



ALLEGHENY LAND TRUST

Transfer of Development Rights Feasibility Study

City of Pittsburgh Neighborhood Analysis Report

With notes on Allegheny County

June 30th, 2019

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Prepared by



**ALLEGHENY
LAND TRUST**

Allegheny Land Trust
416 Thorn Street
Sewickley, PA 15146
412.741.2750

Primary Author

Alyson Fearon Community Conservation Director

Additional Authors

Christopher Beichner President & CEO
Tom Dougherty VP of Development & External Affairs
Roy Kraynyk VP of Land Protection & Capital Projects

Editors

Beth Dutton, Deputy Director, 3 Rivers Wet Weather
Board Member
Brian Jensen, Senior Director, Policy & Advocacy, Allegheny Conference on
Board Member Community Development

Executive Summary

Introduction

This report is the first in a three-part, multi-year series focused on the potential for a Transfer of Development Rights Pilot Project in the greater Pittsburgh area.

Allegheny Land Trust, a non-profit land conservation organization, believes Transfer of Development Rights (TDR) is an under-utilized municipal planning and land use management opportunity and is implementing an analysis of our region to locate a potential pilot TDR project.

Our region is currently suffering the effects of poor land use decisions, including but not limited to landslides and flooding exacerbated by poor stormwater management, development on hillsides previously marked as unstable, continued green and open space consumption for new housing during high rates of vacancy in existing housing stock and so on. Transfer of Development Rights is a specific, market-based mechanism based in the principle that the right to develop a property is severable and moveable to a different property.¹ The positive result of this mechanism is land permanently preserved from development while encouraging (re)development in appropriate areas within the municipality while providing the possibility for a new revenue stream in the sale of Development Rights.

A Transfer of Development Rights program can assist the Pittsburgh region in addressing serious issues such as landslides, stormwater management and combined sewer overflows; which have arisen from inappropriate development and poor and aging infrastructure. These factors combined with our regional topography, geology and climate have created dangerous flash flooding, landslides, sewer overflows and other concerns which necessitate leveraging as many tools as possible to help address them. The presence of vacant parcels throughout the City provides an opportunity, not a liability, to provide ample and appropriate green space locations while directing reinvestment where it is best supported.



Allegheny County Property Assessments June 2019; Vacant Land in the City of Pittsburgh

¹ TDRs and Other Market-based Land Mechanisms: How they work and their role in shaping metropolitan growth. June 2004 Fulton, W.; Mazurek, J.; Pruetz, R.; & Williamson, C. A Discussion Paper Prepared for The Brookings Institution Center on Urban and Metropolitan Policy

Our vision for the City of Pittsburgh and nearby Allegheny County Municipalities is the application of Transfer of Development Rights as a land use management tool to provide conscientious and sustainable reinvestment in communities while protecting critical, multi-functional green spaces in perpetuity.

Purpose

This report is the first in a series of reports studying the potential for a TDR program in our region. In this first effort we developed innovative selection criteria for potential TDR neighborhoods and projects. Currently in our region, TDR is not regularly applied within fully urban, municipal or neighborhood boundaries and necessitated ALT to study other in-state and out of state programs to develop our own selection criteria. We also determined a method to assist in reducing the 90 City of Pittsburgh neighborhoods and remaining 129 municipalities within Allegheny County with the highest potential for a TDR program.

Process

In preparation for this study, ALT reviewed available literature for theoretical program development as well as successful urban TDR programs. There are several excellent examples of TDR Programs, most notably from Warwick Township, Pennsylvania and in King County, Washington; more information on these programs is in Appendix A.

ALT then internally developed Project Selection Criteria that identifies the desirable characteristics for a Transfer of Development Rights Pilot Study community. These criteria were developed in consideration of the unique character of each neighborhood and/or municipality and are therefore open-ended instead of using a strict yes-no or other grading or points scale.

Since this is the first known fully urban application of TDRs, where all Development Rights are moved within one municipal boundary that does not contain large areas of open space and/or family-run agricultural operations. Existing TDR Program feasibility criteria published by the American Planning Association² and other organizations were therefore not fully applicable and were adapted for our purposes.

In order to reduce the number of neighborhoods and municipalities for further study, we sought out an external valuation system to assist in understanding Economic and Development Need and chose the Reinvestment Fund's Market Value Analysis (MVA)³ for Allegheny County⁴ and the City of Pittsburgh.⁵ The Economic Need Criteria category informs which neighborhoods are experiencing some level of divestment and/or blight and provides a cursory indicator that there would be available properties for redevelopment. Transfer of Development Rights programs are most successful when they are created ahead of development pressure, preventing short-term decisions in community reinvestment decisions.

² Nelson, A., Pruetz, R. & Woodruff, D. (2012) *The TDR Handbook: Designing and implementing successful Transfer of Development Rights Programs*. Washington, D.C.: Island Press

³ <https://www.reinvestment.com/policy-solutions/market-value-analysis/>

⁴ <https://www.alleghenycounty.us/economic-development/index.aspx>

⁵ Market Value Analysis <https://www.ura.org/pages/data-analysis-decision-making-through-the-ura-real-estate-department>

Results

The first major result is the Allegheny Land Trust Transfer of Development Rights Project Selection Criteria, developed specifically for TDR programs focused on urban green space protection.

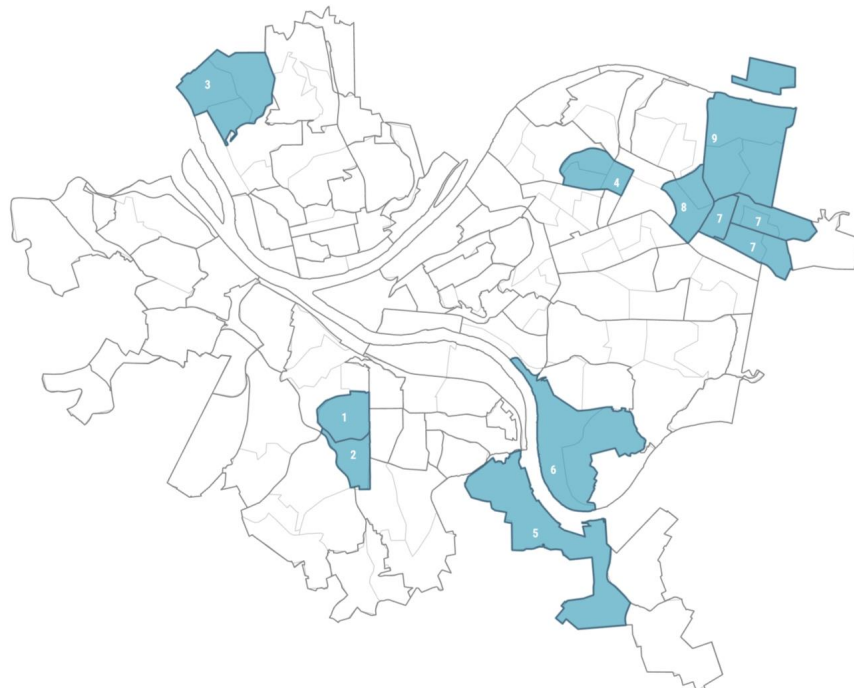
| Criteria | Description |
|---------------------------------------|---|
| Sending Area | <p>Neighborhood must have sufficient land identified as current green space, green infrastructure, gardens, parks, etc. and/or sufficient vacant land available and desired for conversion to green space, green infrastructure, gardens, parks, etc. to support transferring development rights</p> <p><i>Include parcel IDs and counts of sending area parcels</i></p> |
| Receiving Area | <p>Neighborhood must have sufficient distressed, blighted, underdeveloped or vacant land targeted for redevelopment; and concessions desired by developers that if available would accelerate development and create a market demand on available development rights</p> <p><i>Include parcel IDs</i> <i>Include Developer Concessions</i></p> |
| Community Stakeholders | <p>There is already great work happening in our Greater Pittsburgh communities, with many community organizations having strong, established relationships with their residents. We should draw from this existing network and work within it and not in opposition to it.</p> <p><i>List known organizations and if they support us</i></p> |
| Government Stakeholders | <p><i>Support from the Councilperson, City Planning, City Zoning, Urban Redevelopment Authority, PWSA, ALCOSAN</i></p> <p><i>List organizations with legislative authority over area</i></p> |
| Community Plan (Preferred) | Neighborhood has a comprehensive and inclusive community plan completed in the last 5 years |
| Economic Need (Preferred) | Neighborhood shows a financial need to implement 'green' components of the community plan, or to sustain/ steward existing green spaces or jumpstart projects that are not receiving grants. |
| Letters of Support (Preferred) | List letters of support obtained from stakeholders and organizations to indicate awareness and support of the project |
| Other Considerations | Any other critical information to support the decision-making process, does Allegheny Land Trust have other, non-related projects or partnerships in the area e.g. TRALI; property in the area; et cetera. |
| Other Considerations | Any other critical information to support the decision-making process, do we have other, non-related projects or partnerships in the area; property in the area; et cetera. |

Allegheny Land Trust was tasked with providing a cursory review of all 90 neighborhoods in the City of Pittsburgh in order to provide the best depth of coverage to locate a TDR Pilot Project. To reduce the total number of neighborhoods down from the current 90 and select the most appropriate neighborhoods for the TDR Pilot Study we developed a basic, high-level process with tiered selection criteria.

From all 90 neighborhoods, we have narrowed our priority list to the following:

City of Pittsburgh Neighborhoods for further study

| Neighborhood | | Criteria Met | | | |
|---------------------|--------------------------|---|------------------------|-----------------------------|---------------------------|
| | | MVA Transitional or Distressed | ALT Partner | Urban Greenprint | Community Plan |
| 1 | Beltzhoover | X | Indirect | X | |
| 2 | Bon Air | X | Indirect | | |
| 3 | Brighton Heights | X | Direct | X | |
| 4 | Garfield | X | Direct | | X |
| 5 | Hays | X | Direct | X | |
| 6 | Hazelwood | X | Direct | | X |
| 7 | Homewood | X | Indirect | | X |
| 8 | Larimer | X | Direct | X | X |
| 9 | Lincoln-Lemington Belmar | X | Indirect | X | |



City of Pittsburgh Neighborhoods Selected for further TDR Feasibility Study



Conclusions and Next Steps

The Greater Pittsburgh area possesses opportunities for Transfer of Development Rights to sustainably transform our communities and mitigate the hazards associated with poor land use decisions and practices. The TDR project selection criteria developed by Allegheny Land Trust is able to provide clarification for other communities seeking TDR opportunities in our region.

We intend to apply the results of this report to further study those high priority neighborhoods and projects through application of the neighborhood selection criteria and refine the results to determine the highest potential pilot neighborhood for a Transfer of Development Rights Pilot Study. Refining, testing and applying the criteria will bring us in contact with those organizations and neighborhoods best suited for a TDR Program.

Introduction

This report is the first in a three-part, multi-year series focused on the potential for a Transfer of Development Rights Pilot Project in the greater Pittsburgh area. The project has been gaining momentum since early 2015 when ALT staff met with the newly elected Mayor of Pittsburgh. ALT continued to promote the concept to the City and several surrounding municipalities, and in 2016 ALT completed a small feasibility analysis in the Larimer neighborhood. In early 2017, a student intern was assigned to provide further detailed analysis and economic feasibility support. Heinz Endowments provided funding to ALT in Fall 2017 to look for a larger opportunity for a TDR pilot project.

Background

What is Transfer of Development Rights?

