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ALLEGHENY COUNCIL TO
IMPROVE OUR NEIGHBORHOODS
Urban renewal impact
study
Final Report
Recommendations and findings.

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INTRODUCTION

This is the first of a series of final reports on the Urban Renewal Impact Study. It states some of the major issues pointed up by the study and summarizes the principal findings and recommendations concerning them.

The Urban Renewal Impact Study is an attempt to define the nature and level of urban renewal activities which will overcome blight and decay and create a more liveable and efficient urban environment in Allegheny County. It is concerned with the economic, social, physical and administrative aspects of renewal. It is essentially a reconnaissance study intended to identify major problems and issues and indicate general directions rather than deal in detail with every specific of renewal.

How The Study Came About

The Urban Renewal Impact Study originated in ACTION-HOUSING, INC concern that its own program develop as part of a comprehensive urban renewal effort in Allegheny County.

In the fall of 1958, a memorandum exploring some of the implications of ACTION-Housings Inc's stated objective "to work with others to eliminate slums and blight in Allegheny County in 20 years" was circulated among the civic and public organizations concerned with planning and urban renewal in Allegheny County. The memorandum pointed out that ACTION-Housing and the other agencies were engaged in a program of unmeasured dimensions and unanalysed feasibility. It suggested a study aimed at determining the general scope and implications of a comprehensive renewal program for Allegheny County.

Other local agencies expressed their interest and their willingness to cooperate in the projected study. ACTION-Housing, subsequently applied for and in October, 1959 received a grant from The Ford Foundation to support the study. This grant has been matched by contributions in funds and services from a number of local organizations including the Urban Redevelopment Authority of Pittsburgh, the City of Pittsburgh, the Allegheny County Planning Commission, the Regional Industrial Development Corporation, the University of Pittsburgh and ACTION-Housing, Inc.

A number of other local organizations cooperated in the study which has been guided by a broad policy committee representing interested organizations and various segments of the local homebuilding industry. (See Appendix A for a list of the cooperating organizations and the membership of the Policy Committee).

Coordination with Other Studies

The Urban Renewal Impact Study, has been coordinated with other current major related studies in Allegheny County. These include among others, the Regional Economic Study of PRPA and RIDC, the Pittsburgh Area Transportation Study, the Large House Zoning Study, the various studies carried on in connection with the Homewood-Brushton self-help program, the Oakland and CBD planning studies of PRPA.

While the Study generally has been a cooperative enterprise of many organizations and individuals, two sections were specifically undertaken by separate organizations. The Pennsylvania Economy League (Western Division) under contract with AHI has studied and prepared a detailed report on the Administrative, Fiscal and Legal ability of Allegheny County and its Municipalities to engage in an overall renewal program. The Health and Welfare Association of Allegheny County has made a study of the social factors in the Urban Renewal Program. The major findings and recommendations of the Economy League and the HWA studies are incorporated in this report. Detailed reports on their work will be issued later.

During the two years that the Urban Renewal Impact Study has been underway urban renewal activities in Allegheny County have greatly expanded. Many new renewal projects have come into active development or planning phases. To some extent the thinking which underlay the initiation of the study has become more generally accepted and has reflected itself in official renewal activities.

The City of Pittsburgh has taken advantage of the provision of the Housing Act of 1959 for Community Renewal Program studies, and has applied for and received Federal funds to partially finance such a study. The Allegheny County Planning Department and Allegheny County Redevelopment Authority have considered applying for a Federal Community Renewal program Grant to develop an overall renewal program for the County outside of the Cities of Clairton, McKeesport and Pittsburgh which have their own municipal renewal programs.

Wherever possible, the Urban Renewal Impact Study has been adjusted to reflect changes which have developed while it was underway. In view of the potential officially developed Community Renewal Programs, a careful effort has been made to avoid duplication with and to lay groundwork for the more detailed CRP studies.

The Nature of Renewal

As discussed in the earlier interim reports, the Impact Study has been based on a dynamic conception of the urban scene.

Allegheny County like all urban areas is constantly changing as a result of inter-acting social, economic and physical forces. These changes sometimes make for an expanding economy, a better society and an improved physical environment and at other times tend towards contraction, decay and disintegration.

Urban renewal is the planned and organized effort of the community to bolster the positive and inhibit the negative forces. While definitions of urban renewal usually start with the physical environment, they inevitably lead to questions of social and economic policy.

The Study has viewed urban renewal as a comprehensively organized program of public and private action to improve the urban community and to meet the needs and desires of its present and future occupants and users. It is the chief action program to carry out a comprehensive city or county master plan. It integrates and relates various programs for specific types of services. It is not limited to a specific set of tools for its achievement but must be imaginative, experimental and pragmatic.

Sub-areas of County

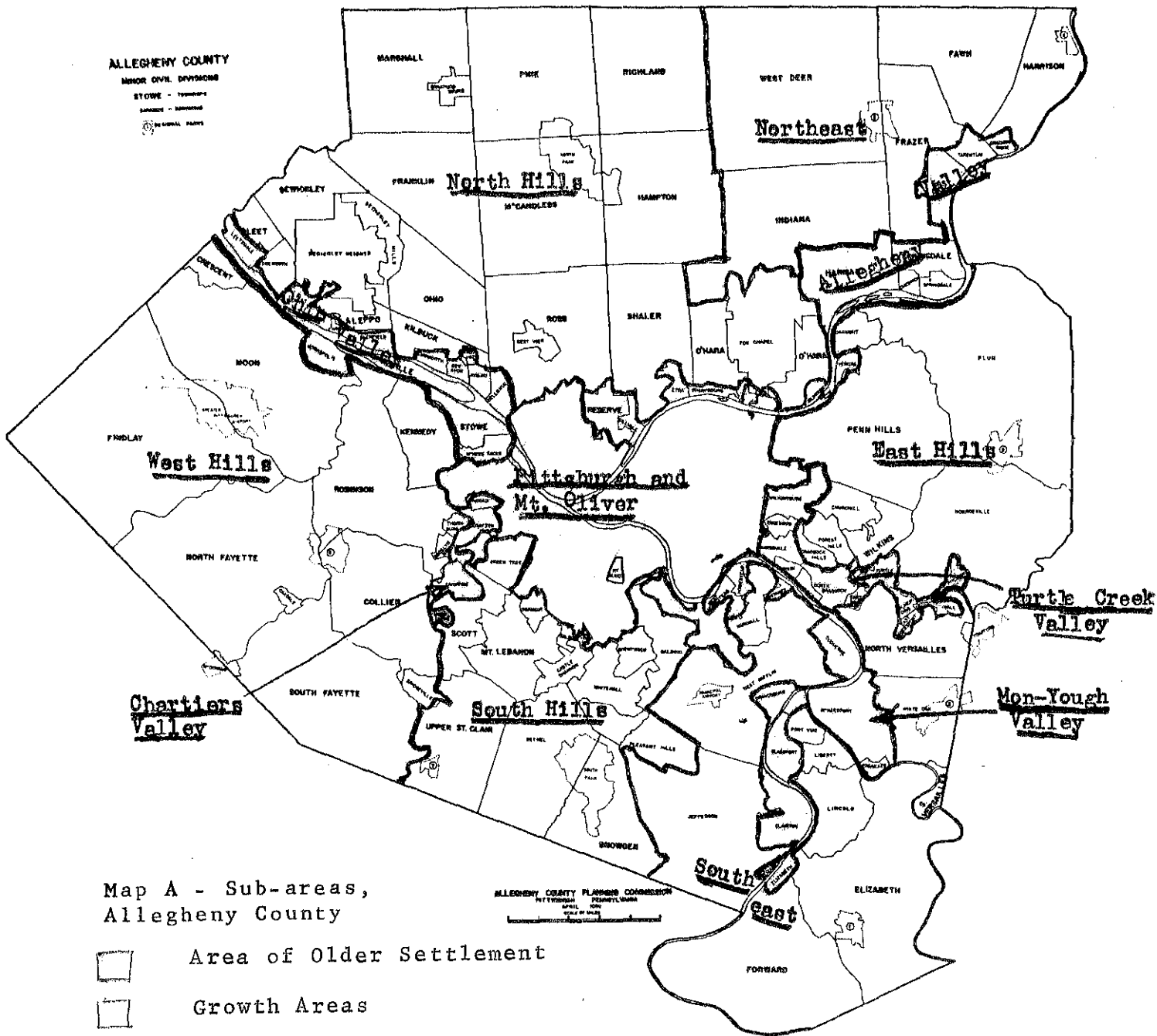
For the purpose of assembling, analysing and presenting data the Urban Renewal Impact Study combined the ~~129 municipalities in Allegheny County~~ into 12 relatively homogeneous, contiguous sub-areas; six are growth areas and six areas of older development. In some cases it was necessary to sacrifice some degree of homogeneity in order to maintain municipal boundaries. Map A shows these sub-areas. Much of the data referred to in this and other reports of the Study will be presented in terms of these areas. This division of the county was made in consultation with the various planning and renewal agencies in the county, and reflects their comments and suggestions.

The Contents of This Report

This report includes the major recommendations and findings of the Urban Renewal Impact Study organized around issues and questions which appeared most significant as the study progressed. The recommendations and findings are preceded by an introductory statement on the Background for Urban Renewal in Allegheny County. The recommendations have been printed on buff paper at the beginning of each section for convenience of the reader in making a quick overall review.



Other Reports on the Study

Interim reports issued in August, 1960 and April, 1961 preceded this report. It will be followed by a number of more detailed reports on specific subjects.



ALLEGHENY COUNTY
 MAJOR CIVIL DIVISIONS
 STOWE - TOWNHIP
 BARBERS - BOROUGH
 COUNCIL PARKS

Map A - Sub-areas, Allegheny County

-  Area of Older Settlement
-  Growth Areas

THE BACKGROUND FOR URBAN RENEWAL
IN
ALLEGHENY COUNTY

Out of the Past

Pittsburgh and its environs have been undergoing continual economic, social and physical change since the early beginnings of settlement at the forks of the Ohio in the mid-18th century.

Pittsburgh has been an urban center since the early 19th century when writers noted its cosmopolitan population, its activity as a trade and industrial center, and its function as the gateway to the west. One visitor in 1800 cites it as the "Western Exchange" and found it a "reflex of New York".

By 1850, Pittsburgh was the leading manufacturing town of the "West", and was the 13th largest city in the United States with 46,601 people. At the head of navigation on the Ohio River, it was a trade center of first importance served by the great canal system of the time, the developing railroads, as well as its rivers.

Yet, with the exception of much of its street system, very little remains of the Pittsburgh of that day, primarily the same area as the Golden Triangle. Only one building of the old 18th century settlement still stands -- the Block House at the Point -- while very few downtown buildings date back to 1850.

Three major types of change in land use have been continually taking place in Allegheny County's urban areas:

1. Change in size of spatial units without changing the type of use. For example, the division of a single-family house into apartments.
2. Change of type of use of particular structures without their demolition. For example, conversion of the Schenley Hotel into a University building.
3. Demolition, clearance and rebuilding.

Until the advent of the formal public renewal program in the late 1940's, these changes occurred almost entirely as the result of variation in private market demand, augmented on occasion by public improvements. Even today, by far the greatest number of changes in land use result from these private forces.

The most dramatic change in land use occurs when buildings are destroyed and replaced by others. This process has been going on since the earliest settlement in Allegheny County, most markedly in the Golden Triangle, and to a lesser extent in other commercial centers. Sometimes in the past market demand has been aided and abetted by that great redevelopment tool of the past -- fire. Fires in Allegheny County have played an important role in renewing its structures, ranging in scope from conflagrations limited to a single building to the holocaust of April 10, 1845. This great Pittsburgh fire burned out 24 blocks downtown, stretching from the Monogahela River to Fourth Avenue, and from east of Ross Street to west of Market.

The 12,000 persons made homeless by the fire clearly demonstrates the residential character of the area at that time. An early engraving shows the burned out area completely rebuilt within a few years, mostly in densely packed three and four-story buildings housing a mixture of commercial, residential and industrial uses.

Usually, however, change came one building at a time, with a less intensive use of the land giving way to a more intensive use. Slowly residential uses and later industrial uses were eliminated in the City's center to be replaced with offices, retail, financial and other commercial uses. In some cases as many as 6 or 8 structures have succeeded each other on the same site. Development has tended to be quite uneven. In many downtown blocks today buildings of the 1870's era associate closely with those of the early 1900's, the 1920's, and the 1950's.

The decline of residential use of the Triangle was almost complete by 1930 when it had a resident population of less than 2,000. By 1960, the number had dwindled to 900. This compares with a maximum of 20,000 to 30,000 before the Civil War.

The informal renewal of the Golden Triangle, trade and decision making headquarters for a whole region, has not been matched in other areas in Allegheny County. Many of the older commercial areas and some industrial areas through plant expansions or new plant development have changed over from earlier residential use.

By far the greater part of the County's urban area, however, has never been renewed, and is still occupied by the only structures ever built there. This is particularly true of present residential areas, whatever their age. The 90,000 to 100,000 housing units built prior to 1900 in Allegheny County and still in use in 1962 constitute well over half the dwellings in existence in the County at the turn of the century.¹ A much larger proportion of the dwellings built subsequently are still in their original use.

Demolition and replacement of structures is probably not the most usual way in which land use has changed. Continuously and without much public notice, the nature of the use or the number of units of use changes, but the building remains.

In many decades the net change in residential use in older areas has been in the direction of conversion and subdivision of larger residential units to smaller units, accompanying a general trend in the reduction in size of the family. From 1950 to 1960, however, this process reversed itself. During the decade the Census Bureau estimates that 20,000 dwelling units were added in the four County Pittsburgh Standard Statistical Metropolitan Area while 35,000 disappeared through merger.

1. The 1900 Allegheny County population of 775,058 occupied an estimated 155,000 dwelling units.

Distribution and Growth of Population

Allegheny County includes 127 municipalities and parts of two others. These governmentally independent cities, boroughs and townships range from Pittsburgh with 604,000 population to Haysville and Trafford with less than 150. Only one municipality, besides Pittsburgh, Penn Hills Township with 51,512 people reached the 50,000 mark in 1960.

Typically, the municipalities are small in population and in extent. They include places of the following population:

| <u>Size</u> | <u>Number of Municipalities</u> | <u>Total Population</u> |
|-------------------|---------------------------------|-------------------------|
| Over 100,000 | 1 | 604,332 |
| 50,000 to 100,000 | 1 | 51,512 |
| 20,000 to 49,999 | 9 | 259,681 |
| 10,000 to 19,999 | 24 | 324,266 |
| 5,000 to 9,999 | 35 | 251,304 |
| 2,500 to 4,999 | 27 | 96,877 |
| Less than 2,500 | 32 | 41,855 |

They range from heavily urban areas to new suburbs, and from declining mill and mine towns to farm communities.

In extent, after Pittsburgh with its 55 square miles, rank seven townships with from 20 to 32 square miles each. Twenty-three municipalities take up less than half a square mile apiece, while four contain less than 150 acres.

Overall population densities range from Braddock with 22,030 people per square mile down to West Deer, Findlay, Sewickley Hills and Sewickley Heights with less than 150.

In order to achieve manageable statistics, the Impact Study has divided the County into two groups of six areas each.

The six areas of older settlement include the Cities of Pittsburgh, McKeesport, Clairton and Duquesne and 57 other municipalities -- mill towns, older suburbs and heavily built-up areas lying for the most part in the river and stream valleys which dominate local geography.

The six growth areas include outlying sections of recent and future development divided into 68 municipal entities.

With the exception of the Chartiers Valley which grew by only 1.9% from 1950 to 1960, all of the areas of older settlement lost population during the decade, in total decreasing by 9.7%.

The six growth areas added from 15.6% to 65.5% each during the fifties. Together they grew from 412,851 to 635,605 or by 53.9%.

The County as a whole grew slowly at a rate of 7.6%. ✓

Table 1 shows the change in population in Allegheny County and its sub-areas since 1940, while Table 2 shows the growth of the County population since the first census, and contrasts its growth with the City of Pittsburgh which from 1870 until 1920 made up more than half the County's population.

The population of the County almost doubled between 1890 and 1910 adding 467,000 to a population of 552,000 to rise to over one million by the end of the 20-year period. Most of this growth was in the cities, boroughs and mill towns located in the areas of older settlement.

Never since has the County equaled either in numbers or proportion the 40% gain registered from 1890 to 1900 and the 31% growth from 1900 to 1910.

Despite the many changes of the past, most Allegheny County communities were not designed with the needs and desires of their present day inhabitants nor the requirements of contemporary technology in mind. To the extent they do meet these needs and fit these requirements, they reflect the mutual adaptability of the environment and the technology. They were not planned that way.

Indeed, they were not planned to meet the needs of any specific time, but represent the compromises of the past slowly adapting themselves to the increasingly changing pace of contemporary life. By any standard based on modern technology the urban physical plant of Allegheny County is very largely obsolete.

The physical structures in much of Allegheny County were built for the most part in the period of greatest growth, 1880 to 1910. They reflect the demands of the rapidly expanding industry and commerce and the "exploding" population of that era.

The original pattern of streets and roads predated the present buildings and in most areas still predominates. Even the Golden Triangle is still basically organized around a street pattern laid out in 1784.

The years of Allegheny County's greatest population expansion came before the automobile had made any impact. Growth was confined and cramped by a topography as rugged as that of any urban area in the United States. It limited the flat land available for easy development and perforce resulted in high density and the close association of industrial, commercial and residential land use.

TABLE 1 POPULATION OF ALLEGHENY COUNTY BY SUB-AREAS,
1940, 1950 and 1960

| <u>AREA</u> | <u>POPULATION</u> | | | <u>PERCENT CHANGE</u> |
|------------------------------------|-------------------|-------------|-------------|-----------------------|
| | <u>1940</u> | <u>1950</u> | <u>1960</u> | <u>1950-60</u> |
| <u>County Total</u> | 1,411,539 | 1,515,237 | 1,629,821 | +7.6% |
| Area of Older Settlement, Total | 1,118,423 | 1,102,386 | 994,716 | -9.7% |
| Pittsburgh and Mt. Oliver | 678,640 | 683,452 | 610,312 | -10.8% |
| Allegheny Valley | 68,411 | 65,977 | 63,057 | -6.0% |
| Ohio Valley | 74,025 | 75,103 | 71,357 | -4.9% |
| Turtle Creek Valley | 126,466 | 126,711 | 111,962 | -11.6% |
| Mon-Yough | 134,912 | 124,486 | 110,375 | -11.3% |
| Chartiers Valley | 25,969 | 26,657 | 27,153 | +1.9% |
| Growth Areas, Total | 302,770 | 412,831 | 635,605 | +53.9% |
| North Hills | 56,092 | 79,520 | 123,849 | +60.3% |
| Northeast | 27,726 | 30,465 | 35,214 | +15.6% |
| East Hills | 44,982 | 61,845 | 114,613 | +85.5% |
| Southeast | 57,606 | 78,699 | 106,824 | +35.7% |
| South Hills | 72,833 | 110,893 | 189,783 | +71.1% |
| West Hills | 43,531 | 51,429 | 65,322 | +27.0% |

*change
+ append*

Table 2. Population of Allegheny County and of Pittsburgh, *
1790 through 1960.

| <u>Year</u> | <u>Population</u> | | | |
|-------------|-------------------------|---|-----------------------------|--------------------|
| | <u>Allegheny County</u> | <u>Percent Change Previous Decade</u> | <u>Pittsburgh Total</u> | <u>% of County</u> |
| 1790 | 10,309 | | | |
| 1800 | 15,087 | 46.3% | 1,565 | 10.3% |
| 1810 | 25,317 | 67.6% | 4,768 | 19.6% |
| 1820 | 34,921 | 37.9% | 7,248 | 20.8% |
| 1830 | 50,552 | 44.8% | 15,369 | 30.4% |
| 1840 | 81,235 | 60.7% | 31,204 | 38.4% |
| 1850 | 138,290 | 70.2% | 67,893 | 49.1% |
| 1860 | 178,831 | 29.3% | 77,923 | 43.5% |
| 1870 | 262,204 | 46.6% | 139,256 | 53.1% |
| 1880 | 355,869 | 35.7% | 235,071 | 66.0% |
| 1890 | 551,959 | 55.1% | 343,904 | 62.3% |
| 1900 | 775,058 | 40.4% | 451,512 | 57.2% |
| 1910 | 1,018,463 | 31.4% | 533,905 | 52.4% |
| 1920 | 1,185,808 | 16.4% | 588,343 | 49.6% |
| 1930 | 1,374,410 | 15.9% | 669,817 | 48.8% |
| 1940 | 1,411,539 | 2.7% | 671,699 | 47.6% |
| 1950 | 1,515,237 | 7.3% | 676,806 | 44.7% |
| 1960 | 1,629,831 | 7.6% | 604,332 | 37.0% |

* Figures for Pittsburgh include population of Allegheny City
prior to 1910.

The needs of production and commerce were paramount and all else adapted itself. Unfortunate mixtures of land use, no longer condoned by modern zoning or planning practice, but still very evident in older areas, was the order of the day in 19th century Pittsburgh. For example, the gracious homes of lower Penn Avenue of the middle 19th century with lawns and gardens fronting on the Allegheny River (about the site of Gateway Center Number One today) were immediately adjacent to the commercial and industrial center with the Pennsylvania Railroad tracks to the Point, running down Liberty Avenue but a block away.

Even as late as 1934, 38% of the wage earners in Allegheny County walked to work while 34% used the trolley and only 23% went by automobile. Thus, the residences of workers had to be closely available to their place of work or not far from the transit lines which got them there. A large part of the residential section of the area of Older Settlement reflects this compact development with a concentration of houses in the immediate vicinity of the mills.

The revolutionary change in mode of travel which found automobile riders rising to 63% in 1958 -- and only 10% still walking to work has been accompanied by a spreading out of the population. Thus, Braddock, Homestead, East Pittsburgh, Sharpsburg, Wall and Wilmerding reached their highest population in 1920. (See Table 3) Eight other municipalities reached a peak in 1930.

The population in Homestead and Braddock has been reduced by 63% and 40.9% respectively since the high point. In a number of other municipalities, reductions exceed 20 percent.

In Pittsburgh, the North Side Wards 21, 22, 23 and 24 lost one-third of their population, while population in Ward 17 on the lower South Side was reduced by 44% between 1930 and 1960. *map of Wards?*

These population reductions have not usually been accompanied by a proportionate reduction in land coverage or a change in basic pattern of land use and building arrangement. In the limited number of cases where redevelopment has taken place either through public action or private purchase, as in Braddock and Homestead, industrial or potential industrial use has replaced residential development. *to be seen the result in method.*

the method?
In many cases the reduction of population has been accompanied by a decline of retail and service enterprises. The common finding of renewal studies of older commercial areas is of a declining volume of business and expanding vacancy *(any?)* both in ground floor store space and lofts and offices. In some cases, the decrease of employment through the abandonment of mills and other industrial plants has preceded or accompanied population reduction. Dramatic examples of this are found in Wall and Etna Boroughs.

Why not grouped in order?

TABLE 3. POPULATION DECLINE IN SELECTED MUNICIPALITIES, ALLEGHENY COUNTY

| Municipality | <i>by 1950</i> | | 1960 Population | Percent Decline |
|-----------------|-------------------------------|-----------------------|--------------------|--------------------|
| | Year of Maximum Population | Maximum Population | | |
| Brackenridge | 1940 | 6,400 | 5,697 | -11.0% |
| Braddock | 1920 | 20,879 | 12,337 | -40.9% |
| Coraopolis | 1940 | 11,086 | 9,643 | -13.0% |
| Duquesne | 1930 | 21,396 | 15,019 | -29.8% |
| East Pittsburgh | 1920 | 6,527 | 4,122 | -36.8% |
| Etna | 1930 | 7,493 | 5,519 | -26.3% |
| Homestead | 1920 | 20,452 | 7,502 | -63.5% |
| McKeesport | 1940 | 55,355 | 45,489 | -17.8% |
| McKees Rocks | 1930 | 18,116 | 13,185 | -27.2% |
| Millvale | 1930 | 8,166 | 6,624 | -18.9% |
| Mount Oliver | 1930 | 7,071 | 5,980 | -15.4% |
| North Braddock | 1930 | 16,782 | 13,204 | -21.3% |
| Pitcairn | 1930 | 6,317 | 5,383 | -14.8% |
| Pittsburgh | 1950 | 676,806 | 604,332 | -10.7% |
| Rankin | 1930 | 7,956 | 5,164 | -35.1% |
| Sharpsburg | 1920 | 8,921 | 6,096 | -31.7% |
| Tarentum | 1940 | 9,846 | 8,232 | -16.4% |
| Turtle Creek | 1950 | 12,363 | 10,607 | -14.2% |
| Wall | 1920 | 2,426 | 1,493 | -38.5% |
| West Elizabeth | 1940 | 1,297 | 921 | -29.0% |
| Wilmerding | 1920 | 6,441 | 4,349 | -32.5% |

Source: U.S. Decennial Censuses.

How the Land is Used

The 1,629,000 people of Allegheny County reside ^(on) just over 100 square miles or less than 14% of the total land area. *in urban areas?*

More than half of the acreage in this highly urban area is neither occupied nor put to productive use. It consists of woodland, brushland, steep slopes and valleys, land desolated by strip mining and land held for future development. *of the other 86%* Urban uses take up about 30% of the land area while the remaining 17% *is devoted to agriculture.* This is not unusual among "urban" areas in the United States. A recent study of the great Atlantic coast urban region, Megalopolis¹, estimates that of all the urbanized area from north of Boston to south of Washington D. C., over half is in woodland, one-third agriculture, and the remainder *is devoted to urban development.*

Table 4 shows the picture for Allegheny County in more detail.

Next to residential use, the most prevalent use of developed land, including 8% of the total on 36,781 acres, was in streets, roads and other rights-of-way. Outdoor recreation took up 11,190 acres of 2.4% of the total and 2.1% went for public and semi-public services.

All of the private economic functions together -- mining, manufacturing, transportation, and commerce -- accounted for only 4.2% of the total, or less than 20,000 acres.

On the average, each acre of developed residential land was occupied by 7.5 families. This average represents a wide range of densities. The more expensive suburbs limit building to two to four acres per family, while in many parts of older Pittsburgh and the older settlements densities run as high as 100 families per residential acre.

As the suburban areas continue to grow, partially at least, at the expense of the older areas, the amount of residential land per family will increase on the average. The average lot size in new subdivisions in Allegheny County over the past few years has been approximately one-quarter acre.

Age and Obsolescence

Age in itself does not mean that structures or their arrangement on the land are substandard or deficient. Conditions which have prevailed both during the period of Allegheny County's greatest growth and continue at the present time, however, tend to make age, obsolescence and deficiency coincide. In a period of less rapid growth or less dramatic technological change, this coincidence might be much less. ✓

1. Gottmann, Jean, Megalopolis.

*Chart
+ Appendix*

Table 4. Land Use in Allegheny County, 1958*

| | <u>Number of Acres</u> | <u>Percent of Total</u> | <u>Square Feet Per Person</u> |
|--|----------------------------|-----------------------------|-----------------------------------|
| Total Land Area: | 461,837 | 100.0% | 12,350 |
| Unused | 242,437 | 52.4% | 6,487 |
| Agricultural | 78,638 | 17.0% | 2,103 |
| Developed Land | 140,762 | 30.5% | 3,765 |
| Residential | 64,120 | 13.9% | 1,716 |
| Rights-of-way | 36,781 | 8.0% | 983 |
| Outdoor Recreation | 11,190 | 2.4% | 299 |
| <i>Division of Employment</i> Public & Quasi-Public Services | 9,637 | 7.3 2.1% | 258 |
| Manufacturing | 5,610 | 1.2% | 150 |
| Transportation, Communi- cation and Utilities | 5,400 | 1.2% | 144 |
| Extractive and Industrial Non-Manufacturing | 4,546 | 1.0% | 122 |
| Wholesale, Retail and Commercial Services | 3,478 | .8% | 93 |

* Source: Economic Study of the Pittsburgh Region, "Land Use in Allegheny County, 1958", Manuscript Table, Released in Advance of Publication.

Several factors are important:

1. The period of Allegheny County's greatest growth, 1880 to 1910, was a period in which there were no public controls over building, construction or arrangement.
2. Much of the building during this period was deficient even by the standards of the day.
3. The rate of technological change in the recent past, particularly since 1945, has been increasing.
4. Difficulties of terrain put a premium on flat land and resulted in a dense pattern of coverage -- a hodgepodge of land use, building up of the interior of blocks and alleys, etc.
5. The street system laid out long before the advent of the automobile is inefficient for a transportation system based on automobiles.
6. Rising incomes have been accompanied by rising expectations and standards for every type of consumer goods and services, including housing. From 1949 to 1959, average family income in Allegheny County rose by 79%, while the consumer prices rose only about 25%.

