direct impacts on flood levels, and the proposed building would not be subject to flood damage. In the event of a 100-year or 500-year flood, access from major and secondary arterials to all of the sites would be disrupted. Flash flooding may also temporarily impede access via commuter routes to all three sites and the City in general. Therefore, there may be a minor, indirect, short-term, adverse impact on court operations from floods. No cumulative impacts to flood levels or flood-related damage are anticipated.

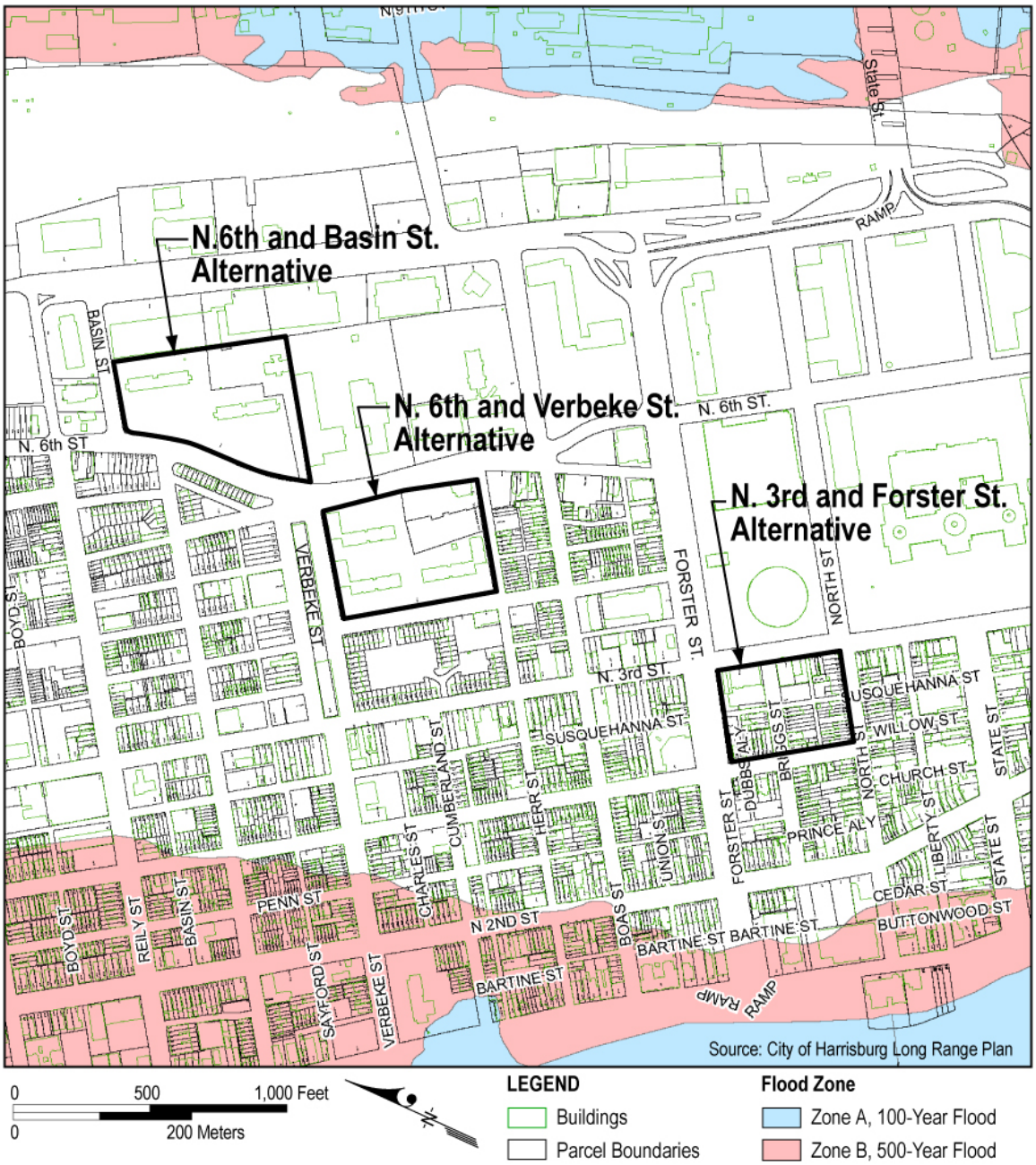

Figure 7: Floodplains

3.4 SOCIAL AND ECONOMIC ENVIRONMENT

In order to fully address issues and needs raised during the public scoping period, GSA conducted a Social Impact Assessment (SIA) to analyze the potential impact that the construction and operation of the proposed U.S. Courthouse may have on the social aspects of the environment. These aspects include (but are not limited to):

- The ways people cope with life through their economy, social systems, and cultural values.
- The ways people use the natural environment, for subsistence, recreation, spiritual activities, cultural activities, and so forth.
- The ways people use the built environment, for shelter, making livelihoods, industry, worship, recreation, gathering together, etc.
- The ways communities are organized, and held together by their social and cultural institutions and beliefs.
- Ways of life that communities value as expressions of their identity.
- Art, music, dance, language arts, crafts, and other expressive aspects of culture.
- A group's values and beliefs about appropriate ways to live, family and extra-family relationships, status relationships, means of expression, and other expressions of community.
- The esthetic and cultural character of a community or neighborhood-its ambience.

SIA involves characterizing the existing state of such aspects of the environment, forecasting how they may change if a given action or alternative is implemented, and developing means of mitigating changes that are likely to be adverse from the point of view of an affected population (GSA, 1998).

The SIA for the Harrisburg U.S. Courthouse includes assessment of potential impacts to land use planning, population levels, housing availability, access to and operation of community services and facilities, affects on community cohesion, and affects on low-income and minority populations. In addition, a detailed economic analysis was conducted to determine the potential effects on the economy, employment, taxes, and revenue.

3.4.1 Land Use Planning and Zoning

3.4.1.1 Existing Conditions

Harrisburg is the Capital of Pennsylvania, and government activities are centrally located in the downtown area and Central Business District (CBD) (see Figure 8). The CBD is

bounded by Forster Street to the north, Market Street to the south, N. 7th Street to the east, and N. Front Street to the west. The city contains a typical urban mix of land uses. Residential and commercial areas are dispersed throughout the city and along the surrounding interstate highway system, called Capital Beltway, and adjoining highways. Industrial uses are concentrated to the east along Cameron Street. Dining and entertainment establishments are also within the CBD; located on Market Street, N. 3rd Street, and the recently revitalized 2nd Street.

Land use and zoning within the City of Harrisburg is regulated by the City of Harrisburg, General Bureau of Planning. The General Bureau of Planning provides guidance to the public through the distribution of the City of Harrisburg, *Planning & Zoning Code*. This planning tool lists all of the ordinances within the city and gives a detailed description and definition of each zone; including the appropriate use of each zone, as well as restrictions. Detailed zoning descriptions are provided in Appendix D.

The land use and zoning information for this study was obtained through a literary review of the City of Harrisburg, *Planning & Zoning Code* and personal communications with staff members of the City of Harrisburg, General Bureau of Planning.

N. 3rd and Forster Street

The N. 3rd and Forster Street Alternative is located in downtown Harrisburg and within the CBD. This alternative is bound by Forster Street to the north, N. 3rd Street to the east, North Street to the south, and Green Street to the west. The site is approximately 3.6 acres and is comprised of a mix of residential and commercial properties with associated parking areas. The alternative lies entirely within the Harrisburg Municipal Historic District.

The surrounding land use is a mix of government activities, residential row homes, and small commercial properties. The Ronald H. Brown Charter School and row homes are across Forster Street to the north, the Pennsylvania State Museum and the State Capitol Complex are across N. 3rd Street to the east, and there is a mix of historic commercial and residential structures across North and Green Street to the south and west.

According to the City of Harrisburg, *Planning and Zoning Code*, the site is currently zoned:

- *Community Commercial Limited Zone (CCL).* Zoned primarily for commercial retail uses, with residential dwellings, restaurants, cocktail lounges, professional offices, and parking structure permitted.

- *Residential Limited Zone B (RLB).* Zoned primarily for one and two-family detached and attached dwellings, with home occupation use permitted. This zone also permits community buildings, such as government buildings, churches, and schools.

- *Residential Professional Office Zone (RPO).* Zoned primarily for residential uses with professional office spaces permitted on the first floors and basements of existing dwellings. "Mixed vertical uses", which are buildings with mixed residential, professional office, and commercial uses, are also permitted, as are government buildings, churches, and schools.

Zoning of the area surrounding the site includes CCL, RLB, RPO, Special Planned Development District (SPD), and Business General Zone (BG). Refer to Appendix D for complete descriptions of zones.

N. 6th and Verbeke Street

The N. 6th and Verbeke Street Alternative is located in Midtown Harrisburg and just outside of the CBD. The N. 6th and Verbeke Street Alternative is bound by Verbeke Street to the north, N. 6th Street to the east, Herr Street to the South, and Capital Street to the west. The site is 6.0 acres and is comprised of the Cumberland Court Apartments; six residential apartment buildings with associated landscaped lawn, surface parking lots, and playground area, and the Friends Meeting House; a religious meeting facility with a daycare.

The surrounding land use is a mix of historic and newer residential and commercial properties. These properties include the Broad Street Market across Verbeke Street to the north, Benjamin Franklin Elementary School and Jackson Lick Apartments across N. 6th Street to the east, row homes across Herr Street to the south, and Fox Ridge Townhomes and Tabernacle Baptist Church across Capital Street to the west.

According to the City of Harrisburg, *Planning and Zoning Code*, the site is currently zoned:

- *Residence Zone No. 4 (R-4).* Zoned primarily for residential uses, including higher density attached dwellings. This zone also permits many community and commercial buildings, such as government buildings, churches, schools, professional offices, banks, and insurance agencies.

- *Community Commercial Limited Zone (CCL).* Zoned primarily for commercial retail uses, with residential dwellings, restaurants, cocktail lounges, professional offices, and parking structures permitted.

Zoning of area surrounding the site includes CCL, BG, RLB, and Residential Planned Conversion Zone (RPC). Refer to Appendix D for complete descriptions of zones.

N. 6th and Basin Street

The N. 6th and Basin Street Alternative is situated on the eastern fringe of Midtown Harrisburg and just north of the CBD. The N. 6th and Basin Street Alternative is bound by Basin Street to the north, PHEAA to the east, the Benjamin Franklin Elementary School to the south, and N. 6th Street to the west. The site is 6.4 acres and contains two high-rise apartment buildings which make up the Jackson Lick Apartments, resident surface parking lots, and the pool house that services the Jackson Lick Community Pool which is located on an adjacent lot.

The surrounding land use is low rise commercial and the Bethesda Mission to the north and east; a community pool, school, and residential high rise properties to the south; and residential row homes and the Broad Street Market to the west.

According to the City of Harrisburg, *Planning and Zoning Code*, the site is currently zoned:

- *Residential Planned Conversion Zone (RPC).* Zoned primarily for residential uses, including planned residential development. This zone also permits community and commercial buildings, such as government buildings, churches, schools, and professional offices.

Zoning of area surrounding the site includes CCL, BG, R-4, and RLB. Refer to Appendix D for complete descriptions of zones.

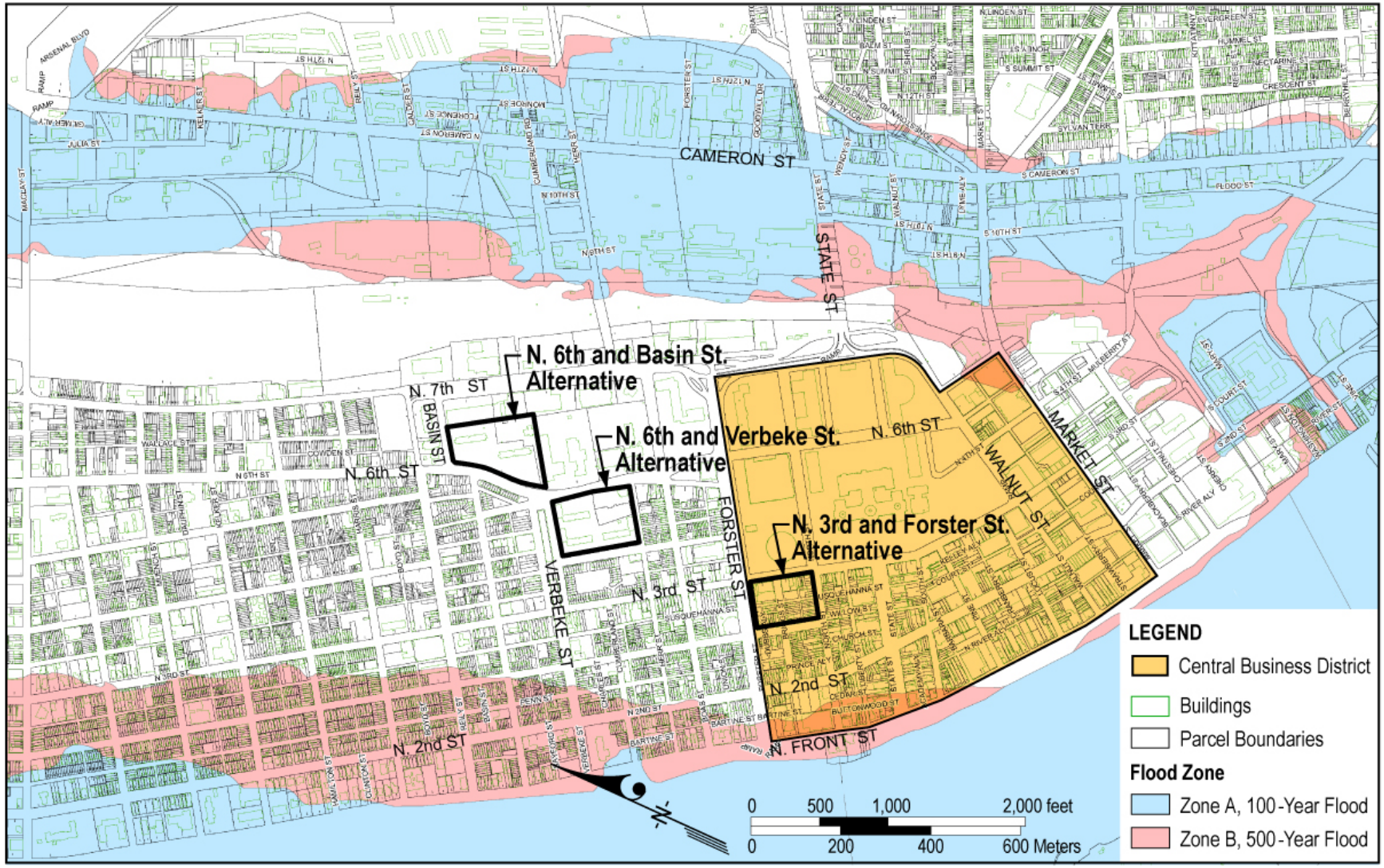

Figure 8: Central Business District

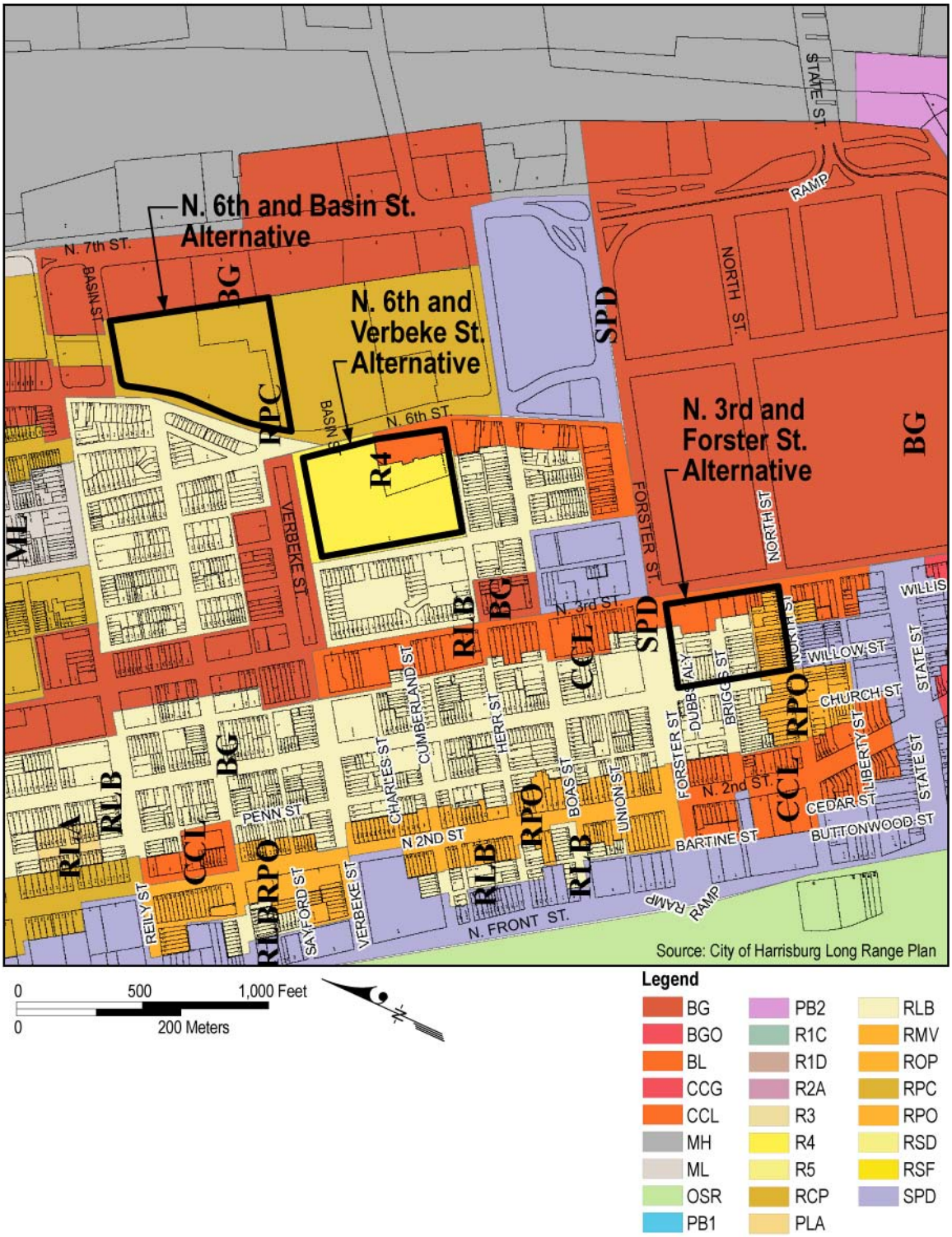

Figure 9 – Current Zoning

3.4.1.2 Impacts to Land Use Planning and Zoning

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on land use or zoning in the area if it would:

- Result in land uses that are incompatible with adjacent uses; and/or
- Conflict with any zoning ordinances, comprehensive planning, or regulations enacted by agencies having jurisdiction in the planning area.

Land use and zoning impacts attributable to a project are determined by changes to the site and the surrounding area, including changes in density and use, induced development, spurred revitalization, or increased vacancy. Such changes are typically a function of the scale of the proposed development, proximity of other uses to the project site, existing zoning, the availability of vacant or underutilized land, the condition of surrounding buildings, and outside development forces.

Impacts

No Action Alternative

Under the No Action Alternative, the proposed U.S. Courthouse would not be constructed and therefore would not result in changes to land use and/or zoning within the City of Harrisburg or at any of the alternative sites. Therefore, no direct, indirect, or cumulative impacts to land use and/or zoning would occur. Land use on the alternative sites could change in the future consistent with Harrisburg land use plans and zoning requirements.

N. 3rd and Forster Street

Land use on the N. 3rd and Forster Street Alternative would be substantially altered due to the demolition of existing structures and construction of the proposed courthouse. Use of this alternative for the courthouse would be compatible with land uses in the CBD. In addition, the alternative is directly across from the State Capitol Complex and is consistent with this government land use. However, use of this alternative for the proposed courthouse would not be consistent with residential land uses to the south and west. In addition, the City of Harrisburg has indicated that they prefer the N. 3rd and Forster Alternative to remain in residential and commercial use and therefore is not consistent with City land use plans.

As with all the alternatives under consideration, indirect impacts to land use may occur as properties in the vicinity of the courthouse are converted to commercial activities and parking to serve employees and visitors to the courts, or to provide office space for businesses with activities related to the courts. Properties in the vicinity of the N. 3rd and Forster Street Alternative could experience a conversion from residential land use to commercial land use or parking activities. Therefore, this alternative would have moderate, direct and indirect, long-term, adverse impacts on land use planning in the City.

Based on the zoning and descriptions provided in the City of Harrisburg, *Planning and Zoning Code*, construction of the U.S. Courthouse on portions of the site would not be totally consistent with the existing zoning. RLB and RPO Zones allow for public and/or government buildings; CCL does not. The new courthouse may exceed the City's height restrictions for the site depending on final design. Zones RLB and RPO have a height restriction of 45 feet and Zone CCL has a height restriction of 50 feet. However, according to the City of Harrisburg, Bureau of Planning, the City recognizes the diminishing capacity of land for development and the inability to expand outward; therefore, the Zoning Hearing Board frequently grants special exceptions to allow for upward development (Bureau of Planning, City of Harrisburg, 2005). Construction of the proposed courthouse on the N. 3rd and Forster Alternative would have minor, direct, long-term, adverse impacts to local zoning.

New development in the vicinity of the courthouse which may occur as a result of the proposed action would either be consistent with the City of Harrisburg, *Planning and Zoning Code* or appropriate measures to change the zoning would have to be undertaken. Therefore, no indirect impacts to zoning would occur under this alternative.

Historically, the N. 3rd and Forster Street Alternative has been primarily residential with a mix of small commercial properties. Development in the downtown area of Harrisburg was stagnant throughout the 1980s after the out-migration to suburbia. In the 1990s the site experienced a resurgence of activity during the revitalization of the downtown and government center. High rise office space began to develop along Front Street, Market Street, N. 3rd Street, and Walnut Street. In early 2000, new restaurants began to open along N. 2nd Street. Developers began renovating the existing downtown buildings and turning them into successful restaurants, night clubs, and small commercial businesses. The renaissance of downtown began to attract younger home buyers and retirees back to the city where they began renovating the neglected rowhomes of the downtown and mid-town neighborhoods. Since 2000, the N. 3rd and Forster Street Alternative and surrounding area has been transformed into a stable historic community. Currently, there is no planned future

development for the site and/or surrounding area; however, the residential and downtown development trend is expected to continue (City of Harrisburg, 2005). This trend is predicted regardless of the project; therefore, no cumulative impacts are anticipated under the N. 3rd and Forster Street Alternative.

N. 6th and Verbeke Street

Land use on the N. 6th and Verbeke Street Site would be substantially altered due to the demolition of existing structures and construction of the proposed courthouse. Use of this alternative would be consistent with land uses to the east including the PHEAA building and with nearby commercial uses such as the Broad Street Market to the north. However, use of this site would not be compatible with residential uses to the south and east. Therefore, this alternative would have a moderate, direct, long-term, adverse impacts on land use planning in the City.

Indirect impacts to land use may occur as increased development of the surrounding vacant lots along N. 6th Street and to the west occurs in support of the courthouse. Therefore, this alternative would have moderate, indirect, long-term, beneficial impact on land use planning in the City.

Based on the zoning and descriptions provided in the City of Harrisburg, *Planning and Zoning Code*, construction of the U.S. Courthouse would not be totally consistent with all of the existing zoning within the site. R-4 zone allows for public and/or government buildings; CCL does not. The proposed courthouse may exceed the height restrictions for the site depending on final design. Zones R-4 has a height restriction of 45 feet and Zone CCL has a height restriction of 50 feet. However, according to the City of Harrisburg, Bureau of Planning, the City recognizes the diminishing capacity of land for development and the inability to expand outward; therefore, the Zoning Hearing Board frequently grants special exceptions to allow for upward development (Bureau of Planning, City of Harrisburg, 2005). Construction of the proposed courthouse on the N. 6th and Verbeke Street Alternative would have minor, direct, long-term, adverse impacts to local zoning.

New development in the vicinity of the courthouse which may occur as a result of the proposed action would either be consistent with the City of Harrisburg, *Planning and Zoning Code* or appropriate measures to change the zoning would have to be undertaken. Therefore, no indirect impacts to zoning would occur under this alternative.

