

STATE CORRECTIONAL INSTITUTION - PITTSBURGH

LAND USE FEASIBILITY STUDY

JUNE 2023



SUBMITTED TO:

Pennsylvania Department
of General Services



SUBMITTED BY:

Michael Baker
INTERNATIONAL

TABLE OF CONTENTS

SECTION 1: INTRODUCTION	1
Study Purpose and Need	2
Site History	3
Study Project Team	4
Study Approach	4
SECTION 2: FACILITY LOCATION AND SITE CHARACTERISTICS	7
Facility Overview	8
Historical Significance	8
Physical Characteristics	13
Land Use and Zoning	14
<i>Land Use</i>	14
<i>Zoning</i>	15
<i>Adjacent Uses</i>	17
FEMA Special Flood Hazard Area	19
Public Utilities	20
<i>Electric</i>	20
<i>Wastewater and Stormwater</i>	20
<i>Public Water</i>	21
<i>Wireless and Fiber Optic Telecommunications</i>	21
<i>Natural Gas</i>	21
<i>Utility Removal</i>	21
SECTION 3: STAKEHOLDER ENGAGEMENT	23
SECTION 4: DUE DILIGENCE STUDY FINDINGS	29
Real Estate Market Analysis	30
<i>Industrial Reuse</i>	30
<i>Other Reuse Considerations</i>	35
Phase I Environmental Site Assessment	38
Phase II Environmental Site Assessment	39
<i>Soil Media</i>	40
<i>Groundwater Media</i>	40
<i>Indoor Air Quality</i>	40
<i>Surface Water</i>	41
<i>Phase II ESA Recommendations</i>	41
<i>Supplemental Phase II Sampling</i>	42
Hazardous Materials Surveys	43
<i>Regulatory Background</i>	43
<i>Summary of Findings and Recommendations</i>	43
<i>Asbestos Containing Materials (ACM)</i>	44
<i>Lead-Containing Paint (LCP)</i>	45
<i>Other Hazard Concerns</i>	45
Demolition Opinion of Probable Cost	46
MAI-Certified Real Estate Appraisal	46

SECTION 5: HIGHEST AND BEST USE ANALYSIS	47
Economic Feasibility	48
Legal Feasibility	49
Market Feasibility	51
Consideration of Stakeholder Input	51
Alternatives Analysis	51
Alternative 1 – Full Property Conveyance: “As-Is” Condition	52
<i>Economic Feasibility</i>	52
<i>Legal Feasibility</i>	53
<i>Market Feasibility</i>	53
Alternative 2 – Full Property Conveyance: Partial Demolition	54
<i>Economic Feasibility</i>	54
<i>Legal Feasibility</i>	55
<i>Market Feasibility</i>	55
Alternative 3 – Full Property Conveyance: Full Demolition	56
<i>Economic Feasibility</i>	56
<i>Legal Feasibility</i>	57
<i>Market Feasibility</i>	57
SECTION 6: RECOMMENDATIONS	63
Alternative 3, Full Property Conveyance – Full Site Demolition	64
Site Remediation and Demolition	65
<i>Site Remediation</i>	65
<i>Demolition</i>	67
Property Conveyance	68
<i>Act 24 of 2022 Amendment</i>	68
<i>Solicitation for Proposals and/or Agreement of Sale</i>	68
Conclusions	69
APPENDICES	
Appendix A – Western State Penitentiary Historic Resource Survey Form	
Appendix B – Demolition Probable Cost Estimate	
Appendix C – Stakeholder Interview Summaries	
Appendix D – Real Estate Market Analysis	
Appendix E – Phase I Environmental Site Assessment	
Appendix F – Phase II Environmental Site Assessment	
Appendix G – Phase II Environmental Site Assessment Supplemental Investigation	
Appendix H – Hazardous Materials Survey	
Appendix I – MAI Certified Real Estate Appraisal	

FIGURES & TABLES

LIST OF FIGURES

Figure 1 - PA Department of Corrections State Correctional Institutions	3
Figure 2 - SCI-Pittsburgh Land Planner Consulting Team	4
Figure 3 - SCI-Pittsburgh Land Planner Land Use Feasibility Study Scope of Work	5
Figure 4 - SCI-Pittsburgh Main Penitentiary Building, Warden's House, and Water Tower	9
Figure 5 - Pittsburgh Neighborhoods	10
Figure 6 - SCI-Pittsburgh Facility Map	11
Figure 7 - SCI-Pittsburgh and Area Land Development Context	14
Figure 8 - City of Pittsburgh Riverfront - General Industrial (RIV-GI) Zoning	16
Figure 9 - Three Rivers Heritage Trail Segment at SCI-Pittsburgh	18
Figure 10 - SCI-Pittsburgh Property Special Flood Hazard Area	19
Figure 11 - Existing Site Context (~21.7 acres)	31
Figure 12 - Proposed Site Reuse Approach (~21.7 acres)	32
Figure 13 - Proposed Site Reuse Approach - Site Development Scenario A (~371,000 sq. ft.)	33
Figure 14 - Proposed Site Reuse Approach - Site Development Scenario B (~411,000 sq. ft.)	34
Figure 15 - SCI-Pittsburgh Demolition Milestone Schedule	67

LIST OF TABLES

Table 1 - Public Utilities Serving SCI-Pittsburgh	20
Table 2 - Task 1.7 Stakeholder Meetings	24
Table 3 - Tax Credits Approved/Awarded by Type of Film Production, FY 2007-08 through FY 2019-20	37
Table 4 - Summary of Hazardous Materials Survey by SCI-Pittsburgh Facility Building	44
Table 5 - SCI-Pittsburgh Property Conveyance Alternatives Analysis	59

1

Introduction



1 | Introduction

Study Purpose and Need

Following SCI-Pittsburgh’s permanent closure in 2017, the State Legislature enacted Act of June 10, 2022, P.L., No. 24 (Act 24 of 2022) to convey certain Commonwealth-owned properties including the SCI-Pittsburgh property. The Act authorizes the Department of General Services (DGS), with the approval of the Governor, to grant and convey the property together with the buildings and improvements thereon, to a competitively solicited buyer that offers the highest and best value and return on the Commonwealth’s investment. In making the determination to convey the property, DGS may consider, in addition to the offered price, the proposed use of the property, job creation, return to the property tax rolls and other criteria that will be specified in the Solicitation for Proposals (SFP) documents.

To prepare for the conveyance of the SCI-Pittsburgh property, DGS obtained the services of Michael Baker International, Inc. – a pre-qualified land planner consulting firm – in June 2022 to assist DGS with determining the property’s highest and best use value and return to the Commonwealth.



Michael Baker Team Site Inspection, July 2022

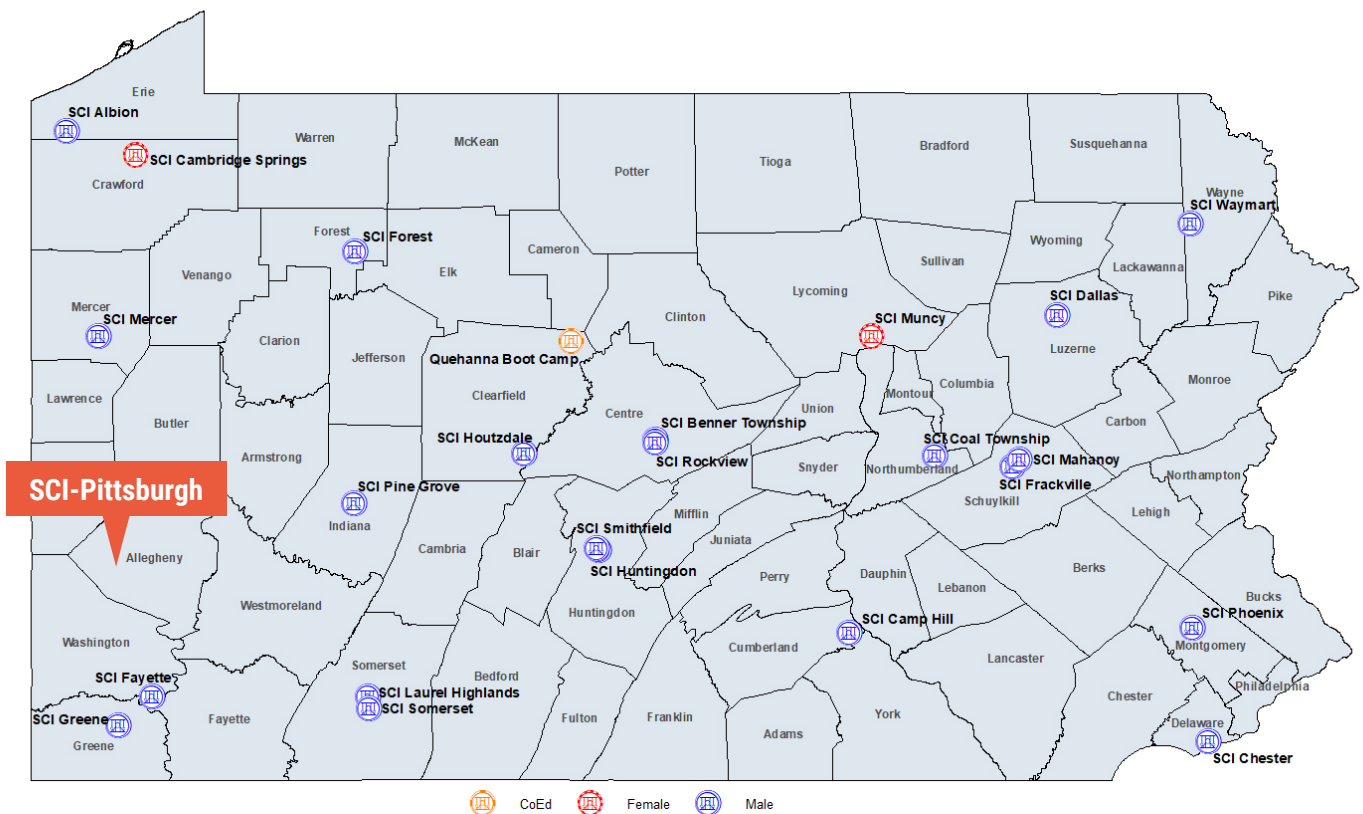


View of the recently finished penitentiary from across the Ohio River, 1897. (Source: PHMC National Register Nomination Form)

Site History

The State Correctional Institution-Pittsburgh (SCI-Pittsburgh) facility is a decommissioned low-to-medium security state correctional institution facility owned by the Commonwealth of Pennsylvania and operated by the Pennsylvania Department of Corrections (DOC). Construction of the SCI-Pittsburgh property began in 1878 with the construction of the Main Penitentiary Building with the final permanent structures added in 1994. Additional temporary buildings were added in 2007 when the SCI-Pittsburgh property was reopened. The facility began operations in 1878 as the Western State Penitentiary and continued operations until it was placed into “mothball” status in January 2005, when the final group of inmates was transferred to other SCI facilities. The correctional facility was reopened in June 2007 to help the DOC address its ever-increasing inmate population throughout its network of correctional institutions illustrated in **Figure 1** and it included a Residential Treatment Unit for inmates dealing with mental health issues. The SCI-Pittsburgh facility operated until 2017 when it was permanently closed by the Commonwealth. In June 2022, the property was placed on the National Register of Historic Places based on the 2018 Western State Penitentiary Historic Resource Survey Form provided in **Appendix A**.

Figure 1 – PA Department of Corrections State Correctional Institutions

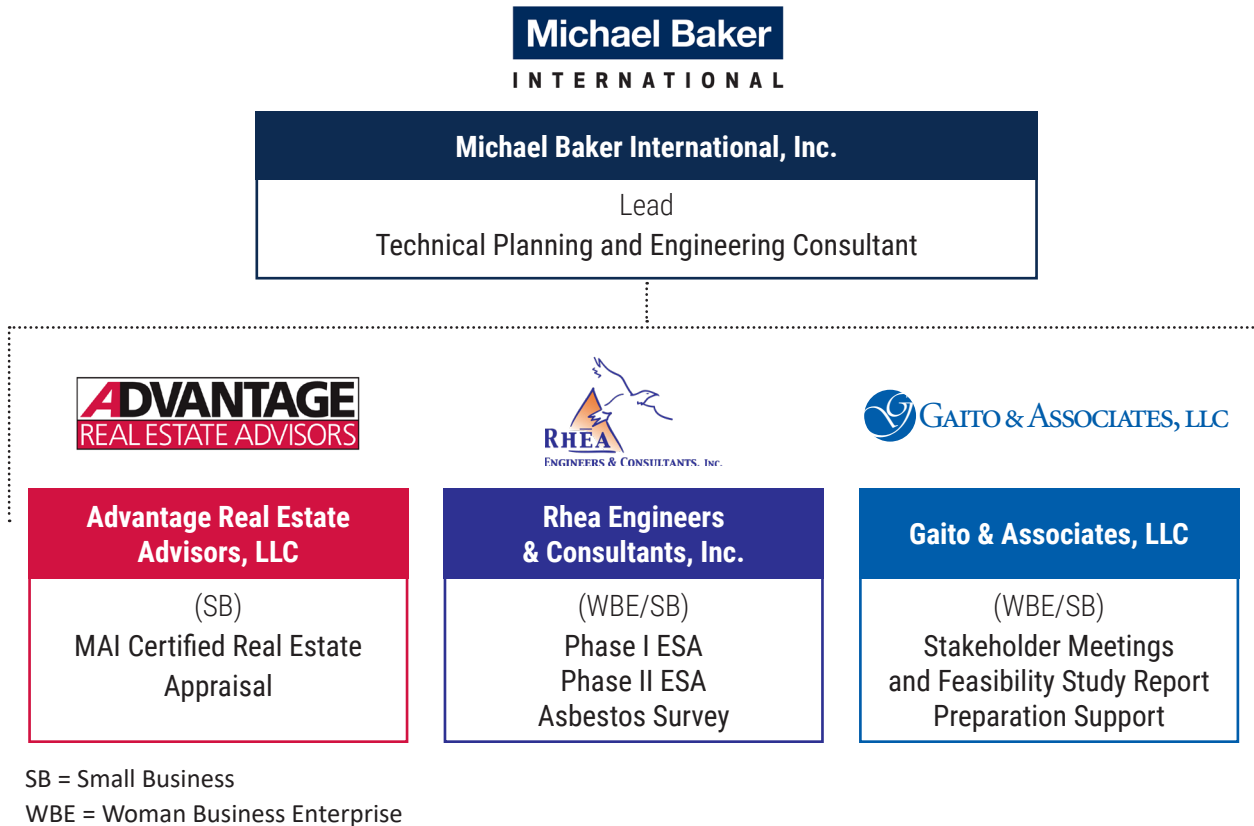


Source: PA Department of Corrections, 2023

Study Project Team

Michael Baker International, Inc. (Michael Baker) is a pre-qualified land planner under the Commonwealth’s Real Estate Planning Services Invitation to Qualify (ITQ) Contract Number 80110000-ITQ-73. Michael Baker served as the lead consultant in partnership with the supporting technical consultants identified in **Figure 2**. Together, Michael Baker and its subconsultant partners provided an independent evaluation of the SCI-Pittsburgh property’s highest and best use value and return on the Commonwealth’s investment.

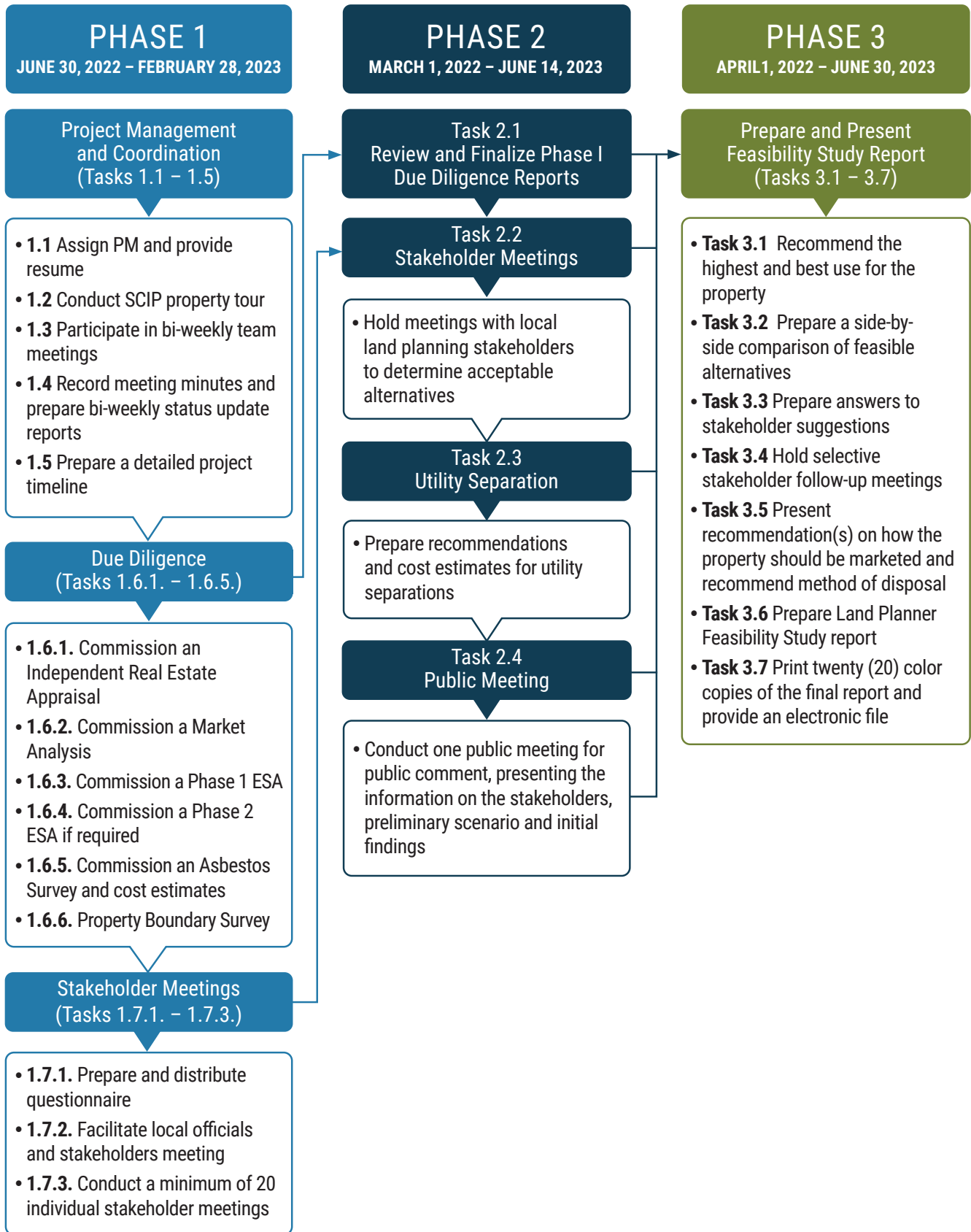
Figure 2 – SCI-Pittsburgh Land Planner Consulting Team



Study Approach

On June 30, 2022, Michael Baker was tasked under DGS Purchase Order No. 4300738684 to execute a multi-phased Land Use Feasibility Study to determine the highest and best use of the decommissioned SCI-Pittsburgh property located at 3001 Beaver Avenue, Pittsburgh, PA. The project was divided into three distinct phases with specific tasks executed under each phase. A graphic presentation of the project phases and tasks is presented below in **Figure 3**. Specific outcomes of each of the tasks are presented in subsequent sections of this report.

Figure 3 – SCI-Pittsburgh Land Planner Land Use Feasibility Study Scope of Work



2

Facility Location and Site Characteristics



2 | Facility Location and Site Characteristics

Facility Overview

The SCI-Pittsburgh property is situated on 21.691 acres (specified as ~21.7 acres hereinafter) on the east bank of the Ohio River in the Marshall-Shadeland neighborhood of the City of Pittsburgh and is approximately 2.5 miles downstream (or northwest) from Point State Park, where the Allegheny and Monongahela Rivers meet to form the Ohio River (see **Figure 4** and **Figure 5**).