Map B shows the approximate dates of development of various areas in the County. Table 5 contrasts the age of residential units in the six areas of older settlement and the six growth areas. It is estimated that for the County as a whole, 238,000 dwelling units or 47,3% are over 40 years old. Of these some 90,000 to 100,000 date back to before 1900. Twenty-two per cent were built between 1920 and 1939, while 3% were built in the last 20 years, most of them in the last decade.

The contrast between the growth areas and the areas of Older Settlement is striking:

| | Percentage of Housing Supply | | | |
|------------------------|------------------------------|--------------|--------------|--------------|
| | Built before 1920 | 1920 to 1939 | 1940 to 1949 | 1950 to 1959 |
| Total County | 47% | 22% | 13% | 18% |
| Older Settlement Areas | 64% | 21% | 8% | 7% |
| Growth Areas | 18% | 21% | 22% | 39% |

Eighty-five per cent of the old housing is located in the areas of old growth, while more than 80% of the housing built in the 1950's was built in the growing suburbs which have more than doubled their housing supply in the last two decades.

Chart + appendix

Table 5. Estimated Age of Housing Units in Allegheny County and its Sub-Areas, 1960.

| <u>Area</u> | <u>Total Housing Units</u> | <u>Percentage Distribution by Estimated Year Built</u> | | | | |
|---------------------------------|----------------------------|--|------------------|------------------|------------------|------------------|
| | | <u>1919 or Earlier</u> | <u>1920-1929</u> | <u>1930-1939</u> | <u>1940-1949</u> | <u>1950-1959</u> |
| <u>County, Total</u> | 503,000 | 47% | 15% | 7% | 13% | 18% |
| <u>Area of Older Settlement</u> | 322,000 | 64% | 16% | 5% | 8% | 7% |
| Pittsburgh & Mt. Oliver | 198,000 | 65% | 16% | 5% | 7% | 7% |
| Allegheny Valley | 20,000 | 62% | 20% | 5% | 8% | 5% |
| Ohio Valley | 24,000 | 58% | 17% | 6% | 8% | 11% |
| Turtle Creek Valley | 36,000 | 67% | 17% | 5% | 7% | 4% |
| Mon Yough Valley | 35,000 | 60% | 19% | 7% | 11% | 3% |
| Chartiers Valley | 9,000 | 61% | 17% | 6% | 5% | 11% |
| <u>Growth Area</u> | 181,000 | 18% | 11% | 10% | 22% | 39% |
| North Hills | 35,000 | 17% | 13% | 11% | 20% | 39% |
| Northeast | 10,000 | 35% | 15% | 10% | 20% | 20% |
| East Hills | 32,000 | 17% | 9% | 8% | 17% | 49% |
| Southeast | 31,000 | 22% | 10% | 8% | 29% | 31% |
| South Hills | 56,000 | 10% | 12% | 12% | 23% | 43% |
| West Hills | 17,000 | 26% | 12% | 9% | 21% | 32% |

Since 1950, the average age of housing units in the County has increased from 36 to about 38 years. If new house construction in the 1960's equals 50,000 housing units, as discussed on page 6, and all of the units removed by demolition or otherwise from the inventory are among those currently over 40 years old, the median age of housing units in Allegheny County will increase to well over 40 years in 1970. It would require a production of almost 100,000 units during the 60's in order to reduce the average age of dwellings during the decade.

Even this highly unlikely event would not have great impact on the areas of older settlement unless it were accompanied by the removal of old dwellings at a much faster rate than can now be anticipated.

The growth areas will continue as places where the bulk of the housing supply has been built during the last two decades under controls provided by building codes and zoning, while the supply in the areas of Older Settlement will steadily get older. The median age of dwellings now in the North Hills is about 15 years, while the average house in the East Hills and South Hills is barely over 10 years old. In contrast the average house in Pittsburgh or the Turtle Creek Valley dates back to before 1910.

Clearly the present and future condition of older dwellings and neighborhoods is of strategic importance to the renewal program, and to the future of whole municipalities in the Areas of Older Settlement. Even if twice as many houses were to be removed from the supply during the 60's than were demolished in the 50's, still over 180,000 dwellings over 50 years old will be in use in Allegheny County in 1970.

The Quality of the Physical Environment

It is generally agreed that a major purpose of urban renewal is to improve the physical environment. Here, however, agreement stops. There are no simple measurable standards of the physical framework of good urban living. Any attempt to arrive at such easy touchstones has provoked basic disagreement.

This brief attempt to characterize housing conditions in Allegheny County is made in full recognition of the difficulties involved. It utilizes statistics which are available from the United States Census not in any endorsement of the standards which they may imply, but simply because they are the only overall data available.

A good environment may be characterized in human terms as one in which people live happy, rewarding lives, and which encourages the full and free development of their greatest potentialities. Although there is a great variety of opinions as to how to achieve this end, it is apparent that the physical characteristics of the dwelling, the

neighborhood, and its various appurtenances have something to do with it. At the very least they can make domestic and municipal routine housekeeping chores easier or more difficult. But what clearly delineates the physical character of a good neighborhood and marks it off from a poor one is not well defined.

A "good" residential environment, physically speaking, is compounded of the nature of the dwellings themselves, their relationships to each other and their sites, and the various amenities and facilities which are associated with them in the way of schools, churches, recreational facilities, open spaces, streets, walks, and pathways and shopping facilities.

Three types of physical characteristics then can be examined in looking at residential neighborhoods:

1. The characteristics of the structures.
2. The pattern of the site, including densities and arrangements.
3. Amenities and community facilities available.

Overall measures covering the whole County on a standardized basis are available only for the first of these: structural characteristics.

Appraisals of site layout and the adequacy of community facilities have been made for many specific areas of the County in connection with municipal development plans and renewal plans. These ~~planning~~^{planning} efforts have not, however, been able to draw upon generally accepted standards of acceptability or adequacy.

Indeed many of the commonly held beliefs of city planners with reference to the values of open space and other urban amenities have recently undergone a fiercely renewed attack. Questions of the real meaning of "urban" have been raised and battles between the advocates of high densities and those of low densities characterize the whole urban and suburban scene.

Equally intense have been the debates with reference to homogeneity and heterogeneity with regard to urban and suburban neighborhoods. The Impact Study has raised, but has not found any simple answers to the problem of the relationship between physical site design and the stability and longevity of neighborhoods. Clearly no single set of absolute standards will suffice for all types of neighborhoods. Clearly, too, much more work must be done in the area of the economic and social functioning of the city and its great variety of parts before clear cut answers appear to guide physical design.

Such developments as East Hills Park will test some apparently well-founded principles of urban neighborhood design, while the Planned Residential Development zoning concept recently introduced into the Pittsburgh zoning ordinance will allow much fuller sway to the imagination and ingenuity of the architect and urban designer.

The commonly used measures of residential condition on an overall basis are those developed and used by the United States Census and reflected in its reports. The 1960 Census uses the following terms and classifies each housing unit in the United States as either:

1. Sound
2. Deteriorating
3. Dilapidated

Briefly, these terms are defined thus:

Sound housing is defined as that which has no defects, or only slight defects which are normally corrected during the course of regular maintenance. Examples of slight defects are lack of paint; slight damage to porch or steps; small cracks in walls, plaster or chimneys; broken gutters or downspouts.

Deteriorating housing needs more repair than would be provided in the course of regular maintenance. It has one or more defects of an intermediate nature that must be corrected if the unit is to continue to provide safe and adequate shelter. Examples of such defects are shaky or unsafe porch or steps; broken plaster; rotted window sills or frames. Such defects are signs of neglect which lead to serious structural damage if not corrected.

Dilapidated housing does not provide safe and adequate shelter. It has one or more critical defects; or has a combination of intermediate defects; or is of inadequate original construction. Critical defects are those which indicate continued neglect and serious damage to the structure.⁽¹⁾

In addition to this classification of structural condition, the Census indicates how many "sound" and "deteriorating" housing units include a flush toilet, bath and hot and cold running water for the exclusive use of their occupants.

1. 1960 Census of Housing, Advance Reports, Housing Characteristics States, Pennsylvania, HC (A1) 39, Pages 2 and 3.

The number of housing units in Allegheny County and its sub-areas in terms of these concepts is available. Deficient units as used here include those which are either:

1. Dilapidated
2. Deteriorating
3. Sound but lacking private plumbing facilities.

These deficiencies do not establish any easily administered standard nor are they directly related to the local housing code requirements in Allegheny County. Together however, they give a measure of the number and dispersion of poor housing units in the County and its sub-areas.

The 1960 figures for the entire county and for the Growth Areas taken together and the Areas of Older Settlement combined are as follows:

| | <u>Allegheny County</u> | <u>Growth Areas</u> | <u>Older Areas</u> |
|-------------------------|-------------------------|---------------------|--------------------|
| All Housing Units | 503,006 | 180,879 | 322,127 |
| Dilapidated: | | | |
| Number | 17,444 | 4,386 | 13,058 |
| Per cent | 3.4% | 2.4% | 4.1% |
| Deteriorating Units: | | | |
| Number | 67,809 | 12,887 | 54,922 |
| Per cent | 13.5% | 7.1% | 17.0% |
| Sound Without Plumbing: | | | |
| Number | 27,065 | 4,388 | 22,677 |
| Per cent | 5.4% | 2.4% | 7.0% |
| Total Deficient Units: | | | |
| Number | 112,318 | 21,661 | 90,657 |
| Per cent | 22.3% ✓ | 11.9% ✓ | 28.1% ✓ |

As measured by these census categories, 81% of the poor housing in Allegheny County is located in the areas of older settlement and makes up 28.1% of the housing in these areas. It is two-and-one-half times more prevalent in these older areas than it is in the growth areas.

20.0
29.5 ✓ 24.1

In order of average condition, the sub-areas rank as follows:

| | <u>Per cent Deficient</u> | <u>Per cent Dilapidated</u> |
|-------------------------|---------------------------|-----------------------------|
| South Hills | 4.2% | 0.6% |
| North Hills | 9.6% | 1.7% |
| East Hills | 10.9% | 2.4% |
| South East | 17.3% | 3.4% |
| Ohio Valley | 20.6% | 2.5% |
| Chartiers Valley | 20.6% | 3.6% |
| Turtle Creek Valley | 24.2% ✓ | 4.0% ✓ |
| West Hills | 24.5% ✓ | 7.2% ✓ |
| Non Yough Valley | 25.0% ✓ | 4.6% ✓ |
| Allegheny Valley | 25.7% ✓ | 2.4% |
| North East | 28.3% ✓ | 4.1% ✓ |
| Pittsburgh & Mt. Oliver | 30.9% ✓ | 4.3% ✓ |

The areas of older settlement range from Pittsburgh-Mount Oliver with 30.9% poor housing, including more than half of the deficient housing units in the County, to the Ohio Valley and the Chartiers Valley with 20.6% deficient.

A much greater variety exists in the growth areas ranging from the South Hills which added most to its housing supply from 1950 to 1960 with only 4.2% deficient housing to 28.3% in the North East Area. This latter area like the West Hills had proportionately few new dwellings added in the last decade and is the location of a number of old mining villages and a good deal of scattered blight.

Although 22.3% of all the dwelling units in the County are deficient in one respect or another, by census categories a much larger proportion of the area is affected. While 4.4% of the housing units in the City of Pittsburgh were dilapidated in 1960, 22% of the blocks in the City included one or more dilapidated units, while 480 blocks, or almost 8% of the total, included five or more dilapidated units. Similarly in McKeesport the following distribution shows the dispersion of dilapidated housing units among blocks in the city.

*Factor?
help to later*

| <u>Number of Dilapidated Units</u> | <u>Number of Blocks</u> | <u>Percent of Total</u> |
|------------------------------------|-------------------------|-------------------------|
| one unit | 50 | 6% |
| 2 to 4 units | 77 | 9% |
| 5 to 9 units | 32 | 4% |
| 10 or more | <u>21</u> | <u>3%</u> |
| Total | 180 | 22% |

In Braddock 8.5% of the housing units are classified as dilapidated. However, 48 of 86 blocks with housing include dilapidated units.

Deteriorating housing is even more widespread. In Pittsburgh 63% of the blocks containing 5 or more housing units include units classified as deteriorating. These blocks are distributed as follows:

| <u>Number of Deteriorating Housing Units</u> | <u>Number of Blocks</u> |
|--|-------------------------|
| 1 | 511 |
| 2 to 4 | 904 |
| 5 to 9 | 795 |
| 10 to 24 | 805 |
| 25 or more | 356 |

Significant concentrations of deteriorating housing occur in 1,956 blocks or more than a third of the total. In McKeesport 365 blocks or 44% of the total of 831 included deteriorating housing units in 1960.

Change in Housing Condition Since 1950

The amount of deficient housing in Allegheny County as reflected by the Census has decreased substantially in the last decade. Although direct comparisons between the data in the 1960 census and those reported in 1950 are difficult to make, there is no question but what the number of housing units without private baths and running water has been reduced by more than 50 per cent. A comparison of the figures concerning structural conditions is more difficult to make.

*The City Dept of
Planned Progress
is working
on this in
1960.*

The 1950 Federal Census showed 97,337 non-dilapidated units which lacked private baths, flush toilets and/or hot and cold running water for the exclusive use of their occupants. By 1960 this number had been reduced to 44,085. This reduction in numbers can have happened in many different ways and it is impossible from the Census statistics to estimate the effect of each of them. These include:

1. Demolition of the structure in which the unit was located.
2. Installation of the missing plumbing facilities.
3. Recombination of two or more converted units which were sharing a single bath in 1950 into one unit with its own bath in 1960.

+ shown in Census

Unquestionably all three of these factors took place in Allegheny County during the decade. Those dwellings without private baths were largely renter occupied in 1960. Continuation of the present trends would mean that substantial further reduction of the number of units without private baths would occur even without any active renewal program, although the elimination of thousands of substandard dwellings through demolition in connection with urban renewal and related projects during the fifties was an important factor in reducing the number of dwellings deficient in this respect.

Although the Censuses of 1950 and 1960 used precisely the same definition of dilapidated unit, the figures from the two censuses may not be strictly comparable. It is apparently true that when an enumerator has more alternative classifications to use that some of the cases will be switched from the extreme to the middle categories. In 1950 the enumerator had only two choices as to condition. A unit had to be classed either as "dilapidated" or "not dilapidated". In 1960 the not dilapidated category was further divided and the enumerator could classify a unit as either "sound", "deteriorating" or "dilapidated".

The results of both enumerations were as follows:

| | <u>Dilapidated Units</u> | | <u>Deteriorating Units</u> | |
|------|--------------------------|-------------------|----------------------------|-------------------|
| | <u>Number</u> | <u>% of total</u> | <u>Number</u> | <u>% of total</u> |
| 1950 | 28,124 | 6.5% | --- | --- |
| 1960 | 17,444 | 3.3% | 67,809 | 13.5% |

There has been a decrease of almost 11,000 in the number of housing units reported as dilapidated. To what extent this reflects a like improvement is problematical. If as few as 15% of the units reported as deteriorating would have been classed "dilapidated" in the absence of the "deteriorating"

category there would have been no change in ten years. Actually, a large number of dwelling units classed "dilapidated" in 1950 were probably included in the approximately 10,000 demolished during the decade. Others disappeared from the statistics but not in actuality through the process of merger of two or more 1950 units into one 1960 unit which went on extensively during the ten-year period. Other thousands of units may well have deteriorated during the decade sufficiently to be now classed as dilapidated though not so classified in 1960. Still others in unknown numbers were improved by repair and rebuilding.

Dilemma of the Non-White Population

An urban renewal program for Allegheny County must face up to the special problems of its 37,973 non-white families which, as a group, are heavily concentrated in areas at present or potentially scheduled for clearance and redevelopment.

The non-white population in the County, of which more than 98% is Negro, is disadvantaged both economically, and specifically in its housing. These two conditions are inter-related. A comparison of the 1950 and 1960 Census data indicates that the economic position of the non-white minority quite probably has become relatively worse in the past decade.

The non-white population makes up 8.3% of the total Allegheny County population, and is located primarily in certain of the areas of older settlement, mostly in Pittsburgh and some of the mill towns in the Turtle Creek and Mon-Yough Valleys. Table 6 shows the great variation in non-white population as a percentage of the whole in the various sections of the County ranging from less than 1% in the North Hills, the North East and the South Hills growth areas to 16.5% in Pittsburgh.

As the following figures show, only 8% of the non-white population as compared to 42% of the white population lives in the growing areas of the County.

TABLE 6 - WHITE AND NON-WHITE POPULATION OF SUB-AREAS OF ALLEGHENY COUNTY - 1960

| Area | Total | Population | | Percent Non-White |
|---------------------------|-----------|------------|-----------|-------------------|
| | | White | Non-White | |
| County Total | 1,628,587 | 1,492,663 | 135,924 | 8.3% |
| Areas of Older Settlement | 994,216 | 869,515 | 124,701 | 12.5% ✓ |
| Pittsburgh and Mt. Oliver | 610,312 | 508,573 | 101,739 | 16.5% - |
| Allegheny Valley | 65,057 | 62,349 | 708 | 1.1% |
| Ohio Valley | 71,357 | 68,476 | 2,881 | 4.0% |
| Turtle Creek Valley | 111,962 | 104,496 | 7,466 | 6.6% |
| Mon-Yough Valley | 110,375 | 98,916 | 11,459 | 10.4% - |
| Chartiers Valley | 27,153 | 26,705 | 448 | 1.6% |
| Growth Areas | 634,371 | 623,148 | 11,223 | 1.8% ✓ |
| North Hills | 123,849 | 122,690 | 1,159 | .9% |
| Northeast | 35,214 | 34,880 | 334 | .9% |
| East Hills | 114,613 | 111,203 | 3,410 | 3.0% |
| Southeast | 106,824 | 103,473 | 3,351 | 3.1% |
| South Hills | 189,783 | 188,529 | 1,254 | .7% |
| West Hills | 65,322 | 62,373 | 1,715 | 2.6% |

SOURCE: United States Census of 1960

| | White | | Non-White | |
|---------------------------|-----------|---------|-----------|---------|
| | Number | Percent | Number | Percent |
| Allegheny County | 1,492,663 | 100% | 135,924 | 100% |
| Areas of Older Settlement | 869,515 | 58% | 124,701 | 92% |
| Growth Areas | 623,148 | 42% | 11,223 | 8% |

During the last decade while the non-white population of the Growth Areas increased by only 891 or 8.6%, the Areas of Older Settlement increased their non-white population by over 21,000 or by 20.6%. Meantime the white population of the older areas decreased by about 130,000 and the Growth Areas added 220,000 white people.

Total
+ 21,000
+ 22,000
+ 891

1. Housing Conditions

Non-white families as a group occupy a disproportionately large share of deficient and deteriorated housing in Allegheny County. Although they made up 7.3% of the households in the County in 1960, they occupied

- 31% of the dilapidated housing
- 18% of the deteriorating housing
- 12% of the structurally sound housing lacking various plumbing facilities

Indeed, of the total 37,973 units occupied by non-white families, 21,361 or 56% are deficient in one or another of these respects.

Although there has been a considerable general improvement of housing conditions, as measured by Census characteristics, during the last decade, for the population as a whole, this change has been much more striking for the white population than for non-white families.

While the percentages of non-white families in substandard housing has apparently declined in the decade, in absolute figures the number of substandard housing units occupied by non-white families has declined very little.

2. Employment and Income

The disadvantageous position of non-white families in the Allegheny County Housing Market is partially explained by their economic position.

Unemployment in 1959 was more than twice as prevalent for non-white persons in the labor market as for whites in 1959 according to Census figures. Indications are that since 1959 this margin may have increased markedly. In 1959 the following percentages

of the civilian labor force of the County were unemployed:

| | <u>Males</u> | <u>Females</u> |
|-----------|--------------|----------------|
| White | 6.1% | 5.1% |
| Non-white | 16.6% | 11.2% |

Taken as a group the average annual income of families in Allegheny County in 1959 was \$6,173. The median income for white families was \$6,370 and for non-white families \$3,862. By broad income groupings the income of white families compared with those of non-white families is as follows:

| <u>Income Group</u> | <u>White Families</u> | | <u>Non-White Families</u> | |
|-------------------------|-----------------------|----------------|---------------------------|----------------|
| | <u>Number</u> | <u>Percent</u> | <u>Number</u> | <u>Percent</u> |
| Total, Allegheny County | 388,247 | 100% | 30,663 | 100% |
| Under \$4000 | 74,844 | 19% | 16,006 | 52% |
| \$4000-6999 | 149,889 | 39% <i>52</i> | 10,781 | 35% <i>87</i> |
| \$7000-9999 | 89,450 | 23% <i>81</i> | 2,786 | 9% <i>96</i> |
| \$10,000 and over | 74,064 | 19% | 1,090 | 4% |

Based on these figures it would seem that more than 50% of the non-white families in the County had incomes sufficiently low to make them eligible for public housing as compared with some twenty percent of white families.

Table 7 shows the proportion of each income group which is made up of white families and which non-white. Although in toto the non-white families represent 7.3% of all families in the County, they included 22% of the families with very low incomes under \$2000 and only 1.4% of the families with incomes of \$10,000 and over.

Available evidence indicates that the economic position of non-white families may have deteriorated during the last decade. Although family income figures are not available from the 1950 Census, a comparison can be made between 1949 and 1959 incomes of white and non-white persons for the Pittsburgh Standard Metropolitan Statistical Area. Allegheny County contains 83% of the non-white population of the Pittsburgh Standard Metropolitan Statistical Area. (The PSMSA includes Beaver, Washington and Westmoreland Counties in addition to Allegheny County.) *city*

In the ten years from 1949 to 1959 the median income of all white persons with income rose by 49% from \$2359 to \$3516. Mean-time, median non-white income rose from \$1608 to \$1965, or by only 22%, actually less than the increases in the consumer prices during the same period. The average non-white person in 1949 had an income 68% of the income of the average white person. By 1959 the percentage had slipped to 56%.

TABLE 7 - 1959 INCOME DISTRIBUTION OF WHITE AND NON-WHITE
 FAMILIES IN ALLEGHENY COUNTY -- SHOWING PERCENTAGE
 OF EACH INCOME GROUP, NON-WHITE

| <u>Income Group</u> | <u>Number of Families</u> | | | <u>Percentage of Each Group is Non-White</u> |
|---------------------|---------------------------|--------------|------------------|--|
| | <u>Total</u> | <u>White</u> | <u>Non-White</u> | |
| Total | 418,910 | 388,247 | 30,633 | 7.3% |
| Under \$1000 | 12,686 | 9,965 | 2,721 | 21.6 |
| \$1000 to \$2000 | 20,159 | 15,821 | 4,338 | 21.5 |
| \$2000 to \$2999 | 24,635 | 20,593 | 4,042 | 16.4 |
| \$3000 to \$3999 | 33,370 | 28,465 | 4,905 | 14.7 |
| \$4000 to \$4999 | 48,780 | 43,800 | 4,980 | 10.2 |
| \$5000 to \$5999 | 61,009 | 57,453 | 3,556 | 5.8 |
| \$6000 to \$6999 | 50,881 | 48,636 | 2,245 | 4.4 |
| \$7000 to \$7999 | 39,436 | 38,042 | 1,394 | 4.5 |
| \$8000 to \$8999 | 30,729 | 29,508 | 771 | 2.5 |
| \$9000 to \$9999 | 22,521 | 21,900 | 621 | 2.8 |
| \$10,000 and Over | 75,154 | 74,064 | 1,090 | 1.4 |

*Diagram
+ Appendix*

TABLE 8. PERSONS WITH INCOME, PERCENTAGE DISTRIBUTION
BY AMOUNT OF INCOME, PITTSBURGH STANDARD
METROPOLITAN STATISTICAL AREA, 1949 and 1959.
Source: United States Census

| <u>Annual Income</u> | <u>White</u> | | <u>Non-White</u> | |
|----------------------|------------------|------------------|------------------|------------------|
| | <u>1949</u> | <u>1959</u> | <u>1949</u> | <u>1959</u> |
| Under \$1000 | 22.7% | 21.6% | 33.1% | 29.8% |
| \$1000 to \$1999 | 17.9 | 12.4 | <i>1008</i> 27.0 | 20.9 <i>1005</i> |
| \$2000 to \$2999 | 25.1 | 10.0 | 29.3 | 13.7 |
| \$3000 to \$3999 | <i>2354</i> 19.0 | 10.9 <i>3516</i> | 8.2 | 13.3 |
| \$4000 to \$4999 | 7.3 | 12.5 | 1.5 | 11.7 |
| \$5000 to \$5999 | 3.4 | 11.8 | .4 | 6.3 |
| \$6000 and over | 4.6 | 20.7 | .5 | 4.3 |
| Median | \$2359 | \$3516 | \$1608 | \$1965 |

These facts mean among other things, that the problems of renewal will be accentuated by the difficulties of rehousing economically disadvantaged non-white families in many areas of Allegheny County. These difficulties must be overcome through positive steps to improve the condition of the people affected. Merely shifting their place of residence without a program aimed at fundamental improvement of their lot can only lead to a compounding of the problems of the spread of blight with touchy questions of human relations.

In Allegheny County as in many urban areas, the non-white minority makes up a substantial proportion of the under-privileged, or as Professor Wheaton of the University of Pennsylvania has called them, the underutilized part of the population. They have been largely left behind in the advancing prosperity of the post World War II period. The solution of their problems must be found in expanded educational, employment and housing opportunities, made available directly to them. An assumption that somehow these problems will be cured without a concentrated program directed at their needs would appear to be false. This study has not been primarily concerned with these problems as such, but it is clear that they must be dealt with if urban renewal is to be successful.

ISSUES, RECOMMENDATIONS, AND FINDINGS

POPULATION TRENDS AND HOUSING REQUIREMENTS

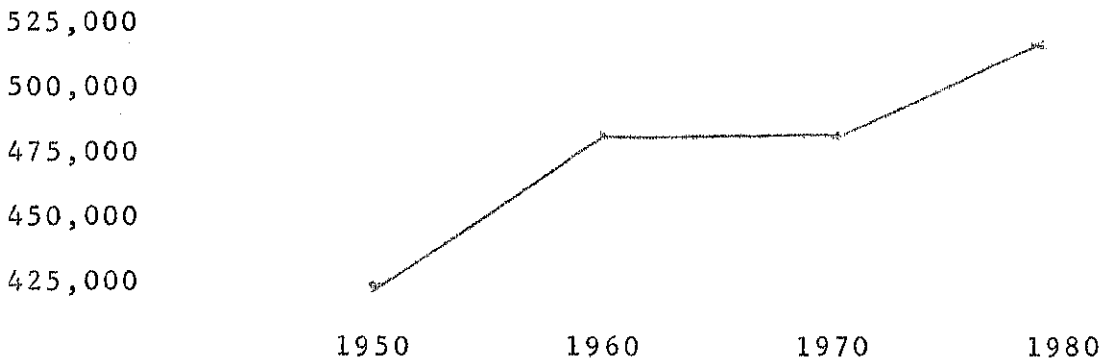
POPULATION TRENDS AND HOUSING REQUIREMENTS

Recommendations:

1. High priority should be given to urban renewal projects which strengthen the economic and employment base. If Allegheny County is to hold its own in terms of employment, thousands of new job opportunities must be created to replace those abolished through technological advance and to reduce high unemployment levels.
2. Efforts to provide new and renovated housing for moderate and low income families must be expanded.
3. Renewal activities and projects with high relocation loads should be stressed in the 1960's. Low birthrates in the 1930's plus heavy out-migration have reduced the pressure on the local housing supply. Later the housing market will tighten as the war and post-war babies start forming families.
4. Streamlined housing codes and occupancy controls should be enforced on a County-wide basis. Reduced housing demand has made code enforcement easier. Relocation problems can be handled more effectively now than later.

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Number of Households, Allegheny County . . .



Findings:

Urban renewal programs, if they are to meet the needs of the residents of Allegheny County, must be based on assumptions as to the number and characteristics of the future population of the County and the way it is divided into households.

The Urban Renewal Impact Study, therefore, has projected County population to 1970 and 1980, and estimated the resulting number of households and their housing requirements.

Most significantly these projections indicate that while the population may grow by 100,000 between 1960 and 1970, the total number of households will barely increase. The total figures follow:

| | <u>Population</u> | <u>Number of Households</u> |
|------|-------------------|-----------------------------|
| 1950 | 1,515,000 | 423,000 |
| 1960 | 1,629,000 | 484,000 |
| 1965 | 1,678,000 | 480,000 |
| 1970 | 1,730,000 | 485,000 |
| 1980 | 1,850,000 | 508,000 |

The detailed analysis on which these figures are based will be published in a further report of the Impact Study, Population Projections and Housing Requirements, Allegheny County. Only a few of the most pertinent facts are cited in this summary.