Transfer of Development Rights is a specific, market-based mechanism based in the principle that the right to develop a property is severable and moveable to a different property.⁶ Also known as Density and Intensity transfers, the development right (DR) is severed from a property to be conserved for its natural or cultural attributes, sold at market rates to a developer or development and applied to a different property preferred for development. The most common use of such programs has been for farmland and historic structure preservation, where the excess development rights are severed from the property to protect from future development pressures.

The structure for Transfer of Development Right programs vary by state, but there are basic components common to all programs. The first requirement is the legislative authorization to sever the development right from a parcel of real estate and therefore make it eligible to sell. Although a simplistic description, the legislation must identify that participation is voluntary, how Development Rights are assigned to a parcel (by acreage, zoning and/or a combination thereof), how the financial value of the Development Right is assigned, the primary fiscal administrator, and most importantly the restrictions for the program. In Pennsylvania, municipalities are authorized to create their own program through the Municipalities Planning Code. Those municipalities must then move through their legislative process to create and implement a TDR Program.

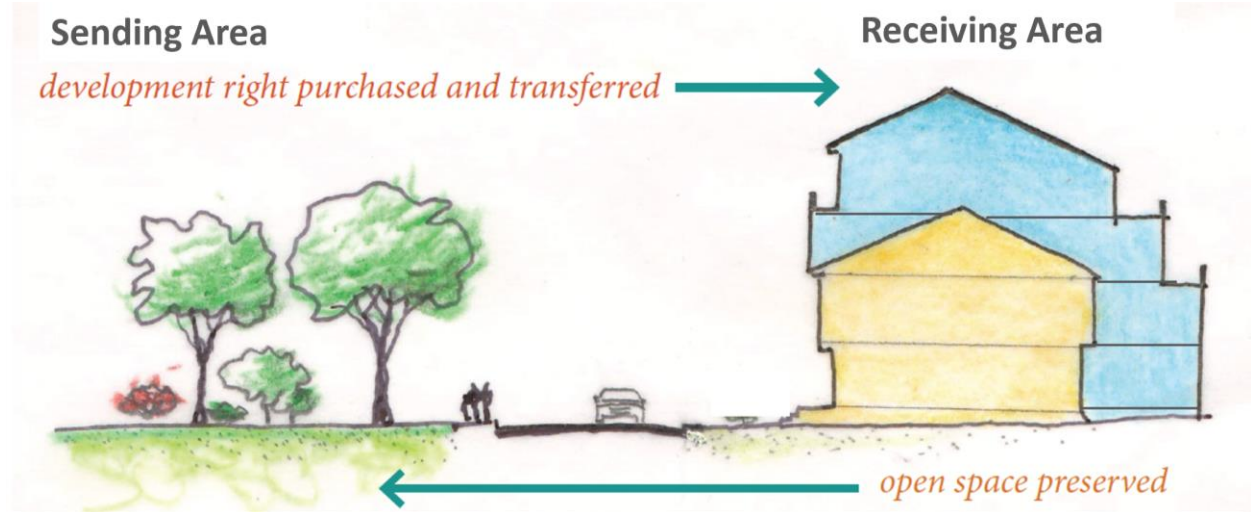
As defined by the Pennsylvania Municipalities Planning Code:

"Transferable development rights," the attaching of development rights to specified lands which are desired by a municipality to be kept undeveloped but permitting those rights to be transferred from those lands so that the development potential which they represent may occur on other lands where more intensive development is deemed to be appropriate.¹

⁶ TDRs and Other Market-based Land Mechanisms: How they work and their role in shaping metropolitan growth. June 2004 Fulton, W.; Mazurek, J.; Pruetz, R.; & Williamson, C. A Discussion Paper Prepared for The Brookings Institution Center on Urban and Metropolitan Policy

The second requirement is the identification of the sending areas, from which rights are eligible to be severed, and receiving areas, to which the severed rights are allowed to relocate. Most commonly, these areas are identified in the form of zoning overlays, which allow the underlying zoning to remain in effect for those not participating in the TDR Program. Often there is a conversion factor for the Development Right due to a mismatch of zoning (e.g. moving from Agricultural to Commercial), as well as maximum allowances for the total number of DRs a receiving parcel can accept.

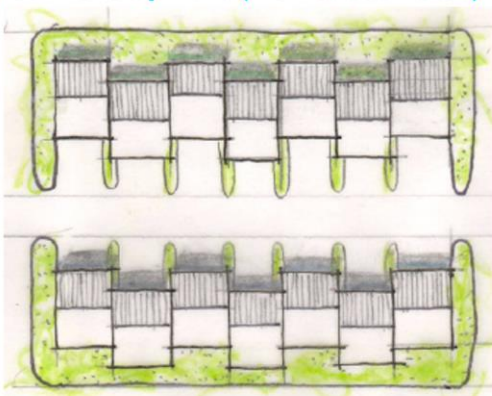
In Figure 1, the sending and receiving area concepts are simplified and shown as a transfer across a residential street.



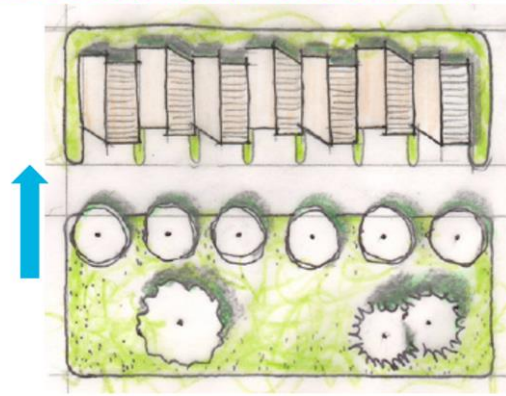
(Figure 1) Transfer of Development Rights Concept Diagram⁷

The example illustrated in Figure 2 demonstrates the concept as a Density and Intensity Transfer, with density increased to create green space opposite the housing units. This is an example of a one to one DR transfer, where one housing unit allowance is moved; other methods involved maximum square footage per DR and/or floor area ratio allowances.

Typical Development (7 units each side)



TDR Development (14 Units One-side)



(Figure 2) Illustration of Implemented Transfer of Development Rights Project⁸

⁷ Image Source: Suzy Meyer

⁸ Image Source: Suzy Meyer

Why is it important to the greater Pittsburgh region?

A Transfer of Development Rights program can assist the Pittsburgh region in addressing serious issues such as landslides, stormwater management and combined sewer overflows; which have arisen from inappropriate development and poor and aging infrastructure. These factors combined with our regional topography, geology and climate have created dangerous flash flooding, landslides, sewer overflows and other concerns which necessitate leveraging as many tools as possible to help address them. The presence of vacant parcels throughout the City provides an opportunity, not a liability, to provide ample and appropriate green space locations while directing reinvestment where it is best supported.

Transfer of Development Rights Programs are most commonly associated with the protection of rural character or family-run agriculture, providing financial incentives to the landowners for protecting their property.

Our vision for the City of Pittsburgh and nearby Allegheny County Municipalities is the application of Transfer of Development Rights as a land use management tool to provide conscientious and sustainable reinvestment in communities while protecting critical, multi-functional green spaces in perpetuity.



(Figure 3) Allegheny County Property Assessments June 2019; Vacant Land in the City of Pittsburgh

TDR programs can also resolve conflicts between Community Plans, especially those for Green and Open Spaces, and the need for economic redevelopment.

There are several critical advantages to such a program over that of the zoning variance process:

- ▲ First, the sending and receiving areas have been identified in the legislation, preventing short-term decisions with long-term consequences.
- ▲ Second, the community residents feel buy-in to the process because their input assisted in creating the transfer framework.
- ▲ Third, the developer working in the receiving area knows in advance what they may request and how many development rights are required to meet those needs.
- ▲ Fourth, the property owner receives a cash value for those development rights, which may be taken as a cash payment, or donated
- ▲ And Finally, while the market and assessed value of the vacant lands of the sending area will be reduced by the severance of Development Rights, a portion of that value will likely increase the market and assessed value of the receiving area due to the increased density and/or intensity

An Example for a City of Pittsburgh Neighborhood

In order to better visualize how a fully-urban program could be applied within City and neighborhood boundaries, an example is illustrated below. As seen in the illustration, this example neighborhood has experienced significant divestment, with many of the houses being razed in the 1950s and 1960s. The area is relatively flat with underlying utilities, in an area likely to experience redevelopment pressures within the next five years.



(Figure 4) Neighborhood experiencing blight and vacancy⁹

The neighborhood is zoned single family residential with some higher density options along the main road. However, the area in the top of the illustration is a steep hillside, which carries serious risk if redeveloped to not only those homes, but the valley below. The community also wanted more open and green space, as laid out in several community planning processes. However, under current zoning redevelopment in the neighborhood would occur as illustrated below.



(Figure 5) The same neighborhood redeveloped per single family zoning¹⁰

In order to provide the greenway and large park the community desires, Development Rights could be severed from those properties which the community wishes to protect, moving the density into one primary block of higher density housing.

⁹ Image source: LaQuatra Bonci as commissioned by Allegheny Land Trust

¹⁰ Image source: LaQuatra Bonci as commissioned by Allegheny Land Trust



(Figure 6) Transfer of Development Rights Scenario for Neighborhood Redevelopment¹¹

¹¹ Image source: LaQuatra Bonci as commissioned by Allegheny Land Trust

The Study

This report is the first in a three-part multi-year series focused on the potential for a Transfer of Development Rights Pilot Project in the greater Pittsburgh area. The goal for this first round of reporting was to develop new criteria for assessing the feasibility of a Transfer of Development Rights Program in a neighborhood or small municipality. The second goal was to determine the best method to reduce the total number of neighborhoods from 90 without needing to research and apply the new criteria for each neighborhood. The final goal for this report was to have a reduced list of high-feasibility candidate neighborhoods for intensive study in the next phase of the study.

In preparation for this study, ALT reviewed available literature for theoretical program development as well as successful urban TDR programs. There are several excellent examples of TDR Programs, most notably from Warwick Township, Pennsylvania and in King County, Washington; more information on these programs is in Appendix A.

ALT then internally developed Project Selection Criteria that identifies the desirable characteristics for a Transfer of Development Rights Pilot Study neighborhood or municipality. These criteria were developed in consideration of the unique character of each neighborhood and/or municipality and are therefore open-ended instead of using a strict yes-no or other grading or points scale.

Since this is the first known fully urban application of TDRs, where all Development Rights are moved within one municipal boundary that does not contain large areas of open space and/or family-run agricultural operations. Existing TDR Program feasibility criteria published by the American Planning Association¹² and other organizations were therefore not fully applicable and were adapted for our purposes.

In order to reduce the number of neighborhoods and municipalities for further study, we sought out an external valuation system to assist in understanding Economic and Development Need and chose the Reinvestment Fund's Market Value Analysis (MVA)¹³ for Allegheny County¹⁴ and the City of Pittsburgh.¹⁵ The Economic Need Criteria category informs which neighborhoods are experiencing some level of divestment and/or blight and provides a cursory indicator that there would be available properties for redevelopment. Transfer of Development Rights programs are most successful when they are created ahead of development pressure, preventing short-term decisions in community reinvestment decisions.

¹² Nelson, A., Pruetz, R. & Woodruff, D. (2012) *The TDR Handbook: Designing and implementing successful Transfer of Development Rights Programs*. Washington, D.C.: Island Press

¹³ <https://www.reinvestment.com/policy-solutions/market-value-analysis/>

¹⁴ <https://www.alleghenycounty.us/economic-development/index.aspx>

¹⁵ Market Value Analysis <https://www.ura.org/pages/data-analysis-decision-making-through-the-ura-real-estate-department>

Resulting Criteria

Sending Area

In a TDR Program, sending areas are those identified for their natural or cultural values as indicated through a variety of potential resources such as Community Plans, Zoning Maps and others. The primary consideration for this criterion sought to focus on areas of green which are not located into the current Zoning Category of City Parks or Greenways.

