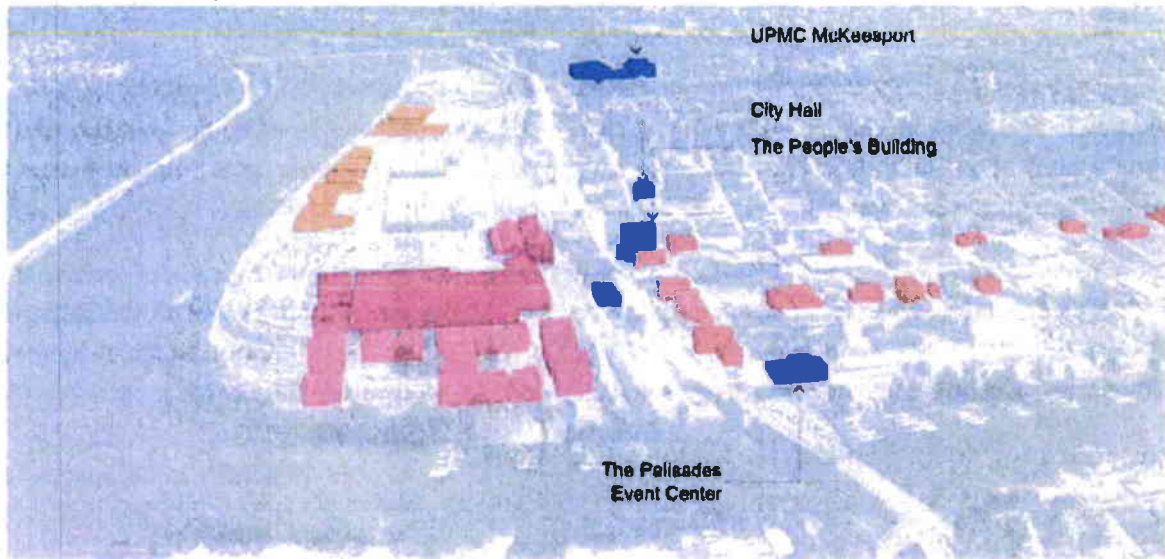


McKeesport Building Form Guidelines



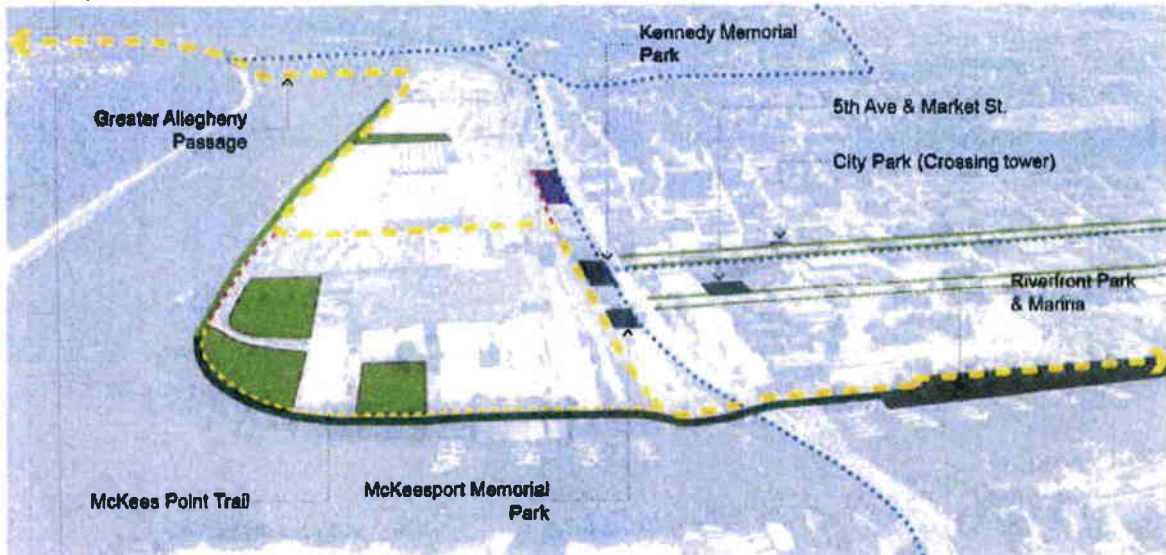
Building Form Guidelines

- Mixed-Use / Commercial Development
- RIDC Commercial Complex Development
- The Point - High Density Residential Development
- Re-Use Development (Existing RIDC Buildings)
- Landmark Building(s)

Existing RIDC buildings would not change; infill development would occur in the areas around the existing RIDC buildings.



McKeesport Public Amenities Guidelines



Public Amenities Guidelines

- Existing Public Space
- Future Streetscape & Public Space
- Bike Trail
- Extended Bike Trail
- Existing Bus Routes
- Future Inter-modal Transit Center



McKeesport Urban Gateway Guidelines

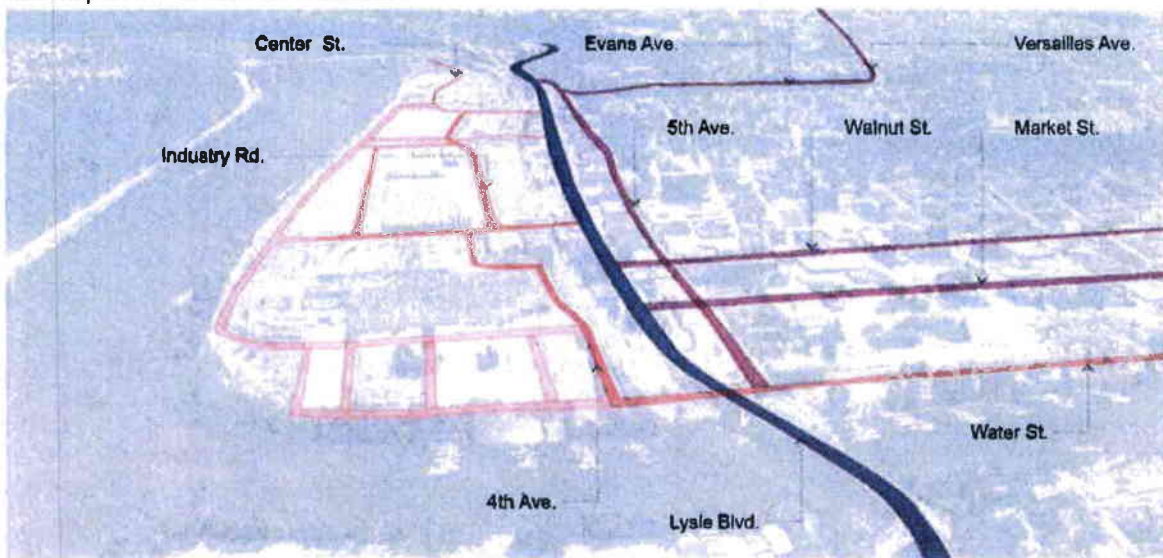


Urban Gateway Guidelines

- UPMC & 5th Ave. Intersection Gateway
- RIDC Commercial Complex Gateway
- Lysle Boulevard Transit Center Flyover Gateway
- Civic Center Complex Gateway
- Marina Point Gateway



McKeesport Street Corridor Guidelines















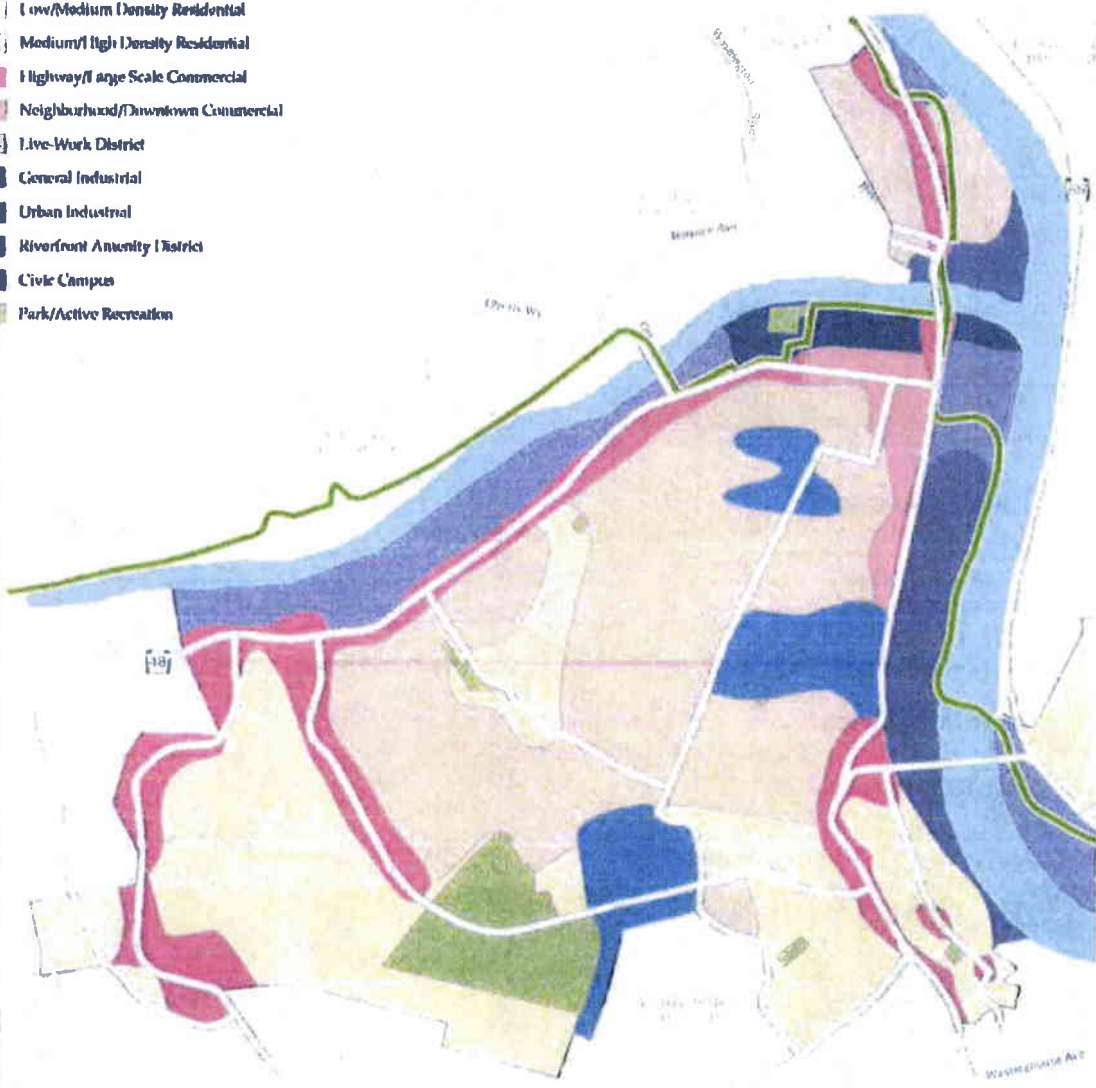
Street Corridor Guidelines

-  Pedestrian-Oriented Commercial Corridor
-  Vehicle-Oriented Commercial Corridor
-  Existing Street Corridor
-  Future Street Corridor



McKeesport Future Land Use Map

-  Primary Roadways
-  Great Allegheny Passage
-  Low/Medium Density Residential
-  Medium/High Density Residential
-  Highway/Large Scale Commercial
-  Neighborhood/Downtown Commercial
-  Live-Work District
-  General Industrial
-  Urban Industrial
-  Riverfront Amenity District
-  Civic Campus
-  Park/Active Recreation



A Plan for Housing

McKeesport is a weak-market city with varied housing markets and conditions. The community exhibits multiple factors at play within it at the neighborhood level. As such, the individual neighborhoods reflect their particular set of assets and challenges. Collectively, however, they can be seen as forming a continuum of neighborhood dynamics from the strongest market-rate oriented neighborhoods with relatively high home values to weak neighborhoods with little housing demand and challengingly high vacancy rates and corresponding low home values.

In total, three types of neighborhoods (Stable, Threshold, Challenged) were identified in this undertaking with a set of recommendations for each typology. In this process,



Housing Goal

Implement coordinated steps to stabilize and support neighborhoods, encourage reinvestment and promote a wide variety of equitable housing options.

examples of real-world response strategies to address economic and community challenges that have been put in play both in the Pittsburgh market and from elsewhere across the country. While this plan's responsibility is not to drill into each particular neighborhood and assess its status in terms of typological fit, examples are provided of each typology.

As noted by the Center for Community Progress and others, "there is often a close relationship between the strength of a neighborhood's housing market and many other factors, including tax delinquency, the vacancy rate, the homeownership rate, the level of homeowner investment in their properties and the volume of new construction." The typology profiles featured here seek to account for this interrelationship and the strategies that should be deployed in each situation to maximize economic and community potential, both short term and long term.

Stable Neighborhoods

Stable Neighborhoods are those where a healthy private sector housing market is operating. Home prices are appropriately average for the region and supply and demand are in relative balance. Homebuyers are predominantly middle income, vacancy is nominal, and rental properties are a small portion of the market. Most properties and yards are well maintained and few vacant lots exist. While higher priced neighborhoods exist, this type of neighborhood is the goal. The Haler Heights and Renziehausen Park neighborhoods in McKeesport would be classified as Stable Neighborhoods in this context.

Challenged Neighborhoods

Challenged Neighborhoods are the most economically and socially challenged. Low housing values lead to high levels of abandonment, vacancy and absentee landlords. Homeownership rates are substantially below the regional market. The Center for Community Progress notes that in most cities the great majority of problem properties are privately owned investor properties, most often by owners who do not live in the property. Collectively, physical conditions of the homes in Challenged Neighborhoods are poor and most show evidence of disinvestment. Supply of homes

*Plans get you into
things but you've
got to work your
way out.*

Will Rogers

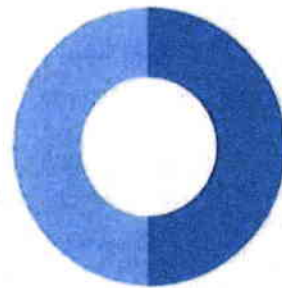
substantially exceeds demand, and vacant lots abound in clusters. McKeesport's 7th Ward and Lower 10th Ward are considered Challenged Neighborhoods.

Because the different neighborhood types exhibit different market forces and a different type physical supply (e.g.: the type or condition of housing units or the prevalence of vacant land), the strategic response to either maintain, revitalize, or mitigate the conditions within the targeted neighborhood differs. While code enforcement and promotional efforts may be sufficient in Stable Neighborhoods, demolition often becomes a standard public sector tool by default in Challenged Neighborhoods. The Challenged Neighborhood Focus Areas can be found on the Comprehensive Plan Map on page 88

Threshold Neighborhoods

Home prices in Threshold Neighborhoods are lower than in Stable Neighborhoods and the private housing market is considerably weaker. Supply of homes exceeds the demand for homes, and purely market rate new construction is rare in such areas. Tax credit developments or other financial subsidies deployed by specialized developers or nonprofits comprise the majority of any new housing developments or rehabilitation projects. While some homes are well maintained, a number show evidence of disinvestment, and rental properties abound. Absentee landlords acquire property willingly in these areas, as the return on investment (or often, the lack of investment) is attractive to such owners. Abandoned properties are sprinkled throughout the area and clusters of abandonment and vacant lots may begin to emerge. Vacant lots are rarely used for new development, and are often unkempt. The Upper 10th Ward and the blocks between the new Twin Rivers Intermediate School on Cornell and Union Avenue in McKeesport fit this typology. The Threshold Neighborhood Focus Areas can be found on the Comprehensive Plan Map on page 88

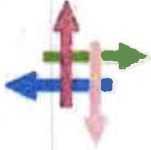
Data on vacant and blighted properties was sourced from the Financial Impact of Blight on the Tri-COG (Steel Valley Council of Governments, the Turtle Creek Valley Council of Governments, and the Twin Rivers Council of Governments) report. Data associated with this report can be found on the Vacant and Blighted Lands Map on page 179



Approximately half of all housing units (55% in Duquesne and 46% in McKeesport) are not owner-occupied and half the population resides in these units.

In comparison with Allegheny County, Duquesne and McKeesport's home ownership rate is significantly lower (54% versus 65% in 2010).

Stable Neighborhoods



Solidify and strengthen the market rate housing sector in stable neighborhoods to achieve increased potential home values and expand interest in owner-occupied housing

Stabilizing and strengthening the private market rate housing sector in McKeesport is vital.

- Gain a greater depth of understanding of existing residents and their reasons for moving to and staying in the communities. This information will guide further efforts to encourage new residents to join the market. Consider undertaking surveys of new and former residents.
- The market rate housing neighborhoods are, not unexpectedly, those with the highest quality housing in good condition. Maintaining the condition of this housing requires continued code enforcement efforts to ensure private property owners preserve their property as well as their neighbors' home values.
- Creating a competitive environment can serve a housing market well by "upping the ante" of prospective developers to put their best proposal forward for consideration. Using the Request for Proposals (RFP) process for publicly held sites in a manner that evaluates best project fit, not just highest bid, has proven successful for many communities. A proactive approach to connect with successful local developers, such as that used by Pittsburgh's Urban Redevelopment Authority, often yields positive results for neighborhood-scale projects.
 - McKeesport may consider working with the private ownership of the Nottingham Estates site to promote completion of the development.
- Consider uses beyond single family housing that will reinforce stability (corner stores or community centers, for example)

Ensure that maintenance levels are maintained in rental units

Healthy communities need a balance of housing types and choices, including apartments and other rentals. The key to rentals is proper maintenance (for example, through code enforcement).

CASE IN POINT

NEW RESIDENT AND FORMER RESIDENT SURVEYS

Both the Lawrenceville Corporation and the Mt. Washington Community Development Corporation have conducted in-depth surveys of new residents in recent years to greater understand their market demand, housing types needed, and gaps in development that should be served.

Further, the Lawrenceville Corporation also surveyed former residents to gain a greater understanding of why they chose to leave the community. The ability to understand and respond to former resident issues may highlight pending community concerns while they are still nascent and relatively manageable, rather than waiting until the issues become severe or costly to address.



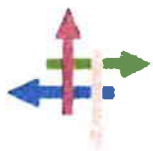
Pittsburgh's Lawrenceville neighborhood. Pittsburghskyline.com

Threshold Neighborhoods

Threshold Neighborhoods come in many different stages and situations. Some are more comparable to Stable Neighborhoods, such as the Upper 10th Ward in McKeesport to those more akin to the Challenged Neighborhoods such as the 6th Ward in McKeesport. While there is a wide variety of Threshold Neighborhoods, the reality is that the strategies for addressing the issues are the same. The severity of the situation results in deploying a variety of the techniques featured below, rather than only a limited array of them. In addition to the range of neighborhoods under the Threshold Neighborhood banner, the strategies for consideration also depend upon the intent of the effort.

*Celebrate any
progress. Don't
wait to get
perfect.*

Ann McGee Cooper



Preserve existing homeownership in threshold neighborhoods

Working to maintain existing homeowners in a Threshold Neighborhood is one of the highest priorities. It is clearly substantially easier to affirm a prior investment into a homeownership choice than it is to persuade potential candidates to consider the neighborhood in question. Further, much research has shown that homeownership creates a more stable community than one primarily focused on the rental market. As a result, this market segment is highly desirable to maintain.

- To enhance the quality of the housing stock, existing rehabilitation and repair programs and financial assistance should be marketed to current residents. Programs such as these both strengthen the physical housing stock as well as strengthen the emotional connection that homeowners have with their own property, thereby increasing the likelihood of further investments as well as lessening the desire to relocate. While a great variety of such programs exist, the list below features some particularly relevant to these communities.
-
- Improving the physical and aesthetic environment is important for area homeowners. Curb appeal strategies matter to those who reside in the communities on a daily basis.
 - In one Detroit neighborhood, a local nonprofit organization organized a landscaping contest of area homeowners. Discounts on flowers at the nearby nursery were made available and a panel of local residents was established for the end of year review. The contest enhanced the sense of belonging by the residents as well as beautified the neighborhood.

CASE IN POINT

ASSISTING RESIDENTS WITH REPAIRS AND UPGRADES

Pittsburgh History & Landmarks Foundation, in cooperation with the Wilkinsburg Community Development Corporation, provides regular technical assistance sessions for how to maintain, rehabilitate, and invest in your home. The sessions are free, and are held monthly in the Housing Resource Center in Wilkinsburg. The Design Center of Pittsburgh provides low cost consultations with licensed architects and landscape architects to area homeowners. More than 2,000 consultations have facilitated an estimated \$9.5 million in homeowner projects

State Representative Erin Molchany and Pittsburgh City Councilwoman Natalia Rudiak (District 4) organized and conducted a Housing Renovation Fair in April 2014 featuring local assistance organizations and the programs they offer to area residents. The session featured opportunities to learn about best practices and available resources for home renovation projects.

The Duquesne Business Advisory Corporation has sponsored two programs for local homeowners to preserve and improve the local housing stock. Up to \$250 in paint and painting supplies are made available to homeowners eligible for the program, though income is not a criteria. Uniquely, the program has involved a partnership with Schink's Hardware on Grant Avenue that occasionally advances the cost of the paint and materials. Reimbursement for the paint and materials is then made directly to the hardware store and the homeowner, allowing for the work to proceed with no money out of pocket by the homeowner. A similar program provides up to \$500 in matching grants for homeowners in need of sidewalk repairs. These low cost programs provide a benefit to the entire community by maintaining and enhancing the public realm of the community.

Rebuilding Together Pittsburgh repairs and renovates the homes of low-income, elderly homeowners, military veterans, and individuals with permanent physical disabilities. With support from local communities and corporate sponsors, Rebuilding targets "Impact Neighborhoods" for multiple properties in a concentrated area to stabilize entire neighborhoods. Currently, the organization is working with the Hazelwood neighborhood in Pittsburgh, where sixty homes have been repaired in three years. Additionally, about ten percent of Rebuilding's work in Allegheny County occurs outside of the targeted neighborhoods.

Leveraging the Community Development Block Grant program, the state of Wisconsin has not only used the CDBG funds for income eligible residents for home loans, but has also created a revolving loan fund (RLF) from funds repaid to the state for the program. The RLF funds have fewer restrictions on income and are then available to both homeowners and landlords (in exchange for an agreement to rent to eligible income households). Loans are due in full when the property is sold or when the home ceases to be the homeowner's primary residence. Under the CDBG housing RLF, homeowners in owner-occupied dwellings and homebuyers receive 0% interest loans that are either deferred or feature low monthly payments. Rental rehabilitation loans are 0% to 3% monthly installment loans. CDBG housing funds can only be used for CDBG eligible activities. This approach is different than McKeesport's current approach to utilizing its CDBG funds and is offered as an example of alternative strategies.

- As was noted in the Stable Neighborhood strategies, learning more about how and why existing homeowners and renters made their choice to locate in the area is valuable to garnering a greater understanding of the market potential and how to maximize that potential. This may be even truer for the more fragile nature of a Threshold Neighborhood. Surveying these homeowners to understand why they originally selected this area and if they would do so again will help guide the appropriate strategy development and selection to retain them in the area. The University of Pittsburgh's University Center for Social and Urban Research (UCSUR) has developed an outreach strategy to gather this information from both long time and new homeowners in an area. Lawrenceville Corporation partnered with UCSUR in their homeownership research efforts.
- Focus on strategic code enforcement. As in any area, code enforcement is crucial to maintaining, stabilizing, and improving the neighborhood conditions. While significant in Stable Neighborhoods to prevent decline, and overwhelming in Challenged Neighborhoods, the fragile state and transitional nature of Threshold Neighborhoods makes them the most significant areas to focus limited resources in the ongoing code enforcement effort. According to HUD, "targeted code enforcement and vacant property registration requirements can motivate absentee owners to maintain properties and prevent decline" in a community (PD&R *Edge* online magazine, May 2014).
- Keeping homeowners in homes is particularly challenging in Threshold Neighborhoods. By definition, these areas are those with more fragile neighborhood economies, and the financial challenges of residents may have negative spillover effects if left unchecked.

CASE IN POINT

STRATEGIC CODE ENFORCEMENT

Mt. Washington's Housing strategy calls for the establishment of Community Zones monitored by local residents to alert municipal staff when enforcement efforts are needed in an area

The Pennsylvania Neighborhood Blight Reclamation & Revitalization Act allows, in certain cases, a lien to be placed against the personal assets of an owner of a blighted real property, denial of permits for other properties under the same ownership entity, the extradition of out-of-state landlords and the establishment of blight courts. These strategies are significantly more impactful than placing a lien on an abandoned, vacant property.

CASE IN POINT

HELP RESIDENTS KEEP THEIR HOMES

In the Homewood neighborhood of Pittsburgh, abandonment and blight are being confronted by Operation Better Block and its partner organizations. The neighborhood group is canvassing door to door to meet with homeowners and assess their foreclosure risk. The program features a series of services that are crucial to maintaining homeownership in the community, and for which homeowners rarely understand where to turn for services. Included in the program are:

Foreclosure counseling and assistance. Financial guidance is provided through a partnership with NeighborWorks of Western Pennsylvania to prevent bank foreclosure when homeowners are in financial difficulty or get behind on mortgage payments.

A program to initiate tax payment plans for back taxes. Without direct outreach, many of these homes would accrue significant liens and further financial challenges. Operation Better Block has established a close working relationship with Jordan Tax Services as a result, to the mutual benefit of homeowners and the community at large.

Access to tangled title legal services of the Allegheny County Bar Foundation Wills Project. In Threshold Neighborhoods, the existence of foreclosure and tax liens against properties diminishes their market value and negatively impacts the housing market. Working with the Tangled Title program overcomes these issues to clear cloudy title situations.

Operation Better Block and the Wills Project also provide referrals to estate planning services for area residents. The intent of these referrals is to prevent the cloudy title situations from occurring that are often later addressed in the Tangled Title programs.

Allegheny County's Homeowner Emergency Mortgage Assistance Program (HEMAP) assists clients in applying to the PA Housing Finance Agency for emergency financial assistance to cease foreclosure actions.

- Especially true for homeowners in Threshold Neighborhoods, purchasing a home is typically the largest investment an individual makes. The financial stability of this purchase is impacted by the economic conditions of the Threshold Neighborhoods. One strategy that has proven successful in mitigating this risk is the creation of Home Equity Protection programs. Home Equity programs allow homeowners in designated target areas to buy insurance that ensures that they can get the value of their home back on resale, even if the market value of properties in their area declines during their ownership. There are a great many parameters to establishing such a program (including length of ownership, ratio of home value ensured upon sale, etc.), but they have proven successful in other markets to date. Typically, homeowners pay a nominal fee (\$100-\$500) to enroll in the program to pay for an appraisal and for a contribution into the overall fund to pay out any losses in value.
- Ensuring that zoning ordinances continue to advance single family occupancy is important to the stability of the community in the long term.

CASE IN POINT

PROTECT HOME VALUES

The Syracuse Home Equity Protection program was co-developed by faculty at Yale and Neighborhood Works, with guidance from the U.S. Department of Housing and Urban Development Home Headquarters Inc., a local nonprofit administers the program. The program is reported to have had a near instant impact in stabilizing market prices, which had been falling for nearly a decade previously. Claims against the program for payouts have been rare in both Syracuse and in similar programs in Chicago.

Expand homeownership opportunities in threshold neighborhoods

While maintaining homeownership is important to the short term stability of the community, expanding and growing homeownership in is a key strategy for long term vitality.

- Developing a marketing and outreach strategy for prospective homeowners in is an important element in expanding the potential housing market for interested parties. Target markets would include the large employment base available at both the Industrial Center of McKeesport. Typically, people who take a new job in such a site are unlikely to learn about nearby housing opportunities from their coworkers. Marketing and promotional activities that might be carried out by the city, a local nonprofit or neighborhood association are another way to increase the demand for the area's housing stock. Getting accurate local information to people who lack it or providing more accurate information to people who may be excluding the cities from their search because of stereotypes or erroneous information may put the areas "on the map" for prospective new purchasers.

- Outreach through local churches may also reach potential homeowners that would not otherwise be possible. Research shows that at many suburban churches, congregants are not local, but actually drive an average of twenty minutes to their destination.
- One well established method of both solidifying neighborhoods and increasing homeownership in an area is through Employer Assisted Housing programs. In such programs, participants are provided a range of technical assistance, financial training, and potentially down payment assistance in the purchase of a home in an eligible area. The Pennsylvania Housing Finance Agency has Employer Assisted Housing program guidelines and works with both communities and employers to establish such programs.
 - These programs have been successful in a variety of settings, including at Johns Hopkins University, Howard University, and with Marriott Corporation. Large employers such as those at RIDC parks, municipal entities, school districts, or possibly UPMC could serve as key actors in establishing a program.
- As noted previously, the purchase of a home is typically the largest financial expenditure that any family undertakes. Despite the sizable investment, and one that often comes with a thirty year mortgage attached, research shows that homebuyers do not have sufficient financial understanding and training to fully comprehend all the issues or to maximize their fiscal situation. Homebuyer assistance programs and financial/credit counseling are key elements to making long term homeownership prosper in a distressed community.

CASE IN POINT

OUTREACH THROUGH CHURCHES

At a recent service at St. Augustine/St. Monica Catholic Church in Detroit, parishioners were informed of nearby housing opportunities and open houses immediately after the service. When parishioners visited the homes after the service, they were greeted by the Mayor of the City of Detroit to encourage their interest.

In the Pittsburgh region, a program at Carnegie Mellon University is launching the Wilkinsburg Vacant Home Tour in 2015. Designed to reframe the blight conversation, the self-guided tour will showcase abandoned or vacant properties, and lead tour participants on a journey back in time through the narratives of these homes and buildings. Most importantly, tour participants will be provided with a "tour kit" that will offer the tools to help visualize what the house once looked like in full vibrancy, and information on resources available to aid participants in more actively engaging these homes and buildings. The tour will be partnered with a resource workshop for those interested in learning more and will include a look at "next steps," the process, available tools, and the risks, challenges and rewards of such an endeavor

- Assist individuals in becoming credit ready for home ownership.

- Locally, both Dollar Bank and NeighborWorks Western Pennsylvania are well recognized for their home buyer counseling programs and may be able to provide assistance in this arena. Oftentimes, the counseling element is supplemented by financial down payment assistance for completing the program. With Dollar Bank's McKeesport branch location, an inquiry regarding their interest in promoting their program locally is likely to be well received.
- It is particularly important that the program continue for at least one year beyond the original purchase of the home to maximize effectiveness.

- Many existing homes are in substandard condition, but remain as potential assets to the community. Developing or sponsoring a Rehab and Resale program for these properties is one method that potentially corrects both the weakness in the housing stock as well as expands homeownership in the community. These programs are typically targeted to where homeownership rates are low and foreclosure rates are high. Without such programs, undesirable investors are more apt to target these neighborhoods, thereby exacerbating a number of adverse conditions in the community. Advocating for the creation or expansion of such programs may require the expansion of technical capacity of local community development organizations.

CASE IN POINT

ABSENTEE LANDLORDS

The Center for Community Progress notes that in most cities the great majority of problem properties are privately owned investor properties, most often by owners who do not live in the property. Strategies for dealing with these types of investor-owned properties or absentee landlords include the following:

- *Strategic code enforcement: maximizing code enforcement capacity, targeting resources, working with property owners*
- *Working with rental landlords and investors: rental registration and licensing, tracking property owners, establishing and maintaining property standards, finding and targeting "bad apples"*
- *Dealing with vacant property owners: vacant property registration ordinances, motivating owners to reuse properties, vacant property receivership*

- Both Mt. Washington Community Development Corporation and East Liberty Development Incorporated in Pittsburgh operate such programs. Mt. Washington CDC recently sold a property on Eureka Street for \$139,000, nearly double the previous high home value on the street. The organization had acquired the property for only \$21,500 and invested approximately \$100,000 before selling to a new homeowner.
- One source of subject properties for the Rehab for Resale program is to work with financial institutions to acquire problem properties before they hit the open market. Each of the major local and national financial institutions offers Real Estate Owned (REO) properties to nonprofits or partner agencies for consideration before considering a sale to the general public.
- While taking a direct role or sponsoring a nonprofit organization to undertake a Rehab for Resale program is effective, ideally the private sector market is an active partner. In some areas of Pittsburgh, local community organizations directly work with private investors to select and partner on rehabilitation projects that are directed and led by friendly private developers whom have a track record of success and community support. Encouraging successful local investors may preclude less desirable absentee landlords from becoming prevalent in the market.

CASE IN POINT

ACTION HOUSING MCKEESPORT

In 2010, Allegheny County approached ACTION-Housing because the McKeesport YMCA was merging with the YMCA of Greater Pittsburgh and the decision was made to close the facility, which had 84 Single Room units. ACTION-Housing agreed to manage the building and to lead the effort to preserve these housing units for the homeless or those at-risk of homelessness. After determining that it was feasible to continue to operate the structure, ACTION-Housing was successful in receiving an allocation of \$10 million in Low Income Housing Tax Credits, which were used to completely renovate the property. Additional funding was provided by Allegheny County Department of Human Services and The Allegheny County Department of Economic Development.

This preserves a crucial piece of housing in Allegheny County. It also represents the preservation of a historic building in the City of McKeesport. The former YMCA was built in 1922, and has been a landmark in the city since. Both the housing and the building itself were in danger of being lost until ACTION-Housing, The City of McKeesport, and the Pennsylvania Housing Finance Agency were able to intervene. Throughout the renovation, the building was constantly occupied

- To expand housing opportunities and, new development by private and nonprofit developers presents an opportunity. Similar projects have taken place in the past or are taking place currently.
 - Typically, these projects are conducted by private or nonprofit developers that specialize in tax credit supported projects. Such developers include TREK Development Group, Ralph A. Falbo, Inc. and ACTION-Housing.
 - Conducting outreach to these groups and providing “FAM Tours” or familiarization tours with similar developers has the potential to expand the market interest in the communities.
 - Developers are more readily engaged when available sites are presented as part of a package of strategic investment. This may be an individual site or a series of residential lots packaged as part of a scattered site strategy.
 - Similarly, when a particular site is well suited to redevelopment, conducting a Request for Proposals (RFP) process may generate additional interest from high quality developers. Locations such as the former US Steel site in McKeesport at the confluence of the Monongahela and Youghiogheny Rivers may be particularly well suited to this approach.
- Coordinated housing efforts. McKeesport is blessed with an abundance of organizations and efforts underway to revitalize sectors of the housing market. Yet the scope and scale of the challenge is daunting. It is recommended that the organizations come together to select a priority neighborhood upon which to focus all related housing efforts for designated period. The neighborhood selected should exhibit market potential, while still having a demonstrated need for action. These efforts may be well suited to the Christy Park neighborhood, for example. Partner agencies may include:
 - ACTION Housing
 - McKeesport Housing Corporation
 - Habitat for Humanity

CASE IN POINT

MCKEESPORT HOUSING CORP.