While a continuing slow population increase is indicated, the data point towards a static number of households during the decade. The key to this apparent conundrum is in the age makeup of the population, which in turn is the result of the birth and death rates and the migration of people into and out of the County.

Allegheny County has had a high birth rate and a resulting healthy gain over the number of deaths since 1950. This natural increase has been partly offset by rising out-migration. The table shows the striking jump in the net number of moves from the County during the 1950's as compared with previous decades:

| | <u>Natural Increase</u> | <u>Net Migration</u> | <u>Actual Increase</u> |
|---------|-------------------------|----------------------|------------------------|
| 1930-40 | 76,312 | 39,183 | 37,112 |
| 1940-50 | 146,652 | 42,954 | 103,698 |
| 1950-60 | 197,910 | 84,560 | 113,359 |

Handwritten notes:
 - Above "Net Migration": "out" with a line through it.
 - Under "Natural Increase": "No 90"
 - Under "Net Migration": "N 70"
 - Under "Actual Increase": "No 70"
 - Next to 1940-50: "146,539"
 - Next to 1950-60: "1,515,237"

Behind the projection of a population gain of approximately 100,000 during the decade of the 1960's lies an assumption that migration will level off at about the 1950 to 1960 rates. If this occurs, it will only do so because unemployment has decreased from the high levels which

have persisted locally since the latter part of 1957. This ^{comment} will necessitate an increasing number of jobs.

Urban renewal in Allegheny County should aim to shore up the level of economic activity and employment. Although much of the present renewal program, particularly in the City of Pittsburgh, has already been thus directed, the need is increasing. The results of the Regional Economic Study are expected to underline this objective, and to provide a basis from which renewal priorities can be derived.

During the 1950's the County lost population through net out-migration in almost every age group. The loss was most significant among those ranging in age from 15 to 29. It depleted the age group which was initially smaller because of the low birthrates in the depression 1930's and early 1940's. In Allegheny County in 1960 there were 29% fewer people in their twenties than in 1950, as compared with 9% fewer in the country as a whole. This is the group from which most new households are formed.

The figures which follow indicate the number of persons in Allegheny County in each age group in 1950 and 1960 as reported by the Federal Census and the projected numbers for 1970:

| <u>Age</u> | <u>1950</u> | <u>1960</u> | <u>1970</u> |
|-------------------|-------------|-------------|-------------|
| Under 10 years | 266,000 | 331,000 | 339,000 |
| 10 to 19 years | 197,000 | 248,000 | 315,000 |
| 20 to 29 years | 249,000 | 177,000 | 227,000 |
| 30 to 44 years | 356,000 | 354,000 | 270,000 |
| 45 to 64 years | 329,000 | 360,000 | 395,000 |
| 65 years and over | 118,000 | 156,000 | 184,000 |

Many significant surmises may be made from these figures.

The 1960's just as the 1950's must provide facilities for a great expansion among the teenagers and a substantial increase in the number of elderly and older adults. Young adults will decline in numbers, while the number of small children will stay fairly constant.

For the purpose of anticipating housing requirements, the age composition of the population has great significance. The probable number of households is estimated from the age distribution by applying factors based on census data. These factors indicate the proportion of persons in each age group which are probable household heads. For 1960 and 1970 the resulting figures are as follows:

| Age of Head of Household | Number of Households | | | 70 |
|--------------------------|----------------------|---------|------------|------|
| | 1960 | 1970 | Difference | |
| Under 20 years | 1,000 | 2,000 | + 1,000 | +50 |
| 20 to 29 years | 47,000 | 58,000 | +11,000 | + 20 |
| 30 to 39 years | 103,000 | 71,000 | - 32,000 | - 30 |
| 40 to 49 years | 113,000 | 107,000 | - 6,000 | - 5 |
| 50 to 59 years | 95,000 | 107,000 | +12,000 | + 14 |
| 60 and over | 125,000 | 140,000 | +15,000 | + 13 |
| Total | 484,000 | 485,000 | + 1,000 | |

Thus, by the end of the decade, while there will be only 1,000 more households, the increases will have come at both ends of the age scale, among the very young families and among the older families whose children for the most part have left home.

Despite the tendency toward smaller families which these figures may imply, the continued high birthrate will result in an average overall increase in the size of household from 3.3 in 1960 to an expected 3.5 in 1970.

Estimates of the number of households cannot be turned directly into estimates of housing requirements, but they provide one of the most important elements in arriving at these estimates.

In order to hazard a prediction as to the housing picture of the 1960's in Allegheny County, it is well to look at what happened during the previous ten years. During the 1950's while the population increased by a modest 7.6%, the number of households increased by 14%, and the number of housing units by 15% from 436,000 to 503,000. This growth was accomplished through additions and subtractions to the supply of houses, thus:

| | |
|--|----------|
| Initial Stock of Housing Units, 1950 | 436,000 |
| Housing Units demolished 1950 to 1960 | - 10,000 |
| Housing Units merged into other units | - 25,000 |
| Housing Units converted to other use | - 4,000 |
| ¹⁹⁵⁰ Stock Remaining at the end of the decade ^ which existed in 1950 | 397,000 |
| New Housing Units constructed 1950 to 1960 | 92,000 |
| ¹⁹⁵⁰ ^ Housing Units added by conversions in older buildings | 14,000 |
| Total Stock at the end of the decade, 1960 | 503,000 |
| Occupied Housing Units (Number of Households) | 484,000 |
| Vacant Housing Units | 19,000 |
| Vacancy Rate | 3.9% |

A similar calculation for the next decade involves many assumptions, the major ones being:

1. Housing units will be demolished at about twice the rate during the 1960's as in the previous decade. The most recent estimates of the local redevelopment authorities in Allegheny County and other clearance agencies indicate that about 9000 units will be removed by demolition between 1960 and 1965.
2. Losses of housing units through merger with other units and conversion to other use will be at about the same rate as in the 1950's.
3. Gains through conversions of larger buildings into smaller units will be the same as in the 1950's.
4. An average of 5000 housing units a year will be added through new construction even though the vacancy rate should rise from its present estimated 5% to 6.4%.

With these assumptions, the anticipated change in the overall housing supply during the period from 1960 to 1970 would be as follows:

| | | |
|--|----------|------------|
| Initial Stock of Housing Units, 1960 | 503,000 | |
| Housing Units to be demolished | - 20,000 | |
| Housing Units merged into other units | - 25,000 | |
| Housing Units converted to other use | - 4,000 | |
| Stock remaining at the end of the decade which existed in 1960 | 454,000 | |
| New Housing Units constructed | 50,000 | |
| Housing Units added by conversions in older buildings | 14,000 | |
| Total Stock at the end of the decade, 1970 | 518,000 | |
| Occupied Housing Units (Number of Households) | 485,000 | 484,000 60 |
| Vacant Housing Units | 33,000 | |
| Estimated Vacancy Rate, 1970 | 6.4% | 1 |

Obviously, if fewer units were removed than estimated or more units were constructed, the vacancy rate would go higher.

Although a 6.4% vacancy rate is higher than any which has been reached in Allegheny County in many years, the vacancy rate had already risen from 3.9% as of April 1, 1960, reported by the Census to an estimated 5.0% at the end of 1961.

Current estimated vacancy rates in a number of other metropolitan areas are as follows:

| | |
|------------|------|
| Chicago | 6.8% |
| Cincinnati | 9.5% |
| Cleveland | 6.7% |
| Columbus | 7.0% |
| Detroit | 6.8% |
| Toledo | 6.0% |

It would appear, therefore, that it is quite possible for the vacancy rate to rise to 6.5% without inhibiting new construction. Much of the vacancy would appear in older, smaller deteriorated dwelling units which would not compete with new housing.

The estimated annual rate of new construction, 5000 housing units for the decade of the 1960's, is considerably lower than the rate for the 1950's which averaged well over 9000 units per year. During the last four years, 1957 through 1960, this rate dropped to an average of 7300 dwelling units per year authorized by building permits in Allegheny County. Preliminary figures indicate that about 5500 dwelling units were started in 1961.

The predominance of single family houses added in the late 1950's may change to more emphasis on multi-family construction during the 1960's, as elderly and very young families make up more of the market.

The removal of 49,000 housing units through demolition, merger and otherwise implies a much stepped-up rate of urban renewal involving a large amount of residential demolition and the elimination of illegal housing through the firm enforcement of a more effective housing code.

The next ten years will offer an unparalleled opportunity to push ahead with the renewal job. The increased availability of housing makes relocation a relatively easy job. Current reports from both the Housing Authority of the City of Pittsburgh, handling relocation for the City renewal projects, and the County Housing Authority, handling County Redevelopment Authority projects, indicate that relocation already is being accomplished currently with relative ease. Only the most disadvantaged families with low income compounded by other problems are at present really difficult to place.

These encouraging reports from the relocation front and the increasing vacancy rate tend to bear out the story told by the projections, that households are being formed much more slowly and are barely keeping pace with those disappearing from the Allegheny County scene through dissolution and out-migration.

The anticipated rise in housing requirements during the 1970's, starting probably about 1967 or 1968, underlines the need to move ahead speedily with renewal and to step up projects with relatively heavy

residential relocation loads. To wait is to court increasing difficulty as the children of the post-war period complete their education and begin to form families in ever-increasing numbers.

This analysis has been limited to overall housing requirements and has not classified the new households by size or by their probable economic ability. A more elaborate analysis of the present and projected housing supply, including discussion of the elements of rent and value, condition and location, will be contained in the more detailed report on Population Projections and Housing Requirements, Allegheny County.

Indications are that the biggest market opportunity will be in providing housing for families of moderate income who are currently housed inadequately. Increasing real income will allow them to consider improving their housing lot if the market can provide a real improvement at a price or rent which they can afford. ACTION-Housing's East Hills Park is the first move toward meeting the need of this market. The next decade should provide the opportunity for an increasing volume of such good housing for moderate income families.

URBAN RENEWAL PROGRAMMING

Recommendations:

1. Fresh Approaches to Renewal - New approaches which enhance opportunities for economic development and improved livability and strike at blight at its source should be incorporated in County and municipal community renewal programs.
2. Community Renewal Programming - Community Renewal Programs at the County and municipal levels should be oriented towards achievement of community goals through the establishment of renewal standards, the analysis of resources and constraints, and the development of renewal strategy. Data-collection and analysis should be carried on in terms of the goals, standards and strategy.
3. Regional Planning - A six-county regional planning commission should be formed to develop a comprehensive regional plan. Allegheny County and the five adjacent counties should be encouraged to proceed with present plans for an official regional planning commission.
4. County Renewal Program - Allegheny County should prepare a County Community Renewal Program concurrently with a comprehensive County Development Plan. Many municipalities can only undertake urban renewal successfully within the framework of such a County program which deals forthrightly with the complex problems of declining communities.
5. Municipal Planning -
 - a. Pittsburgh should expedite the concurrent preparation of a new comprehensive plan and a Community Renewal Program based on stated community objectives.
 - b. As a guide to their future development, all County municipalities should be encouraged to prepare comprehensive plans preferably in cooperation with adjoining municipalities, utilizing competent technical assistance.
 - c. Municipalities lacking planning commissions should activate them or transfer their powers to area (regional) planning commissions.

URBAN RENEWAL PROGRAMMING

Recommendations:

- d. A municipal planning services section should be established in the County Planning Department to provide continuing planning services to municipalities.
6. Capital Improvement Programming -
- a. Responsibility for developing and keeping current a capital improvements program for the City of Pittsburgh should be lodged in the City Planning Department acting as staff for the Mayor and City Council and the Urban Renewal Coordinator.
 - b. The Allegheny County Capital Improvements Program should be utilized by the County Commissioners, the proposed County Development Coordinator, and the County Planning Commission as a basic tool for coordinating urban renewal and public capital improvements.

Findings:

Informal renewal principally through the pressures of private economic forces, assisted on occasion by major fires and floods, and implemented by the installation of public improvements and facilities has been going on in Allegheny County simultaneously with the growth and expansion of urban activities for more than 200 years.

Yet, in 1962 the area faces a deepening crisis, due in part to the increasing obsolescence of its physical plant. Rapid changes in technology and in the aspirations of people for a more livable environment spurred on by their increased affluence have outrun the ability of the physical environment to change and adapt.

More than 12 years have elapsed since the powerful redevelopment and urban renewal tools made available through the Pennsylvania Redevelopment Law were implemented by Federal financial assistance.

By 1962 only 12 of some 80 Allegheny County municipalities with blight problems have undertaken urban renewal. Projects in planning or under way will affect only about 16% of the deficient housing in the County.

No comprehensive urban renewal program has been developed for Allegheny County.

A number of municipalities have selected and tackled specific problems of blight. A few others, notably Pittsburgh and McKeesport and more recently Carnegie and Wilkesburg, have launched urban renewal programs of more comprehensive impact on their local problems.

With some exceptions in Pittsburgh, most of the projects yet undertaken have only local significance.

In the projects thus far launched, outstanding success in some directions has been tempered with delay and disappointment in others. Gateway Center and the Jones and Laughlin projects in Pittsburgh have proven important bulwarks to the local economy. Some County projects lie fallow for want of a developer and effective local support. Land disposition has been dogged by delays occasioned by the pulling and hauling of a process involving the coordination of four independent levels of government.

Urban renewal and redevelopment in the City of Pittsburgh have been characterized by brilliant improvisation, effective collaboration between financial, industrial and political leadership, and the drive, patience, and staff work necessary to get results.

Some recent steps augur well for the future. Lessons learned in struggling through the initial projects can be applied to speed the process in new projects. Both the Federal Housing and Home Finance Agency and a number of communities have tackled their problems with renewed vigor and determination. Pittsburgh has reorganized its City Planning Department and has initiated a comprehensive planning process and a Community Renewal Program. New tools are being tried out in the older residential neighborhoods. Underlying these efforts is a new body

of knowledge and analysis becoming available from basic studies of the economy and the working of the whole Pittsburgh Region.

Project by Project Renewal:

In its early days in Pittsburgh, as elsewhere, urban renewal has focused on the single project, or at best on a series of projects related only in a tenuous fashion to any organized conception of the overall goals of the City and Region.

The uneven experience of the past dozen years has brought about an examination of the whole renewal process of which the Urban Renewal Impact Study is a part. This summary report does not include a detailed analysis of all the features at work, nor is the basis for such an analysis yet available. However, certain major points stand out.

First, some of the elements which have prevented the old and still vigorously continuing process of privately motivated change from being sufficient to insure the upgrading of the urban environment can be identified.

- a. For the most part the market forces which may bring about the construction of new buildings and the renovation or replacement of old cannot change the basic physical pattern of an area. Streets and major out-lines created for another era can only be changed through massive public action.
- b. Improvement of communications and transportation techniques in combination with changes in the technology of production and office operations, and retailing practice have tended to depreciate the relative values of centrally located land. Renewal and replacement of structures at central locations is less likely to happen without public assistance than in the past. Similarly, non-central, close-in locations have lost their previous advantages. This weakness is even more accentuated in sub-centers and older shopping districts than it is in the central business district.
- c. The increasing rate of change of technology and the increase in automation outmode both physical plant and human talents much faster than they have been able to be adapted.
- d. The rising aspirations and standards of the majority of people, plus their greater affluence and much greater mobility has made much of the existing old housing supply and older neighborhoods unattractive and inadequate.
- e. A minority of the poor, the poorly adapted, the untrained and the undermotivated remain in the backwash of the slums and the gray areas, unable to take advantage of the expanding economy.

Second, while much has been learned in the course of the developing organized urban renewal program, we have yet to develop a fully effective set of renewal tools. Fundamentally, the renewal process has been conceived of too narrowly and viewed too statically. Among its seeming weaknesses are:

- a. A tendency to disregard dynamic elements and view the urban area as static and see the renewal of a specific area as a "once done always done" affair.
- b. A tendency to concentrate on ~~blight elimination~~ ^{treatment of blighted area} rather than opportunity enhancement as the main objective of renewal. Focus on questions like "What can be done with this blighted area?" rather than "How can this objective be achieved or this opportunity realized through renewal?"
- c. A failure to mobilize the interest and aspirations of substantial numbers of people toward accomplishing community objectives and assuming continuing civic responsibility.
- d. Concentration on the project-by-project approach rather than developing a comprehensive renewal program.
- e. Inability to identify ^{the sector} points of high leverage where relatively concentrated efforts might bring high payoffs.
- f. A deep involvement with the processes of renewal rather than its objectives.
- g. Failure to recognize the importance of continued coordination with public and institutional capital improvements on a comprehensive programmed basis.
- h. Tendency to concentrate on the physical condition of an area rather than on its economic and social functioning. Economic analysis and social analysis tend to be too fragmentary and too late.
- i. Tendency to treat the individual municipality as an economic and social entity no matter how small or dependent it is.

with blighted area
a tendency to concentrate on blight elimination
Focus on questions of what can be done with this blighted area rather than how can this objective be achieved or this opportunity realized through renewal

As long as Federal resources were extremely limited, and experience practically non-existent, urban renewal could be viewed as a project-by-project affair with no urgency felt about taking a comprehensive programming approach.

The most obviously blighted areas or the most obviously marketable projects were sufficient to soak up the funds and energies available. Indeed, those cities that foresightedly laid out an overall renewal program frequently foundered in the same host of problems which afflicted their less planned associates. They soon discovered that even the most obvious renewal project had in it great complexities and far-reaching

effects, and that their programs were based on inadequate assumptions. Moreover, everything about renewal took far longer than was anticipated. Schedules rapidly got out-of-date and had to be revised again and again.

Urban Renewal Program Approach:

Once some experience had been gained, and urban renewal developed beyond the stage of a few projects, programming became more obviously necessary.

Urban renewal began to be recognized as a continuing process of increasing interest to the total urban community. Because it could help accomplish basic community objectives, and at the same time affected the pocketbooks, welfare and lives of thousands of individuals, it became a matter of serious public concern and frequently bitter controversy. Everyone was affected directly or indirectly.

In 1954 the Congress adopted the requirement of a local workable program for community improvement as a prerequisite for Federal renewal aid. This recognition that urban renewal had to be viewed as part of a community-wide program was further developed with the authorization of Federal funds for Community Renewal Programs in the Federal Housing Act of 1959. Pittsburgh is among a number of major cities throughout the United States which has applied for and received Federal Community Renewal Program grants.

This report recommends a number of further steps at the Federal level which would further the comprehensive program approach to urban renewal, particularly in connection with developing Federal financial assistance on a program rather than a project basis. This section, however, concentrates on the possibilities of renewal programming at the County and City level and the principal elements of a Community Renewal Program.

Pittsburgh, Allegheny County, and the whole Pittsburgh region face extraordinary and challenging problems. They are, however, uniquely equipped with basic tools with which to analyze and meet these problems.

A series of studies which will be completed within the next few months will provide a foundation of data and analysis perhaps unequalled elsewhere, upon which a strategy for future development and an effective comprehensive action program for renewal can be based.

The availability of Community Renewal Program funds for Pittsburgh and the possibility of obtaining Federal grants for a County-wide Community Renewal Program make the effective use of these resources possible immediately.

The Pittsburgh region with Allegheny County and Pittsburgh at its center is a changing, dynamic urban complex which can be viewed in many ways. Through whatever eyes and with the help of whatever analytic instrument the area is seen, the dominant theme for renewal is change and potential change.

Whether the urban area is viewed as a social complex, an economic region, a web of transportation, a system of communications, a decision-making mechanism, or a collection of buildings, structures and physical features, it is constantly undergoing change. The problem of renewal

and very largely the problem of the city planner and the urban renewal strategist are to understand the varied changes which are going on, and then to take the long step necessary to influence and control them in the interest of achieving community goals and objectives.

Experience shows that urban renewal programs and project plans cannot be viewed as final blueprints. Even within the relatively narrow confines of a small clearance project area, in the relatively short life of project development, these blueprints have been changed and adapted again and again.

Perhaps the first principle of a community renewal program is that it is a program to accomplish change in a complex and changing situation. The program itself, therefore, must be flexible; a static program is likely to end up on a dusty shelf.

Relationship to Comprehensive Planning:

The community renewal program must be integrated with the comprehensive planning process. A separation of the two can only result in confusion and frustration. Coordinated they can be related realistically to community objectives and goals. Federal regulations governing Community Renewal Program Grants state that a "Community Renewal Program is dependent upon general planning as a framework for sound decisions and must be closely related to and coordinated with the general plan for the locality."

The community development plans prepared by the Pittsburgh Regional Planning Association for Wilkinsburg, the Steel Valley, Oakmont and other municipalities and sections of the County are good examples of the coordination of comprehensive planning on a municipal or inter-municipal basis with renewal programming.

Both Allegheny County and Pittsburgh have the opportunity for easily integrating renewal programs with comprehensive planning through their concurrent development.

While the Urban Renewal Impact Study is not primarily concerned with comprehensive planning as such, it has identified areas where increased planning effort should be exerted. In brief, they are:

1. Region-wide planning - Steps now being taken to establishing an official six-county Regional Planning Commission for the Pittsburgh Region should be continued, and followed up with prompt and vigorous efforts to develop a region-wide planning framework.
2. County Planning - The County Planning Commission should take vigorous action to expedite the preparation of a County-wide comprehensive plan concurrently with the development of a County renewal program.
3. Municipal Planning - Progress towards comprehensive planning in the 129 municipalities of Allegheny County as a whole has been very spotty. As of 1960 only 46 municipalities had adopted relatively recent master plans or were in the process of preparing them through consultants, while 83 municipalities have not yet undertaken master plan studies.

Many of those municipalities which have undertaken formal comprehensive plans have not provided for continuing technical assistance to implement the plan and keep it up-to-date. Usually, they are too small to afford even one full-time professional staff member. Actually, only Pittsburgh and Allegheny County have full-time technical planning staffs.

So-called regional planning commissions covering more than one municipality have been established in parts of the County, and comprehensive plans have been developed or the necessary studies are going forward for inter-municipal plans with the Pittsburgh Regional Planning Association or another private consultant preparing the plan.

Planning on an inter-municipal basis should be further encouraged. Municipalities considering the development of master plans should, wherever possible, join with similar adjacent communities to develop such plans.

Provision should be made for continuing technical planning services for smaller municipalities. Two possibilities suggest themselves:

- a. In some cases several municipalities working together through a sub-county regional planning commission could employ full-time staff serving them all.
- b. A municipal planning services section in the County Planning Department should be established to provide services as needed by municipal planning commissions. By establishing a permanent professional staff of planning specialists in the problems of smaller municipalities, the County Planning Department could assure continuity in planning administration on the local level.

Fresh Approaches to Renewal:

Urban renewal has to some extent become the prisoner of its own dogma. Exclusive concentration on the triumverate of clearance, rehabilitation and conservation of designated project areas has inhibited the development of other, perhaps more effective, approaches to urban development and renewal.

It is particularly fitting that in Pittsburgh where pragmatic experimentation has always been welcome, fresh approaches should be developed and tried out as part of a comprehensive community renewal program.

The ideas which are set forth briefly below are by no means all new. They have not been used extensively in urban renewal. The important point is that they and other new ideas be tried and innovation encouraged in the long struggle to improve urban areas.

1. Developing Comprehensive Tools - A community renewal program, in addition to planning the improvement of specific areas, should develop comprehensive tools which serve positive renewal goals in all parts of the community at once and strike at blight at its source.

Complete dependence upon the project-by-project approach, even though effectively coordinated in a program which gives priority to the most significant areas, will be extraordinarily expensive and drag out over a period much longer than the problem can afford. It may end up by eliminating symptoms while failing to strike at the causes of blight and decline.

The urban renewal program projected for the next six years by the City of Pittsburgh will engage the full staff resources available and as much local financing as strong local leadership feels can be expended, and yet will only get some of the presently contemplated projects started. Further, the entire Pittsburgh program so far set forth will affect directly only a small percentage of the City's area.

The greatest accomplishments of the Pittsburgh Renaissance are frequently cited, but their impact seems to be imperfectly understood. Effective smoke and flood control have not only changed the basic and immemorial image of Pittsburgh in the eyes of its own citizens and of the world, but they have immeasurably increased the livability of the whole Pittsburgh Region. Their impact is not limited to any one locality or any one class of people. It is truly comprehensive.

In 1800 when Pittsburgh was a city of 1565 people, John Bernard, itinerant English actor and writer, wrote, "On approaching Pittsburgh we were struck with a peculiarity nowhere else to be observed in the States: a cloud of smoke hung over it in an exceedingly clear sky, recalling to me choking sensations of London. Instead of wood they here use coal, mines of which are plentiful in the neighborhood." From that day until the post-war advent of smoke control, Pittsburgh was the smoky city where street lights had to be turned on at high noon.

So, too, with floods. The pre-revolutionary British soldiers were flooded out of the Point. Intermittently since, until recent years, millions of dollars worth of property were destroyed and the lives of inhabitants made miserable by the on-rushing waters of the Allegheny and the Monongahela.

Now smoke and flood waters are gone.

Urban renewal needs other comprehensive ideas which get to the roots of local conditions. It needs to find solutions to basic problems which permeate the whole area. Some of these solutions now are in the making. They need to be incorporated in comprehensive renewal programs.

Among them may be:

- a. Urban Extension - The urban extension demonstration of ACTION-Housing, Inc. is to be concentrated in three or four neighborhoods where a combination of new and old techniques will bring the full resources of the greater community to bear to help neighborhood people help themselves. While urban extension will be tried out in a few areas, the basic ideas are applicable everywhere -- the meaningful, active involvement of the ordinary citizen in the development and

improvement of his neighborhood and his significant participation in decisions affecting it.

Urban extension holds out the hope of building a new kind of civic responsibility into the permanent fabric of urban life.

Like smoke control and flood control, urban extension can build a new image and a new tradition in Allegheny County, a picture of an alert citizenry, and of active neighborhoods. It, too, can set a pace for other areas to follow.

- b. Eliminate Subsidies of Slums and Deterioration - Plans should be made as part of the community renewal program to eliminate all hidden subsidies which may now be supporting slum and deteriorated housing. Two such elements are already identified -- welfare subsidies and tax inequities. Others may be discovered by an effective study of the economics of deteriorated housing.

Much substandard housing is occupied by families on public welfare. Welfare rent allowances should be raised so that they are adequate to pay for standard housing. No welfare rents should be paid to families occupying housing which does not meet a minimum standard.

Continue effort for low income housing in area

Both local real property assessment policy and Federal tax amortization provisions appear to favor the owners of old and deteriorating buildings. Tax policy which would favor maintaining and improving property would go far to raise housing standards all over the urban area.

A Slope Renewal and Conservation Program - Green hills and river valleys dominate the topography of Allegheny County. Their proper development and restoration can make it a place of unparalleled natural attractiveness enhancing the environment for its residents and visitors indefinitely into the future. Like Kyoto, Japan, the slogan, "Hills Green, Rivers Clean", could easily characterize Allegheny County. Vigorous prosecution of a slope renewal and conservation program as elsewhere described in this report (page) will directly benefit all the residents of the County.

- d. Identify and Utilize Techniques of Spontaneous Renewal - Some residential neighborhoods have shown outstanding ability to resist decline. Property improvement and renovation have occurred without any apparent official encouragement or assistance. Studies of these neighborhoods should reveal the combination of economic, social and physical condition which underly such spontaneous renewal. Many of them may be transferable to other neighborhoods susceptible to decline.
- e. Prevention of the Early Blight - Community renewal programs for City and County should incorporate a series of steps to prevent the start of blight in neighborhoods throughout the area. Continuing study will identify more and more points at which a community-wide approach can be made. Some of these are already evident. Among them are:

- (1) Property Improvement Program for the Elderly - Often the first houses to deteriorate in a neighborhood are those owned by older people who do not notice deterioration setting in or whose future horizon is limited. They may not have the money or the energy to keep their property up. Special help in the way of advice, financial aid and physical help is needed. Experience in East Liberty and Homewood has identified the type of problems which are present in many areas where older people live and own property. A program aimed at their problems may be susceptible of community-wide action.
- (2) Removal of Unused or Abandoned Buildings - In Pittsburgh and McKeesport, in specific renewal areas the City has taken steps to remove abandoned buildings which are hazardous to the safety of children and create eyesores deteriorating to surrounding property. Such structures exist in most older sections of the County. A program of early identification should be developed, implemented by ready code enforcement and a change in the urban redevelopment enabling law which would allow acquisition of single blighted buildings by the redevelopment authority (see page). Too often these discouraging eyesores are only eliminated after they have blighted the neighborhood for years.

f. Community Service and Youth Conservation - James Conant has pointed up the problem of the slum teenager without a place in society. Many jobs of community improvement need doing. John Dyckman has suggested the formation of a community conservation corps. Demonstration projects of similar nature have been undertaken in many cities. The Youth Opportunities Unlimited proposal of the Homewood-Brushton Social Plan is a proposal for such a demonstration in Pittsburgh.