Criteria

Neighborhood must have sufficient land identified as current green space, green infrastructure, gardens, parks, etc. **and/or** sufficient vacant land available and desired for conversion to green space, green infrastructure, gardens, parks, etc. to support transferring development rights

Include parcel IDs and counts of sending area parcels

Data Sources

City of Pittsburgh Zoning Map Urban Redevelopment Authority Push to Green, Pittsburgh Water and Sewer Authority Green First, GROW Pittsburgh Gardens, and others

Receiving Area

In a TDR program, the receiving area is identified as desired for (re)development through community input processes and interest from developers. Certain neighborhoods within the City are experiencing development either within, or nearby, which could result in uneven development pressure within the neighborhood. Conversely, neighborhoods may possess existing infrastructure and have capacity and would benefit from incentives to attract interest. There is also the added benefit of developer access for interviews and Development Right conversion measures.

Criteria

Neighborhood must have sufficient distressed, blighted, underdeveloped or vacant land targeted for redevelopment; and concessions desired by developers that if available would accelerate development and create a market demand on available development rights

Include parcel IDs

Include Developer Concessions

Include verification of Stormwater Management

Data Sources

Urban Redevelopment Authority Vacant Parcel Analysis, Community Plans, and others

Community Stakeholders

There is already great work happening in our Greater Pittsburgh communities, with many community organizations having strong, established relationships with their residents. We should draw from this existing network and work within it and not in opposition to it.

Criteria

Support from community leaders and organizations, community non-profits, residents and others who may be working in the neighborhood

List known organizations and if they support us

Community Development Corporation

Other Non-Governmental Agencies

Development Firms

Financial Lenders

Property Owners

Environmental groups

Watershed organizations



Government Stakeholders

This TDR Pilot Study intends to result in a TDR Pilot, which necessitates the cooperation and support of those City/ Municipal/ Borough departments which might be involved in the project.

Criteria

Support from the Councilperson, City Planning, City Zoning, Urban Redevelopment Authority, PWSA, ALCOSAN, or others.

List organizations with legislative authority over area

Community Plan

Although many of our Greater Pittsburgh communities may have developed full or partial community plans, vision plans, case studies, etc. the rapidly changing landscape of the Greater Pittsburgh urban environment requires timeliness and relevancy. As such, it was determined that only those plans which were completed in approximately the last five years are appropriate to this TDR Pilot study. Older plans will certainly be reviewed to understand changes over time.

Criteria

Neighborhood has a comprehensive and inclusive community plan completed in the last 5 years that include land use goals that can be advanced by a TDR program.

Economic Need

Revitalizing communities are competing for financial resources and as such some smaller, community driven initiatives may be missing out. This category seeks to support (re)development, community greening, gardens and/ or green infrastructure projects with TDR revenues.

Criteria

Neighborhood shows a financial need to implement 'green' components of the community plan, or to sustain/ steward existing green spaces or jumpstart projects that are not receiving grants.

Data Sources

Urban Redevelopment Authority Market Value Analysis Score for all Census Tracts in the Neighborhood or Community

Letters of Support

Letters from community groups and other stakeholders are key to demonstrate support for a TDR Program.

Criteria

List letters of support obtained from stakeholders and organizations to indicate awareness and support of a TDR Program.

Other Considerations

Any other critical information to support the decision-making process, does Allegheny Land Trust have other, non-related projects or partnerships in the area e.g. TRALI; property in the area; et cetera.

(Table 1) ALT TDR Project Selection Criteria Results

| Criteria | Description |
|---------------------------------------|---|
| Sending Area | <p>Neighborhood must have sufficient land identified as current green space, green infrastructure, gardens, parks, etc. and/or sufficient vacant land available and desired for conversion to green space, green infrastructure, gardens, parks, etc. to support transferring development rights</p> <p><i>Include parcel IDs and counts of sending area parcels</i></p> |
| Receiving Area | <p>Neighborhood must have sufficient distressed, blighted, underdeveloped or vacant land targeted for redevelopment; and concessions desired by developers that if available would accelerate development and create a market demand on available development rights</p> <p><i>Include parcel IDs</i> <i>Include Developer Concessions</i></p> |
| Community Stakeholders | <p>There is already great work happening in our Greater Pittsburgh communities, with many community organizations having strong, established relationships with their residents. We should draw from this existing network and work within it and not in opposition to it.</p> <p><i>List known organizations and if they support us</i></p> |
| Government Stakeholders | <p>Support from the Councilperson, City Planning, City Zoning, Urban Redevelopment Authority, PWSA, ALCOSAN</p> <p><i>List organizations with legislative authority over area</i></p> |
| Community Plan (Preferred) | <p>Neighborhood has a comprehensive and inclusive community plan completed in the last 5 years</p> |
| Economic Need (Preferred) | <p>Neighborhood shows a financial need to implement 'green' components of the community plan, or to sustain/ steward existing green spaces or jumpstart projects that are not receiving grants.</p> |
| Letters of Support (Preferred) | <p>List letters of support obtained from stakeholders and organizations to indicate awareness and support of the project</p> |
| Other Considerations | <p>Any other critical information to support the decision-making process, does Allegheny Land Trust have other, non-related projects or partnerships in the area e.g. TRALI; property in the area; et cetera.</p> |

The items listed as *(Preferred)* provide us with a stronger position for the study and/or better demonstrate community support and need.



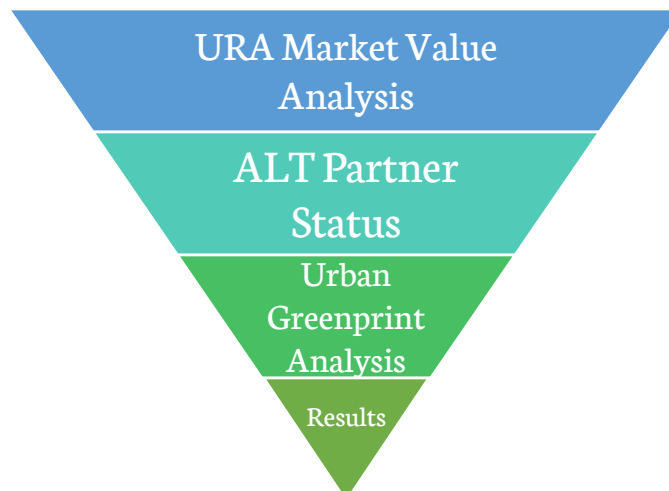
(Table 2) An Example of Completed Criteria for City of Pittsburgh Transfer of Development Rights Pilot Project

| Criteria | Description | EXAMPLE: Brighton Heights (Describe how criteria are met) |
|--|--|---|
| <i>Sending Area</i> | Neighborhood must have sufficient land identified as current green space, green infrastructure, gardens, parks, etc. and/or sufficient vacant land available and desired for conversion to green space, green infrastructure, gardens, parks, etc. to support transferring development rights <i>Include parcel IDs and counts of sending area parcels</i> | St. Johns Site- Being converted to Green Stormwater Infrastructure and Neighborhood Recreation Amenity <ul style="list-style-type: none"> • 0075-L-00275-0000-00 3.0421 Acres • 0075-L-00270-0000-00 5,706 Sq. Ft. |
| <i>Receiving Area</i> | Neighborhood must have sufficient distressed, blighted, underdeveloped or vacant land targeted for redevelopment; and concessions desired by developers that if available would accelerate development and create a market demand on available development rights <i>Include parcel IDs</i> <i>Include Developer Concessions</i> | Residential Lots- Partner with Northside Leadership Conference |
| <i>Community Stakeholders</i> | There is already great work happening in our Greater Pittsburgh communities, with many community organizations having strong, established relationships with their residents. We should draw from this existing network and work within it and not in opposition to it. <i>List known organizations and if they support us</i> | Brighton Heights Citizens Federation http://www.brightonheights.org/ Grounded Strategies GSI: O-27 https://groundedpgh.org/projects/gsi/ Northside Leadership Conference http://pittsburghnorthside.weebly.com/ |
| <i>Government Stakeholders</i> | Support from the Councilperson, City Planning, City Zoning, Urban Redevelopment Authority, PWSA, ALCOSAN <i>List organizations with legislative authority over area</i> | URA (Current Site Owner) PWSA <ul style="list-style-type: none"> • http://pgh20.com/City-Wide-Green-Plan • http://apps.pittsburghpa.gov/pwsa/6.7_O27_Woods_Run.pdf |
| <i>Community Plan (Preferred)</i> | Neighborhood has a comprehensive and inclusive community plan completed in the last 5 years | No, however the Northside Leadership Conference completed a land use plan around the St. Johns site that includes residential redevelopment opportunities |
| <i>Economic Need (Preferred)</i> | Neighborhood shows a financial need to implement 'green' components of the community plan, or to sustain/ steward existing green spaces or jumpstart projects that are not receiving grants. | TDR Credits will support residential housing revitalization TDR Revenue will be used to create a maintenance fund for the new park |
| <i>Letters of Support (Preferred)</i> | List letters of support obtained from stakeholders and organizations to indicate awareness and support of the project | (Not sought at this stage of the process) |
| <i>Other Considerations</i> | Any other critical information to support the decision-making process, does Allegheny Land Trust have other, non-related projects or partnerships in the area e.g. TRALI; property in the area; et cetera. | ALT should own St. Johns by the end of that projects and therefore have the DRs Grounded (formerly GTECH) has already completed some community outreach and surveys https://groundedpgh.org/projects/st-johns-green/ |

Preliminary Results for the City of Pittsburgh Neighborhoods

Neighborhood Screening

Allegheny Land Trust was tasked with providing a cursory review of all 90 neighborhoods in the City of Pittsburgh in order to provide the best depth of coverage to locate a potential Pilot Project. To reduce the total number of neighborhoods down from the current 90 and select the most appropriate neighborhoods for the TDR Pilot Study we developed a basic, high-level process with tiered selection criteria. After careful thought, we determined the most critical factor for a TDR Pilot Project to be Economic Need, which provide the greatest opportunity for impact during neighborhood reinvestment and provide enough time to develop appropriate TDR program structures *before* redevelopment occurs. A strong, trusted relationship with a community is needed when traversing the TDR program development process, which can bring forward issues of mistrust related to past development and concern for hidden agendas on the part of the program development consultant. ALT then sought to combine these first two criteria with the Urban Greenprint, a high-level analysis of urban greening which sought to locate projects in which green space serves the highest and best use for the neighborhood. The results of each stage of the analysis are presented in the following section.



Economic Need: as assessed through the Market Value Analysis

First, we looked at the Urban Redevelopment Authority's 2016 Market Value Analysis (MVA) results to assist in understanding areas of need. The MVA is a unique tool for characterizing markets because it creates an internally referenced index of a municipality's residential real estate market. It identifies the highest-demand markets, areas of greatest distress, plus various markets types in between. The MVA offers insight into the variation in market strength and weakness within and between traditional neighborhood boundaries because it uses Census block groups as the unit of analysis. Where market types abut each other on the map becomes instructive about the potential direction of market change, and ultimately, the appropriateness of types of investment or intervention strategies.¹⁶

The MVA results in a rating from A (Best) to I (Poorest) and N/A for those areas with not enough data, this is the ranking that will be taken into consideration when identifying communities in need.

