

FROG SWITCH REDEVELOPMENT REQUEST FOR QUALIFICATIONS



APRIL 2026

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INTENT & SUMMARY

REC FS, LLC is seeking qualifications and expressions of interest from experienced commercial and mixed-use developers committed to planning, delivering, and managing a mixed-use project while shaping a community where companies and their employees can thrive. We are seeking qualifications from prospective partner developers interested in developing the Frog Switch Manufacturing site.

Step 1 – Request for Qualifications (RFQ)

- 1. Submissions:** Qualifications are due.
- 2. Interviews:** Selected respondents will be asked to interview with representatives of REC FS, LLC, CAEDC, and SR Duffie.
- 3. Shortlist:** REC FS, LLC will determine respondents to move on to Step 2.

Step 2 – Request for Proposal (RFP)

- 1. RFP Release:** REC FS, LLC will ask respondents to respond to an RFP, which is likely to require additional materials such as a preliminary development schedule, a proforma, and a financial plan. The respondents will be provided with a list of all required documents and the timeline for submission.
- 2. Selection:** REC FS, LLC will negotiate a development agreement with one or more selected respondents. Each development agreement will provide development rights to a defined geography and/or product type within the Frog Switch site and reflect specific land uses.

HISTORY

In July 2023, the Frog, Switch & Manufacturing Company announced its intention to close their Carlisle, PA, facility after 125 years. In August 2024 REC FS, LLC, a subsidiary of the Cumberland Area Economic Development Corporation (CAEDC), signed a sales agreement to acquire the former Frog Switch property. The transaction included the acquisition of the entire 26.71-acre site.

The Frog Switch site has been used for industrial purposes for approximately 185 years. The Frog Switch name comes from the railroad “frogs” and “switches” that were once produced extensively at the site. Most recently, the company produced manganese steel castings for crushers. The complex consists of a patchwork of buildings, many of which have a shell-like structure that housed foundry and casting operations. Large 15-foot subsurface pits and decades-old steel machines occupy the largest buildings.

NEXT STEPS

REC FS, LLC believes this is a significant opportunity for the Carlisle community. We are committed to the transformation of the site and creating a landmark opportunity for redevelopment.

Coordination is currently underway for Environmental Remediation and Demolition of all structures with the intent to deliver a site that is prepared for new development. Completion of the Environmental Remediation and Demolition is scheduled to be completed by 1st Quarter of 2027.

SCHEDULE FOR RFQ

Release RFQ	Wednesday, April 24, 2026
Frog Switch Property Tours (voluntary).....	Week of April 27, 2026
Questions from Respondents Due	Monday, May 4, 2026
Responses to Questions Posted	Friday, May 8, 2026
RFQ Submissions Due (electronic)	Friday, June 26, 2026