Inexorable demographic statistics predict an increased number of teenagers facing the prospects of an increasingly automated world during the 1960's. This problem cannot be temporized with. It soon will be multiplied many times. Dyckman's suggestion of useful and creative community projects employing these youths while they are being trained for permanent jobs, may have in it an important key to many problems of urban society.

2. Emphasizing Opportunity - Urban renewal tends to fasten its attention on the plight of the declining area and to concentrate on the elimination of blight. It often does not recognize the need for identifying and realizing opportunity.

This has sometimes lead to the expenditure of large amounts of scarce resources for the acquisition and clearance of slum sites for which there are no markets and the planning of projects for which there are no private developers.

Pittsburgh, perhaps as much as any other city, has sought to realize opportunities through renewal. Gateway Center, the Jones and Laughlin projects, Children's Hospital expansion, and the University of Pittsburgh's Graduate School of Public Health project all are of

this nature. All, in fact, were accomplished without Federal aid. This active, enterprising spirit needs to imbue the entire renewal effort in Allegheny County.

By identifying the opportunities on the one hand and inventorying the positive as well as the negative characteristics of all of the areas which qualify as blighted on the other, and then matching supply with demand, a program can be put together which maximizes the amount of return over investment. Advance programming which anticipates opportunities and provides a well stocked shelf of potential renewal projects is particularly needed in urban renewal which at best involves a long lead time.

3. Coordination with Public Construction - Public roads, utilities and buildings constitute in-toto the most extensive real estate holding in the urban area. Coordinated with urban renewal programming, the comprehensive programming of public capital improvements is a powerful tool for shaping and directing the urban environment.

Streets and highways, and schools are the largest and most important programs of public construction affecting the local community. Specific recommendations in this report call for the closer coordination of highway building and school construction with urban renewal programming (see page).

Beyond this, however, capital improvements programs at each level of government should be closely coordinated with urban renewal planning programming and execution at every stage.

The Elements of a Community Renewal Program:

Urban renewal is a process by which the community implements changes which further community objectives, initiates and sustains changes which are needed, and inhibits changes which are inconsistent with its goals. The programming of urban renewal is a flexible continuing process.

When conceived of as a dynamic process, urban renewal programming includes a number of basic elements developed concurrently and within the framework of a comprehensive planning process. Among these many elements are the following:

1. A statement of community goals and objectives in the areas of:
 - a. Design and community appearance.
 - b. Economic growth and development.
 - c. Livability, social welfare and health.
 - d. Cultural development, recreation and education.

(While obviously not directly applicable to Allegheny County or Pittsburgh, the goals enunciated for the National Capital Region in the Year 2000 Report illustrate an attempt to set forth very general goals for a major urban area. See Appendix A to this Section.)

2. Identification of the major opportunities and possibilities for social, economic and physical progress in Allegheny County.
3. Development of standards relating to the goals by which progress toward them can be measured and judged. Such standards:
 - a. Should be subject to periodic revision and upgrading.
 - b. Should be stated in concrete terms where possible, in subjective terms if necessary.
 - c. Should be viewed as stages which are passed through, not states which are achieved.
4. An inventory and analysis of all of the areas in the community.
 - a. Statement of their strengths and weaknesses.
 - b. Description of their function in the economic and social structure of the community and the changes which are affecting them.
 - c. Analysis of their stability and dynamics -- social and economic trends.
5. Statement of renewal methods, their possibilities and limitations.
 - a. Comprehensive approaches, community-wide programs.
 - b. Project approaches.
6. Analysis of resources, restraints and limitations.
 - a. Relocation.
 - b. The market for land.
 - c. Public financing.
7. The strategy of renewal.
 - a. Relating resources and methods to needs, opportunities and goals.
 - b. A priority system for projects and community-wide renewal approaches.

The major social-economic studies underlying a community renewal program should be concentrated on identifying and understanding the dynamic elements in community development.

Most urban renewal programming efforts appear to pay lip service to the development of goals, standards and priorities, and then proceed to

give first attention and most of the resources available over to the inventorying of conditions of blight, delineating project areas and detailing project solutions. This effectively gets the cart before the horse. City Planning is replete with dusty files full of details about sub-areas of the city, but woefully weak in understanding urban dynamics and developing methods to implement and enhance positive changes and inhibit negative trends. Data gathering may be largely wasted unless accomplished against a background of objectives and standards acceptable to the community. The wrong factors may have been inventoried, the wrong areas used and the wrong intervals employed in summarizing the data. Where priorities clearly place a class of projects at the end of the line, detailed data for these areas can be foregone. Before they are reached in the pipe line the data will all be obsolete.

The ^{data gathering and} appropriate use of goals and objectives in area planning is well illustrated by the Development Plan for Oakland and the ^{data gathering and} planning process which resulted in it. Before detailed planning ever started objectives were drawn up and reviewed and revised by an advisory committee representing most of the interested institutions and organized business groups. The plan was then developed with these goals in the forefront of the minds of the planners. The elements of the plan were discussed with the committee frequently during the planning period.

The development of goals and standards should be an early and continuing part of community renewal programming. Agreement on these goals and standards must be the first task of the citizen participation process. Only when objectives and standards of development, density, community facilities, etc. have been thrashed out with citizens groups from the top level to the neighborhood, can a plan and program result which will have the understanding and the interested involvement of citizens at every level of community life.

County-Wide Urban Renewal Programming

This report includes three major inter-related recommendations concerning urban renewal programming at the County level. These include:

1. Establishment in the office of the Allegheny County commissioners of the position of County Development Coordinator with responsibility for furthering the economic and physical development of the County and coordinating county governmental operations relating thereto.
2. Allegheny County should develop concurrently a county wide framework of comprehensive planning and urban renewal programming available itself of Federal assistance for both efforts.

3. The County should provide direct financial aid for renewal activities on the basis of county renewal program as well as the need for assistance of specific municipalities which may be unable to engage in renewal without such aid.

Together these recommendations provide a basis on which the County can move in the direction of planning and carrying out a renewal program which will maximize return on public investment.

Complete dependence upon local municipal initiative and resources for stimulating renewal in the county is bound to fail. With the exception of Pittsburgh, McKeesport and a few of the other larger and more affluent municipalities, Allegheny County Boroughs and townships needing renewal are too small and too lacking in resources to undertake renewal without county assistance. At present, Allegheny County and its smaller communities are falling behind its own major cities as well as other urban areas in the renewal effort for lack of coordination, programming and the technical and financial assistance.

Urban renewal projects currently being carried on for municipalities by the County Redevelopment Authority do not constitute a coordinated program. They are a series of separate projects initiated by individual municipalities and serving local purposes. The County Redevelopment Authority has been primarily a servicing organization for the localities, providing technical planning and administrative experience in obtaining Federal Aid and performing the various operating responsibilities of renewal.

The history of the first four county redevelopment projects in Braddock, Duquesne, McKees Rocks and Rankin has been discouraging. After an inordinately long planning period, project operations were accomplished relatively rapidly in the period from 1958-60. Now each of the projects is suffering to a greater or less degree from problems and delays in land disposition. Contributing to the problems have been the following factors:

1. Difficulties inherent in developing a project in a generally declining community. The following facts are probably relevant:

| Municipality | Date of Greatest Population | Population De- cline to 1960 | Median Family In- | |
|--------------|--------------------------------|---------------------------------|-----------------------|-------|
| | | | come, 1959- Amount | Rank* |
| Braddock | 1920 | -40.9% | \$4491 | 127 |
| Duquesne | 1930 | -29.8% | \$5408 | 110 |
| McKees Rocks | 1930 | -27.2% | \$5314 | 113 |
| Rankin | 1930 | -35.1% | \$4591 | 124 |

*Rank among 127 municipalities in Allegheny County

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2. Lack of demand for the land, in some cases reflecting a change taking place during the period in which the project ~~has been~~ underway.
 3. Differences in objectives between the various agencies and levels of Government involved. ||
 4. Lack of understanding on the part of local people of the redevelopment process, its potentialities and limitations.

Although project proposals now under active planning by the County Redevelopment Authority, particularly those for Collier Township, Wilkinsburg and Carnegie are of a different caliber than the original four projects and have much more potential for success, there is great need for county-wide leadership and a county renewal program. The shared problems of many small, declining municipalities in the areas of older settlement and the unique problems of some of them need thorough analysis before large amounts of public funds are earmarked for their renewal. These studies would be an important and basic part of a county-wide community renewal program.

There seems to be little doubt but that many of the County's municipalities are caught up in web of declining population, decreased employment and failing commercial enterprise. They are unable independently to analyse their problems and identify potential solutions. The opportunities open to them should be explored. Forthright leadership at the County level to face up to these problems of economic and physical decline is needed.

The County Redevelopment Program could also identify and analyse areas of potential development which have lain dormant and which may in the future be candidates for the sort of program proposed for Collier Township. Further, it could explore and develop a program for the improvement and conservation of the middle aged suburban neighborhoods in which are located the homes of many thousands of county citizens.

APPENDIX A

Goals for the National Capital Region as set forth in A PLAN FOR THE YEAR 2,000, The Nation's Capital. (Pages 28-30)

1. A broad range of choice among satisfying living environments.
2. A broad range of employment opportunities.
3. An ample range of opportunities for participation in the decisions that shape the development of the region.
4. Efficiency in the use of the land.
5. Efficiency in the transportation of people and goods within the metropolitan area.
6. A healthful urban environment.
7. An environment which is visually satisfying, and which combines harmoniously the best contemporary expressions with those of a rich and valuable heritage.
8. A living environment which affords a clear sense of place in all sections of the metropolis.

SOCIAL PLANNING

Recommendations:

1. Coordinating Social Planning with the Community Renewal Program - The Pittsburgh City Planning Department should utilize the resources of the Allegheny County Health and Welfare Association, the Pittsburgh Board of Public Education, ACTION-Housing, Inc., the churches, and other agencies engaged in planning social programs to develop a method for integrating various types of social plans in the Community Renewal Program and neighborhood renewal planning. *Project*
2. Financing Social Plans - Funds for undertaking and implementing social plans in renewal areas should be included in the public financing of urban renewal projects.
3. Data Collection - The Health and Welfare Association working with the Pittsburgh Department of City Planning, the Allegheny County Planning Department and other interested agencies should establish a clearing house for data useful in social planning to work in close coordination with other agencies utilizing, collecting and analysing similar data. Concerted efforts should be made to standardize the reporting and tabulation of data preferably on a census tract basis.
4. Comprehensive Social Plans - The Health and Welfare Association of Allegheny County should develop comprehensive county wide plans to guide community and neighborhood renewal programs in the fields of health, social welfare and recreation.

Findings:

Urban renewal's concern with social objectives is implicit in the major goal of the Federally aided urban renewal program as stated in the Housing Act of 1949:

"The realization as soon as feasible of the goal of a decent home and suitable living environment for every American family."

The social concerns of urban renewal are present, if frequently unrecognized, in clearance projects. These include the effects of relocation on site occupants and others as well as the nature of the social environment to be created in the new area. In non-clearance renewal areas where the major purpose is to improve and enhance the environment for the people of the neighborhood, the importance of "social" factors has increasingly been recognized. Effective planning for the best use of the neighborhood by its residents has not, however, had much attention in renewal thinking or practice.

The Urban Renewal Impact Study has been concerned with the social dimensions of renewal as well as its physical and economic aspects. As part of the study the Health and Welfare Association has made an appraisal of social factors using as its vehicle of analysis the development of a demonstration social plan for the Homewood-Brushton neighborhood in Pittsburgh. The Homewood-Brushton social plan will become an integral part of the on going Homewood-Brushton self-help renewal program. It is now undergoing intensive review in the neighborhood. The plan and the appraisal when completed will be contained in a separate detailed Urban Renewal Impact Study Report. ✓

The focus of the study by the Health and Welfare Association has been on the neighborhood rather than the entire City of Pittsburgh or Allegheny County. It has been concentrated on an area in which the present neighborhood character will largely be maintained and enhanced through improvement of buildings, installation of added facilities and limited clearance, rather than being changed by wholesale clearance and rebuilding.

The purpose of the study then has been to develop a pilot neighborhood social plan and in the process to develop methodology which will be applicable to other non-clearance areas and to identify problems inherent in attempts to make social plans.

Nature of A Social Plan

Actually, there is no real agreement as to the scope, objectives or content of a social plan for a neighborhood either among technicians and professional people working in areas of social concern or among neighborhood people and other non-professionals. One leading sociologist however, makes the following comment:

"Physical planning deals with the character and arrangement of the physical facilities of a

community. Correspondingly, efforts to modify or control human behavior towards some community objectives may be called "social planning" without implying that behavior may be managed like physical objects. Defined in this way, it is obvious that social planning covers a very wide field."

He further sums up the purposes of social planning in renewal as:

"The immediate purpose of social planning at the neighborhood level is to motivate and enable the local residents to cooperate effectively in the city's renewal program. The longer term goal is to create a sense of neighborhood identity and community such that the neighborhood will possess the strength to maintain good living standards and resist successfully the forces of blight".

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1. McEntire, Davis, "Social Planning and Urban Renewal" The New Renewal 117 Berkely, 1961

2. Ibid 126

Frequently, social planning has been equated with planning social services, normally those voluntary and public services which are supplied on a free or fee basis by health, welfare and recreation community agencies. Clearly a concern with the entire living environment is broader than this.

In its broadest sense the social plan as concerned with all human activities would include in its scope the physical plan which is concerned with one aspect of human activity. Planning has inherent in its definition, as Davis McEntire suggests, a strong element of control. He who plans and carries out his plan is attempting to extend his control. When social planning is defined broadly then, the planner and the executor or administrator of the plan intend to exercise broad social controls.

Part of the problem of defining the scope of a social plan for a neighborhood is the definition of those areas which are properly the concern of the community and those which are not. It is also the problem of defining the nature of that concern, and differentiating those things which are mandated which people must do; those things which are advised, which people ought do do; and those things which are merely offered, which people may do.

In some areas levels of authority are fairly clear and spelled out specifically in law. Up to a certain age families must send their children to school. Families ought to keep their premises neat and tidy. Children may play on a public playground.

Entering also into the picture is the question of whether the service offered or activity made available is free to all, free only to certain groups, usually to those "who cannot afford to pay" or available only on a fee basis. The status of a particular service may vary from city to city and from neighborhood to neighborhood.

Other criteria may enter into the availability of service than ability to pay. Some one in authority may have to make a determination that a particular person or family needs or can benefit from the service before it is extended.

For example, higher education in some States is available to all who graduate from high school, virtually free of charge. In many other places it is available to the best students free but the dull students must pay for it. In some cases the affluent bright student pays while the poor but bright student gets it free. The mediocre or dull student must pay whether he is rich or poor.

The preliminary social plan for Homewood-Brushton is more than a plan for social services and less than a plan for the total social environment. It is oriented to problems in the neighborhood rather than directly to neighborhood objectives. Other than a rather vague statement as to making Homewood-Brushton "an attractive, orderly and prosperous neighborhood conducive to the growth of stable family life and the development of healthy business and industry" no objectives of social planning for the neighborhood had been defined in advance.

The Homewood-Brushton social plan covers the following general areas:

1. The Coordination and development of services
2. Unemployment
3. Family life programs
4. Housing
5. Education
6. Crime and Delinquency
7. Health Programs
8. Leisure Time Programs

Many of the troubles assailing Homewood-Brushton and other older areas are well beyond the scope of a neighborhood plan which cannot attack the basic problems of poverty and lack of employment opportunity although it may help ameliorate these conditions.

Relationship with Physical Planning

The recitation of the major elements of social planning in Homewood-Brushton, in itself, illustrates the close relationship with the physical plan which is concerned with much the same list of functional areas.

Ideally the social and physical plans for a renewal neighborhood should be developed at the same time and under the same administrative direction. Clearly there is little to be gained by the physical planning of facilities until determinations have been made as to the nature and scope of activities which must go on in the facilities. Physical limitations, however, may in turn shape the nature and scope of the social program. Generally, in this connection physical planners have made their own social plan assumptions. They have drawn to a greater or lesser extent upon the resources of the agencies concerned with the social processes which must utilize facilities they plan. Frequently, they have been able to deduct neighborhood assumptions from a general city wide plan for education at the elementary or high school level.

At present and in the foreseeable future there is no single governmental or community agency which is charged with or in the position to develop comprehensive socio-physical plans. Physical and social planning therefore can best be accomplished when coordinated time-wise and through joint work of the physical and social planners from different agencies.

Indeed there may be a series of social plans. The list of functions covered by the Homewood-Brushton planning effort demonstrates that while one agency, the Health and Welfare Association may pull together a single plan covering the gamut of these social problems, it must draw upon a great many other planning resources throughout the community.

If social planning is to go on simultaneously with physical planning and receive the serious consideration it deserves, it must be adequately financed. Its importance must be recognized from the very beginning of renewal planning and resources must be made available for its implementation as well as its development. Preliminary indications are that the implementation of the Homewood-Brushton social plan may require as much as \$500,000 annually in addition to amounts currently being expended for social plan activities in the area.

The ultimate costs of social renewal for all present and projected renewal areas are likely to be substantial, although plans can be scaled down to the level of resources available. The effectiveness of social planning will be proportionate to its comprehensiveness and the availability of adequate resources to carry out the plans. As plans are effectively implemented, costs should decrease in the long run as problems are solved or alleviated through intensified efforts.

Early and systematic participation of neighborhood people in the development of a social plan for a renewal neighborhood is indispensable if the outcome is to be effective. However, the citizens cannot create a social plan without the assistance of social planning technicians.

Planning for Homewood-Brushton was greatly impeded by the lack of basic social data of various sorts organized on a neighborhood or smaller area basis so that they could be readily analysed. A great deal of highly valuable information for social planning purposes is to be found in the records of voluntary agencies and governmental organizations. The information cannot be utilized, however, without special processing which was well beyond the scope of resources which were available for the Homewood-Brushton Pilot planning effort.

The Homewood-Brushton social planning project appears to be demonstrating a useful systematic method for health and welfare planning in urban renewal areas. However, it has also demonstrated that local neighborhood planning which is conducted without specific reference to area-wide plans is hazardous from a total community perspective.

Future neighborhood social planning efforts will be more satisfactory if they are preceded by county-wide plans which give special attention to neighborhood needs, apportionment of services among neighborhoods, questions of decentralization of services, standards for volume and quality of services, and other problems soluble only within the context of an area-wide plan. Such county-wide planning might well incorporate a complete appraisal of the effectiveness of present social and welfare services and the allocation of community resources to them.

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ECONOMIC AND INVESTMENT ANALYSIS

ECONOMIC AND INVESTMENT ANALYSIS

Recommendations:

1. Data Collection- Provision should be made for the orderly accumulation of detailed data concerning land use and values on a continuing inventory basis for the County and to the extent possible the six county region. This real property inventory should be coordinated with the work already underway by the Pittsburgh Department of City Planning.
2. Overall Market Analysis - Continuing analysis and appraisal of the requirements for land and capital investment for residential, industrial, commercial, public and institutional uses should be undertaken on a county-wide or regional basis. These overall market analyses should be coordinated with the continuing Regional Economic Study, urban renewal programming and public and civic programs for stimulating residential, commercial and industrial development.
3. Investment Analysis - Methods of investment analysis which will objectively relate investment on urban renewal to potential tangible and intangible returns on investment should be utilized in connection with urban renewal programming or project planning.

Findings:

Urban renewal project selection and development in Pittsburgh and Allegheny County has not had the benefit of overall economic analysis. As urban renewal moves from a project-by-project activity to an organized continuing function of the urban scene, it is increasingly desirable that a solid basis of economic facts and analysis be built up and incorporated in the programming process.

Data Inventory

The desirability of a county-wide real property inventory was recognized in the original study establishing ACTION-Housing, Inc. and some exploration of the possibility of establishing and maintaining such an inventory was made in 1958 and 1959. Meanwhile, the following major forward steps in bringing together meaningful data have been taken: ✓

- (1) Regional Economic Study
- (2) The reorganization of the City Planning Commission and its plans for developing a comprehensive plan for Pittsburgh.
- ❁❁ (3) A Federal Community Renewal Program Grant has been made for Pittsburgh
- (4) Land use and transportation data has been amassed through the Pittsburgh Area Transportation Study
- (5) Block and census tract data has become available from the 1960 Census, partially financed by the Allegheny County Planning Commission
- (6) The County Planning Commission proposes to apply for Federal Funds to finance a comprehensive plan for the County
- (7) The Longini Study: Region of Opportunity has been published.

The recently revised Federal Instructional Letter on federally aided Community Renewal Program recognized the need for adequate basic overall market analyses much more explicitly than have previous interpretations of CRP requirements. It provides for the following as part of the Community Renewal Program which may be Federally financed:

1. Economic and market studies covering:
 - a. Extent, timing and character of prospective community growth in population and employment.
 - b. Economic basis of potential community growth, economic development goals, and steps through renewal and related action needed to achieve them.

- c. Prospective supply and demand for housing, including estimated requirements for new and rehabilitated housing at various price ranges (to provide base data and analyses of both relocation requirements and the market for new housing in renewal areas.)
- d. Potential impact of growth on the demand for land development and its significance for markets for cleared land in renewal areas. (1)

1. HHFA, Urban Renewal Administration, Statement of Renewal Program Policy, October 9, 1961.

Comprehensive Market Analysis

Market Analyses have been conducted in connection with the various renewal projects undertaken in the area and also in connection with major planning studies such as the CBD study and the Oakland Study conducted by the Pittsburgh Regional Planning Association. The market analyses have suffered from the lack of a comprehensive body of data with reference to land use and value upon which to be based. In each case the analysis was made in terms of a very partial projection of the requirements for various kinds of land in the future.

If basic overall market analyses on a continuing basis derived from a perpetual real property inventory were available, the analysis of the market for any particular use at any particular location would be much simplified. The efforts of the market analyst could be devoted to the specific problem of the land in question rather than being diverted to developing the general picture of requirements based on inadequate data.

Investment Analysis

Normally renewal project planning has been predominantly physical planning to which economic factors are added by appraisals and market analysis at specific stages to test the marketability of specific project proposals. Project planning has not included the type of analysis underlying a major business capital investment determination.

Such investment analysis attempts to study all practical alternatives in terms of the amount of investment required and the return which can be anticipated from it. A similar technique has been developed in connection with public water resource development and some other types of public development.

Two major purposes would be served by developing a system of investment analysis as a guide to urban renewal and related public and private development:

- 1.

1. It could help determine the optimum nature, scope and timing of a project, including the comparison of alternative project proposals.
2. It could provide basic data by which projects can be compared with each other and priorities established between them.

Investment analysis attempts to identify costs and benefits of a proposal. These costs and benefits can be classified into three types:

1. Tangible costs or benefits which are measureable in terms of a common denominator (money)
2. Tangible costs and benefits which are not so measureable
3. Intangible costs and benefits

Net project costs of an urban renewal project or increased tax return are examples of measureable tangible benefits. An increase in employment opportunities is an example of non-dollar measureable tangible benefits.

Intangible costs might include the destruction of an existing neighborhood social unit or the elimination of historic or traditional buildings. Intangible benefits include such things as improved appearance, convenience, personal safety, comfort, etc.

FINANCING URBAN RENEWAL

Recommendations:

1. Municipal Fiscal Programs - Allegheny County municipalities undertaking urban renewal should do so in terms of a complete municipal fiscal program. In judging renewal projects, due consideration should be given the payoffs to the municipal treasury in increased tax returns and reduced requirements for municipal services, as well as to the needs for public funds for other municipal services and improvements.
2. Coordination With Capital Improvements - Capital improvements provided by all levels of government should be coordinated with urban renewal programming, thus taking advantage of the write-down in land costs in siting public facilities and also of the non-cash local grant-in-aid credits in federally aided projects.
3. County Financial Aid - County financial assistance should be provided for urban renewal on a continuing basis, thus making available a fund which can be used to stimulate and assist projects having special significance in achieving county development and urban renewal goals.
4. Programmed Federal Grants - Changes should be sought in Federal legislation which would allow the Federal Housing and Home Finance Agency to make annual grants for urban renewal on a programmed rather than a project basis to cities and counties which have developed approved comprehensive urban renewal programs.
5. Broader Non-Cash Grants - Federal authority to credit local non-cash grants-in-aid should be broadened to include certain types of locally financed capital improvements which benefit a city or county community renewal program whether or not they are directly related to a specific renewal project.
6. Federal Grant Uniformity - Amendment of Federal legislation should be sought, increasing Federal participation to three-fourths of new project cost for all communities in distressed areas regardless of size.

Study done

Recommendations:

7. Public Understanding - As local financial support is directly related to the amount of public understanding of the need and benefits of renewal, greater and more effective efforts are needed to develop such understanding and to involve individuals and their organizations directly in planning and carrying out renewal activities.

Findings:

In addition to public financial ability, many other types of resources are brought to bear in an urban renewal program. These include:

1. Local powers and authorities vested in various levels of government.
2. Political leadership.
3. Technical and administrative abilities of public and civic agencies.
4. Public understanding and willingness to support renewal planning and action.
5. The ability of the private market to absorb land made available through the renewal process and to support renovation and remodeling of existing structures.
6. Housing resources for relocation of displaced families and persons.

Constraints on one or more of these various resources may place a more severe limitation on urban renewal in Allegheny County than does public fiscal ability. Realism in this regard is sacrificed in the pages which follow in order to analyze the various types of public financing which enter into the renewal program and to explore the limitations which they may exert on urban renewal assuming all other resources are available.

Two approaches have been used in analysing the resources which Allegheny County and its municipalities may draw upon in financing renewal.

First, how do these resources stack up against an overall program of substantial size, which, if it could be undertaken all at once, might go far to eliminate blight in the County?

Second, what is a realistic estimate of the annual amount which may be contributed to urban renewal in Allegheny County from each of the various sources and levels of government?

The first of these questions has limited usefulness. The techniques available to estimate the costs of a "total", "overall" or "comprehensive" program of urban renewal are very inadequate. The resulting figure has many built-in assumptions which run counter to the basic premises of this study. If the urban area is viewed as dynamic with changing standards, aspirations and resources, it is practically impossible to project the amount of renewal effort which is needed and cost it out with any degree of realism.

The combination of constraints on the renewal effort may mean that the resulting program is stretched out over a time period which makes the estimates increasingly unreliable. Even in constant 1962 dollars the value of costs to be anticipated twenty or thirty years hence is quite different than that of expenditures which must be made tomorrow.

Actually, the estimates used to test the financial resources available may serve to place these resources in perspective. Under present circumstances a program of this scope would take so long that uncertainties as to its future direction would cast doubt on the original estimates.

The second approach allows the nature of the future program to remain open. It says in effect that a realistic estimate of financial resources means that a program of specified scope may be supported over a 10, 20, or 30-year period. Its direction may change; its objectives may differ from those currently conceived. It allows urban renewal to remain a flexible and effective process rather than freezing it in a specific mold.

An Overall Cost Estimate

In order to provide a basis for putting fiscal dimensions on a renewal program for Allegheny County, a delineation of potential renewal areas was made as part of the Urban Renewal Impact Study. This was a generalized rather than a detailed delineation and in nowise reflected an official comprehensive program for the County.

Delineation of renewal areas in the County outside of Pittsburgh was largely accomplished by the County Planning Department. They included three types of areas.

1. Areas currently in renewal projects
2. Areas designated in planning studies as subject to renewal
3. Additional areas which appeared to be sufficiently blighted to require organized renewal treatment.

In the city of Pittsburgh the delineation was made by the Impact Study Staff, but extensively utilized the work of the City Planning Department, the Urban Redevelopment Authority of Pittsburgh and planning studies of the Pittsburgh Regional Planning Association.

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Areas delineated included:

1. Renewal projects underway.
2. Areas where renewal plans are being developed or are under study.
3. Slope areas studied as part of the Impact Study.
4. Other Clearance areas.
5. Other non-clearance areas.

After the areas were delineated, the future use of the land and the nature of renewal treatment was projected. This was derived from renewal or development plans for those areas where renewal was underway or advanced planning had been completed. Otherwise, assumptions were made as to these factors. Cost estimates were then obtained from the renewal and planning agencies involved or were derived by the study staff.

About 16% of the housing units classified as deficient (1) by the 1960 Census in Allegheny County are located in active urban project areas or areas under active official consideration for renewal by planning or renewal agencies. These project areas include a total of 35,128 housing units of which 17,413 were classified as deficient. All of these active projects were located in only 13 municipalities all but one within the area of older settlement. Seventy-seven percent of the deficient units included were in the City of Pittsburgh.

Map ___ outlines the presently active and potential urban renewal treatment areas.