The N. 6th and Verbeke Street Alternative has been used primarily for commercial activities with a mix of low rise residential properties from the 1800s until the mid-1970s. The Friends Meeting House was constructed in 1964-65 and by 1975 the site also contained the existing Cumberland Court Apartments. The anchor commercial property for the neighborhood was, and still remains today, the Broad Street Market. Other surrounding properties include the Jackson Lick Apartments, Benjamin Franklin Elementary School, Fox Ridge Townhomes, and the Tabernacle Baptist Church. Aside from the Broad Street Market, commercial development in this area has been stagnant; however, in the past 5 years, residential development has significantly increased. A new townhouse development, Capitol Heights Townhomes, has been built to the north and continues to grow and expand to the north and west. The city recently announced plans for the Marketplace Townhomes at the corner of N. 6th and Reily Streets. There are also several vacant lots for sale to the north, along N. 6th Street, although there is currently no planned future development for these lots or the N. 6th and Verbeke Street Alternative (see Figure 10). This period of revitalization for the N. 6th Street Corridor is expected to continue regardless of the project, but may increase in pace or may contribute to increased commercial development. Therefore, with the N. 6th and Verbeke Street Alternative, moderate, long-term, beneficial cumulative impacts to land use are anticipated.

N. 6th and Basin Street

Land use on the N. 6th and Basin Street Site would be substantially altered due to the demolition of existing structures and construction of the proposed courthouse. Use of this alternative would be consistent with land uses to the east including the PHEAA building and with nearby commercial uses such as the Broad Street Market to the northwest. However, use of this site would not be compatible with residential uses to the west. Therefore, this alternative would have moderate, direct, long-term, adverse impacts on land use planning in the City.

Indirect impacts to land use may occur as increased development of the surrounding vacant lots along N. 6th Street and along N. 7th Street to the east occurs in support of the courthouse. Therefore, this alternative would have moderate, indirect, long-term, beneficial impact on land use planning in the City.

Based on the zoning and descriptions provided in the City of Harrisburg, *Planning and Zoning Code*, construction of the U.S. Courthouse would not be totally consistent with the existing zoning for the site. The current zoning of the N. 6th and Basin Street site, RPC

allows for the construction or placement of a government building. The proposed courthouse would exceed the height restrictions of the zone as does the existing Jackson Lick Apartments. Zone RPC has a height restriction of 45 feet. However, according to the City of Harrisburg, Bureau of Planning, the City recognizes the diminishing capacity of land for development and the inability to expand outward; therefore, the Zoning Hearing Board frequently grants special exceptions to allow for upward development (Bureau of Planning, City of Harrisburg, 2005). Construction of the proposed courthouse on the N. 6th and Verbeke Street Alternative would have minor, direct, long-term, adverse impacts to local zoning.

New development in the vicinity of the courthouse which may occur as a result of the proposed action would either be consistent with the City of Harrisburg, *Planning and Zoning Code* or appropriate measures to change the zoning would have to be undertaken. Therefore, no indirect impacts to zoning would occur under this alternative.

The N. 6th and Basin Street Alternative has historically been comprised of a mix of commercial, industrial, and low rise residential activities. This mix of activities was present on the site until the mid-1950s. In 1960, the existing Jackson Lick Apartments were constructed and the Jackson Lick Community Pool house was built on the site in 1968. Today, all activity on the site is associated with the residential high rise apartment complex and the pool house (the pool is located on an adjacent property). The primary commercial activity in the surrounding area revolves around the Broad Street Market, located across N. 6th Street to the west. Other commercial activity in the area includes a gas station, motel, Jackson Lick Community Pool, and PHEAA; however, they do not provide an interactive environment for the residents of the N. 6th and Basin Street Alternative. The Benjamin Franklin Elementary School is also located immediately south of the site, but the school does not provide any services for the Jackson Lick Apartments. The remainder of the surrounding area is low rise residential townhomes. The development of the Capitol Heights Townhomes has helped revitalize the dilapidated neighborhood. The Marketplace Townhouse complex is slated for development directly west of the N. 6th and Basin Street Alternative, across N. 6th Street. There are also several additional vacant lots for sale to the north, along N. 6th Street; however, there is currently no planned future development for these lots (See Figure 10). This period of revitalization for the N. 6th Street Corridor is expected to continue regardless of the project, but may increase in pace or may contribute to increased commercial development. Therefore, under the N. 6th and Basin Street Alternative, moderate, long-term, beneficial cumulative impacts to land use are anticipated.

3.4.2 Population and Housing

3.4.2.1 Existing Conditions

Table 3 illustrates the population of the City of Harrisburg declined by 6.3 percent in the decade between 1990 and 2000 (U.S. Census Bureau, 2005). The City of Harrisburg has also experienced a decline in the number of housing units between 1990 and 2000 for a net loss of 1.1 percent (See Table 4).

Table 3: Population Change 1990-2000

	1990 Population	**2000 Population**	**Population Change**	**Percent Change**
Pennsylvania	11,881,643	12,281,054	399,411	3.4
Dauphin County	237,813	251,798	13,985	5.9
The City of Harrisburg	52,376	49,100	- 3,276	- 6.3
Census Tract 201 / Block Group 1	86	1,196	1,110	1291
Census Tract 201 / Block Group 1 / Blocks 1002, 1003, 1011, 1013, 1025, 1059 (**N. 3rd and Forster Street**)	N/A	104	N/A	N/A
Census Tract 203 / Block Group 1	211	1,580	1,369	649
Census Tract 203 / Block Group 1 / Block 1021 **(Includes N. 6th and Basin Street)**	N/A	641	N/A	N/A
Census Tract 203 / Block Group 1 / Blocks 1031, 1032, 1033 (**N. 6th and Verbeke Street)**	N/A	226	N/A	N/A

Table 4: Housing Occupancy

	1990 Total Housing Units	**2000 Total Housing Units**	**Percent Change**	**2000 Occupied Housing Units**	**2000 Vacant Housing Units**
Pennsylvania	4,938,140	5,249,750	6.3	4,777,003	472,747
Dauphin County	102,684	111,133	8.2	102,670	8,463
The City of Harrisburg	24,590	24,314	- 1.1	20,561	3,753
Census Tract 201 / Block Group 1	40	908	2,170	766	142
Census Tract 201 / Block Group 1 / Blocks 1002, 1003, 1011, 1012, 1013, 1025, 1059 (**N. 3rd and Forster Street**)	N/A	81	N/A	68	13
Census Tract 203 / Block Group 1	86	1,319	1,434	1,099	220
Census Tract 203 / Block Group 1 / Block 1021 **(Includes N. 6th and Basin Street)**	N/A	674	N/A	536	138
Census Tract 203 / Block Group 1 / Blocks 1031, 1032, 1033 (**N. 6th and Verbeke Street)**	N/A	107	N/A	102	5

N. 3rd and Forster Street

The N. 3rd and Forster Street Alternative consists of approximately 12 owner-occupied residential units, three owner-occupied multi units (i.e., owner-occupied plus one or more

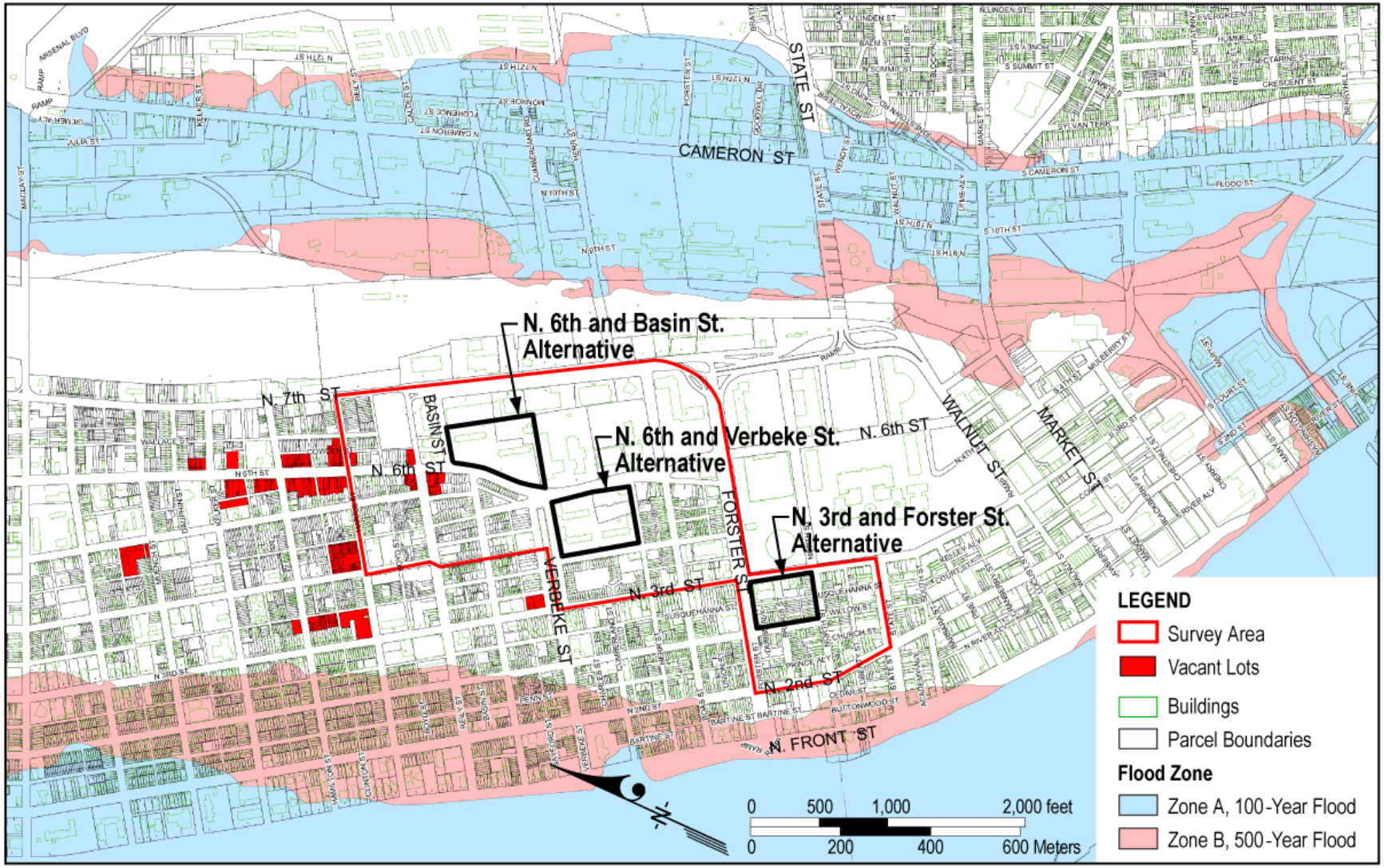

Figure 10: Vacant Lot in the Vicinity of the Build Alternatives

tenants), 64 residential tenants, 16 office spaces, five restaurants, and one nightclub. In addition, there is a billboard and two parking lots.

The residential units in this area vary in condition. Several units have been renovated or are being remodeled while maintaining historic characteristics. Other units show evidence of physical deterioration. However, the neighborhood is desirable and consequently, there is a low vacancy rate. This site is located within the Harrisburg Historic District, which is listed on the National Register of Historic Places. The Harrisburg Historic District, according to City officials, "…has been flourishing…" since the mid 1980s. The general opinion of occupants, city officials, historic district and appraisers interviewed is that this location is unique. Furthermore, those interviewed indicated there are no other neighborhoods resembling the characteristics, features and architecture of this area close to downtown and the capital (H.C. Peck, 2005).

N. 6th and Verbeke Street

According to information provided by the U.S. Department of Housing and Urban Development (U.S. Department of Housing and Urban Development, 2005), the N. 6th and Verbeke Street Alternative consists of approximately 108 subsidized apartment units with approximately 200 residents, including families, single adults, and elderly residents within the Cumberland Court Apartments. Cumberland Court Apartments are subsidized by the U.S. Department of Housing and Urban Development (HUD) through the Rental Assistance Payments (RAP) program and Section 236 of the National Housing Act. The RAP program is one of HUD's project-based rental assistance programs. RAP is considered a "deep subsidy" because it typically covers the difference between an affordable, income-based rent paid by a household and the actual rent of the unit. RAP is similar to Section 8 and Rent Supplement housing; however, Section 8 voucher based assistance travels with the family, and the Rental Assistance Payment program ends when either the mortgage or the property goes away.

Section 236 of the National Housing Act is a program in which HUD provides interest subsidies (Interest Reduction Payments (IRP) subsidies) and mortgage insurance to private developers of low and moderate income housing. Assistance from Section 236 is considered a "shallow subsidy" because it typically provides less rental assistance per household than Section 8 and usually reduces the rent by some small fixed amount (National Housing Trust, 2004).

There are approximately 24 one-bedroom, 72 two-bedroom, and 12 three-bedroom units within the Cumberland Court Apartments. Rent for each unit is approximately 30 percent of the occupant's monthly gross income. Currently, there is a two year wait for one- and two-bedroom apartments and a five year wait for three-bedroom apartments.

N. 6th and Basin Street

The N. 6th and Basin Street Alternative contains the Jackson Lick apartment complex which serves as subsidized housing for the elderly and the physically disabled. The complex is owned by the HHA and consists of two 12-story high rises, known as the Jackson Building and the Lick Building.

The Jackson building is currently vacant. There are 20 units per floor for a total of 240 units. Each floor has four one-bedroom units each with approximately 580 square feet and 16 efficiency/studio type units each with approximately 347 square feet. The Housing Authority vacated the residents as part of a plan to renovate the Jackson building in order to provide better assisted living when the tenants returned. Renovation plans for the Jackson building were put on hold by HHA due to changes in the scope of the project. HHA has kept renovation plans for the Jackson building on hold pending the outcome of the site selection for the U.S. Courthouse.

The Lick building has 144 one-bedroom units and at the time of the survey, only two or three vacancies. There is a waiting list for any vacancy. Each floor has 12 units, four of which are smaller in size, measuring 588 square feet, and eight of which are larger units, measuring 650 square feet.

The rent for each one-bedroom unit is approximately 30 percent of the occupant's income. In order to qualify for housing in the Jackson Lick Apartments, an applicant must be 55 years or older and have an income less than 30 percent of the median income for the federal standard metropolitan statistical area (SMSA). In 2005, 30 percent of the median income was $12,750 for one person and $14,550 for two people. Most residents that reside in the Jackson Lick Apartments live in one person units (Harrisburg Housing Authority, 2005b).

3.4.2.2 Impacts to Population and Housing

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on population and housing if it would:

- Displace housing stock and large numbers of people residing in the planning area and necessitate the construction of replacement housing elsewhere.
- Directly or indirectly cause large population and housing growth in the planning area that would conflict with local goals and supporting capabilities.

The cost of residential relocations and the availability of replacement housing was assessed by H.C. Peck and Associates, Inc. for the General Services Administration (H.C. Peck, 2005). The results of that study were used to assist in assessing impacts to population and housing at each of the alternative sites.

Impacts

No Action Alternative

The No Action Alternative would have no impact on population levels or housing stock in the City of Harrisburg.

N. 3rd and Forster Street

Construction of the proposed U.S. Courthouse on the N. 3rd and Forster Alternative would result in the displacement of 79 residential units (15 owner occupied, 64 tenant occupied). This would have a minor, direct, long-term adverse impact on housing stock in the City of Harrisburg. Relocations would have major, direct, short-term adverse impacts to individual residents.

There is ample replacement housing available in the City of Harrisburg for the homeowner/occupants of the N. 3rd and Forster Alternative though the replacement neighborhoods lack some of the historic ambiance of the subject site. There are homes available for sale in a comparable historic neighborhood downtown, but since those houses lie in a floodplain, they were not included in the relocation report (H.C. Peck, 2005).

The 64 residential tenant occupants of the N. 3rd and Forster site are paying close to market rent for their apartment homes. The survey of current Harrisburg apartment vacancies indicates an overall 4 percent vacancy for apartment complexes in the subject area after a 6-month inactive period needed to move applications up the waiting lists, as well as a healthy 20 to 25 units available per month from private landlords without the necessity of a wait. Both of these options would provide adequate replacement housing for tenant displacees from the N. 3rd and Forster Alternative. As GSA would comply with the Uniform Relocation Act; there would be a minor, direct, long-term, adverse impact to residents.

Moderate, indirect, long-term, adverse impacts to population and housing may occur if residential properties in the vicinity of the alternative site are converted to commercial uses compatible with the courthouse.

N. 6th and Verbeke Street

Construction of the proposed U.S. Courthouse on the N. 6th and Verbeke Alternative would result in the acquisition and relocation of 108 apartment units with approximately 200 residents (U.S. Department of Housing and Urban Development, 2005). This loss of housing would have a moderate ,direct, long-term, adverse impact on the availability of affordable, subsidized housing in the City of Harrisburg, and a major, direct, short-term adverse impact on the low-income residents of the apartment complex.

Research indicates that although no similar subsidized housing with project-based assistance will be available in the foreseeable future, early payment of the mortgage by the property owner would qualify residents displaced under this alternative for superior, tenant based housing vouchers. GSA would coordinate with HUD to ensure that Section 8 (Housing Choice) vouchers would be provided for the number of units at the property and allow the tenants, with the help of GSA relocation specialists, to secure housing on the private market. A family may choose a unit anywhere in the United States where there is a Public Housing Authority that administers a tenant-based housing choice voucher program. However, the family may only use the voucher to lease a unit in an area where the family is income eligible at admission to the program (24 CFR Part 982). According to Harrisburg Housing Authority, there is substantial landlord interest in tenants with vouchers and this fact should supply adequate availability for relocation these families. This would allow the tenants to obtain housing with HUD subsidy that is generally superior to their current subsidy and would mitigate some of the impact to displaced residents.

The costs associated with placing low income individuals with Housing Choice Vouchers into the private market housing ranges between $7,000 and $10,000 per family. Under the Uniform Relocation Act, benefits to displaced individuals would expire after 42 months; however residents of the Cumberland Court Apartments would receive HUD Housing Choice Vouchers which would continue as long as the resident qualifies for assistance. Replacement Housing Payments to the tenants under the Uniform Act would be required in addition to the vouchers if the replacement dwelling's program required the tenant to pay an additional portion of the family's income – 40 percent versus 30 percent at Cumberland Court – before the subsidy paid the remainder of the rent. The difference between the percentage of monthly family income being paid at Cumberland Court and the amount required at the replacement location would be paid for a period of 42 months, after which time the subsidy would remain in place but the percentage differential would be discontinued. Therefore, there would be a minor, direct, long-term, adverse impact on displaced residents under this alternative.

Moderate, indirect, long-term, adverse impacts to population and housing may occur if residential properties in the vicinity of the alternative site are converted to commercial uses compatible with the courthouse.

N. 6th and Basin Street

Construction of the proposed U.S. Courthouse on the N. 6th and Basin Alternative would result in the acquisition and relocation of 144 occupied units in the Jackson Lick Apartments.

No new public or private assisted-living housing for low-income elderly or disabled residents is or will be available in the Harrisburg area for the foreseeable future. Displaced Jackson Lick residents could be relocated to other existing public housing in Harrisburg if units were available. HHA has 1,736 units of public housing with 505 people currently on the waiting list. The annual turnover rate is 125 residents, and the waiting list is open. It is assumed that if the N. 6th and Basin Alternative were selected, no residents could be relocated into existing public housing because the long delay for available units would not produce an adequate number of units within the project time line. The length of the existing wait list demonstrates that there is a high demand within the community for low-income, elderly housing and that demand would worsen if Jackson Lick residents were added to the list and the Lick Building is removed from the subsidized housing stock.

Regulations require that displacees in assisted housing be offered replacement housing in the same or similar program before being offered housing on the private market. The special needs of the elderly and disabled residents of Jackson Lick require relocation to comparably equipped housing that only become available in the market at a rate of approximately seven per month after a mandatory 6-month application waiting period.

The replacement housing payment (RHP) for each displaced resident is based on the individual contributing 30 percent of their gross monthly household income toward the rent and utilities of a comparable unit as they currently do to live at Jackson Lick. The average rent payment for Jackson Lick residents is currently $203, and the high average of available replacement one-bedroom units in comparable complexes was found to be $750 per month. This high average of $750 per month is more than three times the current average rental payment for Jackson Lick residents. The difference between the residents' current rent and the market rate would be made up by benefits under the Uniform Relocation Act. However, these benefits to displaced individuals would expire after 42 months leaving relocated residents with no continuing public housing assistance (H.C. Peck, 2005).

If the project cannot move forward because housing cannot be found within that statutory limit, a one-time super payment is made to the residents under 24.404 - Housing of Last Resort. A "super-payment" is a payment under this section that far exceeds the statutory cap outside of Housing of Last Resort, but is necessary to both provide the relocated resident with the financial means to obtain replacement housing and allows the project to advance on a timely schedule. Super payments are often required when very low income tenants can only find comparable available housing on the open market.

These conditions result in a major, direct, long-term adverse impact on the housing stock for low-income, elderly and disabled persons in the City of Harrisburg, and a major, direct, long-term adverse impact on the elderly and disabled residents currently residing in the apartment complex.

Moderate, indirect, long-term, adverse impacts to population and housing may occur if residential properties in the vicinity of the alternative site are converted to commercial uses compatible with the courthouse.

3.4.3 Economy and Employment

3.4.3.1 Existing Conditions

According to local officials, the City of Harrisburg, was the second most distressed city in the nation in 1981. Since then, Harrisburg, Pennsylvania, in Dauphin County, has undergone an economic resurgence, with net gains in the number of businesses, private sector jobs, and a ten-fold increase in property values. Harrisburg is now the region's center for finance, transportation, commerce, recreation, special events, history, entertainment, arts, and government (Mayor's Office of Economic Development, 2004).

Table 5 presents the unemployment total and rate between 2000 and 2005 for the civilian labor force obtained from the Pennsylvania Center for Workforce Information and Analysis (CWIA) (Center for Workforce Information and Analysis, 2001) and the U.S. Census Bureau (U.S. Census Bureau, 2000). The unemployment rate of the civilian labor force in the United States in 2000 was 5.8 percent, which decreased in 2004 to 5.3 percent, and decreased again in 2005 to 4.9 percent. The unemployment rate in the State of Pennsylvania reflects the same trend as in the United States. Dauphin County, Pennsylvania, had a slightly lower percentage (4.5 percent) of unemployment in 2000 to begin with than the U.S. percentage. Unemployment in Dauphin County increased slightly to 4.8 percent in 2004 but then decreased to 4.1 percent in 2005. The unemployment rate in the Harrisburg-Carlisle Metropolitan Statistical Area averaged approximately 4 percent in 2005.

Table 5. 2000-2005 Unemployment Total and Rate for Civilian Labor Force

	2000 Population Total	2000 Unemployment Total	2000 Unemployment Rate	May 2004 Unemployment Rate	May 2005 Unemployment Rate
United States	137,668,798	7,947,286	5.8%	5.3%	4.9%
State of Pennsylvania	5,992,886	339,386	5.7%	5.3%	4.7%
Dauphin County	128,611	5,806	4.5%	4.8%	4.1%
City of Harrisburg	23,283	2,292	9.8%	Data not available	Data not available

Source: U.S. Department of Labor

The following three City of Harrisburg alternative sites were chosen for the construction of the proposed U.S. courthouse.

N. 3rd and Forster Street Alternative

The buildings on this site include a multi-story office building, mixed use residential/commercial buildings, and single family residences. The N. 3rd and Forster Street Alternative contains 17 office spaces occupied by businesses and non-profit organizations, five restaurants, and one nightclub. The site is located within the City of Harrisburg Central Business District and the surrounding land uses include additional offices, restaurants, and residential areas.

N. 6th and Verbeke Street Alternative

The N. 6th and Verbeke Street Alternative contains the privately owned Cumberland Court Apartments and the Friends Meeting House. Within the Meeting House is the Praise and Play Early Learning Center. Commercial land uses in the vicinity include the Broad Street Market located between N. 3rd and N. 6th Streets. The Benjamin Franklin Elementary School, located at 1205 N. 6th Street, is located east of the site.