As illustrated in **Figure 6**, the property includes 42 buildings and supporting structures constructed between 1878 and ca. 2007. Twenty-four of these were built between 1878 and 1966. The largest and most significant building is the Main Penitentiary Building, which was constructed between 1878 and 1893 and spans over 1,000 linear feet along the banks of the Ohio River.

According to the DOC 2003 Biennial Survey of the SCI-Pittsburgh property's buildings and structures, all 42 buildings and structures were deemed "vacant" and 10 of the 42 structures were rated to be in fair/poor condition or recommended for demolition. No more recent building condition assessments were completed by DOC. Considering the property's limited use over the past 20 years, the remaining buildings and structures that were rated in good to fair condition in 2003 have since undergone some levels of deterioration given their lack of maintenance and upkeep under their vacant/unoccupied status and this was noted by DOC during the Task 1.2 property tour conducted in July 2022. As noted further in this study, limited health and safety improvements have been made to certain buildings for the film industry's use of the property, but such improvements were not made to a level that would warrant full-time occupation of these buildings.

Currently, the annual recurring costs required to keep the SCI-Pittsburgh property physically secured range from \$800,000 to \$1,000,000. Costs are dependent on current contracts and agreements with security firms and utility companies.

Historical Significance

The entire SCI-Pittsburgh property is listed as a historic district on the National Park Service, United States Department of the Interior's Register of Historic Places under its historic name, Western State Penitentiary: Riverside Penitentiary. Its nomination was completed and submitted to the National Park Service in 2018 and listed on the register on February 14, 2022. The 2018 Western State Penitentiary Historic Resource Survey Form is included as **Appendix A** of this study.

The property qualifies for the National Register under 2 of the 4 National Register Criteria Areas of Significance, which includes: (A) Property is associated with events that have made a significant contribution

to the broad patterns of history, and (C) Property embodies the distinctive characteristics of a type, period, or method of construction. Its period of significance starts with the construction in 1878 of the Main Penitentiary Building that parallels the Ohio River and runs through 1966 when the water tower was constructed within the Historic Front Yard, which was the last major construction prior to non-historic additions being made to the site.¹

The nomination identifies a total of 24 buildings and structures remaining on the site that contribute to the historic significance of the property. Contributing buildings and structures include the Main Penitentiary Building, the water tower as a contributing object, and other structures including the exterior walls.

The National Park Service administers the federal tax credit program and to qualify, a structure must be certified as historic, which can be accomplished through listing the structure individually on the National Register or as a contributing structure within a Historic District listed on the National Register. All 24 of SCI-Pittsburgh's contributing resources are therefore eligible to receive funding and support for their preservation from several sources at the State and Federal level if they meet the conditions of the program.

Pursuant to the PA History Code, Pennsylvania Statutes Title 37 Pa.C.S.A., DGS has and continues to consult with the Pennsylvania Historic and Museum Commission (PHMC) on the alternatives proposed for the SCI-Pittsburgh property.

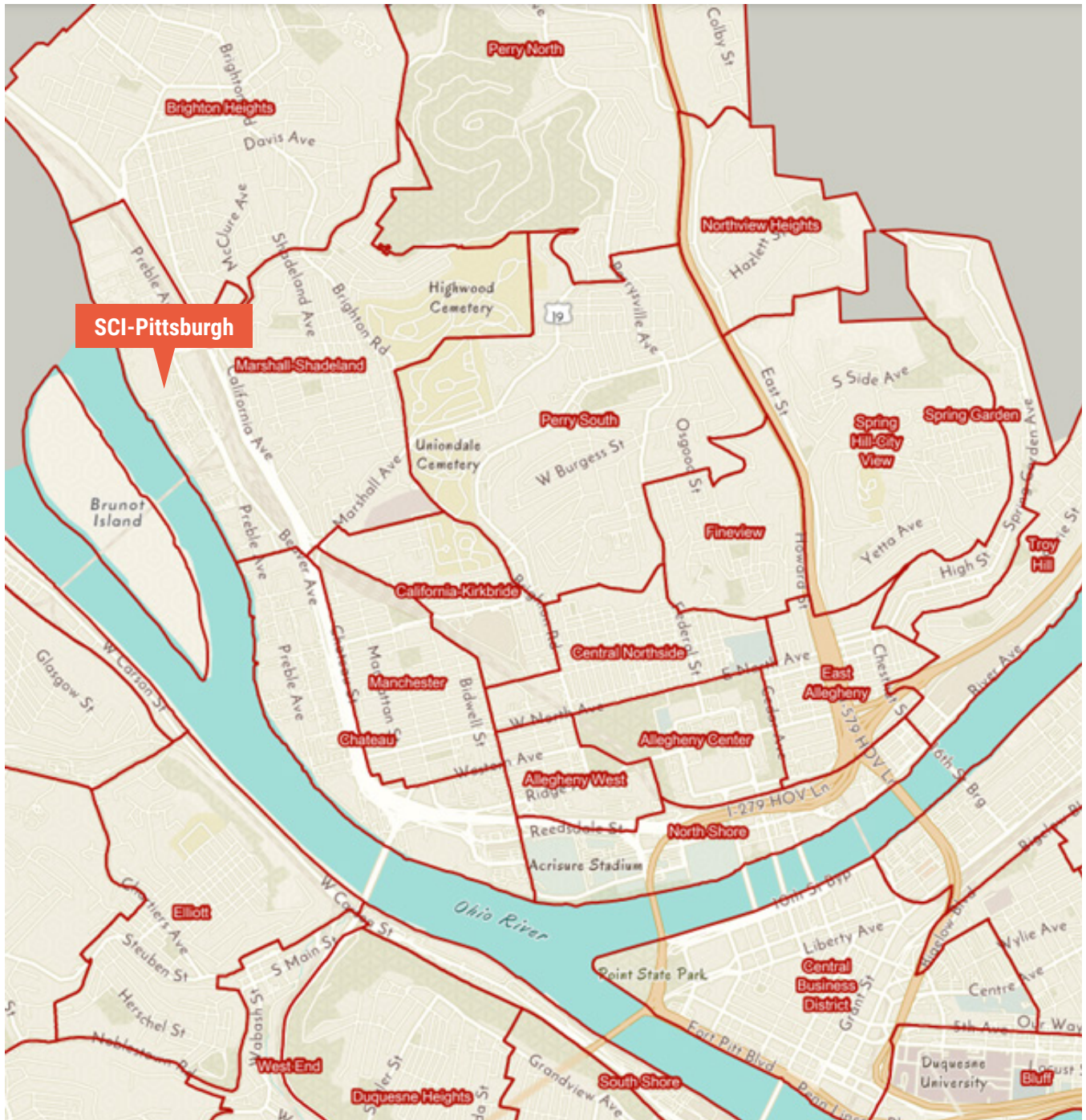
Figure 4 – SCI-Pittsburgh Main Penitentiary Building, Warden's House, and Water Tower



SCI-Pittsburgh, front facade, looking southeast, showing the close proximity to the Ohio River in the foreground and Downtown Pittsburgh in the background (Sources: Charles Rosenblum, PHMC National Register Nomination Form)

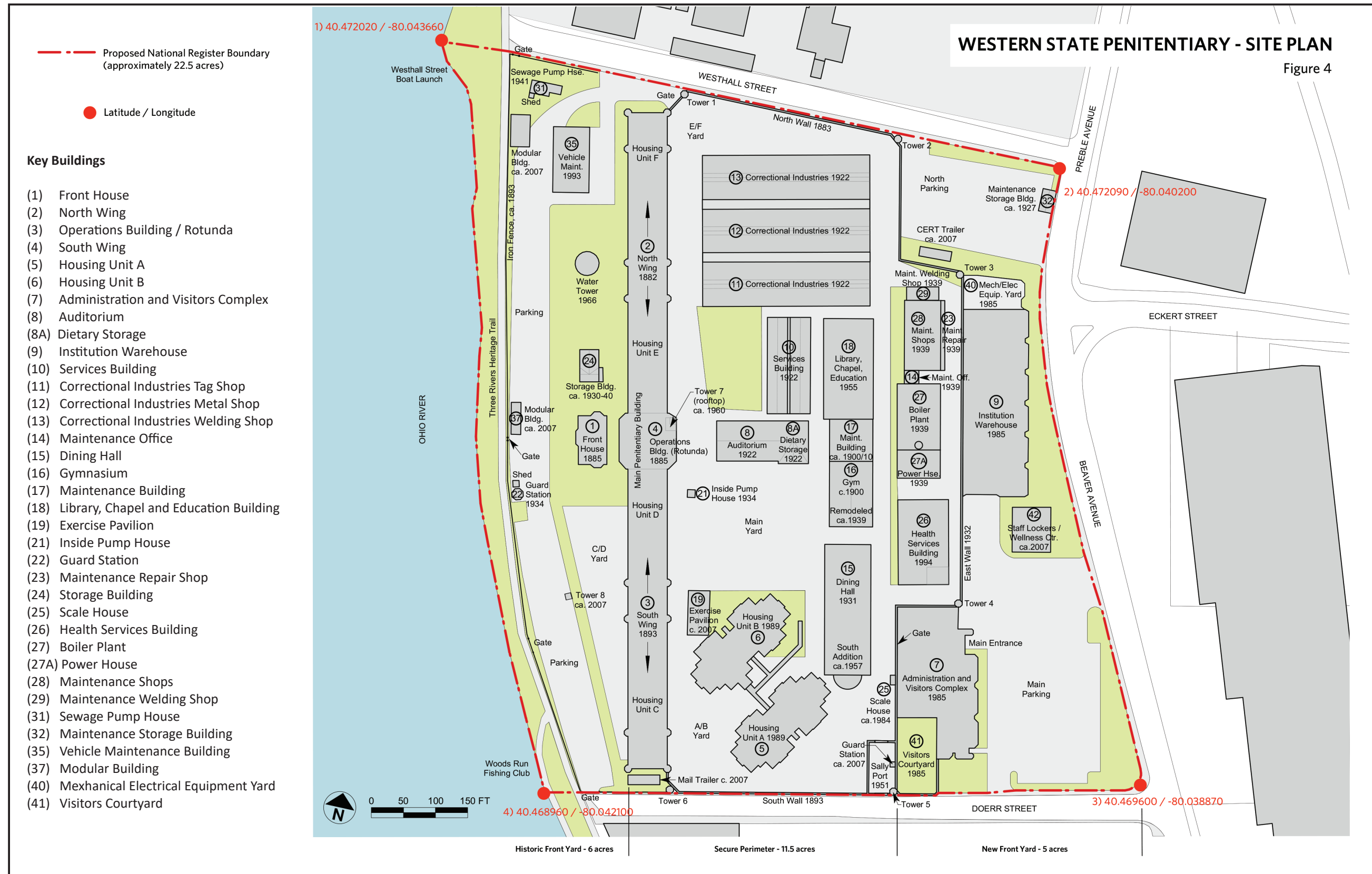
¹ National Register of Historic Places Registration Form, Western State Penitentiary, US Department of the Interior, Submitted May 25, 2018, Prepared by: Jeff Slack AICP, Angelique Bamberg, and Cara Halderman

Figure 5 – Pittsburgh Neighborhoods



Source: City of Pittsburgh, Department of Innovation & Performance, Interactive Maps, 2022

Figure 6 – SCI-Pittsburgh Facility Map



Source: PA Historic and Museum Commission, National Register of Historic Places Registration Form, March 31, 2022.



Michael Baker Site Inspection Photos

Physical Characteristics

The SCI-Pittsburgh property includes prison wards, an auditorium, dining hall, gymnasium, hospital, library, power plant, industrial shops, administrative buildings, former warden's residence, enclosed courtyards, and various support and maintenance buildings. Concrete, asphalt, and grassy access roads, walkways, parking areas, and physical exercise areas are dispersed between the buildings. Storm drains are present in the concrete and asphalt paved areas throughout the subject property.

The secure area of the subject property is contained by the Main Penitentiary Building to the west and an approximately 25-foot-high sandstone block and cast concrete wall to the north, east, and south. The subject property is bound to the north by Westhall Street, followed by industrial and commercial properties; to the south by Doerr Street, followed by industrial and commercial properties; to the east by Beaver Avenue, followed by commercial properties and railroad tracks; and to the west by the Three Rivers Heritage Trail, followed by the Ohio River.

Land Use and Zoning

Land Use

The Marshall-Shadeland neighborhood includes both industrial and residential uses, however, such uses are clearly separated by major surface transportation facilities including a Norfolk Southern rail line and PA Route 65, which according to the Pennsylvania Department of Transportation is functionally classified as a principal arterial highway. Separation is also created by the natural geography of the area, which features a steep slope in parallel with PA Route 65.

The portion of the Marshall-Shadeland neighborhood located southwest of these transportation corridors and at the bottom of the slope is entirely developed with industrial-scale and intensity of uses – including the SCI-Pittsburgh property – while the remaining neighborhood area located northeast of the transportation corridors is predominantly developed with residential neighborhoods, which are predominantly communities of color. **Figure 7** illustrates the SCI-Pittsburgh property location in context to the surrounding land use composition.

Figure 7 – SCI-Pittsburgh and Area Land Development Context



Zoning

As illustrated in **Figure 8**, the entire ~21.7-acre SCI-Pittsburgh property is located within the City of Pittsburgh's Riverfront (RIV) Zoning District.

According to the City Zoning Code, the RIV Zoning District is governed by the following purpose statement:

*The Allegheny, Monongahela, and Ohio Rivers and their riverfronts are valuable cultural and ecological resources of city-wide and regional significance that contribute to the public's economic, environmental, recreational, and aesthetic well-being. The City intends to improve the ecological health of its rivers and riverfronts for the benefit of the public through regulation of development along its riverfronts. Regulation through the Riverfront (RIV) Zoning District will limit potentially detrimental impacts near the riverfronts while allowing for high-quality, sustainable development and preservation of the diverse character of the City's riverfronts. **The RIV Riverfront Zoning District is intended to promote development of the City's riverfronts in a manner that:***

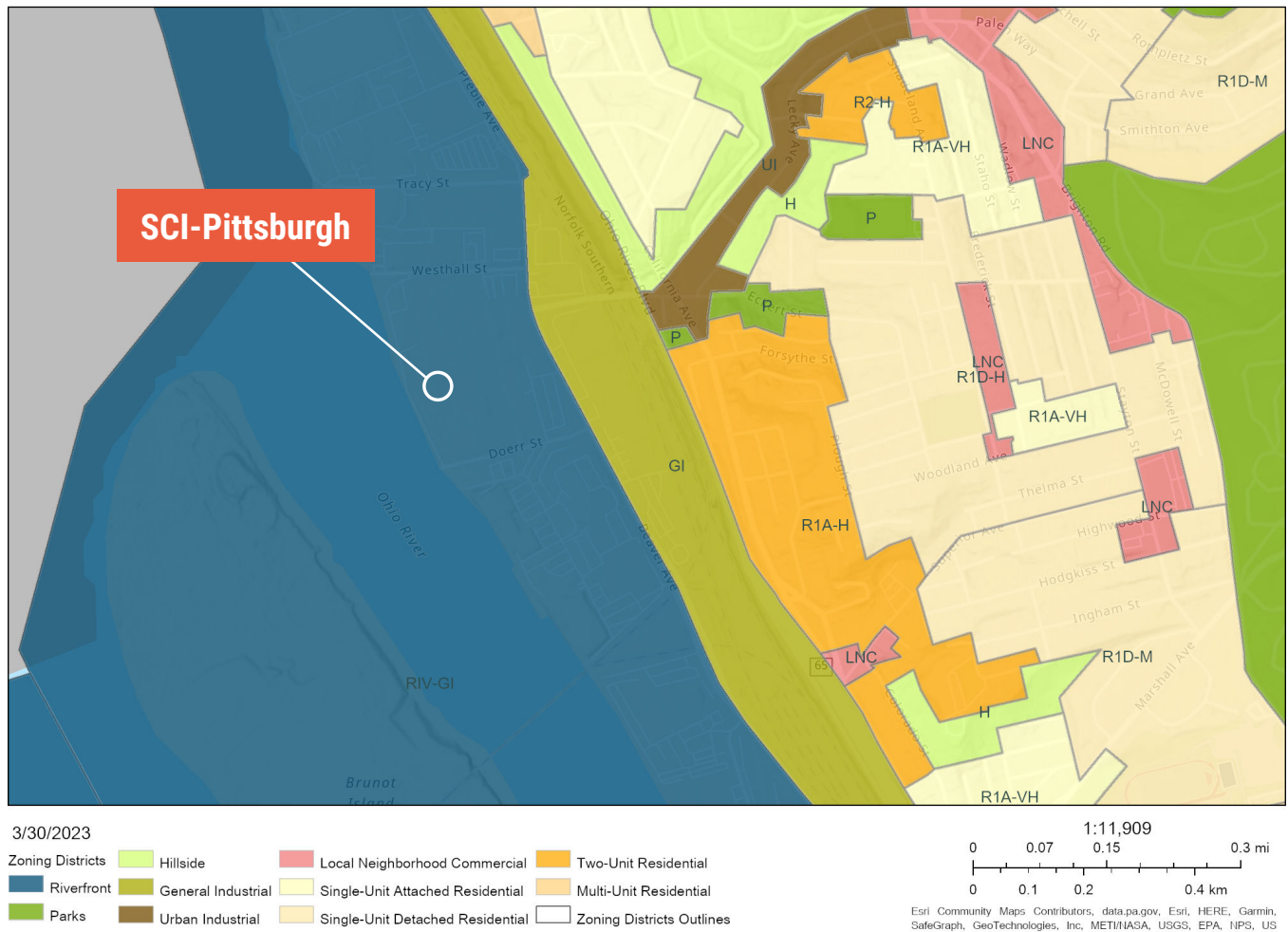
- a. Acknowledges the historic diversity of uses, the varied character, and the economic value of the riverfronts;
- b. Facilitates mixed-use development that physically and functionally integrates with the riverfront and strengthens pedestrian connections to the riverfronts;
- c. Maintains and creates connections between the riverfronts and neighborhoods within the City;
- d. Protects areas of industrial use from encroachment of incompatible uses;
- e. Creates an environment that supports multiple modes of transportation;
- f. Promotes sustainable development;
- g. Improves of the ecological health of the rivers;
- h. Conserves and enhances riverbanks and riverfronts;
- i. Conserves, restores, and enhances native riverbank and aquatic plant life, improves river ecosystem health, and supports biodiversity; and
- j. Improves the scenic qualities and the public's enjoyment of riverfronts by preserving, creating, and enhancing public views and access to the riverfronts.²

The RIV District is divided into five (5) subdistricts that relate to the function, scale, character, and use of different areas along the City's riverfronts. These subdistricts include the RIV General Industrial (RIV-GI), which is the zoning classification for the SCI-Pittsburgh property.

² City of Pittsburgh, Pennsylvania Code of Ordinances. Pittsburgh Zoning Code, § 905.04 RIV, Riverfront Zoning District. Accessed online on October 11, 2022 at https://library.municode.com/pa/pittsburgh/codes/code_of_ordinances?nodeId=PIZOZO_TITNINEZOZO_ARTIIBAZO-DI_CH905SPPUDI_905.04RIRI

According to the City’s Zoning Code, the RIV-GI District is “intended to address a variety of industrial uses. The district accommodates both general industrial uses, as well as heavier industrial uses that may produce external impacts such as smoke, noise, glare, or vibration. Outdoor storage and related outdoor activities may also be included in the operation of such uses. The subdistrict is structured to prevent encroachment of non-industrial uses, accommodate site design elements related to public safety, and maintain compatibility with surrounding uses.”³

Figure 8 – City of Pittsburgh Riverfront - General Industrial (RIV-GI) Zoning



Source: City of Pittsburgh, Department of Innovation & Performance, Interactive Maps, 2022, <https://gis.pittsburghpa.gov/pghzoning/>

³ Pittsburgh Zoning Code, § 905.04.A.2.d.