The suggested renewal areas are located in 80 of the 127 municipalities entirely in Allegheny County (McDonald and Trafford, partially in Allegheny County are included in other counties for government purposes.) The exclusion of a municipality does not necessarily mean that no renewal activities are needed in the area but only that no estimates were made for this study. In most cases these communities appear to have no serious problems of blight. Only 13 municipalities currently have projects underway or being planned. By sub-area of the county the municipalities included in the list are:

| | Number of Municipalities | Number with Active Renew- al Projects | Number of Municipalities Including Sug- gested Renewal Areas |
|---------------------------|-----------------------------|---|--|
| County Total | 127 | 13 | 80 |
| Areas of Older Settlement | 59 | 12 | 45 ✓ |
| Pittsburgh and Mt. Oliver | 2 | 1 | 2 |
| Allegheny Valley | 14 | 1 | 10 |
| Ohio Valley | 14 | 1 | 8 |
| Turtle Creek Valley | 14 | 5 | 11 |
| Mon Yough Valley | 11 | 3 | 10 |

| | Number of Municipalities | Number with Active Renewal Projects | Number of Municipa- lities In- cluding Sug- gested Re- newal Areas |
|------------------|-----------------------------|---|---|
| Chartiers Valley | 4 | 1 | 4 |
| Growth Areas: | 68 | 1 | 35 ✓ |
| North Hills | 19 | - | 5 |
| Northeast | 5 | - | 4 |
| East Hills | 8 | - | 6 |
| Southeast | 11 | - | 8 |
| South Hills | 13 | - | 5 |
| West Hills | 12 | 1 | 7 |

Areas in 35 or about one-half of the municipalities in the growth areas are considered in need of renewal treatment, although only one of these municipalities, Collier Township has a project now being planned. On the other hand three-fourths of the municipalities in the Older Settlement areas are in need of active renewal treatment and twelve of them have projects under way or actively being planned.

The presently active projects, plus the renewal treatment areas delineated by The Impact Study include 69,658 acres, 15% of the County's total area, and 67% of the deficient housing units in the County. In the Areas of Older Settlement, 75% of the deficient units are included.

The following table contrasts the scope of the projects under active consideration with the total encompassed in the treatment areas delineated by the study and the entire housing supply of the County:

| | All Housing Units | | Deficient Housing Units | |
|---|-------------------|------|----------------------------|------|
| <u>Allegheny County</u> Total | 503,000 | 100% | 112,318 | 100% |
| In Treatment Areas | 216,068 | 44% | 76,105 | 67% |
| In Active Projects | 35,182 | 7% | 17,413 | 16% |
| <i>Other</i> Areas of Older Settlement | 322,127 | 49% | 90,657 | 79% |
| Total | 322,127 | 100% | 90,657 | 100% |

| | <u>Housing Units</u> | | <u>Deficient Housing Units</u> | |
|---------------------------|----------------------|-------------|--------------------------------|-------------|
| In Treatment Areas | 189,101 | 58% | 68,315 | 75% |
| In Active Projects | 35,182 | 11% | 17,413 | 19% |
| Growth Areas Total | 180,879 | 100% | 21,661 | 100% |
| In Treatment Areas | 26,967 | 15% | 7,790 | 36% |
| Active Projects | 745 | - | 314 | 2% |

The estimated total net project cost i.e. the total public cost of a renewal program based on the suggested treatment areas (including projects currently active or under active consideration) is estimated at \$988,456,000 of which almost two-thirds would be incurred by a renewal program for Pittsburgh and about nine-tenths for the areas of Older Settlement taken together. The following table shows these totals grouped by County sub-area with the current estimates of net project cost for projects under active consideration and projects for which Federal grants have been received shown separately:

| <u>Area</u> | <u>Estimated Total Net Project Cost</u> | <u>%</u> | <u>Estimated Net Project Cost of Active Projects</u> |
|---------------------------------|---|----------|--|
| County Total | \$988,456,000 | 100% | \$343,000,000 |
| <u>Area of Older Settlement</u> | 894,012,000 | 90% | 343,090,000 |
| Pittsburgh-Mt. Oliver | 642,897,000 | 64% | 280,690,000 |
| Allegheny Valley | 39,048,000 | 4% | |
| Ohio Valley | 37,003,000 | 4% | 2,469,000 |
| Turtle Creek Valley | 70,845,000 | 7% | 13,077,000 |
| Mon-Yough Valley | 85,125,000 | 9% | 39,336,000 |
| Chartiers Valley | 19,090,000 | 2% | 7,527,000 |
| <u>Growth Areas</u> | 94,444,000 | 10% | |
| North Hills | 5,622,000 | 1% | -- |
| Northeast | 20,835,000 | 2% | -- |
| East Hills | 16,708,000 | 2% | -- |
| Southeast | 15,065,000 | 1% | -- |
| South Hills | 17,411,000 | 2% | -- |
| West Hills | 18,803,000 | 2% | -- |

4/10/68
 $\frac{x}{y} = \text{gross}$
 $\frac{x}{y} = \text{net}$

* Project in Collier Township estimated to have no net cost.

More than one-third of the total cost is represented by projects already underway or under active consideration -- most of these in Pittsburgh, where such proposals as the Oakland Renewal Plan with its estimated \$54.4 million net project cost are part of renewal activity being planned. The second largest single active undertaking is the comprehensive neighborhood renewal plan for the central area of McKeesport.

The potential Federal grant represented by this possible renewal program is estimated at \$683,256,000. This estimate assumes that the present formula included in Federal legislation continues to apply to any new projects namely: A Federal grant of two-thirds of net project cost for Pittsburgh and three-fourths for all other municipalities. It accepts the current estimates of the responsible renewal and planning agencies for the existing projects, and those for which plans have been developed. Local costs including State grants would equal \$309,244,000 in cash and non-cash grants. By sub-area these Federal and local shares are estimated as follows:

| | <u>Potential Federal Grant</u> | <u>Estimated Local Grant</u> |
|---------------------------------|------------------------------------|------------------------------|
| <u>Area of Older Settlement</u> | \$612,503,000 | \$285,653,000 |
| Pittsburgh & Mt. Oliver | \$428,532,000 | \$215,801,000 |
| Allegheny Valley | \$ 29,037,000 | \$ 10,036,000 |
| Ohio Valley | \$ 27,727,000 | \$ 9,472,000 |
| Turtle Creek Valley | \$ 52,755,000 | \$ 18,374,000 |
| Mon Yough Valley | \$ 60,136,000 | \$ 27,179,000 |
| Chartiers Valley | \$ 14,136,000 | \$ 4,791,000 |
| <u>Growth Areas</u> | \$ 70,753,000 | \$ 23,591,000 |
| North Hills | \$ 4,214,000 | \$ 1,408,000 |
| Northeast | \$ 15,624,000 | \$ 5,211,000 |
| East Hills | \$ 12,549,000 | \$ 4,159,000 |
| Southeast | \$ 11,299,000 | \$ 3,766,000 |
| South Hills | \$ 13,056,000 | \$ 4,355,000 |
| West Hills | \$ 14,011,000 | \$ 4,692,000 |

Federal Resources:

Federal legislation as currently amended provides for Federal urban renewal grants making up a maximum of two-thirds or three-fourths of the net project costs of a federally-aided renewal project, depending upon the size of the community.

Federal grants are made on the three-fourths basis for all communities of 150,000 or less in distressed areas, thus including all of the Allegheny County municipalities, except Pittsburgh where the two-thirds formula applies.

Federal funds are first reserved or earmarked for local renewal projects when an application for planning assistance from a locality is approved. This analysis uses the Federal grant reservation rather than the later stages of grant commitment through a definite Loan and Grant Contract or the actual payment of Federal funds to the local public agency. This approach ties in at the Federal level with Federal Grant Authorization by the Congress, rather than with the Congressional appropriations.

From 1950 to September 30, 1961, \$77.4 million had been authorized in Federal Grants for Allegheny County Projects or an average of about \$7 million a year. For 1960 and 1961, however, authorizations were stepped up to an annual average of \$18.5 million.

Total Congressional Federal grant authorizations through 1960 amounted to \$2 billion. In 1961, the Congress authorized an additional \$2 billion. By the end of that year, the Housing and Home Finance Agency had reserved a total of \$2,472 million in grants for urban renewal projects and general neighborhood renewal programs. Allegheny County's \$77 million constitutes 3.1% of the total.

Although the 1961 Congressional authorization was not limited in time, it was assumed to cover about four years' authorizations at an annual average of \$500 million. Actually, Federal capital grant reservations of \$606 million were approved in 1961 as compared with \$484 million in 1960.

Compared with other major cities, Pittsburgh and Allegheny County as a whole have fared well in obtaining Federal Grants for Urban Renewal. Table 8 shows the amount of Federal renewal grants allocated to the 20 largest cities and also other cities which had received grant allocations of more than \$30 million as of September 30, 1961.

New York City, Chicago and Philadelphia ranked first in Federal Grant reservations, with totals of \$203 million, \$127 million and \$107 million respectively. Allegheny County ranked fourth with \$77 million in total grants. Pittsburgh alone, ranked 11th, having received a total Federal grant of \$48 million. On a per capita basis, Pittsburgh's grant amounted to \$81. It was only outranked by Newark, Washington, D.C., St. Louis and Boston among the largest cities, although New Haven with \$312 Federal grant per capita was clearly the leader when smaller cities were included.

In Pennsylvania, Scranton with a total Federal grant of \$20.3 million and Wilkes Barre with \$7.9 million were well ahead of Pittsburgh and Philadelphia on a per capita basis -- \$183 and \$127 respectively.

Three factors appear to have been most influential in the ability of cities to obtain urban renewal grant allocations:

1. The ability of the community to match Federal grants with local resources and to meet other requirements.

Table 8 . Federal Urban Renewal Grant Authorizations, Cities of Over 500,000 Population and/or Having Grants of \$30 Million or More, September 30, 1961

| <u>City</u> | <u>Total Federal Grant (000 omitted)</u> | <u>1960 Population</u> | <u>Federal Grant Per Capita</u> |
|---------------------------|--|------------------------|-------------------------------------|
| New York City | \$202,732 | 7,782,000 | \$ 26 |
| Chicago | 126,747 | 3,550,000 | 36 |
| Philadelphia | 107,402 | 2,003,000 | 54 |
| Washington, D.C | 76,651 | 764,000 | 100 |
| Newark | 63,614 | 405,000 | 172 |
| St. Louis | 61,587 | 750,000 | 82 |
| Boston | 57,173 | 697,000 | 82 |
| Baltimore | 55,773 | 939,000 | 59 |
| Cleveland | 50,263 | 876,000 | 57 |
| Detroit | 48,355 | 1,670,000 | 28 |
| Pittsburgh | 48,103 | 604,000 | 80 |
| New Haven | 47,460 | 152,000 | 312 |
| Norfolk | 33,072 | 306,000 | 108 |
| San Francisco | 32,477 | 740,000 | 44 |
| Cincinnati | 30,102 | 502,000 | 60 |
| Buffalo | 24,511 | 532,000 | 46 |
| Los Angeles | 23,940 | 2,479,000 | 9 |
| Milwaukee | 11,391 | 741,000 | 16 |
| Seattle | 3,810 | 557,000 | 7 |
| San Antonio | 1,997 | 588,000 | 3 |
| Houston | * | 933,000 | --- |
| New Orleans | * | 628,000 | --- |
| Dallas | * | 680,000 | --- |
| San Diego | * | 573,000 | --- |
| Allegheny County total | 77,423 | 1,629,000 | 48 |

* No federally assisted urban renewal program.

2. Initiative on the part of the community in applying for Federal assistance and vigor in following up on the application.
3. Relative need for renewal including, but by no means limited to the amount of substandard housing.

The cities which have received relatively large Federal grants on a per capita basis including such cities as Newark, New Haven, Boston, Norfolk and Little Rock have shown outstanding initiative in undertaking urban renewal.

While initiative, and achievement in the program already undertaken will unquestionably enhance Allegheny County's opportunity to obtain Federal renewal grants, the competition is certain to become stronger. More and more cities are awake to the possibilities of renewal, and as they gain experience in the program, become tooled up to take advantage of it. It is highly unlikely, therefore, that Allegheny County will be able to continue to obtain 3.1% of the total national grant authorizations in the future as it has in the past.

An overall renewal program for Allegheny County of the dimensions suggested in the preceding section would require Federal grant reservations of \$606 million in addition to the \$77 million already authorized.

Over varying time periods, this would require annual grants for Allegheny County renewal of the following amounts:

| | |
|----------|----------------|
| 10 years | \$60.6 million |
| 20 years | \$30.3 million |
| 30 years | \$20.2 million |
| 50 years | \$12.1 million |
| 75 years | \$ 8.1 million |

At the annual rate of \$6.5 million in Federal authorization to Allegheny County, which has been the average since the inception of the program, more than 75 years would be needed to authorize a program of the size suggested. Even at the stepped-up pace of Federal grants of the past two years, more than 30 years would be required. In either event, the period is too long to be of much practical use in evaluating fiscal resources for renewal.

What, then, is a realistic anticipation for Allegheny County with reference to future Federal renewal grants? Allegheny County projects received \$18.5 million additional grant authorizations or 1.75% of the national total of \$1,090 million during the past two years. This is probably a more realistic figure for the future than the 3.1% which represents Allegheny County's share of the total program from its inception.

A total annual Federal authorization of from \$500 million to \$1 billion would result in Federal grants for Allegheny County of from \$8.375 to \$17.5 million on the average annually. This assumes that the program will be pushed locally with vigor and initiative.

The present restriction on Federal grants to two-thirds of the net project cost in cities of more than 150,000 population in distressed areas and of more than 50,000 in other areas does not lead to equity in the allocation of Federal assistance. The change to a uniform proportion of three-fourths for all localities regardless of size would seem to be more realistic and more equitable. Federal legislation should be sought leading to this change.

The emphasis on the development of community renewal programs and the recognition that renewal on a project by project basis has limited applicability, should be reflected in financial planning for renewal. Changes in Federal legislation which would allow the Federal Housing and Home Finance Agency to make Federal grants to a community for its renewal program rather than to specific projects would be a long step towards regularizing and implementing comprehensive community renewal programs.

*Call this over
planning note
percentage
housing
unemployment
ratio*

Financing the Local Share:

Although the Federal Government pays for the lion's share of the public costs of federally-assisted urban renewal, the local share is still very substantial, and may present a major obstacle in accomplishing a comprehensive renewal program. For the suggested program for Allegheny County, local contributions of \$309 million would be required. These might come from a great variety of sources--public and semi-public, State, County and municipal.

Assuming that most, if not all, urban renewal undertakings in the future in Allegheny County which involve public subsidy will be financed with Federal assistance establishes limitations on the sources of local financing, and at the same time opens up special opportunities.

Local grants to federally-aided projects can be of two kinds:

1. Cash which is directly appropriated to the County or municipal redevelopment authority to pay project expenses.
2. Non-cash Grants-in-aid in the form of facilities and improvements aiding the project and other non-cash donations from various non-Federal sources, primarily public.

Non-cash grants may be provided by the municipality drawing upon the same revenue sources from which it would make a cash contribution to the project, and subject to the same millage and bonding limitations, or they may be provided by other agencies which are not subject to the municipalities' fiscal limitations.

In considering the relative importance of local cash and non-cash grants from various sources, a review of experience to date is revealing. Table 9 shows the cash and non-cash local grants by major source for six projects for which the County Redevelopment Authority is the local public agency, for five Pittsburgh projects now under way, and also for the potential Oakland urban renewal program in Pittsburgh.

To date the County Authority projects have placed much less dependence upon municipal cash contributions than have the City of Pittsburgh projects. In both cases, the State has been requested to supply approximately 40% of the local share on the average. The proposed financing plan for the Oakland local share is included in contrast. The whole local contribution of \$18,175,000 will be provided through non-cash grants and almost \$7 million will be left over to help finance other projects.

Table 9 . Estimated Source of the Local Share of Net Project Cost for Selected Renewal Projects in Allegheny County.

| Source of Financing | Estimated Amounts of Local Share | | | | | |
|------------------------------|----------------------------------|---------|----------------------------|---------|--------------------------|--------|
| | Six Projects Outside Pittsburgh* | | Five Pittsburgh Projects** | | Oakland Re-nawal Program | |
| | Amount | Percent | Amount | Percent | Amount | % |
| <u>Total Local Share</u> | \$7,999,000 | 100.0% | \$25,003,000 | 100.0% | \$18,175,000 | |
| <u>Total Cash</u> | 3,631,000 | 45.4 | 17,719,000 | 70.9 | -- | |
| State Cash | 3,183,000 | 39.8✓ | 10,076,000 | 40.3✓ | | |
| Local Cash | 448,000 | 5.6✓ | 7,643,000 | 30.6✓ | | |
| <u>Total Non-Cash Grants</u> | 4,368,000 | 54.6 | 7,284,000 | 29.1 | 25,170,000*** | 100.0% |
| State Facilities | 202,000 | 2.5 ✓ | --- | 0.0✓ | 3,600,000 | 14.3 ✓ |
| Municipal Facilities | 1,268,000 | 15.8✓ | 1,150,000 | 4.6✓ | 620,000 | 2.4 |
| School Districts | 710,000 | 8.9 | --- | 0.0 | 1,830,000 | 7.3 |
| Parking Authority | 1,512,000 | 18.8✓ | 850,000 | 3.4✓ | 7,520,000 | 29.9 ✓ |
| Land Donations | 320,000 | 4.0✓ | 3,780,000 | 15.1 ✓ | -- | |
| Tax Credits | 334,000 | 4.2 | 984,000 | 3.9 | 11,600,000 | 2.4 |
| Other | 22,000 | .3 | 520,000 | 2.1 | 11,000,000 | 43.7 |

* Includes projects in Braddock, Duquesne, Carnegie, MeKees Rocks, Rankin and Wilkinsburg.

** Includes Bluff Street, Chateau Street, East Liberty A, Allegheny Center and Lower Hill projects.

*** Project estimated to have \$6,995,000 pooling credits which can be used to match Federal grants for other Pittsburgh projects.

In developing the financial plan for a proposed renewal project, the state and local cash contributions may be thought of as a residual payment of an amount sufficient to make up a total local grant equal to one-half or one-third of the Federal grant, depending on whether the project is located in Pittsburgh or outside. The local non-cash grants-in-aid are included in project costs in figuring the total net project costs. In a simplified example in which the Federal grant is three-fourths of the total, the non-cash grants would figure in as follows:

| | |
|--------------------------------|----------------|
| Total Costs to Authority | \$1,000,000 |
| plus Non-Cash Grant Items | <u>200,000</u> |
| equals Gross Project Cost | \$1,200,000 |
| minus Receipts from Land Sales | <u>300,000</u> |
| equals Net Project Cost | \$ 900,000 |
| | <hr/> |
| Federal Grant equals 3/4 | \$ 675,000 |
| Local Share equals 1/4 | 225,000 |
| minus Non-Cash grants | 200,000 |
| equals Local Cash Required | 25,000 |

Thus, in this example, in addition to the non-cash grants provided the municipality would need to find \$25,000 in cash.

If the same project were undertaken and there were no non-cash grants involved, the financial plan would work thus:

| | |
|------------------------------|-------------|
| Total Costs to the Authority | \$1,000,000 |
| minus | |
| Receipts from Land Sales | 300,000 |
| equals | |
| Net Project Cost | 700,000 |
| minus | |
| Federal Grant at 3/4 | 525,000 |
| equals | |
| Local Cash Required | 175,000 |

The municipality would thus be required to provide \$175,000 in cash from tax revenues, bond funds, or other sources.

The possible use of non-cash grants-in-aid, therefore, is a first concern in figuring urban renewal financing, particularly if they can be provided through a source which does not exert a direct strain on municipal finance.

Local Non-Cash Grants-in-Aid:

Under Federal regulations local non-cash grants-in-aid must be provided by a local public agency, either the municipality or a local school board, public authority, or other public body, or by the State or County, or by a State or County public body. The one exception to this rule is that the expenditures of a college or university or hospital for land acquisition, demolition and relocation may be credited for expenditures within or adjacent to a renewal project area. This exception may be of great importance. For example, it is anticipated that about \$11 million in expenditures by the University of Pittsburgh will be creditable as part of the local contribution to the Oakland renewal program in Pittsburgh, and will match \$22 million in Federal grants (see Table 9).

Under the present provisions of Federal law, and the regulations of the Housing and Home Finance Agency, the following types of non-cash grants-in-aid are possible:

1. Donations at cash value of land or other real property in the project area.
2. Demolition and removal work at cost in the project area.
3. Eligible project improvements.
4. Public buildings or other public facilities.
5. Land acquisition, demolition and relocation by a college, university or hospital.
6. The local contribution in the form of tax exemption or tax remission with respect to a low-rent housing project on land acquired as part of a project.

To qualify as a non-cash grant-in-aid credit, the expenditure for the particular facility must have been made either (1) after Federal approval of survey and planning activities for the project, or (2) after approval by the locality and the Federal Government of a general neighborhood renewal plan, or (3) not more than three years prior to Federal authorization of a Loan and Grant Contract for the project.

With certain exceptions, almost any locally financed public building or facility may be eligible as a non-cash grant-in-aid to the extent that the facility is of direct benefit to an urban renewal project area, if the project receives 10% or more of the direct benefit of the facility.

Table 9 shows that in the Pittsburgh projects currently under way 29.1% of the local share will be covered by non-cash grants-in-aid. In the case of 6 County Authority projects 54.6% of the net project cost will be met by non-cash grants. When municipally

provided facilities are eliminated, 24.5% of the local share of the City and 38.8% of the County projects will be provided through non-cash grants which do not directly draw against the municipal fiscal resources. In the case of parking authority facilities and other revenue producing facilities, they tend to transfer the costs of renewal from the taxpayer to the user of the facilities. State facilities like state cash grants spread the burden from the local municipal taxpayer to taxpayers generally throughout the State.

Parking facilities have played an unusually important role in projects thus far undertaken and contemplated in Allegheny County as illustrated by Table 9. In addition to projects reflected in the Table, plans for financing Central Business District renewal in Pittsburgh and in McKeesport are heavily dependent upon the contributions made by public parking. It should be noted, however, that while the burden is thus partially shifted to the parking ramp user from the taxpayer, a public subsidy is involved in public parking ramps and lots which do not pay real property taxes. If an equal amount of land could be disposed of for private commercial parking use, the local taxing bodies, County, School District and Municipality, would benefit to the extent of the taxes collected.

Parking facilities will not play as important a role in renewal if it becomes more heavily a program of residential reuse. Their greatest use is in commercial areas or areas of institutional uses such as Oakland which draws a large automobile-using population.

Public parking can, of course, only be realistically presented as part of a renewal project financial plan where there is or will be an established market for the parking. In some cases the inclusion of parking in project plans may reflect more optimism than realism.

Thus far, only one school, in Wilkinsburg, is involved in the 11 projects on which Table 9 is based. This is unusual. Schools have provided one of the leading sources of non-cash grant-in-aid credit in the renewal program elsewhere in the United States. The explanation appears to lie in the heavy concentration in commercial and industrial reuse in the present renewal program in Allegheny County. In some areas with residential reuse, such as East Liberty, public school capacity is currently ample.

Schools will probably play an increasing role in financing future renewal in Allegheny County as more attention is placed on residential reuse. The studies of the relationship of school location and programming to renewal recommended on page _____, and the increased coordination of school planning and renewal programming, should result in a considerable benefit to both the school program in identifying sites which can be acquired at a writedown through renewal and in establishing a framework of non-cash credit for school construction and improvement in potential renewal areas. Although schools are financed in large part through local real property taxes, and they draw on the same tax base as municipal improvements, the School Districts have their own independent bonding and taxing limitations.

Tax credits result from the provision in the Federal legislation which permits a credit to the local share for the amount of real property taxes which would have been collected on structures in the project area from the time of their acquisition by the local public agency until their demolition. Property acquired by the City or County Redevelopment Authorities is tax exempt.

Land donations have played an important part in financing Pittsburgh projects, and include the value of publicly owned property donated by the owning agency to the project. In most cases the property donation credits in the projects in Allegheny County result from tax forfeited properties in the possession of the taxing bodies.

The programming of urban renewal, coordination with effective capital improvements budgeting, and closer coordination with highway, public works and school building programs throughout the County should lead to the continued availability of non-cash local credits for urban renewal. On the basis of past experience, it is anticipated that one-third of the local share will, on the average, be provided by non-cash grants-in-aid.

Obviously, renewal projects will vary greatly in this respect. Some, like the Oakland program, will provide a much larger proportion than one-third of the local share in non-cash credits. Others will have very little possibility for non-cash credits. The Oakland program will provide almost \$7 million more than the total required local share in non-cash credit items. These added credits can be used to match Federal grants to other Pittsburgh projects. This pooling credit is possible when non-cash grants exceed the total share for a particular project, and applies within a municipality or between projects under the same County Authority.

A logical extension of the provisions for pooling credit for non-cash grants-in-aid would result from authorizing all state or locally financed public improvements which contribute to the furtherance of an approved community renewal program to be credited as non-cash grants-in-aid making up part of the local share. This would have the effect of allowing capital improvement programs to go ahead, unwarped in their direction by the possibilities of non-cash grant-in-aid credit.

Too frequently at present, decisions as to renewal priorities and capital improvement priorities at the local level are determined by the benefits which may flow from the Federal requirements on non-cash grants-in-aid. Needed capital improvements which are not directly related to renewal projects are delayed or set aside for those which tie-in to the project financing plan. A change in Federal legislation to allow this extension of the non-cash grant-in-aid idea would make for better urban renewal programming at the local level.

State Grants for Urban Renewal Projects:

The financing plans for both the six County projects and the five Pittsburgh projects included in Table 9 rely on State cash grants for about 40% of the total local share. In the case of the City projects, this is somewhat more than the local cash grants involved, while in the case of the County projects, only 5.6% is in municipal cash grants.

The effect of the State grant to local projects is to shift part of the burden of supporting urban renewal from municipal resources to the broader State resources. It recognizes a State interest in renewal wherever it may occur in the State, and suggests that the legislature recognizes the fact that the program is of more than local interest and cannot be successfully carried by the municipalities even with the large Federal grant program.

These State grants are made from housing and redevelopment assistance funds appropriated by the State Legislature. Thus far, State-wide, the following grants for renewal and redevelopment have been made from appropriations of the years specified:

| | |
|------|---|
| 1949 | \$4,231,632 |
| 1955 | \$4,932,580 |
| 1957 | \$2,800,000 |
| 1959 | \$4,973,000 |
| 1961 | \$6,765,314 (through December 31, 1961) |

Of the total of \$22,652,755 grants for redevelopment purposes, \$5,815,631 or about 26% has been granted to Allegheny County communities for renewal projects.

The 1961 legislature appropriated \$8 million for the fiscal year 1961-62 while the 1962 legislature has appropriated an additional \$8 million to be available after the beginning of the new fiscal year on July 1, 1962.

In addition to the \$5.8 million already paid to Allegheny County municipalities for renewal projects, \$11,496,186 has been requested. These requests are awaiting the availability of further funds and a demonstration that the full amount of the requests will be needed. The Allegheny County total makes up 51.5% of all such requests pending.

Pittsburgh, thus far, has received by far the greatest part of the grants to Allegheny County, a total of \$4.1 million, and has requested almost \$6 million additional, more than half of the grant requests outstanding for Allegheny County. However, for the projects currently under way as pointed out before, the Pittsburgh grants and requests make up the same proportion of the Pittsburgh local share as they do for the projects of the County Redevelopment Authority.

For both the City and County projects the State grants received and requested approximate 20% of the estimated Federal grants for the same projects.

In both 1961 and 1962 the appropriation bills carried riders limiting the amount of grant which may be made to one political subdivision to 20% of the total appropriation. The effect of this is to limit grants to Pittsburgh to \$1,600,000 during each of the two years. It is anticipated that Pittsburgh will request and receive her full 20% if the rider is continued.

In projecting the future State grants for Allegheny County projects, it is necessary to anticipate the amount of future appropriation and the provable proportion which will go to Allegheny County.

The State Department of Commerce which is responsible for administering these State grant funds, anticipates a continuing annual State appropriation of a minimum of \$8 million, in view of the growing interest and support for the urban renewal program throughout the State.

On the basis of past history and in view of the unfilled requests already in the hands of the State for Allegheny County projects, it is estimated that some 30% of the total State grant will go to Allegheny County each year. If \$8 million is appropriated annually, this will mean an average additional State grant to Allegheny County renewal projects of \$2.4 million each year.

Financing the Municipal Share

Federal and State aid for renewal and non-cash grant-in-aids not directly supplied by the municipality are available to finance eligible urban renewal projects without regard to the size, economic strength, or public fiscal ability and resources of the municipality in which they are located. The municipality, however, supplies a varying proportion of the local share. Without this municipal contribution a renewal project cannot get under way except in a limited number of cases where non-cash grants-in-aid plus state grants can make up the entire local share.

