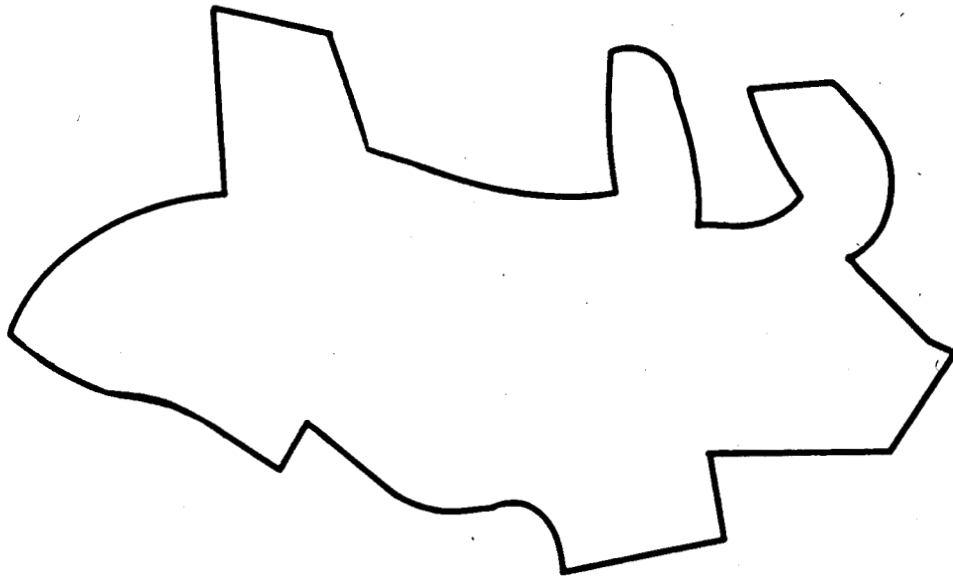


1996 COMPREHENSIVE PLAN



Castle Shannon Borough

**BOROUGH OF CASTLE SHANNON
RESOLUTION NO. 409**

WHEREAS, the Pennsylvania Municipalities Planning Code provides for adoption of a Comprehensive Plan for the development of communities, and

WHEREAS, the Borough of Castle Shannon Planning Commission has recommended the adoption the attached Comprehensive Plan for the development of the Borough of Castle Shannon, and

WHEREAS, the Borough Council of the Borough of Castle Shannon has held public hearings wherein it has considered the adoption of the Comprehensive Plan recommended by the Planning Commission,

NOW, THEREFORE, BE IT RESOLVED by the Borough Council of the Borough of Castle Shannon the "Borough of Castle Shannon 1996 Comprehensive Plan", a copy of which is attached hereto, the provisions of which, including all maps, charts, textural matter, and other matters forming the plan as attached, are incorporated herein by reference, is hereby adopted as the Comprehensive Plan of the Borough of Castle Shannon.

RESOLVED this 26th day of August, 1996 by the Borough Council of the Borough of Castle Shannon in lawful session duly assembled.

ATTEST

BOROUGH OF CASTLE SHANNON



**E. R. McFadden
Borough Manager**



**Regis J. Zemanick, Jr.
President of Council**

Executive Summary

Castle Shannon is a community which recognizes its strengths as well as its weaknesses, and is ready to build on the former while addressing the latter. That is the purpose of this Comprehensive Plan Update. We take an honest look at what we have done well and where we can do better; we recognize the restraints of finite resources, but seek creative, feasible solutions to the challenges we will face during the twenty-first century.

This comprehensive plan makes a number of recommendations for the future development of the community which are summarized in Chapter 1. These recommendations are grounded in a solid understanding of the environment in which the municipality operates (both within and beyond its borders), the strengths of the community which can be built upon, the weaknesses which must be addressed, and the tools available for producing the desired change.

Chapter 2, "Demographic Change," discusses demographic trends in Castle Shannon. There are proportionately fewer children and more senior citizens than twenty-five years ago, similar to the situation of Allegheny County as a whole. We have also experienced a decrease in the average household size within the Borough. One of the reasons our population has declined is that despite our low housing vacancy rate, there are fewer people in each housing unit. Although there are signs that the trend towards a smaller, older average household may be reversing (elementary school enrollment has been on the rise in recent years), it is unlikely that we will see a significant population increase without an increase in the number of high density housing units.

Despite the age of the Borough's housing stock, housing units have been increasing in value at a rate well above the average for the South Hills region. Chapter 3, "Housing," takes a look at these changes in housing values and presents a strategy for maintaining this trend.

Castle Shannon remains a largely middle income community. Nevertheless, like most of the United States, median household income growth has stagnated in recent years. Like Allegheny County as a whole, we have seen a very large decrease in the number of residents employed in manufacturing and an increase in employment in service and retail industries. In addition, poverty -- particularly among the Borough's children -- has been on the rise. These trends are analyzed and addressed in Chapter 4, "Household Income and the Local Economy."

There is very little vacant land remaining in Castle Shannon that is suitable for development. This makes land use controls on both developed and undeveloped land increasingly important. Options for the use of undeveloped land and proposed zoning changes are outlined in Chapter 5, "Land Use."

One strength of the community is its location. Residents have relatively easy access to regional employment centers and recreational facilities in Pittsburgh, the South Hills, and the Greater Pittsburgh International Airport corridor. Castle Shannon is primarily a bedroom community, with very few residents working within the Borough and most leaving the Borough for at least some of their shopping and recreation (see Chapter 4, "Household Income and the Local Economy"). Thus, excellent transportation is indispensable to the vitality of the community. Transportation may be a strength of the community, but there are significant opportunities to augment transportation within the Borough and to regional centers. These opportunities are discussed in Chapter 6, "Transportation."

Despite rising market values for housing units, assessed values have remained stagnant. This has not allowed Borough revenue to increase independent of millage increases. These trends, along with proposed capital improvements and an analysis of other public goods and services, are presented in Chapter 7, "Municipal Goods, Services and Finance."

Elected Officials and Administrative Staff

Mayor

Thomas P. O'Malley

Council Members

Regis J. Zezulewicz, Jr., President

Paul J. Coffey, Vice-President

Donald J. Baumgarten

Michael Cheberenchick

Ted H. Kirk

Christina A. Lipinski

Nancy J. Kovach

Borough Manager

E.R. McFadden

Tax Collector

Jean F. Swisher

Planning Commission

Harry Maenz, Chairman

James F. O'Brien, Vice Chairman

William Grand, Secretary

Sarina Bodnar

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Chapter 1

Introduction

A Brief History of Castle Shannon

Castle Shannon Borough is located about five miles south of Downtown Pittsburgh and covers 1.51 square miles. The Borough lies in the heart of Allegheny County's South Hills and borders Pittsburgh, Baldwin Township, Bethel Park, Mt. Lebanon, and Whitehall.

Castle Shannon gets its name from David Strawbridge, who in 1782 named part of this land "Castle Shanahan." The area remained primarily agricultural until the completion of the Pittsburgh-Castle Shannon Railroad in 1871. The railroad provided access to Pittsburgh via a tunnel through Mt. Washington and an incline to the river front. The railroad owners planned a small town at the southern end of the railroad in what is now Castle Shannon.

In 1920 the community split from Baldwin Township and incorporated as a Borough. Castle Shannon later annexed portions of Mt. Lebanon and Bethel Park. The Borough soon became a major trolley junction, linking Pittsburgh to lines running further south.

The area's first population boom came around the turn of the century during a relatively brief coal boom. A few traces of this period remain today. However, the town's most significant population increase came during the post-war suburban expansion.

During the 1950s, the population more than doubled--from 5,459 to 11,836. This boom quickly exhausted much of the Borough's developable land, severely limiting the community's potential for further growth. The Borough's population leveled off during the 1960s with a population growth of only 63 individuals according to the US Census.

During the 1970s and 1980s, the Borough was not immune to the population loss experienced by the entire Southwestern Pennsylvania region. The decline of the region's basic industries led to considerable out-migration --particularly among the more mobile young people. Although Castle Shannon fared better than the communities of the nearby Monongahela Valley or Pittsburgh itself, the loss was still significant.

Today, our population appears to have leveled off. Our housing vacancy rate remains low and elementary school enrollment has been on the rise for several years. As the housing units of older residents turn over, more young families are attracted to Castle Shannon for its affordable housing, quality municipal services, sound school district and accessibility to employment centers in Pittsburgh and elsewhere.

Previous Comprehensive Plans

The Borough of Castle Shannon has a long history of comprehensive planning. Beginning in 1956, land development within Castle Shannon was addressed in the Central Area Plan prepared by the Pittsburgh Regional Planning Association. In 1963, Castle Shannon developed its own plan, *A Comprehensive Development Policy Plan*, which was prepared by the consulting firm of Kendree and Shepherd and subsequently adopted by Borough Council. Five years later, the same consultants prepared the first amendment to this report. The 1968 Amendment updated the Borough's 1963 Study and incorporated the planning efforts of the South Hills Regional Planning Commission. A draft Zoning Ordinance submitted with the Amendment was subsequently adopted by Borough Council in 1970.¹

In 1987, the consulting firm L. Robert Kimball and Associates revised and updated Castle Shannon's comprehensive plan. Many of the objectives identified in that plan have been achieved. Nevertheless, a number of changes in the Borough have made this 1996 update necessary.

The 1996 Comprehensive Plan Update

This update was prepared by Borough staff, in close consultation with the Planning Commission and elected officials. The input of residents was sought through a series of public meetings and hearings before the Planning Commission and Borough Council. Portions of the draft were also published in the Borough's newsletter. Research, analysis and drafting was done by James Ariail of the Graduate School of Public and International Affairs at the University of Pittsburgh.

This 1996 update builds upon previous plans while taking into consideration the many changes to the Borough since 1987. Changes in transportation, land use, housing, demography, municipal finance and the economy are examined. The new goals, objectives, programs, policies and projects are grounded not only in the analysis of this document, but also in the insights of residents and elected officials who have worked for many years to make their community ever better.

¹ The 1970 Zoning Ordinance was the second such ordinance for the Borough. The Borough's first zoning ordinance was adopted in 1938. Before 1938, certain nuisance uses had been prohibited or regulated in Ordinances 8 and 54, but no comprehensive zoning ordinance had been adopted.

Goals and Objectives

A *goal* is a final destination; a desired future condition for the Borough. *Objectives* represent the accomplishments needed to achieve a certain goal; a strategy for reaching the final destination. *Policies, programs, and projects* represent the specific actions needed to achieve a particular objective and, in turn, the goals of the community.

The goals and objectives of this comprehensive plan are listed at the beginning of each chapter dealing with the corresponding policy area. In many cases, these goals and objectives may overlap. For instance, we may speak of the need for improved access to employment centers in both the sections on employment and transportation, or we may speak of the need for commercial improvements in the sections on land use, employment, or population (to make the area a more attractive place to live). We recognize the ways in which these issues overlap, however these distinctions -- albeit somewhat artificial at times -- are necessary to present the issues in an organized manner.

Goals, objectives and policies, programs and projects will appear highlighted in the following manner.

Goals will be outlined with a solid bold line like this.

Objectives will be outlined with double lines like this.

Policies, programs, and projects will be outlined with a single thin line like this.

The following section is a summary of the goals, objectives, programs, policies and projects of this comprehensive plan.

Goals

- To maintain a population large enough to support the services necessary to improve the quality of life of all residents.
- To provide the quality of education needed to be competitive in today's job market to Borough residents along with optimal access to employment opportunities both within and outside the Borough.
- To improve the vitality of the Borough's commercial districts in order to serve and provide jobs for the residents of Castle Shannon.
- To strengthen our community by maintaining quality housing for residents at all income levels.
- To provide excellent recreational facilities, municipal infrastructure, and Borough services and administration.
- To use sensible and environmentally responsible land use controls to promote development that benefits the quality of life in Castle Shannon.
- To provide safe and efficient transportation both within the Borough and to employment and recreational centers outside the Borough.

Population

Objectives

- To maintain a population of 9,000 to 12,000 individuals.
- To provide the facilities and services necessary to serve current residents and attract new residents who appreciate the community and contribute to the improvement of the community's quality of life.
- To improve accessibility to Pittsburgh and other employment centers through improved mass transit and highways.
- To improve the quality and mix of retail and private services to attract new and retain current residents.
- To improve the aesthetics of the Borough in order to project the true, positive image of Castle Shannon.

Policies/Programs/Projects

Programs, policies and projects addressing the above objectives are found under the policy areas which follow.

Housing

Objectives

- To improve the existing housing stock and prevent neighborhood blight.
- To make Castle Shannon more marketable as a residential community.
- To ensure that new housing developments are of the highest quality.
- To promote and facilitate improvements to individually owned homes.
- To promote and facilitate improvements to multi-family residential structures.

Policies/Programs/Projects

- Identify all County, State, Federal and private home improvement programs and publicize available options to residents.
- Facilitate the process for receiving the approvals for housing improvements.
- Continue to enforce building codes consistently.
- Require the owners of multi-family residential housing structures to maintain their units.
- Market Castle Shannon as a residential community.

Household Income and the Local Economy

Objectives

- To improve access to employment centers.
- To provide the highest quality education to Borough residents.
- To encourage quality employers to locate in Castle Shannon.
- To promote a quality mix of commercial development in the central business district, the Library Road commercial corridor, the Mt. Lebanon Boulevard commercial corridor, and the Sleepy Hollow shopping district.
- To explore opportunities for improving residential and commercial access to advances in informational technology, such as the installation of fiber optic cables.

Policies/Programs/Projects

- Work with the Keystone Oaks School District and other institutions to improve educational opportunities for Borough residents.
- Enforce the Borough's signage ordinance consistently
- Recruit quality employers to the Borough to improve the commercial mix and provide quality job opportunities to Borough residents.
- Follow the objectives, programs, policies and projects outlined in the transportation section to improve access to employment centers.

Land Use

Objectives

- To rezone as necessary for areas which can be developed to the benefit of the community.
- To rehabilitate or redevelop blighted areas.
- To protect the integrity of the existing community.
- To encourage developers to include a portion of active or passive recreational space in new developments where the nature and location of the development makes it appropriate.

Policies/Programs/Projects

- Encourage developers to include a portion of active or passive recreational space in new developments where the nature and location of the development makes it appropriate.
- Adopt the proposed building code, subdivision regulations and zoning changes.

Transportation

Objectives

- To improve the condition of existing streets and highways.
- To improve mass transit services for all residents.
- To work more closely with PennDOT, the Port Authority and SPRPC on transportation matters.

Policies/Programs/Projects

- Work with the Port Authority to determine the best alternative for mass transit to and from Castle Shannon.
- Ease the flow of traffic on Route 88 and through the intersection of Route 88 and Route 51.
- Work with SPRPC on utilizing the Wheeling and Lake Erie railway corridor in a manner which best serves the Castle Shannon community.
- Facilitate the widening of Route 88 by providing the necessary services for the realignment of the Grove Road and Hamilton Road intersections.
- Allocate the necessary resources for the continued maintenance of Borough streets.

Municipal Goods, Services and Finance

Objectives

- To continue improvements to the Borough's infrastructure.
- To continue improvements to the Borough's organizational effectiveness and efficiency.
- To continue to improve and expand the Borough's recreational facilities.
- To encourage improvements to educational facilities and programs in the Keystone Oaks School District.

Policies/Programs/Projects

- Implement the projects recommended in the Capital Improvements Program.
- Prepare a study of the Rockwood site to determine its highest and best use.
- Work with other governmental organizations and private institutions to provide the highest quality human services to Borough residents.

Chapter 2

Demographic Change

GOAL: To maintain a population large enough to support the services necessary to improve the quality of life of all residents.

Objectives

- To maintain a population of 9,000 to 12,000 individuals.
- To provide the facilities and services necessary to serve current residents and attract new residents who appreciate the community and contribute to the improvement of the community's quality of life.
- To improve accessibility to Pittsburgh and other employment centers through improved mass transit and highways.
- To improve the quality and mix of retail and private services to attract new and retain current residents.
- To improve the aesthetics of the Borough in order to project the true, positive image of Castle Shannon.

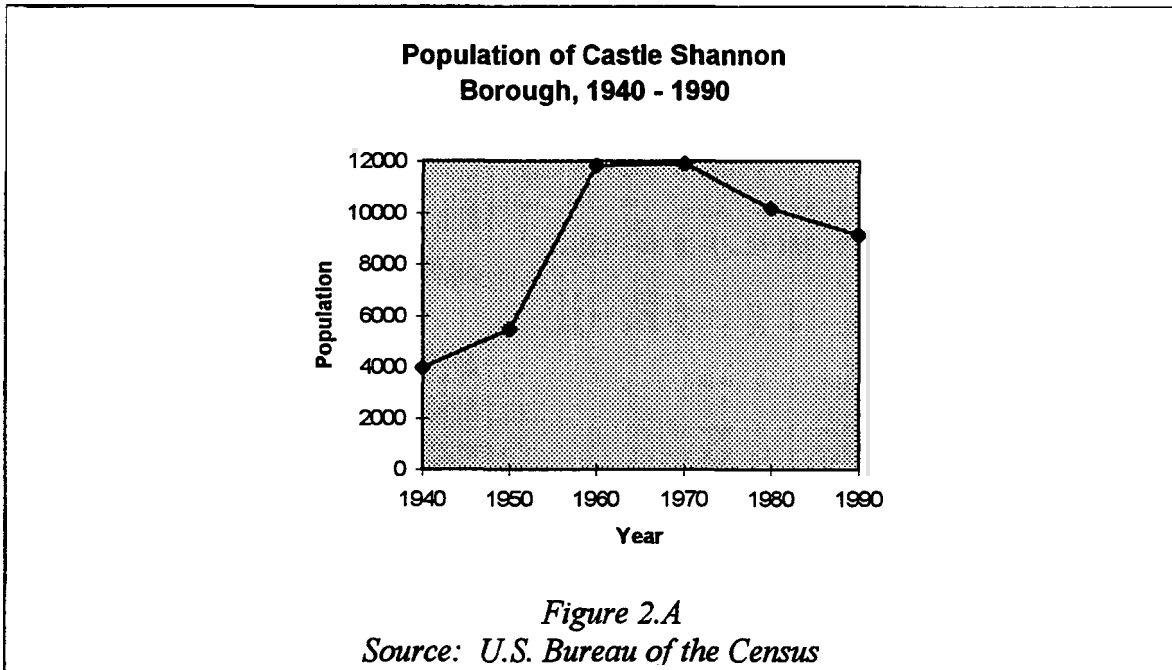
The factors which effect the livability of communities are many and complex. Moreover, many of these factors originate outside the community itself. No community exists in a vacuum. Regional, national and, increasingly, global trends influence how and where we work and live.