¹⁶ <https://www.ura.org/pages/data-analysis-decision-making-through-the-ura-real-estate-department>

Market Characteristics for Each Identified Cluster

Robust Markets

“A” markets have the highest housing values, experience the largest level of new construction, have the highest owner occupancy levels, and experience little housing distress (such as residential vacancy and foreclosure).

“B” markets have elevated housing values, experience substantial amounts of new construction, have high levels of owner occupancy, and experience little housing distress.

Steady Markets

“C” markets have above average housing values, about average levels of new construction, have high levels of owner occupancy, and experience little housing distress.

“D” markets have slightly below average housing values, experience half the countywide average amount of new construction, have more renters than owners, and experience about average levels of foreclosure and residential vacancy.

“E” markets have slightly lower than average housing values, experience half the countywide average amount of new construction, have high levels of owner occupancy, have low levels of residential vacancy but about average levels of foreclosure.

Transitional Markets

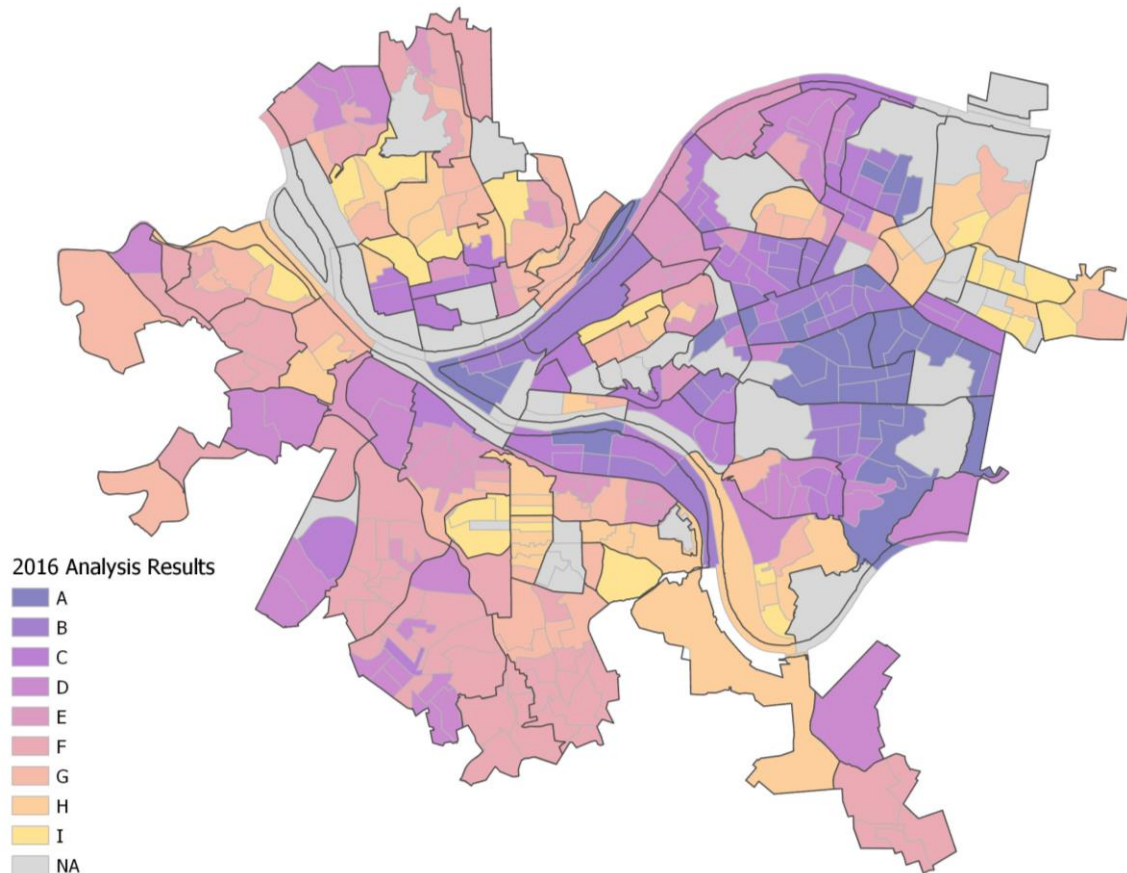
“F” markets have housing values about half the countywide average, experience little new construction, have more owners than renters, and experience about average levels of foreclosure and residential vacancy.

“G” markets have below average housing values, experience little new construction, have slightly more owners than renters, and experience about twice the countywide average levels of foreclosure and residential vacancy.

Distressed Markets

“H” markets have housing values well below the countywide average, experience little new construction, have more renters than owners, experience elevated levels of residential vacancy and the highest levels of foreclosure in the County.

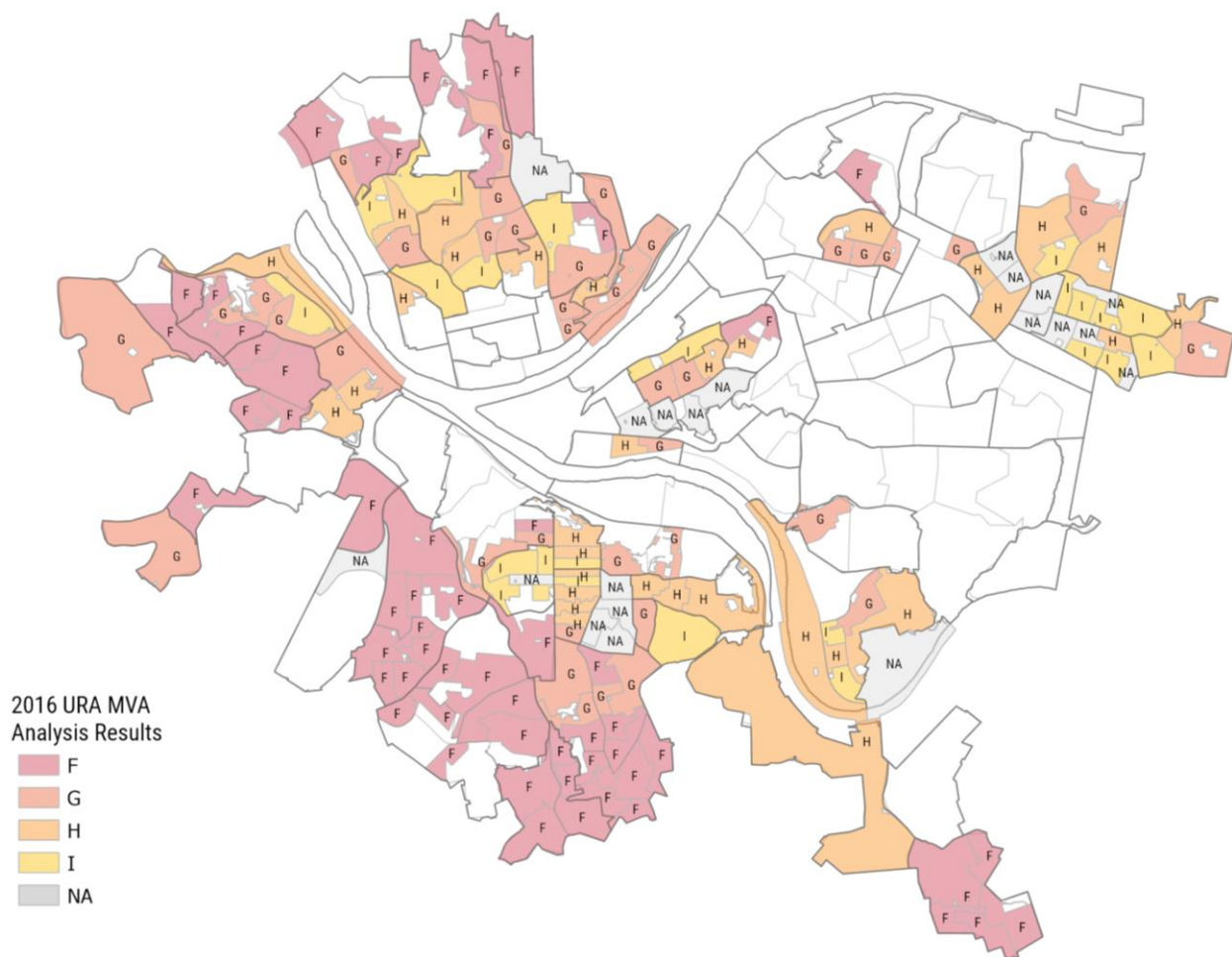
“I” markets have the lowest housing values in Allegheny County, experience little new construction, have about an even share of owners and renters, experience the highest levels of residential vacancy and elevated levels of foreclosure.



(Figure 7) Urban Redevelopment Authority Market Value Analysis Results for 2016

Allegheny Land Trust applied the MVA categories and separated the results into two broad categories. Areas with a Market Value Analysis Score of Robust (Score A, B) and Steady (Score C, D, E) have stronger residential markets and are considered to have the least economic need; these areas are likely fully developed and lacking in the opportunity for redevelopment. For this study Transitional (Score F, G) and Distressed (Score H, I and N/A) Markets provided the strongest indication of communities that are ahead of redevelopment and able to benefit from a Transfer of Development Rights Program to control reinvestment in their neighborhoods.

It is important to note the initial selection delivered a Score of N/A for areas that are City Parks, cemeteries, purely commercial districts, educational or medical institutions or government owned. Those N/A areas were verified and later excluded, leaving only those N/A Scores which were known to be residential areas, such as in Larimer.

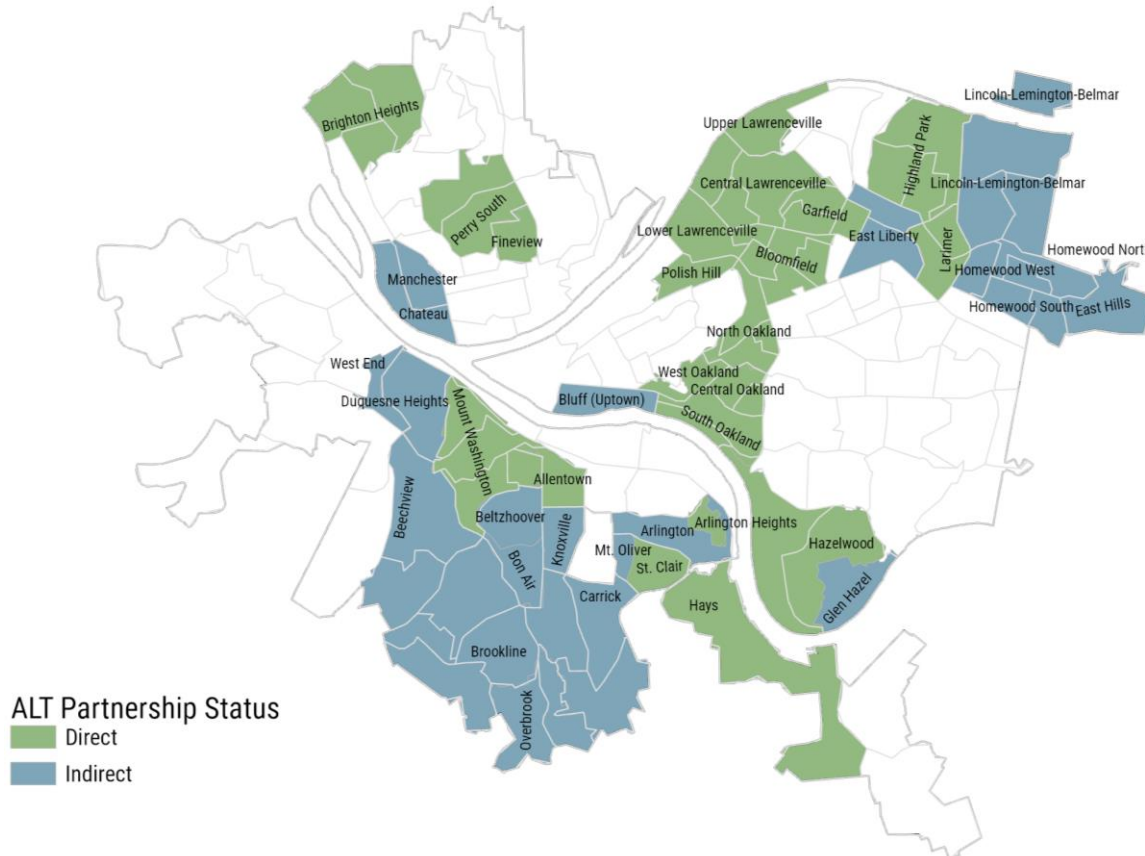


(Figure 8) URA MVA 2016; Transitional and Distressed Markets Only

Other Considerations: as assessed through Allegheny Land Trust Neighborhood Partnerships
To develop an effective, in-depth analysis in the selected communities, personal relationships with residents and non-profits on the ground are necessary to understand the needs of the residents and neighborhood. The selection of sending and receiving areas is a highly sensitive process for residents and government representatives, regularly subject to NIMBY¹⁷ism and therefore requires a trusted mentor to guide the process.