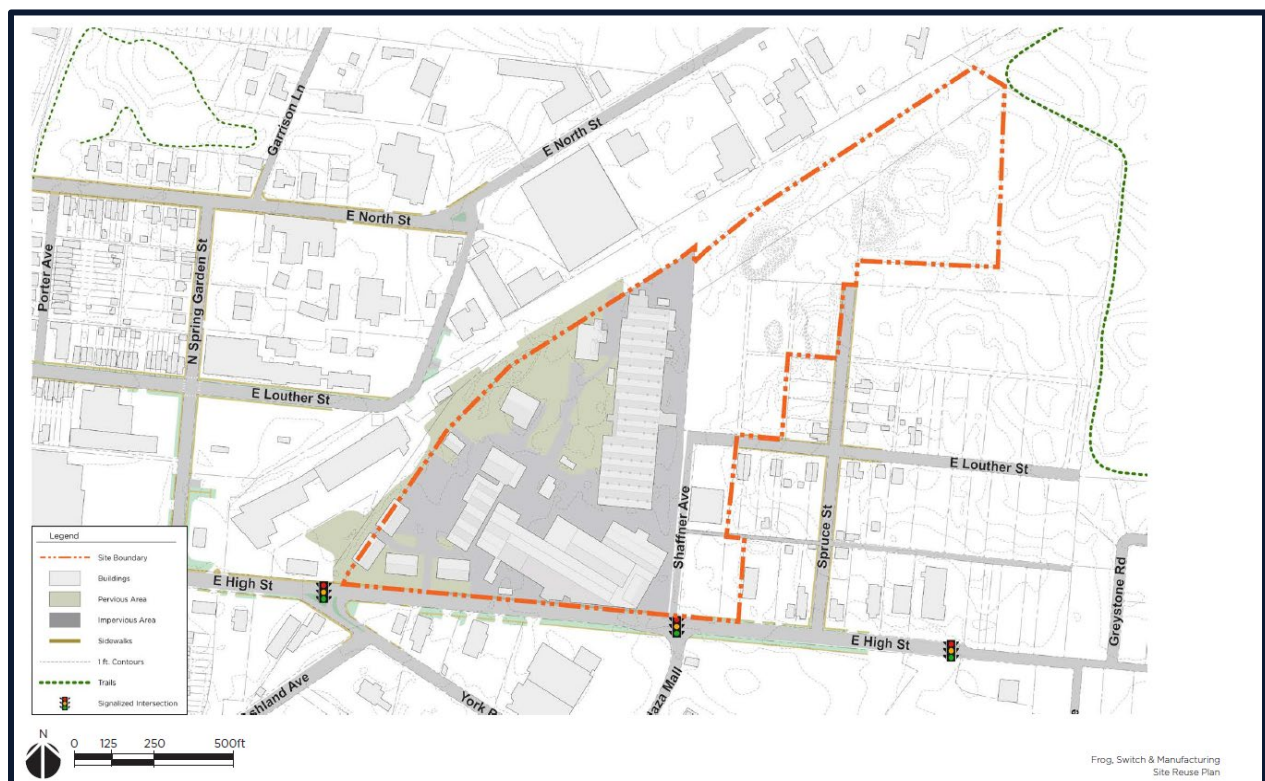


Figure 1. Frog Switch – Demarcation of 26.71-acre Site

OPPORTUNITY

Strategic Vision

REC FS, LLC's mission is to spur investment, support business growth, and foster developments that create jobs, revitalize neighborhoods, and drive growth to every corner of Cumberland County. This steers our strategy at the Frog Switch property. The site is intended to be first and foremost a cohesive community, where companies and their employees thrive. In addition, the following priorities guide our work and serve as goals for future development partnerships:

1. Increase employment through steady and recurrent new development.
2. Grow through strategic business development and the creation of high-quality facilities, expanding upon successes.
3. Increase taxes and economic growth within the Borough of Carlisle.
4. Expand the County's and Borough's portfolio of exceptional, high-performance buildings that constitute a collection of some of Carlisle's best new architecture.
5. Create a system of streets, parks, plazas, and open spaces that encourage people to spend more time outdoors.
6. Build "third places" that include food & beverage operations and services useful for employees, residents, and visitors, fostering collaboration and community.
7. Develop adaptable infrastructure and buildings that anticipate and can adapt to future changes in transportation, workstyles, and climate.
8. Contribute to a managed public realm that will attract, develop, and retain talent.
9. Orient workplaces for multimodal commuting by considering current and future bus stops, bike infrastructure, pedestrian safety, and parking demand management solutions.
10. Contribute to the adaptation and integration of smart-city systems and technology.
11. Include diverse and inclusive development teams and diverse equity participation.
12. Maximize private investment, optimize public investment, and minimize public risk.
13. Update the existing master plan to guide the Borough' and County's next era of growth in collaboration with multiple partners.

Brownfield Site

The Environmental Protection Agency (EPA) defines a brownfield as “a property where expansion, redevelopment or reuse may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant.”

Proposed five (5) key benefits of remediating the Frog Switch site, and how these efforts support community revitalization.

1. Improved Public Health & Environmental Safety
 - a. Removing contaminants such as asbestos, heavy metals, or petroleum byproducts reduces exposure risks for nearby residents and ecosystems. This promotes cleaner air, soil, and water, contributing to a safer living environment.
2. Restoration of Underutilized Land
 - a. Remediation transforms vacant or blighted properties into assets. It enables land that once posed liability or hazard to be re-integrated into the community fabric, making it available for new, beneficial uses.
3. Increased Property Values
 - a. Brownfield cleanup often leads to increased property values in surrounding neighborhoods in addition to the remediated site will enhance local tax revenue and attract additional investment.
4. Catalyst for Economic Development
 - a. Redevelopment can create new opportunities for housing, commercial use, light industry, or community spaces, thus spurring job creation and economic activity.
5. Preservation of Greenspace & Limiting Sprawl
 - a. By reinvesting in already-developed land, brownfield remediation reduces the need to build on undeveloped (greenfield) land. This supports sustainable land use and protects natural habitats and farmland.