Nevertheless, local policy makers, institutions and individuals retain the most significant influence over the condition of their community. Zoning and building codes help policy makers control the spatial patterns of development and the quality of structures within their community. Efficient transportation to employment centers helps attract new residents. Active civic groups promote a higher quality of community life. Quality recreational facilities also make the community a more attractive place to live.

This chapter takes a close look at some of the local and regional trends which have effected the size and composition of Castle Shannon's population. Subsequent chapters will address household income and the local economy (Chapter 3), land use (Chapter 4), transportation (Chapter 5), and community facilities, services and infrastructure (Chapter 6). Although this update is organized along several policy areas, we recognize the inherent interdependence of these issues. References to related policy areas will be made throughout this plan.

Population Profile

Castle Shannon's population grew steadily from 1920, when there were 2,353 people in the Borough, until 1950 when the Borough's population was 5,459. During the suburban expansion of the 1950s, the population more than doubled to 11,836 at the time of the 1960 Census. However, by 1970, population growth had virtually stopped, with a population increase of only 63 people between the 1960 and 1970 Censuses.



The population began to decrease during the 1970s. By 1980, the population had decreased by 15% of the 1970 population to 10,164. During the 1980s, the Borough's population continued to decline, albeit at a decreasing rate. By 1990, the population had declined to 9,135, a 10% decrease from 1980. In 1992, the U.S. Bureau of the Census estimated that the Borough's population had declined slightly to 9,126. For 1995, the Allegheny County Planning Department estimates the Borough's population at 8,967, a 2% decrease from the 1990 population.

From 1960 to 1990, two significant regional trends effected the population of Castle Shannon and the other South Hills communities. First, the entire region of Southwestern Pennsylvania experienced tremendous out-migration as the region's industrial base declined. Virtually every community in the region lost population, with the greatest losses coming as individuals between the ages of 18 and 30 left the region. Second, within the region the older communities in Pittsburgh and the near suburbs began to lose population to the more distant suburbs. Regional shopping malls, expanded transportation, larger lots and houses, and improved community services in the more distant suburbs fueled this trend.

Hence, although Castle Shannon's population declined by 23% between 1960 and 1990, this loss was not unusual for a South Hills community. All of the South Hills communities, with the notable exceptions of Bethel Park and Upper St. Clair, lost population during this period. The Boroughs of Carnegie, Dormont, Bridgeville and Brentwood experienced similar losses, while the City of Pittsburgh's population declined by 39%. Baldwin Borough, Baldwin Township, Greentree, Mount Lebanon, Scott Township, and Whitehall experienced somewhat smaller losses.

Table 2.1: Population Changes in the South Hills

	1960	1970	1980	1990	% change, 60-90	% change, 80-90
Baldwin Borough	24489	26729	24598	21923	-10%	-11%
Baldwin Township	3004	2598	2680	2479	-17%	-8%
Bethel Park	23650	34791	34755	33823	43%	-3%
Brentwood	13706	13732	11907	10823	-21%	-9%
Bridgeville	7112	6717	6154	5445	-23%	-12%
Carnegie	11887	10864	10099	9278	-22%	-8%
Castle Shannon	11836	11899	10164	9135	-23%	-10%
Dormont	13098	12856	11275	9772	-25%	-13%
Greentree	5226	6441	5722	4905	-6%	-14%
Heidelberg	2118	2034	1606	1238	-39%	-20%
Jefferson	8280	8512	8643	9533	15%	10%
Mt. Lebanon	35361	39596	34414	33362	-6%	-3%
Pleasant Hills	8573	10409	9676	8884	4%	-8%
Pittsburgh	604332	520117	423938	369879	-39%	-13%
Scott	19094	21856	20413	17118	-10%	-16%
South Park	7384	8187	13535	14292	94%	6%
Upper St. Clair	8287	15411	19023	19692	138%	4%
Whitehall	16075	16551	15206	14451	-10%	-5%
Allegheny County	1628587	1605016	1450085	1336449	-18%	-8%

Source: U.S. Census

While Allegheny County as a whole and the majority of the South Hills communities were losing population between 1960 and 1990, the more distant South Hills communities of Bethel Park and Upper St. Clair Township were experiencing tremendous growth with population increases of 43% and 138% respectively. The Borough should be concerned with this population shift within the South Hills towards the more distant communities.

Local and Regional Changes in Age Composition

When a community's age structure begins to change, policy makers must reassess their community's public policies; a largely older population has very different needs from a younger one. If a community's age composition continues to grow older, policies to attract younger residents may become necessary for the fiscal health of a municipality.

There was a tremendous loss in the Borough's younger population cohorts between 1960 and 1990. In 1960, the group under age 18 accounted for over 40% of the

Borough's total population. This group's share of the total population declined thereafter to 19% of the total population in 1990. Similarly, the portion of the South Hills population under age 18 declined from 36% in 1960 to 21% in 1990. This shift in the age composition is also reflected in the Borough's median age, which has gone from 26.9 in 1960 to 35.7 in 1990.

Between 1970 and 1990, the elderly population increased from 7% to 16% of the Borough's total population. Similarly, the elderly population of the South Hills has gone from 10% of the total population in 1970 to 17% in 1990. The Borough's elderly population is also slightly less than Allegheny County at 17%, but higher than Pennsylvania at 15.4% and the United States at 12.6%.

Age Composition in Castle Shannon Borough, 1970-1990

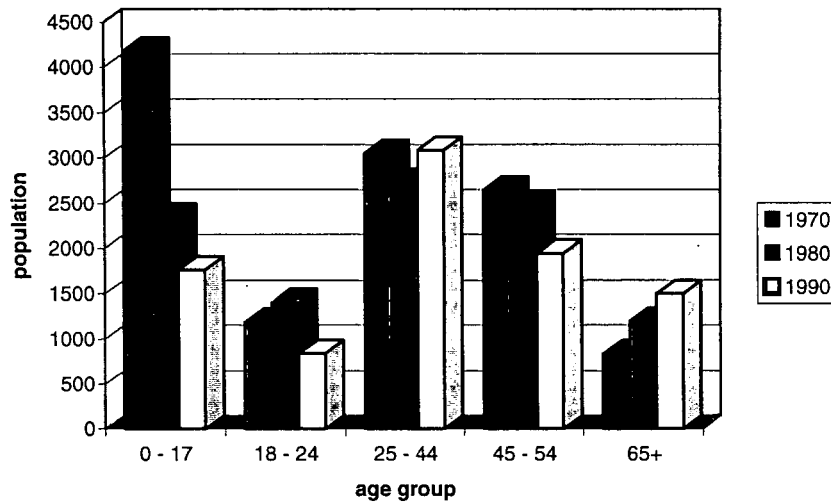


Figure 2.B
 Source: U.S. Bureau of the Census

Since the 1990 Census

Despite these significant changes in age composition, there are strong signs that we have turned a corner since the 1990 census. Between the 1988-89 and 1994-95 school years, enrollment for children in kindergarten through fifth grade has increased by 17%, from 361 to 422. In one sense, this increase in school age children may be partially attributed to the Borough's aging population: As a large number of the Borough's residents move into the higher mortality age groups, more single family homes have been made available to younger families.

Table 2.2: Elementary School Enrollment

Year	K-5 Enrollment	% Change
88-89	361	**
89-90	382	5.8
90-91	393	2.9
91-92	409	4.1
92-93	416	1.7
93-94	427	2.6
94-95	422	-1.2

Source: Keystone Oaks School District

In sum, the Borough's population has declined and grown older over the past thirty years in a manner similar to the County as a whole and the majority of the South Hills communities. This trend is due in part to the Borough's declining average household size; most of the housing units remain occupied, but with fewer people in each unit.

Regional out-migration has contributed to the decline in the total population as well as the change in age composition. (Individuals between the ages of 18 and 30 tend to be more mobile in the face of economic change--a major cause of the County's declining population.) Moreover, there has been a shift in the geographical distribution of population within the South Hills towards the communities further from Pittsburgh.

Nevertheless, it appears that the Borough has turned a corner since the 1990 census. Over the past seven years, elementary and kindergarten enrollment has increased every year except one.

POPULATION PROJECTIONS

Both the Allegheny County Planning Department and the Southwestern Pennsylvania Regional Planning Commission (SPRPC) have done population projections for Castle Shannon Borough. Both projections call for very little change in the population of Castle Shannon over the coming ten to twenty years.

The most recent forecast done by SPRPC, Cycle V, calls for modest growth between 1990 and 2015. Using an integrated demographic and economic model (REMI), they forecast an increase of 346 persons to 9,481 by 2015. They also forecast an increase in the number of households, from 3,907 to 4,263 and a further decrease in average household size from 2.33 to 2.22.

In contrast, the Allegheny County Planning Department projects a slight decrease in total population. The County estimates the 1995 population of Castle Shannon to be 8,967, down by 168 people since the 1990 census. For the year 2000, the County projects a slight increase from its 1995 estimate to 8,970. The County's projection is based on a demographic model. The 1995 estimate is based upon the same demographic model in conjunction with data from the Internal Revenue Service.

Both the SPRPC and County projections call for very little change in the Borough's population over the coming years. Nevertheless, the Borough should not take the accuracy of these projections for granted. Population projections are based on many assumptions which may not prove accurate. Any number of events could cause the population to increase or fall significantly. Borough policies matter, and without policy measures to retain our present population and attract new residents, the Borough's population could continue to decline.

It should also be noted once more that despite the declining population, our housing vacancy rate remains very low -- around 5%. The declining population can be explained in large part by the declining household size in the Borough; there are simply fewer people living in each housing unit. Hence, given the limited undeveloped land remaining in the Borough, a significant population increase for the Borough is highly unlikely without the addition of new high density housing units (e.g., apartments, townhouses, condominiums) or a reversal in the trend towards smaller average household size.

Policies, Programs and Projects

Although the population decline of Castle Shannon has been considerable, a more salient indicator of the severity of that decline is the housing vacancy rate. As we noted above, the vacancy rate for Castle Shannon remains very low at about five percent. The issue which should concern the Borough most is the community's ability to attract new residents as more of its current residents move into the higher mortality age groups.

Beyond the overall vitality of the region's economy, it is impossible to separate the factors which affect population from the issues which help determine the quality of life in a community. Hence, each of the objectives outlined above are covered at some point in subsequent chapters. Nevertheless, it may be useful to discuss some of the major factors which affect a community's population.

It is helpful to consider the factors which an individual or family take into account when selecting a place of residence within a particular region. Some of these factors include: 1) travel time to work; (2) access to shopping and recreation; (3) the quality of schools; (4) housing quality and affordability; (5) signs of community development or decline; (6) the tax burden relative to the services provided; and (7) the overall image and character of the community. If the Borough is to retain its current population and attract new residents, policy makers must also think in such terms. For instance, when making policy regarding transportation, the effect upon access to Pittsburgh and other employment centers should be taken into consideration. Similarly, when considering what types of developments to allow and where, policy makers should consider the effect upon the community's image and quality of life. In sum, although there is no panacea for reversing population trends, there are a number of policy measures which will help the Borough compete better with other communities in the region.

Chapter 3

Housing

Goal: To strengthen our community by maintaining quality housing for residents at all income levels.

Objectives

- To improve the existing housing stock and prevent neighborhood blight.
- To make Castle Shannon more marketable as a residential community.
- To ensure that new housing developments are of the highest quality.
- To promote and facilitate improvements to individually owned homes.
- To promote and facilitate improvements to multi-family residential structures.

Policies/Programs/Projects

- Identify all County, State, Federal and private home improvement programs and publicize available options to residents.
- Facilitate the process for receiving the approvals for housing improvements.
- Continue to enforce building codes consistently.
- Require the owners of multi-family residential housing structures to maintain their units.
- Market Castle Shannon as a residential community.

The single-family detached home is still the most common housing type in Castle Shannon with 59% of the Borough's total housing stock (See Table 3.1). With the notable exception of the Shannon Heights townhouse development, there has been very little new housing construction in the Borough over the last twenty years. The plurality of homes in the Borough (45.5%) were constructed during the 1950s (see Table 3.2).

Despite the Borough's declining population, only 4.5% of its housing units were vacant at the time of the 1990 Census. This is due to the declining average household size in the Borough; there are fewer people occupying the existing housing stock than in previous decades.

The relative lack of new home construction in recent decades is due in large part to the lack of developable land. The first major housing project in recent years is the Shannon Heights townhouse development located east of Library Road. Shannon Heights provided a total of 171 townhouse units. Additional land adjacent to Shannon Heights and across Route 88 from Shannon Heights has also come onto the market. As the Borough's average household size continues to decline and Stage II of the LRT approaches, there

may be even greater demand for new high density housing developments (i.e., townhouses, apartments, or condominiums).

Table 3.1: Housing Composition

Structure Type	Percent, 1990
Single family detached	59
Single family attached	9
2 - 4 units	10
5 - 9 units	5
10 + units	16
Mobile homes/trailers	1

Source: U.S. Census

Table 3.2: Year of housing unit construction

Year constructed	Percent
1980-89	4.4
1970-79	5.7
1960-69	12.0
1950-59	45.5
before 1950	32.4
total	100.0

Source: U.S. Census

The Borough's median owner occupied housing value was \$57,200 at the time of the 1990 Census (1990 dollars). This was below the South Hills average of \$71,569, giving Castle Shannon the tenth highest median housing value (unchanged from 1980) among the sixteen municipalities of the South Hills. The average sale price for detached single family homes during the first two quarters of 1995 was \$67,617 (1995 dollars).

In real dollars (adjusted for changes in the price level) this represents a 0.3% increase in median housing value since 1980. The average real change in value among the South Hills communities was also 0.3%. Thus, according to the census, the Borough's housing stock increased in value at the average rate for the South Hills during this period, but remained below average for the region.

More accurate data was attained for all of the South Hills communities from a real estate market research firm which records data from each deed transfer record. By examining this information (which was available from 1987 through August of 1995), we see that the average sale price for single family detached homes increased more for Castle Shannon than any other municipality in the South Hills except South Park between 1987 and 1995 (see Table 3.4). If we assume that the census figures are a reasonable representation of housing values in 1980 and 1990, this indicates that housing values only began to increase during the late 1980s while stagnating or declining for at least a portion of the period between 1979 and 1987. Between 1979 and 1989, housing values increased by 26.5% in nominal terms according to the U.S. Census data; however, between 1987

and August of 1995 the average sale price increased by 56.9% in nominal terms according to the housing sales data.

Table 3.3: Average price for detached single family house sales

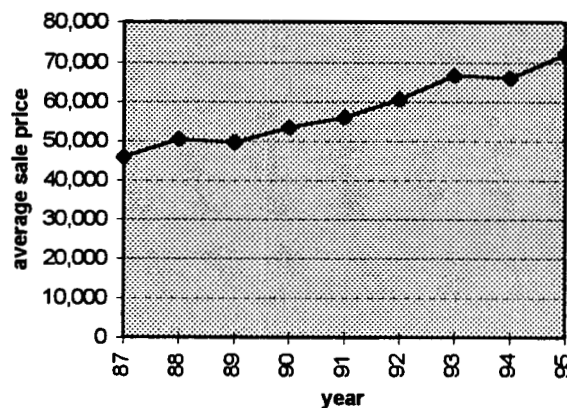
	1987	1988	1989	1990	1991	1992	1993	1994	1995*	Percent Change 87-95
South Park	42,161	44,693	48,997	48,707	49,792	56,172	57,736	66,844	99,961	137.1
Castle Shannon	45,977	50,571	49,592	53,500	56,076	60,602	66,664	66,104	72,139	56.9
Dormont	42,673	44,508	46,123	48,290	51,584	60,039	59,955	66,679	65,639	53.8
Baldwin Twp	51,337	58,178	52,370	58,815	56,387	62,845	65,683	70,223	78,975	53.8
Mt. Lebanon	97,169	108,299	118,579	122,811	131,195	129,741	134,913	147,749	142,242	46.4
Pleasant Hills	67,286	70,510	74,732	81,275	87,390	88,457	95,137	95,479	96,247	43.0
Baldwin Bgh	54,177	55,726	60,578	65,661	67,936	72,297	83,007	79,907	77,294	42.7
Upper St. Clair	134,828	149,437	159,833	175,862	179,493	177,261	182,758	176,980	189,400	40.5
Brentwood	47,649	48,812	53,518	52,581	58,212	61,084	64,011	69,213	66,082	38.7
Whitehall	69,433	76,454	78,528	80,783	86,911	91,188	93,259	97,846	95,955	38.2
Bethel Park	81,557	89,036	97,328	101,289	105,917	107,617	102,119	112,400	111,277	36.4
Greentree	69,453	80,131	80,180	87,426	84,279	86,315	101,774	103,471	94,017	35.4
Bridgeville	47,287	47,059	50,555	54,718	58,842	57,443	64,516	67,482	62,155	31.4
Jefferson	83,075	81,677	81,568	105,279	97,624	107,230	105,141	101,649	107,546	29.5
Carnegie	49,002	58,199	52,163	49,489	54,486	62,056	62,084	67,202	63,122	28.8
Heidelberg	36,358	37,592	44,764	39,544	49,731	47,500	66,317	51,471	41,200	13.3
Scott	72,209	69,341	73,267	75,857	82,351	87,138	86,466	89,213	80,199	11.1

Source: RealStats, compiled from deed transfer records

* January to 31 July 1995 only

Figure 3.A

Average Sale Price for Single Family Homes in Castle Shannon, 1987-1995

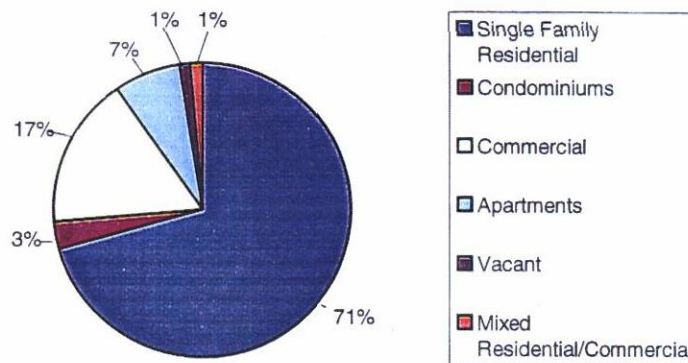


The Borough should work to continue this trend in housing values. Housing values for a given community rarely remain stable over an extended period. Most housing markets are either in an upward spiral or a downward spiral. Castle Shannon is now in an upward spiral, but inappropriate policies could bring this trend to an end. This plan addresses a number of issues which must be addressed to make Castle Shannon an ever more attractive place to live such as improvements to transportation, infrastructure, aesthetics, recreation, etc. Perhaps most importantly, building codes must be enforced consistently in order to maintain our aging housing stock.