N. 6th and Basin Street Alternative

The N. 6th and Basin Street Alternative contains the Jackson Lick Apartments, owned and operated by the Harrisburg Housing Authority, and the pool house associated with the Jackson Lick Pool, owned by the City of Harrisburg. Commercial land uses in the vicinity include the Broad Street Market located between N. 3rd and N. 6th Streets and the PHEAA building located at 1200 N. 7th Street. Surrounding land use also includes the Benjamin Franklin Elementary School, located at 1205 North 6th Street

3.4.3.2 Relocation Impacts on Economy and Employment

Criteria for Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on population and housing if it would:

- Displace businesses in the planning area with resulting job losses and reductions in economic activity.

H.C. Peck and Associates conducted an assessment of relocations for the proposed U.S. courthouse. These assessments were based on the assumption that all relocation services would be performed in accordance with federal regulations (Section 213, Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, Public Law 91-646, 84 Stat. 1894 (42 U.S.C. 4601) as amended by the Surface Transportation and Uniform Relocation Assistance Act of 1987).

Impacts

No Action Alternative

The No Action Alternative would have no impact on the economic or employment conditions within the City of Harrisburg. No businesses would be displaced under this alternative.

N. 3rd and Forster Street Alternative

Construction of the proposed U.S. courthouse under this alternative would directly impact economic and employment conditions in the City of Harrisburg through the displacement of 22 businesses: 17 office entities, five restaurants, and one nightclub.

There is comparable office supply in Harrisburg to meet the demand of displaced office occupants from the N. 3rd and Forster Alternative (see Table 6). The average price per square foot for available space for small, medium, and large offices is similar to existing rents at the N. 3rd and Forster site. In the two largest office categories examined, the price per square foot is lower than the current office rents. In each of these categories, the identified rents for comparably sized locations were $4 per square foot less than current rents. However, the resulting costs for small displaced offices were higher than current rents. For example, an 800 square foot office could result in an annual rent increase of $9,600. The rent increase for the six small businesses affected under the N. 3rd and Forster Street Alternative would be $800 per month. This is a 6 percent increase over current rents. Therefore, there would be a moderate, direct, long-term, adverse impact to individual office entities and a negligible, direct, long-term, adverse impact to the City of Harrisburg economy.

Table 6. Office Space Availability for the N. 3rd & Forster Street Alternative

Office Size and Availability	Number of Units	Square Footage	Average Price Per Square Foot
Impacted Small Sized Offices	6	100 - 1,000	$16.00
Available	10	100 - 800	$17.00
Impacted Medium Sized Offices	4	1,000 – 1,500	$17.27
Available	15	800 - 2,000	$13.14
Impacted Large Sized Offices	7	1,500 – 4,000	$17.73
Available	14	2,000 - 5,000	$13.11

Source: H.C. Peck & Associates, Inc.

One nightclub would be displaced under the N. 3rd and Forster Street Alternative. Suitable relocation space has not been identified for this business. As this business' clientele work or reside downtown, it is assumed that the nightclub would focus on remaining in Harrisburg. If the nightclub is unable to relocate within the City of Harrisburg, there would be a major, direct, long-term, adverse impact to the nightclub owner and a minor, direct, long-term, adverse impact to the City of Harrisburg economy.

Five restaurants would be displaced under the N. 3rd and Forster Street Alternative. Four properties were identified for the impacted restaurants; however, it cannot be assumed that these four businesses would immediately relocate to an available parcel. Other new businesses may plan to purchase these properties, or existing businesses in other parts of the city may relocate to these areas. Due to this limited supply and relocations by potential outside entities, the relocation report estimated a lead-time for the relocation of these businesses at 12 to 18 months. As the businesses are based downtown and potentially rely on a downtown lunch and dinner/happy hour clientele, it is assumed they would seek to remain in the downtown Harrisburg area. If the restaurants are unable to relocate within the City of Harrisburg, there would be a major, direct, long-term, adverse impact to the restaurant owners and a moderate, direct, long-term, adverse impact to the City of Harrisburg economy.

Under the N. 3rd and Forster Street Alternative there would be moderate, indirect, short-term, adverse impacts to employment. Employees may be temporarily unemployed as businesses relocate. However, the relatively low unemployment rate in the region indicates

that the displaced employees should be able to find new employment with relative ease. Residential relocations under the N. 3rd and Forester Street Alternative could result in reduced business traffic to businesses remaining in the area. However, the employees and visitors associated with the new U.S. Courthouse would help to offset this impact.

No cumulative impacts to economy and employment are anticipated due to business relocations.

N. 6th and Verbeke Street Alternative

Construction of the proposed U.S. Courthouse on the N. 6th and Verbeke Street Alternative would directly impact economic and employment conditions through the displacement of the Cumberland Court Apartment complex, and the Friends Meeting House, which houses the Quaker Church, and the Praise and Play Early Learning Center, both of which are non-profit organizations. Relocation space similar to the existing facilities has not been identified for these entities. The Friends Meeting House could be relocated into available commercial space in the vicinity of their current site until a new facility could be constructed. If the apartment complex and daycare center are unable to relocate in the City of Harrisburg, there would be a major, direct, long-term, adverse impact to the business owners and a minor, direct, long-term, adverse impact to the City of Harrisburg economy.

Under the N. 6th and Verbeke Street Alternative there would be moderate, indirect, short-term, adverse impacts to employment. Employees of the apartment complex and the Praise and Play Early Learning Center may be temporarily unemployed. However, the relatively low unemployment rate in the region indicates that the displaced employees should be able to find new employment. Residential relocations under the N. 6th and Verbeke Street Alternative could result in reduced business traffic to the Broad Street Market. However, the employees and visitors associated with the new U.S. Courthouse would help to offset this impact.

No cumulative impacts to economy and employment are anticipated due to business relocations.

N. 6th and Basin Street Alternative

Construction of the proposed U.S. Courthouse on the N. 6th and Basin Street Alternative would not directly impact economic conditions in the City of Harrisburg. No businesses would be relocated under this alternative. However, there would be moderate, indirect,

short-term, adverse impacts to employment under this alternative. Harrisburg Housing Authority (HHA) employees at the Jackson Lick Apartment complex may be temporarily unemployed if the HHA is unable to place them in new positions. However, the relatively low unemployment rate in the region indicates that the displaced employees should be able to find new employment. Residential relocations under the N. 6th and Basin Street Alternative could result in reduced business traffic to the Broad Street Market. However, the employees and visitors associated with the new U.S. Courthouse would help to offset this impact.

No cumulative impacts to economy and employment are anticipated due to business relocations.

3.4.3.3 Courthouse Impacts on Economy and Employment

Criteria for Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on population and housing if it would:

- Directly or indirectly cause large economic or employment growth in the planning area.

Direct and indirect effects of employment associated with the proposed U.S. Courthouse were analyzed utilizing the United States Department of Commerce, Bureau of Economic Analysis RIMS II (Regional Input-Output Modeling System). The RIMS II provides a method to estimate the regional input–output multipliers for certain industries. These estimated multipliers allow projects to be analyzed with an understanding of their impact on earnings and employment for the community as a whole. The current RIMS II multiplier tables account for nearly 500 U.S. industries and this information is further adjusted for regional economic variances. The Harrisburg Metropolitan Statistical Area (MSA) was used to estimate the salaries of workers involved in and affected by the proposed project and was also used as the geographic base for the regional input-output information selected.

Impacts

<u>No Action Alternative</u>

Under the No Action Alternative the proposed U.S. Courthouse would not be constructed and there would be no new changes to the economy or employment in the City of Harrisburg.

Build Alternatives (N. 3rd and Forster Street, N. 6th and Verbeke Street, and N. 6th and Basin Street)

Construction and operation of the proposed U.S. Courthouse would have direct and indirect beneficial impacts on the economy from the employment of construction workers, the disbursement of construction funding, and the employment of court employees. These impacts would be the same regardless of which alternative is selected.

Construction of the U.S. courthouse would have major, direct and indirect, short-term, beneficial impacts to the economy and employment. Based on a similar project in Eugene, Oregon, 160 construction employees are estimated to be employed for the courthouse construction. Construction salaries were based on average construction salaries from the Harrisburg MSA provided by the U.S. Department of Labor.[2] The average annual wage for a construction worker in the City of Harrisburg in 2005 was $25,090 (U.S. Department of Labor, 2005). A standard 2.7 percent growth rate was applied to project a wage of $27,911 for 2009, a wage of $28,665 in 2010, and a wage of $29,439 in 2011 (see Table 7).

Table 7. Projected 2009 through 2011 Earned Wages for Courthouse Construction Employees

	2009	**2010**	**2011**
Projected Salary	$27,911	$28,665	$29,439
Number of Construction Employees	160	160	160
Total Wages	$4,465,832	$4,586,410	$4,710,240

In addition to the direct employment of construction workers, indirect employment effects would be realized in secondary industries. Utilizing a construction services multiplier, the RIMS II model indicates that 157 temporary jobs would be generated in the business services sector as a spin-off from the initial construction activities. These new jobs would result in an additional $ $24,855,042.49 in earnings outside of construction earnings in 2009, 2010, and 2011 (see Table 8).

[2] Contracts, such as those for construction of the proposed U.S. courthouse, would be competitively bid. There is no guarantee as to how many jobs would result from contracts that may be awarded as part of this project.

Table 8. Impact of Courthouse Construction on Earning and Employment Estimations

Construction Workers Earnings	$13,762,482
Construction Employment	160
Direct-Effect Multiplier	
For Earnings	1.8060
For Employment	1.9793
Total Impact on Area	
Total Resulting Earnings	$38,617,524
Total Resulting Employment	317
Net Indirect Impacts (Minus Construction Employment)	
Net Earnings	$24,855,042
Net Employment	157

Source: U.S. Department of Commerce, Bureau of Economic Analysis RIMS II Model

Operation of the U.S. Courthouse would have major, direct and indirect, long-term, beneficial impacts to the economy and employment. It is anticipated that the proposed courthouse would employ approximately 100 more people than the current courthouse. Based on the Fiscal Year 2006 national average wage for judiciary employees of $42,500 per year with a 2.7 percent annual growth rate, the 100 new employees at the U.S. Courthouse would generate $4,603,600 in new wages in the first year of the courthouse's operation. This new income would continue as long as there are no reductions in the number of courthouse employees.

As with construction employment, employment at the U.S. Courthouse would result in indirect employment effects that would be realized in tertiary industries. The U.S. Department of Commerce, Bureau of Economic Analysis does not provide a multiplier for government workers, as government work is considered "an end product in itself." Therefore, to estimate the impact on earnings and employment that 100 new federal courthouse employees would provide, the appropriate industry multiplier selected was Legal Services, since employees in the courthouse would be drawn in part from the legal field. This multiplier also takes into account the impact on various fields which support the legal profession, such as copying services and bail bondsmen. Additionally, the impacts of the necessary service amenities such as restaurants were reflected. The multipliers for Legal Services resulted in a RIMS II model forecast for an additional 113 permanent jobs in the

Harrisburg area resulting in $2,137,912 in indirect earnings in 2012, the first year the courthouse would be operational (see Table 9).

Table 9. Impacts of Additional Courthouse Employment on Earning Estimations

Earnings	$4,603,600
Employment	100
Direct-Effect Multiplier	
Earnings	1.4644
Employment	2.1328
Impact On Area	
Earnings	$6,741,512
Employment	213
Net Indirect Impacts (Minus additional employment)	
Net Earnings	$2,137,912
Net Employment	113

Source: U.S. Department of Commerce, Bureau of Economic Analysis RIMS II Model

3.4.4 Taxes and Revenue

3.4.4.1 Existing Conditions

The City of Harrisburg collects two taxes on property: the revenue generated from the "Real Estate Tax" is allocated to the city's general fund, and the "School District Real Estate Tax" revenues are used to fund schools. The three alternatives under consideration for the new federal courthouse fall into two categories for Harrisburg property taxes: non-exempt and exempt. The only site currently not exempt from Harrisburg property taxes is the N. 3rd and Forster Street Alternative; uses at the other two proposed sites are exempt from Harrisburg property taxes.

The business tax revenue from these sites was provided by the City of Harrisburg Tax Enforcement Division. The City provided this information on a per site total as to eliminate the potential for individual businesses to be identified. Uses on the N. 3rd and Forster Street Alternative are the only potential locations with present business tax responsibilities.

As with property taxes, the City imposes a millage on businesses. These revenues flow into the City's general fund; a separate millage is earmarked to the Harrisburg School District.

Harrisburg assesses two income taxes on employees in the City: a 1 percent earned income tax, and a $10 per year occupational privilege tax. In 2005, the City of Harrisburg collected $13,190,958 in real estate taxes; $3,395,822 in income taxes; $3,680,668 in business taxes; and $26,623; and estimated school taxes of $ 29,500,000 (City of Harrisburg, 2006).

N. 3rd and Forster Street Alternative

The N. 3rd and Forster Street site currently has 79 residences and 23 businesses. The 2005 property tax bill for this site totaled $304,161. The N. 3rd and Forster Street Alternative had a "Real Estate Tax" of $95,667 and a "School District Real Estate Tax" of $208,493 in 2005. Several non-profit and business associations located there are exempt from local business taxes. The businesses that are eligible for business privilege taxes paid $12,041 in 2005.

N. 6th and Verbeke Street Alternative

The N. 6th and Verbeke Street Alternative contains the Cumberland Court Apartments and the Friends Meeting. The Cumberland Court Apartments had a Real Estate Tax of $20,703.72 and a School District Real Estate Tax of $31,416.15 in 2005.

The Friends Meeting House which is also located on the site is exempt from the city property tax rolls under its current use (City Treasurer of Harrisburg, 2005). As a religious facility, the Friends Meeting House is a tax exempt property. However, the Friends indicated that they choose to pay taxes to the City of Harrisburg through a program known as "In Lieu of Tax". The "In Lieu of Tax" program allows tax exempt organizations to make a voluntary monetary contribution to the City of Harrisburg. The Friends feels they benefit from services that the City provides, and therefore they make a monetary contribution to aid in the funding those services.

The N. 6th and Verbeke Street Alternative has two non-profit organizations located in the Friends Meeting House. These organizations are exempt from business revenue tax.

N. 6th and Basin Street Alternative

The N. 6th and Basin Street Alternative contains the Jackson Lick Apartments which are exempt from the city property tax rolls under their current use (City Treasurer of Harrisburg, 2005). However, at times HHA does make payments to the City for specific projects. The N. 6th and Basin Street Alternative has no commercial or non-profit entities that would contribute to business taxes.

3.4.4.2 Relocation Impacts on Taxes and Revenue

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on taxes and revenue if it would:

- Convert properties that are currently subject to property taxes to tax-exempt status, resulting in a reduction in property tax revenue, and
- Displace businesses in the planning area, resulting in job losses and reductions in tax income and business tax revenues.

The direct economic costs of the new proposed federal courthouse on the City of Harrisburg would primarily be triggered by lost tax revenue. The City could lose property, business and employment taxes from the displacement of current uses for the new federal courthouse, which would be exempt from Harrisburg property taxes. In addition, business entities contribute business tax revenues and their employees contribute Harrisburg payroll tax revenue. Potential lost tax revenue was calculated for the years 2009 through 2012.

Impacts

No Action Alternative

Under the No Action Alternative, the proposed U.S. Courthouse would not be constructed and no residents or businesses would be relocated. The No Action Alternative would not result in any impacts to taxes and revenue for the City of Harrisburg.

N. 3rd and Forster Street Alternative

Under the N. 3rd and Forster Street Alternative, 79 residences and 23 businesses would be displaced. Existing taxes paid for the N. 3rd and Forster Street site were projected at a 2.7 percent rate of growth annually to identify the tax revenue that would be lost under this alternative. Table 10 identifies the amount of taxes lost in 2009, the first year after the relocation of businesses and residents. Under this alternative, the loss of taxes represents 0.80 percent of the total real estate taxes for the City of Harrisburg; 0.79 percent of the total school real estate taxes; 0.36 percent of the business privilege taxes; 4.1 percent of the income tax revenue.

As the Federal government does not pay taxes, tax revenues from this site to the City of Harrisburg would be permanently lost. Therefore, this alternative would have moderate, direct and indirect, long-term, adverse impacts on taxes and revenue to the City of Harrisburg.

N. 6th and Verbeke Street Alternative

Under the N. 6th and Verbeke Street Alternative, the Cumberland Court Apartments and the Friends Meeting House would be displaced. Existing taxes paid for the Cumberland Court Apartments were projected at a 2.7 percent rate of growth annually to identify the tax revenue that would be lost under this alternative. Table 10 identifies the amount of taxes lost in 2009, the first year after the relocation of Cumberland Court. Under this alternative, the loss of taxes represents 0.17 percent of the total real estate taxes for the City of Harrisburg; 0.12 percent of the total school real estate taxes; 0.04 percent of the income tax revenue.

In addition there would be a loss of employment tax revenue from the relocation of the Friends Meeting House and the Praise and Play Early Learning Center as well as a loss of the "In Lieu of Taxes" payment that the Friends make to the City of Harrisburg.

As the Federal government does not pay taxes, tax revenues from this site to the City of Harrisburg would be permanently lost. Therefore, with the loss of the Cumberland Court Apartment taxes and the In Lieu of Taxes payments from the Friends Meeting, this alternative would have moderate, direct and indirect, long-term, adverse impacts on taxes and revenue to the City of Harrisburg.

N. 6th and Basin Street Alternative

According to the City Treasurer of Harrisburg, the N. 6th and Basin Street Alternative is exempt from the city property tax rolls and the site does not contribute to business tax revenue for the City. It is assumed that Harrisburg Housing Authority employees would be reassigned if this alternative were selected; hence, there would not be a change in employment taxes. Therefore, relocation of the Jackson Lick Apartments under this alternative would not impact taxes and revenue.

Therefore, this alternative would not have direct or indirect impacts on taxes and revenue.

Table 10. 2009 Potential Tax Revenue Lost Per Alternative

Taxes	N. 3rd & Forster		N. 6th & Verbeke		N. 6th & Basin	
	Lost Tax Revenue	% of Total Harrisburg Tax Revenue (2005)	Lost Tax Revenue	% of Total Harrisburg Tax Revenue (2005)	Lost Tax Revenue	% of Total Harrisburg Tax Revenue (2005)
Property Tax Revenue						
Real Estate Tax	$106,425	0.80	$23,032	0.17	$0	0
School Real Estate Tax	$231,939	0.79	$34,949	0.12	$0	0
Business Privilege Tax Revenue	$13,395	0.36	$0	0	$0	0
Earned Income Tax Revenue	$139,481	4.1	$1,425	0.04	$0	0
Total Potential Tax Revenue Lost	$491,240	0.97	$59,406	0.12	$0	0

3.4.4.3 Courthouse Impacts on Taxes and Revenue

Criteria for Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on population and housing if it would:

- Directly or indirectly cause large economic or employment growth in the planning area that would generate new taxes and revenue.

Impacts

No Action Alternative

Under the No Action Alternative the proposed U.S. Courthouse would not be constructed and there would be no new changes to the taxes and revenue for the City of Harrisburg.

Build Alternatives (N. 3rd and Forster Street, N. 6th and Verbeke Street, and N. 6th and Basin Street)

Construction and operation of the proposed U.S. Courthouse would have direct and indirect beneficial impacts on taxes and revenue from the employment of construction workers and disbursement of construction funding, and the employment of court employees. These impacts would be the same regardless of which alternative is selected for the new courthouse.

Construction of the U.S. Courthouse would have major, direct and indirect short-term, beneficial impacts to taxes and revenue for the City of Harrisburg. Construction workers employed to build the new federal courthouse would generate additional tax revenue for the City of Harrisburg. It is estimated that construction workers would generate approximately $93,722 in income taxes during the three year construction period.

The indirect earnings of $24,855,042 generated from the federal courthouse's construction (see Section 3.4.3.3) would result in earned income tax revenue of $248,550 over the construction period (2009-2011). The 157 additional indirect jobs would generate $3,140 in new business privilege tax revenue for the City of Harrisburg. This figure again was again calculated annually for the years 2009 and 2011. The total additional tax revenue from the indirect earnings and employment was calculated at $9,420

The indirect earnings of $2,137,912 generated from the additional federal courthouse employees in 2012 (see Section 3.4.3.3) would result in earned income tax revenue of $213,791. The 113 additional indirect jobs would generate $2,260 in new business privilege tax revenue for the City of Harrisburg in 2012.

Further, the use of the present courthouse for new federal employees presents an additional tax revenue opportunity for the City of Harrisburg. As mentioned previously, the present courthouse site would remain a federal property. Assuming that these new federal employees would be transferred to this site from outside Harrisburg, they would also generate new tax revenue for the City. New employment at the existing Federal Building is not currently known and, therefore, tax revenue from this employment can not be quantified.

3.4.5 Community Services

Mass Transit

Capital Area Transit Authority (CAT) operates more than 25 bus lines that serve Harrisburg and the surrounding metropolitan areas. Approximately six bus routes operate in the City of Harrisburg, Monday thru Friday with reduced routes and schedules on Saturday (see Section 3.6.3, Figure 15). CAT offers the Share-A-Ride service, a Reduced Transit Fare Program, and a Free Transit Program for seniors 65 years and older. Share-A-Ride offers door-to-door service throughout Dauphin County for senior citizens, riders with disabilities, and the general public. The Reduced Transit Fare Program offers people with disabilities the option of riding all CAT buses at half fare during off-peak periods Monday through Friday and all day Saturday. The Free Transit Program offers free rides to seniors all day Saturday as well as Monday through Friday except between 7a.m. and 8 a.m. and 4:30 p.m. and 5:30 p.m.

Emergency Services

The City of Harrisburg has police, fire, and ambulance facilities. The Harrisburg Bureau of Police consists of approximately 183 unformed police officers and 45 civilian personnel. Police officers operate out of the Main Precinct which is located at the McCormick Public Services Center at Walnut Street and N. Front Street in Harrisburg. The Harrisburg Bureau of Police also has an Uptown Police Department located on N. 6th Street in Harrisburg (see Figure 11). The Police Department provides Technical, Investigative, and Uniformed Services. The Police Department has many specialized divisions including Parking Enforcement, Animal Control, Warrant/Process Service, Organized Crime and Vice Control, Special Operations, Forensics, and Domestic Violence (Bureau of Police, 2004).

The Harrisburg Bureau of Fire employs approximately 96 firefighters and has four stations that serve the City of Harrisburg (see Figure 11). There are also four special operations teams which are broken down into one hazardous materials team, one high angle rescue team, one water rescue team, and one urban search and rescue team. Fire Station #1 is approximately four blocks from the N. 6th and Basin Street Alternative, five blocks from the N. 6th and Verbeke Street Alternative, and 10 blocks from the N. 3rd and Forster Street Alternative. Fire Station #6 is approximately 14 blocks from the N. 3rd and Forster Street Alternative, 19 blocks from the N. 6th and Verbeke Street Alternative, and 20 blocks from the N. 6th and Basin Street Alternative. Fire Station #6 is located approximately six blocks from the existing Courthouse.

Emergency medical services for the City of Harrisburg are provided by Community Life Team, Inc., located on Cameron Street in Harrisburg (see Figure 11). Community Life Team, Inc. provides medical transport services, pre-hospital emergency medical services (EMS) and water rescue services for the residents and communities of the South Central Pennsylvania Region. They can also provide basic and advanced life support, wheel chair/ litter van transport, and special event services. Community Life Team, Inc. has approximately six ambulances that provide EMS services within the corporate limits of the City of Harrisburg. They provide service to six local hospitals, which include Harrisburg Hospital, Community General Osteopathic Hospital, Holy Spirit Hospital, the Penn State Milton S. Hershey Medical Center, Seidel Hospital, and Polyclinic Hospital. The West Shore EMS, Susquehanna Township EMS, Steelton Fire Department Ambulance, Chambers Hill Fire Company Ambulance, and South Central EMS also respond to emergency calls within the City of Harrisburg when Community Life Team, Inc. needs back up (Community Life Team, 2005).

Health Care Services for People with Personalized Healthcare

The Capital Region Health System (CRHS) at Hamilton Health Center provides three medical sites, two dental sites, and 22 mobile van sites within Harrisburg and surrounding areas in Dauphin County for people with and without personalized health care. The base of operations for the Hamilton Health Center is located at 1821 Fulton Street in Harrisburg. Services available include pediatrics; women, infants, and children (WIC); a triage unit; diabetic management; and free pregnancy testing. The Hamilton Health Center works in partnership with various governmental agencies, including the U.S. Department of Health and Human Services, Harrisburg School District, and HHA (Hamilton Health Center, 2005a).