Location, Accessibility, and Community

The Frog Switch property is centrally located with nearby highway access, a close proximity to downtown, and a high volume of traffic on East High Street, all which will greatly support the redevelopment of this site.

The target site is an attractive location due to the volume of traffic and high visibility offered by East High Street, in addition to direct connectivity to I-81. Furthermore, the site is three-quarters of a mile from downtown Carlisle, creating pedestrian connectivity between the site and the center of the Borough via existing sidewalks from the site into downtown. This multi-modal connectivity offers a unique context for a site of this size.

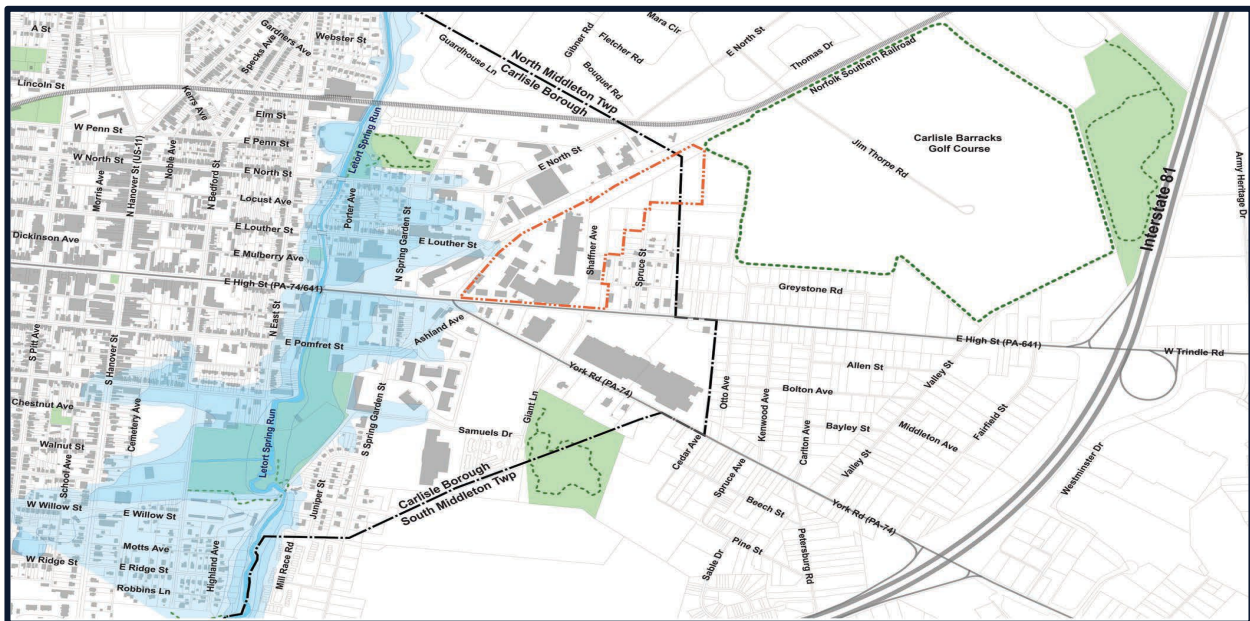


Figure 2. Frog Switch – Surrounding Area

Demographic and Labor Force Trends

The population within the 15-minute radius grew by 8 percent between 2010 and 2020, demonstrating more growth than either the 40-minute radius (6 percent) or the State of Pennsylvania (2.4 percent). The average household size within the 15-minute radius was 2.35 in 2020, like the 40-minute radius and statewide averages of 2.39 and 2.42, respectively. The median age in the 15-minute radius increased from 41.8 in 2010 to 43.9 in 2020 and is slightly older than that of the 40-minute radius (42.0).