McKeesport Housing Corporation has been operating in the community for 29 years and has invested over 19 million dollars in the housing stock, including some new construction. There are HOME funds for owner-occupied rehab, and an accessibility modification program for owners and renters who need accessibility modifications for their homes. They also have relationships with ACTION Housing, Dollar Bank, Neighbor Works and various others. They are the community point for residents who need mortgages, mortgage modifications, credit counseling, etc.

These efforts should be coordinated with the City of McKeesport's housing demolition program for full effectiveness.

Address the rental market in threshold neighborhoods

In recent years, a number of new strategies for working with this segment of the housing market have been developed in Pennsylvania.

- Implementing a rental registration system gives municipalities the opportunity to ensure and enforce that investor owned properties are in compliance with various municipal health and safety codes. While controversial at times, especially those with associated registration fees, these programs have proven successful in mitigating blight and upgrading the overall condition of the housing in affected communities.
 - The Local Government Academy offers template ordinances for initiating a rental registration system, as well as seminars on the effectiveness of various implementation strategies.
 - These systems allow municipal and public safety agencies to contact and track property owners, including those with out of state properties or absentee owners.
 - Consistent tracking of properties helps establish which investors are exacerbating neighborhood problems with poor tenant selection and a history of criminal activity at particular properties.
 - Courts have determined that the rental registration fee must be comparable to the actual administrative cost of operating the program. As such, the fee structure is typically below \$25 per unit in the Pittsburgh market. (The City of Pittsburgh's proposed fee structure is \$12.) The Borough of Swissvale determined that collecting the fee itself was not material to the budget and instead has waived the registration fee. Instead, the Borough has enhanced its fines for violations to cover the costs of the program. In this manner, good landlords are not penalized, and the fiscal burden of the program is placed primarily on those necessitating the need for the program in the first place.
 - Well-constructed ordinances allow municipalities to further recover public safety enforcement costs from private property owners with a pattern of repeated violations.
- The Pennsylvania Neighborhood Blight Reclamation & Revitalization Act allows, in certain cases, a lien to be placed against the *personal* assets of an owner of a blighted real property, denial of permits for other properties under the same ownership entity, the extradition of out-of-state landlords and the establishment of blight courts. These strategies are significantly more impactful than placing a lien on an abandoned, vacant property.

- The Pennsylvania Abandoned and Blighted Property Conservatorship Act (2009) provides a mechanism to transform abandoned and blighted buildings into productive reuse by transferring control of the property to a third party. If the owner of a residential, commercial or industrial building fails to maintain the property the court may appoint a conservator to make the necessary improvements before the building deteriorates further to protect the well-being of the public interest of the community at large. Many different interested parties, including non-profits and adjacent homeowners and businesses, can petition the Court to establish a Conservatorship of a problem property.
- While the above strategies are focused on enforcement, balanced programs also offer the “carrot” or an incentive for landlords to be productive community stakeholders. Good landlord programs or incentives have been developed in a number of markets to encourage pro-active support and coordination with public interests. The Center for Community Progress has noted the following incentive programs for rental housing situations.
 - One way some cities balance the rental registration program is by reducing or rebating fees to landlords who participate in good landlord or similar programs. The Utah Good Landlord Program offers a significant financial incentive in the form of a waiver of almost all of the Disproportionate Impact Fee. The criteria for participation in the program are set forth in the state law, which require landlords to follow anti-crime provisions and comply with applicable housing codes.
 - The city of Milwaukee offers a free training program to landlords that concentrate on how to be a “proactive property manager” including code compliance, applicant screening and how to recognize and deal with drug and other illegal activity. The program is five hours long, and at the end participants receive a free 100 page manual with useful information about the legal and business issues associated with managing rental property.
 - The Crime Free Rental Housing Program, was developed in Mesa, Arizona in 1992, and is now actively promoted by the International Crime Free Association to its members.
- Additional strategies can be used to support residents living in rentals.
 - The Allegheny County Accessibility Program is a program that makes accessibility modifications for both homeowners and renters to their homes to address the needs caused by permanent physical disabilities. Allegheny County residents who meet qualifying criteria can apply for improvements such as exterior ramps, interior and exterior lifts, doorway widening, bathroom modifications and more.
 - The Weatherization Assistance program is a federally-funded program that provides income-eligible homeowners and renters free weatherization services. The improvements result in enhanced energy efficiency, reduced heating and electric bills, and make the home more comfortable.

- McKeesport has a strong rental market with only 54% of the housing units owner-occupied. About 47% of renters are paying less than 35% of their household income in rent. About 40% of renters are paying more than 35% of their household income in rent. Although rent in McKeesport is relatively inexpensive (only 9% of renter-occupied housing units have rent over \$1,000 per month), there may be unmet need for affordable housing.
 - Working to encourage new tax credit rental developments could help to address this need. Under this system, selected private tax credit developers coordinate their efforts with local philanthropic sources to leverage their work as catalytic change agents.
 - One current project in Brownsville, PA is projected to cost \$8 million, with significant financing achieved through low income housing tax credits. Local foundations have pledged an additional \$4 million in community support if the developer is successful with the tax credit application and proceeds with the project.

CASE IN POINT

LOW INCOME HOUSING TAX CREDITS

Revitalizing the housing market in Challenged and Threshold neighborhoods is often accomplished by working to build the market value of housing opportunities to close the value gap with higher value Stable neighborhoods. Oftentimes, this is done through some form of private, though subsidized, housing development activity. The largest form of this development process is the Low Income Housing Tax Credit (LIHTC).

In Challenged and Threshold neighborhoods, where properties may not be appreciating rapidly or may even be losing value, the investment into affordable tax credit housing is often the first new housing in the area in decades. The tax credits provide sufficient investment return to support a project that would otherwise not be financially feasible.

Specialized, private, for profit, housing developers often are experts in this particular housing finance mechanism. Locally, such firms include Trek Development Group, Ralph A. Falbo, Inc. (currently developing Orchard Park in Duquesne), a.m. Rodriguez Associates and others. (Many nonprofit housing developers such as ACTION-Housing also specialize in this market as well, as their work in McKeesport demonstrates.) Approximately 70% of all affordable tax credit housing is developed by for profit developers. The tax credits are competitive and overseen by the Pennsylvania Housing Finance Agency, thus forcing the developers to "up their game" to beat their competitors and secure the allocation of support. The competitive process thereby benefits Challenged and Threshold neighborhoods likely to be home to such developments.

Significant research over the years (see Lan Deng, 2011 and Smith and Williamson, 2008 among others) has demonstrated that neighborhoods with new affordable housing development are impacted more positively than otherwise comparable neighborhoods. Poor minority neighborhoods are among those that benefit most, especially when strategically located and complemented by related revitalization efforts.

Properly situated and balanced, affordable housing tools such as tax credits catalyze additional investment into the community and lead to increased home values. Closing the value gap with Stable neighborhoods results, allowing some communities to fully make the transition into Stable neighborhoods.

Take a comprehensive approach to mitigating vacancy in buildings and land in threshold neighborhoods

Vacant property and vacant lots are indicators of the economic challenges in Threshold Neighborhoods. While selective demolition may be appropriate for some of these structures, many others can be addressed using other strategies. (See the next section, Considerations in Demolition, for greater analysis and detail in this approach.)

- The Center for Community Progress offers a Vacant Property Registration Ordinance template for municipalities to refer to in the development of their own ordinance. It identifies three purposes to the ordinance:
 - To ensure that owners of vacant properties are known to the city and other interested parties and can be reached if necessary;
 - To ensure that owners of vacant properties are aware of the obligations of ownership under relevant codes and regulations; and
 - To ensure that owners meet minimum standards of maintenance of vacant properties.
 - In addition, the fee structure established in the ordinance may serve additional purposes, including covering costs incurred by the municipality to deal with vacant properties, and under some circumstances, motivating owners to restore and reuse vacant properties.
- As noted in the Considerations for Demolition section, one alternative to demolition is to board and secure (“mothball”) vacant properties for future redevelopment interest. As Threshold Neighborhoods are already indicative of weak market demand for housing in these areas, there is little likelihood of vacant land being productively reused for new housing opportunities in the near future. As such, municipalities should evaluate the future land use of the site as part of the analysis before choosing to proceed with demolition.
 - Some communities have found that artistic and aesthetically pleasing boarding strategies are more accepted by the community at large and have fewer negative perceptions than they might otherwise. The Hill District of Pittsburgh features buildings that have been boarded and secured, but feature vibrant flower patterns on the boards or window themes on the window boards, helping to reinforce a bit of the sense of place that would be activated if the home were occupied.
- While vacant structures are one aspect to the problem in Threshold Neighborhoods, lots where structures once stood are also a significant element of the challenge. There are an estimated 2500 vacant lots in McKeesport alone. Many, if not the majority, of these parcels that are negative factors in the community dynamic are a result of the demolition of the blighting property that preceded it on that site.

- Cleveland and Sandusky, Ohio both feature “mow to own” programs that provides credit to neighbors who mow and maintain vacant lots to be applied to the purchase price of the land. While the purchase price is nominal, the intent is to ensure that the lots will be maintained upon transfer. Initiating the transfer for \$1, as some municipalities do, may not ensure the continued maintenance of the lot into the future. Working through the sweat equity program is thought to enhance the likelihood of future maintenance.
- In the Mt. Washington neighborhood of Pittsburgh, individual vacant lots were included in the establishment and expansion of what has become Emerald View Park. Lots adjacent to the park were included in the overall park master planning process, conveying them from unloved community eyesores to part of the maintenance and trail development strategy of the park program.
- McKeesport has worked in 2014 with GTECH Strategies in the ReClaim McKeesport vacant lot remediation program. GTECH provides technical assistance, planning, and funding for the community to develop individual plans for these sites with an intent to mitigating the blight that vacant land creates.
- Similarly, Student Conservation Association works with local community youth on greenspace and vacant land strategies while teaching conservation and building employable skills.
- The City of Pittsburgh features the Love Your Block program provides \$2,000 in funding to community residents and organizations tackling public place enhancements. Frequently, the program supports area residents in their efforts to beautify vacant lots with planters, community gardens, and public art.

Challenged Neighborhoods

Demolition is the primary tool of stabilization in Challenged Neighborhoods. The aim is to get things under control in these neighborhoods, oftentimes while using the strategies of Threshold Neighborhoods in concert with these efforts. At the same time, demolition approaches, especially those conducted in either Stable or Threshold Neighborhoods can be too aggressive and may need to consider other factors at play.

Establish a formal, written demolition strategy for use in challenged neighborhoods.

With a limited ability to keep pace, establishment of a formal, written, demolition strategy is key. The strategy should evaluate when it is best to demolish a structure versus when an alternative strategy such as boarding and mothballing the structure may be a more cost effective solution that facilitates redevelopment activity in the future.

While the final strategy should be refined and customized, the factors highlighted below could serve as a baseline for consideration. Develop an appropriate “score sheet” of these and other factors to assess the need for demolition of any particular structure.

- Is the building historically, architecturally, or culturally significant?
- Is the building a current safety hazard, a threat to public health, safety and welfare, or structurally dangerous, or is it just unoccupied?
 - Public safety is one of the primary functions of municipal government, and burned out shells should be demolished expeditiously, in whatever neighborhood they occupy.
 - Vacancy, even long term vacancy, does not necessitate demolition, however. A recent study of the Hill District of Pittsburgh noted 373 vacant buildings. Yet, the same study indicated that only 80 (21%) of these required demolition. The balance was recommended for mothballing, or further analysis of redevelopment potential. Recently, new funding was approved in the Tax Increment Financing district accompanying the redevelopment of the former Mellon Arena site that would mothball and preserve these vacant units as far away as the Upper Hill District so that the private market can “catch up” to these units, and ensure that they will not be lost to the neighborhood fabric in the interim.
- Is the building open to trespass? Can this situation be resolved through boarding of vacant structures rather than demolition?

- Focus: HOPE in Detroit, Michigan uses community volunteers and funding from insurance company programs and foundations to board and secure vacant property.
- Type of construction (masonry versus frame):
 - Masonry structures are more durable to vacancy over time and should be boarded for preservation rather than demolished if possible.
- Is the building adjacent to other occupied property?
 - Generally speaking, other than immediate safety hazards being prevalent, demolition should proceed rarely when otherwise occupied property is prevalent. Creating a “missing tooth” impact in weak market communities does not solve the problem. Rather it encourages additional abandonment and vacancy as the neighborhood takes on the pall of blight.
 - In this analysis, it is therefore preferable to demolish a unit on the end of the block, rather than in the middle of an otherwise occupied block of homes.
 - Conversely, to above, it is also true that demolition of particular problem properties could enhance the value of adjacent homes, particularly the removal of severely structurally compromised property or the demolition of obsolete alley houses.
- Is the area one of a high concentration of homeownership?
 - Some practitioners have found that excessive demolition negatively impacts the homeownership rates in a community. Vacant structures in areas of high homeownership should be evaluated carefully before proceeding with demolition.
- Rather than demolish a building, it may be preferable to convey the property to a new owner through a program like the Redevelopment Authority of McKeesport’s



According to the Historic and Cultural Plan in AlleghenyPlaces, two key challenges to preserving community history and character are misperceptions about rehabilitation of historic structures, and lack of understanding about the economic value of historic properties. The AlleghenyPlaces Housing element recommends that municipalities inventory properties/structures that are vacant or abandoned and note their condition. Structures that are significant in some way and can still be saved should not be the top priorities for demolition.

Vacant Property Review Program, which allows for the purchase of vacant lots and blighted structures.

- One study in Detroit, Michigan, found that 8 of every 10 properties sold in tax sales reverted for back taxes again within five years, further exacerbating the situation prior to the establishment of the Detroit Land Bank.
- The Center for Community Progress has established national best practices for land banking strategies for communities large and small.
- The Local Government Academy has developed a training series for local officials reflecting best practices and new tools recently enacted in Pennsylvania under the “New Tools in the Fight Against Blight” sessions.
 - Likewise, the Housing Alliance of Pennsylvania has recently published the “Fight Blight Brightly” handbook of tools, techniques, and strategies.

A Plan for Government, Outreach, Services, Infrastructure and Energy

Providing residents and businesses with high quality services while maintaining fiscal responsibility is an important focus. Balancing investments of time and resources as part of delivering improvements and programs to the public are of utmost importance to the administration's everyday roles and responsibilities now and in the decade to come.

Leaders and staff are interested in and committed to advancing the effectiveness of services delivered.



Government, Outreach, Services, Infrastructure and Energy Goal

*Take a long-term and big-picture view on all
city decisions*

Outreach

Outreach efforts are aimed at reaching an audience outside the city as well as internal audiences.



Enhance general marketing efforts to show McKeesport in an improved light.

Often distressed communities are known by the outside world only for the negative aspects such as crime, poverty, and abandonment. This is usually the case because local media outlets only feature news of the community when it is bad. However, despite experiencing some of these unfortunate conditions, in reality the City is making strides toward revitalization. Develop a marketing campaign and approach the city as a business/product: Create a brand and marketing plan to:

- Manage brand and marketing
- Approach current residents, businesses and organizations as current customers to be retained
- Approach potential residents, businesses and organizations as potential customers to be attracted

Efforts include attracting new businesses, improving infrastructure, and constructing new housing. To overcome any negative perceptions and highlight positive accomplishments and its vision for the future, the cities should increase efforts to promote themselves in a positive manner.

Often the only way to make a hard decision is to come back to the purpose

David Allen

- Use City and Redevelopment Authorities websites to better showcase upcoming and recent projects, positive facts and figures, and profiles of local residents improving the community; update regularly
- Enhance/create new marketing and press materials to highlight opportunities and incentives available
- Establish relationships with and regularly meet with area and **regional** media/press representatives to encourage more positive coverage
- Send regular press releases of positive events to local press outlets
- Engage former residents who can become cheerleaders and advocates of change and success (seeing former residents as an asset who can continue to be engaged in the community)

Find new and nontraditional marketing methods to showcase the cities and recruit niche businesses and new residents

- Solid, affordable and attractive housing stock exists in the community. Yet the awareness of these homes is quite weak. A champion of promoting these options needs to be established. This could be the Redevelopment Authority, a local nonprofit, or some other entity. This effort would include:
 - Outreach to the real estate brokers and sales persons to familiarize them with the options in the community. Oftentimes, prospective homeowners are steered by these industry professionals to other markets for an expedited closing, and developing relationships with those that specialize in niche markets is important. This effort could include quarterly tours of homes on the market or some shared marketing strategy, such as co-operative ad purchases.

CASE IN POINT

REACH OUT TO PROFESSIONALS

The South Side Slopes Neighborhood Association has conducted outreach to local real estate brokers to promote their listings at no charge in their annual StepTrek program book. These brokers likewise often feature Open Houses along the walk route to reach an audience they otherwise would have limited access to.

Many communities conduct outreach to real estate developers, brokers, and sales persons to build interest in the neighborhood market. Engaging with these industry professionals by hosting an occasional meeting to understand their perspective, issues, and concerns increases the vitality of the market potential

This practice has taken place in Lawrenceville, Mt. Washington, and the South Side of Pittsburgh

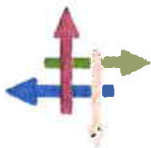
Maintain positive relationships with UPMC McKeesport and Penn State to accomplish community goals and ensure business/organizational needs are being met.

UPMC McKeesport and Penn State McKeesport are the City's two largest institutions. Both organizations employ City residents, but perhaps more importantly, bring significant numbers of visitors and students to the City who spend money while there. In addition, both institutions contribute substantially to the City's tax roll. It is critical to the future of McKeesport that they continue to thrive and remain in the City. Therefore, the City must ensure that the institutions are content with McKeesport in every aspect, and that their needs are addressed. To implement this strategy, the City should:

- Establish relationships with presidents/officials to encourage ongoing communication with the City
- Provide marketing and press materials to highlight opportunities and incentives available in McKeesport that may serve the institutions' needs
- Arrange regular meetings with hospital/university officials

Work with major employers and job training programs to guide residents to local jobs

Government, Services, Infrastructure and Energy



Implement ordinance updates to address land use issues identified in the other plan elements

- Built-out communities oftentimes have zoning or other ordinances that are inconsistent with new housing design and construction techniques. An evaluation of current zoning and related building ordinances may alleviate the potential to discourage desired new development from taking place.
- Ensuring that zoning ordinances continue to advance single family occupancy is important to the stability of the community in the long term.

- While zoning addresses health, safety and welfare issues, community design guidelines ensure that development and redevelopment is compatible with existing neighborhood fabric. Design guidelines respond to issues of height, scale, setback, exterior detailing, garage placement, material selection, window proportions, etc.

As discussed in the Background Studies and Trends Chapter, McKeesport is a highly urbanized area with full access to service, infrastructure and energy.

Prepare to make strategic investments in infrastructure and energy systems to support the city's long term vision.

- Align long term improvements with planned growth and development. Utilize infrastructure investments to facilitate growth areas.
- Continue to make long term capital improvements to utilities and water systems and address problems as they arise

Code enforcement is an important concern. There appears to be a need for increased capacity and increased enforcement. As outlined in the Cooperation, Collaboration and Interrelationships Chapter, the cities are going to assess possibilities related to shared code enforcement. Rethinking the role of the fire department is another strategy that McKeesport can utilize because it maintains a professional fire department.

Consider ways to expand the reach of the fire department.

Code enforcement is a key element in protecting community character as well as public health, safety and welfare. Swissvale Borough, outside of Pittsburgh has successfully enlisted their professional fire department to assist in code enforcement activities.

CASE IN POINT

SWISSVALE FIRE DEPARTMENT

As code enforcement is a health, safety and welfare situation, the Borough of Swissvale pioneered a unique strategy to catch up on its code enforcement efforts. Code enforcement responsibilities were transferred to the Fire Department for oversight. In the downtime between runs, the department conducted a methodical, block by block review of the conditions in the community. They approached this effort objectively, by alphabetizing the street names and advancing through the list for the review.

Water Service

Barring significant unforeseen industrial or other water needs, the current water and sewer facilities will be able to accommodate anticipated growth and development in McKeesport. It is not anticipated that expansion or extension to the existing sewer system is needed. It is not anticipated that expansion or extension to the existing sewer system is needed. This plan for the reliable supply of water is generally consistent with the State Water Plan. Lawful activities such as extraction of minerals impact water supply sources and such activities are governed by statutes regulating mineral extraction that specify replacement and restoration of water supplies affected by such activities.

*Obstacles are
those frightful
things you see
when you take
your eyes off your
goal.*

Henry Ford

Sewer Service

The Municipal Authority of the City of McKeesport (MACM) owns and operates a wastewater treatment plant and conveyance system serving the greater McKeesport area. The communities served by the Authority include in whole or part of the City of McKeesport, City of Duquesne, East McKeesport Borough, Elizabeth Township, Liberty Borough, Port Vue Borough, North Versailles Township, Versailles Borough, White Oak Borough, Glassport Borough, and Lincoln Borough.

The Municipal Authority of the City of McKeesport has enacted its Act 537 plan in the City of McKeesport. The Authority has upgraded its plant capacity from an average flow of 11.5 million gallons per day, with a peak flow of 21 million gallons per day to an average flow of 23 million gallons per day, with a peak flow of 56 million gallons per day. The Authority also constructed two new pump stations and upgraded their existing three pump stations to help convey flow to the plant more efficiently. With the upgrades to the plant and the pump stations, the Authority believes it will achieve an 85% reduction of combined sewer wet weather overflows.

Stormwater

Watersheds in this region are covered by the Pennsylvania Act 167 Stormwater Management Plan. Allegheny County is currently preparing a county-wide Act 167 Plan that will update the existing plan. PA Act 167 requires municipalities to adopt a local Act 167 plan that is consistent with the County's plan within six months after the PA Department of Environmental Protection has approved the County's plan. The proposed Allegheny County Act 167 plan will include a model ordinance that can be used for this purpose, so achieving compliance could be inexpensive and relatively simple.

A Plan for Transportation, Assets and Amenities

Providing residents and businesses with high quality services while maintaining fiscal responsibility is an important focus. Balancing investments of time and resources as part of delivering improvements and programs to the public are of utmost importance to the administration's everyday roles and responsibilities now and in the decade to come.

Leaders and staff are interested in and committed to advancing the effectiveness of services delivered.



Transportation, Assets and Amenities Goal

Leverage and enhance existing systems with targeted investments

Parks, Recreation, Natural and Historic Resources, and the Bicycle and Pedestrian Network

Inventories of park, recreation, natural and historic resources can be found in the Background Studies and Trends Chapter. Based on municipal budgets and projected continued population declines, the overall plan for parks and recreation is to support and enhance existing spaces and amenities.

Primary natural resources consist of riverfront areas and steep slopes, where development should be restricted. A number of historic resources were identified, which can be used to help build community character.

Exploit the City's position on the Great Allegheny Passage to enhance retail development opportunities.

The Great Allegheny Passage is a unique potential economic development resource. It brings with it many opportunities for new businesses that want to be near the trail as a quality of life amenity, as well as retailers and other businesses that can take advantage of trail users as customers. The City should enhance efforts to attract these types of businesses, and ensure that the trail's attributes are maximized as part of these efforts. There is always opportunity, particularly as trail traffic expands. It may be difficult to operate trail businesses like lodging properties or bike shops given proximity to Pittsburgh, but there are some opportunities to connect to the trail and offer basic services (café, ice cream, snacks, inner tubes, maybe even a bike rental). The trail should not be sold as an opportunity that will fully support a business, but rather one that can supplement income.

- Consider temporary retailers at first to test the market, including pop-up retailers/restaurants and food trucks

*The best place to
succeed is where you
are with what you have.*

Charles Schwab

- Research and contact local food truck operators, restaurateurs, and eventually other retailers (recreation-related outfitters/retailers) to gauge interest in a potential location along the Great Allegheny Passage
- Establish relationships with and meet with company representatives to market the cities and the trail
- Promote the numerous financial incentives for businesses
- Seek out and consult with entrepreneurial/business development organizations (e.g. Duquesne University's Small Business Development Center) to help recruit businesses

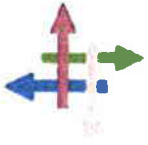
The Great Allegheny Passage: One Trail with Many Opportunities

Recreation Users: The Great Allegheny Passage is regional economic generator connecting the community to a growing market of consumers who spend money on leisure and recreational activities. This connection supports many types of non-residential activity. The growth opportunities for businesses related to the trail is significant. The *2012 Trail Town Business Survey Report* (The Progress Fund) looked at businesses related to the trail and found that, of those responding, they weighted average income per establishment was \$650,000 with over 50% of that income being generated in the summer months. Even though these establishments are open year round, the bulk of their income is generated in a three month window 9.1% of the businesses were located in Allegheny County (the county with the most businesses was reported in the survey was Somerset at 37.5%).

The *2012 Trail Town User Survey Report* (The Progress Fund) surveyed the users of the trail and had 1,195 respondents. 6.4% of the respondents started their rides in McKeesport while 9.2% ended their rides in McKeesport (the highest ending point for all riders was in Boston, PA with 19.5%). The survey also showed a drop in multi-day users over the previous survey and a growth in daily trail users. This does not mean that the overall multi-day user rate has fallen, but rather the overall usage of the trail has increased, with daily users being the largest growing sector. These daily users can spend a significant amount of money. The survey looked at group average spending rates for groups of three people. The highest amount of money spent on the trail per person was \$228.85 in Cumberland, Maryland. The lowest average amount of money spent is in McKeesport with \$15.07. In Homestead, the average user is spending \$179.37. There are untapped business opportunities related to trail use in the City as well as opportunities to introduce and welcome trail users to the communities.

Commuters: Bicycle commuting is on the rise in the US. Based on the 2013 American Community Survey results from the Census Bureau, bicycle commuting has increased 408% in Pittsburgh since 2000, the largest increase of any city in the US. The rates have doubled since 2007 to 2%, which places Pittsburgh in 11th place for rate of bicycle commuters, just behind Philadelphia.

The City has the ability to make themselves bicycle friendly communities attracting investment and residents for a lifestyle that is not fully auto dependent. The reason a community would want to make the leap towards being a bicycle friendly one is simple. It is cost effective and attracts a younger group looking for a lower impact, less expensive lifestyle. With the average vehicle yearly costs around \$6,000 - \$7,000 people have found that using a bicycle as a daily means of transportation gives them more money in their pocket. The highest rate of bicycle commuters are the most educated workers (representing roughly half of bicycle commuters). The City is poised to attract residents interested in bicycle commuting by utilizing and enhancing connections to the Great Allegheny Passage. By having a strong bicycle connection, residents have options. With a close proximity to downtown Pittsburgh and a direct connection on the Great Allegheny Passage, the City can become bicycle bedroom communities for urbanites attracted to a low cost of living and convenient location.



Leverage the Great Allegheny Passage to showcase the community and give people a reason to ride there from Pittsburgh or other destinations.

Often distressed communities are known by the outside world only for the negative aspects such as crime, poverty, and abandonment. However, despite experiencing some of these unfortunate conditions, in reality the city is making strides toward revitalization. To help overcome negative perceptions, highlight positive accomplishments and attract businesses and residents, the cities should increase efforts to promote themselves in a positive manner.

- Riding to McKeesport is a nice 20+ mile ride from Pittsburgh. A stop for lunch or snacks before heading back is probable.
- McKeesport is nice starting point from the east if people want to park their cars and ride into Pittsburgh.
- Find opportunities to get involved with Rivers of Steel, a nonprofit committed to preserving, interpreting and managing the historic, cultural and natural resources related to big steel. Rivers of Steel hosts popular tours.
 - There are opportunities to get involved with trail-related steel heritage tours showcasing industry—past and present—that the communities are built around as well as churches, historic buildings and other community institutions.
- Work with nearby trail towns to organize bike tours and create itineraries. Itineraries are an inexpensive way of telling a community's story and a lot of cyclists are looking for such information. Itineraries could be themed and also direct people to local businesses.
 - Cycling church or historic tours could travel along the trail with "excursions" into communities. These could be organized group rides or itineraries available for riders to use in planning trips.
 - Ghost signs are a niche tourist interest. There are a number of ghost signs along the trail. Itineraries

A ghost sign is an old hand painted advertising sign that has been preserved (intentionally or inadvertently). They attract a niche group of preservationists and history buffs.



Ghost sign in Tarentum, PA.

and events could be created around the ghost signs to bring people into the communities. There are also artists who can enhance and restore signs that are extremely faded or damaged without altering the work—like a fresh coat of paint.

- Promote this section of trail for families:
 - Less busy than Pittsburgh
 - Ride 4-5 miles between Duquesne and Riverton Bridge in McKeesport for a great view of the Mon; Ride 4-5 miles from McKeesport to Homestead for a view of the roller coasters at Kennywood.
 - Engage with local organizations and churches. For example, at Appalachian Trail Days in Damascus, VA, the churches really connect to trail users: cookouts, showers, etc.
 - Build a relationship with the progress fund and keep up to date on information like trail counts.

*Imagination is
more important
than knowledge.*

Albert Einstein

Consider ways to connect more residents to Renzie Park without cars; continue to invest in Renzie Park

- Consider existing hillsides as assets and look for ways to utilize hillsides as open space and as an opportunity for long-term pedestrian and bike connections through the community.

Find opportunities to partner with UPMC and/or Penn State University to develop a community wellness program that could focus on both programs and physical infrastructure projects.

Focus on preserving the remaining historic structures and reach out to local preservation organizations to help with promotion, preservation and programming.

- Showcase historic structures with online maps, bike itineraries and participation in regional efforts.

Rethink the river as the front door to the city

Consider creating a temporary beach/park recreational area on the Monongahela River at "the Point." Quality of life is an important consideration for attracting residents and businesses to McKeesport, and recreational amenities are key to an enhanced quality of life. The Monongahela riverfront offers many opportunities for adding a recreational component to the City, particularly at "the Point" where the Youghiogheny and Monongahela Rivers meet. For this location, the City should consider creating a temporary beach during warmer months, where residents can relax, recreate, and enjoy views of the river. This could involve adding sand, chairs, hammocks, art installments, games, a performance stage, food trucks, and small vendors. These "pop-up" beaches and parks have become popular and very successful temporary (and relatively inexpensive) amenities in many cities across the country. Examples include the Oval and Spruce Street Harbor Park in Philadelphia, Campus Martius Park in Detroit, Brooklyn Bridge Park in Brooklyn, NY, and Sugar Beach in Toronto. Locally, Aspinwall is creating a temporary beach on the Allegheny River.

- Contact Project for Public Spaces, or another similar organization, to explore ideas for and feasibility of a temporary park at "the Point"
- Begin researching potential funding sources for a temporary park; possible sources include area foundations and Artplace (a collaboration of national foundations that fund such projects)
- Consider temporary retailers at first to test the market, including pop-up retailers/restaurants and food trucks. Research and contact local food truck operators, restaurateurs, and eventually other retailers (recreation-related outfitters/retailers) to gauge interest in a potential location in McKeesport as part of a park at "the Point"
- Promote the numerous financial incentives for such businesses appropriate for "the Point"

CASE IN POINT

EMERALD VIEW PARK

Recognizing the untapped potential of hillsides, the City of Pittsburgh and the Mount Washington Community Development Corporation initiated a planning process to enhance and expand the park's existing trail system. The 235-acre park flanks the slopes of Pittsburgh's hilltop neighborhoods and provides important green space in dense urban living. The trails have become a unique neighborhood feature in Mt. Washington—acting as the community's main street and providing public space for neighborly social interaction as well as physical fitness and recreation.

- Designated as Pittsburgh's fifth Regional Park in 2007.
- Challenges include existing homeless encampments, illegal dumps, difficult terrain and heavily trafficked streets.
- Student Conservation Associates constructed 6 miles of trails in early implementation efforts.
- The provision of recreational amenities was balanced with protecting wooded hillsides that stabilize steep slopes, reduce runoff, decrease heat effects, absorb airborne pollutants and provide valuable wildlife habitat.



Emerald View Park in Pittsburgh's Mount Washington Neighborhood. MWDCDC.org

Vehicular Transportation Network

A number of important regional roads run through McKeesport. Land use considerations related to those roads can be found in the Land Use and Economic Development Section of the Plan Elements Chapter. A comprehensive inventory of roadways can be found in the Background Studies and Trends Chapter. Parking and roadway capacity was designed to handle significantly higher population, more robust industrial activity and regional commerce. However, because vacancy and blight has been scattered throughout the community, there are few (if any) opportunities to reduce roadways (or other similar infrastructure like underground pipes).

McKeesport Vacant and Blighted Lands Map, 2012



Based on population growth projections and the build-out analysis (found in the Appendix), the current road systems in McKeesport can support anticipated growth. Further, additional industrial development will not strain the existing roadways beyond their existing capacity. The focus of the plan for the vehicular network focuses on supporting planned development in key focus areas and targeting roadway improvements to improve the city's regional image.

Invest in gateways and primary corridors.

The most important investments should be coordinated within the Key Focus Areas and follow design guidelines outlined in the Land Use and Economic Development Section of the Plan Elements Chapter.

Reprioritize transportation system improvements based on development and land use changes to accommodate changing needs for capacity.

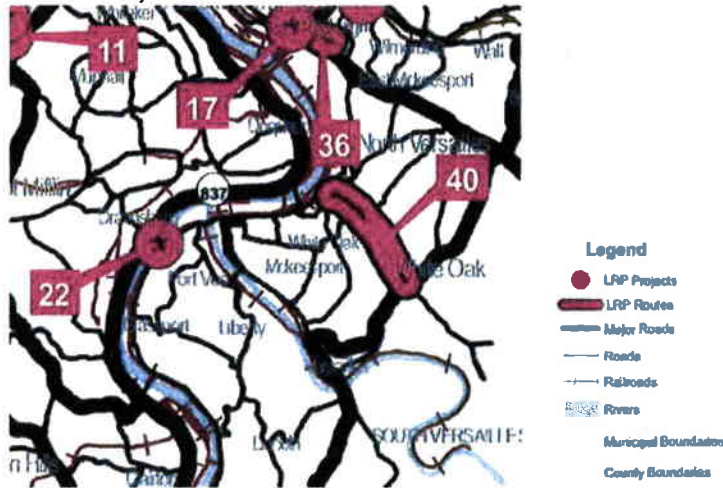
Make stronger connections to the GAP on the existing community road network. Crosswalks are key; as are signage and attractive, safe places to park bikes. Pursue physical business district streetscape improvements on 5th Avenue, including returning street to two-way.