Site restrictions in the RIV-GI District include the following:



- Buildings must be setback 125 feet from the Project Pool Elevation of the river.
- Buildings must have at least 60% of the façade within 10 feet of the street right-of-way.
- Continuous 10-foot-wide sidewalks must be provided along all street frontages.
- A Visual Access Corridor of at least the same width as the street right-of-way (ROW) must extend from existing perpendicular streets to the river, no structures are permitted in this Corridor. Specific to the SCI-Pittsburgh site, this requirement pertains to Eckert Street. Parking is not specified as either allowed or not allowed in the Visual Access Corridor in the zoning regulations. There are no set back requirements pertaining to the Visual Access Corridor.
- Maximum building length is 500 feet.
- When a building is 500 feet long, any other building on the lot must be separated by at least 30 feet.

Adjacent Uses

As previously illustrated in **Figure 7**, the SCI-Pittsburgh property is bounded by the Ohio River, Allegheny County Sanitary Authority (ALCOSAN), Sherwin-Williams, Duquesne Light Company, and the Norfolk Southern and PA Route 65 transportation corridors.

ALCOSAN maintains approximately 90 miles of interceptor sewers that convey wastewater from municipal sewer systems to ALCOSAN's 59-acre treatment plant located immediately adjacent to SCI-Pittsburgh. The service area extends over 310 square miles and provides wastewater treatment to 83 municipalities, including the City of Pittsburgh.

Duquesne Light Company (DLC) operates its ~21.5-acre Woods Run facility immediately adjacent to the SCI-Pittsburgh property. The Woods Run facility includes operations, engineering, training, and vehicle maintenance. The facility's training center provides training to DLC's skilled craft employees as well as electrical safety awareness training to first responders and other specialized training programs.

One such specialized training program is DLC's Lineworker Prep Program (formerly known as Electrical Distribution Technology Boot Camp). This six-week training program, delivered in partnership with Community College of Allegheny County (CCAC), is designed to help students bolster math and comprehensive reading skills, which are required to pass the Construction and Skilled Trades (CAST) exam, which is the first step in applying for a skilled craft position at DLC.

In addition to the above adjacent land use entities, the Three Rivers Heritage Trail traverses the SCI-Pittsburgh property along the Ohio River (see **Figure 9**). According to the Friends of The Riverfront

non-profit organization, the "...[trail] is an expansive 33 mile urban riverfront trail system along both sides of all three rivers in Pittsburgh and Allegheny County. The trail connects visitors to opportunities for recreation and commuting for both residents and visitors to the region, and allows access to dense urban areas, popular shopping and entertainment districts, and green space."⁴

Figure 9 – Three Rivers Heritage Trail Segment at SCI-Pittsburgh



Source: FriendsoftheRiverfront.org

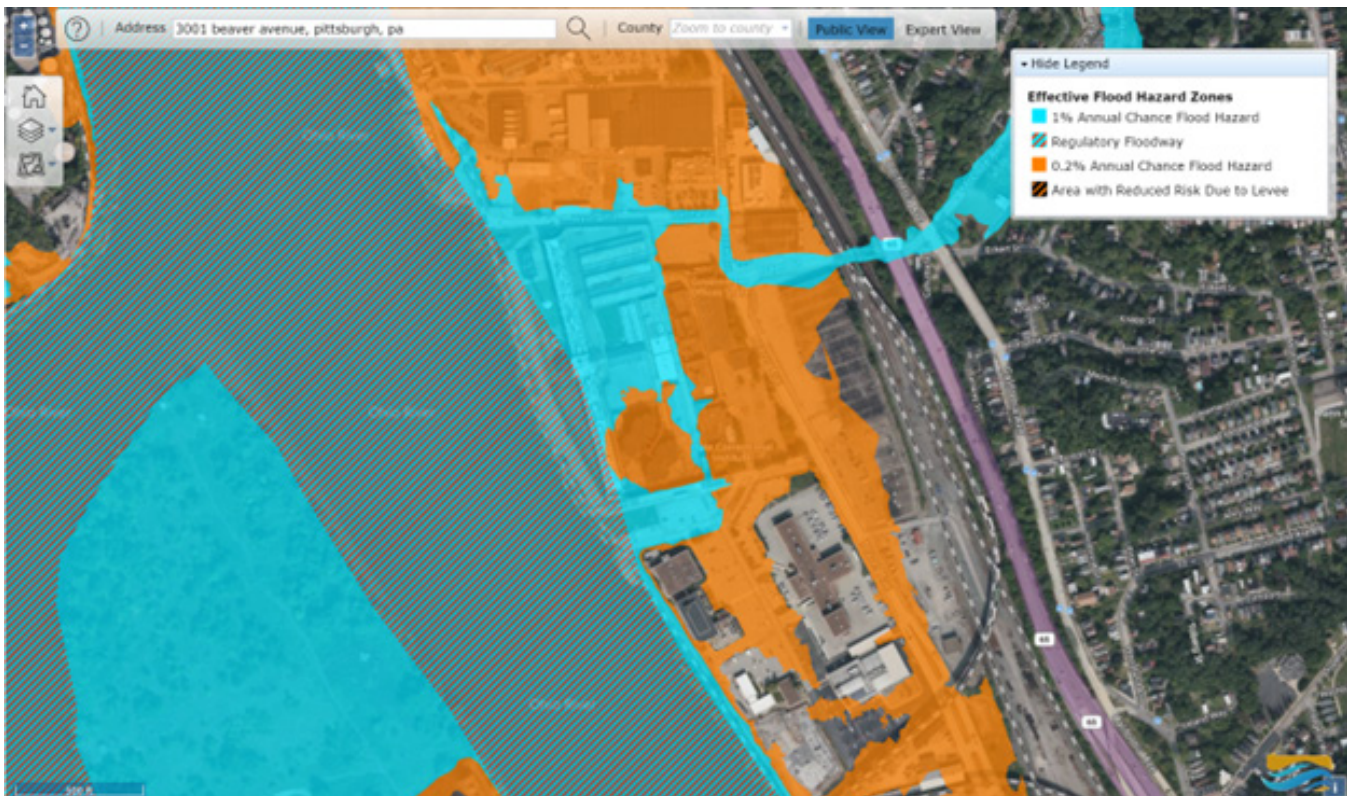
⁴ Friends of the Riverfront. Accessed online on October 11, 2022, at <https://friendsoftheriverfront.org/three-rivers-heritage-trail/>

FEMA Special Flood Hazard Area

As illustrated in **Figure 10**, the SCI-Pittsburgh property lies within the FEMA-designated Special Flood Hazard Area (SFHA) and is therefore subject to the City’s floodplain management regulations specified under § 906.02 Floodplain Overlay (FP-O) District of the City Zoning Code. The purpose of the FP-O District is to reduce the potential for property damage and hazards to life caused by flooding. The regulations are intended to implement and ensure consistency with the Pennsylvania Flood Plain Management Act and the National Flood Insurance Program.

The existing Main Penitentiary Building and prison walls at SCI-Pittsburgh may provide some level of flood protection for the property and their removal may impact the hydraulic and hydrologic properties of the riverfront area. Both FEMA and the U.S. Army Corps of Engineers should be consulted to help determine the building’s current flood protection properties and the impacts should they be removed.

Figure 10 – SCI-Pittsburgh Property Special Flood Hazard Area



Source: PA Flood Risk Tool. <https://pafloodrisk.psu.edu/>

Public Utilities

The SCI-Pittsburgh property is serviced by the public utilities specified in **Table 1**.

Table 1 – Public Utilities Serving SCI-Pittsburgh

PUBLIC UTILITY	PROVIDER
Electric	Duquesne Light Company
Wastewater and Stormwater Collection and Conveyance, Public Water	Pittsburgh Water & Sewer Authority
Wastewater and Stormwater Treatment	Allegheny County Sanitary Authority (ALCOSAN)
Wireless and Fiber Optic Telecommunications	Verizon
	DQE Communications
Natural Gas	Peoples



Electric

Duquesne Light Company is the electric power supplier to an 817 square mile service area Allegheny and Beaver counties. This territory includes the SCI-Pittsburgh property that is located adjacent to Duquesne Light’s Preble Service Center at 2645 Beaver Avenue.

The SCI-Pittsburgh property includes a power substation located in the Correctional Industries area occupied by buildings 11, 12, and 13. As confirmed by Duquesne Light Company, the substation equipment is all Commonwealth owned and operated with the DLC primary service provided at 23kV.



Wastewater and Stormwater

Wastewater and stormwater are collected from the SCI-Pittsburgh property by the Pittsburgh Water & Sewer Authority’s separated system, which separately collects and conveys wastewater and stormwater to the Allegheny County Sanitary Authority (ALCOSAN) 59-acre treatment plant. The SCI-Pittsburgh Sewage Pump House (Building #31 shown in **Figure 6**) is connected to ALCOSAN’s deep tunnel interceptor system near Westhall St. The interceptor will eventually be abandoned as part of ALCOSAN’s Regional Tunnel System project.



Public Water

The SCI-Pittsburgh property has public water provided through the Pittsburgh Water & Sewer Authority.



Wireless and Fiber Optic Telecommunications

Verizon provides 5G Ultra Wideband and 4G LTE / 5G Nationwide wireless broadband on a regional and national scale; the service area of which includes the SCI-Pittsburgh property.

DQE Communications provides fiber optic cable to businesses in the Pittsburgh metro area that includes service to the SCI-Pittsburgh property.



Natural Gas

Peoples provides natural gas service to the SCI-Pittsburgh property.

Utility Removal

For demolition cost estimating purposes, all public utility service connections to the SCI-Pittsburgh property are to be removed back to the nearest connection point at the public street (and/or property line) and capped for future access to the site. Stormwater collection systems are to be removed and infilled with compacted aggregate fill. Underground and overhead electrical service, along with site lighting, will also be removed back to the nearest manhole at the street. All pad and yard mounted electrical equipment will be removed and scrapped. Electrical and other utility equipment and piping that are inside the buildings have been included with the demolition cost estimates provided in **Appendix B**.

The demolition cost estimates provided in **Appendix B** is inclusive of the estimated costs to remove the site utilities back to their nearest connection point at the public street (and/or property line) and capped for future access to the site.

3

Stakeholder Engagement



3 | Stakeholder Engagement

During the months of September – December 2022, more than 22 stakeholder interviews as identified in Table 2 were conducted to better understand the current market, opportunities, and challenges for redevelopment of the SCI-Pittsburgh property. The stakeholder interviews, summaries of which are included in **Appendix C**, helped gather qualitative information to validate and expand on the data findings in this analysis, and to gather additional local knowledge that may not be evident through the baseline data analysis. The stakeholder interviews were conducted through in-person meetings, virtual meetings, and physical tours of the SCI-Pittsburgh property. A follow-up stakeholder workshop was held on June 15, 2023, to review the study findings and receive stakeholder feedback on the findings. In addition, a public outreach effort was conducted from June 12–26, 2023, to obtain public feedback on the proposed reuse alternatives discussed in Section 5 of this study. A total of 690 responses were received and DGS prepared and published a FAQ to address the questions and comments received.

Table 2 – Task 1.7 Stakeholder Meetings

ORGANIZATON	NAME	TITLE	MEETING DATE
Allegheny County Economic Development	Lance Chimka	Director	11/14/2022
Allegheny County Sanitary Authority (ALCOSAN)	Douglas Jackson	Division Director of Operations & Maintenance	12/8/2022
Allegheny County Sanitary Authority (ALCOSAN)	Kim Kennedy PE	Division Director of Engineering	12/8/2022
Allegheny County Sanitary Authority (ALCOSAN)	Michelle Buys	Division Director of Environmental Compliance	12/8/2022
Brightwood Civic Group	Angel Gober	President	11/14/2022
Brightwood Civic Group	Jamie Younger	Board Member	11/14/2022
Brightwood Civic Group	Matt Gatto	Board Member	11/14/2022
City of Pittsburgh	Kyle Chintalapalli	Chief Economic Development Officer	11/14/2022
City of Pittsburgh Planning Department	Stephanie Joy Everett	Neighborhood Planner	11/29/2022
City of Pittsburgh, Mayor's Office	Jake Wheatley	Chief of Staff	10/11/2022 11/14/2022
City of Pittsburgh, Planning Department	Andrew Dash	Deputy Director	11/10/2022
Duquesne Light Company	Leslie Gannon	Counsel	12/8/2022
Duquesne Light Company	Alex Burns	Director, Operations Services	12/8/2022
Duquesne Light Company	Paul Svoboda	Senior Governmental Relations Representative	12/8/2022

ORGANIZATON	NAME	TITLE	MEETING DATE
Duquesne Light Company	Zachary Merritt	Senior Manager, New Development Connections	12/8/2022
Friends of the Riverfront	Kelsey Ripper	Executive Director	11/3/2022
Governor's Action Team	Eric Bitar	Pittsburgh Rep	11/14/2022
PA House of Representatives	Honorable Aerion Abney	State Representative	9/19/2022
PA State Senate	Senator Wayne Fontana	State Senator	9/19/2022
Pittsburgh Film Office	Dawn Keezer	Director	11/11/2022
Pittsburgh Regional Alliance	Mark Thomas	Former President	11/14/2022
Pittsburgh Regional Alliance	Mike Harding	Vice President	11/14/2022
Pittsburgh Regional Alliance	Majestic Lane	Chief Equity Officer	11/14/2022
RiverLife	Gavin White	Director of Planning	11/29/2022
State Historic Preservation Office (SHPO)	Barbara Frederick	Historic Preservation Supervisor	10/21/2022
State Historic Preservation Office (SHPO)	Bill Callahan	Community Preservation Coordinator, Western Region	10/21/2022
State Historic Preservation Office (SHPO)	Emma Diehl	Historic Preservation Manager	10/21/2022
Urban Redevelopment Authority (URA) of Pittsburgh	Susheela Nemani-Stanger	Deputy Executive Director	11/14/2022

A summary of the inputs received from these stakeholder engagements is summarized below.



The City of Pittsburgh needs more “pad ready” sites for industrial and manufacturing businesses. Existing businesses have expansion desires and some utility improvements are desired by current businesses.

- Economic development specialists from multiple agencies noted that there is a demand for more sites for manufacturing and industrial uses.
- Adjacent industrial uses expressed a need to expand their operations and could explore this site for future expansion.
- Research and development to support sustainable transportation is a need within the immediate area including support for the Pittsburgh Regional Transit’s (PRT) electric transit vehicles. There are currently no sites available to support this use.
- The medical marijuana grower across the street from SCI-Pittsburgh needs more electrical power for their operations.
- Site is limited in size so reuse that supports expansion of adjacent businesses has merit.

2

There is a desire to involve the local neighborhood in redevelopment planning for the site to ensure that new uses create local jobs and job training opportunities for residents and reconnect the community to the Ohio River.

- The Marshall-Shadeland Neighborhood Group expressed a strong desire to see the existing property totally demolished to remove its negative incarceration legacy and be replaced with redevelopment that provides job training and employment opportunities for local residents.
- Many groups want to better connect the neighborhood with the river through enhanced bike and pedestrian facilities.
- Residents are ethnically diverse and barriers to work include limited educational attainment, language barriers, and ex-convict challenges.
- Neighboring utility property owners and the film industry identified opportunities to provide job training services for local residents as part of the redevelopment of the SCI-Pittsburgh property.

3

The SCI-Pittsburgh property's location along the river and adjacency to the Three Rivers Heritage Trail provides an opportunity to expand the use of the area for recreational purposes and add connection to the neighborhood's Riverview Park.

- A portion of site is currently used as an unofficial trail head for the Three Rivers Heritage Trail but its need to be better defined and there is a need for more amenities to support recreational users. Amenities such as dedicated parking, kayak access, improved fishing pier, bathrooms, and the like should be supported.
- The Allegheny County Sanitary Authority (ALCOSAN) will be relocating and improving the existing trailhead to accommodate the authority's construction projects that will be conducted during the next several years. The new trailhead will be located on property located on the southern side of SCI-Pittsburgh closer to the City.
- An estimated 97,000 cyclists use the SCI-Pittsburgh riverfront, as part of the unofficial trail head, on an annual basis. This existing usage may support future eateries and events along the trail.
- The trail is used for recreational purposes by the employees of the adjacent business.
- There is a desire to connect the trail from the river to Riverview Park, through the neighborhood.
- The trail is also used to access the downtown for jobs and shopping by local residents who do not have access or have limited access to a car.
- The planned Esplanade mixed use development located in the adjoining Chateau neighborhood approximately 1.5 miles south of the SCI-Pittsburgh property will reinvigate nearly 15 acres of industrial properties along the riverfront and be connected to the SCI-Pittsburgh property via the Three Rivers Heritage Trail.

4

Neighboring businesses with more industrial type of uses such as ALCOSAN and Duquesne Light as well as low visibility from roadways makes retail, residential and office less desirable options for future development of the property.

- Surrounding uses which are industrial combined with a lack of visible access from roadways makes the site not optimal for retail, hospitality, office, and residential uses.
- Road access is sufficient, but the site does not have good rail or river access. The site is not adjacent to the river but rather separated from direct access by the Three Rivers Heritage Trail.
- The current electrical grid would not support any major reuse and would need to be improved.
- Insufficient transportation infrastructure and limited parking availability does not support end uses that would generate high traffic volume or create a high parking need.
- The site is on the National Register of Historic Places which provides an opportunity for preservation of some of the site's assets, either through historic markers or reuse of buildings or materials.
- There are 24 contributing resources identified within the nomination including buildings, structures, and sites. All those identified as contributing could potentially utilize Federal Historic Rehabilitation Tax Credits and State Historic Preservation Tax Credits for preservation and restoration projects.
- Despite the property's historic designation, there is an overwhelming desire by stakeholders to demolish the property to remove its negative legacy as a correctional facility. There was, however, consensus that the 150-year history of the site should be memorialized either through historic markers, repurposing of some of the contributing structures, or reuse of material within the site.
- The site has been used by the filming industry over many years which has brought jobs and investment into the Pittsburgh community. The Main Penitentiary Building is the primary focus for the film industries interest in the site. Utilization of this building could open the opportunity for utilization of historic tax credits for any future developer.
- The deteriorating condition of most the existing buildings present challenges to reuse of all the historic buildings as discussed in Section 2 of this study.

5

The City's Riverfront-General Industrial Zoning Supports the Site's Industrial Reuse, and Job Training Opportunities.

- The Riverfront-General Industrial Zoning promotes the continued use of the property for industrial uses and does not permit residential uses of any type.
- The Marshall-Shadeland neighborhood includes both industrial and residential uses, however, such uses are clearly separated by major surface transportation facilities including a Norfolk Southern rail line and PA Route 65, which is classified as a principal arterial highway.

- The portion of the neighborhood located southwest of these transportation corridors is entirely developed with industrial-scale and intensity of uses – including the SCI-Pittsburgh property – while the remaining neighborhood area located northeast of the transportation corridors is predominantly developed with residential communities of color.
- The entire ~21.7-acre SCI-Pittsburgh property is located within the City of Pittsburgh’s Riverfront-General Industrial (RIV-GI) Zoning District which is intended to address a variety of industrial uses. The zoning district accommodates both general industrial uses, as well as heavier industrial uses that may produce external impacts such as smoke, noise, glare, or vibration. Outdoor storage and related outdoor activities may also be included in the operation of such uses.
- There are provisions with this newer zoning district that requires a 125-foot Riparian Buffer Zone (setback) area for all new development within the RIV-GI zoning district. This is designed to support restoration of the river from decades of overdevelopment and to encourage more access to the water for recreational purposes. Water Dependent or Water Enhanced facilities and landscaping is permitted within the buffer zone.
- There are Performance Points incentives that can be used for development that meet certain criteria. These points can be used to permit increased building height or reduce the riparian buffer set back
- Performance Points can be gained through sustainable and equity enhancements to new development. These enhancements can include things such as energy efficiency upgrade, Low Impact Development designs, local hiring practices and the like.
- The City of Pittsburgh’s Zoning Code regulates off-street parking requirements for both new development and expansion of and changes to existing uses. Given the overall lack of and high demand for available land for development within the project area, any new development of the SCI-Pittsburgh property will be challenged to meet the code’s parking requirements that include, but are not limited to, the following surface parking restrictions per § 905.04.I.2 of the code:
 - » No surface parking shall exceed seventy-five (75) parking spaces on a single zoning lot or group of lots under common ownership.
 - » Any surface parking lot located between a building and the riverfront, including across a street, shall have a maximum of fifteen (15) parking spaces.
- Given these restrictions, new uses for the SCI-Pittsburgh property may indeed need to consider alternative parking methods including the construction of a parking garage and/or contributing to a mobility improvement trust to achieve a reduction to the code’s minimum parking standards.