If this trend in housing values continues, the Borough should also benefit financially. The vast majority of the land in Castle Shannon is devoted to residential use (See Figure 3.2 and Table 3.5). Hence, the Borough's financial ability to provide services is strongly tied to the assessed value of residential properties in the Borough.

Figure 3.B

Composition of Total Assessed Value of Properties in Castle Shannon



Source: County Assessor's Office

Table 3.4: Assessed Value of Different Land Uses

Type of Use	Assessed Value	% of Total
Single Family Residential	35,557,850	71%
Condominiums	1,508,350	3%
Commercial	8,497,940	17%
Apartments	3,550,165	7%
Vacant	609,160	1%
Mixed Residential/Commercial	692,310	1%
Uncoded	24,150	0%
Industrial	0	0%
TOTAL	50,439,925	100%

Source: County Assessor's Office

Unfortunately, assessed values have not kept up with market values in the Borough. In Allegheny County, the assessed value of a property is supposed to be one-quarter of its market value. Of the 33 homes which were sold between January and early August of 1995, the average tax ratio (assessed value divided by sale price) was 0.16 -- a difference of -0.09 from the proper assessed value. Similarly, the tax ratio for 1993 and 1994 was 0.17, a difference of -0.08 from the proper assessment. This level of discrepancy is above average for the South Hills (see Table 3.6). This issue is discussed in much greater depth in Chapter 7, Municipal Goods, Services and Finance.

Table 3.5: Average Sale Price and Tax Ratio for Detached Single Family Homes in the South Hills

	Average sale price, 1994	Tax ratio	Difference from .25 standard
Baldwin Borough	79,907	0.17	0.08
Baldwin Twp	70,223	0.20	0.05
Bethel Park	112,400	0.16	0.09
Brentwood	69,213	0.18	0.07
Bridgeville	67,482	0.16	0.09
Carnegie	67,202	0.17	0.08
Castle Shannon	66,104	0.17	0.08
Dormont	66,769	0.15	0.10
Greentree	103,471	0.17	0.08
Jefferson	101,649	0.15	0.10
Mt. Lebanon	147,749	0.18	0.07
Pleasant Hills	95,479	0.18	0.07
Scott	89,213	0.16	0.09
South Park	66,844	0.14	0.11
Upper St. Clair	176,980	0.19	0.06
Whitehall	97,846	0.18	0.07

Source: Calculated from data provided by RealStats

Policies, Programs and Projects

With the supply of undeveloped land dwindling, the Borough should be even more careful to maintain its existing housing stock. The Borough should continue to enforce its building codes consistently. At the same time, housing improvements must be encouraged and facilitated. The Borough should assist homeowners in identifying opportunities for financing home improvements. In addition, the Borough should facilitate the procedures by which homeowners apply for and receive the necessary approvals for home improvements wherever possible.

New housing developments will be less common with the decline of vacant land. Nevertheless, the Borough should endeavor to ensure that any new home construction is of the highest quality so that new neighborhoods and the homes within them may maintain their value for years to come.

There are also several older apartment structures in the Borough. The Borough should ensure that these structures are maintained to meet existing building codes. However the Borough should also explore options for encouraging the owners of such developments to make improvements above and beyond the minimum standards.

Chapter 4

Household Income and the Local Economy

GOALS:

- To provide the quality of education needed to be competitive in today's job market to Borough residents along with optimal access to employment opportunities both within and outside the Borough.
- To improve the vitality of the Borough's commercial districts in order to serve and provide jobs for the residents of Castle Shannon.

Objectives

- To improve access to employment centers.
- To provide the highest quality education to Borough residents.
- To encourage quality employers to locate in Castle Shannon.
- To promote a quality mix of commercial development in the central business district, the Library Road commercial corridor, the Mt. Lebanon Boulevard commercial corridor, and the Sleepy Hollow shopping district.
- To explore opportunities for improving residential and commercial access to advances in informational technology, such as the installation of fiber optic cables.

Policies/Programs/Projects

- Work with the Keystone Oaks School District and other institutions to improve educational opportunities for Borough residents.
- Enforce the Borough's signage ordinance consistently
- Recruit quality employers to the Borough to improve the commercial mix and provide quality job opportunities to Borough residents.
- Follow the objectives, programs, policies and projects outlined in the transportation section to improve access to employment centers.

Castle Shannon's growth has been strongly tied to its accessibility to Pittsburgh via commuter rail. The Castle Shannon Railroad, which opened at the turn of the Twentieth century, was the first to offer commuter service into the City. Later, a major trolley junction in the Borough connected Pittsburgh with lines to places farther south. These rail lines aided the coal mining industry during the early part of this century as well as the more significant population growth of the post-war suburban expansion during the 1950s.

Commuters are served today by the Port Authority's Light Rail Transit (LRT) which provides service to Station Square, South Hills Village and Downtown Pittsburgh, among other popular destinations. Stage II of the LRT system, if properly implemented, will add to Castle Shannon's attractiveness for commuters.

Accessibility to Pittsburgh and other regional economic centers will continue to be extremely important to the vitality of our community. Only 498 of the Borough's residents worked within the Borough in 1990 while 4,128 residents worked elsewhere. The following sections will analyze the Borough's current economic indicators for employment, income, and retail trade.

EMPLOYMENT PROFILE

In 1960, the plurality of the Borough's residents were employed in manufacturing, followed by the wholesale and retail trade industry. As the region's manufacturing base declined, services and wholesale and retail trade became increasingly important sources of employment for the Borough's residents. Although manufacturing continues to be a major source of employment opportunities, only 10% of the Borough's residents are now employed in this sector (see Table 4.1).

Since 1980, the number of residents employed in wholesale and retail trade, transportation and communication, and construction have decreased significantly. There was growth in finance, insurance and real estate as well as services (see Table 4.1).

Table 4.1: Industry of Employment for Castle Shannon Residents

Industry	Percent, 1980	Percent, 1990	Change
Agriculture & mining	1.0	1.5	0.5
Construction	7.8	5.2	- 2.6
Manufacturing	17.8	10.0	- 7.8
Transportation and communication	8.2	10.7	- 2.5
Wholesale and retail trade	27.9	25.3	- 2.6
Finance, insurance and real estate	8.4	13.8	5.4
Services	25.7	30.2	4.5
Public administration	3.3	3.3	--

Source: U.S. Census

This transformation in employment patterns is also captured by the Census data on occupations (see Table 4.2). The plurality of Castle Shannon residents continue to be employed in the sales, clerical and technical occupations with 44.6% of the Borough's total working population. Managerial and professional positions, precision production, services, and operators, fabricators and laborers also account for a significant portion of the labor force.

Table 4.2: Occupation of Castle Shannon Residents

Occupation	1980, %	1990, %	change
Management and professional	21.6	22.4	0.8
Technical, sales & admin. support	38.4	44.6	6.2
Service occupation	11.7	11.9	0.2
Farming, forestry & fishing	0.2	2.1	1.9
Precision prod., craft repair	15.5	9.0	-6.5
Operator, fabricator & laborer	12.6	10.1	-2.5

Source: U.S. Census

Between 1980 and 1990, the Borough's unemployment rate dropped slightly from 5.0% to 4.6% while its labor force decreased by 5.4%. During the same period, the County's unemployment rate dropped from 7.2 to 6.3% as its labor force decreased by 2.9%.

INCOME LEVELS

Castle Shannon remains a largely middle-income community (see Table 4.4). The Borough's median household income in 1990 was \$28,660, down from \$29,475 in 1980.² The median household income of Allegheny County was \$28,136 in 1990 and \$27,957 in 1980.³ The average earnings of individuals which paid an earned income tax in the Borough was \$20,705 in 1994. The same figure for 1993 was \$20,406.⁴

The majority of our residents have a high school diploma (83.7%) and 14% are college graduates.

The number of individuals in poverty also increased between 1980 and 1990, from 5% to 7.1% (see Table 4.5). Of the 643 individuals in poverty in the Borough, 40% (259) are under age 18 and 11% (71) are 65 years or older. Of those children in poverty, 69% are from female-headed households and 30% are from married couple families. Fourteen percent of all children in the Borough live in poverty; 4.7% of all individuals over age 65 live in poverty. This increase in child poverty is also reflected in the percentage of children eligible for the free or reduced student lunch program. Since the 1989-90 school year, the percentage of students eligible for the free or reduced lunch program has increased from 13.5% to 23% (see Table 4.3).

² All income figures are in 1990 dollars except the average income figures for individuals who paid earned income taxes.

³ *Median Income* is the amount which divides the population into two equal groups, one having incomes above the median and the other having incomes below the median; it is the mid-point rather than the average for the population.

⁴ The average income for individuals who paid earned income tax is not readily comparable with the other income indicators used here. Average income is for individuals with earnings and is not easily compared to income per capita or household income.

Table 4.3: Eligibility for free or reduced school lunches

School Year	% Eligible, K - 5
89-90	13.5
90-91	18.5
91-92	18.0
92-93	22.6
93-94	22.6
94-95	23.0

Source: Keystone Oaks School District

Table 4.4: Household Income by Group, 1990

Household Income in 1989	Castle Shannon, %	Allegheny County, %	United States, %
Less than \$10,000	11	17	15
\$10,000 - \$19,999	20	19	18
\$20,000 - \$34,999	34	25	24
\$35,000 - \$49,999	20	17	19
\$50,000 - \$99,999	14	18	20
\$100,000 - \$149,999	1	2	3
\$150,000 and above	0	1	1
Total	100%	99%	100%

Source: U.S. Census

Table 4.5: Income and Poverty in the South Hills, 1990

Municipality	Median Household Income	Percent of Individuals in Poverty
Upper St. Clair	\$67,657	2.0
Mt. Lebanon	\$45,801	4.0
Pleasant Hills	\$41,577	2.7
Bethel Park	\$41,149	3.8
Greentree	\$40,648	3.6
South Park	\$37,382	6.6
Scott Township	\$34,644	4.1
Jefferson	\$34,548	5.5
Whitehall	\$34,183	6.7
Baldwin Township	\$34,044	2.5
Baldwin Borough	\$31,884	4.3
Castle Shannon	\$28,660	7.1
Allegheny County	\$28,136	11.5
Brentwood	\$27,698	5.7
Dormont	\$27,661	8.0
Bridgeville	\$25,288	6.7
Heidelberg	\$22,056	7.1
Carnegie	\$21,684	6.7
Pittsburgh	\$20,747	21.4

Source: U.S. Census

Table 4.6: Income per capita in Castle Shannon and the South Hills

Municipality	Income per capita, 1980	Income per capita, 1990
Upper St. Clair	\$21,618	\$28,666
Mt. Lebanon	\$19,979	\$26,355
Pleasant Hills	\$9,759	\$18,760
Greentree	\$15,364	\$18,349
Scott Township	\$14,281	\$18,330
Whitehall	\$16,565	\$17,917
Bethel Park	\$14,441	\$17,603
Jefferson	\$7,994	\$15,614
Allegheny County	\$12,442	\$15,115
South Park	\$7,941	\$15,048
Baldwin Borough	\$11,927	\$13,977
Brentwood	\$12,168	\$13,920
Baldwin Township	\$11,966	\$13,802
Bridgeville	\$12,608	\$13,712
Castle Shannon	\$12,330	\$13,539
Dormont	\$11,198	\$13,448
Carnegie	\$11,995	\$13,082
Pittsburgh	\$10,665	\$12,580
Heidelberg	\$6,800	\$12,028

Source: U.S. Census

Local Economy

Over the last 20 years, new commercial construction occurred along the Route 88 corridor primarily for several fast food establishments and office buildings. Less noticeable, but equally important, was the renovation of residential and industrial structures for commercial usage.

Some commercial renovation took place along the Route 88 corridor, but renovation was most prevalent in the central business district (CBD) particularly on Willow and Poplar Avenues. Professional offices and service establishments took the place of former residences during this transition. One major renovation occurred along Route 88 at the site of the former Stoner Truck Sales. This building was renovated in 1987 and transformed into a mini-mall with 10+ stores.

The Castle Shannon Revitalization Corporation (CSRC), a non-profit corporation, was formed in 1986 by members of the Borough's business community. In order to improve the physical condition and vitality of the CBD, the group developed a three-year program for sidewalk and curbing improvements, pedestrian lighting, landscaping, street trees, and drainage facilities. The program also studied traffic circulation between the LRT system and Route 88. The CSRC received a \$675,000 grant award from the Allegheny County Department of Development to undertake this program.

The US Economic Census provides data on retail, wholesale, and service trade at the local level. As a bedroom community, the vast majority of the local economy falls within these sectors. Moreover, it should be noted once more that all but 498 of the Borough's residents (10.7% of the Borough's labor force) are employed outside the Borough.

The retail, wholesale and service sectors provided a total of 1,969 jobs in the Borough. If we assume that all of the jobs in the Borough fall within these three sectors (excluding finance, insurance, real estate, public administration, manufacturing, construction, agriculture, mining, transportation and communications--none of which employ a large number of individuals in the Borough), this would mean that *only 25% of the jobs in Castle Shannon are held by residents. This number would go down if the other sectors were included* since we know the total number of Borough residents who work in the Borough (498) but only know the number of positions in the retail, service and wholesale sectors in the Borough's economy.

According to the 1992 US Economic Census, retail establishments provide the largest number of jobs within the Borough. There were 77 retail establishments with 873 employees and an annual payroll of \$9,994,000. The annual sales for retail establishments in 1992 was \$77,325,000. There were 115 service industry establishments. These establishments employed a total of 737 individuals with an annual payroll of \$12,980,000 and annual receipts of \$39,471,000. There were also 53 wholesale trade establishments with 359 employees and an annual payroll of \$11,212,000 in 1992. These establishments had \$179,399,000 in annual receipts.

These figures can also be used to estimate the tax revenue the Borough would receive had it enacted a business gross receipts tax (also known as a business privilege or mercantile tax) prior to the Local Tax Reform act of 1988. The business gross receipts tax allows municipalities to tax retail and service establishments at a rate of up to 1.5 mills and wholesale establishments at a rate of up to 1 mill. Under the maximum allowable rate, the Borough would receive approximately \$354, 593.00 per year (see Table 4.7).

Table 4.7: Estimated revenue from a Business Gross Receipts Tax

Industry	Gross receipts, 1992	Revenue at maximum rate
Retail	77,325,000	115,987.50
Service	39,471,000	59,206.50
Wholesale	179,399,000	179,399.00
Total	\$296,195,000	\$354,593.00

Calculated from 1992 U.S. Economic Census

Policies, Programs and Projects

Household Income

The most significant factor affecting household income is, by far, education. There have been dramatic changes to our regional economy -- as well as the national and world economies -- over the past twenty years. These changes are apparent to all as the percentage of workers employed in manufacturing declines and the percentage employed in services, retail or finance increases. These changes are manifest by a tremendous growth in the number of smaller firms which frequently do work for larger corporations that was once done entirely within the larger firm. A new term, the "virtual corporation," has even been coined to describe new corporations whose production is done almost entirely outside the firm.

One common theme among these transformations is the use of technology -- particularly information technologies -- to increase productivity. When a company "downsizes," they are usually taking advantage of new innovations in technology and/or management to increase productivity. This has created tremendous opportunities for the well educated who can work with new information technologies and/or have other specialized knowledge or skills.

On the other hand, those who do not have the necessary skills or training are at a distinct disadvantage. The days when one could simply get a job with a "good company" and count on them to provide quality employment for a lifetime with all necessary training learned on the job are long gone. Today, those who do not enter the job market with strong skills are more often than not left to jobs with low skill requirements and, consequently, low pay in retail or low skill service positions. Nowadays, workers must

enter the job market highly skilled and be able to continue to learn and adapt with changing work requirements.

The Borough and the Keystone Oaks School District must recognize the important role that education plays in our new economy. Without top quality education, the children of our community will be at a severe disadvantage as they enter the job market. Providing a top quality education for our children may be the most important challenge faced by our community in the years to come.

Another important factor affecting household income is access to employment centers. As a bedroom community, the vast majority of our residents are employed outside the Borough. Obviously, without easy access to their place of employment, households may look to more convenient locations.

Local Economy

Although Castle Shannon is primarily a bedroom community, the local economy does provide valuable jobs and services to the Borough's residents. The Borough should encourage quality employers to locate in Castle Shannon while promoting a healthy mix of commercial development which will both serve residents and help sustain healthy commercial districts. Aesthetic improvements in the commercial districts should also play a key role in our revitalization strategy.

Chapter 5

Land Use

GOAL: To use sensible and environmentally responsible land use controls to promote development that benefits the quality of life in Castle Shannon.

Objectives

- To rezone as necessary for areas which can be developed to the benefit of the community.
- To rehabilitate or redevelop blighted areas.
- To protect the integrity of the existing community.
- To encourage developers to include a portion of active or passive recreational space in new developments where the nature and location of the development makes it appropriate.