Fifth Avenue in McKeesport is currently a one-way street through the downtown area from west to east. Two-way streets in business districts are better for pedestrians, drivers, and retailers than one-way streets. They encourage slower traffic making it safer for pedestrians to cross streets; they make it easier for drivers to find parking and get to businesses without having to circle around blocks; and they provide retailers more visibility due to slower traffic and ease of access. Therefore, a street enhancement project is recommended for 5th Avenue to return it to two-way, which will contribute significantly toward a revitalized commercial district.

- Research funding opportunities for streetscape design
- Conduct conceptual planning and preliminary design of potential improvements. A consultant's help may be needed with the conceptual planning/preliminary design phase but it is less expensive than the actual engineering and design of the improvements. That step is also needed to determine both the cost and the scope of work for final engineering and design. The conceptual design phase can also involve the community through activities such as charrettes or events such as those promoted through the Better Blocks Program
- Secure funding for design
- Prepare an RFP for design/engineering services, hire consultant to prepare documents
- Explore funding for physical public realm improvements through programs such as PennDOT's Transportation Alternatives Program (administered by SPC) and the PA Multimodal Transportation Fund.

Coordinate with Allegheny County and the SPC to get the project on the regional Transportation Improvement Plan. The Southwestern Pennsylvania Commission has identified a number of projects in their 2040 Transportation and Development Plan for Southwestern PA Fiscally-Constrained Component that could impact McKeesport.

Southwestern Pennsylvania Commission 2040 Transportation and Development Plan for Southwestern PA – Relevant Projects



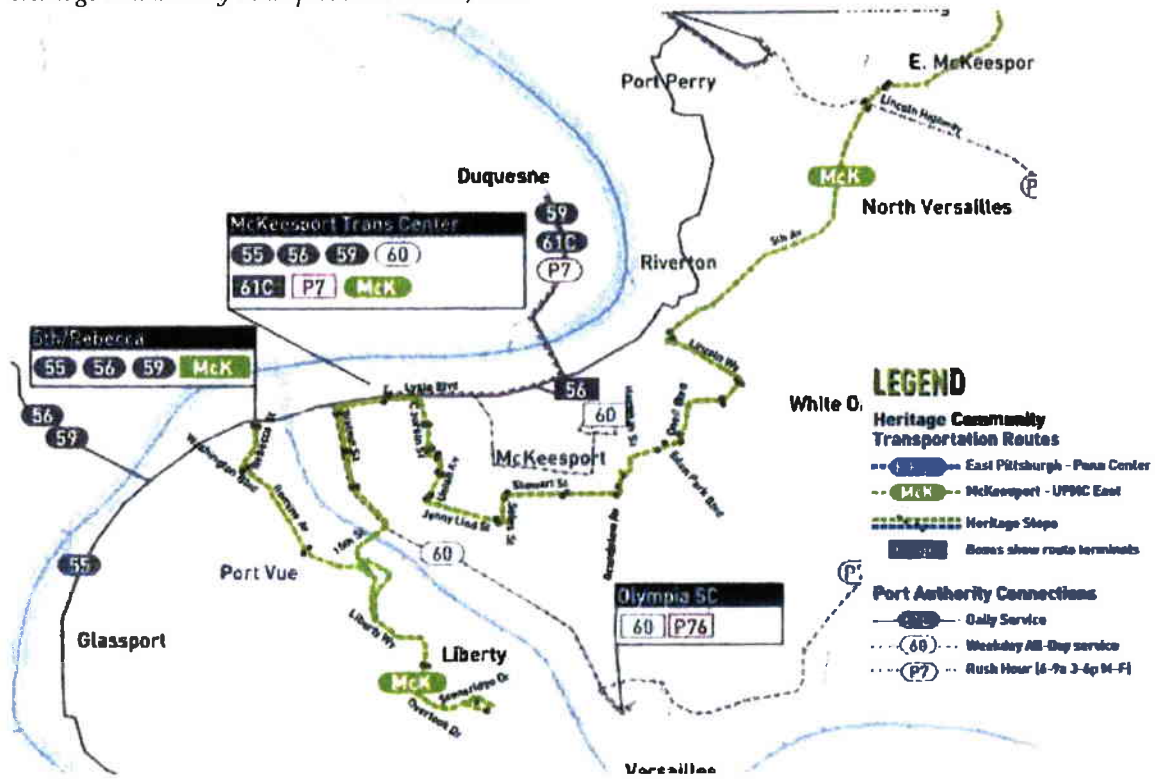
Project 40, identified on the map above, represents the widening of Lincoln Way in White Oak. Project 22, identified on the map above, represents improvements the rehabilitation of Mansfield Bridge, which was completed in October of 2014.

Mass Transit

McKeesport has experienced significant cuts in service from the Allegheny County Port Authority in recent years. Discussions with the Port Authority reveal that service levels are continuously being analyzed and reconsidered. Representatives emphasized the importance of sharing data and planning efforts to ensure that the Port Authority has up-to-date information.

Heritage Community Initiatives serves areas of the Mon Valley with WorkLink—a fixed-route van service filling critical transportation gaps that is designed to get residents to employment, retail centers and the greater transportation network. WorkLink does not currently have a route through or stops in Duquesne but Duquesne residents can connect to WorkLink lines via existing Port Authority routes.

Heritage Community Transportation Routes, 2015



Continue to advocate for public transportation and keep in contact with Allegheny County Port Authority and Heritage Community Initiatives.

CASE IN POINT

MCKEESPORT TRANSPORTATION CENTER IMPROVEMENTS PLANNED

Recognizing

Port Authority of Allegheny County plans to replace the badly deteriorated McKeesport Transportation Center with a multimodal terminal serving regional and local buses, vans and ACCESS paratransit routes.

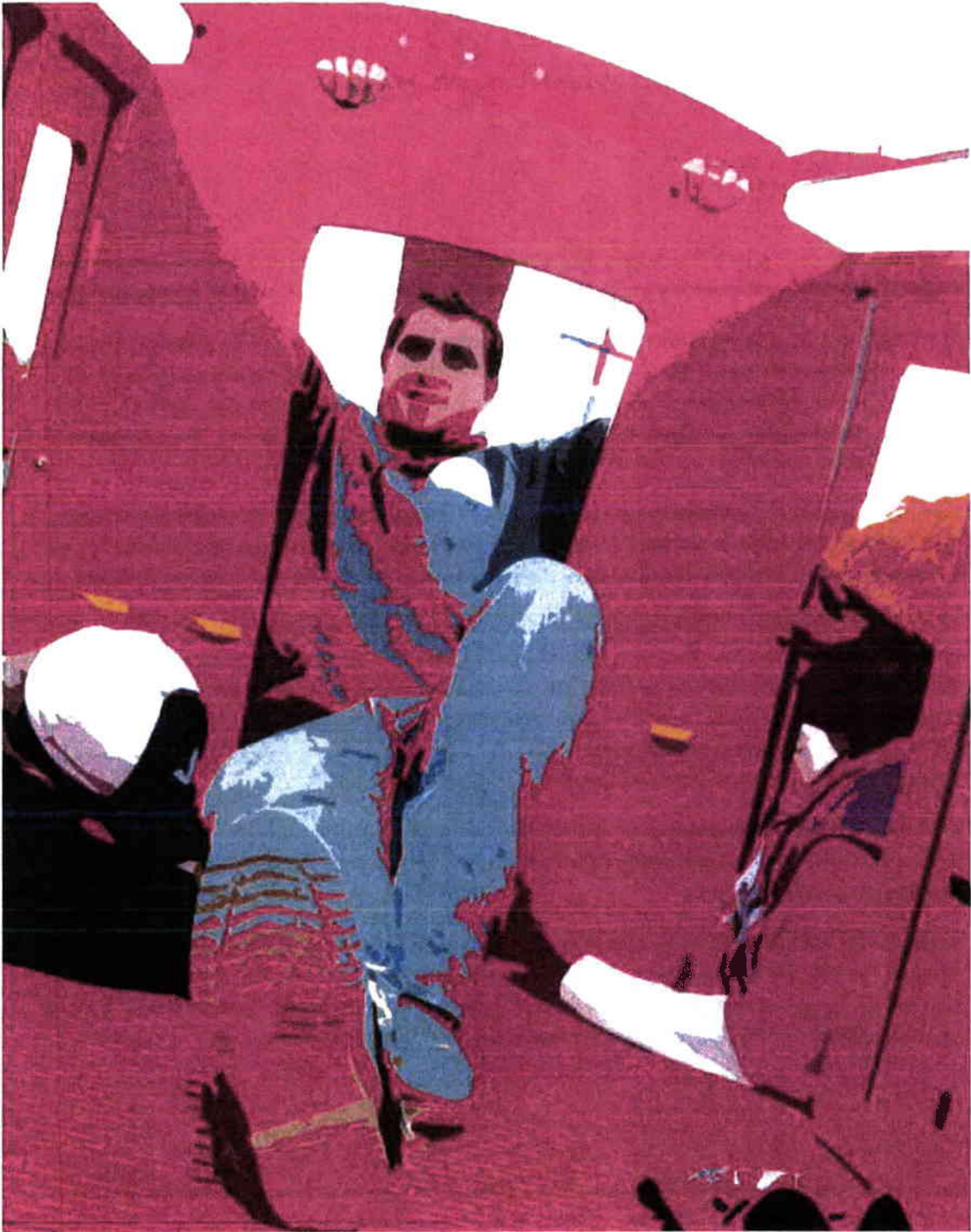
The project is among 86 recipients in 35 counties sharing \$84 million granted by PennDOT from the Multimodal Transportation Fund established in Act 89 of 2013. "The Multimodal Transportation Fund was designed to provide grants to encourage economic development and ensure that a safe and reliable system of transportation is available to the residents of Pennsylvania," said state Sen. James Brewster, D-McKeesport.

Port Authority plans to demolish the center, built for \$3.2 million in the late 1970s along Lysle Boulevard. It sits between Locust Street and the Coursin Street flyover ramp, two of three access roads into Regional Industrial Development Corp. of Southwestern Pennsylvania's Regional Industrial Center of McKeesport.

"It leads me to believe when you are going to put money into a new transportation center that the Port Authority expects that it will be used," Mayor Michael Cherepko said. The mayor anticipates additional use from commuters coming into the RIDC site. Port Authority will continue to have a park-and-ride lot now found outside the center, as well as access to the Great Allegheny Passage bicycle trail. "This project will both create jobs and give McKeesport a state-of-the-art transportation center that will enhance our regional appeal," said Democratic state Rep. Marc Gergely of White Oak.

Over the years the old transportation center accumulated a full share of problems. "Generally we hope to replace the badly deteriorated building with a better transit facility to serve riders," Ritchie said. "Details of the work are not yet finalized."

When it was built, daily Amtrak train service linked McKeesport with Washington, Pittsburgh and Chicago. The old Tube City still was a stop for the Capitol Limited, first provided by the Baltimore & Ohio Railroad that once had commuter service between McKeesport and Pittsburgh. From 1975 until 1989 the old Port Authority PATrain commuter service had stops in McKeesport and Braddock. I



Cooperation, Collaboration and Interrelationships

This comprehensive plan provides a long-term picture that seeks to organize and optimize Duquesne and McKeesport's opportunities for collaboration and cooperation. Interrelationships among the plan's key elements as well as consistency with the plans of Allegheny County and neighboring municipalities are important pieces related to cooperation and collaboration as well.

Joint Actions

The cities of Duquesne and McKeesport are working towards a common vision. While many actions will be undertaken by the cities and their respective stakeholders and partners, there are a number of joint actions that will provide a strong foundation for the cities' individual efforts. Joint actions should meet the following criteria:

- Be of benefit both cities—the community as a whole. Each city has important actions and strategies to implement independently. Joint actions must be mutually beneficial.
- Be implemented with a no-blame approach. The key in undertaking joint actions is collaboration and relationship-building. Both cities must be prepared to move forward and respond to both successes and setbacks.
- Be cost-effective. Joint actions should not be undertaken simply on principal. Duquesne and McKeesport are separated by a river and do not share municipal services. Joint efforts must make sense from a fiscal perspective to be successful.

*Duquesne and
McKeesport are
dynamic cities of
enduring value,
committed to a future
of new opportunities
and discovery.*

*Comprehensive Plan
Vision Statement*



Broaden the Range of Allowable Uses Designated in Both City Ordinances Related to RIDC Properties

The presence of RIDC-owned properties in both Duquesne and McKeesport presents significant opportunities and challenges. There is a desire to expand uses and raise the bar in terms of the built environment. There is also a desire to level the playing field by ensuring that development opportunities and zoning regulations are consistent between the two cities.

Ultimately, they want to see new economic development and job creation through continued industrial land uses along the riverfront areas with the expansion of additional land-use types. However, the cities do not want to be in competition with one another for development at the RIDC parks. Both Duquesne and McKeesport are planning updates to their zoning ordinances at the conclusion of this comprehensive planning process. The zoning related to RIDC parks in each city should create equal opportunities for uses by right (permitted), conditional, and special exception land uses as well as performance standards and design guidelines.



Create a Joint Trail Committee

The Great Allegheny Passage trail passes through both cities with a trailhead and parking areas near each downtown. As discussed above, there are opportunities to promote the cities via the trail and strategies that can be used to invite trail users off of the trail and into each city. While there are individual actions that each city can undertake to reach their goals related to the trail, there are number of significant opportunities for collaboration and cooperation. Both cities need to be poised to recognize and take advantage of potential opportunities. The cities should convene and Joint Trail Committee to meet regularly and discuss issues and opportunities related to the trail, strategies for leveraging investment and opportunities for partnership. For example, the cities may be able to identify grant opportunities to do joint trail-related enhancements at each city's trailhead, opportunities to create events that are focused on the trail or the creation of trail itineraries to guide cyclists from the trail to amenities within each city.

To make knowledge productive, we will have to learn to see both forest and tree. We will have to learn to connect.

Peter F. Drucker



Explore and Evaluate Options for Code Enforcement

As discussed above, code enforcement is a significant issue in each city—from shifting personnel situations to evolving needs for code enforcement. There are a number of options open to both Duquesne and McKeesport, which each city has been exploring independently. With assistance from Twin Rivers COG, the cities should evaluate all options for code enforcement and determine if there is a fiscally-sound opportunity for partnership or shared services. Third-party code enforcement and shared city personnel are all options that should be evaluated.

*Imagination is more
important than
knowledge.*

Albert Einstein



Enhance External Communication and Storytelling

The use of communication and storytelling is expanding, constantly gaining new audiences and bringing more opportunities to communities. By understanding how to use online and other media to tell a story, communities have an advantage and authority to share their messages publicly, or privately, throughout the region.

Digital storytelling, though slightly open for interpretation, is essentially work produced by “the use of computer and web technology to enhance the ability to tell stories effectively,” says Ron Green, Founder of The Digital Storytelling Center of Kansas City. Regardless of the freedom to create online and other content, the importance of a story being told well is the foundation for success.

A common discussion theme throughout the planning process was difficulties in getting the word out about positive things in each city—rather than only the negative stories that seem to appear on the regional news outlets. Duquesne and McKeesport have an opportunity to take charge of their stories—regardless of what is being broadcast on news channels. This is a significant shift in thinking but taking responsibility for storytelling and information management will help shed a victim mentality and begin to change outside and internal perceptions about Duquesne and McKeesport.

Because of limited municipal budgets, there may not be organizational capacity through existing staff to undertake this kind of communication. The cities should explore ways to work together to jointly enhance their external communication and storytelling.

A first step in the journey of enhanced communication and storytelling is a realistic evaluation. Spitfire recently released SmartScan™, a free online resource to help nonprofits assess their own communications practices. While not aimed specifically at municipal governments, these online tools are very relevant to what the cities are hoping to achieve.

Spitfire's SmartScan™ has four modules to help organizations evaluate (1) identity and branding, (2) communications planning, (3) best practices such as storytelling, media relations, and use of social media; and (4) measurement that ensures real impact. Users of this tool can pick one of these modules or any combination to address specific concerns. To learn more about SmartScan™ and begin a self-assessment, visit www.spitfiresmartscan.org.

Work with Twin Rivers Council of Governments to Utilize GIS Technology

This planning process has produced a significant amount of GIS data. The data is represented in this report as maps but the information could be used in a more interactive way. However, the cities of Duquesne and McKeesport do not have the software or trained staff to be able to utilize the data. Working with Twin Rivers Council of Governments, the GIS data could be hosted in an online account that the cities could use without any special training or software through a web browser. A great example of the way that this can be executed is at GoToTrails.com. The database is rich with information but it is displayed and organized so that trail enthusiasts who do not have special training can utilize the maps for planning and management activities.

Support RIDC's Efforts to Undertake Capital Improvements to Existing River Terminal Facilities

Conversations with stakeholders at RIDC consistently led to a discussion about the river terminal facilities in Duquesne and McKeesport and the possibilities related to multi-modal barge/rail transfer. While the cities do not have the ability to be partners in financing the capital improvements, they can

support RIDC's efforts to obtain grant funding for improvements to the river terminals or support the Redevelopment Authority's ability to provide additional financing or matching funds.

Work With Allegheny County and RIDC on the Land Remaining From the Development of the RIDC McKeesport Flyover

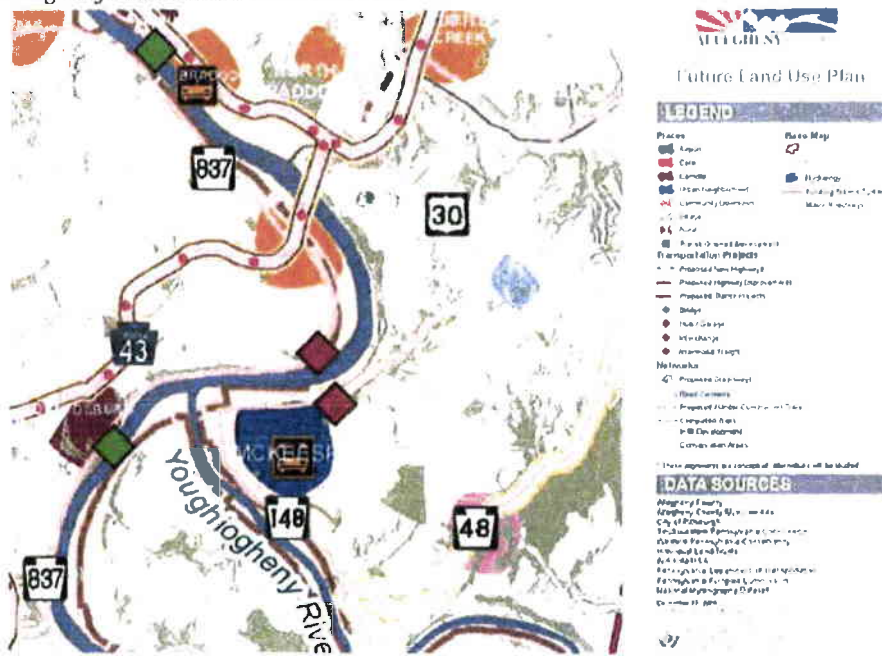
The process of acquiring land for the creation of the RIDC flyover has resulted in a remaining parcel near the Eat 'n Park restaurant on Lysle Boulevard. There is an opportunity for the development of a trailhead or trail facility/welcome center in McKeesport. If the community determines that a trail facility is not desired, working with the county and RIDC would help to make the land available for development as soon as possible.

Consistency with Allegheny County

Allegheny County's comprehensive plan, *AlleghenyPlaces*, identifies a vision for the entire county. The county comprehensive plan establishes broad goals and criteria for land use and growth management for municipalities to use in preparing their own comprehensive plans and land use regulations.

Duquesne and McKeesport's plan is consistent with *AlleghenyPlaces*. This is important because there is a greater likelihood that goals will be achieved when the County and municipalities work cooperatively on them. Another benefit is that state agencies are directed to consider and rely on comprehensive plans when evaluating grants and permit applications for facilities and infrastructure.

AlleghenyPlaces Future Land Use Plan



Urban Neighborhoods are located within the cities of Pittsburgh and McKeesport. They build on existing business districts and mixed-used areas in older, densely developed neighborhoods, and include more regionally-oriented services with a mix of housing types in a walkable setting. Revitalization of Urban Neighborhood Places will include infill development, rehabilitation of existing buildings and improved transit connections, and will take advantage of nearby cultural and recreational amenities.

Community Downtowns are similar in character to Urban Neighborhoods, but are less densely developed and include other municipalities. Most, but not all, Community Downtowns build on the existing business districts and downtowns in older communities. They will be Places where additional business development can occur in a mixed-use setting that includes residential, office, retail, and other

compatible uses. A number of the Community Downtowns include business districts targeted by Allegheny Together, including Oakmont, Swissvale, Castle Shannon, McKees Rocks, Wexford and Coraopolis. Allegheny Together is a new Allegheny County Economic Development program that assists in the revitalization of the County's "Main Streets".

Transit-oriented development, or TOD, is a mix of relatively dense residential, office and retail uses at transit stations or transit stops, to maximize pedestrian access to transit. TOD is an overlay on selected Places that are located along the existing 'T' line and busways, and on proposed new transit lines. TOD Places will incorporate both infill development, and substantial new development on large parcels when available. TOD Places will create opportunities for people to live, learn, work, invest and play in the same Place. TOD Places will also enable people to connect to other Places in the County via transit. Examples of TOD Places include Mt. Lebanon, Wilkinsburg, Oakland, the North Shore and Carnegie. TOD Places are a key element of the County's Equity and Diversity plan. Many people do not have cars; and many others, such as the disabled, elderly, and young, depend on walking and transit. TOD Places will support transit use and make it more accessible to more people.

Infill areas will provide opportunities for new development and redevelopment on properties that are vacant, abandoned, or under-used. Infill development can occur on a single lot or on groups of lots. Infill development areas are located throughout the County, although they tend to be the most concentrated in older communities. When blighted and vacant buildings are demolished in older communities, the lots can be reclaimed and infill development used to bring new housing, businesses and recreation into the community.

Consistency with Neighboring Municipalities

Duquesne and McKeesport share common borders with the following communities:

- Dravosburg Borough
- Glassport Borough
- Port Vue Borough
- Liberty Borough
- Lincoln Borough
- Versailles Borough
- Elizabeth Township
- White Oak Borough
- North Versailles Township
- North Braddock Borough

In 2003, Twin Rivers Council of Governments produced a comprehensive plan serving the communities of Elizabeth Township, Glassport Borough, Liberty Borough, Lincoln Borough, Port Vue Borough, Versailles Borough, and White Oak Borough (among others).

North Versailles and North Braddock have also completed separate multi-municipal plans (North Versailles Township, East McKeesport Borough and Wall Borough; East Pittsburgh Borough and North Braddock Borough).

Dravosburg Borough is part of the Steel Valley Comprehensive Development Plan (along with Braddock Hills Borough, Clairton City, Duquesne City, Homestead Borough, Munhall Borough, West Elizabeth Borough, West Homestead Borough and Whitaker Borough).

This joint comprehensive plan is consistent with the recommendations of the relevant plans of the neighboring municipalities and the future land use, and proposed development patterns are consistent with the existing land use in those communities.

Intergovernmental Cooperative Agreements

The PA Municipalities Planning Code (MPC) authorizes the use of intergovernmental cooperative agreements to implement multi-municipal plans. The MPC outlines required components of an intergovernmental cooperative agreement, which can be found in the Appendix.

Both Duquesne and McKeesport must carefully consider intergovernmental cooperation and seek advice of a solicitor or other qualified consultants when deciding whether the city will benefit. Questions for consideration include the following:

- What does the municipality hope to gain?
- Is intergovernmental cooperation necessary or can the results be achieved through independent municipal action?
- Is the benefit the same for all participants or skewed?
- Is there a loss of local control?
- Will a municipality's financial obligations and legal liabilities be impacted?
- How long is the commitment?
- What is the procedure for withdrawal or amendment?
- What are some of the anticipated problems?

The MPC does describe how the county can “facilitate convening representatives of municipalities and others with an interest in the plan...The county may also provide or contract with others to provide technical assistance, mediation or dispute resolution services in order to assist the parties in negotiating such agreements. “

- Pros
 - Savings through intergovernmental cooperation
 - Combining resources
 - Eliminating duplication
 - Increasing efficiency in services
- Cons
 - Disputes and dispute resolution
 - Potential litigation and legal liability
 - Need for legislative action related to relevant municipal ordinances
 - Requires agreement with the goals of the intergovernmental body
 - Funding of intergovernmental bodies and actions



Action and Implementation Plan

The secret of getting ahead is getting started. The secret of getting started is breaking your complex overwhelming tasks into small manageable tasks, and then starting on the first one.

Mark Twain

This action plan identifies the plan's major elements, goals and key objectives. Expanded discussion of these and other actions can be found in the respective chapters.

The city administration should take the lead in all plan implementation and actions. Because each city administration has full time staff, those staff members will form an internal committee tasked with oversight of plan implementation. (Further, in the case of the City of McKeesport, the city charter places the primary responsibility on the city administration and Mayor's office to advance or implement policy initiatives.)

This committee should act as a champion for plan implementation and coordination. The plan's goals, objectives and actions should be reviewed annually to identify ongoing priorities and evaluate new opportunities as they arise--breathing life and flexibility into the plan. As the plan moves forward, this action plan will evolve as actions are completed, priorities change and opportunities become available. The annual plan review should outline an updated action plan every year.

An evolving cast of key stakeholders and partners will be called upon as different action items are undertaken. For example, ACTION Housing will be an important partner for many of the housing-related actions while the Pennsylvania Department of Conservation and Natural Resources will be a key stakeholder for open space and recreation improvements.

A first and important key step will be to undertake comprehensive updates to each city's Zoning Ordinance and SALDO.

Partners and Champions

This plan contains a variety of ways for everyone to get involved—whether as a resident steward, an activist, a champion, a teacher, a community leader or a neighborhood group. The future of Duquesne and McKeesport depend on the actions of people.

This document is a written explanation of the ideas that emerged during the planning process and their technical underpinnings. It is up to residents, along with regional leaders, to breathe life into these words. Many of the recommendations address regional-scale policies but this discussion of large-scale ideas and administrative logistics in the public realm is not enough to ensure a sustainable future for the region. Individuals, households and local communities should embody and interpret the vision and goals of the plan into their actions.

Each city holds the power to modify local practices and make choices. Together, individuals can create significant economic, social and environmental outcomes. Successful implementation will require significant local expertise and individual engagement. The strategies identified in the plan will inevitably be more complex than the simple principles suggest and will require an infinite and diverse number of individual champions, improvisations and local interpretations that guide the best ideas forward with pragmatism, cleverness and maximum impact.

*A vision without a
task is but a
dream, a task
without a vision is
drudgery, a vision
and a task is the
hope of the world.*

*From a church in
Sussex, England,
ca 1730*

Ordinance Updates

The Zoning Ordinance and the Subdivision Ordinance are some of the key tools for carrying out the recommendations set forth by the Comprehensive Plan. They are specific, detailed pieces of legislation designed to carry out the general proposals stated in the Comprehensive Plan and used to coordinate and guide development, by providing standards for that development based on specific detailed regulations, which promote quality land uses.

Subdivision and Land Development Ordinance:

- sets minimum standards for the layout or design of developments;
- promotes coordinated development;
- guides the type and locations of streets and other public facilities;
- insures the installation of necessary improvements;
- minimizes existing or foreseen problems; and
- manages stormwater runoff and erosion.

Zoning Ordinance:

- uses of land, water courses and other bodies of water;
- size, height, bulk and location of structures;
- areas and dimensions of land to be occupied or to be unoccupied by uses and structures;
- density of population and intensity of use; and
- protection of natural resources and agricultural land.

*Plans get you into
things but you've
got to work your
way out.*

Will Rogers

Planned Residential Development:

Planned residential development (PRD) provisions combine elements of zoning and subdivision and land development regulation. Since passage of Act 170, PRD provisions and standards are to be contained in and part of the zoning ordinance. They bring together and mix residential, nonresidential development, open space, groundwater recharge and recreational uses in the same development. PRD provisions are special and unique. PRD provisions encourage a variety of designs and types of housing arranged in an efficient manner on the land thereby conserving land to use as common open space and for recreational purposes, and typically reduce the amount of street and utility infrastructure needed to serve the development. In contrast, conventional subdivisions are inherently more costly because extra linear feet of expensive streets, curbs, sidewalks and utility lines are needed to serve equal numbers of dwelling units, which usually results in higher housing prices.

Since design is flexible, PRDs can have grid systems of streets, if desired, instead of the more common curvilinear streets. In some situations, rectilinear streets may be more appropriate, for instance, as extensions to an existing village. A properly designed PRD can benefit both the developer and the municipality. The developer may benefit by having to install fewer linear feet of roads and utility lines, while the municipality benefits by centralization of service areas and less maintenance. In addition, the developer is permitted greater design flexibility and density can often be increased in some areas. Sensitive lands that should not be developed can be left untouched, e.g., wetlands, floodplains, or steeply sloped areas. It is conceivable that the municipality or homeowners association may gain title to some or all of the common open space, adding further to the community benefit from utilizing PRD provisions.

To summarize, planned residential development is a concept with several advantages over typical or conventional development practices. PRD regulations provide for flexibility in site and lot design. For that reason, PRD enhances the opportunities for quality residential and nonresidential development while at the same time reducing the cost of installing improvements. However, considerable time and effort must be devoted to both its development and to its ultimate administration. Finally, special processing procedures are mandated by the MPC, including a public hearing requirement to by-pass the normal subdivision and land development procedures and conventional zoning regulations. PRD provisions allow the community to combine the municipal SLD and zoning approval processes.

Traditional Neighborhood Development (TND)

Many municipalities have searched high and low for a way to reintroduce small town character and a sense of community to their respective areas. For some, the concept of traditional neighborhood development (TND) now provides a solution through zoning. The TND attempts to recapture the village and town square flavor of a pedestrian oriented setting. By utilizing traffic calming design measures such as narrow streets, frequent intersections and on-street parking in combination with a mixed array and proximity to each other of housing, businesses and services, the TND also integrates different segments of the population otherwise separated by age or income.

Sidewalks, parks and ample open space along with the opportunity for viable public transportation are essential elements to the success of the TND. This form of development can occur either as an extension of existing areas, as a form of urban infill, or as an independent entity. As with many of these alternative approaches to zoning, modifications to otherwise strict density and dimensional requirements may be necessary. Large sites are usually required along with some level of coordination with adjacent developments. Overall, the positive impacts of a TND can be felt through an increase in safety and a resulting enhancement in community camaraderie.

Implementation Action Plan

Actions are organized into broad categories. Goals related to each action are identified. While a City department, board or leadership will take the lead in implementing each recommendation, there are others in the City and region who can contribute to the completion of the task or who will need to support the completion of the task. Additionally, outside agencies, neighboring municipalities, county and state governmental organizations as well as others could partner with the Cities in the completion of a number of tasks. Key partners for implementation are listed for reference as actions move forward. Achieving any of the objectives depends on the support of the community's residents, business owners, staff, appointed boards and commissions, and, of course, the elected officials.

General priority categories are identified for each action. The Cities can use this categorization as a basis for annual review and ongoing prioritization. Of course, actions can be initiated at any time and timeframes can be modified depending on the availability of personnel and resources.

- High priority (H) actions could be achieved within one to two years
- Medium priority (M) actions could be completed within two to four years
- Low priority (L) actions could be completed within four to eight years or longer
- Continuing priority (C) objectives vary from the continuation of ongoing activities to longer-term recurring actions

Ballpark costs identify a ballpark cost that can be used to aid in implementation and prioritization.

- \$ \$0 to \$10,000 (organizing events, staff sessions to prioritize recommendations, etc.)
- \$\$ \$10,001 to \$40,000 (community outreach, etc.)
- \$\$\$ \$40,001 to \$100,000 (rewriting ordinances, etc.- may require consultants)
- \$\$\$\$ \$100,000 to \$1,000,000 (construction projects, property acquisition, app development, etc.)
- \$\$\$\$\$ \$1,000,000+ (construction projects, property acquisition, development, etc.)

Narrative text outlining specific steps with detailed information related to partners and other considerations can be found in the Plan Elements chapter. The appropriate page number is listed for reference next to each action.

Interrelationships

Interrelationships are key throughout the plan. Many actions and objectives support multiple goals. Interrelationships can be identified through the related goals listed for each action. Community development goals and objectives for Duquesne and McKeesport are outlined through the following goals.

1

A Plan for Land Use, Redevelopment and Economic Development

Goal: Facilitate private-sector growth with strategic actions to create catalytic change in community focus areas.

2

A Plan for Housing

Goal: Implement coordinated steps to stabilize and support neighborhoods, encourage reinvestment and promote a wide variety of equitable housing options.

3

A Plan for Transportation, Assets and Amenities

Goal: Leverage and enhance existing systems with targeted investments.

4

A Plan for Government, Outreach, Services, Infrastructure and Energy

Goal: Take a long-term and big-picture view on all city decisions.