Educational attainment in the 15-minute radius was slightly above that of the larger commute shed in 2020, as shown in Figure 3. Approximately 37 percent of residents aged 25 and above in the 15-minute radius had a bachelor's degree or higher, while only 32 percent of residents in the 40-minute radius had a similar level of educational attainment. CAEDC partners with workforce development resources that can be used to address gaps in educational attainment, particularly surrounding industrial job development. They have implemented a pre-engineering and manufacturing program in the Cumberland Valley School District to create a pipeline towards careers in research or development at manufacturing facilities, in addition to the creation of a Robotics Engineering Program at the Cumberland-Perry Area Vocational Technical School.

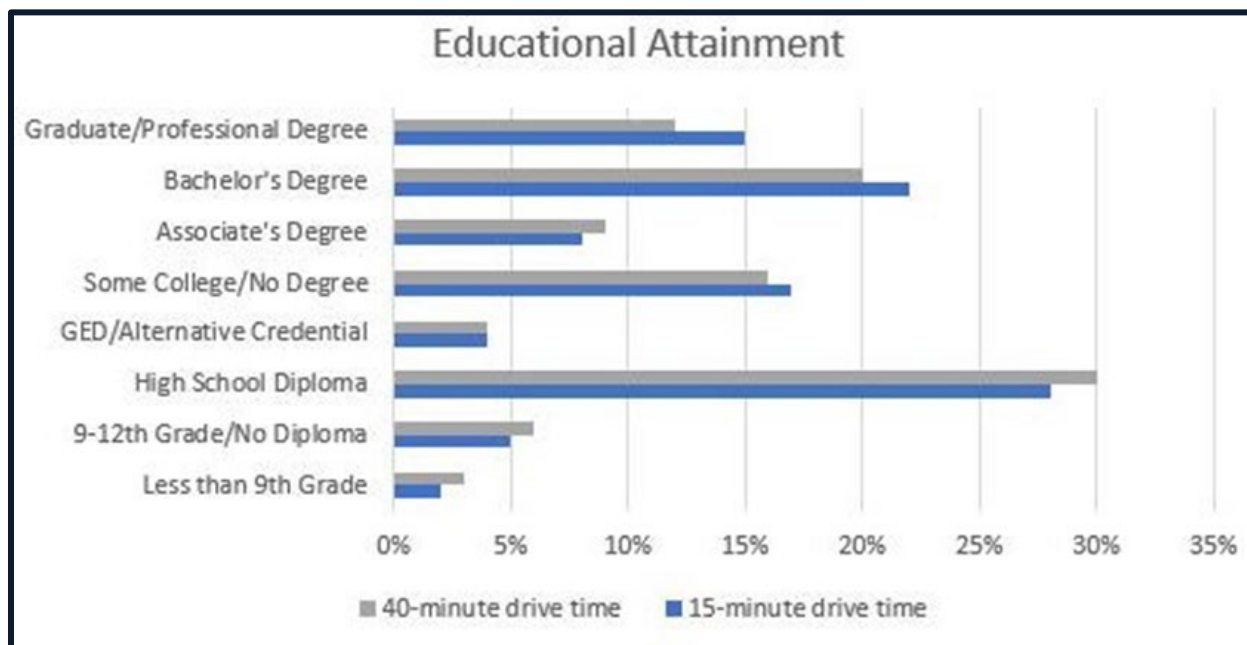


Figure 3. Educational Attainment

Median household income in the immediate vicinity (\$73,466) was also greater than that of both the 40-minute radius and the state (\$66,905 and \$63,627, respectively), and income in the immediate vicinity is projected to remain greater than that of the larger radius by 2025. This may be in part due to higher paying manufacturing jobs throughout Cumberland County. According to Q1 2022 Bureau of Labor Statistics data, sectors such as plastics and rubber products manufacturing, nonmetallic mineral product manufacturing, and paper manufacturing have high location quotient values (4.45, 1.92, and 1.84, respectively) and high average weekly wages (\$2,439, \$1,533, and \$1,275, respectively). These manufacturing positions make up relatively high shares of the local employment landscape, and the high wages may contribute to greater median income in the area. The 2020 unemployment rate in the 15-minute radius was 4.3 percent, slightly lower than that of the 40-minute radius (5.1 percent) and the statewide unemployment rate (5.4 percent).