With this in mind, we raised the priority on those neighborhoods in which ALT has a trusting, established working relationship. This could be either in the form of direct relationships based on current and past projects, or indirect relationships available through our professional networks. These relationships are critical in building trust with the community to allow analysis that might involve neighborhood plan reviews (e.g. receiving areas) and to support a sense of ownership of the project.

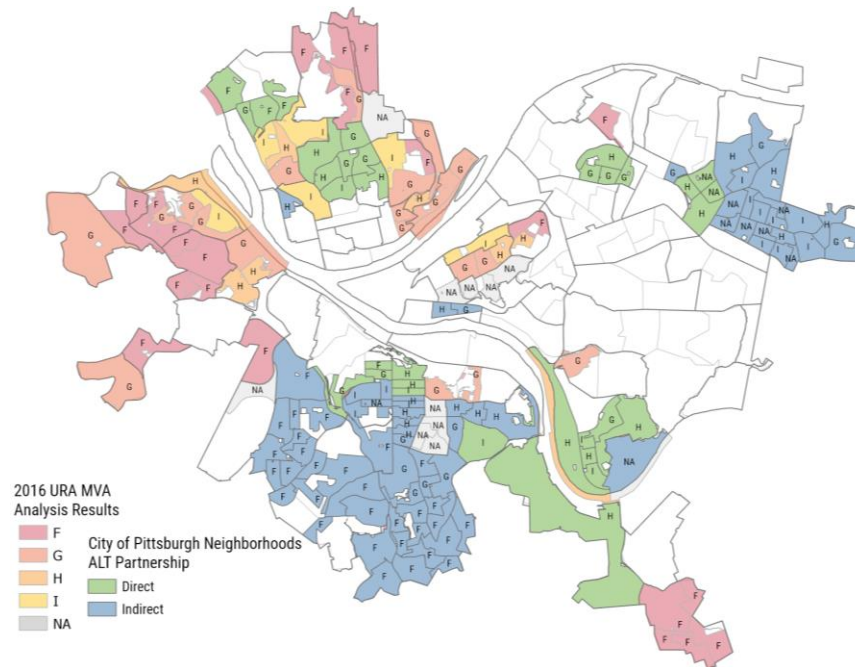
Indirect relationships are largely defined through our work with organizations like the Hilltop Alliance, which represent several neighborhoods and therefore provide an association. However, we have not had occasion to work with every neighborhood partner in that organization and so not every area is listed as an Indirect relationship. In theory, ALT has indirect relationships with all City neighborhoods due to our working partnership with Neighborhood Allies and the Pittsburgh Community Reinvestment Group's Vacant Property Working Group. However, many of the indirect relationships would require a fresh introduction and it was therefore considered to be a less preferred method of selection.



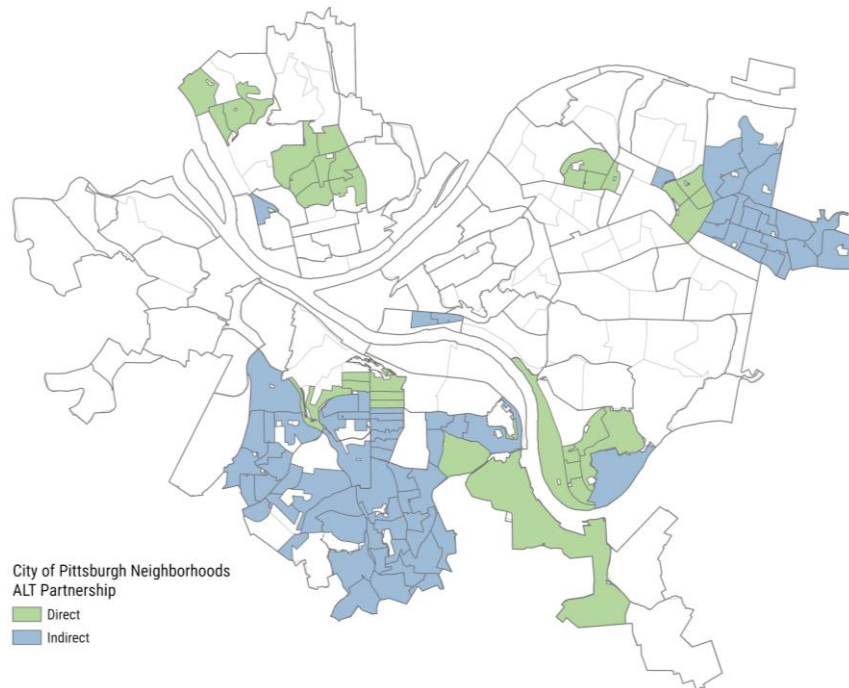
(Figure 9) ALT's Active Relationships within City of Pittsburgh Neighborhoods

¹⁷ NIMBY – Not In My BackYard

We then combined these first two sets of results: URA MVA 2016 Transitional and Distressed AND ALT Partner Status; to provide us with a reduced number of neighborhoods in which to apply the remaining criteria.



(Figure 10) URA MVA Results; Transitional and Distressed Markets Overlaid on ALT Partner Neighborhoods
Certain neighborhoods only display with one or two census tracts due to the MVA Rating process but for the TDR Pilot Study the whole neighborhood is under consideration.



(Figure 11) Final selection of City of Pittsburgh Neighborhoods with MVA Transitional and Distressed Markets and ALT Partnership

Sending Areas: As indicated by the Urban Greenprint Analysis

The Urban Greenprint Analysis, which is a separate report combining key greening plans from several City Agencies with the goal of identifying areas in need of protection from development which could also serve as potential TDR Pilot sending areas. The intent for the analysis was to identify project areas with the highest potential for stakeholder collaboration, investment in the extension of current green spaces, new green spaces or green space serving as hazard mitigation; to deliver greatest community benefit.

The first goal of the Urban Greenprint was to identify areas where these existing plans intersect:

- ▲ URA: Push to Green (2017)
- ▲ PWSA: Green First (2017)
- ▲ City of Pittsburgh: Open Space Plan (2013)

We then considered other factors of concern to Allegheny Land Trust and other partners, such as flooding, landslides and blight with the following data:

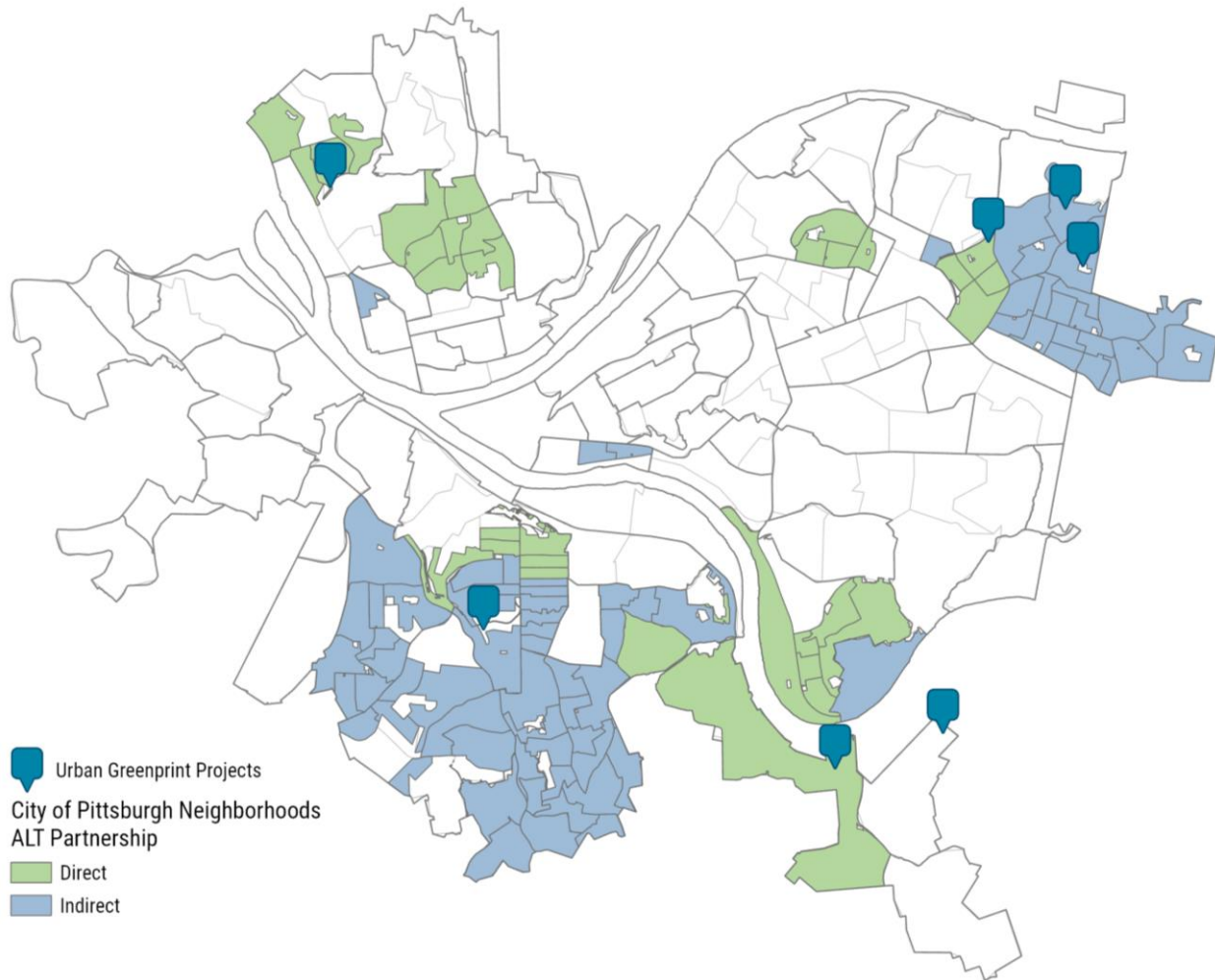
- ▲ FEMA flood zones (2015)
- ▲ Landslide Prone
- ▲ City owned properties and Tax Delinquent Properties
- ▲ Other neighborhood considerations

The results provided the following key locations for further consideration:

1. Chadwick Park Expansion (Lincoln-Lemington Belmar)
2. Highland Drive GSI (Lincoln-Lemington Belmar)
3. Larimer Greenbelt (Larimer)
4. St. John's Expansion (Brighton Heights)
5. McKinley Park Slopes (Beltzhoover)
6. Hay's Woods Slopes (Hays)
7. Forest Ave. Greenway (West Homestead, Homestead, Munhall)



(Figure 12) Urban Greenprint Analysis Results: Pins Represent Priority Urban Green Space Protection Project Opportunities



(Figure 13) Results of Preliminary Analysis

In combining the individual analyses, we see intersections between Urban Greenprint Project locations and MVA Transitional and Distressed areas due to the higher rates of blight and property vacancy.