The mobile van service run by Hamilton Health Center is solely for WIC participants. The mobile van sites do not service the city of Harrisburg, but do service other areas in Dauphin County. WIC assistance programs within the city of Harrisburg are located at 1650 Walnut Street, 500 Kelker Street, and Foose Elementary School (1301 Sycamore Street). Hamilton Health Center's WIC program serves approximately 6,000 people in Dauphin County. WIC service closest to the residents of all three build alternatives is located at 500 Kelker Street. The Kelker Street Clinic is located approximately 8 blocks from the N. 6th and Basin Street Alternative, 9 blocks from the N. 6th and Verbeke Street Alternative, and 16 blocks from the N. 3rd and Forster Street Alternative (Hamilton Health Center, 2005b). Under the HHA Resident Service Program, Hamilton Health Center provides a visiting doctor once a week at

the Lick Building for medical care for the residents of the Jackson Lick Apartments. (Hamilton Health Center, 2005c).

There are no other healthcare clinics in the city of Harrisburg that provide medical care and services to people without personalized healthcare. Dauphin County does not have any direct delivery of services to people without personalized healthcare within the city of Harrisburg (Hamilton Health Center, 2005c).

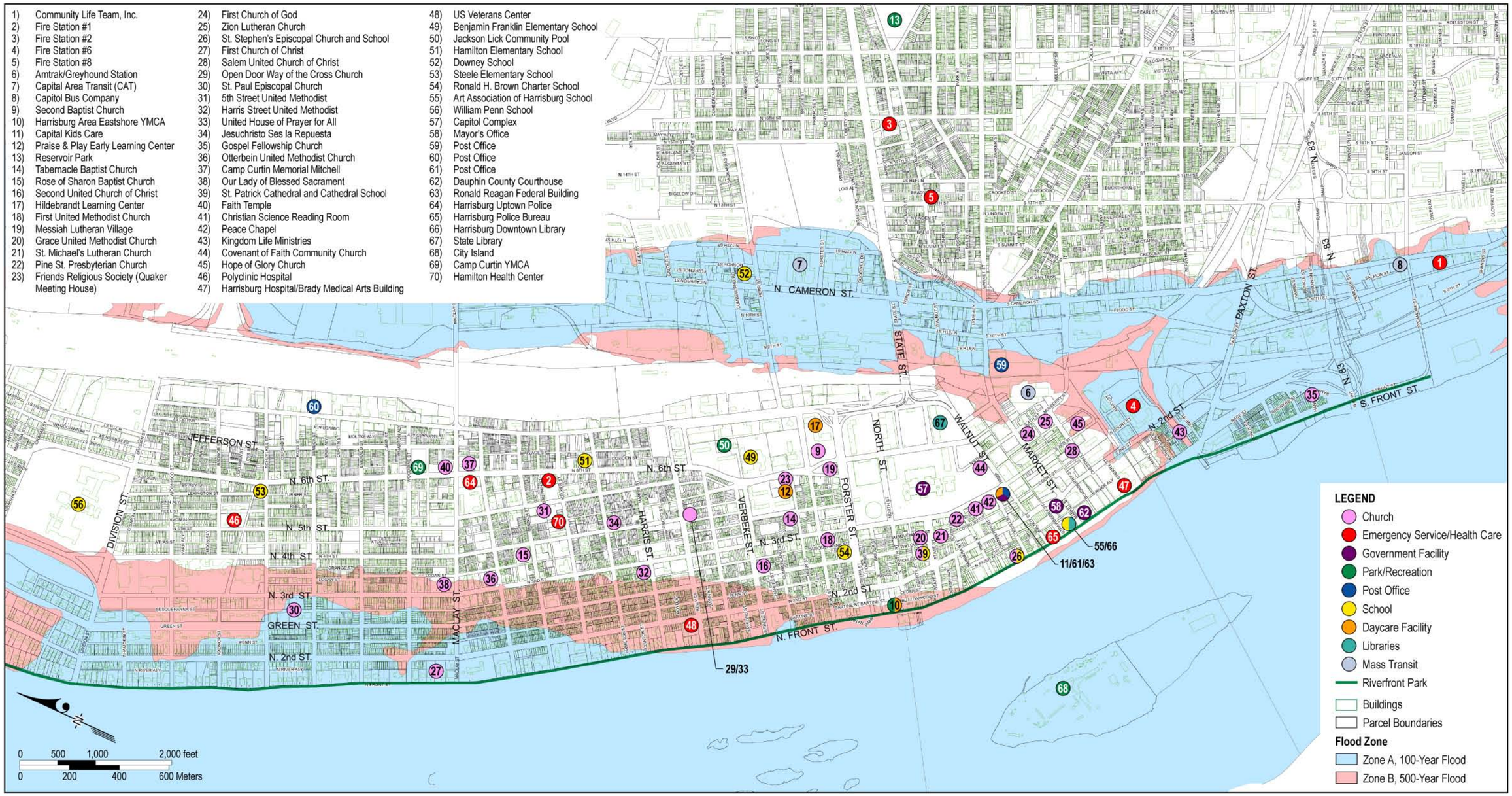

Figure 11: Community Facilities and Services

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3.4.5.1 Impacts to Community Services

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact if it would directly or indirectly affect the levels of service for healthcare, police protection, emergency services, and fire protection in the planning areas or affect the ability for residents to access these services.

Impacts

No Action Alternative

Under the No Action Alternative, future operations at the existing Federal Courthouse would not affect current responsibilities of the Harrisburg Bureau of Police, Harrisburg Bureau of Fire, and Harrisburg EMS or public safety in the city. There would be no impact to the Harrisburg Bureau of Police, Harrisburg Bureau of Fire, Harrisburg EMS, and Hamilton Health Center. There would also be no changes affecting the ability of City residents to access these services.

N. 3rd and Forster Street

Future operations of the CAT bus service, Hamilton Health Center, Harrisburg Bureau of Police, Harrisburg Bureau of Fire, and Harrisburg EMS would not be affected by the Proposed Action. The closing of Oliver Alley and Dubbs Alley, within the site, would not impact access for any emergency vehicles to remaining properties outside of the site. The Federal Protection Service and U.S. Marshals Service would provide security required by the Courthouse; therefore, no impact would be incurred by the Harrisburg Bureau of Police. The Harrisburg Bureau of Fire is currently able to meet the demands of calls in the CBD. The presence of the new facility would have no impact on their ability to do so. The proposed facility would be designed and constructed in accordance with national fire protection standards. There would also be no changes affecting the ability of residents of the N. 3rd and Forster Street Alternative to access these services.

N. 6th and Verbeke Street

Future operations of the Harrisburg Bureau of Police, Harrisburg Bureau of Fire, and Harrisburg EMS would not be affected by the Proposed Action. The Federal Protection Service and U.S. Marshals Service would provide security required by the Courthouse; therefore, no impact would be incurred by the Harrisburg Bureau of Police. The Harrisburg Bureau of Fire is currently able to meet the demands of calls. The presence of the new facility would have no impact on their ability to do so. The proposed facility would be designed and constructed in accordance with national fire protection standards.

The N. 6th and Verbeke Street Alternative would displace residents in the Cumberland Court Apartments that may use the Hamilton Health Center or satellite clinics for health services. Cumberland Court Apartments are located approximately eight blocks from the Hamilton Health Center, Fulton Street Center, and the Kelker Street WIC facility. Residents of Cumberland Court Apartment may use the Hamilton Health Center due to a lack of personalized healthcare. If residents were relocated, healthcare service may become inaccessible and unaffordable because similar facilities may not be available. Increasing a participants driving distance to another facility may increase the cost of accessing healthcare for Cumberland Court residents. These conditions would create moderate, direct, long-term, and adverse impacts to the residents of Cumberland Court.

The N. 6th and Verbeke Street Alternative would also displace residents who rely on nearby bus routes to commute to work and doctor appointments. Residents may experience moderate, direct, long-term, adverse impact if they are not relocated to areas with access to public transportation.

N. 6th and Basin Street

Future operations of the Harrisburg Bureau of Police, Harrisburg Bureau of Fire, and Harrisburg EMS would not be affected by the Proposed Action. The Federal Protection Service and U.S. Marshals Service would provide security required by the Courthouse; therefore, no impact would be incurred by the Harrisburg Bureau of Police. The Harrisburg Bureau of Fire is currently able to meet the demands of calls. The presence of the new facility would have no impact on their ability to do so. The proposed facility would be designed and constructed in accordance with national fire protection standards.

The N. 6th and Basin Street would displace residents who have health care services provided to them by Hamilton Health Center. Under the HHA Resident Service Program, Hamilton

Health Center provides a visiting doctor once a week at the Lick Building for medical care for the residents of the Jackson Lick Apartments. (Hamilton Health Center, 2005c). Hamilton Health Center does not provide a doctor to any other HHA facility, so relocation to other HHA facilities could impact the residents of the Jackson Lick Apartments. These conditions would create moderate, direct, long-term, and adverse impacts to the residents of Jackson Lick. Hamilton Health Center would coordinate with HHA, if residents were displaced, in order to continue to provide healthcare for the residents of Jackson Lick Apartments, if space were provided for them to operate. Hamilton Health Center would also work to provide transportation for residents to access the center if residents were disbursed amongst other HHA facilities (Hamilton Health Center, 2005c).

The N. 6th and Basin Street Alternative would also displace residents of Jackson Lick Apartments who rely heavily on nearby CAT bus to provide Share-A-Ride and other low-income services for residents to commute to doctor appointments and shopping areas.

Residents may experience moderate, direct, long-term, adverse impacts if they are not located to areas with access to public transportation.

3.4.6 Community Facilities

Libraries

The two main libraries located within the City of Harrisburg are the Harrisburg Downtown Branch of the Dauphin County Library System and the State Library of Pennsylvania. The Dauphin County Library System's Harrisburg Downtown Branch is located at 101 Walnut Street between North Front Street and North River Alley. The Harrisburg Downtown Branch first opened in 1899 as the Harrisburg Public Library. In 1914, the Harrisburg Downtown Branch was constructed with 7,000 square feet of net space. Currently there are 43,944 volumes of books at the library. There are seven other branch libraries located throughout Dauphin County. The State Library of Pennsylvania is located within the Forum Building at the intersection of Commonwealth Avenue and Walnut Street. The Mission Statement of the State Library of Pennsylvania is to provide information for State Government and citizens while collecting and preserving our written heritage through material published for, by, and about Pennsylvania. The State Library of Pennsylvania is one of the largest libraries in the Commonwealth of Pennsylvania and is utilized by state government, state institutions, and the general public. The State Library of Pennsylvania has seven main collections - Federal

Documents, Geneaology/Local History, General Collection, Law, Newspapers, Pennsylvania Publications, and Rare Books/Assembly Collection.

Educational/Daycare Facilities

The Harrisburg School District (HSD) is comprised of 17 primary and secondary educational facilities. The HSD has approximately 8,351 students and 1,198 faculty and staff. According to HSD, all of the alternative sites are served by the Benjamin Franklin Elementary School, located on N. 6th Street. The Benjamin Franklin Elementary School currently employees 79 faculty and staff and has an enrollment of 655 students, 400 of which have been temporarily transferred from the Woodward School due to renovations. These 400 students, Kindergarten through 8th grade, will be bussed to the Benjamin Franklin Elementary School for the next two years (Harrisburg School District, 2005c).

A majority of the students ride the bus to school. Approximately 300 students ride the bus from the Woodward area, 170 students are bussed from other areas of the City as part of the Math and Science program, 80 students are transported as part of the Special Education program, and the remaining 105 students walk to school, as most of the students who reside in the immediate area walk to school (Harrisburg School District, 2005c).

The Benjamin Franklin Elementary School participates in the free and reduced lunch program. Approximately 73 percent of the 655 students receive free and/or reduced lunch and therefore are recognized as economically disadvantaged. Many of these students are also enrolled in the after-school program which includes academic tutorials for reading and mathematics, and personal skills training such as self-esteem building and conflict resolution. The school also provides community service opportunities and recreational activities. There is no pre-school program at Benjamin Franklin; however, pre-school children in the N. 6th Street area are transported to Camp Curtin for these services (Harrisburg School District, 2005c).

There are also two private schools and one charter school within the Study Area. One of the private schools, St. Stephen's Episcopal School was founded in 1989 and is located at 215 North Front Street. The second private school, the Cathedral Consolidated School, is located at 212 State Street, approximately two blocks south of the N. 3rd and Forster Street Alternative. Ronald H. Brown Charter School opened in 2000 and has an elementary school located at 279 Boas Street and a middle school located at 909 Green Street. The middle school is located approximately one block east of the N. 3rd and Forster Street Alternative.

The Praise and Play Early Learning Center is located within the Friends Meeting House. Approximately 20 to 30 percent of the parents and guardians of the 50 toddlers, preschoolers, and school-aged children live within approximately one to two blocks from the daycare facility either at Cumberland Court or at the Fox Ridge Townhouse Community. Fifty percent of the parents and guardians work for the Commonwealth of Pennsylvania. The Praise and Play Early Learning Center does not offer infant care and currently has a waiting list for one-year-old children. Funding for about half of the children who attend Praise and Play is subsidized by the state government (Praise & Play Early Learning Center, 2005).

Recreational Facilities

The City of Harrisburg Department of Parks and Recreation has two community pools in the City of Harrisburg: The Jackson Lick Community Pool (City Pool 1) and the Penn National Insurance Pool & Playground (City Pool 2). The Jackson Lick Community Pool is located adjacent to the N. 6th and Basin Street Alternative and the Penn National Insurance Pool and Playground is located at the intersection of South 18th Street and Cloverly Terrace.

The Penn National Insurance Pool has two small parking lots with a total of 40 parking spaces, which are owned and maintained by the Harrisburg Department of Parks and Recreation. The Jackson Lick Community Pool has two parking areas, one at the rear of the pool and one in front of the pool. The front parking lot is located on the Jackson Lick Apartments property and is maintained and operated by HHA. There are approximately 50 to 60 parking spaces in the front parking lot that are available to pool patrons. The rear parking lot is located in the southeast corner of the Benjamin Franklin Elementary School property and is maintained and owned by Harrisburg School District. There are approximately 40 parking spaces in the rear lot that are available to pool patrons. Parking is not a major concern at Jackson Lick Community Pool because most people either walk, are dropped off and picked up, ride the bus, or ride their bike to the pool in the summer (Harrisburg Bureau of Recreation, 2005).

According to the Harrisburg Department of Parks and Recreation, the Jackson Lick Community Pool and Penn National Insurance Pool each average approximately 350 to 400 visitors per day. The pool season starts in early June and closes the Tuesday after Labor Day. The pool is open from 12:00 p.m. to 7:00 p.m. Tuesday thru Sunday and during all holidays that fall on Monday during the pool season. Table 11 illustrates the 2005 membership rates for the pool.

Table 11: 2005 City Pool Membership Rates

	City Residents		Non City Residents	
Age/Org.	**Summer Membership**	**Daily Rates**	**Summer Membership**	**Daily Rates**
12 and Under	$20	$1	$40	$2
13-59	$25	$2	$50	$4
60+	$20	$1	$40	$2
Family of 6+	$75	N/A	$150	N/A
Organization of 25+	$150	N/A	$250	N/A

The Jackson Lick Community Pool is also open for three days in the middle of September for a fishing derby. The fishing derby draws between 2,500 to 3,000 people. Jackson Lick Community Pool also runs learn to swim programs for children, adults, and seniors and other summer programs (Harrisburg Department of Parks and Recreation, 2005a).

The Harrisburg Area East Shore YMCA and the Camp Curtin YMCA are two other community recreational facilities within the City of Harrisburg (see Figure 11). A Harrisburg landmark, the East Shore YMCA is an 80,000 square foot facility opened in 1932 and is located at 701 North Front Street in Harrisburg. The East Shore YMCA offers after school programs for the Central Dauphin School District, a downtown childcare center, aerobics classes, aquatic programs, and sponsors community athletic events such as the Harrisburg Mile race (Harrisburg East Shore YMCA, 2005a). The Camp Curtin YMCA is 35,000 square foot facility located at 2135 N. 6th Street in Harrisburg. The Camp Curtin YMCA has a gymnasium, free-weight, aquatic, and education facilities.

Religious Facilities

There are approximately 32 religious facilities (catholic, protestant, and others) located within the City of Harrisburg. Some religious facilities such as St. Stephen's Episcopal Church and St. Patrick's Cathedral have affiliated schools with faith based education programs. Most churches offer a variety of programs including community outreach, missions, women's and men's ministry programs, and vacation bible schools.

The Harrisburg Friends Meeting House is located on the N. 6th and Verbeke Street Alternative. The church holds regular meetings for its congregation and also offers meeting

space for a variety of religious and social organizations which do not have their own facilities. The Friends Meeting House has an attendance of 60 to 80 people on Sundays.

3.4.6.1 Impacts to Libraries

Criteria of Evaluation

The Proposed Action or alternative may have the potential for a significant impact if it would directly or indirectly affect library facilities and levels of service in the planning area.

Impacts

No Action Alternative

The No Action alternative would have no impact on library services in the Harrisburg Area.

Build Alternatives

The build alternatives would not displace an existing library facility and would not result in a substantial change in the service population that would adversely affect library capacity. Therefore, the selection of either alternative site would have no impact on the operational characteristics of the existing library facilities.

3.4.6.2 Impacts to Educational/Daycare Facilities

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact if it would directly or indirectly affect the school system and student enrollment in the Study Area.

Impacts

No Action Alternative

The No Action Alternative would have no impact on the Harrisburg School District and educational facilities.

N. 3rd and Forster Street

The N. 3rd and Forster Street Alternative would not displace any educational facilities; however, the loss of tax revenue generated by the existing residential and commercial properties at this location would directly impact the budget of the Harrisburg School District. The loss of tax revenue from this site would be a minor to moderate, long-term, adverse impact. Tax loss is calculated based on the loss of property tax, business tax, and employment tax. If the residents and businesses of this site would relocate within the City of Harrisburg, the loss of tax revenue would be temporary; however, if the residents relocate outside the City of Harrisburg, the loss of tax revenue to the Harrisburg School District would be permanent.

The N. 3rd and Forster Street Alternative is located two blocks north of the Cathedral Consolidated School, and west of the Ronald H. Brown Charter School middle school. Due to the distance from the site, minimal impacts to the Cathedral Consolidated School are anticipated. The Ronald H. Brown middle school could be temporarily affected by increased noise during construction activities resulting in a moderate indirect, short-term, adverse impact. Noise levels would return to pre-construction levels after the completion of the courthouse.

Displacement of residents may indirectly affect area schools through changes in enrollment patterns. However, this impact is anticipated to be minor as there are relatively few school-aged children living in this neighborhood, and the project would not substantially alter population trends within the city.

No impacts to private schools are anticipated because enrollment in private schools is not dependent on the residential location of its students.

N. 6th and Verbeke Street

The N. 6th and Verbeke Street Alternative would not displace any educational facilities; however, the loss of tax revenue generated by the existing Cumberland Court Apartment complex would directly impact the budget of the Harrisburg School District. The loss of tax revenue from the site would be a minor, direct, long-term, adverse impact. Tax loss is calculated based on the loss of property tax, business tax, and employment tax. The residents of Cumberland Court Apartments pay only employment tax; therefore, the loss of tax revenue would be minor. If the residents of this site would relocate within the City of Harrisburg, the loss of tax revenue would be temporary; however, if the residents relocate

outside the City of Harrisburg, the loss of tax revenue to the Harrisburg School District would be permanent.

The site is located to the east and across N. 6th Street from the Benjamin Franklin Elementary School. The Benjamin Franklin Elementary School could be temporarily affected by increased noise during construction activities resulting in a moderate indirect, short-term, adverse impact. Noise levels would return to pre-construction levels after the completion of the courthouse.

Displacement of residents from the Cumberland Court Apartments may indirectly affect other area schools through changes in enrollment patterns. However, this impact is anticipated to be minor because only 29 children, ages 6 to 12 years, currently live in the Cumberland Court Apartments, which is a relatively small percentage of the school enrollment, and the project would not substantially alter population trends within the city.

The displacement of the Praise and Play Early Learning Center would directly impact residents from Fox Ridge and other parents who currently use daycare facilities at Praise and Play. The daycare center could relocate in the area if a suitable location is available and the owner chooses to do so. Parents would most likely have to find other daycare facilities in the vicinity of Praise and Play. Other nearby daycares in the city of Harrisburg open to the public include Capital Kids Care, located at 200 N. 3rd Street, and the East Shore YMCA, located at 701 N. Front Street. The East Shore YMCA currently provides daycare to a few children from Cumberland Court Apartments and would be able to accommodate more children, if needed. The East Shore YMCA also offers financial aid to families in need (East Shore YMCA, 2005b). Capital Kids Care does not currently have children from Cumberland Court Apartments enrolled, but does have facilities to accommodate more children (Capital Kids Care, 2005). There would be a moderate, direct, short-term, adverse impact to patrons of the Praise and Play Early Learning Center.

N. 6th and Basin Street

The N. 6th and Basin Street Alternative would not displace any educational facilities. The site is located directly north and adjacent to the Benjamin Franklin Elementary School. The Jackson Lick Apartments are owned by HHA and is tax exempt; therefore, the loss of the Jackson Lick Apartments would have no impact to the tax roll of the Harrisburg School District. Additionally, the Jackson Lick Apartments are restricted to residents who are 55

years of age and older, hence the relocation of these tenants would not require the transfer of school students.

The Benjamin Franklin Elementary School could be temporarily affected by increased noise during construction activities resulting in a moderate indirect, short-term, adverse impact. Noise levels would return to pre-construction levels after the completion of the courthouse.

3.4.6.3 Impacts to Recreational Facilities

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact if it would directly or indirectly affect recreational facilities and levels of service in the planning area.

Impacts

No Action Alternative

The No Action alternative would have no impacts on recreational facilities in the region because existing facility conditions and demand would not be altered.

N. 3rd and Forster Street

The N. 3rd and Forster Street Alternative would not displace any recreational facilities but would be constructed in the vicinity of the Harrisburg Area East Shore YMCA. There could be a fluctuation in membership with a loss of residents and a gain of Courthouse employees. Therefore, this alternative would have a minor, indirect, long-term, adverse impact on the Harrisburg area recreational facilities.

N. 6th and Verbeke Street

The N. 6th and Verbeke Street Alternative would not displace any recreational facilities but would be constructed in the vicinity of the Jackson Lick Community Pool. A potential indirect impact to the Jackson Lick Community Pool would be anticipated due to the displacement of children and families from the Cumberland Court Apartments that utilize the pool facilities. In addition, the pool could be affected by construction related noise, resulting in a minor, indirect, short-term, adverse impact.

There could be a fluctuation in membership at the Camp Curtin YMCA with a loss of residents and a gain of Courthouse employees. Therefore, this alternative would have a minor, indirect, long-term, adverse impact on the Camp Curtin YMCA.

N. 6th and Basin Street

The N. 6th and Basin Street Alternative would displace the pool house for the Jackson Lick Community Pool, but would not displace the pool itself. According to the Harrisburg Department of Recreation, it is unlikely that the pool house could be relocated within the current property. The Jackson Lick Community Pool would have to close if the pool house were taken, due to Department of Health regulations for community swimming pools (Harrisburg Department of Parks and Recreation, 2005b). This would create a major, indirect, and direct, long-term adverse impact.

3.4.6.4 Impacts to Religious Facilities

Criteria of Evaluation

The Proposed Action or alternative may have the potential for a significant impact if it would directly or indirectly affect church facilities and levels of service in the planning area.

Impacts

No Action Alternative

The No Action alternative would have no impact on church services in the Harrisburg Area.

N. 3rd and Forster Street

Construction of the proposed U.S. Courthouse on the N. 3rd and Forster Street Alternative would not displace or be constructed in the immediate vicinity of any religious facilities. There would be no substantial change in the service population that would adversely affect church capacity. Therefore, this alternative would have no impact on religious facilities.

N. 6th and Verbeke Street

Construction of the proposed U.S. Courthouse on the N. 6th and Verbeke Street Alternative would displace the Friends Meeting House resulting in a major , direct, long-term, adverse impact to this religious facility and its congregation.

In addition, the courthouse would be constructed in the vicinity of the Tabernacle Baptist Church. A minor to moderate, indirect, long-term, adverse impact to Tabernacle Baptist Church would be anticipated due to the displacement of children and families from the Cumberland Court Apartments that attend the church.