Policies/Programs/Projects

- Encourage developers to include a portion of active or passive recreational space in new developments where the nature and location of the development makes it appropriate.
- Adopt the proposed building code, subdivision regulations and zoning changes.

Castle Shannon has an advantageous location with easy access to downtown Pittsburgh, the Greater Pittsburgh International Airport, and numerous recreational and shopping areas. The Port Authority's Light Rail Transit (LRT) provides easy access to Station Square, the downtown LRT loop and South Hills Village. The Greater Pittsburgh International Airport, South Park, and several other recreational and shopping facilities are also easily accessed via the highway system.

The Borough's accessibility to downtown Pittsburgh and the new developments of the southern Pittsburgh area make the Borough an attractive place to live. However, there is very little remaining vacant land in the Borough and much of what remains is at a steep grade.

This update will examine current land use in the Borough, identify the vacant land, and examine some of the possibilities for future land use.

RESIDENTIAL LAND USE

The most recent residential development is the Shannon Heights condominium complex. Shannon Heights is a planned residential development with 171 units located on

5.72 acres to the east of Grove Road. Initiated in 1985, the development is now fully occupied.

The Shannon Heights plan may lead to more development east of Route 88. There are two vacant land parcels near the development which are also appropriate for PRDs. One is a 9.024 acre parcel adjacent to Shannon Heights which is currently owned by the estate of Mr. Monroe Guttman. Several developers have shown an interest in this site. The other is a 2.8 acre tract situated between McRoberts Road and the Borough's boundary with Whitehall. A single family home is situated on the 2.8 acre tract, but the parcel could be subdivided easily for development. The parcel where the old Borough Building is located and the area north of Route 88 that is currently zoned industrial may also be considered for planned residential developments.

PUBLIC LAND USE

The most significant change in public land use has been the movement of the Municipal Center from the Willow Avenue site to 3310 McRoberts Road. The Borough is currently working to sell the 4.73 acre site of the former Borough building to a developer who will make the highest and best use of the parcel.

Another significant change in public/semi-public land use is the Keystone Oaks School District's bus garage on 5.26 acres north of Sleepy Hollow Drive. The District's bus garage was built on a hillside above Sleepy Hollow Drive through the transfer of the Borough's property to the Keystone Oaks School District. Prior to the formation of the jointure, Castle Shannon had devoted this property to recreational use.

There is a ball field on the property behind the bus garage and the Borough maintains an agreement with the School District for its use. Because the Keystone Oaks driveway is not open to public use, access to the ball field is limited to Maplewood Drive. A large grade differential between Maplewood and the ball field makes pedestrian access extremely difficult.

VACANT LAND

The development efforts of the last 20 years have further reduced the quantity of vacant land available in Castle Shannon. In 1968, the quantity of vacant land in the Borough was estimated at 160 acres. Today, vacant land parcels with development potential are scattered throughout the Borough as shown on Plate 5.1. The Borough must establish permissible uses for these sites which are consistent with the Borough's land development goals and objectives.

Policies, Programs and Projects

With the diminishing quantity of vacant land, the Borough must be increasingly careful to enforce its building codes and zoning ordinance and encourage improvements to existing structures. The remaining undeveloped land should be used in a sensible and environmentally responsible manner.

There are also several zoning changes which should be made to make the best use of the remaining vacant land. First, the area currently zoned R - 2, single and two-family residential, on Sleepy Hollow Drive west of Columbia Drive should be re-zoned C - 3, restricted commercial. This use will compliment both the residential and commercial surrounding uses.

Second, the area west of the Pittsburgh and West Virginia Railroad which is currently zoned I, industrial, should be changed to "C - 3" (restricted commercial) or "R-3" (high density residential). The size and shape of the site make it unsuitable for most industrial developments. Moreover, should any industrial development occur there, it would abut the "R - 1," single family residential area. The "C - 3" or "R-3" designation will form a barrier between the existing "R - 1" area and the remaining industrial area.

Third, the area currently zoned "T" Between Library Road and the Former Overbrook trolley line should be rezoned to "C - 1" (general commercial). This change would conform to current land use along the Library Road corridor. This use would also be supported by the current market.

Fourth, the parcel west of (behind) the Municipal Center should be rezoned from "R - 1" to "R - 3" (high density residential). This use will conform to the adjacent Shannon Heights condominiums, but may necessitate improvements to Waverly Street.

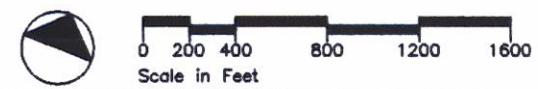
Fifth, the three parcels on Hamilton Road between the area currently zoned "R - 3" and the area zoned "C - 1" should be rezoned to "R - 3." The same should be done to the large parcel on the eastern side of Hamilton Road east of the above parcel. Again this use is best supported by current market conditions.

Several options for recreational use of the remaining land are outlined in Chapter 7.

The proposed land use changes, the current zoning map and the proposed zoning changes are presented on Plates 5.1, 5.2 and 5.3.

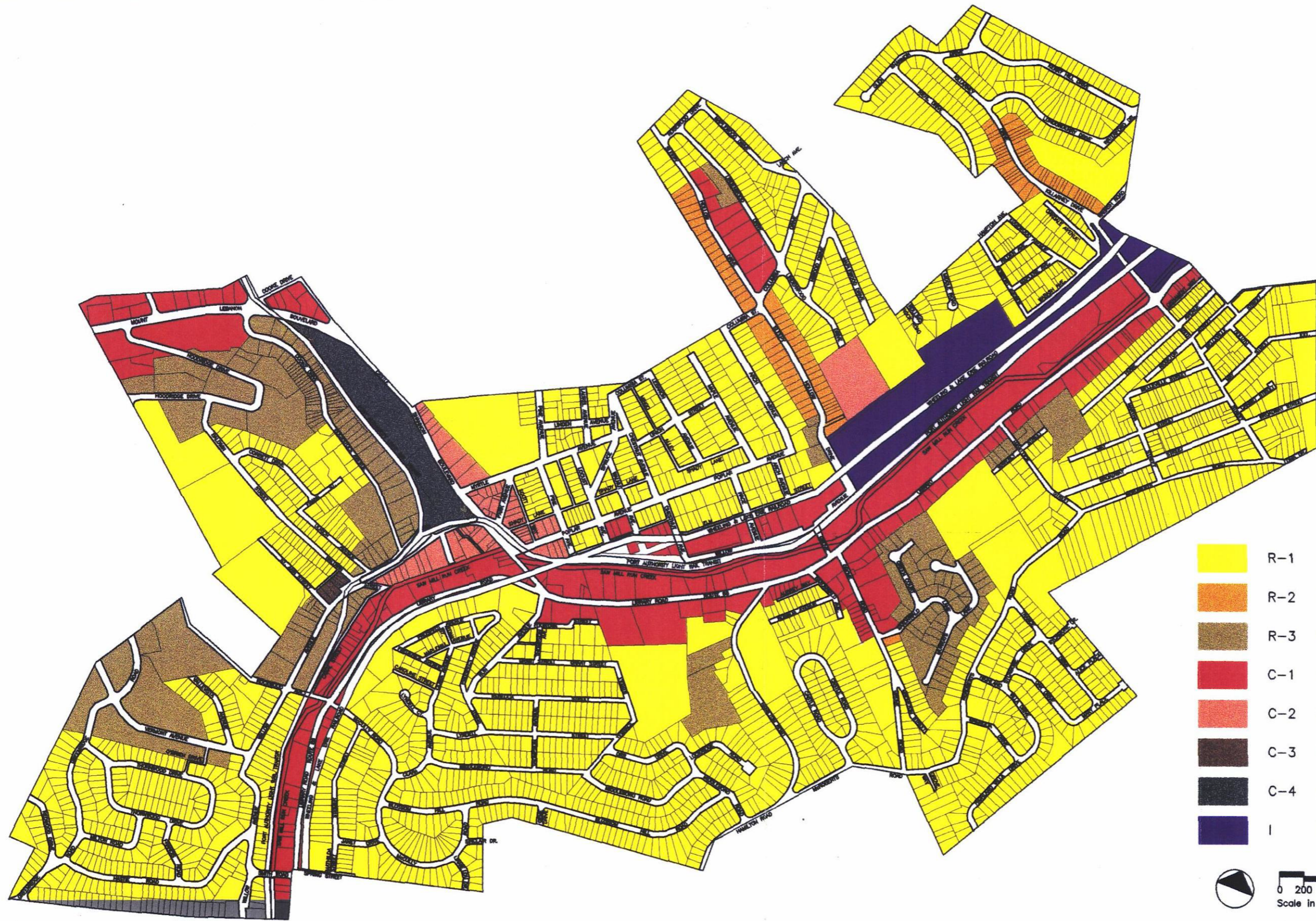


- Low Density Residential
- Single & Multi-Family Residential
- High Density Residential
- Park/Open Space
- Semi-Public/Public
- Commercial
- Commercial or High Density Residential
- Restricted Commercial
- Industrial
- High Density Residential or Restricted Commercial
- Park/Open Space or High Density Residential or Restricted Commercial

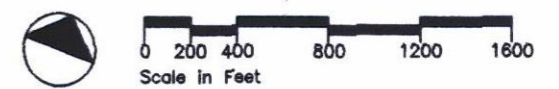


**Proposed
LAND USE CHANGES**
Borough of Castle Shannon

L. ROBERT KIMBALL & ASSOCIATES, INC.
CONSULTING ENGINEERS & ARCHITECTS
Ebensburg, PA
Pittsburgh, PA
March, 1998

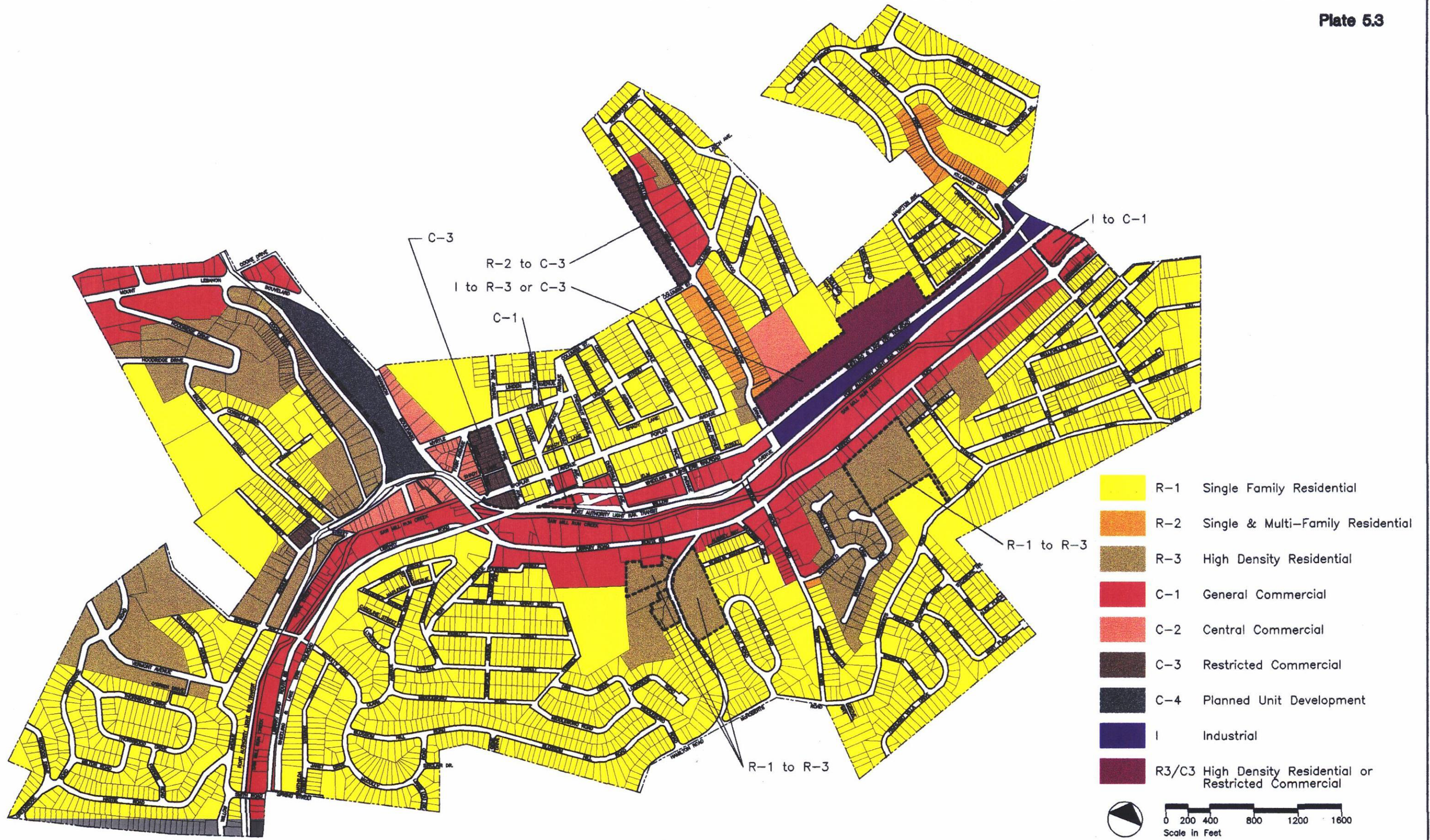


- R-1 Single Family Residential
- R-2 Single & Multi-Family Residential
- R-3 High Density Residential
- C-1 General Commercial
- C-2 Central Commercial
- C-3 Restricted Commercial
- C-4 Planned Unit Development
- I Industrial



Current
ZONING MAP
 Borough of Castle Shannon

L. ROBERT KIMBALL & ASSOCIATES, INC.
 CONSULTING ENGINEERS & ARCHITECTS
 Ebensburg, PA Pittsburgh, PA
 March, 1996



Chapter 6

Transportation

GOAL: To provide safe and efficient transportation both within the Borough and to employment and recreational centers outside the Borough.

Objectives

- To improve the condition of existing streets and highways.
- To improve mass transit services for all residents.
- To work more closely with PennDOT, the Port Authority, SPRPC and other municipalities on transportation matters.

Policies/Programs/Projects

- Work with the Port Authority to determine the best alternative for mass transit to and from Castle Shannon.
- Ease the flow of traffic on Route 88 and through the intersection of Route 88 and Route 51.
- Work with SPRPC on utilizing the Wheeling and Lake Erie railway corridor in a manner which best serves the Castle Shannon community.
- Facilitate the widening of Route 88 by providing the necessary services for the realignment of the Grove Road and Hamilton Road intersections.
- Allocate the necessary resources for the continued maintenance of Borough streets.

Highways and Streets

Library Road

Route 88 (Library Road) is the only major highway in Castle Shannon. Other arteries in the Borough include Castle Shannon Boulevard, Mt. Lebanon Boulevard, Grove Road and Hamilton Road.

From its junction with Route 51 at Overbrook, Route 88 travels through Castle Shannon to communities further south in Washington and Westmoreland Counties. It is classified as a radial artery by SPRPC's Priority Highway System.

The upcoming widening of Route 88 will provide the best opportunity to address the highway's problems in a comprehensive manner. Preliminary plans for the widening call for a three stage project. The first stage will include the section from Route 51 to a point just north of Sixth Street. The second stage will extend the widening to Castle Shannon Boulevard and the third stage from Castle Shannon Boulevard to Bethel Park. Stages two and three may be done in opposite order, depending upon which is approved first. The widening of Route 88 will give the Borough the opportunity to address two problem intersections. PennDOT will realign both the Grove Road and the Hamilton

Road intersections if the Borough provides the necessary plans and purchases the structure at the corner of Hamilton Road and Library Road.

Route 51

One of the major routes to Downtown Pittsburgh from Castle Shannon is via Route 88 to Route 51 to the Liberty Tunnels. There are plans to improve the intersection of Route 51, Route 19 and the Liberty Tunnels. Although this improvement would benefit the Borough, of more immediate concern is the intersection of Route 51 and Route 88. The Borough should work with PennDOT to improve this intersection as it widens Route 88 and improves the intersection at Route 51 and the Liberty Tunnels.

Southern Beltway

Another regional transportation project being planned is the Southern Beltway. This project will likely connect PA 60 to US 22, US 22 to I-79, and I-79 to the Mon/Fayette Expressway. PennDOT recently completed step three of a ten step development process for this project. The first three steps involved establishing the need for the project. The steps to come involve identifying the range of alternatives for the project, the detailed alternatives, the selection of a specific alternative and the preparation of a draft environmental impact statement, the preparation of a final environmental impact statement and a record of decision.

Intersections

There are several poorly aligned intersections in the Borough, but few of these can be completely corrected without the use of surrounding properties or considerable expenditure. The problem intersections of the Borough include:

- Willow Avenue and Castle Shannon Boulevard;
- McRoberts Road and Grove Road;
- Hamilton Road and McRoberts Road;
- Shady Run Avenue, Prospect Avenue, and Rebecca Street;
- Shady Run Avenue, Library Road and Castle Shannon Boulevard;
- McCully Road and Library Road;
- Killarney Drive and Wabash Road;
- Library Road and Hamilton Road;
- McCully Road underpass.

Many of the problem intersections identified above are merely awkward. Some may have never been "designed" at all; paths may have simply been paved over. In many instances, realignment may be impossible without the removal of existing structures. However, there are steps which the Borough can take to improve or reduce the hazards posed by certain intersections. For instance, the intersection at Grove and McRoberts Roads may be addressed when Grove Road is resurfaced; other intersections may receive a high maintenance priority to prevent potholes and icing.

Street Paving

Since 1985, 98 streets have been at least partially resurfaced by the Borough. Twenty-three other streets are currently scheduled for resurfacing.

BRIDGES

Bridges in Castle Shannon are generally in fair condition at this time. However, there are three bridges which currently require either extensive repair or replacement.