4

Due Diligence Study Findings



4 | Due Diligence Study Findings

As previously illustrated in **Figure 3**, the project's Phase 1 scope of work required the Michael Baker consultant team to conduct a series of due diligence technical studies (Tasks 1.6.1 - 1.6.5) to inform the overall highest and best use evaluation. The summary findings from these studies are summarized in the following sections and the full reports of each are included appendices to this Land Use Feasibility Study.

Real Estate Market Analysis

A real estate market study (**Appendix D**) was conducted to determine the highest value of the SCI-Pittsburgh property based on its receptivity to land uses that would be supported by the local and regional marketplace. This Land Use Feasibility Study considered land uses that are legally permissible, physically possible, market receptive, and maximally productive.

- **Legally Permissible** – Only those uses that are, or may be, legally permitted are potential highest and best uses. This may exclude uses that are not, and unlikely to become, permitted by zoning, land use planning, uses forbidden by government regulations, and uses prohibited by deed restrictions or covenants.
- **Physically Possible** – Any potential use must be physically possible given the size, shape, topography, and other characteristics of the site (e.g., development cannot occur within environmentally sensitive lands, within a known floodplain, or within a built environment which limits optimum development).
- **Market Receptive** – The proposed use of a property must be able to satisfy an identified unmet demand for some good or service. Further, the market for the unmet demand should be of a sufficient size to warrant undertaking the project risk.
- **Maximally Productive Use** – The use must generate the highest net return (profit) to the Commonwealth (and/or prospective end-user) and the community, and that could hypothetically be developed within the above parameters.

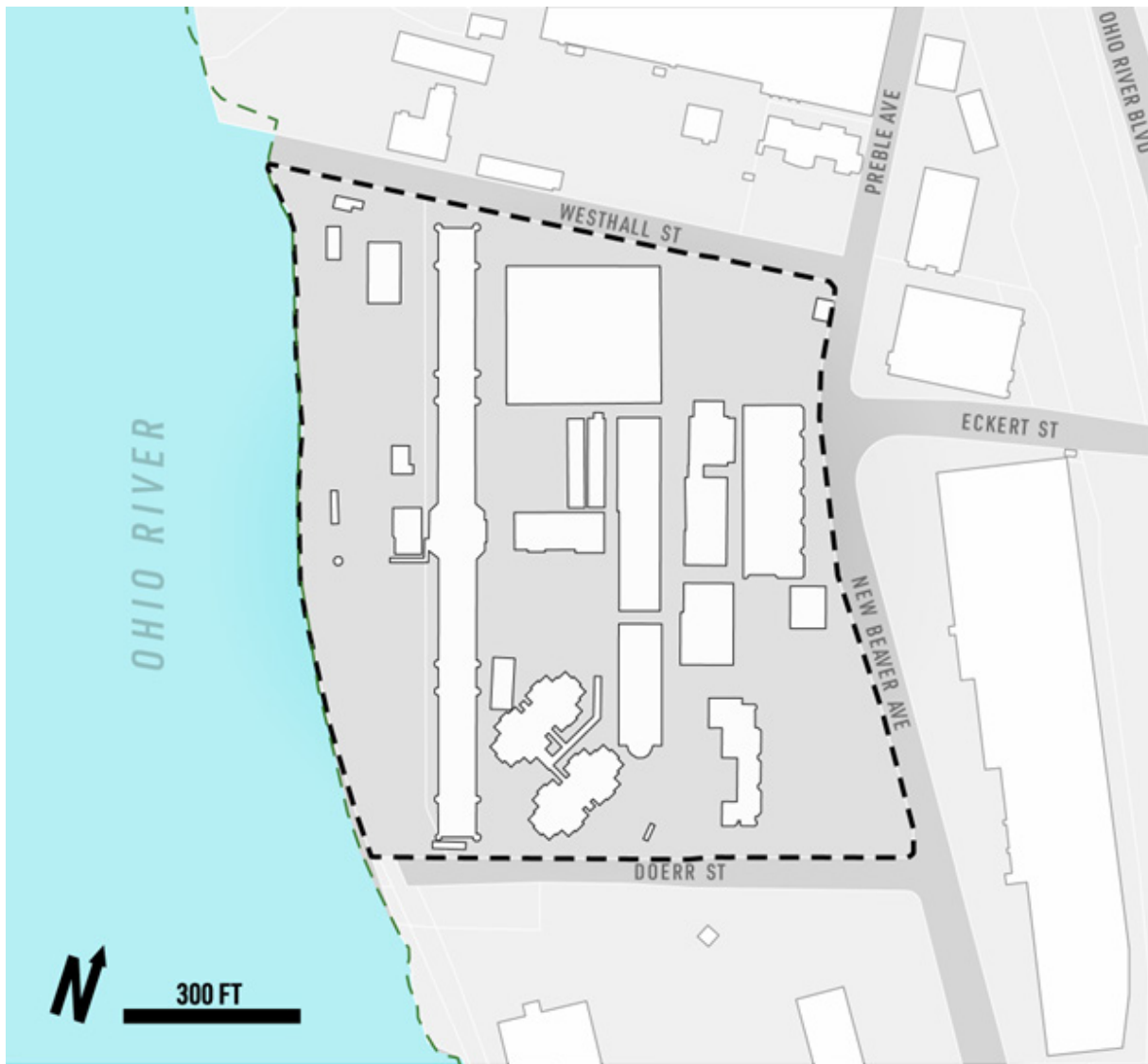
Industrial Reuse

The market analysis approach was used to identify uses that could be captured at the SCI-Pittsburgh property based on end-uses that are potentially viable within the project study area. Based on interview findings and key market indicators, there is market potential for industrial reuse at the SCI-Pittsburgh property. Key market indicators suggest future absorption of new square footage on site to be approximately 100,000 square feet per year in the near term. Furthermore, the property's location within the well-established industrial area in the North Pittsburgh Sub-Market is built out with demolitions outpacing new construction. Stakeholder interviews further suggest there is ample existing market demand for new pad ready sites.

To further evaluate the SCI-Pittsburgh’s property reuse potential, two illustrative concept scenarios plans were developed based on the site’s reuse approach illustrated in **Figure 12** (based on the existing site context as illustrated in **Figure 11**).

As shown in **Figure 12**, the riverfront area – in part impacted by the SFHA regulatory floodway – encompassing ~5.2 acres would be devoted to a public park use to accommodate the RIV-GI District zoning’s riparian setback buffer requirement and preserve the Three Rivers Heritage Trail. This park area also provides an opportunity to provide a new and improved trailhead facility that is currently located at the end of Westhall St. The remaining portion of the site, ~16.5 acres, would be devoted to industrial use as permitted and development thereupon regulated by the City’s RIV-GI District zoning.

Figure 11 – Existing Site Context (~21.7 acres)



Source: Michael Baker International, Inc., 2023

Figure 12 – Proposed Site Reuse Approach (~21.7 acres)



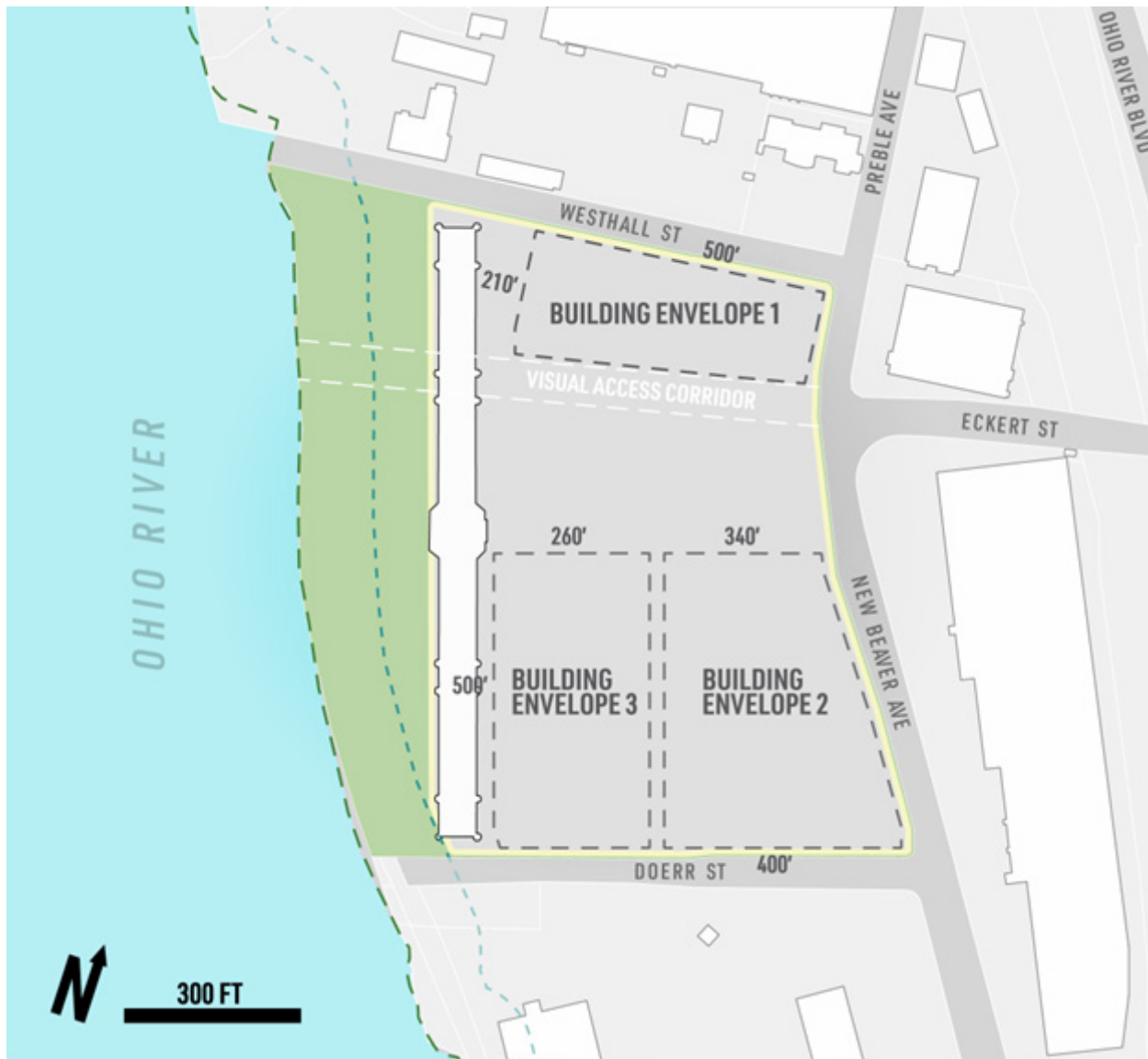
Source: Michael Baker International, Inc., 2023

The RIV-GI District zoning requirements provide limitations on the scale and location of future building development on the SCI-Pittsburgh property. Specifically, the Visual Access Corridor, maximum building length of 500 feet, and 60% of facades needing to be within 10 feet of the street right of way preclude the development of a single large building that would encompass the majority of the site available for development (i.e., assuming the RIV-GI's required riparian buffer setback is reserved for public park use). Rather, maximization of the site would require the construction of multiple, single story industrial buildings with large 40-foot bays rather than multi-story buildings.

Site Development Scenarios A and B, as illustrated in **Figures 13 and 14**, respectively, show the site could potentially yield between ~371,000 sq. ft. – ~411,000 sq. ft. of building envelope area. Scenario

A assumes that all building and infrastructure, except for the Main Penitentiary Building, would be removed through demolition. Under Scenario A, the Main Penitentiary Building would be retained for continued film industry use and related job training opportunities via the buildings former administration space areas. Scenario B assumes that the site's existing 42 buildings and infrastructure would be removed through full demolition. Both scenarios assume 20% (i.e., ~190,000 sq. ft. of the site's total of 945,252 sq ft, ~21.7 acres) of the site would be dedicated for parking, loading, and circulation. Due to the linear alignment of the main penitentiary building, its potential preservation and reuse to accommodate the filming industry would permit a majority of the site to be reused for industrial purposes.

Figure 13 – Proposed Site Reuse Approach – Site Development Scenario A (~371,000 sq. ft.)



Source: Michael Baker International, Inc., 2023

Note: Building footprints are inclusive of parking/loading areas.

Figure 14 – Proposed Site Reuse Approach – Site Development Scenario B (~411,000 sq. ft.)



Source: Michael Baker International, Inc., 2023

Note: Building footprints are inclusive of parking/loading areas.

Other Reuse Considerations



OFFICE SPACE

Office space is not a primary candidate for reuse for the SCI-Pittsburgh property, given the intensity of industrial uses along the riverfront. The local office market, additionally, does not compete well with downtown Pittsburgh and suburban locations, where easier transportation access (multiple routes in/out) and nicer amenities for office employees such as eating establishments are attractive site selection features. However, even those locations are struggling to recover from the COVID-19 pandemic, which has reshaped global work patterns with remote and hybrid work schedules.

The SCI-Pittsburgh property is located in the I-279/I-79 Northwest Office Submarket in Pittsburgh. It is a mid-sized submarket that contains 2.7M SF of office space. The vacancy rate has been essentially unchanged over the past year, but at 10.9%, the rate is well above the long-term average as of the fourth quarter of 2022. Over the past five years, the submarket has posted negative net absorption of -11,000 SF per year on average. Rents edged up by 0.5% over the past year, however, trails the area's average annual growth rate of 1.4% over the past decade.

According to CoStar, the Pittsburgh metro's overall office market is also on "shaky ground". Net absorption has been negative over the past 12 months at -876,000 SF. Demand will likely remain in the red over the near-term following announcements from companies like ATI which are relocating their headquarters outside of Pittsburgh. The Northwest Office Submarket's poor performance will likely preclude office as a feasibility reuse of the SCI-Pittsburgh property.



INDOOR SPORTS COMPLEX

Stakeholder interviews indicated the City of Pittsburgh may have an unmet market demand for a large indoor sports complex. This market analysis did not evaluate the market demand for sports facilities in the city; however, the market analysis did evaluate, at a high level, if the SCI-Pittsburgh property would be physically suited for an indoor recreational facility. According to a study by the City of Virginia Beach, indoor sports facilities in the Mid-Atlantic region host 25-40 weekend tournaments each year with up to 200,000 annual visitors. With the influx of visitors, a facility can generate up to 15,000 hotel nights per year.

Site selection criteria for indoor sports facilities includes ease of access, proximity to and variety of nearby restaurants and hotels to support visitors, analysis of age demographics in an area for the customer base, parking, and safety of the surrounding neighborhood. The proximity to and variety of nearby eating establishments and hotels is a site selection constraint for the SCI-Pittsburgh property. As the entire area is zoned for industrial use and built out, there is limited potential for an indoor sports complex to draw restaurant and hotel uses in nearby proximity. The presence of industrial neighbors would also be deterrent to this type of use, which is typically geared towards family friendly areas with many amenities. Poor site access and limited parking availability would also cause the property to score very low in site selection among developers of sports complexes.

The size of the SCI-Pittsburgh property could accommodate an indoor sports use. Based on research, these types of facilities can range from 50,000 to 250,000 square feet in size. Spooky Nook in Lancaster County, Pennsylvania has 700,000 square feet of space, Grand Park Sports Campus in Westfield, Indiana features 377,000 square feet, and a newly proposed facility in York, PA will be 250,000 square feet. However, site selection criteria make this type of end use less likely than an industrial use given the requirements to accommodate off-street parking and the lack of nearby hospitality amenities that many of the cited examples have in their immediate vicinity. Furthermore, "Recreation and Entertainment" (both Indoor and Outdoor) are not permitted in the RIV-GI zoning district.



PITTSBURGH FILM INDUSTRY

The SCI-Pittsburgh property has been a magnet to the television and film industry for several years. According to the Pittsburgh Film Office, there have been six major productions filmed at this site. These include Season 2 of *Mindhunter*, *Escape from Dannemora*, Season 2 of *Mayor of Kingstown*, Season 2 of *The Outsiders*, *American Rust*, and *Prison Girl*. Season 3 of *Mayor of Kingstown* is scheduled to begin production at the site in the near future. These productions have contributed a significant investment into the site including \$500,000 into improving the Main Penitentiary Building Cell Block F and other buildings to assist with filming and crew safety enhancements.

According to the Pittsburgh Film Office, the site is unique and draws interest from production companies such as Paramount – producer of *Mayor of Kingstown* and other notable screen productions – due to the Main Penitentiary Building and its iconic design and historic character. The Film Office notes that the size and historic design of the cell block along with the historic stone prison walls and guard shacks are irreplaceable features that are sought out by the film industry. The Film Office noted that if this building were to be demolished, the next closest site that would accommodate a production with a prison setting is Moundsville, WV.

PITTSBURGH FILM WORKS is a workforce training program made possible from the generous support from the Pittsburgh Film Office, the Richard King Mellon Foundation, Commonwealth of Pennsylvania, Pennsylvania Department of Community and Economic Development, and the Allegheny County Gaming Economic Development Tourism Fund program.

I.A.T.S.E. STUDIO MECHANICS TRAINING, LOCAL 489

The Studio Mechanics Training is a training partnership with I.A.T.S.E Local 489 to prepare early-career professionals for successful union careers in the Grip Department in film and television production. This paid intensive training is taught by union members with essential work readiness skills provided by Reel Works staff. Graduates will qualify for placement on the permit list for local union productions, thanks to the IATSE Local 489.



Photos by Krystle Grandy of KGrandy Media Co

Source: <https://www.pghfilm.org/for-crew-and-talent/pittsburgh-film-works/>

In conjunction with the iconic design of the building, filming companies also leverage the Film Tax Credits that are offered through the Film Production Tax Credit Program (FPTC) administered by the Pennsylvania Department of Community and Economic Development. The FPTC program was established in Pennsylvania in 2007 and provides a maximum of 25% base credit, plus an additional 5% tax credit for productions that meet the minimum state filming requirements at a Qualified Production Facility. As shown in **Table 3**, the most recent and available annual report by the PA DCED the Tax Credit program has supported a total of 509 productions throughout the State which has leveraged over \$3 billion in qualified production spending from 2007 through 2020.⁵ The FPTC Program is funded for \$100 million for the next 3 years.

Table 3 – Tax Credits Approved/Awarded by Type of Film Production, FY 2007-08 through FY 2019-20

Production Type	Total Number of Productions	Total Dollar Amount of Film Tax Credits Approved/Awarded	Average (Mean) Amount of Film Tax Credits Approved/Awarded	Median Amount of Film Tax Credits Approved/Awarded	Qualified Production Spending in Pennsylvania
Commercials	43	\$1,468,761	\$34,157	\$18,950	\$6,220,352
Documentaries	31	\$4,800,341	\$154,850	\$120,550	\$20,435,488
Feature Films	155	\$443,979,428	\$2,864,383	\$291,647	\$1,714,132,632
TV Productions	275	\$367,383,328	\$1,335,939	\$232,516	\$1,523,162,837
Other	5	\$334,294	\$66,859	\$71,713	\$1,625,067
Total/Average	509	\$817,966,153	\$1,506,370	\$193,708	\$3,265,576,375

Includes data on productions approved for tax credits in FY 2019-20 and conditional approval for additional tax credits from future year allocations under the assumption the program will continue and these projects will be completed since production has already begun. Also included are the three productions that were approved for reissued tax credits from prior year allocations.

Source: PA DCED Report to the General Assembly

The Pittsburgh Film Office provided information specific to the Southwestern region of Pennsylvania which includes the City of Pittsburgh. The following outline the impact of the filming industry for SW Pennsylvania.

- In 2021, 11 projects and an estimated **\$330 million** in economic development was generated within the region.
- For every \$1 invested in the Pittsburgh Film Office, **more than \$218** in new spending has occurred from major films and television shows.
- **More than 200** feature films and TV productions have been shot in the SW PA regional since 1990.

