



*Mon Valley R/UDAT*

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***Remaking  
the  
Monongahela  
Valley***

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1988

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*Regional/Urban Design Assistance Team  
A Service of the American Institute of Architects*

***March 1988***

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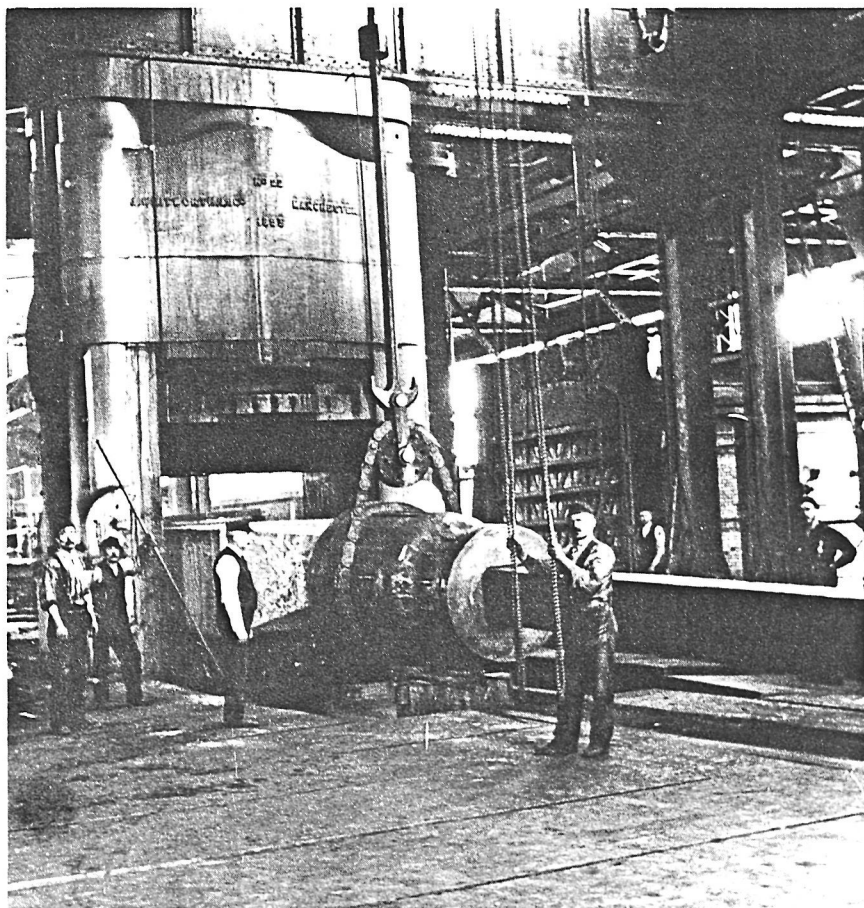
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Regional/Urban Design Assistance Teams are interdisciplinary task forces organized through the American Institute of Architects to help communities identify issues, develop action plans and move forward to new horizons.

The Mon Valley, a greater Pittsburgh industrial area famous for its steel mills but now experiencing a dramatic erosion of its economic base, is the subject of this R/UDAT held prior to the REMAKING CITIES conference. The R/UDAT report will become a case study for the conference and will be presented at the opening session.

After thorough preparation, and with much local assistance, the team spent four days in the community hearing presentations by citizens, government, and local industries. It identified and analyzed issues, developed alternative courses of action, prepared specific recommendations, and produced this action plan.



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### **R/UDAT : A Process That Works**

The Regional/Urban Design Assistance Teams (R/UDAT) program is a public service of the American Institute of Architects. The R/UDAT process begins when a local community, working with its local AIA chapter, recognizes an urban design or community development issue or problem and asks the national AIA for help. The AIA, through a nationwide network of experienced volunteers, responds by fielding a multi-disciplinary team of experts to work with that community in what culminates in an intensive four-day workshop.

Since the first R/UDAT in 1967, more than 500 men and women representing over 40 professional disciplines have served on teams. The Mon Valley R/UDAT is the 98th team visit.

A R/UDAT visit is only a part of a comprehensive urban design and planning process. It stimulates, focuses, and creates an awareness of issues and opportunities--not as an end in itself, but as a beginning. As an urban design technique, a R/UDAT looks at local assets, analyzes community needs, and proposes workable ways to get things done. In this process, everyone is a participant--housewife, student, mayor, retiree, city planner, banker, professional--everyone who is concerned with the future of the community and is prepared to work together to find solutions. It is an open process in which each citizen's perceptions and inputs are critical, and all who are concerned with the issues are asked to participate. After all, it is the future of their community that is at stake.

Team members are tops in their fields. For the Mon Valley R/UDAT, they include urban and industrial planners, labor and development economists, historic preservation and neighborhood revitalization specialists, political scientists and public administrators, transportation engineers, and, of course, architects. Only their travel and living expenses are reimbursed by the host community and, to assure objectivity, team members agree not to accept commissions or consulting work resulting from the recommendations made in the study.



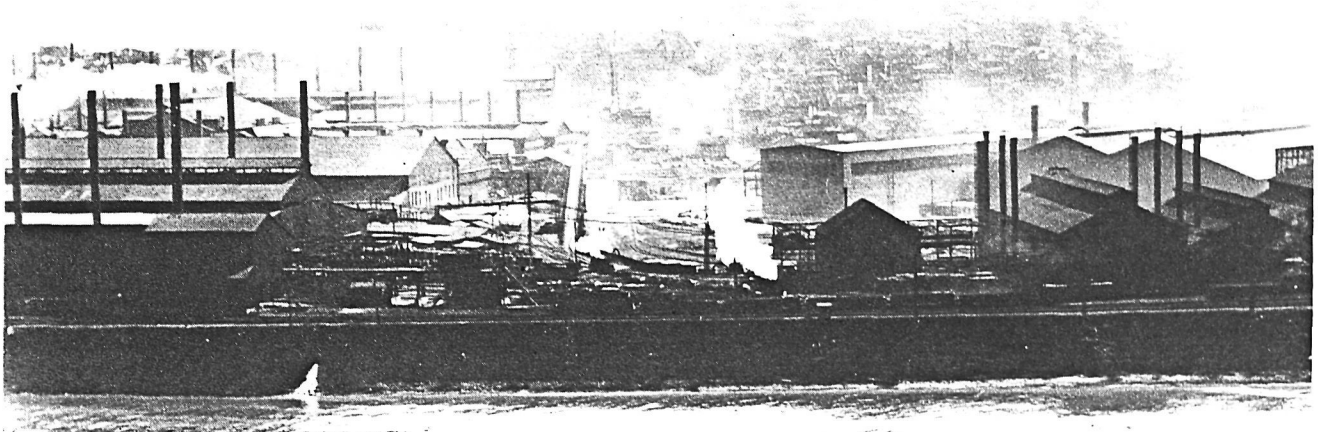
The R/UDAT visit is a fast paced, intensive, and exhausting work session, but team members believe in the effectiveness of the process and are willing to donate their time, energy, and expertise. And, since they have volunteered their time, they have the freedom to be objective and outspoken without the pressures of vested interest. They have brought their talent, imagination, enthusiasm, and capacity for collaboration to the process and, in so doing, join with the people of the Mon Valley in this effort.

R/UDAT. It's a process that works.

## Mission Statement

The Monongahela Valley was once the steel making center of the world, but starting after World War II, this position began to erode, and in recent years there has been a precipitous drop in all types of industrial employment in the valley. Since 1979, the area has lost 30,000 steel industry jobs. The demise of the traditional economic base of the valley is manifested in numerous ways: high unemployment, decline in family income, loss of population, near bankruptcy of the mill towns. While the Mon Valley is a proud collection of small hill-river towns with a marvelous rich history and a dramatic setting along the river, the area has come on hard times.

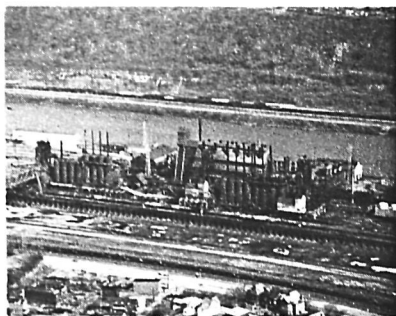
In response to this situation, the Allegheny County Board of Commissioners decided that the time has come to prepare a strategy for the revitalization of the Mon Valley. They wanted to clarify the nature and extent of the problems facing the area and recommend steps to begin solving them.



Therefore, the County Commissioners appointed the Mon Valley Commission. Its 16 members represented many facets of life in the Valley, including the unemployed, the steel industry, business people, labor, churches, local government and chambers of commerce, and those concerned with education, retraining, development and human services. The Mon Valley Commission then organized seven task forces to investigate specific topics of concern, and make recommendations for actions to be taken. Over a period of 6 months, the task forces involved more than 200 people and held over 50 meetings.

The report of the Mon Valley Commission was published in February 1987, and this document is the point of departure for the R/UDAT. The team has carefully reviewed the Commission's work to gain a preliminary understanding of the issues in the Valley.

The charge of the community to the R/UDAT team is to focus on the redevelopment issues facing the Lower Mon Valley towns of West Homestead, Homestead, Munhall, Duquesne, Swissvale, Rankin, and McKeesport. In particular, the team has been asked to investigate the remaking of four major abandoned steel mill sites: Homestead, Carrie Furnace, Duquesne and National works. The community suggested that the R/UDAT team study the problems of the mill towns at three levels.



### *1. Site specific level*

Suggest strategies for the reuse of the four abandoned steel sites. Include ideas regarding land use, density, marketing and development strategies, site access, open space, and relationship to the river. Illustrate how the sites might be put to the highest and best use over time, taking into consideration their location in the valley and their historical significance. Describe the mechanisms and public process which are needed to implement the successful redevelopment of these areas.

### *2. Community level*

Demonstrate how the redevelopment of the mill sites can be interrelated with the development objectives of the adjoining towns. Illustrate the linkages such as streets, open space, and scale of development that should exist between the towns and the former mill sites. Development on the mill sites should be supportive to the redevelopment of the town as a whole, not create isolated development precincts.

### *3. Regional Issues*

There is tremendous governmental fragmentation in the Mon Valley area. The existence of so many local jurisdictions, county agencies, public and private development entities, makes it difficult to solve common problems. The objective is to identify ways in which the people of the Mon Valley area might better plan and implement redevelopment efforts. Specifically, there is a desire to define a comprehensive riverfront development policy; the need to deal with valley's problems of transportation, sewage, solid waste, and environmental concerns.



## How We Addressed the Mission Statement What We Did and Didn't Do

The R/UDAT team started with the mission statement as a point of departure. During our five-day stay in the valley, we engaged in intense dialogue with all sectors of the community whom we could find that have an interest in these problems. Early in the process, we realized that planning for the development of the mill sites is a new experience for the Mon Valley towns. In the past, all development decisions about the mill sites were made by US Steel, and there was little or no consultation with the community about "development objectives." That situation has now changed. The towns and county must establish a process which will once again put this land to productive use.

We have proceeded to make an analysis of each of the four mill sites to determine what we believe to be the most appropriate mix of uses for that particular location. This analysis takes into consideration the site's location, size, configuration, access, existing building stock, river frontage, and its relationship to the adjoining town. In the end, our list of uses may not be exactly what goes on the site, but that point is less important than our need to demonstrate an approach to planning for these sites. Our site plan illustrations aim to demonstrate that communities can take these sites in-hand and remake them to suit their objectives.



The development of the 1,000 acres of steel mill property can not take place all at once. Redevelopment will be a slow process that will take a decade or more to complete. Understanding we are committed to this long term process, we also see the need to produce short term, low budget, high profile results on the sites to give the various communities confidence. Our development proposals for the sites can be divided into 3 phases:

### *1. Short Term*

Low density, demolition and reclamation, installation of basic infrastructure: streets, utilities, open space improvements, provide points of access to the river.

### *2. Mid Term*

Respond to light and moderate scale industrial needs, reuse appropriate existing structures, add support facilities, parking, access ramps, etc.

### *3. Long Term*

Proceed with conventional new development, including industrial, housing, and commercial uses.

The real estate market is a major factor which must be considered in the formulation of the development plans. In the marketplace, the sites are not all equally attractive, and we have tried to be realistic about their development potential. This means that development will advance more quickly in some towns than in others.

Our approach to site planning is to provide a basic framework of streets and open spaces to organize development. Within this framework, a variety of uses produced by different developers at different times can be implemented and still add up to a unified, attractive valley community. In each case, we are particularly concerned that the development on the mill site be integrated and complement the development of the adjoining town. The mill sites can not be properly designed without considering the links back into the existing commercial districts. The uses put on the mill sites should do as much as possible to support commercial and housing redevelopment in the towns.

For many years, the mills prevented all access between the river and the towns. The Monongahela is a tremendous asset for development. Public access to and along the riverfront is one of our primary considerations.



The team is concerned that the amount of public money available will be severely limited to assist development on these sites. The days are gone when the government could afford to put massive amounts of funds into marginally productive projects. The competition for county, state and/or federal funds will be stiff and, to be successful, the community needs a well-thought plan of how funds should be used.

In our interviews and investigations, we found several recurring themes in the past literature and current attitudes that we think are, for the most part, erroneous and counter-productive to the goals which are apparently unanimously sought. We call them the "Myths of the Mon":

- "Someone holds a magic key."
- "We are unable to control our destiny."
- "We are unique in our plight."
- "Development of the mill sites will save the valley."

The implications of each are described briefly below.

## **There's A Magic Key**

The first myth is that one major factor can turn the economy around, create jobs and restore the former glory and well being of the community. Whether it is a Mon Valley Expressway, rejuvenation of the steel industry or a new (unspecified of course) major industry, something will "unlock" the economy.

Certainly no one single activity can have that result, and perhaps not even all in concert without a wide range of coordinated efforts by the public and private sectors will have that effect.

## **The Highway as Savior**

The "isolation" of the Mon Valley is frequently attributed to deficiencies in the existing road system. This belief has led to the frequently voiced opinion that the issue of steel mill site redevelopment is primarily a transportation problem, and that a massive improvement in roads would ensure the successful redevelopment of the steel mill sites. Specifically, the alignment of the proposed Mon Valley Expressway through or near the mill sites along the river is frequently given as an example of the type of transportation improvement that would generate the needed redevelopment.

This belief in massive transportation improvements as a panacea for industrial development is not well founded. Good highway access is a necessary condition for industrial development, but is not in itself sufficient to ensure such development. In competing for development with other sites throughout the Pittsburgh urbanized region, the Mon Valley sites will be weighed not only in terms of highway access, but also in light of their site preparation costs, quality of nearby residential development, proximity to interregional highways such as the turnpike, proximity to the airport, and many other factors.

Regional access is an important industrial location criterion, but the Mon Valley steel mill sites do not need massive transportation investment in the immediate vicinity of the sites themselves, nor even connecting one site to another up and down the valley. Rather, the sites need strong highway connections between the Valley and the major regional highway system links; the Penn Lincoln Parkway and the proposed Mon Valley Expressway at key points along the Valley.

### Steel Revival

*Struggling mill towns and their jobless residents must abandon any illusion of a steel recovery riding to their economic rescue... Those communities have to look beyond the steel industry and traditional redevelopment schemes for any return to economic health... For mill towns as a group, trouble has been building for 30 years in migration of younger workers to bedroom communities, the gradual erosion of steel employment, and the aging of production facilities, the team said.*  
— Pittsburgh Press, May 1, 1983



The R/UDAT team? No, a team of students and professors from CMU School of Urban and Public Affairs came to this conclusion five years ago. Doubtless, others had made this case earlier. Still a perception persists that the steel industry can, should and will return as a major economic factor in the Mon Valley.

Our team believes that is not likely. And even if it does happen, that would not be the solution to the problem of the mill towns, which long ago ceased to be the primary residential location of the mill workers. The aging of the population makes it increasingly unlikely that workers for new steel facilities (or any other major industry, for that matter) would come from current mill town residents in any great measure.

We have recognized the conclusions of the recently completed Metals Retention Study that there is little viability for steel production in the physical facilities on the four sites being addressed. While we are aware of some contrary opinions, particularly in regard to the 160-inch roller mill at Homestead, we have chosen to address the redevelopment opportunities with that mill and other production facilities removed. (This does not preclude the reuse of the buildings and shed structures for other uses where feasible or for historic and interpretive purposes.)

The physical advantages of the Valley will remain—labor, coal, coke, river and rail transportation—so that if world economic factors and American industrial policy permit the restoration of steel production, that will be done in new, redesigned facilities with far fewer workers.

### **White Knight**

Another myth is allowing a sense of inertia to grip the valley. Some people believe that "if these sites, buildings and equipment were usable as a unit by USX, then they will be desirable to another major heavy industrial user who will hire thousands of employees from the valley." The implications of this attitude are twofold. One is that the people can be passive for a time until another manufacturing company comes along to save the valley. The other is that someone from outside the valley should find a new large employer and attract them to the sites.

The reality is that there is a very limited number of existing large users who could use any significant number of the large buildings or massive land areas on the sites. Few "white knights" are likely to ride into the Mon Valley and bring thousands of new jobs at once.

One slim possibility is that additional large distributors of steel products might be recruited to locate here, but such facilities rarely relocate. By waiting for such occurrences, the Valley will lose valuable time in taking control of its future and redirecting its image.

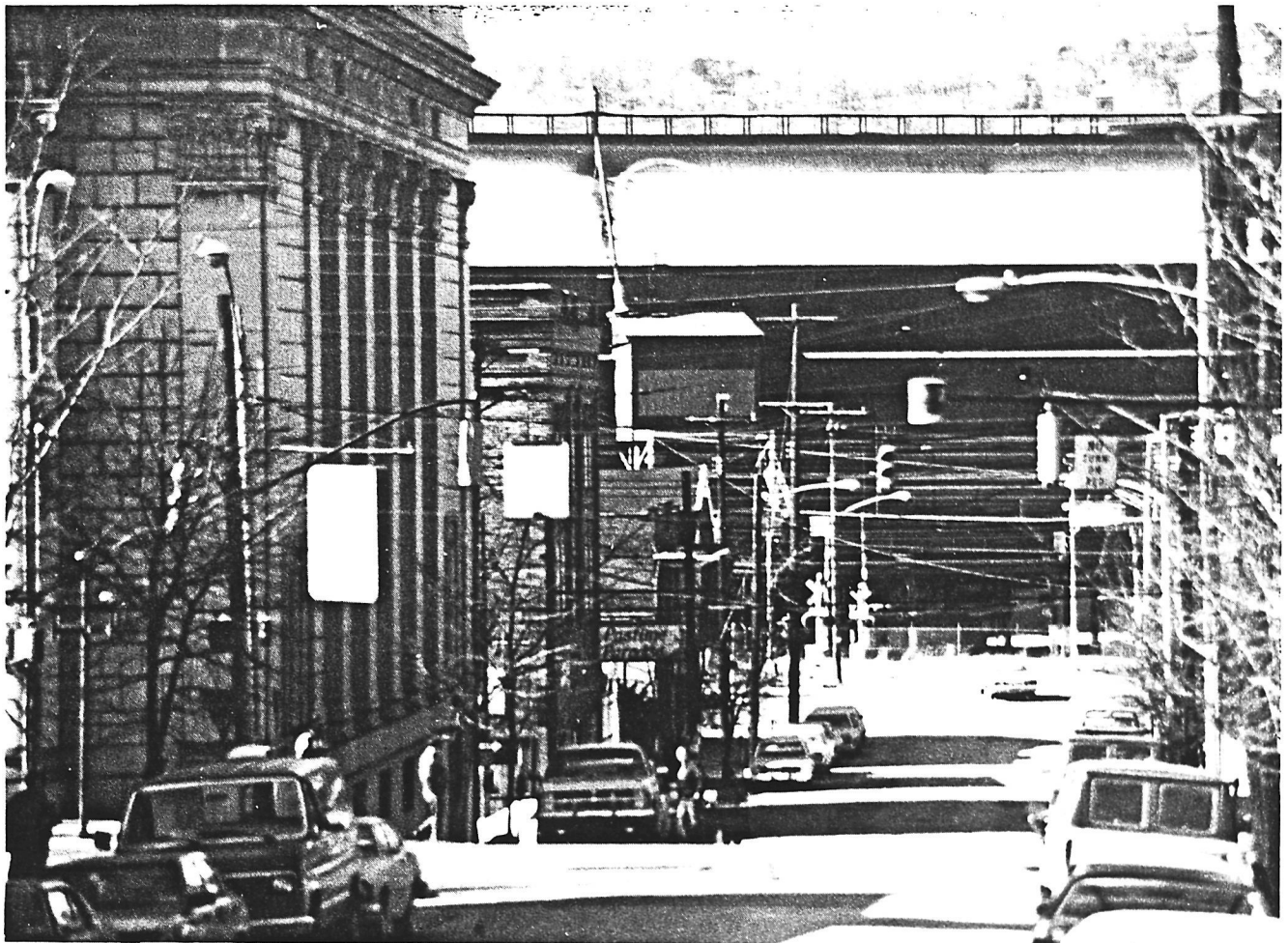
Officials in the Valley cannot be passive. Instead, they should engage in dialogue with the agencies in the region such as the Regional Industrial Development Corporation (RIDC), Penn's Southwest Association, and others responsible for marketing the Greater Pittsburgh area to develop a sequential and phased strategy for the reclamation of the sites. The strategy should include an early, short-term (1 year) effort to market the sites with most of the structures still intact and a longer-term strategy to seek new innovative reuses of the large buildings and sites. An example is creating a new industry around large-scale multi-state solid waste recycling and energy co-generation. At the completion of this exercise, the issue of "white knight" should be resolved, and a definite plan can be activated for reclamation and redevelopment of the sites.

### **Towns Are Unable to Control Destiny**

The feeling that citizens and local officials are powerless to affect their destiny is a myth. That they have not identified the means to do so is a fact. Leadership, vision, community empowerment, and regional cohesion are keys to the future of the Mon Valley. Business as usual by governmental and community organizations will not achieve these goals. A paradox exists. There is a power vacuum in the Valley. More than a century of political domination by the steel industry has ended. Whether the communities of the Mon will play a major role in defining their economic and social destiny is open to question. Numerous agencies exist with planning and development authority in the area. Yet many local officials express a sense of futility in controlling the disposition of closed mill sites. Citizens complain of a lack of public leadership, cooperation, and joint action among the communities of the Valley.

A re-education is needed in how citizens and officials view their role in influencing the future and the formal and informal governmental and community mechanisms to be used in doing so. Three interconnected dimensions must be utilized. Broad-based citizen initiatives are needed within each community to address socio-economic and quality of life issues. The towns must develop a joint land use policy aimed at gaining mutual interests and benefits in decisions that are made about the

Homestead, Carrie Furnace, Duquesne and National sites and in the utilization of the Monongahela River as a resource. In the longer run, the common history and the linked futures of the Mon Valley communities call for a broad partnership in providing municipal services and establishing and implementing development policies.





### **We Are Unique in Our Plight**

The Mon Valley is in fact not unique in its plight. The shakedown in the heavy manufacturing sector has been the plight of mature industrial centers throughout the world. Obsolete equipment, outdated workplace skills, inefficient processes, and at times oligopolistic practices, have made these industries in many communities unable to compete in a world economy.

This phenomenon has driven local areas throughout the industrialized West to create a range of implementation strategies to combat deindustrialization. This collection of strategies has generated some of the best practices that are quickly becoming institutionalized. The Mon Valley communities can learn from these models—both the successes and failures.

The policy of the Reagan administration has been to shift the responsibility for community development funding to the states, even as the magnitude of the funds is reduced. The Mon Valley is not unique within the United States, or even within the Tri-State region. This means that dollars are very competitive.

Community development programs must have superior design as well as strong political support if they expect to obtain these limited funds. Limited resources drive program recipients to integrate their efforts in order to avoid costly duplications.

Two examples of successful programs drawn from the experience of team members are described below. One is on a multi-community scale to offset drastic employment cutbacks. The other is at the grass-roots level in a long-depressed community.

## **Downriver, Detroit**

The Downriver area is a collection of 17 communities extending down the river from the city of Detroit. The area is more heavily industrialized than the city itself—primarily steel, auto and chemical. In 1980-81, four major plants shut down. The communities were fortunate in that they had created a single public non-profit corporation (with a board of directors composed of the mayors) to administer mutual aid, planning, social and employment programs. The community quickly mobilized:

- A task force was formed.
- Press conferences occurred.
- State and federal elected officials were invited to provide advice.

As a result, the mayors directed their own staffs to seek funds from any source to provide retraining and job placement services for the dislocated workers.

Through the combined efforts of local, county, state, and federal elected officials and the affected companies and unions, a demonstration grant was obtained from the US Department of Labor to provide the services and evaluate the results. The initial intervention strategies were:

- job search assistance
- retraining
- job placement
- relocation

As the program evolved, it became apparent that those services were not sufficient to deliver a successful program. Additional services were provided for the workers:

- Free health care services provided by local doctors and hospitals.
- A hotline to coordinate with social services and the health care referral program;
- Job search assistance for spouses.

The staff learned that they must engage in job creation activities to increase the size of the labor market. They added programs in:

- federal procurement
- small business assistance
- venture capital
- incubators

All intervention strategies were coordinated through the umbrella organization directed by the mayors.

In 1983, the evaluation phase was complete. The second evaluators declared the program an "exemplary model." It subsequently became the base for new legislation: Title III of the Job Training Partnership Act - the Dislocated Worker Program.

As a footnote, it is notable that in 1983 Mazda Corporation announced it would locate a new assembly plant in Downriver. Due to the close working relationship with Ford Motor Company in the shutdown of Michigan Casting, the Downriver staff was able to begin recruitment for the new plant.

### **The Liverpool England: The Eldonian Community Association**

In 1978, the Liverpool City Council declared that all pre-war deteriorating public housing would be demolished. Ward councillors called a meeting of all tenants. No one would say how and where the people would be rehoused. In one area alone, 500 families were affected.

At that time, the citizens first joined together and formed the Joint Consultative committee to find out what the local people wanted. Representatives on this committee came from all the tenement blocks, and a survey was organized. This showed that the residents of some neighborhoods wanted their flats demolished and wished to be rehoused locally, while people from other areas wanted to remain. A series of meetings was then held between members of the Joint Consultative Committee, the Housing Department and the local councillor. (At every stage there was the full support of both local clergy and the city councillor.)

With tenant participation, the city architect and the municipal councillor drew up a plan to rehouse those tenants who wished to remain with the local housing authority. The tenants of this scheme moved in during 1985.

In 1981, the Eldonian Community Association was formally established and became involved in all aspects of community life, including police, youth, and schools.

After further consideration, meetings, and surveys, the Eldonian Housing Co-operative was formed in 1984 to provide accommodation for the residents of Eldon and Burlington.

During late 1986, further initiative was taken to branch out and create employment and build a community facility. As a result, the Eldonian Community Trust, Eldonian Neighbourhood Development Trust, and the Eldonian Garden Market were formed.

In the summer of 1987 a (Community Programme Scheme) was started. This has provided part/full-time employment for 35 people. The scheme is for 12 months and is providing security cover for the Health Centre and community business and other sites in the area with need. As part of the scheme, there also are seven people (sports workers) who are organizing local sporting activity, with the co-operation of the schools and church club.

The Eldonian Community Association has become a permanent, community-controlled organization that produces housing, jobs, and services for area residents as well as acting as their advocate. This has been achieved through both citizen mobilization and by establishing trust and cooperation with leaders in the public and private sectors. For example, the Eldonian Development Trust is now working with the Merseyside Improved Houses Association, the Liverpool Housing Trust, National Department of the Environment, Liverpool Health Authority, and the University of Liverpool. At present, the Trust is drawing up plans to redevelop 140 acres of derelict land in the Liverpool docklands area.



### Development of the Sites Will Save the Valley

Another myth that we heard again and again is that all would be well in the Valley if the sites could just be returned to their former function or developed into some new, large-scale operation. The myth does not consider the ability of the Valley to respond to the need for a new, more educated and higher skilled labor force. The towns' institutions must respond to the needs of a world market. It's not possible to go back in time to how things once were as a viable solution to saving the Valley.

The community reports that the steelworkers employed by USX had left the towns and moved up on the hill--a tradition associated with attaining a higher standard of living. As many as 50% of the high school students now leave the towns upon graduation. As a result, the towns' population is aging and dropping in levels of education. This leads us to conclude that much of the current population of the towns has not and will not be employed at the sites. Whether in steel, another major employer, or incremental development of smaller scale industrial, commercial, or recreation complexes, employment by itself will not automatically translate to rejuvenated cities. Even if these increases in income and tax base, it will not:

- revitalize main street
- rehabilitate housing
- retrain workers
- care for the elderly
- educate the youth



These are the tasks of the political and social institutions of the towns. These tasks must be accomplished regardless of the future of the sites. Waiting for the redevelopment of the mill sites is a false hope. The community must move forward to repair and strengthen the social fabric. Such efforts can strengthen the quality of life, thus also increasing the marketability of the sites as they evolve. These efforts cannot wait for the sites to develop.

The needs listed above could justify a R/UDAT in themselves. Given the charge to this team, we have focused on the redevelopment potential of the sites, but we are aware that without companion efforts within the community, redevelopment, if accomplished, may have been in vain.

## Valley Wide Linkages

Compared to most urbanized areas, the Mon Valley has an underdeveloped arterial highway network. This relative lack of highway access is a reflection of the Valley topography itself, with its narrow riverfront areas and steep and unstable hillsides extending down to the river. The once-gigantic steel industry in the Valley was almost totally dependent on rail and barge service for its material transportation, and did not require major highway network improvements. Finally, the resident population of the Valley was characterized by low automobile use for work travel and a relatively self-contained pattern of other non-work travel. These factors permitted the Valley to sustain a high level of employment and commercial activity with only a few miles of arterial streets.

The pattern of highway access that evolved over the past 50 years is no longer adequate, particularly if there is a revival of employment and commercial activity in the Valley. Specific concerns include:

### *Route 837:*

The sole arterial highway link through the Valley is Route 837, primarily a two lane arterial highway with some multilane sections in place. In 1987 it carried 18,000 vehicles daily. Route 837 has been improved at numerous locations, in a program of incrementally upgrading it to a continuously multilane facility. There is widespread concern that these improvements will not be adequate to serve the growth that could accompany any redevelopment. By the year 2010, traffic is projected to reach 21,000 vehicles daily. Additionally, the in-place upgrading of Route 837 does nothing to alleviate the urban traffic congestion in the commercial area in Homestead.

### *Truck traffic:*

Any commercial development (i.e., development that results in employment) of the Mon Valley steel mill sites will generate truck traffic on Route 837. There is concern that the capacity of Route 837, even with its proposed improvements, will not be adequate for this increased volume of truck traffic. Further increased levels of truck traffic on Route 837 would be detrimental to the Homestead and Duquesne business districts.