Industry	Percentage of labor force in 15-minute radius	Percentage of labor force in 40-minute radius
Health Care/Social Assistance	14%	16%
Retail Trade	12%	11%
Educational Services	10%	8%
Public Administration	9%	9%
Transportation/Warehousing	8%	7%
Manufacturing	8%	8%

Figure 4. Labor Force

Identify Reuse Partners and Conduct Public Outreach

Developers should consider working with other local organizations like CAEDC to identify potential partners for a future partial or full reuse of the target site. This would include identifying tenants for the property that have interest either facilitating the planned reuse or becoming one of the future end-users of the property. Gauging interest in the reuse of the property will be an important step that helps inform the selection of a final reuse scenario for the property. Given that the reuse is more likely to be centered around the Mixed-use zoning designation, CAEDC and other economic development organizations will represent a valuable potential resource in this context.

In addition to developers and end-users, the team will be working with the Borough of Carlisle and other stakeholders in the project. Depending on the scale of the proposed reuse, broader public engagement efforts may also be necessary. The local public will

be interested in the types of operations being proposed in any land redevelopment project.

Transportation, Utility, and Permitting Considerations

Agencies like PennDOT having authority over any changes proposed within the East High Street (SR 641) right-of-way, namely intersection improvements at Shaffner Avenue and any potential relocation of the current driveway entry to the target site, will need to be involved. If improvements within the right-of-way or changes to access are proposed, PennDOT will need to be engaged through the highway occupancy permit (HOP) process. If reuse plans are significant enough, the process will also likely necessitate the development of supporting documents like a traffic impact study.

For any large redevelopment, appropriate agency outreach will also have to be conducted for stormwater management considerations. Given the size of the site, an NPDES permit will likely be required for stormwater management and approval by the regional Pennsylvania Department of Environmental Protection (PA DEP) office and the Cumberland County Conservation District (CCCD).

Identify Grant Opportunities

If project stakeholders, including the Borough of Carlisle, determine that the park/open space alternative in the Northeast sections of the target site are something that they wish to pursue or further analyze, they may wish to pursue funding from the Pennsylvania Department of Conservation and Natural Resources (DCNR) to perform planning work related to preserving open space and/or developing a recreational facility. DCNR's Community Recreation and Conservation Planning Grant may represent the best opportunity to develop a path forward for this area on the planning side, typically for planning efforts up to \$100k. If acquisition is being seriously considered at a later date, a Land Acquisition Grant from DCNR may also be considered to support those activities.

CAED and other stakeholders should also consider pursuing infrastructure funding to support proposed upgrades to transportation and stormwater infrastructure. With the passage of the Infrastructure and Jobs Act, funds should be available for improvements, particularly if they will potentially support the creation of new jobs in manufacturing and other light industry.

If project stakeholders are looking to identify a specific infrastructure project to implement, the most critical transportation node of any significant redevelopment of the site (particularly for scenarios similar to Scenario A2 or Scenario B) will be Shaffner Avenue and its intersection with East High Street. This roadway is currently owned by REC FS, LLC, meaning that the Borough would need to negotiate with the property

owner to acquire it and revert it to a public right-of-way. In the event that the property owner determines it is interested in conveying the land, the technical assistance team has prepared a level-of-magnitude cost projection for converting Shaffner Avenue to a useable public street servicing a redeveloped target site.

These costs are preliminary in nature and are based only on the planning-level design that has been done to this point, but they are intended to assist the project stakeholders in identifying potential resources for performing the type of transportation and infrastructure upgrades that will likely be necessary to support significant site reuse activities. The level-of-magnitude costs are associated only with the segment of Shaffner Avenue between East High Street and Louther Street and the associated intersections. Given that the East High Street intersection is signalized and owned by PennDOT, it would incur its own significant costs in the event of the need for signal upgrades, which is reflected in the below projection, based on data from recent signal improvement projects. Potential engineering costs have also been included if stakeholders wished to pursue funding specifically related to the design of the segment. If the Borough, CADEC, or any other entity wished to pursue more extensive public right-of-way improvements (such as a Louther Street extension), those would incur their own set of costs or through low interest financing through programs at CADEC.

Planned Full Site Reuse

Previous reuse plans envisioned buildings fronting East High Street that could house a series of mixed uses. These buildings could potentially be oriented to the street if market forces dictate that retail could be viable in this location, or they could be more buffered if there is a greater demand for residences. If a larger building footprint is desired, the increased transportation, parking, and stormwater infrastructure will need to be considered.