The Pittsburgh Film Office noted that they develop workforce training programs to meet the unique needs of the film industry in the Pittsburgh area. All these programs help residents build their skill set for jobs with the production companies. To date they have held trainings for set construction, electricians, and grips. They are now developing training specifically for hair and makeup artists who specialize in working with people of color for upcoming movies being produced by Denzel Washington. Jobs within the local film industry are within unionized trades, are high paying, and provide health and retirement benefits.

⁵ Report to the General Assembly, Film Production Tax Credit Program, FY 2019-2020, PA DCED

Phase I Environmental Site Assessment

As part of the DGS-commissioned Land Use Feasibility Study, Rhea Engineers & Consultants, Inc. (Rhea) – a WBE/SB subconsultant to Michael Baker – completed a Phase I Environmental Site Assessment (ESA) for the SCI-Pittsburgh property (see **Appendix E**) in September 2022. The objective of a Phase I ESA is to identify Recognized Environmental Conditions (RECs), historical RECs (HRECs), controlled RECs (CRECs), and business environmental risks (BERs) from on-site sources as well as to identify potential RECs from off-site sources that may adversely affect the determination of the highest and best use of the subject property. Rhea’s Phase I incorporated the findings of a previous Phase I ESA conducted in 2017 and a follow on Phase II ESA conducted by Rhea in 2019. Those previous ESAs were not conducted as part of this Land Use Study. Based on Rhea’s historical and environmental records review, review of previous environmental studies, interviews, and visual observations made during the site reconnaissance, no CRECs were identified in connection with the subject property; however, four RECs, one HREC, two BERs, and six de minimis conditions were identified, which are discussed below.

The Phase I ESA identified the following four RECs on the subject property:

- The subject property has been used as a correctional facility since 1878 along with various support facilities, including hospitals, dining facilities, power plants, laundry facilities, industrial manufacturing facilities, and machine shops, among others. Operations at these facilities likely included the use of **hazardous substances**. As a result, the historic site use is considered a REC.
- Historic adjoining and surrounding property use is considered a REC due to the former presence of **aboveground storage tanks (ASTs) containing solvents and electroplating operations** to the north and south of the subject property, respectively, which have the potential to adversely impact the subject property.
- According to Rhea’s previous Final Phase II ESA (Rhea, 2019) for the subject property, **lead and manganese (soil) and tetrachloroethylene (PCE), arsenic, iron, and manganese (groundwater) concentrations** were present above the applicable Pennsylvania Department of Environmental Protection (PADEP) Land Recycling Program Statewide Health Standards Act 2 of 1995 (Act 2 Land Recycling Program) for a non-residential, used aquifer. Lead and manganese were detected in soils above the applicable Act 2 standard at four locations. PCE was detected in groundwater above the applicable Act 2 standard in one location while metals were detected above Act 2 standards in all eight sample locations. The known soil and groundwater concentrations above applicable Act 2 standards on the subject property is considered a REC.
- A **large coal storage area** was observed along the eastern exterior of Buildings 27 and 27A. The coal is no longer used and has likely been in this location since at least 2005, when the SCI-Pittsburgh power plant was converted from coal to natural gas. Leachate emanating from coal storage areas can impact soil and groundwater; therefore, the coal storage area is considered a REC.

The subject property is listed in the leaking underground storage tank (LUST) database for a release that occurred in November 1997. The LUST case has a “Cleanup Completed” status as of October 19, 2011, indicating that it has been addressed to the satisfaction of the applicable regulatory authority (PADEP). Because the LUST case has been addressed to the satisfaction of the PADEP without subjecting the property to any required controls, as evidenced by the lack of Activity and Use Limitations (AULs), it is considered a HREC.

Based on Rhea's historical and environmental records review, interviews, and visual observations made during the site reconnaissance, the following two BERs were identified on the subject property:

- Based on a review of the available supplemental physical setting resources, the subject property is located in the **100-year and 500-year floodplain**. The location of the subject property within the 100-year and 500-year floodplain is considered a BER as the presence of the floodplains may require additional development and building costs.
- Rhea observed one **2,500-gallon diesel underground storage tank (UST)**, one **6,000-gallon gasoline UST**, and one **8,000-gallon diesel UST** on the subject property. The USTs are set to be closed and removed in November 2022. The USTs are considered a BER as any potential contamination discovered during the removal of the tanks could lead to additional investigation and/or cleanup costs.

Based on Rhea's historical and environmental records review, interviews, and visual observations made during the site reconnaissance, six de minimis conditions were identified on the subject property. The de minimis conditions identified are related to drums of materials, furniture, equipment, machinery, etc., that are present in various buildings across the subject property. The specific de minimis conditions are identified in the Rhea Phase I ESA and would have to be mitigated prior to building demolition and property conveyance.

Based on the findings of the Phase I ESA, a Phase II ESA was commissioned for the site. The findings of the Phase II ESA are summarized below.

Finally, relevant services beyond the scope of American Society for Testing and Materials (ASTM) Standard E1527-13 such as asbestos containing materials (ACM), lead-based paint (LBP), radon, and mold were not evaluated by Rhea as part of this Phase I ESA. Michael Baker and Rhea conducted an ACM and Hazardous Materials survey of the buildings on the subject property as part of a separate project task. The findings of that survey are discussed below.

Phase II Environmental Site Assessment

Rhea completed a Phase II Environmental Site Assessment (ESA) at the SCI-Pittsburgh facility located at 3001 Beaver Avenue in Pittsburgh, Pennsylvania (PA) in support of potential future development activities (see **Appendix F**). The subject property currently contains the vacant SCI-Pittsburgh facility, which contains approximately 43 structures and comprises 17 parcels across approximately 21.7 acres along the eastern bank of the Ohio River, northwest of downtown Pittsburgh.

This Phase II ESA was performed in accordance with ASTM E1903-19 for the Pennsylvania Department of General Services (PADGS) to support the determination of the highest and best use of the subject property. Between January 11 and January 16, 2023, Rhea conducted a subsurface investigation which included the advancement of 12 soil borings (SB-01 through SB-12) and 12 temporary monitoring wells (MW-01 through MW-12).

Soil Media



Two soil samples were collected at each soil boring location and analyzed for volatile organic compounds (VOCs), Target Analyte List (TAL) metals, trivalent chromium, and hexavalent chromium. One soil sample (SB-11-0-2) contained manganese (2,850 micrograms per liter [$\mu\text{g}/\text{L}$]) at a concentration above the Act 2 Land Recycling Program's Non-Residential Statewide Health Standard (2,000 $\mu\text{g}/\text{L}$). The presence of manganese is likely a result of natural processes as manganese is naturally occurring in rock and soil. The remaining soil samples collected during the subsurface investigation did not contain metals, including trivalent or hexavalent chromium, above their respective Act 2 standards. Additionally, none of the soil samples collected during the subsurface investigation contained VOCs above their respective Act 2 standard.

Groundwater Media



Groundwater samples were collected from 12 temporary monitoring wells and analyzed for VOCs, TAL metals, trivalent chromium, and hexavalent chromium.

Laboratory results indicate five VOCs (cis-1,2-dichloroethene [DCE], methyl acetate, tetrachloroethene [PCE], toluene, and trichloroethene [TCE]) were detected in groundwater. PCE was detected in seven wells (MW-01, -02, -03, -04, -05, -06, and -07), and exceeded the applicable Act 2 standard (5 $\mu\text{g}/\text{L}$) in wells MW-04 (63.7 $\mu\text{g}/\text{L}$), -05 (26.3 $\mu\text{g}/\text{L}$), and -06 (21 $\mu\text{g}/\text{L}$) located in the central portion of the subject property and well MW-03 (207 $\mu\text{g}/\text{L}$) located in the north/northeastern portion of the subject property. PCE impacts are often associated with dry-cleaning and metal degreasing activities, both of which have been documented at the subject property. PCE daughter products cis-1, 2-DCE (26.3 $\mu\text{g}/\text{L}$) and TCE (10.9 $\mu\text{g}/\text{L}$) were detected in well MW-03, with TCE exceeding the applicable Act 2 standard (5 $\mu\text{g}/\text{L}$). Methyl acetate, toluene, and TCE were detected at other wells throughout the site, but at concentrations below their respective Act 2 standards.

Three metals (arsenic, iron, and manganese) were detected in groundwater samples at concentrations above their respective Act 2 standards. Arsenic exceeded the applicable Act 2 standard (10 $\mu\text{g}/\text{L}$) in MW-10 (39 $\mu\text{g}/\text{L}$) and MW-11 (13 $\mu\text{g}/\text{L}$), located in the western portion of the subject property. Iron and manganese concentrations exceeded the applicable Act 2 standard in four and six locations, respectively. The presence of arsenic in the groundwater may be related to naturally occurring conditions or may be related to the historic use of the coal fired power plant at the subject property as arsenic is a by-product of coal ash. Manganese and iron are naturally occurring in groundwater and concentrations may not be indicative of environmental contamination. No other metals, including trivalent and hexavalent chromium, were detected above Act 2 standards in the groundwater samples collected during the subsurface investigation.

Indoor Air Quality



The concentration of PCE in groundwater at MW-03, MW-04, MW-05, and MW-06, and TCE in groundwater at MW-03, exceeds the Medium Specific Concentrations (MSCgw) for Regulated Substances in Groundwater under the Act 2 standard of 5 $\mu\text{g}/\text{L}$ for both constituents. Since the groundwater concentration of PCE and TCE is greater than the MSCgw, there is potential for vapor intrusion into buildings on the subject property.

Surface Water



Given the levels of groundwater contamination, Rhea recommended that potential migration of the contamination towards and into the Ohio River be evaluated. Typically, groundwater tends to flow towards a receiving surface water body, such as the Ohio River. To date, VOC contamination has not been detected in monitoring wells located in proximity to the river. It is believed that the foundation and structure of the Main Penitentiary Building may be acting as a barrier to groundwater flow towards the river, much as it acts a flood wall from the river to the site. A Supplemental Investigation was authorized by DGS to confirm groundwater to surface water potential impacts. ***Soil disturbance at the site including demolition of the Main Penitentiary Building, could change the groundwater flow towards the river and potential contamination migration toward the river could become a concern.***

Phase II ESA Recommendations

Due to the level of manganese above the Act 2 standard for soil at SB-11, Rhea recommends that a Health and Safety Plan (HASP) and a Soil Management Plan (SMP) be prepared in order to develop procedures to limit potential exposure to impacted soil during future earth-disturbing site preparation and construction activities. ***No additional actions or investigations are recommended at this time for site soils.***

The HASP should include appropriate health and safety procedures for site workers working within potentially impacted areas. The HASP should also provide procedures to avoid exposure to subsurface contamination. If potentially contaminated soils are planned to be transported, disposed of, or otherwise remediated, the site must abide by the provisions set forth in the PADEP Residual Waste Management regulations (25 Pa. Code Chapters 287 to 299).

The purpose of the SMP is to protect human health and the environment during the handling and/or excavation of soil as part of the redevelopment of the subject property. The SMP shall detail procedures to be followed to ensure that manganese in the soil is managed at the subject property to limit exposure to workers and other receptors during earth-disturbing activities. The SMP would also address proper handling, stockpiling and disposal of any soils in proposed construction areas, maintenance of subject property grades, site surface water drainage/management and documentation.

Previous industrial activities have likely impacted groundwater on the subject property. Furthermore, screening of VOC groundwater data indicates potential for vapor intrusion in any buildings located on the subject property. ***To address the groundwater (VOCs and metals) and potential indoor air quality (IAQ) impacts (VOCs), Rhea recommends:***

- Additional groundwater samples be collected and analyzed from areas surrounding MW-03 to confirm the presence of PCE and TCE, further delineate the contamination plume, and to potentially identify its source.
- Evaluation of the vapor intrusion pathway may be warranted in the future for any existing buildings that are not planned for demolition. A conservative evaluation of the vapor intrusion pathway be conducted to predict possible concerns with vapor intrusion into remaining or new buildings.
- Future site development plans will likely need to incorporate both Institutional (deed restrictions

on groundwater use) and Engineering Controls (i.e., active or passive vapor mitigation systems) to mitigate impacts from groundwater contamination.

Supplemental Phase II Sampling

Rhea was contracted by DGS (the User) through Michael Baker to perform supplemental Phase II Environmental Site Assessment (ESA) sampling activities associated with the Phase II ESA completed in January 2023 at SCI-Pittsburgh. The Phase II ESA recommended additional samples be collected to confirm the presence of groundwater contamination, further delineate the contamination plume, and to potentially identify its source and to provide a conservative prediction of potential vapor intrusion concerns into onsite buildings. Additionally, groundwater elevation data was collected as part of this supplemental investigation in order to develop a groundwater potentiometric map of the subject property. A summary of the findings of the Supplemental Investigation is provided below. The Rhea technical memorandum providing full details of the supplemental investigation is provided as **Appendix G** of this Feasibility Study.

The results of this supplemental subsurface investigation confirmed the presence of PCE groundwater contamination, further delineated the contamination plume, and confirmed that previous industrial activities as a correctional facility (primarily laundry, including drycleaning, facilities) have likely impacted groundwater on the subject property. The groundwater would not be suitable for use in its current condition; however, the subject property is served by a public water supply and there is no use of raw groundwater at the site. Furthermore, screening of VOC groundwater data indicates potential for vapor intrusion in any buildings located on the subject property.

To address the groundwater (VOCs and metals) and potential IAQ impacts (VOCs) identified in this supplemental investigation and the January 2023 Phase II ESA, Rhea recommends:

- + Deed restrictions be implemented at the subject property to prohibit the use of groundwater;
- + Evaluation of the vapor intrusion pathway be conducted for select existing buildings (i.e., Buildings 2, 3, 4, 10, 11, 12, 13, and 18) that are not planned for demolition (Figure 2); and
- + Engineering controls (i.e., active or passive vapor mitigation systems) be incorporated into any future building designs to address the potential for vapor intrusion.

Additionally, the groundwater potentiometric map for the subject property indicates that the likely presence of fill material and building foundations may be creating preferential pathways and altering groundwater flow patterns in a direction away from the Ohio River. In essence, existing foundations are likely preventing groundwater contamination from reaching the Ohio River.

To address the effect of fill material and building foundations on the groundwater flow patterns and the contamination plume at the subject property, Rhea recommends:

- + Should re-grading or the demolition of buildings occur as part of future redevelopment activities, building foundations, particularly for Buildings 2, 3, and 4 and the prison wall, be left in place as their removal may alter the current groundwater flow patterns.

Existing environmental conditions at the site, namely PCE and TCE groundwater contamination, present an environmental liability to current and future property owners. It is recommended that the site be entered into the Act 2 Land Recycling Program to attain an appropriate cleanup standard and receive a Relief of Liability from PADEP. Once attained, the Relief of Liability remains with the property and transfers to future property owners.

Hazardous Materials Surveys

Michael Baker and Rhea performed an environmental and hazardous material survey of the 43 structures at the SCI-Pittsburgh property. Environmental inspections were conducted throughout each building structure located at the subject property. The resulting Hazardous Materials Survey report, which is included in **Appendix H** to this study, documents the surveys of each structure by a certified inspector for:

- Asbestos-containing materials (ACM)
- Suspected lead-containing paint (LCP)
- Other potentially hazardous materials and/or Universal Wastes (UW)

The survey was conducted from November 15, 2022 – December 7, 2022, by Rhea and MBI personnel. Laboratory analysis of the bulk material (for asbestos) was completed by EMSL Analytical, Inc. (EMSL) of Westmont, New Jersey. A summary of the findings of the Hazardous Materials Survey is provided below.

Regulatory Background

The United States Environmental Protection Agency (USEPA) and Commonwealth of Pennsylvania define ACM as any material that contains greater than one percent asbestos. Title 40 of the Code of Federal Regulations (CFR), Part 61 (40 CFR 61), Subpart M (USEPA National Emission Standards for Hazardous Air Pollutants [NESHAP]) requires that an asbestos inspection be conducted prior to renovation/demolition activities. The Commonwealth of Pennsylvania also requires that asbestos inspections be conducted prior to renovation/demolition activities.

The Occupational Safety and Health Administration (OSHA) Lead Standard (29 CFR 1926.62) is applicable where paints that contain any amount of lead will be disturbed. OSHA considers all paint (since all paint has some level of lead within it) as LCP. Thus, all of the paint within the 43 structures surveyed at SCI-Pittsburgh is considered LCP.

Summary of Findings and Recommendations

The purpose of this environmental study was to identify hazardous materials prior to the determination of the highest and best use of multiple structures at the subject property so that proper procedures can be utilized to prevent potential hazards during future site development activities. It is assumed that all hazardous materials identified in this survey must be removed prior to future site development activities.

Table 4 summarizes the ACM, LCP, and other hazardous materials identified within each SCI-Pittsburgh property building structure. The term “other hazards” refers to light bulbs and fixtures, thermostats, exit signs, smoke detectors, mold, and air conditioning units that may contain hazardous materials requiring various controls for proper handling or disposal. It should be noted that an abandoned tunnel system is located throughout the subject property. Rhea and Michael Baker personnel were not granted access to these tunnels due to health and safety concerns related to their dilapidated condition. As a conservative approach, it should be assumed that ACM, LCP, and other hazard concerns are present within these areas.

Asbestos Containing Materials (ACM)

ACM was identified in 17 structures throughout the subject property and a total of 235 homogeneous suspect materials were identified, sampled, and submitted for analysis by EMSL. Thirty of the suspected materials were confirmed to be ACM by laboratory analysis and seven were assumed to be ACM due to previous documentation and labeling. All identified ACM should be properly handled when removed and disposed of according to federal, state, and local regulations. The development of hazardous material abatement drawings and specifications would be warranted for the safe removal of the positively identified and presumed ACM.

It is also important to note that the “positive stop approach” was requested and implemented during this project. Using this approach, when laboratory identifies a material as asbestos-containing, all other samples of the same material are not analyzed, under the assumption that those materials are also asbestos-containing.

Table 4 – Summary of Hazardous Materials Survey by SCI-Pittsburgh Facility Building

Building Number	ACM Concern	LCP Concern	Other Hazard Concerns
1	Yes	Yes	Yes
2	No	Yes	Yes
3	No	Yes	Yes
4	Yes	Yes	Yes
5	No	Yes	Yes
6	No	Yes	Yes
7	No	Yes	Yes
8	Yes	Yes	Yes
8A	Yes	Yes	Yes
9	No	Yes	Yes
10	Yes	Yes	Yes
11	Yes	Yes	Yes
12	Yes	Yes	Yes
13	Yes	Yes	Yes
14	Yes	Yes	Yes
15	Yes	Yes	Yes
16	Yes	Yes	Yes
17	No	Yes	Yes
18	Yes	Yes	Yes
19	No	Yes	Yes
21	No	Yes	Yes
22	No	Yes	Yes
23	Yes	Yes	Yes
24	No	Yes	Yes
25	No	Yes	Yes
26	No	Yes	Yes
27	Yes	Yes	Yes
27A	Yes	Yes	Yes
28	No	Yes	Yes
29	No	Yes	Yes
31	Yes	Yes	Yes
32	Yes	Yes	Yes
35	No	Yes	Yes
36	No	Yes	Yes
37	Yes	Yes	Yes
38	No	Yes	Yes
39	No	Yes	Yes
42	No	Yes	Yes
43	No	Yes	Yes

Source: SCI-Pittsburgh Hazardous Materials Survey, February 2023

Lead-Containing Paint (LCP)

Based upon the age of the structures and the OSHA definition of LCP, all painted materials should be classified as LCP. No bulk paint samples were collected; however, general observations of the condition of the paint were documented to assist with the potential project. Numerous painted building components were observed to be damaged and deteriorated. While there is no abatement of paint planned, the contractor should be aware of the LCP during any renovation activities, so that proper worker safety procedures can be implemented. OSHA Construction Standards requirements need to be invoked if any metal content is present in the paint that may be affected by renovation activities. OSHA does not provide a minimum concentration criteria level for these metals; however, it requires precautions and protection for workers and the working environment be taken at any workplace where exposure to airborne metals may occur. The contractor shall be responsible for performing work according to all applicable federal, state, and local laws.