### 3 Statement of Issues

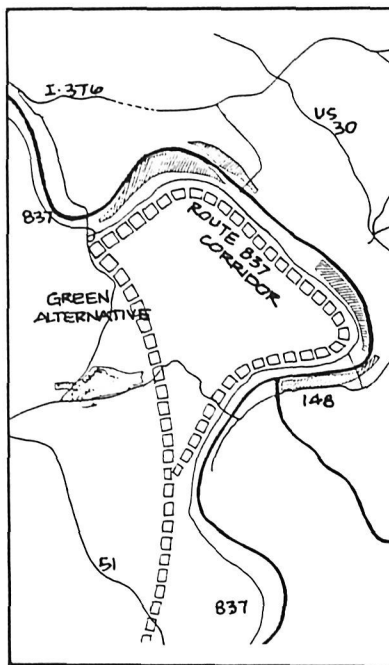
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#### *Homestead Bypass:*

A bypass carrying Route 837 around the business districts of Homestead and West Homestead has been proposed in the detailed study of Route 837, conducted in 1986. This bypass will divert passerby traffic from the business located along Route 837, and the right-of-way required for this bypass will remove viable business properties from Homestead.

#### *Mon Valley Expressway:*

One of the proposed routes (the 837 Corridor Alternative) for the Mon Valley Expressway would closely parallel Route 837 through the Mon Valley between Duquesne and Homestead. This facility alignment would result in a dramatic strengthening of the arterial highway network between the Mon Valley towns. However, riverfront alignment of the Mon Valley Expressway presents serious difficulties. The cost of riverfront alignment for the Mon Valley Expressway would be high compared to other alignments, because of acquisition costs, hillside construction costs, and the vast rigid constraints imposed by railroad rights-of-way. Further, the presence of a limited access highway along the river would mean the permanent loss of riverfront access to the public.



*Alternative Routes for Mon Valley Expressway*

#### *Rail Transit:*

The PATRAIN commuter rail line extends from the B&O terminal in Downtown Pittsburgh along the northeast bank of the Monongahela River to McKeesport, Liberty and Versailles. This commuter rail line does not serve Homestead and Duquesne directly. At the present time there are no PATRAIN stations in these communities and their construction would present difficult problems in construction and road access. Access to the PATRAIN line from these communities would have to be made across the river, in the Hazelwood and Rankin areas.

## Political and Regulatory Framework

A new vision of the Mon Valley and the identification of the leadership necessary to achieve it were the most frequently mentioned hopes of local residents talking with R/UDAT members. The major natural resource of the Valley is the Monongahela River. It physically links numerous communities with its 10 mile landwater corridor which can generate both economic opportunities and quality of life amenities. What happens in one community in this stretch of the River can positively or negatively affect other parts. To recognize this and work to formulate land use and development policies which understand and capitalize on the physical, historical, and economic interrelationships and common destiny of the Mon Valley communities will become the mark of leadership in the area's revitalization. A first step in this direction is to think in a framework that looks to developing the former mill sites with complementary uses and then go on to explore other forms of functional and policy making integration. To create the vision and stimulate the leadership called for, existing public agencies and non-governmental vehicles must be used and new ones "invented".

Beyond the towns of the Valley, numerous organizations exist which are oriented to the region. These include for example, three councils of government, the Mon Valley Commission, several community-level development corporations and the Regional Industrial Development Corporation. However, none of the agencies or the municipalities have been able to provide the needed leadership focus and means to galvanize citizen initiatives or the exercise of public authority to deal with:

- The immediate issues of gaining legitimate community influence over the development of the Homestead, Carrie Furnace, Duquesne and National sites.
- Problems of adequacy and efficiency in the provision of municipal services.
- Collectively addressing the broader socio-economic welfare of the Valley as a whole.

Multiple strategies are called for to advance the region on these matters through empowering the citizenry and enhancing the power and responsiveness of their elected representatives.



### 3 *Statement of Issues*

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The R/UDAT team considered two methods for organizing the planning process for the mill sites in the various towns. The first concept is to establish a joint planning/zoning authority which would have jurisdiction over the mill sites (ie. the river front zone) in all the towns along the Mon River. Each of the towns along the river between West Homestead to McKeesport would have a representative on the joint board. In addition, Allegheny County would have 3 representatives on the board and the county would provide appropriate staff support.

The joint planning agency would exercise the traditional land use and zoning functions of municipal government. By combining their authority to cover much or all of the lower Mon, river front communities will be able to acquire adequate public access to the Monongahela. In cases where property extends over more than one borough, or the use of land in different jurisdictions should be coordinated, a common public policy can be formulated. Similarly, a developer will be less able to play one community off against another in development decisions.

We believe it would be possible to create this joint planning partnership with some minor amendments to existing state legislation. The amendments deal with allowing the county a role in this scale of land use planning.

The second concept for controlling development in the river corridor would be the establishment of a development commission similar to New Jersey's Meadowland's Commission. Under this organization the towns and county would be represented on a commission that would have all land use control power over the former steel mill sites. The Commission would prepare a master plan for the sites and work with developers to implement the proposals. All the towns would share in the tax proceeds from new development regardless of within which town the new development is located. This arrangement will address the problem of having development proceed in the near term on a site such as Homestead and have the land in Duquesne remain largely undeveloped for a long time. The sharing of tax proceeds from all new development will allow the planners to direct resources to the most attractive development sites without reward to the local tax implications. Establishing such a commission would require specific state legislation, but the team strongly recommends that this action be taken.

## Industrial Heritage

The preservation of the Mon Valley's industrial and community heritage is of vital importance to two significant constituencies. First, the nation's citizenry need to understand the physical and human dimensions of our industrial development. Second, the steel workers, their families, and the residents of the Valley need to both come to grips with their past as one of America's great productive centers and to understand how key elements of that history can provide a context for future development.

The closing of the Mon Valley mills, coupled with both local and regional pressures to redevelop the sites—in whole or in part, to stimulate job creation and community renewal—has focused public attention on the full panoply of historic preservation issues, including:

- the need to preserve, in a meaningful way, the combination of people, events, places, and processes which represent the social, labor, economic, and physical development history of the Mon Valley;
- the need to give closure to the steel making history of the Valley for its residents by documenting the meaning of the mills, and their passing, in an effort to revitalize the constituent communities' self perception;
- the reorganization of the reciprocal relationship between the towns and their mills in any preservation effort;
- the need to identify key elements of the industrial and community landscape which must be preserved, recognizing they are working, living communities;
- to define the interpretative approaches which will next vivify the Valley's history;
- the need to document the mill structures, production processes and equipment, and the labor and social history, in anticipation of listing the sites on the National Register of Historic Places;
- the need to define development strategies and uses which are both compatible with and supportive of the preservation of historic sites;
- the community infrastructure needed to support a potential national tourist attraction;

### 3 *Statement of Issues*

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- the institutional vehicle or vehicles which would administer the preserved sites, such as historic districts administered by a Valleywide Landmarks Preservation Committee;

The Mon Valley was an industrial site of national proportions. The Valley, more than any other location in the nation, represents the development of the steel industry in the United States. Beginning in the early 1980's, when it was finally perceived that the period of intensive steelmaking in the Valley was coming to a close, the preservation community began to articulate the need to explore the feasibility of preserving and reusing underutilized steel sites. Subsequent studies and activities have begun to identify significant historical sites and artifacts and collect archival material and artifacts. It is critical that the mill sites be fully documented as the first step in evaluating what facilities should be retained and what reuse potential they have.

The steel communities have an ambivalent attitude toward the mills; they represent both the communities pride in their craft and their contribution to the nation's history and economic development. At the same time, they are the focus for their anger, frustration, and sense of betrayal. The importance of the mills is exemplified by one steelworker's comment that he wanted his children and their children to understand what, where, and how generations of their family had labored. Creative preservation of certain aspects of the mill sites will provide a rich historic context for the future development of these areas.

## Environmental Clean-up

The sites and structures of abandoned steel mills must be made environmentally clean to protect the health and safety of both construction workers during redevelopment the users of the revitalized sites, and the communities.

Making steel required hazardous materials--fuel, oils, chemicals, and asbestos--to fire boilers, run trains, cool transformers, insulate structures from intense heat and make products.

Reusing these vast sites requires first cleaning up this industrial environment, to prevent any future health risks to the public.

Purchasers of the mill sites recognize their potential liability for environmental clean-up costs as a prerequisite to site development. RIDC has commissioned environmental audits of the Duquesne Works and National Works sites it is acquiring from USX. Park Inc., the prospective purchaser of the Homestead-Carrie Works from USX, has a similar environmental audit underway to ascertain whether any particularly unusual and therefore costly environmental clean-up problems may be expected at those sites. Environmental audits identify the location and extent of hazardous substances, if any, above, at, or below the site. The next step in the clean-up process is to prepare a remedial action plan, to make a site safe for the public.

The cost of environmental clean-up is a big unknown at all of these sites.

The location, extent, timing, and cost of required environmental clean-up before environmentally responsible development should take place depends upon the development program for specific areas of a site. Huge sheds may simply be stabilized in place, after removal of any heat insulating asbestos, as part of the industrial heritage of the region as an interim measure pending reuse. More extensive environmental clean-up may be required at the sites of former railroad tracks and railyards to be cleared and structures to be demolished prior to redevelopment for new land uses.

### 3 Statement of Issues

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Options for clean-up include removal of contaminated materials and soils for proper disposal elsewhere, or containment on-site prior to re-development.

**IMPORTANT NOTE:** The R/UDAT has no site-specific knowledge of the potential for environmental hazards at any portion of the steel mill sites, nor do we know or can we estimate the likely cost of clean-up or who should pay (traditionally the land owner, i.e. USX pays).

Common sense and a strong concern for public health and safety both demand, however, that full environmental audits and necessary cleanup be completed promptly at these sites.

*Clean-up to protect construction workers.*

The first reason for determining the dimension of on-site environmental hazards is to be able to specify the protective measures and construction techniques that should be used by construction workers in the multi-year, multi-phase process of selected demolition, site clearance, structure stabilization, site improvement installation, landscaping, and new building construction. Worker health and safety are imperative.

*Clean-up to protect users of these sites*

The second reason for environmental clean-up is to protect the health of users of these revitalized sites. These users include: town residents, children playing in new parks, strollers and hikers along a new river-front trail, boaters, workers in new commercial and industrial jobs, and tourists to a steel industry museum at Carrie Furnace.

## Structural Demolition: A Question of Triage

Because of the extensive structural coverage of the sites, the enormous infusion of public money required for total clearance, and the flexibility required for actual redevelopment proposals, stabilization rather than demolition is the preferred treatment for the short to mid-term wherever possible. Until a sufficient marketing effort has been made, and significant users are indentified to justify improving the existing structures or clearing the sites for redevelopment, structures should be "mothballed" rather than demolished unless they clearly lack utility or are hazardous to human or environmental safety.

Decisions to demolish, mothball, or reuse existing structures on the sites should be based on a comprehensive documentation of the site's facilities and be considered in the light of these four factors:

- Is the structure hazardous to public or environmental safety?
- Is the structure suitable for continued or adaptive use?
- Is the structure of architectural, engineering, or historical significance?
- Is the structure in a location that will hamper or preclude achieving planned goals for the redevelopment of the site?

## **Riverfront Access and Use of the River**

People must regain access to their river.

The Monongahela River names the Mon Valley, yet its residents lack physical access to its edge and hardly use the river itself. The mill towns began along the edge of the river, yet as the mills expanded, homes and businesses were displaced to make way for more industrial production facilities.

Railroads hugged the flatland of the riverfront, both competing through national-regional rail systems and US Steel rail systems internal to each site. Both types of railroads blocked public access to the river, dividing town from mill, and mill from river.

Major riverfront roads, especially Route 837 at the Homestead and Duquesne sites, and Lysle Boulevard at the National site in McKeesport, also create barriers between steel valley towns and their river.

Topography and the need for flood protection elevate and separate the mill sites and towns from the river.

The mills used the river and riverfront for moving bulk materials inexpensively and slowly by barge (coal, coke, and now scrap metal) up and down the river. Barge cargo handling and transfer facilities (docks, wharfs, mooring dolphins, cranes, conveyors, and associated rail lines) command the critical river riverfront edge.

Only one small marina at Port Vue (approximately 30 slips) exists today on the river in the 10 miles from the Glenwood Bridge (River Mile 6) to the confluence with the Youghioghney (River Mile 16). No public boat launch ramps exist today on this stretch of the river. The imaginative Sandcastle waterpark proposal at West Homestead, advanced by Kennywood Park, will dramatically increase opportunities for direct public access to the river and public boat launch ramps, transient slips, beach, permanent slips and yacht club.

Increased recreational boating is a potential source of conflict with barges. And new marinas must be linear, strung along the riverfront, and outside of the navigation channel.

The Braddock Locks (River Mile 11) divide this 10-mile stretch of river into two pools, with a nine-foot change in elevation. The present lock is a constraint to swift, large-scale barge traffic, and an impediment to spur-of-the-moment recreational boating. A Corps of Engineers proposal to relocate this lock upriver addresses both of these concerns.

### **Types of Access**

Two basic types of riverfront and river access are important in the Mon Valley: physical and visual.

Physical access is the ability to walk, drive, ride a bus or train, play, or work at the edge of the river. Physical access is also the ability to get *down to* the river (perpendicular access) and to *go along* the river (lateral access). Physical access also means reaching and using the river itself.

Visual access is the ability to see and feel the broad river and its edges, from its edges to its green or gritty hillsides. Today the gigantic mill structures block important views of the river, while symbolizing the past industrial glory of the valley. The vast 10 mile<sup>long</sup> valley has more than enough room for some symbols to remain, while opening up visual access. This access for eyes depends on where one stands or sits, whether on land or in a boat on the river. Both sets of vantage points must be considered, particularly as recreational and tourist boating is encouraged and expanded.

### **Why Access Now**

Fifty years ago, before World War II, these mill towns still had direct physical and visual access to the river. The closing of the mills and the redevelopment of these sites creates the opportunity to regain that heritage; to rejoin the towns with their river.



#### Uses of the Riverfront and River

What will people do at and along a newly-accessible riverfront?

- Walk: to the river; or along a linear, riverfront trail.
- Fish
- Play: at new parks.
- Look: at the river, green hillsides, moving barges; at boats in marinas and on the river.
- Live: in riverfront housing with marinas.

What will people do in and on a newly accessible river?

- Boat
- Water-ski
- Swim?
- Fish

What traditional uses of the riverfront and river will continue?

- Industry (at selected locations - e.g. Duquesne): water-dependent or rail-dependent industry that relies on or benefits from barges and railroads for handling bulk materials (e.g. recycling on an interstate scale); industry and public access can coexist at the vast sites
- Barge Traffic: Pittsburgh is the nation's biggest inland navigation port.

#### Access in the Future

Regaining access to the river requires creating corridors of new, accessible land uses both between towns and the river and along the river's edge.

The competing national-regional rail systems (CONRAIL, CSX, P&LE) that separate town from mill site are difficult to move and unlikely to be totally abandoned. At-grade crossings of these rail lines are sufficient to link the towns and revitalized sites, given the current and anticipated future volume of rail freight trains and the intensity of likely future pedestrian and vehicular site access.

Public access corridors must be created at and along the river's edge by eliminating the former US Steel internal rail systems along the river at each mill site.

## Visual Quality

As the Mon Valley changes from a single-industry economy to a diverse marketplace, the visual experiences it can offer become not only a quality-of-life issue but a key marketability enhancement opportunity.

For example, the renowned skyline of nearby Pittsburgh would be scarcely more than that of a city its size located on a midwest prairie. It is the combination of the Golden Triangle development and its spectacular river setting that makes Pittsburgh so visually dramatic, and adds to its attraction as a office location.

Value can be added to the lower Mon through enhancement of the visual quality. The R/UDAT recommendations are:

- A visual analysis study be made to identify specific opportunities and make the detailed recommendations. As the huge mill and furnace structures are demolished, the visual qualities of the Lower Mon Valley will change dramatically. A new and different visual identity will occur. Planning should address itself to this new identity.
- Concurrently, the Lower Mon Planning Partnership should develop a proposal for how visual quality enhancements and mitigations might be funded and implemented for the economic advantage of the entire valley between the mouth of the Youghiogheny and the Glenwood Bridge.
- A community awareness program be initiated so that all citizens begin to acknowledge the significant shift in priorities and environmental sensitivities that are key to the Mon Valley's successful competition for a multiplicity of light industry, commercial, residential and recreational markets which almost certainly must replace steel as the valley's economic mainstay.

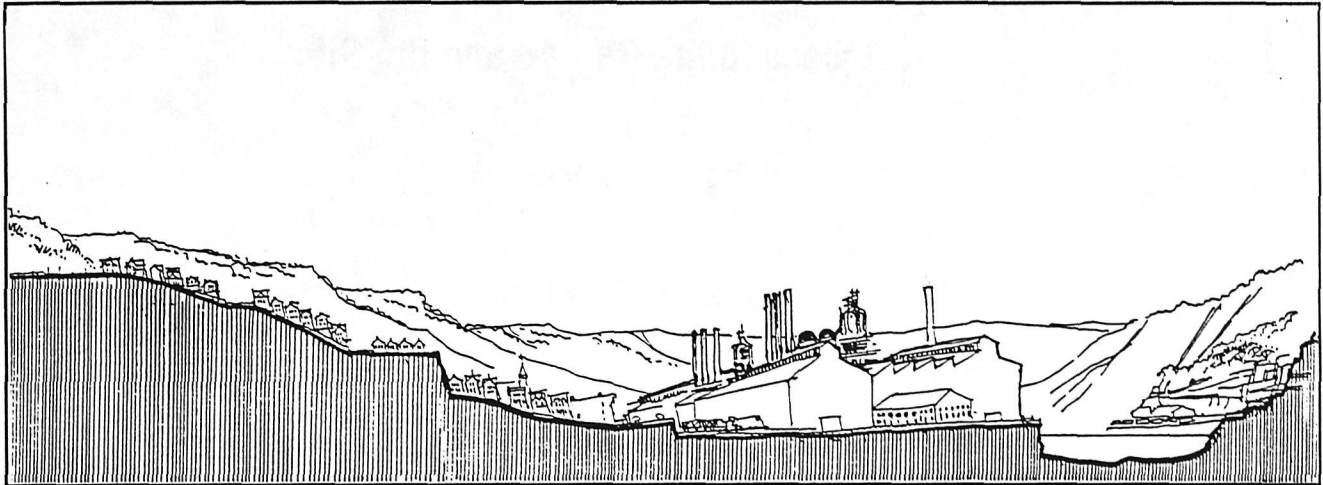
#### Physical Aspects and Visual Quality

##### *Positive*

- The five-to-eight story high mill buildings and dramatic furnace structures give visual reference points, containment, and continuity. Particularly to the outsider, these huge structures take on the quality of industrial sculpture; by sheer volume and replication, they speak eloquently of the world's greatest steel industry.
- The nine bridges scattered along the 10-mile stretch of river are orientation features and add greatly to the visual quality as well as the access potential. Almost every automobile bridge is accessed at one end by a tee intersection, providing an automatic sweeping vista of a portion of the valley as one approaches the bridge; a key opportunity for visual enhancement as one exits.
- Route 837 follows the river closely, affording many continuous views of the mills, river, and the ridges beyond. The bends in the river and the finger ridge and valley systems along it result in the vistas being relatively short and varied, providing interesting diversity.
- With industry taking all the bottomland, and the worker housing needing to be within walking distance, the result has been the development of visually wonderful "hill towns" of almost European character.

##### *Negative*

- Over the last 50 years, the towns in the valley forfeited to a single industry not only physical access, but also the visual access to the river and the escarpments beyond. The railroads and mills became barriers; enormous blank metal walls.
- The rail transportation, security devices and utilities for the mills are an ever-present industrial clutter
- With elimination of the mills, the commercial strip Route 837 will increase in visual dominance, the individual towns will be "revealed" as never before.



The physical valley has been ruthlessly exploited to produce maximum steel productivity. Over the years, this has inculcated a communitywide lack of appreciation for the valuable inventory of natural features. In most valleys of equal natural beauty, density of population and proximity to a major city, great residential development would have crowded the escarpments for views of the wooded hillsides and the river bottom. The waterfront would have been developed for a variety of commercial and recreational as well as industrial uses.

With the demise of the steel mills, the Lower Mon Valley can begin its transition from an area of heavy industry to the "Valley of the Future." The challenge is to replace industrial uniqueness with appropriate visual enhancements of the high-quality scenic natural features. The towns will now be visually tied to the river and will be virtually exposed to all. Planning for this change is necessary. The opportunity for building community pride is now possible as never before.

## Access to the Region and the Sites

### Regional Access Problems

The locational advantages of the Monongahela Valley within the greater Pittsburgh region are not being realized, due to the "isolation" of the valley. Three specific instances of this lack of accessibility can be identified:

- *Connection to Penn-Lincoln Parkway*

The Penn-Lincoln Parkway serves as the primary means of access between the Mon Valley and two regionally important destinations: the Pittsburgh Downtown to the west and the Pennsylvania Turnpike to the east. The two primary links between the Mon Valley and the Parkway are the Brown's Hill Road via the Homestead Bridge and Braddock Ave via the Rankin Bridge. Both links consist of two-lane streets with substantial grades and signalized intersections. These routes are overburdened and are at deteriorated levels of service. The improvements that are currently being made to these routes will relieve some severe problems, but will not provide a dramatic increase in traffic capacity for the connection between the Mon Valley and the Parkway.

The poor quality of both of these highway connections to the Parkway is regarded as the primary cause of isolation of the Mon Valley.

- *Connection to the Allegheny County Airport area*

The Allegheny County Airport area is already a destination for a significant amount of traffic originating in the Mon Valley. This travel link with the Valley is likely to grow as employment and commercial activity expands in the Airport area. The two routes between the Mon Valley and the Allegheny County Airport are Mifflin Road/Lebanon Road from Homestead and Thompson Run Road/Duquesne Road from Duquesne and McKeesport. Both of these routes are seriously deficient as arterial roads, due to lack of continuity, tight curves, steep grades, poor signals, and low capacity.

- *The Mon Valley Expressway Corridor*

Through the lower Mon Valley region, two alternative alignments for the Mon Valley Expressway are being considered.

The Green Alternative passes just east of the Allegheny County Airport and 2-3 miles southeast of Homestead and Duquesne.

The Route 837 Corridor Route closely follows the west bank of the Mon River and passes directly through Homestead and Duquesne.

Each Alternative has disadvantages. The Green Alternative route would not provide direct expressway access to any of the steel mill sites in the valley. Connection to the Homestead and Duquesne sites would require substantial upgrading of the Mifflin Road/Lebanon Church Road, Route 885, and Thompson Run Road/Duquesne Road Beltway corridors.

The Route 837 corridor would effectively close the riverfront to public access.

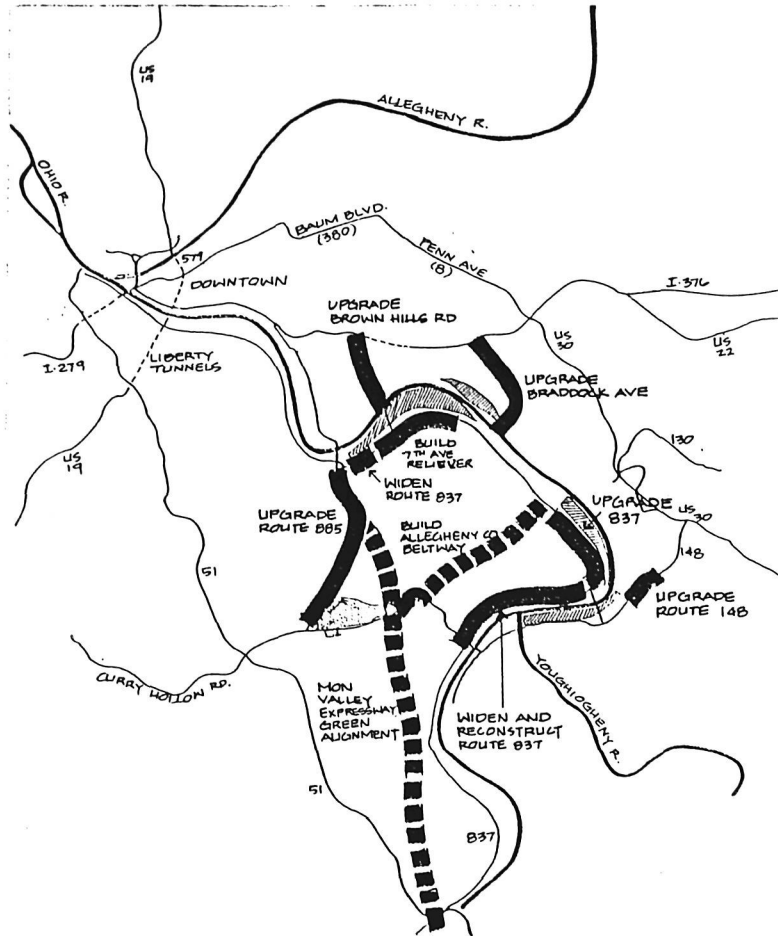
### **Site Access Problems**

Each steel mill site examined in this analysis is disadvantaged by railroad track barriers and lack of street continuity from the adjacent towns.

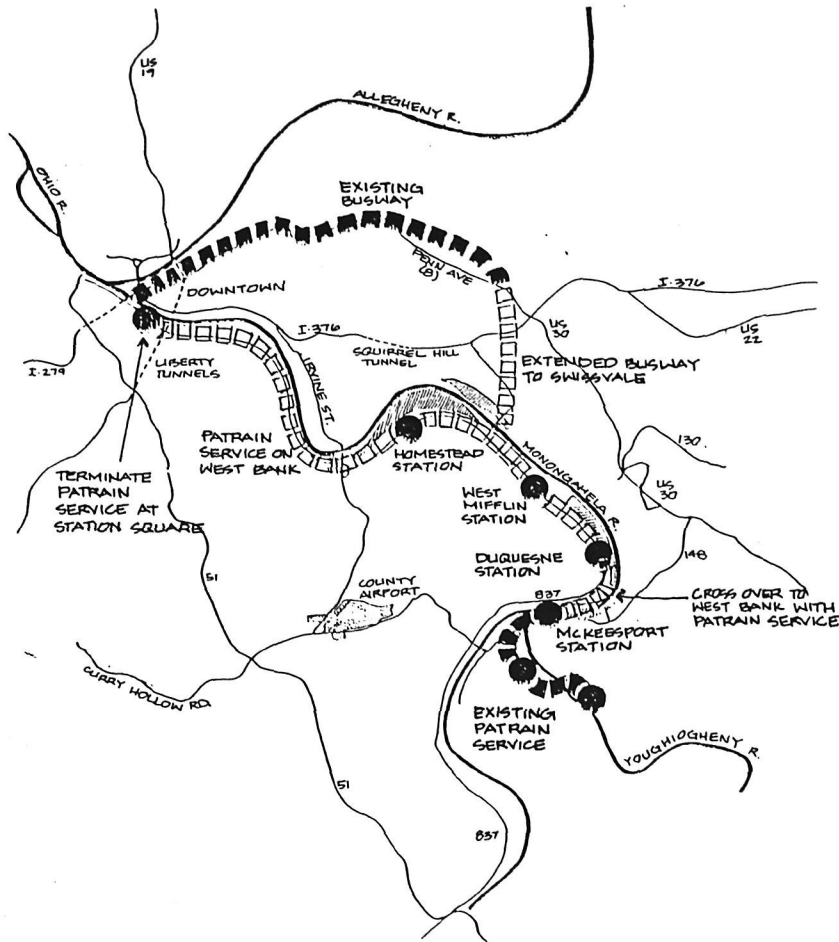
Each site is bordered on its townside by main-line railroad tracks. These mainlines are currently in use and there is little chance that any of the tracks will be abandoned to other uses in the near future. The number of tracks creates a barrier by enlarging the width of the crossing. The mainlines often include tracks of several companies and generally have 2-4 active and several inactive tracks. The number of tracks also increases the cost of grade separation with vehicular traffic. Limited entry into the steel mills was a security requirement of US steel. This limited entry is now a barrier to riverfront use and potential development.

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*Regional highway improvements needed to support Mon Valley redevelopment.*



*Transit improvements needed to support Mon Valley redevelopment.*



### 3 *Statement of Issues*

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Rail Barrier: Access to the sites is difficult because of the extensive railway barrier in front of each mill site.

In some instances the rail mainline profile differs by several feet from natural grade. In these cases the pedestrian and vehicular crossing will require treatments such as gently sloping ramps and level approaches to the crossings. In some instances, road overpasses or underpasses may be technically feasible due to the rail elevation, yet will be very expensible and aesthetically unappealing. The combination of rail and traffic volumes will not warrant such measures.

In some instances, where the rail mainline profile is close to natural grade, the barrier effect is not a serious detriment to future access into the site. In such instances, the barrier effect of the rail mainlines can be dispelled by the nature of the redevelopment on the steel mill sites and by the detailed design of the at-grade vehicular and pedestrian crossings.

- *Lack of street continuity with adjoining towns*

The steel mill internal roadway patterns have no relationship to the street system that previously existed on their sites or that are still adjacent to them. Operationally, town streets that adjoin a mill terminated abruptly (often as dead end streets) at the mill fence. Visually, most streets that adjoin mills terminate with the view of a major mill building.

## Recommended Highway Improvements

The primary strategy for supporting Mon Valley development through transportation improvements calls for upgrading the links between the Mon Valley and the major regional highways; the Mon Valley Expressway to the west and the Penn-Lincoln Parkway and Route US 30 to the east.

In addition to the upgrading of links between the Valley and links of the regional highway system, the recommended strategy calls for the upgrading of Traffic Route 837 at several location between West Homestead and Dravosburg.

Five actions are recommended to improve the travel between the Mon Valley and the major regional arterial network.

- Brown's Hill Road is a major link between the Mon Valley and Downtown Pittsburgh.
- Braddock Ave connects the Mon Valley to the Penn-Lincoln Parkway to the east of the Squirrel Hill Tunnel and is an important link for travel to both the east and west on the Parkway.
- Route 148 is the primary connector between McKeesport and Route US 30.
- Route 885 is the primary route between Homestead between Route 837 and the Allegheny County Airport. Route 885, in combination with an improved Route 837, will provide the primary arterial highway link between Homestead and the Airport.
- The Allegheny County Beltway (Thompson Run alignment) will provide the primary arterial highway link between Duquesne and the Allegheny County Airport.

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Four actions are recommended for the upgrading of Route 837:

- Widening to four lanes through West Homestead.
- Construction of the 7th Avenue reliever road through Homestead
- Intersection and signal improvements in West Mifflin and Duquesne
- Widening to four lanes between the McKeesport Bridge and the Mansfield Bridge.

#### **Recommended Regional Transit Actions**

Two regional transit actions of regional scope are recommended in support of industrial development of the steel mill sites in the Mon Valley:

- *Relocation of the PATrain commuter rail service to the south/west side of the Monongahela River for the greater part of its route*

Under this plan of operation, the PATrain would have its downtown Pittsburgh terminal at Station Square, where passengers could transfer to the Light Rail Transit lines. The PATrain service would have stations at Homestead, West Mifflin, and Duquesne. To the south of Duquesne, the PATrain route would cross the river, and follow the existing PATrain route to McKeesport, Liberty and Versailles.