We then considered the results for the remaining criteria. Many neighborhoods in Pittsburgh have completed community plans before the launching of the City Comprehensive Planning Process¹⁸, and those neighborhoods were prioritized. Community Plans provide critical data for the selection of sending and receiving areas, community needs for redevelopment and allowances available to developers. Considerations were also made for those communities currently engaged with the City Comprehensive Planning process, Manchester-Chateau, Homewood, and Hazelwood which started in 2017 and become available in 2019.

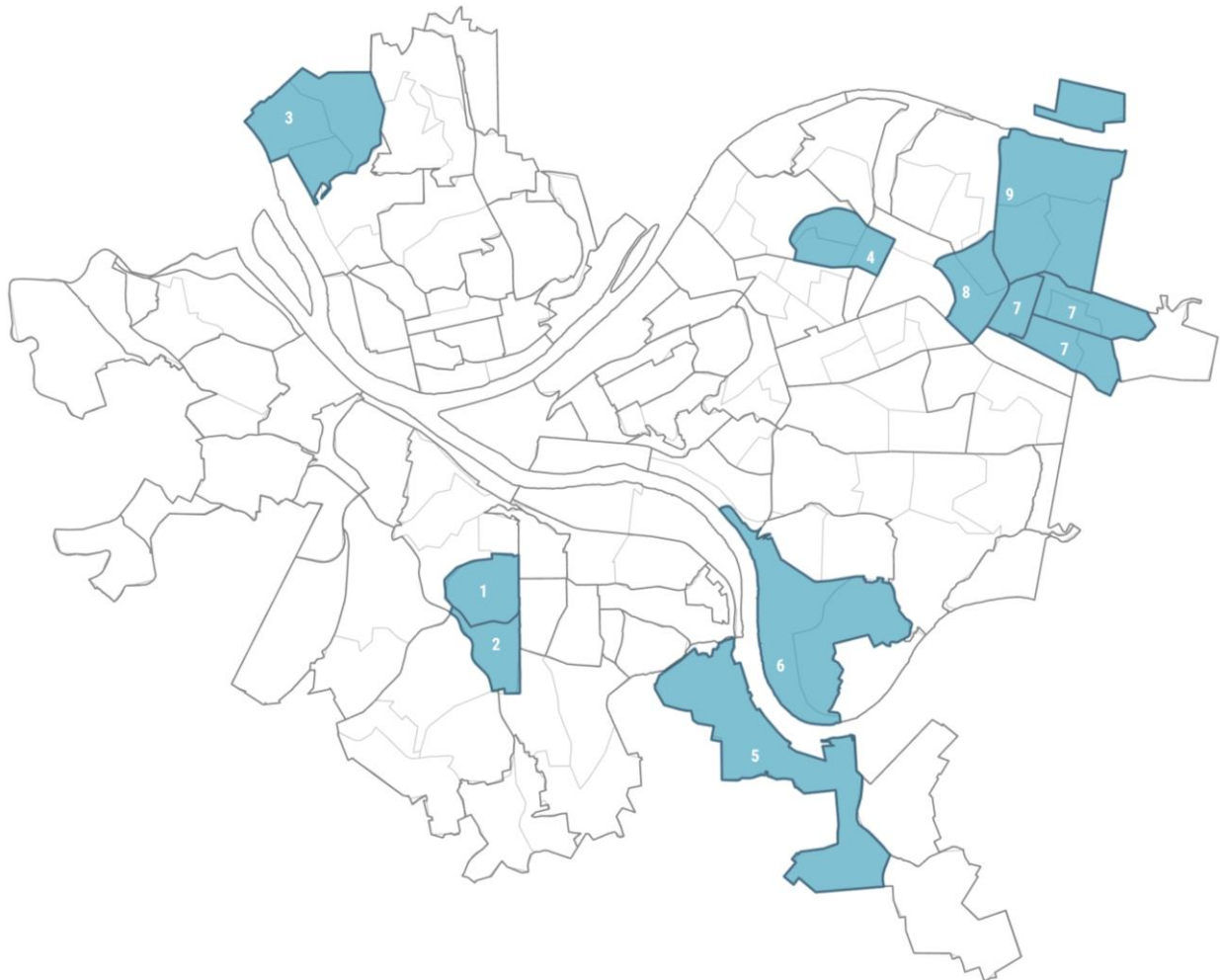
¹⁸ <http://pittsburghpa.gov/dcp/index.html>

Screening Results

From all 90 neighborhoods, we have narrowed our priority list to the following:

(Table 3) City of Pittsburgh Neighborhoods for further study

| Neighborhood | | Criteria Met | | | |
|---------------------|--------------------------|---|------------------------|-----------------------------|---------------------------|
| | | MVA Transitional or Distressed | ALT Partner | Urban Greenprint | Community Plan |
| 1 | Beltzhoover | X | Indirect | X | |
| 2 | Bon Air | X | Indirect | | |
| 3 | Brighton Heights | X | Direct | X | |
| 4 | Garfield | X | Direct | | X |
| 5 | Hays | X | Direct | X | |
| 6 | Hazelwood | X | Direct | | X |
| 7 | Homewood | X | Indirect | | X |
| 8 | Larimer | X | Direct | X | X |
| 9 | Lincoln-Lemington Belmar | X | Indirect | X | |

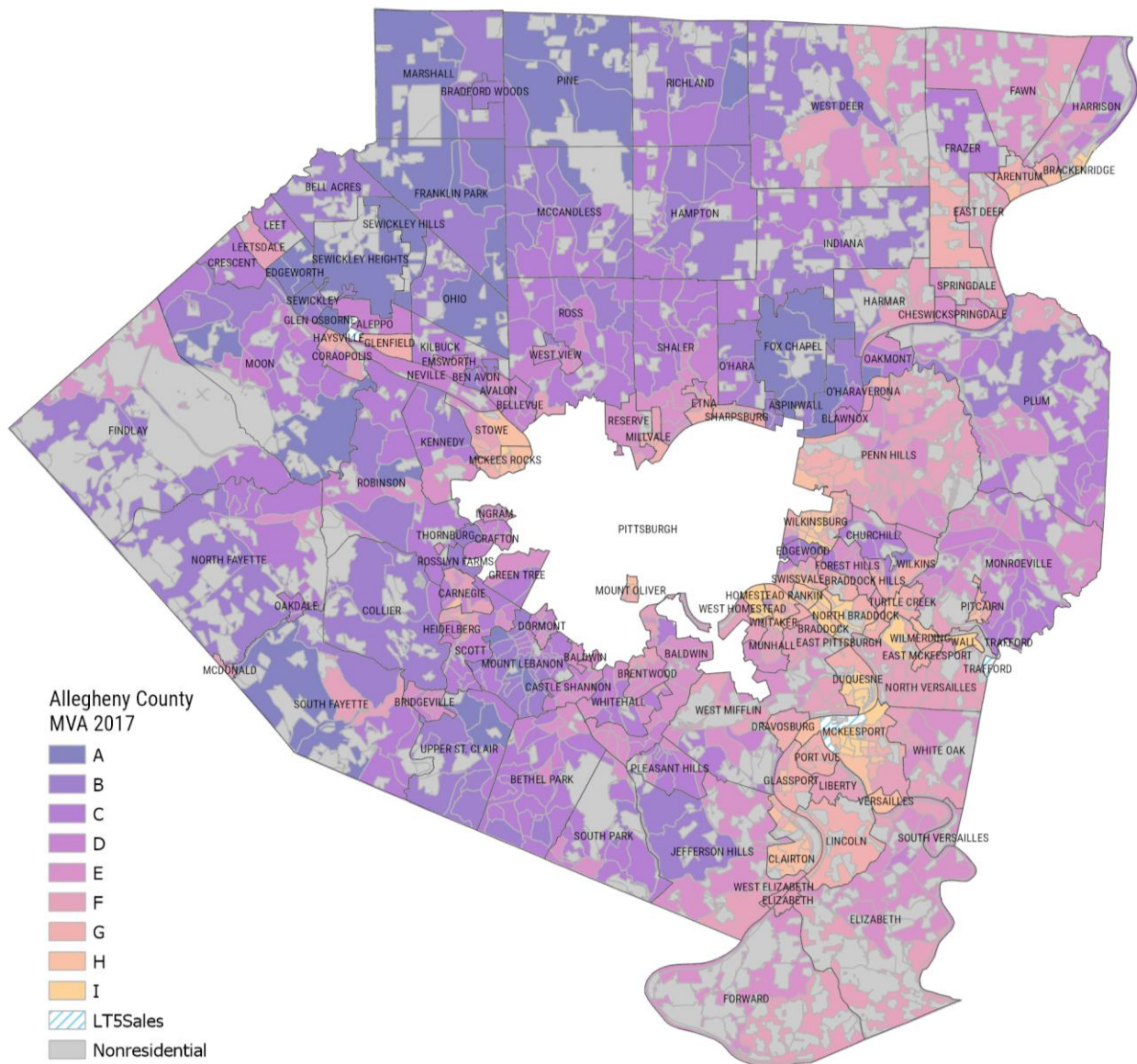


(Figure 14) City of Pittsburgh Neighborhoods Selected for further TDR Feasibility Study

Additional Results for Allegheny County

Municipal Screening

We also wanted to consider the greater Pittsburgh urban area, as many of the issues facing City communities are also experienced by small, local municipalities which may not have the same operational capacity as the City. This is especially true in the Monongahela Valley communities, which have experienced economic challenges when classic anchor industries closed or relocated.



(Figure 15) Allegheny County Market Value Analysis Results for 2017

We applied the same criteria to determine economic need (Transitional and Distressed Markets; Scores F-/NA) and selected communities that fell under the Transitional and Distressed categories of the MVA.



Allegheny County- Municipal Results

In theory, Allegheny Land Trust has relationships with every municipality through our interactions with the Council of Governments, therefore removing the need to map partner municipalities. However, county-level Urban Greenprint style results are not currently available due to the need for Allegheny County and each municipality to publish similar datasets. Economic Needs analysis utilizing the County MVA from 2017 show there is a clear need in the first-ring suburbs and the Monongahela Valley communities. We will continue our county Transfer of Development Rights educational efforts to all municipalities that express interest. Additionally, we will focus certain county-level efforts on the MVA results showing areas of need and those municipalities that have already expressed interest in Transfer of Development Rights as an opportunity for their municipality.

Independent of the Allegheny County MVA analysis, we have had interest expressed from the following communities to look at a TDR Pilot Study:

- Blawnox
- Collier
- Homestead
- Millvale

Conclusion

The Greater Pittsburgh area contains opportunities for Transfer of Development Rights to sustainably transform our communities and mitigate the hazards associated with poor land use practices. The novel TDR selection criteria developed by Allegheny Land Trust will provide clarification on all TDR opportunities in our region. Further analysis utilizing our Urban Greenprint project and the application of the Market Value Analysis provided us with high-quality opportunities for further study within the City of Pittsburgh. Additionally, the Allegheny County Market Value Analysis brought visibility to those communities who may benefit from the use of Transfer of Development Rights. It is encouraging to identify multiple opportunities within and external to the City of Pittsburgh.