The ability of the municipality to finance its share, whether in the form of cash or in the form of municipally financed improvements or facilities creditable as non-cash grants-in-aid, varies greatly with its size, and economic strength. Its ability to provide renewal financing is also defined by the legal limitations on tax rates and bonding capacity and the extent to which these limitations have been reached. Different types of limitations apply to the various types of municipality which exist in Allegheny County, second and third class cities and boroughs, and first and second class townships.

Because of the great variety among local municipal situations, it is difficult to generalize about the ability of Allegheny County municipalities to finance their share of a renewal program.

A first problem is to define the average proportion of the total public cost which the municipality may be called upon to carry. Using the dimensions of the suggested program as a guide and depending upon the length of the program it is estimated that the City of Pittsburgh will be able to mobilize 5. to 7.5 dollars of non-municipal public money for every municipal dollar invested in renewal. In other Allegheny County municipalities the local dollar will stretch farther and match \$6 to \$10 in non-municipal public funds.

The following table shows the estimated percentages of support from each major source and is based on the following assumptions as discussed earlier:

1. Federal grants will make up three-fourths of the net public costs of renewal for all of Allegheny County except Pittsburgh where they will equal two-thirds of the cost.
2. Local non-cash grants-in-aid will average two-thirds of the local share.
3. State grants will be available at the annual rate of \$2.4 million for Allegheny County projects. Of this amount 1.6 million will go to Pittsburgh projects.

Lengthening the period of the program will reduce the percentage needed from the municipality because the amount of the State grant is figured on an annual basis and its total increases each year.

| Financing Plan | Percentage Distribution of Net Public Cost | | | |
|------------------------|--|-------|----------------|-----------|
| | Federal | State | Local Non-Cash | Municipal |
| <u>10 years</u> | | | | |
| Pittsburgh | 66.7% | 2.8% | 11.1% | 19.3% ✓ |
| Other Allegheny County | 75.0% | 2.4% | 8.3% | 14.2% ✓ |
| <u>20 years</u> | | | | |
| Pittsburgh | 66.7% | 5.6% | 11.1% | 16.6% |
| Other Allegheny County | 75.0% | 4.8% | 8.3% | 11.9% |
| <u>30 years</u> | | | | |
| Pittsburgh | 66.7% | 8.4% | 11.1% | 13.8% |
| Other Allegheny County | 75.0% | 7.2% | 8.3% | 9.5% |

Table 10 translates these percentages into average total, and per-capita annual municipal costs for each of the sub-areas in the County, again comparing 10 year, 20 year, and 30 year programs.

When municipal costs are spread over the entire county population and a 10-year financing period is used the annual cost per capita is \$9.75. This reduces to \$4.14 for a 20 year financing period or \$2.26 in thirty years.

Pittsburgh's potential renewal program would involve the highest per-capita cost when compared with the other areas in Allegheny County and the municipal costs are averaged over the entire population of the area. Pittsburgh would involve a per capita cost of \$7.94 as compared with \$5.91 for the Mon Yough Valley area and \$3.80 for the Allegheny Valley area. In contrast, for a program of similar 20-year duration, in four of the Growth areas, the North Hills, the East Hills, the South Hills and the South East areas the per capita cost would be less than \$1.

The spread in per capita costs between areas is not so great if the population of only those municipalities in each areas for which renewal activity is proposed in the suggested program are included. (In three cases the figures do not change because all of the municipalities in the areas are presumed to need some organized renewal action.) Thus narrowing the base to the affected municipalities results in the following per capita municipal costs for a twenty-year financing plan.

Table 10: Total, annual and per capita annual municipal costs of Potential Urban Renewal program in Allegheny County (not including presently Federally financed programs.)

| County | Ten Year Program | | | Twenty Year Program | | | Thirty Yr. Program | | |
|------------------------|---------------------|----------------------|------------|---------------------|----------------------|------------|---------------------|----------------------|------------|
| | Total (millions) | Annual (millions) | Per Capita | Total (millions) | Annual (millions) | Per Capita | Total (millions) | Annual (millions) | Per Capita |
| Allegheny County | \$158.9 | 15.89 | \$9.75 | 134.9 | 6.75 | \$4.14 | 110.9 | 3.69 | \$2.26 |
| Pittsburgh | 112.0 | 11.20 | 18.54 | 98.0 | 4.80 | 7.94 | 80.0 | 2.67 | 4.39 |
| Allegheny Valley | 5.7 | .57 | 9.05 | 4.7 | .24 | 3.80 | 3.7 | .13 | 2.06 |
| Ohio Valley | 5.0 | .50 | 7.00 | 4.2 | .21 | 2.94 | 3.4 | .11 | 1.55 |
| Turtle Creek Valley | 6.9 | .69 | 6.66 | 5.7 | .29 | 2.59 | 4.5 | .15 | 1.34 |
| Mon Yough Valley | 13.5 | 1.35 | 12.27 | 11.2 | .56 | 5.09 | 8.9 | .20 | 2.73 |
| Chartiers Valley | 2.1 | .21 | 7.72 | 1.7 | .09 | 3.31 | 1.3 | .05 | 1.86 |
| North Hills | .8 | .08 | .64 | .7 | .04 | .32 | .6 | .02 | .16 |
| Northeast | 3.0 | .30 | 8.57 | 2.5 | .13 | 3.71 | 2.0 | .07 | 2.00 |
| East Hills | 2.4 | .24 | 2.09 | 2.0 | .10 | .87 | 1.6 | .06 | .52 |
| Southeast | 2.2 | .22 | 2.06 | 1.8 | .09 | .84 | 1.4 | .05 | .47 |
| South Hills | 2.6 | .26 | 1.37 | 2.2 | .11 | .58 | 1.8 | .06 | .31 |
| West Hills | 2.7 | .27 | 4.15 | 2.2 | .11 | 1.69 | 1.7 | .06 | .92 |

| | |
|---------------------|---------|
| Pittsburgh | \$ 7.94 |
| Mon Yough Valley | 5.91 |
| Allegheny Valley | 4.95 |
| Ohio Valley | 4.78 |
| Chartiers Valley | 3.31 |
| Turtle Creek Valley | 2.87 |
| Northeast | 3.88 |
| West Hills | 2.97 |
| South Hills | 1.47 |
| North Hills | 1.27 |
| East Hills | .98 |
| Southeast | .97 |

The relative economic strength of the various parts of the county and therefore, the potential municipal fiscal resources are indicated by the level of private incomes and the value of real property. In 1958 52% of all municipal revenues in Allegheny County came from taxes on real property, a reduction from 61.6% since 1952, a trend which has been continuing for some time. Many of the other tax sources available to the municipality, e.g. the wage tax, relate to the income of the people of the community.

Average family incomes in 1959 as reported by the 1960 Census ranged from \$5356 in the Mon Yough Valley to \$8088 in the South Hills, while per capita assessed valuations of taxable real property ranged from \$2285 in the Mon Yough Valley to \$1296 in the Chartiers Valley.

Table 11 shows these figures for all of the areas in the County and compares them with the per capita municipal costs of renewal on a twenty-year basis. Pittsburgh and the Mon Yough Valley compare relatively low median income with relatively high per capita assessment, and high renewal costs. The North Hills, South Hills and East Hills growth areas on the other hand have high incomes, high assessed value and relatively insignificant renewal costs.

Considering the problem of municipal financing for renewal on an area basis this way is tantamount to considering each sub-area as a single municipality from a public fiscal viewpoint. Actually the municipalities within each area vary greatly in economic ability and in potential renewal requirements. Only in the case of Pittsburgh, in the previous discussion, has a single

Table 11: Comparison of 1959 Median Family Income, Per Capita Assessed Value and Estimated Per Capital Annual Municipal Renewal Costs on a Twenty-Year Basis.

| | <u>Per Capita Annual Municipal Cost of Renewal</u> | <u>Median Family Income</u> | <u>Per Capita Assessed Valuations</u> |
|---------------------|--|---------------------------------|---|
| Pittsburgh | \$7.94 | \$5605 | \$1990 4 |
| Mon Yough Valley | 5.91 | 5356 | 2885 1 |
| Allegheny Valley | 3.60 | 5907 | 1510 |
| North East | 3.71 | 5776 | 1766 |
| Chartiers Valley | 3.31 | 6376 4 | 1296 |
| Ohio Valley | 2.94 | 5889 | 1845 |
| Turtle Creek Valley | 2.59 | 5583 | 1730 |
| West Hills | 1.69 | 6239 5 | 1351 |
| East Hills | .87 | 7211 3 | 1869 5 |
| South East | .84 | 6159 6 | 1774 |
| South Hills | .58 | 8088 1 | 2131 2 |
| North Hills | .32 | 7314 2 | 2005 3 |

separate municipality actually been used as a base. In the Allegheny Valley for example, while the per capita annual cost of renewal over a twenty-year period is \$4.95 when averaged over the eleven communities for which renewal is anticipated, in individual municipalities the estimated municipal costs per capita range from .58 per year to \$9.60.

Individual municipalities vary widely in their ability to finance renewal and in their need for a renewal program.

In many cases the municipalities with the greatest need for renewal have the least effective economic potential for municipal financing.

Of 17 municipalities in the County with median family income of over \$8000 only one is in need of an organized renewal program. On the other hand, all but two of the 24 municipalities with median family income of less than \$5500 stand in the need of renewal.

Similarly only 4 of the ten municipalities with the highest per capita assessed valuations, ranging from \$3450 to \$9303 have serious blight problems. Twelve of the twenty municipalities with the lowest per capita assessed valuations have significant renewal requirements.

Thirteen municipalities fall in the lowest 25% in both assessed value per person and median family income. Of these all but one require renewal action. On the other hand, 17 municipalities fall in the highest quarter for both assessed value and median income. Of these only two need organized urban renewal.

Municipal renewal expenditures can be met directly from tax revenues or through floating bonds to be amortized over a period of years. While each of the types of municipalities represented in Allegheny County with the exception of Pittsburgh is limited as to the millage levy on real property for operating expenditures, there is no limit on millage levies for the purpose of paying interest on bonded indebtedness nor to retire bonded debt.

Many of the third class cities and second class townships in the County are nearing the legislative limitations on the millage rate which can be imposed on real property for operating purposes. Most of the boroughs in the County have considerable leeway between real estate tax rates levies in 1958, the year on which this analysis is based, and the legislative limitation.

With the exception of Pittsburgh for which there is no legislative limitation, the County municipalities had an estimated \$19,700,000 in potential revenues from authorized but unused tax sources in 1958. These distributed as follows among the areas of the County:

| | |
|------------------|-----------|
| Allegheny Valley | 1,200,000 |
| Ohio Valley | 1,400,000 |

| | |
|--|------------|
| Turtle Creek Valley | 2,100,000 |
| Mon-Yough Valley | 2,000,000 |
| Chartiers Valley | 400,000 |
| North Hills | 1,800,000 |
| North East | 600,000 |
| East Hills | 1,900,000 |
| South East | 2,800,000 |
| South Hills | 4,300,000 |
| West Hills | 700,000 |
| Areas of Older Settlement (excluding Pittsburgh) | 7,100,000 |
| Growth Areas | 12,600,000 |

The municipalities in the areas of older settlement, most in need of renewal activity, were not those with the highest tax revenue potential. Some of the smaller of these municipalities had relatively high unused tax millages but because of the relatively low assessed valuation could not expect to produce much return from them.

It is highly probable that this unused tax capacity will be absorbed by increases in municipal operating costs during the next few years.

In the period from 1952 to 1958 all municipal operating costs, exclusive of utility operations in Allegheny County increased by 45.1%. Most of the changes took place in the growth areas where annual operating costs increased at an average rate ranging from 10.2% in the Southeast growth area to 19.4% in the East Hills. In the areas of older settlement taken together the average annual increase in municipal operating costs was 6.2%.

Area by area operating expenses of municipal government increased by the following percentages during the six year period:

| | <u>Total</u> | <u>Annual</u> |
|------------------|--------------|---------------|
| Pittsburgh | 34% | 5.6% |
| Allegheny Valley | 50% | 8.3% |

| | <u>Total</u> | <u>Annual</u> |
|---------------------|--------------|---------------|
| Ohio Valley | 106%. | 17.7% |
| Turtle Creek Valley | 39% | 6.5% |
| Mon Yough Valley | 36% | 6.0% |
| Chartiers Valley | 53% | 8.8% |
| North Hills | 103% | 17.2% |
| Northeast | 71% | 11.8% |
| East Hills | 115% | 19.1% |
| Southeast | 61% | 10.2% |
| South Hills | 94% | 15.7% |
| West Hills | 116% | 19.4% |

These increases ran well ahead of a rate which would be explainable on the basis of either increased prices or the population increases being experienced. All of the areas of older settlement except the Chartiers Valley, for example lost population during the decade of the fifties. The change appears to have been partially explained by an increase in wage and salary rates and partly in terms of increased level of municipal operating services. Many municipalities in the fast growing areas, as in particular the North Hills, East Hills and the West Hills were undergoing a change from semi-rural existence to that of modern more closely built suburbs. These communities found their new residents expecting and demanding services at a higher level and also new types of public service.

Based on this experience it is anticipated that municipal operating costs will continue to rise probably at a rate of about \$5.4 million annually for the County as a whole during the next decade. Many municipalities will exhaust the potential revenues from unused tax resources well ahead of the end of the decade. They will be faced with either decreasing the level of service performed, developing new more efficient operating methods or seeking new sources of revenue or all three.

For many Allegheny County municipalities therefore, unused taxing authority will not provide the additional revenue needed to support an urban renewal program.

Some minor relief may be afforded in addition to unused tax capacity, by increased property assessments. As previously mentioned in 1958, 52% of all municipal revenues were derived from real property taxes, the basis of which are taxable assessed values.

The reasons that the rate of assessed value increase may decline include:

1. Reduction in the amount of new residential construction which has been a major element in the increased assessed values in the growth areas.
2. Re-examination of assessments of commercial properties in downtown Pittsburgh.
3. Substantial replacement or discarding of obsolete industrial machinery still being taxed as County's major industrial concerns have not taken advantage of provisions of 1957 legislation exempting machinery. New machinery however will not be taxed.

In view of these considerations it is anticipated that the annual increase in assessed valuations during the next decade may not exceed \$65 million countywide. In specific municipalities this will result in a considerable addition to local tax resources particularly where high value residential properties are being built or where there are major industrial and commercial installations. However, almost all of these additions will be made in the growth areas, least in need of major renewal activity.

Municipal bonds issued to supply revenues to pay the municipal share of the public cost of renewal are subject to the Pennsylvania constitutional debt limitations. A political subdivision is limited to incurring debt not to exceed 2% of assessed valuation on the vote of its governing body or 7% with the approval of the electorate.

In 1961 the state legislature took a step which may greatly augment borrowing capacity of local political subdivisions. Act 398 defines the assessed valuation for the purpose of determining legal borrowing limits as market value. If this act were effective it would increase municipal borrowing capacity by 2 to 3 times, depending on the municipality. The constitutionality of the legislation is in question and is now being tested in the courts.

Four types of local political subdivision overlap in each Allegheny County municipality--The County, the County Institution District, the School District and the Municipality itself. Each has independent bonding limitations. The maximum combined limitation, therefore, is 28% of the assessed valuation.

In addition, municipalities and school districts may create "Authorities" to carry on various public improvement programs. Authorities are not limited by the bond limitations of the political subdivisions which created them. This has specific importance for renewal. Many of the types of public facility

which otherwise would be undertaken by the municipality directly may be constructed by such authorities and therefore, not directly draw against the municipal bonding limitations. Most authority indebtedness in the Areas of Older Settlement has been for the purpose of building sewers, water systems and parking ramps and lots. In the growth areas the major use has been to build schools.

In the six growth areas of the County, Authority indebtedness in 1958 exceeded the combined debt of municipalities and school districts.

In 1958 the combined remaining borrowing capacity of Allegheny County municipalities totaled \$161 million. Thirty-five million dollars was within the two per cent limit not requiring the consent of the electorate. By area these figures divide as follows:

| Area | Remaining Borrowing Capacity 1958 | |
|-------------------------------|-----------------------------------|---------------------|
| | Total Remaining | Within 2% Limit |
| <u>Older Settlement Total</u> | <u>\$98,780,426</u> | <u>\$22,768,129</u> |
| Pittsburgh | 61,270,929 | 14,303,845 |
| Allegheny Valley | 4,230,730 | 1,306,778 |
| Ohio Valley | 6,912,672 | 2,141,343 |
| Turtle Creek Valley | 11,152,419 | 2,240,503 |
| Mon Yough Valley | 13,539,625 | 2,398,616 |
| Chartiers Valley | 1,674,001 | 376,944 |
| <u>Growth Areas Total</u> | <u>62,268,768</u> | <u>12,238,565</u> |
| North Hills | 12,122,274 | 2,564,232 |
| Northeast | 3,101,280 | 383,218 |
| East Hills | 10,400,437 | 1,817,359 |
| South Hills | 21,942,164 | 4,558,789 |
| South East | 10,039,507 | 1,719,628 |
| West Hills | 4,563,106 | 1,195,339 |

In recent years the amount of bonded indebtedness retired each year by Allegheny County Municipalities together with increases in borrowing capacity resulting from increased assessed valuations has more than offset new bonded indebtedness incurred each year for municipal improvements other than urban renewal.

In 1958, Allegheny County municipalities incurred \$10,443,000 in bond debt and repaid \$7,503,000. Meanwhile, during the year the increase in the assessed valuations added about \$7.5 million in added borrowing capacity within the legal limits.

Between 1950 and 1960 total taxable assessments in Allegheny County rose by an average of \$98 million per year in current dollars. In 1950 dollars the increase was less. The following table shows the changes in assessed values for Pittsburgh, the other areas of older settlement and the growth areas both in terms of current and stabilized dollars.

| | <u>Growth Areas</u> | <u>Pittsburgh</u> | <u>Other Areas of Older Settlement</u> |
|--------------------------------------|---------------------|-------------------|--|
| 1950 Assessed Values | 549,434,000 | 1,002,538,000 | 594,589,000 |
| 1960 Assessed Values | 1,206,881,000 | 1,216,126,000 | 706,613,000 |
| 1960 Assessed Values in 1950 dollars | 980,739,000 | 989,000,000 | 574,000,000 |
| Percent Change in 1950 dollars | +78% | -1.3% | -3.5% |

Of the \$98 million annual increase divided among these areas, most of it occurred in the growth areas--about \$66 million, while \$21 million occurred in Pittsburgh and \$11 million in the other areas of Older Settlement.

In standard 1950 dollars, slight losses in assessed value occurred in Pittsburgh and the other areas of older settlement while all of the gain was registered in the growth areas, about \$43 million per annum.

A comparison of the percentage of population increase and the percentage of increase in assessed valuation between 1950 and 1960 shows (in constant dollars) the tendency for assessed values to decrease less rapidly than the population in areas of older settlement and to increase more rapidly than population in the fastest growing areas. For six selected areas the figures are as follows:

| | <u>Percentage Decrease Population 1950-60</u> | <u>Percentage Decrease Assessed Valuations 1950-1960</u> |
|---------------------------|---|--|
| Pittsburgh and Mt. Oliver | -10.8 | -2.2% |
| Mon Yough Valley | -11.3 | -7.6% |
| Turtle Creek Valley | -11.6 | -10.8% |
| North Hills | 60% | 102% |
| South Hills | 71% | 72% |
| East Hills | 85% | 141% |

For a number of reasons it is anticipated that the assessed valuations will not increase as rapidly overall in the County during the decades of the 1960's as they did in the 1950's, although a comprehensive renewal program may augment assessed values at an increasing rate.

Allowing for the anticipated decrease in annual rate of increase for assessed valuations it is anticipated that the total municipal borrowing capacity remaining will stay about its present level in the immediate future.

A comparison of the remaining borrowing capacity with the projected municipal costs of renewal financed on a ten or twenty-year plan shows the following for each of the areas:

| | <u>Borrowing Capacity</u> <u>Remaining</u> (millions of Dollars) | <u>Municipal Costs of Renewal</u> | |
|---------------------|--|-----------------------------------|-----------------|
| | | <u>10 Years</u> | <u>20 Years</u> |
| Pittsburgh | \$ 61.3 | \$ 112.0 | \$ 96.0 |
| Allegheny Valley | 4.2 | 5.7 | 4.7 |
| Ohio Valley | 6.9 | 5.0 | 4.2 |
| Turtle Creek Valley | 11.2 | 6.9 | 5.7 |
| Mon Yough Valley | 13.5 | 13.5 | 11.2 |
| Chartiers Valley | 1.7 | 2.1 | 1.7 |
| North Hills | 12.1 | .8 | .7 |
| Northeast | 3.1 | 3.0 | 2.5 |
| East Hills | 10.4 | 2.4 | 2.0 |
| South east | 10.0 | 2.2 | 1.8 |
| South Hills | 21.9 | 2.6 | 2.2 |
| West Hills | 4.6 | 2.7 | 2.2 |

In each area except the South Hills there is, however, at least one municipality which does not have sufficient remaining borrowing capacity to finance the suggested renewal program if it were spread over a twenty-year period.

If the program were financed over a twenty-year period and bonds issued to mature in 10 year intervals were scheduled the combined municipal debt limits for each area would not be exceeded in any one year for any of the areas.

Costs of interest and repayment of principal would rise yearly for ten years and then remain constant for the final decade of the twenty-year period. If these costs were paid entirely out of taxes on property the maximum millage rate involved as an area average would range from about .2 mills in the North Hills to 5.5 mills in Pittsburgh.

Even with this method of financing a number of the 80 municipalities needing renewal programs would be unable to underwrite their share of renewal costs without exceeding their constitutional borrowing capacity.

Many other municipalities would hesitate to undertake the additional financial burden implied by the suggested level of renewal even though they were constitutionally able to do so. This does not mean, however, that they do not recognize need for renewal, nor does it suggest that other means should not be sought to finance the potential municipal share of the costs. It does suggest that even with only 10 to 20% of the total public cost borne by the municipality, the financial limitations on small or depressed municipalities may prevent or severely cramp the renewal effort. It further indicates that except for Pittsburgh, a few of the other larger municipalities and some of the growth suburbs, Allegheny County municipalities may be too small and too limited in their financial resources to engage in renewal on a municipal basis even though the technical work of planning and executing the projects is carried out by a county redevelopment authority.

Applying the same renewal standards now applied in the County's larger communities to some of the smaller municipalities would result in proposals which viewed from the local perspective might seem to invite municipal suicide. The Chateau Street West project in Pittsburgh involves the displacement of 954 families, which include more people than there are in eleven of the 30 municipalities for which renewal is proposed. Fifteen other municipalities where renewal is needed have less population than did the Lower Hill project prior to the clearance of the Land.

County Financial Assistance

Under present financing arrangements, the limitations established by the division of the County into many small municipalities serve to frustrate urban renewal in much of Allegheny County. In Pittsburgh the municipal costs of renewing a specific small area are spread over the entire city. In many of the small older municipalities, the municipal costs of renewal of a smaller area will fall on a population not much larger than that directly effected by the project itself. The consequences of renewal action or lack of it, however, may far transcend the boundaries of the municipality.

Other than Pittsburgh the municipalities for which organized renewal action is indicated include cities, boroughs and townships of the following sizes:

| <u>Population of Municipality</u> | <u>Number of Municipalities</u> |
|-----------------------------------|---------------------------------|
| Under 2500 | 16 |
| 2500 to 5000 | 14 |
| 5000 to 10,000 | 23 |
| 10,000 to 20,000 | 18 |
| 20,000 and over | 8 |

Left to their own resources many of these communities will be literally unable to initiate renewal action even though it may be badly needed and may be of great importance to the entire county.

County-wide resources of many kinds are needed in the renewal program in order to direct it towards activities which will prove beneficial to the entire county and to stimulate action. Not the least of these is County financial support.

Thus far the County of Allegheny has not directly contributed to urban renewal. It has however, made grants to the Auditorium in the Lower Hill Project, the Cross-Town ramp in the area, and has promised to remove the Point Bridge.

The County has benefitted directly from the renewal program to date through increases in assessed valuations in areas affected by renewal action. These payoffs in added tax revenues have been substantial, although they are far less important in the long run than the added economic strength which has benefitted the whole County.

By 1960 \$36 million in added taxable assessed valuations had resulted from renewal activities in Pittsburgh, primarily the Gateway Center and Jones and Laughlin Projects. At the current County tax rate of 11 mills, the County government is receiving \$396 thousand annually from these added values. When the fifteen city projects previously undertaken or currently underway are completed, it is anticipated that a total of some \$90 million will have been added over previously assessments in the same areas. The County tax on this at 11 mills will be \$990,000 annually.

While many of the projects which are currently underway and many others which may be undertaken will not result in such spectacular tax benefits as have been recorded by Gateway Center, they will strengthen and enhance the tax base, if only through preventing further decline in values.

A county cash contribution to renewal would become part of the local share and substitute directly for municipal monies. In effect it would spread the cost of local projects over the entire county, just as the State contribution spreads the cost over the entire state and the Federal grant over the Nation.

Every dollar of County money directly invested in the urban renewal program would stimulate the investment of \$5 to \$10 in other public money depending upon whether Pittsburgh or the other parts of the County were involved and upon the length of the proposed program. (See page 65).

If the County were to put directly into the renewal program the equivalent of \$1 per capita annually or a total annual grant of \$1,629,000, in twenty years the total municipal contribution could be reduced by \$32.5 million. This county money distributed equitably over the suggested additional renewal programs would result in the following picture by the various

areas of the County:

| County | Total County & Municipal | Municipal | | Annual Per Capita | |
|---------------------|-----------------------------|-----------|-------|----------------------|--------|
| | | County | Total | | |
| County | 134.9 | 32.5 | 102.4 | 5.12 | \$3.14 |
| Pittsburgh | 96.0 | 23.3 | 62.7 | 3.14 | \$5.20 |
| Allegheny Valley | 4.7 | 1.1 | 3.6 | .18 | \$2.84 |
| Ohio Valley | 4.2 | 1.0 | 3.2 | .16 | \$2.25 |
| Turtle Creek Valley | 5.7 | 1.4 | 4.3 | .22 | \$1.96 |
| Mon Yough Valley | 11.2 | 2.7 | 8.5 | .43 | \$3.91 |
| Chartiers Valley | 1.7 | .4 | 1.3 | .07 | \$2.60 |
| North Hills | .7 | .1 | .6 | .03 | \$.24 |
| Northeast | 2.5 | .6 | 1.9 | .09 | \$2.57 |
| East Hills | 2.0 | .5 | 1.5 | .08 | \$.70 |
| Southeast | 1.8 | .4 | 1.4 | .07 | \$.65 |
| South Hills | 2.2 | .5 | 1.7 | .08 | \$.31 |
| West Hills | 2.2 | .5 | 1.7 | .08 | \$1.23 |

On an annual per capita basis the municipal cost would range from an average of \$5.20 in Pittsburgh to \$.24 in the North Hills.

Actually, the County as a matter of practice could tie its financial aid closely to a priority system developed in connection with the proposed county-wide comprehensive renewal program. Those projects could be aided first which showed promise of greatest benefit to the county as a whole with due regard to the ability of the municipality to finance the local share.

Although initiative to engage in renewal and to commence a particular project will remain in the hands of the municipality, the county renewal program would act as a guide to the County in administering renewal funds. The appropriate level of county contributions to the program should be worked out in conjunction with the development of the County Renewal program. Anticipated return to the County from increased property assessments would be one of the factors involved. Many projects, however, which promise no direct return of this nature, may be of highest priority. Renewal action providing sites for needed public or private non-profit institutional uses may be of this character. The expansion and improvement of facilities for higher education may provide the greatest long run benefit to the economy of the area. Yet they will not result directly in increased taxes.

CONSERVATION AND IMPROVEMENT
OF OLDER AREAS

CONSERVATION AND IMPROVEMENT OF
OLDER AREAS

Recommendations:

1. Differential Programs Needed -
Conservation programs employing differential strategies to meet the needs of the great variety of older neighborhoods in Allegheny County should be developed.
2. Designation of Conservation Agencies -
The City and County governments should each designate a specific agency which will have prime responsibility for initiating, co-ordinating and carrying out a planned program for the conservation and improvement of existing residential neighborhoods.
3. Code Study and Revision -
Steps should be taken to codify all requirements as to the structural condition and occupancy of existing residential buildings, eliminating duplication, overlapping requirements and inconsistencies and to provide for centralizing and streamlining responsibility for housing code enforcement. A comprehensive study of laws and ordinances concerning occupancy and condition of housing in Allegheny County leading to specific recommendations for improvement in their substance, form and administration should be inaugurated immediately and concluded as soon as possible. Following the study prompt action should be taken to put its recommendations into effect through making the necessary changes in state law and local ordinances and providing for the vigorous administration of the revised code.
4. Housing Court - The feasibility of establishing a separate court to hear housing cases should be explored, once extensive code enforcement is started.