It would provide commuter rail service to the redevelopment areas in the steel mill sites. Further, this routing would serve the residential population in the valley, greatly reducing the transit travel time to Downtown Pittsburgh and reducing the "isolation" of the Valley from the major activity center in the urban area.

As employment activity in the Mon Valley increases, and as the link between the Mon Valley and Downtown strengthens, the PATrain service could make the transition to Light Rail Transit service.

- *Extension of the East Busway to Swissvale*

This improvement would place a major Busway Park and Ride terminal at Swissvale. The Busway extension would greatly reduce the transit travel time between the Mon Valley and Downtown Pittsburgh, and would serve to further reduce the "isolation" of the Valley.

## Land Use and Markets

### Overview

The determination of the most appropriate and marketable land uses for the mill sites in the Mon Valley will be determined by the opportunities in the regional real estate market place which can be captured by the specific characteristics of each site and by the consensus of the leaders of the Valley about what the future of its communities can and should be.

Historically heavy industrial development as the only significant land use in the Mon Valley has been a "given" in the regional market. Because of the lack of developable sites, the dominance of the mills and an unkind image, the Valley has generally been forgotten, taken for granted or has otherwise played no role in regional market considerations of locations for large real estate developments.

The catastrophic closing of these major mills requires the leaders of the Valley and the region to reassess the Valley's future position in the real estate market. Because of the size and importance of the mill sites in the Valley and the opportunity the sites provide to redirect the future of the Valley, they must be given priority. Several initial knee-jerk reactions have been expressed 1) reopening the mills, 2) reuse the buildings largely as-is, or 3) total site clearance for future industrial redevelopment. A broader, longer-term look from the perspective of both the Valley and the Pittsburgh region would lead to the serious consideration of a greater variety of options. The fact that most employed people living in the Valley currently commute out to their jobs and most of the former mill workers have commuted into the Valley indicate that a goal to generate the greatest number of industrial jobs may not produce best long-term redevelopment of the Valley communities.

The natural beauty of the river valley, its proximity to Pittsburgh's Golden Triangle, the historic regional shopping patterns, significant existing infrastructure and mass transit facilities indicate that non-industrial land-use opportunities should be investigated along with industrial redevelopment.

Underlying the investigation of other uses is the assumption that the money which may be obtained from government sources to redevelop the sites industrially would also be available to underwrite other redevelopment opportunities deemed to be in the best interests of the Valley communities and the Pittsburgh region.

### Residential

The environmental image of the Mon Valley created by the mills discouraged outsiders from seeking or even considering moving into the Valley unless they were employed there. Conversely, the same influences encouraged many of the Valley residents to move up and over the hilltops out of the Valley as the increasing mill wages enabled them to do so. This negative image continues to exist today even though the environmental problems have long since stopped and many of the communities have initiated some revitalization efforts.

The redevelopment of the large mill sites offers the communities the opportunity to change this negative image in the region and encourage a new positive attitude which can lead to a resurgence of housing values and commercial activities in the valley.

Market conditions which encourage some new housing opportunities in the valley are not the same for all sites but can be summarized as follows:

- *Homestead Work*

The mill site extends across the water front of West Homestead, Homestead and Munhall, in areas which were originally residential. Today Homestead is the "Front Door" of the Mon Valley. Its close proximity and relatively easy commute to and from the Golden Triangle (it is reachable without going through a tunnel) could make it a desirable location for new apartment and townhome development. The site is also close to downtown Pittsburgh by river. It is also in the same river-pool, as downtown, thus offering a unique opportunity to tie the Valley communities to the prosperous center city. Couple these location factors with Kennywood's large and attractive river park proposal which will provide significant buffering

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from the railroad, WHEMCO, and other industrial areas and improved access to the river for recreational use, the site should be marketable for significant housing developments. The R/UDAT team tested these concepts with successful residential real estate developers from the Pittsburgh area who confirmed that this assessment is valid and can happen if it is planned properly.

- *Duquesne Works*

This site has greater potential for uses other than residential development. There appears to be little housing demand in the Duquesne and its lack of direct highway connections out of the Valley are likely to discourage any housing proposals. Should developers express an interest, however, a portion of the site could be made available.

- *McKeesport - National Tube*

The site offers a limited housing opportunity associated with the river but market conditions could improve as McKeesport takes advantage of opportunities to reestablish itself as the commercial center of the Mon Valley. Generally, the community is too far removed from Pittsburgh to feed off of the economic resurgence that is purportedly happening in the region.

### **Recreational / Tourism**

The Pittsburgh's three rivers offer abundant opportunities for river oriented recreational activities; however, there appears to be a lack of river access points to encourage people to take advantage of this beautiful asset. The Mon Valley communities could easily take advantage of this void in the region with relatively inexpensive improvements and modifications to the mill sites regardless of how they are eventually redeveloped.

Commercial recreation and amusement activities can be destination points that encourage people from throughout the region to visit the Valley thus beginning to breakdown the historic isolation of the Mon Valley from the rest of the area. The commuter rail line, the natural scenic beauty of the hillsides in the spring, summer and fall, the inter-

nationally known role the Valley has played in American as the crucible from which poured the industrial revolution of the twentieth century. These are all elements which could be used to build tourism/recreational activities in the Valley.

Specific options which should be explored include:

- *Kennywood Water Park proposal, West Homestead*  
The proposed park on the river's edge includes a beach front, boating facilities, fishing, a picnic park, sports and a major water park. It is in the same pool with downtown; therefore, it could be a stop for excursion boats currently operating on the river. Because of its central location in the region, this project should attract large numbers of visitors into the Valley thereby creating spin-off commercial business opportunities and initiate the image change for this part of the Valley.
- *McKeesport, National Tube Site*  
Since McKeesport has traditionally been the retail "downtown" of the Mon Valley and the national works is (for all practical purposes) in the business core, some commercial recreational activities could be included on the mill site to encourage spin-off commercial activity in the adjoining business district. Commercial recreational activities include sporting and spectator activities which require paid admissions. An example is the proposed dog racing track and other attractions which have been deemed feasible in a recent study for the county.
- *Rail Service*  
The Carrie Furnace, Duquesne and Homestead. These sites have locations and/or structures of historic significance which can be exploited to attract tourists, labor and history buffs.
- The commuter rail line that runs through the Valley can not only provide access to a series of attractions but could become an attraction in itself.

If the sites undergo clearance of all or large portion of the structures, as an interim step to redevelopment, the land should be temporarily converted to "green space," recreational and park uses which will enhance the quality of life of the abutting communities and the image of the entire Valley.



### **3 Statement of Issues**

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#### **Industrial**

The Valley's desirability for heavy industrial use are well established by history. Its attractiveness for light industrial uses is less certain. The Valley has a central location in the region, abundant labor force, and adequate utilities. The zoning is permissive and the communities are receptive and cooperative. In spite of these factors, the Valley is not highly regarded as a significant competitor in the regional real estate market by land development.

The Valley suffers from a heavy-industry image which is usually not appealing to the light industrial and service firms which dominate the industrial real estate market today. Due to poor highway access, the Valley is not competitive with hilltop sites; and, to a lesser extent, poor highways through the Valley will likely discourage development for light industry at Duquesne and McKeesport. While Homestead's closer proximity to the Golden Triangle and its access to the Penn Lincoln Parkway (without going through the Squirrel Hill Tunnel) make it the most likely location for a light industrial "business park" which might also include some small office buildings. This possibility will be more probable if the water park, and river-oriented housing are completed on other portions of the Homestead site to begin to set a new image.

Future heavy industrial site use will likely take one of two forms; either the transfer and distribution of heavy steel products or the transfer and storage of aggregate materials such as coal and gravel. The sites may also be attractive for a large "tank farm" storage operation. The steel product warehouse and distribution operations may produce some significant employment and would be attracted by the existing large buildings, cranes and transportation facilities. This type of use would obviously not require the large cost of removing the existing structures thereby making the sites affordable. The other bulk storage uses would find the sites attractive because of their river/rail transportation facilities. Although it would likely require the removal of the structures, an aggregate storage operation would not require total site clearance and rehabilitation because the storage is outside and requires no new building. These users can generally pay the highest price for the raw site because they need minimal additional site improvements other than material handling facilities. All of these storage uses are usually highly automated and therefore hire relatively few employees in relation to the amount of land they cover. These uses are also generally not attractive

and would tend to continue the past image of communities in the Valley. Some of them also pay relatively little taxes to local communities because of the lack of physical improvement on the sites and state laws regarding the payment of inventory and equipment taxes. These uses should be accepted only after very careful consideration by the community officials.

The sites at Duquesne and McKeesport can accommodate both light and heavy industrial uses, but because the McKeesport site is virtually in the city's central business district, heavy industry would be a less appropriate use there. The Duquesne site should be maintained as long as possible in one large tract to take advantage of the possibility of the occasional large heavy industrial/manufacturing use that might come along. Light industrial use on the McKeesport site should be carefully coordinated with other commercial uses.

The absorption rate of heavy and light industrial space in the Greater Pittsburgh real estate market indicates that these sites will take too long to be utilized to the best advantage of the Valley communities; consequently, residential, recreational and commercial development should be sought on the Homestead and McKeesport sites.

Some specific development and marketing options to be considered include:

- RIDC should negotiate a joint venture with USX and the private developer who has control of the Homestead site. They both have complementary capabilities that could be used effectively in unison to affect the quickest, most economical redevelopment of both Homestead and Duquesne.
- An intensive short-term (one year) marketing effort should be initiated immediately to exhaust the potential for finding acceptable users for the existing structures on the sites. Even if the effort doesn't succeed, it will help dispel the lingering belief that the buildings should be kept in perpetuity.

### 3 Statement of Issues

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- Concurrent with the marketing test above, a mid-term (two to three years) research effort should be initiated to investigate the potential for developing newly emerging business opportunities on the Duquesne site. An example would be to utilize the site to operate the central waste recycling, disposal and energy co-generation for the entire Northeastern area of the county.

## Office

Based upon the current image of the Valley and the restricted access of the sites to the expressways and hilltop communities, local real estates experts to whom the R/UDAT team spoke indicated there was virtually no office development potential in the Valley. One possible exception is the Homestead site. Because of its proximity to downtown Pittsburgh, its better access to the Penn Lincoln Parkway, and its relative closeness to areas such as Squirrel Hill and other hilltop communities, the Homestead site could eventually support some office development if the proposed water park and housing development occur and create a new image in the area.

## Commercial

All of the cities could accommodate some strip commercial development of neighborhood oriented retail. It could be accommodated along Route 837, if it does not interfere with the industrial redevelopment of the sites and does not create negative pressure upon the stability of the existing commercial business districts of the communities.

Because McKeesport was the traditional commercial downtown of the Valley and is not dependent upon or as associated with Pittsburgh, it may be best suited to cut out its own niche in the short-term as a commercial subcenter of the region. It may be to McKeesport's best advantage to begin to increase and enhance its orientation toward Monroeville and communities in its vicinity which are removed from Pittsburgh. To

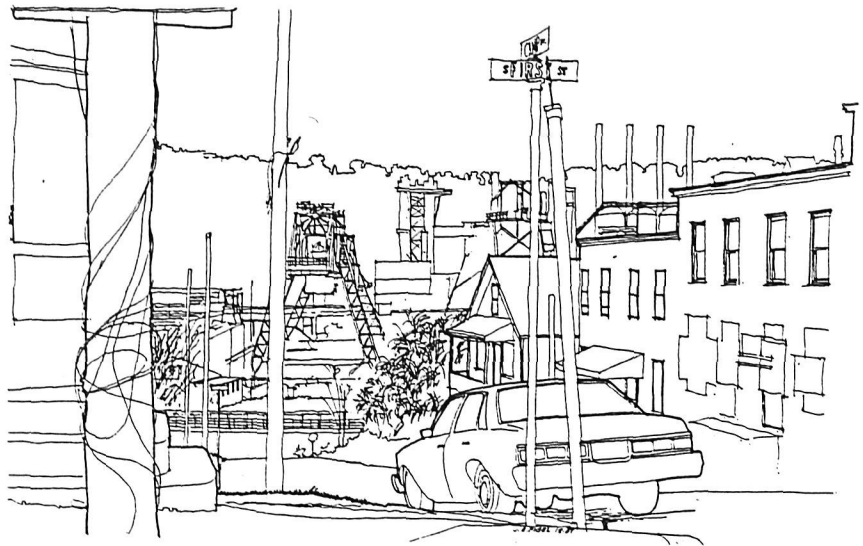
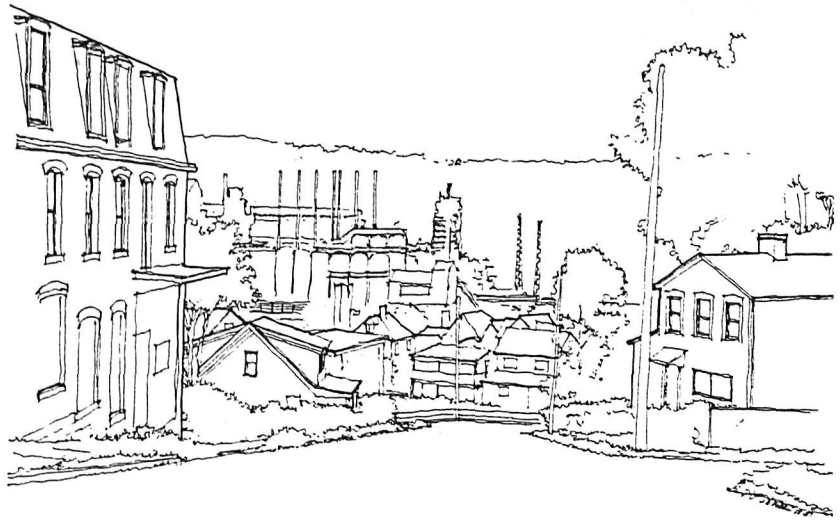
do this McKeesport needs to reestablish or strengthen its perception as a destination for commercial and amusement activities for people in the area described above as well as Pittsburgh and the Mon Valley.

Several options exist for McKeesport to expand its commercial/destination identity:

- Seeking road improvements along route 148 to US30 to the Penn Lincoln Parkway, and to route 48 to Monroeville, as well as, over the Mansfield Bridge/Mifflin Road to Route 885 to Pittsburgh.
- Redeveloping all or a portion of the National site for a unique commercial retail opportunity that will give McKeesport additional prominence and identity.
- Redeveloping parts of the site for "destination" activities such as entertainment and commercial recreation/sports activities. These types of uses attract people into the community and the Valley creating spin-off commercial opportunities which can be captured to strengthen the existing central business district. Examples of these types of activities could be the proposed dog racing track, horse racing, auto racing, fairs, festivals, other special events, skating rinks, etc. The pipe mill building could easily house significant retail space and many of these other activities. It could be a unique spot in the Greater Pittsburgh area.
- Encouraging improvement of the commuter rail line to increase ridership and extend weekend and evening schedules to encourage tourism and excursion ridership which could seek the commercial/amusement center as a destination. The route of the train should be changed to take it through the Homestead site the water park project, the Carrie Furnace and the Duquesne site, if possible.

### 3 Statement of Issues

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## **Prototypical Options**

Three broad site development concepts guide the team's specific proposals for each of the four sites. We call these concepts prototypical options to be considered by the communities, developers, local officials, planners, and others who care about the future of the Mon Valley. These options present a deliberately simplistic set of site development choices to be made.

We expect the development of each site to combine elements from each of these prototypical options. We do not expect any of the four sites to be developed entirely as described in either of the three prototypical options.

### **Green Park and Land Bank Option**

This bold option razes certain structures, clears and cleans up the site, renews the soils, plants grass, shrubs, and trees, and makes a green park at the river's edge for at least the short term and perhaps the mid- and long-term. This option is an investment in land, a land bank from which "withdrawals," of developable land may be made as development opportunities emerge. Some critical land areas should never be "withdrawn," to preserve public access to the river's edge for parks, open space, recreation, and industrial heritage.

### **Possible Green Park Land Uses**

At these vast, multi-hundred acre, multi-mile long sites, many low intensity new land uses may take place, without conflict or prejudicing the future:

- riverfront trails
- linear marinas and related support facilities (boat rack storage, boat repair, and building)
- parks with playing fields for baseball, football, soccer, lacrosse, as well as basketball courts, ice hockey rinks, and adventure playgrounds
- golf courses
- gardens
- lakes (e.g. fill the Duquesne Works ore stock yard with water)
- tree farms/new forests.

### **Why Green Parks/Land Banks?**

The cleaned up and planted sites will change radically the image of these locations and the Mon Valley. This change may improve the marketability of all or parts of these sites. Limited site clearance readies this land for a swift public response to entice a presently unknown major potential developer/user of such a site (a castle in waiting for the white knight). Land banks do not foreclose the future. Land banks facilitate the future.

This option also immediately reclaims the riverfront for the towns and their residents. This will also change the perception of the public (Mon Valley residents, Pittsburgh residents, visitors, and others) that these are no longer mill towns, but instead have become again riverfront towns, nestled in a green valley. To integrate town and river's edge, green parks/land banks should begin at the existing access points at the sites on streets perpendicular to the river (Grant Avenue at Duquesne, Amity Street at Homestead, and Clifford Street at National) and extend the green space promptly to the river.

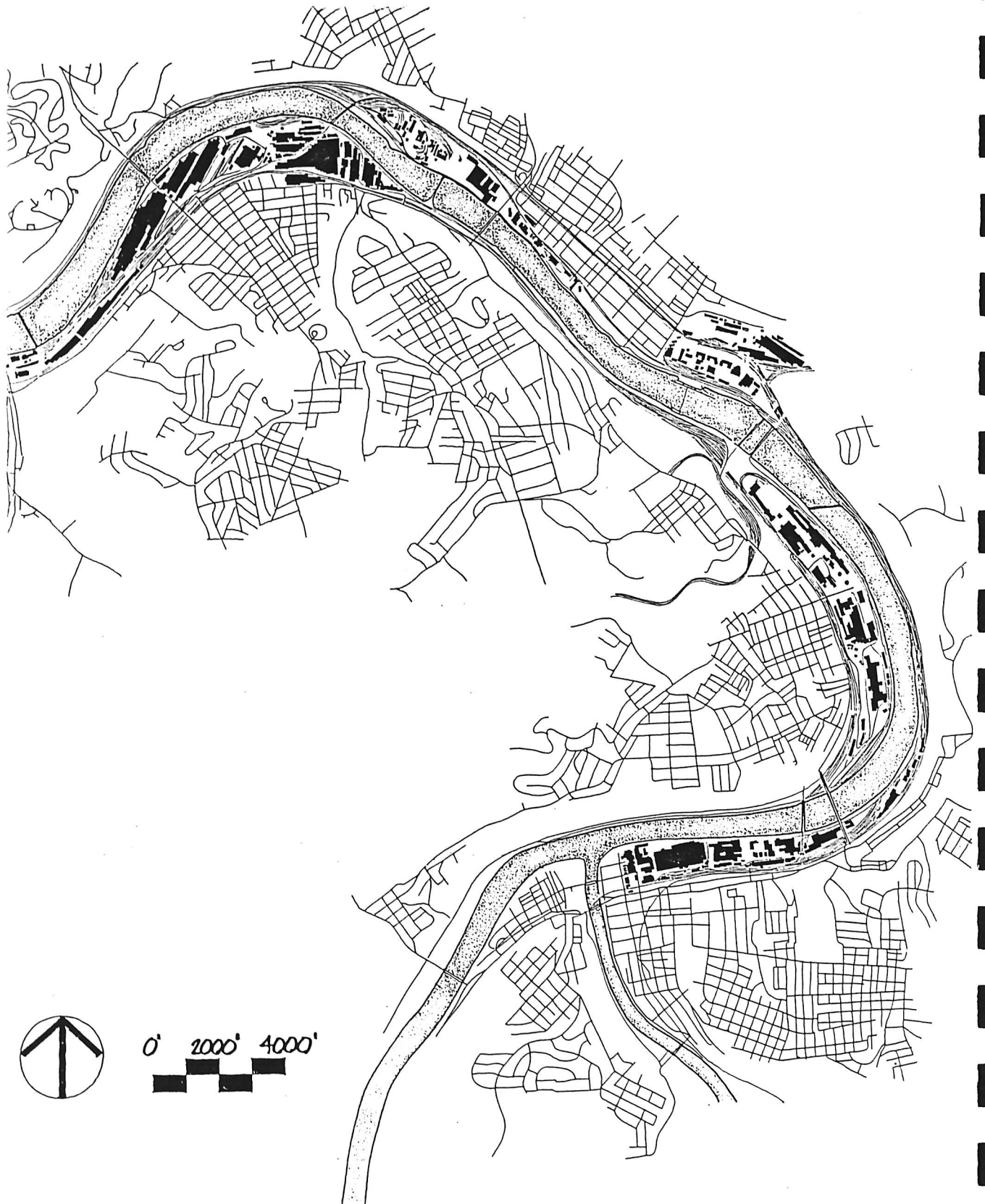
### **Disadvantages of Land Banking**

Banks need capital. Land banks need patient capital, that can make the extraordinary investment needed to acquire, clear, clean-up, and green these sites; then wait patiently, for years and years, and perhaps decades for "withdrawals" of land for development and a very modest return on the original investment.



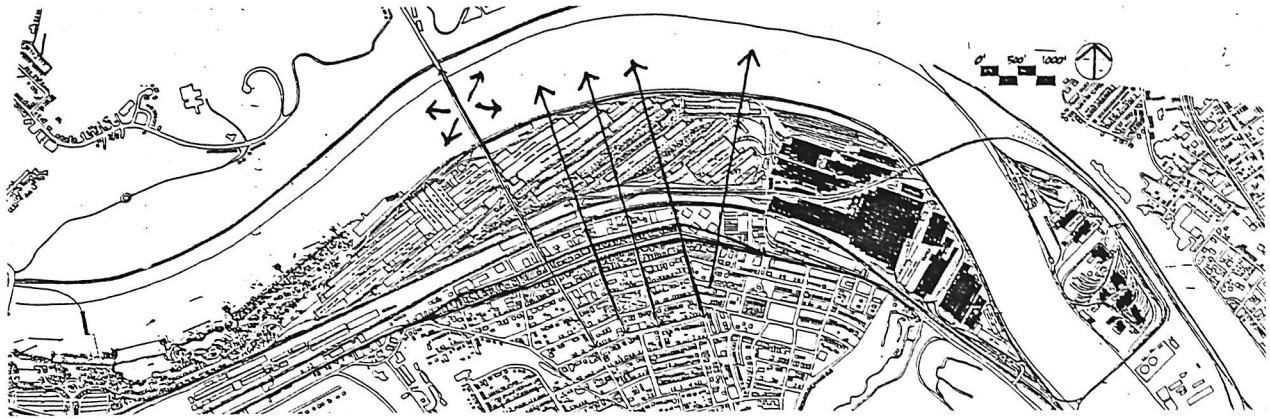
# 4 Site Development Concepts

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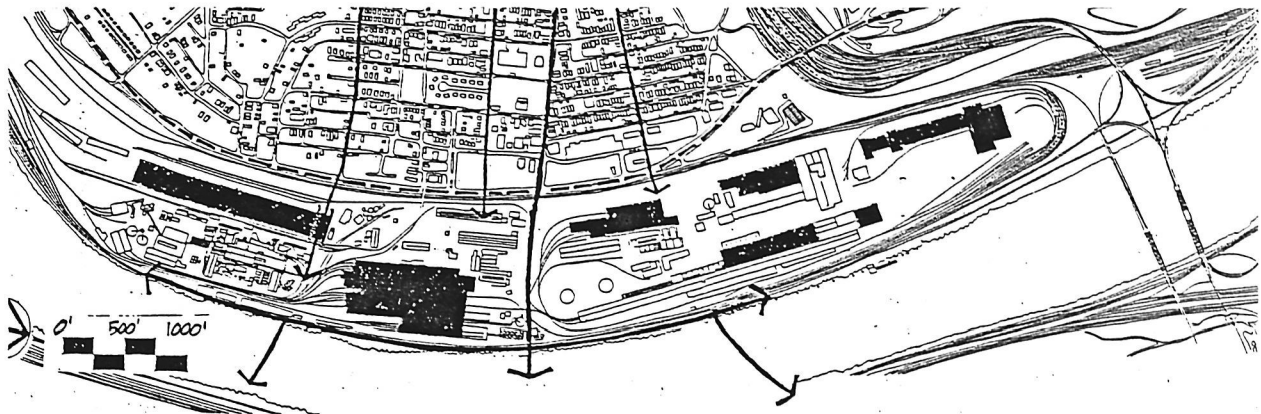


MON VALLEY - STRUCTURAL FRAMEWORK

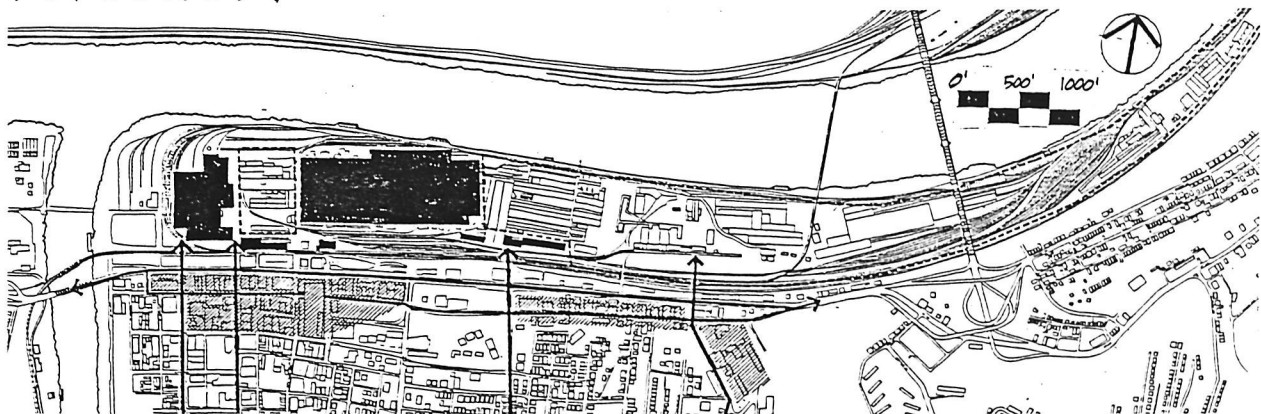
HOMESTEAD



DUQUESNE



McKEESPORT



ROUTES/AXIS/VISTAS

### Light and Medium Industry Adaptive Reuse

This scenario is predicated on the dual goals of adaptation of existing mill buildings for light and medium industrial use and the retention of certain buildings for historical purposes. Nonetheless, the overriding assumption and goal under this scenario is that many of the existing mill buildings and facilities represent a high value in place resource and should, notwithstanding preservation concerns, be reutilized in an effort to attract industrial jobs to the Mon Valley. One assumption includes the following:

- The major objective is to minimize the site preparation costs in advance of identifying specific industrial users.
- Stabilize or "mothball" structures and facilities to remain, both for industrial reuse and historical preservation.
- Clean-up sites, including selective demolition, to minimize the visual impact of unused or underutilized facilities and structures.

The site reclamation and redevelopment process under this scenario would include the following steps:

- The evaluation of all structures and facilities identifying their assets and liabilities including the types of industrial uses appropriate to building and/or facility including the potential demolition of single purpose structures which have neither historic nor economic potential.
- The rating of structures and facilities regarding their historical significance for purposes of future resource allocations.
- The preparation of National Register forms for buildings and facilities deemed worthy of listing in the National Register of Historic Places.
- A plan for eliminating the hazardous factors and conditions including demolition and/or stabilization on a selective basis.
- Structures and facilities which are to be demolished should be fully documented before demolition and where identified, artifacts and building elements of historical significance be salvaged for display in the interpretive component of the Steel Valley Museum.
- Resolve conflicts between public access to the historic sites and industrial reuse of the buildings and facilities.
- Stabilize all structures and facilities which are to remain for both reuse and historic preservation.

## Conventional Redevelopment

A third approach to site redevelopment is in the mold of conventional redevelopment, where the site is acquired, cleared, and made "competitive" for development by conventional market forces and select public activities and programs. This is the most capital-intensive approach, but is one for which some regional and state funds may be available, and with which redevelopment and economic development agencies are most familiar. This argues for its likely success where appropriate.

In this case, making the sites competitive will include at a minimum clearance and cleaning up of environmental damage left by the steel industry. Because of the nature of the past uses, this site preparation has been estimated (based in part on the experience of the Pittsburgh Technology Center site on Second Avenue) to cost \$100,000 to \$500,000 per acre -- clearly beyond market values for the resulting land. However, like mine reclamation, it is apparently deemed worth the cost in broader social benefits.

At these costs and given the limited market potential of the valley sites, the conventional redevelopment approach is not likely to be advisable on any site in its entirety; but it may be useful for portions of any site where one or more of the following conditions are present:

- Clearance is advisable to remove dangerous or blighting facilities that inhibit development of otherwise developable adjacent lands.
- An end user has been identified or market pressures are sufficient to anticipate an acceptably rapid absorption period for the land.
- Specific funding sources are identified, that can be best or exclusively devoted to site cleanup and infrastructure development.

In terms of the issues identified earlier, the most important factors to consider in pursuing this approach are: the accessibility of the site; the need to preserve truly historic structures; the integration with the towns and the smaller scale redevelopment activities; and the careful phasing of redevelopment.