The road network around the site could potentially be fully upgraded and connected to the adjacent street grid.

Some residential development oriented towards the existing residential neighborhood could be considered on the East of the site. Given the broader reconfiguration and the potential infill of residential, a recreational alternative in the Northeast portions of the target site in this scenario shows more active recreation, but still largely proposes open space and trails over the former landfill. Along East High Street west of Shaffner Avenue, a smaller commercial infill site is again shown at the corner of the intersection. Given the overall size of the target site, the options under a full-reuse scenario can vary high.

The No build Landfill is indicated as an approximation on the Map below. This can be further clarified in the Site visitation and Plot plans



Figure 5. Example Site Reuse

AMENDMENT NO. 1 TO RFQ

This Amendment No. 1 to the Frog Switch Redevelopment Request for Qualifications (RFQ) is issued to clarify prohibited land uses under the site's UM Urban Mixed Use zoning designation pursuant to the Carlisle Borough Code, Chapter 255 (Zoning).

Zoning Clarification – Carlisle Borough Code, Chapter 255

- “Warehouse” and “Truck Terminal” uses (as those terms are defined in the Carlisle Borough Code, Chapter 255 [Zoning]) are not permitted in the UM Urban Mixed Use District for purposes of this RFQ.
- “Data Center” is not a listed permitted principal use in the UM Urban Mixed Use District under Chapter 255; proposals whose primary use is a data center/server farm (or similar high-intensity computer/server hosting facility) will be deemed non-responsive to this RFQ.

Respondents shall tailor their qualifications, team experience, and any proposed development concepts to comply with the UM Urban Mixed Use zoning limitations

described above. All other terms and conditions of the RFQ remain unchanged and in full force and effect.

SUBMISSION

RFQ Structure and Format

Section 1. Cover Letter

Section 2. Table of Contents

Section 3. Narrative Response

Section 4. Development Team Information

Section 5. Past Performance

Section 6. Financial Qualifications

Section 7. Litigation, Defaults, Bankruptcies, Criminal Background

Section 8. Conflicts of Interest

SECTION 1. Cover Letter

1. Respondents must clearly indicate level of interest and commitment to this project, as well as a point of contact for the submission.

SECTION 2. Table of Contents

SECTION 3. Narrative Response

Open-ended responses to each of the following prompts:

1. Describe your overall development strategy, including how you would market space and recruit users.
2. Describe your relevant experience (leaving specific project details to the Past Performance section that follows).
3. Describe your approach to achieving diverse and inclusive participation within your team.
 - a. REC encourages the use of certified minority, women, and disabled owned businesses.
4. Carlisle Borough may require significant infrastructure investments.
 - a. Infill development in the Historic Core will benefit from existing infrastructure, but will require greater density, public realm considerations,

shared parking solutions, and mixed-use programs that provide substantial commercial amenities.

- b. Describe what specific experience on past projects would support your approach to phasing and providing the required improvements.

5. REC FS, LLC seeks partners that can:

- a. Create an environment that will support the Frog Switch Redevelopment into a cohesive community that attracts talent, employers, residents, and visitors. Describe the land uses and quality and nature of development that you would bring to the Frog Switch property. Also describe your team's experiences in placemaking and the public realm, including how you designed, marketed, and implemented these places; if you do not have these experiences, describe how you will build a team to accomplish this core objective.
- b. Jointly create and then execute a master plan. Describe your master planning experience, including any instances in which you collaborated with a public entity. Indicate whether such master plans identified opportunities for increasing the marketability and competitive positioning of the project and describe how.

SECTION 4. Development Team Information

1. Respondent Information

- a. This section should introduce the respondent, including the organizational structure, firm history, key leadership, address(es) of headquarters, and any local offices within the market. Describe any joint venture, partnership, or other organizational structure, if any, which may have been developed in order to respond to this RFQ. Indicate the prime proposer entity and any secondary proposers that comprise the respondent.
- b. REC FS, LLC and its agents intend to conduct financial and reputational background checks on respondents and service providers responding to this RFQ. Willingness to provide a release for these background checks is a prerequisite to be eligible for engagement by REC FS, LLC.