- *Smith Road Bridge*, which carries Smith Road over Saw Mill Run, is currently closed and will need to be demolished.
- *Killarney Drive Bridge*, which carries Killarney drive over Saw Mill Run, needs several minor repairs but is generally in fair condition.
- *Grove Road Bridge* also needs to be repaired, but is scheduled to be replaced by PennDOT as it realigns the Grove Road/Library Road intersection for the widening of Route 88.
- *Rockwood Bridge* is also scheduled for repair.

MASS TRANSIT

Mass transit is an integral part of the Borough's transportation system. The Port Authority's red line travels through the western side of the Borough from the City of Pittsburgh to Bethel and the South Hills Village Line. The Red Line was rebuilt during Stage I of the Light Rail Transit to accommodate PAT's new Light Rail Vehicles (LRVs). The line runs through Downtown and Station Square.

The light rail vehicles are electrically powered and are twice as long, twice as heavy and slightly wider than the old PCC trolleys. Increased service can be provided by joining two cars together. The Port Authority began doubling up cars during morning and afternoon rush hours in the fall of 1987.

Stage II of the LRT involves the reconstruction of the old trolley tracks from the South Hills Junction through Overbrook (the Blue Line) to where it connects with the existing lines at Castle Shannon. The Blue Line will be extended to Library and the Red line to Drake.

The Port Authority has completed its planning for Stage II of the LRT and hopes to begin engineering by the end of 1995. PAT estimates that Stage II will require one year of engineering and one year of design. It will then take approximately three years to construct the Overbrook line, two years to extend the Blue line to Library, and one year to extend the Red Line to Drake. However PAT must first get environmental clearance from the Federal Government and secure the necessary funding for the project. Securing the necessary funding may be difficult given the current political climate in Washington, D.C.

If Stage II is completed, there will be more trains running through Castle Shannon with the reconstructed Blue line. There may be express service to downtown from Castle Shannon (certain trains skipping certain stops during peak hours). The Port Authority may also want to build additional park and ride facilities in Castle Shannon. The Borough should consider potential adverse impacts from Stage II such as the aesthetics of the catenary system and the additional traffic and parking requirements from being a junction station.

Policies, Programs and Projects

Providing safe and efficient transportation to employment and recreation centers is extremely important to the vitality of the Borough. The Borough should work with PennDOT to widen Route 88 and re-align the problem intersections along it. This will necessitate the Borough's providing the necessary engineering for Grove Road Bridge and purchasing the structure at the corner of Hamilton and Library Road.

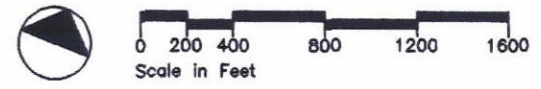
Mass transit will continue to be extremely important to Castle Shannon. The Borough should continue to work with the Port Authority to provide the highest quality mass transit.

There are also a number of capital improvements which have been proposed for the streets of the Borough (See Table 7.12 in the following chapter). Every effort should be made to carry out these improvements.

These recommendations are presented on Plate 6.1, "Proposed Transportation Plan."



- Existing Light Rail Transit Terminal Site
- Existing LRT Line
- Proposed Stage II LRT
- Transit Stops
- Possible Stage II LRT Stops
- Library Road / Improvement Area
- Wheeling & Lake Erie Railroad
- Potential PAT Busway
- 1 Intersection Improvements Priority Number



Chapter 7

Municipal Goods, Services and Finance

GOAL: To provide excellent recreational facilities, municipal infrastructure, and Borough services and administration.

Objectives

- To continue improvements to the Borough's infrastructure.
- To continue improvements to the Borough's organizational effectiveness and efficiency.
- To continue to improve and expand the Borough's recreational facilities.
- To encourage improvements to educational facilities and programs in the Keystone Oaks School District.

Policies/Programs/Projects

- Implement the projects recommended in the Capital Improvements Program.
- Prepare a study of the Rockwood site to determine its highest and best use.
- Work with other governmental organizations and private institutions to provide the highest quality human services to Borough residents.

SCHOOLS

The Greentree, Dormont and Castle Shannon School Districts were consolidated into the Keystone Oaks School District in the mid-1960s. In subsequent years, declining school enrollment further reduced demands on the school system. As a result, Hamilton Elementary School, Highland Elementary School and, most recently, Vernridge Elementary have been closed.

Myrtle Elementary will be expanding to accommodate the school children displaced by the closing of Vernridge. The only other school in Castle Shannon now is St. Anne Elementary School which is located on Willow Avenue and operated by the Diocese of Pittsburgh. Castle Shannon students in Grades 6-8 attend Jay Neff Middle School in Dormont, and high school students attend Keystone Oaks Senior High School in adjacent Mt. Lebanon. (See Table 2.2 for enrollment information.)

The Keystone Oaks School District provides a complete and updated system of public educational facilities for Castle Shannon students, as well as recreational facilities for residents in general. The high school building contains modern classrooms, laboratories, observatory, theater, shop, cafeteria, sports and swimming pool facilities as well as the school district offices. All weather tennis courts and expansive green areas for exercise and assembly purposes are available outside. Grounds security is provided by the

Mt. Lebanon Police Department. Spectator sporting events take place at the lighted Jay Neff Field and at the high school's cinder track and ball field. The School District also maintains and operates a fleet of school buses to provide the necessary transportation of students in the three member communities to centralized facilities and to out-of-district events. The fleet is garaged on former Borough property on the north side of Sleepy Hollow Drive.

PARKS AND RECREATIONAL FACILITIES

Castle Shannon maintains a variety of recreational and open-space sites in its neighborhoods. Borough facilities are supplemented by the playground areas and ball courts associated with school buildings, which are normally available for public use after school hours.

These parks receive routine maintenance and are generally in good physical condition. While most have been developed to make maximum use of available area, additional facilities could be accommodated at Hamilton Park and possibly at the bus garage site. The Borough received Year XIII Community Development funds to construct a new tennis court and drain and replace the existing fence at Hamilton Park. The Borough's total grant award was \$29,000.

Table 7.1: Public parks and their facilities

Park	Facilities
Hamilton Park	Baseball/soccer field, tennis court, basketball court, playground, picnic area, walking paths
Borough Building Field	Basketball court, ball fields
Bus Garage Area	Baseball field
Myrtle Avenue Parklet	Playground
Prospect Parklet	Picnic Shelter
Municipal Center	Baseball field, playground, indoor basketball court, meeting and crafts rooms
Riehl Park	Soccer and baseball fields, playground

Another site which may be considered for recreational development is located on Rockwood Avenue west of Willow Avenue. Land adjacent to Saw Mill Run could also be used for walking/jogging trails and possibly picnic areas.

While Borough-owned recreational facilities may be somewhat limited, it must be noted that Castle Shannon's location in the center of the South Hills area puts residents in easy access to many nearby facilities. A public golf course and roller skating rink lie just beyond Borough boundaries, and the many recreational facilities of Allegheny County's South Park are only a short distance away. In addition, although the Borough lacks a public swimming pool, there are pools available to the general public in Mt. Lebanon and Dormont, as well as an indoor pool at KOHS and a wave pool at South Park. The issue of a public pool for Castle Shannon has been a recurrent one, but a suitable site has yet to be determined and maintenance and operating costs would be prohibitive.

Should the Borough decide to expand its current park system, there are a number of potential funding sources. One such funding source is the Community Development Block Grant program which can fund projects at a ratio of 85:15, provided that the project meets one of HUD's three national objectives. Other funding sources include the Authority for Improvements in Municipalities which can loan up to \$75,000 at 3.5% for five years, and the State's Recreation Improvement and Redevelopment Act (RIRA) and Key 93 programs.

MUNICIPAL CENTER, LIBRARY AND PUBLIC WORKS YARD

The Municipal Center is a converted elementary school located at 3310 McRoberts Road. The Municipal Center replaced the old Borough Building on Willow Avenue which had been in use from 1959 until the opening of the new Municipal Center in 1995. The new site is home to the Borough's administrative staff, the Police Department, a gymnasium and several community rooms.

Before 1965, the Borough Building housed the Castle Shannon Public Library. Through purchase of a sizable tract along Myrtle Avenue, the Borough was able to construct a separate and modern library facility which provides a quiet setting for study and space to expand the inventory of books and periodicals. The building also contains a community room for public meetings and library programs. Since its opening, Castle Shannon Public Library has enjoyed a steady growth in circulation and use by the reading public.

The Public Works garage and storage yard is located on the relatively narrow strip of land between the Norfolk and Western Railroad line and Saw Mill Run south of Willow Avenue. A garage/office structure provides storage for public works vehicles and office space for the Public Works Department. Adjacent structures and enclosures protect stockpiles of road salt and calcium chloride for winter roadway treatment. The garage was reconditioned in 1989 and appears to be adequate now in space and location.

POLICE, RESCUE AND FIRE PROTECTION SERVICES

Castle Shannon provides its citizens with basic protective services through a combination of municipal, volunteer and other public agencies. This arrangement insures residents of sufficient services at a high degree of professionalism while holding per capita costs to reasonable levels.

The Castle Shannon Borough Police Department is funded and operated entirely by the municipality. With headquarters in the Municipal Center, the Department employs twelve full-time police officers, including a Chief of Police. Three police vehicles are available for patrol duty or radio dispatched assignments. Police Department staff and facilities appear adequate at this time to serve the Borough's public safety needs.

Ambulance and emergency medical services are provided by the Medical Rescue Team South Authority (MRTSA), a municipal authority which serves Castle Shannon, Whitehall, Dormont, Baldwin Township, and Mt. Lebanon (Greentree is served on a contractual basis.) MRTSA owns nine ambulances with up to 5 in service at a given time and the remaining four for backup. The authority employs 22 full-time emergency medical technicians and paramedics with an additional 40 volunteers. The Castle Shannon Police Department provides first response for medical emergencies. MRTSA also maintains a disaster plan with other communities for situations in the region which exceed the capacity of any single emergency response authority.

Plans are currently underway to create a 911 system. Mt. Lebanon will likely continue to receive calls and dispatch for Castle Shannon with such a system. Mercy hospital may also become a 911 dispatcher, enabling the Mt. Lebanon dispatcher to work more closely with the hospital.

The Castle Shannon Volunteer Fire Department (CSVFD) is a modern, well-equipped fire-fighting organization with a large membership of trained volunteers. Centrally located on Route 88 near Hamilton School, the VFD is capable of responding quickly to a call from anywhere in the Borough. A well maintained fleet of pumper trucks is supplemented by an aerial ladder truck to enable the company to respond effectively to fires in any type of structure. In 1993, the CSVFD and Baldwin Township agreed that CSVFD would begin serving Baldwin Township in addition to Castle Shannon. The CSVFD also conducts community awareness and fire prevention programs, and hosts an annual fund-raising carnival which has become the highlight of community events in the Borough. A very active membership provides assurance of adequate service at all times.

UTILITIES AND MUNICIPAL INFRASTRUCTURE

The power, water and communications needs of Castle Shannon residents are serviced through the systems of various investor-owned utilities who supply, extend and maintain their facilities within the Borough. These utilities, described briefly below, have expanded and upgraded their systems in the past to meet development or service demand requirements. All appear to have adequate reserve capacity to meet anticipated demands for service.

Energy

Energy demands of Borough homes and businesses are met by the systems of the Duquesne Light Company and Columbia Gas Company. Both utilities maintain extensive transmission systems which reach virtually every premises in the Borough. As with most other modern metropolitan utilities, these companies maintain interconnections with the systems of adjacent suppliers to assure their customers of a dependable energy supply with a minimum of service interruptions.

Communications

Communications systems are maintained in the Borough by Bell Atlantic and TCI of Pennsylvania. Telephone and cable television lines have been extended to all parts of the municipality and provide customers with a variety of telecommunications services.

Water

The Pennsylvania-America Water Company provides drinking water to Borough residents through an extensive system of transmission mains, service lines and storage facilities. PAWC draws its raw water supply from two locations on the Monongahela River. After purification at modern treatment plants, water is pumped to various storage tanks and standpipes; Castle Shannon is primarily supplied from the 2-million gallon standpipe located just south of the Borough in Bethel Park. Historically, the quality of PAWC water has been high, and the company has a good record of maintenance and repair of its service system. PAWC production and supply facilities retain sufficient reserve capacity to service any conceivable future need for water in Castle Shannon.

Sewers

Sanitary sewer service is available to all premises through the municipal system of collection and conveyance sewers. As the Borough lies entirely within the Saw Mill Run watershed, all municipal lines ultimately deliver flows into the Allegheny County Sanitary Authority's (ALCOSAN) Saw Mill Run Interceptor, which in turn carries sewage to the conveyance and treatment facilities of ALCOSAN.

Because of long-standing problems of flooding and discharge of raw sewage to the waters of Saw Mill Run, the Pennsylvania Department of Environmental Resources (DER) has placed a limitation on additional connections to municipal sewers in the Saw Mill Run watershed, including those in Castle Shannon. This State-imposed restriction on new sewer taps has had a severe dampening effect on new land development in all Saw Mill Run communities.

Many of the Borough's sewer lines were installed during the 1950s or earlier. Over the decades, the condition of the system deteriorated from earth movement and corrosion. As a result, groundwater began to enter the system through misaligned joints and stormwater through cracked or unsealed manholes and other point sources.

Castle Shannon, along with the other Saw Mill Run municipalities, was required to develop a plan for correcting the problems of its sewer system. The Corrective Action

Plan, approved by DER in December of 1986, outlined a strategy for repairing the Borough's sewer system.

To date, the Borough has spent \$599,400 for corrective construction, excluding engineering fees and the regular maintenance done by the Public Works Department. The approximate engineering and public works costs were \$115,000 and \$960,000, respectively, for a total cost of \$1,647,400.

The following is a chronological summary of the projects done under the Corrective Action Plan and their costs.

1987	Televising and cleaning of the Saw Mill Run interceptor. Flow monitoring of the Borough collection system and the Saw Mill Run interceptor.	\$40,000
1988	James Street sanitary sewer rehabilitation including the replacement of damaged 18" with new 24" RCP CL III. The project included 240 LF of 24" pipe, 3 new manholes and 2 new lateral connections.	\$54,000
1989/90	Smoke testing and mapping of entire collection system by LRK and Borough personnel.	\$40,000
1989	Replacement of existing 6" sanitary sewer line along Shady Lane and Scott Way consisting of 485 LF of 8" PVC pipe, 3 new manholes and 5 new lateral connections.	\$26,000
1990	Replacement of a deteriorated sanitary manhole at the intersection of Frank and Ulrich Streets.	\$1,200
1991	Replacement of sanitary sewer along Castle Shannon Boulevard consisting of 1150 LF of 8" PVC pipe, 24 lateral connections and 4 manholes.	\$83,600
1992	A total of 24,600 LF of sanitary sewers were cleaned and televised prior to the Bond Issue paving program of 1992.	\$11,070

	Sanitary manhole rehabilitation along Columbia, Maple, Union and Arch Streets consisting of cleaning, replacing manhole steps, masonry repairs, new frames and covers 17 manholes.	\$17,000
	Sanitary sewer repair to the Bond Issue paving program for 1992 involving streets within the Borough. The work included 380 LF of 8" PVC pipe, repairs to 15 lateral connections, 2 manholes and 48 new manhole frames and covers.	\$78,200
1993	A total of 19,740 LF of sanitary sewers were cleaned and televised prior to the Bond Issue paving program for 1993.	\$14,270
	Sanitary sewer line replacement along Linden and Laurel streets consisting of 50 LF of 8" PVC pipe, 4 lateral connection repairs and 1 sanitary manhole.	\$12,100
	Cooke Drive sanitary repair consisting of the replacement of 250 LF 8" PVC pipe between Cooke Road and Chataugay Apartments.	\$15,000
	Sanitary sewer repairs prior to the Bond Issue paving program for 1993 involving fifteen streets within the Borough. The work included 260 LF of 8" PVC pipe, 12 lateral connection repairs, 4 new sanitary manholes and 71 new manhole frames and covers.	\$73,700
	Sanitary sewer repair at Route 88 and Grove Road intersection consisting of the replacement of 50 LF of broken VCP with new 8" PVC pipe.	\$7,500
1994	Replacement of 14 sanitary sewer manhole frames and covers along Blossom Hill and McCully Roads.	\$11,900
1995	Repair of a crushed 8" sanitary sewer line in the Shannon Heights plan. (Work was performed by the developer at no cost to the Borough.)	
	Repair of approximately 15 LF of broken 10" sanitary sewer and 1 lateral connection along Vermont Drive.	\$2,000

Repair of approximately 15 LF of broken 10" sanitary sewer and 1 lateral connection along Vermont Drive. **\$2,000**

Flow Monitoring analysis and revised Corrective Action Plan for the Castle Shannon Borough collection system. **\$20,000**

Replace 245 LF of 8" sanitary sewer, two laterals and two manholes on Bockstoce Avenue. estimated cost: **\$40,000**

Replace 600 LF of 8" and 150 LF of 6" sanitary sewer, 1 manhole and 12 service connections on Elm Street. estimated cost: **\$52,000**

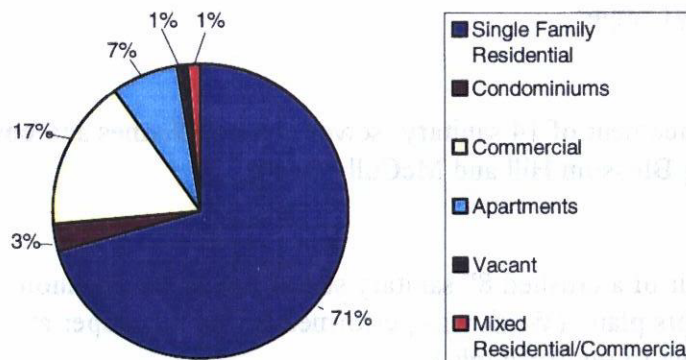
Municipal Finance

As pointed out in Chapter 3, housing values in Castle Shannon have been rising at a rate well above the South Hills average since the late 1980s. This is a very encouraging trend since there has been no new major construction in the Borough other than Shannon Heights condominiums.