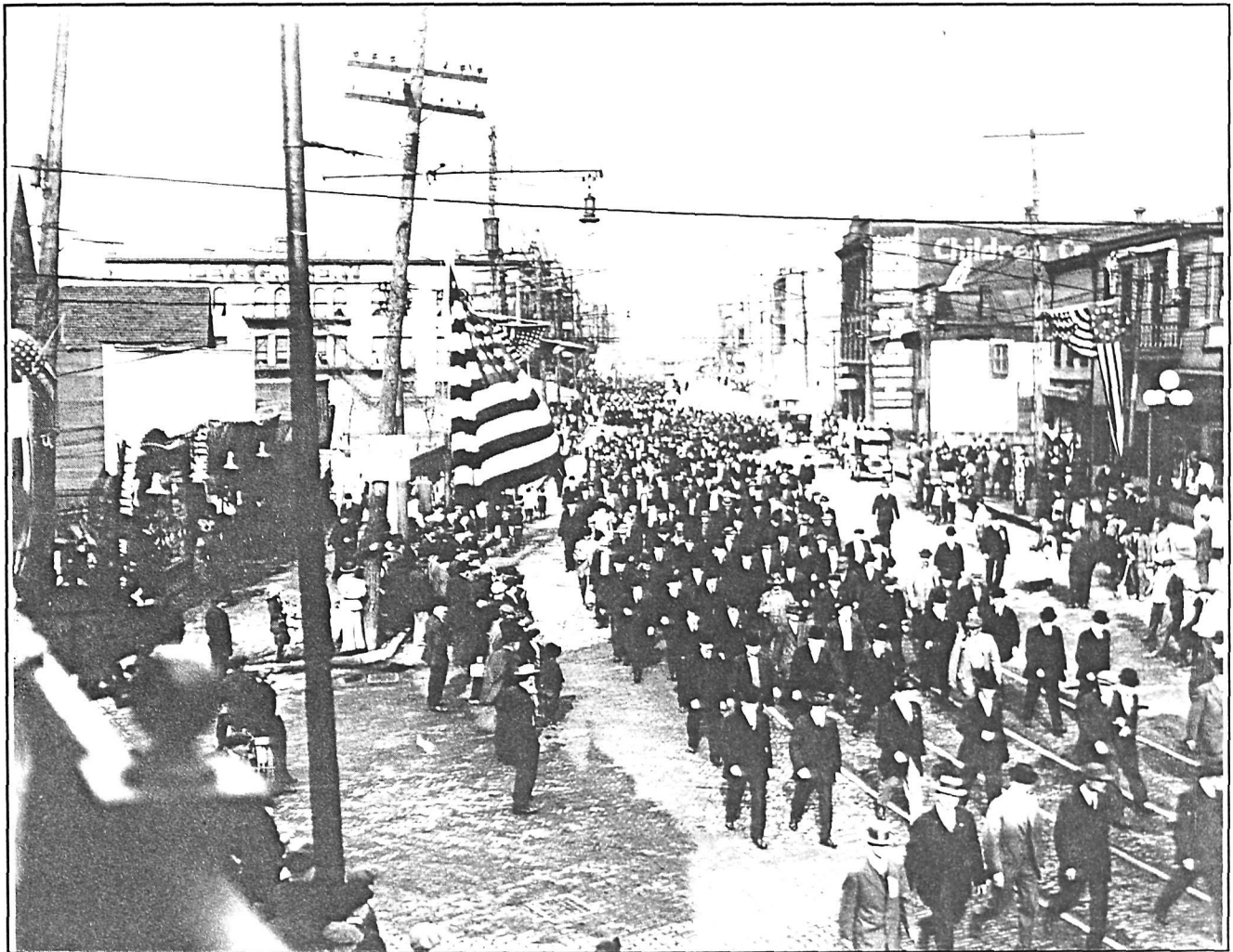
### Homestead Works and Carrie Furnace

#### Summary of proposals:

- The mill buildings should be selectively cleared and the land reclaimed for development.
- As part of the reclamation process, a Garden Festival should be initiated in the interim until permanent development is attracted to the site.
- The plate shop buildings to the west of the Homestead High Level Bridge should be stripped to their structures and selectively glazed to form major exhibition buildings for the Garden Festival.
- The Carrie Furnace site should be reclaimed and refurbished as a museum of steel.
- The gridiron pattern of roads of the existing town should be extended into the mill site to provide access to the site and river beyond.
- A major town park should be developed.
- The river bank should be developed as an esplanade with a landing stage for yachts and ships.
- Route 837 should be aligned in the form of two one way routes primarily following the existing 7th and 8th Avenues.

## History as Context

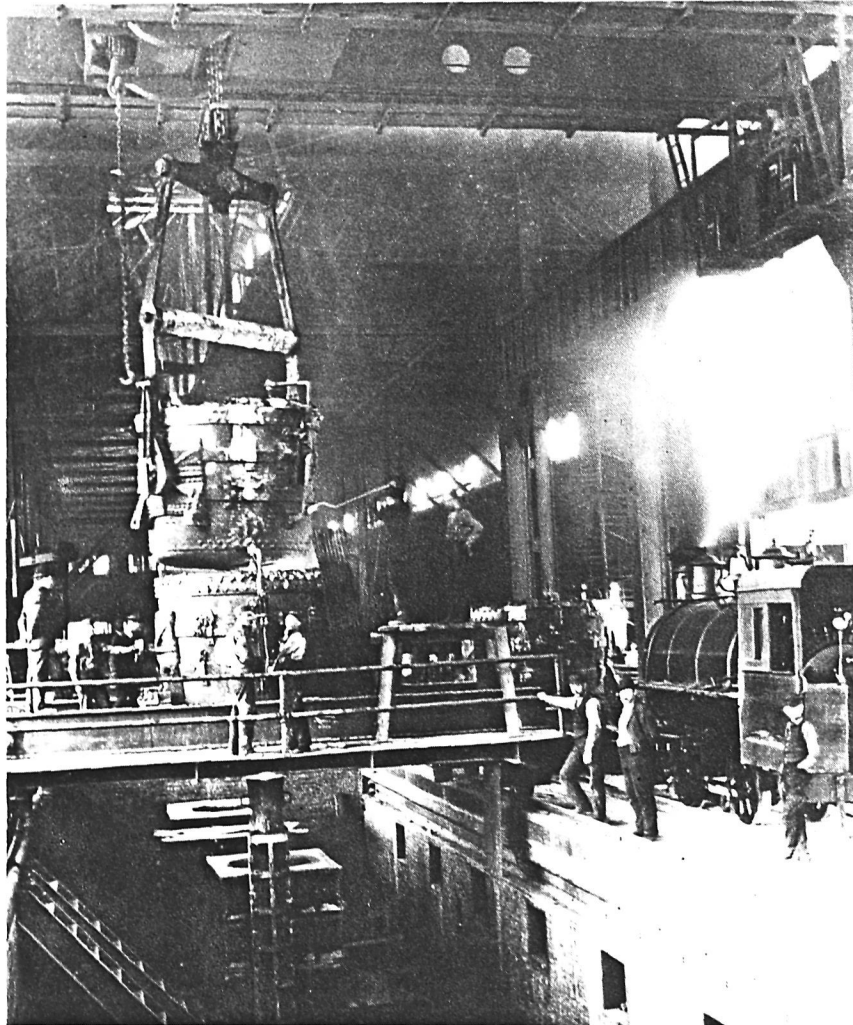
The Mon Valley, and particularly Homestead, has a rich and complex history, paralleling, if not fueling, the rise of the United States as a great industrial power. There is the official history of Homestead, represented by the development of the mill complex by US Steel. And the story of the people is of equal importance--the other history, the history of the laborers, their families, and their towns. A history of steel making devoid of its labor or human component is incomplete.



## 4 Site Development Concepts

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The creation of Homestead is a chapter in the story of American industrial paternalism. Homestead was company a town from its inception. The deliniation of small boroughs by Andrew Carnegie, the stratification of the work force into laborers, foremen, managers, and the strong role the corporation played in defining their roles in the mill and the community all defined the essence of a company town.



Written in 1910, Margaret Byington's seminal study *Homestead: The Households of a Mill Town* represented one of the earliest efforts to understand the day to day life of the laboring community. In addition to recording the laborers experience through their eyes, Byington also recorded their impressions of the bloody Homestead strike. In that sense Homestead is also the history of the American labor movement and its contest with the entrepreneurial establishment for recognition. This is made vivid by the protected enclave of the mill with its limited and controlled access and railroad moat.

In a broad sense, the history of Homestead is a living history complete with the associations and meanings which give pride and continuity to both the workers and the public. History and its manifestation in preservation serves two purposes in the Mon Valley: to put closure on the formative period of Homestead's development and to make the Valley's history a public history shared by the nation. Therefore, the role of historic preservation, while somewhat ephemeral, is a critical component in the rebuilding of the shattered communities which share the Mon Valley.

### **Existing Conditions**

Steel making in the Mon Valley has long been in decline. The closing of the mill merely confirmed this long decline. The lack of maintenance of the mill facilities has now led to the deterioration of the enclosures but do not affect the structural integrity of the mill structures themselves. They remain sound.

The boroughs have suffered from the Valley's loss of its economy in ways both visual and human. The constriction of expendable income has led to the decline of main street, housing abandonment and/or poor maintenance, and the reduction in public services as the tax base shrunk. Nonetheless, both the mill and the boroughs contain a considerable amount of physical fabric which can be perceived as a valuable and irreplaceable resource. Similarly, the Valley's residents remain committed to the Valley and constitute its most important asset. The orchestration of both the human and built resources into a new reality for Homestead and the Valley is possible only if its history and its pride is preserved, nurtured and interpreted into a vital living present.



## 4 Site Development Concepts

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Perceived needs and goals are as follows:

- A new positive image is needed for the valley. Homestead is like a gateway to the future. An exciting far-sighted project is required to spark the citizens' imaginations.
- The great industrial past needs recording, and a museum is necessary in the valley. (Carrie provides an appropriate setting.)
- Demolition of selected buildings and land reclamation is essential to provide a new image and prepare the sites for redevelopment.
- The redevelopment of the mill site needs to be undertaken.
- Access to the site from the town needs improvement.
- Access to the river needs to be provided.
- Views from the town to the river need to be restored.
- Recreational facilities on the river bank are needed.
- More green space for the town is required.
- A good commuter transportation system is required.
- The alignment of Route 837 needs resolution.
- The town needs to be economically regenerated, in part, by the refurbishment of underused buildings.
- Local public contracts sponsored by the government should be conditional on the use of local labor.

### **Conceptual Structure/The Development Armature**

Conceptually, the approach to the reclamation and redevelopment of the Homestead Mills is based on the design of a fixed physical and institutional armature which includes the following components:

- A public open space network;
- A vehicular and goods distribution network;
- View access corridor;
- A parcelization scheme;
- A preservation, stabilization and development management plan;
- Linkages to adjoining boroughs, the Mon Valley, and the region.

This armature has been conceived to guide the applicability and appropriateness of the four site development concepts to specific locations on the site. These four concepts are:

- reclamation and stabilization
- redevelopment
- adaptive re-use
- historical resources.

Structured to assist in assessing opportunities, the armature concept is radically different from the traditional master plan. Unlike the traditional master plan, which is similar to a child's coloring book in which the child fills in the appropriate color between the lines until the drawing is complete, the armature concept recognizes and attempts to harness the contingent nature of urban and economic development which is dependent on private market forces that constantly change. It then structures those changing development possibilities within a fixed framework. In a sense, the armature might be called "opportunity planning." It fixes certain critical relationships, while leaving open the types of land uses, which infill the armature.

This armature is based on a prior analysis of the potentials and liabilities of the Homestead Mills, the boroughs which border it, and known development proposals including Sand Castle, the preservation of the Carrie Furnace complex, and the possible reactivation of the 160" plate mill.

### **Site Assessment**

The Homestead Mills are located on both sides of the Monongahela River with the bulk of the mill buildings and facilities located along the southern riverbank and the Carrie Furnaces on the north bank, bordering Swissvale and Rankin. Both portions of the mill are joined by the Union Railroad Bridge which connects the Carrie Furnaces to the eastern end of the main Homestead Mill Complex (see existing conditions plan).

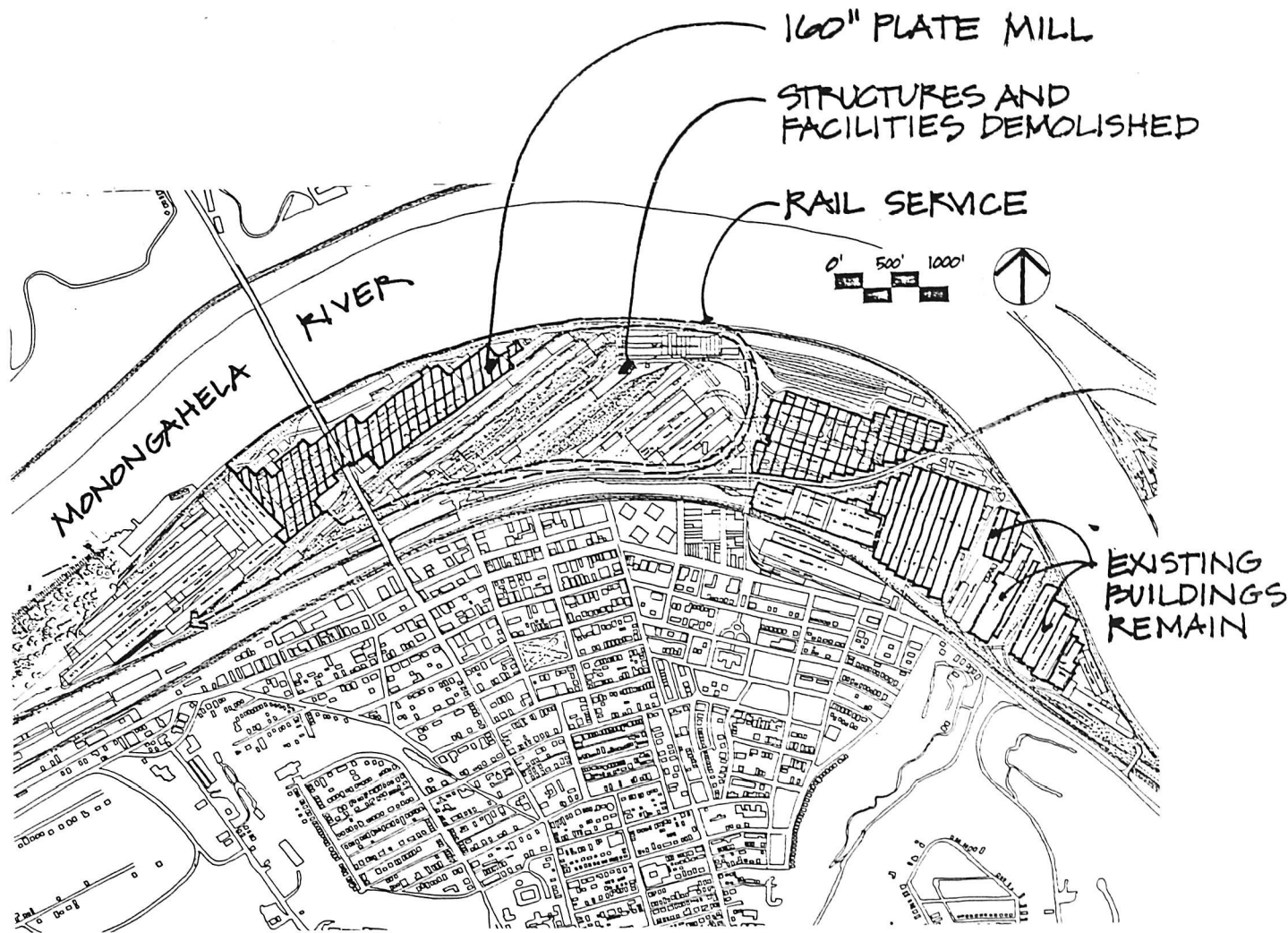
## 4 Site Development Concepts

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Our assessment has identified the smaller existing mill buildings located at the western portion of the site (the structures around machine shop two the shipping building, the building housing the 140" mill, and the armor plate building) for stabilization pending their eventual reuse. These buildings are of more modest dimensions than the largest of the mill buildings, making them potential candidates for industrial and/or commercial re-use.

The central area of the mills is currently occupied by portions of the 160" plate mill, open hearth #5 and rail yards, while the area to the west of the Homestead High Level Bridge includes the remainder of the 160" plate mill and the buildings housing the 45" and 100" plate mill. With the exception of the 160" plate mill, there is general consensus that the other steel manufacturing processes located in these sheds are obsolete and will not be re-activated. The operational potential of the 160" plate mill nonetheless remains less clear. The team has read reports and heard conflicting testimony regarding the feasibility of restarting the 160" plate mill operation. While the team is not capable of assessing the economic and technical viability of this idea, we have been able to assess the reactivation of the 160" plate mill in terms of its impact on the development potential of the site and the adjoining Sand Castle development. Assisted by knowledgeable individuals, we have identified the extent of building and facilities needed for a fully functional 160" plate mill.

The retention and re-activation of the 160" plate mill would preclude major redevelopment of the central portion of the mill complex. The cleared area which would remain (assuming demolition of open hearth #5) and the rail yards and adjacent sheds would have virtually no river access and be sandwiched between two active industrial uses, precluding recreational, residential and commercial activities other than warehousing type commercial activities. In addition, much of the existing track system, including the right-of-way paralleling the river, would preclude public access to the site, and most importantly, to the river's edge.



HOMESTEAD - 160" PLATE MILL  
REACTIVATION ALTERNATIVE

## 4 Site Development Concepts

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Our conclusion, based on the 160" plate mill's impact on future site development, is to recommend that the mill not be reactivated because its central location would preclude redefining the image of the site. This is a critical factor at this location. Homestead is the gateway to the Mon Valley. The image suggested by Homestead, in effect, becomes the image and symbol of the Mon Valley. Furthermore, its proximity to downtown Pittsburgh suggests a varied rather than single-purpose land-use approach, in which a menu of compatible land-uses would be located on this cleared and reclaimed portion of the site.

The plate mill sheds, on the other hand, are significant building and architectural resources, given their raw vitality and impressive size, we recommend they be stabilized. The stabilization effort would include the stripping of the sheds down to the structure, the stabilization of the structure, and the seeding of the reclaimed land. Future re-use could then appropriate portions of the structural shell by selective enclosure. The openness of the structural frame would allow for dramatic views of the river from the boroughs.

The Carrie Furnace Complex should be retained in its entirety. In addition to being visually compelling as an image of 20th century steel manufacturing, this single purpose complex has been the object of numerous preservation proposals. The size of the complex probably precludes the complete restoration of the site at this time as an interpretive historic site. Rather than pre-select aspects of the complex, we recommend that the entire complex be stabilized, which includes the removal of hazardous materials and the securing of structural elements to allow for public access to the site.

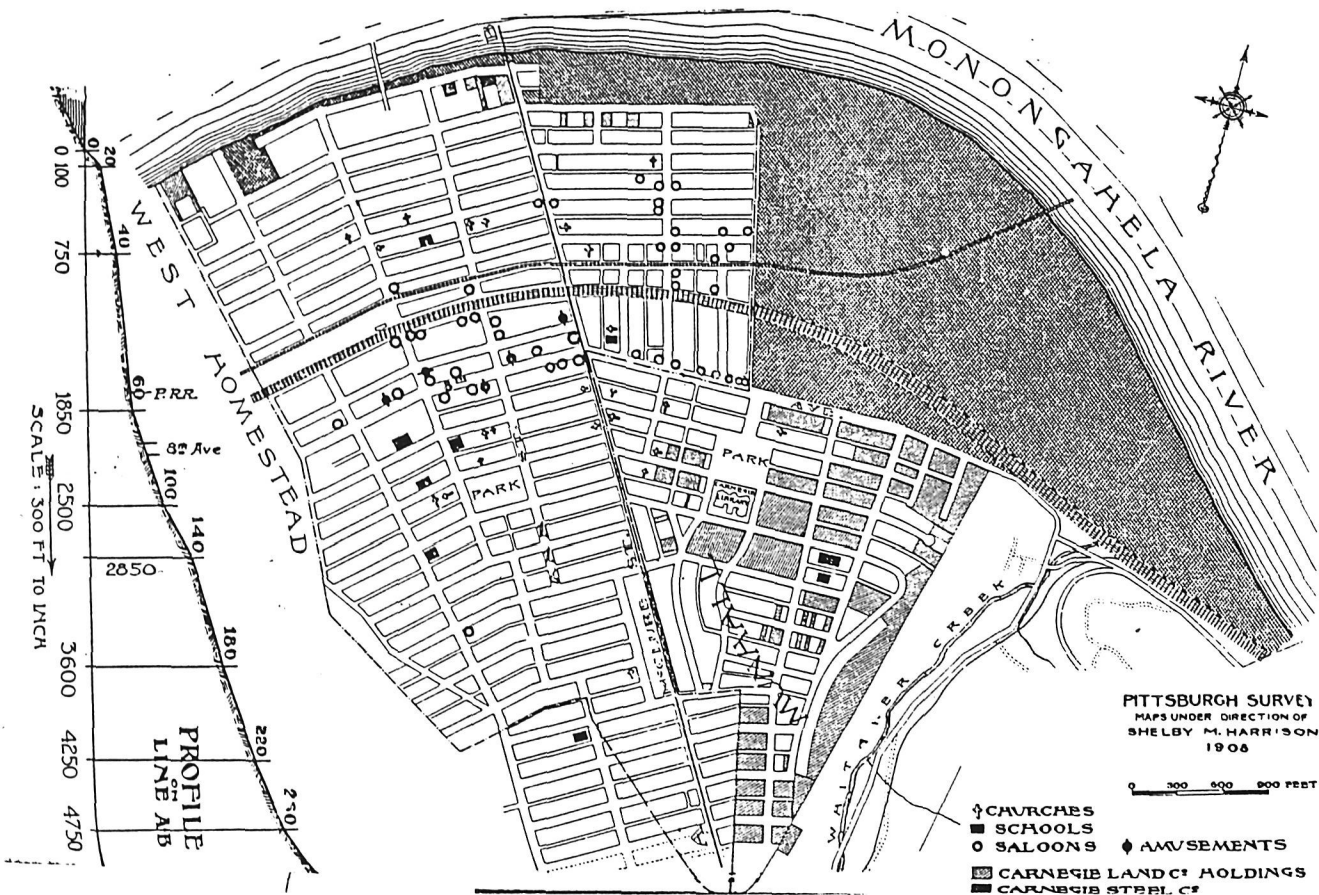
## **Creative Approaches**

The key to the reclamation and reuse of the Homestead Mills is the armature mentioned earlier. Taking our cue from the historical development of the bordering boroughs, we have opted to recreate the grid pattern of traditional blocks and streets which occupied the redevelopment portion of the site before this oldest of Homestead's residential districts was demolished to make way for the plate mills in the early 1940's to accommodate war production.



## 4 Site Development Concepts

The recreation of this gridiron is predicated on the extension of the existing street system to the river's edge creating views from the boroughs to the broader context of the Monongahela River valley. The extension of the gridiron of streets and blocks would facilitate a reciprocity between the boroughs and the new development allowing them to function mutually and benefiting from the sites' development as an integrated whole rather than two discrete enclaves.



There are two corollaries to the gridiron extension: the creation of a public open space network and a framework for the parcelization of the redevelopment sector of the site. The open space network, for the first time in generations, would make the river valley accessible to the boroughs. It includes a 500-foot-wide linear park extending from the Conrail and P & LE right-of-way to the river's edge where it joins a continuous riverfront promenade extending the full length of the site joining the Sand Castle development to the west and the Duquesne Works to the east.

PUBLIC PROMENADE

LIGHT RAIL

RESIDENTIAL

PARK

LIGHT RAIL

R.R. STATION

COMMUTER  
LINE



HOMESTEAD  
FULL DEVELOPMENT ALTERNATIVE



## **4 Site Development Concepts**

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### **Parcelization**

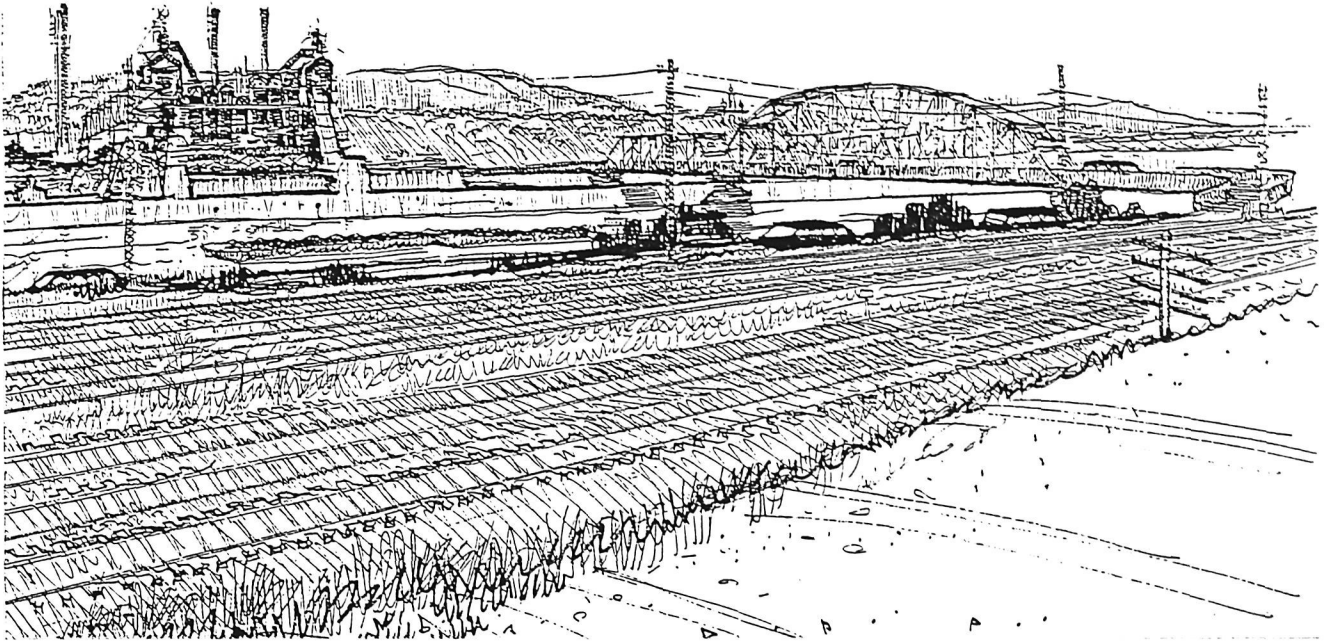
The parcelization system is based on blocks, approximately 500 foot square, containing up to five acres. The scale of the blocks allows for multiple uses ranging from light industrial and commercial uses to residential development. The full blocks are capable of being parcelized into smaller development sites corresponding to potential development opportunities.

### **Economic and Social Integration**

The gridiron armature serves an additional purpose. By integrating the site with the boroughs we hope to encourage the perception of the site and the boroughs as a single entity. This is critical to present to the visitor a more complete understanding of the historic relationship of the boroughs, its buildings and families to the Homestead Mills. Of equal importance is the economic spin-off generated by the site's redevelopment. To support this goal the main transit access to the site would be located in the old railroad station at the junction of the boroughs and the mills. Furthermore, visitor-related commercial activities would not be concentrated on the site. Hotel accommodations, for example, would be provided in underutilized historic structures in the boroughs similar to Pittsburgh's Priory in both scale and character.

### **Historic Complex/Museum**

The Carrie Furnace complex would be preserved in its entirety ultimately allowing full public access to the site. The second aspect of the historic component would include the appropriation of one of the eastern sheds for the display of artifacts produced during the long history of the Homestead Mills. The display might contain examples of tanks, and other military equipment produced by the armour plate mills to the structural steel section used in constructing many of the nation's largest buildings and structures, as well as interpretive displays including the possibilities of a Smithsonian type cinema facility. In addition, the retention of the structural frames of the original mill sheds would allow visitors to begin to comprehend the raw energy and scale of the mill complex as they frame the centrally located redevelopment sector.



### **Transportation**

The entire historic component extends for almost 2.5 miles from the Carrie Furnaces to the exposed structural frames of the former plate mills and the Sand Castle development. It is proposed that an internal light rail transport system be created using the old Union Railroad rights-of-way. It would begin at the mass transit station and connect the various site attractions in a figure eight pattern with a portion of it paralleling the river embankment and crossing the river at the Union bridge affording views of the valley and the Duquesne Works to the east, complementing the visitors' understanding of the Mon Valley as a production network.

### **Incremental Development**

The armature provides the framework for incremental reclamation and redevelopment based on the availability of resources and development opportunities. It is proposed that the initial activity in of the redevelopment sector would be an international Garden Festival which would, with minimum resources, green the site and in the process transform the image of Homestead and the Mon Valley. The buildings to the west

## 4 Site Development Concepts

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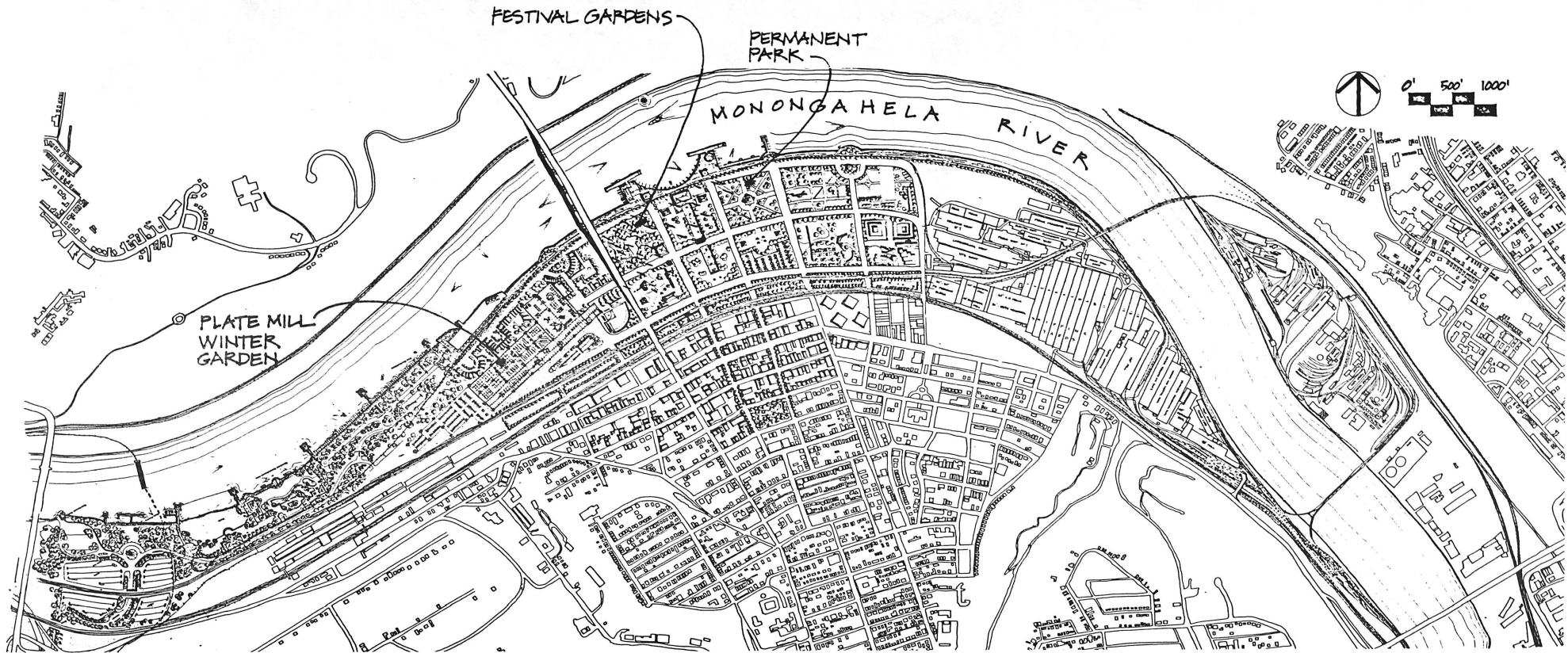
of the high level bridge would be retained as stripped of their steel cladding and selectively glazed to provide the Festival with its central exhibition building, restaurants, theaters and winter garden. As development opportunities present themselves over time, the portions of the garden would be developed in succession, beginning the transformation of the valley as a viable place to live and work. It will be up to the market forces at the time to decide building functions.

It is suggested that an international design competition be mounted for the Garden Festival site.