2. Organizational Chart

- a. Provide an organizational chart and narrative description that identifies the proposed development team structure.

3. Project Staff

- a. Summarize the qualifications of key real estate development staff that will be dedicated to this project, as well as a description of their role on this project and relevant experience. Do not submit information on external consultants, including attorneys, planners, or designers.

SECTION 5. Past Performance

1. In this section, the respondent should demonstrate expertise, financial capacity, and experience in the development of relevant projects consistent with your proposed uses. Respondents should also demonstrate relevant experience in partnering with public entities.
2. Provide illustrative materials on three (3) projects of comparable scope initiated or completed over the past 10 years.
3. For each of the three past performance projects, include the following information, at a minimum:
 - a. Name, address, location of project
 - b. Development team members including lead developer, project architect, general contractor, lender(s), and equity provider(s)
 - c. A reference (name, company, title, telephone number, and email address) and statement authorizing REC FS, LLC/SR Duffie to contact the reference to respond to inquiries regarding the design, financing, and development of the project.
 - d. Development scope
 - i. Land area (square feet)
 - ii. Square footage of buildings (broken down by product type)
 - iii. Parking spaces and orientation (above-grade structured, surface, below grade)
 - iv. Construction type (high-rise, mid-rise, low-rise)
 - v. Development costs (excluding land costs)
 - e. Photographs and project renderings

- f. The sources and amounts of project funding
 - g. Project timeline from initial planning to land acquisition to construction completion and lease up / sale as well as current project status
 - h. Challenges associated with the project
 - i. Approach in diverse and inclusive development
 - j. A statement of how the project compares to the Frog Switch Redevelopment
4. If the project was a public-private partnership, provide the following information:
- a. Whether the project was in response to an open solicitation
 - b. Total consideration to the government including but not limited to:
 - i. Land value (initial proposal and final negotiated agreement): amount, methodology for establishing amount (if applicable), timing of payments
 - ii. Other public benefits: list and identify the cost of each (i.e. public parking, public facilities, etc.)
 - c. If the project received public financial assistance, provide the following information:
 - i. Form and structure of public financial assistance (i.e. tax-exempt bonds, below market debt, guarantees and other types of credit enhancement, grants, tax increment financing, payments in lieu of taxes, etc.)
 - ii. Amount of assistance / subsidy
 - iii. Timing of assistance—when were the funds contributed (as applicable)
 - iv. Initial proposed amount, timing, and terms
 - v. Final negotiated amount, timing, and terms
 - d. Satisfaction of public entity partner (where applicable, demonstrate through past performance review)

SECTION 6. Financial Qualifications

The respondent's financial information will be kept confidential to the extent permitted by law except as may be required to defend REC FS, LLC against any legal action pertaining to this RFQ or arising out of or related to the subject agreement.

1. Historical Financials

- a. The respondent shall submit its last three (3) annual CPA-audited financial statements (balance sheet, profit/loss statement, cash-flow statement), including all contingent liabilities. The respondent is encouraged to mark financial information "Proprietary and confidential" on each applicable page of the submission.

2. Financial References

- a. Statements regarding the respondent's financial creditworthiness and past development experience which can be verified, including the contact name, with title, organization, telephone, and email address of at least three (3) commercial or institutional credit references and a statement authorizing REC FS, LLC to contact each credit reference to respond to inquiries.

SECTION 7. Litigation, Defaults, Bankruptcy, and Criminal Background

1. List all current litigation, outstanding judgments and liens, and pending disciplinary proceedings, if any, against the firm or any member of the development team. Also include current or past litigation, if any, involving the firm and REC FS, LLC or any affiliated entity.
2. Provide a list of any projects on which any member of the development team or a parent company has defaulted or declared bankruptcy, and an explanation of each default or bankruptcy.
3. Provide detailed information regarding any criminal indictments or felony convictions of any principal, officer, director, partner, member, manager, or equivalent of any person or entity constituting a member of the development team.

SECTION 8. Conflicts of Interest

1. It is in the best interest of REC FS, LLC to select a qualified respondent with no actual or perceived conflicts of interest. Respondents are required to disclose any potential conflicts:

2. Please note that REC FS, LLC reserves to make the sole determination as to whether any conflicts or appearances of conflicts are present.