		Key Partners	Relevant Goals	Priority Level	Cost	Expanded Text
Land Use and Economic Development						
Key Initiative	Concurrent Actions					
	Continue fostering relationships/creating partnerships with RIDC to enhance the marketing of available City Center of Duquesne and Industrial Center of McKeesport commercial/industrial sites	Independent action by Duquesne and McKeesport in partnership with RIDC	1, 3, 4	OH	\$-\$\$\$	42, 96
	Promote City Center Duquesne and Industrial Center of McKeesport independently of RIDC's efforts to gain maximum exposure of available commercial/industrial site opportunities and financial incentives.	Independent action by Duquesne and McKeesport in partnership with RIDC	1, 3	OM	\$-\$\$\$	42, 96
	Facilitate and incentivize the expansion of existing businesses.	Independent action by Duquesne and McKeesport in partnership with the Redevelopment Authority, Allegheny County, Twin Rivers COG and others	1, 3	M	\$-\$\$\$\$\$	43, 97
	Investigate and reach out to prospective start-ups and growing businesses potentially seeking to locate in City Center Duquesne or Industrial Center of McKeesport.	Independent action by Duquesne and McKeesport in partnership with RIDC	1, 3, 4	OM	\$-\$\$	45, 99
Joint Actions						
Key Initiative	Broaden the range of allowable uses designated in both city ordinances related to RIDC properties	Independent action by Duquesne and McKeesport with extensive coordination between the two cities and additional partnership with Allegheny County	1, 3	H	\$\$\$	152
Duquesne Actions						
	Step up efforts to strengthen Grant Avenue and Duquesne Plaza commercial space opportunities.	Independent action by Duquesne and McKeesport in partnership with the Redevelopment Authority, Allegheny County, Twin Rivers COG, property owners and others	1, 3, 4	OM	\$-\$\$	45

	Key Partners	Relevant Goals	Priority Level	Cost	Expanded Text
Create and promote a home improvement/contractor cluster along Second Avenue as a theme for downtown business district improvement	Independent action by Duquesne in partnership with local and relocating businesses, property owners and others	1, 2, 3, 4	OH	\$-\$\$\$	46
McKeesport Actions					
Continue revitalization focus on the McKeesport Marina area and target area for commercial rehabilitation and trail-related retail growth.	Independent action by McKeesport in partnership with local and relocating businesses, property owners and others	1, 3, 4	OII	\$-\$\$\$\$\$	99
Take advantage of the community's heritage of hands-on skilled trades and potential synergies with Penn State's engineering professors and students to encourage entrepreneurial and learning opportunities.	Independent action by McKeesport in partnership with Penn State Greater Allegheny, local organizations, residents and others	1, 2, 3, 4	OH	\$-\$\$\$	100
Work with Allegheny County and RIDC on the land remaining from the development of the RIDC McKeesport flyover	Independent action by McKeesport in partnership RIDC and Allegheny County	1, 3, 4	OH	\$-\$\$	155

		Key Partners	Relevant Goals	Priority Level	Cost	Expanded Text
Housing						
Concurrent Actions						
Key Initiative	Solidify and strengthen the market rate housing sector in stable neighborhoods to achieve increased potential home values and expand interest in owner-occupied housing	Independent action by Duquesne and McKeesport with extensive partnership and cooperation with the federal and state government, Allegheny County, local organizations (such as Action Housing and Habitat for Humanity) and city departments, boards, authorities and elected officials;	2, 3	OII	\$-\$-\$-\$-\$	56.111
	Ensure that maintenance levels are maintained in rental units		2, 3	OH	\$-\$-\$-\$-\$	56.111
Key Initiative	Preserve existing homeownership in threshold neighborhoods		2, 3	OII	\$-\$-\$-\$-\$	58.113
	Expand homeownership opportunities in threshold neighborhoods		2, 3	OII	\$-\$-\$-\$-\$	62.117
	Address the rental market in threshold neighborhoods		2, 3	OH	\$-\$-\$-\$-\$	66.122
	Take a comprehensive approach to mitigating vacancy in buildings and land in threshold neighborhoods		2, 3	OII	\$-\$-\$-\$-\$	70.126
	Establish a formal, written demolition strategy for use in challenged neighborhoods		2, 3	M	\$	71.128

		Key Partners	Relevant Goals	Priority Level	Cost	Expanded Text
Government, Outreach, Services, Infrastructure and Energy						
Concurrent Actions						
Key Initiative	Enhance general marketing efforts to show Duquesne and McKeesport in an improved light.	Independent action by Duquesne and McKeesport in partnership with staff, interns, volunteers and possibly outside organizations	3, 1, 2, 4	OH	\$-\$\$\$	75. 132
	Find new and nontraditional marketing methods to showcase the cities and recruit niche businesses and new residents		3, 1, 2, 4	OM	\$-\$\$\$	76. 133
Key Initiative	Implement ordinance updates to address land use issues identified in the other plan elements	Independent action by Duquesne and McKeesport with extensive coordination between the two cities and additional partnership with Allegheny County	3, 1, 2	OM	\$\$\$	77. 134
	Work with major employers and job training programs to guide residents to local jobs	Independent or joint action by Duquesne and McKeesport in partnership with local and regional employers and organizations	3, 1, 2	OM	\$ \$\$	76. 131
	Prepare to make strategic investments in infrastructure and energy systems to support the city's long term vision.	Independent action by Duquesne and McKeesport in partnership with state organizations such as PennDOT	3, 1, 2, 4	OM	\$\$\$	78. 135

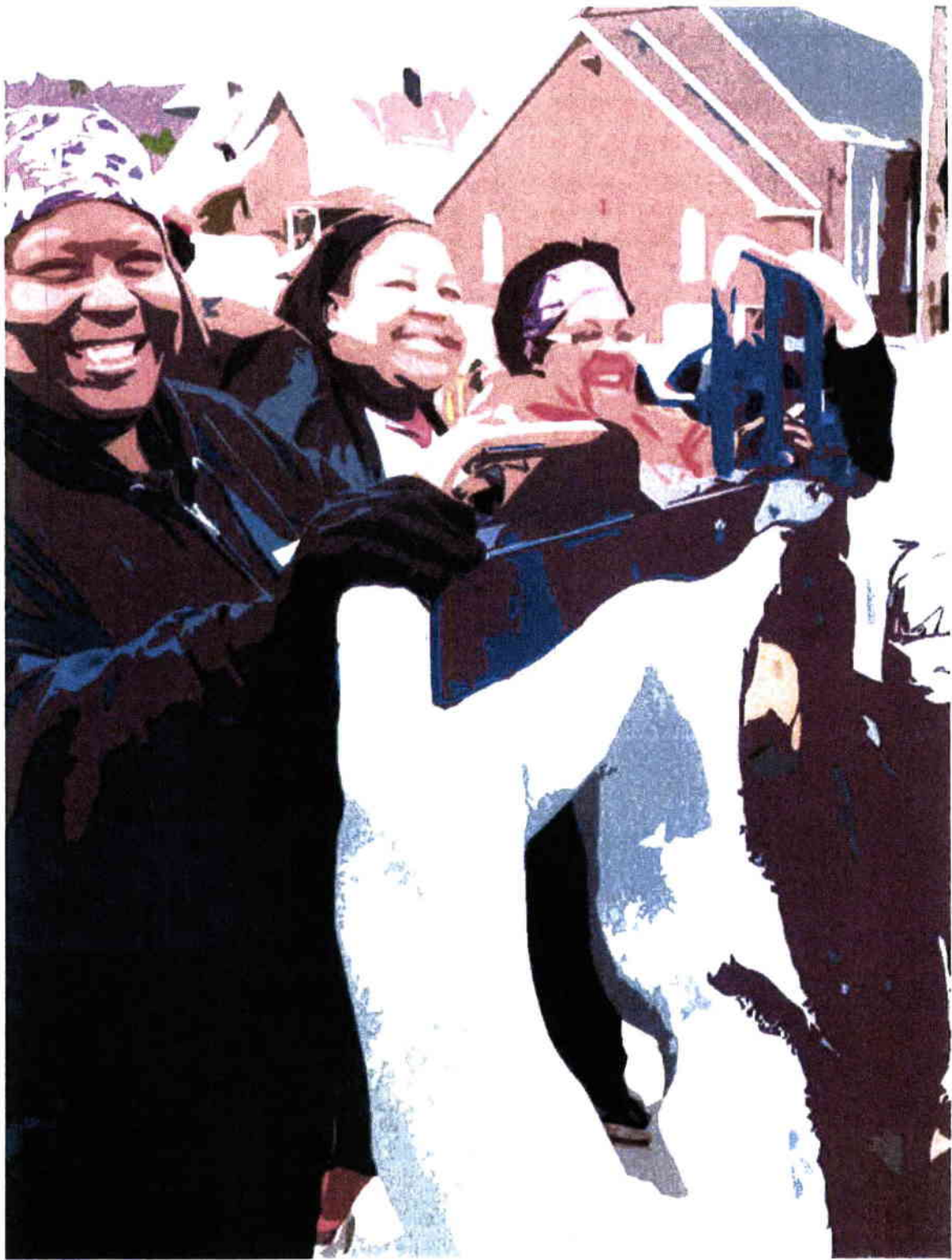
		Key Partners	Relevant Goals	Priority Level	Cost	Expanded Text
	Joint Actions					
Key Initiative	Enhance external communication and storytelling	Independent or joint action by Duquesne and McKeesport in partnership with staff, interns, volunteers and possibly outside organizations	3, 1, 2	OM	\$-\$\$\$	153
Key Initiative	Explore and evaluate options for code enforcement	Joint action by Duquesne and McKeesport in partnership with Twin Rivers COG	3, 1, 2	II	\$	153
	Work with Twin Rivers Council of Governments to utilize GIS Technology	Joint action by Duquesne and McKeesport in partnership with Twin Rivers COG	3, 1, 2	II	\$	151
	Support RIDC's efforts to undertake capital improvements to existing river terminal facilities	Joint action by Duquesne and McKeesport in partnership with RIDC and the Redevelopment Authority	3, 1, 2	H	\$	151
	Duquesne Actions					
	Protect infrastructure that contributes to the community's character	Independent by Duquesne in partnership with PennDOT and Allegheny County	3, 4	OM	\$-\$\$\$	77
	McKeesport Actions					
	Consider ways to expand the reach of the fire department.	Independent by Duquesne in partnership with PennDOT and Allegheny County	3, 1, 2, 4	OM	\$-\$\$\$	135
	Maintain positive relationships with UPMC McKeesport and Penn State to accomplish community goals and ensure business/organizational needs are being met.	Independent action by McKeesport in partnership PSUGA and UPMC McKeesport	3, 4	O	\$-\$\$	131

	Key Partners	Relevant Goals	Priority Level	Cost	Expanded Text	
Transportation, Assets and Amenities						
Concurrent Actions						
Key Initiative	Exploit the City's position on the Great Allegheny Passage to enhance retail development opportunities.	Independent or joint action by Duquesne and McKeesport in partnership with trail organizations, the Joint Trail Committee, businesses and organizations	4, 1, 3	OH	\$-\$	80, 138
	Leverage the Great Allegheny Passage to showcase the community and give people a reason to ride there from Pittsburgh or other destinations.	Independent or joint action by Duquesne and McKeesport in partnership with trail organizations, the Joint Trail Committee, businesses and organizations	4, 1, 3	OH	\$-\$	82, 141
	Invest in gateways and primary corridors.	Independent action by Duquesne and McKeesport in partnership with neighboring communities, PennDOT and Allegheny County	4, 1, 3	OM	\$-\$-\$-\$-\$	85, 146
	Reprioritize transportation system improvements based on development and land use changes to accommodate changing needs for capacity.	Independent action by Duquesne and McKeesport in partnership with neighboring communities, PennDOT and Allegheny County	4, 1, 2, 3	OM	\$-\$-\$-\$-\$	85, 146
	Continue to advocate for public transportation and keep in contact with Port Authority.	Independent or joint action by Duquesne and McKeesport in partnership with neighboring communities, regional and local organizations, Allegheny County, residents and businesses	4, 1, 2, 3	O	\$	87, 149

		Key Partners	Relevant Goals	Priority Level	Cost	Expanded Text
Key Initiative	Joint Actions					
	Create a Joint Trail Committee	Joint action by Duquesne and McKeesport	4, 1, 3	H	\$	153
	Duquesne Actions					
	Prepare a preliminary plan for a flyover to connect the Great Allegheny Passage and Grant Avenue. Regularly seek opportunities and partners for construction of the flyover.	Independent action by Duquesne in partnership with PennDOT, Allegheny County, RIDC and others	4, 1, 3	OI	\$-\$\$\$\$\$	85
	Make stronger connections to the GIAP on the existing community road network: crosswalks are key, signage, attractive, safe places to park bikes. Pursue physical business district streetscape improvements on Grant and Second Avenues.	Independent action by Duquesne in partnership with PennDOT, Allegheny County, RIDC and others	4, 1, 3	OI	\$-\$\$\$\$\$	86
	McKeesport Actions					
	Consider ways to connect more residents to Renzie Park without cars; continue to invest in Renzie Park	Independent action by McKeesport in partnership with Pennsylvania, Allegheny County, local organizations, business and residents	4, 1, 3	OII-L	\$-\$\$\$\$\$	142
	Find opportunities to partner with UPMC and/or Penn State University to develop a community wellness program that could focus on both programs and physical infrastructure projects.	Independent action by McKeesport in partnership with Allegheny County, PSUGA, UPMC and others	4, 1, 3	OII-L	\$-\$	142
	Focus on preserving the remaining historic structures and reach out to local preservation organizations to help with promotion, preservation and programming.	Independent action by McKeesport in partnership with Allegheny County, local organizations and others	4, 1, 3	OII	\$-\$\$\$\$\$	143

Cities of Duquesne & McKeesport

	Key Partners	Relevant Goals	Priority Level	Cost	Expanded Text
Make stronger connections to the GAP on the existing community road network: crosswalks are key, signage, attractive, safe places to park bikes. Pursue physical business district streetscape improvements on 5th Avenue, including returning street to two-way.	Independent action by Duquesne in partnership with PennDOT, Allegheny County, and others	4, 1, 3	OL	\$-\$\$\$\$\$	146
Rethink the river as the front door to the city	Independent action by McKeesport in partnership with Pennsylvania, Allegheny County, local organizations, business and residents	4, 1, 2, 3	OH-L	\$-\$\$\$\$\$	141



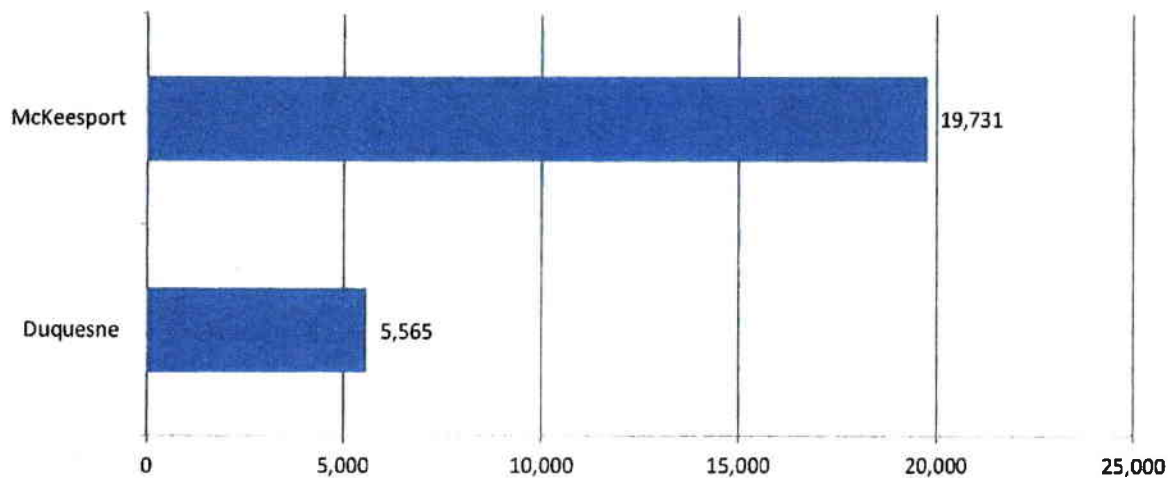
Background Studies and Trends

Background information provides enhanced explanation and data related to many of the issues and opportunities facing Duquesne and McKeesport as well as the recommendations outlined in this plan

To make knowledge productive, we will have to learn to see both forest and tree. We will have to learn to connect.

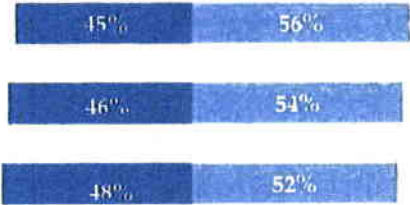
Peter F. Drucker

Total Population, 2010



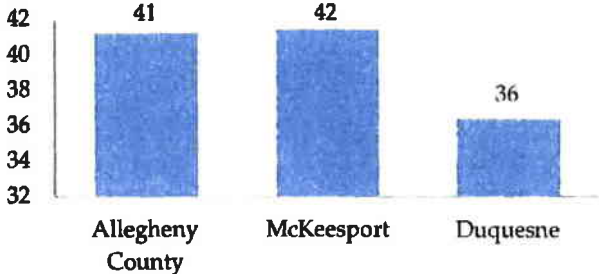
Population

Population by Sex, 2010



■ % Male Population ■ % Female Population

Median Age, 2010



■ Median Age in Years

While McKeesport’s median age is slightly higher than the median age in Allegheny County, Duquesne’s median age is significantly lower. Duquesne also has a higher proportion of females than McKeesport or the county. Duquesne, McKeesport and the county have a similar proportion of residents over age 65 but Duquesne has a higher proportion of residents under age 18.

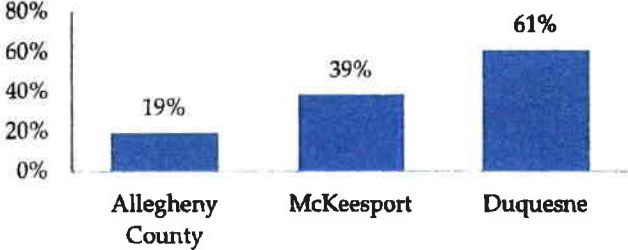
Age of Population, 2010



■ % Population Under Age 18 ■ % Population Age 18-65 ■ % Population Age 65+

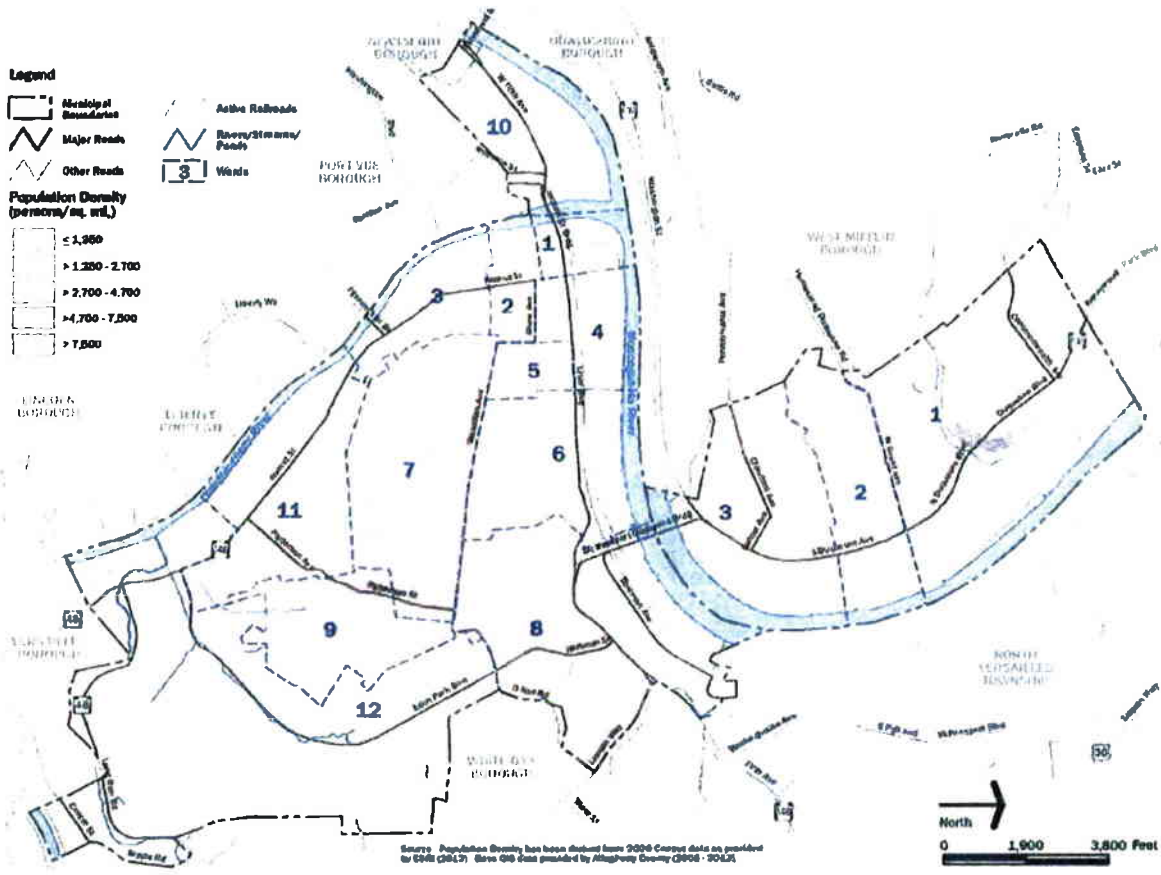
Duquesne and McKeesport also have higher minority populations than Allegheny County.

Percent Minority Population, 2010



■ % Minority Population

Population Density Map



Duquesne and McKeesport both have a population density of over 3,000 people per square mile while the county has a population density of just over 1,600 people per square mile. While higher density can be a positive characteristic for some communities, in McKeesport, in particular, vacancy and blight is concentrated in areas of higher population density.

The Southwestern Pennsylvania Commission Cycle 9a Forecast is projecting continued decline in McKeesport's population through 2025 with modest growth beginning in the 2030-2035 time period; Duquesne's population is projected to continue to decline through 2040.

Housing

The McKeesport Housing Authority (MHA) owns and manages eight properties with over 1,000 federally assisted units consisting of senior living communities, handicapped accessible housing and neighborhood sites consisting of town homes and single family homes. Admission into these housing units is not limited to income. Applicants may choose between rental rates based on income or flat rental rates. Similar issues in Duquesne are addressed through the Allegheny County Housing Authority.

Vacant and Blighted Lands Map

Source: Blighted Property and Vacant Land data provided by the Steel Valley COC (2014).
 Population Density Map based on data from 2020 Census data as provided by ESRI (2021).
 Base GIS data provided by Allegheny County (2009 - 2012).

Legend

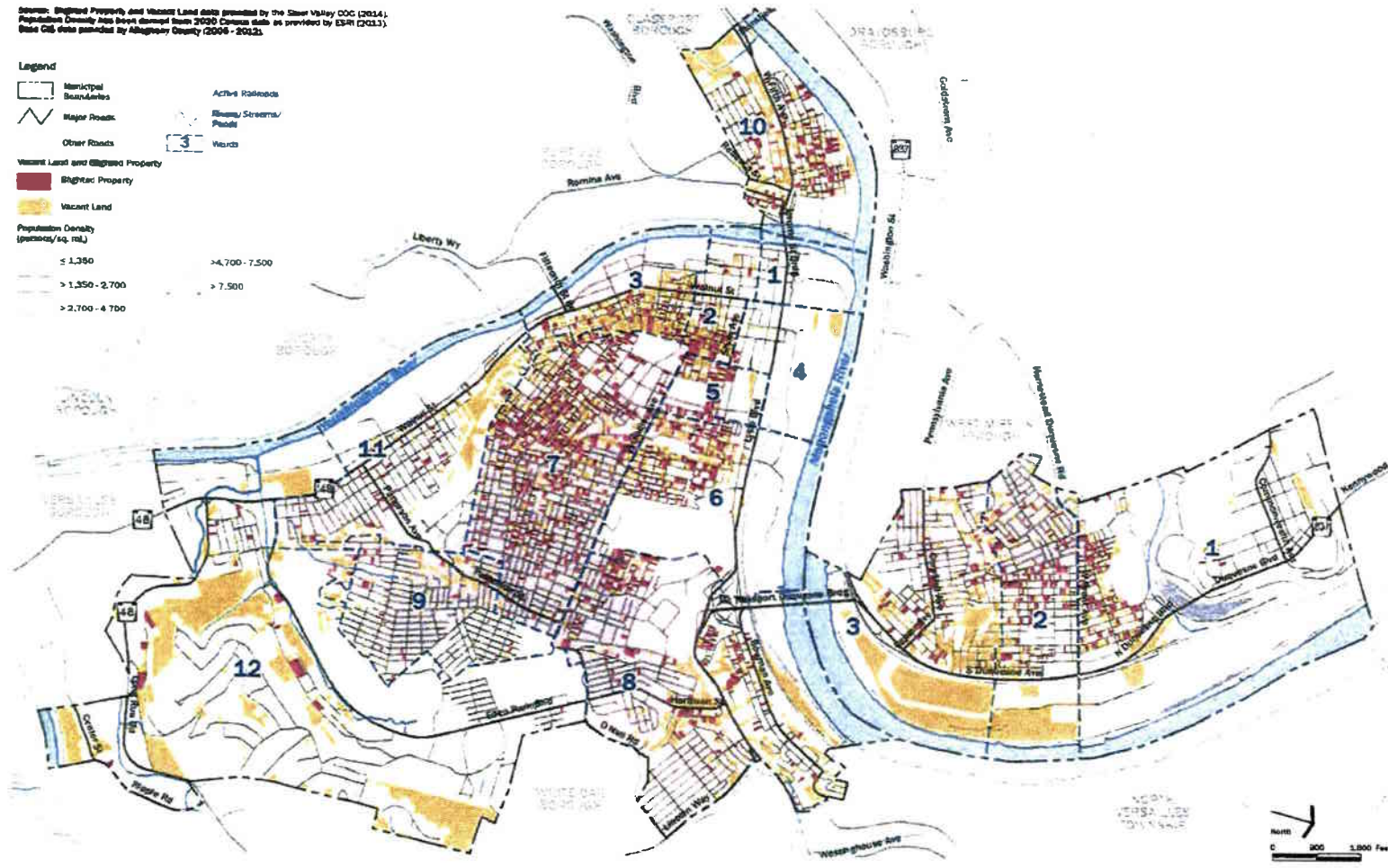
- Municipal Boundaries
- Major Roads
- Other Roads
- Active Railroads
- Rivers, Streams, Ponds
- Wetlands

Vacant Land and Blighted Property

- Blighted Property
- Vacant Land

Population Density

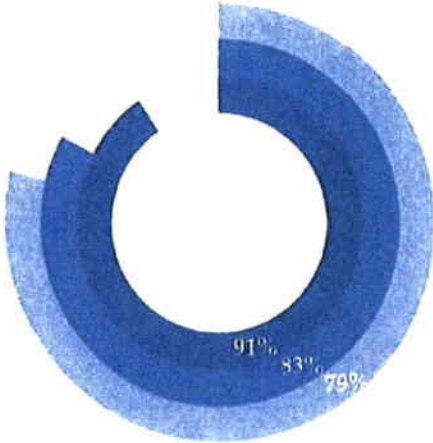
- ≤ 1,380
- > 1,350 - 2,700
- > 2,700 - 4,700
- > 4,700 - 7,500
- > 7,500



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Comparison of % of Occupied Housing Units, 2010

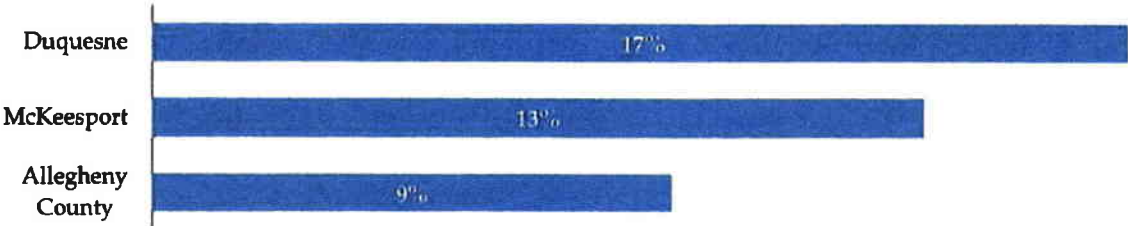
Vacancy rates are higher in Duquesne and McKeesport than in Allegheny County with 21% of Duquesne’s housing units and 17% of McKeesport’s housing units vacant in 2010.



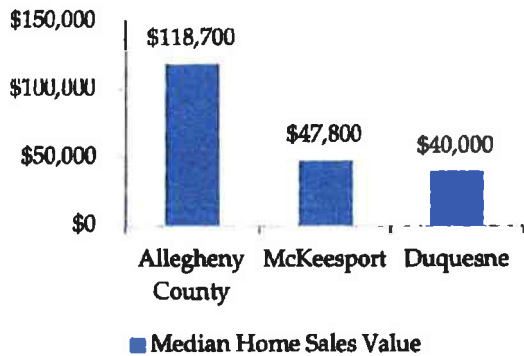
■ Allegheny County ■ McKeesport ■ Duquesne

In terms of residents, the percentage of the population who resided in the same house during the previous year is similar between Duquesne, McKeesport and the county (82% in Duquesne, 84% in McKeesport and 87% in Allegheny County). Further, about 60% of households the primary resident moved in before 2004 (66% in the overall county, 64% in McKeesport and 59% in Duquesne). However, throughout Allegheny County, the percentage of residents who moved within the county to a new home during the previous year is 9%, while that percentage is 13% in McKeesport and 17% in Duquesne.

Percentage of Population Age 1+ Who Moved Within County the Previous Year, 2010

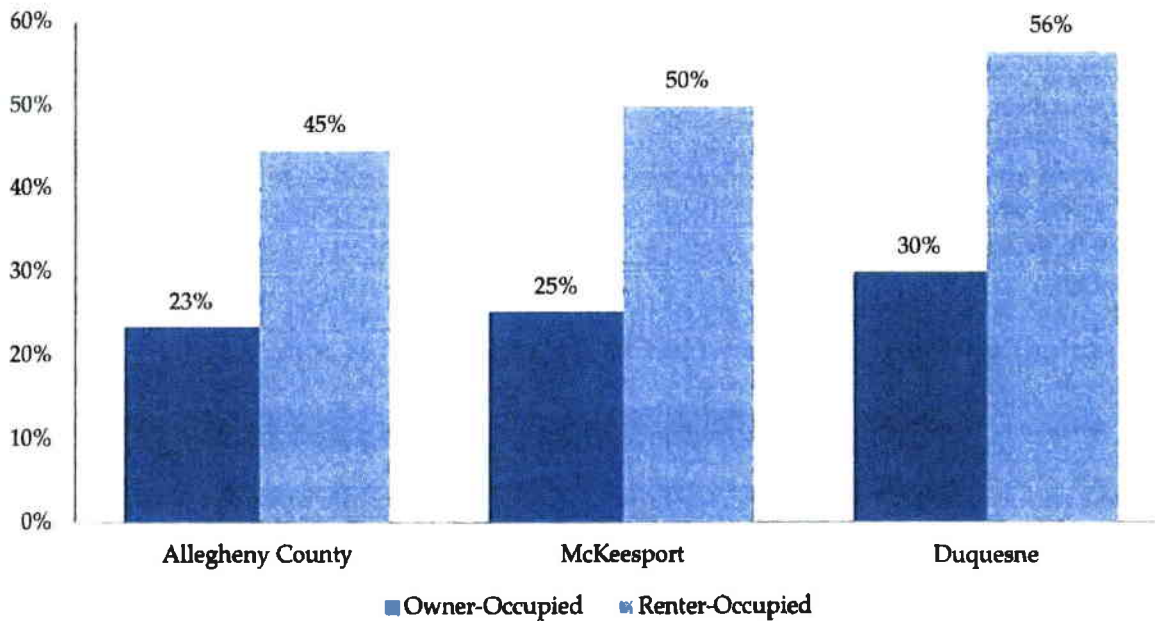


Median Home Sales Value, 2010



Compared to Allegheny County, homes are very affordable in Duquesne and McKeesport. However, due to incomes that are relatively low, there are still higher proportion of residents who are spending more than 30% of their income on selected housing costs (primarily rent and mortgage payments).