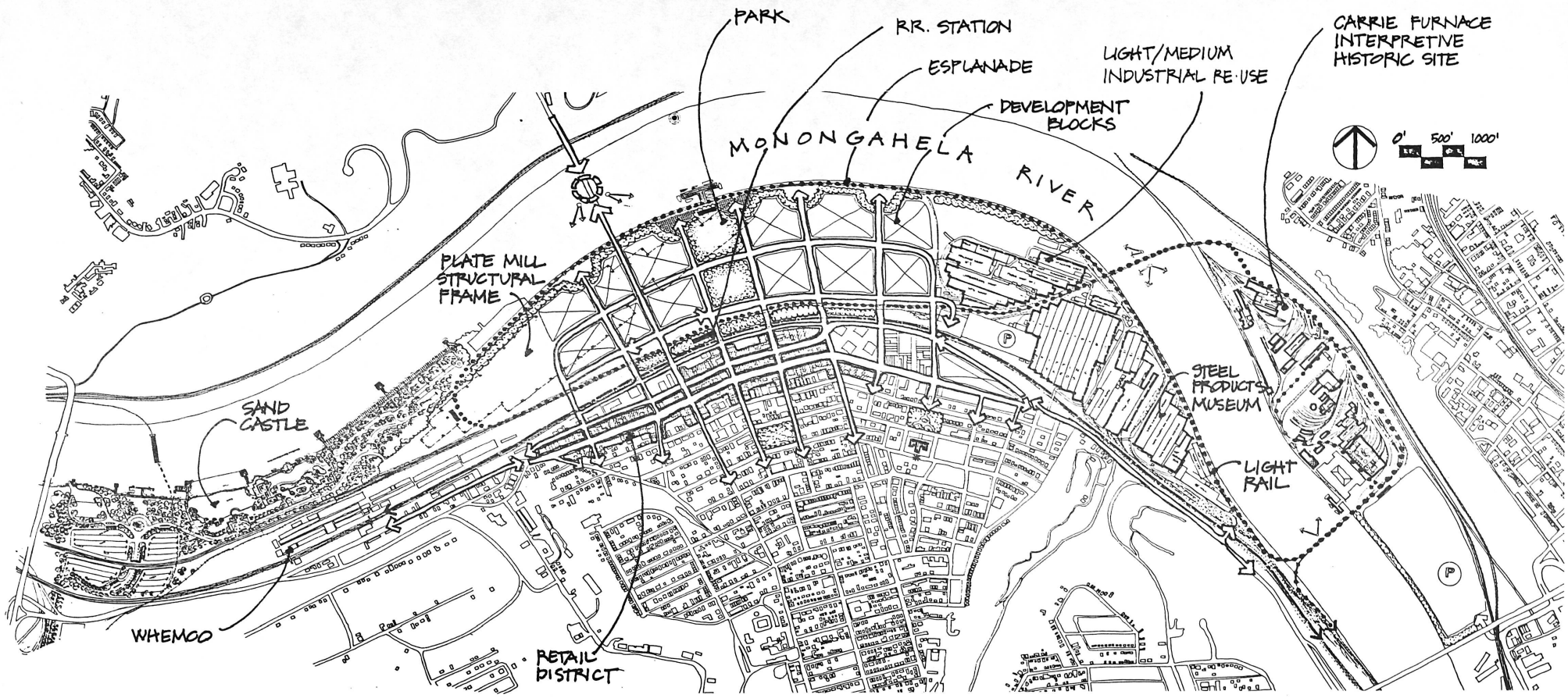
### Summary

The site analysis and assessment suggests that the center portion of the Homestead Mills be redeveloped in accordance with the proposed armature. Selected mill sheds should be stabilized and their whose structural frames retained. This area extends to the boundary of the proposed Sand Castle development, which would benefit from imageability of the new development as well as complement it.

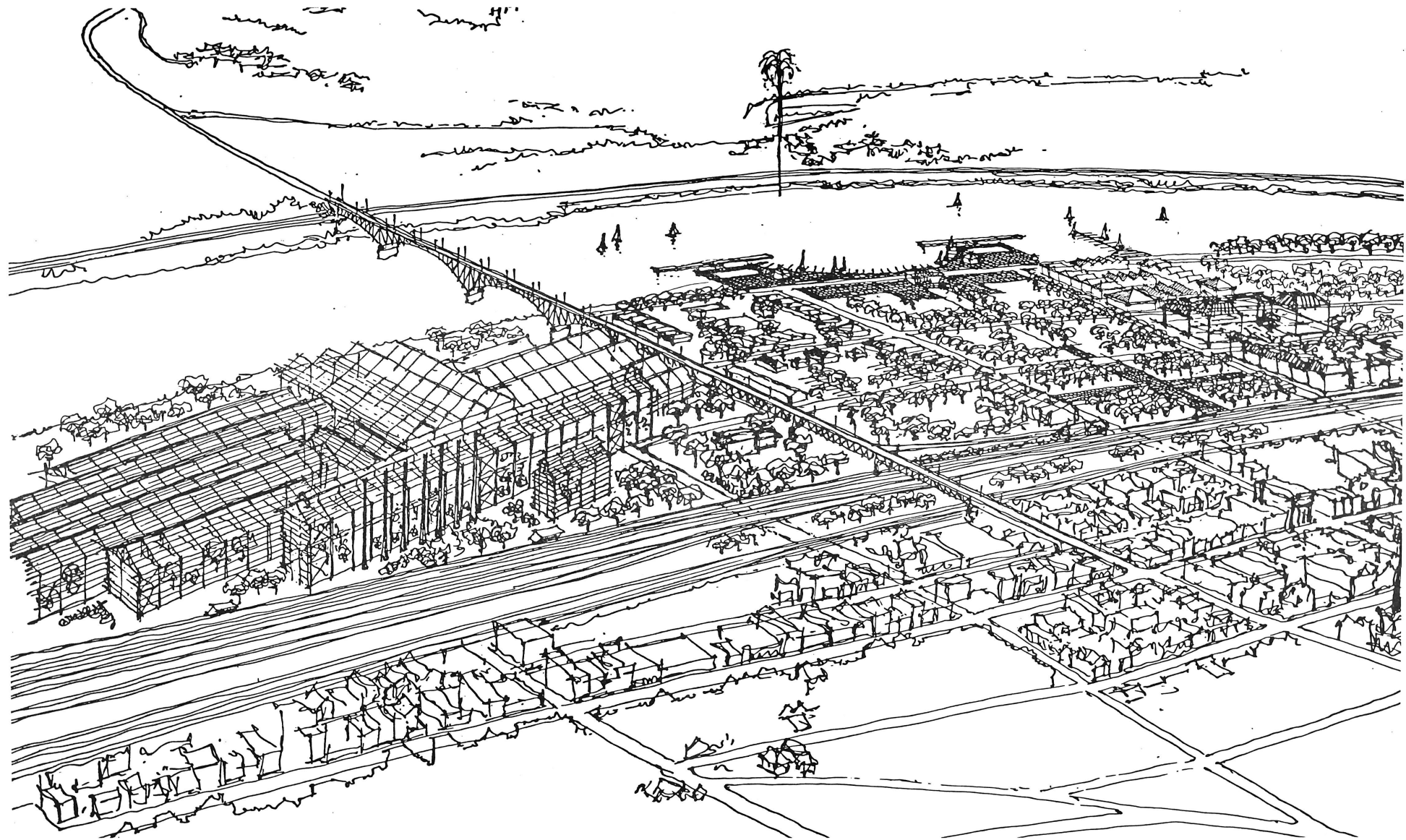
The eastern portion of the site adopts the second strategy---industrial adaptive reuse of the smaller mill sheds. The virtue of this approach is that the historic fabric is preserved within the context of active economic use, which can only enhance the sense of the extensiveness of the mill complex when coupled with the high visibility of the exposed structural frames and stacks to be retained and stabilized at the western end.



HOMESTEAD - SITE DEVELOPMENT PROPOSALS  
INTERIM USE/ FESTIVAL GARDEN



HOMESTEAD - SITE DEVELOPMENT FRAMEWORK



HOMESTEAD - AERIAL SKETCH

## Precedents

### **Charlestown Navy Yard, Boston:**

In the early 1970's the federal government closed out the Charlestown Navy Yard in Boston, thereby throwing thousands of shipyard workers at of work. The large shipyard site with its money buildings stood vacant and abandoned for over ten years while many former workers hoped that the ship building industry would revive in the United States. that would prove a false dream.

In the early 1980's, the Boston Redevelopment Authority purchased the yard and began to plan for its reuse. Many of its old buildings proved reusable while others required demolition.

Today the Yard has come alive again with entirely new uses. After the Redevelopment Authority prepared the site with new roads, utilities, parks and selective demolition, private developers were attracted to the site and constructed new housing, marinas, and research and industrial space. Today, as many people are employed at the Yard as before the federal close-out.

### **Battery Park City, New York City:**

Beginning in the 1960's the city of New York embarked on an ambitious plan to extend the land mass of Manhattan by means of an extensive landfill. A series of megastructure schemes were developed concurrent with the land. Fill operation which reflects the prevailing architectural and planning though. These traditional physical master plans were ultimately respected for reasons of infrastructure cost and unresponsiveness of the plans to changing conditions.

The new plan, base on extending the Manhattan gridiron streets drew on the building and development conventions which typify New York City. The genius of the plan was its establishment of a public open space network of streets and public parts defining a series of blocks in which the parcel sizes of varying configurations defined in a effort to recaptures the traditional incremental development of Manhattan and the diversity of market and designs which result from development process.

## **4 Site Development Concepts**

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The project plan has proved to be flexible and responsive to market needs while maintaining its sense of place despite the diversity of its buildings. The public response has proved positive with prompting the extension of the plans conceptual approach to Battery Park North.

### **Liverpool:**

The havoc created by the almost complete loss of the docks is a parallel to that of the Mon Valley. Levels of unemployment were up to 80% in certain areas and risks occurrences in 1981.

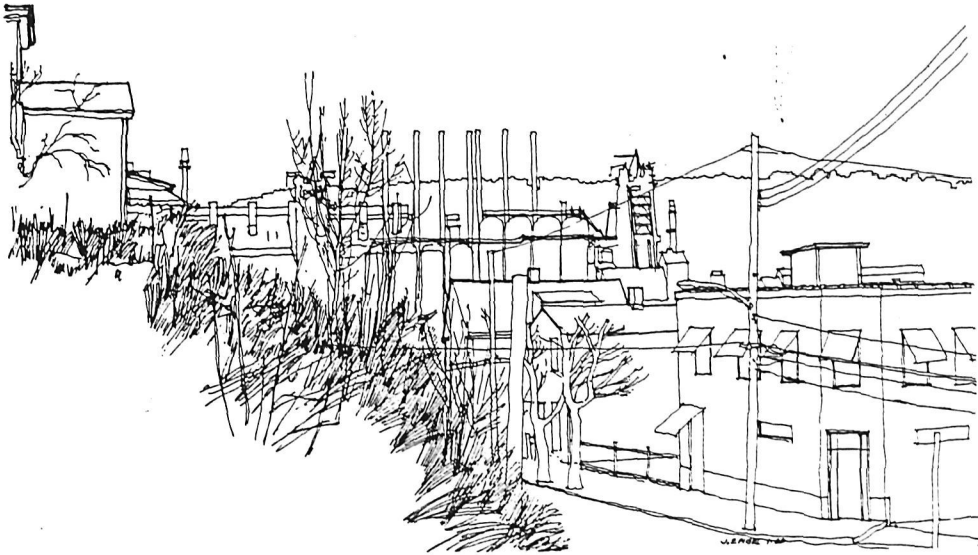
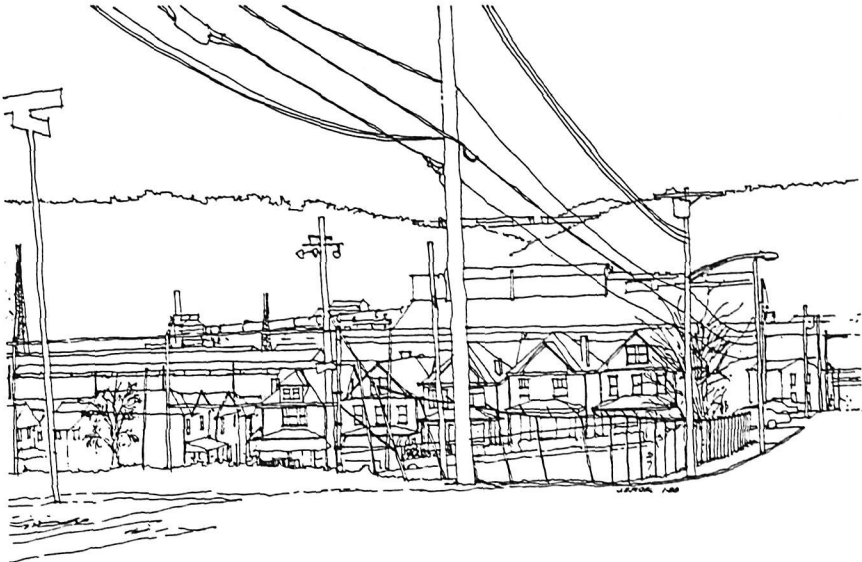
A determined effort by the people, the government, together with the Bishops of both main churches has given the city hope and resolve to overcome almost intractable problems. Private and public finance was essential.

The International Garden Festival in Liverpool in 1983 was a large attraction to tourists. Community led housing projects have already proven an estimatable success.

### **London Docklands:**

By means of joint private and public finance, the vast areas of the old London docks, some thousands of acres, have been replanned and are being redeveloped. A light railway system and enhanced boat service on the river were seen as essential in the regeneration of the docks.





### Duquesne Works

The Duquesne site probably presents some of the most complex problems faced in this exercise. This is due almost entirely to the vast scale of the U.S. Steel plant and its infrastructure. The plant's shut-down is one of the biggest in the Valley with the entire site except for some barge activity and railroad shunting along the Monongahela River. The RIDC, which has been allocated the entire site for redevelopment purposes, has recommended the retention of a number of major structures, including the 12" Mill Building (145,000 square feet), the Heat Treating and Finishing Building (110,000 square feet), and the Shipping Building (225,000 square feet) all at the northwestern end of the site. The other buildings recommended for retention at the southeastern end of the site are much smaller in scale.

### Existing Situation: Site Analysis

Because of the complete closure of the plant resulting in the current lack of employment opportunities within the Duquesne community, all other employment has been and currently is only available outside the district. In other words, Duquesne was a pure company town.

Duquesne is located on a relatively steep hillside overlooking the Monongahela River to the east. Most of the residential sector of the community is to the south of Grant Avenue, the main street. The most dominant structure is the high school, located between South 3rd and 4th streets, immediately above the City Hall, and has a declining school population. The population of the residential district has declined dramatically in recent years with a numerical fall of some 75% of the original population and though most houses are in a reasonable state of repair, many are currently vacant. A certain amount of recent subdivision has taken place on the site of the recently demolished Carnegie Library. Access from Route 837 to the south is at the junction of the McKeesport/ Duquesne Bridge Crossing. The small northern sector of Duquesne is separated physically from the south by the Union Railroad and Slag Dump. The well known Kennywood amusement park is immediately to the north of the city adjacent to the Duquesne Boulevard. This amusement park is one of the oldest established fun fairs in the United States and attracts clientele in the summer from Pennsylvania and adjacent states.

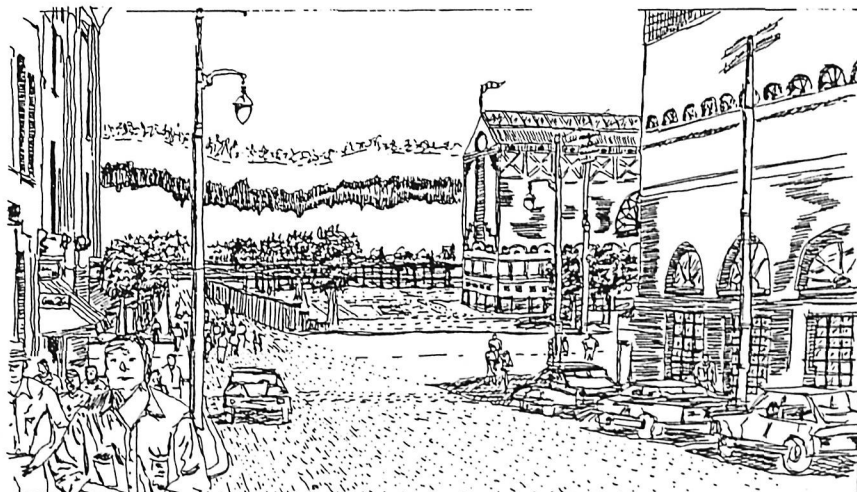
## Visual Appraisal

Duquesne presents an environment of character and quality in the shape and scale of the town and in the layout of the residential and commercial areas. The street environment and civic spaces which make up the public realm of the built environment are quite pleasant. There is a striking relationship between the "hill" town and the steel mill "flats." Grant Avenue offers a strong axis and orientation east and downward toward the USX mill.

The scale, size, and impact of the Duquesne works are similar to that evident at the National and Homestead Sites—characteristics which together with the sentiment attached to the plants provide particular opportunities in the redevelopment of the sites and particular problems in the limitations and financial demands of such large buildings and areas of land.

## Site analysis

The closure of the plant has left behind a community and urban fabric out of balance and without a strong focus socially, economically, or environmentally. Duquesne is disconnected from other neighboring towns within the Mon Valley as a consequence of discrete political divisions, local administrative structures, and the topography of the area.



## **4 Site Development Concepts**

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### **Perceived Needs**

The R/UDAT town meeting revealed a number of opinions expressed by members of the public concerning the future of Duquesne itself. Though there were some strongly held views about the renewal and re-opening of the steel manufacturing plant, other suggestions included alternative land uses. Incubator plants or industrial condominiums with shared central facilities could act as a catalyst for future growth. This can be paralleled by European and American examples of start-up workshops/studios, worker cooperatives and advance factories/nursery factory units. An alternative might be to examine the other end of the industrial spectrum such as the establishment of an industrial resource recovery plant. There is a national shortage of such facilities, and cities as distant as New York experience major difficulties in waste disposal. Barge maintenance facilities and railroad car repair facilities were listed as possible options. It was pointed out the investment in demolition and site clearance is so great because of the complexity of the operation that perhaps some industrial elements should be restored and put back into production. There was a strong feeling among some speakers that there was no possibility of the steel mills operating again and mixed use development of high technology units, commercial offices and residential use would be preferable. There was relevant discussion about building redundant housing at a time when existing stock is bringing abnormally low prices in Duquesne. Though many elderly people remain in Duquesne after retirement, the extended family no longer exists typically; children and their families have moved to the suburbs.

### **International Precedent**

The most obvious comparison to be drawn with similar problems overseas is the plight of Sheffield, England. This city which was originally the center of steel production in England, including cutlery production and aeronautical special steels, experienced a decline in production approximately 10 years ago because of competition with Japan, South Korea, and Taiwan. Sheffield has a population similar to Pittsburgh of nearly 500,000 in the city itself and over 1 million in the immediate vicinity. Over 10 years, the number of jobs fell from 80,000 to approximately 20,000. Initiatives taken by the city council and the local community has resulted in the creation of new job opportunities through in-

dustrial development grants for starter industries and the retraining of young workers through Manpower Services Commission programs. Small factories—ranging from worker cooperatives producing high fashion clothing and electronic components to small high tech office units producing computer software—have started to appear in the lower Don Valley, which was formerly occupied by the now demolished steel plants. The British Steel Corporation only retains the special steels/stainless division in the Sheffield region.

The new British Urban Development Corporations (UDCs) have been established by central government in areas of industrial decline. In places like Liverpool or Newcastle-upon-Tyne, UDCs are established by the government with responsibility for land purchase, assembly and sale, including necessary new infrastructure provision.

Generally, the land involved assumes a site of approximately 1,000 acres. Such areas are not dissimilar from the areas of land presently under consideration in the Mon Valley. They are land development agencies only and encourage maximum private sector investment in new employment initiatives. An exception is the London Docklands Development Corporation (LDDC) with responsibility for the redevelopment of a derelict area of the former Port of London some seven miles long by two miles wide. It therefore operates on a much larger scale than the regional UDCs but with the same responsibilities.

The commercial success of the LDDC has been quite outstanding. Started in 1980, the building program in the area (with a public to private investment ratio of 1:10) has been massive with housing, industrial, and commercial development. It has not, however, been without its problems. Because of its unforeseen financial success, the enterprise zone concept (which was a designated area of land free of all conventional planning controls of land use, density and appearance) has tax advantages including 100% capital investment allowances and the waiving of local taxes up to 1992, but this has created some planning anomalies.

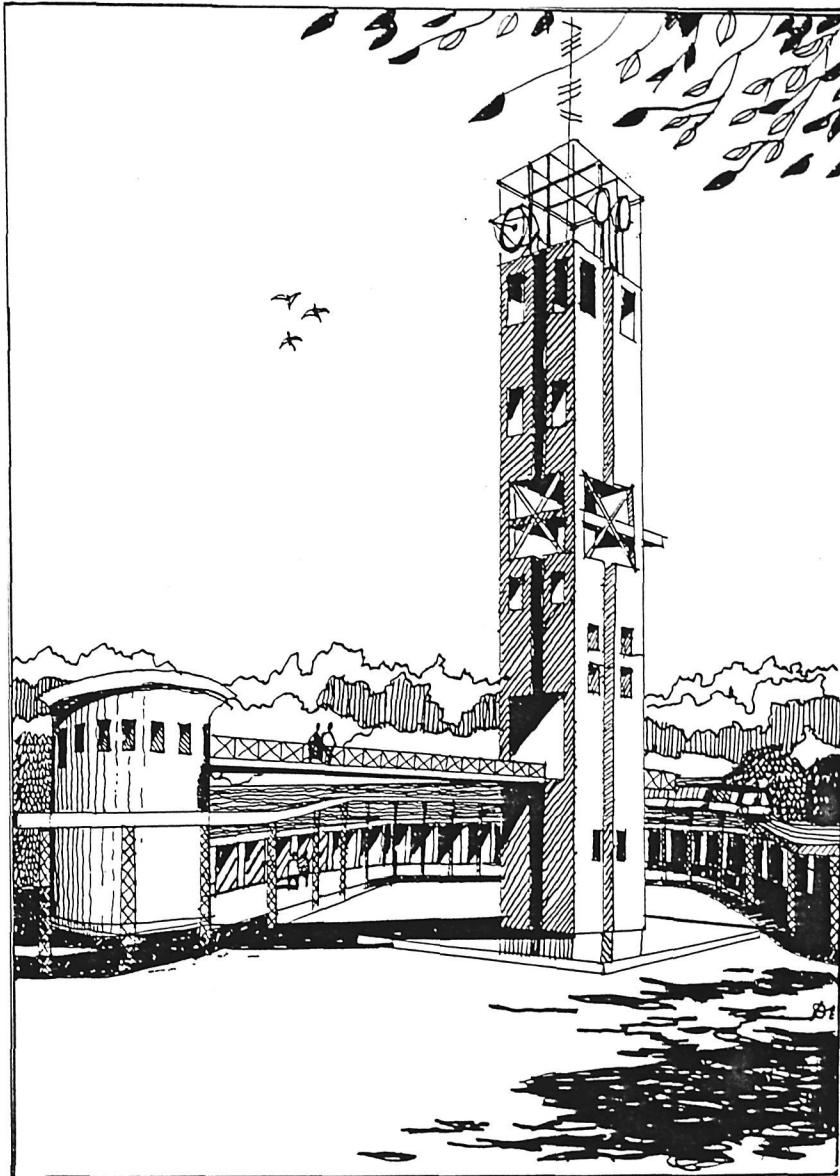
## 4 *Site Development Concepts*

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The original development in the form of single or two-story advance factories has now been replaced with American proposals for the construction of a vast financial center with major skyscrapers. This change in development density suggests the need for an entirely new and more flexible approach to planning. Present planning methodologies of land use zoning and traffic plans are too rigid, whereas the enterprise zone concept can result in development anarchy. What is proposed here is a public realm/private realm strategy. It is suggested here that a UDC use public / private planning as an appropriate technique for the regeneration of the three communities of McKeesport, Duquesne and Homestead.

### **Public/Private Strategy**

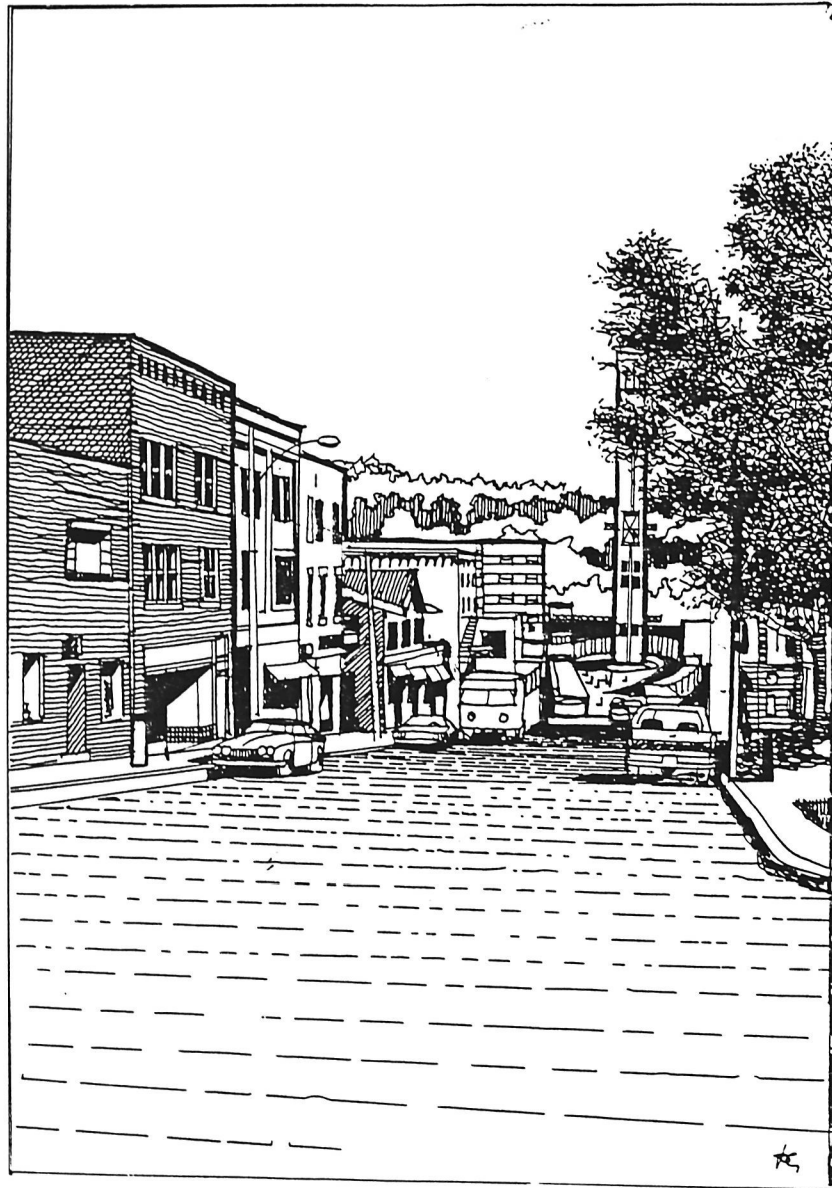
A series of optional or alternative plans which combine the potential variety of opportunities and design approaches can be seen as an alternative strategy to conventional zoning techniques. This strategy is seen as an amalgam of the public and private realms. The public realm concerns the public spaces formed by new and existing buildings, public movement systems, including pedestrian routes, access roads and rapid transit systems, as well as the squares, streets, arcades, parks and open spaces which form the urban morphology as physical shape of the plan. This infrastructure requires public funding. This is not to say that the plan should establish hard rules which inhibit development, but rather that visual and social success is only possible within a public framework which has sufficient coherence and identity. The urban design plan is thus intended to stimulate ideas for development and weld together the existing and future communities. If the public realm is sufficiently strong in visual and physical terms, it allows a diversity of private development to take place within its framework.



The urban design study, thus, becomes not a series of statutory proposals but rather a prospectus of opportunities to engage the interest of industrialists, local government authorities and the existing community in promoting a rational and imaginative development that is consistent with the historic structures which will remain as an integral part of the site.

## 4 Site Development Concepts

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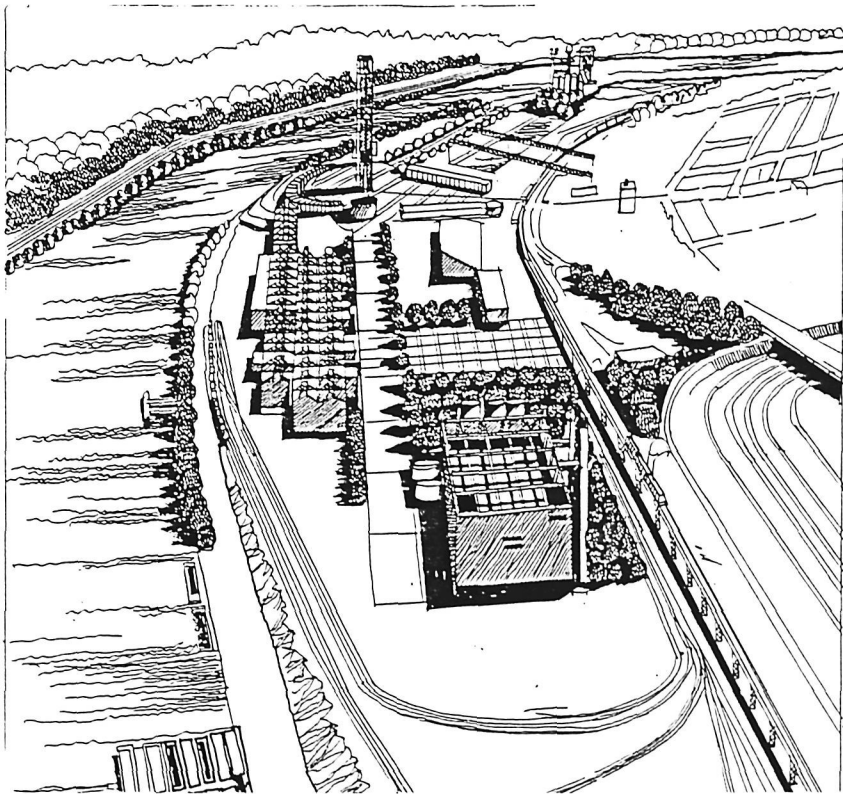


## Alternative Approaches/Options

The prototypical options are divided into three categories: low intensity development including the creation of recreational areas and land banks; low/medium industrial needs response incorporating existing facilities; conventional development including any feasible land use.

### *Option 1*

In Option 1 we propose that the major industrial elements at the northern end of the site be retained, but only the structures. Those buildings could be used to incorporate semi-permanent studio workshops similar to the supports system outlined by John Habraken. Elsewhere, there would be tree planting and park recreational development including the reuse of the ore stock yard (350,000 cubic yard pit) as a central park lake. The creation of a riverside promenade is planned with steps down from the existing city to the park and from the park to the riverside. Basically, Option 1 is seen as the creation of a land bank awaiting industrial development with major employment potential, and operating a short-term, low budget, high profile policy.