If this trend in housing values continues, the Borough should also benefit financially. The vast majority of the land in Castle Shannon is devoted to residential use (See Figure 7.A and Table 7.2). Hence, the Borough's financial ability to provide public goods and services is strongly tied to the assessed value of residential properties in the community.

Figure 7.A

Composition of Total Assessed Value of Properties in Castle Shannon



Source: Allegheny County Department of Property Assessment, Appeals and Review

Table 7.2: Assessed Value of Different Land Uses

Type of Use	Assessed Value	Tax Yield	% of Total Tax Yield
Single Family Residential	35,557,850	1,404,535	71%
Commercial	8,497,940	335,669	17%
Apartments	3,550,165	140,231	7%
Condominiums	1,508,350	59,580	3%
Vacant	609,160	24,061	1%
Mixed Residential/Commercial	692,310	27,346	1%
Uncoded	24,150	954	0%
Industrial	0	0	0%
TOTAL	50,439,925	1,992,377	100%

Source: Allegheny County Department of Property Assessment, Appeals and Review. 1995 figures.

The amount of tax revenue the Borough receives from real property is a function of the assessed value of properties within the Borough. The relationship between the market value of a property and the assessed value is captured by the tax ratio. The tax ratio is the assessed value of a property divided by its market value. By law, this ratio is supposed to be .25 in Allegheny County. That is, a house with a market value of \$100,000 would have an assessed value of \$25,000 -- 25% of its market value.

In practice, however, assessments are rarely so accurate. The County is unable to change the official assessed values as quickly as market values change. This means that in communities where the market value of homes is rising, such as Castle Shannon, the assessed value does not rise as quickly and the actual (non-official) tax ratio falls below the legal .25 level. In contrast, in communities where housing values are decreasing, the tax ratio tends to be higher than it should because of the same slow response time of County assessors.

Table 7.3 shows how the tax ratio for Castle Shannon has fallen over the last 8 years as the market value of residential properties has increased. The data for this table was provided by RealSTATs, a real estate market research firm based in Pittsburgh. The firm collects data from all deed transfer records in the Pittsburgh area. Using the sale price and assessed value for all homes sold during a given year, the firm calculated the ratios given in Table 7.3. The average sale prices were also calculated from deed transfer records. Table 7.4 shows that this phenomena is not unique to Castle Shannon among municipalities in the South Hills.

Table 7.3: Average housing sale prices and tax ratios for Castle Shannon Borough

Year	Average sale price for single family detached homes	Average tax ratio for single family detached homes	Average sale price for condominiums	Average tax ratio for condominiums
1987	\$45,977	.207	\$61,897	not available
1988	\$50,571	.217	\$62,120	.234
1989	\$49,592	.210	\$67,190	.234
1990	\$53,500	.209	\$60,626	.224
1991	\$56,076	.191	\$57,571	.224
1992	\$60,602	.185	\$64,671	.227
1993	\$66,664	.167	\$68,239	.210
1994	\$66,104	.173	\$86,379	.208
1995	\$72,139	.165	\$92,647	.198

Source: RealSTATs

Table 7.4: Average Sale Price and Tax Ratio for Detached Single Family Homes in the South Hills

	Average sale price, 1994	Tax ratio	Difference from .25 standard
Baldwin Borough	79,907	0.17	0.08
Baldwin Twp	70,223	0.20	0.05
Bethel Park	112,400	0.16	0.09
Brentwood	69,213	0.18	0.07
Bridgeville	67,482	0.16	0.09
Carnegie	67,202	0.17	0.08
Castle Shannon	66,104	0.17	0.08
Dormont	66,769	0.15	0.10
Greentree	103,471	0.17	0.08
Jefferson	101,649	0.15	0.10
Mt. Lebanon	147,749	0.18	0.07
Pleasant Hills	95,479	0.18	0.07
Scott	89,213	0.16	0.09
South Park	66,844	0.14	0.11
Upper St. Clair	176,980	0.19	0.06
Whitehall	97,846	0.18	0.07

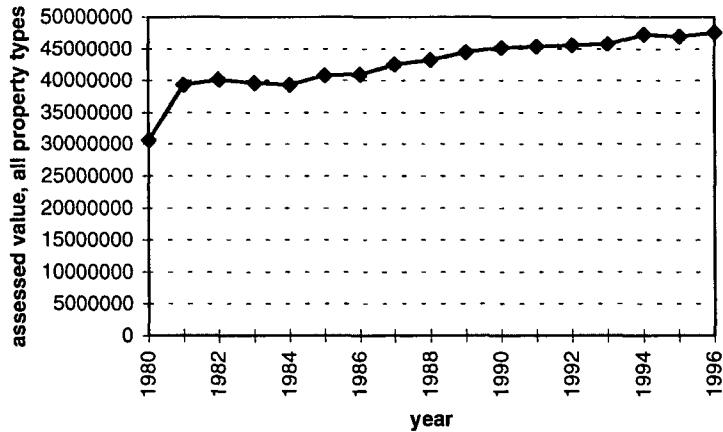
Source: Calculated from data provided by RealStats

The falling tax ratio partially explains why the Borough has been forced to raise its real estate property tax rate in recent years. As the official assessed value of real property in the Borough failed to keep pace with the actual market value increases, Borough tax revenues grew below their natural rate. Figure 7.B shows how the total assessed value of all properties in the Borough has grown very little over the past sixteen years. The difference between the official assessed value and our estimate based upon

deed transfer records is demonstrated for 1994 in Figure 7.C, and for the past eight years in Figure 7.D.⁵

Figure 7.B:

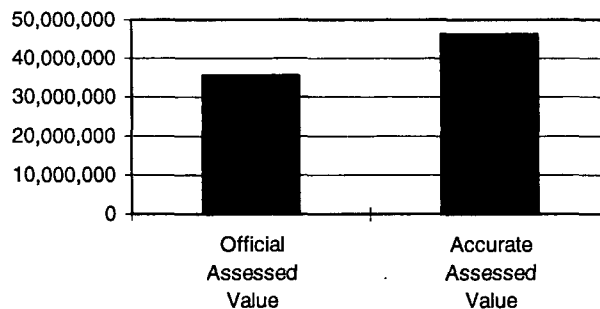
Total Assessed Value by Year



Source: Allegheny County Department of Assessments, Appeals and Review

Figure 7.C:

Official Assessed Value versus the Assessable Value Based Upon Average Sale Price, 1994

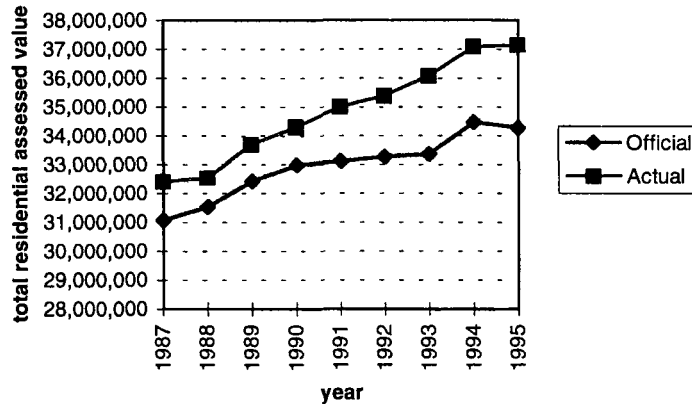


Source: Calculated from information provided by RealSTATS and the Allegheny Department of Assessments, Appeals and Review

⁵ Methodology note: The official assessed values for real property in Castle Shannon was not disaggregated by land use (single family home, commercial, etc.) for years prior to 1995. Therefore, in order to calculate the official assessed value of residential properties in Figure 7.D prior to 1995, we assumed that residential properties comprised the same percentage of the total assessed value during previous years--a reasonable assumption given the limited amount of development which took place during this period.

Figure 7.D

Official Assessed Values of Residential Properties versus an estimate of the Actual Assessable Values of Residential Properties based on Deed Transfer Records



Source: Calculated from information provided by RealSTATS and the Allegheny Department of Assessments, Appeals and Review

As a consequence, with the slight exception of the past two years,⁶ revenue has not risen independent of millage increases as it should to reflect this increase in market values (see Figure 7.E). This, in conjunction with the growing needs of the Borough to perform infrastructure maintenance which had been deferred, necessitated more recent rate increases (see Figure 7.F). Had assessed values risen to reflect rising market values, and had infrastructure maintenance not been deferred, millage increases of this magnitude may have not been necessary.

⁶ Additional revenue from the Regional Asset District and short-term notes may account for this slight, recent departure from the long term trend.

Figure 7.E

Millage and Revenue, Castle Shannon Borough, 1980-94

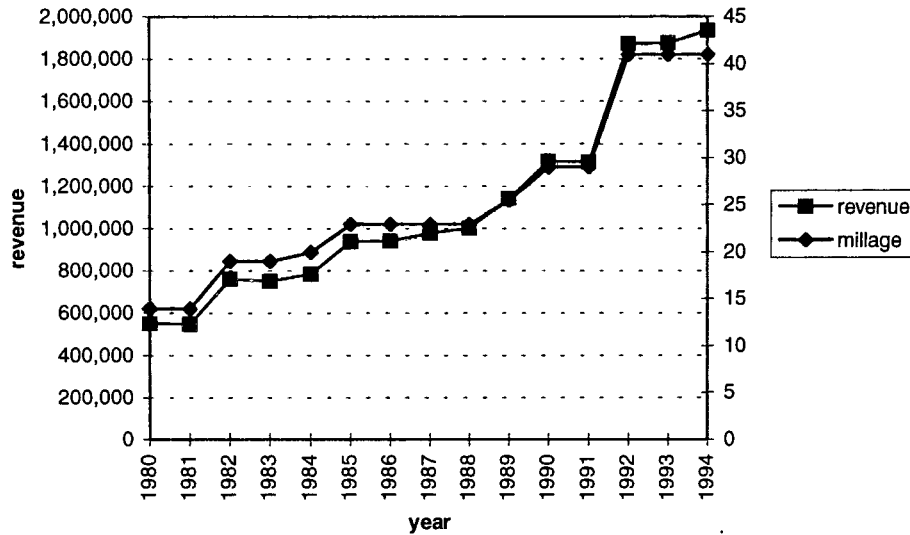
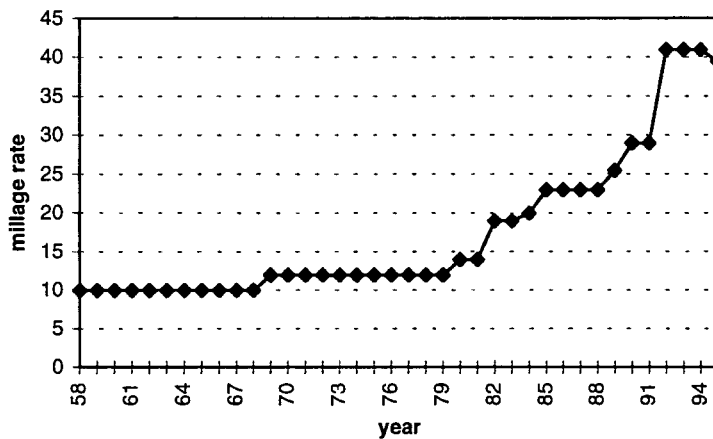


Figure 7.F

Historical Millage Rates for Castle Shannon



Source: Tax Collector, Castle Shannon Borough

Table 7.5 shows the official and actual assessed values for Castle Shannon and the revenue which would be received under each. It should be noted that this table only includes single family homes and condominiums. Commercial properties, apartments, vacant land, mixed use properties and uncoded properties are not included. It should also be noted that there may be a slight error in some of the tax ratios since they are based on

actual sales within a given year. However, there was a sufficiently large number of sales each year to minimize any such error.⁷

Table 7.5: Borough revenue with the actual and official assessed values of residential properties

	Official Assessed Value	Actual Assessable Value
Single family homes	\$35,557,850	\$51,834,176
Condominiums	\$1,508,350	\$1,812,920
Revenue at 39.5 mills	\$1,464,115	\$2,119,060
Additional revenue with accurate assessments		\$654,945

Source: Calculated with data from the County Assessor's Office and RealSTATs

Inaccurate property assessments also often lead to a horizontally inequitable tax burden: Individual owners of real property of equal market value may make significantly different tax payments if their assessments differ. This frequently occurs with new and old properties of equal value; newer properties typically receive a higher assessed value than older properties with an equivalent market value. This also occurs with newer and longer term residents in houses of equal market value, with recently purchased properties frequently having a higher assessed value than properties that have remained with the same owner for a number of years.

The Borough should consult with the County's leadership on ways to improve the quality of real property assessments. A number of possibilities, including privatization of this function, are available for improving the accuracy of assessments. The result would be a more equitable distribution of the tax burden and more stable tax rates.

Commercial Assessments

Thus far this section has focused on the effects of residential real property assessments on the Borough's financial situation. Any analysis of the effects of commercial property assessments on Borough Revenue is considerably more difficult due to the nature of the data that is available. There are two principle reasons for this: 1) each year there are considerably fewer commercial property sales than residential property sales, and (2) there is considerable variation in commercial property values; whereas most single family homes fall within a relatively narrow range of market values, differences in

⁷ Methodology Note: In order to produce this estimate, the County's Department of Property Assessments was contacted for the aggregate assessed value of single family homes and condominiums. These figures are \$35,557,850 and \$1,508,350, respectively. According to an official at the Department of Property Assessments, assessors sometimes classify condominiums, such as those in Shannon Heights, as single family homes. This appears to have been the case for Castle Shannon since the number of single family homes assessed is slightly high and the number of condominiums slightly low. Since the lower single family ratio is applied to some condominiums in these calculations, the estimated revenue discrepancy will be slightly higher than it should be. The 1994 tax ratio is used with the 1995 assessed value since a larger sample is available from 1994, thus increasing the accuracy of the estimate.

the market values of commercial properties may be in the millions of dollars. Hence, with relatively few transactions during a given year, and a large differences in the sale prices and tax ratios of properties sold, aggregate figures are not particularly useful in estimating the effect of assessments on revenue. Nevertheless, the available data does indicate that commercial assessments are not consistently accurate (see Tables 7.6 and 7.7).

Table 7.6: Aggregate statistics on commercial properties in Castle Shannon

	# sold	Tax Ratio	Total Sales	Average	Median	High	Low	Standard Deviation
1995	3	0.282	522,500	174,167	162,500	260,000	100,000	65,839
1994	13	0.245	2,176,292	167,407	145,542	655,000	27,250	152,006
1993	9	0.214	1,783,751	198,195	218,750	450,000	0	146,443
1992	6	0.221	3,612,861	602,144	84,000	2,200,000	1,361	784,225
1991	6	0.328	856,657	142,776	160,000	242,400	9,257	86,225
1990	5	0.252	823,893	164,779	190,000	325,883	10	107,892
1989	7	0.742	208,8500	298,357	145,500	793,000	135,000	247,430
1988	8	0.241	1,632,500	204,063	170,000	550,000	500	153,188

Source: RealSTATS, compiled from deed transfer records

Table 7.7: Average and standard deviation for tax ratios of individual properties in Castle Shannon

	Average tax ratio	Standard deviation
1995	0.293	0.110
1994	0.237	0.097
1993	0.192	0.093
1992	0.201	0.038
1991	0.225	0.030
1990	0.273	0.171
1989	0.404	0.485
1988	0.241	0.103

Source: RealSTATS, calculated with data from deed transfer records

Additional Sources of Revenue Available to the Borough

In addition to adjusting the millage rate and/or improving the quality of assessments, there are a number of other options for raising revenue to the level required to deliver the level and quality of public goods and services desired by residents. Estimates of available revenue from general purpose, Act 511 and special purpose tax levies are outlined in Tables 7.8, 7.9, and 7.10. Although a municipality may no longer levy a business gross receipts tax, the revenue which might have been received under this tax is estimated in Table 7.11. This information on the Business Gross Receipts tax is included for two reasons: 1) to provide an estimate of the revenue which might be received under the tax should the enabling legislation be changed, and (2) to inform discussions of the evolution of the current tax structure.

Table 7.8: General Purpose Tax Levies

General Purpose Tax Levies	Legal Limit	Current Levy	Remaining Levy	Approximate Value of Remaining Levy
Real Estate	30 mills	25.5	4.5	\$189,000
Additional per Court	5 mills	0	5.0	\$210,000
Occupation	30 mills	0	30.0	?
Total				\$399,000

Source: Borough Manager**Table 7.9: Act 511 Taxes**

Act 511 Taxes	Legal Limit	Current Levy	Remaining Levy	Approximate Value of Remaining Levy
Per Capita	\$10	0	\$10	\$73,730
Occupation (Flat Rate)	\$10	0	\$10	\$44,520
Occupation (Millage)	no limit	0	30.0	--
Occupation Privilege	\$10	10.00	0	0
Earned Income	1%	1%	0	0
Deed Transfer	1%	1%	0	0
Mechanical Devices	no limit	\$150/\$300	0	0
Amusement	10%	0	10%	--
Total				\$118,250

Source: Borough Manager

Table 7.10: Special Purpose Tax Levies

Special Purpose Tax Levies	Legal Limit	Current Levy	Remaining Levy	Approximate Value of Remaining Levy
Debt Interest and Sinking Fund	no limit	8.0	--	--
Pensions and Retirement	0.5 mills	0	0.5	21,000
Shade Trees	0.1 mills	0	0.1	4,200
Street Lighting	8 mills	3.0	5.0	210,000
Library	no limit	3.0	--	--
Special Road Fund	5 mills	0	5.0	210,000
Recreation	no limit	0	--	--
Fire Equipment and Firehouses	3 mills	0	3.0	126,000
Gas, Water, Electric, Light*	8 mills	0	NA	NA
Community College	(5)	0	NA	NA
Debt Payment	no limit	0	NA	NA
Ambulance and Rescue Squads	0.5 mills	0.0	NA	NA
Distressed Pension System Recovery Program	no limit	0	NA	NA
Municipalities Financial Recovery Program	no limit	0	NA	NA
Total				\$571,200

Source: Borough Manager

Table 7.11: Estimated revenue from a Business Gross Receipts Tax

Industry	Gross receipts, 1992	Revenue at maximum rate
Retail	77,325,000	115,987.50
Service	39,471,000	59,206.50
Wholesale	179,399,000	179,399.00
Total	\$296,195,000	\$354,593.00

Source: Calculated from 1992 U.S. Economic Census data

Current Debt and Options for Further Borrowing

The Borough's current outstanding debt principal is \$4,029,447. Castle Shannon may legally acquire up to \$13,119,526 in debt principle; \$9,371,090 if the lease rental is not taken into consideration in the borrowing base. This gives the Borough the ability to acquire an additional \$9,090,079 in debt principle without a referendum (or, \$5,341,643 if the lease rental is not included in the borrowing base) (See Figures 7.G and 7.H).