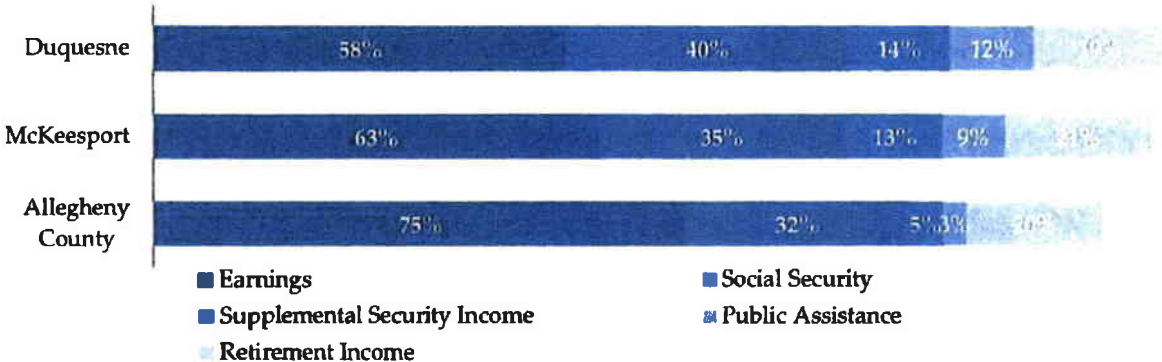
Percentage of Housing Units Where Selected Housing Costs Are 30% or More of Household Income, 2010



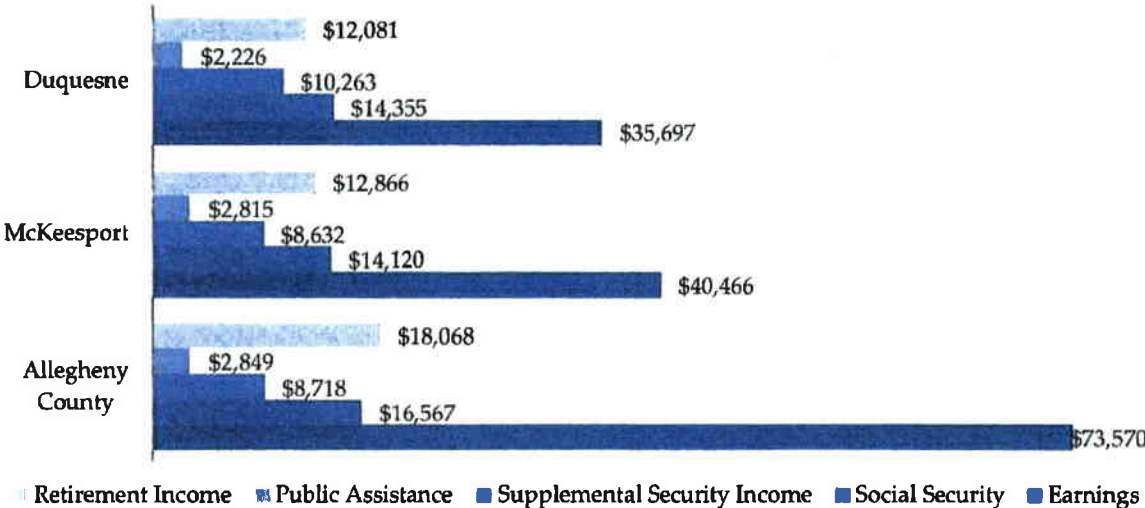
Economic and Education Characteristics

Both Duquesne and McKeesport have a lower proportion of their population with earnings (wages from jobs or earnings from businesses) than the county does. The percentage of the population with retirement income is essentially equal—and corresponds with the percentage of overall population over the age of 65. Both cities have a higher percentage of their population with social security, supplemental security and public assistance income. Average income from earnings and retirement income is lower in both Duquesne and McKeesport than the county. Median family income is lower in both cities (\$28,000 in Duquesne and \$37,000 in McKeesport) than the county (\$67,000)

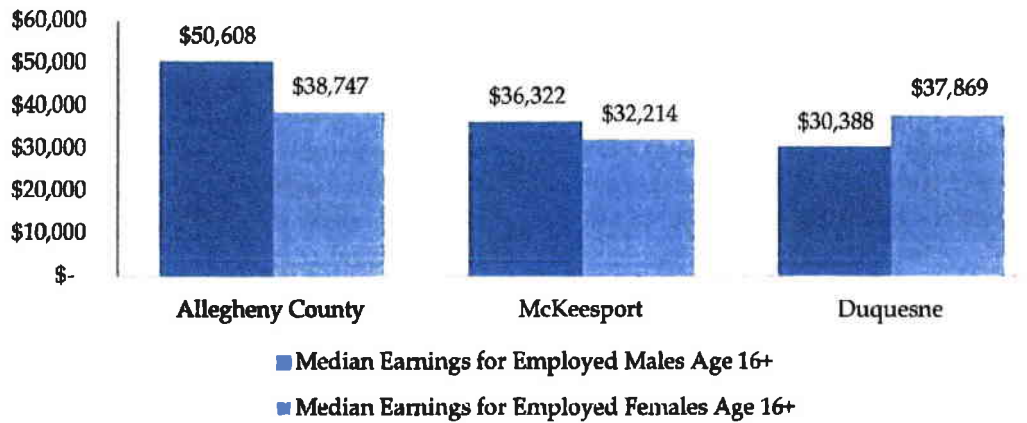
Percentage of Population with Income Type, 2010



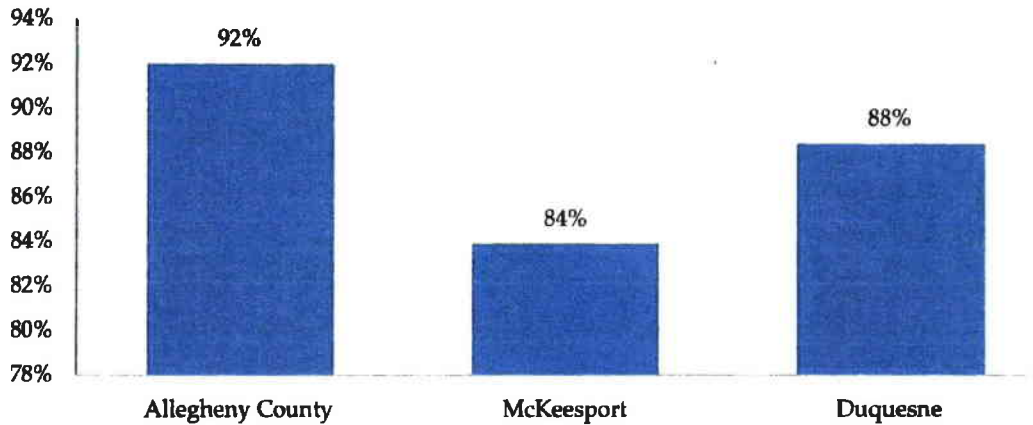
Average Income per Household by Income Type, 2010



Median Earnings for Employed Residents by Sex, 2010



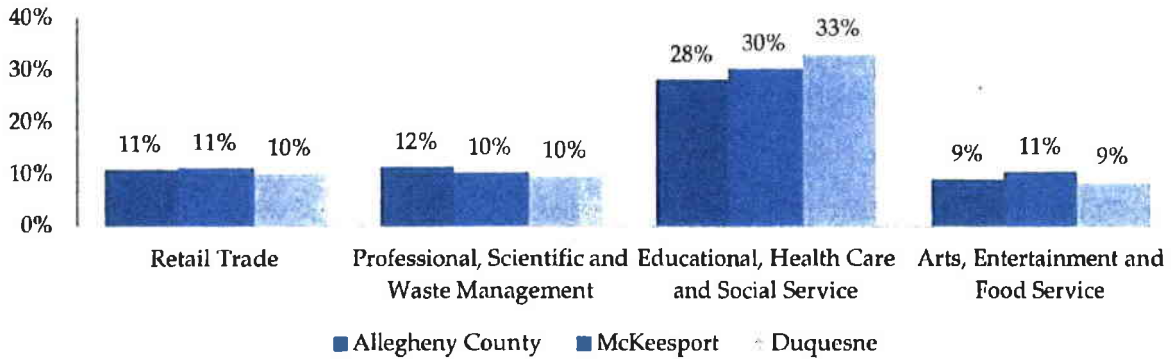
Percentage of Residents Who are High School Graduates or Higher, 2010



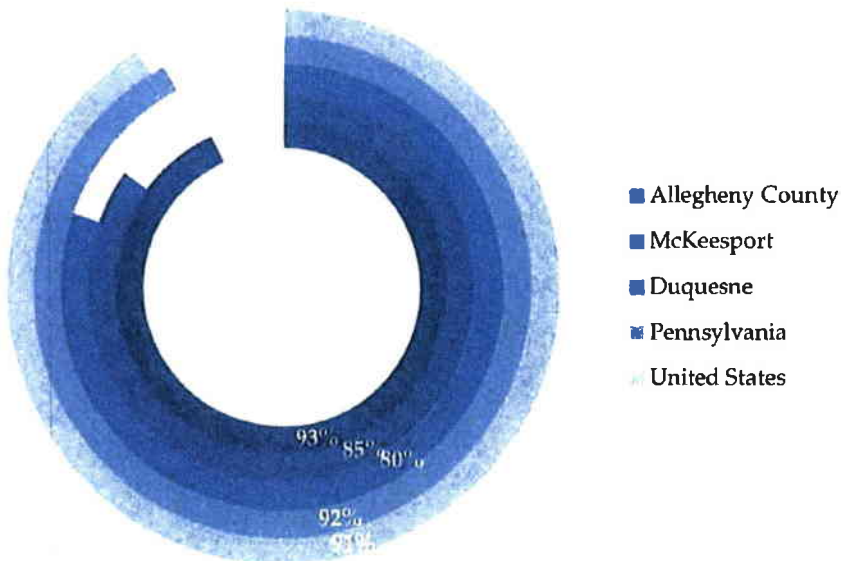
Employment and Commuting Characteristics

Both Duquesne and McKeesport residents are employed in industries that correspond to the trends in the overall county. Unemployment rates are higher in Duquesne and McKeesport than they are in the overall county, state and country

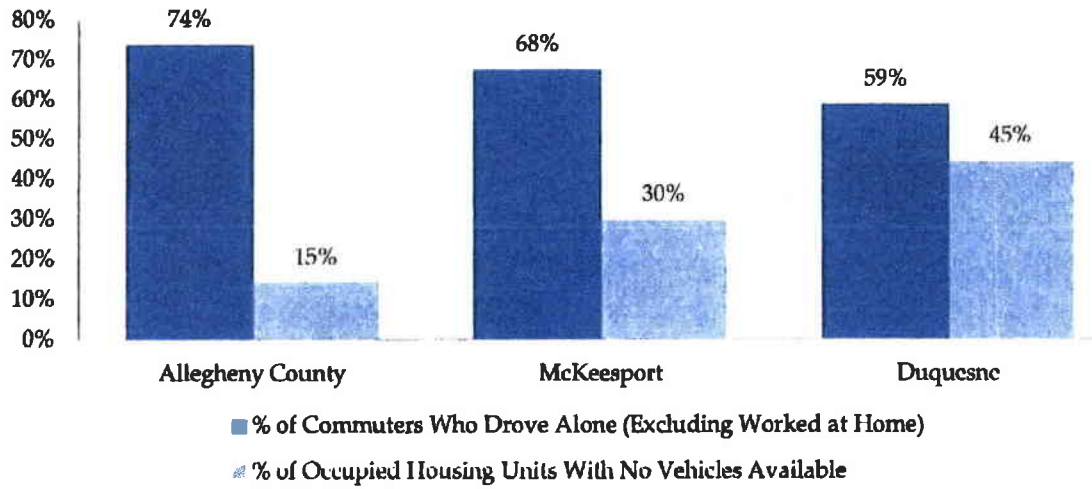
Selected Key Industry of Employment, 2010



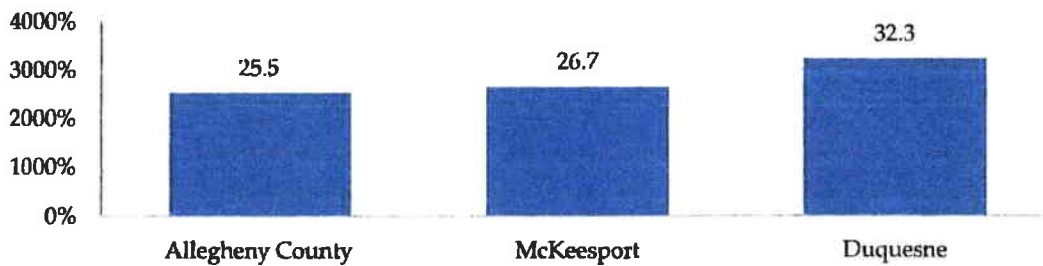
Employment Rates, 2010



Commuting Characteristics and Vehicle Availability, 2010



Average Travel Time to Work in Minutes (Excluding Worked at Home), 2010

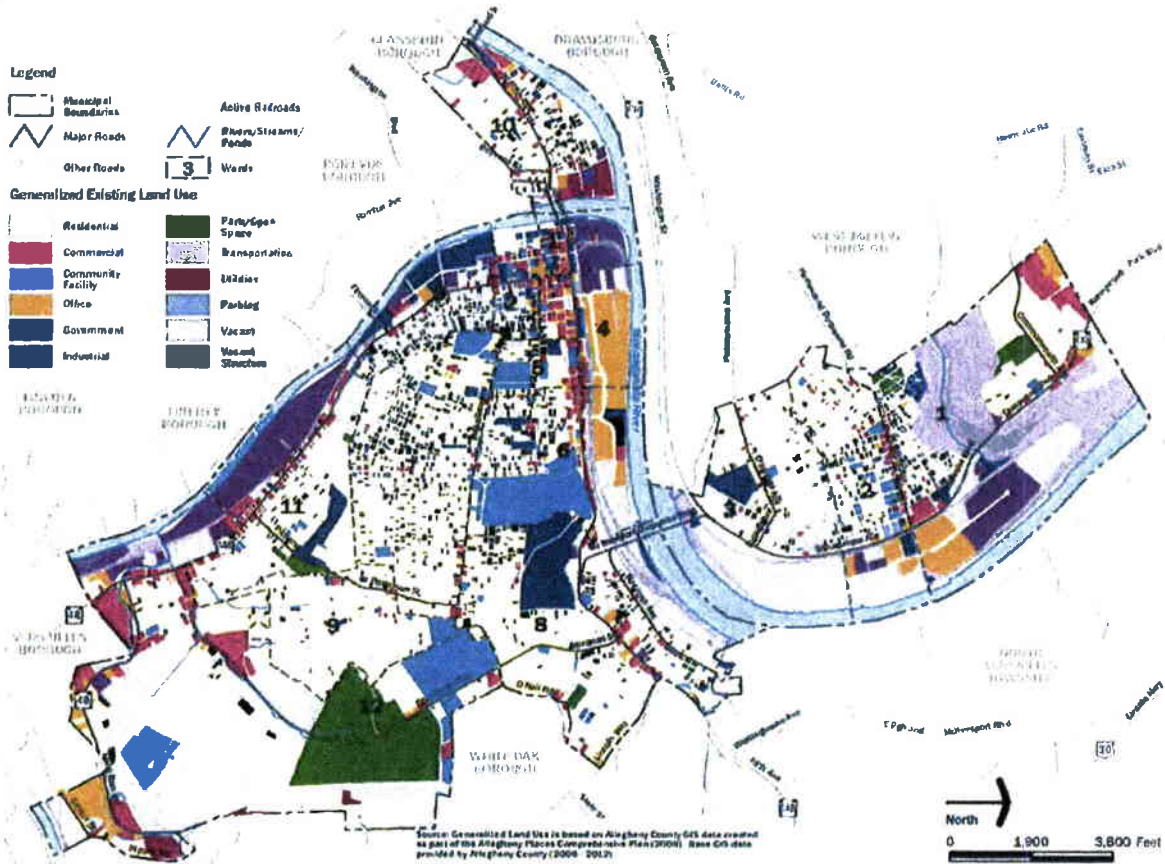


Duquesne has the highest percentage of occupied housing units with no vehicles available and the consequently the lowest proportion of commuters who drive alone to work. Duquesne residents also have longer average travel times than McKeesport or the county.

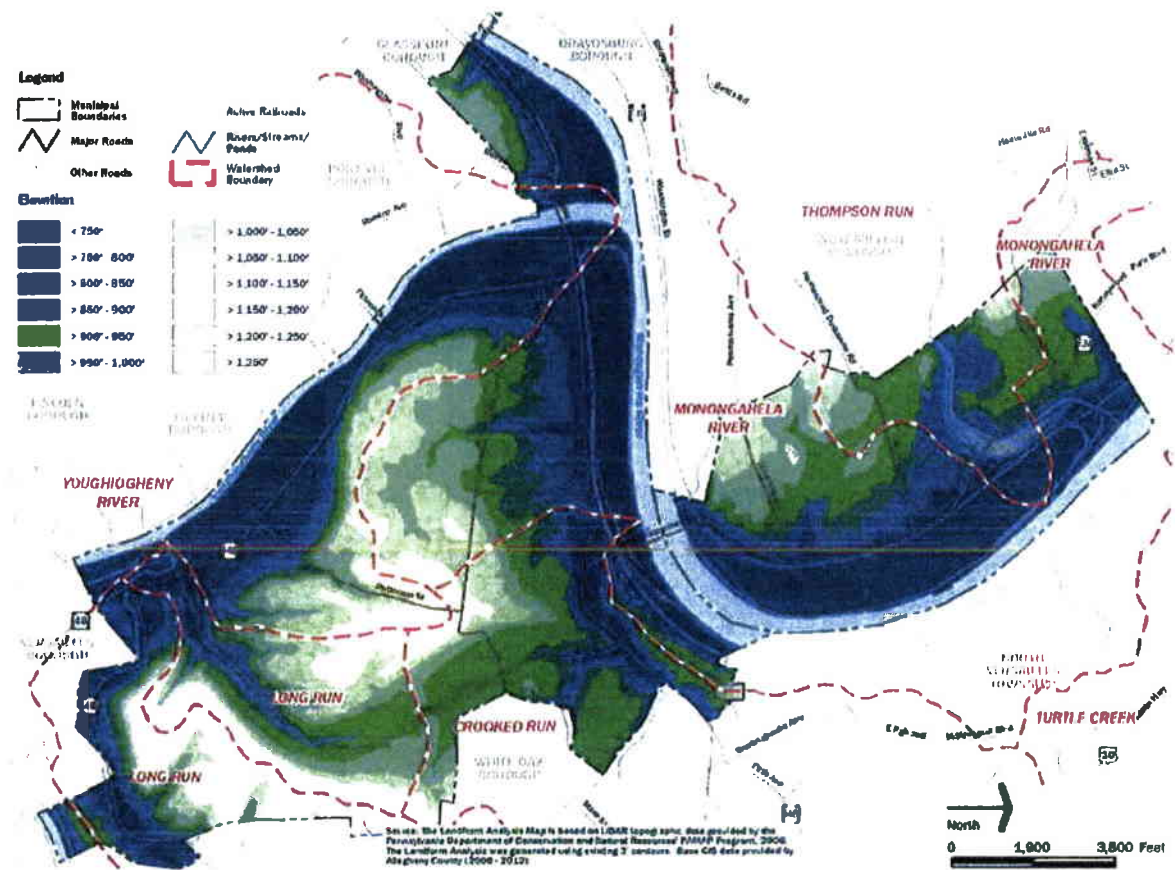
Physical and Land Use Characteristics

Both Duquesne and McKeesport are characterized by a mix of land uses with heavy concentrations of industrial activity near the riverfront, larger scale commercial uses along major boulevards and smaller scale commercial land uses in the historic downtown areas (Grant Avenue in Duquesne and 5th Avenue in McKeesport).

Generalized Existing Land Use Map



Landform and Watershed Map



Both cities are characterized by sloping terrain towards lower areas near the riverfront areas. The topography and geography define several watersheds in each city where water ultimately flows to the Monongahela River.

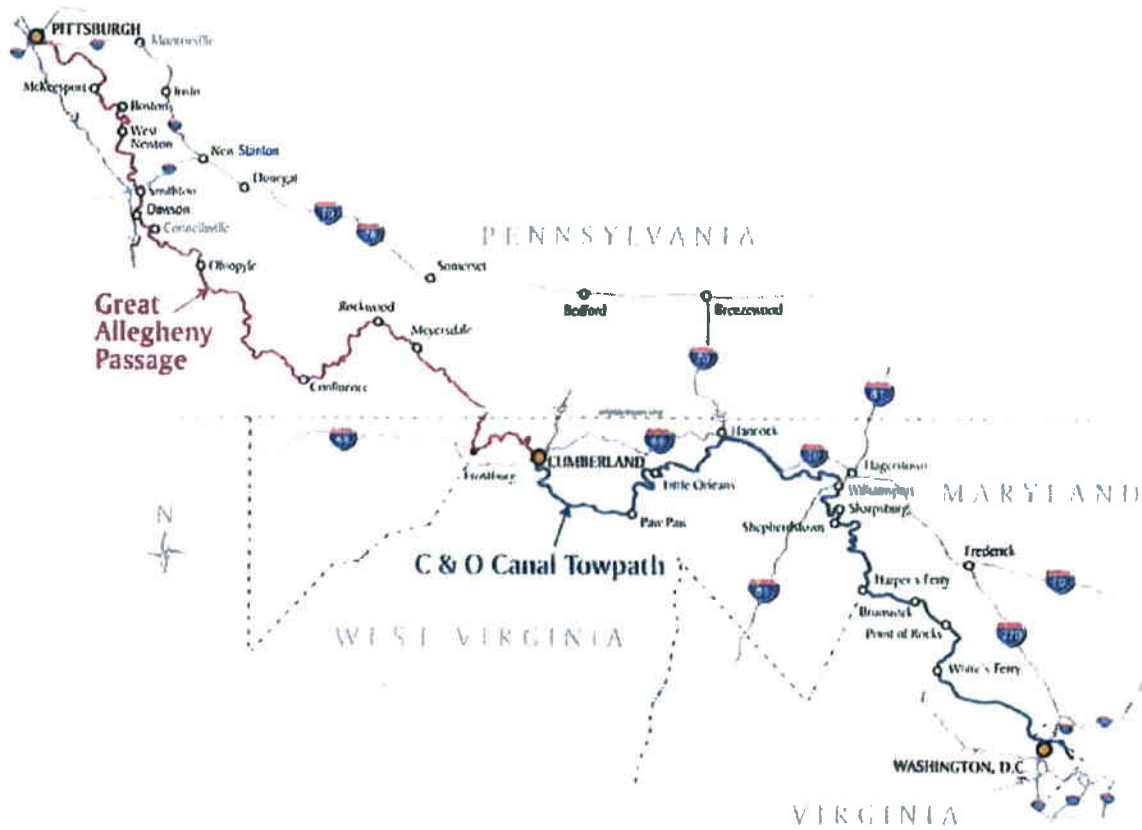
Civic Amenities and Natural Features

Ballfields are popular in Duquesne. The Amateur Athletic Union rents fields. Frisbee football and tee-ball also use the fields. McKeesport has a number of smaller green spaces but Renziehausen Park is the primary focus of the community and the largest space. It has extensive facilities and is the recipient of funding from the Allegheny County Regional Asset District.

AlleghenyPlaces, Allegheny County's Comprehensive Plan, calls out Renziehausen Park as a Special Use Park. Special Use Parks are considered to be destination parks because they have a unique feature or attraction. Renziehausen Park in the City of McKeesport contains the Arboretum Rose Garden, the second largest rose garden in Pennsylvania (the garden at Hershey being the largest). There are currently more than 1,200 varieties of roses grown in the 3.5 acre park.

The Great Allegheny Passage (GAP) is a 152-mile bicycle and walking trail connecting Cumberland, Maryland with Pittsburgh, Pennsylvania. In Cumberland, the trail links with the C & O Canal Towpath, creating a continuous trail from Pittsburgh to Washington, DC. The GAP is designated as a National Recreation Trail and is a segment of the Potomac Heritage National Scenic Trail. The retrofitting of the Riverton Bridge, connecting McKeesport to Duquesne, was recently completed and is part of the GAP. The Riverton Bridge was donated to the County by the US Steel Corporation.

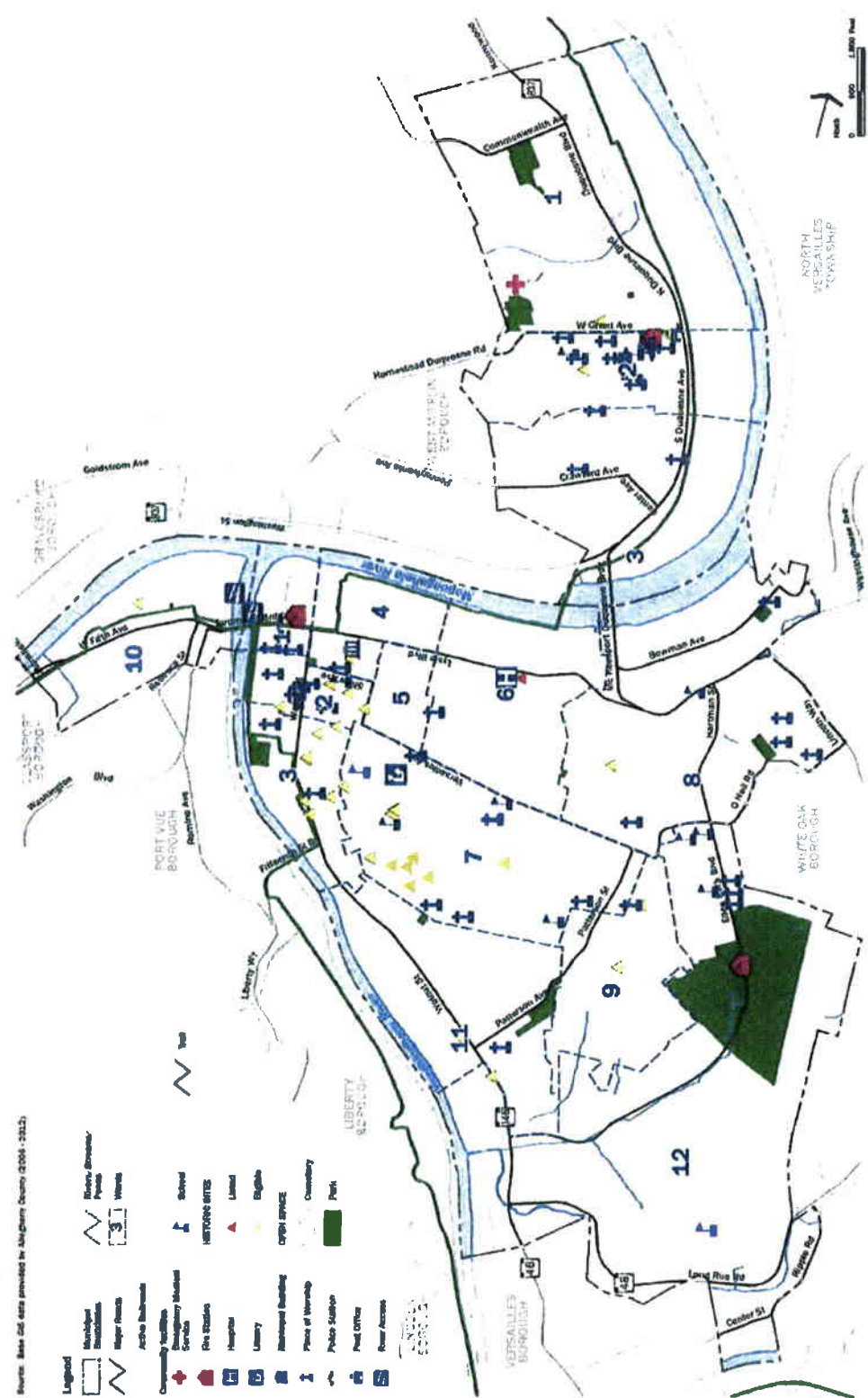
Great Allegheny Passage Trail Map



Civic Amenities Map

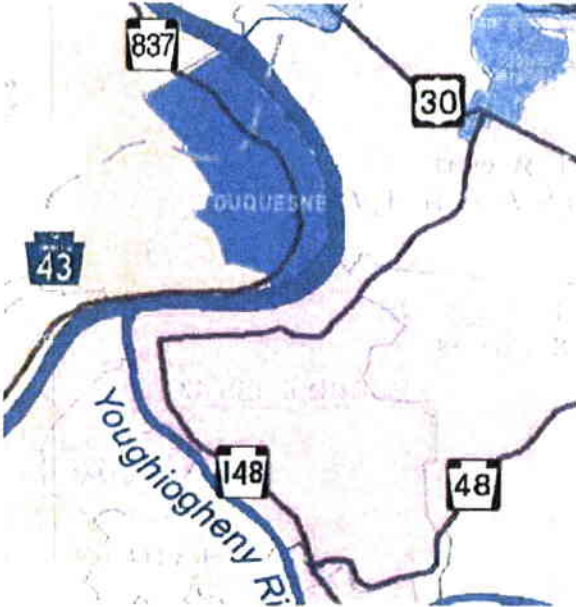
Source: Base GIS data provided by Allegheny County (2004 - 2012).

- | | | | |
|----------------------|-------------------|----------------------------|----------------|
| Municipal Boundaries | Rivers/Streams | Community facilities | School |
| Major Roads | Parks | Emergency Medical Services | HISTORIC SITES |
| Active Suburbs | Wetlands | Fire Stations | Landmark |
| Hospitals | Places of Worship | Libraries | Capital Space |
| Municipal Buildings | Cemeteries | Places of Worship | Parks |
| Places of Worship | Cemeteries | Police Station | |
| Police Station | Parks | Post Office | |
| Post Office | | River Access | |



Transportation, Facilities and Utilities

AlleghenyPlaces Water Service Map

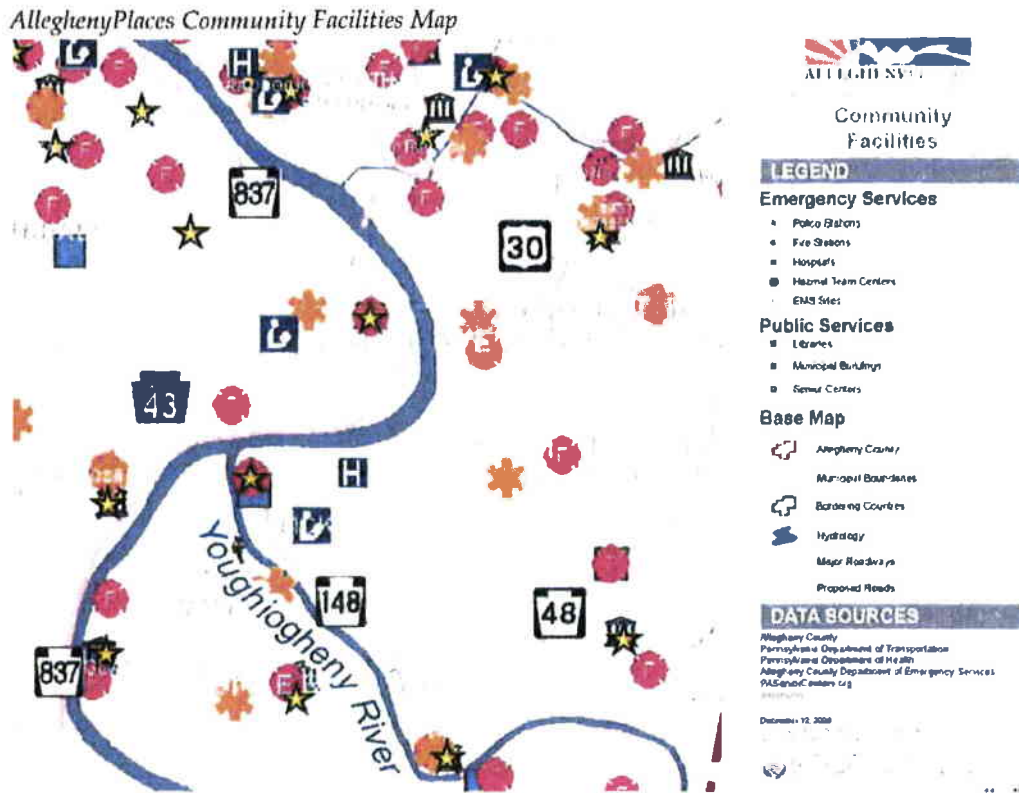


- City of Duquesne Water Department
- Westmoreland County Municipal Authority

AlleghenyPlaces Sewer Service Map



- Municipal Authority of the City of McKeesport
- Municipal Authority of the City of McKeesport



Duquesne and McKeesport are well-served by emergency services. Discussions with the service providers indicate two issues:

1. A high rate of 911 calls for transport (25%-50% more calls than what would be anticipated for an average population of the same size).

In terms of the 911 calls, many result in non-emergency transport to area hospitals. This appears to be related to access to cars and public transportation. Car ownership rates are low in Duquesne and McKeesport and public transit routes have been significantly cut in recent years.

2. A desire for a beat patrol being added to the current police force.

There appears to be consensus related to idea of adding beat patrol officers to the current police force. However, funding is a major issue and obstacle. Federal funding for beat patrol has not been available for several years and the cities do not appear to be able to bear the personnel costs related to an increase in force size at this time. Even grant opportunities are problematic because of the need to continue employment after the grant period has ended. There is an additional and important issue of personality, fit and culture. The possibility of additional temporary summer police officers was discussed. However, anecdotal evidence indicates that an effective beat patrol hinges on the personality of the officers on beat patrol. Those best-suited for the position (more experienced officers

with ties to the community) are not looking for temporary summer work. As the financial situation of the cities improves in the future, the possibility of a beat patrol should be considered.

Code enforcement is an important concern. There appears to be a need for increased capacity and increased enforcement.

Water Service

Barring significant unforeseen industrial or other water needs, the current water and sewer facilities will be able to accommodate anticipated growth and development in McKeesport. It is not anticipated that expansion or extension to the existing sewer system is needed.

Sewer Service

The Pennsylvania Sewage Facilities Act (Act 537) was enacted to correct sewage disposal problems and to help treat wet weather flows. Sewage plants, like McKeesport's, that have combined sewers (sanitary sewage and storm water in the same line) have been mandated by the US EPA to severely limit the amount of water that is redirected to the rivers and creeks during a rain event.

The Municipal Authority of the City of McKeesport (MACM) owns and operates a wastewater treatment plant and conveyance system serving the greater McKeesport area. The communities served by the Authority include in whole or part of the City of McKeesport, City of Duquesne, East McKeesport Borough, Elizabeth Township, Liberty Borough, Port Vue Borough, North Versailles Township, Versailles Borough, White Oak Borough, Glassport Borough, and Lincoln Borough. These communities own and operate their own collection systems. Some of the collection systems are combined and some are separate, sanitary only systems. Although the Authority neither owns nor has jurisdiction over the collection systems, they are the permittee responsible for combined sewer overflows (CSOs) and a sanitary sewer overflow (SSO).

The Authority was faced with a choice, place the responsibility for flow management and reduction with each of the communities, or develop a regional flow management plan. The Authority evaluated technical issues, completed plan development and worked through consensus building which allowed the communities to agree on and implement a regional wet weather flow management plan.

This is accomplished in one of two ways; either separate all of the lines into sanitary only and storm water only lines, or expand the treatment facilities to convey and treat the vast majority of the water that enters the combined lines. The second option was determined to be the best, and cheapest, option for facilities in McKeesport. The Plan and design was submitted to the DEP for review and approval. The construction is expected to take several years and is estimated to cost around \$60 million.

Stormwater

Watersheds in this region are covered by the Pennsylvania Act 167 Stormwater Management Plan. Allegheny County is currently preparing a county-wide Act 167 Plan that will update the existing plan. PA Act 167 requires municipalities to adopt a local Act 167 plan that is consistent with the County's plan within six months after the PA Department of Environmental Protection has approved the County's plan. The proposed Allegheny County Act 167 plan will include a model ordinance that can be used for this purpose, so achieving compliance could be inexpensive and relatively simple.

McKeesport Area School District

The McKeesport Area School District serves Dravosburg, McKeesport, South Versailles Township, Versailles, and White Oak, which encompasses approximately 7 square miles. According to District officials, in school year 2009-10 the McKeesport Area School District provided basic educational services to 3,927 pupils (down from 4,132 pupils in the school year 2007-08). The school district projects enrollment to decline to 3,400 by the year 2019.

With the recent construction of a new school near McKeesport's 7th Ward and the anticipated decrease in student body, the School District does not anticipate a need for significant facility expansion in the next 10 years.