Appendix A.

A Selection of Established Transfer of Development Rights Programs

Within Pennsylvania

Warwick and Lititz

Under Warwick Township's Zoning Ordinance, the Transferable Development Rights (TDR) Program assigns every farm within the Agricultural zone (sending area) one transferable development right for each two gross acres of farmland. TDRs are purchased from farmers who wish to preserve their farmland. The purchase price is based on the fair market value of the farmland at the time the TDRs are sold. Since 1991, the TDR program has been successful in preserving twenty-six farms comprised of more than 1,500 acres of farmland.

TDRs are sold to increasing lot coverage in the Campus Industrial zone (receiving area). In order to ensure sound land use practices, the maximum lot coverage within the Campus Industrial zone is 10%; however, for each transferable development right acquired, an additional 4,000 square feet of lot coverage is permitted, up to a maximum of 70% coverage.

The Township partners with the Lancaster County Agricultural Preserve Board and/or Lancaster Farmland Trust to preserve farmland. The funds generated by the sale of TDRs are specifically used to preserve additional farmland within Warwick Township.

The Township also partners with developers to review and determine the number of TDRs needed for a specific project within the Campus Industrial Zone. The number of TDRs needed is based on the size of the project, and the size of the tract where the project would be located. This partnership has been successful in selling 446 TDRs since 2001, redirecting more than \$750,000.00 to farmland preservation.

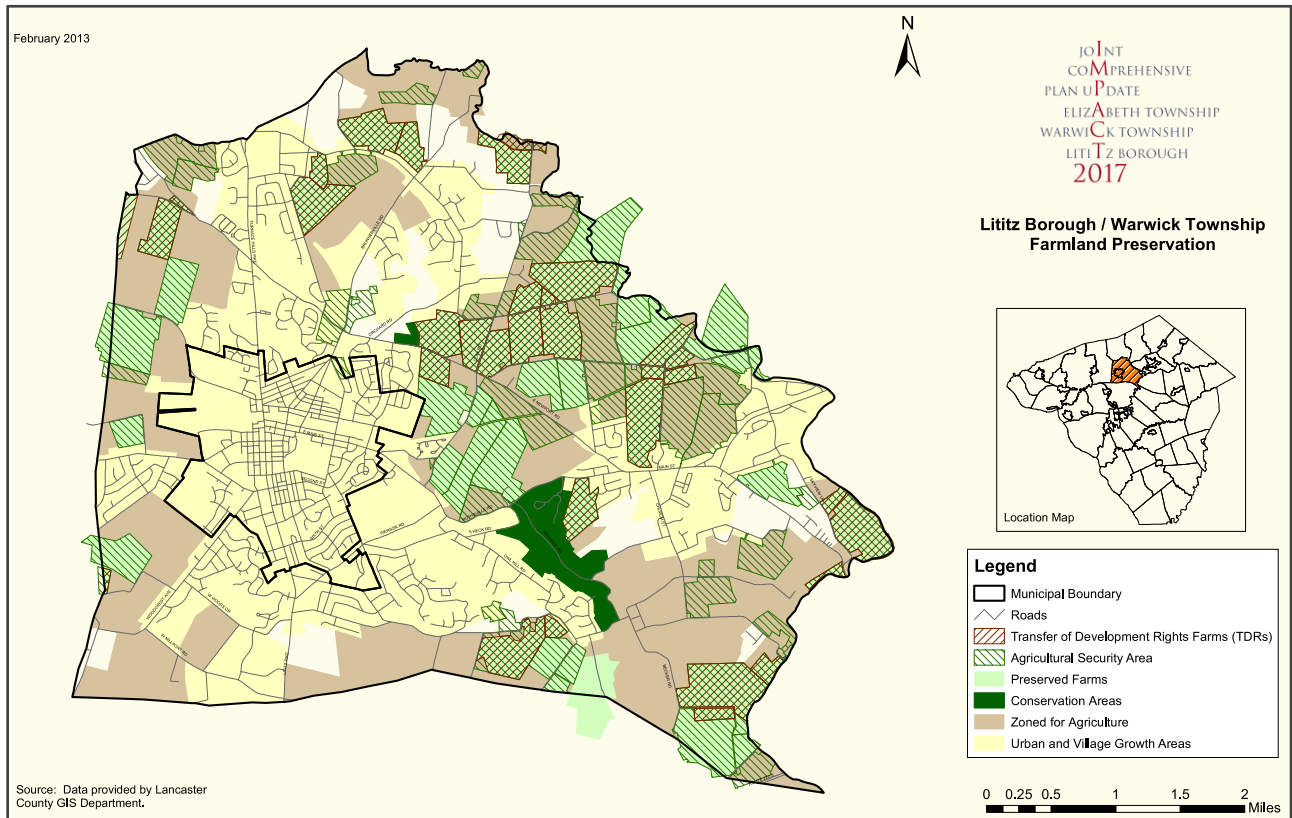
The TDR program has been an effective planning tool in preserving prime agricultural areas, while directing growth in a responsible and efficient manner.

Sources of information:

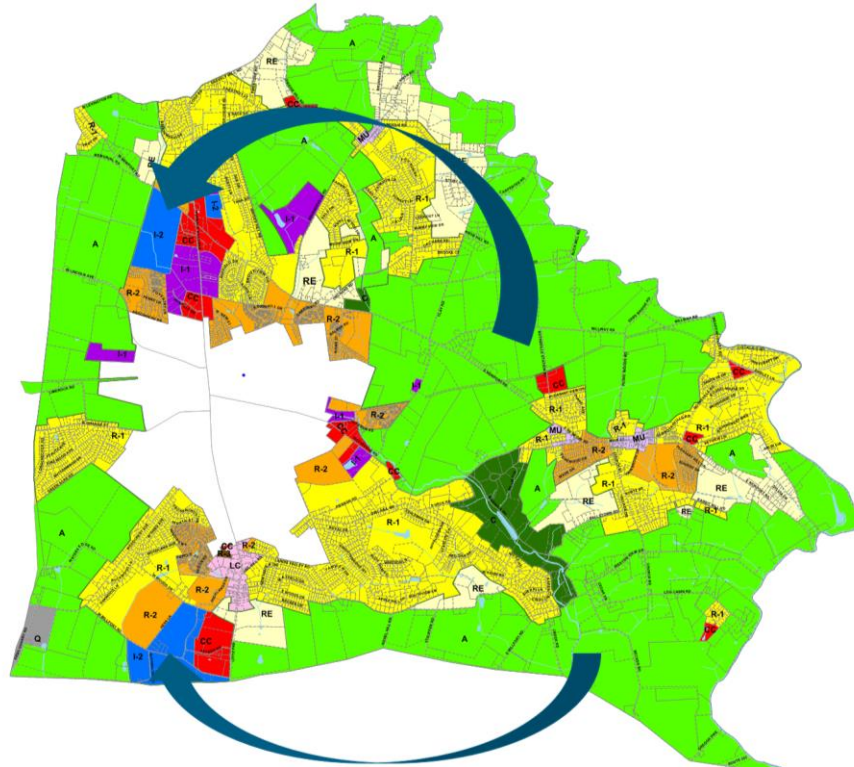
<https://www.warwicktownship.org/agricultural-security-area/pages/transferable-development-rights-tdr-program>

<http://www.warwicktownship.org/planning-zoning/pages/lititzwarwick-joint-strategic-plan>

http://www.warwicktownship.org/sites/warwickpa/files/file/file/21_farmland_preservation.pdf



In the above graphic, the TDR Overlay is clearly placed in the Agricultural Security Zone. In the graphic below the areas marked with I-2 are the Campus Industrial Zones mentioned on the previous page.



In the United States

King County, Washington

Transfer of development rights in King County, Washington

Introduction

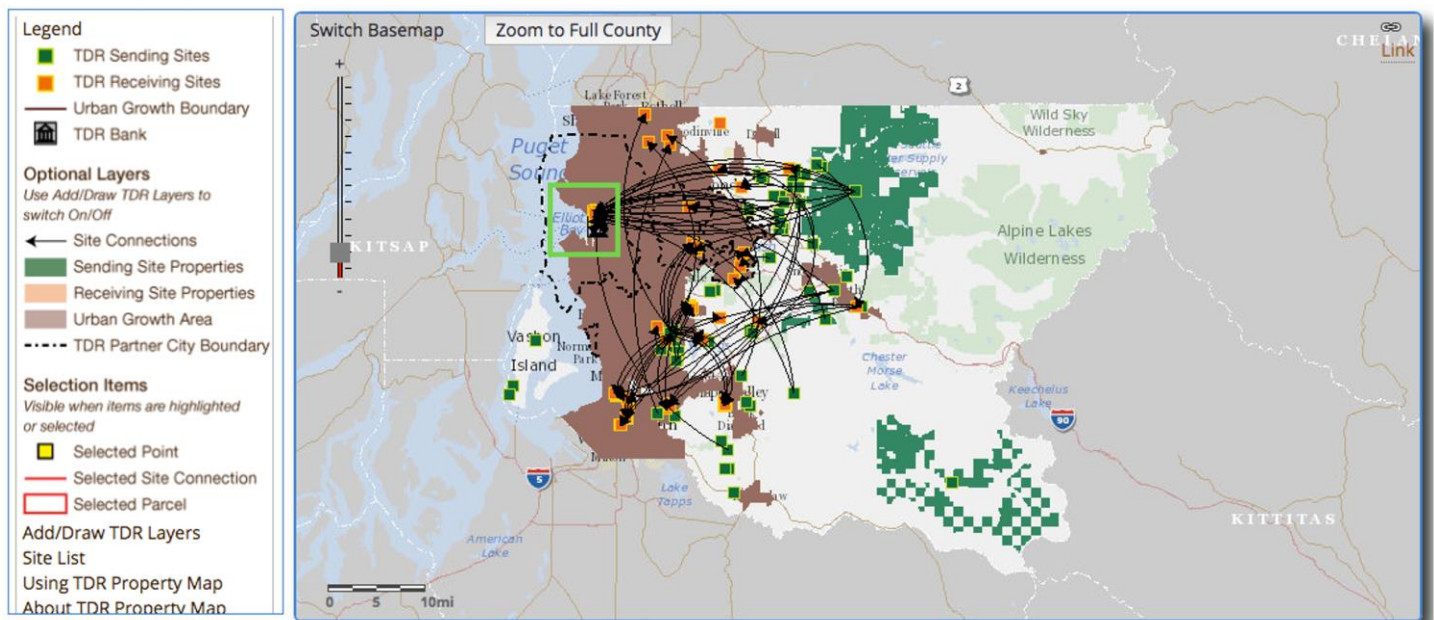


The TDR program is a voluntary, incentive-based, and market-driven approach to preserve land and steer development growth away from rural and resource lands into King County's Urban Area. The Program is based on free-market principles and prices that would motivate landowner and developer participation. Rural landowners realize economic return through the sale of development rights to private developers who are able to build more compactly in designated unincorporated urban areas and partner cities. To date the Program has protected 141,500 acres of rural/resource land. This market in development rights allows rural landowners to receive financial compensation without having to sell or fully develop their land. Developers are financially motivated to purchase development rights from the TDR market as they are able to put additional

dwelling units in their projects. TDRs have several [non-density uses and benefits](#), as well.