Other Hazard Concerns

Based upon the results of this investigation, the subject property contains other potentially hazardous materials as noted below:

- Water damage and/or mold problems were observed within all structures located at the subject property. It should be noted that the potential for mold is present in each building, primarily related to the deterioration of roofing material causing water damage, which leads to mold.
- Approximately 7,300 light bulbs were noted during the inspection. Though the buildings appeared to have many newer lights, it is likely that older light bulbs exist in the buildings. The original lighting systems have an elevated potential for mercury-containing florescent light bulbs and should be disposed of in accordance with the USEPA Universal Waste (UW) Regulations 40 CFR 273.
- Approximately 3,650 light fixtures were noted during the inspection. Though the buildings appeared to have many newer lights, there is a possibility that PCB-containing light ballasts exist in the buildings. Ballasts not specifically marked as “non-PCB containing” encountered during future site development activities should be managed and disposed of in accordance with the Toxic Substances Control Act (TSCA) Storage and Disposal Requirements for Fluorescent Light Ballasts.
- Approximately 100 thermostats were noted during the inspection. The thermostats are likely to contain mercury and should be disposed of in accordance with the EPA UW Regulations 40 CFR 273.
- Approximately 123 Exit signs were noted during inspection. Self-luminous Exit signs containing the radioactive gas, tritium, were historically used in a variety of facilities across the United States. Intact tritium Exit signs pose little or no threat to public health and safety and do not constitute a security risk. However, the Nuclear Regulatory Commission (NRC) requires proper accounting and disposal of all radioactive materials. Proper handling and accounting are important, because a damaged or broken sign could cause minor radioactive contamination of the immediate vicinity, requiring a potentially expensive clean up. It is recommended that all Exit signs be collected intact and disposed of at a licensed recycling facility.

- Approximately 45 smoke detectors were noted during the inspection. The fire protection systems have an elevated potential to contain ionization type smoke and fire detectors that are typically constructed with an Americium-241 radioactive source. If impacted by renovation/demolition activities, the detectors should be segregated and disposed of properly in accordance with federal, state, and local regulations.

Demolition Opinion of Probable Cost

An opinion of probable cost for the demolition of SCI-Pittsburgh’s 42 buildings and associated structures, site lighting, and site utilities was prepared to further inform the property’s highest and best use and value. This opinion of probable cost, provided in **Appendix B**, is based on information provided in the DOC 2003 Biennial Survey of the SCI-Pittsburgh property, various hard copy as-built drawings, and site observations made during a field inspection conducted in September 2022.

The opinion of probable cost was prepared as a Class 4 estimate per the Association for the Advancement of Cost Engineering (AACE) International guidelines and based on the current level of design. In addition, prevailing wage rates were based on the latest Davis-Bacon wage determination for Allegheny County, PA.

MAI-Certified Real Estate Appraisal

A MAI-certified real estate appraisal was completed by Advantage Real Estate Advisors (AREA) – a SB subconsultant to Michael Baker – to determine the highest and best use market value of the ~21.7-acre SCI-Pittsburgh property. The property rights appraised in the appraisal report are of the fee simple estate. Personal property (i.e., business value, furniture, fixtures, and equipment) was not included in the valuation of the property. The final appraisal report, dated May 2, 2023, is included in **Appendix I**.

5

Highest & Best Use Analysis



5 | Highest and Best Use Analysis

As previously stated, Act 24 of 2022 authorizes DGS, with the approval of the Governor, to grant and convey the SCI-Pittsburgh property to a competitively solicited buyer that offers the highest and best value and return on the Commonwealth's investment. The information obtained through the study's stakeholder engagement process coupled with the various technical studies presented herein provides valuable insights to the property's reuse potential and value to not only the Commonwealth, but also to the City of Pittsburgh and region. This section synthesizes that information into three potential highest and best use alternatives for the Commonwealth to consider under its Act 24 obligation and evaluates each alternative based on their respective economic, legal, and market feasibility to determine the ultimate highest and best use for the SCI-Pittsburgh property.

Economic Feasibility

Economic feasibility is the degree to which economic benefits are greater than economic costs. An economically feasible alternative is one in which the benefit of implementing an alternative outweighs the cost associated with its implementation. To ensure an alternative is economically feasible, the overall benefit to the Commonwealth and the City of Pittsburgh should exceed the cost required to implement.

The Michael Baker consultant team developed the following list of economic benefits which were evaluated for each alternative, as applicable:

- Economic and fiscal benefit of a tax exempt vs. taxable property.
- Economic and fiscal benefit of an operational vs. non-operational facility.
- Economic impacts of the film industry's use of the property.
- Costs associated with site demolition.
- Costs associated with environmental and hazardous materials remediation.
- Utility separation costs.

Legal Feasibility

Legal feasibility is the degree to which DGS has the authority to convey the property in a manner that offers the highest and best value and return on the Commonwealth's investment. Legal feasibility also considers the land use entitlement that the property has under the City's Zoning Code. In addition, legal feasibility considers the environmental hazard risks and liabilities associated with property's disposition from Commonwealth ownership. Each are key factors to the Commonwealth's conveyance of the property under Act 24 of 2022.

The legal feasibility requirements pertinent to this study include the following:

Pennsylvania Legislative and Gubernatorial Authorization to Convey Property. According to Section 514 of Pennsylvania's Administrative Code of 1929 (as amended), no agency of the Commonwealth may sell, or otherwise convey, real property owned by the Commonwealth without the General Assembly passing legislation specifically authorizing the conveyance. This process requires approximately one year to complete and is outlined at a high level as follows:

- DGS contracts with a Pennsylvania-licensed surveyor to complete a survey/subdivision of the subject property.
- DGS contracts with a Pennsylvania-licensed and MAI-certified real estate appraiser to complete a fair market value appraisal of the property to be conveyed, the fair market value determination is provided to the House/Senate State Government Committees during their review of draft legislation.
- DGS drafts legislative language for the proposed conveyance.
- DGS seeks the approval of the drafted language from the Office of General Counsel, Office of Policy, Office of Legislative Affairs, and the Budget Office.
- DGS submits the approved language to the House and Senate Member who represents the District(s) where the property is physically located.
- The House or Senate member requests that the Legislative Reference Bureau place the language in appropriate form and seeks co-sponsors from other Members.
- The House or Senate member formally introduces the language and a House or Senate Bill Number is assigned.
- The bill is referred to either the House or Senate State Government Committee.
- The House or Senate State Government Committee votes to move the bill to the floor of the House or Senate.
- The full chamber approves/disapproves the bill.
- If the bill passes the initiating chamber, it is sent to the other chamber and the process is repeated.
- Once the bill passes both chambers, it is sent to the Governor to be signed into law.

The above legislative process resulted in the enactment of Act 24 of 2022.

State Capital Budget Authorization and Release. A state capital budget bill would be required to authorize appropriation of funds for new construction, renovations, demolition, or environmental cleanup. After approval of the capital budget bill, funds would need authorization to be release.

Municipal Zoning. The SCI-Pittsburgh property is located in the City of Pittsburgh’s RIV-GI Zoning District, which is intended to address a variety of industrial uses and accommodates both general industrial uses, as well as heavier industrial uses that may produce external impacts such as smoke, noise, glare, or vibration. In addition to permitting industrial uses, the RIV-GI District also permits “Parks and Recreation” uses. Note parks and recreation uses do not include “Recreation and Entertainment” uses (such as indoor and outdoor sports facilities), which are not permitted in the RIV-GI District.

The RIV-GI District permits “Correctional Facility” uses like SCI-Pittsburgh within the district pursuant to the Zoning Code’s conditional use approval requirements. The SCI-Pittsburgh property is however nonconforming to the Zoning Code’s dimensional and design standards with respect to the site’s building and structures, buffers, and other current associated zoning requirements. Any new buildings, additions, or structures will need to conform to these dimensional and design standards.

Another zoning consideration is that the SCI-Pittsburgh property has been non-operational since its permanent closure in 2017. According to § 921.02.B of the Zoning Code, abandonment means the use has been discontinued, vacant or inactive for a continuous period of at least one (1) year. The code further specifies that “Once abandoned, a nonconforming use shall not be reestablished or resumed. Any subsequent use or occupancy of the structure or land site must conform with the regulations of the district in which it is located and all other applicable requirements of this Code.” However, the Zoning Code specifies that nonconforming structures may be occupied by any use allowed in the RIV-GI zoning district, subject to all other applicable use approval procedures and conditions.

Pennsylvania Land Recycling Program. Pennsylvania’s Act 2 Land Recycling Program was established by a series of legislation enacted in 1995. This package (Acts 2, 3 and 4 of 1995) serves as the basis for what is more familiarly known as the Land Recycling Program or simply “Act 2.” The Act 2 Land Recycling Program encourages the voluntary cleanup and reuse of contaminated commercial and industrial sites.

The Land Recycling Program is built on four cornerstones that break down redevelopment obstacles:

- Uniform cleanup standards enable the remediator to clearly understand the extent and cost of site cleanup. The attainment of an appropriate cleanup standard assures that a site cleanup is protective for its present and future use. A property used for nonresidential development does not have to attain the higher cleanup standard needed for residential uses. It should be noted that recreational uses must also meet a residential cleanup standard.
- Liability relief addresses the concerns that previously inhibited site redevelopment and sale of properties by providing liability protection once a cleanup standard is attained. The Act 2 liability protection extends to future owners.
- Standardized reviews and time limits provide timeline certainty. Consistent reporting requirements and standardized review procedures provide a definite time frame for report review and approvals.

- Financial Assistance provides grants and low-interest loans for assessment or remediation. These programs are available to people who did not cause or contribute to contamination at the site.

The goals of the Act 2 Land Recycling Program are to encourage voluntary cleanup of contaminated, vacant, or otherwise underutilized properties and return them to productive use. Further development of brownfield properties stimulates economic growth, encourages local government partnerships with business, and maximizes the use of existing infrastructure, thereby preserving prime farmland, open space, and natural areas.

Market Feasibility

Market feasibility considers the SCI-Pittsburgh property's receptivity to satisfy an identified unmet demand or need for some good or service within the Pittsburgh market study area. In addition, market feasibility also considers uses that are legally permissible, physically possible, and maximally productive. The Real Estate Market Analysis section of this study confirms that there is market potential for industrial reuse at the SCI-Pittsburgh property. Key market indicators suggest future absorption of new square footage on site to be approximately 100,000 square feet per year in the near term. Furthermore, the property is located within the well-established industrial area of the Marshall-Shadeland Neighborhood, which is built out with demolitions outpacing new construction. Stakeholder interviews further suggest there is ample existing market demand for new pad ready sites.

Consideration of Stakeholder Input

In addition to the above feasibility considerations, the highest and best use analysis considers the comments and perspectives of the various stakeholders that were engaged during the study process as discussed in Section 3. This included the stakeholder interviews conducted between September 2022 – February 2023, a stakeholder meeting held on June 15, 2023, and public outreach period between June 12 – June 26, 2023. The feedback gathered during stakeholder interviews is summarized in Section 3 of this Land Use Feasibility Study and detailed summaries of each interview are provided in **Appendix C** to this study.

Alternatives Analysis

Three alternatives were developed for the Commonwealth's consideration and are described below. Each alternative is presented in **Table 5**, which provides a detailed side-by-side comparison of the following elements:

- **Total Acres Conveyed.** The total acres to be conveyed through the legislatively (Act 24 of 2022) authorized property disposition.
- **Highest & Best Use of Commonwealth Real Estate.** The highest and best value and return on the Commonwealth's investment.
- **Key Considerations/Assumptions.** Further details and assumptions about the alternative.
- **State and Local Cost Implications.** A summary of the overall cost impacts associated with each alternative.

- **Land Use Considerations.** Existing municipal zoning and infrastructure considerations identified for the alternative.
- **Appraised Value.** Comparison of the “as-is” condition and the highest and best use appraised values.
- **Economic Impacts/Costs.** A summary of the overall economic and fiscal impacts of the proposed alternatives.
- **Legal Implications.** Considerations related to Act 24 of 2022 and the Act 2 Land Recycling Program.

Alternative 1 – Full Property Conveyance: “As-Is” Condition

Alternative 1 conveys the entire ~21.7 acre SCI-Pittsburgh property with the buildings and improvements thereon in their current “as-is” condition to a competitively solicited buyer that offers the highest and best value and return on the Commonwealth’s investment. The “as-is” condition includes the unmitigated environmental and hazardous material conditions as documented in the Phase II ESA and Hazardous Materials Survey reports included in this study.

Alternative 1 assumes that there will be a buyer in the marketplace that would be willing to undertake the financial investments and environmental liability involved with remediating the site and completing the building demolition necessary to repurpose the site. The buyer would also be obligated to ensure it achieves the highest and best use that the City of Pittsburgh and Marshall-Shadeland neighborhood is seeking to achieve with the property.

It should be noted that Act 24 specifies that a Solicitation Committee shall be established to review proposals and recommend a buyer. The Solicitation Committee is to be comprised of the Secretary of DGS or their designee, the State Senator and State Representative where the property is located and a representative from the municipality where the property is located.

Under this alternative, the Commonwealth must ensure that the Agreement of Sale (AOS) will stipulate that the buyer or direct conveyance recipient subdivides and conveys the public park portion of the property to the appropriate public entity that will own and maintain the park in concert with the Three Rivers Heritage Trail.

Economic Feasibility

Conveyance of the entire ~21.7 acre SCI-Pittsburgh property in its current “as-is” condition is the **least expensive alternative** for the Commonwealth given that Alternative 1 assumes the Commonwealth would not undertake the costs to demolish the existing buildings and associated site improvements and remediate the property’s hazardous materials and contaminated soils and water conditions. The Commonwealth’s costs would be limited to the Solicitation for Proposals (SFP), review of proposals, award of the selected proposer, and any legal fees associated with the property transfer.

Instead, the competitively selected proposer of the SCI-Pittsburgh property would assume the financial investments and environmental liabilities associated with preparing the site for reuse. If buildings are not demolished, the new owner would have to ensure the buildings and structures are brought into compliance with the City's Zoning and Building Code requirements. The City has enacted the Pennsylvania Construction Code Act or PA Act No. 45 of 1999, which is also commonly referred to as the Uniform Construction Code (UCC), as its building construction code standards. The UCC adopts, in whole or part, the International Code Council's (ICC) I-Codes.

Legal Feasibility

Alternative 1's conveyance of entire ~21.7 acre SCI-Pittsburgh property with the buildings and improvements thereon in their current "as-is" condition to a competitively solicited buyer meets the legal requirements of Act 24. However, before the property can be legally conveyed, **Act 24 must be amended** to ensure the property's legal description is corrected and accurate according to the most recent property boundary survey and lot consolidation plan completed as part of this study and included in **Appendix J**.

Another consideration under Alternative 1 is that the State Legislature agrees to amend Act 24 to convey the SCI-Pittsburgh property in its "as-is" condition directly to a public receiving entity, such as a locally qualified economic development entity like the Urban Redevelopment Authority (URA) of Pittsburgh. The URA would then be responsible for marketing the property to a qualified development partner and work collaboratively to undertake the necessary redevelopment costs and improvements (i.e., demolition, remediation, flood mitigation, and site development) to achieve the highest and best industrial use and public park use based on this report's findings and further engagement with the Marshall-Shadeland neighborhood and the site's neighboring property owners (i.e., ALCOSAN, Duquesne Light Company, etc.). The URA would also assist the development partner with providing valuable tools, financial resources, and expertise to maximize the success and impact of the redevelopment project.

Market Feasibility

Based on the findings of this study, it is believed that there would be **few, if any, buyers** in the marketplace to competitively bid on the project that would be willing to assume the financial and environmental liabilities involved with preparing the site for reuse and that would have the fiscal capacity to implement the project. The anticipated activities necessary to get the property to a "pad-ready" state is expected to take several years to complete with the developer reaping little to no return on their investment during that time. A real estate investment proforma under this scenario would be hard to justify to investors which could jeopardize the funding needed to complete all of the necessary site preparation activities. While perhaps the most cost-effective for the Commonwealth, Alternative 1 would likely be the scenario under which reuse of the property could take the longest to realize the property's highest and best use and for which success may be the least certain.

Alternative 2 – Full Property Conveyance: Partial Demolition

Alternative 2 conveys the entire ~21.7 acre SCI-Pittsburgh property to a competitively solicited buyer that offers the highest and best value and return on the Commonwealth's investment. Under this alternative, the Commonwealth undertakes the property's partial demolition, including hazardous materials abatement, and environmental cleanup and liability clearance through the Act 2 Land Recycling Program before it conveys the property to a competitively solicited buyer. Partial demolition means the removal and environmental remediation/clean-up of 39 buildings and associated structures, excluding the Main Penitentiary Building, North Wall, and Guard Towers #1 and #2. This provides a "pad-ready" site condition for approximately 371,000 sq. ft. of new industrial use buildings and retains approximately 5.2 acres of the property's frontage for dedicated public park use.

Likewise, under this alternative, the State Legislature may decide to amend Act 24 to directly convey the partially demolished and abated property to a public receiving entity, such as the URA. The URA would then be responsible for marketing the property to a qualified development partner and work collaboratively to achieve the highest and best industrial use and public park use based on this report's findings and further engagement with the Marshall-Shadeland neighborhood and the site's neighboring property owners (i.e., ALCOSAN, Duquesne Light Company, etc.). The URA would also assist the development partner with providing valuable tools, financial resources, and expertise to maximize the success and impact of the redevelopment project.

Regardless of the conveyance approach, the Commonwealth must ensure that any AOS specifies the retention of the Main Penitentiary Building, North Wall, and Guard Towers #1 and #2. In addition, the AOS must ensure the buyer or direct conveyance recipient subdivides and conveys the public park portion of the property to the appropriate public entity that will own and maintain the park in concert with the Three Rivers Heritage Trail.

Economic Feasibility

Conveyance of the partially demolished and remediated ~21.7 acre SCI-Pittsburgh property is the **second most expensive** alternative given the associated costs to achieve a "pad-ready" site for a competitively selected buyer or direct conveyance to the URA. Retaining the Main Penitentiary Building, North Wall, and Guard Towers #1 and #2 offers cost savings (over Alternative 3) in terms of demolition and hazardous materials costs, flood protection costs and environmental remediation costs. The opinion of probable demolition costs for these structures is estimated to be \$13,752,578. In addition, there is evidence that these structures are serving as a floodwall for the remainder of the site. If these structures are removed, an estimated \$3,899,161 would have to be spent to bring the remainder of the site out of the floodplain.

Retention of the Main Penitentiary Building is also likely preventing contaminated groundwater from reaching the Ohio River. If these structures are removed, a groundwater treatment system may have to be installed in order to prevent contaminated groundwater from reaching the river. The cost of installing and operating this system could be in the hundreds of thousands of dollars and the system would have to be operated indefinitely to control groundwater flow at the site.

In total, Alternative 2 offers the Commonwealth a cost savings of approximately \$13 million over Alternative 3. In addition, the development potential of Alternative 2 is only 40,000 square feet less than the more expensive Alternative 3.

Alternative 2's retention and remediation of the Main Penitentiary Building will continue to allow this portion of the property to be used for film industry purposes. However, no written agreements are in place which would provide assurance that the industry will continue to use the property and absent a guaranteed use by the film industry, the buildings offer very little opportunity for reuse given their current physical condition.

Alternative 2 assumes that the appropriate City zoning and building code approvals will be achieved and that agreements between the site's buyer/owner and film industry(ies) are successfully executed. Retention of the Main Penitentiary Building, North Wall, and Guard Towers #1 and #2 along with providing the necessary off-street parking spaces would help secure future economic and fiscal benefits of the film making industry and maintain physical protections for the site and Ohio River.

Legal Feasibility

As previously stated under Alternative 1, the property's legal description under Act 24 must at a minimum be corrected and specified according to the most recently property boundary survey and lot consolidation plan completed as part of this study.

Secondly, under Alternative 2, direct conveyance of entire ~21-7 acre SCI-Pittsburgh property to a public sector partner – such as the URA – following the Commonwealth's demolition and remediation work is not authorized under Act 24. Act 24 specifically authorizes DGS, with the approval of the Governor, to grant and convey the property together with the buildings and improvements thereon, to a competitively solicited buyer that offers the highest and best value and return on the Commonwealth's investment. Therefore, the State Legislature would need to amend Act 24 to authorize DGS to allow for a direct conveyance of the property to a public sector partner in a post demolition and remediated condition.