Duquesne City School District

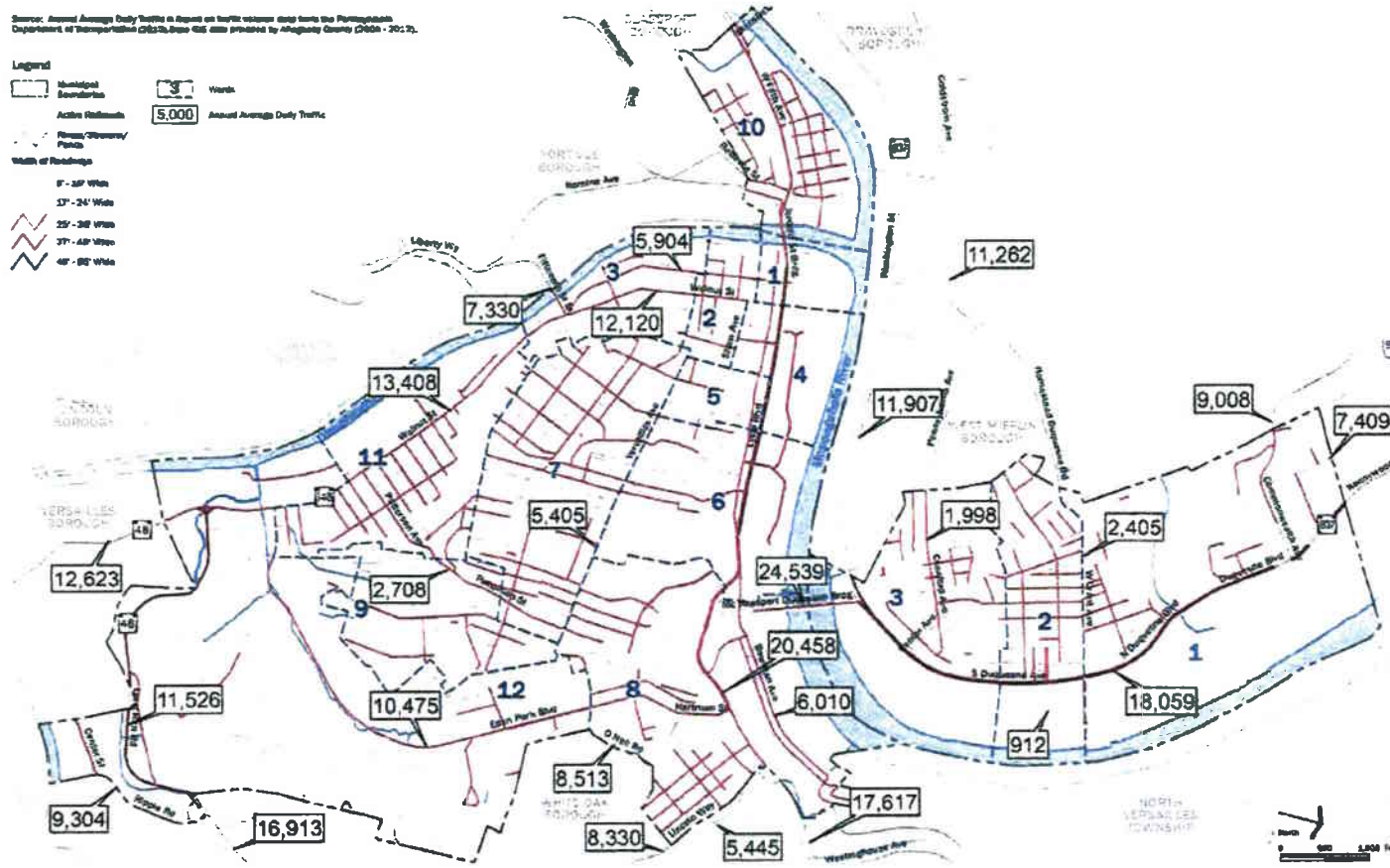
Duquesne City School District serves the City of Duquesne and encompasses approximately 2 square miles. In 2014, the District reported 366 pupils in grades kindergarten through 6th, with 100% of pupils receiving a federal free or reduced price meals due to family poverty.

The 7-12 grade students in the Duquesne School District may choose to attend the neighboring West Mifflin Area High School or East Allegheny High School. The school is the student's choice. Duquesne City provides transportation with the tuition paid by the Pennsylvania Department of Education.

Enrollment projections for Duquesne City School District are not available at this time.

Roadways and Traffic Volumes Map

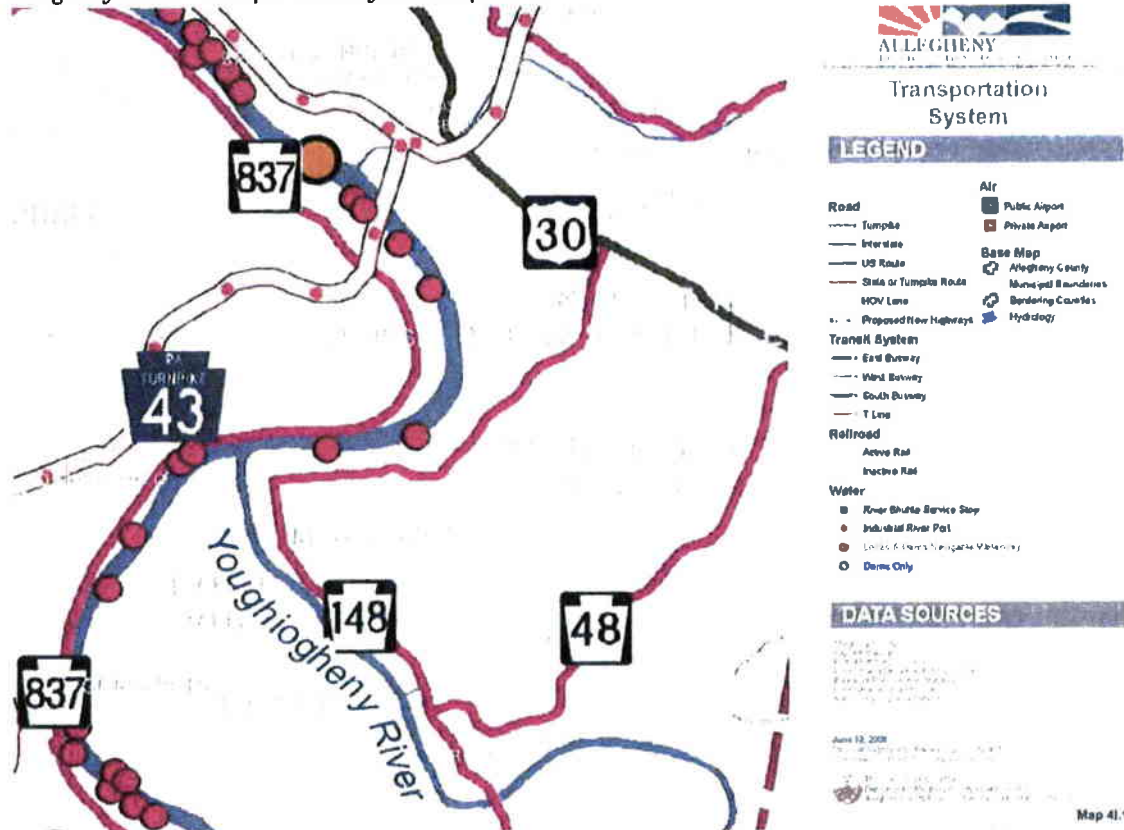
Source: Annual Average Daily Traffic & Roadway Width Data from the Pennsylvania Department of Transportation (2012), from GIS data provided by Allegheny County (2008 - 2012).



Roadways Road Widths, and Traffic Volumes Map

Background Studies and Trends • 198

Allegheny Places Transportation System Map, 2010



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Appendix

ALLEGHENY PLACES

THE ALLEGHENY COUNTY COMPREHENSIVE PLAN



DECEMBER 2008

Allegheny County, Pennsylvania

THE ALLEGHENY COUNTY COMPREHENSIVE PLAN

ALLEGHENY COUNTY, PENNSYLVANIA

THE PREPARATION OF THIS REPORT WAS FUNDED BY:

Allegheny County

Allegheny County Community Development Block Grant

Allegheny County Industrial Development Authority

- Local Economic Development Assistance

Pennsylvania Department of Community and Economic Development

- Land Use and Planning Technical Assistance Program and Shared Municipal Services Program

Pennsylvania Department of Conservation and Natural Resources, Bureau of Recreation and Conservation

- Community Conservation Partnerships Program, Growing Greener Program, Environmental Stewardship Fund, and Keystone Recreation, Park and Conservation Fund

Pennsylvania Department of Environmental Protection

- Environmental Stewardship and Watershed Protection Grant Program

Pennsylvania Historical and Museum Commission

- Historic Preservation Grant

Southwestern Pennsylvania Commission

- Land Use Initiatives Grant



ALLEGHENY COUNTY COMPREHENSIVE PLAN DESIGN TEAM:

Allegheny County Economic Development

- Planning Division

Allegheny County InterCOG Council

Balicki & Associates

Center for Economic Development (Carnegie Mellon University)

Chester Engineers

Collective Efforts

geographIT

GeoSci

John J. Clark & Associates

McCormick Taylor, Inc.

Mackin Engineering

Maguire Group

Michael Baker Jr., Inc.

Olszak Management Consulting

Resource Development Management

University Center for Social & Urban Research (University of Pittsburgh)

URS Corporation

DECEMBER 2008



Photos for *Allegheny Places* are courtesy of Allegheny County, McCormick Taylor, Pittsburgh Zoo, Forrest Conroy, Bernadette E. Kazmarski, Roy Kraynyk, and Kevin Smay. We thank all of the photographers for their contributions.



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ABOUT THIS DOCUMENT

Allegheny Places is organized into five chapters:

Chapter 1, *Developing a Vision*, describes how thousands came together to develop *Allegheny Places*, a comprehensive plan for future growth, conservation and economic development in Allegheny County.

Chapter 2, *Planning for Our Places*, provides an overview of guiding principles and measures to promote equity and diversity, along with a summary of how the comprehensive plan was prepared and the types of places it supports.

Chapter 3, *Overview of Today's Places*, describes the existing character of the County through an examination of current demographics and emerging land use trends.

Chapter 4, *Recommendations for Tomorrow's Places*, is organized into 12 elements of the comprehensive plan, along with a compilation of equity and diversity issues. Each of the plan elements examines data collected on current conditions and trends, provides an analysis of issues and opportunities, establishes goals and objectives, and provides recommendations.

Chapter 5, *Putting it in Places*, outlines the steps necessary to implement the Plan. The roles and responsibilities of the key 'actors' involved in the implementation of the Plan's recommendations are identified and an action plan to get the Plan off to a quick start toward realization is described.



Photo credit: Kevin Smay



ALLEGHENY PLACES

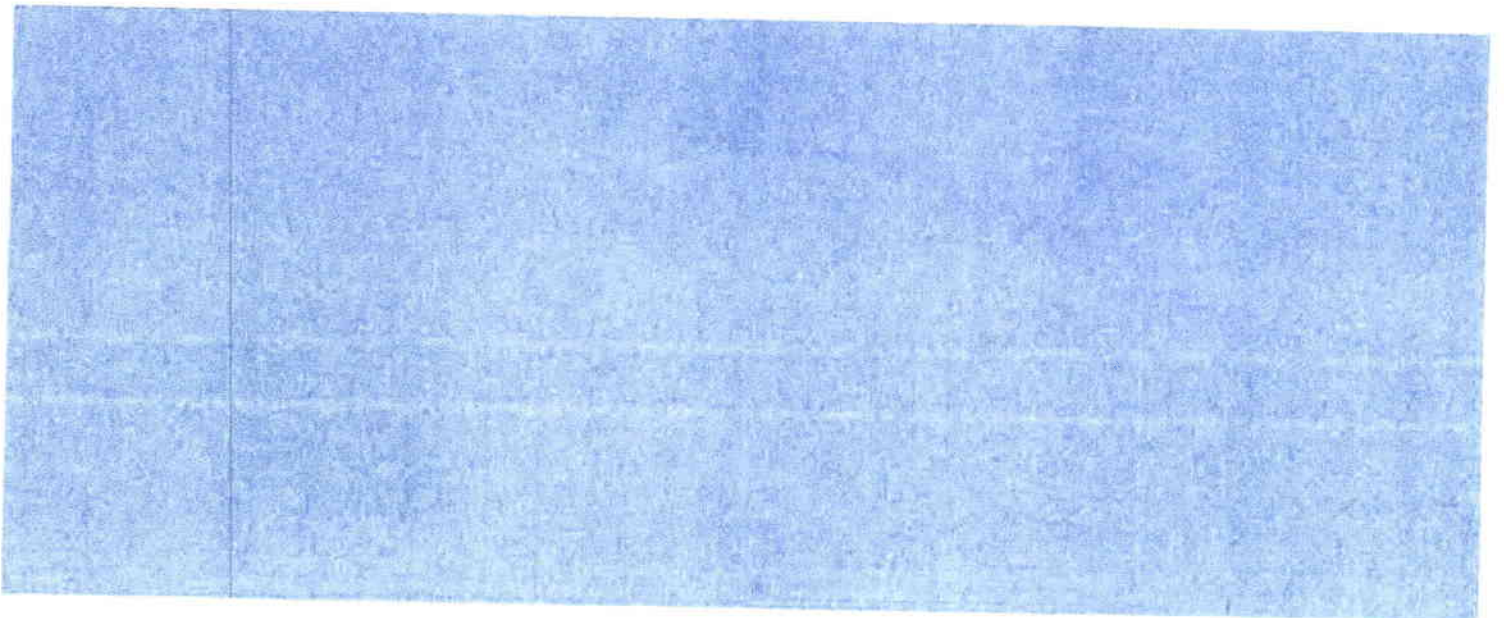
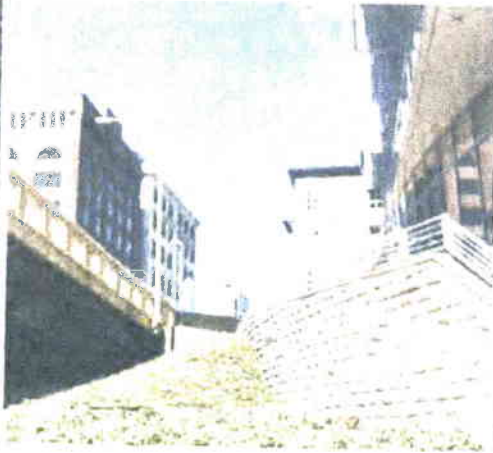
THE ALLEGHENY COUNTY COMPREHENSIVE PLAN

EXECUTIVE SUMMARY



DECEMBER 2008

Allegheny County, Pennsylvania



THE ALLEGHENY COUNTY COMPREHENSIVE PLAN

ALLEGHENY COUNTY, PENNSYLVANIA

THE PREPARATION OF THIS REPORT WAS FUNDED BY:

Allegheny County

Allegheny County Community Development Block Grant

Allegheny County Industrial Development Authority

- Local Economic Development Assistance

Pennsylvania Department of Community and Economic Development

- Land Use and Planning Technical Assistance Program and Shared Municipal Services Program

Pennsylvania Department of Conservation and Natural Resources, Bureau of Recreation and Conservation

- Community Conservation Partnerships Program, Growing Greener Program, Environmental Stewardship Fund, and Keystone Recreation, Park and Conservation Fund

Pennsylvania Department of Environmental Protection

- Environmental Stewardship and Watershed Protection Grant Program

Pennsylvania Historical and Museum Commission

- Historic Preservation Grant

Southwestern Pennsylvania Commission

- Land Use Initiatives Grant



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Mackin Engineering

Maguire Group

Michael Baker Jr., Inc.

Olszak Management Consulting

Resource Development Management

University Center for Social & Urban Research (University of Pittsburgh)

URS Corporation

DECEMBER 2008



Photos for *Allegheny Places* are courtesy of Allegheny County, McCormick Taylor, Pittsburgh Zoo, Forrest Conroy, Bernadette E. Kazmarski, Roy Kraynyk, and Kevin Smay. We thank all of the photographers for their contributions.



EXECUTIVE SUMMARY

INTRODUCTION

This Executive Summary provides a brief overview of the recommendations presented in *Allegheny Places*, the *Allegheny County Comprehensive Plan*, adopted in

November 2008 and published in December 2008. The full report, as well as other information about the project, is available on the project website www.alleghenyplaces.com.



Photo credit: Kevin Smay



DEVELOPING A VISION FOR ALLEGHENY COUNTY

Allegheny Places is Allegheny County's first comprehensive plan. It establishes an overall vision for our future and a roadmap to get there. The comprehensive plan provides the County with a framework for the strategic use of public resources to improve the quality of life for all residents. Over the period of the plan's development, thousands came together to discuss, consider and ultimately agree on a collective vision for Allegheny County's future, a future where:

- All residents have equitable access to opportunities and benefits of our ongoing economic revitalization
- Former brownfields are transformed into attractive destinations for residents, businesses and visitors
- Transit-oriented development stimulates economic activity and relieves congestion on area roadways
- A highly efficient transportation system links Oakland, Downtown and Pittsburgh International Airport, our major economic centers
- Extensive greenways connect our communities with parks, trails, riverfronts and other natural amenities
- Good, stable, well-paying jobs are available in a diversified economy
- High quality housing choices exist for all residents at every income level



Photo credit: McCormick Taylor

Equity and Diversity is also a very important plan component. Throughout the main document Equity and Diversity issues are highlighted in each element.

Favorite Places There's a lot to like about Allegheny County. That's why 'Favorite Places' is the unifying theme of this comprehensive plan – it celebrates the established places that we value and imagines new places that build on the unique character of our County.



Photo credit: McCormick Taylor

Allegheny County has a variety of identifiable places that, together, give our region its distinctiveness. 'Places', as described in the comprehensive plan, are settings that will provide opportunities for development and redevelopment, new investment and businesses, and support for diverse housing and employment options. 'Places' will be a foundation for our County's ongoing economic revitalization.

The Need for a Plan Allegheny County has been changing over the years. While some of these changes were desirable, others were not. *Allegheny Places* will provide us with the means to manage the changes shaping the County so that we may achieve a brighter future for all our residents.

Today, every county in Pennsylvania is required to develop a plan. In the future when state agencies evaluate grant and permit applications, priority will be given to state, county and local municipal projects that are consistent with county comprehensive plans.

Allegheny Places has Widespread Support

Throughout the process, thousands of people shared their knowledge and vision for the County to help set us on a course for the future. Allegheny County has a wealth of talented, energetic and diverse people who were engaged at every phase of plan development. Three committees were assembled to provide input and guidance:

- A Steering Committee with over 100 members
- An Advisory Committee of over 40 members
- A Sounding Board



Photo credit: McCormick Taylor

Ten Resource Panels that served as technical workgroups for targeted subjects provided equally critical guidance. Hundreds of local experts served on these panels.

It was important that *Allegheny Places* reflect the desires of the people of Allegheny County so that they would embrace the plan. Therefore our public outreach sought diversity in gender, race, ethnicity, age, income and disability and in public, private and civic sector involvement. We also sought to strike a balance between the interests of the City of Pittsburgh and growing and declining urban, suburban and rural municipalities.

How to Use the Plan County and municipal leaders can consult *Allegheny Places* when making important decisions that could affect the quality of life in Allegheny County. Since the County's role in planning is largely advisory, *Allegheny Places* will help the communities of Allegheny County to:

- Make important decisions concerning land use
- Set policies that will influence future development and conservation initiatives
- Ensure that decision-making is coordinated at local, County and regional levels



PLANNING FOR OUR PLACES

These are the Guiding Principles that directed and formulated this plan:

- Direct development to existing urban areas
- Encourage mixed-use and concentrated development
- Target investments for maximum return
- Maximize use of existing highways, transit and utilities
- Respond quickly and appropriately to the market
- Provide options and choices
- Promote equitable and diverse development
- Help all people benefit from equal access to opportunity
- Protect environmental resources
- Coordinate consistency with local municipalities
- Plan for greenway connectivity throughout the County
- Optimize access to rivers
- Enhance recreational and cultural resources
- Preserve quality existing places, our historical legacy and community character
- Guide public investment to targeted areas through County development policies

Promoting Equity and Diversity Many residents struggle with social and economic disadvantages. Equitable Development Principles were established to help address these problems and guide plan development. Through

Allegheny Places, we will strive to achieve a future where all residents benefit from equal access to:

- Decent, affordable housing
- Attractive neighborhoods
- Good paying jobs
- Public transit
- Amenities such as parks and trails, and
- High-performing schools.



Photo credit: McCormick Taylor



Photo credit: McCormick Taylor

Forecasting Trends To further our understanding of demographic characteristics and trends, the University of Pittsburgh provided their expertise to the planning process. The data they developed was used to estimate the amount of new development that the County could reasonably expect over the next twenty years. By analyzing recent growth trends and development patterns, we were then able to forecast where future development was most likely to occur if recent development trends continued. That future possibility was called the 2025 Trend Scenario. This Scenario is merely an informed assumption as to what the County could be like in 20 years assuming a continuation of recent land development trends.

The resulting pattern showed the majority of development spreading out in the northern and western portions of the County.

Considering Alternative Futures Based on key themes that emerged through public outreach, four alternative scenarios for the future were developed: Good Old Places, Hot New Places, River Places and Transit Places.



Photo credit: McCormick Taylor

Performance of the 2025 Composite Scenario Once the various scenarios were analyzed and discussed, the 2025 Composite Scenario emerged. It combined the best characteristics of the alternative scenarios and served as the basis for the Future Land Use Plan. Compared with the 2025 Trend Scenario, the 2025 Composite Scenario:

- Used a third less land (or 12,000 acres)
- Targeted more opportunities for our neediest residents to live and work in the same community
- Targeted more housing and jobs in low performing school districts
- Used existing infrastructure more efficiently, including roads and utilities
- Directed almost 50% more acreage to brownfield sites
- Located more housing units closer to regional parks and trails
- Increased transit ridership by 25,000 passengers a day
- Resulted in 3 million fewer vehicle miles traveled on the roads per weekday



OVERVIEW OF TODAY'S PLACES

The following summarizes the existing character of the County through a brief description of current demographics and emerging land use trends.

A Snapshot of Allegheny County Allegheny County is located in Southwestern Pennsylvania and encompasses the City of Pittsburgh and its suburbs, in addition to the river towns and rural villages outside of the urbanized area.

Allegheny County is the region's employment center and attracts a significant number of workers from adjacent counties and states to fill jobs within its borders. No longer reliant on heavy industry for jobs, Allegheny County has developed a more diversified, agile economy. Manufacturing remains an important sector of our economy, but today, our economy is led by the prominent and prestigious medical and educational institutions located here. Over the last year, we've experienced the largest growth in venture capital investment of any area in the country.



Source: McCormick Taylor

One of Allegheny County's greatest assets is Pittsburgh, our County seat and economic and cultural center. Once the city was the center of the nation's steel industry; today it embraces both high-tech corporations and charming old world neighborhoods. But certainly Allegheny County is more than just Pittsburgh. In fact, there are 130 municipalities within the County.

The County's population in 2006 totaled 1.22 million, making it the second most populous county in Pennsylvania.

Allegheny County consistently ranks high on lists of the nation's most livable areas. The cost of housing in the region ranks as the most affordable in the nation, according to the U.S. Census. Pittsburgh is also one of the safest cities of its size.

A Demographic Profile Slow decline has been a defining trend in Allegheny County for decades. For more than 75 years the County has lagged behind the nation's and state's growth rate. In each decade from 1970 to 2000, the County's population has decreased.

The population decline stems from the continued economic restructuring of the region. Between 1978 and 1983 alone, over 100,000 steel-related jobs were lost. Today, the Pittsburgh region's population remains stagnant largely because of low birth rate and low international immigration.

A Redistribution of Population

Population grew in just 33 of the 130 municipalities during the 1990s. Most of the growing communities are along the County's outer borders on the north, west and southwest. The result is that the County is 'hollowing out', with more residents moving from the core communities to the outer perimeter. As residents move out of the core, the neediest people are left behind to bear the burden of increased costs for providing services.

Racial Equity There is a strong correlation between poverty and race in Allegheny County. Seventy-five percent

of the County's African American population lives in just four communities. This leads to a disparity with tax rates that falls along racial lines.



Photo credit: Bernadette E. Kazmarski

Today's Land Use Pattern Over the last two decades, development patterns in Allegheny County have taken the form of low-density sprawl. According to the Brookings Institution Center on Urban and Metropolitan Policy, from 1982 to 1997 metropolitan Pittsburgh developed an astonishing 8.5 acres of land for every new household. The national average for that same period of time was about 1.3 acres.

A Welcome Trend A number of prominent projects have been completed in recent years that typify another important development trend taking place in Allegheny County. New mixed-use developments are being created that incorporate residential, commercial, light industrial, and research and development uses into attractively landscaped settings. Vacant, underutilized industrial properties are being redeveloped, and riverfronts are being revitalized. New residential developments are beginning to offer a variety of housing options for all incomes.

Political Fragmentation The land use pattern seen in Allegheny County today is, in large part, the result of the mosaic of 130 municipalities that comprise the County. Historically, municipalities have had a large degree of autonomy, especially in land use planning and the approval of land development. In Pennsylvania, municipalities derive their right of government from the state and do not come under the jurisdiction of County government.

Many local governments simply can't afford to provide services by themselves and keep tax rates down. As a result, municipalities are looking for ways to cooperate with their neighbors to save money.



Photo credit: McCormick Taylor



RECOMMENDATIONS FOR TOMORROW'S PLACES

The following pages summarize the 12 elements of the comprehensive plan. The plan elements collectively serve as a guide for public and private sector actions related to future growth and resource preservation in Allegheny County.



Photo credit: McCormick Taylor

FUTURE LAND USE

The Future Land Use Plan is a guide for development and redevelopment in Allegheny County through the year 2025. It is based on the modest rate of growth projected to occur over the planning period.

The Future Land Use Plan is built around the concept of 'Places' or locations targeted for major development. There are eight different types of Places, each of which has a unique identity:

- Airport-Industry
- The Core
- Corridors
- Urban Neighborhoods
- Community Downtowns
- Villages
- Rural Places
- Transit-Oriented Developments (TODs)

The intent of Places is to provide an efficient and economical way to allow for both new growth and revitalization, meet a diversity of needs, support transit, reduce consumption of

open space and protect environmentally sensitive resources. In addition to the eight types of Places, there are several other elements on the Future Land Use map:

- **Infill Areas** – locations for smaller-scale development
- **Conservation Areas** – areas where resources are protected and development is discouraged
- **Greenway Network** – an interconnected, county-wide network of natural resources and recreational amenities
- **River Network** – made up of the County's major water features
- **Transportation Network** – major roadways, transit, rail, air and water transportation corridors

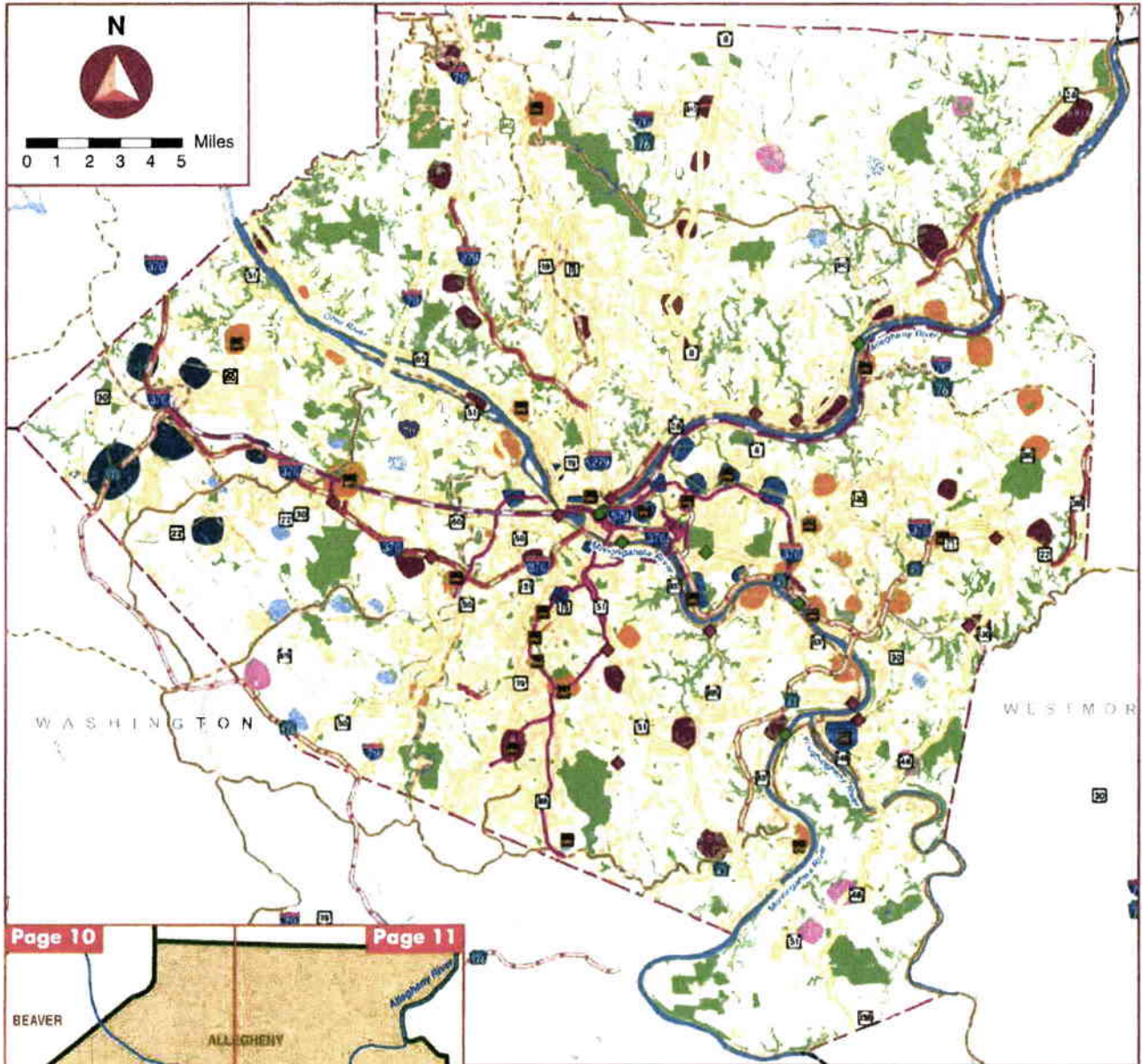
The Future Land Use Plan is the keystone of *Allegheny Places* – all the other elements of the comprehensive plan support its implementation.

KEY FUTURE LAND USE CHALLENGES

- Sprawl in the northern and western portions of the County
- Declining population, especially in core areas
- Disinvestment in older communities
- Brownfields that have high clean-up costs and hinder river access
- A large number of local governments
- Poor condition of housing stock in older communities and the need for demolition



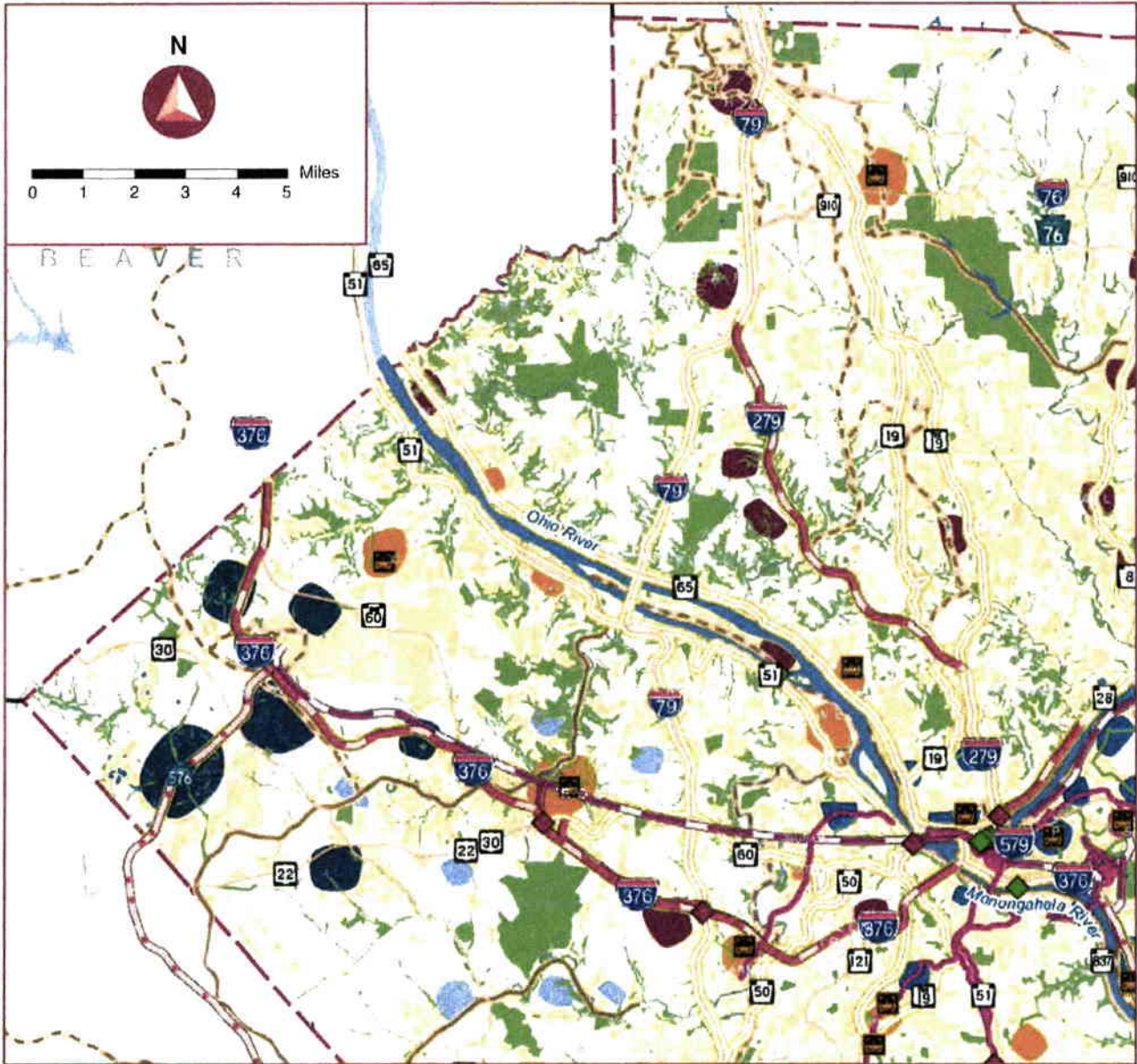
Photo credit: McCormick Taylor



FUTURE LAND USE MAP

For enlarged views of the above map, as well as a detailed legend, please see the following four pages.