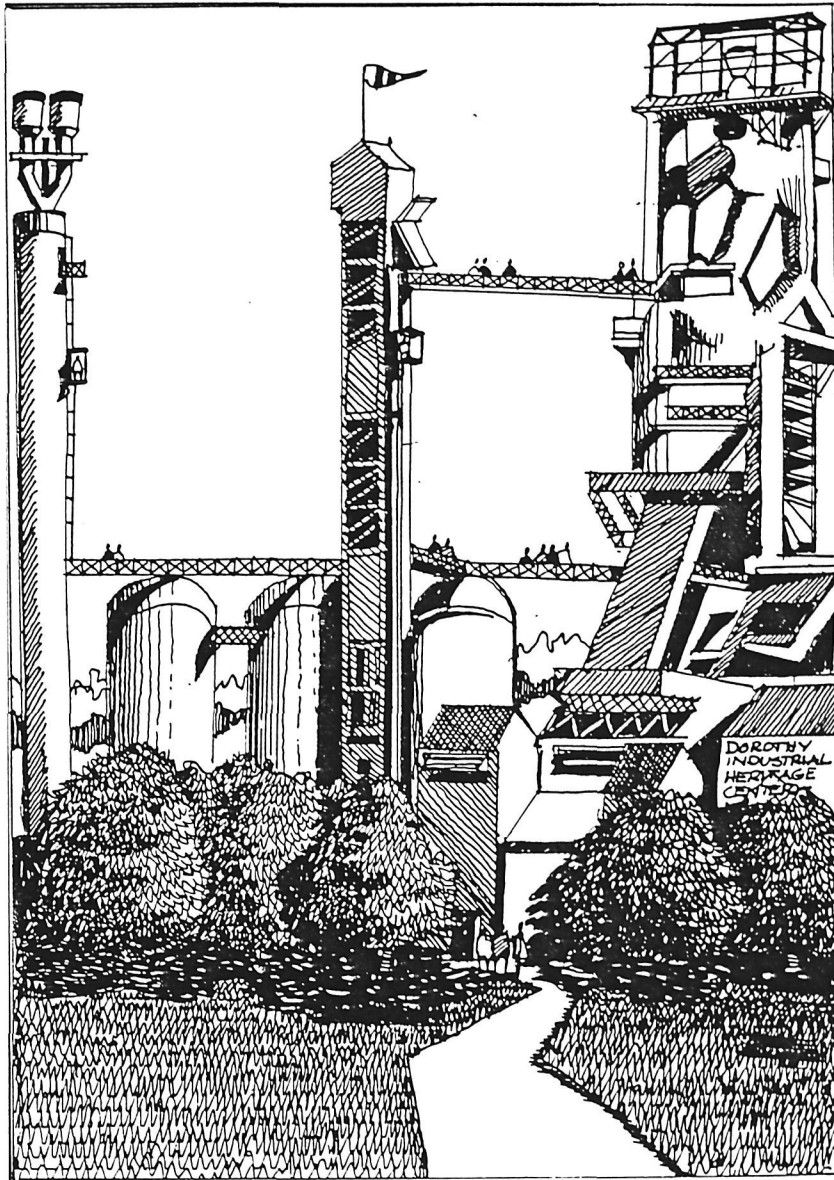


## 4 Site Development Concepts

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### *Option 2*

Here it is proposed that major industrial development is located at the northern end of the site in the form of a major resource recovery plant with cogeneration capabilities. The location on the present site of the 12" Mill Building (145,000 sq.ft.) is appropriate because of its proximity to the railroad sidings as well as the barge terminal allowing waste material to be transported by rail, and river. The resource recovery plant, which may have some environmental problems such as noise, is well separated from the northern housing areas of Duquesne by the relatively steep topography, the Union railroad sidings, and the Duquesne Boulevard. The incubator units within the framework of the Shipping Building would also be incorporated in this option. To the south of the main street (Grant Avenue) extension, we proposed that tertiary industry/high technology units be developed as "new generation" spin off industry from the Mellon Institute/Science Park research activities (see Option 3). The Dorothy 6 furnace at the extreme southern end of the site is refurbished as an industrial heritage museum utilizing the former retort tubes for elevator access. The tertiary industry sector might incorporate a research center tower investigating environmental issues such as industrial atmospheric pollution, water-borne pollution, subsoil pollution and industrial noise. The Institute's objective would be to provide further protection of the natural environment and also to study ecological issues.



## 4 Site Development Concepts

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### *Option 3*

The most ambitious option is the virtual redevelopment of the entire site. In this, the public realm framework becomes the most dominant feature. A majority of the R/UDAT feels it is not possible to develop housing on the Duquesne site, but this option includes new residential development to illustrate site planning development to illustrate site planning concepts. In this option, the residential sector of the City of Duquesne is extended eastwards across the Duquesne Boulevard with Grant Avenue extended as a main street into a new housing area centered upon a new river harbor and riverside promenade with recreational activities and perhaps riverside restaurants and leisure activities. The Shipping Building would remain as a support structure for small high tech units and surrounded by a science park of new industries relating the Mellon Institute research activities.

The most relevant research projects for Duquesne are:

- High speed ground transportation utilizing existing railroad sidings as well as the new mini-rail rapid transit system; center for metals production and metal fatigue testing;
- steel structures painting center, advanced rail testing center;
- battery technology and factory diagnostics center.

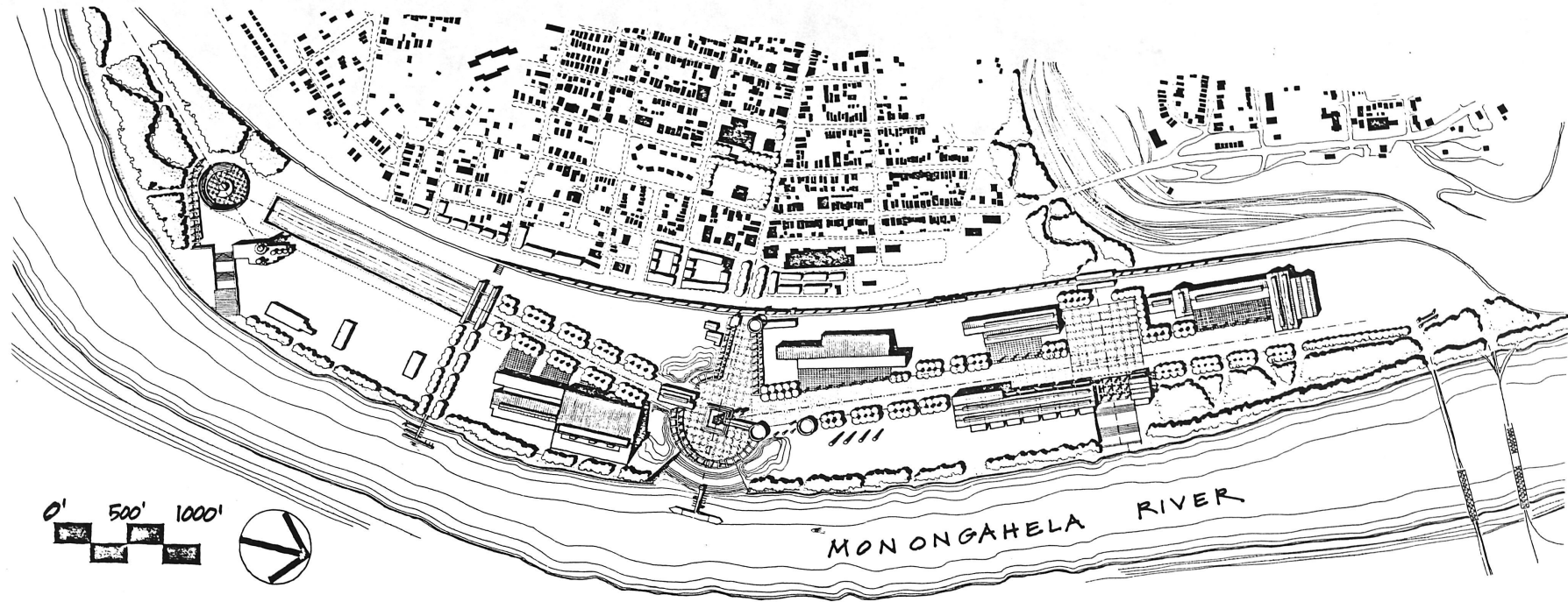
The ore storage pit would also remain as a central park lake but would have facilities for dinghy sailing and mooring facilities, lakeside and riverfront housing and a canal connection via locks to the river itself. The Industrial Heritage Center in the Dorothy Mill would be incorporated into this option. A new town center and district shopping center would be provided along the Grant Avenue extension. Central housing development blocks would be provided for self build housing cooperatives. While this is an interesting and provocative proposal, the majority of the R/UDAT feels that this proposal is inappropriate on the Borough of Duquesne.

### **Sub-Regional Framework**

All project proposals for Homestead, Duquesne, and McKeesport have incorporated a new public transit system. In the interests of unifying the three communities as part of a greater collaborative venture the transit system is seen as a major unifying device in this exploration.



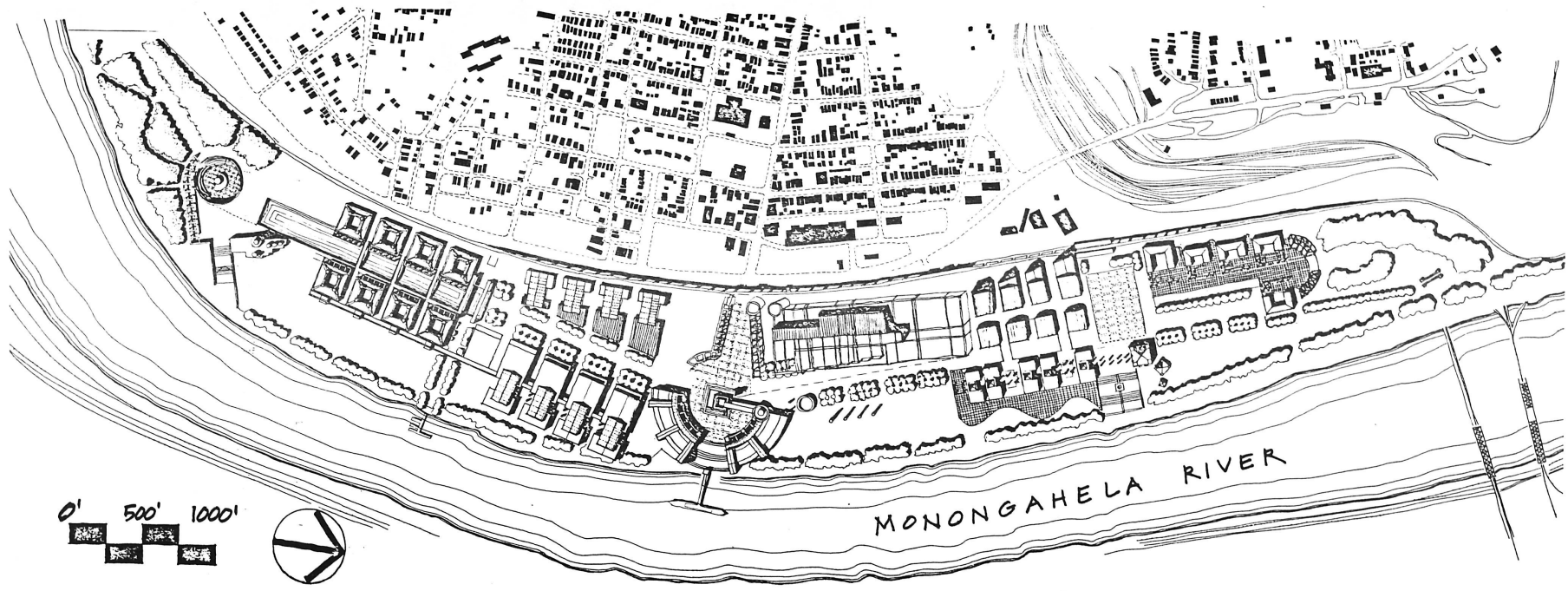
DUQUESNE - URBAN FORM



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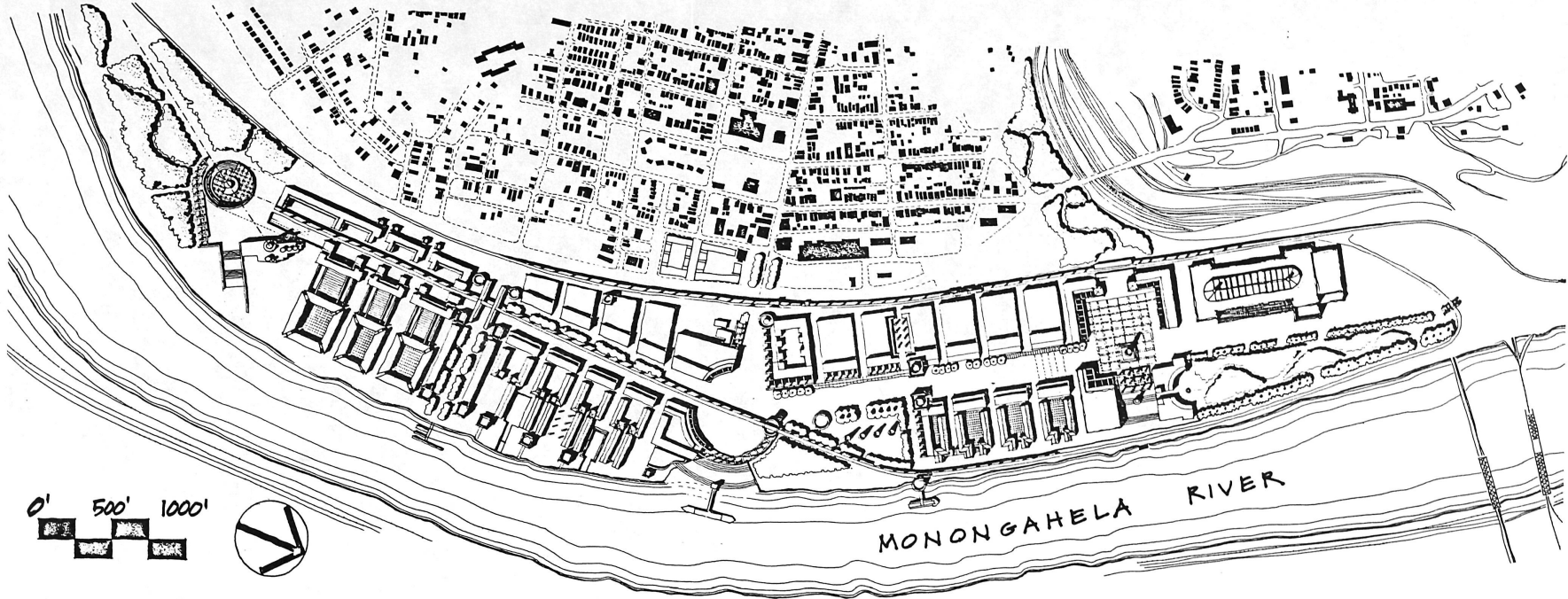
DUQUESNE - OPTION ONE



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DUQUESNE - OPTION TWO



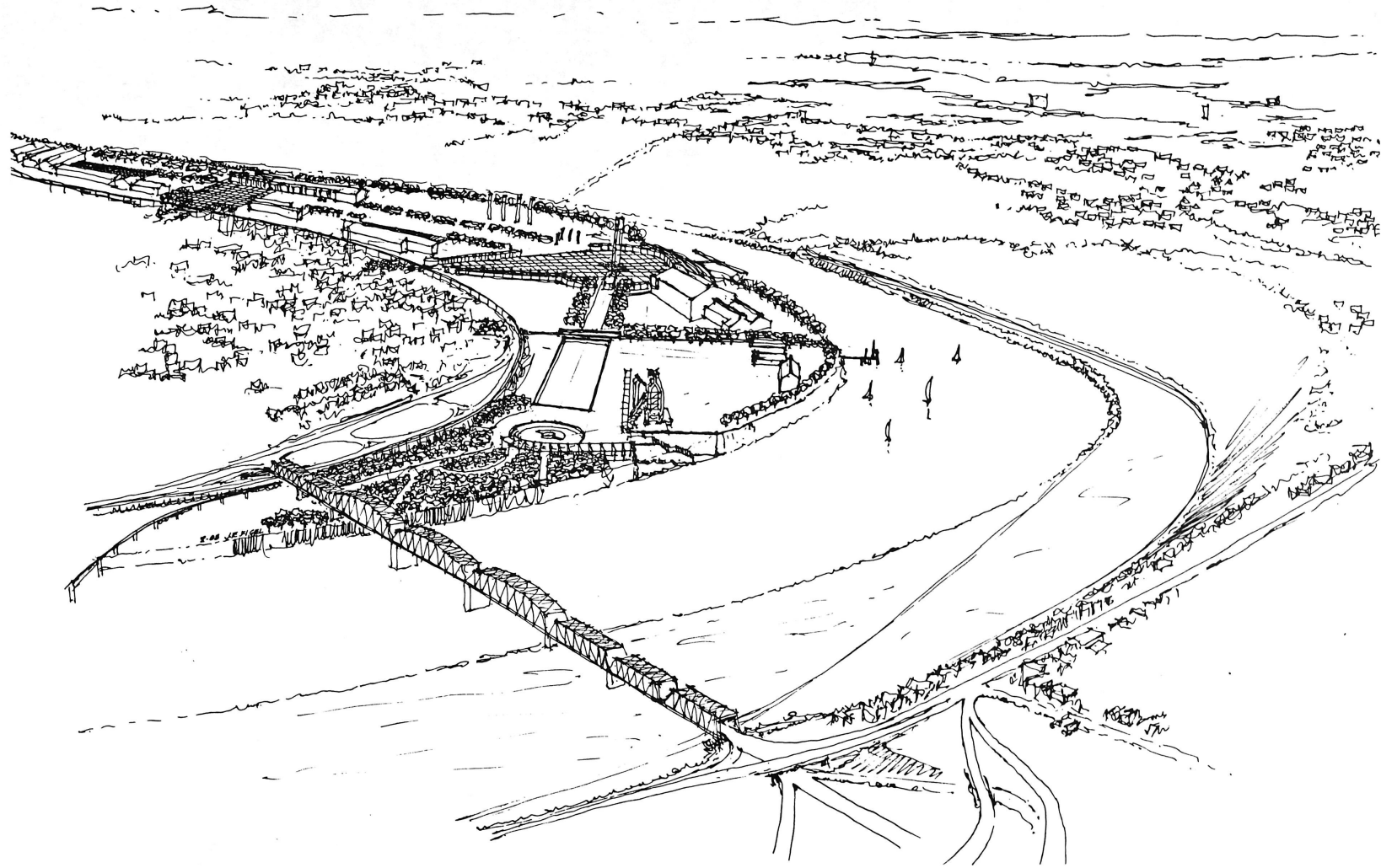
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MONONGAHELA RIVER

DUQUESNE - OPTION THREE





DUQUESNE - AERIAL SKETCH

The subregional park system should be seen as a unifying element in the overall strategy. North Versailles has large tracts of open space which are important visual elements viewed across the river valley from Duquesne. Above Duquesne itself is open space in the form of a golf course as well as land around North High School. Frick Park is seen across the river from Homestead.

The Mon Valley sub region needs to amalgamate and coordinate initiatives towards political and financial collaboration whereby land redevelopment and transportation programs might be integrated toward greater benefit of the Mon Valley as a whole.

### National Works at McKeesport

McKeesport has the potential to become a major destination in the Mon Valley. Our proposal for the sprawling National Works site calls for:

- Conversion of the 1,000,000 square feet of reusable mill space under one roof into a vast and flexible discount retail/factory outlet/flea market.
- Construction of a 1/2-mile stock car oval, marina, and amphitheater.
- Development of the remaining site, not only for required parking, recreational vehicles, passive recreation, and riverwalk.

The McKeesport site is envisioned as the commercial and activity anchor for the economic redevelopment of this section of the Mon Valley. Quick, easy, and inexpensive measures are proposed for reusing the existing mill structures. A bold break from the current cycle of outward migration and isolation will create a dynamic, unique place of destination and discovery for the rebirth of McKeesport. Extension of the existing downtown city grid into the site will transform the industrial texture to a relaxed, well-landscaped trading mart and sports/festival area.

In terms of access, McKeesport has a strong framework upon which to expand. There already exists a new bus and commuter train terminal. The existing rail system can be easily modified to the site's new functions. Auto access will be greatly improved with the reconstruction of George H. Lysle Boulevard. The relocation of Lock #2 to the west of McKeesport would greatly improve the water linkage to downstream and all forms of recreational boating.

Our proposal is based on a broad regional market. It must be destination-oriented to succeed and have a variety of attractions that reflect regional heritage. "Trading days" are social institutions, sports are a way of life, and fast cars are a matter of regional pride. Through these attractions, McKeesport can regain its traditional role as hub of Mon Valley commerce and activity.

Throughout its boom years, McKeesport, once boasting a population of over 50,000, was "downtown" for steelworker families throughout the Valley. As the mill slowed and closed, the population dwindled to the present 28,000 residents. Various attempts have been made to revive commercial viability. None were successful. Today the city's failed UDAG project and empty storefronts give mute testimony to the inadequacy of redevelopment recipes that overlooked the root cause of decline. Almost a third of the present adult population is now over 60. A significant portion of the housing stock is vacant. The empty mill structures form a silent barrier against the river. It is a constant memory of the past and of an industry that will not return.

Yet the mill itself and the land it occupies is the key to McKeesport and the Mon Valley's return to regional and national prominence. The proposal is for self-help. It does not:

- Depend on an upscale market;
- Wait for any major infusion of outside funding beyond the acquisition of the mill itself;
- Require sweeping changes of McKeesport, its values, culture, or physical fabric.

However, the proposal does provide the notion of aggregating individual entrepreneurialism within a major focus large enough to attract a regional market that is now ready to "discover" McKeesport. The million square feet of existing, large-span mill space is uniquely suitable to house a multiplicity of uses which may include but is not limited to:

- An expansive indoor flea market;
- Major pottery barn;
- Discount warehouse and factory sales area;
- Farmers market;
- Spectator events such as music concerts, rodeos, classic car and boat shows;
- Indoor sports, such as tennis, hockey, soccer;
- Ethnic food courts.

## 4 Site Development Concepts

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Initial recommendations include:

- Clear buildings and provide railroad tracks adjacent to the National Works' main building and promote immediate occupancy for available, compatible activities.
- Initiate a regional promotion campaign for both sellers and buyers.
- Retain the existing pipe manufacturing operation in facilities west of the main building.
- Develop a passive recreation area along the Monongahela as a McKeesport amenity and as an attraction to the mart customers.
- Plan and develop indoor sports.

Long term recommendations, based on market study evaluations:

- A half-mile oval stock-car track;
- A riverside amphitheater;
- A passive park at Youghioghenny point;
- Campgrounds and Rec-V hookups;
- A full service marina;
- Parking adequate to support the facilities.

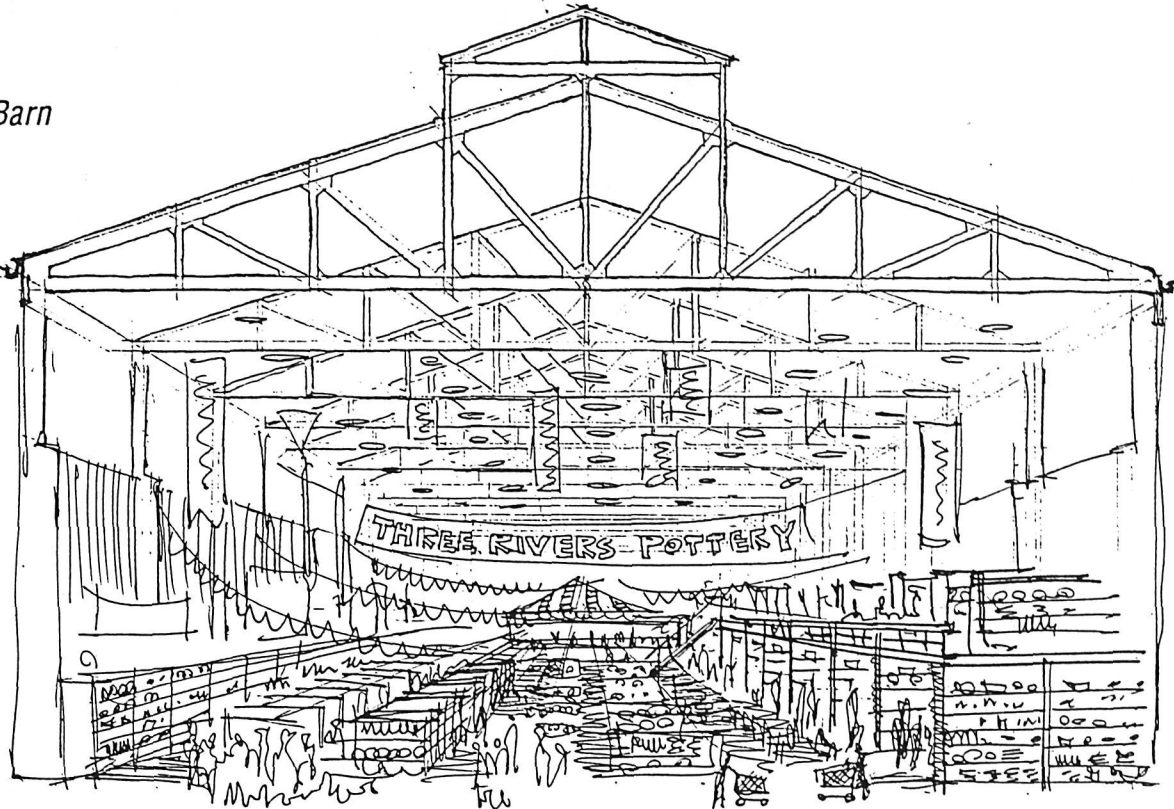
All of the facilities outlined in the National Works proposed are mutually compatible in the regional market. The combined trade mart and sports complex is a destination facility that can provide McKeesport the opportunity to again anchor a "bustling" Mon Valley.

Just think of "discovering" McKeesport. Perhaps you have arrived for a race weekend at the 20,000 seat "Makspeedway". If you've driven, there are over 4,500 parking spaces, or there are RV sites for those who stay for race weekend. You may have been staying in Pittsburgh and arrived on the MON-rail. If you came by boat you docked at the Marina adjacent to the world's largest trade mart, and strolled the river esplanade down to the speedway.

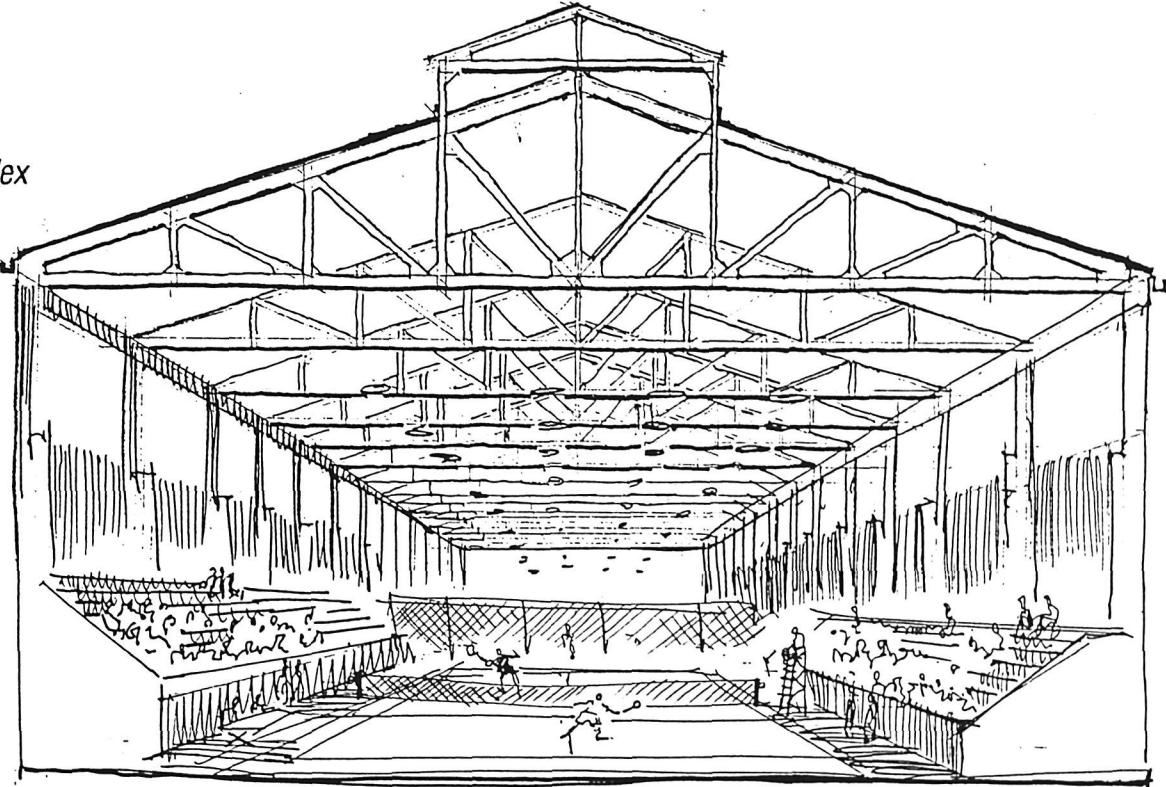
You could spend your entire day at the mart and not see it all: flea market, discount sales, factory outlets, antiques, boats, cars, farmer market, restaurants, ethnic foods, tennis, soccer, skating, and a variety of other activities fill the 1,000,000 square foot mill structure.

Mon back to McKeesport!