If the conveyance approach remains that of solicited bids, retention of the Main Penitentiary Building could be required as part of the selection criteria. This requirement would be predicated on the buyer obtaining the appropriate City zoning and building code approvals and that such buyer is willing to enter into agreements with the film industry to use this portion of the site for film industry use.

Market Feasibility

Although the Commonwealth would undertake the costs of the property's partial demolition and remediation, Alternative 2 **assures the Commonwealth (i.e., as the original site owner and "polluter") liability protection** through the Act 2 Land Recycling Program before it is conveyed to either a competitively selected buyer or a public sector entity like the URA. Doing so not only addresses the market feasibility concerns expressed in Alternative 1 but extends the Commonwealth's Act 2 liability protection to future owners. Partial demolition also assumes that the Commonwealth will remediate the hazardous materials associated with the Main Penitentiary Building. *However, no additional renovation of the remaining structures will be done by Commonwealth prior to conveyance and that demolition of remaining structures will not be conducted by the Commonwealth at any time after conveyance.*

The Commonwealth's positioning of the site to be "pad-ready" would make it highly marketable to prospective buyers. Given the high demand for pad ready sites in the Pittsburgh area, it is anticipated that the site could be quickly developed and begin generating tax revenue and creating new jobs for the City and community.

Furthermore, Alternative 2's retention and remediation of the Main Penitentiary Building will continue to allow this portion of the property to be used for film industry purposes. However, unless a written agreement from the film industry is received confirming the long-term use of the Main Penitentiary Building for movie and TV show production, coupled with the building's ownership and maintenance, then Alternative 2's retention of the building and associated wall and guard tower structures is not feasible.

Alternative 3 – Full Property Conveyance: Full Demolition

Alternative 3 conveys the entire ~21.7 acre SCI-Pittsburgh property to a competitively solicited buyer that offers the highest and best value and return on the Commonwealth's investment. Under this alternative, the Commonwealth undertakes the property's full demolition, hazardous materials abatement, and environmental cleanup and liability clearance through the Act 2 Land Recycling Program before it conveys the property to a competitively solicited buyer. This provides a "pad-ready" site condition for approximately 411,000 sq. ft. of new industrial use buildings and retains approximately 5.2 acres of the property's frontage for dedicated public park use.

Similarly, as specified under Alternative 2, the State Legislature could also consider amending Act 24 to convey the fully demolished and abated property to a public receiving entity, such as the URA. The URA would market the property to a qualified development partner and provide valuable tools, financial resources, and expertise to maximize the success and impact of the redevelopment project.

Likewise, under this alternative, the Commonwealth must ensure that the AOS will stipulate that the buyer subdivides and conveys the public park portion of the property to the appropriate public entity that will own and maintain the park in concert with the Three Rivers Heritage Trail.

Economic Feasibility

Conveyance of the entire ~21.7 acre SCI-Pittsburgh property following the Commonwealth's completion of the full property demolition and cleanup is the **most expensive** alternative given the associated costs to achieve a "pad-ready" site for a competitively selected buyer or direct conveyance to the URA. The opinion of probable cost to demolish all 42 buildings and associated structures is \$44,416,434, plus an additional estimated cost \$1,032,343 for hazardous materials mitigation. Furthermore, the removal of the Main Penitentiary Building will diminish the site's current flood protection qualities and any redevelopment of the site would need to consider flood-proofing measures (e.g., Letter of FEMA Map Revision, raise the site above the Base Flood Elevation, etc.), the costs of which are estimated to be \$3,899,161.

Alternative 3's full site demolition will have a significant impact on the City's film industry given the removal of the Main Penitentiary Building (cited by the Pittsburgh Film Office as the most valuable and iconic element to the film industry). The film industry has stated that they would relocate their filming to a similar prison facility in West Virginia. Doing so would directly and negatively impact the City's marketability to the film industry and cause a direct loss of economic revenue and associated workforce training programs.

Legal Feasibility

Conveyance of the entire ~21-7 acre SCI-Pittsburgh property with the buildings and improvements thereon in their current under the proposed Alternative 2 scenario is not entirely possible under Act 24 of 2022. First, the property's legal description thereunder must be corrected and accurate according to the most recently property boundary survey and lot consolidation plan completed as part of this study. Secondly, if the Commonwealth believes that direct conveyance of the property to the URA (as opposed to a competitively selected buyer) is most beneficial to ensure the site achieves its highest and best use based on the interests of the City of Pittsburgh and Marshall-Shadeland neighborhood stakeholders, then the Act would need to be amended accordingly.

Market Feasibility

Although the Commonwealth would undertake the costs of the property's full demolition, hazardous materials abatement, and environmental cleanup, Alternative 3 assures the Commonwealth (i.e., as the original site owner and "polluter") achieves liability clearance through the Act 2 Land Recycling Program before it is conveyed to either a competitively selected buyer or the URA. Doing so not only addresses the market feasibility concerns expressed in Alternative 1 but extends the Commonwealth's Act 2 liability protection to future owners.

The Commonwealth's positioning of the site to be "pad-ready" would make it **highly marketable** to prospective buyers or conveyance to the URA. Given the high demand for pad ready sites in the Pittsburgh area, it is anticipated that the site could be quickly developed and begin generating tax revenue and creating new jobs for the City and community.

However, full demolition of the site **precludes the Pittsburgh Film Office's ability to market the site for film making purposes**, thus resulting in significant losses of future economic and fiscal benefits to the City and the Commonwealth.

Table 5 – SCI-Pittsburgh Property Conveyance Alternatives Analysis

	ALTERNATIVE 1 FULL PROPERTY CONVEYANCE – “AS-IS” CONDITION Conveyance of the entire ~21.7-acre SCI-Pittsburgh property as authorized under act of June 10, 2022, P.L., No. 24 (Act 24 of 2022)	ALTERNATIVE 2 FULL PROPERTY CONVEYANCE – PARTIAL SITE DEMOLITION Conveyance of the entire ~21.7-acre SCI-Pittsburgh property (Requires amendment to Act 24 of 2022)	ALTERNATIVE 3 FULL PROPERTY CONVEYANCE – FULL SITE DEMOLITION Conveyance of the entire ~21.7-acre SCI-Pittsburgh property (Requires amendment to Act 24 of 2022)
Total Acres Conveyed	~21.7 acres	~21.7 acres	~21.7 acres
Highest & Best Use of Commonwealth Real Estate	<ul style="list-style-type: none"> • See Figure 5 – SCI-Pittsburgh Facility Map • No demolition; retains all existing buildings and associated structures. • No building and site environmental/hazardous materials remediation. • See Figure 5 – SCI-Pittsburgh Facility Map 	<ul style="list-style-type: none"> • See Figure 12 – Proposed Site Reuse Approach • Partial Demolition. Demolition and environmental remediation/clean-up of 39 buildings and associated structures, excluding the Main Penitentiary Building, North Wall, and Guard Towers #1 and #2. • See Figure 13 – Site Development Scenario A <ul style="list-style-type: none"> » ~5.2 acres (of the ~21.7-acre site) = Dedicated public park area that preserves and enhances the Three Rivers Heritage Trail and provides an opportunity to improve river access to the community and to establish a new connection into the Marshall-Shadeland neighborhood and to Riverview Park. In addition, the park provides ample area for historic marker(s) and interpretive educational kiosks/signs commemorating the site's historical significance in Pennsylvania, the City of Pittsburgh, and the surrounding community. » ~16.5 acres (of the ~21.7-acre site) = Industrial use(s) permitted under the RIV-IG Zoning District. <ul style="list-style-type: none"> - ~371,000 sq. ft. for new industrial building development (i.e., uses as permitted under the RIV-GI Zoning District - Retention of the Main Penitentiary Building, North Wall, and Guard Towers #1 and #2 for film industry use (no remediation of the building, conveyed in an as-is condition) 	<ul style="list-style-type: none"> • See Figure 12 – Proposed Site Reuse Approach • Full demolition. Demolition and environmental remediation/clean-up of all 42 buildings and associated structures. • See Figure 14 – Site Development Scenario B <ul style="list-style-type: none"> » ~5.2 acres (of the ~21.7-acre site) = Dedicated city public park area that preserves and enhances the Three Rivers Heritage Trail and provides an opportunity to improve river access to the community and to establish a new connection into the Marshall-Shadeland neighborhood and to Riverview Park. In addition, the park provides ample area for historic marker(s) and interpretive educational kiosks/signs commemorating the site's historical significance in Pennsylvania, the City of Pittsburgh, and the surrounding community. » ~16.5 acres (of the ~21.7-acre site) = Industrial use(s) permitted under the RIV-IG Zoning District • ~411,000 sq. ft. for new industrial building development (i.e., uses as permitted under the RIV-GI Zoning District).
Key Considerations / Assumptions	<ul style="list-style-type: none"> • Entire ~21.7-acre SCI-Pittsburgh property to be conveyed pursuant to Act 24 of 2022 in an “as-is” condition to a competitively solicited buyer that offers the highest and best value and return on the Commonwealth’s investment. • The Commonwealth should consider coordinating with the State Historic Preservation Office (PHMC) to prioritize historic resources that may be deemed appropriate to preserve for use in the proposed park. 	<ul style="list-style-type: none"> • Entire ~21.7-acre SCI-Pittsburgh property to be conveyed pursuant to Act 24 of 2022 following the Commonwealth conducting partial demolition of all buildings and associated structures and infrastructure, except for the Main Penitentiary Building, North Wall, and Guard Towers #1 and #2. All environmental remediation and attainment of the Act 2 Relief of Liability would be completed prior to conveyance of the property. • DGS should consider coordinating with the State Historic Preservation Office (PHMC) to prioritize historic resources that may be deemed appropriate to preserve for use in the proposed park. 	<ul style="list-style-type: none"> • Entire ~21.7-acre SCI-Pittsburgh property to be conveyed pursuant to Act 24 following the Commonwealth conducting full demolition of all buildings and associated structures and infrastructure. All environmental remediation and attainment of the Act 2 Relief of Liability would be completed prior to conveyance of the property. • DGS should consider coordinating with the State Historic Preservation Office (PHMC) to prioritize historic resources that may be deemed appropriate to preserve for use in the proposed park.
State and Local Cost Implications	<ul style="list-style-type: none"> • Property to be conveyed in it’s current “as-is” condition. No construction costs related to demolition, environmental remediation, and floodplain mitigation given that the property will be sold and conveyed in its current “as-is” condition. 	<ul style="list-style-type: none"> • \$32,558,279 – Partial demolition probable opinion of cost, plus associated environmental remediation opinion of probable cost. • \$3,899,161 – Floodplain mitigation (assumes FEMA LOMR-F and site fill to raise the site at least 1 foot above BFE) 	<ul style="list-style-type: none"> • \$44,416,434 – Full demolition probable opinion of cost, plus associated environmental remediation opinion of probable cost. • \$3,899,161 – Floodplain mitigation (assumes FEMA LOMR-F and site fill to raise the site at least 1 foot above BFE)

Table 5 – SCI-Pittsburgh Property Conveyance Alternatives Analysis (Cont.)

	ALTERNATIVE 1 FULL PROPERTY CONVEYANCE – “AS-IS” CONDITION Conveyance of the entire ~21.7-acre SCI-Pittsburgh property as authorized under act of June 10, 2022, P.L., No. 24 (Act 24 of 2022)	ALTERNATIVE 2 FULL PROPERTY CONVEYANCE – PARTIAL SITE DEMOLITION Conveyance of the entire ~21.7-acre SCI-Pittsburgh property (Requires amendment to Act 24 of 2022)	ALTERNATIVE 3 FULL PROPERTY CONVEYANCE – FULL SITE DEMOLITION Conveyance of the entire ~21.7-acre SCI-Pittsburgh property (Requires amendment to Act 24 of 2022)
State and Local Cost Implications (Cont.)	<ul style="list-style-type: none"> Commonwealth costs would be limited to the solicitation for competitive bids, review of the bids, award to the selected bidder, and any legal fees associated with the property transfer. \$800,000 - \$1,000,000 – Annual recurring costs required to keep the SCI-Pittsburgh property secure. 	<ul style="list-style-type: none"> \$200K-\$500K - Anticipated costs for environmental remediation should the Commonwealth choose to seek relief from environmental liability under the PA Act 2 Land Recycling Program before conveying the property. Assumes no requirement to investigate potential off-site migration of groundwater contamination. \$1,032,343 – Anticipated costs for asbestos removal and abatement the buildings of all buildings (including those recommended for demolition). Abatement of all other identified hazardous materials are factored into the demolition cost specified above. 	<ul style="list-style-type: none"> \$49,347,938 – Full demolition probable opinion of cost, plus associated environmental remediation opinion of probable cost. \$3,899,161 – Floodplain mitigation (assumes FEMA LOMR-F and site fill to raise the site at least 1 foot above BFE) \$2M-\$5M - Anticipated costs for environmental remediation should the Commonwealth choose to seek relief from environmental liability under the PA Act 2 Land Recycling Program before conveying the property. Assumes that no buildings or foundations would be retained during demolition and that a groundwater treatment system would be required. \$1,032,343 – Anticipated costs for asbestos removal and abatement the buildings of all buildings. Abatement of all other identified hazardous materials are factored into the demolition cost specified above.
Land Use Considerations	<p>EXISTING ZONING</p> <ul style="list-style-type: none"> Riverfront-General Industrial (RIV-GI) <ul style="list-style-type: none"> ~21.7 acres (100% of the property) Correctional Facility Use – Permitted by conditional use, however, the existing SCI-Pittsburgh property is structurally nonconforming to the Zoning Code’s requirements. Special Zoning Considerations: <ul style="list-style-type: none"> Any subsequent use or occupancy of the SCI-Pittsburgh property structures or land site must conform with the regulations of the RIV-GI District and all other applicable requirements of the Zoning Code. Nonconforming structures may be occupied by any use permitted in the RIV-GI zoning district, subject to all other applicable requirements of the Zoning Code. Floodplain Overlay District (FP-O) <ul style="list-style-type: none"> ~21.7 acres (100% of the property) are subject to the City’s Floodplain Management standards as specified in the FP-O District. Future development of the site will require compliance with these regulations. Any new construction or substantial improvement of a non-residential structure shall have the lowest floor (including basement) elevated up to, or above, the regulatory flood elevation, or be designed and constructed so that the space enclosed below the regulatory flood elevation: <ul style="list-style-type: none"> Is floodproofed so that the structure is watertight with walls substantially impermeable to the passage of water and, 	<p>EXISTING ZONING</p> <ul style="list-style-type: none"> Riverfront-General Industrial (RIV-GI) <ul style="list-style-type: none"> ~21.7 acres (100% of the property) Industrial Uses – permitted by right Parks and Recreation Uses – permitted by right Film Industry Use – permitted as a temporary use Floodplain Overlay District (FP-O) <ul style="list-style-type: none"> ~21.7 acres (100% of the property) are subject to the City’s Floodplain Management standards as specified in the FP-O District. Future development of the site will require compliance with these regulations. Assuming approximately 77% (~16.5 acres) of the site will be subject to non-residential development. Any new construction or substantial improvement of a non-residential structure shall have the lowest floor (including basement) elevated up to, or above, the regulatory flood elevation, or be designed and constructed so that the space enclosed below the regulatory flood elevation: <ul style="list-style-type: none"> Is floodproofed so that the structure is watertight with walls substantially impermeable to the passage of water and, Has structural components with the capability of resisting hydrostatic and hydrodynamic loads and effects of buoyancy. FEMA will require a Letter of Map Revision-Based on (LOMR-F) to be satisfactorily complete prior to the placement of site fill. 	<p>EXISTING ZONING</p> <ul style="list-style-type: none"> Riverfront-General Industrial (RIV-GI) <ul style="list-style-type: none"> ~21.7 acres (100% of the property) Industrial Uses – permitted by right Parks and Recreation Uses – permitted by right Film Industry Use – permitted as a temporary use Floodplain Overlay District (FP-O) <ul style="list-style-type: none"> ~21.7 acres (100% of the property) are subject to the City’s Floodplain Management standards as specified in the FP-O District. Future development of the site will require compliance with these regulations. Assuming approximately 77% (~16.5 acres) of the site will be subject to non-residential development. Any new construction or substantial improvement of a non-residential structure shall have the lowest floor (including basement) elevated up to, or above, the regulatory flood elevation, or be designed and constructed so that the space enclosed below the regulatory flood elevation: <ul style="list-style-type: none"> Is floodproofed so that the structure is watertight with walls substantially impermeable to the passage of water and, Has structural components with the capability of resisting hydrostatic and hydrodynamic loads and effects of buoyancy. FEMA will require a Letter of Map Revision-Based on (LOMR-F) to be satisfactorily complete prior to the placement of site fill.

Table 5 – SCI-Pittsburgh Property Conveyance Alternatives Analysis (Cont.)

	ALTERNATIVE 1 FULL PROPERTY CONVEYANCE – “AS-IS” CONDITION Conveyance of the entire ~21.7-acre SCI-Pittsburgh property as authorized under act of June 10, 2022, P.L., No. 24 (Act 24 of 2022)	ALTERNATIVE 2 FULL PROPERTY CONVEYANCE – PARTIAL SITE DEMOLITION Conveyance of the entire ~21.7-acre SCI-Pittsburgh property (Requires amendment to Act 24 of 2022)	ALTERNATIVE 3 FULL PROPERTY CONVEYANCE – FULL SITE DEMOLITION Conveyance of the entire ~21.7-acre SCI-Pittsburgh property (Requires amendment to Act 24 of 2022)
Land Use Considerations (Cont.)	<ul style="list-style-type: none"> - Has structural components with the capability of resisting hydrostatic and hydrodynamic loads and effects of buoyancy. » FEMA will require a Letter of Map Revision-Based on Fill (LOMR-F) be satisfactorily complete prior to the placement of fill. 	<ul style="list-style-type: none"> • Off-site transportation infrastructure improvements to Beaver Avenue likely required for any new use. Such improvements would be stipulated through the applicable City permitting requirements. • The Main Penitentiary Building is serving as a floodwall for the remainder of the site. • The Main Penitentiary Building is likely preventing contaminated groundwater from reaching the Ohio River from the site. 	<ul style="list-style-type: none"> • Off-site transportation infrastructure improvements to Beaver Avenue likely required for any new use. Such improvements would be stipulated through the applicable City permitting requirements. • Removal of The Main Penitentiary Building significantly increases the flood threat to the remainder of the site. Significant filling of the site is likely to be required in order to support development. • Removal of The Main Penitentiary Building will likely impact groundwater flow allowing contaminated groundwater from the site to potentially reach the Ohio River.
Appraisal Value	N/A - Scope of Appraisal is based on the Full Site Demolition Alternative 3	N/A – Scope of Appraisal is based on the Full Site Demolition Alternative 3	\$3,000,000 – Current Market Value
Economic Impacts / Costs	<ul style="list-style-type: none"> • Economic Impact of film industry in Southwest Pennsylvania, including SCI-Pittsburgh as a filming location (according to the Pittsburgh Film Office) <ul style="list-style-type: none"> » In 2021, 11 projects and an estimated \$330 million in economic development was generated Film industry projects in southwestern Pennsylvania have created thousands of jobs and countless business opportunities. » Over \$2 Billion in economic impact » Every \$1 invested in the Pittsburgh Film Office since 1994 has generated more than \$218 in new spending on major films and television productions in our region. » More than 200 feature films and TV productions have been shot in the southwestern Pennsylvania region since the inception of the Pittsburgh Film Office in 1990. In 2021, nearly 20,000 hotel room nights infused over \$2 Million dollars of economic development to Southwest Pennsylvania. • SCI-Pittsburgh Direct Annual Film Industry Output = \$99,731,670 • \$0 – No revenue is received by the Commonwealth from the film industry’s use of the SCI-Pittsburgh property. Pursuant to Pennsylvania Statutes Title 71 P.S. § 240.25A, no department or agency of the Commonwealth may charge a fee or other cost, except the actual costs incurred by the affected department or agency, for the use of State-owned property for the purpose of making commercial motion pictures. • \$800,000 - \$1,000,000 – Annual recurring costs required to keep the SCI-Pittsburgh property secure. 	<ul style="list-style-type: none"> • ~16.5 acres conveyed for industrial reuse <ul style="list-style-type: none"> » ~371,000 sq. ft. for new industrial building development (i.e., uses as permitted under the RIV-GI Zoning District) <ul style="list-style-type: none"> - Total Est. Development Cost = \$135,171,287 - Annual Real Estate Tax Revenue = \$2,132,323 - Real Estate Transfer Tax (3% Pgh., 1% School District) = \$3,710,000 - Potential Number of New Jobs = 371, plus retention of the film industry jobs - Earned Income Tax Revenue <ul style="list-style-type: none"> ▶ Pgh. Residents <ul style="list-style-type: none"> ◦ City Tax Rate = \$87,927 ◦ School District Rate = \$175,854 ▶ Non-Pgh. Residents = \$97,573 - Other City Revenues (licenses, permits, fees, etc.) = \$219,818 - Net Fiscal Impact = \$5,863,641 » Retention of the Main Penitentiary Building, North Wall, and Guard Towers <ul style="list-style-type: none"> - SCI-Pittsburgh Direct Annual Film Industry Output = \$99,731,670 - Revenue from the film industry is preserved and could be used to assist in redevelopment of the remainder of the site. • ~5.2 acres conveyed for dedicated park use 	<ul style="list-style-type: none"> • ~16.5 acres conveyed for industrial reuse <ul style="list-style-type: none"> » ~411,000 sq. ft. for new industrial development (i.e., uses as permitted under the RIV-GI Zoning District) <ul style="list-style-type: none"> - Total Est. Development Cost = \$157,029,442 - Annual Real Estate Tax Revenue = \$2,362,223 - Real Estate Transfer Tax (3% Pgh., 1% School District) = \$4,110,000 - Potential Number of New Jobs = 411 - Earned Income Tax Revenue <ul style="list-style-type: none"> ▶ Pgh. Residents <ul style="list-style-type: none"> ◦ City Tax Rate = \$97,407 ◦ School District Rate = \$194,814 ▶ Non-Pgh. Residents = \$108,093 - Other City Revenues (licenses, permits, fees, etc.) = \$243,519 - Net Fiscal Impact = \$6,495,839 » Revenue from the film industry is lost to the City and Southwestern PA. Filming would move to West Virginia. • ~5.2 acres conveyed for dedicated park use

Table 5 – SCI-Pittsburgh Property Conveyance Alternatives Analysis (Cont.)