N. 6th and Basin Street

Construction of the proposed U.S. Courthouse on the N. 6th and Basin Street Alternative would not displace any religious facilities but would be constructed in the vicinity of the Friends Meeting House, which would be a minor, short-term impact.

3.4.7 Community Cohesion

A Social Impact Assessment (SIA) was conducted in order to analyze the potential impact that the construction and operation of the proposed U.S. Courthouse may have on the social aspects of the environment. Information on community cohesion and the impacts of the proposed U.S. Courthouse on communities and their citizens were determined based on resident survey comments, input from community meetings, and interviews with public officials, service providers, and community leaders.

3.4.7.1 Existing Conditions

Community cohesion is a term to describe the level of commitment residents have to their community, both as a physical and social environment. It is characterized by the degree of interaction and interdependence within residents of a community. A community can be defined by geographical boundaries, ethnic and cultural characteristics, social boundaries, or a combination of these features.

N. 3rd and Forster Street

The N. 3rd and Forster Street Alternative is located in what is considered Downtown Harrisburg. The streets are lined with low rise residential historic row homes and small commercial businesses, including restaurants, nightclubs, and office space. The site lies entirely within the Harrisburg Municipal Historic District and is part of the Harrisburg Historic District, which is listed on the National Register of Historic Places. The demography of the neighborhood comprising the site is characterized by young professionals and retired professionals of primarily Caucasian descent. Residents of the neighborhood

have been described as having a "strong preservation ethos" and the neighborhood as an important part of the larger community (Historic Harrisburg, 2006).

The N. 3rd and Forster Street site is part of a larger community organized as the Capital Area Neighbors (CAN). CAN defines its neighborhood boundaries as N. Front Street to N. 3rd Street in the east-west direction and Forster Street to Walnut Street in the north-south direction. CAN has provided a great deal of input for the assessment of community impacts, including sending a petition opposing selection of the N. 3rd and Forster Street site and providing comments during the public scoping and community meetings.

In a letter from CAN, the organization's president stated, "Residents within this area have chosen and committed to an urban residential lifestyle in a historic district with its inherent features. This choice involves seeking out opportunities that minimize need for private transportation in lieu of pedestrian travel or public transportation. This choice allows simple access to urban amenities including parks, sporting events, museums, art centers, work, restaurants and bars. The choice to occupy a historic residence also represents a commitment to a quality of life that supports restoration and preservation." (Capital Area Neighbors, 2005).

In comment letters, emails, surveys, and public testimony, residents echo these sentiments. Pride in the neighborhood, a "look out for your neighbor" attitude, and investment in restoring historic homes were common themes.

N. 6th and Verbeke Street

The N. 6th and Verbeke Street Alternative is located in Midtown Harrisburg and consists of the Cumberland Court Apartments and the Friends Meeting House.

The Cumberland Court Apartments is described as a well-maintained, peaceful, subsidized community. According to information provided by HUD, currently, approximately 200 people reside in the Cumberland Court Apartments (U.S. Department of Housing and Urban Development, 2005). The average family size is two persons. Approximately one-quarter of the residents are children under the age of 17, and approximately one-tenth are elderly. Residents of the complex are primarily of African American descent, with the balance made up of Hispanic and Caucasian persons.

Cumberland Court Apartments has been characterized as a safe, stable neighborhood of upwardly mobile residents. One advocate noted that persons in Harrisburg who live in

subsidized housing regard Cumberland Court Apartments as a community to aspire toward. (Pickering, 2005) There is currently a two-year waiting list for one- and two-bedroom apartments and a five-year waiting list for three-bedroom apartments.

According to surveys returned by residents of the apartment complex, the community is somewhat dependent on public transportation. For those without vehicles, the location of the Cumberland Court Apartments is convenient to public transportation or within walking distance to the State Capitol Complex for work, Benjamin Franklin Elementary School, facilities that provide subsidized health services, and shopping markets. While being somewhat reliant on the nearby facilities and services in the surrounding community, residents of Cumberland Court did not indicate much interaction with surrounding residential communities. The level of commitment of residents to the Cumberland Court community is difficult to gauge due to limited public input from residents on the subject. However, based on the attractive aspects of the Cumberland Court Apartments and the waiting list to move there, residents are generally pleased to be tenants of this apartment complex and are somewhat stable compared to other rental communities.

Another component of the alternative's community is the Harrisburg Friends Meeting. The Friends Meeting House occupies the southeast corner of the N. 6th and Verbeke Street site and has been at this location since 1965. The congregation itself has been in existence in Harrisburg for the past 64 years, with evidence of earlier worship meetings dating back to 1908.

In a statement from the Friends, they described their decision to build the Meeting House in the urban setting of Harrisburg so that they would be in position to, "…become a center for religious activity and social concerns in Harrisburg." (Koser, 2005) Today, in addition to being a place of worship and fellowship for the Friends, the Meeting House serves as a meeting place for a wide variety of community groups, including religious and social organizations. Representatives of several of these organizations submitted letters of support for mission of the Friends and the importance of the Meeting House.

The Meeting House also houses the Praise and Play Early Learning Center. According to the director of the daycare center, approximately 50 children are enrolled, 20 to thirty percent of which live in the nearby Fox Ridge Townhouse and Cumberland Court communities. (Praise & Play Early Learning Center, 2005) According to the director, funding for about half of the children is subsidized by the state government.

N. 6th and Basin Street

The N. 6th and Basin Street Alternative is situated on the eastern fringe of Midtown Harrisburg. The site contains Jackson Lick Apartments and the pool house for the Jackson Lick Community Pool (the pool itself is on an adjacent property). The Jackson Lick Apartments, two high-rise buildings owned and operated by the HHA, offer subsidized housing for residents who are 55 years of age and older and have an income less than 30 percent of the median income for the federal standard metropolitan statistical area (SMSA). Currently there are approximately 145 residents in the Lick Building, the majority of whom are African American. The Jackson building has been vacant for approximately one year.

The Jackson Lick Apartments operates as its own community. Residents are reliant on services provided by HHA, including the very basic domestic needs. A visiting doctor from Hamilton Health Services provides healthcare monitoring. Those who are physically able walk across the street to Broad Street Market. Residents are heavily dependent on public transportation (bus and cab service) for travel off-site for shopping, doctor appointments, and religious activities.

In a letter from the Greater Harrisburg Area NAACP, the organization's president stated, "Nearly half of the Lick residents are significantly handicapped. These elderly are in wheel chairs, dependent on walkers, require assistance to be ambulatory, or must be aided because of blindness" (Jones, 2005).

In comment letters, emails, surveys, and public testimony comfort in current living arrangements; proximity to public transportation and shopping areas due to the age and physical limitations of the residents, and availability of health care were common themes in descriptions of the community at Jackson Lick.

3.4.7.2 Impacts to Community Cohesion

Potential social impacts were assessed on the residents and businesses of each alternative site. Impacts were determined based on background data and demographics, resident survey comments, input from community meetings, and comments from public officials, service providers, and community leaders.

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for significant disruption of community cohesion if it would:

- Displace a significant portion of a community;
- Separate a community or isolate a portion of a community from the larger community;
- Change the degree of interaction between residents of a community; or
- Cause a trend of reduced commitment to the community for residents and businesses.

Impacts

Disruption of community cohesion that may occur as a result of this project was evaluated based largely on community input compiled from the public scoping process, community surveys, and community meetings. Descriptions of these activities are presented in Section 1.5, Public and Agency Involvement.

Community cohesion impacts are a result of displacement of residents, but are not the same as displacement impacts. The loss and compensation for property, homes, businesses and subsequent relocation of residents is considered displacement. *How* the displacement of people and businesses affect communities is assessed as community cohesion impacts.

No Action Alternative

The No Action Alternative would have no impact on community cohesion.

Build Alternatives

Some temporary disruption to the three project communities has been realized as a result of this site selection process. These temporary impacts include residents putting home improvement plans on hold and the anxiety that comes with facing uncertain future circumstances. Long-term effects of property abandonment and reduction of commitment to the community is not anticipated for the neighborhoods affected by this project. Therefore

there would be a short-term, minor to moderate adverse impact during this site selection phase to residents of all sites.

N. 3rd and Forster Street

Residents are highly committed to this neighborhood, and there is cohesion among this community of renters, property owners, and businesses. The personal loss of neighborhood ties, friends, and familiar surroundings would be deeply felt here according to numerous comments and affidavits provided by community members. The impact to residents as a result of being displaced from this community would be major, direct, adverse, and could be short-term or long-term, depending on personal circumstances, as some people adapt more readily to major life changes.

The loss of this neighborhood would be felt by surrounding residents as well. Those remaining would lose neighbors and local gathering places as affected residents, restaurants and bars/clubs would move out of the neighborhood. Some residents of surrounding areas have indicated that they would not want to live "in the shadow" of the new courthouse. Additionally, some residents predict parking problems including court visitors parking in residential areas, which would result in long-term, indirect, moderate, adverse impacts.

N. 6th and Verbeke Street

The fact that this community is considered a high quality subsidized apartment community would suggest that residents here are committed to this community. The impact to residents as a result of being displaced from this community would be major, direct, and adverse and could be short-term or long-term, depending on personal circumstances, as some people adapt more readily to major life changes.

There does not appear to be much interaction between the Cumberland Courts residents and surrounding residential communities; therefore impacts to a larger surrounding area are not anticipated as a result of displacing the Cumberland Court residents.

The Friends Meeting House, its congregation, and the daycare operating in the Meeting House are located in an ideal location to serve this community. The Friends interact with and are part of a larger community of people who utilize the facilities at the Meeting House for local meetings. If displaced, the Friends could re-establish their place of worship within the community, to which they have expressed a great commitment, or relocate elsewhere. The daycare operation could also be re-established nearby or move elsewhere. The impact to the

Friends and the daycare as a result of being displaced from this community would be moderate, direct, and adverse and could be short-term or long-term, depending on the time period for relocation. The impact to the surrounding community as a result of the Friends and the daycare center being displaced would be moderate, direct, adverse, and would be short-term or long term depending on the site chosen by the Friends and the daycare center for relocation.

If the daycare center would choose not to relocate within the nearby community, patrons of this business would seek other daycare centers. Daycare centers with availability for enrollment and access to public transportation have been identified in the vicinity of this site (See Section 3.4.6, Community Facilities).

N. 6th and Basin Street

Based on input from the community, HHA, and the NAACP, the elderly and disabled residents of Jackson Lick are vulnerable to disruptions and potentially less able to easily adapt to changes. According to an advocate, many of the current residents were moved from the Jackson building when it was closed for renovation, and are now faced with the possibility of another move to an uncertain location (Jones, 2005). Residents have expressed fear and apprehension about their unknown future.

Residents are reliant on the services provided by HHA. HHA would ensure that these basic needs are addressed. However, there is currently no available facility into which this entire community could be moved. This would mean for many residents, not only the loss of their homes in this familiar setting, but the loss of close companions. The NAACP has expressed concern that the relocation and potential separation of the elderly residents could result in long-term effects on the mental and physical health of the residents. The potential loss of the Jackson Lick community to its residents would constitute a major, direct, long-term, adverse impact.

There does not appear to be much interaction between the Jackson Lick residents and surrounding residential communities; therefore impacts to a larger surrounding community are not anticipated as a result of displacing the Jackson Lick residents.

3.5 CULTURAL ENVIRONMENT

Section 106 of the National Historic Preservation Act of 1966 (NHPA) requires Federal agencies to take into account the effects of their undertakings on historic properties, and

afford the Advisory Council on Historic Preservation (ACHP), the State Historic Preservation Office (SHPO), and other consulting parties a reasonable opportunity to comment. In Pennsylvania, the Pennsylvania Historical and Museum Commission (PHMC) is the SHPO. GSA has initiated consultation through the Section 106 process with the PHMC and the ACHP. Consistent with 36 CFR 800.8(c)(iv), GSA is coordinating the public review process for Section 106 of the NHPA with the NEPA public review process. Comments on the Section 106 process can be submitted throughout the consultation process with PHMC and the ACHP.

3.5.1 Archeological Resources

3.5.1.1 Existing Conditions

GSA prepared a Phase 1A Archeological Assessment to determine the potential for impacts to archeological resources (G&O, 2005). For each alternative, an Area of Potential Effects was defined, known archeological sites in or near the alternate studied, and historic maps researched. This background information was then evaluated to determine the archeological potential for each alternative. The Area of Potential Effect for archeological resources has been defined as the area of worse-case limits of disturbance for each proposed alternative which corresponds to the site boundaries. Relatively few archeological surveys have been conducted within the central business district and adjacent areas of the City of Harrisburg. An examination of an approximately two-mile radius around the three alternative sites revealed that five Phase I archeological site identification projects have been conducted. These surveys have been conducted prior to the construction of county, state, and federal buildings and flood protection studies in the City of Harrisburg and adjacent areas, but have resulted in the identification of surprisingly few historic and prehistoric sites.

<u>N. 3rd and Forster Street</u>

The N. 3rd and Forster Street Alternative is 3.6 acres and currently contains approximately 40 two- and three-story row homes, apartments, restaurants and entertainment businesses, one five-story office building, small retail shops, and parking areas. Historical research revealed that the site has been in mixed residential and light commercial use for the past 120 years.

N. 6th and Verbeke Street

The N. 6th and Verbeke Street Alternative is 6.0 acres and currently contains the Cumberland Court Apartments with associated paved surface parking areas, landscaped lawn, tennis courts, and playground areas. The site also contains the Friends Meeting House. Both the Cumberland Court Apartments and the Friends Meeting House were present on site by 1977.

Historically, the site has contained a mix of domestic dwellings and commercial business. Previous commercial business has included restaurants, hotels, manufacturing facilities, auto repair facilities, a "sanitary and dyeing works" facility, a clinic, a printing facility and a coal yard with an associated storage area. This development dates to at least 1875.

N. 6th and Basin Street

The N. 6th and Basin Street Alternative is comprised of two parcels, Parcel 6 and Parcel 17, totaling 6.4 acres. Parcel 6 is 4.74 acres and the Jackson Lick Apartments which were constructed in 1960. Historical fire insurance maps depict the presence of a "china laundry" on Parcel 6 between 1884 and 1929. A review of historical fire insurance maps revealed the presence of the J.H. Santo Coal and Wood Yard on Parcel 17, in the southeast corner. The coal and wood yard is depicted on the 1884 map and remains until the 1905 map.

3.5.1.2 Impacts to Archeological Resources

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on archeological resources in the planning area if it would:

- Adversely affect properties eligible for or listed on the National Register, including archeological or Native American or traditional heritage resources
- Disturb or alter unknown archeological resources eligible for the National Register
- Disturb any human remains, including those interred outside a formal cemetery

Impacts

No Action Alternative

Under the No Action Alternative the proposed demolition of the existing structure and subsequent construction of the new courthouse facility in downtown Harrisburg would not take place; therefore no direct, indirect, or cumulative impacts to archeological resources would occur.

N. 3rd and Forster Street Alternative

The N. 3rd and Forster Street Alternative has a moderate to high potential for historic archeological resources associated with past uses on the sites. The accumulation of cultural debris on the sites may span from the nineteenth century to the present. Features that are most likely present include structure basements, outbuilding foundations, cisterns, wells, and privies. Demolition of existing structures, grading, and excavation activities associated with construction of the proposed U.S. Courthouse may have a moderate, direct, long-term, adverse impact on archeological resources.

N. 6th and Verbeke Street Alternative

The N. 6th and Verbeke Street Alternative has a moderate potential for historic archeological resources associated with past uses on the sites. The accumulation of cultural debris on the sites may span from the nineteenth century to the present. The archeological deposits present in the 6th and Verbeke Street Alternative may include both features and deposits if settlement of the area predated ca. 1875, as appears to have been the case. Features that may be present include structure basements, outbuilding foundations, cisterns, wells, and privies. Demolition of existing structures, grading, and excavation activities associated with construction of the proposed U.S. Courthouse may have a moderate, direct, long-term, adverse impact on archeological resources.

N. 6th and Basin Street Alternative

The N. 6th and Basin Street Alternative has a moderate potential for historic archeological resources associated with past uses on the sites. The accumulation of cultural debris on the sites may span from the nineteenth century to the present. The archeological deposits present in the 6th and Basin Street Alternative may include both features and deposits if settlement of the area predated ca. 1875, as appears to have been the case. Features that may be present

include structure basements, outbuilding foundations, cisterns, wells, and privies. Demolition of existing structures, grading, and excavation activities associated with construction of the proposed U.S. Courthouse may have a moderate, direct, long-term, adverse impact on archeological resources.

3.5.2 Historic Structures

3.5.2.1 Existing Conditions

GSA prepared a Determination of Eligibility and Determination of Effects assessment for the proposed courthouse (G&O, 2005). For each alternative, an Area of Potential Effects was defined and resources listed on or eligible for listing on the National Register of Historic Places were identified. The Area of Potential Effect (APE) for the proposed actions were developed in the field by examining views to the proposed sites from different vantage points taking into consideration the natural topography, surrounding buildings and their uses, and how they relate and are oriented to the proposed sites. Figure 12 illustrates the APEs and the listed and eligible National Register resources in the vicinity of each alternative. Figure 12 also illustrates the City of Harrisburg's Municipal Historic Districts.

Resources within the APEs were assessed to determine if they were listed on or eligible for listing on the National Register of Historic Places. "Historic properties," as defined by the implementing regulations of the National Historic Preservation Act (36 CFR 800), are defined as any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places (NRHP). This term includes artifacts, records, and the remains that are related to and located within such properties, as well as traditional and culturally significant Native American sites and historic landscapes. The term, "eligible for inclusion in the National Register", includes both properties formally determined eligible and all other properties that meet National Register listing criteria.

The significance of historic properties is generally judged against a property's ability to meet the four criteria for inclusion on the National Register of Historic Places (36 CFR 60):

Criteria A: Association with events that have made a significant contribution to the broad patterns of our history; or

Criteria B: have an association with the lives of persons significant in our past; or

Criteria C: that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

Criteria D: that have yielded, or may be likely to yield, information important in prehistory or history.

Properties may be eligible for the National Register for contributions at the national, state, or local level. Ordinarily, properties achieving significance within the last 50 years are not considered eligible unless they are integral parts of historic districts or unless they are of exceptional importance; the most common types of properties less than 50 years old listed on the National Register are works of modern architecture or scientific facilities.

N. 3rd and Forster Street

The APE for the N. 3rd and Forster Street Alternative is comprised of several blocks that surround this intersection and stretch from the northeast corner of Boas and N. 2nd Street roughly to the intersection of N. 6th and Forster and including the State Capitol, to the southeastern corner of N. 2nd and State Street (see Figure 12).

The N. 3rd and Forster Street Alternative lies partially within the Harrisburg Historic District, which is listed on the National Register. Other historic resources within the APE include the National Register-listed Midtown Historic District and the Pennsylvania State Capitol Historic District, and the National Register-eligible Fox Ridge Historic District.

The Harrisburg Historic District illustrates one of Harrisburg's primary residential areas during the early 19th century. The proximity of the state office complex and the main business district made this area a desirable place for middle and upper class homes. The Harrisburg Historic District derives its significance through the finely articulated architectural styles including many examples of the Late Victorian revival styles.

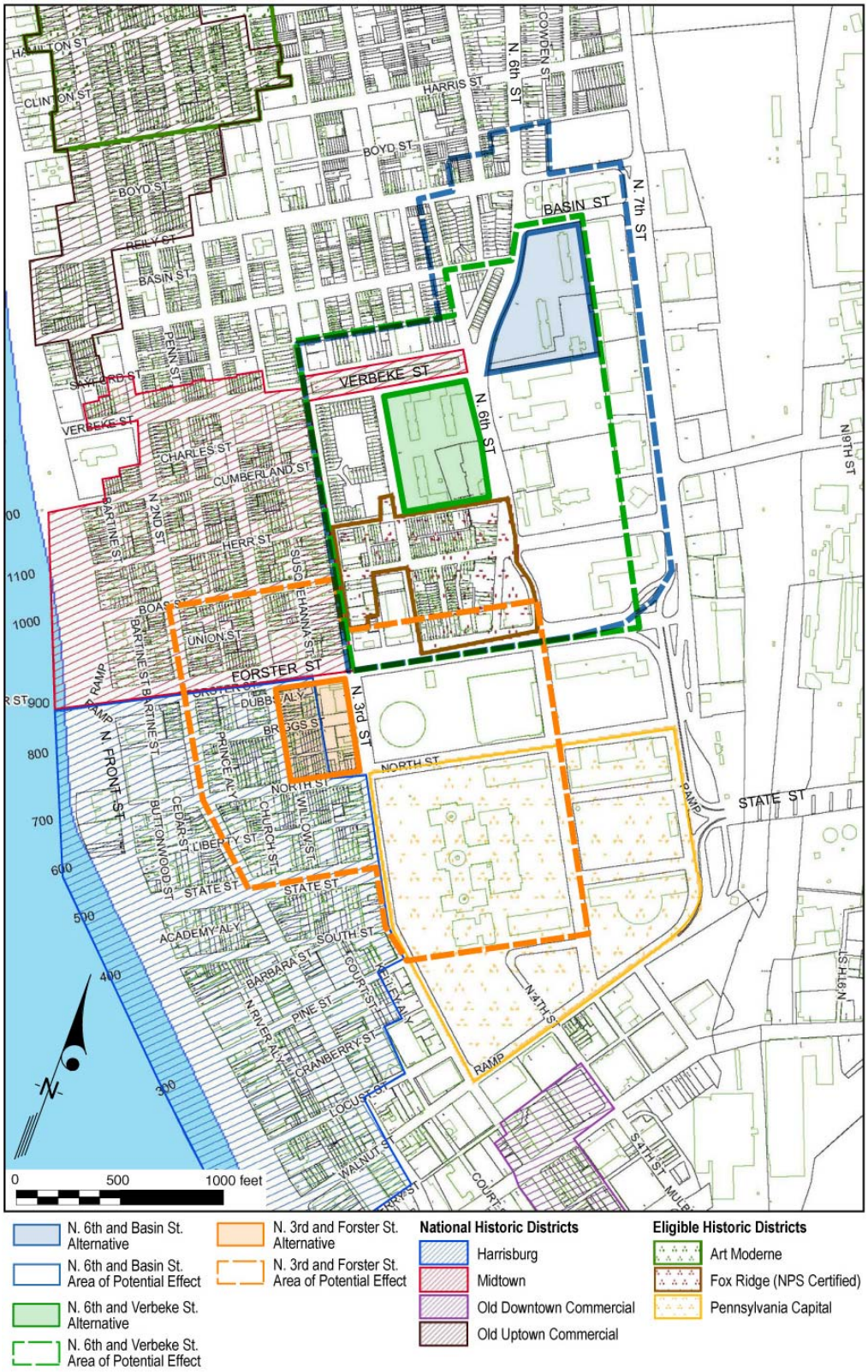


Figure 12: Area of Potential Effect

The Midtown Historic District is considered significant as one of Harrisburg's most intact collection of buildings ranging from the mid 1860s to 1910 and illustrating row homes with the Late Victorian Revival styles. The neighborhood was originally devoted to farm land and a remnant of this earlier period can be found along Penn Street. By 1860, the area that comprises the Historic District was completely within the city limits of Harrisburg. According to Historic Harrisburg Association, the homes in this neighborhood are on the semi-annual house tour and many of the houses have been designated as premier examples of historic preservation and restoration through the groups Preservation Award program which signles out preservation project for excellence (Historic Harrisburg, 2006).

The Fox Ridge Historic District was determined eligible for the National Register under Criterion A for its association with the development of Harrisburg and as an important focus of commercial activity. It is also eligible under Criterion C for the high level of architectural integrity.

The Pennsylvania Capitol Historic District is listed in the National Register under Criterion A for its associations with the political growth of the Pennsylvania and under Criterion C for its architecture.

N. 6th and Verbeke Street

The APE for the N. 6th and Verbeke Street Alternative is comprised of several blocks that surround this location and extend from the corner of N. 3rd and Sayre, to N. 3rd and Forster Street, northward to the rear of the properties along N. 6th Street between Forster and Reily (see Figure 12).