Figure 7.G

Current Debt and Additional Nonelectoral Borrowing Capacity

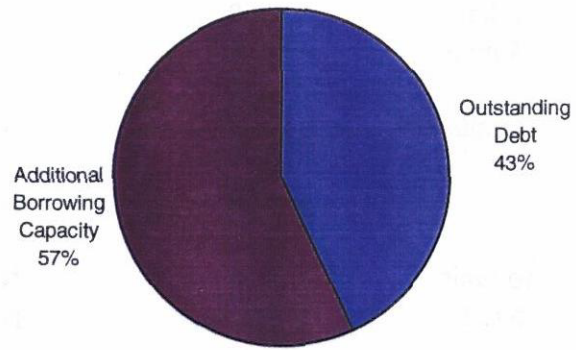
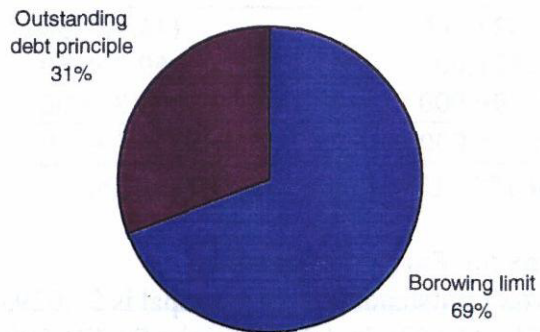


Figure 7.H

Current Debt and Additional Nonelectoral Borrowing Capacity with the Lease Rental Debt Limit



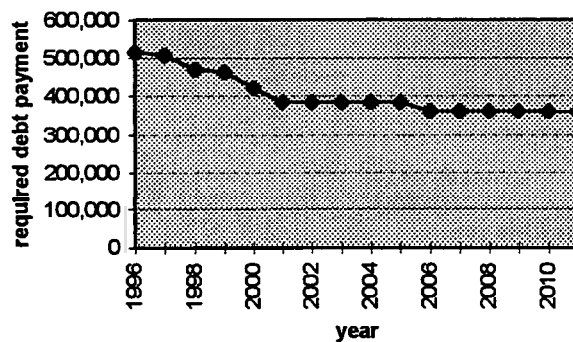
Much of the borrowing the Borough has undertaken has been used for infrastructure improvements to compensate for maintenance which had been deferred in the past. This debt has allowed the Borough to “catch up” with maintenance which had been deferred to the point that Castle Shannon may now begin to concentrate on proper annual maintenance.

As we discussed in the above section, the Borough has been forced to raise its millage rate in recent years primarily for capital improvements made necessary because of deferred maintenance. Policy makers must now allocate revenue sensibly to insure that that the Borough’s infrastructure is maintained. Keeping up with proper maintenance is a much more cost effective strategy for maintaining the Borough’s infrastructure than deferring the expense until the condition of the infrastructure becomes sufficiently severe to require extraordinary measures.

The current debt of the Borough is scheduled to be retired in 2011 (See Figure 7.I). The necessary payments to amortize this debt currently represent approximately eight mills of revenue. As this debt is retired, there may be opportunities to provide some relief to tax payers. However, since the Borough is arguably not able to perform proper annual maintenance with its current revenue, the amount of relief the Borough will be able to provide will likely be limited.

Figure 7.I

Annual Requirements to Amortize all Debt Outstanding



Fiscal Health Relative to Other Municipalities in Allegheny County

A study on the fiscal disparity among municipalities in Allegheny County was conducted by Miller, Miranda, Roque and Wilf.⁸ The authors analyze the relative fiscal health of 128 municipalities, excluding the City of Pittsburgh and two municipalities which spill over into neighboring counties. The authors calculate a *fiscal stress ranking* by adding the total tax effort (the degree of taxation) and the tax yield (the extent of services delivered). The municipality with the lowest combined score (Braddock) received a ranking of 1, and the highest (Sewickley Heights) a ranking of 128.

Table 7.12: Fiscal Stress of South Hills Municipalities

Municipality	1981 Stress Rank	1991 Stress Rank	Change (+ = improvement, - = decline)
Baldwin Borough	46	58	12
Baldwin Twp	66	55	-11
Bethel Park	96	85	-11
Brentwood	45	40	-5
Bridgeville	53	74	21
Carnegie	27	52	25
Castle Shannon	30	51	21
Dormont	13	29	16
Greentree	124	106	-18
Jefferson	85	95	10
Mt. Lebanon	72	82	10
Pleasant Hills	100	100	0
Scott	67	92	25
South Park	91	60	-31
Upper St. Clair	120	113	-7
Whitehall	69	84	15

Source: David Miller, Rowan Miranda, Robert Roque, and Charles Wilf. "The Fiscal Organization of Metropolitan Areas: The Allegheny County Case Reconsidered" forthcoming, 1996, Publius: The Journal of Federalism.

Although Castle Shannon remained below the midpoint on the scale (64), according to this particular measure of fiscal health the Borough did improve significantly between 1981 and 1991 -- from 30 to 51 (see Table 7.12). Hence, although Borough revenue has not increased significantly independent of the millage rate, the Borough's efficiency in service delivery does appear to have improved relative to other municipalities in the County.

This study also showed that the fiscal disparity among municipalities in Allegheny County is growing worse. Those that were most fiscally sound were able to spend increasingly more on quality of life expenditures in addition to core services. Moreover, the per capita valuation of taxable real estate grew much faster in the more fiscally sound municipalities, forcing less affluent municipalities to either raise their real estate tax rates

to levels much higher than those of the more affluent municipalities or drastically reduce service levels.

These results suggest, according to the authors, that the current fiscal organization of Allegheny County is contributing to the growing disparity among the County's municipalities. One underlying reason for this growing disparity may be the difficulty smaller municipalities have achieving economies of scale in public goods and services delivery. Larger municipalities may be able to take advantage of economies of scale to provide public goods and services more efficiently and, therefore, give residents more value for their tax dollar. It is not impossible for smaller municipalities to deliver public goods and services efficiently, but the task is certainly more difficult. Many argue that this is the advantage of municipal consolidation.

Although there may be many economic advantages from consolidation, residents must also ask whether this type of political restructuring is preferable. Some may believe that consolidation will lead to a loss of community identity; others may argue that some municipalities are sufficiently similar for the limited purposes of municipal government. Nevertheless, the economic merits of consolidation make this issue worthy of broad-based discussion.

Finally, it is worth noting the number of public goods and services which are now outsourced or performed jointly with other governing bodies and agencies (see Table 7.13). The small size of the Borough has made outsourcing and coordination essential for more efficient public goods and services delivery. However, it is very fair to ask whether this current arrangement is most efficient or whether consolidation could lead to improved efficiency.

Table 7.13: Outsourced and Jointly Produced Public Goods and Services

Function	Implementing Agency
Emergency Medical Service	MRTSA
911 Dispatch	Mount Lebanon
Health Inspection	Allegheny County
Sewage Treatment	ALCOSAN
Public Transit	PAT
Earned Income Tax Collection	Burkheimer Associates
Cable Television	SHACOG
Community Development Grants	SHACOG
Police	South Hills Drug Taskforce
Fire Protection	CSVD (CSB and Baldwin Township)
Planning	Allegheny County
Occupational Licensing	Commonwealth of Pennsylvania
Weights and Measures	Allegheny County
Hospitals	Allegheny County and Private
Welfare	Allegheny County
Streets and Bridges	CSB, Allegheny County, PennDOT
Storm Sewers	Commonwealth of Pennsylvania, CSB
Airports	Allegheny County
Recreation	CSB, Allegheny County, Regional Asset District, Private Sector
Senior Citizen Services	CSB, Allegheny County
Urban Redevelopment and Housing	Allegheny County
Conservation	Pennsylvania
Libraries	CSB, Carnegie, Regional Asset District

Policies, Programs and Projects

The Borough should continue to work to improve its community facilities and infrastructure. Carrying out the proposed capital improvements (see below) will be an excellent next step in this process.

The Borough should also work with other public and private organizations to provide the highest quality human services to Borough residents. Since there are already a number of public and private groups providing such services, the Borough may consider strategies for helping residents identify the services which are already available to them.

In addition to the street maintenance schedule outlined in Table 7.15, several capital improvements have been proposed for the coming years. These proposed improvements are outlined in Table 7.14.

The Borough should also consider advocating improvements to property assessments since more accurate assessments would produce a more horizontally equitable distribution of the tax burden.

Table 7.14: Proposed Capital Improvements

Project	Construction	Engineering	Total
Storm Sewer Televising	8,000	3,200	11,200
Sanitary Sewer Televising	14,000	5,600	19,600
Sanitary Sewer Repairs	50,000	21,500	71,500
Paving Program	785,000	70,000	855,000
Highland School Parking Lot - Basketball	40,000	4,000	44,000
Highland School Ball Field	78,000	12,000	90,000
Grove Road Bridge	215,000	43,000	258,000
Grove Road Storm Sewer	200,000	30,000	230,000
Grove Road Paving	182,000	28,000	210,000
Killarney Drive Bridge Repair	25,000	2,500	27,500
Killarney Drive Storm Sewer Extension (PAT)	50,000	10,000	60,000
CSB/Baldwin Storm Detention Facility (CSB share)	50,000	5,000	55,000
Storm Sewer Map	0.00	8,600	8,600
Total	1,697,000	243,400	1,940,400

Table 7.15: Street Maintenance Plan

Year	Street	From - To	Project Type	Total Project Cost
1996	Myrtle	C.S. Blvd - Pine	Mill/Resurface	35,572
1996	Myrtle	Pine - Chestnut	Mill/Resurface	31,500
1996	Pine	Myrtle - Borough line	Reconstruction	23,184
1996	Theo Way	May - End	Reconstruction	4,816
			1996 Total	95,072
1997	Wabash	Killamey - Riehl Park	Mill/Resurface	14,247
1997	Hoodridge	Mt. Leb. Blvd. - Chataugay	Mill/Resurface	54,158
1997	Brucewood	Mt. Leb. Line - Boro Line	Mill/Resurface	9,806
1997	Gene	Blossom Hill - Boro Line	Mill/Resurface	6,037
1997	Walnut	Poplar - Spruce	Mill/Resurface	11,581
			1997 Total	95,829
1998	Groveton	Grove - End	Reconstruction	19,488
1998	Ridgeton	Sixth - End	Reconstruction	15,232
1988	Deluth	Orniment - Homehurst	Reconstruction	7,840
1988	Elm Alley	Poplar - Chestnut	Reconstruction	52,640
			1998 Total	95,200
1999	Maple	Poplar - End	Mill/Resurface	39,200
1999	Chestnut	Willow - Columbia	Mill/Resurface	56,448
			1999 Total	95,648
2000	Smith	Rt. 88 - Steiger	Reconstruction	18,592
2000	Lebanon	Shady - Columbia	Reconstruction	51,408
2000	Arch	Poplar - Elm	Reconstruction	19,264
2000	Scottway	Shady - Poplar	Reconstruction	6,048
			2000 Total	95,312
2001	Vermont	at Greenridge	Mill/Resurface	33,645
2001	Vermont	at Willow	Mill/Resurface	67,324
			2001 Total	100,969
2002	Aubreyway	Saxonwald - end	Reconstruction	20,384
2002	Shady Lane	Scottway - Chestnut	Reconstruction	39,200
2002	Shady Lane	Mingo - Maple	Reconstruction	22,400
2002	Mingo	Shady - Union	Reconstruction	13,216
			2002 Total	95,200
2003	Greenridge	Thomwood - Boro line	Mill/Resurface	56,572
2003	Spruce	Columbia - Locust	Mill/Resurface	24,984
2003	Race	Poplar - Elm	Mill/Resurface	8,624
2003	Sinclair	Clara - Boro line	Mill/Resurface	5,052
			2003 Total	95,232
2004	Mingo	Union - Columbia	Reconstruction	15,680
2004	Alley	Between Stanns & Baldwin	Reconstruction	23,250
2004	Alley	Behind Funeral Home	Reconstruction	19,040
2004	Cooke	Mt. Lebanon Blvd. - Boro line	Mill/Resurface	14,168
2004	Rockwood	Rt. 88 - Boro line	Mill/Resurface	21,470
			2004 Total	93,608
2005	Smith	Rt. 88 - Willow	Mill/Resurface	13,933
2005	Clara	Maplehill - McCully	Mill/Resurface	53,200
2005	Havelock	McRoberts - Rt. 88	Mill/Resurface	27,893
			2005 Total	95,026
2006	Arch	Columbia - Poplar	Mill/Resurface	34,188
2006	Willow	Connor - Vermont	Mill/Resurface	52,385
			2006 Total	86,573

Appendix A

Previous Comprehensive Plans

1963: *A Comprehensive Development Policy Plan*

A Comprehensive Development Policy Plan was prepared in 1963 by Kendree and Shepherd with federal grant moneys received under the Urban Planning Assistance Program made available by Section 701 of the Housing Act of 1954. This technical report addressed growth trends and development patterns and presented a comprehensive development policy plan for land use, public facilities and transportation. Considerations for implementing and financing the plan through the adoption of local controls and ordinances were also provided. The maps used in this and other previous comprehensive plans are presented at the end of Appendix A.

Demographic and Economic Characteristics

In the 1963 Policy Plan, the future growth of Castle Shannon's population was seen to be largely dependent upon the availability of additional residential land and suitable dwelling units. The construction of the proposed mass transit system was expected to bring about an increased demand for apartment-type dwelling units.

The Plan described the Borough's economic base as weak, i.e., subject to the same economic trends which affect the metropolitan area. Castle Shannon was called a "dormitory community," providing residence for those employed elsewhere and offering few employment opportunities.

The Plan noted that the 1950s brought about a marked increase in the number of skilled and professional workers in the Borough and a decrease in unskilled workers, resulting in lowered unemployment rates and higher education and income levels for the Borough's population. The Plan concluded that these demographic and economic changes would create additional demand for better municipal facilities and services.

Land Use Problems

In 1963, developable land -- particularly land not restricted by steep slopes -- was already at a premium. Remaining developable land was expected to be completely utilized by 1973. The plan identified the following land use problems:

- The need for a more cohesive CBD;
- Restricted commercial development in the Saw Mill Run - Route 88 Valley;
- The need for Borough wide recreational facilities.
- Improvements to the Borough's highway and street system.

In 1963, the Borough's existing land use was primarily residential (52% of the total land area), with the single-family household being the predominant housing unit. The

Alvern Gardens and Hoodridge apartment complexes in the western part of the Borough provided an alternative living style in close proximity to public transportation.

Much of the residential development in the Borough proceeded with little regard for topography and street grade and left little open space for enjoyment. The Policy Plan cautioned against the intense utilization of land in future subdivisions and called for a balance between the complete build-up of available land and the human need for open space.

Approximately 6% of the land was devoted to commercial use. Most of the commercial properties were located at the Lebanon Shops, the CBD between Willow Avenue and Library Road, and the Sleepy Hollow Drive Shopping Center. Both the CBD and Sleepy Hollow commercial areas were recognized as limited in their potential to attract a larger market share and were viewed as serving only local convenience shoppers. Scattered commercial "strip" development along Route 88 was recognized for their impact on traffic flow and it was suggested that any future development of this type be curtailed in this area.

Approximately 5% of the Borough's land was devoted to public and semi-public use. Borough-owned land was minimal and insufficient to provide additional public recreational areas. Recognizing the shortage of remaining developable land in the Borough, the 1963 *Plan* suggested that recreational areas be directly incorporated into the residential areas in which they would be best utilized, as long as caution was exercised in site development and parking facilities.

Less than one percent of the Borough's land was devoted to industrial uses.

COMMUNITY FACILITIES AND SERVICES

Many of the Borough's facilities were in excellent condition in 1963. The municipal building had just been converted from a trolley terminal in 1959 and the fire house was built in 1955. The public safety and fire protection departments and equipment were judged to be adequate. Plans were underway for the abandonment of the Hamilton School, the conversion of the junior high to an elementary school, and the construction of a new junior high school on Lindenwood Drive.

Borough-owned recreational facilities were limited to a small area next to the municipal building. The school district permitted public usage of the recreational facilities at three elementary schools and offered year-round recreational programs for all age groups. The Plan acknowledged the lack of adequate passive recreational areas in the Borough and called for the development of a centrally located community park.

UTILITIES

Public utility service as provided in 1963 is summarized by the number of accounts on Table 1-1.

**TABLE 1-1
SUMMARY OF UTILITY CONNECTIONS 1963**

	Residential	Non-Residential	Total
Duquesne Light Bell Telephone (Service Line]	3,400	180	3,580
South Pittsburgh Water Co	NA	NA	3,500
ALCOSAN	NA	NA	3,000
Municipal Sewers	NA	NA	2,825

Of note is the difference between the number of structures receiving public water and those receiving public wastewater services. This difference of nearly 200 suggested that there were numerous on-lot disposal systems, "wild-cat" sewers, or multiple-use sewer taps.

NEIGHBORHOODS

To satisfy federal requirements for future financial aid applications for urban planning or renewal activities, an analysis of eight neighborhoods, the CBD, and a restricted commercial/industrial area was performed for the Borough.

The public school administration and numerous private organizations provided most of the recreational facilities and services. The plan called for more neighborhood parks as well as a larger community park.

Municipal protection services were found to be adequate and all utilities were available with no notable capacity deficiencies. It was thought that future high density development would cause some sewer capacity problems.