	<p style="text-align: center;">ALTERNATIVE 1</p> <p style="text-align: center;">FULL PROPERTY CONVEYANCE – “AS-IS” CONDITION</p> <p style="text-align: center;">Conveyance of the entire ~21.7-acre SCI-Pittsburgh property as authorized under act of June 10, 2022, P.L., No. 24 (Act 24 of 2022)</p>	<p style="text-align: center;">ALTERNATIVE 2</p> <p style="text-align: center;">FULL PROPERTY CONVEYANCE – PARTIAL SITE DEMOLITION</p> <p style="text-align: center;">Conveyance of the entire ~21.7-acre SCI-Pittsburgh property (Requires amendment to Act 24 of 2022)</p>	<p style="text-align: center;">ALTERNATIVE 3</p> <p style="text-align: center;">FULL PROPERTY CONVEYANCE – FULL SITE DEMOLITION</p> <p style="text-align: center;">Conveyance of the entire ~21.7-acre SCI-Pittsburgh property (Requires amendment to Act 24 of 2022)</p>
<p>Legal Implications</p>	<ul style="list-style-type: none"> • Act 24 of 2022 provides DGS with the legal authority to convey the property; the State Legislature must amend Act 24 of 2022 to specify the current and correct property description. • The Commonwealth as the original owner and “polluter” has environmental liability including the obligation for cleanup costs if the property is conveyed in its current “as-is” condition. • Agreement of Sale (AOS) for the ~21.7 acres should specify that the ~5.2-acre park area be conveyed (at no cost) to an appropriate receiving entity for public park use. • The City’s RIV-GI zoning is the appropriate for this alternative, however, the buyer will need to consider the Special Zoning elements noted above in light of the property’s existing structurally nonconforming status. • Pursuant to the PA History Code, DGS must continue to coordinate with PHMC to keep the commission apprised of the real property transfer authorized under Act 24 and consider its recommendations relative to covenants, deed restrictions, or other contractual arrangements that may be appropriate for the property’s conveyance. 	<ul style="list-style-type: none"> • The State Legislature must amend Act 24 of 2022 to specify the current and correct property description. • Under this alternative, the State Legislature may consider amending Act 24 of 2022 to convey the entire ~21.7 acres to a public entity for its reuse development strategy. • The Commonwealth should consider obtaining release from environmental liability through the PA Act 2 Land Recycling Program. This approach would require the Commonwealth to undertake the environmental remediation effort and associated costs. • Agreement of Sale (AOS) for the ~21.7 acres should specify that the ~5.2-acre park area be conveyed (at no cost) to an appropriate receiving entity for public park use. • The City’s RIV-GI zoning is appropriate for this alternative, however, the buyer will need to consider the Special Zoning elements noted above to address the retention of Main Penitentiary Building, North Wall, and Guard Towers #1 and #2 for film industry Use. • Pursuant to the PA History Code, DGS must continue to coordinate with PHMC to keep the commission apprised of the real property transfer authorized under Act 24 and consider its recommendations relative to covenants, deed restrictions, or other contractual arrangements that may be appropriate for the property’s conveyance. 	<ul style="list-style-type: none"> • The State Legislature must amend Act 24 of 2022 to specify the current and correct property description. • Under this alternative, the State Legislature may consider amending Act 24 of 2022 to convey the entire ~21.7 acres to a public entity for its reuse development strategy. • The Commonwealth should consider obtaining release from environmental liability through the PA Act 2 Land Recycling Program. This approach would require the Commonwealth to undertake the environmental remediation effort and associated costs. • Agreement of Sale (AOS) for the ~21.7 acres should specify that the ~5.2-acre park area be conveyed (at no cost) to an appropriate receiving entity for public park use. • The City’s RIV-GI zoning is appropriate for this alternative and no amendments to the zoning are required. • Pursuant to the PA History Code, DGS must continue to coordinate with PHMC to keep the commission apprised of the real property transfer authorized under Act 24 and consider its recommendations relative to covenants, deed restrictions, or other contractual arrangements that may be appropriate for the property’s conveyance.

6

Recommendations



6 | Recommendations

Alternative 3, Full Property Conveyance – Full Site Demolition

Based on the review and analysis of each of the alternatives presented in Section 5 Highest and Best Use Alternatives Analysis, coupled with the additional feedback and evaluations of the information received through the Phase 2 stakeholder engagement process, the Michael Baker consultant team recommends **Alternative 3** for implementation. The reasons for this recommendation are provided below.

Following the Phase 2 stakeholder engagement process, the Michael Baker consultant team further evaluated the proposed alternatives along with additional stakeholder feedback and ultimately determined in consultation with DGS that Alternative 3, Full Property Conveyance and Full Site Demolition, is the preferred and recommended alternative.

- **Balanced Approach.** Alternative 3 conveys the entire ~21.7 acre SCI-Pittsburgh property either through a competitively solicited buyer or by direct conveyance if Act 24 of 2022 is amended to allow for direct conveyance. The site would be conveyed in a fully demolished (except for certain building foundations as previously discussed), environmentally remediated, and pad-ready condition. Under this alternative, the Commonwealth undertakes the property's full demolition, including hazardous materials abatement, and environmental cleanup and liability clearance through the Act 2 Land Recycling Program before it conveys the property pursuant to Act 24. In return the Pittsburgh community receives a liability protected property that is positioned for immediate redevelopment (~16.5 acres) and public park use (~5.2 acres).
- **Eliminates a Negative Emotional Legacy Use in the Community.** Throughout its nearly 140-year history, SCI-Pittsburgh "Western State Penitentiary" served as a state-owned and operated correctional institution situated within the present day Marshall-Shadeland neighborhood of the City of Pittsburgh. Neighborhood representatives who participated in the stakeholder engagement process voiced their strong opposition to retaining any portion of the facility, which left standing would serve as a continuing reminder of its negative emotional legacy and social injustice. This position was also supported by many of the stakeholders who collectively recommended that the former correctional facility be removed in its entirety and the site made available for new job creation and employment opportunities for local residents.
- **Addresses the Uncertainty of the Film Industry's Sustained Use of the Main Penitentiary Building.** Initial discussions with the Pittsburgh Film Office indicated the film industry's strong interest in their continued use of SCI-Pittsburgh (i.e., primarily the Main Penitentiary Building) over a sustained period.

However, further investigation has confirmed that no written agreements are in place which would provide assurance that the industry will continue to use the property. Furthermore, the current film industry challenges (film, TV actors, and Writers Guild strikes, etc.) has created even more uncertainty to the sustained use of the property and its continued revenue-generating opportunities for the city and region. Absent guaranteed use by the film industry, the buildings offer very little opportunity for reuse given their current physical condition.

- **Addresses the Uncertainty of Ownership and Maintenance of the Main Penitentiary Building.** A question posed throughout this study pertained to the successful ownership and maintenance of the Main Penitentiary Building after the property is conveyed through Act 24. Previous attempts by the Commonwealth to convey the property in its as-is condition proved that the cost of ownership, rehabilitation, maintenance, and liability was too great for any entity (public or private) to take on these responsibilities. No clear path to future ownership of any retained buildings or structures is an obstacle to redevelopment of the entire site. These risks outweigh the potential future revenue that could be generated by the film industry thus making retention of the buildings a nonviable option.
- **Provides an Act 2 Compliant Property.** Alternative 3 provides the Commonwealth and subsequent owners relief from environmental liability under the PA Act 2 Land Recycling Program. This liability protection is a very valuable amenity in marketing the property and assuring its productive redevelopment for the community.

Site Remediation and Demolition

The Department of General Service's implementation of Alternative 3 and conveyance of the ~21.7-acre SCI-Pittsburgh property will require the Commonwealth to complete the following site remediation and demolition activities described below.

Site Remediation

The subject property has been used as a correctional facility since 1878 along with various support facilities, including hospitals, dining facilities, power plants, laundry facilities (including drycleaning), industrial manufacturing facilities, and machine shops, among others. Environmental site assessments (ESAs) and hazardous materials survey conducted during this Feasibility Study have confirmed impacts to soil, groundwater, and buildings from site operations.

In addition, the subject property is surrounded by commercial and industrial properties, including Engineered Polymer Solutions Inc. and the Allegheny County Sanitary Authority to the north, various commercial warehouses to the east, a Duquesne Light Company service center to the south, and the Ohio River to the west. ESAs have indicated that surrounding operations have impacted groundwater at the site and may also pose a vapor intrusion concern for existing and future on site buildings.

Below is a summary of the findings of environmental site assessments done on the property and probable remedial actions necessary to support redevelopment of the site in the future. It is assumed that the site will be entered in the Act 2 Land Recycling Program to implement recommended remedial actions and that a Relief of Liability will be attained prior to conveyance of the property. It is important to note that recreational end-uses such as trails and parks require attainment of the residential Act 2

Cleanup Standard. Otherwise, a non-residential Act 2 Cleanup Standard can be attained for commercial or industrial end-uses at much of the property. The following are recommendations for addressing environmental conditions to facilitate future development at the site.

SOILS

Phase I and Phase II ESAs conducted by Rhea as part of the SCI Pittsburgh Feasibility Study have concluded that the previous industrial activities have not impacted site soils to an extent that would adversely affect future earth-disturbing activities at the subject property. Rhea recommends that a Health and Safety Plan (HASP) and a Soil Management Plan (SMP) be developed and utilized to limit potential exposure to impacted soil during future earth-disturbing construction activities. In the event the subject property is developed with a paved parking lot, the pavement would essentially act as a cap to prevent contact to potential receptors with site soils containing manganese. No remedial actions or additional investigations are recommended at this time for site soils.

GROUNDWATER

The ESAs do indicate that previous industrial activities conducted onsite have impacted groundwater on the subject property. High levels of Volatile Organic Compounds (VOCs) have been detected in monitoring wells within the property boundaries. Additional investigations have determined that the groundwater is not suitable for use in its current condition and active remediation is not likely to be effective or financially feasible. However, the site is served by a public water supply and there is no use of raw groundwater at the site. A deed restriction prohibiting use of site groundwater would be a cost-effective and protective remedial solution to consider when addressing potential risks related to contamination of site groundwater.

In addition to direct contact concerns for groundwater, screening of VOC groundwater data indicates the potential for vapor intrusion. When releases of VOCs occur near buildings, volatilization of contaminants from the dissolved or pure phases in the subsurface can result in the intrusion of vapor-phase contaminants into indoor air. **Given the unknown future use of the subject property, vapor intrusion has been evaluated conservatively and includes the following assumptions:**

- Any future building/structure foundations constructed in the area of temporary monitoring wells MW-03, MW-04, MW-05, and MW-06 would be within five feet of the groundwater level; and
- Any future buildings/structures would be non-residential.

To address the groundwater potential indoor air quality (IAQ) impacts (VOCs), the following potential remedial actions should be considered:

- Evaluation of the vapor intrusion pathway be conducted for select existing buildings that are not planned for demolition; and
- Engineering controls (i.e., active or passive vapor mitigation systems) be incorporated into any future building designs to address the potential for vapor intrusion.

SURFACE WATER

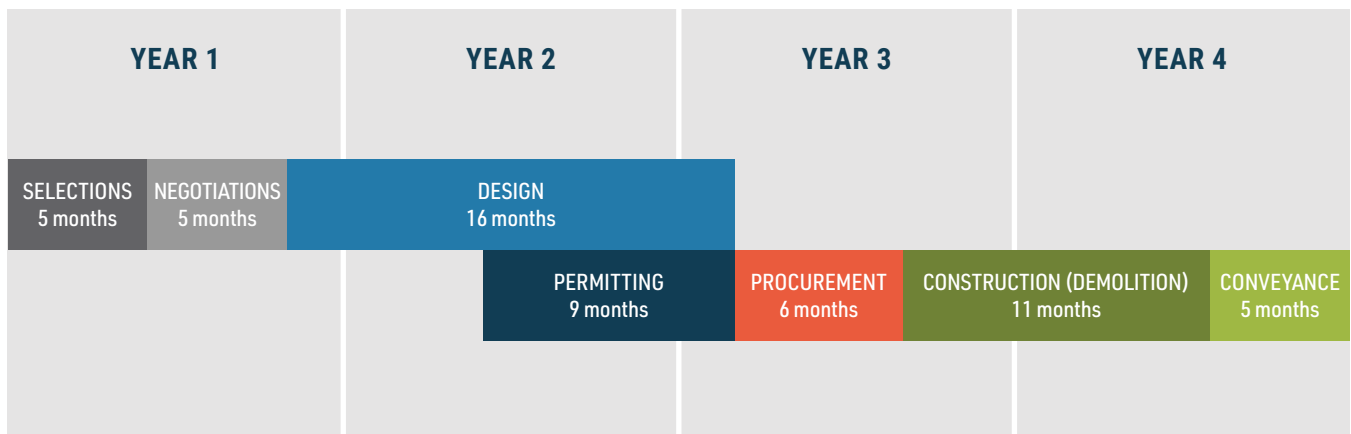
Given the levels of groundwater contamination, potential migration of the contamination towards and into the Ohio River was considered. Typically, groundwater tends to flow towards a receiving surface water body, such as the Ohio River. To date, VOC contamination has not been detected in monitoring wells located in proximity to the river. It is believed that the foundation and structure of the Main Penitentiary Building may be acting as a barrier to groundwater flow towards the river, much as it acts a flood wall from the river to the site. Additional investigation is planned to confirm groundwater to surface water potential impacts. Soil disturbance at the site including demolition of the Main Penitentiary Building, could change the groundwater flow towards the river and potential contamination migration toward the river could become a concern. Groundwater monitoring during demolition should be considered to provide an evaluation of potential impacts to the Ohio River. Retention of building foundations that are directing groundwater flow away from the river should be required and would serve as Engineering Controls to manage the groundwater contamination and protect the river..

Demolition

The Department of General Services’ Bureau of Design Management is responsible for managing/overseeing the third-party contracted demolition work on the SCI-Pittsburgh property. Under Alternative 3, demolition and hazardous materials remediation of 39 buildings and associated structures along with soil and water remediation will occur prior to DGS conveying the property as specified under Act 24 (as may be amended by the State Legislature). The demolition contractor will be competitively selected through DGS’ procurement process and the selection will be based on the DGS-specified scope of work.

The demolition process will include the steps illustrated in **Figure 15** to achieve full conveyance of the ~21.7-acre property.

Figure 15 – SCI-Pittsburgh Demolition Milestone Schedule



Property Conveyance

Act 24 of 2022 Amendment

Before the SCI-Pittsburgh property can be legally conveyed, Act 24 must be amended to ensure the property's legal description is corrected and accurate according to the most recent property boundary survey and lot consolidation plan completed as part of this study. During the Phase 2 Stakeholder Workshop, key stakeholders including the City of Pittsburgh, the URA and the Marshall-Shadeland Neighborhood Group all expressed concern with the length of the conveyance timeline. Suggestions for condensing the timeline included allowance for a direct conveyance option; completion of the solicitation process early in the demolition process to allow the successful bidder to participate in the site preparation process; and direct conveyance of the site to the successful bidder in an "as is" condition with the funding set aside by the Commonwealth to complete the work. The third suggestion was offered under the assumption that a third-party could conduct the demolition and site-preparation work more time-efficiently than the Commonwealth can. As a note, the Act 2 program does offer an option for conveyance of the property prior to remediation while the seller retains the obligation for completing the Act 2 process.

As previously discussed in the Section 5 alternatives analysis, the General Assembly may consider amending Act 24 to permit the property to be conveyed directly to a specified private or public entity, such as the URA. Also, pursuant to the PA History Code (Title 37), DGS must continue to coordinate with PHMC to keep the commission apprised of the real property transfer authorized under Act 24 and consider its recommendations relative to covenants, deed restrictions, or other contractual arrangements that may be appropriate for the property's conveyance.

Solicitation for Proposals and/or Agreement of Sale

The Department of General Services should ensure that the Solicitation for Proposals (SFP) and/or the Agreement of Sale (AOS) stipulates among other provisions, the following:

Public Park. Conveyance of the entire ~27.1 acre property should include a provision that the ~5.2-acre riverside portion of the property is conveyed to an appropriate public or non-profit receiving entity that will be responsible for owning and maintaining this area for public park use. This area includes the separately owned property conveying the Three Rivers Heritage Trail, which should be integrated into the dedicated park area along with a new trailhead space. The reasons for this recommended requirement are:

- The current zoning requires a 125 foot setback from the river. This requirement essentially encompasses the 5-acre parcel proposed for the park.
- The area proposed for the park is within the regulated floodplain and is therefore not developable as anything other than a park.

Conclusions

Michael Baker and its team of subconsultant partners assisted DGS with determining the highest and best use of the nearly 150 year old ~21.7- acre SCI-Pittsburgh property following the correctional institution's permanent closure in 2017. The highest and best use determination concluded through this study's evaluation will help DGS position the property for conveyance as authorized under Act 24 of 2022.

The recommendations offered in this study in no way obligate any future redevelopment but are intended to identify hurdles to redevelopment, pathways to resolution of obstacles and to set the table for collaboration among key stakeholders hopefully resulting in the revitalization of the SCI-Pittsburgh site to the benefit of the neighborhood, the City, and the greater Pittsburgh region.

Appendices

Appendix A – Western State Penitentiary Historical Resource Survey Form

Appendix B – Demolition Probable Cost Estimate

Appendix C – Stakeholder Interview Summaries

Appendix D – Real Estate Market Analysis

Appendix E – Phase I Environmental Site Assessment

Appendix F – Phase II Environmental Site Assessment

Appendix G – Phase II Environmental Site Assessment Supplemental Investigation

Appendix H – Hazardous Materials Survey

Appendix I – MAI Certified Real Estate Appraisal

STATE CORRECTIONAL INSTITUTION - PITTSBURGH

LAND USE FEASIBILITY STUDY

JUNE 2023



pennsylvania
DEPARTMENT OF GENERAL SERVICES