The alternative is situated between the National Register listed Broad Street Market to the west and the eligible Fox Ridge Historic District to the east. Anchored adjacent to the Fox Ridge Historic District is the individually listed German Evangelical Zion Lutheran Church that is located at the corner of Capitol and Herr Street immediately across from the proposed site. The Broad Street Market has been in continuous operation since 1863 and is one of the oldest farmers markets in Pennsylvania. Consisting of two separate buildings, the circa 1856-1860 structure is of ashlar stone masonry laid in a coursed broken bond. The rear annex of the Market is a red brick structure built in three sections between 1874 and 1886 with the noteworthy central monitor and clerestory windows that provide the natural ceiling light.

The German Evangelical Zion Lutheran Church was constructed in 1886 for the use of the many German-speaking immigrants who lived in the neighborhood. As the population shifted, the Baptist Church acquired the property in 1967 and is currently the Baptist Tabernacle. The structure illustrates the Gothic style with the arched windows and detailed brick work, especially the corbelling details.

Other properties within the APE that are currently being evaluated for their National Register eligibility include properties located along the western side of the Broad Street Market on Verbeke Street that are included as part of the City of Harrisburg's Old Uptown Harrisburg Historic District, but were excluded from the National Register Old Uptown Harrisburg Historic District; and the Friends Meeting House. Of the resources located along the western side of the Broad Street Market on Verbeke Street, it is expected at this point in the analysis that none of these resources would be considered eligible for the NRHP as they exhibit a certain loss of integrity of materials, design, feeling, and association. The Friends Meeting House located at the intersection of N. 6th Street and Herr does not appear to be eligible for the NRHP as it is less than 50 years of age and unlikely to meet Criteria Consideration G, a property achieving significance within the past 50 years if it is of exceptional importance (NPS, 1990).

N. 6th and Basin Street

The APE for the N. 6th and Basin Street Alternative is comprised of several blocks of properties stretching to the farthest point west along Boyd Street to the southern point of N. 3rd Street, up Forster Street and along the rear of the properties on the south side of N. 7th Street. Historic standing structures within the APE for this site include the National Register-listed Broad Street Market and the Fox Ridge Historic District.

Other properties that were identified as being 50 years or older and within the APE include the Bethesda Mission House and several other homes along Reily Street, a block of row homes on N. 6th Street between Reily and Boyd, and row homes on the south side of Fulton Street. These properties, except the Bethesda Mission House, do not appear to be eligible for the National Register due to a lack of integrity of materials, workmanship, feeling, and association.

The Bethesda Mission House was constructed in 1904 as a YMCA for the Pennsylvania Railroad Company. In, 1933 the Pennsylvania Railroad YMCA joined the Central YMCA and the facility at Reily Street was closed. The Bethesda Mission was organized in 1914 and

was originally named the Harrisburg City Rescue Mission. The Mission was incorporated in 1917 with the formal name of Bethesda Mission. In 1934, the Bethesda Mission purchased the former YMCA Railroad facility at Reily Street. The Bethesda Mission currently runs the facility as a shelter for men. Due to its association with the Pennsylvania Railroad, the spread of the YMCA, and due to the well executed revival architectural detailing, the Bethesda Mission House may be eligible for the National Register under Criterion A, resources that are associated with events that have made a significant contribution to the broad patterns of our history; and Criterion C, resources that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction (NPS, 1990).

3.5.2.2 Impacts to Historic Structures

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on historic resources if it would:

- Adversely affect properties eligible for or listed on the National Register of Historic Places

Guidelines for evaluating impacts to historic resources are set forth in the regulations of the Advisory Council on Historic Preservation at 36 CFR Part 800, as amended and effective by August 5, 2004. The regulations [36 CFR 800.16(i)] define an effect as the alteration to the characteristics of a historic property qualifying it for inclusion in or eligible for the National Register. The regulations then specify that the agency official shall determine if the effect is adverse as detailed in 36 CFR 800.5 and are as follows:

An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register.

Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative.

Impacts

No Action Alternative

The No Action Alternative would have no direct, indirect, or cumulative impacts to historic buildings, structures, objects, or districts.

N. 3rd and Forster Street

Construction of the proposed courthouse on the N. 3rd and Forster Street Alternative would physically alter the Harrisburg Historic District through the demolition of existing buildings along Susquehanna, Green, and North Street and the subsequent construction of the courthouse on the subject site. The demolition includes approximately 40 rowhouses, including those located in the 800 block of Green Street, which have been individually described in the National Register nomination form as contributing resources to the Harrisburg Historic District. Other resources that would be demolished and that are not specifically mentioned in the National Register nomination, but contribute to the overall significance of the district, include resources found on North and Briggs Streets. This includes the structure located at the corner of Briggs and Green Streets, which has won a Preservation Award. The physical absence of these contributing resources would have an impact on the setting, feeling, and association of the Harrisburg Historic District. Additionally, the construction of the new courthouse would add a new visual feature that would be of a larger size and scale than the smaller-scaled rowhouses that characterize the district. The physical and visual impacts to the Harrisburg Historic District are considered adverse as the proposed construction would diminish the integrity of the Harrisburg Historic District's design, setting, materials, workmanship, feeling, and association. Therefore, this alternative would have a major, direct, long-term, adverse impact to historic structures.

The Pennsylvania Capitol Historic District's boundary lies at the east corner of North and N. 3rd Street, just opposite to the N. 3rd and Forster Street Alternative. The Pennsylvania Capitol building has views of the surrounding area that includes many buildings that were constructed in the same time period as the capitol building itself. The construction of the proposed courthouse in close proximity to the Capitol Historic District would impact these views. The Midtown Historic District borders the Harrisburg Historic District and the N. 3rd and Forster Street Alternative. Resources in the Midtown Historic District that face Forster Street have views of the state capitol building and the domed churches on State Street. Construction of the proposed courthouse could partially obscure these views. The Fox Ridge

neighborhood is considered eligible for the National Register and its boundaries lie to the north of 3rd Street and to the northwest of Forster Street. Resources along N. 3rd Street currently have views of the N. 3rd and Forster Street Alternative and the Susquehanna River. Construction of the proposed courthouse on the N. 3rd and Forster Street Alternative would have moderate, indirect, long-term, adverse visual impacts to Midtown Historic District, the Pennsylvania State Capitol District, and the Fox Ridge Historic District historic resources.

N. 6th and Verbeke Street

Structures located within the 6th and Verbeke Street Alternative site consist of the circa 1975 Cumberland Court Apartment and the circa 1954 Friends Meeting House. Construction of the proposed courthouse on the N. 6th and Verbeke Street Alternative would not directly impact any historic structures.

The construction of the proposed courthouse adjacent to the Broad Street Market would introduce a new visual element to the environment that would be larger in scale and massing than the current development and the surrounding neighborhood. It would also physically separate the residential connection of the market building to the neighborhoods (south and east) including the eligible Fox Ridge Historic District. The proposed courthouse would visually impact the German Evangelical Zion Lutheran Church by introducing a new visual element that is larger in scale and massing. This would result in an impact to the setting, feeling, and association of the church and neighborhood. The proposed courthouse would visually impact the Fox Ridge Historic District by altering the setting, feeling and association of the neighborhood. It would also physically sever the separate the residential neighborhood and historic district with the Broad Street Market. Construction of the proposed courthouse on the N. 6th and Verbeke Street Alternative would have moderate, indirect, long-term, adverse impacts to the Broad Street Market, the German Evangelical Zion Lutheran Church and the Fox Ridge Historic District.

N. 6th and Basin Street

Structures currently on the N. 6th and Basin Street Alternative consist of the Jackson Lick apartment buildings and its associated parking lot. Construction of the proposed courthouse on the N. 6th and Verbeke Street Alternative would not directly impact any historic structures.

The Jackson Lick apartment buildings are high rises that are set back on the lot and the immediate environs around the site have an urban density. Historic resources within the APE include the Broad Street Market, the National Register-eligible Fox Ridge Historic District, and the Bethesda Mission House. However, because the buildings are a mixture of rowhouses and free standing structures, the density of structures near this site is less cohesive than that at the 3rd and Forster or 6th and Verbeke Alternatives.

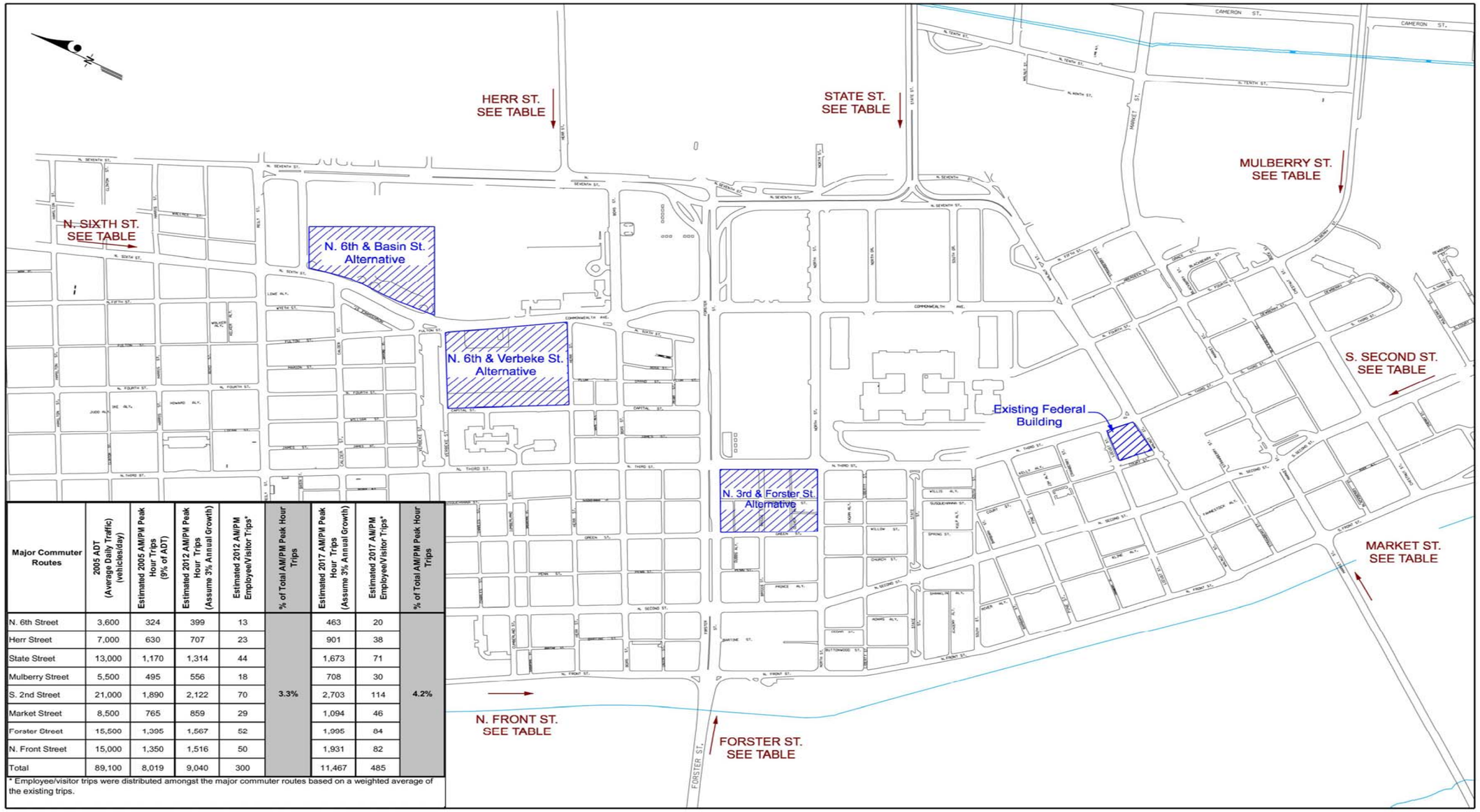
The demolition of the existing high-rise apartment buildings and their replacement with the proposed courthouse would visually impact the Broad Street Market, the National Register-eligible Fox Ridge Historic District, and the Bethesda Mission House. The proposed courthouse height, scale, massing, and setback on the site would be similar to that of the structures currently present on the site. The proposed courthouse would not result in a noticeable change of physical characteristics or setting to the Fox Ridge Historic District, the Broad Street Market, or the Bethesda Mission House. Therefore, this alternative would have a negligible, indirect, long-term, adverse impact on historic resources.

3.6 MAN-MADE ENVIRONMENT

3.6.1 Traffic Conditions

3.6.1.1 Existing Conditions

The downtown portion of Harrisburg is served by an established network of intersecting local streets and arterials. Major north-south roadways within the study limits include from west to east: Front Street, 2nd Street, N. 3rd Street, Commonwealth Avenue/ N. 6th Street, and 7th Street. Major east-west roadway include from south to north: Chestnut Street, Market Street, Walnut Street, State Street, Forster Street, Verbeke Street and Reily Street. Within these major roadways exists an interconnecting system of smaller roadways/alleys that complete the roadway grid of downtown Harrisburg. Several one-way couplings have been established over the years to improve traffic flow in the downtown area. The most notable of these couplings are Front Street & 2nd Street; Walnut Street & Market Street; and Herr Street & Boas Street. Figure 13 depicts the roadway network of downtown Harrisburg.



Major Commuter Routes	2005 ADT (Average Daily Traffic) (vehicles/day)	Estimated 2005 AM/PM Peak Hour Trips (9% of ADT)	Estimated 2012 AM/PM Peak Hour Trips (Assume 3% Annual Growth)	Estimated 2012 AM/PM Employee/Visitor Trips*	% of Total AM/PM Peak Hour Trips	Estimated 2017 AM/PM Peak Hour Trips (Assume 3% Annual Growth)	Estimated 2017 AM/PM Employee/Visitor Trips*	% of Total AM/PM Peak Hour Trips
N. 6th Street	3,600	324	399	13		463	20	
Herr Street	7,000	630	707	23		901	38	
State Street	13,000	1,170	1,314	44		1,673	71	
Mulberry Street	5,500	495	556	18		708	30	
S. 2nd Street	21,000	1,890	2,122	70	3.3%	2,703	114	4.2%
Market Street	8,500	765	859	29		1,094	46	
Forster Street	15,500	1,395	1,567	52		1,995	84	
N. Front Street	15,000	1,350	1,516	50		1,931	82	
Total	89,100	8,019	9,040	300		11,467	485	

* Employee/visitor trips were distributed amongst the major commuter routes based on a weighted average of the existing trips.

Figure 13: Estimated Trip Distribution

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There are numerous access points into and out of the downtown area. Eight major access routes have been identified as commuter routes into the city. They are as follows:

- M. Harvey Taylor Memorial Bridge (Forster Street)
- Market Street Bridge (Market Street)
- 2nd Street (From I-83 and Paxton Street)
- Mulberry Street (From Derry Street)
- Soldiers & Sailors Memorial Bridge (State Street)
- Herr Street (From Cameron Street)
- North N. 6th Street (From Maclay Street/Cameron Street)
- Front Street (From I-81)

Major proposed transportation projects within the study area for this project include the N. 7th Street Reconstruction Project. This project will consist of reconstructing N. 7th Street from Forster Street to Maclay Street with widening from two lanes to four lanes occurring between Reily Street and Maclay Street. In addition, there are several signalization projects that are planned, primarily along N. 7th Street and Commonwealth Avenue/N. 6th Avenue.

3.6.1.2 Impacts to Traffic Conditions

Criteria of Evaluation

Potentially significant impact on operating conditions and surrounding streets would occur if any of the proposed alternatives would cause any of the following consequences:

- Substantially increase traffic as compared to the existing traffic load and capacity of the street system;
- Substantially alter present patterns or circulation movements; or
- Conflict with the goals or policies of regional or local transportation plans.

Impacts

The traffic impacts of any proposed project are typically evaluated for the traffic generated during the AM and PM peak hours when traffic congestion is the highest. Approximately 160 employees are planned for relocation from the existing federal building. Of these 160 employees, it was assumed that approximately 120 trips or 0.75 trips per employee occur on any given weekday into and out of Harrisburg during the AM and PM peak hours using one of the major routes discussed above. This assumption was based on the typical trip generation rate of office buildings as presented in the ITE Trip Generation Manual. The number of visitors that access the Federal Courthouse can vary on any given day depending on the size of the juror pool. It is estimated that as many as 485 visitors may access the site as a worst case scenario. Of these visitors, it is estimated that approximately 180 would be accessing the site during the AM peak hour. When added to the number of employee trips, it is estimated that approximately 300 trips would be entering the city during the AM peak hour. These trips were distributed between the major routes based on the amount of traffic that currently uses each route. Although travel patterns to the court may change once the new courthouse is in operation, this method of estimating is sufficiently accurate for the purpose of this study since the total number of trips is relatively insignificant in relation to the overall amount of traffic entering or exiting the city during the peak hours.

Once the trips were assigned, assumptions were made as to which route commuters would use to access the existing Federal Building once they were in the city. It is important to note that most employees park either in the Locust Street Garage or Walnut Street Garage, both located adjacent to the existing Federal Building. Figure 13 illustrates how the current trips were distributed among the major commuter routes.

It is estimated that with expansion, the new courthouse would employ 260 persons. For the purpose of this study, traffic from these employees was assessed in the year 2017, 5 years after the new building is constructed. This assumes approximately 10 percent growth annually over these five years. Therefore, it is estimated that the number of visitors would grow at the same rate. 2017 employee/visitor AM/PM peak hour trips are estimated to be approximately 485 trips as shown on Figure 13.

According to the City Planning Office, the only major planned development within the city is the new Judicial Center along North Street between Commonwealth Avenue and 7th Street. There are plans to break ground in 2006. It is uncertain at this time how many new employee

trips would be accessing the city due to this development. Therefore, for the purpose of projecting future traffic volumes, a 3 percent annual growth factor has been used.

No Action Alternative

The No Action Alternative would have no impact on operating conditions because existing traffic volumes and patterns would not be altered.

N. 3rd and Forster Street

The N. 3rd and Forster Street Alternative is located approximately 1,500 feet north of the existing Federal Building. It is assumed that the most desirable employee parking would still be at the Locust Street and Walnut Street Garages and that employees would walk to the N. 3rd and Forster Street Alternative from these two locations.

While the projected growth in trips to the new site is expected to be higher than the annual growth of traffic within the city, the number of trips to the proposed courthouse would still be negligible compared to the overall number of trips that would be entering the city.

Under this alternative, Susquehanna Street between Forster and North Streets; Briggs Street between N. 3rd and Green Streets; and several alleys would be permanently closed for construction of the U.S. Courthouse. These streets and alleys primarily serve residents and business owners located on the N. 3rd and Forster Street Alternative and are not often used for through traffic. Therefore, this alternative would have a minor, direct, short-term and long-term, adverse impact to operating conditions due to changes in existing traffic volumes and patterns.

N. 6th and Verbeke Street

The most desirable parking for the N. 6th and Verbeke Street Alternative would be along N. 7th Street at either the N. 7th Street Garage, the N. 7th Street surface lots located across from the PHEAA Building or at the Reily and N. 7th Street Surface Lot. As shown on Figure 13, in 2012 it is estimated that approximately 9,000 vehicles would enter or leave the city during the peak hours on the eight major commuter routes identified. The number of trips that would be re-routed due to the selection of this site would constitute approximately 3.3 percent of the total trips on these major routes. When the several additional routes into and out of the city that contribute to traffic volume within the city limits are factored in, the number of trips associated with this site as compared to the total number of trips becomes

even more diluted and less significant. Breaking these numbers down in different terms, this shift in traffic equates to approximately five vehicles/minute be re-routed through the city. In 2017, employee/visitor peak hour trips are estimated to still only represent 4.2 percent of the total trips entering or leaving the city on the major commuter routes during the peak hours or approximately eight vehicles/minute being re-routed through the city.

Therefore, this alternative would have a minor, direct, short-term and long-term, adverse impact on operating conditions because existing traffic volumes and patterns would only be slightly altered. It is important to note that currently all of the parking facilities along N. 7th Street are operating at capacity and have waiting lists. This evaluation represents the worst case scenario for potential impacts to operating conditions because it assumes the most extreme potential shift in parking location for employees.

N. 6th and Basin Street

The N. 6th and Basin Street Alternative is located just north of the N. 6th and Verbeke Street Alternative; therefore, the same assumptions about employee parking can be made. Therefore, this alternative would have a minor, direct, short-term and long-term, adverse impact on operating conditions because existing traffic volumes and patterns would be slightly altered.

3.6.2 Parking

3.6.2.1 Existing Conditions

The Harrisburg Parking Authority (HPA) is the major supplier of off-street parking in the City of Harrisburg. PRK-MOR, Inc. and MLC Parking, Inc., both privately-owned companies, also manage parking facilities within the city limits. Table 12 is a list of major public off-street parking facilities located within the City of Harrisburg. As indicated in the table, downtown off-street parking is basically running at capacity with most of the facilities having a waiting list for parking spaces. Figure 14 shows the locations of these major parking facilities. While structured parking for private or employee use is provided by Harrisburg Hospital, the State government, PHEAA, and several hotels and employers, public structured parking is exclusively the domain of the HPA.

Currently, there are plans to build/expand three parking garages within the city: a new parking garage on the NE corner of the intersection of Forster Street and Commonwealth

Avenue, which is currently under construction by the PA Department of General Services; an expansion of the N. 7th Street Parking Garage by HPA; and a new parking garage along South Street between N. 2nd and N. 3rd Street by HPA. The parking structures on Commonwealth Avenue and N. 7th Street are being constructed to help offset the parking loss that would occur when the new Commonwealth Judicial Center is built on North Street between Commonwealth Avenue and N. 7th Street, where approximately 860 existing parking spaces would be lost. Table 13 shows the planned future parking expansion within the downtown area, which equates to approximately 2,600 additional spaces. However, from conversations had with the HPA, the majority of these spaces are already reserved or allocated to current or new tenants. HPA will set aside spaces for public parking in the N. 7th Street Parking Garage and the new parking garage along South Street between N. 2nd and N. 3rd Street. On-street parking is a mix of permit only, metered, and free parking. Metered parking is either all-day, 2-hour limit or 4-hour limit based on field observations. Field observations were made for all three proposed sites during a non-peak weekday morning period when parking spaces are most likely to be occupied by vehicles which arrived during the peak hour. The visitor parking evaluation boundary for each proposed site ranges from one to three blocks from the site boundary. Permit-only parking was not included in the visitor parking evaluation. Figure 14 shows these boundaries.