Descriptions of the major land uses shown on the maps can be found on page 14.

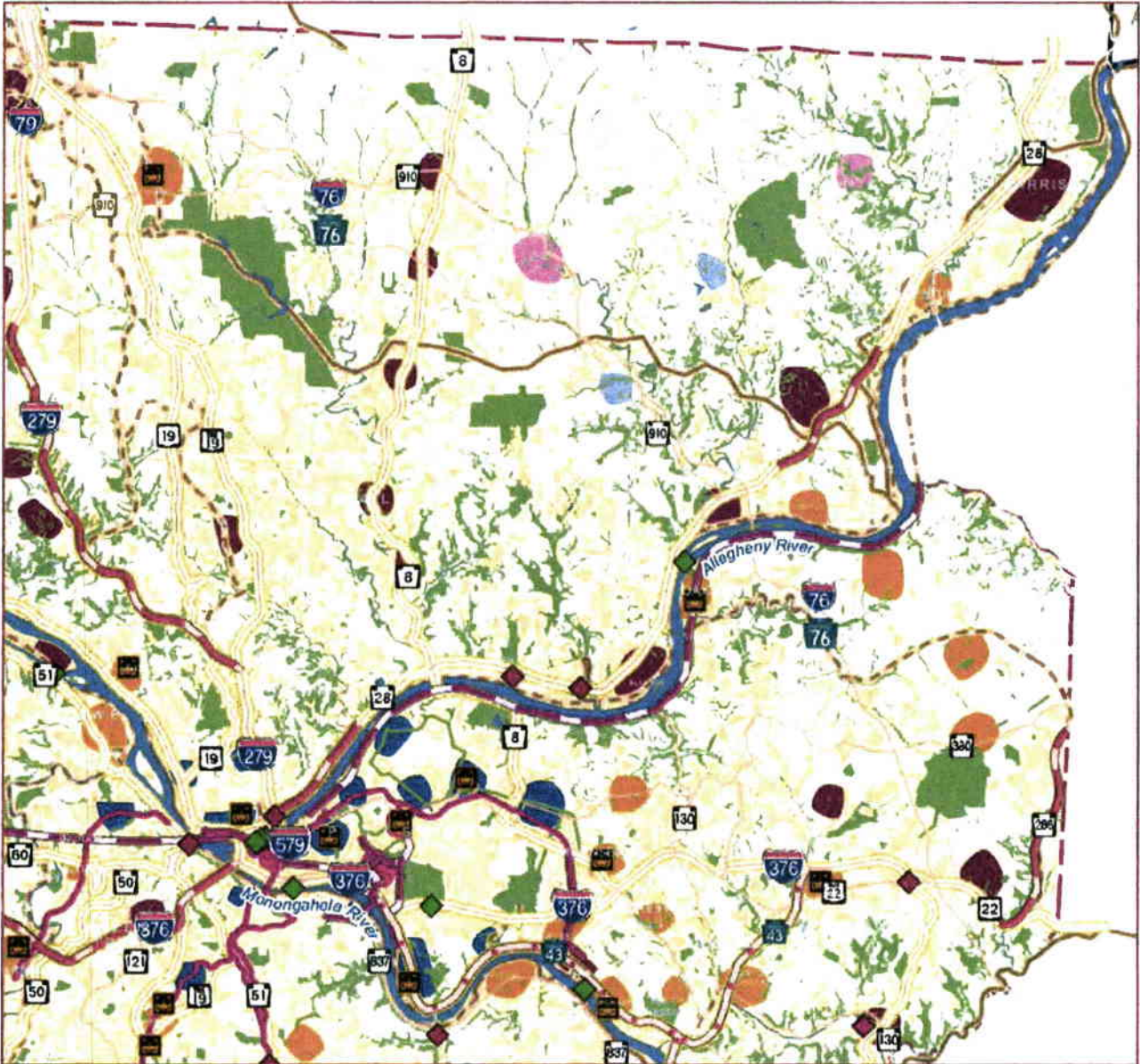


PLACES

-  Airport
-  Core
-  Corridor
-  Neighborhood
-  Community Downtown
-  Village
-  Rural
-  Transit-Oriented Development

BASE MAP





-  Allegheny County Municipal Boundaries
-  Hydrology
-  Existing Transit System
-  Major Roadways
-  Infill Development
-  Conservation Areas



TRANSPORTATION PROJECTS

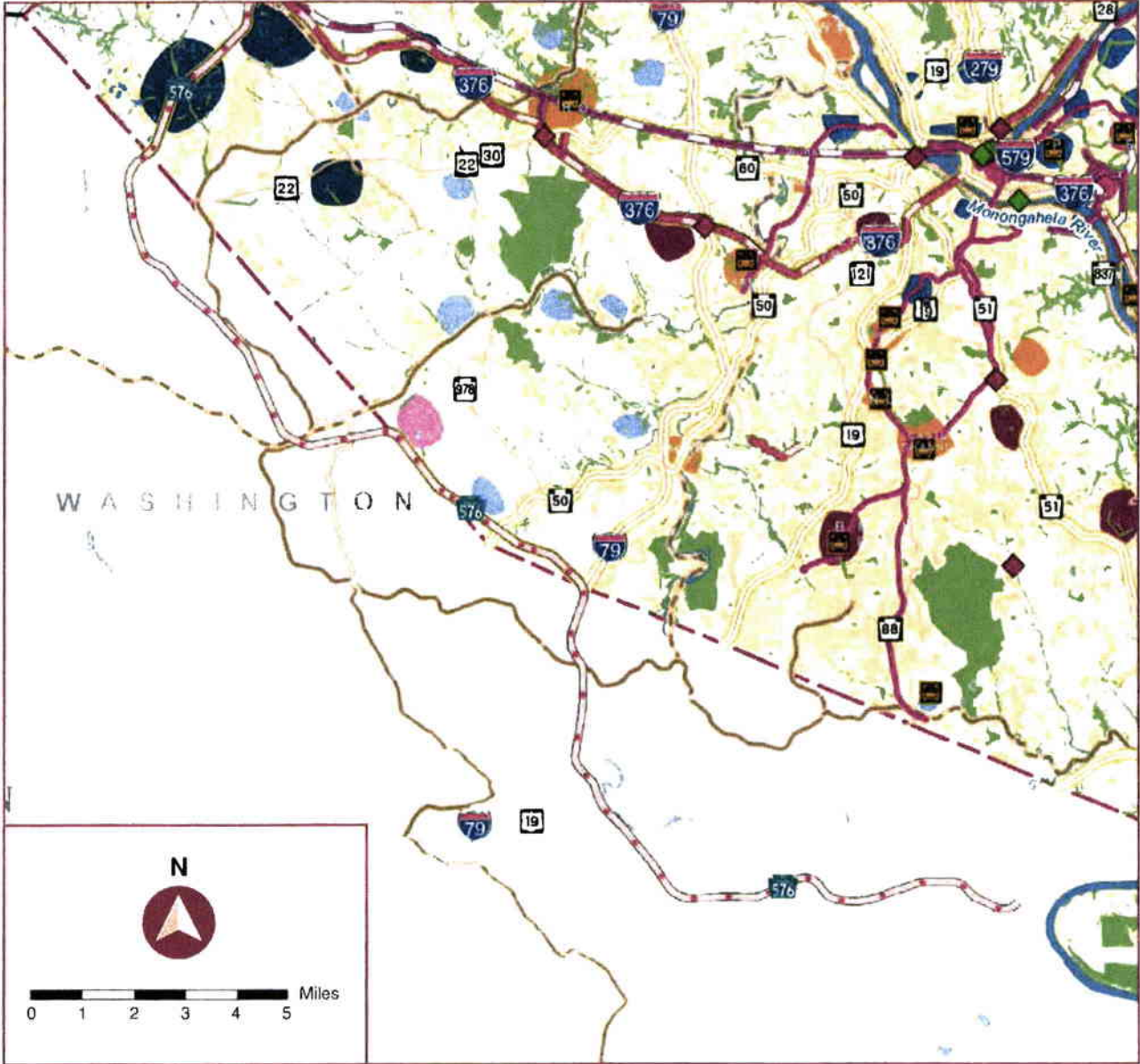
-  Proposed New Highways
-  Proposed Highway Improvements
-  Proposed Transit Projects *
-  Bridge
-  Hub/Garage
-  Interchange
-  Intermodal Freight

NETWORKS

-  Proposed Greenways
-  Road Corridors
-  Proposed/Under Construction Trails
-  Completed Trails

* These alignments are conceptual, alternatives will be studied.



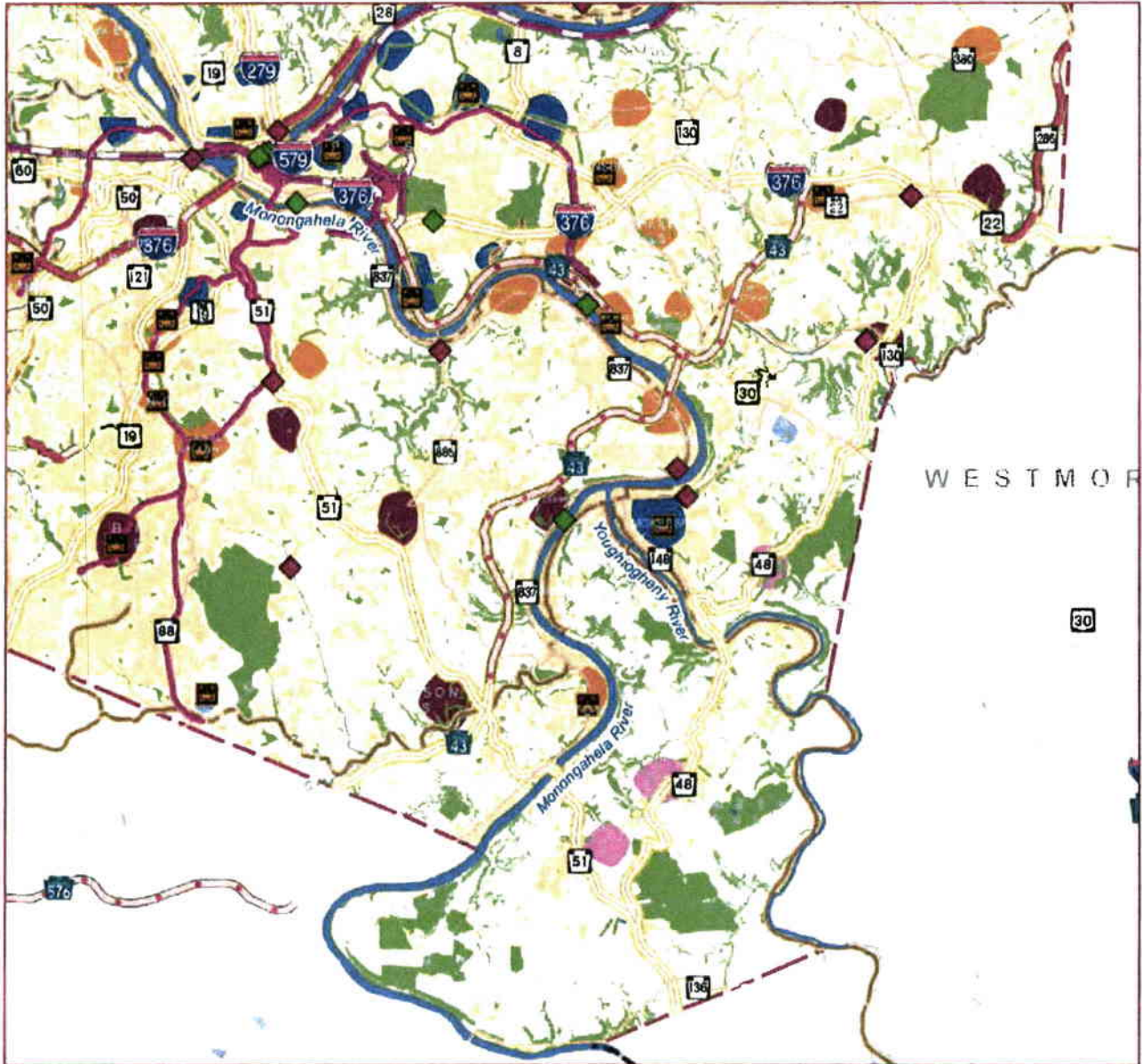


PLACES

-  Airport
-  Core
-  Corridor
-  Neighborhood
-  Community Downtown
-  Village
-  Rural
-  Transit-Oriented Development

BASE MAP

-  Allegheny County
-  Municipal Boundaries
-  Hydrology
-  Existing Transit System
-  Major Roadways
-  Infill Development
-  Conservation Areas



TRANSPORTATION PROJECTS

- Proposed New Highways
- Proposed Highway Improvements
- Proposed Transit Projects *
- Bridge
- Hub/Garage
- Interchange
- Intermodal Freight

NETWORKS

- Proposed Greenways
- Road Corridors
- Proposed/Under Construction Trails
- Completed Trails

* These alignments are conceptual, alternatives will be studied.





FUTURE LAND USE MAP DESCRIPTIONS

(More information can be found in the Land Use Element of *Allegheny Places*)

Infill Areas: Provide opportunities for new development and redevelopment on vacant, abandoned or under-utilized properties.

Conservation Areas: Sensitive environmental features, scenic landscapes and cultural resources that are only meant for very limited or no development.

Places: Areas targeted for development.

- 1. Airport-Industry:** Located in close proximity to Pittsburgh International Airport, and mainly include sites that have been targeted by the County and developers for office and light industrial development.
- 2. The Core:** Located in downtown Pittsburgh and Oakland. Much new development in Core Places will be infill development, rehabilitation and reuse of existing buildings, and adaptive reuse of former industrial or warehouse sites and structures.
- 3. Corridors:** Have good access to major transportation corridors and highway interchanges. They are relatively intense, mixed-use hubs of office, industrial, commercial and residential uses. Corridor Places can accommodate high-intensity land uses that require large amounts of land such as regional shopping centers, industrial parks, and business parks.
- 4. Urban Neighborhoods:** Located within urban areas like the cities of Pittsburgh and McKeesport. They build on existing business districts and mixed-used areas in older, densely developed neighborhoods, and include more regionally-oriented services with a mix of housing types in a walkable setting.
- 5. Community Downtowns:** Similar in character to Urban Neighborhoods, but are less densely developed. Most, but not all, Community Downtowns build on the existing business districts and downtowns in older communities.
- 6. Villages:** Located in suburban communities throughout the County. Village Places are characterized by a mix of residences and small-scale, low-intensity businesses and services that primarily serve neighborhood needs. Non-residential development should neither generate, nor depend on, large volumes of vehicular traffic.
- 7. Rural Places:** Located along the "edges" of the County in municipalities that are less developed. Rural Places are the least densely developed of all the types of Places. They will be primarily residential in nature, with a focus on single-family detached housing. Non-residential development will be limited mainly to recreation and essential supporting services.
- 8. Transit-Oriented Developments (TODs):** A mix of relatively dense residential, office and retail uses at transit stations or transit stops, to maximize pedestrian access to transit. TOD is an overlay on selected Places that are located along the existing 'T' line and busways, and on proposed new transit lines. TOD Places will incorporate both infill development, and substantial new development on large parcels when available.

DATA SOURCES FOR FUTURE LAND USE MAP

Allegheny County
Allegheny County Municipalities
City of Pittsburgh
Southwestern Pennsylvania Commission
Western Pennsylvania Conservancy
Individual Land Trusts
AirPoto USA
Pennsylvania Department of Transportation

Pennsylvania Turnpike Commission
National Hydrography Dataset

June 12, 2008

This map is property of Allegheny County and should be used for reference purposes only.



This map was prepared for:
Dan Onorato, Allegheny County Chief Executive
Allegheny County Economic Development – Planning Division

RECOMMENDATIONS FOR FUTURE LAND USE

- A. Create Places that Emphasize Community** – The Places envisioned by the Future Land Use Plan are compact, walkable communities that are transit-supportive. They offer a variety of housing options to meet a diversity of needs and respect market trends.



Photo credit: McCormick Taylor

- B. Direct Development, Redevelopment and Conservation to Places Identified on the Future Land Use Map** – The County will strategically target the use of public funds and support the use of economic development incentives to implement projects that are consistent with the Future Land Use Plan.
- C. Ensure that New Development Occurring Outside of Designated Places and Infill Areas is Beneficial and Necessary** – Some development is expected to occur outside of the designated Places and Infill Areas identified on the Future Land Use map. It is important that appropriate land development controls be in place to ensure that such development is appropriate and consistent with the conservation goals of *Allegheny Places*.
- D. Encourage Transit-Oriented Development** – Transit-oriented development is an important national land development trend that promotes compact, relatively dense development within walking distance of a transit station with a '24/7' mix of uses.
- E. Promote Municipal Consistency with *Allegheny Places*** – Implementing the goals and objectives of *Allegheny Places* will require consistency between the County comprehensive plan and municipal comprehensive plans.

HISTORIC AND CULTURAL RESOURCES

The heritage of Allegheny County is reflected in its historic buildings, neighborhoods and landscapes. The County has over 220 properties listed in and nearly 500 additional properties currently eligible for the National Register of Historic Places. The County's National Register properties include government buildings, schools, churches, theaters, retail buildings, locks and dams, tunnels and bridges, railroad stations, retail buildings, an experimental mine and industrial facilities.

KEY HISTORIC AND CULTURAL RESOURCE CHALLENGES

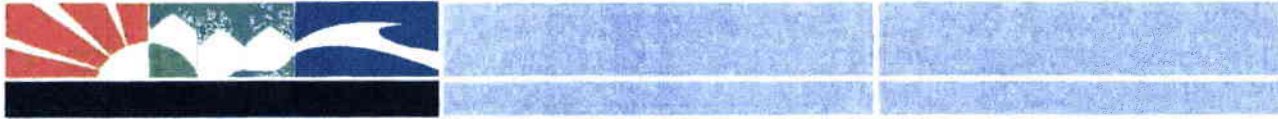
- Disinvestment in historic areas
- Threats to historic properties and lack of an up-to-date county-wide historic resource survey
- Loss of African American heritage sites
- Misperceptions regarding rehabilitating historic buildings
- Lack of understanding of the economic value of historic properties and resources



Photo credit: McCormick Taylor

RECOMMENDATIONS FOR HISTORIC AND CULTURAL RESOURCES

- A. Promote and Protect the County's Historic and Cultural Resources** – The preservation of historic and cultural resources is a foundation for our future economic prosperity and livability. Development and redevelopment anywhere in the County should be done in a manner that respects the existing character of a community.



- B. Utilize Cultural Resources as a Tool to Stimulate Economic Development** – Future economic development in the County should take place within the context of historic preservation. This is a powerful tool for economic revitalization to attract tourists and investors and generate jobs.
- C. Encourage Cooperation Between Historical and Cultural Organizations Throughout the County** – There are many organizations currently working to preserve historic and cultural resources in Allegheny County. These organizations will have a sustaining and, in some cases perhaps, an expanded role in implementing the Historic and Cultural Resource Plan.
- D. Protect Historic Landscapes including Viewsheds and Corridors** – The preservation of farmland can jointly protect historic landscapes. The Pittsburgh History & Landmarks Foundation's Historic Rural Preservation Program can be further used to preserve significant landscapes. Pennsylvania's Heritage Parks Program can also help to protect landscape resources.

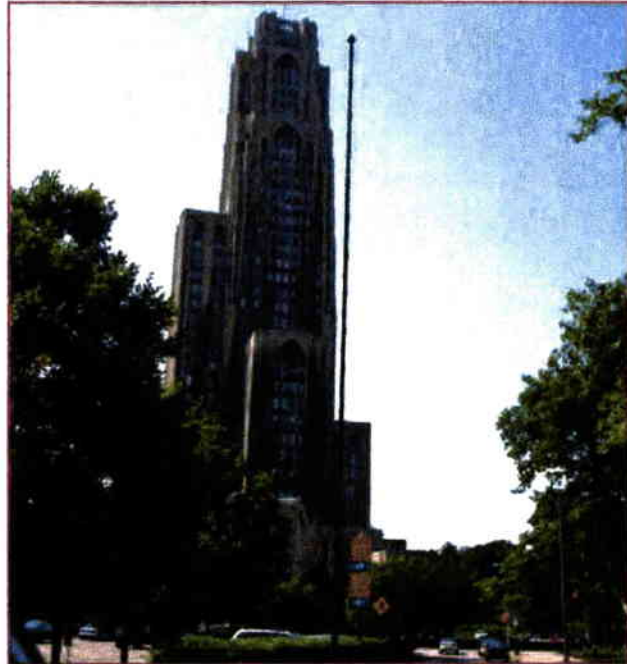


Photo credit: McCormick Taylor



Photo credit: McCormick Taylor

Over the past two decades, the County's economy has become much more diversified.

Employment Growth In 2003, employment within Allegheny County reached almost 881,000, the highest employment in the County's history. The primary reason that employment and workforce participation levels have been increasing in the County over the last 30 years is because more women have entered the workforce.

Household Income In 1990 and 2000, median household income in the County fell below the median for both the nation and state. Within the County, the lowest household incomes are found in Pittsburgh, the Mon Valley and nearby river communities. The highest median household incomes are found in Fox Chapel, Sewickley Heights, Ben Avon Heights and Marshall. Allegheny County maintains a concentration of relatively well-paying jobs and a moderately low poverty rate (11%), which contributes to it having a higher per capita income than the region, state or nation.

Racial Disparities As 84% of the region's African American population lives in Allegheny County, issues of

ECONOMIC DEVELOPMENT

The County's businesses and institutions form the core of southwestern Pennsylvania's economy and have driven economic growth trends throughout the region. For nearly 150 years, the region had the luxury of a sizable core of well-paying manufacturing jobs. Within a short period of time in the early 1980s, the long-term slow decline in the region's manufacturing industries became a massive freefall. Over 142,000 manufacturing jobs were lost in the region.

racial disparity are concentrated within its borders. Low workforce participation rates for African American men are one component leading to the low household income level for African Americans. While the Pittsburgh region experienced a slight increase in the unemployment rate since 2000, the increase was greater for African American females compared to any other group.

Economic Sectors Health care and social assistance is the largest job sector in Allegheny County. The County's largest employer is UPMC Health Systems. The County has diversified dramatically over the last two decades and now boasts industry clusters such as Environmental Technology, Advanced Manufacturing and Life Sciences, along with emerging clusters such as Cybersecurity, Specialty Metals and Robotics.

Economic Development Zones A number of tax-exempt districts have been specifically established to attract new business and new jobs. Keystone Innovation Zones (KIZs) are intended to foster innovation and create entrepreneurial opportunities to keep young, talented graduates in Pennsylvania. There are two KIZ areas in Allegheny County, both within the City of Pittsburgh. Keystone Opportunity Zones (KOZs) are economic development districts, created under the terms of Pennsylvania's KOZ legislation. Allegheny County has 26 KOZ sites, 17 of which are in Pittsburgh.

Research and Technology Development Allegheny County's growing technology sector is a new and robust source of economic vitality. The County has been growing into one of the greatest research and development hubs in the country because it has the essential ingredients that make it possible: prestigious universities, prominent medical centers, companies in a number of technology clusters, national banking providing capital and highly educated employees.

KEY ECONOMIC DEVELOPMENT CHALLENGES

- Slow employment growth
- Increased tax burden in older communities
- Need for better access to jobs
- Lack of jobs to retain graduating students
- Complex development approval process
- Targeting subsidies

RECOMMENDATIONS FOR ECONOMIC DEVELOPMENT

- A. Prioritize Development and Redevelopment in Accordance with the County Development Policies**
 – The Economic Development Plan supports ongoing economic development initiatives in existing towns, urban centers, brownfields and major transportation corridors. The County also identified a number of projects as key to economic growth.

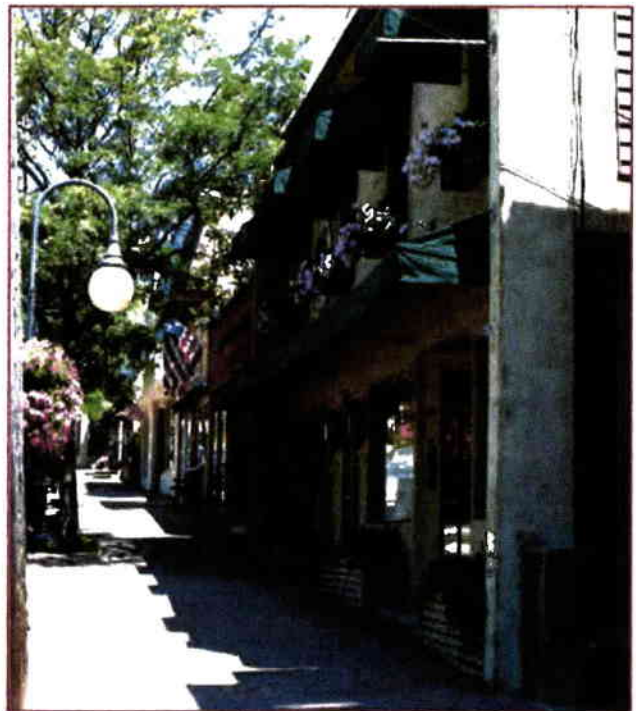


Photo credit: McCormick Taylor

- B. Target Investment to Increase Job Opportunities where Low- and Moderate-Income People Live**
 – The Comprehensive Plan seeks to provide better access to jobs for all County residents by decreasing the 'spatial mismatch' that exists today. A number of the designated Places correspond with existing centers for commerce in communities that have concentrations of low- and moderate-income residents.
- C. Match Development Types to Places Identified in the Future Land Use Plan**
 – The locations that have been recommended for employment centers and concentrations of commercial and industrial uses will,



to a large extent, guide where people work and shop in the future. Recommended development types have been developed for the types of Places in the Future Land Use Plan.

- D. Support and Recruit Industry Targets Identified in the Future Land Use Plan** – During the development of *Allegheny Places*, the Center for Economic Development at Carnegie Mellon University identified several industry targets or ‘driver industries’, representing growing specialties, for the County. The County will retain professional experts to work with identified initiatives and programs, and to recruit industries to locate in the appropriate Places designated on the Future Land Use map.
- E. Work with the Educational System to Produce and Attract Skilled Workers** – With a changing economy, there is a need to provide training and retraining opportunities to ensure the availability of a workforce ready to meet the demands of the County’s businesses. By cross-marketing between workforce development and economic development, training programs can be marketed to businesses, and businesses can be marketed to students and other potential employees.
- F. Advance a Uniform, Streamlined Development Process throughout the County** – Competition is stiff across the country in terms of attracting businesses. The County will work with its municipalities to create a more receptive environment for business development.
- G. Require that New Developments Provide for Pedestrians and are Completely Accessible to Individuals with Disabilities** – A walkable community is the most affordable transportation system to design, build and maintain. Most Places in the Future Land Use Plan will be pedestrian-friendly, mixed-use centers.
- H. Promote an Efficient Transit System to Provide Access to Jobs** – More efficient transit service to outlying job centers will provide better access to more jobs for more workers. The concentrated, mixed-use development patterns envisioned by *Allegheny Places* are intended to support transit use and improve access to jobs and other opportunities.
- I. Target Incentives in Accordance with Preferred Development Scenarios** – Grants, loans, tax credits, and real estate tax abatements will be used to facilitate sustainable development patterns throughout the County.

- J. Attract Investment and Tourism by Enhancing our Cultural, Environmental, Educational and Historic Resources** – The County will support the work of local and state tourism promotion agencies to attract more visitors to Allegheny County and the City of Pittsburgh.

HOUSING

Allegheny County’s housing stock is greatly diverse in style, type, age and condition. Single-family housing is the most common form of new residential construction in Allegheny County and remains the most widely available housing type overall.

Housing is relatively affordable in Allegheny County. In 2000 the median value of homes in the County was \$84,200. As a result, homeownership rates in many of Allegheny County’s municipalities are relatively high compared to the nation.

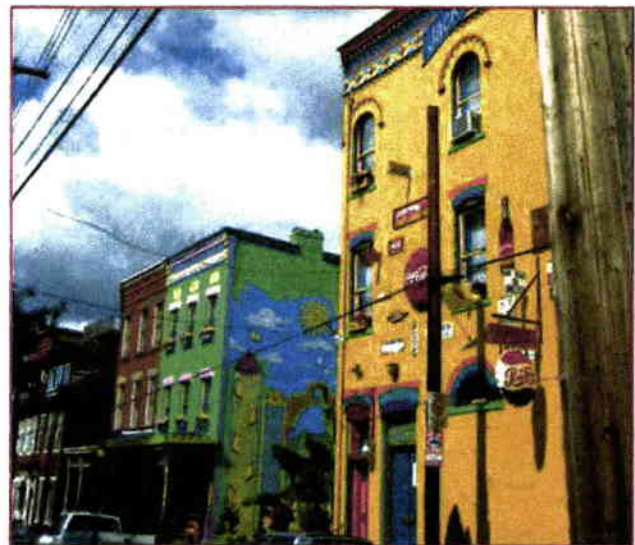


Photo credit: Kevin Smay

Housing Vacancies Despite the County’s relatively high homeownership rate, Mon Valley municipalities continue to have some of the highest vacancy rates not only in the County, but also in the region and state. Municipalities with the highest vacancy rates are typically also those with the greatest decreases in population and lowest household incomes.

Age of Housing Stock Concentrations of houses built before 1940 are concentrated in older communities along the rivers, and in and around the urban core. Newer housing stock is more common in the outer ring municipalities, and especially to the north and southwest.

Public Housing The Allegheny County Housing Authority (ACHA) owns and manages approximately 3,200 low-income public housing units throughout the County. The Housing Authority of the City of Pittsburgh (HACP) provides publicly-assisted housing for more than 20,000 Pittsburghers and manages more than 7,000 public housing units. The McKeesport Housing Authority (MHA) owns and manages eight properties with over 1,000 federally assisted units.

Each of the three public housing authorities in the County also administers Housing Choice or Section 8 vouchers. The U.S. Department of Housing and Urban Development (HUD) administers the Project-Based Section 8 Program for subsidized housing.



Photo credit: McCormick Taylor

Housing Affordability Households whose median income is at or below 30% of the area median income face hardships finding adequate affordable housing.

Housing Assistance The Housing & Human Services Division of Allegheny County Economic Development (ACED) works to expand the County's affordable housing stock and assists residents with the acquisition and rehabilitation of homes.

KEY HOUSING CHALLENGES

- Impact of high vacancy rates in core communities
- Lack of affordable, good quality housing for very low-income residents
- Lack of geographically-distributed mixed-income housing
- Impact of foreclosures and predatory lending practices
- Impact of deteriorating housing stock in core communities
- Increasing energy efficiency for new and existing housing
- Improving and promoting visitability

RECOMMENDATIONS FOR HOUSING

- A. **Support Existing Fair Housing Practices** – In order to meet the needs of the County's diverse population, *Allegheny Places* supports and promotes actions and policies that ensure equitable access to safe, decent and affordable housing.
- B. **Provide a Variety of Mixed-Income and Affordable Housing** – Designated mixed-use Places in the Future Land Use Plan have been strategically located throughout the County. They are targeted for mixed-income housing, including affordable housing.
- C. **Target Infill Housing Where Needed** – To help revitalize declining communities, *Allegheny Places* supports future growth and redevelopment of existing infill areas.
- D. **Promote Accessible and VISIBLE Housing in Communities with Desirable Amenities** – More accessible and visitable housing choices are needed in Allegheny County.
- E. **Promote the Use of Green Building Techniques and Energy Efficient Housing Design** – The County supports energy and resource efficiency, waste reduction and pollution prevention practices, indoor air quality standards and other environmental initiatives for both new construction and existing buildings.
- F. **Support Measures to Reduce Foreclosures** – The County supports outreach efforts to educate consumers about predatory loans and home ownership programs for low- and moderate-income persons.



PARKS, OPEN SPACE AND GREENWAYS

Parks Allegheny County is fortunate to have an extensive network of parks, open spaces, conservation areas, trails and greenways. There are two State-owned parks in the County: Point State Park and Allegheny Islands State Park. The Allegheny County Park system consists of nine parks comprising over 12,000 acres. The parks are enjoyed by more than 11 million visitors annually. In addition to numerous neighborhood and community parks, the City of Pittsburgh has four regional parks: Frick Park, Highland Park, Riverview Park and Schenley Park. Allegheny County's 130 municipalities provide local residents with a variety of recreational opportunities. Municipal parks range from larger parks that have both active and passive recreation and hold community events to small "tot lots" that act as the neighborhood back yard.



Photo credit: Allegheny County

Mega Greenways An interconnected network of open space along streams, rivers and ridge lines forms the backbone of the *Allegheny Places Greenways Network*.

Two of the state's mega greenways pass through Allegheny County: the Great *Allegheny Passage* and the Pittsburgh to Harrisburg Mainline Canal. The Erie to Pittsburgh Greenway also has a good chance of being included in this group due to its strategic location and the number of residents and communities it can join.

The Great Allegheny Passage (GAP) is a 152-mile bicycle and walking trail connecting Cumberland, Maryland with Pittsburgh, Pennsylvania. The GAP is designated as a



Photo credit: Kevin Smay

National Recreation Trail and is a segment of the Potomac Heritage National Scenic Trail.

The Pittsburgh-to-Harrisburg Mainline Canal Greenway™ is a 320-mile long corridor that follows the path of the historic Pennsylvania Mainline Canal. The section in Allegheny County runs from Pittsburgh to Freeport, along the Allegheny River.

The concept for the Erie to Pittsburgh Greenway emerged from local communities and trail organizations.

There are also other notable greenways in Allegheny County, with a renewed emphasis on riverfront projects, which are in various stages of development. These include the Allegheny County Riverfronts Projects, the Three Rivers Heritage Trail and Three Rivers Park.

Trails and Bikeways There are a number of active trail organizations within Allegheny County, and trail systems are continually growing. Notable recreation trails in Allegheny County in various stages of development are Rachel Carson Trail, Panhandle Trail and Montour Trail.

There are a number of major bikeways that run through the County. These include exclusive bike lanes on roads or shared pathways with pedestrians and other users.