Findings:

Since 1954, the Federal Legislation has recognized that the renewal of urban areas cannot be accomplished solely through the clearance and redevelopment of blighted areas, but must emphasize the conservation and improvement of existing neighborhoods.

Effective programs of conservation and neighborhood improvement without substantial reliance on clearance and rebuilding have been slow to develop. In Pittsburgh and Allegheny County the greatest emphasis in the renewal program has been on clearance projects and almost all of the public funds committed to the renewal program have been designated for clearance and redevelopment.

Since its inception ACTION-Housing, Inc. together with other private agencies in Allegheny have sought effective means to accomplish neighborhood improvement. Important experience has been gained in non-clearance renewal notably in Homewood-Brushton, but also in many other areas in Pittsburgh and other parts of the county, where self-help programs are being planned, discussed or inaugurated on the neighborhood level. AHI has been granted substantial foundation grants to launch a demonstration urban extension program in these neighborhoods in Allegheny County. The 1962 City of Pittsburgh bond proposal includes significant funds for neighborhood conservation.

These efforts, however, are relatively minor when compared with the extent of areas which demand non-clearance renewal attention. The Impact Study's unofficial and incomplete delineation of areas subject to renewal short of major clearance indicates that thousands of acres in the county fall in this category.

It is clear that an adequate program to conserve and improve existing neighborhoods will over a period of time require the expenditure of substantial public funds both for facilities and improvements and for various types of assistance to the neighborhoods. It is also evident that such a program needs strong, unified local public leadership. Such leadership can be achieved only by designating specific public agencies at both the city and county levels with responsibility for this program. Each of these agencies must be staffed with competent technicians under the leadership of a strong and well-qualified administrator with responsibility limited to this program. These agencies should be established immediately and staffed to take on responsibility for a full program. The responsible administrative personnel should be chosen as soon as possible so that they may keep in close touch with the planning staffs developing the City and County Community Renewal Programs as well as with the developing conservation and related programs in the various neighborhoods.

Projections of potential population gain and housing requirements in Allegheny County during the decade of the 1960's show that little total net addition to the 1960 housing inventory will be required by 1970. A population gain of 100,000 during the decade will probably result in an increment of only 1,000 households or an increase in the total households in the county from 484,000 to 485,000. The continued production of new dwellings, primarily in the suburbs but also in connection with renewal in the City of Pittsburgh and other areas of older settlement in the county, promises an increasing vacancy rate. This easing housing situation will continue until close to the end of the sixties.

The indications are that housing needs will increase markedly at the end of this decade and continue more heavy in the seventies. These projections are described in more detail on page .

In view of this situation the next few years provide the best opportunity in the foreseeable future to improve housing conditions through code enforcement with a minimum of hardship on the occupants of crowded or illegally occupied structures.

The difficulties involved in enforcing the existing codes and ordinances related to housing condition and occupancy in Allegheny County have been amply documented during the past year in the "Report on the Pilot Code Enforcement Program in the Homewood-Brushton Neighborhood" dated May 27, 1961, and in the reports of two conferences relating to the subject held under the auspices of the Point 7 Club of AHI in May and December 1961.

Confusing and conflicting requirements, divided administration, delayed adjudication of cases, and apparently unrealistic substantive provisions all plague the effort to obtain rigorous housing code enforcement. Practically speaking, in their present shape, the housing code and related provisions of other codes and ordinances are a relatively ineffectual tool for the maintenance or improvement of housing condition.

RELOCATION SERVICES

Recommendations:

1. Extended Relocation Service - Central relocation services should be established to assist families dislocated by all sorts of governmental action including renewal projects, highway clearance for all types of public facilities, or by the enforcement of zoning, building or housing codes. These services should operate as referral agencies similarly to the present relocation offices of the City and County Housing Authorities in connection with Urban Renewal Projects. They might be established as a new agency or as an expansion of the present Housing Authority Relocation services.

Findings:

Public relocation service for assisting families, individuals and businesses displaced by governmental programs is a relatively new function of local government. It has been largely limited to redevelopment and renewal projects for which it is required under State statute and Federal law. Traditionally people displaced by public land acquisition have had to fend for themselves.

In connection with redevelopment and renewal relocation has become a force of major importance. In many cases it is the only positive contact that the program has had with the people it affects most directly. Experience nationally and in the Pittsburgh and Allegheny County projects has been that most families have improved their housing situation through the relocation process.

The Pittsburgh Redevelopment Authority and the Allegheny County Redevelopment Authority have provided for relocation services in connection with urban renewal projects through contractual arrangements with the Housing Authorities operating in their jurisdictions. In Allegheny County, however, no relocation service has been available to families, individuals and businesses displaced by other types of land clearance projects or by the enforcement of housing, building and zoning codes and ordinances.

In a number of other major cities throughout the United States, centralized relocation services have been set up covering more programs than urban renewal, primarily highway clearance, and code enforcement. This is true in Chicago, Philadelphia and New York. In Minnesota the State Legislature has authorized a special tax on real estate in major cities to support relocation services.

Lack of relocation services has tended to put off and drag out action programs. The actual or presumed unavailability of housing for families displaced by clearance projects has frequently colored the thinking of planners regarding the timing and location of various kinds of public land acquisition programs. Highway right-of-ways for example have been established on lines which would minimize the relocation problem. Housing shortages and their impact on the code enforcement agencies have prevented the enforcement of housing codes and zoning provisions limiting housing occupancy.

In the absence of organized relocation assistance, housing inspectors and the Health Department have had no place to refer families illegally occupying unsafe or crowded buildings. This has added greatly to the difficulties of enforcement and has made a plausible excuse for relaxing the rules.

The code enforcement agency has no resources for relocation nor can it handle the whole Pandora's box of family problems which are frequently exposed by displacement or threat of displacement. These problems while difficult are run-of-the-mill to a relocation service with established relationships with social agencies and other community welfare organizations.

Complications and misunderstanding has ensued when relocation service is legally required and provided for families displaced by urban renewal but not available for families dislocated by other types of public acquisition programs which may be operating in the same general neighborhood.

The establishment of a multitude of separate relocation services in connection with each of the many potential land acquisition and code enforcement programs obviously would not meet the need effectively.

Preferably, one relocation agency with well developed associations with both private property managers and real estate officers and other sources of housing and established procedures for referring families with social problems to appropriate community agencies should be established. It might be established as a new agency or through coordination of the County and municipal Housing Authorities. The agency would set up temporary field offices convenient to acquisition sites for the relocation period of specific projects. Code enforcement agencies, in particular the County Health Department, would have a close working relationship with the relocation service, but have no responsibility for relocation itself.

Where relocation was occasioned by state highway programs, the highway department should contract for relocation service with the relocation agency just as the Redevelopment Authorities do in connection with renewal projects. The City or County would finance relocation service for families displaced because of code enforcement.

In connection with the Federally assisted renewal program, the Federal Government has provided 100% grants to cover payments to families and businesses for moving expenses. In some cases it will pay the cost of the first month's rent of the family in the new location. No funds are currently available for families displaced by other programs such as highway acquisition or code enforcement.

This lack of moving expense payments and other direct subsidies to the affected families should not delay the establishment of the central relocation referral service. While the payments are of unquestioned value in easing the pains of dislocation and speeding the relocation process, the referral service provided by the Relocation Office in and of itself is of great value in both expediting the programs involved and in helping families and businesses make involuntary moves.

Many families are inadequately prepared to enter the real estate market. Advice and assistance can help establish their confidence and give them information and guidance on which to make an intelligent housing choice. Many families affected by clearance projects and code enforcement have various types of problems not connected directly with their housing which can be alleviated by referral to appropriate health, welfare, or community service agencies. Relocation Services have become expert in referring these families to the proper source of help.

Relocation staffs have developed special techniques and expertness in assisting families which have to move. Often they are underused when limited entirely to a specific renewal project. By extending their scope to all clearance activities and code enforcement displacement, the total renewal and community development program can move ahead much more rapidly and more effective use made of valuable talents.

In the immediate future a substantial continuing workload of relocation will be developed out of governmental programs not directly tied into Federally-aided renewal projects. It is estimated that some 900 families per year will be displaced by highway acquisitions in Allegheny County. A single pilot code enforcement program covering blocks on the North Side has uncovered over 300 families occupying dwellings in excess of legal limitations. Code enforcement alone if undertaken on a systematic county wide basis would unquestionably generate a large relocation workload.

COUNTY WIDE DEVELOPMENT COORDINATION

COUNTY-WIDE DEVELOPMENT COORDINATION

Recommendations:

1. County Development Coordination - The County Commissioners should consider establishing the position of County Development Coordinator in the Office of the Board of County Commissioners with responsibility for coordinating all county governmental functions relating to economic and physical development including urban renewal.

The County Development Coordinator would be the top staff liaison position for county government with county and municipal civic, private and public agencies involved in economic and physical planning and development. He would provide information and advice to the County Commissioners and departments of county government engaging in physical development programs. He would provide advisory service to municipalities and serve as executive secretary of the proposed coordinating committee.

2. County Renewal Coordinating Committee - The County Commissioners should be encouraged to consider creating an official coordinating committee which would be advisory in nature and have for its broad purpose, proposing policies relating to urban renewal to the Board of County Commissioners and initiating action among the many groups which have important roles in the urban renewal process. In organizing the committee, representatives from the cities, the municipal associations and the technical heads of county departments involved in urban renewal should be included.

Findings:

Analysis of the scope and impact of a potential urban renewal program in Allegheny County points to increased emphasis on the County as such as a focus for planning, programming and the coordination of economic and physical development activities.

Although many development problems have a wider regional basis, the County is the dominant area in the region and includes the major part of its population, economic activity and wealth. Furthermore, County government is responsible for many development functions.

If development plans and programs are not to lie dormant, they must receive constant attention at the highest levels of County Government. They require strong administrative leadership.

In Allegheny County strong over-all leadership can only be provided at the level of the County Commissioners. However, in order to achieve effective continuing coordinative action the County Commissioners need high caliber staff assistance.

Most of the urban areas which have moved furthest in achieving a good urban renewal program have established a high level position in the top administrative office in the local government to coordinate, expedite and follow-up on development programs. Among others these include: Philadelphia, New Haven, Baltimore, Boston and Pittsburgh. Although the positions have different titles and are assigned varying amounts of responsibility in different cities, they all have the overall job of coordinating renewal activities with other economic and physical development activities. They represent the Mayor or head of government in working with private and civic groups interest in community development, or planning capital investments.

Establishing a position of Development Coordinator in the Office of County Commissioners and staffing it with a highly competent person would be the first step toward such continuing coordination of urban renewal with other public and private physical development and economic development activities in Allegheny County.

The County Commissioners and the proposed Development Coordinator should consider establishing an official advisory coordinating committee which would propose policies concerning county-wide urban renewal. This committee which should be broadly representative of municipal and county government would review renewal program proposals and make recommendations to the Development Coordinator and the County Commissioners. The members would provide a continuing liaison with the municipalities and the various department of county government.

U. S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
OFFICE OF COMMUNITY DEVELOPMENT
WASHINGTON, D. C. 20548

COORDINATION OF URBAN RENEWAL
AND
SCHOOL PLANNING AND DEVELOPMENT

COORDINATION OF URBAN RENEWAL
AND
SCHOOL PLANNING AND DEVELOPMENT

Recommendations:

1. Study of School Planning and Renewal -

A study in depth should be made of potential gains in program improvement and savings in public funds to be achieved through relating urban renewal to the improvement of older public schools, the expansion of school sites, the acquisition of new sites and the construction of schools in Allegheny County. The study should be made under the joint sponsorship of the County Board of Education, the County Planning Commission with the cooperation of individual school districts. Also included should be the County Re-development Authority.

In part such a study might be financed with Community Renewal Program Funds. Other possible sources of financing would include Foundation grants, school planning funds or Federal Demonstration Grant funds. The study should include a plan for school location and improvement with special reference (1) to the different educational needs of the specific areas in the county (2) the best use of schools as community centers and stabilizing factors in both new and older neighborhoods and (3) the financial advantages to be gained through urban renewal both in school site acquisition and through the use of school improvements as non-cash grants in aid to renewal projects. The study should concern itself with schools and renewal in the county outside of the City of Pittsburgh.

Findings:

An urban area which fails to provide the best schools it can afford - not only shortchanges its youth, but also falls behind in the competition with other urban areas for added economic opportunity. The vital relationship to urban renewal of public facilities which directly serve residential neighborhoods such as schools, parks and playgrounds has been recognized both in the State and Federal laws governing urban renewal and in the theory and practice of city planning.

The provision or improvement of school facilities may be included as part of urban renewal projects. The Federal Housing Act of 1949 as amended recognizes these facilities when financed by a state or local public funds as possible local non-cash grants-in-aid to the extent that they serve the project. They can help make up the local share of net project costs.

Many cities in developing urban renewal programs, in particular for the improvement of older neighborhoods without substantial clearance have shaped their programs in part around the improvement of existing schools, the expansion of school sites, or the building of a new school building.

These cities have sought to take advantage of the saving incurred by acquiring school sites through the renewal process and the credits earned through being able to count all or part of the school costs as non-cash grant-in-aid to the project.

The great expense of acquiring and clearing built-up property has frequently inhibited the expansion of school sites in older areas.

This cost has averaged \$150,000 per acre in residential areas acquired by the Urban Redevelopment Authority of Pittsburgh, for example. Cost to the School Board may be reduced by as much as two-thirds however, if the property is acquired by the Redevelopment Authority through the renewal process and resold to the School Board for its value as cleared land.

Further, if located in Federally aided renewal areas or serving these areas, a school improvement may be credited to the local share of the net cost of the project and matches two or three times its cost in Federal Grant.

In addition to substantial sums which may be saved over a period of years through coordinated school and renewal planning and development, other advantages can accrue to the neighborhoods. Schools can be planned as part of the total neighborhood planning process and be designed and built to make a maximum contribution to community well-being.

Good schools have been long accepted as necessary to good residential neighborhoods. The reputation of its school system is a major asset to a neighborhood, whether city or suburban. It is a primary drawing card for families with children. In older areas attention to the nature of the school program and the condition of school facilities is of first importance in establishing neighborhood stability and reversing the trend toward obsolescence. Thus, the planning report on schools for the Homewood-Brushton neighborhood in Pittsburgh states:

"Nothing is more important to the vitality of a neighborhood than its schools. For some families it can be a determining factor in their decision to remain in an area or move elsewhere. Schools are therefore more than just a place where children are educated. They also must perform a second, often less recognized function of helping preserve and renew the neighborhood."

Many city plans are based on the elementary school as the principal focus of the residential neighborhood. The proper extent of an urban neighborhood has frequently been defined in terms of the service area of an elementary school.

In only one of the urban renewal projects currently being planned in Allegheny County, in Wilkinsburg, school improvement has been included as part of the renewal project plan, with potential advantage to both the school district and the renewal project -- and thus to the taxpayer and resident.

No overall study of the potential relationship between schools and renewal and the gains to be achieved through coordination has been made, for Allegheny County.

A close working relationship has already been established between the Pittsburgh School Department and the City Planning Department in developing the Community Renewal Program in coordination with school improvement, expansion and replacement plans.

As long lead times are involved in both the construction or major improvement of schools and in the planning and development of renewal projects, coordination must start with advanced programming and planning and not wait for the development of final project plans.

COORDINATION OF URBAN RENEWAL
AND
HIGHWAY PLANNING AND DEVELOPMENT

COORDINATION OF URBAN RENEWAL
AND
HIGHWAY PLANNING AND DEVELOPMENT

Recommendations:

1. Pilot Coordination - The work of the North Side Highway Coordinating Committee in developing a highway system for the North Side should be considered a pilot project to work out coordinative techniques between highway planning and renewal throughout the county.
2. Amendments to Highway Code - Local City and County Officials and civic agencies should work with the State Highway Department to get the highway code amended to facilitate right-of-way acquisition.
3. Street and Highway Standards - The County and major municipalities should work together through their planning commissions and appropriate municipal departments to develop and adopt criteria and design standards for streets suited to local conditions and needs.
4. County and City Highway Plans - In conjunction with general planning the County and municipal planning agencies should expedite the preparation of detailed long-ranged highway plans which can be aggressively supported and coordinated with the work of the State Highway Department.
5. Coordination in Pittsburgh City Planning Department - The long term responsibility for coordination between local interests and state highway planning in the City of Pittsburgh should be lodged in the City Planning Department. The City Planning Department would work with other City Departments such as the Bureau of Traffic planning as well as the Urban Renewal Coordinator, the Urban Redevelopment Authority, neighborhood organizations and major

property owners. This long term responsibility should be fixed immediately as the need for coordination exists in many areas of the city.

6. Using Urban Renewal for Highway Acquisition - All right-of-way acquisitions for major highways in Pittsburgh should be handled through the urban renewal process.
7. Re-evaluation of Pittsburgh Streets - The City of Pittsburgh should evaluate its total street pattern with an eye to eliminating unnecessary streets.

Findings:

Coordination of highway planning with local urban renewal plans has been the subject of much talk and writing but, relatively little effective action throughout the United States.

The Pittsburgh Area is no exception to this pattern.

The recent work of the Mayor's North Side Highway Coordinating Committee in developing a highway system for Pittsburgh's North Side has begun to set a new pattern which should be considered a pilot project for working out coordinative techniques for highway planning and urban renewal throughout the County.

In the past prolonged battles over general route locations, between local public and civic leaders and State Highway Officials and consultants have frequently occurred. Even where renewal and highway locations co-incide, there has been much disagreement over design details affecting land use patterns and connections to local streets. Meanwhile, substantial delays develop and potential economies in acquisition costs fail to materialize. Incompatible relationships between highway and adjoining land use result.

Achieving Effective Coordination

The Urban Renewal Impact Study has been concerned with identifying methods of achieving better coordination and the steps which can be taken to make both highway planning and development and urban renewal more effective.

Too often, the process of coordination has been equated with holding a meeting at which different viewpoints are expressed, and no real inter-action takes place. Effective coordination, as envisioned in this report involves much more. It requires a mechanism for not only bringing parties together early and often and forcing joint decisions and appropriate follow-ups, it also requires techniques for analysis and standards and guides which all parties can accept. It involves attitudes conducive to coordination - especially a willingness to try new approaches. Finally, it involves much intensive thought and effort.

Most usually in the past state highway planning has been concerned with rural and suburban areas where there has been relatively little impact on areas subject to other kinds of public development programs. In recent years, however, state highways have to a much greater extent passed through urban areas, frequently blighted or declining neighborhoods, subject to renewal action and other governmental development programs. Here the advantages of joint planning of the highway program with the other development programs and integrating their staging are obvious.

Planning for highways should take into account the relationship of the highway with connecting arteries as well as its effects as a through traffic artery. It must consider the impact of the highway upon adjacent areas whether or not access to these areas is provided. Where other public programs are involved, such as urban renewal, there should be a high degree of cooperation preferably under the guidance of the official local planning agency.

Primarily, the justification for effective coordination at the local level is to achieve a sound overall pattern of urban development including a balanced system of highways and local streets.

Benefits of Coordination

Basic Highway benefits of such coordination include:

1. Costly severance damages can be eliminated where land acquisition can be coordinated with renewal thus reducing total right of way costs.
2. Often coordination may allow a route of lower total cost to be selected.
3. The highway agency can be relieved of property acquisition and relocation responsibilities. Sometimes ultimately total higher cost routes have been selected to avoid relocation problems.
4. The economic and public relations problems caused by scattered, small and often blighted remnants can be avoided.
5. Better highway design can be achieved because adjacent development pattern is known and properly relocated to the highway.

Renewal also benefits from coordination including:

1. A renewal plan can be designed concurrently with the highway passing through or adjacent to the renewal project area so that the physical relationship between the highway and adjoining development is compatible and does not leave remnants or a developmental no-man's land.
2. Potential private developers in the renewal area are not faced with uncertainties about the highway which may inhibit their participation in the renewal project.
3. With joint acquisition, the full benefits of the highway improvement as reflected in land value

can accrue to the renewal project rather than to private owners which results when a new highway right-of-way acquisition either precedes or succeeds renewal by a substantial period.

Major Community Development Benefits are:

1. Maximum use is made of public capital resources by eliminating severance benefits and the avoidance of public expenditures by one agency for facilities which will be made unnecessary or will be demolished by the project of the other agency at some future date.
2. Maximum public and private economic benefits are achieved by effectively relating transportation with other land uses.
3. The delicate problems of family and business relocation are placed with local agencies skilled and sympathetic in such work.
4. Successive disturbance of the same area by two major projects is avoided.
5. Sound progress is made toward achievement of integrated community development objectives.

Impediments to Coordination

One of the principal impediments to achieving effective coordination of highway planning with local community and renewal planning has been the traditional highway engineering attitude toward minimizing right-of-way costs and avoiding the admittedly complex and unpleasant task of family and business relocation. In Pittsburgh's topographic situation, many routes which avoid acquisition of developed property involve the substitution of increased construction costs - for structure or major grading. Furthermore, in bypassing some development (often substandard already) it becomes isolated and therefore undesirable in the process of being "saved". Renewal officials have learned to administer relocation with skill and sympathy. A transfer of much of the relocation burden to local renewal agencies would appear to lead to a more balanced view of right-of-way location factors than at present.

Another major area of misunderstanding is the oversimplified view which highway officials have taken of the economic and aesthetic impact of highways on surrounding development. The blighting influence of isolated remnants or severed properties tend to be minimized.

The present cost-benefit analysis technique applied by highway engineers is inadequate for urban situations. It must be modified to reflect costs other than point-to-point road

user costs. For example, present formulas, if literally applied, do not take into proper account benefits to local rather than through traffic users. The economic impact on surrounding property is also ignored until the shouting starts at the "economic effects hearing". The techniques as applied and reported in engineering studies made for Pittsburgh area highways have consistently utilized techniques that are applicable only to rural highway construction where point-to-point benefits can readily be evaluated and where the fundamental decision is that of selecting the most advantageous route with the road user and highway construction costs as the only important factors.

A final impediment to coordination from the highway officials' viewpoint is the problem of "secrecy". Yet case after case can be cited to prove that the only way to stop unethical practices from affecting R/W acquisition is a policy of full disclosure and free discussion of alternatives. The BPR could do much to kill this impediment by requiring full disclosure at all steps rather than waiting until the economic affects hearing data.

Scope of Highway Program

The future acquisition of highway rights-of-way in Allegheny County, and especially in the urban core, will result in substantial demolition of existing structures (residential, commercial, and industrial) and the relocation of many families. It is interesting to note that:

- a) Acquisition in the 10 years from 1950-1959 totaled \$33,500,000 and affected about 500 families. By contrast, the North Side Pittsburgh expressway system alone will involve over \$26,000,000 in right-of-way costs and will involve the relocation of over 2500 families within the next 10 years. Thus, the past pattern is not a sound indicator of future patterns.
- b) National projections indicate that 100,000 families will be relocated as a result of highway construction each year in the early 1960's. The estimate for the City of Pittsburgh for relocations due to major highways construction only is approximately 600 families per year and 300 families per year for the remainder of Allegheny County.
- c) In the Pittsburgh area, substantial portion of the housing stock to be demolished by highway construction will be obsolete if not sub-standard or will be located in obsolete neighborhoods. Some demolition, however, such as that on the present extension of the Penn-Lincoln Parkway to Monroeville, will remove relatively modern housing in new neighborhoods.

In the less urbanized areas of Allegheny County, for a variety of reasons, it will be difficult to generate and apply a renewal approach to highway right-of-way acquisition even where the nature of existing development could legally justify use of the renewal process. In such cases it will be most desirable if the state highway department has the power to make excess condemnations for purposes of minimizing conflict with surrounding land use, and reducing severance damages, eliminating remnants, and otherwise integrating the highway with the adjoining development areas.

Desirable Changes in Right-of-Way Acquisition Laws

Pennsylvania present right-of-way acquisition laws are inadequate. These inadequacies have been recognized by the State Highway Department and legislation was introduced in the 1959 legislative session to improve the situation. Only a few significant changes were made in that session: mainly, elimination of the requirement that right-of-way plans must be prepared at the same time as construction plans which tended to inhibit any move toward advance acquisition and also the elimination of the requirement for a maximum right-of-way of 120 feet which inhibited the use of modern design techniques such as terracing of highways in hilly terrain at different levels to minimize grading costs.

Among the major legislative improvements still required are the following:

1. Permit purchase in fee simple rather than the present restriction entirely to purchase of easements.
2. Power of excess condemnation where such action will permit acquisition of full properties to avoid severance damages or eliminate uneconomic remnants or for other legitimate purposes. In some situations, but not as a primary objective, the land acquired through excess condemnation may ultimately be resold for combination with other property for a public or private development and the state is likely to receive a price substantially in excess of the cost of acquisition. Thus, the appreciation in property value generated by the highway would be realized in part by the public rather than as an unearned increment to private property owners. Ultimately the power of excess condemnation might be extended to provide for greater control over development patterns in the vicinity of highway interchanges although there is considerable disagreement to whether this purpose should be accomplished in this way or through other forms of control over development patterns.

3. Legal power to acquire R/W well in advance of construction to minimize cost and avoid disruption of development.
4. An appropriation to establish a revolving fund for advance right-of-way acquisition. California had a \$30,000,000 revolving fund for this purpose and estimates that it has saved \$250,000,000 since 1953 through its use. Ohio also has such a fund. In the absence of such legislation it is not possible to make sound advance acquisitions except in areas where a renewal project can be coordinated with a proposed highway development.
5. Technical improvements in the power to limit highway access - either fully or partially.

Steps Toward Coordination

A number of states have established special positions at the local level in the highway department with the express function of developing close working liaison and effective coordination between highway and local planning. These positions are in addition to state-level planning and research departments.

In recent years, the Pennsylvania State Highway Department established a Planning and Research Division which has made significant contributions to more effective highway planning. Pittsburgh experience to date indicates that the existence of only a state-level planning unit is inadequate. Furthermore, most attempts at coordination if they are to be effective must include direct relationships through to the design personnel who are normally private consulting engineers. Such relations must now be handled through district administrators of the highway department who are already overburdened with many other assignments. In further support of such a concept, several of the major Pittsburgh area utilities have in recent years assigned highly responsible individuals to coordinate with public agencies at both the planning and execution stages.

Until recently there has been evidence of a lack of comprehensive and aggressive attention to highway planning coordination by local planning agencies. Both the City and County Planning Commissions which should be dominant factors in this situation have not completed important comprehensive planning steps which would equip them to be technically effective in attempting to control highway location and design decisions. Both agencies have lacked sufficient competent staff to maintain adequate working relationship with highway planners even if a good coordinating relationship existed. Finally, neither the executives of lay members of these two agencies have made a real attempt to force coordination in general, although in a few instances specific highway proposals have been forcefully pursued.

The contacts of these agencies with highway officials and engineering consultants have been generally of a bargaining and sometimes of an antagonistic nature. They are not normally of the highly cooperative or collaborative nature essential to effective results. In the one major instance in which the full local public and civic planning force was mobilized to achieve a locally acceptable highway location decision (Northside Lower Belt-Upper Belt), the decision favored the local view. However, an enormous amount of energy and time was diverted from other important tasks to achieve a result which could have been worked out several years before with a minimum of friction and energy if proper coordination had existed. Furthermore, having achieved a satisfactory location decision, the prior lack of coordination as well as the lack of an effective mechanism for current coordination has resulted in further significant disagreements with regard to important design details, such as ramp locations, the effect on abutting industries, etc.

Federal Coordination

Until early 1961 there existed no mechanism for coordination at the Federal level between the Urban Renewal Administration and the Bureau of Public Roads. Now, by agreement, these agencies are committed to the promotion of more effective coordination of local community planning and highway planning. In order to stimulate such efforts both agencies will make available funds for joint studies which they hope will demonstrate the benefits of coordination, develop mechanisms and techniques for coordination, break down barriers to coordination as a result of working experience, and, finally, will indicate to these agencies changes in their own procedures which may facilitate coordination. The Pittsburgh area is somewhat ahead of this proposal in that the Pittsburgh Area Transportation Study is nearly completed and promises to establish a mechanism for coordinated long-range planning of major highway locations. The need for better coordination at the detailed design stage for individual projects however, makes it desirable to explore a possible formal joint pilot project under HHFA-BPR auspices.

Review of Local Street Patterns

Examination of the street pattern of the City of Pittsburgh and other sections of Allegheny County indicates that these arteries and the related major highways do not constitute a logical system. Many streets have been overbuilt in relation to present or even past or expected future traffic service needs. Currently, there is an excess of streets in many areas. One of the prime objectives of renewal even in non-clearance renewal areas, is the conversion of excess street area to other uses. The slope areas of the City and County are laced with streets for which there is no sound economic justification. Many municipalities elsewhere in the U.S. have developed standards for local highways and streets and utilizing these standards, have planned a classified

system of local arteries. The Pennsylvania State Highway Department has an organized set of standards which relate their design to traffic requirements.