You can also buy and sell TDRs on the [TDR Exchange](#) using information provided in the [TDR market information](#) section on this website.

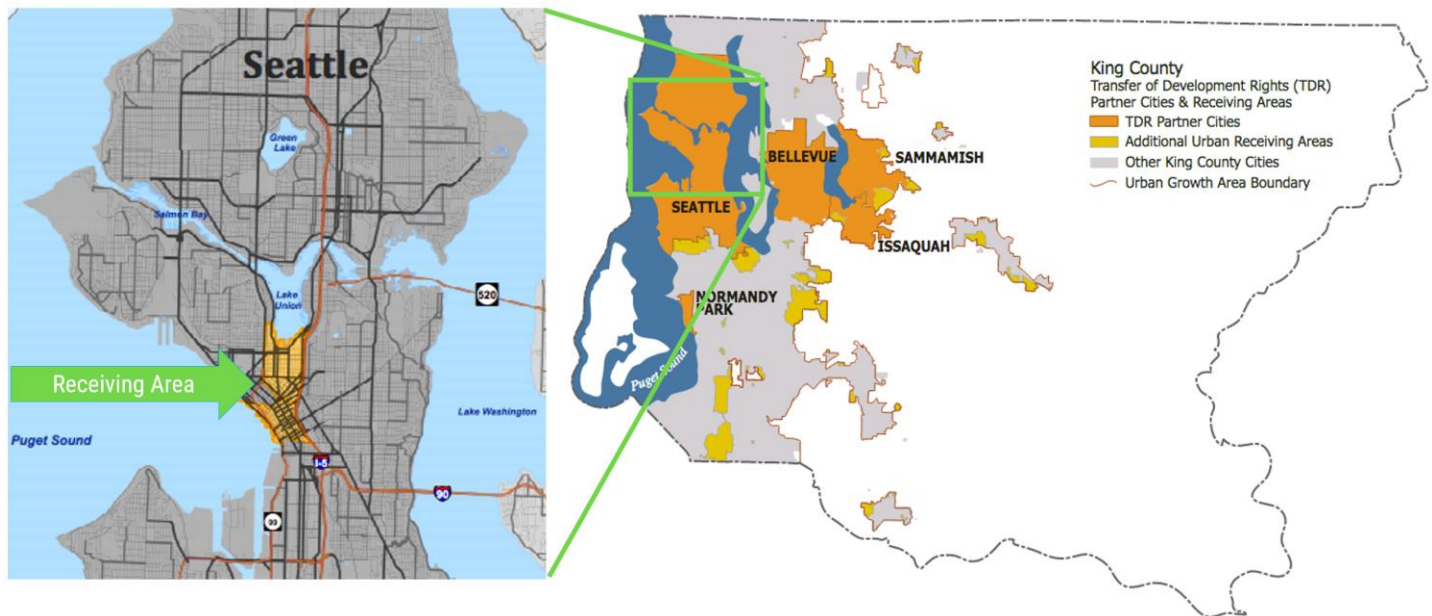
For further information see the [TDR Program overview](#), or for specific questions not answered on the website please contact the staff people listed below, or consult the [TDR code](#).



S. Lake Union, Denny Triangle & Commercial Core; City of Seattle; Seattle TDR Receiving Area

Overview

In 2013, King County and the City of Seattle entered into an [interlocal agreement](#) for the implementation of a regional program to transfer development rights from King County farm and forest land to the South Lake Union, Denny Triangle, and Commercial Core in the City of Seattle. While establishing a marketplace for TDR credits, this agreement will protect and maintain the existing character of rural, farm, and forest lands, in turn directing growth into the region's largest designated urban center. Regional TDR credits can be used to increase development capacity in these specific areas of the City of Seattle. Preference is given to TDR credits from farmlands and regional TDR credits from which the proceeds from sale will be directly used to purchase agricultural land that supports the local food system and the availability of fresh and healthy produce. In exchange for the city accepting 800 TDRs, King County agreed to share a portion of its future property tax revenue from new construction within the receiving areas with the City of Seattle for use in creating infrastructure and amenities.



Sources of Information:

<https://www.kingcounty.gov/services/environment/stewardship/sustainable-building/transfer-development-rights.aspx>

<https://www.kingcounty.gov/services/environment/stewardship/sustainable-building/transfer-development-rights/receiving.aspx>

<https://www.kingcounty.gov/services/environment/stewardship/sustainable-building/transfer-development-rights/receiving/Seattle-tdr.aspx>

Appendix B.

Full City of Pittsburgh Neighborhood List with Analysis Results

| Neighborhood | Partner Status | URA MVA Ratings | Sending Area | Receiving Area | Community Plan | Economic Need |
|---------------------------|---|-----------------|--------------|----------------|----------------|---------------|
| Allegheny Center | - | N/A | - | - | - | - |
| Allegheny West | - | C | - | - | - | - |
| Allentown | Direct | H, I | - | - | - | - |
| Arlington | Indirect, HA ⁵ | H | - | - | - | - |
| Arlington Heights | Direct, HA | N/A | - | - | - | - |
| Banksville | - | C, D | - | - | - | - |
| Bedford Dwellings | - | I | - | - | - | - |
| Beechview ² | Indirect, SMR ³ | E, F | - | - | - | - |
| Beltzhoover ² | Indirect, SMR | I, N/A | - | - | - | - |
| Bloomfield | Indirect, BGC ⁶ & BDC ⁷ | B, C, E | - | - | - | - |
| Bluff (Uptown) | Indirect | G, H | - | - | - | - |
| Bon Air ² | Indirect, SMR | I | - | - | - | - |
| Brighton Heights | Direct, Several Projects | D, F, G | Y | Y | Y | Y |
| Brookline ² | Indirect, SMR | C, D, F | - | - | - | - |
| California-Kirkbride | - | I | - | - | - | - |
| Carrick ² | Indirect, SMR | F, G | - | - | - | - |
| Central Business District | - | A, B, C | - | - | - | - |
| Central Lawrenceville | Direct, LC ⁸ | B, C, E | - | - | - | - |
| Central Northside | - | C, E | - | - | - | - |
| Central Oakland | Direct, OPDC ⁹ | B, C | - | - | - | - |
| Chartiers City | - | F | - | - | - | - |
| Chateau ¹⁰ | Indirect | N/A | Y | Y | Y | - |
| Crafton Heights | - | F | - | - | - | - |
| Crawford-Roberts | - | C, N/A | - | - | - | - |
| Duquesne Heights | Indirect, SMR & HA | D | - | - | - | - |
| East Allegheny | - | E, G | - | - | - | - |
| East Carnegie | - | G | - | - | - | - |
| East Hills | Direct | G, H, I | - | - | - | - |
| East Liberty | Indirect | C, E, G | Y | Y | - | N |
| Elliott | - | G, H | - | - | - | - |
| Esplen | - | H | - | - | - | - |
| Fairywood | - | G | - | - | - | - |
| Fineview | - | C, H | - | - | Y | - |
| Friendship | - | B | - | - | - | - |
| Garfield | Direct | E, G, H | Y | Y | Y | Y |
| Glen Hazel | Indirect | N/A | - | - | - | - |
| Greenfield | - | C, D, G | - | - | - | - |
| Hays | Direct, Hays Woods | H | Y | N | ? | ? |
| Hazelwood | Direct | D, G, H, I | Y | Y | Y | Y |
| Highland Park | Direct, Councilperson | A, B, C | - | - | - | - |
| Homewood North | Indirect, NRWA ⁴ | I, N/A | Y | Y | Y | Y |
| Homewood South | Indirect, NRWA | H, I, N/A | Y | Y | Y | Y |
| Homewood West | Indirect, NRWA | N/A | Y | Y | Y | Y |
| Knoxville | Indirect, HA | G, H, I | - | - | - | - |
| Larimer ¹ | Direct, Several | H, N/A | Y | Y | Y | Y |
| Lincoln Place | - | F | - | - | - | - |
| Lincoln-Lemington-Belmar | Indirect, Grounded Strategies and NRWA | G, H, I, N/A | - | - | - | - |

| | | | | | | |
|-------------------------------|-------------------------------------|------------|---|---|---|---|
| Lower Lawrenceville | Direct, LC | E | - | - | - | - |
| Manchester | Indirect | C, H | N | Y | Y | Y |
| Marshall-Shadeland | - | G, H, I | - | - | - | - |
| Middle Hill | - | G, H | - | - | - | - |
| Morningside | - | C, D | - | - | - | - |
| Mount Washington ² | Direct, Emerald View Park, HA & SMR | C, E, F, G | - | - | - | - |
| Mt. Oliver | Indirect, HA | G | - | - | - | - |
| New Homestead | - | D | - | - | - | - |
| North Oakland | Direct, OPDC | A, B, D | - | - | - | - |
| North Shore | - | N/A | - | - | - | - |
| Northview Heights | - | N/A | - | - | - | - |
| Oakwood | - | F | - | - | - | - |
| Overbrook ² | Indirect, SMR | F | - | - | - | - |
| Perry North | - | E, F, I | - | - | - | - |
| Perry South | Direct | G, H, I | - | - | Y | - |
| Point Breeze | - | A, B | - | - | - | - |
| Point Breeze North | - | C | - | - | - | - |
| Polish Hill | Direct, Joanna Deming | E | - | - | - | - |
| Regent Square | - | A | - | - | - | - |
| Ridgemont | - | F | - | - | - | - |
| Shadyside | - | A, B, C | - | - | - | - |
| Sheraden | - | F, G, I | - | - | - | - |
| South Oakland | Direct, OPDC | C | - | - | - | - |
| South Shore | - | N/A | - | - | - | - |
| South Side Flats | - | A, B, C | - | - | - | - |
| South Side Slopes | - | E, G | - | - | - | - |
| Spring Garden | - | G, H | - | - | - | - |
| Spring Hill-City View | - | E, F, G, I | - | - | - | - |
| Squirrel Hill North | - | A, D, N/A | - | - | - | - |
| Squirrel Hill South | - | A, B, C, D | - | - | - | - |
| St. Clair | Direct, Hilltop Farm & HA | I | - | - | - | Y |
| Stanton Heights | - | D, F | - | - | - | - |
| Strip District | - | B | - | - | - | - |
| Summer Hill | - | F | - | - | - | - |
| Swisshelm Park | - | D | - | - | - | - |
| Terrace Village | - | G, N/A | - | - | - | - |
| Troy Hill | - | G | - | - | - | - |
| Upper Hill | - | E, F, H | - | - | - | - |
| Upper Lawrenceville | Direct, LC | E | - | - | - | - |
| West End ² | Indirect, SMR | E | - | - | - | - |
| West Oakland | Direct, OPDC | C, E | - | - | - | - |
| Westwood | - | D | - | - | - | - |
| Windgap | - | D, F | - | - | - | - |

Notes:

1. A small, block-sized TDR Study was done for the Larimer neighborhood; they have expressed interest in expanding this study to include other areas.
2. The Sawmill Run Communities are all working towards improving stormwater management while sustainably stimulating their economy, as such a TDR Pilot Study might include the City portion of that whole area.
3. SMR is Sawmill Run, this references the potential for a Green Blvd to address flooding issues in the valley

4. NRW is the Negley Run Watershed Association

5. HA is the Hilltop Alliance

6. BGC is the Bloomfield Garfield Corporation

7. BDC is the Bloomfield Development Corporation

8. LC is the Lawrenceville Corporation

9. OPDC is the Oakland Planning and Development Corporation

10. The Riverfront Zoning updates have passed and increased the challenges associated with incorporating TDRs.