The 1963 Comprehensive Development Policy Plan presented three plans to guide future development in the Borough. These three plans dealt with land utilization, community facilities and services, and transportation systems.

The 1963 *land use* plan contained the following key provisions:

1. The restriction of the Borough's three major retail shopping centers to their existing physical limits.

2. The prohibition of further temporary commercial uses along Route 88 between Castle Shannon Boulevard and Creststone Drive (now Killarney Drive) and the creation of a highly restricted commercial zone in this area.

3. The establishment of residential development density standards for single family and multi-family (high-rise) developments to prohibit additional medium-density (two-to-four-family) structures and encourage high-rises.

4. The prohibition of development on steeply sloped areas (grades in excess of 35%) and the preservation of open space areas.

5. The reservation of undeveloped land for future neighborhood and community recreation areas, and allowance for the location of a major PAT terminal in the Borough

6. Semi-public facilities restricted by their existing sites to be permitted to expand within reasonable limits to continue to benefit the community.

The *community facilities* plan presented recommendations for the expansion and construction of public and semi-public facilities including schools, community and neighborhood recreation areas, and police and fire-protection services, among others.

The *transportation* policy plan made recommendations regarding vehicular circulation, mass-transit facilities, problem intersections, road extensions, obstructions and desirable rights-of-way. Major recommendations were:

1. Adopt an Official Borough Map displaying right-of-ways for all existing and future roads in the Borough.

2. Develop and implement plans for solving certain critical intersections on a priority basis:

- a. Castle Shannon Boulevard/Mt. Lebanon Boulevard/ Cooke Lane.
- b. Willow Avenue at Castle Shannon Boulevard.
- c. Castle Shannon Boulevard at Library Road.
- d. Grove Road at Library Road
- e. Sixth Street at Library Road.
- f. Hamilton Road at Library Road
- g. Removal of the underpass at McCully Road.
- h. McRoberts Road, Grove Road and Hamilton Road.
- i. Prospect Avenue at Shady Run Avenue.

3. The extension of Willow Avenue from Sleepy Hollow Drive to Creststone Drive (now Killarney Drive) would alleviate traffic circulation problems and improve access to the proposed Restricted Commercial Area along Route 88.

4. All future streets should be subjected to review by the Borough's Planning Commission for adequate right-of-way.

Lastly, the Plan strongly recommended that the Borough employ a Borough Manager to coordinate and implement the Policy Plan and enforce all codes and ordinances. Up until that time, the Borough's administration was overseen by the Borough Secretary's position.

Financing and Implementing the 1963 Plan

Recognizing that Plans are easy to make but difficult to implement, the Policy Plan developed a program for carrying out its recommendations for land use, community facilities, and transportation. Recommended strategies for accomplishing the actions described by each Policy Plan included:

1. Assign responsibility for plan effectuation and develop departmental procedures.
2. Adopt and enforce local controls and ordinances, including a new zoning ordinance, subdivision ordinance, appropriate building codes and an official map.
3. Implement a capital improvements program to carry out those projects with the highest priority in the Borough during the following five years.
4. Establish a liaison with neighboring municipalities to carry out projects with a regional scope. (To a certain extent, Castle Shannon Borough fulfilled this recommendation through its membership in the South Hills Area Council of Governments.)
5. Carry out a continuing planning program to study new plans for consistency with the 1963 Development Policy Plan.
6. Secure options on land desired for public use.
7. Conduct an urban renewal program to improve the Borough through the elimination of shums and blight and removal of the causes. (Revitalization of the CBD was initiated in 1987.)

SUMMARY

In 1963, Castle Shannon had just experienced a period of rapid growth, with its population more than doubling in the preceding 13 years. Nearly 80% of the Borough's total land area was put to intensive use by 1963. Land set aside for recreation constituted a major problem due to inadequate right-of-ways to handle traffic flow at the time, particularly on Route 88. The state required school system was not expected to significantly change Castle Shannon's school program.

1968

By 1968, Castle Shannon had already made considerable progress towards the goals of 1963. The borough had acquired land for Hamilton Park, Riehl Park, the Sleepy

Hollow ball field, the play area behind Myrtle Avenue and a community library. This change and others were addressed in the 1968 amendment.

The plan addressed issues such as the decline of retail activity in the Borough due to the opening of South Hills Village, the Port Authority's plans for a mass transit system and the future of the old trolley lines, the potential for high density development, the need for Route 88 to be widened, and the need to make use of the recently acquired land for recreational needs.

The continuing commercial development along Route 88 was perhaps the most discouraging trend according to the amendment. The consultants reiterated the Borough's need to restrict commercial development along Route 88, noting that the Borough's general level of retail activity was declining due to the opening of South Hills Village.

By this time, the Port Authority's plans for a mass transit system had evolved and it was known that a major transit station would be located on land adjacent to the Borough Building. Concern for the existing right-of-way was acknowledged and a preference for the conversion of the existing trolley lines to a paved bus-way was expressed.

The land use policy plan dealt with the need for more high-density residential areas. In addition to the Linden Grove area included in the 1963 Plan, the following areas were suggested for high-density (high-rise) development: the area west of Hamilton Road, land in the vicinity of Bockstoce Avenue parallel to the Port Authority right-of-way, and land in the vicinity of Rockwood and Vallevista Avenues. An increase in the high-rise development density to 54 dwelling units per acre would encourage more of this type of construction activity in the Borough.

The Plan also amended the restricted commercial area along Route 88 to coincide with current plans for the proposed mass transit system. It was suggested that this area be restricted to Route 88 between the Hamilton School and Castle Shannon Boulevard.

The 1968 Community Facilities Plan encouraged development of the Borough's newly acquired property for recreational purposes, particularly Hamilton Park, Riehl Park, and the Sleepy Hollow Drive area. The community center at the Borough Building was still recommended.

The goals established in the 1963 transportation policy plan remained intact and several additions were made in the Amendment. Of most concern was the Port Authority's plan for the paving of the trolley right-of-ways for exclusive bus use. The widening of Route 88 through the entire length of the Borough was called the "No. 1 priority for thoroughfare improvements during the early 1970s". The Plan also recommended the widening of Grove Road.

The Zoning Ordinance prepared with the 1963 Policy Plan had been completely revised following review and study over the prior four years and it was strongly recommended that this new zoning document be immediately adopted.

The 1970 Zoning Ordinance

Castle Shannon updated its zoning ordinance (Ordinance no. 552) in 1970. The ordinance established and defined four residential districts (R-1, R-2, R-3 and R-P), three commercial districts (C-1, C-2 and C-3), and one industrial district (I-1). In addition, Ordinance 522 established supplemental regulations to control signs, off-street parking and loading, and provides design and performance standards for commercial and industrial districts. Non-conforming use regulations were established and a registration system for non-conforming uses was created. The Ordinance provided procedures for administering the Zoning Ordinance including a permit and fee schedule. The Zoning Hearing Board (previously the Zoning Board of Adjustment) hears appeals and the Planning Commission (formed in 1961) reviews all residential subdivisions and commercial and industrial proposals.

1987 Comprehensive Plan

The Borough updated its comprehensive plan once more in 1987. The plan analyzed the changes which had taken place in the Borough over previous decades, identified the Borough's goals and objectives, and developed a ten year project schedule.

Goals

The 1987 plan established the following goals:

1. Maintain a population of 10,000 to 15,000.
2. Revitalize and maintain a viable commercial section.
3. Develop and maintain a viable residential section.
4. Maintain the Borough's organization and infrastructure support a community of 10,000 to 15,000 people.

To achieve these goals, the following objectives were established.

Land Use Objectives

1. Protect the integrity of the existing community;
2. Acquire land for conservation;
3. Rezone as necessary for development areas;
4. Rehabilitate or redevelop blighted areas.

Transportation Objectives

1. Maintain the existing transportation network;
2. Accommodate current and projected traffic flows;
3. Ease the flow of traffic on Route 88;

4. Facilitate the LRT in serving the residential sector.

Community Facilities Objectives

1. Maintain existing infrastructure;
2. Improve infrastructure in disrepair;
3. Improve the Borough's internal organizational structure;
4. Improve the municipal complex facilities.

Parks and Recreation Objectives

1. Accommodate population increases by balancing available open space with user-needs;
2. Require all new development to include a percentage of open space.

Housing Objectives

1. Maintain the existing housing stock;
2. Provide opportunity for turnover of existing housing stock to incoming residents;
3. Provide new housing options for current aging populous;
4. Market Castle Shannon as a residential community.

Commercial Sector Objectives

1. Revitalize the CBD;
2. Limit additional commercial development;
3. Capitalize on mass transit stops for any commercial development;
4. Initiate an image improvement program along Library Road;
5. Improve access to parking areas.

Appendix B

Population Projections

Both the 1963 Comprehensive Plan and the 1968 Amendment projected continued population growth in the Borough until 1985. The consultants Kendree and Shepherd developed population projections for the Borough based on low, medium, and high rates of growth.

The low growth rate projection assumed the mass transit project would not materialize by 1985 and that single-family construction would dominate new home construction in the Borough. However the reported Census populations for 1970 and 1980 did not approach the Kendree and Shepherd low growth rate populations. Kendree and Shepherd projected 14,100 residents in the Borough by 1970 and 14,800 by 1980. In 1970, the Census reported a Borough population of 11,898, 2,201 people less than the projected low growth rate population. The 1980 Census figure of 10,164 was short of this mark by more than 4,600 people.

The Kendree and Shepherd projections were based on a calculated 1968 population of 13,900, representing a 17.4% increase over the Borough's 1960 Census population. The consultants developed the 1968 population estimate on the basis of the number of new housing units constructed from 1960 to 1968 and the number of persons per household. In all likelihood, the number of persons per household utilized by the consultants was too high because the reported 1970 Census population was less than the 1968 estimate by 2,001 people. Subsequent Kendree and Shepherd projections substantially overestimated the actual level of population growth in Castle Shannon because of this miscalculation.

At the time of the 1987 comprehensive plan, the Southwestern Pennsylvania Regional Planning Commission (SPRPC) had developed a preliminary set of population projections for the Counties and Municipalities in the southwestern Pennsylvania region known as the Cycle 4 Forecast. The projections were "preliminary" at the time of the 1987 comprehensive plan having not yet attained all the required approvals to be recognized as the "official" projections for the region.

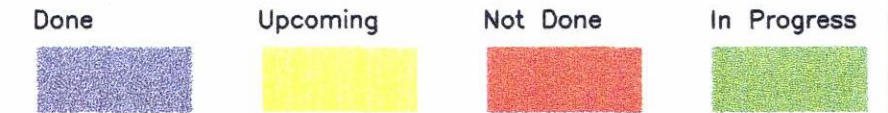
The projection called for a modest increase in the Borough's population over the twenty year period from 1980 to 2000. An additional 238 people were expected to be living in the Borough by that time, which represents a 2.3% increase over the Borough's 1980 population. Over the same period, the average household size was expected to continue to dwindle from 2.65 to 2.44 persons, with a net increase of 11.2% in total Borough households.

The Cycle 4 projection also overestimated the Borough's future population. At the time of the 1990 Census, the Borough's population had declined by 1,029 -- a 10% decrease from the 1980 Census.

Goals

- Maintain population of 10,000 to 15,000 people
- Revitalize and maintain a viable commercial section
- Develop and maintain a viable residential section
- Develop Borough Organization and Infrastructure to support community of 10,000 - 15,000 people

Legend



Objectives

Land Use

- Protect integrity of existing community
- Acquire land for conservation
- Rezone for Development Areas
- Rehabilitate or Redevelop blighted areas

Transportation

- Maintain existing transportation network
- Accommodate current and increased traffic flow
- Ease flow on Route 88
- Facilitate LRT in serving residential sector

Community Facilities

- Maintain existing infrastructure
- Improve existing infrastructure in disrepair
- Improve organization
- Improve municipal complex facilities

Parks and Recreation

- Accommodate population increase by balancing available open space with user needs
- Require all new development to include a percentage of open space

Housing

- Maintain existing housing stock
- Provide opportunity for turnover of existing housing stock to incoming residents
- Provide new housing options current aging populous
- Market Castle Shannon as a residential community

Commercial Sector

- Revitalize CBD
- Limit additional commercial development
- Capitalize on mass transit stops for any commercial development

Projects

	Land Use	Transportation	Community Facilities	Parks & Recreation	Housing	Commercial Sector
1988	<ul style="list-style-type: none"> ● Adopt 1987 Comprehensive Plan ● Adopt recommended zoning changes ● Market borough land to Developers ● Revise Borough Parking Ordinance 	<ul style="list-style-type: none"> ● Initiate committee to facilitate communications with PAT on replacement of trolley with Busway 	<ul style="list-style-type: none"> ● Street Improvements & R.O.W. Maintenance ● Replace Grove Road Storm Sewer ● Upgrade Public Works Yard ● James Street Sewer ● CAP Work 	<ul style="list-style-type: none"> ● Upgrade Hamilton Park ● Employ recreation director ● Establish maintenance program for Parks ● Develop Rialto Park ball field 	<ul style="list-style-type: none"> ● Fund Marketing study ● Adopt BOCA Code 	<ul style="list-style-type: none"> ● Commercial Revitalization Effort Planning Stage ● Initiate Image Improvement Program for Library Road
1989	<ul style="list-style-type: none"> ● Adopt New Development Ordinance ● Minimize allowable curb cuts along Library ● Refine Landscape Buffer Ordinance and enforce on new development 	<ul style="list-style-type: none"> ● Intersection Improvements: McLebanon Blvd & Castle Shannon Blvd, Willow Avenue & Castle Shannon Blvd ● Petition County for financial help ● Bridge Improvements 	<ul style="list-style-type: none"> ● Street Improvements & R.O.W. Maintenance ● Replace/Repair Sanitary Sewer (CAP) ● Feasibility Study New Borough Building ● Dredge Sawmill Run & stabilize stream banks 	<ul style="list-style-type: none"> ● Vandalism Prevention Program (Trailer in Park) ● Employ recreation director ● Increase summer programs to include senior citizens 	<ul style="list-style-type: none"> ● Initiate Marketing Program ● Adopt Housing Maintenance Code ● Facilitate Housing Improvements efforts in Killamey Area 	<ul style="list-style-type: none"> ● Commercial Revitalization Improvements ● New Parking Areas along James Street
1990		<ul style="list-style-type: none"> ● Feasibility Study - 3 lanes on Library Road ● Intersection Improvements: Grove Road & Library Road ● Castle Shannon Blvd. Bridge Improvements 	<ul style="list-style-type: none"> ● Street Improvements & R.O.W. Maintenance ● Initiate contact with Chamber of Commerce on landscape buffer improvements along Library Road ● CAP Work 	<ul style="list-style-type: none"> ● Develop pedestrian trails along stream banks ● Employ recreation director ● Maintenance & Vandalism Prevention 	<ul style="list-style-type: none"> ● Facilitate Housing Improvements efforts in Sleepy Hollow Area 	
1991		<ul style="list-style-type: none"> ● Intersection Improvements: Hamilton & Library ● Sixth & Library 	<ul style="list-style-type: none"> ● Street Improvements & R.O.W. Maintenance ● Select Site & Program for New Borough Building & related facilities ● CAP Work 	<ul style="list-style-type: none"> ● Develop parking area for ball field at Sleepy Hollow site ● Employ recreation director ● Maintenance & Vandalism Prevention 	<ul style="list-style-type: none"> ● Adopt housing code with incentives for upgrading rental housing 	
1992	<ul style="list-style-type: none"> ● Refine Signage Ordinance and continuing as ongoing 	<ul style="list-style-type: none"> ● Intersection Improvements: McRoberts & Grove 	<ul style="list-style-type: none"> ● Street Improvements & R.O.W. Maintenance ● Begin Construction New Borough Building ● CAP Work 	<ul style="list-style-type: none"> ● Develop Rockwood site into a Park ● Maintenance & Vandalism Prevention ● Employ recreation director 	<ul style="list-style-type: none"> ● Identify all County, State, Federal and private rehabilitation programs and inform owners of substandard housing on programs available to them 	
1993		<ul style="list-style-type: none"> ● Intersection Improvements: Hamilton & McRoberts 	<ul style="list-style-type: none"> ● Street Improvements & R.O.W. Maintenance ● CAP Work 	<ul style="list-style-type: none"> ● Develop Passive Recreation Areas on Borough site along Library Road ● Maintenance & Vandalism Prevention ● Employ recreation director 	<ul style="list-style-type: none"> ● Explore new methods of assisting and motivating residents not eligible for loan programs 	
1994	<ul style="list-style-type: none"> ● Monitor Development Control issues for PAT/Borough Development Site 	<ul style="list-style-type: none"> ● Intersection Improvements: Rebecca/Shady/Prospect 	<ul style="list-style-type: none"> ● Street Improvements & R.O.W. Maintenance ● CAP Work 	<ul style="list-style-type: none"> ● Develop Recreation facilities within new PAT/Borough development ● Maintenance & Vandalism Prevention ● Employ recreation director 	<ul style="list-style-type: none"> ● Improve R.O.W.'s and Infrastructure in blighted areas 	
1995		<ul style="list-style-type: none"> ● Intersection Improvements: McCully Underpass ● Additional transit service from LRT to Residential Sections 	<ul style="list-style-type: none"> ● Street Improvements & R.O.W. Maintenance 	<ul style="list-style-type: none"> ● Maintenance & Vandalism Prevention ● Employ recreation director 		
1996		<ul style="list-style-type: none"> ● Intersection Improvements: Castle Shannon Blvd. & Library Road ● PAT Busway to replace trolley ● Redesign Castle Shannon Blvd. between Willow Avenue & Library Road 	<ul style="list-style-type: none"> ● Street Improvements & R.O.W. Maintenance 	<ul style="list-style-type: none"> ● Maintenance & Vandalism Prevention ● Employ recreation director 		
1997		<ul style="list-style-type: none"> ● Expand Library Road to 3 lanes 	<ul style="list-style-type: none"> ● Street Improvements & R.O.W. Maintenance 	<ul style="list-style-type: none"> ● Maintenance & Vandalism Prevention ● Employ recreation director 		