Table 12: Off-Street Parking

ID #	Garage Name	Location	Owner/ Operator	# of Spaces	Available Spaces	Type of Parking
1	Walnut Street Garage	215 Walnut Street	HPA	1,032	Waiting List	General Public/Permits
2	Chestnut Street Garage	S. 4th & Chestnut Street	HPA	1,088	Waiting List	General Public/Permits
3	N. 5th Street Garage	N. 5th and Market Street	HPA	856	Waiting List	General Public/Permits
4	Locust Street Garage	214 Locust Street	HPA	628	Waiting List	General Public/Permits
5	Market Square Garage	N. 2nd and Chestnut Street	HPA	577	Waiting List	General Public/Permits

ID #	Garage Name	Location	Owner/ Operator	# of Spaces	Available Spaces	Type of Parking
6	River Street Garage	218 N. 2nd Street	HPA	850	Waiting List	General Public/Permits
7	N. 7th Street Garage/Surface Lot	N. 7th and Forster Street	HPA	1,334	Waiting List	General Public/Permits
8	M&T Garage	220 Chestnut Street	PRK-MOR, Inc.	400	Waiting List	Permit Only
9	Forum Place Garage	N. 5th and Walnut Street	PRK-MOR, Inc.	1,450	Waiting List	Permit Only
10	Front & Barbara Street Garage	N. Front and Barbara Street	PRK-MOR, Inc.	312	Waiting List	Permit Only
11	PA Place Garage	301 Chestnut Street	PRK-MOR, Inc.	100	Waiting List	Permit Only
12	Mulberry St. Surface Lot	S. N. 3rd and Mulberry Street	HPA	89	Waiting List	Permit Only
13	N. 4th & Market St. Surface Lot	N. 4th and Market Street	HPA	N/A	Waiting List	Rented to DEP
14	City Island Surface Lots	City Island	HPA	847	Waiting List	General Public/Permits
15	City Island Garage	City Island	HPA	484	Waiting List	General Public/Permits
16	N. 7th Street Surface Lot #1	N. 7th and Herr Street	MLC Parking	156	Waiting List	Permit Only
17	N. 7th Street Surface Lot #2	N. 7th and Herr Street	MLC Parking	75	Waiting List	Permit Only
18	N. 7th Street Surface Lot #3	N. 7th and Herr Street	MLC Parking	105	Waiting List	Permit Only

ID #	Garage Name	Location	Owner/ Operator	# of Spaces	Available Spaces	Type of Parking
19	Herr Street Surface Lot #1	Herr Street	MLC Parking	75	Waiting List	Permit Only
20	Herr Street Surface Lot #2	Herr Street	MLC Parking	45	Waiting List	Permit Only
21	N. 7th and Reily Street Surface Lot	N. 7th and Reily Street	PRK-MOR, Inc.	260	Waiting List	Permit Only/ State Leases

Table 13: Future Off-Street Parking Expansion

ID #	Garage Name	Location	New/ Expansion	# of Spaces	Type of Parking	Completion Date
7	N. 7th Street Garage	Forster and N. 7th Street	Expansion	960	General Public/ Permit	N/A
13	N. 4th and Market Street Garage	N. 4th and Market Street	Expansion from Surface to Garage	600	Permit Only	N/A
22	L&I Garage	Commonwealth Avenue and Forster Street	New	840	Permit	2006
23	South Street Garage	N. 2nd and South Street	New	750-150 = 600	General Public/ Permit	2006

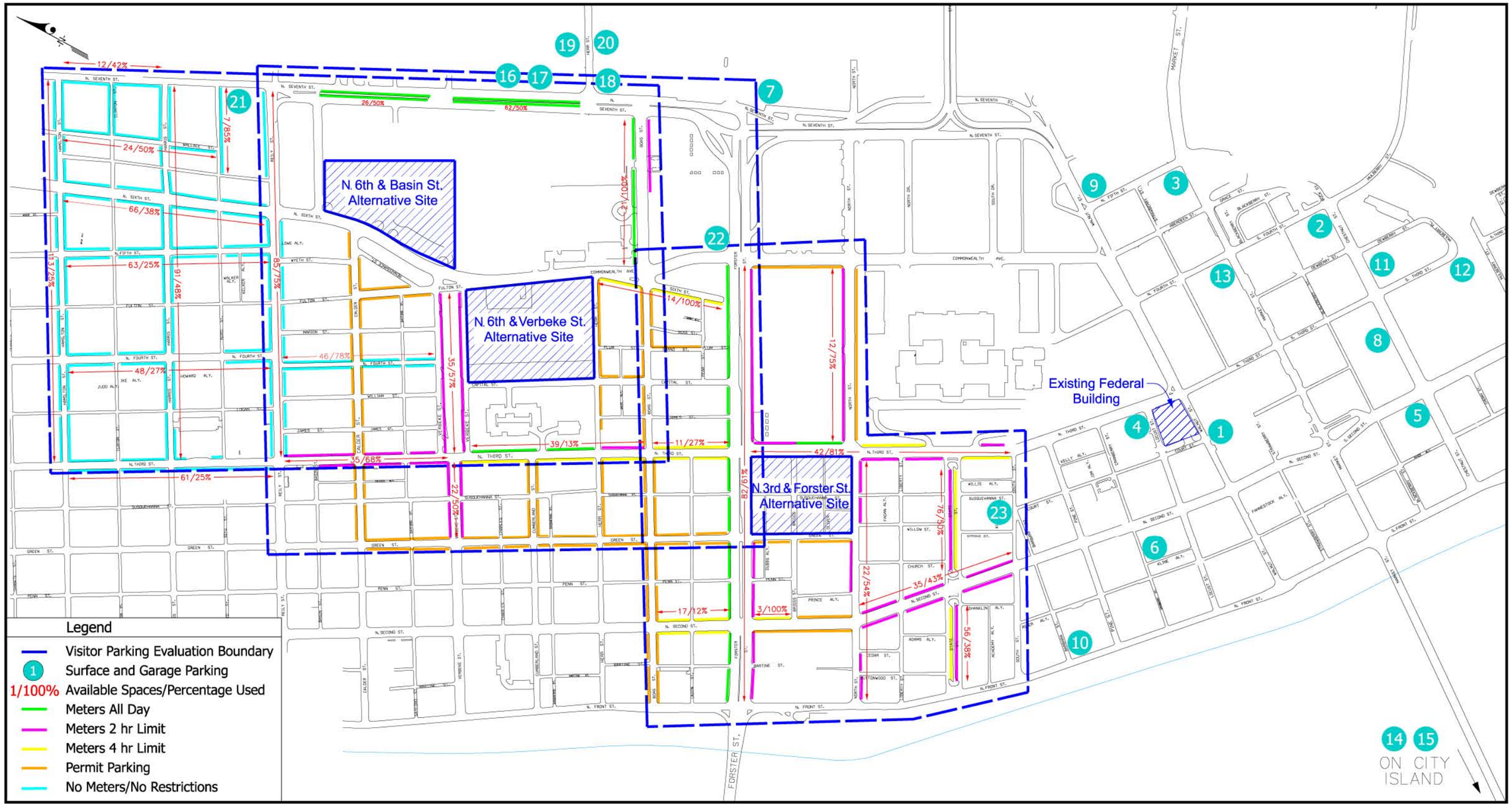

Figure 14 – Downtown Parking

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3.6.2.2 Impacts to Parking

Criteria of Evaluation

A project alternative would have a potentially significant impact on parking in the planning areas if it would cause any of the following consequences:

- Cause a shortage of parking space availability in the downtown area; or
- Substantially conflict with the goals and principles of regional or local transportation plans.

Parking availability for each proposed alternative was evaluated for two conditions: employee parking needs (off-street parking) and visitor parking needs (on-street and off-street parking). As stated previously, there would be a need to park approximately 120 employees on a daily basis in 2012. As shown in Table 14, it is estimated that approximately 285 visitors would desire off-street parking and approximately 165 visitors are expected to use on-street parking throughout the course of the day. Currently the U.S. District Court reimburses the HPA for juror parking in HPA facilities. The courts would continue to reimburse HPA for parking under all of the build alternatives.

Table 14. Visitor Parking Needs

Office	# of Daily Visitors	Visitors Arriving during the AM Peak Hour	# of Visitors that would Desire Off-street Parking (Visit anticipated to last more than 2 hours)	# of Visitors Expected to Use On-street Parking (Visit anticipated to last less than 2 hours)
U.S. Trustees*	150	20	0	150
U.S. Marshal's Office**	20	0	20	0
U.S. Bankruptcy Court	40	0	40	0
U.S. Probation Office	50	0	50	0
U.S. Attorney's Office ***	30	0	15	15
Jurors, litigants, and observers ****	160	160	160	0
Totals	**450**	**180**	**285**	**165**

* 90% of these visitors access site for 1/2 hour hearings.
** Visitors are usually in the building for 1/2 to full day.
*** Visitors are usually in the building 1/2 day or less. Assume 50/50 split between on- and off-street parking.
**** It is assumed that all jurors would desire off-street parking because length of visit is uncertain.

Impacts

Permit-only parking is not included in the visitor parking evaluation and is not included in Tables 15, 16, or 17.

N. 3rd and Forster Street

Currently, most of the employees at the Federal Building park at either the Walnut Street Garage or the Locust Street Garage. As was assumed earlier, if the N. 3rd and Forster Street Alternative is selected, employees would most likely still use these two garages to park and walk to the N. 3rd and Forster Street Alternative via N. 3rd Street. The Walnut Street Garage is located approximately four blocks (1,500 feet) and the Locust Street Garage is approximately three blocks (1,350 feet) from the N. 3rd and Forster Street Alternative. It is estimated that it would take approximately 10 minutes to walk from the Walnut Street Garage and 8 minutes to walk from the Locust Street Garage to the N. 3rd and Forster Street Alternative. It is anticipated that by 2017, an additional 225 off-street parking spaces would be desired to accommodate the increase in employees and visitors. Currently, the HPA has waiting lists at most of its facilities for permits that range from three to 128 people. HPA estimates that about 10 percent of the spaces at their parking facilities are open to the general public, which equates to approximately 750 parking spaces citywide. The Harrisburg Parking Authority is also constructing a new garage at N. 2nd and South Streets and plans to expand the parking garage at N. 7th and Forster Street. These garages will have some spaces available for use by the public. Therefore, there would be a moderate, direct, long-term adverse impact to parking space availability in the downtown area due to the increase in number of employees and visitors requiring all-day parking.

On-street parking availability appears that it would be adequate for those visiting the courthouse for less than four hours, based on data that was collected during the parking study. Table 16 indicates that approximately 200 spaces were available within the on-street parking evaluation boundary for this site. The survey did not consider residential permitted parking spaces in the available space count. As shown in Table 15, approximately 165 visitors are expected to use on-street parking throughout the course of the day for visits lasting less than four hours. At any given time, it can be expected that the number of available on-street spaces would be far greater than the number of visitors trying to park.

Table 15: On-Street Parking Evaluation – N. 3rd and Forster Street Alternative

Type of Parking	# of Available Spaces	% Usage – Weekday Morning – non-peak	# of Unused Spaces
All-Day Meters	42	62%	16
2-hour Limit Meters	229	50%	115
4-hour Limit Meters	125	46%	68
Total	396	50%	199

N. 6th and Verbeke Street

For the N. 6th and Verbeke Street Alternative, it is assumed that employees would desire to park at one of the N. 7th Street parking facilities because they are the closest parking facilities to this site. All of the facilities in this area are currently operating at capacity and have waiting lists. Employees would have the option to continue parking at the same location and walk to this site. The distance from the Locust Street and Walnut Street Garages near the Ronald Regan Federal Building to the N. 6th and Verbeke Street Alternative is approximately 3,200 feet or about a 13-minute walk. The Harrisburg Parking Authority is also constructing a new garage at N. 2nd and South Streets and plans to expand the parking garage at N. 7th and Forster Street. These garages will have some spaces available for use by the public. There would be a moderate, direct, long-term adverse impact to parking space availability in the downtown area due to the increase in number of employees and visitors requiring all-day parking.

On-street parking availability appears to be adequate for those visiting the courthouse for less than four hours based on data collected during the parking study. Table 16 indicates that approximately 200 spaces were available within the on-street parking evaluation boundary for this site. The survey did not consider residential permitted parking spaces in the available space count. As shown in Table 15, approximately 165 visitors are expected to use on-street parking throughout the course of the day for visits lasting less than four hours. At any given time, it can be expected that the number of available on-street spaces would be far greater than the number of visitors trying to park.

Broad Street Market is operational on Thursdays, Fridays, and Saturdays. According to HPA, parking at the Broad Street Market consists of two surface lots that were created by the Harrisburg Redevelopment Authority. Broad Street Market also has angled parking along Verbeke Street with a designated two hour limit. The surface lots and angled parking areas are not metered and parking in these areas is not enforced. Therefore, there would be a major, direct, long-term, adverse impact to the Broad Street Market on the days that the market is open, unless the parking areas designation changes and the parking in these areas is enforced.

Table 16: On-Street Parking Evaluation – N. 6th and Verbeke Street Alternative

Type of Parking	# of Available Spaces	% Usage – Weekday Morning – non-peak	# of Unused Spaces
All-Day Meters	153	51%	75
2-hour Limit Meters	152	61%	59
4-hour Limit Meters	37	43%	21
No Meters	156	73%	42
Total	498	60%	197

N. 6th and Basin Street

The N. 6th and Basin Street Alternative has the same issue with parking as N. 6th and Verbeke Street Alternative. 7th Street parking facilities would be the most desirable option for employee parking, but the availability is not there. As was the case with N. 6th and Verbeke Street Alternative, employees would have the option to continue parking at the same location near the Ronald Regan Federal Building and walk to this site. However, the distance from the Locust Street and Walnut Street Garages to N. 6th and Basin Street Alternative is approximately 4,500 feet, or about a 20-minute walk. The Harrisburg Parking Authority is also constructing a new garage at N. 2nd and South Streets and plans to expand the parking garage at N. 7th and Forster Street. These garages will have some spaces available for use by the public. Therefore, there would be a moderate, direct, long-term adverse impact to parking space availability in the downtown area due to the increase in number of employees and visitors requiring all-day parking.

On-street parking availability for those visiting the courthouse for less than four hours appears to be adequate based on data collected during the parking study. Table 17 indicates that approximately 480 spaces were available within the on-street parking evaluation boundary for this site. The survey did not consider residential permitted parking spaces in the available space count. As shown in Table 15, approximately 165 visitors are expected to use on-street parking throughout the course of the day for visits lasting less than four hours. At any given time, it can be expected that the number of available on-street spaces would be far greater than the number of visitors trying to park.

Broad Street Market is operational on Thursdays, Fridays, and Saturdays. According to HPA, parking at the Broad Street Market consists of two surface lots that were created by the Harrisburg Redevelopment Authority. Broad Street Market also has angled parking along Verbeke Street with a designated two hour limit. The surface lots and angled parking areas are not metered and parking in these areas is not enforced. Therefore, there would be a major, direct, long-term, adverse impact to the Broad Street Market on the days that the market is open, unless the parking areas designation changes and the parking in these areas is enforced.

Table 17: On-Street Parking Evaluation – N. 6th and Basin Street Alternative

Type of Parking	# of Available Spaces	% Usage – Weekday Morning – non-peak	# of Unused Spaces
All-Day Meters	31	45%	17
2-hour Limit Meters	83	66%	28
4-hour Limit Meters	20	25%	15
No Meters	655	35%	426
Total	789	38%	486

3.6.3 Mass Transit

3.6.3.1 Existing Conditions

The Capital Area Transit Authority (CAT) operates more than 25 bus lines that serve Harrisburg and the surrounding metropolitan areas, including areas east of the Susquehanna River. CAT routes use the majority of the commuter routes, mentioned in the previous section, to transport commuters into and out of Harrisburg. Figure 15 shows CAT routes in

the vicinity of the three build alternatives. CAT has 15 Park & Ride locations in the surrounding metropolitan area enabling commuters to park their vehicles and ride buses into the downtown area. For travel to and from the downtown, bus fares are $1.50 for regular routes and $1.60 for express routes. Discounts are available by purchasing multiple ride tickets or monthly passes. Children age five and under ride for free. CAT also charges a $0.25 transfer fee and a $0.35 zone fare when traveling between their three zones. CAT buses have a limited schedule on Saturdays and they do not operate on Sundays or any major holidays.

CAT also offers the Share-A-Ride service, a Reduced Transit Fare Program, and a Free Transit Program for seniors who are 65 years and older (Share-A-Ride is described in the Community Services Section).

Rail

Commercial rail access to Harrisburg is provided by Amtrak and is available on the Pennsylvanian Route only, which runs between New York and Pittsburgh. The Market Square Transfer Center, which houses both the Amtrak Station and the CAT Bus Terminal, is located at the southeast end of Harrisburg between Market Street and Chestnut Street, east of 4th Street. On a daily basis from this station, commuters are offered 11 trips to and from Philadelphia and one trip to and from Pittsburgh.

In 1997, the CAT Board of Directors launched the Modern Transit Partnership (MTP), a non-profit organization that supports and promotes public transportation with the ultimate goal of bringing commuter rail to Central Pennsylvania. Corridor One is the name of the regional rail system being proposed by MTP that would link Harrisburg with Carlisle to the west and Lancaster to the east. The proposed line would have 11 stations and service would be provided every half hour during the peak periods and every hour in non-peak periods. The current schedule projects that the Lancaster to Harrisburg service becoming operational in late fall 2008 (Modern Transit Partnership, 2006).

Airport

The Harrisburg International Airport (HIA) is located approximately 10 miles from downtown Harrisburg and serves both commercial and general aviation flights. Eight major airlines offer approximately 120 flights daily to and from HIA with non-stop service to 14 domestic cities and Toronto. Four major freight-forwarding carriers serve HIA as well. The PA Air National Guard's 19N. 3rd Special Operations Wing is also based at HIA.

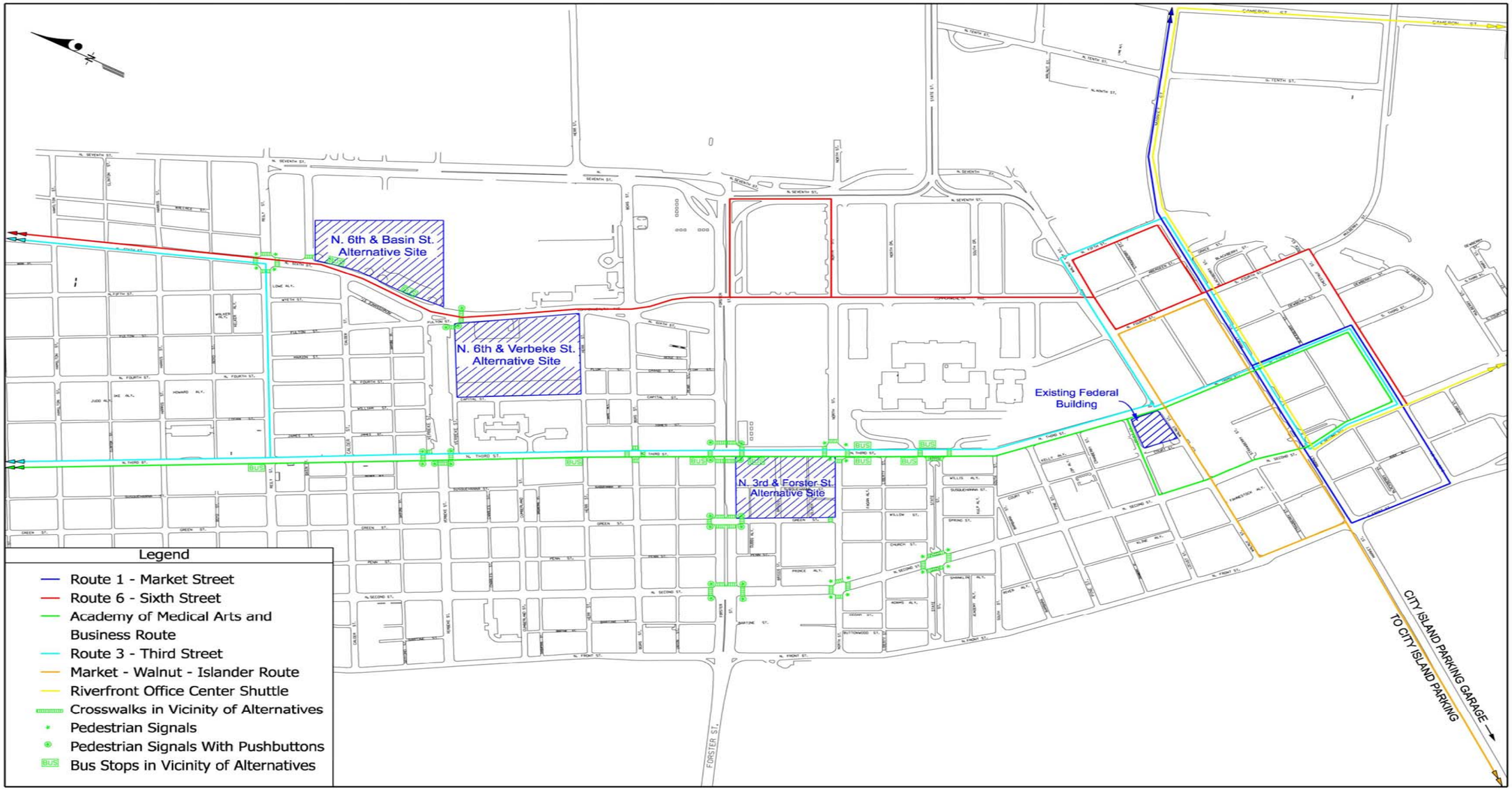

Figure 15: CAT Bus Routes

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3.6.3.2 Impacts to Mass Transit

Criteria of Evaluation

A project alternative would have a potentially significant impact on mass transit if it would cause any of the following consequences:

- Substantially alter present patterns or circulation movements impeding access to mass transit facilities or flow of mass transit vehicles; or
- Conflict with the goals and principles of regional or local transportation plans.

Impacts

No Action Alternative

The No Action Alternative would have no impact on mass transit, because existing mass transit conditions would not be altered.

N. 3rd and Forster Street

Since traffic patterns would not be expected to change if this alternative would be selected, there would be no affect to the flow of mass transit vehicles. The N. 3rd and Forster Street Alternative has several bus routes that use N. 3rd Street and Forster Street with several bus stops located in close proximity along N. 3rd Street, making this site accessible by mass transit. One bus stop, located on the south side of N. 3rd Street between Forster and Briggs Street would need to be relocated due to the court's security requirements. The closure of Oliver Alley and Dubbs Alley under this alternative would not impact mass transit routes. Therefore, there would be a minor, direct, long-term, adverse impact to mass transit.

N. 6th and Verbeke Street and N. 6th and Basin Street

Since traffic patterns would not be expected to change if these alternatives would be selected, there would be no affect to the flow of mass transit vehicles. Both of these sites have bus routes that pass by in close proximity, making both sites accessible by mass transit. However, the closest bus stops are located along the north side of 6th Street along the boundary of the N. 6th and Basin St. site. Under the N. 6th and Basin Street Alternative, both of these stops would need to be relocated due to the court's security requirements. Therefore, there would be a minor, direct, long-term, adverse impact to mass transit.

3.6.4 Pedestrian and Bicycle Access

3.6.4.1 Existing Conditions

Pedestrian access within the city is generally good with the majority of the streets having sidewalks and crosswalks, as well as pedestrian signal controls (see Figure 15).

With the exception of the major north-south and east-west roadways mentioned earlier in this report, traffic volumes are relatively low on most side streets. There were no observed striped bike lanes within the city; however, bicycle access could still be considered adequate. Harrisburg is surrounded by the Capital Area Greenbelt, a 20-mile recreational trail. The trail runs the entire length of Front Street within the study limits. From Front Street, there are several low volume roadways that lead to each of the three proposed sites.

3.6.4.2 Impacts on Pedestrian and Bicycle Access

Criteria of Evaluation

A project alternative would have a potentially significant impact on pedestrian and bicycle access if it would cause any of the following consequences:

- Result in safety hazards for pedestrian traffic due to generation of additional trips or altered traffic circulation patterns; or
- Result in closing of bicycle lanes or decreased bicycle access due to high traffic volumes and construction.

Impacts

<u>No Action Alternative</u>

The No Action Alternative would have no impact on pedestrian and bicycle access, because existing sidewalk and bicycle path conditions would not be altered.

<u>N. 3rd and Forster Street</u>

Since the employees would be expected to park in the same location they currently park, traffic circulation would not be altered; therefore, there would be no increase in safety hazards for pedestrian traffic. However, the relocated employees would be required to walk an additional five to six blocks further down N. 3rd Street to access this site. The proposed

site design would include convenient entrances and exits for employees and visitors to arrive by foot or on bicycles.

N. 6th and Verbeke Street and N. 6th and Basin Street

It has already been stated that the change in commuter trips associated with either one of these proposed sites would have a negligible impact to operating conditions as well as the surrounding streets. A negligible impact is also anticipated for pedestrians as well as bicycles as a result of these traffic pattern changes. The proposed site design for either location would include convenient entrances and exits for employees and visitors to arrive by foot or on bicycles.

Depending on where these entrances are located and from what direction the majority of the pedestrians and bicyclists travel to and from, existing crosswalks and pedestrian controls may not be sufficient. Therefore, there would be a minor, direct, long-term adverse impact to pedestrian and bicycle access for each of these sites.

3.6.5 Electrical Power

3.6.5.1 Existing Conditions

Pennsylvania Power and Light (PPL) Electric Utilities distributes electric power for the existing facility as well as the three potential build alternative sites. PPL controls about 12,000 megawatts of generating capacity in the United States and delivers electricity to approximately five million customers in Pennsylvania, the United Kingdom, and Latin America. In the mid 1990s, construction was completed on $16 million substation at Seventh and North Streets, including improvements to the nearby Walnut Street substation and to the underground low-tension network. The substations dramatically increase service capacities of the CBD and the City of Harrisburg.

3.6.5.2 Impacts to Electrical Power

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on electrical power in the planning area if it would:

- Directly exceed the capacity of a regional supplier of electrical power.

- Induce population growth in the service area of a regional supplier of electrical power well above projections for future demand.
- Require extensions of utility lines well beyond existing service areas or require the acquisition of new rights-of-way.