Water Trails The Three Rivers Water Trail involves all four rivers. The project is being coordinated by Friends of the Riverfront in conjunction with the Pennsylvania Fish and Boat



Photo credit: McCormick Taylor



Photo credit: McCormick Taylor

Commission, which has the authority to designate Official Pennsylvania Water Trails.

Riverfront Access Allegheny County has an abundance of river frontage – approximately 185 miles, including island frontage. Because of the region’s steel industry heritage, over 45% of all river frontage is currently zoned for industrial use.

- Inequities between municipal parks and the need for multi-municipal planning
- Lack of funding to expand the Greenways Network
- Lack of public access to riverfronts

RECOMMENDATIONS FOR PARKS, OPEN SPACE AND GREENWAYS

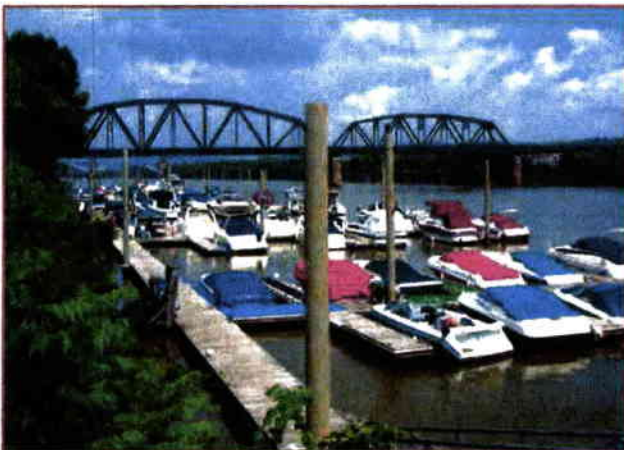


Photo credit: McCormick Taylor

KEY PARKS, OPEN SPACE AND GREENWAY CHALLENGES

- Lack of access to regional parks for people dependent on public transportation
- Lack of funding to maintain and improve the County Park system

- A. Implement a Strategy to Establish Greenways that Provide Connections between People, Recreational Facilities, Cultural Facilities and other Significant Public Areas** – The County supports efforts by public and private agencies to expand and enhance the Greenways Network. County support may include such actions as providing financial assistance for open space and greenway planning efforts and working with land trusts and other conservation associations.
- B. Implement a Strategy to Establish Greenways that Encourage Protection of Bio-diverse Areas, Floodplains, Steep Slopes, Forested Areas, Landslide-Prone Areas, Riparian Corridors and Wildlife Corridors** – Various public and private entities will have a role in conserving lands that provide the greatest public benefit.
- C. Expand the Parks and Trails System to Serve Future Populations** – Allegheny County will continue to complete the recommendations of the 2002 Comprehensive Parks Master Plan. The Allegheny County Parks Action Plan will transform and enhance recreational opportunities at the County’s nine regional parks, the County riverfront trail system and other greenway initiatives.



Park planning and implementation prototypes were developed to assist local municipalities in making decisions about the types of park facilities that will be needed in the future. The prototypes can be applied by the County and local municipalities to guide the development or redevelopment of parks and recreation facilities.

- D. Facilitate Public Access to Riverfronts** – Allegheny County has made a significant commitment to reclaiming, rejuvenating and conserving its riverfronts. The County is teaming together with the Friends of the Riverfront and the Pennsylvania Environmental Council to implement a strategic plan for the Allegheny County Riverfronts Project.



Photo credit: McCormick Taylor

- E. Ensure that Regionally Significant Parks are ADA Compliant and Transit Accessible** – Recommendations from the 2002 Parks and Recreation Master Plan for bringing existing park facilities up to ADA standards will be used as a guideline to establish priorities.
- F. Raise Public Awareness of the Benefits of Greenways and Open Space** – Implementation of the Greenways Network will require a solid base of community support that understands the benefits of trails and greenways.

RESOURCE EXTRACTION

Allegheny County, particularly south of the Allegheny and Ohio Rivers, has been extensively deep and surface mined. There are no underground coal mines currently operating in the County; however, there are two active strip mines. The majority of mine operations have been abandoned, leaving dangerous pits, shafts, cropfalls (or areas of subsidence) and mine fires, which pose serious environmental and public safety hazards.

Abandoned mine drainage (AMD) is a serious problem in the County, as evidenced by the large number of orange-colored streams. AMD occurs when water from abandoned coal mines seeps into streams, disrupting the ecology and water quality of the stream.



Photo credit: McCormick Taylor

KEY RESOURCE EXTRACTION CHALLENGES

- Impacts of resource extraction on water quality
- Subsidence prone areas due to previous mining operations
- Mine fires

RECOMMENDATIONS FOR RESOURCE EXTRACTION

- A. Mitigate the Negative Effects of Resource Extraction** – The County's role in mitigating the negative effects of mining activities is minimal. The

greater responsibility lies with State and federal agencies and the mining industry.

- B. Identify Areas of Potential Mine Subsidence** – PADEP’s website provides mapping by county and municipality that shows where mining has occurred.



Photo credit: Bernadette E. Kazmarski

AGRICULTURAL RESOURCES

Agriculture is a minor economic activity in Allegheny County and comprises only 5% of the County’s total land area.

Since 2001, its first year of operation, 1,695 acres of the County’s farmland have been permanently protected by conservation easements through the Pennsylvania Agricultural Conservation Easement (PACE) program. In addition, almost a quarter of Allegheny County’s farmland, or over 8,100 acres, is within an Agricultural Security Area (ASA).

KEY AGRICULTURAL CHALLENGES

- Loss of active productive farmland to development
- Loss of prime farm soils
- Decreasing number of farm workers
- The economic and sustainable aspects of farming in an urban county

RECOMMENDATIONS FOR AGRICULTURAL RESOURCES

- A. Support Agriculture as a Viable Industry** – The challenges facing agricultural production in Allegheny County include market factors outside the purview of local governments. Nonetheless, conservation of agricultural lands can be addressed using an approach that includes local, county and State actions.
- B. Locate New Infrastructure Outside of Identified Agriculture Areas** – Local municipalities and authorities should make efforts to limit the expansion of utility services into agricultural areas. Municipalities and authorities should identify agriculturally significant areas in their communities and use the information when reviewing plans for utility expansions.
- C. Promote the Use of the County’s Agricultural Land Preservation Program** – This program enables the acquisition of conservation easements on farmland. Other municipalities within Allegheny County that have substantial agricultural areas are encouraged to apply for protection under the County’s Agricultural Land Preservation Program.
- D. Promote Sustainable Agricultural Practices** – Several local organizations are working toward the promotion of sustainable agricultural practices.



Photo credit: Kevin Smay



COMMUNITY FACILITIES

Community facilities provide basic services to ensure the health, safety, welfare and enrichment of residents. Very few of these facilities are under the ownership or direct control of Allegheny County. Most are owned and operated by local municipalities, authorities, nonprofit organizations or private corporations.

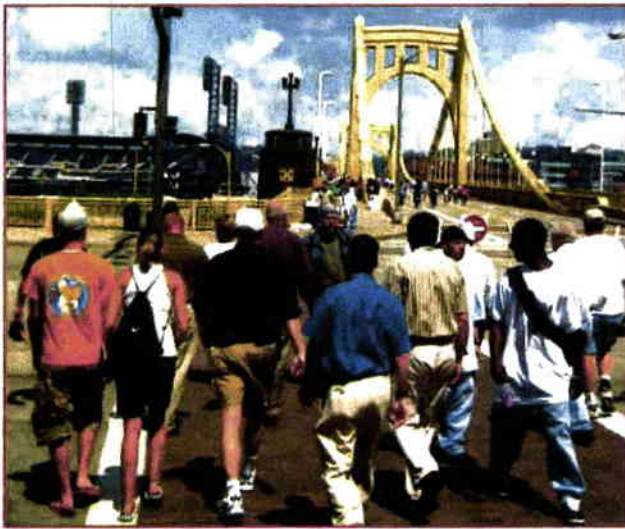


Photo credit: Kevin Smay

Attractions The Phipps Conservatory and Botanical Gardens is one of the nation's oldest and largest Victorian 'glass houses'.

The Pittsburgh Cultural District in Downtown Pittsburgh is a center for the performing arts. The Oakland neighborhood of Pittsburgh is home to the Carnegie cultural complex, which consists of the Carnegie Museum of Art, the Carnegie Museum of Natural History and Carnegie Music Hall.

The North Side of Pittsburgh has become a tourist destination focused on major sports venues. The Carnegie Science Center is also located on the North Shore.

Pittsburgh has facilities for three major league professional sport teams. Heinz Field is a state-of-the-art, 65,000-seat football stadium that is home to the National Football League Pittsburgh Steelers and the University of Pittsburgh Panthers. PNC Park is the home of the Pittsburgh Pirates Major League Baseball team. Mellon Arena has been home to the Pittsburgh

Penguins National Hockey League team and is located in the Hill District. The "Igloo" will be replaced by a new arena expected to open in 2009.

The Senator John Heinz History Center is located in the Strip District neighborhood in the City of Pittsburgh. The History Center is an affiliate of the Smithsonian Institute and is the largest history museum in Pennsylvania.

The 77-acre Pittsburgh Zoo has thousands of animals in naturalistic habitats. The National Aviary is the nation's only indoor nonprofit bird park.

Schools There are 43 public school districts in Allegheny County.

There are 35 post-secondary educational institutions in the County. The two most nationally prominent institutions are the University of Pittsburgh and Carnegie Mellon University.

The Community College of Allegheny County has four campuses and seven centers within the County. CCAC has nearly 70,000 enrolled students, making it the largest provider of educational services and the largest workforce training provider in western Pennsylvania.



Photo credit: McCormick Taylor

Community Centers There are over one hundred County-supported community centers scattered throughout Allegheny County. Various community organizations have entered into agreements with the County to operate the facilities and provide a range of services to qualified residents.



Photo credit: McCormick Taylor

Medical and Emergency Services The County is served by three major hospital networks with a combined total of 35 major facilities and branch medical facilities. The most prominent among the networks is the University of Pittsburgh Medical Center (UPMC), a leading health care provider and institution for medical research.

Elder Care Allegheny County has a large population of older residents. The County operates the John J. Kane Regional Centers, which provide residential skilled nursing care and rehabilitation for short-term and long-term needs.

Emergency Services The Allegheny County Department of Emergency Services provides training, investigation services and emergency management response to disasters, catastrophes and municipal needs. It also operates the 9-1-1 Emergency Communications Center in Pittsburgh.

Fire Service There are 246 fire stations serving Allegheny County. Thirty-nine of the stations are staffed by paid firefighters, 204 are staffed by volunteers, and three have a combination of paid and volunteer staff.

Police Service There are 126 municipal police departments in the County. The City of Pittsburgh's Bureau of Police has five police zones, each with a station and a special deployment division. The Pennsylvania State Police, the Allegheny County Police and the Allegheny County Sheriff's Office also provide policing functions in the County.

Hazard Vulnerability Through the efforts of the Allegheny County Emergency Management Division, five Hazmat units have been placed in strategic locations throughout the County. The teams are dispatched through the Allegheny County Emergency Management Division and Enhanced 9-1-1 Centers.

KEY COMMUNITY FACILITIES CHALLENGES

- Need for increased intergovernmental cooperation to eliminate cost-ineffective duplication of services and facilities
- Providing adequate police and fire services
- Lack of equal resources in all school districts

RECOMMENDATIONS FOR COMMUNITY FACILITIES

- A. **Encourage Multi-Municipal Cooperation in the Provision of Municipal Services** – With so many municipalities, governance in Allegheny County is fragmented. Fragmented local government impedes cooperation, hurts economic competitiveness and worsens unbalanced growth patterns.
- B. **Provide Efficient Emergency Response Services** – To ensure that emergency response services are the most efficient and cost-effective, future service areas need to be based on boundaries determined by physical features that affect the ability of emergency responders to reach destinations quickly, not on political boundaries.
- C. **Support and Promote High Quality Educational Opportunities for all County Citizens** – The quality of schools has a strong influence on the health of communities in terms of attracting business and residents and is extremely important in carrying out the goals of *Allegheny Places*.
- D. **Support and Promote Equal Access to the Public Library System throughout the County** – In an effort to expand library services beyond their walls, public, university and corporate libraries have been linked together by high speed access.
- E. **Promote Coordination among Hospitals to Ensure the Quality of Health Care** – In 2006, the County's Health and Human Services Department began use of a data-sharing technology that will enable the sharing of



data to better coordinate care services in Allegheny County. Use of the technology has wide application.

- F. Encourage the Development of Public and Private Facilities to Care for the County's Aging Population** – The County will continue to operate and maintain publicly offered centers, as well as work with private companies to continue to offer the best quality services for the County's senior population.
- G. Provide Equal Access to Public Facilities – Allegheny Places** supports equal access to options and choices for people with disabilities from all cultural backgrounds.

TRANSPORTATION

The goal of the Transportation Plan is to maintain an effective multi-modal transportation network – integrated with the Future Land Use Plan – that:

- Efficiently connects all people to jobs, schools and activities
- Supports mobility of existing communities
- Provides efficient access to proposed development
- Facilitates the movement of people, services and freight
- Is well maintained in a cost effective and rational manner, and
- Utilizes smart techniques and strategies to achieve goals while stretching available road and bridge funds.



Photo credit: McCormick Taylor

The purpose of the Transportation Plan is to maximize use of the existing transportation network, target new investment in the system for maximum return and provide all people equal

access to growth opportunities, especially those associated with 'Places' designated on the Future Land Use Plan.

The County's economic development policies for attracting new business as well as retaining existing businesses are dependent on efficiently moving people, goods and services. Therefore, it is critical that actions and recommendations promote a safe and dependable transportation infrastructure with maximized inter-connectivity for people as well as all types of freight movements.

Transportation Planning for the Region

Transportation planning in Allegheny County is a cooperative effort between the County, PennDOT, the City of Pittsburgh and the Port Authority of Allegheny County (PAAC); all together they comprise the transportation Planning Partners. Southwestern Pennsylvania Commission (SPC) is the regional organization where the 10-county Metropolitan Planning Organization's planning partners come together to produce the official, funded Transportation Improvement Program (TIP) and the Long Range Transportation and Development Plan (LRP). The most recent LRP is the 2035 LRP.

The Pennsylvania Turnpike Commission also has a transportation planning role in Allegheny County; the agency is working to complete the Mon/Fayette Expressway and Southern Beltway Projects in Allegheny and Washington counties.

ROADWAYS AND BRIDGES

Future Traffic Volumes For this plan, future highway use was projected to year 2025 by a traffic modeling methodology established to work in conjunction with SPC's transportation model. Base year traffic volumes on key routes in Allegheny County were compared between the proposed land use scenarios. The largest increase in traffic volumes are near the Pittsburgh International Airport along PA 60 (I-376) due to targeted development in that area of the County, illustrated in the Future Land Use Plan. These volumes are expected to grow by 160%. Other corridors that grow significantly are Parkway West/I-376 near I-79, Route 28 and Route 65.

By 2025 the Parkway West Corridor/I-376 is expected to be backed-up continuously for the entire day. This road is the lifeline for economic development opportunities since it is the most heavily traveled highway in Southwestern Pennsylvania. Therefore, traffic relief for the Parkway West Corridor is vital.

Road Ownership Of all the counties in Pennsylvania, Allegheny County has the highest number of roads owned by local municipalities. Local roads are maintained by approximately 130 public works departments. Allegheny County owns more lane miles of road than all other counties in the Commonwealth combined.

Condition of Bridges Within Allegheny County boundaries, there are 1,197 bridges which are 20 feet or greater in length. The condition of bridges is determined by inspections and summarized in a Sufficiency Rating. Bridges with low sufficiency ratings are eligible for more funds. In total, almost 64% of the bridges located in the County are eligible for some type of repair. This is an incredible number of bridges that will need work over the next decade.

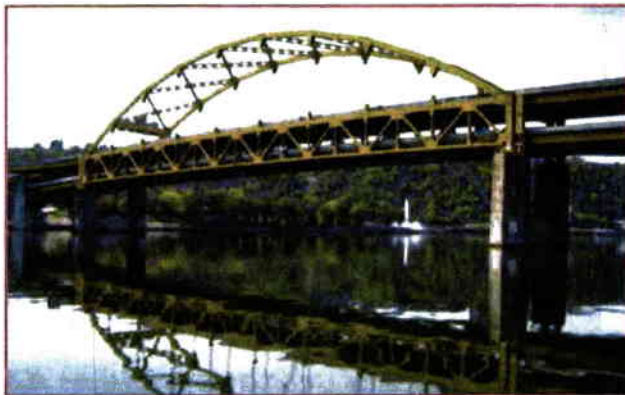


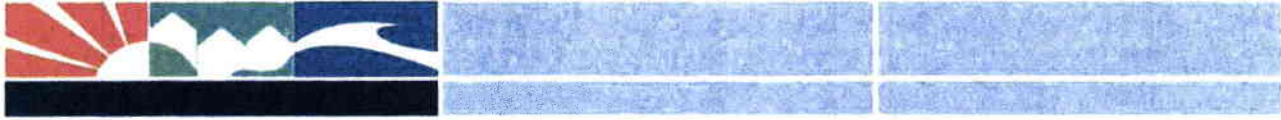
Photo credit: Kevin Smay

KEY ROADWAY AND BRIDGE CHALLENGES

- Overall transportation funding shortfall to adequately address needed maintenance
- Increasing congestion levels on corridors of concern
- Core areas such as Downtown Pittsburgh and Oakland have internal mobility problems that restrict movement and connectivity with other areas
- Cost-effective congestion reduction strategies, such as traffic signal retiming projects, are underutilized
- Lack of options for intermodal and multi-modal connectivity
- Lack of access management strategies on poorly functioning corridors
- Disjointed or fragmented local municipal, County and State roadway ownership
- Lack of attention to funding for 'Complete Streets'

RECOMMENDATIONS FOR ROADWAYS AND BRIDGES

- A. **Support the Future Land Use Plan through Strategic Prioritization of Transportation System Maintenance and Operations** – To provide good mobility and connectivity, the existing roadway system must be maintained and provide intermodal and multi-modal connections where feasible. New capacity projects would be generally limited to transit and private development of access roadways to new development. Similarly, upgrades to the system of limited-access highways should be undertaken.
- B. **Target Transportation Investments to Support Job and Housing Growth** – Transportation investments should be targeted to support the job and housing growth identified on the Future Land Use map. SPC has set up three investment categories that can help guide where transportation funding is spent, based on desired development patterns and need for improvements within the County.
- C. **Use Demand Management Strategies to Reduce Highway Congestion** – Demand Management Strategies can result in a more efficient use of the County's transportation system and resources. *Allegheny Places* identifies several possible strategies to employ throughout the County to assist in reducing congestion as well as unsafe travel conditions.
- D. **Coordinate Transportation Systems, Modes and Facilities to Increase Connectivity and Mobility** – Upgrading signalized intersections, along with an ongoing retiming and coordination program, will yield the most cost-effective results of any other type of transportation improvement.
- E. **Protect and Enhance the Environment by Promoting Energy Conservation, Emissions Reduction and Use of Alternative Fuels** – The Congestion Mitigation and Air Quality (CMAQ) Improvement Program is a funding mechanism that provides funds for congestion mitigation transportation projects that provide air quality benefits by reducing emissions.
- F. **Review County Road and Bridge Ownership to Identify Ways to Improve Operation and Maintenance Efficiencies** – Ownership patterns are disjointed and should be reviewed to determine the best way to rationalize the system. One option for defining



road ownership within the County is to use the Federal Functional Classification System as a guide.

- G. Use Efficient and Creative Funding Strategies –** Construction of new roadways for Places is likely to be completed by a number of different means. Roadways for new Places may be built by private developers in accordance with locally-adopted master plans, design guidelines and development codes, and then dedicated to a municipality.

■ PUBLIC TRANSIT

Port Authority of Allegheny County The Port Authority of Allegheny County provides public transportation services throughout the County. PAAC operates buses (including busways), light rail and the two inclines. In Fiscal Year 2006, Port Authority provided 70,036,244 passenger trips.

Greyhound A new intermodal facility includes access to Greyhound buses, parking, transit and the Amtrak train station and is adjacent to the PAAC East Busway. The Greyhound Terminal is in the new Grant Street Transportation Center located between Liberty and Penn Avenues at 11th Street in downtown Pittsburgh. Greyhound's routes serving Pittsburgh include direct service to New York City, Philadelphia, Washington, D.C., Harrisburg, State College, Wheeling, Erie, Indianapolis, Columbus, St. Louis, Cleveland and Chicago.

Amtrak From its station at Liberty and Grant Avenues in downtown Pittsburgh, Amtrak serves Allegheny County with two intercity train routes. The Pennsylvanian Route provides daily service between Pittsburgh and Harrisburg, and onward to Philadelphia and New York City. The Capitol Limited provides daily service linking Chicago, Toledo, Cleveland, Pittsburgh and Washington, D.C.

KEY PUBLIC TRANSIT CHALLENGES

- Difficult circulation in and around Oakland
- Lack of direct fixed guideway connection between Downtown and Oakland
- Lack of direct fixed guideway transit connection between Downtown Pittsburgh and the Airport
- Insufficient transit funding

- Public attitude toward transit
- Missing intermodal connections
- Lack of efficient system to meet current county needs and population levels
- Transit farebox doesn't pay for operating expenses



Photo credit: Port Authority of Allegheny County

RECOMMENDATIONS FOR PUBLIC TRANSIT

- A. Target Transportation Investments to Support Job and Housing Growth –** Transit is a focus of future investment, and while funds are now tight, plans will be made to prioritize and accommodate future transit improvements.
- B. Prioritize the Maintenance of Existing Transportation Infrastructure Within and Across All Modes –** Upgrading our existing, aging transit infrastructure, along with the importance of regular maintenance of newer transit facilities, is key to ensuring a dependable, attractive and efficient system. Fixing our valuable investments first is a top priority for transit.
- C. Provide Integrated Transportation Alternatives to Increase Mobility –** Multi-modal transportation alternatives consider the full range of approaches to solving the transportation problems plaguing Allegheny County's roadways. Solutions can range from new rail lines, automated fixed-guideway transit and more bus routes to those that reduce demand by integrating modes and making it easier to use the system. Integrating park-and-ride facilities with transit stops, developing HOV lanes and ridesharing opportunities, providing sidewalks and bikeways to transit stops are all ways that can increase mobility.

- D. Promote Transit-Oriented Development Sites at Key Transit Stations and Along Major Transit Corridors** – Transit-oriented development (TOD) is an important national land development trend. TOD can be accomplished by targeting mixed-use development around existing and proposed transit stations. The existing 'T' line and busways and the new rapid transit lines envisioned for Allegheny County represent an ideal opportunity for TOD.
- E. Connect Pittsburgh International Airport to Downtown, Oakland and Major Population Centers via a Rapid Transit System** – The main recommended transportation feature for *Allegheny Places* is transit from downtown Pittsburgh “to and around the Oakland Area”, including a major intermodal hub in central Oakland and transit from Downtown Pittsburgh, via the new transit connection on the North Shore, to Pittsburgh International Airport.
- F. Improve Transit Into and Around Oakland** – Additional transit within the Oakland area is also a priority, since the hospitals and universities in Oakland comprise one of the largest employment and educational centers in the region.
- G. Use Efficient and Creative Funding Strategies such as Public/Private Partnerships, Privatization, and Leveraging Current and Future Assets** – The Port Authority, in partnership with SPC, Allegheny County and local governments, should explore options to address funding shortfalls and generate new revenues, including transportation to serve areas of new economic development. This may include TOD, TRID, creative financing strategies (such as permitting commercial use of busways) or public-private partnerships.



Photo credit: Port Authority of Allegheny County

■ **BICYCLE AND PEDESTRIAN FACILITIES**

In Allegheny County, roadway-based amenities for bicycles and pedestrians consist primarily of sidewalks for pedestrians, and for bicyclists, bike lanes, on-street bike routes, bicycle parking, and bike racks on transit buses. Most of these are located in Pittsburgh and the older suburbs.

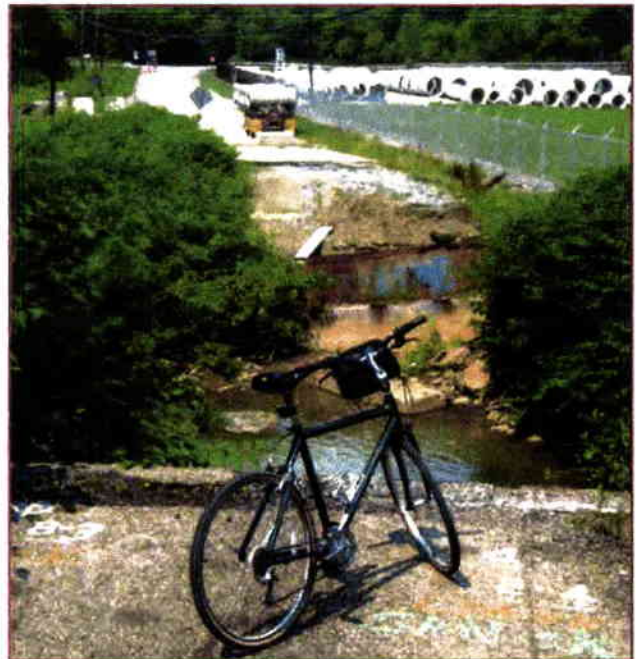


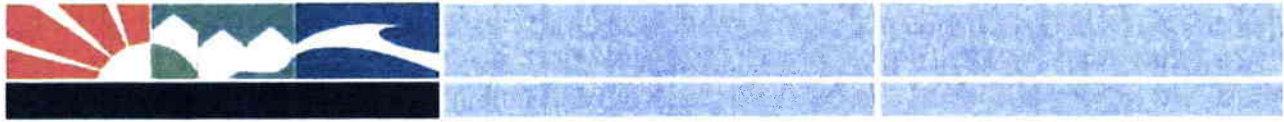
Photo credit: Kevin Smay

Pennsylvania Bicycle Route 'A' passes through the western portion of Allegheny County as it extends from Erie to West Virginia. Pennsylvania Bike Route 'S' passes through the southern portion of Allegheny County along Route 136.

Through its "Rack 'n Roll" program, the Port Authority provides bike racks on buses on 12 of its bus routes.

KEY BICYCLE AND PEDESTRIAN FACILITY CHALLENGES

- Lack of comprehensive and predictable "Rack and Roll" system
- Unsafe and unattractive places to wait for transit
- Lack of available, safe bicycle parking Facilities
- Lack of a Bicycle Route Signage Program



- Lack of continuous sidewalk network in new developments
- Consistently incorporating bicycle and pedestrian facilities into roadway projects

RECOMMENDATIONS FOR BICYCLE AND PEDESTRIAN FACILITIES

- A. Provide Integrated Transportation Alternatives Including Bikeways, Sidewalks and Transit** – Bicyclists and pedestrians should be encouraged through incorporating bicycle lanes and sidewalks into both roadway and transit projects. In addition, street systems for designated Places will maximize connectivity, convenience, safety and efficiency for pedestrians and bicyclists.
- B. Coordinate Transportation Systems and Modes to Increase Mobility** – Increasingly, the need to integrate walking and bicycling with transit usage is being recognized. Another need of the roadway network is to provide ways to commute by bicycle. Roadway shoulders should be paved, routes suitable for bicycling should be identified and the routes signed accordingly.

■ AIRPORTS

Pittsburgh International Airport (PIT) has the potential to be an economic generator for Southwestern Pennsylvania. Located 16 miles west of Pittsburgh, the airport is served by 13 air carriers, with nearly 200 non-stop flights per day. The airport encompasses almost 10,000 acres with four runways, five terminals with 100 gates, and has 13,000 parking spaces. More than 2,000 acres of PIT land are available for development.

There are intermodal facilities at PIT that connect passengers with private vehicles, limousines, taxis and transit, as well as freight facilities to support the air cargo.

The Allegheny County Airport, located in West Mifflin, is the fifth busiest airport in the state and the largest general aviation airport in western Pennsylvania. The County has two private airports, Pittsburgh-Monroeville Airport and Rock Airport.



Photo credit: McCormick Taylor

KEY AIRPORT CHALLENGES

- Underutilized passenger and cargo facilities at PIT
- No direct fixed guideway transit connection between PIT and Downtown Pittsburgh and Oakland

RECOMMENDATIONS FOR AIRPORTS

- A. Support PIT Efforts to Retain and Increase Passenger and Air Cargo Connectivity to National and International Destinations** – If Allegheny County wants to compete with other cities in attracting national and international companies to locate in our region, it is very important to have non-stop flights to Europe and West Coast destinations. This is a key selling point in getting people to come to the region for business or tourism.
- B. Support Freight Movements Through Safe and Efficient Air Shipping Practices** – The Airport Authority has been marketing the airport to multiple airlines, as well as the all air cargo market. The airport's goal is to attract additional freight carriers, or combination passenger and freight carriers.
- C. Increase Connectivity to and from PIT to Downtown Pittsburgh, Oakland, and Major Population Centers via a Rapid Transit System and Other Modes and System Improvements** – Projected development in the airport corridor requires transportation investments for intermodal connections and congestion reduction measures. A direct rapid

transit connection from PIT to Downtown Pittsburgh, and on to Oakland, supports economic development plans, land use priorities and redevelopment opportunities along the corridor.

■ RAIL FREIGHT

More than 350 miles of rail lines cross Allegheny County. Historically, rail lines were built along the rivers and transported resources and finished products to and from the manufacturing facilities located there. The major freight railroad routes in the County today are owned by Norfolk Southern and CSX, which utilize the lines for their regional, national and international operations. The Norfolk Southern main line through the County is a link in its east-west line between Chicago and Baltimore, while CSX's line connects Chicago, Philadelphia and New York.

Over the past 20 years, rail activity has increased significantly in the U.S. and region. Rail companies are feeling pressure to increase capacity on rail lines and ensure maintenance in order to meet the continuously increasing demand. In many cases, the "last mile" of roadways connecting to rail freight terminals are in disrepair or deficient in ways that make them insufficient to handle the freight traffic traveling on them to be loaded onto rail cars.



Photo credit: Kevin Smay

KEY RAIL FREIGHT CHALLENGES

- Lack of double-stack capacity
- Port Perry rail bridge capacity issues
- Increased volume of rail freight traffic impacts long-term transit expansion plans, such as potential for commuter rail on the Allegheny Valley Railroad right-of-way

RECOMMENDATIONS FOR RAIL FREIGHT

- A. **Support Freight Movements Through Safe and Efficient Intermodal Connectivity and Systems as well as with Multi-Modal Facilities** – As congestion on the region's highways continues to increase, freight movement by rail can be a viable alternative to trucking. Improving existing intermodal centers and developing others in key locations are fundamental to efficient future freight movement.
- B. **Increase Rail Safety** – Eliminating at-grade crossings will result in improved safety and assist with making rail movements more efficient. Increasing pedestrian safety at rail crossings is also important.
- C. **Support Increased Movement of Goods by Rail** – Shipping via rail infrastructure can provide shippers with cost-effective and efficient transportation, especially for heavy and bulky commodities.

■ WATERWAYS

Allegheny County has significant water transportation resources for personal, commercial and recreational travel, and for freight shipment.

The Port of Pittsburgh continues to be a vital element in an expansive and expanding transportation network that provides Allegheny County businesses with access to regional and global markets. Based on 2005 data from the US Army Corps of Engineers, Pittsburgh is the second busiest inland port in the nation and the 19th busiest port, of any kind, in the nation.

Within Allegheny County, there are seven locks and dams that facilitate the movement of raw materials and goods to end users and there are intermodal facilities for transfer to other modes of transportation.



The Gateway Clipper is a private company offering excursion cruises on the Three Rivers, and has what is believed to be the largest inland riverboat fleet in the country.

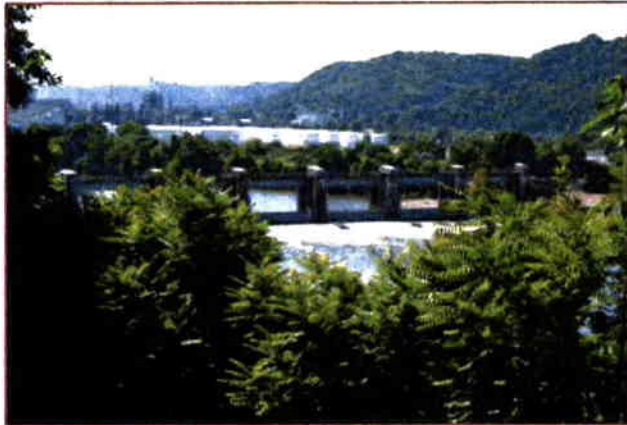


Photo credit: McCormick Taylor

KEY WATERWAY CHALLENGES

- Condition of existing lock and dam system
- 'Last Mile' of local roadways in freight corridors
- Underutilized river system for water taxis and transit
- Need more marinas and boat launches to facilitate access to rivers

RECOMMENDATIONS FOR WATERWAYS

- A. Support Freight Movements Through Safe and Efficient Water Systems** – The preservation of the rivers' system of locks and dams that are managed by the Army Corps of Engineers is critical to keep freight moving. Funding is available at the federal level, but has not been appropriated.
- B. Access to the Rivers for Commercial and Recreational Uses** – Development of brownfields along the Three Rivers provides a new opportunity for mixed-use centers, office parks, retail centers, marinas, recreational centers and trails.

UTILITIES

As has been seen throughout the County's history, the quality and adequacy of utility infrastructure can help or hinder growth.

In Allegheny County, water supplies for drinking water are obtained primarily from surface water sources; only 10% comes from groundwater. Public water service is provided to approximately 97% of County residents by 41 public water suppliers. Currently, all of the water suppliers are operating within established water allocations. In general, the water distribution systems operating within Allegheny County function acceptably under current demand conditions.

A total of 23 water treatment facilities are currently being operated by the water suppliers serving Allegheny County. Total treatment capacity well exceeds current average day and maximum day water demands.

There are 46 publicly owned sewage treatment facilities serving the County, ranging in capacity from less than ten thousand gallons per day to 200 mgd. The Allegheny County Sanitary Authority (ALCOSAN) is the largest sewage treatment agency in Allegheny County. ALCOSAN serves approximately 70% of County residents.

Wastewater collection services are provided by a number of different municipalities and authorities that operate collection systems, which eventually discharge to one or more wastewater treatment facilities.



Photo credit: McCormick Taylor