Pottery Barn



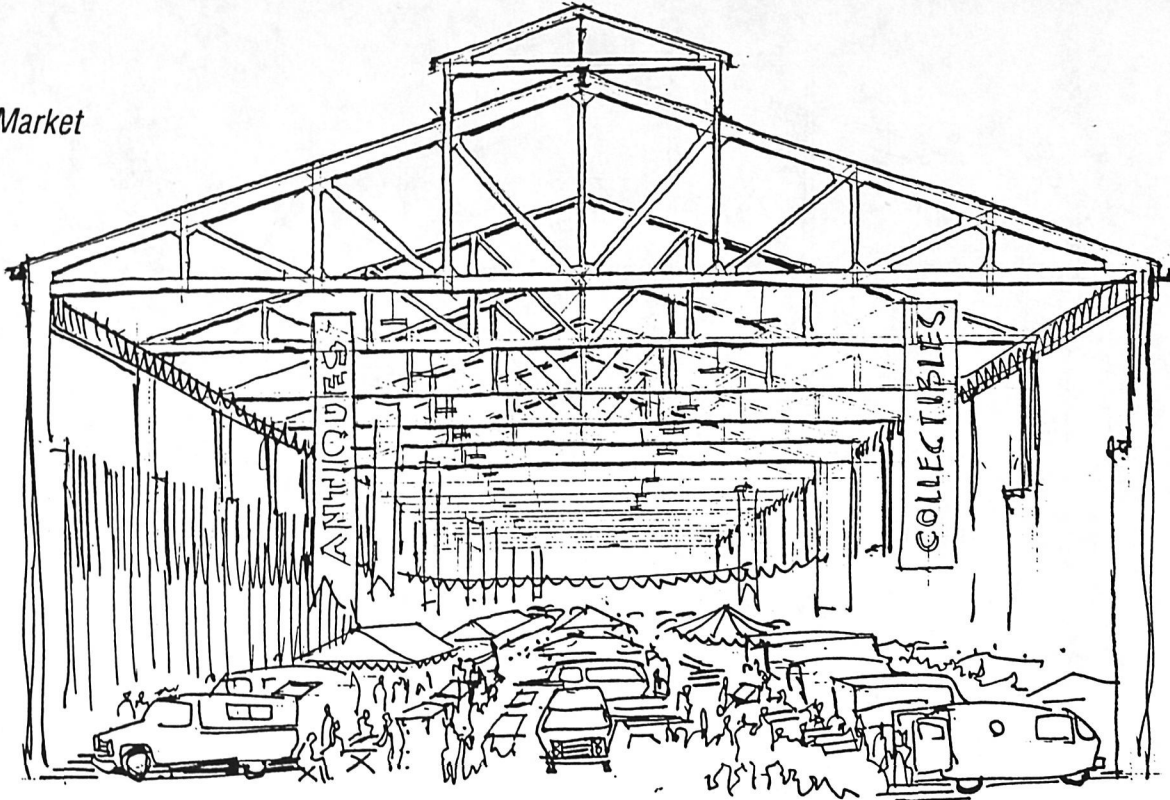
Sports-plex



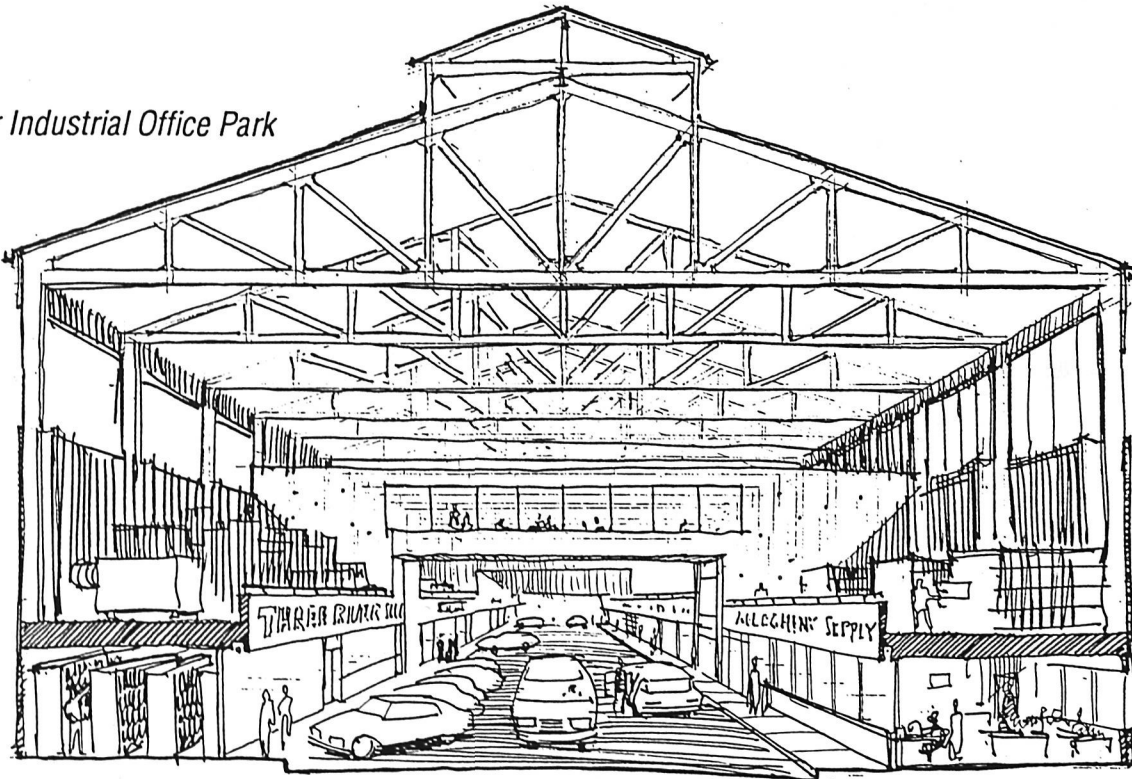
## 4 Site Development Concepts

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*Flea Market*



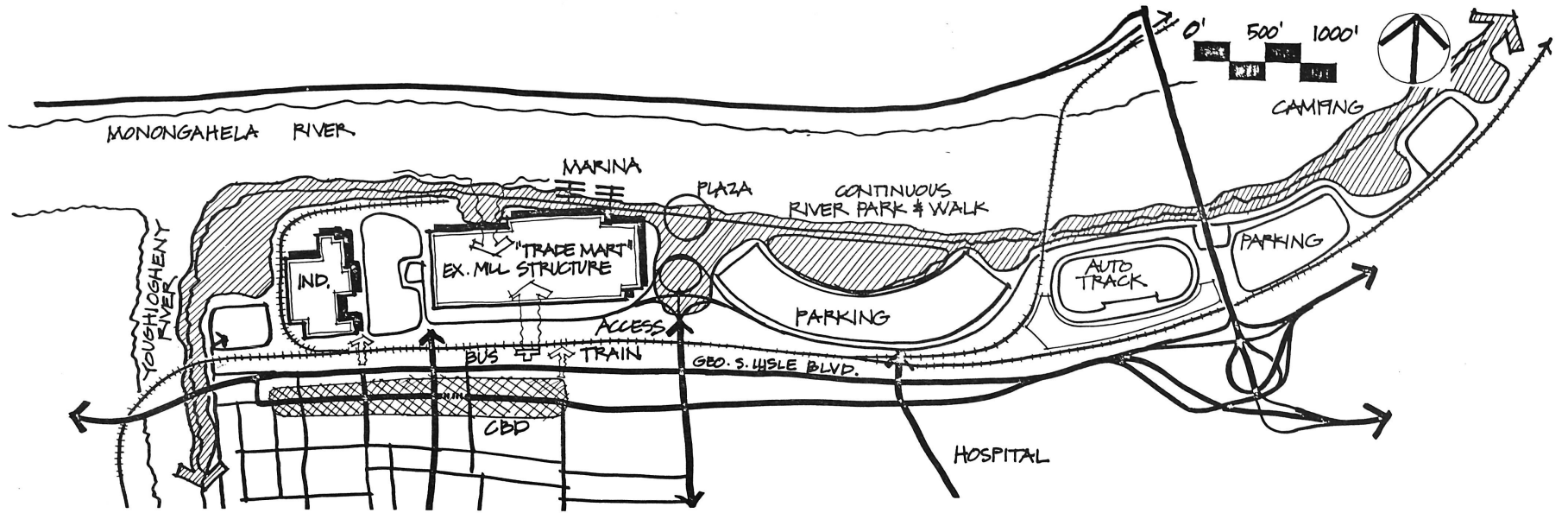
*Indoor Industrial Office Park*



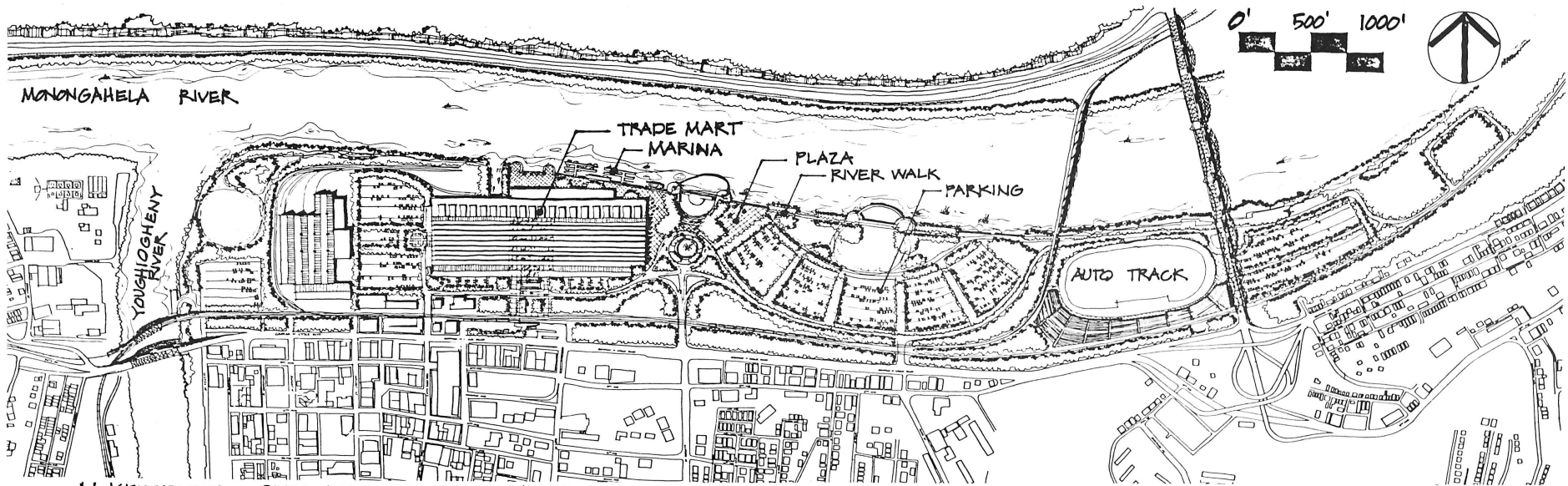
Used Car Mall



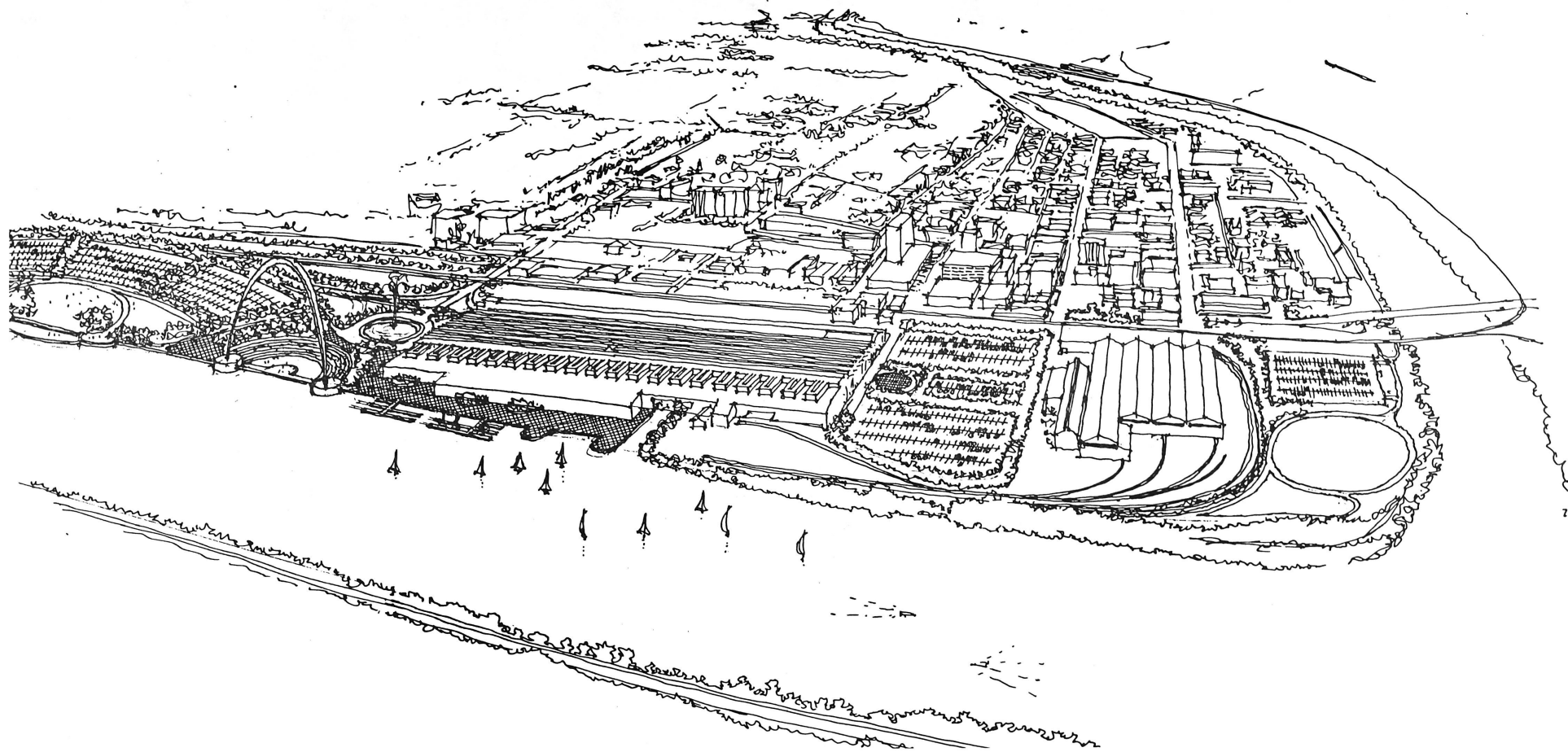




McKEESPORT - SITE DEVELOPMENT DIAGRAM



McKEESPORT - SITE DEVELOPMENT PROPOSALS



McKEESPORT - AERIAL SKETCH

- Elected officials from the mill site communities should establish zoning control over the former USX sites by setting up a river zone district .
- Elected officials from the Mon Valley should meet with state legislators to initiate passage of legislation enabling the creation of a tax sharing and cost sharing river authority.
- Elected officials of the entire Mon Valley should establish the Mon Valley Historic District to inventory and preserve historic sites in the valley and create a valley wide historic preservation commission with review and designation powers to administer the district.
- The Homestead Works site is the front door image for the valley. Elected officials from the mill site communities should meet with the RIDC and the county redevelopment authority to negotiate the terms under which the majority of the currently budgeted state funds can be applied to making a significant impact in the valley by initiating the planning and redevelopment of the Homestead Works site.
- RIDC and the county redevelopment authority should immediately initiate negotiations with USX and Park, Inc., to reach mutually satisfactory terms under which redevelopment of the Homestead Works site could be expedited.

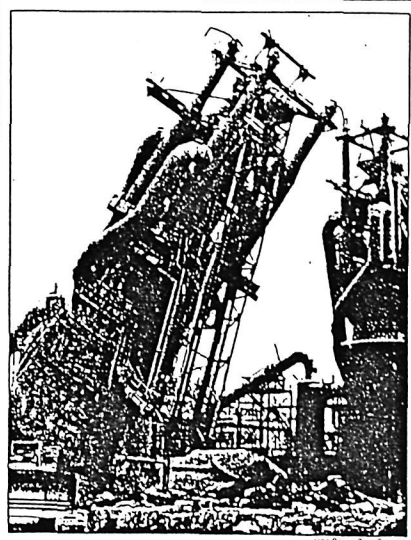
## 5 *Immediate Actions*

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- Limit site improvements to those outlined in the land banking alternative. Simultaneously begin a one year marketing effort focusing on finding acceptable users for the existing structures on the sites. At the same time, commence a two-to-three year research effort to evaluate the potential for developing newly emerging business opportunities on the Duquesne site.
- Elected officials from the valley and the county should begin the lobbying and appropriation process to obtain state and local funding to initiate the transportation recommendations that will improve access into the valley.
- The Mon Valley Council of Governments should immediately begin preparation of an international design competition for the garden festival. The competition would focus attention on the Mon Valley while providing innovative approaches to the use of the site.

...to the Point 3 miles

# Taking a look at THE MON VALLEY



The No. 1 blast furnace built in 1907 at U.S. Steel Corp.'s National plant in McKeesport, is demolished in 1985 during a string of plant closings in the valley.

The county is studying how the general aviation Allegheny County Airport in West Millfield can be better used to stimulate business growth in the valley.

Century III Mall

## Experts to tour region, offer ideas

By Virginia Linn  
Post-Gazette Staff Writer

Seventeen planning experts arrive today for a whirlwind tour and study of the Mon Valley that local officials hope will bring fresh ideas to the troubled region.

It will be the largest and most challenging study ever undertaken by a Regional Urban Design Assistance Team assembled by the American Institute of Architects.

It also will be the first time live Britons will participate in such a study. They hope to conduct their own reviews of depressed manufacturing regions and blighted dockyards in the United Kingdom.

A report of the team's findings will be presented at next week's international Remaking Cities conference to serve as a model in reviving industrial regions throughout the world. The AIA has sponsored these design teams since 1982.

The county invited the design team here a few months ago to study the Mon Valley. The team will use the Mon Valley Commission report as a springboard for its own study.

The team will focus on three areas:

- How should such linkages as highways, transit routes, open space and utility systems be improved to foster development in the valley?
- How should three major closed steel mill sites, encompassing 1,000 acres — Homestead, Duquesne and National works — be developed and how should they be integrated with adjoining towns?
- What form should new development in the valley take, what is the vision of the future?

"We really view the study as complementing our efforts and taking them one step further," said Joseph Bluhman, county development director and co-chairman of the Mon Valley Commission.

Bob Tye, a laid-off steel worker who has been active in the Mon Valley Unemployed Committee for several years, said most people welcome the team's visit.

"They may see something that we missed because we're so close to the problem," he said. "It is important that the study is not portrayed as the answer," he emphasized.

The team will stay at the Trinity on the North Side, a former parish residence for Catholic priests that now operates as a hotel. It will conduct most of its work out of the Bishop Boyle Center on East Ninth Avenue in Homestead.

A steering committee of county officials, Mon Valley business leaders and developers has been formed to provide information about the area.

After arriving today, the team will tour sites in Homestead, Duquesne and McKeesport and possibly Braddock to see USX Corp.'s Edgar Thomson Works, one of the few mills still operating.

Tomorrow morning the team will hear presentations on progress in converting to practical use the site 370 acres USX Duquesne Works, including its 28-story Liberty Six plant furnace and the 300-acre National Works in McKeesport. It also will hear about plans for the 30-acre Homestead Works, including the Carris Furnace site in Rankin.

The team then will tour the Carris Furnace site, Homestead Works, and the Duquesne and National works and end the day review of transportation, housing, historic preservation and real estate matters.

On Saturday, after a working breakfast with county commissioners, the team will hold a public town meeting from 10 a.m. to noon at the Bishop Boyle Center. Site tours and work sessions will follow.

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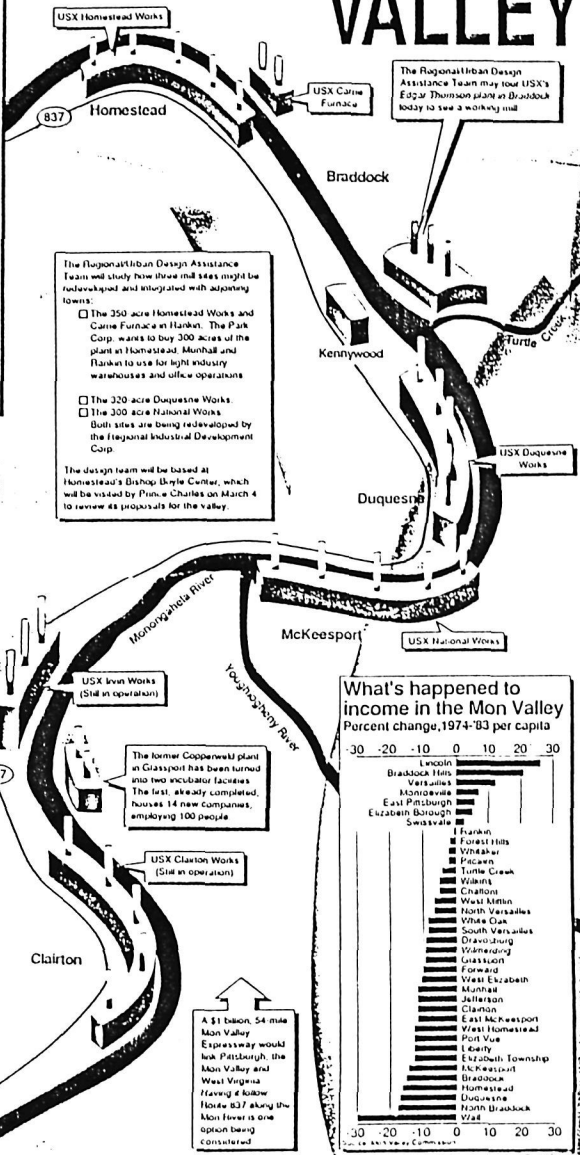
The study will be unveiled from 10 to 8 p.m. Monday during a town meeting at the Boyle center.

The Mon Valley Commission will follow up on the team's recommendations.

Susan Warner, a local architect, is coordinator for the design team.

The team includes:

- JOHN CLARKE, team chairman, with Clark & Cason, an architecture planning urban design and community development firm in Franklin, N.J.
- J. LEE BARRMUNE, a regional economic development officer.
- RALPH B. GREENE JR., an industrial real estate developer of Park Park, Mo.
- DAVID RIMBLEY, an environmental scientist and former president of J. ROBERT WARREN, a public sector consultant specializing in intergovernmental cooperation from the University of Liverpool.
- WALTER KULASH, a transportation engineer and land use planner from Oklahoma City.
- FRIDA RUTHERFORD, an expert in urban resources, employment and planning with the Wayne County Department of Urban and Economic Development in Detroit.
- MICHAEL BOWEN, a planning consultant preparing the industrial future of New York State.
- GENE RUNDLELL, a transit expert, architect and urban design planner from Baltimore and.
- LAWRENCE BLUSTONE, a specialist in urban design and community development from Cambridge, Mass.
- JAMES B. FRANKLIN, an architect and urban design expert at the American Institute of Architects in Washington, D.C.
- CHARLES B. ZUCKER, urban designer and community planner from the American Institute of Architects in Washington, D.C.
- RICHARD BURTON, an architect and community urban design assistance team director from London.
- DAVID GOSSING, a professor of urban design at the University of Strathclyde, England.
- ALAN SIMPSON, an urban design specialist at Newcastle-upon-Tyne, England.
- JOHN THOMPSON, an architect with Post-Thompson & Associates of London.
- ROBERT MCGILLI, a community planner from Liverpool, England.



## Design 'hit teams' have fresh viewpoint

By Virginia Linn  
Post-Gazette Staff Writer

When Charles Zucker and other design experts walked into an abandoned warehouse in Lurline, the years ago they faced 15 cumulative property owners demanding to know what the experts planned to do with their buildings.

A year later, after the team showed them the potential for redevelopment the same owners formed an association to capitalize on restoring their structures.

From Corpus Christi, Texas, to Lynn, Mass., three Regional Urban Design Assistance Teams have stood and troubled downtown waterfronts and parks since 1982 to help bring fresh, objective ideas to urban problems.

The teams are assembled as a public service by the Urban Design

and Planning Committee of the American Institute of Architects. Roughly 100 studies have been conducted by Zucker, a former architect who is AIA's vice director for professional services.

Zucker also is one of 12 experts here this week to study the Mon Valley, the largest and possibly most challenging assignment such a team has faced.

An advantage of these teams is that all participants come from outside the studied community.

"It's an objective team coming in to give their best shot on what they can do," Zucker said. "We're not here to sell ourselves, or the firm we work for. We don't have a vested interest."

The teams also visit at the invitation of a community facing local officials generally receptive to new ideas.

The institute puts together a national team of architectural experts with talents tailored to the problems to be studied. For four or five days the team members meet in a city or neighborhood talking with citizens and officials and surveying the area.

It ends with a report of three-dimensional drawings and recommendations. Many result in action.

After a team visited Honolulu the Hawaii Legislature passed a resolution to improve several of its recommendations, including one to convert a city dump into a park.

After a team leaves a community design its report and weighs its recommendations. The team follows up the process by following progress and offering alternate suggestions in areas that don't appear to be working.

# Architects 'saddened' by Mon Valley tour

By Ellen M. Perlmutter and Mary Kane

The Pittsburgh Press

The Mon Valley is getting a second once-over today by international experts whose initial impression of the area was "overwhelmingly sad."

Team members also said they face a difficult weekend trying to find solutions for the valley's problems.

The 17 architects, urban planners and designers arrived yesterday at the invitation of the American Institute of Architects to study the depressed string of former steel towns. The team will issue its report Monday.

At the start of a three-hour bus tour, team members got a view of the sparkling Golden Triangle before heading south along the Monongahela River through Homestead, Braddock, Duquesne and McKeesport.

The team members had read extensively about the region. But by the time the tour ended in Wilmerding, they had a new perspective.

"It's very devastating. It's overwhelmingly sad," said architect Bruce Krivisky of Washington, D.C., who helped organize the study.

"The scale of the problem is enormous," added Alan Simpson, an urban designer from Newcastle Upon Tyne, England.

The local chapter of the American Institute of Architects called in the experts, who are part of what is called a Regional/Urban Design Assistance Team, or R/UDAT. They are spending five days absorbing everything they can about the area.

The team's findings will be used during next week's Remaking Cities conference, which will focus on decaying urban areas. Prince Charles, the heir to the British throne, will address the conference March 5.

The tour was the first step in the team's work. Today, along with additional tours of mill sites in the region, members will interview residents and officials in the valley and attend presentations by prospective industrial developers.

Team members quickly picked up

insights from the brief tour yesterday. The British contingent, for example, noted similarities between the towns and the English communities of Liverpool, Southampton and Newcastle Upon Tyne, which also are trying to adapt to the loss of industry.

Simpson and other British members, however, were astounded by the stretch of rusting mills and vacant land in the Mon Valley. And Orlando, Fla., transportation engineer Walter Kulash said he was "staggered."

"It's a massive problem," said Richard Burton, a London architect who ran a similar team program in England.

The tour left one impression of the valley — gloom. But as the bus passed the Downtown area, some team members marveled at the bustle and the skyline.

The participants were briefed on the changes that have occurred Downtown during the city's two Renaissances. They saw the future site of the Pittsburgh Technology Center on the old Jones & Laughlin steel property near Hazelwood, and tour guides pointed out the Tindall Building in Homestead, which also will house high-technology businesses.

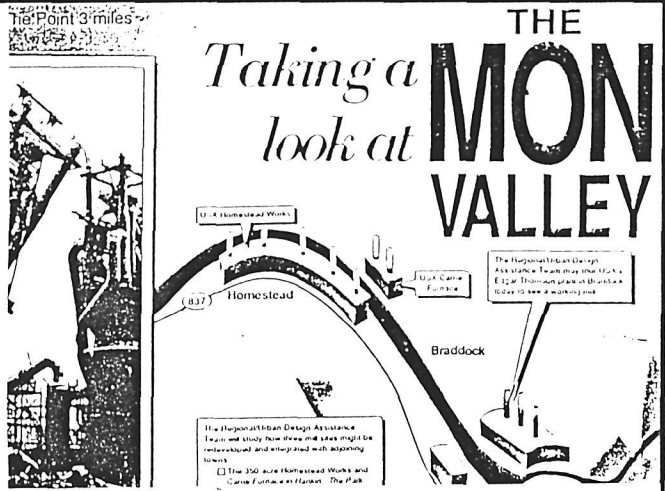
They listened to the infectious enthusiasm of Homestead businessman George DeBolt, who narrated most of the tour and who even gave a short lesson in Pittsburghese.

And they met Wilmerding restaurateur Tom Setz, who was host for dinner at his Station Brake Cafe. He welcomed them for "making an effort to do something for our big problems." County Commissioner Tom Foerster also stopped by.

The team is taking all aspects of the valley into account, but members concede they have far more to do before they can shape their ideas.

"If we can add a cogent thought to the process, maybe we can help," said J. Lee Sammons, an economist from Denver. "But we can't perform miracles."

Added Simpson, "We've got a lot more to learn over the next 48 hours."



## Pittsburgh Post-Gazette

FRIDAY, FEBRUARY 26, 1981

# Workshop to study Mon site's potential

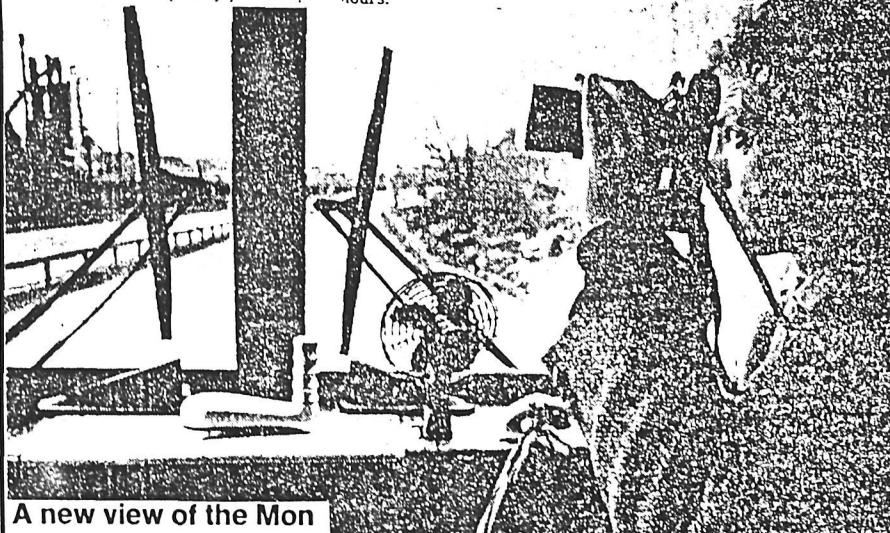
By Patricia Lowry  
The Pittsburgh Press

When the Remaking Cities conference on the future of industrial cities convenes here March 2, it will bring together urban experts from England and America to examine how cities built on 19th-century technologies will enter the 21st century.

It's an international conference, but the spotlight will shine brightest on the Mon Valley — the site of an intensive four-day workshop preceding the conference. During the workshop, architects, planners, other professionals and citizens will come up with policy recommendations for development of the valley.

The workshop will be run by a Regional Urban Design Assistance Team — a volunteer group that usually consists of eight to 10 people who travel to cities to stimulate the planning and development process.

The American Institute of Architects has sponsored about 100 such design teams since the first one in 1967. They are often staffed not only with architects and planners, but with geographer/historians, industrial economists, social psychologists, development economists and venture capitalists.



A new view of the Mon

John Thompson, a British architect, photographs Duquesne's National Works, with Dorothy in the background. Seventeen urban planners took their first glimpse of the Mon Valley yesterday at the start of a five-day study of the region. Story, Page 4.

# Brainstorming the Valley

Their local counterparts have been trying for most of a decade to find fresh ideas, to shake the Mon Valley, to halt its decay, to bring it back to life.

Except for a few notable exceptions, their counterparts have been unsuccessful in their mission. The Mon Valley dies a little more each day.

Yesterday a new approach was tried. A team of international urban experts descended on the valley, brainstorming through the silent mill towns, looking, searching, scratching for new ideas on how to perform the magic that has escaped local planners.

In an intensive five-day effort, the 17-member team will apply the urban planner's equivalent of the Heimlich method, squeezing hard on the valley in the hopes of finding the obstruction to recovery and life.

The team's findings, and the recommendations it bases on those findings, will be presented next week as part of the Remak-

ing Cities conference here on urban decay.