Impacts

No Action Alternative

The No Action alternative would have no impact on suppliers of electrical power in Harrisburg, because the alternative would not affect existing conditions for these services.

Build Alternatives

The build alternatives would consolidate existing Court facilities as well as provide additional space for courtrooms. This action would only slightly increase the net demand of the city. The existing PPL system would be able to accommodate these shifting needs as well as the marginal increase in demand (PPL Electric Utilities, 2005). Therefore the proposed courthouse can be accommodated within the planned capacities of regional energy providers and would have a minor, direct, long-term, adverse impact on these resources.

3.6.6 Natural Gas

3.6.6.1 Existing Conditions

The Gas Division of UGI Utilities which supplies natural gas to approximately 277,000 customers in 14 counties, including Dauphin County, in Southeastern Pennsylvania. 80,000 of the 277,000 customers are within the Harrisburg region of Dauphin, Cumberland, Lebanon, and northern York counties.

3.6.6.2 Impacts to Natural Gas Service

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on natural gas service in the planning area if it would:

- Directly exceed the capacity of a regional supplier of natural gas.

- Induce population growth in the service area of a regional supplier of natural gas well above projections for future demand.
- Require extensions of utility lines well beyond existing service areas or require the acquisition of new rights-of-way.

Impacts

No Action Alternative

The No Action alternative would have no impact on suppliers of natural gas in Harrisburg, because the alternative would not affect existing conditions for these services.

N. 3rd and Forster Street

The N. 3rd and Forster Street Alternative would have a moderate, direct, short-term, adverse impact because it would be difficult to service with natural gas due to the low pressure systems in the area including the low pressure gas lines that run in a grid pattern within this site. According to UGI, it would be difficult to accommodate the marginal increase in demand. However, if needed, UGI would install medium pressure lines to accommodate the proposed U.S. Courthouse. Therefore, there would be a moderate, direct, short-term, adverse impact due to the relocation and cost to upgrade existing facilities (UGI Utilities, 2005).

N. 6th and Verbeke Street

The N. 6th and Verbeke Street Alternative would have no direct impact to the natural gas supply because there is a medium pressure system that runs through the site that would be able to accommodate the marginal increase in demand (UGI Utilities, 2005). There would be a moderate, direct, short-term, adverse impact due to the cost of relocation.

N. 6th and Basin Street

The N. 6th and Basin Street Alternative would have no direct impact to the natural gas supply because there is a medium pressure main line that runs through the site that would be able to accommodate the marginal increase in demand (UGI Utilities, 2005). There would be a moderate, direct, short-term, adverse impact due to the cost of relocation.

3.6.7 Centralized Heating and Cooling Services

3.6.7.1 Existing Conditions

NRG Energy Center Harrisburg, Inc. operates the downtown district heating and cooling system for the City of Harrisburg. NRG operates a co-generation plant that generates electricity and steam using conventional oil and gas-fired boilers. Currently, NRG has approximately 270 residential, commercial, and industrial customers via seven miles of underground steam pipes. NRG has entered into a contract with the Harrisburg Authority to purchase steam from the Harrisburg Materials Energy, Recycling and Resource Recovery Facility (HMERRF)'s incinerator. Therefore, approximately 70 percent of the steam from Harrisburg comes from the burning of municipal solid waste instead of oil and/or gas fuel.

3.6.7.2 Impacts to Centralized Heating and Cooling Service

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on centralized heating and cooling service in the planning area if it would:

- Directly exceed the capacity of a regional supplier of centralized heating and cooling services.
- Induce population and economic growth in the service area in a manner that would increase demand on centralized heating and cooling services well above projections for future demands.
- Require extensions of centralized heating and cooling utility lines well beyond existing service areas or require the acquisition of new rights-of-way.

Impacts

<u>No Action Alternative</u>

The No Action alternative would have no impact on suppliers of centralized heating and cooling services in Harrisburg, because the alternative would not affect existing conditions for these services.

N. 3rd and Forster Street

The N. 3rd and Forster Street Alternative would have a moderate, direct, short-term, adverse impact because there are existing steam lines that would need to be relocated along Briggs Street between Green Street and N. 3rd Street. There is also a steam lines that run along North Street and Green Street that could be accessed for use without impacts (NRG, 2005).

N. 6th and Verbeke Street

The N. 6th and Verbeke Street Alternative would have no impact because there are no existing steam lines on site. There would be a moderate, direct, short-term, beneficial impact associated with cost if GSA would choose to have steam lines installed in the new Courthouse facility (NRG, 2005).

N. 6th and Basin Street

The N. 6th and Basin Street Alternative would have no impact because there are no existing lines on site. There are existing steam lines at PHEAA that NRG could access for use at the new Courthouse facility, if needed (NRG, 2005).

3.6.8 Public Water and Wastewater Systems

3.6.8.1 Existing Conditions

The City's Bureau of Water distributes potable water to over 60,000 customers in the City of Harrisburg as well as Penbrook Borough, Susquehanna Township, Swatara Township, and Lower Paxton Township. The main water source is located at a reservoir north of Harrisburg at DeHart Dam's six-billion gallon raw water reservoir. Harrisburg's water system is also supplied by a 50 million gallons of water stored throughout the city. The City's Bureau of Water services the existing Courthouse as well as the three build alternative sites.

The Bureau of Sewerage, also known as the Advanced Wastewater Treatment Plant (AWTP), processes wastewater from the City of Harrisburg as well as the above listed municipalities. The AWTP serves approximately 143,000 people who produce an average daily flow of 37.7 million gallons of wastewater. Residual sludge from wastewater treatment generates methane gas, which PPL Electric Utilities burns to produce electricity.

3.6.8.2 Impacts to Public Water and Wastewater Systems

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on the Harrisburg Water System if it would:

- Directly exceed the capacity of potable water supply and distribution center and wastewater collection and treatment facilities
- Induce population growth in the service area well above projections for future potable water demand and wastewater management.
- Require extensions of potable water and wastewater mains well beyond existing service areas or require the acquisition of new rights-of-way.

Impacts

No Action Alternative

The No Action alternative would have no impact on suppliers of potable water and wastewater collection systems in Harrisburg, because the alternative would not affect existing conditions for these services.

Build Alternatives

The build alternatives would consolidate existing Court facilities as well as provide additional space for courtrooms. This action would only slightly increase the net demand of the city. Potable water supply lines and sewer lines currently in place at all sites for the Proposed Action are adequate to meet these shifting needs as well as the marginal increase in demand. The existing reservoirs and the AWTP would also be able to accommodate the needs of the new courthouse (Utilities, 2005). Therefore, the Proposed Action can be accommodated within the planned capacities of the potable water system and wastewater system would have a minor, direct and indirect, short-term, adverse impact on these resources.

3.6.9 Telecommunications

3.6.9.1 Existing Conditions

Verizon-Pennsylvania telecommunications network serves the metropolitan region from its regional headquarters located at 210 Pine Street, Harrisburg. Verizon offers DSL, Local, Long Distance, Toll Free, and Wireless Services. Verizon's conduit is located underground and runs along Susquehanna Street from Schuykill St. Chestnut Street and in a grid pattern within the bounds of Liberty Street, North Front Street, Chestnut Street and North 4th Street.

Comcast Cablevision offers digital cable and high-speed internet services within the City of Harrisburg.

3.6.9.2 Impacts to Telecommunications Service

Criteria of Evaluation

The Proposed Action or an alternative may have the potential for a significant impact on telecommunications service if it would:

- Directly exceed the capacity of the regional telecommunications system.
- Induce population growth in the service area of the local telecommunications provider well above projections for future demand.
- Require extensions of utility lines well beyond existing service areas or require the acquisition of new rights-of way.

Impacts

<u>No Action Alternative</u>

The No Action alternative would have no impact on telecommunication systems in Harrisburg, because the alternative would not affect existing conditions for these services.

<u>N. 3rd and Forster Street</u>

The N. 3rd and Forster Street Alternative would have a moderate, direct, short-term, adverse impact because Comcast would need to relocate existing fiber lines that run aerially along

Susquehanna Street and Oliver Alley. The fiber lines along Susquehanna Street feed most of the downtown Comcast customers (Comcast, 2005).

The N. 3rd and Forster Street Alternative would have a moderate, direct, short-term, adverse impact on Verizon's telecommunication services due to the relocation costs associated with the underground conduit that runs along Susquehanna Street.

N.N. 6th and Verbeke Street

The N. 6th and Verbeke Street Alternative would have a moderate, direct, short-term, adverse impact because Comcast would lose revenue from their existing cable customers. Existing cable at the corner of Capital and Verbeke Street would also have to be relocated (Comcast, 2005).

The N. 6th and Verbeke Street Alternative would have negligible impacts to Verizon's capacity and services. The relocation and connection to Verizon's telecommunication services would be completed with the least amount of disruption possible to current users.

N. 6th and Basin Street

The N. 6th and Basin Street Alternative would have no impact because it is not currently serviced by Comcast (Comcast, 2005). However, if needed, Comcast could provide cable service to this site.

The N. 6th and Basin Street Alternative would have negligible impacts to Verizon's capacity and services. The relocation and connection to Verizon's telecommunication services would be completed with the least amount of disruption possible to current users.

3.6.10 Site Contamination/Hazardous Waste

3.6.10.1 Existing Conditions

As part of GSA's due diligence requirements a Phase I Environmental Site Assessment (ESA) was completed in August of 2005 for each of the alternative sites. Each Phase I ESA consisted of a records review of historical and regulatory information at local and state offices, physical setting characterization, site reconnaissance, and a regulatory database review of state and federal waste records. The purpose of the ESA was to identify any potential recognized environmental conditions associated each the property.

N. 3rd and Forster Street

The N. 3rd and Forster Street Alternative is 3.6 acres and currently contains approximately 40 two- and three-story row homes, apartments, restaurants and entertainment businesses, one five-story office building, small retail shops, and parking areas. Historical research revealed that the site has been in mixed residential and light commercial use for the past 120 years. Although there are no recorded recognized environmental conditions within the site boundary, due to the age of the structures that still exist on-site, the potential of asbestos, pcb, and lead containing materials is considered to be a potential recognized environmental condition. Additional detailed information can be found in the Phase I Environmental Site Assessment for the Proposed U.S. Courthouse Site, North N. 3rd and Forster Street Alternative (G&O, 2005).

N. 6th and Verbeke Street

The N. 6th and Verbeke Street Alternative is 6.0 acres and currently contains the Cumberland Court Apartments with associated paved surface parking areas, landscaped lawn, tennis courts, and playground areas. The site also contains the Friends Meeting House, a historic religious meeting place that is currently utilized by many different religious sects and a daycare. Both the Cumberland Court Apartments and the Friends Meeting House were present on site by 1977.

Historically, the site has contained a mix of domestic dwellings and commercial business. Previous commercial business has included restaurants, hotels, manufacturing facilities, auto repair facilities, a “sanitary and dyeing works” facility, a clinic, a printing facility and a coal yard with an associated storage area. These previous structures date back to the 1800s; therefore, it is possible that asbestos, pcb, and lead containing materials were buried on site during the demolition of these older structures. Additionally, improper storage and handling of chemicals associated with the various manufacturing, coal yard, auto repair, dyeing and printing activities may have impacted the site.

There has been no record of a spill or release within the site boundary; however, the site is considered to have potential recognized environmental conditions. These conditions result from the historical use of the site, release of heating oil from USTs located on adjacent properties, and the previous and current structures potential use of asbestos, pcb, and lead containing materials. Additional detailed information can be found in the Phase I

Environmental Site Assessment for the Proposed U.S. Courthouse Site, North N. 6th and Verbeke Street Alternative (G&O, 2005).

N. 6th and Basin Street

The N. 6th and Basin Street Alternative is comprised of two parcels, Parcel 6 and Parcel 17, totally 6.4 acres. Parcel 6 is 4.74 acres and contains two high rise apartment buildings, the C. Sylvester Jackson and the Alton W. Lick buildings. Parcel 6 is also improved with resident and public surface parking lots, landscaped areas, and concrete-paved walkways. The Jackson Lick Apartments were constructed in 1960 and are currently owned by the HHA. The Alton W. Lick building has recently been renovated and is fully occupied with 144 units of low-income, subsidized apartments. The C. Sylvester Jackson building has been vacant for approximately one year.

A file review at the Pennsylvania Department of Environmental Protection (PADEP) on July 20, 2005 revealed a significant release of heating oil in 1995. Between the years 1985 and 1995, Parcel 6 contained six underground storage tanks: three 15,000-gallon tanks for each building. Upon closure and removal of the tanks, a reported 1,260 tons of petroleum contaminated soil was excavated from the site. No case closure has been obtained for the site to-date; however, a release of liability should be available in Spring of 2006. Until Parcel 6 receives a release of liability, the property is considered to contain a potential recognized environmental condition.

Historical fire insurance maps depict the presence of a “china laundry” on Parcel 6 between 1884 and 1929. Commercial laundry facilities of this period typically utilized hazardous chemicals under conditions that would represent a material threat of release to the environment. This early industrial use of the property is considered to be a recognized environmental condition.

Also, the Jackson Lick Apartments were built in 1960; therefore, the existing buildings may have been constructed with asbestos, pcb, or lead containing materials. The potential presence of these materials also constitutes a potential recognized environmental condition on Parcel 6.

Parcel 17 is 1.62 acres and is currently owned by the City of Harrisburg. This parcel contains a pool house, erected in 1968, that serves the Jackson Lick Community Pool (located on an adjacent lot, Lot 5). The pool and pool house are seasonally operational.

A review of historical fire insurance maps revealed the presence of the J.H. Santo Coal and Wood Yard on Parcel 17, in the southeast corner. The coal and wood yard is depicted on the 1884 map and remains until the 1905 map. This was the only manufacturing activity identified on Parcel 17. However, early coal and wood yards often sold kerosene, fuel oil, and gasoline. This early industrial use of the property represents a potential recognized environmental condition. Additional detailed information can be found in the Phase I Environmental Site Assessment for the Proposed U.S. Courthouse Site, North N. 6th and Basin Street Alternative (G&O, 2005).

3.6.10.2 Impacts from Site Contamination/Hazardous Waste

Criteria of Evaluation

The proposed action or alternative may have the potential for a significant impact if it would:

- Create a hazard to public health or the environment through the use, handling, transport, or disposal of hazardous materials or wastes.
- Create reasonably foreseeable conditions that would have the potential for improper release of hazardous materials.

Locate facilities on a site included on a list of hazardous material or waste sites compiled in accordance with Federal and/or State laws.

Subject humans to soils or waters with concentrations of hazardous materials in excess of health advisory limits.

Impacts

<u>No-Build Alternative</u>

The No-Build Alternative would not impact any potential waste sites, and no remediation or removal of waste would be necessary.

<u>N. 3rd and Forster Street</u>

Construction of the proposed Courthouse at the N. 3rd and Forster Street Alternative would require site preparation, including demolition of existing structures that may have asbestos, pcb, or lead containing materials and the excavation of previously buried structures. Prior to

demolition, all hazardous materials would be identified to ensure worker safety as required under the Occupational Safety and Health Act (OSHA) (29 CFR 1926.1101). If asbestos, pcb or lead containing materials are found during site preparation, licensed contractors would remove, transport, store, and dispose of them in accordance with the Resources Conversation and Recovery Act (RCRA) and State regulations.

Although not anticipated based on the Phase I ESA, if underground storage tanks (USTs) or areas of contamination are identified during site preparation, they would be assessed, removed, and/or remediated in accordance with Federal and State regulations. Due to the proper handling of all waste materials, impacts associated with the construction of the proposed courthouse would be mitigated appropriately. Therefore, the use of the N. 3rd and Forster Street Alternative would have a minor, indirect, short-term, adverse impact on public health and the environment from hazardous materials, wastes, or constituents.

N. 6th and Verbeke Street

Construction of the proposed Courthouse at the North N. 6th and Verbeke Street Alternative would require site preparation, including demolition of existing structures that may have asbestos, pcb, or lead containing materials and the excavation of previously buried structures. Prior to demolition, all hazardous materials would be identified to ensure worker safety as required under the Occupational Safety and Health Act (OSHA) (29 CFR 1926.1101). If asbestos, pcb or lead containing materials are found during site preparation, licensed contractors would remove, transport, store, and dispose of them in accordance with the Resources Conversation and Recovery Act (RCRA) and State regulations.

Although not anticipated based on the Phase I ESA, if underground storage tanks (USTs) or areas of contamination are identified during site preparation, they would be assessed, removed, and/or remediated in accordance with Federal and State regulations. Due to the proper handling of all waste materials, impacts associated with the construction of the proposed courthouse would be mitigated appropriately. Therefore, the use of the N. 6th and Verbeke Street Alternative would have a minor, indirect, short-term, adverse impact on public health and the environment from hazardous materials, wastes, or constituents.

N. 6th and Basin Street

Construction of the proposed Courthouse at the N. 6th and Basin Street Alternative would require site preparation, including demolition of existing structures that may have asbestos,

pcb, or lead containing materials and the excavation of previously buried structures. Prior to demolition, all hazardous materials would be identified to ensure worker safety as required under the Occupational Safety and Health Act (OSHA) (29 CFR 1926.1101). If asbestos, pcb or lead containing materials are found during site preparation, licensed contractors would remove, transport, store, and dispose of them in accordance with the Resources Conversation and Recovery Act (RCRA) and State regulations.

Despite the previous removal of leaking USTs and the excavation of contaminated soil, the site may still contain petroleum contaminated soils. Although not anticipated based on the Phase I ESA, if additional underground storage tanks (USTs) or areas of contamination are identified or encountered during site preparation, they would be assessed, removed, and/or remediated in accordance with Federal and State regulations. Due to the proper handling of all waste materials, impacts associated with the construction of the proposed courthouse would be mitigated appropriately. Therefore, the use of the N. 6th and Verbeke Street Alternative would have a minor, indirect, short-term, adverse impact on public health and the environment from hazardous materials, wastes, or constituents.

3.6.11 Mitigation Measures

Where feasible, GSA would implement mitigation measures to reduce the intensity of impacts identified in this EA. The following are mitigation measures that will be considered as part of the site selection process. Final decisions on mitigation measures will be included with the final site selection.

Land Use Planning and Zoning

Federal actions such as construction of the proposed U.S. Courthouse are not subject to local land use and zoning regulations. However, in accordance with the Public Buildings Administrative Act (40 USC 3312), GSA will consider the requirements of local laws. In addition, GSA wil provide the local authorities the opportunity to review the project for zoning compliance, building design code compliance, and construction inspection for code compliance (GSA, 1994).

Residential and Business Relocations

Property acquisition and resident relocation will be conducted in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, amended by the Uniform Relocation Act Amendments of 1987. The Uniform Act ensures the fair and

equitable treatment of persons whose real property is acquired or who are displaced as a result of a Federal or Federally-assisted project. Government-wide regulations provide procedural and other requirements (appraisals, payment of fair market value, notice to owners, etc.) in the acquisition of real property and provides for relocation payments and advisory assistance in the relocation of persons and businesses.

If the N. 3rd and Forster Street Alternative is selected, the government will provide for property appraisal/determination of just compensation, negotiations, and payment and possession of property. For residential relocations, the government will provide relocation advisory assistance, eligible moving costs, assistance in locating comparable replacement housing, rental assistance payments, purchase supplement payments and other eligible replacement housing payments. For business relocations, the government will provide relocation assistance, moving costs, compensation for personal property losses, searching expenses, and re-establishment expenses.

If the N. 6th and Verbeke Street Alternative is selected, residents of Cumberland Court will be eligible for HUD Housing Choice Vouchers making relocation to the private market more affordable. If the N. 6th and Basin Street Alternative is selected, GSA will coordinate closely with HHA to ensure that there is a minimal amount of disruption to the residents of Jackson Lick during the relocation process.

Disruption to residents of Cumberland Court Apartments may be mitigated by relocation to residences with access to healthcare and public transportation. Relocation within walking distance for food shopping and other needs would add to the quality of life and mitigate impacts to relocated residents. GSA has coordinated with the HUD throughout the site selection process. If the N. 6th and Verbeke Street Alternative were selected, GSA will continue to coordinate closely with HUD to ensure that there is a minimal amount of disruption to the residents of Cumberland Court during the relocation process.

Disruption to residents of Jackson Lick residents may be mitigated by relocation to residences with similar amenities and services, and access to healthcare and public transportation. Relocation within walking distance for food shopping and other needs would add to the quality of life and mitigate impacts to relocated residents. Counseling will be provided to help residents adjust to their new surroundings. GSA has coordinated with the HHA throughout the site selection process. If the N. 6th and Basin Street Alternative were selected, GSA would continue to coordinate closely with HHA to ensure that there is a minimal amount of disruption to the residents of Jackson Lick during the relocation process.

Community Services

Mitigation for impacts to residents from the N. 6th and Verbeke Street and N. 6th and Basin Street Alternatives who utilize services from the Hamilton Health Center and their satellite offices may include requirements for replacement housing that is serviced by public transportation and health services.

Community Facilities

Mitigation for impacts to the Benjamin Franklin Elementary School will include temporary provisions that would prevent school children and other pedestrians from entering the construction site and requirements for noise controls on construction equipment.

Mitigation measures for impacts to recreational facilities will include requirements for noise controls on construction equipment. Other mitigation measures may include relocation of the Jackson Lick Pool House, if possible; relocation of the pool; or avoidance of the pool house.

Mitigation measures for impacts to the Friends Meeting House and Praise N Play Daycare Center will include site relocation assistance.

Archeology

The GSA will continue the consultation process with the Pennsylvania State Historic Preservation Office (PA SHPO) at the Pennsylvania Historical and Museum Commission (PHMC) and other interested parties to formulate appropriate mitigation measures to offset potential impacts to archeological resources. Mitigation for archeological resources may include subsurface investigations to identify, study, and document intact archeological deposits.

Historic Structures

The GSA will continue the consultation process with the PA SHPO at the PHMC, and other interested parties to formulate appropriate mitigation measures to offset the visual and physical impacts. Mitigation measures for impacts to historic resources may include guidelines for design of the proposed courthouse, and Historic American Buildings Survey/Historic American Engineering Record (HABS/HAER) recordation of structures prior to demolition.

Parking

Proposed mitigation for the parking issues associated with the build alternatives can be performed in one of two ways: create additional parking space availability or limit the number of parking spaces required. While the local market would be relied upon to provide additional parking as needed, structured public parking is exclusively provided by HPA in Harrisburg. Therefore, GSA will coordinate with the City of Harrisburg and the HPA to determine ways to create additional parking space availability. To limit parking demand, current efforts to encourage Federal employees to rideshare and use transit will continue. The U.S. Courts will communicate with the employees of the new U.S. Courthouse on use of transit and carpooling from Park and Ride facilities to limit the number of parking spaces required on a daily basis.

In addition, the courts will post information for visitors on their web site and with notices to prospective jurors on parking options in the vicinity of the new courthouse. Both employees and visitors should be cautioned against parking in residential neighborhoods or at the Broad Street Market.

Mass Transit

Mitigation for impacts to mass transit under the build alternatives would be limited to relocating bus stops for security purposes.

Pedestrian /Bicycle Access

No mitigation would be required for the N. 3rd and Forster Street Alternative. If pedestrian and bicyclist access was found to be insufficient for either of the 6th Street sites, additional crosswalks and/or pedestrian controls would need to be installed at identified intersections.

Electrical Power / Centralized Heating and Cooling Services

In accordance with the *Energy Policy Act of 1992* and *Executive Order 12902, Federal Energy Management,* energy conservation measures should be incorporated into the building design to mitigate impacts related to fuel and power systems.

Water Supply

The following measures could be implemented to mitigate impacts related to water supply:

- Prepare a water conservation plan and policy
- Install faucet aerators and low-flow toilets and shower heads
- Design landscape plans for minimum water use (e.g., using native, drought-tolerant species)
- Minimize use of lawns because of their high water consumption (and energy consumption and air emissions from mowers)
- When necessary, plan for water conservation in lawn maintenance (set mower blades high and water slowly at night no more than one inch per week with automatic, low-volume irrigation equipment)
- Use erosion and sediment controls during construction

Site Contamination/Hazardous Waste

GSA would conduct a detailed Phase II ESA on the alternative site that is selected for acquisition. Phase II testing of soil and groundwater, as well as sampling for potential asbestos, pcb, and lead containing materials would be conducted, as appropriate. Any contamination discovered would be remediated based on Federal and State regulations.