Esthetic Considerations

There has been a great lack of concern for esthetic factors in highway design. This in turn is apparently the result of a complete lack of recognition of the tremendous negative impact on surrounding development patterns which esthetically displeasing structural design or grading can cause. The Pittsburgh district is cluttered with inept examples of the use of standardized structural designs in areas which merit specialized treatment to harmonize the highway structure with surrounding development. Perhaps the most obvious example is the structural treatment of the Crosstown Boulevard in the Forbes-Fifth area of downtown Pittsburgh. Likewise, the extensive cutting of tree-covered hillsides in situations where alternate routes are available resulting in scars which will be difficult if not impossible to correct.

Potential Future Program

A preview of right-of-way acquisition expected in Pittsburgh from 1960 to 1970 indicates that:

- a) Over \$40,000,000 will be spent for right-of-way in the City of Pittsburgh alone, involving the relocation of over 6,000 families as well as dislocations of many commercial and industrial enterprises.
- b) All but one of 14 expressway projects is now or could be incorporated into an existing or proposed renewal project area.

The right-of-way acquisition program in Allegheny County outside Pittsburgh between 1960 and 1970 will:

- a) Involve over \$20,000,000 for right-of-way acquisition, and the relocation of over 2,000 families in addition to commercial and industrial relocations.
- b) Offer a number of opportunities for acquisition of right-of-way through the renewal process.
- c) Involve primarily situations in which adequate right-of-way acquisition laws and effective highway planning and design coordination with local community planning could avoid unfavorable impact on adjacent development areas without the need for use of the renewal process.

- d) Involve a number of situations in which related programs of slope clearance and conservation, access elimination and other measures (involving only limited property acquisition and structural removal) can be utilized to improve the quality of existing highways.
- e) Will offer opportunities for substantial savings in highway right-of-way through advance acquisition, excess condemnation to eliminate severance damages with controlled later resale of the excess, and other techniques - at such time as necessary legislation is passed.

Achievement of effective coordination will require formal administrative arrangements to bring together the appropriate parties for uninhibited exchange of plans and problems from the time of initial conception of project proposals through the execution stage. What is needed now is action to establish a formal mechanism, even though many operating details remain unclear. Future experimentations will help to refine the process of coordination between community planners, highway department officials, engineering consultants, renewal project planners and others.

PRESERVATION AND RENEWAL OF SLOPE AREAS

PRESERVATION AND RENEWAL OF SLOPE AREAS

Recommendations:

1. Pittsburgh Slope Renewal Program - The Pittsburgh Urban Redevelopment Authority working with the Pittsburgh City Planning Commission and the Park Department should undertake an organized program of steep slope renewal within the City of Pittsburgh.

The Pittsburgh slope renewal program would be closely coordinated with other renewal activities and become a basic part of the Community Renewal Program for Pittsburgh.

2. County Slope Area Study - The County Planning Commission in collaboration with other agencies should launch a comprehensive study of all steep slope areas in the county (outside of the City of Pittsburgh) to identify ownership, present use, and best potential use including standards of development for slopes which can be effectively and economically developed.
3. Slope Acquisition Financing - The Pennsylvania Economy League in cooperation with the Western Pennsylvania Conservancy and the County Planning Commission should explore methods of financing a slope acquisition program for Allegheny County which would utilize both public and private resources, fiscal and otherwise, in order to preserve and/or renew slope areas best left as undeveloped open space, parkway or park land.

Findings:

"The situation of this town is altogether beautiful, surrounded by highly cultivated country and beautifully wooded hills which form an amphitheater..."

Mrs. Basil Hall to her sister in London,
Pittsburgh, June 9, 1828.

"You slice the hills open, and the scars show for miles and miles. You turn them into dumps, and the visual stench reaches into the next county...And visual pollution encourages everyone within sight--which might include a million or so people--to go and do likewise.

This obviously happened in Pittsburgh where not long ago, I had my first chance to walk across and ride around and peer in some detail at the topography of a magnificent, and a magnificently ruined, landscape".

Grady Clay in Landscape Architecture
Winter 1959-1960

Pittsburgh and Allegheny County have been profligate in the past in destroying and neglecting the natural beauty with which they were so bountifully blessed.

A great asset and major characteristic of this urban area, its hills and valleys penetrate the most developed parts of the county and bring greenery, trees and wild life close to the doorsteps of many city dwellers.

Almost 30% of the land area of Allegheny County is in slopes of 15% or more, much of it uneconomic for development and suited best to remain as parkland and wild area enhancing the view and providing recreation areas. Some slope areas can and should be developed, but with special techniques and requirements which will assure harmonious and economically feasible buildings which can be properly and efficiently serviced by streets, utilities and community facilities.

The National Congress in Title VII of the Housing Act of 1961 authorized a new program of grants to States and Local bodies to assist in the acquisition of permanent open space land. The purpose of this enactment was in the words of the Housing and Home Finance Agency:

"to help curb urban sprawl and prevent the spread of urban blight and deterioration, to encourage more economic and desirable

urban development, and to help provide necessary recreational, conservation and scenic areas by assisting public bodies in taking prompt action to preserve open-space land essential to proper long-range development in accordance with plans for use of the land for open space purposes".

Although the relatively small amount of \$50 million was made available for federal grants which could not exceed 20% of the cost of open-space land or under some circumstances 30% of such cost, this may be the forerunner of a much larger program in the future. Allegheny County should be in a position to take advantage of a program of Federal aid of this sort.

The extent of the slope areas in Allegheny County, the fact that many of them had been developed in improper and haphazard fashion in the past, and the possibility of preserving and enhancing many open slope areas still remaining in their natural state caused the Urban Renewal Impact Study to single them out for special consideration. The results of this analysis will be published as a special report on Slope Renewal. It is only summarized here.

The study and analysis of the preservation and renewal of slope areas consisted of two parts, (1) a detailed investigations of the possibilities of a slope renewal program for Pittsburgh and (2) a general survey of the problem in the County outside of Pittsburgh.

Programming Slope Renewal in Pittsburgh

The heavily blighted steep slopes of Pittsburgh offer a dramatic renewal challenge. The challenge and the opportunity can only be met by a comprehensive program of planning and renewal action.

If the steep slope areas were currently underdeveloped, it would be only necessary to determine which slopes should be conserved in a natural state and which are suited for special types of development. Unfortunately, much inappropriate development has taken place on the steep slopes of Pittsburgh and some adjoining communities. The City faces the problem of removing uneconomic, largely blighted development from its steep slopes and adjacent hilltop and valley areas.

During the period from 1890 to 1910, (see page) a period of rapid industrial and population growth, there were frantic efforts to provide additional housing for workingmen and families. The fervent pleas which were made by the planners of the day to preserve the slopes were largely ignored. The unscarred slope areas remaining in their natural state today escaped mutilation because of the extreme difficulty of obtaining access and of providing sound development.

The concept of conserving the natural beauties of the slope areas and removing unsound development is not new. Beginning with Frederick Law Olmstead at the turn of the century there have been periodic studies, policy statements and small scale efforts to meet the problem. These efforts have been mostly frustrated. Only in recent years has the City regulated slopes against unsound development. As yet, no significant treatment of existing blight has occurred.

In the past efforts and plans to tackle the problem of the slope areas have concentrated attention on aesthetic considerations without developing the very real economic factors involved. The Urban Renewal Impact Study has concentrated on both economic and aesthetic aspects. It is believed that a coordinated and continuing program of steep slope renewal can capture the interest, imagination and support of the Citizens of Pittsburgh.

The positive factors of such a program include:

1. The stimulus which clearance of slope blight can give to adjacent hilltop and valley renewal and development.
2. Prospects for dramatic new designs for residential and special purpose use of the steep slope areas.
3. The enormous aesthetic and psychological impact which naturally beautiful open-space areas can have on the community and its national reputation.
4. Large scale saving of uneconomic public capital outlay and maintenance expenditures.
5. The relative low cost of specific steep slope area treatment will permit a number of simultaneous projects throughout the City, thus reinforcing and stimulating widespread self help renewal of good neighborhoods, which now abut blighted slopes.

Over 45% of the 35,000 net acres in Pittsburgh (excluding streets) is in open-space land use. Of this 33.7% is vacant. Parks and playgrounds constitute 7.5% and cemeteries and golf courses 4.6%. Of the vacant area about 85% or 8400 acres is probably unfit for private development because of excessive slope. Much of this vacant slope area is intermingled with scattered, mostly blighted, residential development of steep slopes. The bulk of publicly held tax delinquent property is in the steep slope areas. Of 4080 acres acquired by the taxing bodies between 1947 and 1959, 2226 were in slope areas of 25% or greater grade while most of the remainder was in areas of 15% or more slope.

Many of the steep slopes still in natural use are threatened by unsuitable development, dumping or other abuse. Most of these could be acquired at very low cost especially if associated with renewal of adjacent blighted slope areas.

As they stand the developed slope areas are uneconomic. They represent a very scattered development pattern which greatly increases the unit cost of municipal capital investment and service and utility maintenance far above these costs in typical developed areas. Eighty-five percent of the land in 47 renewal treatment areas which have been identified is vacant.

The residential and other development on the slopes is difficult to get to for refuse collections. Large maintenance expenditures are required for unimproved streets, frequent cleaning of sewer drops, repairing washouts, cindering of roads during the winter, etc. In many cases walls, sewers, and water lines are old and require major emergency capital outlays. Meanwhile, the old blighted structures produce very little in property tax return to the taxing bodies.

The blighted development on slopes--it is estimated that as much as 50% of the dwellings are substandard--depresses values in surrounding areas. Many slope areas with private development potential have had no new building for over 50 years because of blighted buildings already there. Other areas fit logically into park expansion plans and will provide good developed areas with a protective backdrop. Actually private investment in steep slope area is presently "trapped" with no potential market.

Present zoning regulations have not provided effective controls over grading. Along major roads this has resulted in ugly and potentially unstable cuts into hillsides to provide buildable sites for commercial and light industrial use. Public agencies have set poor examples by bulldozer construction practices which have produced ugly scars and anachronistic warnings "Caution - Falling Rock".

Except for the recent withholding of tax delinquent slope properties from sale, nothing has been done to implement the many recommendations which have been made for the conservation and intelligent use or renewal of slope areas periodically over the last fifty years.

It is proposed that the City of Pittsburgh undertake an organized continuing program of steep slope conservation, renewal and planned development, allocating a part of its available renewal resources to this slope program annually. The details of a proposed pilot program have been developed as part of the Impact Study and will be presented in some detail in a subsequent report. The study has identified and tentatively delineated 47 slope renewal areas. It is anticipated that \$400,000 of local resources annually would be required for the program as outlined during the first five years and \$800,000 annually during the next five years of such a program.

Benefits of Slope Renewal Program

Regardless of whether these precise resources are made available, a programmed approach to slope renewal and its coordination with other renewal efforts through the Community Renewal Program and with other major public and private development activities is highly desirable. Many economics can be achieved through it. Basing its work on the groundwork laid in the Impact Study and in other studies, the City of Pittsburgh should develop and undertake an organized program of steep slope renewal utilizing the Urban Redevelopment Authority of Pittsburgh, the City Planning Department and the City Park Department.

The potential opportunities and benefits from conservation renewal and planned development of steep slopes are both economic and aesthetic.

The major economic benefits can be summarized as follows:

1. Eliminate scattered, blighted, and uneconomic development pockets which are a disproportionate drain on public resources.
2. Provide a stimulus to the upgrading and continued maintenance of existing developed areas adjacent to slopes. Of course, the basic stimulus may require further steps to achieve full results, just as new parks do not automatically uplift adjacent old neighborhoods.
3. Generate new thinking about steep slope development design and ultimately new investment in selected areas because of the natural attractiveness of "view sites" once surrounding blight has been removed.
4. Eliminate the possibility of new problem areas being created.
5. In selected cases, help preserve the capacity of major roads by eliminating roadside development access.

Major Esthetic benefits are:

1. Permanently conserve existing natural hillside areas with all their well-documented human usefulness which should be retained by placing them under full public ownership.
2. Create new natural areas by removal of unesthetic as well as uneconomic development. The long-range impact of large scale effort of this type could dramatically alter the unfortunate esthetic reputation of Pittsburgh - an impact possibly even greater than smoke control.

3. Set the stage for development, not as a renewal function but as part of the capital program, for park facilities, of lookouts, trails, and other facilities to provide appropriate public access to the most dramatic views. Also provide for logical extension or boundary protection of existing parks or for new park sites at least on the perimeter.
4. Create a whole new image of Pittsburgh, which like smoke control will have economic implications.

Conservation and Renewal of Steep Slope Areas in Allegheny County Outside of Pittsburgh

Unlike a substantial part of the slope in Pittsburgh, in much of the rest of the County steep slopes have not been blighted by scattered uneconomic development. Many open slope areas remain in their natural state and should be protected against improper development, and in many cases preserved as natural areas enhancing the living environment for the people of the county indefinitely into the future.

Two types of study should be undertaken promptly to provide the basis for a county wide program of steep slope conservation and renewal. The County Planning Commission in collaboration with the municipalities, and the responsible state agencies should make a comprehensive study of all steep slope areas in the county identifying ownership, present and best future use and methods for controlling future development where development is indicated.

It is also recommended that the Pennsylvania Economy League, in collaboration with the County Planning Commission and the Western Pennsylvania Conservancy develop a slope acquisition program to explore all of the potential methods of acquiring slope areas for permanent use as open-space utilizing both public and private resources.

Allegheny County and its municipalities have a remarkable opportunity to preserve the recapture their natural heritage through developing a program of conserving and renewing steep slope areas.

Steep slopes include 30% of the total County area. In many cases their best and most economic use is their preservation as green open space in the growing urban area. If developed without appropriate controls, they would lay up for the future the same sort of problems which have been identified in Pittsburgh of excessive costs of service, and maintenance of both public and private facilities and other sizeable dis-economies. Special development techniques, requirements and controls are needed in areas which are considered suitable for development. The proper conservation and development of the slopes is of crucial importance to the effective development of adjacent hilltop and valley land.

Other urban areas have taken effective steps to control development of slope areas. In practically every urban area, the importance of maintaining open green areas to serve the people of the advancing suburbs is being recognized, usually too late for effective action. Allegheny County is fortunate that the very ruggedness of its topography has resisted the monotonous development of flatter land and the slopes have been left due to cost. Time is running out, however, and now, if ever, steps must be taken to protect this heritage for the present and future generations.

Types of Slope Areas in Allegheny County

Four major types of steep slope area have been identified in Allegheny County:

1. Large Relatively Vacant Clusters of Steep Slope Area
 - a) Adjacent to or radiating from County and Regional Parks or institutional properties and thus potentially logical extensions of those public holdings
 - b) Related to existing or proposed major traffic arteries
 - c) Isolated from special situations such as (a) or (b) varying degrees of zoning, ownership, or other protection against unfortunate development
 - d) Strip mined slopes or entire areas - a special category in view of restoration problems
2. Smaller Vacant Slope Areas
 - a) Related to existing subdivisions--covered by long lots, extension of dedicated community park area, held by development company or other alternative
 - b) Adjoining potential development areas thus posing a problem of future control
 - c) Adjoining existing of potential non-residential development area-owned or not owned by development area owner
 - d) Critical for drainage protection by maintaining good cover or providing a channel
3. Slope Areas with Assured Long-Range Protection
 - a) Areas in County and Regional Parks or institutional properties
 - b) Areas in community parks, parkway areas
 - c) Areas in communities with extensive large

lot zoning and related development patterns not likely to be altered in the foreseeable future

- d) Hillside areas adjacent to existing limited access arteries and currently vacant and without current or potential local access

4. Developed Slope Areas

- a) Good development pattern specially fitted to slope conditions
- b) New development which has not applied special design to fit slope condition--subject to early blighting
- c) Scattered, blighted development similar to that found on many Pittsburgh slopes--concentrated in the close in-suburbs and a few mining community valley areas

Responsibilities of Various Levels of Government

While the details of a program of Steep Slope Conservation, Renewal and Control are beyond the scope of the present study, such a program would include responsibilities at various levels of government, private developers and private non-profit organizations.

The County has a leading role in developing a general program for guiding municipal and local programs. It can develop recommended controls for application by local municipalities and provide an advisory service for the local municipalities on planning and protecting conservation areas. A comprehensive steep slope program would probably also call for selective acquisition and management of large areas by the County where such areas can be related to parks, major State and County arteries. The County could utilize various possible methods of acquisition or control which would minimize costs. Among these are purchase and leaseback, withholding tax delinquent property, prompting gifts and legacies from owners who want to see slope areas permanently preserved as natural open space, life tenancy, delayed purchase and a number of other techniques.

In addition, through the County Redevelopment Authority, long term renewal treatment, such as that proposed for the 5,000 acre Collier Township project, could be undertaken for areas which have been blighted by strip mining or otherwise.

The municipal part in the steep slope program would include the acquisition of certain areas for municipal park use either by purchase, donations or otherwise and the development and administration of adequate zoning measures and controls over grading practices.

The State could contribute to the program through donation of State lands no longer needed for State Institutional uses. It could provide slope protection to State Highways through excess condemnation of land for highway right-of-way and could set a high example of proper preservation of the scenic aspects of slopes in road construction. In the recent past the State Highway Department has not shown much respect for the aesthetic aspects of its job at least with reference to slopes. The Etna-Sharpsburg bypass is an outstanding example of the ruination of a scenic and highly visible slope.

The Project 70 proposals of the Governor and the State Planning Board would do much to further the proposed program by providing funds for State acquisition of Regional Parks and Open-space in urban counties and for matching grants for local open-space programs. The proposed Allegheny County program would place Allegheny County in a leading position to take advantage of these proposals if and when they are authorized.

The Federal Government has already allocated some \$50,000,000 for grants to communities to acquire open-space as discussed above. The Federal government might also make donations of excess land to the County Program.

Responsibility of Private Developers

In many ways private developers and builders are key to the successful use of open space. They can help through the careful planning of subdivisions to properly incorporate slopes with other open-space and with developed areas. They can join with municipalities in exploring effective means for dedication of unbuildable steep slope open-space areas in addition to other usable area dedications.

ACCELERATED ACQUISITION OF BLIGHTED LAND

ACCELERATED ACQUISITION OF BLIGHTED LAND

Recommendations:

1. Acquisition Ahead of Renewal Plan - The Pennsylvania Redevelopment Act should be amended to authorize acquisition of property by municipal and county redevelopment authorities in areas declared to be blighted (or subject to urban renewal) by the City or County Planning Commission in the absence of a specific official renewal plan specifying reuse for the area.
2. Acquisition of Individual Properties - The Pennsylvania Redevelopment Act should be amended to allow local urban redevelopment authorities to acquire individual blighted properties either for clearance or renovation when such properties have been designated as blighted even though they may not be located in officially designated renewal areas.
3. Early Acquisition of Property - The Pennsylvania Redevelopment Act should be brought into conformity with the Federal Laws in connection with early acquisition of property in Federally aided renewal projects.

Findings:

Early Acquisition

The local redevelopment authorities in Allegheny County in common with most others are limited to the acquisition and disposition of property within redevelopment projects for which a redevelopment plan has been officially approved.

This limitation has proven to have various inherent difficulties. In the very nature of the redevelopment process, an area is indicated one way or another to be subject to renewal activity well before a detailed redevelopment plan is officially approved. The development of Community Renewal Programs, indicating all of those areas in the community which are likely to be acquired long in advance of action will accentuate the problem. Foreknowledge of potential renewal will have marked effects on the real estate market in the areas affected.

Owners who may wish to sell their property in such areas, may not find buyers. Others desiring to make property improvements are at a loss as to the proper course of action. The value of recent investment in improvement of older property is not likely to be realized in case of forced sale. Mortgage money also is hard to find for this purpose.

Thus, months or years before a formal redevelopment plan will be developed, economic activity in an area may be slowed down and the real estate market gravely affected. The very fact of programming renewal well in advance of action may have the effect of accelerating the blighting processes already in operation.

If the Redevelopment Authority were ready and able to acquire property offered for sale in any blighted area just as it does property within renewal project areas for which redevelopment plans have been approved, this situation could be eased.

Such accelerated acquisition would lessen the relocation load. Rental property acquired early would not need to be re-rented when it became vacant. The relocation process would be accomplished in part at least by taking advantage of the turnover and cutting off the intake.

Because the Authority was acquiring property when the owner wished to sell, the Authority would be in a position to purchase at less cost, certainly with less hardship.

Equally beneficial would be the possibility of building up a land reserve or land bank in the hands of the public agency available for quick disposition and redevelopment upon demand. The whole process of disposition has proven to be drawn out and difficult. Many developers, particularly those whose operation is not large enough to allow them to patiently wait out the process of project planning, acquisition of property, relocation and clearance, have been unable to participate effectively in renewal. In other cases golden opportunities for desirable redevelopment have been missed because the renewal agency has not been able to deliver suitable land when needed.

With the changing economic situation facing the Pittsburgh area, the desirability of being able to provide many types of sites for economic enterprises in order to preserve and strengthen the local economy is evident. If redevelopment authorities were given the right to acquire distressed property when it became available, without being part of a defined redevelopment project, it would add greatly to their flexibility of action.

Adoption and community acceptance of provisions for early acquisition to relieve the owners of distressed and blighted or slum property would help divorce land acquisition from land disposition. The public acquisition and clearance of such property serves a major goal of renewal, to rid the community of structures so deteriorated that they cannot be economically renovated, even though there is no ready resale for a desirable use. Much experience, local and national, demonstrates the fallacy in the expectation that there always will be a lively demand for vacated blighted property. Lack of market in itself should not prevent slum clearance.

Spot Clearance or Renovation

Fourteen hundred and thirty blocks out of some 7200 identified by the United States Census of 1960 in Pittsburgh include one or more dilapidated dwelling units. A similar proportion of blocks in other older communities in Allegheny County likewise contain small number of dilapidated residential buildings. By definition dilapidated units are in such poor condition that economic renovation is unlikely.

In addition to these dilapidated residential buildings, other types of substandard buildings are scattered through older areas. At present a municipality can condemn and tear down such buildings only if they represent serious fire or safety hazards. The process is laborious and difficult, although it has proven effective where used diligently. Many of these individual blighted buildings may not qualify for such condemnation under the police power however. There is at present no provision

for the redevelopment authorities to acquire them except when they are located in officially designated redevelopment project areas. If allowed to remain as crumbling eyesores these buildings discourage and inhibit the efforts of others in the neighborhood to improve their individual properties and engage in a general program of neighborhood improvements. A change in the law to provide for acquisition of individual blighted buildings would greatly assist in the renewal of non-clearance areas, and provide an important supplement to the police power.

-Brought from the table
of the committee on
the subject of
the law of the state

CHANGES IN LEGISLATION

CHANGES IN LEGISLATION

Recommendations:

- A. Changes in Legislation Not Previously Recommended in this Report
1. Status of Former Property Owners:
The status of the former owner of property in a renewal area and any priority he should have in repurchasing rehabilitated property should be clarified by appropriate legislation.
 2. With-holding Building Permits in Renewal Areas - Feasibility of legislation which would enable municipalities to withhold granting building permits for limited periods in areas designated for renewal. Minor repairs to property necessary to public safety and the health and welfare of occupants should not be precluded.
 3. Testimony in Condemnation Proceedings-
 - a. Legislation should be enacted to allow expert testimony as to the price of comparable properties in condemnation proceedings. The period of time within which the price of a comparable sale would be admissable should be left to the discretion of the trial judge.
 - b. Legislation should be considered which would permit court appointed experts to testify in matters relevant to fair market value of property in condemnation proceedings.
 4. Repair of Improvable Property -
Legislation should be considered to permit a municipality or its agencies to repair improvable residential structures which have been certified as uninhabitable under provisions of housing codes. The municipality should be enabled to collect the cost from the owner, file a municipal claim therefore, or collect the cost by action in assumpsit.

5. Clarifying Title - Legislation should be considered which specifically states that by order of the court, title to property in eminent domain may be vested in the Redevelopment Authority prior to the payment of compensation for such property, upon approval and filing of bond by the authority, with sufficient surety to secure the property owners for damages sustained.

B. Changes in Legislation Previously Covered in this Report.

1. Federal

- a. Federal Grants on a Program Basis. (page 44)
- b. Federal Credits for Local Non-Cash Grants-in-aid on a Program Basis. (page 44)
- c. Extension of Three-Fourths Formula to All Cities in Distressed Areas. (page 44)

2. State

- a. Amendments to State Highway Code (page 102)
- b. Amendments to Pennsylvania Redevelopment Act with reference to Property Acquisition (page 127)

3. County

- a. County Financial Assistance for Urban Renewal (page 44)
- b. Revision of Codes (page 81)
- c. Designation of Conservation Agency (page 81)
- d. Establishment of Central Relocation Service (page 87)
- e. Establishment of County Development Coordinator (page 93)
- f. County Renewal Coordinating Committee (page 93)
- g. County Highway Standards (page 102)

4. Municipal

- a. Designation of Conservation Agency
(page 81)
- b. Revision of Codes (page 81)
- c. Establishment of Central Relocation
Service (page 87)
- d. Highway Planning Coordination City
of Pittsburgh (page 102)

Findings:

(Findings concerning legislative changes recommended previously in the report are included in the sections relating to them)

Status of Former Property Owners

Present legislation is unclear as to the priority, if any, which a former property owner might have if his property is acquired by a redevelopment authority, rehabilitated and then resold. Clarifying amendments would be desirable if owners are to have such a priority.

With-holding Building Permits in Renewal Areas

At present municipalities are not able to legally with-hold building permits in areas designated for redevelopment. Granting such permits may lead to expenditures by the owners which are not fully compensable in condemnation proceedings and also increase the price of the property to the local redevelopment authority. Enabling legislation giving municipalities power to with-hold building permits in such potential redevelopment areas for limited periods should be considered.

Testimony in Condemnation Proceedings

Under Pennsylvania law much evidence which would be useful in establishing fair market value for property to be acquired for renewal is not admissable.

The sale of comparable property in an area within a reasonable period of time might afford a method of arriving at a fair market value but under Pennsylvania's rule of law in evidence, expert testimony on comparables is admissible except for the price. As a result, there is usually a great disparity in values between experts of the property owner and authority.

Legislation to allow expert testimony as to the price of comparable properties sold within a certain period, in condemnation proceedings, should be enacted. The period of time within which the price of a comparable sale would be admissible could be left to the discretion of the trial judge. Also, to guide the court in arriving at a fair market price in condemnation proceedings it is further suggested that legislation be considered to permit court appointed experts who would testify as a court expert.

Repair of Improvable Property

A tool which would strengthen the municipality in forcing improvement of property would be to subject property owners who refuse or cannot afford to provide the necessary rehabilitation of the property to an action by which the urban renewal agency

acquires a limited interest in the property. Under the terms of this interest the owner agrees to use the property in certain restricted ways and to make specific improvements for which the urban renewal agency compensates him. A variation of this method has been legalized in Illinois where the legislature has approved the use of the lien power to force compliance to code standards. The city, or one of its agencies, can make the necessary repairs, placing a junior lien for the cost against the property. There is some precedence for this type of action in Pennsylvania. The municipal codes provide that upon the neglect of property owners to repair sidewalks, the municipality may make the repairs and collect the cost, file a municipal claim therefore, or collect the cost by action in assumpsit.

Clarifying Title

Under existing Section 12 of the Pennsylvania Redevelopment Law, Redevelopment Authorities proceed in eminent domain "in the manner provided by law for the exercise of such right" by the organizing municipal body. Under the Second Class County Code, Act of 1953, July 28, P.L. 723, Art. XXVI, Sec. 2606, Allegheny County gets the right to immediate possession of land taken upon approval of the bond which will secure property owners for damages by the Common Pleas Court. An ambiguity is created by the caption to Section 2627 of this Act which declares "Title to vest upon payment of award."

This ambiguity respecting when title vests in eminent domain proceedings has caused confusion and uncertainty in cases involving damage for fire or vandalism, insurance rights or obligations, and in third-party personal injury cases.

In valuation proceedings before Boards of View and the Courts, there has been confusion in deciding "the date of the taking" in respect to the admissibility of photographs of the property taken as demonstrative evidence to aid in fixing valuations as among "the date of the condemnation resolution," the date of tender or filing of bond for damages or the date of payment of compensation.

A clear legislative statement which specifically states that title to property in eminent domain may be vested in the Authority prior to the payment of compensation for such property, by order of the Court, upon the approval and filing of bond by the Authority, with sufficient surety to secure the property owners for damages sustained, should effectively resolve these ambiguities and confusions and result in a better understanding and determination of rights and obligations in eminent domain in redevelopment cases.