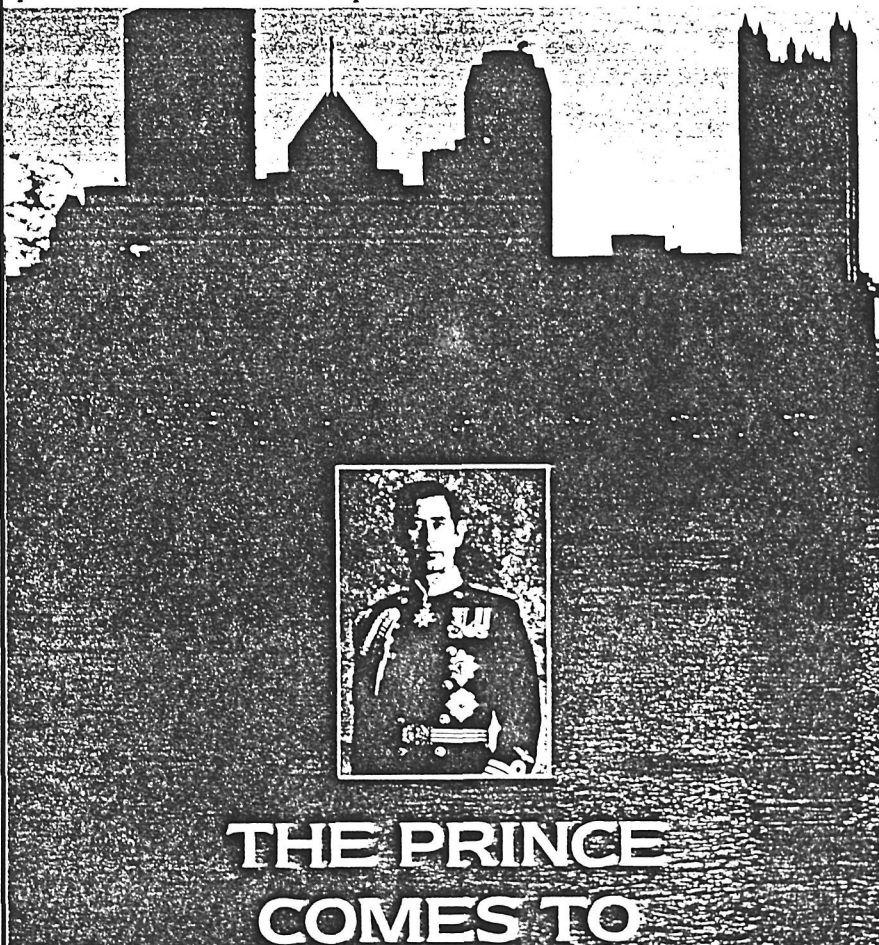
Regarding the value of the brainstorming effort, we share the view of many in the Mon Valley: Why not give it a try?

In many cases, those who are not affected by a problem can stand back and assess it with a higher degree of objectivity and a greater chance of success in finding solutions. From a fresh viewpoint sometimes spring fresh ideas.

The rock-'em-sock-'em approach being used by the team assures at least one attractive result, a plain-language report. Walter Kulash, an Orlando, Fla., transportation planner and a member of the team, said, "You're forced to say what really comes to mind first. (The report) says something instead of qualifying and lapsing into planner talk."

How refreshing — plain English instead of jargon.

We welcome the team to its Valley of Decision and look forward to its recommendations.



## THE PRINCE COMES TO PITTSBURGH

The connection between Prince Charles, Pittsburgh and the Remaking Cities Conference begins with architect David Lewis

### REMAKING CITIES

# Experts: River is key to valley

By Virginia Linn  
Post-Gazette Staff Writer

Overwhelming. Powerful. Tremendous. Promising.

These were the impressions 17 urban planners had yesterday after getting a first glimpse of the Mon Valley as part of their five-day study of the region.

"It's going to be a very big task," said John P. Clarke, chairman of the Regional/Urban Design Assistance Team that has been assembled by the American Institute of Architects.

Many of the participants after yesterday's tour emphasized that the key to the valley's redevelopment was making the waterfront more accessible to residents in the mill towns.

# Grass-roots effort in recovery stressed

By Virginia Linn  
Post-Gazette Staff Writer

As Tony McGann sees it, the Mon Valley has the ingredients to mount a successful comeback — people.

"I've been through this myself in my own community," said McGann, a planner from Liverpool, England. "If you involve the people, you'll turn this area around."

He said Liverpool, which lost thousands of jobs after its dockyard industries failed, is slowly recovering after its people became involved in grass-roots efforts to improve the city's economy.

McGann and Alan Simpson, an urban designer from Newcastle-upon-Tyne, England, walked through downtown Duquesne yesterday to get a firsthand look at what the collapse of the steel industry has done to the 70-year-old city.

Other members of the Regional Urban Design Assistance Team scattered to a bus, a helicopter and cars to collect as much information as they could on the second day of their

five-day study of the valley.

Members have turned their attentions to the mill towns as they realize the real focus of the study should be not on the idle steel plants but on the people.

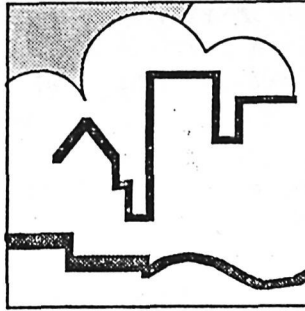
Their report on ideas to revive the Mon Valley, to be completed Monday, will serve as the main case study at next week's international Remaking Cities conference at the Vista International Hotel.

The team will hear citizens' comments from 10 a.m. to noon today at a public town meeting in the Bishop Boyle Center on East Ninth Avenue, Homestead.

George DeBolt, 39, who runs the oldest business in Homestead and is citizen chairman for the report, sees two main problems with the valley.

"We need to look at the Mon Valley differently," he said. "For the last 100 years, this has simply been a place where steel is made. The whole valley has been mill-oriented."

Second, he said, there needs to be better coordination of the studies



that have been conducted and the resources that have been allocated.

State Rep. Mike Dawida, D-Homestead, who was among dozens of people whom the team interviewed yesterday, said he emphasized the need to retain some industries in the valley and to improve the housing stock.

"I was really impressed that these folks have a real sense of what these communities need," he said.

During their tour yesterday, McGann and Simpson found Duquesne Councilman Mel Achtzehn behind the counter of his auto supply store on Grant Avenue.

Achtzehn said Duquesne's downturn is not as depressed as some in the Monongahela River valley because its Duquesne Business Advisory Corp. got an early start at revitalizing the downtown.

Its efforts have brought nine businesses into town, providing 50 new jobs.

"The important thing is, Duquesne is still a viable town," Achtzehn said. "We believe it can come back."

McGann said Duquesne and other mill towns have the sort of close-knit neighborhoods that have been successful in turning conditions around in England.

"Where do you think Duquesne is heading?" McGann asked.

"Up," Achtzehn said.

## Architect conference principals

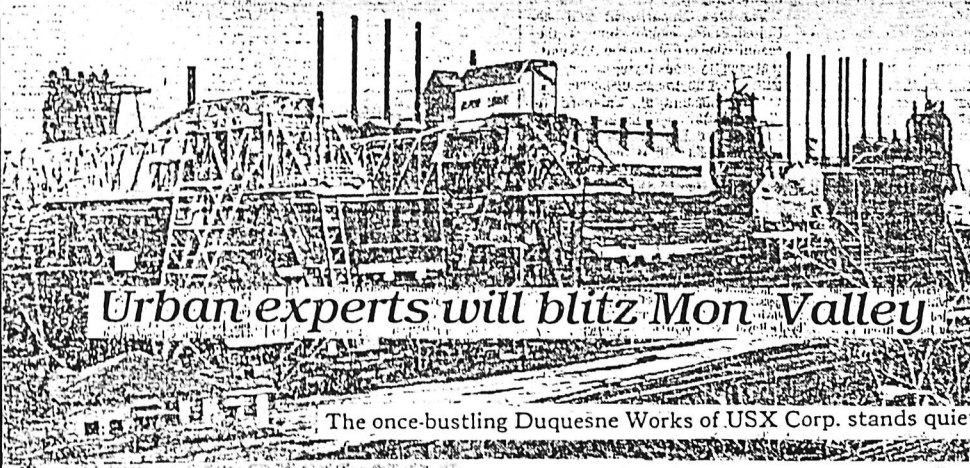
Here is a list of the participants in the American Institute of Architects' Regional/Urban Design Assistance Team.

- John P. Clarke, team chairman, Trenton, N.J., architect with specialties in planning, urban design and community development.

- J. Lee Sammons, Denver, a regional economist.

- Ralph B. Greime Jr., Park Hill, Ky., an industrial real estate consultant.

- David Kinsey, Princeton, N.J., environmentalist and planner.



Urban experts will blitz Mon Valley

The once-bustling Duquesne Works of USX Corp. stands quiet

## Publicity for prince's visit here is worth royal ransom

By Mary Kane and Ellen M. Perlmutter

The Pittsburgh Press

Whether they view him as royalty or merely a royal pain, groups as diverse as Britain's former far-flung empire see the visit here by Prince Charles as worth a king's ransom in publicity.

And they intend to cash in when the heir to the British throne visits Pittsburgh March 4 and 5 to attend the international conference on the revitalization of decaying industrial cities.

From Irish protesters to food kitchens to school boards, they're gearing up to turn the symposium — Remaking the Cities — to their advantage.

- Irish protest organizations are plotting strategy on how to publicize the concerns of those opposed to the British military presence in Northern Ireland.

- Mon Valley community activists are hoping the prince's visit will draw attention to their unemployment and economic problems.

- The Steel Valley School District and the Bishop Boyle Center, which represent efforts in the valley's recovery, expect the "royal touch" to attract worldwide support.

"It seems to me that (the conference) is generally aimed at people who are not your average, rank and file community person," said Bob Anderson, who is on the board of Homestead's Rainbow Kitchen. "But



Prince Charles To visit March 4-5

Please see Prince, A20



British urban designer Alan Simpson walks up Grant Avenue in Duquesne yesterday.

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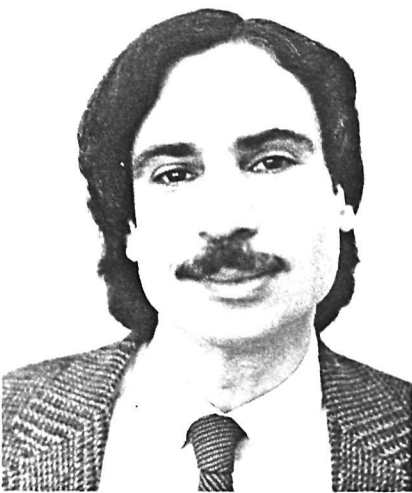


TEAM CHAIRMAN  
JOHN P. CLARKE, AIA/AICP  
Architect/Urban Planner  
Trenton, NJ

Clarke is partner in the Trenton architecture, planning, urban design, and community development firm Clarke & Caton. His firm's work has included office structures, housing, and several large-scale urban design plans for Hoboken, Jersey City, and Plainfield, NJ. He has been an adjunct faculty member in Columbia University's Graduate Urban Design Program and advisor to the National League of Cities' Urban Environmental Design Project.

Clarke's experience embraces both public and private sector work. For seven years, he was director of Trenton's planning and development department. He previously served two years on the President's Commission on Pennsylvania Avenue, Washington, DC, and taught at the University of Virginia School of Architecture.

Clarke received his B.Arch. from the Cooper Union and his M.S. in Urban Planning from Columbia University.



LAWRENCE BLUESTONE,  
AIA Architect/Urban Designer  
Cambridge, MA

As director of urban design for the Cambridge architecture and urban planning firm Monacelli Associates Inc., Bluestone has led design efforts in planning downtown master plans and corporate and mixed-use campuses for both public and private clients. Recent projects include a major mixed-use center in Boston and a downtown riverfront revitalization plan for Cuyahoga Falls, OH.

Bluestone serves on the architectural faculty at the Boston Architectural Center and is the "Cityscape" columnist for the Boston Business Journal. He previously taught in Harvard University's Urban Design Program.

Bluestone received his A.B. and M. Arch. at Washington University, St. Louis, and his Master of City Planning at Harvard.

## Team Biographies

---



**RICHARD BURTON, RIBA**  
Architect  
London

Founding partner of the London firm Ahrends Burton & Koralek (ABK), Burton has been involved in development plans for universities, hospitals, housing, and commercial and industrial buildings, including a new academic library for Dublin's Trinity College. His firm is currently working on the world's first low-energy hospital, a new school for the wood industries, and the stations for London's Docklands Light Railway.

Burton headed the Royal Institute of British Architects' Community/Urban Design Assistance Team (C/UDAT) study in Southampton, England, in 1985. (C/UDAT is RIBA's counterpart to the AIA R/UDAT program.) He also coordinated the RIBA energy initiative in 1976-79 leading to the international conference "Buildings the Key to Energy Conservation."

Burton received his education at the Architectural Association's School of Architecture, London.



**JAMES R. FRANKLIN, FAIA**  
Architect/Land Planner  
Washington, DC

As group executive for the American Institute of Architects' Professional Services Center, Franklin is responsible for all AIA practice and design programs, including 15 national committees which involve 3,000 architects nationwide in some 60 meetings and conferences each year.

Franklin has been active in the practice of architecture, professional education, and public service for nearly 30 years. He is also a registered landscape architect. He has been heavily involved in advocacy planning for community redevelopment, in writing for architects, and in organizing and leading professional development workshops. Prior to joining the AIA staff, he headed the Chattanooga firm Franklin Design Group Inc., for 21 years; served as president of the Tennessee Society of Architects/AIA, and twice chaired the state licensing board. He also helped establish the University of Tennessee School of Architecture.

Franklin earned his B. Arch. and B.S. in Technology Architecture from Georgia Institute of Technology.



DAVID GOSLING, RIBA,  
MRTPI Professor of Architecture  
Sheffield, England

Gosling is Dean of the Faculty of Architectural Studies at the University of Sheffield and teaches history of urban development and theory of urban design. He is an urban design consultant to the London Docklands Development Corporation and has been an urban design consultant to the Scottish Development Agency, and the Ministry of the Interior in Saudi Arabia.

Gosling has recently received research awards from the British Steel Corporation, as well as Scunthorpe Council. He has served as chief architect and planner for the Irvine New Town Development Corporation and has taught as visiting professor at numerous universities, including the universities of Brasilia, Sri Lanka, Singapore, and Sydney. His numerous publications include *Concepts of Urban Design* and *The Design and Planning of Retail Systems*.

Gosling received his B.A. with honors from the University of Manchester, his M. Arch. from M.I.T., his M.C.P. from Yale University, and his Ph.D. from the University of Sheffield.



RALPH B. GRIEME, JR.  
Development Consultant  
Park Hills, KY

A development consultant and commercial/industrial real estate broker, Grieme is president of Cincinnati based Development Consultants Inc. (DCI) and Grieme Development Corporation. He provides a range of general economic development services to local governments, including the city of Cincinnati. Over the past 12 years, DCI has initiated a number of industrial redevelopment projects and systemic solutions for Cincinnati.

Grieme previously served as vice mayor of Covington, KY (just across the Ohio River from Cincinnati) and as vice president of real estate for W.P. Butler Co., (now Corporex) Covington.

He earned his B.A. from Thomas More College, Covington, and his M.B.A. from Xavier University, Cincinnati.

## Team Biographies

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DAVID N. KINSEY, AICP  
Environmental Consultant  
Princeton, NJ

Kinsey is principal in the Princeton firm Kinsey & Hand, planning and environmental consultants to public agencies, courts, international development organizations, nonprofit groups, citizen groups, and the private sector. He has worked on land-use evaluation, planning, coastal resource proposals, historic preservation, and environmental projects since founding his firm in 1984.

Kinsey was previously a coastal resource specialist for NOAA's National Ocean Service, director of the New Jersey Department of Environmental Protection's planning group, director of that department's coastal resources division, and chief of the state's Office of Coastal Zone Management. He has written numerous articles on coastal management.

Kinsey earned his A.B. in government from Dartmouth College, his Master in Public Affairs and Urban Planning from Princeton University, and his Ph.D. in public affairs from Princeton's Woodrow Wilson School of Public and International Affairs.



WALTER M. KULASH  
Transportation Engineer  
Orlando, FL

Kulash is senior transportation planner with the Orlando planning firm Glatting Lopez Kercher Anglin Inc. His areas of expertise include traffic engineering and transit planning for large private developments, new towns, and high activity centers. For specific projects, Kulash has investigated the need for a people mover and rail systems for south and central Florida and directed a transportation system management study for downtown Pittsburgh.

Previously, Kulash was senior transportation planner for Post, Buckley, Schuh & Jernigan in Orlando and senior associate with Alan Voorhees & Associates in McLean, VA.

Kulash earned his B.S. in industrial engineering from North Carolina State University and his M.B.A. from the University of North Carolina. At the post-graduate level, he has studied transportation and systems analysis at Northwestern University.



**MICHAEL KWARTLER, AIA**  
Architect/Preservationist  
New York City

Kwartler is principal in the New York architecture, planning, and urban design firm Michael Kwartler & Associates. Founded in 1982, his firm offers preservation and development plans for public, private, and institutional clients, real estate feasibility studies, and architecture. He is also associate professor of planning at the Columbia University School of Architecture and director of its historic preservation program.

Kwartler has served on the Massachusetts Council on the Arts' architecture and planning panel, on the New York City Mayor's Open Space Task Force, the Citizens Housing and Planning Council, and the New York State Council on the Arts' architecture, planning and design panel. In 1984, he served on a R/UDAT addressing San Francisco's "South of Market Street Plan."

Kwartler earned his B. Arch. from the Cooper Union School of Architecture and his M.S. in Urban Planning from Columbia University. He also studied at Ecole des Beaux Arts in Paris.



**TONY MCGANN**  
Volunteer Community Leader  
Liverpool, England

As chairman of the Eldonian Community Association for the past 11 years, McGann successfully spearheaded efforts to regenerate Liverpool's declining Vauxhall neighborhood in the Docklands area.

As a volunteer, he mobilized local residents to save their neighborhood that was earmarked by local politicians for demolition. He also tackled severe housing problems--among the worst in Western Europe--by forming housing coops and dealing directly with the British government.

A former forklift operator in the Vauxhall area, McGann has been active at the grass roots level in serving the public. He is currently working with small businesses in addressing unemployment problems and is forming a partnership with the private sector to build a mixed-use development on 140 areas that would create thousands of new jobs.

## Team Biographies

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STEPHEN W. PROCTOR,  
RIBA Lecturer/Architect  
London

Proctor is a lecturer in urban design at Sheffield University's Department of Architecture. And is also currently working in private practice for Paul Hyett Architects in London. He won first prize in the International Federation of Housing and Planning International Urban Design Competition, British Section, for his design of historic city renewal in 1987.

Upon graduating from Sheffield University, Proctor worked as an architect in private practice for Nicholas, Lacey, Jobst & Hyett on the Heron Quays Development in London Docklands and more recently as an urban designer at the London Docklands Development Corporation.

He received his B.A. with honors, his Dip. Arch, and his M.A. from Sheffield University.



DEANE RUNDELL, ASLA  
Landscape Architect/  
Environmental Planner  
Muncie, IN

Rundell is a landscape architect and founding partner of the Muncie land planning/urban design/landscape architecture firm Rundell, Ernstberger & Associates, which specializes in large-scale urban, institutional, commercial, and recreational projects.

His firm developed master plans for several downtown riverfront projects and has won design awards for its work in Evansville and Anderson, IN. Other master plans include Muncie's central city and White River corridor, and the Ball State University campus. It also designed the commons for the new Indianapolis Zoo in White River State Park and a new town center for Carmel, IN. Current projects include planning strategies for development of a highway corridor in Vermont, design of the Indiana capitol complex in Indianapolis, and master plan for the Wabash River through Lafayette, IN.

A graduate of the Iowa State University, Rundell received his M.L.A. from the University of Massachusetts, and has taught at the University of Georgia and Ball State University.



**FREDA RUTHERFORD**  
Human Resources Specialist  
Southfield, MI

Rutherford is director of education and training for the Wayne County (MI) Department of Jobs and Economic Development. She coordinates the department's activities under the Job Training Partnership Act (JTPA) and acts as a liaison to the Private Industry Council (PIC).

Before serving the county that encompasses Detroit, she was director of the United Auto Workers-General Motors Human Resource Center, providing job assessment and placement for 800 workers. Rutherford was previously director of employment and training programs for the Downriver Community Conference, a consortium of 16 municipalities, which was declared an exemplary model by the U.S. Department of Labor and was the basis for the JTPA dislocated-worker legislation.

Rutherford received her B.A. from Oakland University, Rochester, MI, and her M.A. from the University of Michigan, Ann Arbor.



**J. LEE SAMMONS, AICP**  
Economist and Planner  
Denver

Sammons heads the Denver office of Hammer, Siler, George Associates, a consulting firm dealing with real estate, fiscal, economic and industrial development issues. The firm has completed projects in regional economic analysis, land absorption forecasts, and industrial feasibility studies in hundreds of communities around the nation for both public and private clients. He is currently working on development projects in Kansas City, Phoenix, Colorado Springs, and Minneapolis.

Sammons has served on two previous R/UDAT panels. One addressed the issues of downtown housing in Seattle; the other was a generic study in San Francisco that examined opportunities presented by large tracts of undeveloped land owned by railroad companies in urban areas.

He received his B.S. from Duke University, and pursued graduate work at the University of North Carolina.

## Team Biographies

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ALAN J. SIMPSON, RIBA  
Architect/Urban Planner  
Newcastle-upon-Tyne, England

Simpson is a founding member of Urban Design Associates in England and teacher of architecture and urban design at the University of Newcastle-upon-Tyne. Through his practice, he concentrates on urban regeneration of towns and cities in Great Britain, combining issues relating to urban design, architecture, landscape design, and transportation.

He was co-organizer of the Urban Futures Conference held in Newcastle-upon-Tyne in October 1987. He is also co-editor of the Urban Futures Quarterly, a European magazine dedicated to urban regeneration initiatives.

He received his M.Sc. in Urban Design and Planning from the University of Newcastle-upon-Tyne and studied architecture at Portsmouth Polytechnic Institute.



JOHN THOMPSON  
Architect  
London

Thompson is a founding partner of Hunt Thompson Associates, one of England's leading firms of community architects, specializing in problems of the inner city. The London firm is known for its pioneering award-winning project at Lea View House in Hackney, where a run-down 1930's slum estate was physical and socially transformed into a crime-free and caring community.

The firm is now involved in a cooperative housing project for the Duchy of Cornwall (the Prince of Wales' property inheritance), as well as the demolition of a series of 1960's tower-block and balcony access system-built estates, providing new housing for more than 7,000 people, all of whom will participate in the process.

Thompson graduated from Cambridge School of Architecture.





**ROBERT WARREN**  
Public Affairs Professor  
Newark, DE

Warren, professor of urban affairs at the University of Delaware's College of Urban Affairs and Public Policy, teaches courses in regional government and planning theory. He has served as a consultant and advisor in the areas of intergovernmental relations, coastal zone management, and telecommunications for Seattle, Los Angeles, the state of Delaware, and Japan. His research in coastal zone management is funded in part by federal grants.

He previously taught political science and urban affairs, at the University of Washington and the University of Southern California. He also serves on the editorial boards of *Coastal Zone Management Journal*, *Journal of Urban Affairs*, *Urban Affairs Quarterly*, and *Journal of Voluntary Action Research*.

Warren received his B.A., M.A., Ph.D. from the University of California at Los Angeles.



**CHARLES B. ZUCKER**  
Community Planning  
Consultant  
Washington, DC

As senior director of professional programs for the American Institute of Architects, Zucker manages programs and tools that improve the professional, technical, and business capabilities of architects, their firms, and employees. He has more than 17 years experience as an architectural program executive manager, community planning consultant, educator, and researcher.

Zucker has served on and chaired previous AIA R/UDATs in Salisbury, MD; Portland, OR; Jacksonville, FL; Rockford, IL; and Naples, FL. His interests include how communities create a "sense of place," placemaking strategies, including projects such as "Places as Art" and "City Vision/City Value". His particular focus is arts facilities planning and neighborhood redevelopment, and building public support for quality design in community development. Prior to joining the AIA staff, he was deputy director of the National Endowment for the Arts' Design Arts Program, community design consultant in Annapolis, and teacher at the City University of New York's School of Architecture and Environmental Design.

Zucker earned his B.Arch. from the University of Illinois and his M. Arch. from Princeton University.

## *Team Biographies*

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Director of Urban Design, R/UDAT, and Historic Preservation  
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PETE McCALL, Director, AIA Membership Communications/  
Editor of the AIA MEMO





*Kelly Shannon, Don Nachtwey, Michael McDonnell, Stephanie Jacobs, Michael Greene, Andrew Moss, Denise O'Toole, Rachel Doctors, Lois Takahashi, Alex Biagioli, Ari Sklar*

**ALEXANDER BIAGIOLI**

A fifth year architecture student at Carnegie Mellon with a minor in english. A Long Island, NY, native, he is interested in the regional political and economic resources people use in rejuvenating their own communities.

**DAVID CELENTO**

A fourth year architecture student at Carnegie Mellon. A native of Waynesburg, PA, he participated in the AIA's 1987 "Shelter for the Homeless" program.

**RACHEL DOCTORS**

A joint degree student between Carnegie Mellon's School of Urban and Public Affairs and the University of Pittsburgh's School of Law. She comes from Evanston, IL and did her undergraduate work in philosophy at the University of Michigan.

## *Student Bios*

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### MICHAEL GREENE,

A first year graduate student at Carnegie Mellon's School of Urban and Public Affairs working towards his M.S. in public management and policy. A native of Minneapolis, he received his undergraduate degree in geography from the University of Minnesota.

### STEPHANIE JACOBS

A fifth year architecture student at Carnegie Mellon with a minor in music. She is a native of Orono, ME, and has worked on a rejuvenation project in the Garfield Section of Pittsburgh.

### MICHAEL MCDONNELL

A Davenport, IA, native in his third year of architecture studies at Carnegie Mellon. He participated in the AIA's "Shelter for the Homeless" project in 1987.

### ANDREW MOSS

A fourth year Carnegie Mellon student majoring in architecture. He is a Pittsburgh native who participated in the Department of Architecture's Summer Studio Abroad program in 1987.

### DON NACHTWEY

A graduate student in Carnegie Mellon's School of Urban and Public Affairs who is pursuing his M.S. in public management and policy with a concentration in finance. He comes from Shippenville, PA, and did his undergraduate work in political science and economics at Frostburg State.

### DENISE O'TOOLE

A first year graduate student at Carnegie Mellon's School of Urban and Public Affairs who is concurrently completing degree requirements for a B.S. in applied history and policy and management. She comes from Landing, NJ.

### KELLY SHANNON

A fourth year architecture student with a minor in professional writing at Carnegie Mellon. She is a native of Andover, MA, and was entered in the 1988 Stewardson Competition for a Shelter for the Homeless in Philadelphia.

**ARI SKLAR**

A fourth year student of architecture at Carnegie Mellon with a minor in industrial management. A native of Miami Beach, FL, he is currently doing a project for the East Liberty Development Corporation.

**LOIS TAKAHASHI**

A recent graduate of a joint degree program between Carnegie Mellon's School of Urban and Public Affairs and the Department of Architecture. A native of South San Francisco, CA, she did her undergraduate work in architecture and civil engineering at Berkeley.

# Acknowledgements

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## Acknowledgements

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Lou Petulla	Turnpike Commission
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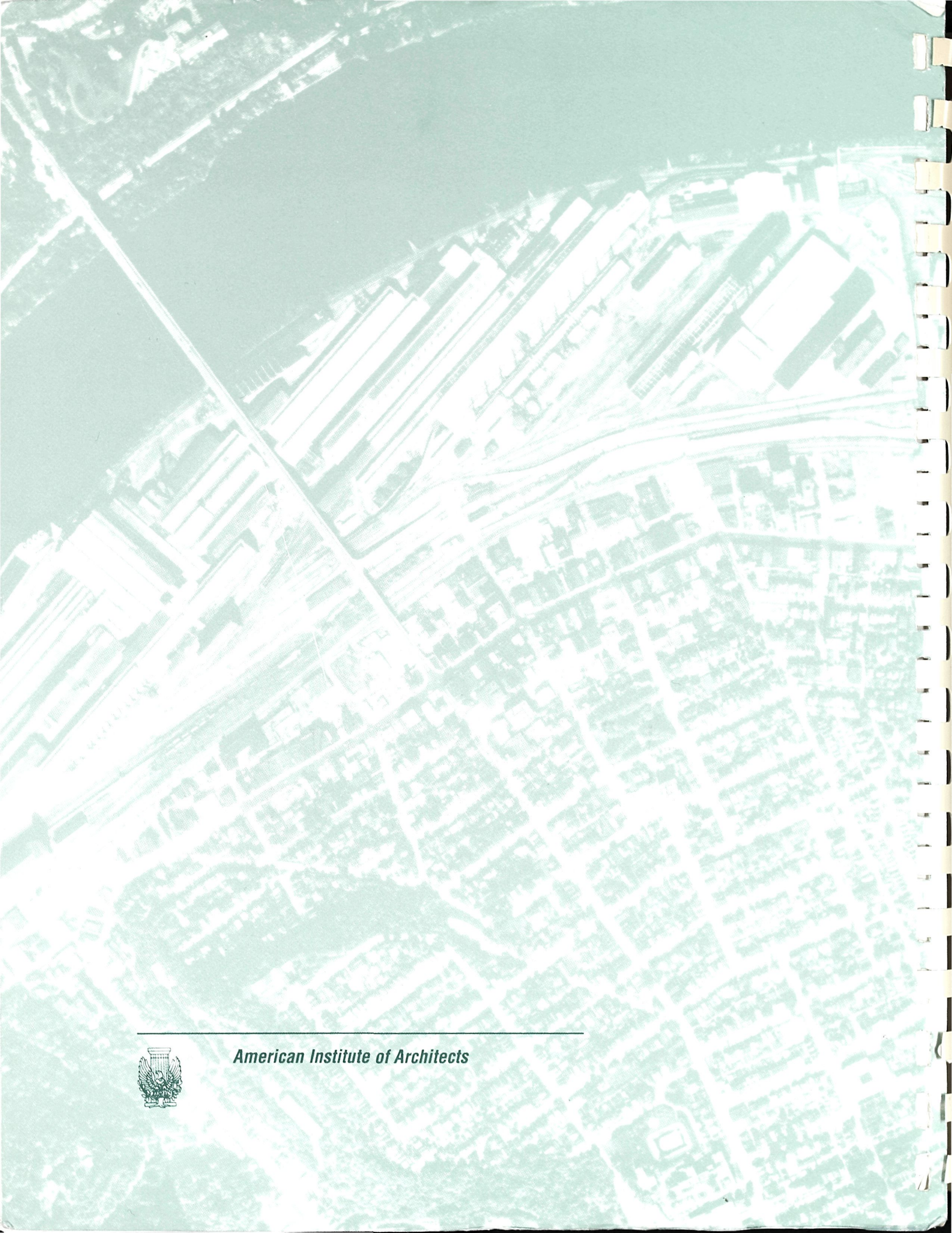
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